

AGENDA FOR

CABINET

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To: All Members of Cabinet

Councillors : E O'Brien (Leader and Cabinet Member, Finance and Growth) (Chair), C Cummins (Cabinet Member, Housing Services), R Gold (Cabinet Member, Communities), C Morris (Cabinet Member, Culture and The Economy), A Quinn (Cabinet Member, Environment, Climate Change and Operations), A Simpson (First Deputy and Cabinet Member, Health and Wellbeing), T Tariq (Deputy Leader and Cabinet Member Children, Young People and Skills) and T Rafiq (Cabinet Member, Corporate Affairs and HR)

Dear Member

Cabinet

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

Date:	Wednesday, 26 May 2021
Place:	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 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 MEMBER QUESTION TIME

Questions are invited from Elected Members about the work of the Cabinet. 15 minutes will be set aside for Member Question Time, if required.

Notice of any Member question must be given to the Monitoring Officer by 9.30am on Friday, 21 May 2021.

5 MINUTES *(Pages 5 - 18)*

Minutes from the meeting held on 24 March 2021 are attached.

6 EAST LANCASHIRE PAPER MILL SITE - PART A *(Pages 19 - 28)*

A report from the Leader and Cabinet Member for Finance and Growth and the Cabinet Member for Housing Services is attached.

7 PRESTWICH REGENERATION - ACQUISITION OF ASSETS, DETAILED HEADS OF TERMS LONGFIELD SHOPPING CENTRE - PART A *(Pages 29 - 36)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

8 LEVELLING UP BIDS - PART A *(Pages 37 - 46)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

9 BANKING SERVICES PROCUREMENT PROCESS *(Pages 47 - 54)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

10 PUBLIC CONSULTATION ON THE DRAFT CLIMATE STRATEGY AND CLIMATE ACTION PLAN *(Pages 55 - 172)*

A report from the Cabinet Member for Environment, Climate Change and Operations is attached.

11 DRAFT BURY HOUSING STRATEGY *(Pages 173 - 256)*

A report from the Cabinet Member for Housing Services is attached.

12 AGILE WORKING MODEL ROLL OUT *(Pages 257 - 268)*

A report from the Cabinet Member for Corporate Affairs and HR is attached.

13 UPDATE ON COVID-19 IN BURY AND THE LOCAL RESPONSE *(Pages 269 - 280)*

A report from the Cabinet Member for Health and Wellbeing is attached.

14 REQUEST FOR APPROVAL TO COLLABORATIVELY COMMISSION AN INTEGRATED SEXUAL HEALTH SERVICE WITH ROCHDALE AND OLDHAM COUNCILS *(Pages 281 - 288)*

A report from the Cabinet Member for Health and Wellbeing is attached.

15 ADULT SOCIAL CARE - CARE AT HOME RE-TENDER *(Pages 289 - 296)*

A report from the Cabinet Member for Health and Wellbeing is attached.

16 MINUTES OF ASSOCIATION OF GREATER MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED AUTHORITY *(Pages 297 - 322)*

To consider the minutes of meetings of the Manchester Combined Authority held on 12 February and 23 March 2021.

17 URGENT BUSINESS

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

18 EXCLUSION OF PRESS AND PUBLIC

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

19 EAST LANCASHIRE PAPER MILL SITE - PART B *(Pages 323 - 340)*

A report from the Leader and Cabinet Member for Finance and Growth and the Cabinet Member for Housing Services is attached.

**20 PRESTWICH REGENERATION - ACQUISITION OF ASSETS,
DETAILED HEADS OF TERMS LONGFIELD SHOPPING CENTRE -
PART B** *(Pages 341 - 354)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

21 LEVELLING UP BIDS - PART B *(Pages 355 - 380)*

A report from the Leader and Cabinet Member for Finance and Growth is attached.

Minutes of: CABINET

Date of Meeting: 24 March 2021

Present: Councillor E O'Brien (in the Chair)
Councillors L Smith, C Cummins, A Simpson, A Quinn,
T Tariq, J Black and T Rafiq

Also in attendance: Councillors N Jones and M Powell

Public Attendance: No members of the public were present at the meeting.

Apologies for Absence: Councillor D Jones

CA.41 APOLOGIES FOR ABSENCE

Apologies were received from Councillor David Jones.

CA.42 DECLARATIONS OF INTEREST

Councillor Black declared an interest in respect item 6, Prestwich Town Centre Regeneration, as she was a member of the village green's Cooperative in the Prestwich precinct.

Councillor Quinn declared a personal interest in respect of all matters under consideration, as both his son and daughter in law are employed by the NHS, his wife is employed by the Citizens Advice Bureau and he is a member of the trade union, Unite. He had also previously invested in village greens.

Councillor Simpson declared a personal interest in respect of all matters under consideration, as she had shares in village greens, she and her son are employed by the NHS, and she is a member of Community Union.

Councillor Tariq declared a personal interest in respect of all health matters under consideration, owing to his employment at Healthwatch Oldham and his membership of the Health and Wellbeing Board for Oldham.

CA.43 PUBLIC QUESTION TIME

There were no public questions.

CA.44 MEMBER QUESTION TIME

There were no Member questions.

CA.45 MINUTES

It was agreed:

Minutes of the meeting held on 23 February 2021 be approved as a correct record and signed by the Chair.

CA.46 PRESTWICH TOWN CENTRE REGENERATION: PROGRESS UPDATE ON ACQUISITION AND PATHWAYS TO DEVELOPMENT - PART A

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the report which provided an update on plans for the regeneration of Prestwich town centre and proposed the acquisition of the Longfield shopping centre in order that the wider regeneration outcomes for Prestwich could be achieved as well as proposals to take forward the future development.

Members were supportive of the developments and the commitment to the long term future of the area. In response to a Member's question, the Leader advised that this differed from previous schemes as negotiations undertaken and partnership working had allowed a more financially viable solution with a lower risk. With regards to the purchase of 458 Bury New Road, this was of strategic benefit for the future but also offered commercial return in the short term.

In response to a question regarding the tight timetable for acquisition, it was noted that the Hollins Murray Group had set this timescale, which placed time restraints on the negotiations but also allowed for a reduced price. It was noted that key leases in Prestwich were coming to an end in the coming years as the Hollins Murray Group had intentionally maintained limited leases. This benefitted the Council's plans as compensation to longer leases wouldn't be required. With regards to the £13m figure circulated in literature, the Leader advised that the detail was set out in the Capital Budget, but that the figure represented the total of capital and staffing costs over this and future years.

It was noted that more work and public engagement would be forthcoming, business support would be provided for existing businesses that were affected, and details on phasing to be determined. Councillors praised the officers involved for their hard work in achieving this. Previous plans had been hindered through lack of ownership which this decision would resolve.

Decision:

That Cabinet:

- Notes the progress made with the Prestwich Town Centre regeneration scheme.
- Approves the acquisition by the Council of the Longfield Shopping Centre for the amount set out in the report in Part B of this agenda, subject to the detailed terms of the transaction and a best value report being submitted to Cabinet for approval before the end of June.
- Approves in principle to the Council entering into a Joint Venture agreement with a developer subject to detailed terms of the agreement being submitted to a future meeting of Cabinet for approval.
- Notes that the Council will submit a costed proposal for the interim property management of the Longfield Shopping Centre which will be subject to a competitive procurement process to be carried out in accordance with the Council Contract Procedure Rules.

Reasons for the decision:

The regeneration of Prestwich town centre is an opportunity to deliver much needed new homes, facilitate growth through high quality commercial spaces, and

embed a new cultural offering within new public buildings, whilst also providing an opportunity to deliver operational savings for the Council by consolidating buildings and service delivery with wider public estate functions across the town.

Other options considered and rejected:

Other options have been considered and have been subject to external validation by the Council's advisers CBRE. The options have been considered in relation to risk, likelihood of development in the short to medium term and best value for the Council. These are:

- do nothing;
- buy the lease;
- developer to buy the lease as part of a Joint Venture approach
- Compulsory Purchase Order

The detailed evaluation of the options is set out in Part B however the recommendations from the advisers is to purchase the long lease. The do-nothing option will continue to see the redevelopment of the centre frustrated. The Longfield Shopping Centre will remain in a dilapidated and run-down state with the current owners remaining in-situ. The Longfield Centre will be an abandoned building above the Centre, adding to the sense of a failing centre.

CA.47 ACCELERATED LAND AND PROPERTY DISPOSALS PROGRAMME - PHASE 1

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the report regarding the steps to rationalise Council land and buildings, referred to as property assets, many of which were surplus to requirements. This report identified the Phase 1 list of sites and sought approval for the property asset disposals.

Members discussed the report, noting in particular the Wheatfield site, Summerseat House, and Whitefield Library. It was noted that no decisions had been made about the future of any of the sites and that this process would inform what options were available. The Leader advised that this would allow for properties to be utilised in the most appropriate way and confirmed that Ward Members would be engaged and plans would come back to Cabinet for approval as necessary.

Decision:

That:

- Approval is given for disposal of the Phase 1 property assets that are surplus to requirements.
- Acceptance that the Brownfield Land Fund will assist with disposal options for the sites identified as housing development sites.

Reasons for the decision:

There are limited Council resources to deal with the constant requests from individuals or third parties looking for opportunities to purchase our property assets. This programme will bring in the required resources to comprehensively allow the Council to dispose of its chosen property assets in a strategic and co-ordinated way, and via a manageable phased approach.

Other options considered and rejected:

None. There is a cost to maintain the Council's assets and failure to manage them properly could cause a potential health and safety risk, as well as a reputational risk to the Council as the landowner.

CA.48 RAMSBOTTOM PLACE MANAGEMENT AND MOVEMENT PLAN - APPOINTMENT OF CONSULTANTS

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the report which followed Cabinet's approval in November 2020 to engage consultants to prepare a public realm and place management plan for Ramsbottom. Detailed consideration of submissions concluded that a proposal led by Layer Landscape Architects Ltd. was the strongest and an appointment had been made on this basis.

In response to a Member's question, it was noted that Layer Landscape Architects Ltd. had demonstrated a plan that benefited the various aspects of Ramsbottom, utilising smaller spaces to open the area up and encourage footfall and dwell time. The consultants will engage with stakeholders and businesses to develop concepts and interventions that will help build on the town's success, as well as assist with the recovery process as businesses emerge from the latest lockdown.

Decision:

That Cabinet:

- Notes that Layer Landscape Architects Ltd. have been appointed to prepare the Place Management and Movement Plan for Ramsbottom town centre on behalf of the Council; and
- Notes that a draft of the Place Management and Movement Plan will be presented to Cabinet for approval for consultation purposes and that, following consultation, a final version will be subject to further Cabinet approval.

Reasons for the decision:

The proposal by Layer Landscape Architects Ltd. shows a clear understanding of the brief which is backed up by a strong team with considerable project experience in delivering plans to improve placemaking and movement in other similar-sized towns across the country. Layer Landscape Architects Ltd. Will work closely with Council officers to ensure that the objectives and outputs set out in the brief are fully delivered in a timely manner.

Other options considered and rejected:

The invitation to tender for the commission of the Ramsbottom Place Management and Movement Plan resulted in the submission of thirteen proposals in total. All submissions were fully considered as alternative options.

CA.49 RADCLIFFE STRATEGIC REGENERATION FRAMEWORK - ACQUISITION OF ASSETS - PART A

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the report regarding the specifics of the proposals for the continued development of the Strategic Regeneration Framework (SRF) projects. It was noted that in order to access the Levelling Up Fund, the Council

was required to demonstrate it had the ability to deliver the development proposals within specific timeframes; a key aspect of which was to demonstrate it had control over land assets. Members noted the proposals had been discussed and received support at a recent public webinar and Radcliffe Cabinet Committee.

Decision:

That:

- The progress on the creation of a new public service hub building and wider regeneration efforts in Radcliffe Town Centre be noted.
- Approval be given for the acquisition of land and premises that are critical to the delivery of key SRF projects as set out in Part B of this report be approved, subject to financial and legal due diligence to complete the transaction.
- Finalisation of the acquisitions, as set out in the Part B report, be delegated to the Chief Executive after consultation with the Council's Section 151 and Monitoring Officers and the Leader of the Council and subject to the satisfactory completion of the financial and legal due diligence.

Reasons for the decision:

The Civic Hub project is a major regeneration priority project given the potential for the site to have a fundamental role in driving economic growth. To support a robust funding bid, it is critical that the Council should secure the ability to build on the subject land and ensure it is free of legal constraints.

Other options considered and rejected:

Doing nothing and leaving the town to market forces will not change the existing patterns of demand and won't provide the attractions to the centre is that is needed to drive footfall and the growth. As set out in the SRF, intervention in the market is required and a development of the scale and nature proposed has the potential to be truly transformational for the town and will act as a catalyst for further development and investment in the town centre and wider Borough.

CA.50 RADCLIFFE - ESTABLISHMENT OF A NEW SECONDARY SCHOOL

Councillor Tamoor Tariq, Cabinet Member for Children, Young People & Skills, presented the report regarding the successful application from Star Academies to establish a new secondary school in Radcliffe.

Councillor Tariq advised that the agreement to establish the new school is between the Department for Education (DfE) and the Star Academies Trust, and construction of a new school building will be for them to deliver. The Council clearly has an interest and this report set out those matters which require the Council's commitment and agreement along with the wider considerations in respect of the site for the new school, the capital funding implications to the Council, and matters relating to the existing use of the Spring Lane site.

In response to a Member's question, it was noted that Star Academies Trust were the preferred partner owing to their reputation, their experience across the country and their relationship with the DfE. Members thanked the Cabinet Member and Officers for their work, which had been in motion since before the general election of December 2019.

Decision:

- To formally welcome this important result for Bury, Star Academies and Radcliffe.
- To note the previous decisions of the Council in respect of the Spring Lane site, and the intention to commission a study to determine the extent of the site to be utilised for the school, whilst preserving access to the adjacent development site.
- To note that there is a financial commitment by the Council to the delivery of the scheme, and it is anticipated that this be funded from the school's capital budget, and that this will be subject to Cabinet approval when the detail is known.
- To note the alignment of the delivery of the school to the Radcliffe Strategic Regeneration Framework.
- To note the continuing close partnership working between the Council, Star Academies and the Department for Education.
- To note that discussions are underway for the acquisition of additional land to support the delivery of the school and its ancillary uses and that a further report would be brought back to Cabinet seeking approval for any acquisition.

Reasons for the decision:

Whilst the delivery of the new school project will primarily be driven by DfE and Star Academies, the continuing contribution of the Council is essential to ensure successful delivery, and alignment with the objectives of the Radcliffe SRF.

Other options considered and rejected:

None. Master-planning of the site will take place in order to identify the full extent of the site for the new school and consider any implications to existing site usage. There will be ongoing community engagement and stakeholder consultation as the project develops.

CA.51 DEDICATED SCHOOLS GRANT (DSG) DEFICIT RECOVERY

Councillor Tamoor Tariq, Cabinet Member for Children, Young People & Skills, presented the report which outlined the outcome of the work with the Department for Education (DfE) including additional funding that is being made available, the delivery plan and the expected outcomes against which the Council will be monitored. It was noted that in total, funding of £20.5m revenue and £4m capital had been awarded by the Secretary of State following recommendations from the DfE. The funding will be received over 4 years up to 2024/25 including £6m that will be awarded in the current financial year.

In response to Member questions, the Cabinet Member advised he had been open and honest about the deficit which had arisen due to demand pressures, and this had allowed the Council to focus on the best way to move forwards and help families and young people. It was noted that other Councils were able to address similar deficits through their reserve funds which were larger than Bury's. It was agreed this was an opportunity to work with parents and schools to improve services or provide them differently and would put the Council in a better position financially.

Decision:

That Cabinet:

- Notes the DSG recovery agreement between the Department for Education and Council which forms the basis of the grant agreement that the Council has been required to sign up to.
- Supports the decisions required by officers to deliver the recovery plan within the agreed timeframe.
- Notes the financial support provided by the DfE in assisting Bury Council to recover the DSG deficit and the expectation that this will lead to a balanced position by the end of 2024/25.
- Notes that the settlement reached with the DfE will bring significant additional government funding into Bury to remove a large proportion of the DSG overspend.
- Notes that the settlement gives the Council funding to improve services, including services for children and families with SEND; better services here in Bury will replace more expensive services further away.
- Agrees that no decisions for change affecting individual children and families will be made without them.

Reasons for the decision:

In accepting the funding, the Council has had to sign a detailed agreement with the DfE, to ensure there is clarity on the basis on which the funding has been made and to be clear about the outcomes.

Other options considered and rejected:

None.

CA.52 INTRODUCTION OF A CIVIL (FINANCIAL) PENALTY POLICY AND ENFORCEMENT PROTOCOL - MINIMUM ENERGY EFFICIENCY STANDARDS

Councillor Clare Cummins, Cabinet Member for Housing Services, presented the report which sought approval for the new proposed Civil Penalty Policy, which would enable the Council to enforce the Statutory duty. It was noted that the Regulations are designed to tackle the least energy-efficient properties, establishing a minimum standard of EPC band E for domestic private rented properties.

Decision:

To approve and implement the Civil (Financial) Penalty Policy, to allow officers to impose fines where necessary to landlords and improve the energy efficiency standards of Private Rented Properties.

Reasons for the decision:

The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 establish a minimum standard of EPC band E for domestic private rented properties, affecting new tenancies and renewals since 1 April 2018. The Regulations now applies to all properties in scope from 1 April 2020. To enable the Council to enforce this Statutory duty, there is a requirement to publish a Civil Penalty Policy.

Other options considered and rejected:

None, the policy relates to a statutory duty.

CA.53 PERSONA CARE AND SUPPORT LIMITED CONTRACT RENEWAL - 10 YEAR TENURE 1ST APRIL 2021 TO 31ST MARCH 2031

Councillor Andrea Simpson, Cabinet Member for Health and Wellbeing, presented the report which outlined the proposal to renew the contract between Bury Council and Persona Care and Support Limited from 1st April 2021 for a 10-year tenure until 31st March 2031. In response to a Member's question, it was noted that changes to the Persona contract were not anticipated in light of the proposals for changes to arrangements with integration of the local Clinical Commissioning Groups (CCG), identified in item 14 later on in the agenda.

Decision:

That Cabinet:

- Approves the renewal of the contract between Bury Council and Persona Care and Support Limited for a period of 10 years commencing on 1st April 2021.
- Notes the report was presented to Strategic Commissioning Board on 1st March 2021 and the progression to Cabinet for decision was approved.
- Notes the report was presented to Health Scrutiny on 2nd March 2021 and the progression to Cabinet for decision was approved.

Reasons for the decision:

The delivery of an outcome based 10 year contract from 1st April 2021 will set out the status of existing services provided by Persona and alongside our Innovation and Savings programme for 2021-2023 will capture the future ambition to innovate service delivery, ensure value for money and meet the changing needs of partners and customers.

Other options considered and rejected:

None; the Contract will be flexible enough to allow for national policy change which may result in local changes in direction and/or financial restrictions that may be required in response to any such change.

CA.54 NHS WHITE PAPER - INTEGRATION AND INNOVATION: WORKING TOGETHER TO IMPROVE HEALTH AND SOCIAL CARE FOR ALL - FEBRUARY 2021

Councillor Andrea Simpson, Cabinet Member for Health and Wellbeing, presented the report regarding the Government's draft legislative proposals for a new health and care bill which sought to move the NHS from a focus on competition to a focus on collaboration. Councillor Simpson advised that the report described the next steps for transformation of health and care in Bury and recognised the impact of the arrangements for the Greater Manchester Integrated care System (ICS) replacing the 10 CCGs in Greater Manchester.

Decision:

That Cabinet:

- Notes the update on the NHS White Paper 2021.
- Recognises the ambition to ensure new governance arrangements allow the continuation of the transformation journey described in the Bury Locality Plan.

- Supports the new partnership arrangements under development.
- Notes the content of the transition programme to be managed through the Bury System Board.
- Recognises the areas of concern around the governance of the GM ICS if it is to support the direction described.

Reasons for the decision:

Cabinet are being updated on the proposals as they identify a number of changes which will need to be considered.

Other options considered and rejected:

None; this report is an update paper.

CA.55

BURY LET'S DO IT BASELINE PERFORMANCE REPORT AND CORPORATE PLAN QUARTER THREE DELIVERY UPDATE

Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs and HR presented the report which was the first performance report against Bury Council and CCG integrated Corporate Plan and detailed delivery against planned priorities for Quarter 3 of the 2020/21 Corporate Plan. In response to a Member's question, it was noted that robust key performance indicators were in place to monitor whether the Council was on track and could remain flexible in order to secure delivery.

Decision:

That Cabinet:

- Notes the progress against 2020/21 Corporate Plan delivery objectives.
- Notes the baseline position detailed in this report for future performance monitoring.
- Approves Performance Management Framework (PMF) for the Bury Let's Do It Strategy and Corporate Plan.

Reasons for the decision:

To ensure the Council's targets are achieved.

Other options considered and rejected:

None.

CA.56

IT CAPITAL PROGRAMME: CLOUD MIGRATION PROGRAMME

Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs and HR presented the report which sought approval for the transformation plan to progress to the next phase of the Cloud Migration Programme through the appointment of a delivery partner to undertake the build phase of the project. Members supported the proposals, noting the long term benefits in terms of service and ways of working.

Decision:

That Cabinet approves the decision to use the ICT Capital Programme to fund the build phase of the Cloud Migration programme through appropriate procurement routes.

Reasons for the decision:

This is part of the ICT Capital Programme approved by Full Council in February 2019 to support the modernisation of the Council's IT estate and to facilitate the delivery of a new programme of investment in technology and digital services to support future transformation.

Other options considered and rejected:

None, the business benefits will include greater resilience through a cloud-based data recovery model and improved business intelligence through investment in data management.

CA.57 COMMUNITY HUB STRUCTURE

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the report which proposed that through Covid Contain funding, a Council delivery structure for Community Hubs be formalised initially on a fixed term basis across each of the five neighbourhood footprints. The Hub network was presently comprised of deployed staff from Bury Council and community volunteers, but the teams had grown in strength over time and made a significant contribution to the emerging Let's do it! vision of neighbourhood delivery and community empowerment. Members discussed the report, noting the importance for Ward Members to act as 'community connectors' given their unique role in supporting community groups.

Decision:

That the proposed staffing structure be agreed for immediate implementation.

Reasons for the decision:

Over the last two years, Bury has been developing its approach to neighbourhood working. The national requirement to establish of a network of Community Hubs to provide humanitarian aid during the present pandemic has provided an early opportunity to begin to mobilise this vision.

Other options considered and rejected:

The alternative arrangement is to seek to maintain the community response through staff deployment and volunteer cover. Experience shows that this is unreliable from a resource perspective however and further, does not harness the opportunity to progress the Let's do it! Strategy through a team of dedicated and skilled individuals.

CA.58 PUBLIC SECTOR DECARBONISATION SCHEME

Councillor Alan Quinn, Cabinet Member for Environment and Climate Change, presented the report regarding the Council's participation in the Greater Manchester Public Sector Decarbonisation Scheme funding bid. The report explained the importance of the scheme in the context of the ambition for Bury to be carbon neutral by 2038, which was a key commitment as part of the Let's Do It! Strategy, and the need for the Council to lead by example.

Councillor Quinn detailed very restrictive timescales for delivery, and thanked officers for their continued work in pushing this forward. In response to a Member's question regarding schools, it was noted that this scheme necessitated

ownership of buildings but that similar schemes in the future were expected and could be open to schools.

Decision:

1. Cabinet notes that:
 - The Council has received notification from Salix that the grant application has been approved and that £8.5m is to be awarded to Bury Council subject to formal sign-off of the grant conditions;
 - The formal approval and sign-off process for the grant was delegated by Cabinet in February to the Executive Director of Operations and the Council's S151 Officer in consultation with the Cabinet Member for Environment and Climate Change and the Cabinet Member for Finance and Growth;
 - The scheme will be added to the Capital 2021/22 Capital Programme;
 - In order to meet the challenging timescales for delivery, that some works have commenced at risk, however the full cost will be met from the grant once the formal approvals have been received and accepted;
 - Approval to award the required contracts to deliver the project were delegated by Cabinet in February to the Executive Director of Operations in consultation with the Cabinet Member for Environment and Climate Change and the Cabinet Member for Corporate Affairs and HR.
2. Cabinet approves the Council's participation in the Public Sector Decarbonisation scheme (as set out in Appendix 1), following the confirmation received on 26 February 2021 that the Greater Manchester bid had been successful.

Reasons for the decision:

The Let's Do It! Strategy approved by Cabinet on 23 February 2021 included a commitment for the whole borough to be carbon neutral by 2038, which responds to the Council's declaration of a Climate Emergency in 2019. This carbon neutral target aligns with the Greater Manchester target included in the 5 Year Environment Plan for Greater Manchester.

Other options considered and rejected:

The option described above in relation to the Greater Manchester Public Sector Decarbonisation Scheme provides 100% funding for new heating systems and low carbon measures. No other funding opportunities were identified.

CA.59 URGENT BUSINESS

It was noted that there were two reports submitted under urgency procedures.

On behalf of the Council, the Leader thanked Councillor Jane Black, Cabinet Member for the Cultural Economy, and Councillor David Jones, Cabinet Member for Communities and Emergency Planning, for their valuable contribution to the Borough through many forums.

CA.60 ADDITIONAL RESTRICTIONS GRANT - PHASE 3

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the urgent report which sought approval to a

modification to the Additional Restrictions Grant (ARG) programme prospectus to ensure full deployment of the resources provided by Government. Following further allocation of resource under the ARG the Council has a total of £5.73m to distribute to businesses which would be distributed to provide direct support for immediate and long term recovery. In response to a Member's suggestion, it was agreed that a wide view would be taken as to how best to advertise the opportunity.

Decision:

That the Phase 3 prospectus is approved.

Reasons for the decision:

The ARG (Phase 3) prospectus identified a series of new categories of support which have been designed to work alongside the timetable Government had set-out nationally for the ultimate lifting of restrictions by June 2021. The strategic approach of the Council contains a much greater focus on supporting the business community in a recovery phase and in particular our key town centres, which must overcome the impact of being largely closed for the past 12 months.

Other options considered and rejected:

None; this phase has been designed to reflect local and national priorities and to ensure that the ARG is strategically allocated to support those most severely impacted in line with the roadmap and recovery plans.

CA.61 CHANGE IN CONTRIBUTION TO THE BURY POOLED FUND

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the urgent report regarding additional health funding which had become available. He clarified that the funding totalled £4.5m, correcting a typo on the first page of the report. In order to benefit from this across Bury Council and Bury NHS Clinical Commissioning Group (CCG), it was noted that a change in the contributions to the pooled fund by both organisations in 2020/21 and 2021/22 was needed.

Decision:

To approve a variation in financial contributions to the pooled fund for 2020/21 and 2021/22 of £4.5m as set out in the report.

Reasons for the decision:

This decision is needed to be made in advance of the financial year end in order to secure the funding totalling £4.5m.

Other options considered and rejected:

None; a similar opportunity was used in March 2020 to access surplus funding.

CA.62 EXCLUSION OF PRESS AND PUBLIC

Decision:

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

CA.63 PRESTWICH TOWN CENTRE REGENERATION: PROGRESS UPDATE ON ACQUISITION AND PATHWAYS TO DEVELOPMENT - PART B

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the confidential report which provided an update on plans for the regeneration of Prestwich town centre.

Decision:

That Cabinet:

- Notes the progress made with the Prestwich Town Centre regeneration scheme.
- Approves the acquisition by the Council of the Longfield Shopping Centre subject to the detailed terms of the transaction and a best value report being submitted to Cabinet for approval before the end of June.
- Approves in principle to the Council entering into a Joint Venture agreement with the developer subject to detailed terms of the agreement being submitted to a future meeting of Cabinet for approval.
- Notes that the Council will submit a costed proposal for the interim property management of the Longfield Shopping Centre which will be subject to a competitive procurement process to be carried out in accordance with the Council Contract Procedure Rules.

Reasons for the decision:

The regeneration of Prestwich town centre is an opportunity to deliver much needed new homes, facilitate growth through high quality commercial spaces, and embed a new cultural offering within new public buildings, whilst also providing an opportunity to deliver operational savings for the Council by consolidating buildings and service delivery with wider public estate functions across the town.

Other options considered and rejected:

Other options have been considered and have been subject to external validation by the Council's advisers CBRE. The options have been considered in relation to risk, likelihood of development in the short to medium term and best value for the Council. These are:

- do nothing;
- buy the lease;
- developer to buy the lease as part of a Joint Venture approach
- Compulsory Purchase Order

The recommendation from the advisers is to purchase the long lease. The do-nothing option will continue to see the redevelopment of the centre frustrated. The Longfield Shopping Centre will remain in a dilapidated and run-down state with the current owners remaining in-situ. The Longfield Centre will be an abandoned building above the Centre, adding to the sense of a failing centre.

CA.64 RADCLIFFE STRATEGIC REGENERATION FRAMEWORK - ACQUISITION OF ASSETS - PART B

Councillor Eamonn O'Brien, the Leader of the Council and Cabinet Member for Finance and Growth, presented the confidential report regarding the specifics of

the proposals for the continued development of the Strategic Regeneration Framework (SRF) projects.

Decision:

That Cabinet:

- Approves the heads of terms for the acquisition of the sites named in the report as set out in the appendix to this report, subject to financial and legal due diligence to complete the transaction.
- Approves the acquisition of the sites named in the report on the basis of the potential acquisition costs as set out in the appendix to this report, subject to financial and legal due diligence to complete the transaction.
- Delegates approval of the final acquisition agreements for the premises referred to in recommendations 1 and 2 above to the Chief Executive in consultation with the Council's Section 151 and Monitoring Officers and the Leader of the Council.

Reasons for the decision:

The Civic Hub project is a major regeneration priority project given the potential for the site to have a fundamental role in driving economic growth. To support a robust funding bid, it is critical that the Council should secure the ability to build on the subject land and ensure it is free of legal constraints.

Other options considered and rejected:

Doing nothing and leaving the town to market forces will not change the existing patterns of demand and won't provide the attractions to the centre that is needed to drive footfall and the growth. As set out in the SRF, intervention in the market is required and a development of the scale and nature proposed has the potential to be truly transformational for the town and will act as a catalyst for further development and investment in the town centre and wider Borough.

COUNCILLOR E O'BRIEN
Chair

(Note: The meeting started at 6.00 pm and ended at 8.30 pm)



Classification	Item No.
Part A	

Meeting:	The Cabinet
Meeting date:	26 May 2021
Title of report:	East Lancashire Paper Mill site
Report by:	Councillor Eamonn O' Brien, Cabinet Member for Finance and Growth, and Councillor Clare Cummins, Cabinet Member for Housing Services
Decision Type:	Key Decision
Ward(s) to which report relates	Radcliffe East

EXECUTIVE SUMMARY

East Lancashire Paper Mill is the single largest brownfield housing site in Bury District. The Council bought their element of the site over 13 years ago. It has lain derelict since demolition and clearance. There have been several attempts to bring the site forward for much needed housing.

Building upon recent works to de-risk the site, this report sets out a clear and transparent process to bring the site forward, working in partnership with Homes England and delivered through a formal Collaboration Agreement.

Recommendation(s)

1. The Cabinet note progress made by the Council to bring the site forward for housing.
2. The Cabinet provides approval to enter into the Collaboration Agreement (Heads of Terms set out in Appendix A in Part B) with Homes England and delegates the finalisation of the Agreement and any further approvals to the Chief Executive, Section 151 and Monitoring Officers.
3. The Cabinet agrees the delivery strategy as set out within the Collaboration Agreement and outlined in section 4.2 of this report, including transfer of the Council's land comprising two sites at Rectory Lane and Tower Farm to Homes England and the procurement of a development partner through their Delivery Partner Panel.
4. Note the potential for a capital receipt for the Council's land and the increased council income generated by new homes on the site.

Reasons for the decision:

East Lancashire Paper Mill is the largest brownfield housing site in Bury District and sits within the regeneration programme in Radcliffe. This is a long-term vacant site and has considerable abnormal costs that have historically presented a viability challenge in the context of housing development.

Several attempts in the past by previous owners to bring the site forward have failed. A new collaborative approach will ensure that the procurement of a developer and the delivery of much needed homes will ensure the site is comprehensively developed to the highest environmental and social standard.

KEY CONSIDERATIONS

1. Background

- 1.1 The derelict East Lancashire Paper Mill site is the largest brownfield housing site in the district and sits as a significant opportunity within the Radcliffe regeneration programme. It presents an opportunity to deliver much needed new homes set within well designed open space and simultaneously delivers improved sports facilities.
- 1.2 The site is part owned by Homes England and part owned by the Council. The Council's ownership comprises two parcels of land, one off Rectory Lane and one at Tower Farm.
- 1.3 The site has several complexities, namely major flood risk and abnormal issues requiring significant flood mitigation, land modelling and open space work, which are intrinsically linked across the two separate site ownerships. The Council's land asset at Tower Farm is also required for the cricket ground relocation.
- 1.4 Given the site's complexities, it has previously been recognised that the comprehensive redevelopment of the site as a whole to achieve its full potential was the way forward. The site was previously master planned and subject to an outline planning application working jointly with Homes England.
- 1.5 Homes England is the Government's lead agency in the delivery of housing across the country, are also owners of land at East Lancashire Paper Mill and are well placed to formally collaborate with the Council. Homes England have significantly more experience and resources to actively engage with the market and financial tools available to tackle any abnormal costs associated with development of the site.
- 1.6 Working in partnership with Homes England and entering into a formal collaboration agreement, also provides the Council with the ability to tap into Homes England's considerable skills, experience, resource and financial toolkit.

2. MARKET OVERVIEW & HOUSEBUILDER INTEREST

- 2.1 2.2 Significant interest was shown in the site when the Council and Homes England undertook a soft market testing with developers to assess market appetite over 18 months ago. The Council has subsequently been contacted by several good quality housebuilders recently with serious interest in obtaining the land at East Lancashire Paper Mill for housing development, delivering affordable low carbon housing.
- 2.3 However, East Lancashire Paper Mill has considerable viability issues. The situation presents as a window of opportunity to seize upon the premium values demonstrated by the surrounding marketplace, higher house prices than recently recognised and tap into pent up demand for new homes in the area. This is a key element in unlocking the viability of the site.
- 2.4 The most efficient way of bringing the site forward is through Homes England's Delivery Partner Panel. The Panel (DDP3) comprises thirty-three major developers and house builders. This procurement route will openly market the site, attract interest and demonstrate best value.

3. PROGRESS TO DATE

- 3.1 The Council has a brownfield first policy on all housing development across the district.

3.2 Over the last few years, the Council and Homes England have worked jointly to put in place the building blocks to secure its redevelopment. A joint Project Team was established and dedicated officers have worked extensively to de-risk the site over the last 12 months and establish a delivery strategy for the project. Progress to date is as follows:

- The Council & Homes England have developed a comprehensive masterplan for the site and secured an outline planning consent in December 2018 for up to 400 new homes with the cricket ground relocated on the site. This planning consent has been supported by various technical studies. A Planning strategy to address some of the planning conditions is now being pursued.
- Investigated the delivery options and the legal arrangements of a delivery strategy between the Council and Homes England for the site's future delivery.
- Investigated the mechanics of procuring a developer via the Homes England Delivery Partner Panel (DPP3) and undertook a soft market testing (SMT) exercise with developers to ascertain their views and market appetite. There was a high level of interest from the developers who participated.
- A de-risking exercise for the site has been advanced involving the commission of a range of survey / technical / legal pieces of work to address a number of issues and developer concerns arising from the SMT exercise. Cabinet gave approval in May 2020 to progress these various pieces of work (which were jointly procured with Homes England) and agreed a £120,000 budget within the Council's Capital Programme for the project
- Consideration to the mix of tenures and how the project can deliver affordable housing has been explored. Through the planning strategy and the evaluation criteria for the selection of the developer, affordable housing will be incentivised.
- Homes England launched their 'Island Site' off Cock Clod Street to the market in November 2020. Homes England have leasehold interests in this small infill site, which has the potential for circa 20-25 affordable/ Private Rented Sector (PRS) units. It represents an early win for delivery of a new housing development on the site and a preferred RP developer has been selected by Homes England to develop this small site.

The project is complex and there are several key issues which have now been resolved; it is now timely to progress with the next stage to accelerate its delivery.

4. THE PROPOSAL

4.1 The proposal comprises two elements representing the next stage of this project:

- Agreement on the Procurement and Delivery Strategy.
- Entering into an Agreement between the Council and Homes England to transfer the land into single ownership (to expedite development and make the site more attractive to developers), with the future net capital receipt being shared by apportionment of current land ownership.

4.2 The Delivery Strategy

4.21 Various delivery options have been investigated and considered by the parties. The delivery option which is considered to represent the most efficient and timely route to achieve the comprehensive redevelopment of the site is based on the following principles:

- a. The Council agrees to work collaboratively with Homes England to procure a lead developer to comprehensively re-develop the site as a single lot.
- b. A Collaboration Agreement between the parties be entered into.
- c. The disposal route be through Homes England's OJEU compliant delivery framework (DPP3 or equivalent) and an Evaluation Criteria for the developer selection will be jointly agreed upon.

- d. A legal structure for the disposal of the land be agreed, based on an appointed developer entering into a Tripartite Agreement for Lease for the whole site which incorporates both Homes England & Bury Council's land interests. Bury Council transfers its site to Homes England once the conditions precedent in the Agreement for Lease have been satisfied and at the point the building lease between Homes England and the developer is granted.
- e. Inter party governance arrangements be established which could take the form of a Joint Project Group that reviews progress and strategic issues with the Project Team.
- f. An Equalisation Rate for the appropriation of proceeds/capital receipts, is based on the ratio of the parties' respective land ownership within the site.

4.22 Inter-party governance arrangements would give Bury as joint land-owner involvement in all strategic decisions including the setting of bid criteria, appraisal of bids, subsequent pre-contractual alterations to the developer's proposals, etc. Day-to day project management decisions would be delegated to Homes England giving the developer a single point of contact. After the transfer of Bury Council's freehold, the Council will have no further involvement in the project, other than as a local planning authority.

4.3 Collaboration Agreement

4.31 A formal collaboration agreement sets out the parameters of both parties contribution – time, role and financial – alongside an agreed programme to bring a site forward for disposal and development. Homes England are the principal housing agency of central government in England and have extensive resources to enable the development of this site and by working collaboratively together via a legally binding agreement a developer will be procured for the whole site following a step by step process, whilst ensuring price and quality considerations.

4.32 The Council has appointed specialist legal advisers, Shoosmiths, to advise on the legal aspects of the Collaboration Agreement and the land disposal structure.

4.33. The Council shall not be legally bound to proceed with the Collaboration Agreement unless and until a formal written signed/sealed agreement is entered into.

The key principles of the agreement are:

- Define the shared objectives of the Project
- Establish the basis on which costs incurred are borne by the parties.
- Establish the basis on which capital receipts will be shared between the two parties.
- Document the roles and responsibilities of the parties.
- How the Project will be delivered embodying the key elements of the delivery strategy

5. THE PROVISIONAL PROGRAMME

5.1 There are various pieces of preliminary work (relating to planning, public open space management/ cricket club arrangements, SI finalisation work etc) that are currently being progressed in preparation for bringing the site to market. These are expected to be in place within the next few months.

5.2 It is proposed that subject to the agreement of the new collaborative approach that the marketing of the site through Homes England's DPP framework begins in the summer 2021. This would commence with an invitation for developers to submit Expressions of Interest to develop the site.

The provisional timescales are:

- Preliminary work underway; to be completed by July 2021

- Invitations for Expression of Interest from developers – Q3 2021
- Marketing the site via Invitation to Tender – Q4 2021
- Evaluation and Clarification process – Q4 2021
- Select Preferred Developer – Q1 2022
- Enter into contracts with preferred developer – Early 2022
- Building commencement date 2022/23

6. FINANCIAL CONSIDERATIONS

Principle delivery strategy

- 6.1 The delivery strategy will ensure that the site is brought forward for housing by the jointly selected developer. This will be in the form of an Agreement to Lease and a building lease with freehold reversion after practical completion. To enable this to be entered into, Bury Councils freehold interest will be transferred at the point of the lease being granted to the developer.
- 6.2 The Council will dispose of its land for a nominal amount (one pound) to Homes England as part of the Agreement, but under the forward disposal arrangements the Council will receive a land consideration based on the Council's Equalisation Rate of the capital receipt for the whole site less allowable deductions.

Costs

- 6.3 The Council will seek to recoup costs incurred on the project from the consideration paid by the successful developer upon grant of the building lease and any subsequent payments made throughout the period to practical completion and overage payment.

Anticipated costs of the Council to be covered by the future land payments, include:

- the de-risking /preliminary pre development and land management costs of the ELPM Project incurred by the Council as agreed at Cabinet in May 2020,
- the legal costs associated with the Collaboration Agreement and procurement/ land disposal aspects and
- the capitalisation of time related salary costs of the Growth Manager and Assistant Director (Regeneration)

Capital receipt

- 6.4 In terms of the potential future capital receipt the Council may receive as part of the forward disposal arrangements, the amount is uncertain.
- 6.5 JLL were appointed by Homes England and the Council to provide development advice on the project, undertake development appraisals and were tasked with scenario testing various development proposals. The scenario sensitive analysis modelling showed a varying range of land values (and potential capital receipt) depending upon whether construction costs and property values increased/ decreased.

7. OTHER OPTIONS CONSIDERED AND REJECTED

- 7.1 Other options have been considered. The options have been considered in relation to risk, likelihood of development in the short to medium term and best value for the Council. These are:
- Do nothing; The site is in the five-year housing supply and forms some of the infrastructure land (and enabling development) for the wider site. To Do nothing would mean the sites are not developed and the new homes are not built. The site is a liability to Bury Council and a maintenance budget would be required to hold the site. Do nothing is not an option politically or financially.
 - The Council brings its own site to the market independently of Homes England; there is no collaboration with Homes England. The two sites are intrinsically linked and cannot be developed to their full potential in isolation, taking into account site constraints, the cricket club and flood risk. This option has been pursued previously by the Council and it was deemed unviable.
 - The Council acquires Homes England owned land (if they are agreeable to sell) and brings the whole site to market. Homes England have not given consent to do this and their value expectation would likely fail the best value test.
 - Homes England acquires the Council owned site and pursues its own disposal / development approach with no collaboration with the council relating to the site cricket ground relocation. This is more complicated will result in further delay without any obvious additional benefits.

The do-nothing option will continue to see the ELPM site remain derelict and undeveloped. It could result in the planning consent expiring and the opportunity to comprehensively develop the site and deliver much needed new homes in the borough being unrealised. One of the priority projects to redevelop the ELPM site for housing set out in the Radcliffe SRF will be unfulfilled.

Community impact/links with Community Strategy

The community will benefit from this derelict site being disposed of to a developer and transformed/redeveloped for new housing, open space and new sports facilities that is of benefit to the local community.

Equality Impact and considerations:

This proposal does not adversely affect equality.

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying ‘due regard’ in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>

**Please note: Approval of a cabinet report is paused when the ‘Equality/Diversity implications’ section is left blank and approval will only be considered when this section is completed.*

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
<p>Opportunity Delivery of much needed housing on the largest brownfield site in the district.</p>	<p>Requirement to enter formal relationship with the governments lead agency for housing delivery and the majority landowner on the site.</p> <p>Entering into a collaboration agreement sets out the process and timeframe for bringing the site to market.</p>
<p>Risk A recession could lead to little/ no interest from housebuilders for the site to lower land values and receipts</p>	<p>The site won’t be sold to HE if there is not a developer committed to enter into a lease. It is anticipated the sale of the land will be simultaneous with the lease entered into so the site should be developed. If the site later stalls, Homes England have contingency measures in place to ensure delivery and if the Building Lease is forfeited a mechanism will be explored to allow land to be transferred back. This remains a risk, albeit a small one. The Council/ Homes England may wish to remarket the site disposal to a wider audience or through a different route.</p>
<p>Risk Uncertain future housing market could lead to lower overall land value/receipts</p>	<p>Sensitivity analysis has been undertaken by JLL and currently shows a conservative / slightly pessimistic position. If house sales values rise by 10%, the capital receipt due rises by 25%. If the Council takes the view that the site is sold for £1 and is redeveloped with up to 400 homes on it, the risk of not getting further receipts is not there. It is then an additional bonus if there is a land receipt after all site costs have been taken into account.</p>

<p>Risk Internal approvals by Homes England and Bury Council within reasonable timescales not achieved</p>	<p>The site is identified as a priority in the Radcliffe SRF and the Council's Five Year Land supply for housing. The political and financial drivers are there to deliver the site as soon as practical and meet the HE timescales.</p>
<p>Risk Downturn in marketplace slows the delivery of homes and the repayment of the land to the Council</p>	<p>Ensure that any collaboration agreement is entered into in a timely manner to ensure tender process positioned to capture demand. Council to ensure control measures are in place to take interest back with Homes England in the event that the developer fails to deliver.</p>

Consultation:

Key Council officers have been consulted on the proposed property asset disposal as part of the delivery' strategy for the ELPM site.

The Cabinet Committee for Radcliffe SRF has also been updated on the ELPM project.

Any future development will be subject to a public consultation as part of any planning submission.

Legal Implications:

The collaboration is a legal mechanism to formalise the agreement with Homes England to bring forward the site for development. The agreement provides that Homes England will issue a tender for development; the collaboration agreement sets out that the tender will meet the Parties shared objectives for the project. The collaboration agreement details the basis for the collaboration, the costs of the project, the basis on which proceeds will be shared and the responsibilities of the Parties. Once entered into the collaboration agreement is binding.

There are several stages to the development process and detailed legal advice will be required at each stage. Following the procurement process the Council will look to enter into a tripartite lease agreement with Homes England and the chosen Developer. At the point, the lease arrangements are satisfied the land will be transferred to Homes England.

Updating reports will be made to Cabinet.

Financial Implications:

This is an opportunity for the Council to progress the development of Brownfield site that will lead to housing development within the Borough and is clearly aligned to the Council's housing strategy. In addition to the wider economic benefits there is an opportunity to generate one-off income from a capital receipts as part of the forward disposal arrangements and also recurring income through council tax. Council tax growth income of £1m has been factored into the Council's medium term financial strategy for future years and this will contribute towards achieving the target.

There are likely to be some costs associated with developing the arrangement. Some of these have already been funded through an initial allocation of £120k previously agreed by Cabinet. Additional costs of £50k are anticipated and it is proposed that these be met from corporate reserves. The approval process for these will be in line with the Council's reserves strategy.

In taking forward the collaboration the Council is required to contribute land at a nominal rate and in doing so forego any immediate capital receipt that could be generated from the sale of the land. It is however considered to be beneficial to enter into the agreement as the potential for income from a future capital receipt and from council tax income in the longer term should outweigh the receipt foregone, although the timing of any income received cannot be determined with any certainty at this point in time. A further

benefit of the approach is that the Council is not required to provide funding for build costs which means there are no borrowing requirements as a result of the proposal and the risk to the Council is therefore reduced as a result of the approach. The procurement route proposed enables the Council to demonstrate an approach that offers best value.

Report Author and Contact Details:

Julie Palmer, Housing Growth and Development Manager

David Lynch, Assistant Director Regeneration

Background papers:

ELPM Site – Report to Cabinet, May 2020

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
ELPM	East Lancashire Paper Mill
Homes England's DDP	Homes England's Delivery Partner Panel
HE	Homes England
SMT	Soft market testing (SMT)
SRF	Strategic Regeneration Framework
PRS	Private Rented Sector
JLL	Jones Lang Lasalle

APPENDIX

Illustrative Masterplan indicating Council land ownership



Classification Part A Open	Item No.
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Meeting:	Cabinet
Meeting date:	26 th May 2021
Title of report:	Prestwich regeneration – Acquisition of Assets, detailed Heads of Terms Longfield Shopping Centre
Report by:	Cllr Eamonn O’Brien
Decision Type:	Key Decision
Ward(s) to which report relates	St Marys

Executive Summary:

This report provides an update to the March 2021 Cabinet Paper ‘Prestwich Town Centre Regeneration: Progress update on acquisition and pathways to development’.

The acquisition of the Longfield Shopping Centre is required to deliver the wider regeneration of Prestwich Village. The acquisition was approved by Cabinet on 24th March 2021, subject to the detailed terms of the transaction and a best value report being submitted to Cabinet for approval which are appended to the confidential part of this report.

Recommendation(s)

That Cabinet:

- On the terms set out in the report in Part B of this agenda, approve the acquisition of the Longfield Shopping Centre. Delegate to the Chief Executive, Leader and Lead Member for Growth in consultation with the

Councils s.151 and Monitoring Officer the finalised documentation in respect of the acquisition.

- Note that a Vacant Possession Strategy will be developed and a full engagement exercise will take place with the current tenants of the Shopping Centre.
- Confirm the decision made by Cabinet in March the Council's intention to negotiate a Joint Venture vehicle/development partnership with Muse to deliver the Prestwich Village Regeneration project, the details of the Joint Venture/development partnership will return to a future meeting of Cabinet for approval.
- Confirm the decision made by Cabinet in March that the Council will appoint an experienced property centre manager to manage the Centre on an interim basis pending the development of the site.

1.0 Key considerations

1.1 Background

1.2 The Longfield Shopping Centre occupies a hugely prominent, central section at the heart of Prestwich. In addition to location, the site positions it as a fundamental piece of the redevelopment.

1.3 The regeneration of Prestwich Village is an opportunity to deliver much needed new homes, facilitate growth through high quality commercial spaces, and embed a new cultural offering within new public buildings, whilst also providing an opportunity to deliver operational savings for the Council by consolidating buildings and service delivery with wider public estate functions across the town.

1.4 On 24TH March 2021 Cabinet approved the following 3 steps:

- That approval be given to the acquisition by the Council of the Longfield Shopping Centre from Hollins Murray Group (Prestwich) subject to the detailed terms of the transaction and a best value report being submitted to Cabinet for approval before the end of June 2021.
- That approval in principle be given to the Council entering into a Joint Venture/development partnership agreement with Muse Developments subject to detailed terms of the agreement being submitted to a future meeting of Cabinet for approval.
- Agree that the Council will appoint an experienced property centre manager via a mini tender procurement exercise.

1.5 This report brings together the Acquisition in terms of the Heads of Terms, and Best Value report and the legal advice to support.

2.0 The proposal

- 2.1 Across the UK, Local Authorities are bringing forward major town centre developments to respond to the structural changes affecting retail and the likely impacts of Covid-19.
- 2.2 The proposed acquisition of the Longfield Shopping Centre will be a material step in realising a mixed-use regeneration scheme that will see Prestwich become a truly modern and lively centre.
- 2.3 Given its highly prominent and central location, the implementation of a decisive strategy for the Longfield Shopping Centre can regenerate the heart of Prestwich, creating a new distinctive and attractive place with functional spaces to live, work and for events generating growth and economic sustainability.
- 2.4 In line with the recommendations of this report there are 3 main tasks:
 1. Acquisition
 2. Joint Venture/ development partnership future work and further Cabinet approval
 3. Procurement of shopping centre management function

3.0 Task 1: Acquisition

- 3.1 In summary, the rationale for the acquisition is as follows:
 - Catalytic Change – Prestwich Vision and Development Strategy makes it clear that the Longfield Centre is a vital component of the Prestwich Vision and simply cannot be realised without this pivotal aspect of the town centre. Without the Longfield Centre, change will be partial at best and the distinct vision will not be realised.
 - Location – The property occupies a prominent, central position and naturally would form a main focal point for any town centre redevelopment. It is the optimum location at the heart of the centre to deliver key uses including the Community Hub and residential that are fundamental to the overarching vision. Without this important site, cohesive redevelopment cannot be achieved.
 - Scale of site – Without this land, the Council would be forced to adopt a fragmented approach to the regeneration of the town centre and comprehensive redevelopment could not be undertaken.
 - The Public Sector Hub – The hub and associated developments, will bring about a step change in the Village.
 - Deal Structure – By entering a Partnership with Muse, an experienced developer, the Council are able to exert control and influence over the redevelopment of the Longfield Centre, whilst benefitting from Muse's

extensive development expertise without the need for an expensive and lengthy procurement exercise.

4.0 Task 2: Joint Venture/Development partnership

- 4.1 The Council is now looking to develop Heads of Terms with Muse for the Joint Venture/development partnership. There are several tasks to work through on this phase and a further Cabinet paper decision will be sought before any decision is made to appoint Muse as a development partner. The Council expect this work to take approximately 6 months.
- 4.2 Officers will continue to develop masterplan and viability in the period to agreeing the Joint Venture/development partnership

5.0 Task 3: Procurement of shopping centre management

- 5.1 The Council will appoint an experienced property centre manager via a mini tender procurement exercise. A property centre manager is considered to be the most economic approach and the management role will provide a full remit of property centre management functions.

6.0 Project Delivery

- 6.1 The regeneration of Prestwich Village Centre is complex multifaceted development programme, Officers will continue to review resources and where possible bid for additional funding. There is likely to be future Evergreen funding available to support pre-development activity.
- 6.2 A Governance structure is being developed for the lifecycle of this project which will monitor progress against the delivery outcomes, targets, financial costs, and resourcing.
- 6.3 A Communication plan and strategy will be formulated along with a stakeholder engagement plan. The Council will ensure the current tenants of the shopping centre are clearly engaged. The Council will set up a regeneration shop in a vacant unit (if available) this can be used for public meetings, consultation, and workshops with the community and Businesses.

7.0 Conclusions and recommendations

- 7.1 The acquisition of the Longfield Shopping Centre is the first step in a key strategic acquisition in achieving the ambitions of the Council in regard to the regeneration of Prestwich Town Centre. To deliver such regeneration and truly achieve the vision for Prestwich, The Longfield Centre must form an integral component of any redevelopment plans.

7.2 The acquisition will pave the way for a new Prestwich centre which should lead to delivery of new homes, a Library and Community Hub, small business workspace, outdoor space/public realm and Market Hall as part of our ambitious vision for a thriving local economy. The purchase of Longfield Shopping Centre will be a catalyst post COVID-19 for delivering Bury Council's regeneration ambitions which supports economic recovery.

Community impact/links with Community Strategy

If proposals are brought forward to Cabinet in due course for comprehensive redevelopment a full resident and wider community engagement strategy will be included.

The Council has a pledge to be Zero Carbon by 2038. This means that the current estate needs to be rationalised and modernised with the likely outcome that all Council services will need to be provided in a new building, whilst sharing services and facilities with the wider public sector. The Longfield Suite has been closed since March 2020 and it has been recommended it is decommissioned.

Our Corporate Plan 2020/22 sets out key themes, principles and deliverables to support the Borough of Bury as it recovers from the local impact of the Covid-19 pandemic and builds a better and brighter future for our population, communities and businesses. The regeneration of Prestwich supports delivery of the Let's do it strategy and the five themes that underpin the plan.

The five themes all have a correlation to how we design our Towns. As we move towards a future in urban areas where people travel less, buy locally, work and access local services, we need vital and liveable neighbourhoods. This means the Council must think carefully about neighbourhoods and how they can be either built or re-designed to work well.

Equality Impact and considerations:

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>

**Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

Assessment of Risk:

There are a number of potential risks identified with the acquisition of the Longfield Shopping Centre. However, there are mitigations in place and wherever possible an alternative plan proposed.

Consultation:

If proposals are brought forward to Cabinet in due course for comprehensive redevelopment a full resident and wider community engagement strategy will be included.

Legal Implications:

Following the Cabinet's decision in March negotiations and a due diligence has been undertaken, independent best value report and legal advice has been obtained. If the cabinet are minded to agree to proceed the Council will become responsible for the tenancies within the Centre from the date of completion of the purchase. It is planned that the necessary management arrangements will be entered in to. The proposed joint venture/development agreement will be subject to a period of negotiation between the Parties legal support will be provided throughout this process.

Financial Implications:

The opportunity to develop Prestwich Town centre forms part of the Council's strategic regeneration ambitions. The purchase of the Longfield Site has been previously approved by Cabinet subject to the completion of appropriate due

diligence which has now completed. The Council's capital programme for 2021/22 reflected the regeneration priorities for the Council and a strategic investment fund was created to support acquisitions that would support the regeneration of the borough and contribute to the overall economy. This has been evidenced in the best value reports obtained by the Council and is therefore considered to meet the criteria approved by Full Council.

The overall cost of the acquisition will be met from the capital programme for which the borrowing costs have been factored into the revenue budget. Any rental income received will be used to offset the budgeted borrowing costs associated with the acquisition and will also be used to fund the centre management costs.

In the longer term there are likely to be other costs associated with the regeneration and the scale of these will be understood as plan develop and are approved. Funding, including the opportunity to attract external funding, will be considered as part of this process and will be reflected in the council's capital strategy and capital programme.

The proposed joint venture approach and the financial implications of this will be considered throughout the process to secure a partner and will be reported as part of future reports to Cabinet.

Report Author and Contact Details:

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Background papers:

1. October 2019 Cabinet Paper

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
JV	Joint Venture - a commercial enterprise undertaken jointly by two or more parties which otherwise retain their distinct identities.

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Classification	Item No.
Open Part A	

Meeting:	Cabinet
Meeting date:	26th May 2021
Title of report:	Levelling Up Bids – Radcliffe Civic Hub Bury Flexi Hall
Report by:	Cllr Eamonn O’Brien
Decision Type:	Key Decision
Ward(s) to which report relates	Radcliffe East

Executive Summary

Following the announcement of the Levelling Up Fund in the 2021 Budget, Bury Council is proposing to submit two bids in round 1 of the Fund in respect of the projects. The deadline for round 1 bids is 18th June 2021.

Recommendation(s)

1. That Cabinet agrees to develop and submit two Levelling Up Bid applications – one for Radcliffe (subject to approval at Radcliffe Cabinet Committee on the 27th May 2021) and a second for Bury town centre. Final approval of the submissions on or prior to the 18th June 2021 will be delegated to the Chief Executive in consultation with the Leader of the Council.
2. That Cabinet approve expenditure up to £125,000 per project as required to support the development of proposals submitted as bids to the Levelling Up Fund to enable the delivery of the project within the required timescales.

Reasons for the decision:

The Radcliffe Strategic Regeneration Framework (SRF) was adopted in September 2020 as the Council’s policy for the future regeneration of the town.

In Area policy BY6 - Central Shopping Area, the current development plan states that the Council will encourage and support proposals for retailing and appropriate ancillary retail uses within Bury town centre's central shopping area.

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

Access to monies from the Levelling Up Fund would support the delivery of projects in Radcliffe and Bury, within a timeframe that is strategically aligned to the implementation of priorities outlined in the *Let's do It, Bury 2030* plan.

KEY CONSIDERATIONS

1. Background

- 1.1. The regeneration of Radcliffe remains a key Council priority, and the need to improve life outcomes for the town's residents remains clear. Despite previous regeneration plans for the town, Radcliffe lags behind the rest of the Borough in multiple key indicators.
- 1.2. Public sector intervention in the town is required to arrest Radcliffe's decline and to help it realise its potential. Leaving Radcliffe to market forces will not change the existing patterns of demand; nor would it provide the improved quality and diversification of attractions to the centre which is required to increase footfall, expand dwell time and drive the town centre growth which, in turn will help to catalyse the regeneration of Radcliffe as a whole.
- 1.3. In September 2020, Cabinet approved a final version of the SRF as the Council's policy for the future regeneration of Radcliffe and as a material consideration in the determination of planning applications.
- 1.4. The creation of the Programme Management Office was approved by Cabinet in September 2020. As part of this proposal the Programme Management Office was to have the lead role of developing business cases and creating investment fund propositions.

2. The Levelling Up Fund

- 2.1. Arrangements for the Levelling Up Fund were announced in the 2021 Budget and outlined within the published prospectus document.
- 2.2. The scope outlined within the guidance for the fund assumes that the business case requirements for regeneration projects will be broadly consistent with separate guidance issued in respect of other recent MHCLG programmes (Future High Street Fund and Towns Fund).

2.3. Bury has been designated within the highest priority category for funding. Based on an initial review, proposals for Radcliffe Hub and Bury Flexi Hall are well aligned with the funding criteria:

- The fund will operate on a competitive basis, taking into account the priority category, deliverability, strategic fit and value for money;
- Investment is primarily for capital infrastructure, including (i) small transport projects, (ii) regeneration and town centre investment and (iii) cultural investment;
- Support is available for projects (or packages of projects) requiring up to £20m of funding. A maximum of £20m funding is available per bid. Package bids should be made up of coherent projects that are clearly aligned;
- The focus is on projects that delivery visible change, with first round targeted towards bids that can demonstrate deliverability and can begin in the next financial year. Bids must be submitted by 18th June 2021 with spend complete by March 2024.
- Unitary Authorities can submit bids, with the number of bids determined by the number of MPs in an area.(in the context of Bury, both MP's support the submission of two bids – one per constituency).
- Bids need to demonstrate appropriate engagement and consultation, and should also have regard to policy objectives to achieve Carbon Net Zero.

3. Business cases – the Five Cases

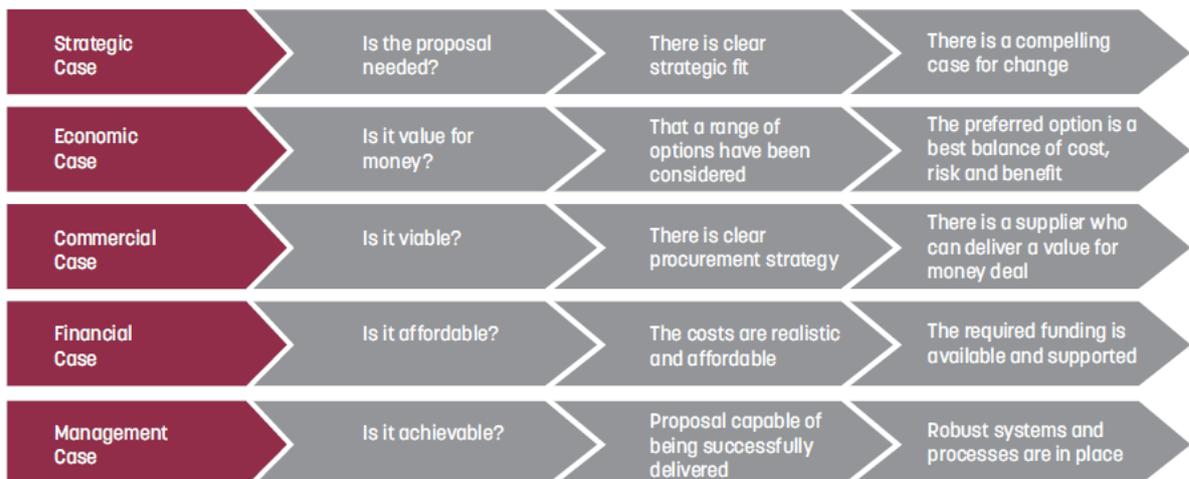
3.1. Business cases are used extensively in the public sector to guide the development to new initiatives and support spending decisions. All public sector Business Cases are governed by HM Treasury's Green Book and the Five Cases guidance. These core texts provide guidance on how Business Cases should be advanced. Associated with the Green Book, individual government departments often provide more detailed guidance on business case treatment relating to their particular specialist area, including MHCLG and its Appraisal Guide.

3.2. The purpose of Business Cases is to confirm the strategic context of proposals; to make a robust case for change; to assess a range of potential options as to the best way forward; and consider the deliverability and viability of these options. They will identify the preferred option that optimises value for money. They also set out the financial requirement; the affordability of proposals; the supporting procurement strategy, and the management arrangements for the successful rollout of the projects. The guidance contained in HM Treasury's 'Green Book' includes the five cases to be completed summarised below:

- 3.2.1. **Strategic Case** – this needs to set out a robust and evidence-based case for the acquisition of the remainder of the site and further enabling works, establishing the rationale for intervention and fit with national, regional and local policies;
- 3.2.2. **Economic Case** – the development of the Economic Case involves the identification of a long-list of options that are then assessed in relation to their strategic fit, achievability, affordability and acceptability (including "do

nothing”). From this assessment, a number of short-listed options will be selected and taken forward as part of a more detailed appraisal. The costs and benefits of each short-listed option will be assessed and compared to determine which option offers the best value for money (assessed using net present public value and benefit cost ratios). The risks associated with each option will also be considered;

- 3.2.3. **Commercial Case** – the purpose of this Case is to demonstrate that the preferred option will result in a viable procurement and well-structured deal, providing certainty in terms of delivery and minimising risk to the public sector;
- 3.2.4. **Financial Case** – the capital and revenue requirements associated with the project will need to be set out within the Financial Case. The overall cashflow of the project, its net present value (NPV) and the funding sources will need to be set out. In addition, it will also be important to identify the forecast annual funding/income and the affordability of this in terms of budget provisions, having regard to wider financial pressures;
- 3.2.5. **Management Case** – the Management case will need to set out how the project will be managed by the Council and its partners. This will include identifying the governance arrangements, as well as identifying clear roles and responsibilities.



- 3.3. Guidance sets of a staged process based on key gateways. As outlined below, there are typically three key stages as part of a process that leads directly into implementation, monitoring and evaluation. The process is designed to provide a framework that guides the iterative development of the projects.
- 3.4. It is envisaged that the project could be developed to OBC stage at the point of submitting a bid for Leveling Up Fund support. This would be consistent with the requirements for other capital funding programmes, including FHSF and Towns Fund. At OBC stage, it is generally expected that investigations and design development will be progressed to an appropriate level of detail to support rigorous option testing to support the identification of a preferred solution.

- 3.5. It is emphasised that the development of the business case to FBC, and the procurement of the contract, will need to continue post submission to satisfy internal and external assurance requirements.
- 3.6. The PMO is coordinating the progression of feasibility work on the business case for the projects, and work is underway to inform the project development, scope for mix of end users and potential external funding streams that will be required to deliver the proposals.
- 3.7. In order to access these funds, the Council will be required to submit comprehensive and robust bids that are able to demonstrate credible development proposals. Critically, the Council will need to show that it has the ability to deliver the development proposals within specific timeframes and, this will include demonstrating that it has unrestrictive control over land assets

4. Progress to date

- 4.1. The PMO are working with Amion to author the Outline Business Cases (OBC) and inform the Levelling Up Fund Bids.
- 4.2. The draft Strategic Cases have now been completed and present clearly defined cases for change, underpinned by robust strategic alignment with council transformational programmes, extensive stakeholder engagement and consultation, demand and activity assessments, and evidence-led SMART objectives.
- 4.3. Work on the draft Economic Case has focused on options appraisal, to ensure that rigorous and measured consideration has been given to realising an optimum solution. Critical Success Factors have been utilised to determine the extent to which each option aligns with delivering best value.

Acceptability – Alignment with key objectives

- Regeneration/Placemaking – contribute to strategic objectives for wider town centre;
- Inclusive growth – the extent to which growth supports all local communities;
- Coordinated services – supporting enhanced service provision based on co-location;
- Clean growth – the extent to which the proposals align with the net zero targets;
- Community recovery – the extent to which the proposal contributes building community capacity in support of recovery and resilience.

Achievability – Feasibility of proposals

- Market demand – the level of expected demand from development partners and/or occupiers;

- Site constraints – the extent to which the proposal is deliverable within the constraints of the site;
- Dependencies – the level of risks associated with the project including planning regulations;
- Timescales – deliverability within LUF timescales.

Affordability – Likelihood of securing requisite funding

- Affordable within budget – the extent to which the proposal can be delivered within set budget;
- Value for money – the expected level of benefits arising from the proposal.

The Critical Success Factors have been prioritised and a corresponding weight assigned to each scoring criteria, based on its importance to the delivery of the schemes. The results of this evaluation have identified the preferred options which represents a best value balance of cost, risk, and benefits.

- 4.4. A detailed cost benefit analysis is currently being carried out to support the assessment of the preferred options.
- 4.5. To support the Commercial Case a procurement strategy for the projects has been prepared, detailing both directly delivered and developer led outputs. To inform a best value route to market, initial soft market testing via regional frameworks has been undertaken and the response has been positive and encouraging.
- 4.6. Work on the Management Case has focused on identifying the appropriate methodology for planning, designing, procuring, and delivering the project outputs. A suite of project management documents are currently being drafted including:
- Project Management Plan
 - Soft Landings Strategy
 - Risk Management Plan and risk register
 - Change Management Plan
 - Procurement Strategy
 - Stakeholder Engagement Plan
 - Benefits Realisation Plan

The PMO are also establishing the required project governance structure to ensure mechanisms for monitoring, controlling, and reporting are in place.

5. The Bid Budget and Programme

- 5.1. The Levelling Up Fund provides a one-off payment of £125,000 for unsuccessful bids. In the event that both bids are not successful, the council will be remunerated £250,000.

5.2. Programme Milestones

Bid Submission	18 th June 2021
Development of project FBC	Jul – Nov 2021
Commence procurement to select construction partner	Jul 2021
Completion of Two-stage procurement process	Sept 2021
Site Investigations	Jul – Sept 2021
Development of RIBA Stage 3 Design Information	Sept – Nov 2021
LUF Bid Decision	Autumn 2021

Community impact/links with Community Strategy

If built proposals are brought forward to Cabinet in due course for comprehensive redevelopment, a full resident and wider community engagement strategy will be included.

The Council has a pledge to be Zero Carbon by 2038. This means that the current estate needs to be rationalised and modernised with the likely outcome that all Council services will need to be provided in a new building, whilst sharing services and facilities with the wider public sector. The hub provides an opportunity for the Council to consolidate its estate.

Our Corporate Plan 2020/22 sets out key themes, principles and deliverables to support the Borough of Bury as it recovers from the local impact of the Covid-19 pandemic and builds a better and brighter future for our population, communities and businesses.

The regeneration of Radcliffe and investment in Bury town centre supports delivery of the Let's Do It strategy and the five themes that underpin the plan. The five themes all have a correlation to how we design our Towns. As we move towards a future in urban areas where people travel less, buy locally, work and access local services, we need vital and liveable neighbourhoods. This means the Council must think carefully about neighbourhoods and how they can be either built or re-designed to work well.

The 5 themes are summarised below and how they link into the vision for Radcliffe and Bury:

Healthy Communities: Provision of community, civic, education and wellbeing facilities. The implementation of active travel, walking and cycling routes connecting people with local amenities and increasing the availability of public open space will enable the communities to thrive.

Carbon neutral: We need to use every opportunity to ensure that development in Radcliffe and Bury on our land is carbon neutral and prioritises active travel.

Inclusion: making sure that everyone's voice is heard, this will absolutely be a focus through the Consultation of the regeneration work.

Digital first: the full fibre roll out has enabled access to faster speeds and future-proofed infrastructure. This presents an excellent opportunity for the businesses and community with Radcliffe being the ideal location for small business growth.

Inclusive Growth: the regeneration schemes in Radcliffe and Bury will include investment in physical infrastructure (roads, cycle ways and public transport); creating more flexible

and innovative/digital workspaces to encourage more businesses to open and remain in Radcliffe and Bury; to ensure residents have the best chance to access good jobs.

Equality Impact and considerations:

This proposal does not adversely affect equality.

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>

**Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

Consultation:

Ward councillor and MP briefings to be held prior to submission of formal bids.

Wider consultation strategy as part of the bis submission will include local community and charity groups.

Any development proposals will be subject to a full planning application and will include public consultation.

Legal Implications:

There are no legal implications at this point. Once the outcome of the bid is known legal support will be provided at all stages to support the decision making and delivery process.

Financial Implications:

Regeneration across the borough is a key strategic priority for the Council and in recognition of this is reflected in the Council's capital strategy. The cost of regeneration is however significant and the Levelling Up Fund provides an opportunity to secure additional funding that will support and deliver the Council's aspirations. Economic growth and other benefits will be achieved and the additional funding will ensure the Council is able to deliver at a much greater pace than if there was no external funding. Any additional growth and income that this generates will contribute towards the Council's medium term financial strategy where it is assumed that some level of growth will be received in the later years of the strategy.

If successful there will be some costs that will fall to the Council to meet and these will need to be factored into the capital programme. These cannot however be fully quantified until the final bid has been developed and the outcome known. Some provision within the 2021/22 capital programme has been made and the associated borrowing costs factored into the revenue budget. Funding for future financial years will be subject to annual review and approval.

To support local authorities in developing bids, one off funding of £125k per bid is provided and is available even if bids are unsuccessful. Should the bids be successful and the Council decide not to proceed these costs will fall to the Council to meet. This is however unlikely given the strategic importance of both bids. In preparing the bids the Council will be mindful of the costs and the risks associated with the developments and further reports will be presented to Cabinet with full financial implications once the outcome of both bids is known.

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Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	26 May 2021
Title of report:	Banking Services Procurement Process
Report by:	Leader – Finance & Growth
Decision Type:	Key Decision
Ward(s) to which report relates	

Executive Summary:

The report sets out the approach for the procurement of the Council's contract for banking services in collaboration with GM and wider participating authorities for which Bury are acting as Lead Authority.

Recommendation(s)

That: Cabinet is asked to:

- Approve the collaborative procurement strategy and Bury's role as Lead Authority;
- Authorise the Joint Chief Finance Officer, in consultation with the Cabinet Member (Finance and Growth) to award the framework and subsequent call-off contract and facilitate the execution, implementation and operation of the contract.

Key considerations

1. PURPOSE OF REPORT

The purpose of this report is to outline the strategy for the re-procurement of the Council's banking services contract and to seek formal approval for Bury Council to act as Lead Authority for the procurement of a public sector collaborative framework agreement for the provision of a range of banking services. The framework will establish the terms on which individual call-off contracts can be made with the appointed service provider.

2. BACKGROUND

The council has a requirement for banking services to support operational and transactional business in relation to the financial management of income and expenditure and to deliver effective treasury management. Core banking services are currently provided via a five plus two year contract with Barclays Bank awarded in 2015 following a collaborative approach to the market by Bury, acting as Lead Authority on behalf of a group of organisations (GM and associates). The contract with Barclays will expire at the end of January 2022 and, in compliance with Public Contracts Regulations 2015, a competitive procurement process is now required to identify the best value provider for the council.

3. RECOMMENDATIONS

- 3.1 To approve the decision for Bury Council to act as the Lead Authority for the procurement of a banking services framework on behalf of GM and other named Contracting Authorities;
- 3.2 To approve the proposed procurement strategy to conduct an open procurement procedure to create a framework from which participating organisations will be able to issue call-off contracts in accordance with their current contract end dates; and
- 3.3 To authorise the Joint Chief Finance Officer, in consultation with the appropriate Cabinet Member, to award the framework and subsequent call-off contract and facilitate the execution, implementation and operation of the contract.

4. REASONS FOR THE DECISION

- 4.1 Achievement of Best Value for Money

- Consolidating requirements and spend across a number of organisations to create an attractive package of business to present to the marketplace will drive out the best commercial terms.
- A collaborative approach reduces duplicated effort across GM resulting in better use of resources. Bury benefits from access to frameworks and contracts established by our GM partners and it is important that we make a positive contribution in order to reap the benefits that collaborative procurement brings.
- The opportunity to maximise social value from the contract is enhanced by the greater significance of the contract to the supplier and through collaboration and the shared objectives of the participants.

5. CURRENT POSITION

5.1 The Council's current banking services contract with Barclays Bank plc is due to expire on 31st January 2022. Although the current contract has operated effectively and there are no performance issues or concerns, in order to comply with public procurement legislation (PCR2015) and to ensure the authority is able to demonstrate best value for money in public spending, it is necessary to conduct a competitive procurement process to identify the most appropriate supplier with which to contract for our future requirements.

5.2 The Council's current contract commenced 1st February 2015 for a period of five years with an option to extend for a further two years. Following a review of performance and value for money, the contract was extended and consequently now expires on 31st January 2022.

5.3 The contract was awarded through a framework established by Bury Council, acting as Lead Authority, on behalf of GM and other Participating Authorities in November 2014. In total, fifteen organisations issued call-off contracts under the collaborative framework. The value of the collaborative framework approach in consolidating spend and presenting an attractive package of business to the market has been demonstrated in terms of the competitiveness of the charges applied, the quality of service delivered and the extent of additional social value that has been achieved over the course of the contract period.

6 PROCUREMENT APPROACH

6.1 As with all public sector procurement, the procurement process must comply with Public Contracts Regulations 2015 (PCR2015) and demonstrate best value for money.

6.2 In determining the appropriate procurement route, consideration must be given to the value of the contract to be awarded and the alternative compliant

processes. In broad terms, the basic options in this case are to either use an existing public sector framework agreement to award a call-off contract (through further competition or direct award, depending on the particular framework call-off options) or to conduct a bespoke competition in accordance with Public Contracts Regulations 2015. These two options were considered as follows:-

6.2.1 Use of an existing public sector framework

A review of the established Public Sector Buying Organisations options revealed that there were no current frameworks available for core banking services. Frameworks covering elements of financial services such as procurement cards and merchant acquiring services are available, but these do not cover core banking services and are therefore unable to meet our requirements. A single source banking and finance framework established by the Technology Procurement Association (a non-profit organisation) was identified. As a single source framework this option excludes a competition, and given the attractiveness of the collaborative opportunity and the scope to use competition to leverage the best possible deal from the market, this option was not deemed consistent with the delivery of best value for money.

6.2.2 Run our own competitive procurement process

This involves the creation of a bespoke Invitation to Tender (ITT) covering the requirements of the participants to be issued to the market in accordance with public procurement legislation.

Procuring a bespoke framework allows us to ensure that key requirements, such as the delivery of additional social, environmental and economic benefit, are embedded within the contract.

A number of alternative procurement procedures are prescribed in PCR2015. The default procedure is known as the Open Procedure. This allows any interested supplier to view and submit a tender in response to the invitation issued by the buyer. The Open Procedure is appropriate for this procurement given the relatively limited number of suppliers capable of meeting the qualifying criteria that will be laid out in the Contract Notice and the ITT.

Do nothing

This is not an option as the Council relies on banking services in order to operate. The current contract expires 31st January 2022 and failure to re-procure in accordance with public procurement legislation presents unacceptable legal challenge and value for money risks.

Recommended Option

Given the absence of acceptable existing framework options, the creation of a bespoke framework, from which individual participating organisations will be able to call-off their own contracts, represents the most appropriate procurement option.

The advantages of running our own competitive process to procure a collaborative framework on behalf of GM and other participating organisations include the following:-

- Harnessing the requirements of multiple organisations allows us to present a more attractive proposition to the market which will encourage competition;
- Acting on behalf of other participants means we reduce duplication of effort and minimise procurement costs across the collaboration;
- Conducting a common process and jointly developing the specification of requirements allows us to share best practice and learn from others;
- Having a common service provider creates opportunities for further collaboration and joint working;
- Provides greater opportunities to maximise social value across the collaborative by sharing intelligence and working together;
- Opportunities to collaborate on innovations and secure best commercial terms on new product or service developments through shared contract management intelligence and joint negotiation.

6.5 The procurement of a bespoke collaborative framework has therefore been identified as the best value option for the Council's procurement of banking services. As Lead Authority for the previous successful procurement process, we have both the experience and support from participants to repeat this task.

6.6 The proposed procurement process is fully compliant with PCR2015.

6.7 The maximum value of the framework will be set at £5 million. The estimated value of Bury Council's call-off contract, based on a five-year contract with the option to extend for a further 5 years, and using 2020 transactional volumes, is circa £240k.

7.0 CONCLUSION

7.1 Bury Council will procure a new banking services framework agreement that is open for use by GM councils and other named organisations. This framework can then be used to create call-off contracts by the participating organisations. The framework will be established for a period of four years. Subsequent call-off contracts can be awarded for longer periods. A call-off contract period of 5 years with the option for a 5 year extension is likely to be the most appropriate contract length to maximise value for money.

7.2 The delivery of social value will be an intrinsic element of the framework and incorporated into any subsequent call-off contract.

Community impact / Contribution to the Bury 2030 Strategy

Equality Impact and considerations:

24. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

25. *The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.*

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
Limited or no tenders received from the call for competition.	Soft Market Testing has been conducted and regular updates provided to the main market operators.
Costs associated with a change of supplier are not adequately addressed within the evaluation model.	Evaluation model has been structured to include consideration of implementation costs to ensure overall best value for money is achieved.

Consultation:

Legal Implications:

The proposed procurement utilising the creation of a bespoke collaborative public sector framework is a cost effective and efficient way of proceeding. It is fully compliant with the Public Contracts Regulations 2015.

Financial Implications:

The cost of the contract will not be known until the outcome of the procurement process is finalised. The Council currently has a budget for its banking arrangements, and this will be used to fund any new contract going forward. Work is currently underway within the Council to streamline the number of banking activities utilised and to streamline and consolidate as many processes as possible and this will help minimise the risk of any additional costs for the new contract. The collaborative approach with other Greater Manchester Authorities will ensure that the process and the outcome is as competitive as possible and maximise the opportunity for economies of scale.

Report Author and Contact Details:

Sarah Janusz – Head of Strategic Procurement

Background papers:

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
ITT	Invitation to tender
PCR2015	Public Contracts Regulation 2015

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Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	26 May 2021
Title of report:	Public Consultation on the Draft Climate Strategy and Climate Action Plan
Report by:	Cabinet Member for Environment and Climate Change
Decision Type:	Key Decision
Ward(s) to which report relates	All

1.0 Executive Summary:

- 1.1 In 2019 Bury council declared a climate emergency and set an ambitious target to be carbon neutral by 2038. This is reflected as a commitment in the Council Let's Do It Strategy.
- 1.2 The Council has produced a draft Climate Action Strategy and Climate Action Plan for Bury to set out what needs to be done to achieve the target and it is proposed to consult residents and other stakeholders on the draft documents.
- 1.3 The draft Climate Action Strategy sets out the background information, the scale of the challenge facing the Borough and the need to work together and take action now.
- 1.4 The Climate Action Plan is a more fluid document that will be updated each year and will be used to monitor progress across the community, partners and the council to ensure delivery and keep things on track.

- 1.5 Climate change is a long lasting and universal problem that will affect everyone and those most impacted will be our most vulnerable residents. It will be the young people who will have to deal with our legacy into the future and we owe it to them to take the drastic action required.

2.0 Recommendation(s)

That the Cabinet:

- 2.1 Acknowledge the work to date on developing the draft Climate Action Strategy and Climate Action Plan.
- 2.2 Approve the draft Climate Action Strategy and Climate Action Plan for public consultation for a period of ten weeks.
- 2.3 Note that a further report will be presented to Cabinet for adoption, with the final Climate Action Strategy and Climate Action Plan, that takes into account the results and feedback from the consultation.

3.0 Background

- 3.1 The "Lets Do It" Strategy approved by Cabinet on 23 February 2021 included a commitment for the whole borough to be carbon neutral by 2038, which responds to the Council's declaration of a Climate Emergency in 2019. This carbon neutral target aligns with the Greater Manchester target included in the 5 Year Environment Plan for Greater Manchester.
- 3.2 Achieving this carbon neutral commitment will require a step change in the way our communities live. This represents a huge challenge, but one that we must face to protect the health and wellbeing of our residents.
- 3.3 To help achieve this change the Council must provide leadership for all individuals and organisations in the borough and enable anyone and everyone to take climate action.
- 3.4 The draft Climate Action Strategy (See Appendix 1) sets out the background information, the scale of the challenge facing the Borough and the need to work together and take action now. It breaks down the change needed into 11 Key Action areas:
 1. Our Energy Supply
 2. Our Homes, Workplaces and Public Buildings
 3. Low-Carbon Travel
 4. The Things we Buy and Throw Away
 5. Food

6. Our Natural Environment
7. The Green Economy
8. Environmental Justice
9. Climate Resilience and Adaptation
10. Putting Climate Change at the Heart of Council Action
11. Carbon Offsetting

- 3.5 The Climate Action Plan (See Appendix 2) sets out individual actions that need to take place across the 11 Priority Action Areas. The actions listed will provide organisations across Bury the opportunity to take part in our drive towards carbon neutrality, through the commencement of local projects and initiatives. This will be a more fluid document that will be updated each year in conjunction with the community and will be used to monitor progress / delivery and keep things on track
- 3.6 We have listed the progress against actions to date that the Council are aware of, but there will be much more taking place within communities, businesses and other public sector organisations across the borough that we have not yet captured. This can be added to the progress as we move forward, to give a true picture of all the action taking place in Bury.

4.0 Consultation

- 4.1 The Council has produced a draft Climate Action Strategy and Climate Action Plan, but to deliver the ambitious target by 2038 will require communities across Bury to work together and support the delivery. The Climate Action Strategy and Action Plan needs to be owned by the Council, residents and stakeholders and the consultation will seek the views of the wider community to ensure feedback is considered and the importance of different aspects of the strategy are understood across the different neighbourhoods.
- 4.2 A set of consultation questions have been developed to capture the feedback from the community and a copy of the consultation document is attached as Appendix 3.
- 4.3 The Council plans to undertake a 10-week consultation, which will commence on the 3rd June 2021.
- 4.4 With the current restrictions due to Covid and the impact on social gatherings, the consultation will have a strong emphasis on online and digital engagement and the Council Web site will be used as the main point of contact for the formal consultation. Feedback will be encouraged via an online questionnaire and a dedicated phone line and email address will be established, to enable people to find out more information or request hard copy documents.

- 4.5 To ensure the responses captured are reflective of the diverse nature of the community in Bury, a communications plan is also attached with further details of the engagement that will take place (See Appendix 4).
- 4.6 Following the consultation, a supplementary report outlining the results and feedback will be produced and will be submitted alongside the final draft Climate Action Strategy and Climate Action Plan.
- 4.7 Post-consultation, the Council will have a better understanding of the community and local action groups and actions can then start to be distributed and delegated. The Climate Action Plan will then be used to keep track of these actions through annual updating and revision.

Other options considered

The Council did consider having one document that included both the Strategy and Action Plan. However, it was felt that some people may not be interested in the background and detail of the Strategy but may still be keen to get involved and take action. By having a separate and fluid Climate Action Plan the community and stakeholders can commit to helping to deliver one or a number of actions and see how these fit into the wider strategy.

Community impact/links with Community Strategy

The proposals are designed to protect the climate and safeguard the health and wellbeing of our communities in line with Section 4.2 re "Place" in the Bury 2030 Strategy.

Equality Impact and considerations:

An Equality Impact Assessment has been carried out and is attached at Appendix 5.

The Climate Action Strategy will promote equality by actively encouraging and engaging all members of society to participate and take action. Those who suffer societal injustices and discrimination are those most likely to suffer environmental injustices and be worst hit by changes in climate. It is therefore imperative that these people are not left behind. As we look towards carbon neutrality and begin to lay the groundwork by setting actions that will get us there; we must remember that many protected characteristics will require certain considerations not only to avoid being negatively impacted but also to ensure they can fully engage with the process.

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
--------------------	------------

<p>That the target to be carbon neutral by 2038 is not met.</p>	<p>By producing a Climate Action Strategy and Climate Action Plan and consulting on the documents we hope that everyone will understand the need for change and the role they can play in helping to deliver action.</p> <p>The Climate Action Plan will be a fluid document that will be reviewed annually so progress is tracked and monitored.</p>
<p>The community is not engaged in the delivery of the actions required to meet the 2038 target.</p>	<p>The consultation will seek to understand the priorities of the community and their preferred delivery methods.</p>
<p>Lack of engagement in the consultation and responses not representative of the communities in Bury.</p>	<p>Engagement plan in place to detail varied methods of engagement with different communities. Equality Impact Assessment carried out.</p>

Consultation:

Discussions have taken place with Council Officers and Members in relation to specific sections of the strategy that relate to their services.

The 10-week consultation period will provide an opportunity for the wider views of the community and key stakeholders to be considered so their feedback can be incorporated into the Strategy and Action plan.

Legal Implications:

There are no legal implications for this report, the consultation to be carried out will be used to inform the next steps in the development of the strategy. A full suite of consultation documents are appended to this report.

Financial Implications:

There are no financial implications at this stage however implementing the strategy will have costs that will need to be funded. The extent and timing of these cannot yet be quantified and it is anticipated that funding from central government will be made available. All implementation plans will be subject to robust business cases and the identification of funding and financing options.

Report Author and Contact Details:

Laura Swann – Assistant Director Operations Strategy

Background papers:

N/A

Appendix 1: Climate Action Strategy



Bury Council

Climate Action Strategy

We want Bury to be carbon neutral by 2038, to clean the air, protect our environment, and care for the health and wellbeing of our communities

Let's do it...

For our planet

For each other

For future generations

Foreword

Bury is a great place to live and work, but we recognise that climate change presents a significant challenge to the health and wellbeing of our communities.

We must take responsibility now to protect ourselves, our children and our grandchildren from the dangers of climate change. In 2019 Bury council declared a climate emergency and we have set an ambitious target to be carbon neutral by 2038. This target presents a major challenge, but we must be ambitious to protect ourselves and our families from the danger and disruption we face.

Climate change is a long lasting and universal problem that will affect everyone and those most impacted will be our most vulnerable residents. It will be the young people who will have to deal with our legacy into the future and we owe it to them to take the drastic action required.

This strategy document lays out the extent of the challenge ahead and the step change needed to tackle this issue. One thing is certain – the council can't work on this alone and we will need to work closely with our residents, businesses and other public sector organisation if we are to be effective. We need everyone to play their part and this Strategy and Action Plan will be the first step. From here we will work with the communities in each of our neighbourhoods and townships to ensure the Action Plan is implemented and we progress towards our 2038 target.

The cost of not doing enough is high but the challenge we face brings a huge opportunity to improve our health, economy and our environment. We know that the people and businesses of Bury have the necessary spirit and determination to face this challenge head on and that by working together we can achieve the level of change we need to protect our future.

Councillor Alan Quinn,

Executive Summary

If you read nothing more ...

To tackle our climate emergency, we need to step up our actions to cut carbon emissions drastically. Failure to act will have huge costs to the health and wellbeing of our communities. The recent flooding events in our borough have shown the impacts that extreme weather events can have on residents and businesses. On the flip side – if we do the right things, we can reap the rewards that a pleasant, healthy environment and a growing green economy can bring.

This Climate Action Strategy and the adjoining Climate Action Plan outline that we must achieve the following:

- Deep fast cuts in carbon to achieve our target of carbon neutrality by 2038
- Recognise that climate change is happening, and the impacts are with us now
- Make changes now before we are hit with greater extremes of weather
- Be better adapted to extreme weather patterns

To make progress we must see:

- A swift reduction in demand for energy across all sectors, businesses, and households
- A complete switch to clean zero carbon energy sources by 2038
- A complete shift to fossil fuel free local travel by 2038
- Effective action from Government to enable the scale of change required; we can only go so far at the local level
- Wiser decisions in our lifestyles so we don't add to national and global carbon emissions. This will mean changes in our diets, a reduction in waste and more careful choices about what we buy and how we live and work
- More trees and woodland to collect carbon naturally
- A better understanding of climate risks and the actions we must take
- Increased investment to meet the scale of our challenge
- Strong partnerships with our community to help us meet this challenge and drive progress

Working together we can have a much bigger impact. Everyone can play their part and must commit to develop their own plan of action to safeguard our future.

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Acronyms and Terms

Below are several terms used throughout the Climate Action Strategy that may be ambiguous or require explaining

Air source heat pumps	An air source heat pump is usually placed outdoors at the side or back of a property. It takes heat from the air and boosts it to a higher temperature using a heat pump. This heat can then be used to heat radiators, underfloor or warm air heating systems and hot water in your home. The pump needs electricity to run, but it should use less electrical energy than the heat it produces.
Climate emergency	The climate is the long-term pattern of day to day weather. Our food and water supplies depend on stable seasonal patterns of temperature, rain, and wind in the UK and elsewhere. In the last 100 years the earth's average temperature has increased faster than previously seen. Bury Council declared a climate emergency in 2019.
Ecological Enhancement Areas	Locations where an opportunity exists for improvements that will improve the functioning of ecological networks/wildlife corridors.
Greenhouse Effect	The trapping of the sun's warmth in a planet's lower atmosphere, due to the greater transparency of the atmosphere to visible radiation from the sun than to infrared radiation emitted from the planet's surface.
Greenhouse gases	A gas that contributes to the greenhouse effect by absorbing infrared radiation. Carbon dioxide and chlorofluorocarbons are examples of greenhouse gases.
Ground source heat pumps	Ground source heat pumps use pipes that are buried in the garden to extract heat from the ground. This heat can then be used to heat radiators, underfloor or warm air heating systems and hot water in your home.
ktCO ₂ e	The number of metric kilotons of CO ₂ emissions with the same global warming potential as one metric ton of another greenhouse gas.
Passivhaus standard	Passivhaus buildings provide a high level of occupant comfort while using very little energy for heating and cooling. They are built with meticulous attention to detail and rigorous design and construction according to principles developed by the Passivhaus Institute in Germany, and can be certified through an exacting quality assurance process.
Sites of Biological interest	Sites of Biological Importance (SBI) is the name given to the most important non-statutory sites for nature conservation in Manchester and provides a means of protecting sites that are of local interest and importance.
The Tyndall Centre	The Tyndall Centre for Climate Change Research is an organisation that brings together scientists, economists, engineers and social scientists all working within the field of climate change, global warming and sustainable development.
UN IPCC	The UN's Intergovernmental Panel on Climate Change is an intergovernmental body that is dedicated to providing the world with objective, scientific information relevant to understanding the scientific basis of the risk of human-induced climate change.



Chapter 1: Introduction

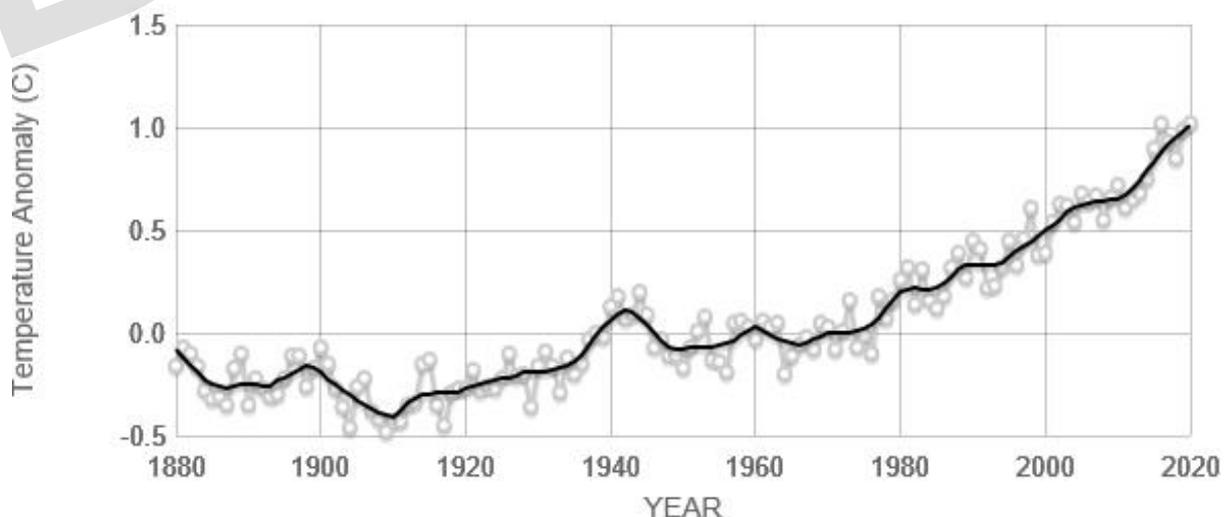
Why do we need a Climate Action Strategy?

Over the last 50 years the average global temperature has increased at the fastest rate in recorded history and the trend is accelerating. 2019 was the second warmest year on record after 2016^[1].

When sunlight reaches the earth some of the energy is absorbed on the surface and reradiated as infra-red energy that we call heat. This goes back into the atmosphere where greenhouse gases such as carbon dioxide (CO₂ often referred to as carbon) trap

this heat and send it back out in all directions. This natural process stops our planet from being cold and is known as the Greenhouse Effect.

Human activities, in particular the burning of fossil fuels for electricity, heating and transport are changing the balance of the Greenhouse Effect. This is because we are emitting more greenhouse gases, especially carbon dioxide. The increase in these gases, which can last for years to centuries in the atmosphere, means we are trapping even more heat and causing the planet to get hotter.



Global annual average temperature anomaly^[1]

These rising temperatures are now altering the global climate resulting in longer and hotter heat waves, more frequent droughts, heavier rainfall, rising sea levels and more powerful storms and hurricanes. This is seen in the retreat of glaciers, melting of ice, loss of habitats, floods, droughts and fires around the world. As the world population suffers more extreme weather, we will see more famines and mass migration as impacted people flee from the worst effects. As the frequency and scale of impacts increases the threat becomes critical.

International response

The 2018 UN Intergovernmental Panel on Climate Change (IPCC) special report^[2] on the impacts of global warming report describes the enormous harm that a 2°C rise in global temperatures is likely to cause compared to a 1.5°C rise. The report went on to say that, limiting Global Warming to 1.5°C might still be possible with ambitious action from local communities.

In December 2015, The Paris Climate Agreement (COP21) was made between nearly 200 countries to cut greenhouse gas emissions in an attempt to limit the rise in global temperatures to less than 2°C^[3]. This deal united all the world's nations in a single agreement on tackling climate change for the first time in history.

In summary, the Paris Agreement intends:

- To keep global temperatures "well below" 2.0C (3.6F) above pre-industrial times and "endeavour to limit" them even more, to 1.5C.
- To review each country's contribution to cutting emissions every five years so they scale up to the challenge.

In November 2021, the UK will host COP26 in Glasgow. It is expected that this conference will usher in the next phase of international climate negotiations^[4].

UK response

The UK was one of the first countries to recognise and act on the economic and security threats of climate change. The Climate Change Act^[5], passed in 2008, committed the UK to reducing greenhouse gas emissions by at least 80% by 2050 when compared to 1990 levels. In 2019, the government announced a new plan to cut greenhouse gas emissions in the UK to net zero by 2050 and in 2020 added an interim target to reduce emissions by 68% (on 1990 concentrations) by the end of the decade.

Greater Manchester response

In 2019, the Greater Manchester Combined Authority (GMCA) produced a 5 Year Environment Plan for Greater Manchester^[6] which lays out how the city region will progress to carbon neutrality by 2038. Our Bury Climate Action Strategy is designed to be consistent with and link directly to this plan.



Map of Greater Manchester's 10 Local Authorities

Greater Manchester vision

The 5 Year Environmental Plan for Greater Manchester states that:

“We want Greater Manchester to be clean, carbon neutral, climate resilient city region with a thriving natural environment and circular zero waste economy where:

- *Our infrastructure will be smart and fit for the future, will have an integrated clean and affordable public transport system, resource efficient buildings, greater local community renewable energy,*

cleaner air, water and greenspace for all

- *All citizens will have access to green space in every community, more trees including in urban areas, active travel networks, environmental education, and healthy and locally produced food*
- *Citizens and businesses will adopt sustainable living and business practices focussing on local solutions to deliver a prosperous economy”*

DRAFT



Chapter 2: Our Vision

Bury

Bury is one of the ten metropolitan boroughs that make up Greater Manchester. Situated north of Manchester City Centre, Bury is a mixture of urban, suburban, and rural areas.

Bury consists of six townships that are organised into five neighbourhoods North (including Ramsbottom and Tottington), Bury East (including Bury), Bury West (including Radcliffe), Prestwich and Whitefield.

Despite being one of the smallest Local Authorities, with a population of 190,000 and an area of 100km², we have a highly diverse population and therefore there is considerable opportunity to introduce a far-reaching and inspirational agenda that is well tailored to the local neighbourhoods.

Effects of climate change on Bury

According to the National Trust's Climate Hazard Map^[7], by 2060, Bury will have a very high risk of overheating and high humidity (Prestwich & Whitefield); high risk of storm damage (entire Borough); and high risk of slope failure (Ramsbottom).

The effects of climate change are already being felt around Bury and human health and life is being put at an ever greater risk with increasing flood risk and summer heatwaves becoming more common.

Bury Council's response

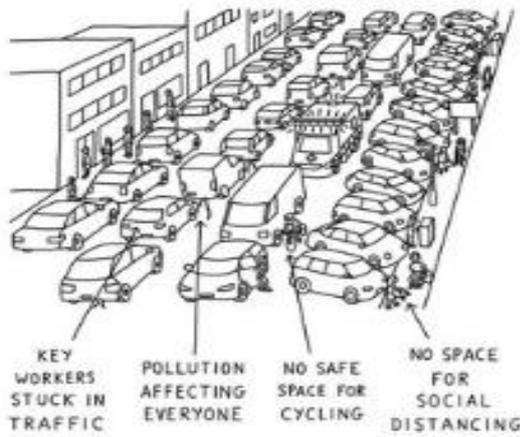
A key finding of the UN Emissions Gap^[8] report is that local action plays an important role in delivering national pledges. In July 2019 Bury Council responded to this climate crisis by declaring a Climate Emergency^[9] and we have set a challenging and ambitious target to be carbon neutral by 2038.

We need to be part of a journey to protect our environment and the health and wellbeing of our communities. We know that we urgently need a step change to wean ourselves off our reliance on fossil fuels and our unsustainable consumption habits. We need to play our crucial part in tackling this global climate and ecological emergency.

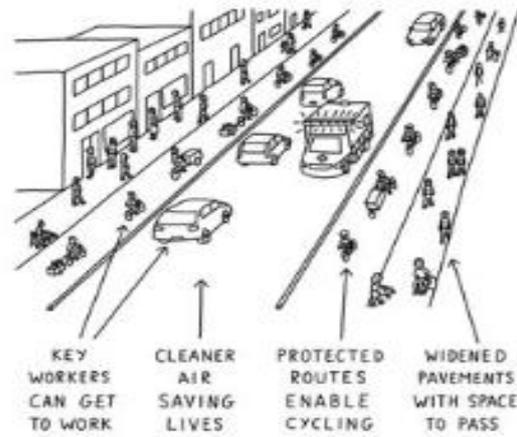
DECISION TIME

Image by CyclingUK.org

BACK TO NORMAL, OR FAST TRACK TO THE FUTURE?



cycling



CYCLINGUK.ORG/SPACE-FOR-DISTANCING

DRIVEBIKET.COM

What our streets could look like

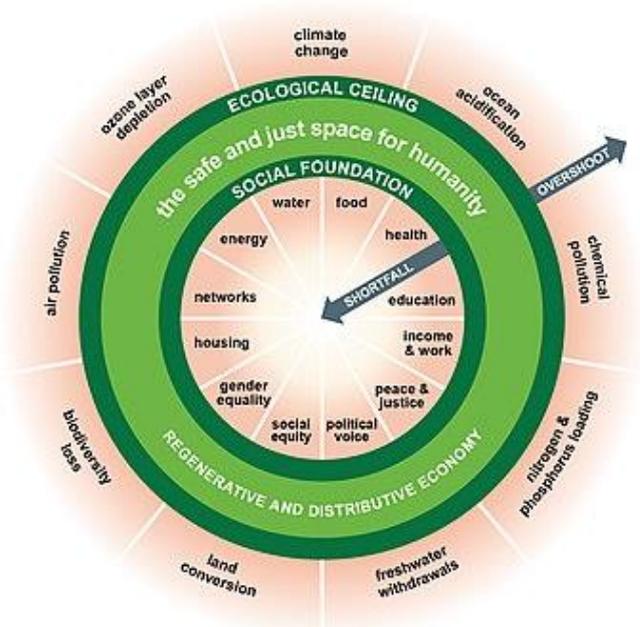
The Council are already looking at incorporating a move towards carbon neutrality in its processes and strategies. The Council has signed up to the UNFCCC's Race to Zero campaign^[10], highlighted carbon neutrality in the Bury 2030 Strategy^[11] and included sustainable considerations in the borough's new Housing Strategy^[17].

The recent impact of the coronavirus pandemic provides an opportunity to "reset" society and build a new model that reflects the needs of the climate emergency. As our lockdown loosens, new travel patterns and modes of living will emerge and we must seize this opportunity to make a change that is positive for our environment.

We need a model which allows us to thrive while respecting the wellbeing of all people and the planet we live on. Our response to the recovery from COVID-19 could be the catalyst we need to make the radical change required to protect our communities from the dangers of climate change.

As the economist Kate Raworth says in her book, "Doughnut Economics: Seven Ways to Think Like a 21st-Century Economist":

"We live in a world that is complex, deeply interconnected where human health and planetary health are woven into one. So, governments need frameworks and ways of thinking that can hold that complexity that can think about climate, health, jobs, financial stability and inequality in one space"^[12].



Raworth's Doughnut Framework

What does success look like?

In order for us to meet our carbon neutral target the following will need to happen:

- Emissions from gas boilers and vehicles are eliminated
- Buildings in the borough are carbon neutral
- Local communities are engaged and understand the climate emergency
- The public and private sector look to rapidly decarbonise their operations with support from the Council and national Government
- Renewable heat and power generation in the borough is maximised
- Any remaining electricity needs are sourced from certified renewable or zero carbon sources
- Any outstanding emissions are captured through carbon offsetting such as tree planting or investing in renewable energy production
- The borough's green and blue spaces are further incorporated into the urban setting encouraging sustainable use and biodiversity
- We have a thriving green sustainable business sector

Our Seven Key Principles

The challenges and opportunities we face require us all to take urgent, collective action. To reflect this approach our strategy is underpinned by the following principles which will be embedded in our approach and reflected in this document:

1. Urgent action from all of us - there is a need for urgent action from everybody who lives and works in Bury from our young people to our older people. All six townships can bring their own unique qualities to develop and deliver effective actions
2. Setting our objectives and targets in line with the latest science and the Paris Agreement
3. To “build back better” following the upheaval of the impact of the coronavirus pandemic to deliver growth and development that is zero carbon and resilient to the changing climate
4. Everyone who lives and works in Bury enabled to act through support, incentives, standards and infrastructure provided by Bury Council, our strategic partners, Greater Manchester Combined Authority, UK Government and their agencies.
5. Ensuring social justice is at the heart of our approach
6. Protecting the health and wellbeing of our community
7. Contributing to Greater Manchester, UK and international commitments

Chapter 3: Bury's Carbon Emissions

Where do our emissions come from?

There are three main sources of CO₂ or carbon emissions that we as a community are responsible for or which we have influence over:



Direct emissions

Includes activities such as burning gas in boilers, or petrol or diesel in vehicles or plant equipment. These are relatively easy to measure and therefore monitoring progress is straightforward.



Indirect emissions

Includes using electricity generated in another location where emissions will be from the sources of energy used by the national grid at the time i.e. gas and coal. Again, these are relatively easy to measure and therefore monitoring progress is straightforward.



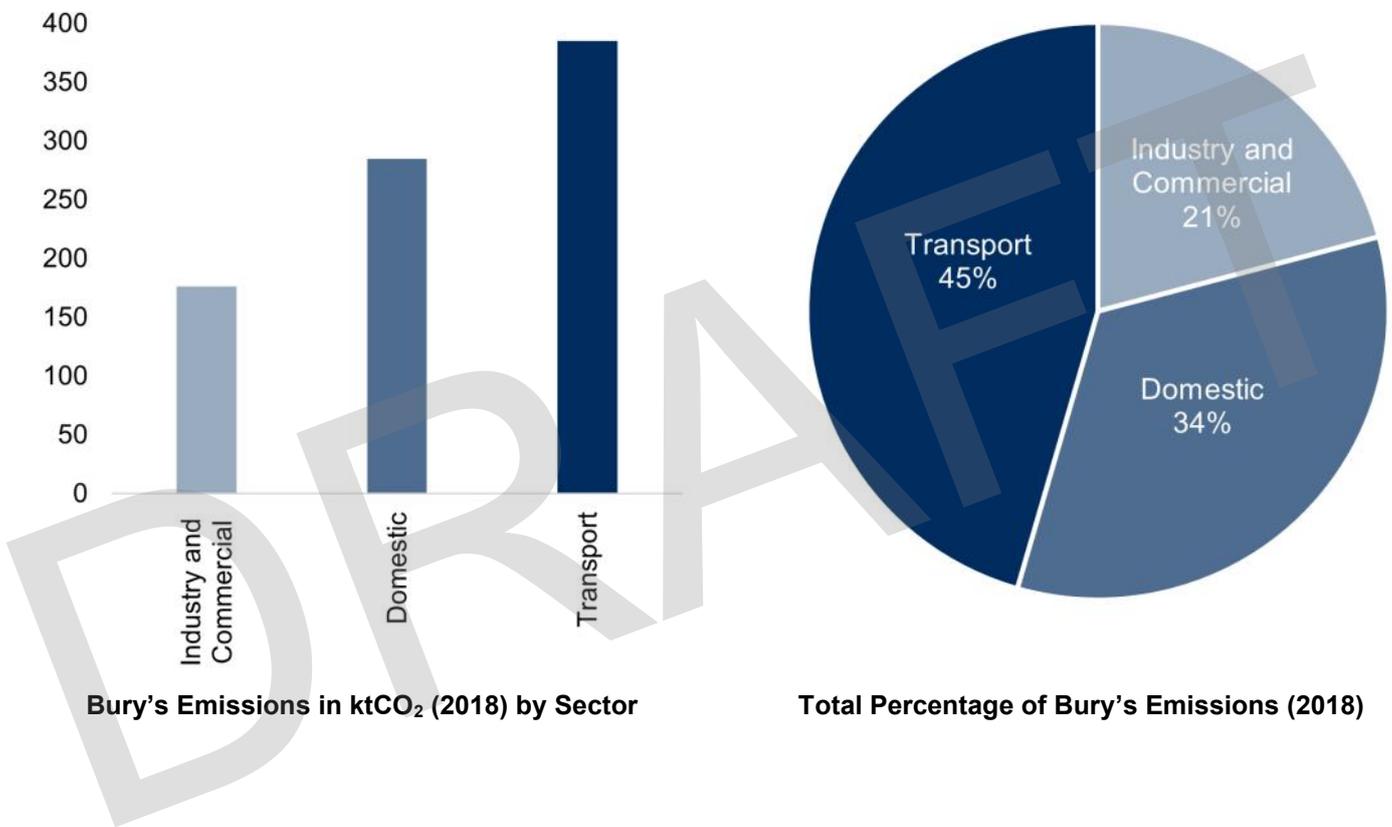
Consumption based emissions

A type of indirect emissions resulting from the things we buy and ultimately dispose of for example food, clothes, phones, furniture, and construction materials many of which are produced outside our town. These emissions are more complex and difficult to measure as many of the goods used in Bury are imported from other areas and other countries via complex transport networks and storage systems. Although we can't measure them, they are an important source of our emissions globally and it is vital we take action to reduce them.

Bury's direct and indirect emissions from gas, electricity and other fuel usage was 844.5ktCO₂ in 2018. This figure is taken from the latest available data produced by the Government^[14]. As shown in the graphs, transport accounts for the largest proportion of emissions in the Bury area, followed by the domestic sector.

A significant proportion of the carbon emissions from transport will be from motorways and these are outside our local

control. However, transport is the biggest source of greenhouse gases in the UK and emissions continue to grow. The "Transport for Quality of Life" report suggests that in order to deliver the greenhouse gas reductions needed, we will be required to reduce car use by between 20-60% depending on factors such as the speed with which we switch to electric vehicles^[15].

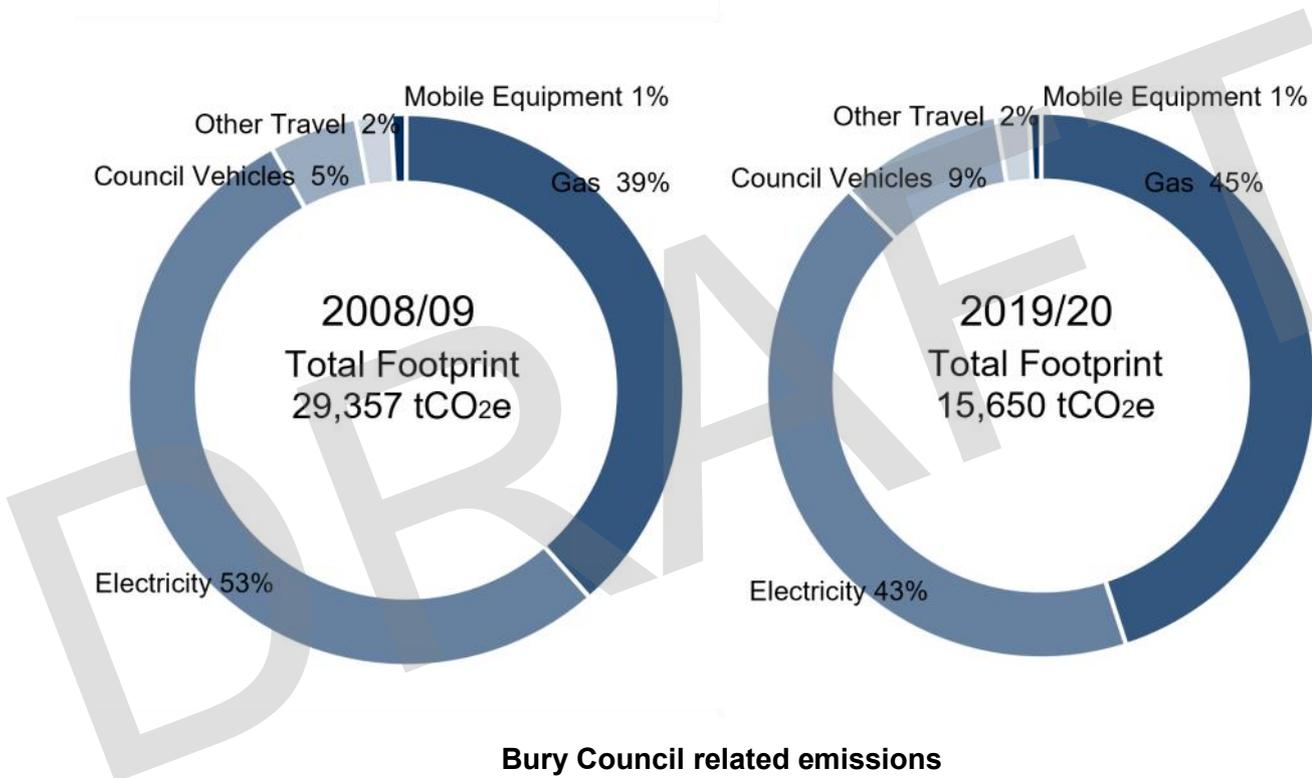


Bury Council's own emissions

From 2008/9 to 2019/20 we have seen Council related emissions reduce by 47%. The figure below shows where our measured emissions come from and we can see that gas use in our building's accounts for the most emissions, with electricity use close behind. Our vehicles were responsible for 9% of measured emissions in 2019/20 and this has grown since 2008/09. Our total footprint is now 15,650 tCO₂e, down from 29,357 tCO₂e. Council emissions represent only 2% of Bury's borough-wide emissions total^[13].

This shows that the council only has direct control over a very small proportion of the total emissions of our borough.

This footprint does not take into account the carbon emissions from our consumption, which is very difficult to represent, but from research conducted, we can assume that this would add a significant amount to our emissions total and could represent as much as 60% of our total emissions^[28].



Chapter 4: Carbon Neutrality

What do we mean by “carbon neutral?”

Bury have set a target to be carbon neutral by 2038, but what do we mean by carbon neutral? It is accepted that at the current time it is very difficult to see how an absolute zero target could be reached. We are always likely to have some residual emissions of carbon or other greenhouse gases. To deal with this, agencies have been setting carbon neutral or net zero carbon targets which means we are likely to have a small percentage of carbon emissions remaining, but these will be offset using means such as programmes of carbon absorption through planting trees or renewable energy generation.

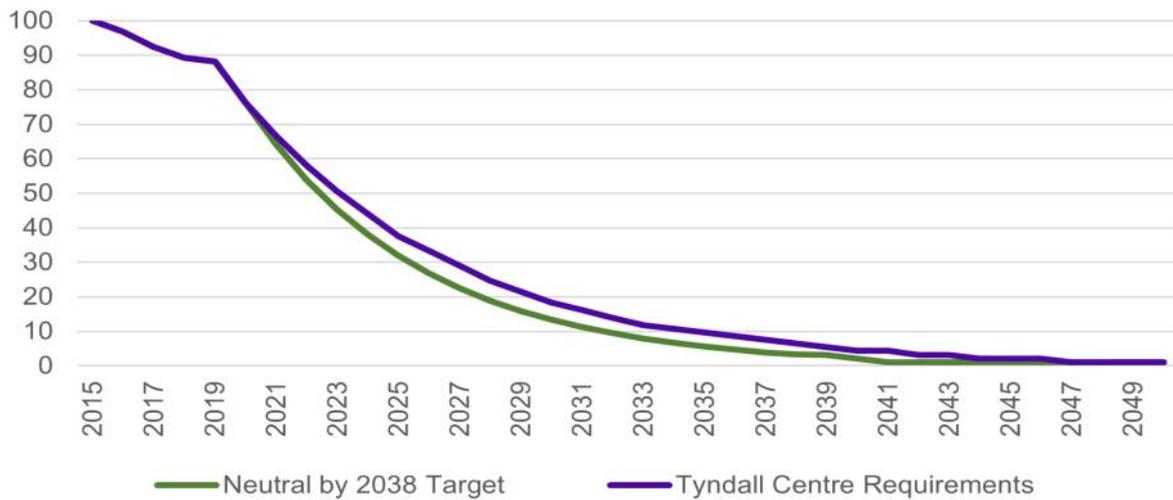
Carbon neutrality in Bury’s case refers to reducing carbon emissions resulting from gas, electricity, and vehicles used in our communities. It does not consider the emissions associated with consumption as this is too complex to accurately account for. However, as pointed out the emissions from consumption are significant and it is vital that in meeting our carbon neutral target we take effective steps to reduce these.

Carbon budget

A carbon budget is a set amount of carbon emissions we are allowed to emit in order to meet the targets we have set.

The Paris Agreement^[3] adopted in 2015 has the goal of keeping global temperature rise this century to below 2°C above pre – industrial levels and pursuing efforts to limit the temperature increase even further to 1.5°C.

The Tyndall Centre have produced Carbon Budget^[18] reports for each Local Authority which show an appropriate carbon reduction trajectory which will allow the council area to make a fair contribution towards the Paris Agreement Commitment. The carbon budget report also provides a suggested long term carbon budget to ensure a fair contribution is made. It is important to note that these pathways look at energy-only related budgets and do not include indirect emissions from consumption.



Comparison Between Bury’s Pathway to 2038 Carbon Neutrality vs The Tyndall Centre’s Prediction to Meet Paris Agreement Requirements (% Reduction in Relation to 2015 Concentrations)

The Tyndall Centre indicate that in order for Bury to meet their obligations under the Paris Agreement we have a total carbon budget of 5.4Mt from 2020 until the end of this century i.e. to 2100. They suggest that in meeting our obligations we will become net zero carbon by 2042. In order to meet our carbon neutral target we will need to exceed the Tyndall Centre projections .The Tyndall Centre define net zero carbon as having used 95% of the recommended carbon budget.

The graph above shows a comparison of the Tyndall Centre’s suggested pathway to comply with obligations under the Paris Agreement compared with a possible pathway for Bury to achieve carbon neutrality by 2038.

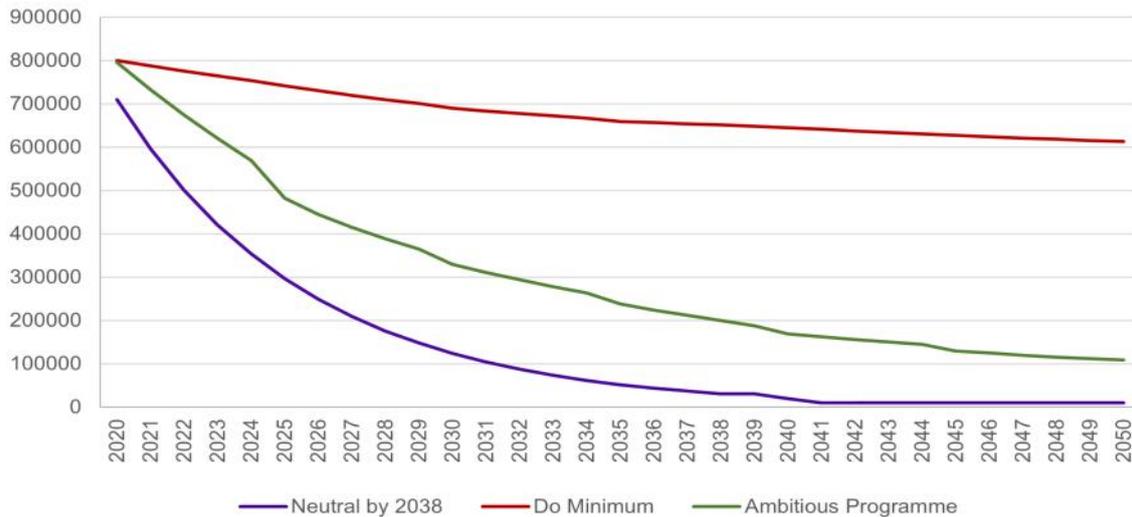
Potential pathways

To help inform the approach we should take and to demonstrate the extent of the challenge we face we have used the SCATTER emissions tool^[19]. This tool predicts how much we are likely to reduce our emissions if we take specific levels of action.

The graph on the following page sets out the potential SCATTER carbon reduction pathways for Bury against Bury’s required pathway to carbon neutrality by 2038.

Do Minimum: Assumes minimal action beyond current national policy and nationally led decarbonisation of the national grid. This will still require a significant level of effort locally. We can see that emissions are 20 times what they should be to meet our carbon neutral target in 2038.

Ambitious Programme: Assumes that the region goes significantly beyond national policy and grid decarbonisation across both energy supply and demand measures. We can see that the emissions are over 5 times more than they should be for our own carbon neutral targets in 2038.



Potential Carbon Reduction Pathways for Bury in tCO₂e

Using these pathways to inform our plans

SCATTER has its limitations and is a theoretical model of possible carbon reduction pathways and cannot account for all the practical and commercial constraints we have locally. However, the main value of the model is to show the scale of change required.

From the graph above we can see that the necessary reductions to meet our target will be extremely challenging requiring unprecedented transformational change and financial investment. Turning these scenarios into reality requires immediate radical actions over the next five years and beyond. Despite the challenge of achieving reductions, it is important for us to maintain the drive and ambition to do what’s needed to make our fair contribution to tackling climate change.

Going further and closing the gap

As is shown above, to meet our carbon neutral targets we need to do much more than the “Ambitious Programme” pathway. This will require innovation in technology, delivery or financing/funding which could include:

- An increase in the efficiency of renewable energy generation technology such as in solar photovoltaic panels or onshore wind turbines
- A more significant scale up in delivery of deep retrofit homes reaching a higher standard i.e., Passivhaus standard or equivalent
- Greater reduction for heating demand in commercial buildings beyond that currently supported by evidence

Locally we must work with the GMCA, academic institutions and other enterprises to help stimulate the innovation and development we need to fill the gap to meet our carbon neutral targets.



Chapter 5: Priority Action Areas

Our 11 Priority Action Areas

1. Our Energy Supply
2. Our Homes, Workplaces and Public Buildings
3. Low Carbon Travel
4. The Things we Buy and Throw Away
5. Food
6. Our Natural Environment
7. The Green Economy
8. Environmental Justice
9. Climate Resilience and Adaptation
10. Putting Climate Change at the Heart of Council Action
11. Carbon Offsetting

5.1 Our Energy Supply

Objective: To generate and source all our local energy needs from zero-carbon and renewable sources by 2038

In the UK, the carbon intensity involved in generating our electricity has fallen by 63% since 2012 and we expect it to continue its decline over the coming years^[20].

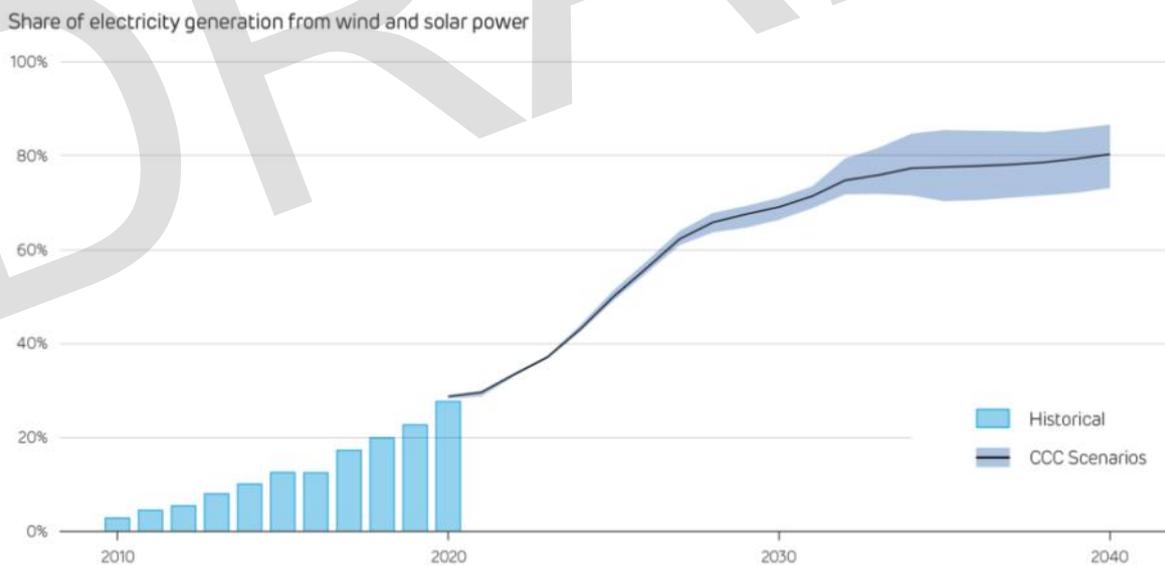
Wind and solar are on a continual upward trend as coal and oil are increasingly phased out across the UK. The Climate Change Committee predict that by 2025 wind and solar will account for 50% of our electricity and this will continue to increase as technology improves^[21].

As the technology improves, we can expect new fuels to be developed and we as a society can anticipate a move away from a centralised

grid and towards more local production of electricity, improving efficiency and reliability.

The three main aspects to this area are:

1. Increasing local renewable generation of electricity by solar, hydro and wind;
2. Encouraging private properties to choose renewable energy sources
3. Decarbonising how we heat our buildings by replacing gas boilers with air or ground source heat pumps or heat networks



Share of electricity generation from wind and solar power^[21]

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Renewable energy generation	<ul style="list-style-type: none"> 15MW of renewable energy generated in Bury^[22] 	<ul style="list-style-type: none"> 47MW of renewable energy generated^[22]
Public building energy sources	<ul style="list-style-type: none"> 30.7% of the Council's purchased electricity comes from renewable sources^[23] 	<ul style="list-style-type: none"> 100% of the Council's purchased electricity to come from renewable sources

What is Bury Council Doing? - Decarbonising Public Buildings

Bury Council has been awarded £8.5 million to install heat pumps and solar PV systems in several Council buildings across the borough. This is a fantastic opportunity for us to audit our buildings and make infrastructural improvements in order to reduce energy and financial waste^[50]

To see what else Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Policy and attractive incentives to encourage renewable energy generation
- Work with local agencies to develop suitable means for making renewable heating systems accessible and attractive to our communities
- Improvements in financial benefits and motivations
- Further investment in relevant technology
- UK-wide schemes increasing employment in relevant industries
- Further funding allowing Local Authorities to take stronger action

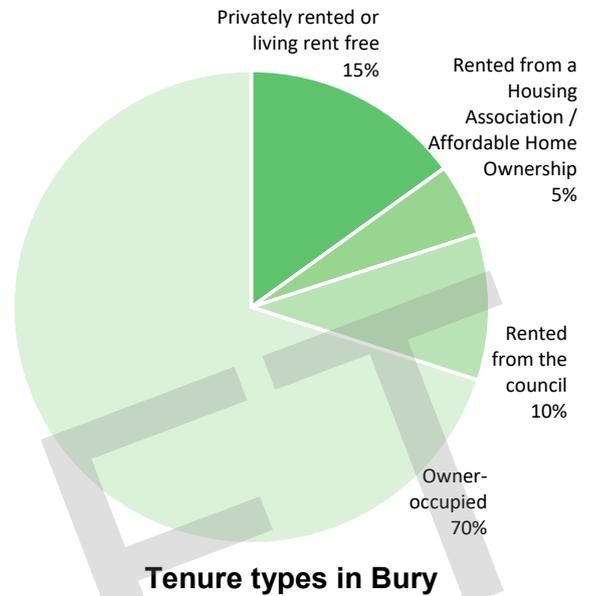
5.2 Our Homes, Workplaces and Public Buildings

Objective: To ensure all our buildings are carbon neutral by 2038

Energy use in buildings is a significant contributor to carbon emissions. Domestic energy use accounts for over 40% of the UK’s total demand for energy^[24]. In simple terms in order to eliminate carbon emissions from our buildings we will have to:

- Replace gas heating and cooking facilities with electric alternatives;
- Maximise the energy efficiency of buildings through insulation and retrofit of fittings like lighting;
- Maximise on site renewables (see previous section); and
- Purchase any remaining electricity needs from renewable sources.

34% of Bury’s total emissions come from domestic households^[19], however, only 10% of properties in Bury are directly controlled by the council^[17].



Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Improved insulation	<ul style="list-style-type: none"> • 9782 households (12% of total households) installed measures under ECO between 2013 and March 2019^[19] • FoE estimate that only 30% of homes in Bury are well insulated^[22] • The council have delivered a number of projects to improve the energy performance of our domestic sector including £11million of Warm Front grants, Toasty Bury, Local Energy Advice Programme (offering free advice). 	<ul style="list-style-type: none"> • Friends of the Earth suggest we need to upgrade insulation in 5750 homes per year^[22] • From 2021, 100% new-build properties are built to Passivhaus or equivalent standard^[19]
Decarbonisation of heat	<ul style="list-style-type: none"> • 95% of houses are connected to the gas grid^[19] • Renewable Heat Incentive has accredited 61 domestic installations for renewable heat systems within Bury^[16] 	<ul style="list-style-type: none"> • 94% of housing stock has a new non-gas heating system^[19] • The majority of heat will be provided by heat pumps (90%) with the rest taken up by district heating and resistive heating^[19] • FoE estimate we need to install 3353 eco-heating systems per year^[22] (as of March 2021)

To be successful we will need to persuade homeowners, landlords, businesses and other public sector organisations to upgrade their insulation and to convert their heating to a renewable system such as ground or air source heat pumps.

There are currently low levels of domestic and non-domestic retrofitting taking place in our borough, the exceptions being registered housing providers and a handful of proactive homeowners. This is a result of lack of knowledge and demand for retrofitting, very low access to funding (including grants and

low-cost loans), lack of local skills and supply chain, and a lack of financial incentives and business models to make investment in retrofit stack up for homeowners and landlords.

As part of Bury Council's Carbon Action Strategy we must ensure that new developments in the borough do not eat into our limited carbon budgets and add to our already significant retrofit challenge. We therefore need all new build to be built and operated to zero carbon standards as soon as possible.

To see what Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Deliver suitable schemes with attractive incentives for home and business owners to encourage them to make their properties carbon neutral
- Provide direct funding to local councils to allow them to design and deliver a strategic approach to making local properties carbon neutral
- Regularly review and upgrade minimum energy efficiency standards for commercial and domestic properties and provide Local Councils with adequate resources to enforce
- Establish a national zero carbon definition and methodology for its implementation which could be implemented as quickly as possible through our planning and building control system
- Bring forward the target date of a decarbonised electricity grid from 2050 to 2038
- Develop with Greater Manchester innovative finance and delivery mechanisms to retrofit homes and commercial buildings

5.3 Low Carbon Travel

Objective: A complete transition to fossil fuel free local travel by 2038

We need to improve our air quality and reduce CO₂ emissions produced by the way we, and the goods we use, travel within our borough. Compared to the power sector emissions from transport remain stubbornly high^[19].

Improvements in vehicle emissions standards have not delivered expected benefits in “real world” conditions. Cars still dominate over public transport, walking and cycling.

The global challenge presented by the COVID-19 pandemic has forced us to embrace new patterns of living including working from home, shopping locally, reduced car use and turning more to walking and cycling. We are presented with a huge opportunity to build on this to make lasting change. As lockdown loosens it is possible for new travel patterns to emerge, but it is vital that we shape these patterns to ensure that the car does not become the default mode for socially distanced transport. This will require us to seize the current mood and do everything we can in our communities to make walking and cycling a safe attractive option.

In addition to releasing CO₂, fossil fuel-based transport is preventing us from meeting air quality targets for the pollutant nitrogen dioxide and as a result we have received a direction from the government to take action to meet these targets in the shortest time possible^[25]. During late 2020 we carried out a consultation on the proposed Greater Manchester Clean Air Plan proposals to gather thoughts on a proposed Clean Air Zone for the more polluting commercial vehicles. It is proposed that The Clean Air Zone is accompanied by supporting funding to help local businesses to upgrade their vehicles.

Public transport in the area is continually improving and the new metro stops along the Bury-East Didsbury metro line will help further intra-connect Bury as well as inter-connect to further afield.

Through improvements to public and active travel, co-benefits relating to health and environment can be expected.

Although not in our Borough we recognise that Manchester International Airport is a significant source of emissions in our city region and provides a valuable service for our communities in relation to the movement of freight and also for holidays and business travel. It is vital that we take any action we can to ensure that the emissions from our local airport are fully aligned with the Paris Agreement.



Photo by Annegret Hilse
via Reuters

One of the new temporary bike lanes in Berlin, which have been widened to enable cyclists to keep further apart

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Modal shift	<ul style="list-style-type: none"> 13% commute by public transport, 1% cycle and 9% walk (total 23%)^[22] 	<ul style="list-style-type: none"> We need 60% to commute by public transport, cycling or walking^[22]
Shift to zero emission cars	<ul style="list-style-type: none"> 424 plug-in vehicles registered in Bury^[19] 24 charge points within Bury^[22] Majority of goods are moved by road (87%) in diesel HGVs and LGVs (vans)^[19] 	<ul style="list-style-type: none"> Cars and buses are 100% electric^[19] A minimum of 108 changepoint's^[19] Carbon emission free freight would be ideal but at a minimum we need to see 22% decrease in distance covered by freight and 75% increase in efficiency^[19]

To see what Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- More powers and long-term sustainable funding to deal effectively with air quality, congestion, improving public transport
- £1.5billion of investment in walking and cycling infrastructure across GM to deliver the “Made to Move” vision of cycle routes on every corridor^[26]
- A fully devolved long term infrastructure budget for Greater Manchester as recommended in the National Infrastructure Assessment
- Facilitate the trialling of tram-trains to enable substantial expansion of the rapid transit network
- Fund pilot schemes to encourage use of shared transport schemes e.g. car clubs etc
- Pilot low carbon alternatives for HGVs and heavier vehicles such as hydrogen
- Support to tackle emissions from aviation

5.4 The Things we Buy and Throw Away

Objective: To buy, use and dispose of goods in a sustainable way so that our collective decisions do not add indirectly to the burden of climate change, damaging pollution in Bury or elsewhere

Whilst many of the things we buy are produced outside Bury we have a responsibility for the carbon footprint of the things we buy and throw away. These consumption-based emissions are very difficult to measure but research by Berners-Lee et al^[27] are almost equivalent to the direct emissions that we measure for our targets and budget setting. This therefore is a largely unseen but nevertheless massively important source of greenhouse gases.

The damage done to our environment caused by waste products can be avoided if more sustainable decisions are made at the production stage. We need to change the way that we as consumers treat end of life products. As the figure below shows, our consumption habits form a large part of our carbon footprints and therefore there is a large scope of options in how we can improve.

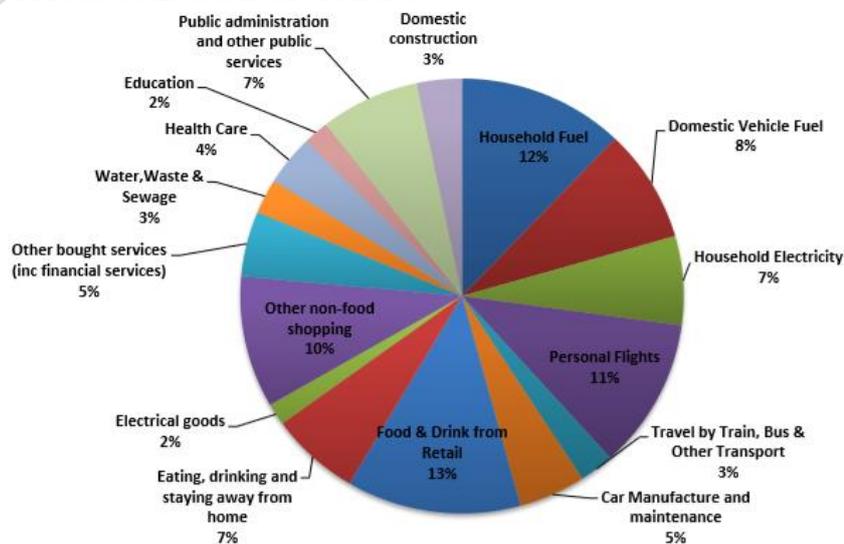
As well as individual action we also need to work with industry to encourage a more

circular, sustainable and resource-efficient business models. We need industry to use more sustainable materials and make sure that their manufacturing processes maximise both resource and energy efficiency. Fly-tipping is also a persistent issue and we need local businesses as well as individuals to fully consider their waste processes.

The Council and the public sector should lead the way in terms of what we buy and throw away and incorporate sustainable methods and ideas into our procurement practices. This is a key opportunity to enable a fairer way of providing work in terms of our local community as well as the environment.

As we emerge from the COVID-19 related lockdowns; now is an excellent moment to reassess our current high levels of consumption and instead look towards re-use and recycling and repairing rather than throwing away.

GM resident's footprint breaks down as follows:



The greenhouse gas footprint of Greater Manchester residents broken down by consumption category (total 41.2 million tonnes CO₂e)^[28]

Where are we now and where do we need to get by 2038

Measure	Where are we now	Where do we need to get to by 2038
Reduce our consumption-based emissions	<ul style="list-style-type: none"> These emissions are very difficult to assess with any accuracy. However, research estimates that consumption-based emissions represent about 45% of our total greenhouse gas emissions^[28]. More work should be carried out to understand Bury's role in consumption-based emissions and what effective interventions should be taken. 	<ul style="list-style-type: none"> Although we can't measure progress very easily we must take action wherever we can to reduce waste and source food which is more sustainably produced.
Waste reduction	<ul style="list-style-type: none"> Bury council collected 60,913 tonnes of household residual waste and 34,111 tonnes of that amount was recycled (2019/20)^[29] 	<ul style="list-style-type: none"> By 2038, we must reduce the total waste collected to 36,445tonnes^[19]
Increased recycling	<ul style="list-style-type: none"> Bury Council recycled 56% of waste collected from households in 2019/20. If all appropriate waste was recycled in Bury, we would have achieved a rate of 70%^[29]. 	<ul style="list-style-type: none"> 85% of commercial and household waste goes to recycling^[19]

To see what Bury Council have planned check out the **Climate Action Plan**, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- To use the recovery following Covid-19 to build a more sustainable approach to consumption – to encourage re-use, recycling and repair rather than throw away
- Further powers and incentives to increase re-use and recycling for both residents and businesses
- National regulation to reduce packaging, encourage a circular economy, to push resource efficiency across the commercial sector
- Local Authorities provided with stronger enforcement powers to stop fly tipping

5.5 Food

Objective: To reduce the impact of our diet on climate change

Bury is part of a complex global system whose climate and environmental impacts are vast. Our approach to tackling food related emissions must consider everything from the direct production of crops and livestock and the fuel and methods used in said production, through to food waste and consumption choices. There are many things to include but that also means there are many opportunities for positive change.

We need to reassess our consumption habits and look at where the food we buy comes from as well as what and how we are cooking.

By paying heed to these considerations there are benefits to be unlocked by supporting the local economy, improving diets and reducing associated ailments and health conditions, and reduce demands upon the environment caused by importing food.

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Reduce emissions resulting from our consumption of food	<ul style="list-style-type: none"> These emissions are very difficult to assess with any accuracy. However, research estimates that food and drink represent about 20% of our total greenhouse gas emissions^[28] 	<ul style="list-style-type: none"> Although we can't measure progress very easily, we must take action wherever we can to reduce waste and source food which is more sustainably produced. The Sustainable Food Places Framework needs to be embedded across the borough due to the co-benefits around climate and nutrition.
Reduce food wastage and increase food recycling	<ul style="list-style-type: none"> 62% of food waste was avoidable 43% of food waste was correctly captured in the recycling bins (16,633t in 2019/20)^[52] 	<ul style="list-style-type: none"> Avoidable food waste needs to be reduced to as near 0% as possible. All unavoidable food waste needs to be recycling.

To see what Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- To work with farmers and crop producers on a national scale to encourage uptake of sustainable methods that do not cause financial burden
- Greater communication and normalisation regarding the different diets available

5.6 Our Natural Environment

Objective: To capture more carbon naturally by increasing woodland cover and by protecting and enhancing soil environments and natural habitats

Our parks, gardens, woodlands, street trees and other elements of Bury's green infrastructure have an essential part to play in helping us meet our climate change objectives. Greenspace and green infrastructure can help us mitigate our changing climate by helping manage flood risk and heat stress as well as helping to reduce CO₂. To stay within our carbon budgets, we need our land to become a net remover of carbon. At the same time our green and blue spaces also deliver a myriad of other benefits such as improved physical and mental health, increased biodiversity, supporting jobs, creating attractive neighbourhoods, adding to an active travel network and many others.

Greater Manchester has been identified as the Urban Pioneer as part of the Government's 25 Year Environment Plan^[6]. This means our city region is testing new tools and methods for investing in and managing the natural environment so that we can have better quality

green infrastructure including green roofs, walls, paths and cycle networks. Significant progress has been made in developing a natural capital approach and progressing our priorities.

In order to ensure the growth of our area's biodiversity we need to adopt more sustainable methods that promote and encourage a variety of plants and animals to survive and thrive. Both current and new developments will need to actively incorporate methods to deliver a net gain in biodiversity. This is something that we must embed within the new Greater Manchester Places for Everyone strategy^[30] or in our own Local Plans.



Burrs Country Park



Bury's Greenspace

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Increase tree planting and tree cover	<ul style="list-style-type: none"> Government’s National Forest Inventory (NFI)^[31] suggests that 9% of Bury is woodland and Red Rose Forest/City of Trees^[32] indicate 8% 	<ul style="list-style-type: none"> Friends of the Earth suggest we must double tree cover as soon as possible^[22]
Biodiversity	<ul style="list-style-type: none"> Sites of Biological Importance (SBI)—Total area 923ha (2015)^[48] 	<ul style="list-style-type: none"> Continue to recognise and develop areas through the SBI mechanism
Ecological Enhancement Areas	<ul style="list-style-type: none"> Seven Ecological Enhancement Areas have been identified in the Council’s Natural Environment Topic Paper (2018)^[48] 	<ul style="list-style-type: none"> Continue to develop these areas to allow their biodiversity to flourish

What is Bury Council Doing? - Barnfield Park Regeneration

Bury Council is investing £100,000 into Barnfield Park in Prestwich with the hope to turn the former horticulture centre into a new centre to grow trees and wildflowers. In conjunction with City of Trees, the regeneration will see the current infrastructure be restored to its previous use and allow the community to engage in practical learning and skill development while also providing a hub of coordination for tree-planting activities across Greater Manchester^[49]

To see what else Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- We need commitment from Government by increasing public funding into the natural environment as well as help to bring in private investment at a national scale

5.7 The Green Economy

Objective: To help our businesses to transition to carbon neutrality and to provide a suitable and sufficient green commercial sector to future proof our local economy and to enable us to meet our 2038 target

To retain a healthy economy and the businesses that provide the goods, services and employment opportunities we need, we have to move towards a low carbon more resource efficient economy that is kind to our environment and helps us to meet our carbon neutral target.

As well as existing businesses becoming greener, we need to support the creation and development of new businesses that will provide the technologies, innovations, goods and services of a low carbon future.

It is now recognised that an economic model built on perpetual growth in physical resource consumption presents significant challenges to our carbon neutral commitments. Growth and development has traditionally equated to more energy consuming buildings, increase in the movement of people and goods and associated transport infrastructure, the consumption of more materials and the generation of increased levels of waste. This approach must change to reflect a “net zero” way of running our economy.

Our recovery from COVID-19 brings an opportunity to reset society and move us more swiftly to a carbon neutral future. Investment in renewable energy and zero carbon solutions could power our economic recovery internationally nationally and locally. In Bury it

is vital that we “build back better” and direct our investment and priorities to growing local low carbon businesses.

We need to create a new generation of jobs in the industries and infrastructure that we need to tackle the climate crisis and a workforce that will be able to contribute and benefit from a new green economy.

Our businesses are privately owned and many occupy premises as tenants relying on private landlords to carry out works on the energy efficiency and heating systems of their buildings. As with domestic properties we need the assistance of the Government to create the correct incentives and to work with us and the private sector to develop innovative business models that make zero carbon attractive financially.



Zero Waste Produce Section

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Reduce emissions from our commercial sector	<ul style="list-style-type: none"> Total emissions from the industrial and commercial sector in 2017 was 180ktCO₂e^[14] 70% of Display Energy Certificates rated commercial buildings were D or lower^[33] Consumption by non-domestic lighting computers and commercial motors fell 1.7% between 2015 and 2018^[20] Greater Manchester's Green Growth Company has engaged with 170 local enterprises saving 44,591t CO₂e and produced cost savings of £9.3 million^[34] 	<ul style="list-style-type: none"> Commercial heating and cooling must reduce by 60%^[19] 50% of heating must come from air source heat pumps^[19] 30% from ground source heat pumps and the remainder from community scale combined heat and power^[19] Commercial lighting and appliance energy demand must decrease by 25%^[19] Commercial cooking to be 100% electric^[19]
Grow local green businesses	<ul style="list-style-type: none"> There are currently 17 Bury based companies on the Growth Company's Low Carbon network of Green businesses^[34]. 	<ul style="list-style-type: none"> A well-developed local green economy with a range of businesses and employment opportunities providing support for a zero-carbon lifestyle Local colleges and other academic institutions providing our local workforce with the skills they need to deliver and maintain carbon solution in our homes and businesses

What are our Local Businesses Doing? - Faith in Nature^[51]

Faith in Nature, a locally based family-owned cosmetics manufacturer, are now saving more than £23,000 a year after installing several measures to reduce their consumption levels and therefore reduce emissions and costs. Being an environmentally inclined enterprise, the company wanted to ensure it's manufacturing processes were also as efficient as possible. With the help of the Business Growth Hub's Green Growth support team, the company has been able to identify and implement new ideas and strategies previously unknown to them^[51]

To see what else Bury Council have planned check out the Climate Action Plan, our annually updated working document for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from national government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Sufficient funding and incentives for businesses to transition to carbon neutrality
- Incentives to stimulate the development of local quality green business such as renewable energy installers to provide the necessary goods and services needed to make carbon neutrality an easier option for residents and businesses
- Require carbon neutral housing and commercial premises in all new developments
- Incentivise the education sector to provide the necessary skills to enable localities to become carbon neutral

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5.8 Environmental Justice

Objective: To eradicate fuel poverty and identify and action environmental injustices in our borough

Environmental justice is defined as the fair treatment and meaningful involvement of all people regardless of race, colour, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. In other words, your health should not suffer because of the environment where you live, work, play or learn^[35].

Fuel poverty forms a large part of environmental justice and the phrase is used to describe the situation where a household can't pay for its energy needs without compromising other basic needs like food, transport or clothing.

The latest statistics indicate that in 2017 there were 9,563 households in Bury that were considered to be fuel poor. This represents nearly 12% of our households. However, it is worth noting that in some areas of the Borough

we have levels of fuel poverty which reach between 15.2 and 16.9%^[41-45].

People who live in cold homes and can't afford to heat them will experience direct health implications and these will particularly effect the most vulnerable such as infants and the elderly. Excess winter deaths, circulatory diseases, respiratory problems and mental health issues are some of the more common consequences of living in a home that is not adequately heated.

Fuel poverty leads to poor thermal comfort and deepens health inequalities. Excess winter deaths in England and Wales in 2017/18 were the highest on record since 1975/76 with 190 excess winter deaths in Bury^[36]. Furthermore nearly 17,000 of the 56,300 national deaths recorded in 2017/18 were preventable and the result of living in cold housing^[47].



Photo by Peter Hall

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2031)?	Where do we need to get to by 2038?
Improve energy performance of houses to eradicate fuel poverty	<ul style="list-style-type: none"> 9,563 households suffer fuel poverty representing 12% of household^[17] Excess winter deaths are at 190 in 2017/18 and a significant proportion of these will be the result of living in cold homes^[36] The council have carried out the following schemes to address this issue e.g. Kill the Chill, Toasty Bury (800 homes with improved insulation) Little Bill (£45,000 annual savings on residents bills), National Energy Action Warm Homes Campaign Award 2016 – Grant funding Fuel Poverty Fund 2015/2017 and the Greater Manchester Big Clean Switch 	<ul style="list-style-type: none"> Eradicate all fuel poverty in our borough and ensure that 100% of homes of those on lower incomes are carbon neutral and achieving excellent standards of energy efficiency

To see what Bury Council have planned check out the Climate Action Plan, our annually updated working document, for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from National government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Increase local authority resources to tackle fuel poverty and carbon neutrality in tandem
- Provide regulations with adequate resources for enforcement to push privately rented properties to carbon neutrality by 2038

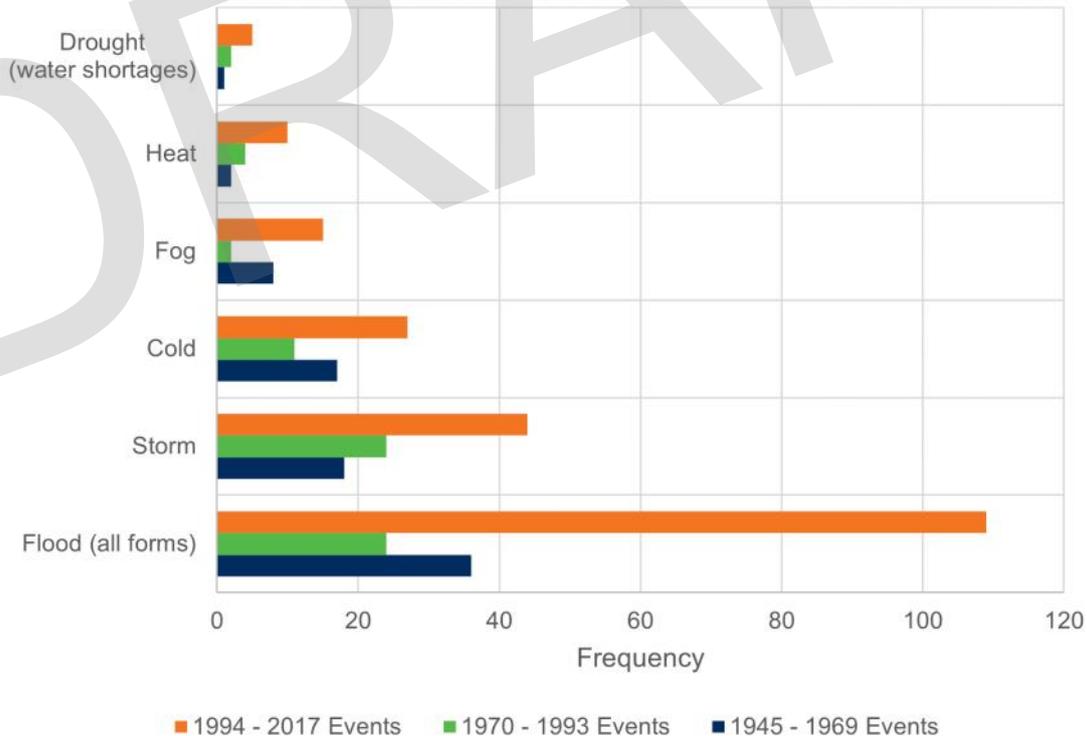
5.9 Climate Resilience & Adaptation

Objective: To adapt our borough’s buildings, infrastructure and natural environment to the changing climate and to increase the climate resilience of our residents and organisations

Bury’s climate is changing and we have already experienced impacts such as flooding and the resulting devastation this can cause in our local communities. We need to adapt and build resilience to changing patterns of extreme weather events, focussing particularly on hazards such as floods which evidence suggests are a particular threat to Bury.

Climate change projections for Bury point towards us experiencing warmer and wetter winters, hotter, drier summers and more periods of extreme heat and heavy rainfall. Winter rainfall could increase by around 30% across Greater Manchester by 2065 and the warmest day could rise by 6°C at this point^[37].

These changes will have a major effect on Bury’s people, environments, buildings, and infrastructure. Recent research has identified climate change risks to Greater Manchester’s critical infrastructure which is central to people’s livelihoods and quality of life. Floods and storms account for the higher risks^[38] and these events stand out as priorities for adaptation and resilience planning and action. There is also the risk that changing climate leads to new diseases and therefore more pandemics. Our recent experience with COVID-19 has highlighted the health inequalities present in our society and how these types of events can affect our communities.



Past occurrence of extreme weather and climate change hazard events across Greater Manchester^[38]

Resilience will be about how our borough can meet its ambitions whilst ensuring:

- it is safe and secure;
- it is addressing its vulnerabilities; and
- it can meet expected or unexpected disruptive challenges.

These efforts need to be underpinned by robust action on climate change adaptation to protect the most vulnerable communities (see

previous Environmental Justice section), our economy, key infrastructure and our natural environment.

Much work has been completed to protect properties from flooding but there is still significant investment required to ensure that standards of protection to our residents is increased.

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Protect our communities from likely changes in climate	<ul style="list-style-type: none"> • We have several key documents already in place helping us understand and manage local flood issues: <ul style="list-style-type: none"> • National flood maps^[39] • An Emergency Plan^[40] • A Local Flood Risk Management Strategy^[40] 	<ul style="list-style-type: none"> • All potential impacts from a changing climate are understood and actions in place to protect the resilience of our community • Use of more natural flood management to reduce or slow run-off after heavy rain
Identify how green infrastructure can make improvements	<ul style="list-style-type: none"> • Bury Council have implemented several projects around climate resilience including Killelea Residential Care Home soak zone and soakaway tree-planting along Prestwich High Street 	<ul style="list-style-type: none"> • More projects similar to those already completed need to be identified and actioned in cooperation with local communities

To see what Bury Council have planned check out the Climate Action Plan, our annually updated working document, for a full list of actions.

What We Need from National Government

- Further funding to help develop resilience projects
- Setting up a framework providing Local Authorities with further guidance

5.10 Putting Climate Change at the Heart of the Council

Objective: To ensure that Bury Council’s actions, plans, policies and strategies suitably progress the council and our community to meet our carbon neutral targets

Since 2008/09, Bury Council has reduced its emissions by 47%, however the Council are still responsible for 15,650t CO₂e^[13].

Local Authorities across the country are looking to ensure that their operations are becoming increasingly carbon neutral and are taking action that includes a mixture of infrastructural and behavioural change.

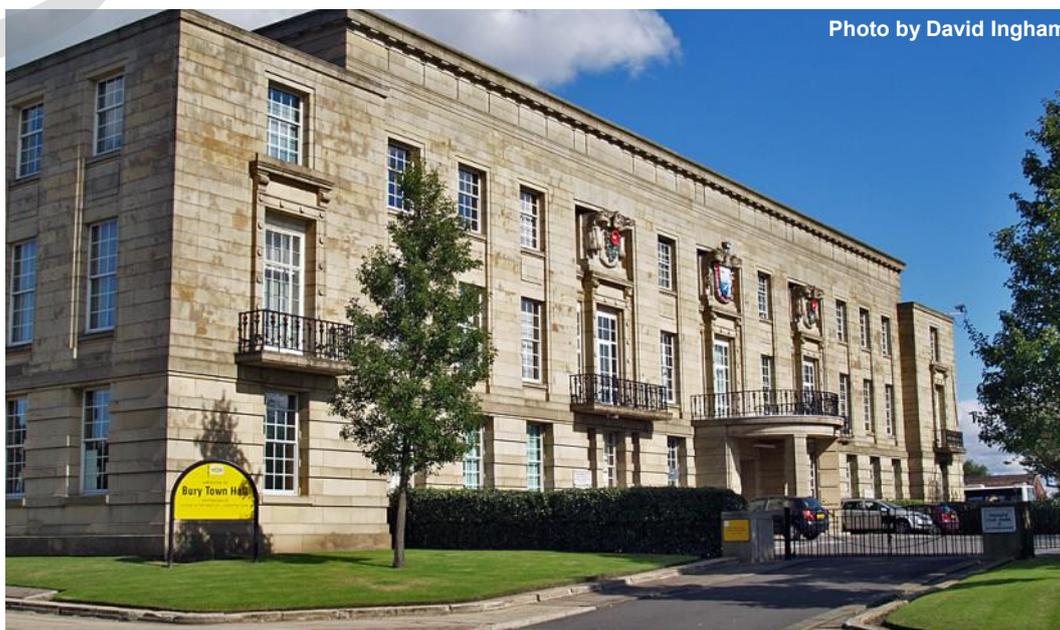
Bury Council is responsible for a wide portfolio including housing, green spaces, public buildings, key services such as education,

waste and health as well as the associated operations that go along with these sectors. Creating and enabling change will require considerable effort from everyone in the Council and each department will need to incorporate sustainable changes to reach our target of carbon neutrality by 2038.

We must make sure that our climate change targets are front and centre in all our decision making, policies strategies and action plans.

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Council related emissions reduction	<ul style="list-style-type: none"> Current Council related emissions are 15,650t CO₂e and are annually reported^[13] 	<ul style="list-style-type: none"> Emissions need to be reduced to the point where the Council is carbon-neutral which will likely incorporate some form of carbon offsetting
Incorporate sustainability in all of the Council’s future strategies	<ul style="list-style-type: none"> Currently included in the Housing Strategy and Bury 2030 Strategy^[17a] 	<ul style="list-style-type: none"> To be considered as part of all strategies



Bury Town Hall

What is Bury Council Doing? - Installing Energy-efficient Streetlighting

We've installed 11,431 low energy LED streetlights meaning that nearly 60% of our streetlights are now LED. A further 3194 will be fitted with LED over the next 5 years so that 75% of our streetlighting will be converted. This work has been made possible via Salix funding worth £707,000^[13]

To see what else Bury Council have planned check out the Climate Action Plan, our annually updated working document, for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from National government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Further funding allowing the Council to take big strides towards decarbonisation
- More decisive action around other public sectors which the Council does not control e.g. NHS
- More top-down options enabling collaboration and knowledge sharing

5.11 Carbon Offsetting

Objective: To ensure that the council identify and deliver suitable means for offsetting any residual; carbon emissions from our borough by 2038

Carbon offsetting is an action that compensates for the emissions of carbon from other sources. This can include tree planting or the investment in schemes designed to reduce greenhouse gases outside our borough boundary e.g., wind and solar farms.

We know that some of our emissions will be difficult to remove and that getting to carbon neutrality will be incredibly challenging. Even if we follow a hugely ambitious pathway it appears that some carbon emissions from freight, buildings, aviation and industry will remain.

Technological developments such as synthetic fuel development, carbon capture and storage and policy developments such as national banning of fossil fuels by a certain year may help us to address these remaining emissions at some point. However, there is a great deal of uncertainty about these issues and our ability to deploy new innovations at scale.

In order to reach our carbon neutrality target we must begin to consider the role of carbon offsetting both within and beyond our boundaries. Our aim will be to design a programme to reduce carbon emissions as far as we can and only rely on offsetting for the residual persistent emissions.

Where are we now and where do we need to get by 2038

Measure	Where are we now (in 2021)?	Where do we need to get to by 2038?
Identify potential carbon offsetting measures to allow us to address residual carbon emissions following an extensive emission reduction programme.	<ul style="list-style-type: none"> We are involved in programmes to increase tree cover in our borough. 	<ul style="list-style-type: none"> Deliver sufficient offsetting to cancel out our remaining persistent residual carbon emissions.

To see what Bury Council have planned check out the **Climate Action Plan**, our annually updated working document, for a full list of actions.

What We Need from National Government

Bury Council can only do so much, we need assistance from National government to achieve all our goals and leave a healthier brighter future for tomorrow's generation. We need:

- Further funding and research into carbon offsetting



Chapter 6: Engaging and Empowering our Neighbourhoods

Bury Council cannot deliver our carbon neutral target on our own and we will need to work closely with our residents, local businesses, community groups and other public sector organisations to enable and encourage them to help our borough to become carbon neutral. This will include working with our stakeholders to address emissions from their energy and fuel use but also from their consumption.

The council is committed to engaging with all sector of society including and involving local residents, commercial organisations and businesses, borough partner organisations including the voluntary sector, health and education partners, schools, the GMCA, neighbouring councils, Transport for Greater Manchester and National Government Department and agencies.

To help us to engage and harness the enthusiasm and ideas of our communities we have committed to support the set up of Environmental Forums in each of our five neighbourhoods. These Forums will feed directly into the development, delivery and

monitoring of progress on our detailed action plan which will be produced under this strategy.

The Council hopes that by creating these Forums, people can become increasingly engaged with the climate emergency and domestic/personal emissions will decrease accordingly.



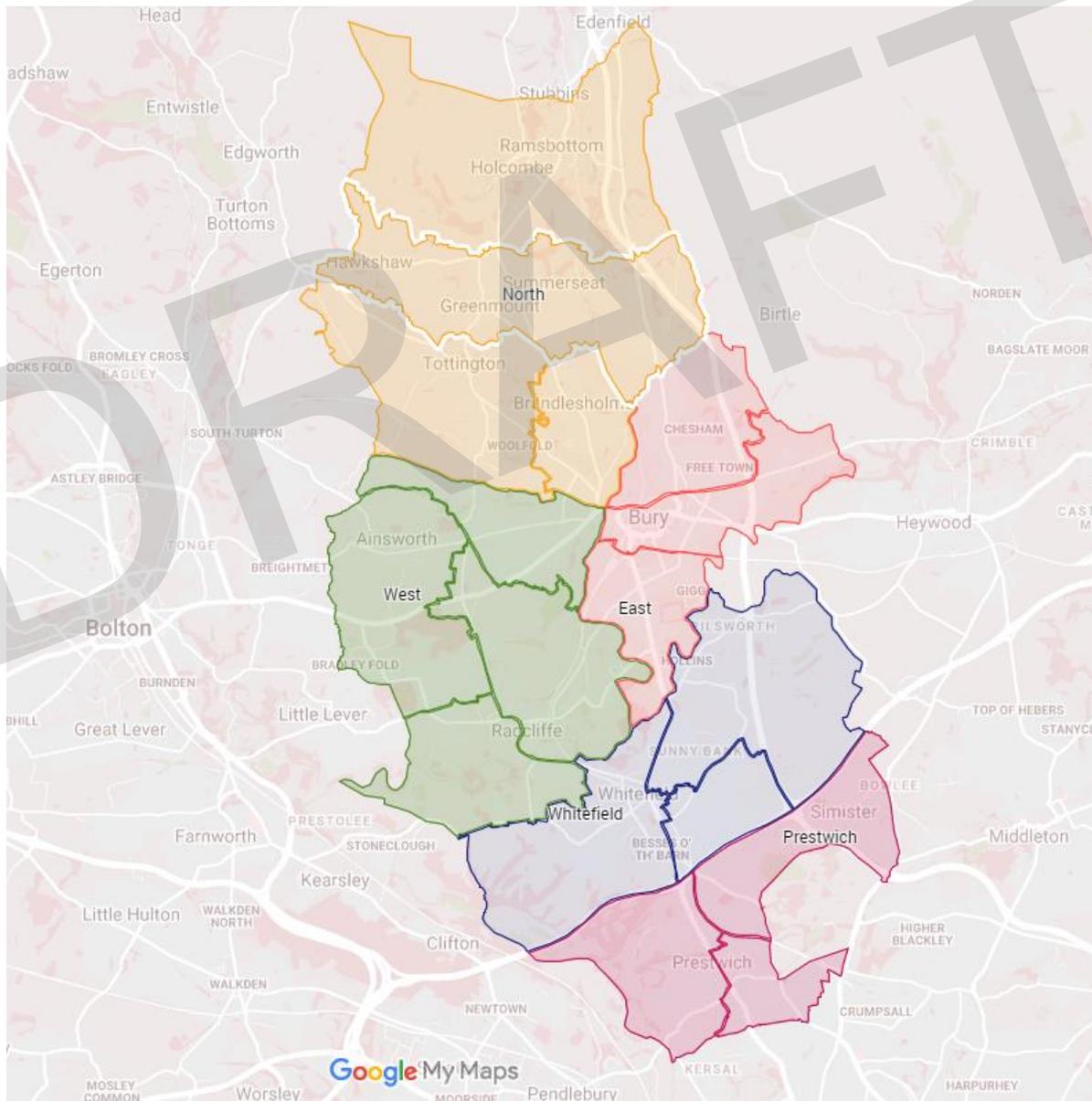
Photo by David Dixon

Bury Market

The neighbourhood approach

Bury consists of six Townships and these are organised into five different neighbourhoods: North (Tottington and Ramsbottom), East (Bury), West (Radcliffe), Prestwich and Whitefield. Each of these townships and neighbourhoods has its own identity and unique characteristics. To be effective it is important that our actions on climate change adopt a neighbourhood approach and develop and deliver plans that take into account the needs and strengths of each neighbourhood.

This section of the strategy will look at data regarding our neighbourhoods and identify characteristics which will help them to develop their own approach to this climate emergency [41-46].



Bury's Five Neighbourhoods

	North	East	West	Whitefield	Prestwich
Predominant age groups	<ul style="list-style-type: none"> Over 40 	<ul style="list-style-type: none"> Under 40 	<ul style="list-style-type: none"> 20-29 50-59 65-79 	<ul style="list-style-type: none"> Over 45 	<ul style="list-style-type: none"> 33-44
% Walk to school	<ul style="list-style-type: none"> 37% 	<ul style="list-style-type: none"> 54% 	<ul style="list-style-type: none"> 37% 	<ul style="list-style-type: none"> 54% 	<ul style="list-style-type: none"> 52%
Healthy Life Expectancy	<ul style="list-style-type: none"> High levels of healthy life expectancy 	<ul style="list-style-type: none"> Amongst lowest in country 	<ul style="list-style-type: none"> Amongst lowest in country 	<ul style="list-style-type: none"> High levels of healthy life expectancy 	<ul style="list-style-type: none"> High levels of healthy life expectancy
Premature mortality	<ul style="list-style-type: none"> Better than Bury & England averages 	<ul style="list-style-type: none"> Worse than Bury & England average 	<ul style="list-style-type: none"> Worse than Bury & England average 	<ul style="list-style-type: none"> Better than Bury but worse than England average 	<ul style="list-style-type: none"> Better than Bury but worse than England average
Highest cause of premature mortality	<ul style="list-style-type: none"> Cancer 	<ul style="list-style-type: none"> Cancer 	<ul style="list-style-type: none"> Cancer 	<ul style="list-style-type: none"> Cancer 	<ul style="list-style-type: none"> Cancer
Highest cause of emergency hospital admissions	<ul style="list-style-type: none"> Coronary heart disease COPD 	<ul style="list-style-type: none"> Coronary heart disease Stroke COPD 	<ul style="list-style-type: none"> Coronary heart disease COPD 	<ul style="list-style-type: none"> Coronary heart disease COPD 	<ul style="list-style-type: none"> Coronary heart disease COPD
% Fuel poverty	<ul style="list-style-type: none"> 9.8% Lower than Bury & England average 	<ul style="list-style-type: none"> 11.8% Higher than Bury & England average 	<ul style="list-style-type: none"> 11.4% Similar to Bury & England average 	<ul style="list-style-type: none"> 11.3% Similar to Bury & England average 	<ul style="list-style-type: none"> 12% Higher than Bury & England average

	North	East	West	Whitefield	Prestwich
Tenure types	<ul style="list-style-type: none"> • 80% owner occupied • 11% privately owned • 7.5% socially rented 	<ul style="list-style-type: none"> • 57% owner occupied • 17% privately rented • 24% socially rented 	<ul style="list-style-type: none"> • 69% owner occupied • 13% privately rented • 17% socially rented 	<ul style="list-style-type: none"> • 73% owner occupied • 11% privately rented • 15% socially rented 	<ul style="list-style-type: none"> • 70% owner occupied • 16% privately rented • 12% socially rented
Energy Path Network recommendations	<ul style="list-style-type: none"> • Suited to a mix of electric heat pumps & district heating • Clusters of houses needing basic insulation • Explore opportunities around heat pumps and district heating in new developments 	<ul style="list-style-type: none"> • Suited to district heating • Clusters of houses suitable for solar PV & batteries – some in area of high fuel poverty • Significant numbers of new homes proposed providing opportunities for heat pumps & district heating 	<ul style="list-style-type: none"> • Suited to electric heat pumps • Clusters of houses in high fuel poverty areas needing basic insulation • Clusters of larger homes suitable for solar PV & batteries and • Explore opportunities around heat pumps and district heating in new developments 	<ul style="list-style-type: none"> • Suited to electric heat pumps • Clusters of homes suitable for solar PV & batteries • Explore opportunities around heat pumps and district heating in new developments 	<ul style="list-style-type: none"> • Suited to a mix of electric heat pumps & district heating • Clusters of houses in high fuel poverty areas needing basic insulation • Clusters of larger homes suitable for solar PV & batteries • Explore opportunities around heat pumps and district heating

	North	East	West	Whitefield	Prestwich
					in new developments
Greater Manchester Clean Air Plan		<ul style="list-style-type: none"> Road links persistently exceeding nitrogen dioxide limits 		<ul style="list-style-type: none"> Road links persistently exceeding nitrogen dioxide limits 	<ul style="list-style-type: none"> Road links persistently exceeding nitrogen dioxide limits
Index of Multiple Deprivation	<ul style="list-style-type: none"> Pockets of deprivation 	<ul style="list-style-type: none"> One of the most deprived areas of the borough 	<ul style="list-style-type: none"> Areas of high deprivation 	<ul style="list-style-type: none"> Areas of high deprivation 	<ul style="list-style-type: none"> Areas of high deprivation
Flood risk	<ul style="list-style-type: none"> Areas at risk of surface water flooding 	<ul style="list-style-type: none"> Areas of flood risk 	<ul style="list-style-type: none"> Areas of flood risk 	<ul style="list-style-type: none"> Areas of flood risk 	<ul style="list-style-type: none"> Areas at risk of surface water flooding
Suggested areas for priority action	<ul style="list-style-type: none"> Solar PV demonstration projects Demonstrator projects for 	<ul style="list-style-type: none"> Solar PV demonstration projects Demonstrator projects for 	<ul style="list-style-type: none"> Solar PV demonstration projects Demonstrator projects for 	<ul style="list-style-type: none"> Solar PV demonstration projects Demonstrator projects for 	<ul style="list-style-type: none"> Solar PV demonstration projects Demonstrator projects for

	North	East	West	Whitefield	Prestwich
	<p>renewable heating in Six Town Housing properties</p> <ul style="list-style-type: none"> Promote active travel widely. Particular focus on school-age children & adults (over 40) Climate change adaptation including resilience to flooding Integrate carbon neutrality into the Ramsbottom town centre improvements and any future Tottington town centre 	<p>renewable heating in Six Town Housing properties</p> <ul style="list-style-type: none"> Promote active travel widely. Particular focus on young adults (under 40) to reduce emissions & improve health Climate change adaptation including resilience to flooding Integrate carbon neutrality into proposed regeneration projects in the town centre Promote ULEVs Tackle fuel poverty 	<p>renewable heating in Six Town Housing properties</p> <ul style="list-style-type: none"> Promoting active travel amongst the young & older people to reduce emissions & improve health Climate change adaptation including resilience to flooding Integrate carbon neutrality into the proposed regeneration of the town centre Improve insulation in fuel poor houses Push for carbon neutral properties 	<p>renewable heating in Six Town Housing properties</p> <ul style="list-style-type: none"> Promote active travel widely. Particular focus on older adults (over 45) to reduce emissions & improve health Climate change adaptation including resilience to flooding Integrate carbon neutrality into any town centre regeneration opportunities arising Promote ULEVs 	<p>renewable heating in Six Town Housing properties</p> <ul style="list-style-type: none"> Promote active travel widely. Particular focus on young adults (under 40) to reduce emissions & improve health Climate change adaptation including resilience to surface water flooding Integrate carbon neutrality into the proposed regeneration of the town centre Promote ULEVs Improve insulation in the houses of

	North	East	West	Whitefield	Prestwich
	<p>regeneration opportunities</p> <ul style="list-style-type: none"> • Promote ULEVs • Promote improved insulation amongst large privately owned housing sector 	<ul style="list-style-type: none"> • Improve cycling infrastructure on key commuter routes • Replace Bury Transport Interchange with a more modern user-friendly facility 	<p>in new proposed developments</p>	<ul style="list-style-type: none"> • Push for carbon neutral properties in new proposed developments • Improve cycling infrastructure on key commuter routes 	<p>those in fuel poverty.</p> <ul style="list-style-type: none"> • Push for carbon neutral properties in new proposed developments • Improve cycling infrastructure on key commuter routes to improve safety of cyclists



Chapter 7: Challenges and Risks

The following page includes some of the many challenges and risks that the Council faces in achieving a carbon neutral borough by 2038.

Despite the risks it is vital for the Council to take action and push a strong environmental agenda.

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Challenge/Risk	Description	Mitigation
The expense of renewable energy heating systems discouraging uptake and worsening fuel poverty	<ul style="list-style-type: none"> Heat pump systems are more expensive than gas fired heating Market for delivery of electrical renewable energy systems is not well developed Houses need very good insulation levels for electrical renewable energy systems to be effective increasing cost and upheaval. Post COVID will bring a recession which will hit our local communities and reduce their ability to spend money on new heating systems etc. All above would have a larger impact on those in fuel poverty 	<ul style="list-style-type: none"> Lobby government to push society towards renewable heating by providing appropriate incentives Use example projects in Six Town Housing properties to stimulate local market to increase demand which will bring prices down Encourage our local green business sector to deliver the necessary heating systems Work with colleges to ensure that students are trained to deliver new heating systems.
Climate scepticism	<ul style="list-style-type: none"> Some members of the community question the science surrounding climate change and therefore fail to comprehend the importance of taking action to reduce our impact and reach carbon neutrality 	<ul style="list-style-type: none"> Increase community engagement and open dialogues with clear and comprehensive science Provide access to resources that detail potential future impacts caused by climate change
Finance	<ul style="list-style-type: none"> Scale of costs required and lack of available council funding Little funding available from regional or national, government Requirement of COVID-19 on budgets could restrict spending on this area of work Lack of funding from social housing landlords, private landlords, owner occupiers, businesses and third sector organisations Increased costs for council through procuring goods and services on a zero-carbon basis 	<ul style="list-style-type: none"> Councils must work with GMCA to access any available external funding. Initially this could help with exemplar projects. Develop innovative business cases and models to allow us to work in partnership with the private sector to deliver zero carbon projects. Carbon neutral development must be seen as part of our “Build it back better” approach to COVID-19 recovery. Look at whole life costs when purchasing low energy equipment. Develop systems to allocate a cost to carbon emissions so that low carbon products and services can be evaluated properly.
Lack of Direct Control	<ul style="list-style-type: none"> Majority of properties in the borough are owned by organisations or individuals over whom the council 	<ul style="list-style-type: none"> Lobby government to push society towards renewable heating by providing appropriate incentives

Challenge/Risk	Description	Mitigation
	<p>has no power to require them to switch to zero carbon heating or to insulate their properties</p> <ul style="list-style-type: none"> Capacity of the local electricity grid will need to be upgraded to support new electric heating systems and electric vehicle charging 	<ul style="list-style-type: none"> Use example projects in Six Town Housing properties to stimulate local market to increase demand which will bring prices down Encourage our local green business sector to deliver the necessary heating systems so that they are more accessible and visible to our communities. Work in partnership with Electricity North West to plan for the necessary grid upgrades to meet our targets
Council officer capacity	<ul style="list-style-type: none"> Scale of carbon neutral activities requires a significant increase in the numbers of officers involved in this activity at a time when resources are very tight. 	<ul style="list-style-type: none"> Plan ahead each year to ensure that we have sufficient officer resources to respond to the climate emergency.
Technology availability	<ul style="list-style-type: none"> To achieve carbon neutrality, we will need innovation and suitable viable alternatives to fossil fuel-based systems 	<ul style="list-style-type: none"> Encourage innovation in our academic and business sectors and assist development where possible by providing pilot study opportunities.
New and existing buildings	<ul style="list-style-type: none"> Current building regulations do not require carbon neutral development 	<ul style="list-style-type: none"> Ensure that all new council buildings are carbon neutral and major refurbishments take a building to carbon neutrality Use the council influence where we can to push developments to carbon neutrality. Encourage our partners to deliver carbon neutral developments Include carbon neutral development in the Places for Everyone report or our Local Plan as soon as possible.
Equality considerations	<ul style="list-style-type: none"> Fuel poor in privately rented properties could be left behind as we move our residents to newer forms of carbon neutral heating. 	<ul style="list-style-type: none"> Ensure we work with private sector landlords to prioritise relevant houses for upgrades Lobby government to provide financial incentives to help move fuel poor properties to carbon neutrality.

Challenge/Risk	Description	Mitigation
National policies	<ul style="list-style-type: none"> Many of the policies that are essential for Bury to meet our target are set at national level and are beyond our direct control 	<ul style="list-style-type: none"> Lobby government to provide attractive incentives to encourage our community to make the transition to zero carbon energy and transport Work with government to help inform new regulation and guidance



Chapter 8: Conclusions

We have a long journey ahead of us and all of us will need to make changes to how we live, eat, shop, travel and work. As we move towards a low-carbon society we can expect to see so many benefits come to fruition such as improved air quality, healthier lifestyles, cheaper utilities, safer neighbourhoods, increased social cohesion and improvements in the quality of our town centres.

Bury Council are keen to do all we can to help the environment and that will involve us not only providing large borough-wide projects but

also working with individual communities, groups and neighbourhoods to make sure that all of Bury can experience the benefits of a carbon-neutral future.

Let's do it

For the planet

For each other

For future generations

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Appendix 2: Climate Action Plan



Bury Council

Climate Action Plan 2021

We want Bury to be carbon neutral by 2038, to clean the air, protect our environment, and care for the health and well-being of our communities

Let's do it...

For our planet

For each other

For future generations

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What is a Climate Action Plan?

Our Climate Action Strategy provides the groundwork and explains why we're doing, what we're doing and what we hope to achieve.

Our Climate Action Plan is a much more fluid and organic document that will be annually updated, tracking our progress and highlighting where more work is needed.

All of us have a responsibility to get involved and there are things listed here that we can all do, not just the Council. As we all progress, the Action Plan will keep track of the different projects across different departments, groups and organisations throughout the borough. We have listed the progress to date that the Council is aware of, but there will be much more taking place within communities, businesses and other public sector organisations across the borough that we have not yet captured. This can be added to the progress, to give a true picture of all the action taking place

This Climate Action Plan will help us stay on track towards our end goal of carbon neutrality and provide as much accountability and transparency as possible.



Bury's Environmental Forums

Bury consists of six Townships which are then organised into five neighbourhoods: North (including Tottington and Ramsbottom), Bury East (including Bury), Bury West (including Radcliffe), Prestwich, and Whitefield.

Environmental Forums will be established in each of these five neighbourhoods. Prestwich Environmental Forum is already established and we expect Whitefield to also commence soon with the other three to follow later in the year.

These Forums will aim to unite different groups and voices; provide local communities with greater support to get projects and ideas off the ground; and provide a more concise way for the Council and community to work together.



Community Climate Action Fund

Part of Bury's Climate Action Plan, includes disseminating £100,000 worth of funding to local community action groups via successful bids.

Over the financial year 2021/22, the Council will invite bids from the community which tackle issues relating to actions within this Plan.

Funding for projects will be geographically spread across the borough to ensure that all residents of Bury can participate in this action.

Successful bids will need to clearly demonstrate an awareness of environmental issues, locality, community inclusion and fairness.



The Aim of this Plan

Our end goal is reaching carbon neutrality by 2038, if possible even sooner.

In order to get there, there is much we need to do. We need to engage with and spur on not only our internal departments but also local action groups, other public sector organisations, businesses, and individuals as we all have a part to play.

We hope that through this document that we can open up a new more-collaborative two-way dialogue that pushes you to make small changes while you push us to make big changes.

With the establishment of the five Environmental Forums and the opportunity to get stuck in on different actions, there is a great opportunity here to not only improve our environment but also our local community.

We have split the Action Plan into 11 Priority Action Areas which link to the Climate Action Strategy. We want to achieve everything in our Action Plan but time, money and logistics can not allow us to do everything immediately. Each action will be reviewed annually and classified as either:

- Not started
- Discussion Stage
- Early Actions
- On-Track
- Completed

The classifications will be subjective but will allow us to see where we need to focus our efforts and enable us to take action efficiently and effectively.

Next Steps and Enabling Action

As mentioned on the previous page, the Climate Action Plan will be reviewed on an annual basis, over the coming year we expect to use the following schedule:

June / July 2021	Climate Action Strategy (CAS) and the Climate Action Plan (CAP) are put out to public consultation
Aug 2021	CAS and CAP are redrafted following the consultation
Aug / Sept 2021	Council helps establish the four remaining Environmental Forums
Sept 2021	Consultation responses are analysed for trends to better inform decision-making
Sept / Oct 2021	Council works with the local community to begin discussing actions
Oct 2021	Final CAS presented to Cabinet for approval
Oct 2021	Community Climate Fund applications open
Nov 2021	Community Climate Fund applications close
Dec 2021	Funding approved and money is distributed
Jan - May 2022	Council continues to work with Local Action Groups to promote actions, ideas and initiatives
June 2022	Reassessment of the CAP



Priority Action Areas

Our 11 Priority Action Areas

1. Our Energy Supply
2. Our Homes, Workplaces and Public Buildings
3. Low Carbon Travel
4. The Things we Buy and Throw Away
5. Food
6. Our Natural Environment
7. The Green Economy
8. Environmental Justice
9. Climate Resilience and Adaptation
10. Putting Climate Change at the Heart of Council Action
11. Carbon Offsetting

Our Energy Sector

Actions	Progress	Progress to Date
Energy Production		
Exploit renewable energy potential in relation to solar, hydro and wind on our land, buildings and water assets		Awarded £8.5 million under the Public Sector Decarbonisation Scheme to decarbonise 16 public buildings Preliminary investigations into Council owned potential hydro and wind energy sites
Buildings		
Provide local exemplar projects for renewable heating systems in Six Town Housing properties and also in developments where we have influence such as developments on our own land or partnerships with third parties		90 Six Town Housing properties retrofitted with air source heat pumps Private developments increasingly required to incorporate renewable heating systems
Increase the use of heat pumps and other sustainable renewable heating options in existing buildings		Awarded £8.5 million under the Public Sector Decarbonisation Scheme to decarbonise 16 public buildings
Introduce policies requiring all new developments to be carbon neutral, featuring renewable heating systems and maximum renewable energy generation		Early discussions around future developments on brownfield sites
Produce a Local Area Energy Plan by working with our local partners and District Network Operators to plan for the move towards carbon neutrality to include		Preliminary work has begun and further details are being discussed
Infrastructure		
Work with our district network operator to plan the upgrade to a smart electricity grid		Not started
Work with the private sector to install future electrical infrastructure		Not started
Collaboration		
Work with the private sector, government and other partners to create new business models to make renewable energy more attractive		Not started
Work with the business community, GMCA and government to build the green energy sector to ensure we have sufficient service providers to deliver new renewable heating systems		GM Green Growth Company provides support and continual work
Work with local colleges to ensure that our local workforce is provided with the necessary technical skills in sustainability around retrofitting and renewable heat and energy systems		Not started
Council Related		
Ensure the council's procurement of electricity is from certifiable renewable sources.		Business case being investigated

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Our Homes, Workplaces and Public Buildings

Actions	Progress	Notes
New Developments		
Support the establishment of a Bury Eco Standard for new builds as well as the retrofitting of existing properties where planning legislation allows and incorporate this into planning regulations		Not started
Provide landlord and developer incentives to encourage them to develop carbon neutral housing		Not started
Ensure that all new Council built homes are carbon-neutral standard. Where this is not possible, due to technology not yet being in place or sufficiently affordable, we will future-proof properties so they can be fitted later with more advanced technologies that emerge in the future		EV charging now required for domestic developments National Planning Policy Framework compliance required which includes various sustainable and climate-resilience measures
Work with GMCA to agree phasing of increasing expectations for developers to build new zero-carbon housing over the period to 2028, so that by 2028 all new homes being built in the borough and across Greater Manchester are building zero carbon homes. Embed this into planning policies and dialogue with developers		Working with GMCA on the Pathways to healthy NetZero housing for Greater Manchester
Work with Registered Providers operating in Bury to learn and explore together how they might achieve net zero carbon new homes ahead of 2028		Established a Joint Commissioning Partnership with Registered Providers across the borough to ensure carbon neutrality is front and centre of new Council homes
Require zero carbon development wherever we have additional influence for example as a client, end user, landowner or development partner		Achieved through the ongoing work with Registered Providers as well as through the Council's work around Affordable Housing. More work needed to engage with private developers
Local Industry and Business		
Understand more about our energy use by the local industry and commercial sector and develop means to help them overcome challenges in the transition to carbon neutrality.		GM Green Growth Company assisting with companies across the borough understand their energy more and make reductions where possible
Develop pilot projects around deep retrofitting and renewable heating systems in order to build our low carbon business sector		Siddall Street eco-scheme is currently under construction and has been shortlisted for an award due to their work around zero-carbon homes which include lots of carbon efficient measures

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Enabling Action		
Work closely with a range of partners, including Greater Manchester groups and private social landlords in order to learn and develop solutions together including financial incentives to make the shift to carbon neutral homes		Work continues through Registered Providers and affordable housing
Create strong buyer demand for low carbon homes, for example by actively promoting the financial benefits of occupying a net zero-carbon home		Not started
Work with Government, the GMCA, housing associations and all relevant bodies to provide and promote grant funding opportunities to install insulation and retrofit technologies to domestic households within Bury		EON Green Home Grant Local Authority Delivery Scheme available ECO Boilers funding also available
Collaboration		
Improve the carbon literacy of our residents, businesses, and council employees		Beginning to look at implementing an internal carbon literacy programme
Invite local groups in each of the five neighbourhoods to drive forward the private housing low carbon challenge. Establish neighbourhood champions to help with this		Housing Strategy has started conversations with residents around sustainability and the CAS Consultation will further this work
Work with Six Town Housing to implement the GM Landlords Combined Climate Strategy		Operational gas supplied should be by green energy. Small scale projects in the pipeline to demonstrate deep energy retrofitting Projects under development to improve carbon literacy of staff and tenants
Collaborate with other public sector organisations in Bury to reach carbon neutrality.		Bury working with Fire & Rescue and Police Service as part of the Public Sector Decarbonisation Scheme Collaboration as part of the One Public Estate project Potential for GMCA project to look at renewable energy across public sector assets Working with the Fire Service regarding carbon literacy
Enforce minimum energy efficiency standards in the privately rented sector		Toolkit provided by BEIS to help enforce. Civil penalty plan in place to enable enforcement

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Retrofitting		
Carry out a stock condition survey to establish a baseline position for Bury's private and public sector housing stock		Energy Systems Catapult are currently conducting a GM-wide stock survey on behalf of the GMCA
Develop a plan to bring all currently built privately owned housing stock into carbon neutrality by 2038 and SAP C rating by 2025		Energy Systems Catapult are currently conducting a GM-wide stock survey on behalf of the GMCA HECA report produced bi-annually highlighting energy efficiency improvements
Develop a plan to bring all currently built Local Authority housing stock into carbon neutrality by 2038 and SAP C rating by 2025		Work is being factored into Six Town Housings programme around repairs and upgrades
Develop pilot projects around retrofitting a small amount of the Local Authority housing stock to carbon-neutral standard, learning from other Councils and developing a skill base in the process		A sample of Six Town homes are being upgraded to carbon neutral as part of an ongoing pilot project
Increase volume of deep retrofits over time as new technology emerges and the market develops		Awaiting emergence of technology
Work with Registered Social Housing Providers to generate an ambitious but realistic plan of action to retrofit their homes up to the Bury Eco-Standard by 2038		Eco-Standard needs to be developed first
Future Proofing		
Become 'bid-ready' by: <ul style="list-style-type: none"> Working up project ideas to enable successful funding bids Developing a scheme delivery framework with partners to ensure that, when funding opportunities do arise, we can approach the most relevant contractor and develop a bid in a timely manner 		Registered Providers are looking at how best to incorporate future-proofing. Current, in-progress stock audit should produce data enabling the borough to be bid-ready
Observe and note developments in other low carbon technologies such as the role of hydrogen which could provide another route to helping us meet our targets		Awaiting emergence of technology
Council Related		
Design and implement a planned programme to energy audit and decarbonise all Bury Council's corporate buildings		Awarded £8.5 million under the Public Sector Decarbonisation Scheme to decarbonise 16 public buildings

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Low Carbon Travel

Actions	Progress	Notes
Infrastructure		
Develop and promote active travel and the 15-minute neighbourhood concept as part of proposed regeneration schemes to create thriving and sustainable town centres		Bury, Radcliffe and Prestwich town centres are currently drawing up redevelopment plans which include the 15-min neighbourhood concept TfGM submitted bid to central Government regarding Active Travel Revenue Funding which will look at travel methods into town centres
Develop exemplar projects where priority is given to cyclists and pedestrians rather than to motor vehicles to create safer neighbourhoods and travel options		Garside Hey Low Traffic Neighbourhood (LTN) - implemented Fishpool, Heaton Park and Pimhole LTN plans are being developed
Develop and improve walking and cycling infrastructure and provide routes for people to feel safe whilst walking and cycling		Construction of Cyclops Junction at Angouleme Way/Market Street begins summer 2021 Mayor's Challenge Fund Scheme to develop the Bee Network
Improve the connections between different modes of sustainable travel - walk and ride, cycle and ride, park and ride, bus and train.		TfGM submitted proposals to upgrade cycle parking at every metro link station using the Mayors Challenge Fund
Business & Private Sector		
Promote the greater use of cargo and delivery bikes for last mile deliveries		TfGM submitted proposal for a cargo bike rental scheme in Prestwich
Promote the use of e-bikes for those looking for or needing a less physically demanding form of cycling and as good alternative to the car		TfGM submitted proposal for a e-bike rental scheme in Prestwich
Use the licensing regime to require all taxis and private hire vehicles to be electric by 2029		Under Minimum Licencing Standards, requirements proposed for all licensed taxis to be ULEZ by 2029

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Public Transport		
Work with TfGM (Transport for Greater Manchester) to ensure all buses become ultra-low emission vehicles		Retrofit funding in place 1.5% of buses across GM are now low-carbon emission buses
Where possible give priority to public transport over other motor traffic to promote orbital inter-town travel via public transport		There are existing bus lanes on several of Bury's roads. TfGM are pushing to give greater priority to buses
Work with TfGM and bus service providers to provide more flexible and affordable payment and ticketing options to promote inter-town travel via public transport		TfGM plans to franchise the bus service in Greater Manchester have been approved which will improve service and better regulate ticket prices
Replace Bury's Bus Rail interchange to provide a modern, inviting, user friendly facility to promote inter-town travel via public transport		Discussions have recently begun
Promote a shift from individual ownership of vehicles to the use of travel services e.g., car clubs and travel passes		Proposed e-car pilot project working with TfGM and Manchester City Council
Air Quality		
Following consultation with residents publish the GM Clean Air Plan and implement a Clean Air Zone (CAZ) with suitable supporting measures.		Consultation is complete and results are being analysed
Work with TfGM, GMCA (Greater Manchester Combined Authority) and GMHSCP (Greater Manchester Health & Social Care Partnership) to develop a roadmap to reduce freight emissions and support modal shift increased efficiency and alternative fuels for HGVs		GM is reviewing its freight strategy to ensure it meets future environmental requirements. This includes: measures within the Clean Air Plan and planning for a long term roadmap to zero emissions
Electric Vehicles (EV)		
Increase investment in the EV infrastructure to support large scale electric vehicle charging		Two rapid chargers to be installed in Bury town centre; Funding in place for widening the EV charging infrastructure as well as producing an on-street charging pilot; TfGM funding acquired for a taxi rapid charging hub GM Electric Vehicle Infrastructure Strategy currently drafted
Promote offering an EV – "Try before you buy" scheme		Working across GM Councils to seek funding for an e-van try before you buy scheme

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Council Related		
Use council procurement routes to encourage low emission vehicles for deliveries		Procurement strategy will be updated to reflect the Bury 2030 objectives and explain how corporate priorities will be embedded into procurement procedures and activity. Climate change and carbon reduction will be included within the process.
Decarbonise the council fleet		Installing electric vehicle charging infrastructure at Bradley Fold depot £10 million in funding allocated to upgrading the fleet and providing
Use Council influence to effectively reduce emissions from aviation at Manchester Airport to maintain compliance with regional Paris Agreement commitments		Not started
Build on the changes brought about by the COVID-19 pandemic to encourage working from home and to use IT to avoid business travel		Council now actively promoting internally full agile working

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Not Started	Discussion Stage	Early Actions	On-Track	Completed
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The Things We Buy and Throw Away

Actions	Progress	Notes
Community Engagement		
Improve education to increase awareness of zero-waste choices available to consumers		Participate in GM wide zero waste campaigns
Spread environmentally informed procurement practices to include: <ul style="list-style-type: none"> More focus on the “whole life “impact of products Shortening of supply chains to reduce unnecessary travel and promote the procurement of local goods and services 		Whole life costing is already incorporated into tender evaluation advice but will be strengthened as new procurement guidance is produced. Using local suppliers and environmental considerations will be further incorporated
Waste Reduction		
Increase recycling rates with a wider range of materials collected for recycling		Recycling rate currently at 56% of kerbside collected waste recycled in 2019/20 Continual outreach and comms work required
Work with public sector organisations such as the NHS to reduce waste and increase recycling		Not started
Aim for no biodegradable waste to landfill by 2030		98.3% of municipal waste is diverted from landfill
Introduce a strategy to move towards an enforcement based response to fly-tipping		Further enforcement regulations being considered
Encouraging Re-use		
Increase the life of products by facilitating more outlets for servicing and repair		Products suitable for re-use collected at the Household Waste Recycling Centres in Bury will be available at three re-use shops across GM
Work within the council and with our communities to avoid single use plastic		Target of being single-use plastic free by 2022 identified in the 2030 Strategy
Encourage re-manufacturing - where items are returned to the original manufacturer to be restored		Not started

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Business/Private Sector		
Increase the number of zero-waste/sustainable businesses in the borough		Green Growth Co now lists over a dozen sustainable businesses throughout the borough
Work with local businesses to improve waste reduction		Continuing work across Bury and wider -GM to reduce local business waste and provide options regarding waste Green Growth CO have diverted 167,851t of waste from landfill
Council Related Council Related Council Related		
Consider the sustainability implications of all key decisions, plans and policies at the council to include: <ul style="list-style-type: none"> • More utilisation of sustainability appraisals and project evaluation tools that put a price on environmental impacts 		Procurement strategy will be updated to reflect the Bury 2030 objectives and explain how corporate priorities will be embedded into procurement procedures and activity. Climate change and carbon reduction will be included within the process
Encourage purchasing from local businesses where possible in Council decisions		Council procurement includes a requirement to invite bids from local businesses. Council actively engages with the local construction industry via the Bolton, Bury & Wigan Construction Network

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Food

Actions	Progress	Notes
Community Engagement		
Promote a plant rich diet and reduce overall meat consumption particularly the consumption of beef and lamb where rearing livestock has a higher impact		Partnerships around the Bury Food Strategy are looking at how best to incorporate plant rich diets more
Promote the shift to a lower energy intensity diet e.g., buy local produce and seasonal goods ideally organic, from more sustainable farms or at least buy British supporting UK agriculture consumption of local and seasonal food		Requirement for businesses aiming to achieve the Healthy Catering Award Council is currently aiming for the Food for Life Award which includes localism and increased sustainability
Work with communities and businesses to reduce waste food		One aim of the Bury Food Strategy is to reduce food waste
Develop our communities knowledge of healthy food		Identified as a Key Action in the Bury Food Strategy School and Bury Adult Learning Services continue to promote work around healthy nutrition
Encourage the drinking of tap water and the avoidance of bottled water		Refill.org have identified several water fountains across the borough but more work is needed
Choose fish from more sustainable sources		Part of the Food for Life Award criteria
Project Enabling		
Enable new local "Grow your own" projects		Incredible Edible are established in Bury and the Council are keen to support where possible Several nurseries and schools incorporate small-scale food growing
Develop allotments to grow local food		Identified as a Key Action in the Bury Food Strategy
Further Research		
Carry out research into Bury's role in consumption emissions and to establish priority measures to reduce these		Bury Food Strategy has been developed and further internal work will promote action and drive research

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Business/Private Sector		
Support local independent food outlets		Plans to develop a local food charter and identify a local food lead in Bury Council Supporting local business will be incorporated into Council procurement decision making
Promote the buying and selling of food which has minimal packaging		Not started
Council Related		
Work within the council and with our communities to avoid single use plastic		Target of being single-use plastic free by 2022 identified in the 2030 Strategy
Implement a sustainable procurement plan across Council run catering		See Bury Food Strategy and procurement policies will be reviewed later this year

DRAFT

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Our Natural Environment

Actions	Progress	Notes
Trees		
Working towards the GM target to plant 3 million trees within 5 years		Ongoing work with Cities of Trees to increase tree-planting within the borough
At least double tree cover on council owned land and protect existing trees		Ongoing work with Cities of Trees to increase tree-planting within the borough
Current Natural Environment		
Produce a Green and Blue Infrastructure Strategy to show how we will protect, enhance and develop our existing natural environment and greenspace		Policy in place already to protect green infrastructure (see below) but is in need of updating
Protect existing public open space, sport and recreational facilities and enhance natural capital		Green Space Strategy and Unitary Development Plan in place to protect green spaces Many green spaces are now not cut and are allowed to grow naturally, promoting biodiversity and reducing maintenance-related emissions
Maintain our Green Flag parks		12 Green Flag parks currently being maintained and improvements are being actioned where required
Biodiversity		
Promote the delivery of/work with applicants to encourage the delivery of biodiversity net gain in new developments (in line with national policy)		Included in the proposed Environment Bill, which, if passed will mandate every new development to include improvements in biodiversity value. GM has produced the 'Biodiversity Net Gain: Guidance for Greater Manchester' (Feb 2021) which provides guidance prior to the Bill in statute.
Encourage urban bee-keeping within the borough		Bee-keeping currently happening in Philips Park. To be further encouraged

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Community Engagement		
Promote carbon neutral actions in private gardens		Not yet started
Increase the number of us connecting and valuing the natural environment		Parks Department support Local Action groups where possible City of Trees projects are on-going as well as development of community orchards. Lots of collaboration between the Council and the Friends of... park groups
New Developments		
Develop new quality green spaces in areas where they don't exist particularly in neighbourhoods where people are vulnerable		Government and Natural England are establishing standards around accessible green spaces
Promote the implementation of parklets		Not yet started
Develop new sources of funding to increase investment in our natural environment from the private sector and other alternative sources		Not yet started
Incorporate greenspace and green and blue infrastructure within large scale new developments where appropriate. To be achieved through planning policies in Places for Everyone and the Bury Local Plan		Appropriate planning policies are being developed and included in Places for Everyone and Bury Local Plan
Future Proofing		
Having bid-ready projects relating to urban-greening initiatives		As town-centre strategies are redeveloped, new projects are likely to be identified
Reduce water and energy use associated with the green spaces		Water reduction techniques implemented.
Herbicides		
Manage council owned land and road verges to increase biodiversity and drawdown carbon pollution, including through reduced pesticide use and increased planting of wildflowers		Ordered an environmentally friendly weed control machine, which uses steam to kill the weeds for use in greenspaces settings and some areas of the highway network Ceased using glyphosate in schools and parks except for the treatment of invasive weeds. Highway weed spraying using glyphosate has been reduced from 2 sprays per season to 1 spray per season Identified four trial sites for wildflower seeding/re-wilding this season

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Green Economy

Actions	Progress	Notes
Local Business/Private Sector		
Stimulate local demand for renewable energy and other green solutions within the business sector		Green Growth Co have assisted 170 businesses with low-carbon sector support
Actively promote improved energy efficiency and carbon neutrality to local businesses		Green Growth Co have helped saved 44,591t CO ₂ e
Provide direct guidance to businesses to assist with the development of business cases for low carbon measures and where feasible access to funding		Green Growth Co have helped businesses in Bury save over £9.3 million by improving environmental performance and provide guidance regarding funding
Promote businesses that address the climate emergency to create and expand “green collar” jobs created by firms in environmentally focussed industries. These should be good quality jobs with career ladders to help low-income workers into this growing sector		Green Growth Co have established an accessible database of local businesses working with them
Support and promote the Green Growth Company to support local businesses to decarbonise		Exploring options to support further activity of Green Growth Company in Bury
Skills Development		
Complete and develop a skills strategy audit to identify priority areas for green jobs and emerging skills requirements. These could include jobs related to installing insulation and other energy-saving measures, renewable energy, sustainable food production, last mile cycle deliveries etc		GMCA Local Skills Report and Labour Market Plan (2021) identifies the green economy and the skills surrounding it as vital for development Further Bury specific work required
Work with our local schools and colleges to ensure that we work together to fill the skills gaps to make sure we can take advantage of the growing green economy		Not started
Promote and incentivise inclusive innovation by working closely with local Universities and industry		Not started
Use our existing business fora and networks to promote carbon literacy amongst local workforces and to generally increase awareness of the need to tackle climate change and effective solutions		Not started

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Community Engagement		
Further explore collaborative models with our public sector and other partner agencies such as the NHS, Fire and Police to reduce carbon emissions through our commissioning and procurement processes		Wider engagement around Public Sector Decarbonisation Scheme
Increase awareness of a “sharing economy” working with voluntary, community and social enterprise organisations to encourage and incentivise a circular approach to the use of resources		Not started
Council Related		
Explore collaborative models with our public sector and other partner agencies such as the NHS, Fire and Police to reduce carbon emissions through our commissioning and procurement processes		Not started
The Council will use its influence in suitable projects and procurement to specify low and zero carbon measures		Procurement strategy will be updated to reflect the Bury 2030 objectives and explain how corporate priorities will be embedded into procurement procedures and activity. Climate change and carbon reduction will be

DRAFT

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Environmental Justice

Actions	Progress	Notes
Community Engagement		
Reach out to more fuel poor residents in the private sector through new partnerships		Partnerships have been developed with several action groups including Citizen Advice Bureau, Groundwork and GM Fire Services. Capacity has been restricted recently due to staffing
Utilise our township and neighbourhood structures to help identify fuel poverty issues and to design effective solutions for local environmental issues		Assists existing partners and signposts residents towards the advice and funding that is on offer by charities and action groups
Raise awareness of frontline officers in the council and also partner organisations to help them to identify signs of fuel poverty and the systems for referring these		Lots of engagement work has taken place internally to ensure frontline officers are aware of the issue and know how to action issues when raise
Work with the NHS to address health inequalities and work towards reducing the potential impacts of climate change on those already suffering		Neighbourhood profiles have been created to better inform out work and the Council is actively pursuing further collaboration with the health care service to reduce environmental
Housing Sector		
Work closely with all housing providers, third sector and all other partners to improve identification of fuel poor households		Work is ongoing to identify issues around fuel poverty and provide guidance and assistance where possible
Continue to work with GMCA and Government agencies to design, access and deliver effective schemes to remove fuel poverty whilst achieving carbon neutrality		In progress
Target energy efficiency schemes to reduce fuel bills in the homes of the fuel poor and other vulnerable households		Implemented an Affordable Warmth Strategy (2016) and a Fuel Poverty Strategy (2016) which has delivered an annual action plan
Promote the use of smart meters		Funding available by National Energy Action

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Climate Resilience and Adaptation

Actions	Progress	Notes
Further Research		
Better understand the current and future impacts of extreme weather events and climate change		Bury are looking at specific issues such as flood modelling around Redvales GM have done work around Urban Heat Islands
Work with utility providers to better understand our critical infrastructure, how it all works together and how we can protect it against the risks of climate change		Work has been conducted around Bury Wastewater Treatment Works to protect critical infrastructure from flooding
Conduct an assessment around the impacts of extreme weather in the borough		Defra and GM-wide studies and maps have been conducted. Further local research required though
Infrastructure Retrofitting		
Incorporate adaptation within our plans and strategies and make necessary changes to our building's infrastructure and our natural environment		Decarbonisation Fund is being used to improve infrastructure across several public buildings Redevelopment of town centres will also include work around public buildings
Identify the most vulnerable people in the areas most at risk of flooding and high heat levels and target adaptation policies actions and spending to those area		Environment Agency has produced maps and property lists regarding flooding and GM has produced Urban Heat Island Maps. Bury is continuing it's work around household suffering fuel poverty.
New Developments		
Require new developments to incorporate run-off attenuation measures		Major developments should include SuDS unless demonstrated to be inappropriate according to Government guidance
Investigate potential SuDS (sustainable drainage systems) projects to reduce runoff and therefore potential flooding in the borough		Tree planting on the A56 in Prestwich
Continue with the building of the Radcliffe and Redvales flood defence scheme that will remove over 800 properties from Flood Risk Zone 3		To be completed by end of 2021
Community Engagement		
Educate and prepare our residents, our businesses and public sector partners to encourage change in behaviours, operations and services that can support adaptation and resilience to climate change		EA has conducted engagement work around flooding to highlight risks and prepare people should flooding occur

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Council Related		
Ensure that all council services are adaptable to a changing climate		Bury Emergency Plans in place Regularly reviewed
Continue developing the Strategic Flood Risk Assessment (SFRA) in support of The Greater Manchester Spatial Framework to identify critical gaps and solution		SFRA has recently been updated and will form part of the GMSF. Awaiting GMSF decision

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Putting Climate Change at the Heart of the Council

Actions	Progress	Notes
Cross-Department Incorporation		
Require that any impacts on carbon targets are identified in all formal reports to senior management and cabinet members		Early discussion stage
Produce an annual related greenhouse gas report on emissions resulting from Council operations		Annual report produced and reported on the website
Set measurable indicators to monitor progress towards our 2038 carbon neutrality target		CAP includes indicators relating to the 11 Priority Action Areas
Embed social value including the environment in the Council's procurement		To be reviewed later this year
Promote the decarbonisation of the Council's pension		Not started
Align all our council plans policies and guidance with our carbon targets		Bury 2030 Strategy commits to carbon-neutrality by 2038 Housing Strategy aligns with these carbon targets
Increase carbon literacy within the Council and promote champions to take the lead on such matters		Carbon literacy programme under development
Incorporate carbon awareness into the Change Agents programme		Not started
Energy		
Divest from fossil fuels and invest in renewable energy projects		Further investigation required
Travel		
Explore opportunities to reduce staff travel and encourage sustainable modes of transport if travel is needed		Pool bike scheme implemented Agile working is now actively encouraged to reduce travel
Funding Opportunities		
Having bid-ready projects to ensure easy access for funding opportunities as they arise		Not started
Investigate the use of Planning Agreements to fund climate related community projects		Not started

Not Started

Discussion Stage

Early Actions

On-Track

Completed

Actions	Progress	Notes
Community Engagement		
Continuously review and improve how we involve citizens in our existing decision-making processes and ensure that voices of the most vulnerable communities are represented		Production of the CAS and CAP will better enable and incorporate this Community Champion initiative set up to increase engagement The Council's Let's Do It Strategy focuses strongly on incorporating community action and engagement.
Review language used and ensure there is consistency across the Council with regards to		Not started

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Carbon Offsetting

Actions	Progress	Notes
Keep up to date with carbon offsetting opportunities and consider the practicality and reliability of using these means to meet our target		Greater Manchester Environment Fund has been proposed as a way of managing funding for biodiversity and carbon offsetting projects
Where necessary, acknowledge and incorporate carbon offsetting in a timely manner to ensure the 2038 target is reached		Not yet looked at

DRAFT

Not Started

Discussion Stage

Early Actions

On-Track

Completed



Key Performance Indicators

The Key Performance Indicators (KPIs) listed below will be a way for us to monitor progress annually and track how well we are moving towards our 2038 carbon neutrality target. The KPIs have a greater focus upon quantitative facts and using these statistics will help us clearly quantify progress.

The baseline data included here represents the most up to date data available and progress will be assessed annually in comparison to the baseline.

General	Baseline Data	Progress
General CO ₂ emissions produced within our borough	844,500t CO ₂ e (2018) ^[1]	
CO ₂ emissions resulting from council operations	15,650t CO ₂ e (2019/20) ^[2]	
Measured concentrations of nitrogen dioxide (NO ₂) and fine particles (PM ₁₀)	Whitefield: 19µg/m ³ (2020); 16µg/m ³ (2020) Prestwich: 38µg/m ³ (2020); 17µg/m ³ (2020) Radcliffe: 20µg/m ³ (2020); 18µg/m ³ (2020) ^[3]	

Our Energy Supply	Baseline Data	Progress
Total Council-related renewable energy generated	202,682kWh (2019/20) ^[2]	
Total renewable energy generation in the borough	51,000MWh per annum (April 2021) ^[4]	
Electricity consumption (incl' domestic and non-domestic)	620,000MWh per annum (2019) ^[11]	
Council energy purchased from renewable energy sources	30.7% ^[5]	

Our Homes, Workplaces and Public Buildings	Baseline Data	Progress
Number of homes improved across Bury with sustainability measures	78 leads generated (2021)	
Carbon emissions from the domestic sector	284,700t CO ₂ e (2018) ^[6]	
Homes in the private rented sector that have and F or G rating	552 (504 have the potential to improve above an F rating) ^[8]	
Commercial buildings with a Display Energy Certificate of C or above	30% ^[5]	
Carbon emissions from council buildings	11,581t CO ₂ e (2019/2020) ^[2]	

Low Carbon Travel	Baseline Data	Progress
Proportion of journeys made by walking and cycling	10% of journeys (2021) ^[4]	
Number of plug-in vehicles registered in Bury	424 plug-in vehicles registered (2021) ^[7]	
Number of charge points installed	24 charge points (2021) ^[4]	
Proportion of total bus fleet that is low-carbon	1.5% of buses in GM are now low-carbon (2021)	
Emissions from council transport activity	1,565t CO ₂ e (2019/2020) ^[2]	
Number of private cars registered in Bury	109,600 (2021)	

The Things we Buy and Throw Away	Baseline Data	Progress
Tonnage of household waste collected	60,913t (2019/2020)	
Recycling rates (kerbside collected)	56% average (2019/20) ^[8]	
Municipal waste diverted from landfill	98.3% (2021) ^[5]	

Food	Baseline Data	Progress
Recycled food waste	43% of food waste is correctly captured in the organic recycling bin (2021—data not available annually) ^[8]	
Food waste levels (kerbside)	62% classified as avoidable (2021—data not available annually) ^[8]	

Our Natural Environment	Baseline Data	Progress
Average number of parks, playing fields or public gardens within a 1km radius	5.1 (2020) ^[9]	
Tree canopy cover	12.4% (2016) ^[10]	

Green Economy	Baseline Data	Progress
Number of businesses in Bury that have implemented carbon-reduction measures (as listed on the Green Growth Co)	17 (2020) ^[13]	
Total emissions for the industrial and commercial sector	18kt CO ₂ e (2017) ^[14]	

Environmental Justice	Baseline Data	Progress
Percentage of households in fuel poverty	11.6% of households are living in fuel poverty ^[2]	

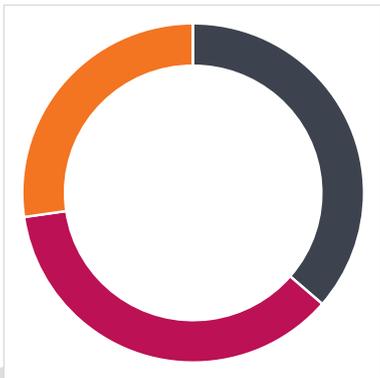
Resilience and Adaptation to Climate Change	Baseline Data	Progress
Assessment of vulnerability carried out	Not implemented	

Putting Climate Change at the Heart of the Council	Baseline Data	Progress
Become carbon neutral by 2038	On-track	

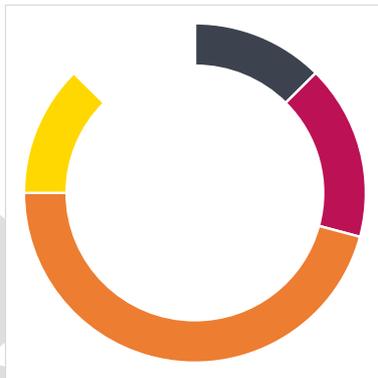
Carbon Offsetting	Baseline Data	Progress
Technology to be constantly monitored and where relevant incorporated into projects	n/a	



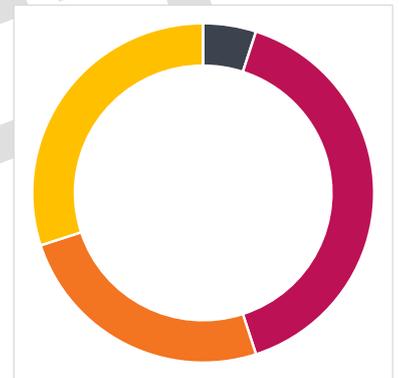
Annual Progress Trackers



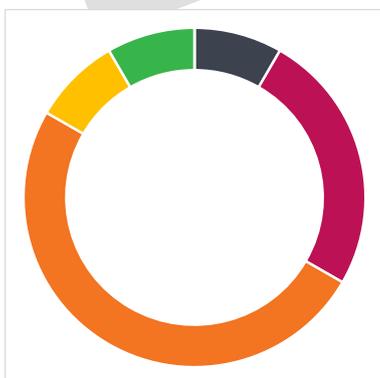
Our Energy Supply



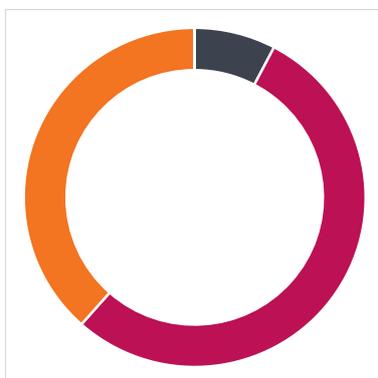
**Our Homes,
Workplaces and Public
Buildings**



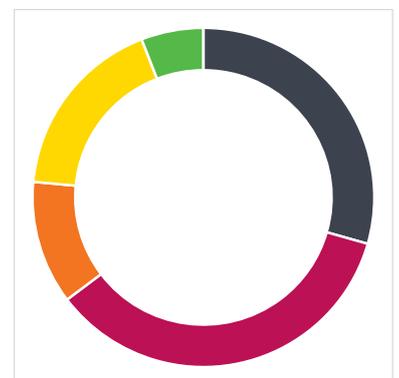
Low Carbon Travel



**The Things We Buy and
Throw Away**

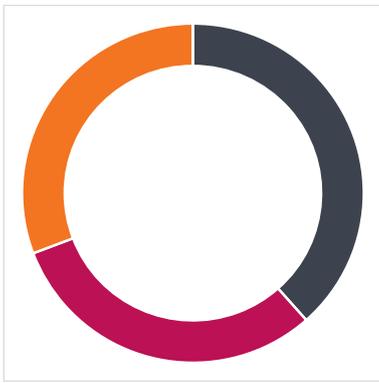


Food

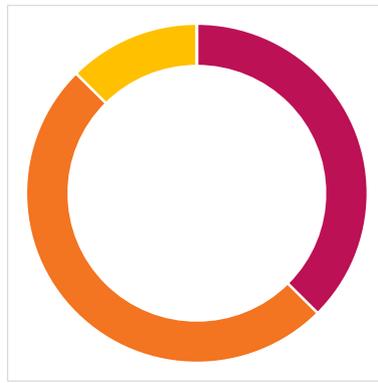


**Our Natural
Environment**





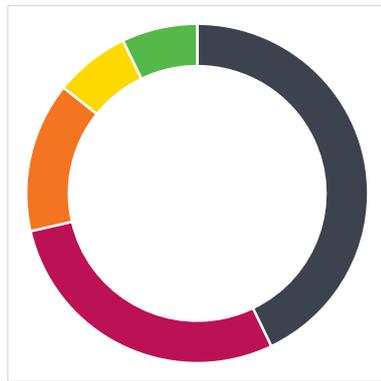
Green Economy



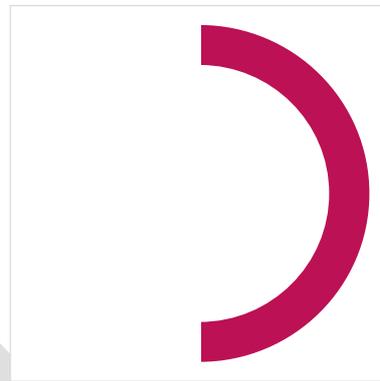
Environmental Justice



**Resilience and
Adaptation to Climate
Change**



**Putting Climate
Change at the Heart of
the Council**



Carbon Offsetting

DRAFT



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Appendix 3: Consultation Questions

(* mandatory)

Introduction

Q1. What is your interest in the Bury Climate Action Strategy/Action Plan?*

Radio buttons

- I live in Bury
- I work in Bury
- I live and work in Bury
- I spend leisure time in Bury
- I study in Bury
- Other

Q2. Which Township in Bury?*

Radio buttons

- Prestwich
- Radcliffe
- Bury
- Tottington
- Whitefield
- Ramsbottom
- Don't know

Q3. To what extent do you agree or disagree with the following statements about climate change and the environment?

Radio buttons - Strongly disagree, disagree, neutral, agree, strongly agree

- I am worried about climate change
- I am willing to take personal action to reduce the impact of climate change
- It is the Council's responsibility to tackle climate change
- My personal actions can make a difference
- I have already started to reduced my carbon footprint

Key Action Areas

Q4. The Climate Action Strategy is split into 11 Key Action Areas, select the three Key Action Areas that you consider most important*

Tick box

- Our Energy Supply
- Our Homes, Workplaces and Public Buildings
- Low Carbon Travel
- The Things we Buy and Throw Away
- Food
- Our Natural Environment
- The Green Economy
- Environmental Justice
- Climate Resilience and Adaptation

- Putting Climate Change at the Heart of Council Action
- Carbon Offsetting

Key Action Areas – Individual Area 1

Q5. Choose the three actions in this Area that you think are most important?*

Tick box - List of actions taken from CAP

Q6. Do you think Bury Council have missed any potential actions relating to this Area? If yes, please specify

Long text answer

Q7. How can the Council better support you to take action around this particular Key Action Area?

Long text answer

Key Action Areas – Individual Area 2

Q8. Choose the three actions in this Area that you think are most important?*

Tick box - List of actions taken from CAP

Q9. Do you think Bury Council have missed any potential actions relating to this Area? If yes, please specify

Long text answer

Q10. How can the Council better support you to take action around this particular Key Action Area?

Long text answer

Key Action Areas – Individual Area 3

Q11. Choose the three actions in this Area that you think are most important?*

Tick box - List of actions taken from CAP

Q12. Do you think Bury Council have missed any potential actions relating to this Area? If yes, please specify

Long text answer

Q13. How can the Council better support you to take action around this particular Key Action Area?

Long text answer

Key Action Areas

Q14. Would you like to provide comments on any of the remaining Key Action Areas?

Tick box - List of remaining uncompleted Key Action Areas or skip

Funding

Bury Council is establishing a Community Climate Action Fund and will be providing £100,000 worth of funding to local action groups in 2021/22 in order to spearhead local projects that will help deliver the Climate Action Plan within Bury.

Via an established process and criteria, the money will be distributed, as fairly as possible, across the borough to ensure all Townships can reap the benefits and participate in our move towards carbon neutrality.

Q15. Do you have any particular ideas of specific projects you would like to see this money spent on?

For example, projects could include ideas around schools, parks, community engagement, businesses, or travel.

Long text answer

Environmental Forums

Bury Council is looking to support the establishment of several Environmental Forums across the borough. These Forums will aim to unite different groups and voices; provide local communities with greater support to get projects and ideas off the ground; and provide a more concise way for the Council and community to work together.

Q16. Would you be interested in being kept up to date regarding these Environmental Forums, the Community Climate Action Fund, and general environmental news across Bury? (We may also potentially get in touch regarding your suggested ideas)

Email address input or skip

Final Feedback

Q17. Is there anything else you would like to feedback to Bury with regards to the Climate Action Strategy?

Long text answer

Demographics

Q18. What is your sex?

Radio buttons

- Male
- Female

Q19. What is your age?

Radio buttons

- 17 and under
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65+

Q20. What is your ethnic group?

Radio buttons

- White
- Mixed or Multiple ethnic groups
- Asian or Asian British
- Black, Black British, Caribbean or African
- Other ethnic group (*text option*)

Q21. What is your religion?

Radio buttons

- No religion
- Christian (including Church of England, Catholic, Protestant and all other Christian denominations)
- Buddhist
- Hindu
- Jewish
- Muslim
- Sikh
- Any other religion (*text option*)

Q22. Which of the following best describes your sexual orientation?

Radio buttons

- Straight/Heterosexual
- Gay or lesbian
- Bisexual
- Other sexual orientation (*text option*)

Q23. Is the gender you identify with the same as your sex registered at birth?

Radio buttons

- Yes
- No, write in gender identity (*text option*)

Appendix 4: Engagement Plan

The table below includes several different methods of engagement to reach a wide audience. Dates for each activity are tbc.

The amount of engagement will be determined by practical limitations, however, given the pervasive nature of climate change and it's ability to affect everyone; the Consultation will strive to include all voices from across the borough.

Activity	Method	Audience
Online survey hosted on One Community Comments also can be left via Engagement team email Dedicated telephone line with recorded message for people to leave a message as their response	Digital	Bury-wide
Press release issued on website, Twitter accounts across Council and CCG.	Digital	Bury-wide
Article included in editions of One Community, VCFA and Bury Directory newsletters.	Digital	Bury-wide
Social media content plan and schedule to be produced with x5 posts a week throughout the duration of the consultation.	Digital	Bury-wide
Engage with various Bury-based faith groups, providing presentations/further info where possible. Promote engagement with the online survey.	Digital or in-person	Faith groups
Engage with various Bury-based community groups including protected characteristic groups, (e.g., those who identify as BAME, age, disabled, LGBT+ etc) providing presentations/further info where possible. Promote engagement with the online survey.	Digital or in-person	Protected characteristic groups
Engage with several schools across the borough, capturing a representative response from students with an intentional geographic spread. Where possible providing presentations/focus groups/further info. Disseminate information about the Consultation to parents, teachers and Governors via these networks. Promote engagement with the online survey.	Digital or in-person	Students, teachers, parents
Engage with Bury based environmental groups to capture their nuanced opinions as well as tap into	Digital or in-person	Environmental groups

their established networks. Where possible providing presentations/further info.		
Engage with Bury-based businesses to capture their opinions as well as provide information via one-on-on chats and direct emailing Promote engagement with the online survey.	Digital or in-person	Businesses
Engage with Tenants and Resident Associations across the borough to capture their opinions as well as provide information via one-on-on chats. Promote engagement with the online survey.	In-person	Residents
Host drop-in sessions at various libraries, leisure centres and community centres across the borough to provide information Promote engagement with the online survey.	In-person	Residents

Appendix 5: Equality Analysis

This Equality Analysis considers the effect of Bury Council/ Bury CCG activity on different groups protected from discrimination under the Equality Act 2010. This is to consider if there are any unintended consequences for some groups from key changes made by a public body and their contractor partners organisations and to consider if the activity will be fully effective for all protected groups. It involves using equality information and the results of engagement with protected groups and others, to manage risk and to understand the actual or potential effect of activity, including any adverse impacts on those affected by the change under consideration.

For support with completing this Equality Analysis please contact corporate.core@bury.gov.uk / 0161 253 6592

SECTION 1 – RESPONSIBILITY AND ACCOUNTABILITY	
<i>Refer to Equality Analysis guidance page 4</i>	
1.1 Name of policy/ project/ decision	Climate Action Strategy
1.2 Lead for policy/ project/ decision	Chris Horth
1.3 Committee/Board signing off policy/ project/ decision	Cabinet
1.4 Author of Equality Analysis	<i>Name: Chad McDowell Role: Graduate Climate Action Officer Contact details: c.mcdowell@bury.gov.uk</i>
1.5 Date EA completed	<i>21/04/2021</i>
1.6 Quality Assurance	<i>Name: Chris Woodhouse Role: Strategic Partnerships Manager Contact details: c.woodhouse@bury.gov.uk Comments:</i>
1.7 Date QA completed	<i>22/04/2021</i>
1.8 Departmental recording	<i>Reference: Date:</i>
1.9 Next review date	

SECTION 2 – AIMS AND OUTCOMES OF POLICY / PROJECT	
<i>Refer to Equality Analysis guidance page 5</i>	
2.1 Detail of policy/ decision being sought	The purpose of the Climate Action Strategy (CAS) and its associated Climate Action Plan (CAP) is to provide a framework that indicates a clear direction of travel regarding climate and environmental action within Bury. The CAS will help ensure that climate action is embedded at the heart of the Council and provide guidance on how best to engage with our local communities. Our changing climate dictates that

	<p>strong and decisive action is required to protect not only the vulnerable of today but future generations of tomorrow.</p> <p>Given the pervasive nature of climate change, the CAS needs to include all departments across the Council as well as all parts of society. Many environmental issues propagate societal inequalities and in order to tackle our changing climate, we must also acknowledge these wider issues.</p>
<p>2.2 What are the intended outcomes of this?</p>	<p>This Climate Action Strategy seeks to achieve the following outcomes:</p> <ul style="list-style-type: none"> • Enable the borough of Bury to reach carbon neutrality by 2038; • Eliminate our use of fossil fuels in all sectors; • Upgrade the entire building stock to be carbon neutral; • Improve infrastructure better enable to take advantage of electric vehicles, active travel and public transport; • Encourage residents to take individual actions to reduce their personal emissions related to consumptions; • Ensure the borough is equipped to deal with likely changes in weather patterns and climatic extremes; and • Embed climate action and environmental awareness at the heart of the Council.

SECTION 3 – ESTABLISHING RELEVANCE TO EQUALITY & HUMAN RIGHTS

Refer to Equality Analysis guidance pages 5-8 and 11

Please outline the relevance of the activity/ policy to the Public Sector Equality Duty

General Public Sector Equality Duties	Relevance (Yes/No)	Rationale behind relevance decision
<p>3.1 To eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by Equality Act 2010</p>	<p>Yes</p>	<p>Given the nature of climate change, all of society need to be engaged and enabled to take action and move towards a low/zero carbon lifestyle. In order to achieve this we must acknowledge that some people may require more help than others i.e. to understand the issues or to take climate-positive steps.</p> <p>Environmental Justice has been specifically acknowledged within the CAS due to the identification that those who are currently suffering will be the worst hit by our changing environment and we must help them to prepare,</p>

		where they may not have the means to do so on their own.
3.2 To advance equality of opportunity between people who share a protected characteristic and those who do not.	Yes	Climate change is expected to affect all of us but the degree to which it will affect us differs for everyone. A changing climate, and therefore the efforts we must make to mitigate said changes, will disproportionately affect those who are already suffering injustice or discrimination. To ensure that no one is left behind in Bury, this Strategy/Plan and the accompanying Consultation will fully acknowledge and work with the wider community as a whole, to make sure everyone has a voice and that our actions do not make situations worse for anyone.
3.3 To foster good relations between people who share a protected characteristic and those who do not	Yes	The CAS aims to help people understand and take action towards a carbon neutral future. While promoting good relations between those share a protect characteristic and those who do not, is not acknowledged as a key tenet of the Strategy, promoting community involvement and collaboration is an important consideration in disseminating information and promoting action.
3.4 Please outline the considerations taken, including any mitigations, to ensure activity is not detrimental to the Human Rights of any individual affected by the decision being sought.		
None of the 15 articles stated in the Human Rights Act 1998 are expected to be negatively affected by the CAS. In fact, the Strategy produces positive affects in relation to the HRA 1998, including: <ul style="list-style-type: none"> • Improving climate resilience and adaptation reducing the risk to life; and • By encouraging more thoughtfulness around our consumption habits, we in turn enable more people to experience peaceful enjoyment of possessions. 		

SECTION 4 – EQUALITIES DATA

Refer to Equality Analysis guidance page 8

Protected characteristic	Outcome sought	Base data	Data gaps (to include in Section 8 log)
4.1 Age	Outcomes of this Climate Action Strategy are not against any particular characteristics and all characteristics	Bury has a slightly higher proportion of those over 65 and slightly less between 16 – 64. The neighbourhoods of Bury North, Whitefield and Bury West have higher proportions of over	

	are expected to be unaffected or benefit from the outcomes set out in Section 2.2	40 age groups than overall Bury figures. Bury East has higher proportions of the under 40s.	
4.2 Disability		All neighbourhoods except Bury North have significant areas with high concentrations of Bury residents living with long term conditions or disability.	
4.3 Gender		Bury's demographics are similar to GM-wide; gender is split more or less evenly between male and females. Female life expectancy is consistently above male life expectancy	
4.4 Pregnancy or Maternity		Bury's demographics are similar to GM-wide; it is estimated that 2.46% of the female population had a live birth. This is slightly higher than the England average of 2.21%	
4.5 Race		Bury's BAME population is around 10.8%. Bury East neighbourhood has by far the highest percentage of BAME residents at 23%. Prestwich is next highest with 14%	
4.6 Religion and belief		The majority of Bury's residents are Christian at 52%; 30% recorded no religion; 17% are Muslim and 13% are Jewish	
4.7 Sexual Orientation		LGB estimates for Bury are 3.1% which is slightly less than the GM average of 3.6%	
4.8 Marriage or Civil Partnership		In England, marriage rates have fallen to 21.2 per 1,000 (2017). Less than a quarter were religious ceremonies and there were. 2.8% of these marriages were between same-sex couples	Data unavailable at a Bury scale

4.9 Gender Reassignment		Data is not available at Bury or GM scale	Data is not available at Bury or GM scale
4.10 Carers		It is estimated that 20,000 people in Bury are carers, supporting their friends and family. 88% of adults with a learning disability live in their own home or with their family.	
4.11 Looked After Children and Care Leavers		362 children cared for by Bury Local Authority (19/20)	
4.12 Armed Forces personnel including veterans		Data is not available at Bury or GM scale	Data is not available at Bury or GM scale
4.13 Socio-economically vulnerable	The CAS aims to reduce the impacts of fuel poverty and help those who are suffering financial hardship through improved domestic efficiency and therefore reduced utility bills.	12% of residents in Bury currently live-in fuel poverty. Wards vary greatly in terms of deprivation with some areas suffering considerably more than others.	

SECTION 5 – STAKEHOLDERS AND ENGAGEMENT

Refer to Equality Analysis guidance page 8 and 9

	Internal Stakeholders	External Stakeholders
5.1 Identify stakeholders	Workforce, Executive Team, Elected Members, internal service users	Residents, external service users, neighbouring Councils, GMCA, local businesses, the wider community and volunteering sector
5.2 Engagement undertaken	Multiple departments engaged with (including wellness, street scene, engineering, waste and transport, and strategic projects) regarding different sections of the Strategy.	Full 8-week public consultation to take place throughout June/July 2021. Engagement will consist of a combination of digital and in-person (where safe) methods such as

	Public consultation on the Strategy has been proposed following Cabinet approval to consult in May. Final Strategy will then be updated and taken to Cabinet for adoption	presentations, informal conversations, drop-in sessions and social media. A wide range of participants will be sought especially those with protected characteristics. Community groups, schools, faith-based institutions, community centres, tenancy and resident associations and environmental action groups will all be included in this engagement plan.
5.3 Outcomes of engagement	Comments and data provided by departments have been considered and incorporated in the Strategy. Changes to actions have included alterations to actions to make improve tangibility, accuracy and effectiveness as well as suggestions of actions that were not previously considered. Strategy is yet to be presented to Cabinet. There will be further opportunity for comments during consultation.	Feedback on consultation will be given once the consultation is concluded. The strategy will be updated following the consultation and presented back to Cabinet for adoption
5.4 Outstanding actions following engagement (include in Section 8 log)	To follow up on decision made	As above. Once the consultation has taken place, further updates to the Strategy will be considered ahead of adoption.

SECTION 6 – CONCLUSION OF IMPACT

Refer to Equality Analysis guidance page 9

Please outline whether the activity/ policy has a positive or negative effect on any groups of people with protected inclusion characteristics

Protected Characteristic	Positive/ Neutral Negative/	Impact (include reference to data/ engagement)
6.1 Age	Positive	Age must be considered due to: <ul style="list-style-type: none"> The different patterns of car ownership, public transport use and

		<p>physical ability to engage with active travel</p> <ul style="list-style-type: none"> • Bury has a slightly older than average population and this demographic are more likely to suffer fuel poverty and reside in houses which are below standard • The acknowledged older population may have less comprehension around new technology and practices as well as general environmental issues • Younger generations (particularly in Bury East) while more engaged may lack the financial resources to retrofit homes or purchase electric vehicles or low-carbon alternatives in shops • Potential increases to taxi and public transport fares may affect the elderly disproportionately <p>Age related charities will be engaged with during the consultation and further engaged with afterwards to continue improving awareness and understanding and ensure the CAS is fit for purpose.</p> <p>Schools will be engaged with to capture the thoughts of the younger generation and promote greener lifestyles from a young age. Funding opportunities will be explored to enable those who are financially struggling to access the benefits regarding domestic retrofitting, low carbon travel and/or more sustainable lifestyles.</p>
<p>6.2 Disability</p>	<p>Neutral</p>	<p>Disability must be considered due to:</p> <ul style="list-style-type: none"> • The different patterns of car ownership, public transport use and physical ability to engage with active travel • Disabled people are more likely to suffer fuel poverty and reside in houses which are below standard. • Changes to urban design must be considerate of those with disabilities e.g. changes to road/pavement/cycle lane layouts • Potential increases to taxi and public transport fares may affect disabled people disproportionately <p>The Transport department at Bury Council will be engaged with to ensure any changes</p>

		<p>to infrastructure are compliant and accessible by all. Through the work of the CAS, active travel infrastructure i.e. cycle lanes and walking routes can expect to be improved. There will be a variety of opportunities to engage with people during the consultation period and allow voices to be heard and community engagement work will continue post-consultation.</p> <p>Acknowledging climate resilience will allow us to better prepare for future emergencies and include various languages and delivery methods available.</p> <p>Funding opportunities will be explored to enable those who are financially struggling to access the benefits regarding domestic retrofitting, low carbon travel and/or more sustainable lifestyles.</p>
6.3 Gender	Neutral	<p>Gender must be considered due to:</p> <ul style="list-style-type: none"> • Research showing that women are disproportionately affected by adverse climate effects <p>There will be a variety of opportunities to engage with people during the consultation period and allow voices to be heard and community engagement work will continue post-consultation.</p>
6.4 Pregnancy or Maternity	Neutral	<p>Pregnancy/maternity must be considered due to:</p> <ul style="list-style-type: none"> • The different patterns of car ownership, public transport use and physical ability to engage with active travel <p>There will be a variety of opportunities to engage with people during the consultation period and allow voices to be heard and community engagement work will continue post-consultation</p>
6.5 Race	Positive	<p>Race must be considered due to:</p> <ul style="list-style-type: none"> • Cultural differences around consumption habits and lifestyles • Potential effects on taxi trade and the high proportion of employees within the industry who identify as BAME • The high proportion of people who identify as BAME in Bury East (23%)

		<p>highlights the need to focus on BAME groups in that neighbourhood</p> <p>Acknowledging climate resilience will allow us to better prepare for future emergencies and include various languages and delivery methods available.</p> <p>Considering race will also ensure that we manage to have maximum impact with communications via different languages and appropriate methods used</p> <p>Including people of different races within this societal-wide issue helps improve societal collaboration</p> <p>Funding opportunities will be explored to ensure those who may be potentially affected do not suffer financially.</p>
6.6 Religion and belief	Positive	<p>Religion/belief must be considered due to:</p> <ul style="list-style-type: none"> • Cultural differences around consumption habits and lifestyles • Majority of Bury identify as Christian, followed by “no religion”, Muslim and Jewish. This highlights the necessity to engage with different religious groups across the borough <p>Acknowledging climate resilience will allow us to better prepare for future emergencies and include various languages and delivery methods available.</p> <p>Considering religion/belief will also ensure that we manage to have maximum impact with communications via different languages and appropriate methods used</p> <p>Including people of different races within this societal-wide issue helps improve societal collaboration</p>
6.7 Sexual Orientation	Neutral	No perceived considerations or effects
6.8 Marriage or Civil Partnership	Neutral	No perceived considerations or effects
6.9 Gender Reassignment	Neutral	No perceived considerations or effects
6.10 Carers	Neutral	<p>Carers must be considered due to:</p> <ul style="list-style-type: none"> • The potential that they are responsible for another person’s utilities, home, consumption patterns, and/or lifestyle • There are thousands of carers across Bury and working with them will be an

		important method of engagement with people who may not otherwise be aware of climate issues
6.11 Looked After Children and Care Leavers	Neutral	No perceived considerations or effects
6.12 Armed Forces personnel including veterans	Neutral	No perceived considerations or effects
6.13 Socio-economically vulnerable	Positive	<p>The socio-economically vulnerable must be considered due to:</p> <ul style="list-style-type: none"> • The knock-on effects of climate change which will worsen hardships already being felt • The inability to engage with carbon-neutral activities such as retrofitting or alternative consumption patterns due to financial restrictions • The inability to purchase lower-emission vehicles • Financial repercussions from the implementation of the CAZ and/or changes to public transport/the taxi industry • Difficulties to access work e.g., poor connections via public transport in Bury to the Northern Gateway • The importance of reducing fuel-poverty via retrofitting and sustainable renewable methods given the high levels of fuel poverty within the borough • The identified links between deprivation and environmental injustices such as poor air quality, lack of accessible green spaces, and lack of amenity • The high proportion of fuel poverty in Bury and the disparities between deprived wards and those which are less deprived indicates that a nuanced and appropriate method will be required to engage with the community <p>Environmental Justice which includes reducing fuel poverty is directly acknowledged and included in the CAS and CAP. Improving the local environment and reducing climate-risk will have a</p>

		disproportionately positive impact on the socio-economically most vulnerable Funding opportunities will be explored to enable those who are financially struggling to access the benefits regarding domestic retrofitting, low carbon travel and/or more sustainable lifestyles.
6.14 Overall impact - What will the likely overall effect of your activity be on equality, including consideration on intersectionality?	<p>The CAS is likely to produce a neutral/positive effect on equality due to the fact it actively considers and includes all members of society and acknowledges that those suffering the most require the most assistance to reap the same benefits as the rest of society. Potential impacts will be considered during the Consultation and throughout the roll out of the CAS; mitigative measures will be sought out where possible and actively encouraged where feasible.</p> <p>Given the need for everyone to engage with the issue, one can expect an increase in community engagement and collaboration across different sections of society as we learn and grow together.</p>	

SECTION 7 – ACTION LOG

Refer to Equality Analysis guidance page 10

Action Identified	Lead	Due Date	Comments and Sign off (when complete)
7.1 Actions to address gaps identified in section 4			
Conduct an inclusive consultation around the CAS and CAP that includes all voices and allows for all members of our society to be involved	Chris Horth	End of July 2021	8-week consultation beginning at the start of June. A Comms plan has been created that will actively engage with the different people in the borough who possess protected characteristics. Data is unavailable for certain characteristics, however, the CAS is not expected to affect these people. Responses to the Consultation will be checked weekly and if noted that we are underperforming with people of a protected characteristic, more engagement work will be focused where necessary
7.2 Actions to address gaps identified in section 5			
Conduct an inclusive consultation around the CAS and CAP that includes all voices	Chris Horth	Early September 2021	Following the Consultation, comments will be incorporated and the updated CAS will then be submitted back to Cabinet for

and allows for all members of our society to be involved			approval. Submission is expected to be early September
7.3 Mitigations to address negative impacts identified in section 6			
Conduct an inclusive consultation around the CAS and CAP that includes all voices and allows for all members of our society to be involved	Chris Horth	End of July 2021	No negative impacts are expected to be produced from the CAS. Engagement will be wide and all-encompassing. From the very start it has been acknowledged that we must work with all people and ensure no one is left behind, this is vital for ensuring we reach our carbon neutral targets. With regular weekly updates from the engagement team we can ensure any negative comments are addressed quickly and efficiently during the Consultation process
7.4 Opportunities to further inclusion (equality, diversity and human rights) including to advance opportunities and engagements across protected characteristics			
Conduct an inclusive consultation around the CAS and CAP that includes all voices and allows for all members of our society to be involved	Chris Horth	September 2022	Climate issues are societal issues and many of the injustices faced by our society can be relieved by addressing climate change and helping people to take action. Through improved community engagement and collaboration, the CAS and CAP has the opportunity to make improvements here As we expect to update the CAP at regular annual intervals, we will be able to hear feedback and update the CAP where opportunities may arise to better incorporate further inclusion

SECTION 8 - REVIEW

Refer to Equality Analysis guidance page 10

Review Milestone	Lead	Due Date	Comments (and sign off when complete)
EQIA submitted and approved via QA	CH	22/04/21	Comments from the QA have been incorporated into the EQIA Completed: CMD
CAS Submission to Exec Team	CH	22/04/21	Completed: CMD

CAS Submission to Cabinet	CH	27/05/21	
CAS Consultation Commences	CH	03/06/21	Weekly updates throughout the Consultation to ensure that all of society are equally engaged
CAS Consultation Ends	CH	27/07/21	
Comments from Consultation Incorporated into CAS	CH	September 2021	
CAS Resubmission to Cabinet	CH	September 2021	
CAS Approved	CH	October 2021	
First Annual Update	CH	September 2022	Throughout the year the Climate Action Officers will regularly work with the public and local groups to ensure all of society is engaged with the work of the Council and that the CAS does not leave anyone behind The annual review will include leaders of the local Environmental Forums, giving them a chance to have their voice heard and they can express any formal concerns then

Please make sure that every section of the Equality Analysis has been fully completed. The author of the EA should then seek Quality Assurance sign off and departmental recording.

SECTION 9 – QUALITY ASSURANCE		
<i>Refer to Equality Analysis guidance page x</i>		
Consideration	Yes/No	Rationale and details of further actions required
Have all section been completed fully?	Yes	Sections complete. It is important each section is revisited and updated accordingly at each review point highlighted in section 8.
Has the duty to eliminate unlawful discrimination, harassment, victimization and other conducted prohibited by the PSED and Equalities Act been considered and acted upon?	Yes	This is to be kept under review during consultation to ensure no new issues are raised, and if they are to consider appropriate measures to prevent potential discrimination.

Has the duty to advance equality of opportunity between people who share a protected characteristic and those who do not been considered and acted upon	Yes	Populations of geography and identity identified for specific focus during consultation. As the EA evolves during the strategy development and consultation this is to be kept under review.
Has the duty to foster good relations between people who share a protected characteristic and those who do not, been consider and acted upon	Yes	Whilst not a principle outcome of this strategy consideration given to the duty and opportunities noted. As the EA evolves during the strategy development and consultation this is to be kept under review.
Has the action log fully detailed any required activity to address gaps in data, insight and/or engagement in relation to inclusion impact?	Yes	Detail provided which is to remain under review during strategy development and consultation.
Have clear and robust reviewing arrangements been set out?	Yes	Section 8 details key milestones – the consultation period is an essential review point, both beforehand to ensure the consultation process has inclusion central to its approach but also post-consultation to take account of key findings from this process (data/engagement). Positive to see milestones post strategy sign off and into implementation stage.
Are there any further comments to be made in relation to this EA	It is positive that this EA has begun as part of strategy development to inform design and consultation.	

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Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	26 May 2021
Title of report:	Draft Bury Housing Strategy
Report by:	Cllr Cummins, Cabinet Member, Housing Services
Decision Type:	Key Decision
Ward(s) to which report relates	All wards.

Executive Summary:

The Council commissioned Campbell Tickell to develop a housing strategy for the Borough, which meets the needs of different sections of the population at different stages of their lives. The draft Strategy was subject to extensive stakeholder and public consultation for twelve weeks commencing 30 November 2020 to the 22 February 2021.

The draft Strategy has been updated and a high-level action plan has been developed to support delivery, following feedback from the consultation. The Cabinet is recommended to note the findings of the consultation and adopt the Strategy to guide future housing delivery. Member approval of the proposed arrangements for implementation and governance is also required.

Recommendations and recommended option:

That Cabinet:

1. Note the findings of the public consultation and the post consultation revisions, comments and updates.
2. Adopt the Housing Strategy and proposed arrangements for implementation and governance as set out within this report.

Other options considered and rejected:

Utilise the existing Housing Strategy (2014 – 2024) to deliver housing priorities and guide economic growth and investment in the Borough - this option has been considered and rejected for the following reasons:

- The existing Housing Strategy (2014 – 2024) is obsolete as the housing landscape and the way in which housing services are delivered has changed considerably in recent years.
- The Council and its partners would be unclear on their priorities and how to deliver them.

1.0 Introduction

- 1.1 This report sets out the methods used in consulting on the draft Housing Strategy. It provides a summary of the findings, post consultation revisions, comments, and updates, together with an overview of the intended next steps and proposed governance arrangements to oversee delivery.
- 1.2 A Strategic Priority Action Plan has been developed to support the delivery of the Strategy, following feedback from the consultation. This document sets out a range of physical interventions and wider strategies that will guide economic growth and investment in the Borough to ensure the delivery of sufficient high-quality housing, reduce inequalities and meet the current and future needs of residents.

2.0 Background

- 2.1 The existing Housing Strategy was approved in 2014. Since then, there have been significant changes to the housing landscape that make the introduction of a new strategy timely. Fundamental legislative reforms and continuing financial constraints have had a significant and lasting impact on the context in which housing services are delivered. Therefore, it is essential that the Council has a robust and up-to-date housing strategy to enable it to deliver its housing priorities.
- 2.2 The new Housing Strategy contributes towards meeting the Council's priorities across a range of policy areas including climate change. It sets out the scale of housing issues and challenges facing the Borough and provides a clear direction of travel for the delivery of a balanced, diverse housing supply and an opportunity to create successful and inclusive neighbourhoods in conjunction with our Bury 2030 vision.
- 2.3 The Strategy has been informed by our new Housing Need and Demand Assessment and, through early and extensive engagement with a wide range of stakeholders including private developers and registered providers. It was approved by Cabinet for public consultation on the 14 October 2020.

3.0 CONSULTATION ON THE DRAFT HOUSING STRATEGY

- 3.1 The consultation was undertaken in accordance with the Gunning Principles. It ran for twelve weeks commencing 30 November 2020 to the 22 February 2021. All residents of the Borough and stakeholders were invited to take part.
- 3.2 Due to Covid-19 restrictions, it was not possible to use some of the more traditional methods of consultation i.e. face-to-face meetings and drop-in sessions. Consequently, a number of different approaches were introduced to raise the profile of the consultation and maximise engagement.
- 3.3 The consultation featured two on-line surveys, one for residents and stakeholders and an easy read version of the draft Strategy and survey produced by Bury People First, suitable for those with communication, literacy and learning disabilities. In addition, the Council hosted two on-line webinars for residents and stakeholders, three focus group sessions with tenant and resident associations, Bury VCFA (Voluntary, Community & Faith Alliance) and people with communication, literacy and learning disabilities, to gather input on the draft Strategy.
- 3.4 The Strategy was promoted via key partner/stakeholder networks, targeted social media campaigns, Council Website, press releases, Bury Directory and One Community. Posters advertising the consultation were displayed in Bury Market Hall, the Millgate Centre, leisure centres, libraries and 100 community notice boards in neighbourhoods across the Borough. A dedicated Housing Strategy consultation page was established on the Council's Website which included full and summary versions of the draft Strategy, an easy read translation of the Strategy, FAQ's, and an executive summary. Feedback was encouraged by post or e-mail and a dedicated phone line and email address was established, to enable people to find out more information or request hard copies of documents.

4.0 CONSULTATION RESPONSES/KEY THEMES

- 4.1 Despite the Covid-19 restrictions the consultation programme generated a good level of response in comparison to similar consultation exercises:
- Just under 400 surveys were completed, which generated around 600 comments. An additional 15 comments were received via e-mail and telephone.
 - Just under 100 participants attended the online webinar events, and 66 questions were received. A selection of key questions were answered via a panel of experienced officers as part of the webinars, those remaining were covered in the FAQ section of the consultation webpage.
 - Approximately 45 people attended the focus group sessions which generated a further 90 comments and suggestions.
- 4.2 Responses were received from residents and stakeholders living in all six townships of the Borough. Approximately 45% of all responders were aged between 55 and 85. 64% were female, 16% indicated that they had a specific

housing need, 23% said that they had caring responsibilities, 46% said they had a long-term health condition and, 88% stated their ethnicity as white British, which accords closely with the split of the Borough's entire population (2011 Census).

4.3 The consultation questions were structured around the 6 main sections of the draft Housing Strategy as follows:

- New homes.
- Action on existing homes.
- Enabling access to a suitable permanent home.
- Supporting people to live well in the community.
- Healthy people, homes, and places.
- Towards low carbon homes.

Respondents were asked to reflect on their importance and identify any additional considerations that the Council should take into account when finalising the Strategy and developing an action plan. The Consultation Summary Report can be found at Appendix 1.

4.4 As can be seen, the responses, comments and suggestions received were generally supportive and correspond with the proposals in the draft Strategy including:

- More affordable housing in the right locations to meet the needs of all residents including those who are homeless. Respondents felt that affordability and location is more important than numbers delivered or size of homes.
- Higher standards in the private sector and more enforcement for bad landlords.
- Improved housing offer for older people and people with disabilities including those with a learning disability.
- The need to improve/maintain existing homes in both the private and public sector and tackle empty properties.
- Support for the low carbon agenda/energy efficiency.

4.5 Areas of concern broadly related to:

- The impact of building more homes – protecting the greenbelt/open spaces which have been absolutely crucial for physical and mental wellbeing during the pandemic.
- The need to ensure sufficient infrastructure is in place around new developments to generate strong, productive, and sustainable communities.
- Perceptions that resources are insufficient to tackle poor quality homes in the private rented sector and the low carbon agenda.
- The impact on air quality through increased urbanisation and traffic.
- Environmental sustainability/ecological balance.

4.6 Although the Housing Strategy does not have the authority to allocate land for housing development or re-set planning policy, it should be noted that

requests from respondents to preserve/protect greenbelt land was a common theme/key issue throughout the consultation process.

- 4.7 Following analysis and full consideration of the responses received from the consultation; a number of revisions/updates have been made to the draft Strategy. The vast majority of comments/feedback concur with the objectives of the Strategy and have been incorporated into the Action Plan. A copy of the updated Housing Strategy can be found at Appendix 3.

5.0 DELIVERY OF THE STRATEGY

- 5.1 A high level, Strategic Priority Action Plan has been developed to support the delivery of the Strategy (see Appendix 2). The Action Plan has seven strategic priorities which have taken account of the feedback from the consultation:
1. Develop township specific housing action plans to support wider township place strategies.
 2. Increase the amount of new and available housing in the Borough (both market and affordable homes).
 3. Address the shortfall in housing provision for older people.
 4. Increase housing options for specialist groups including people with a learning disability.
 5. Reduce the need for rough sleeping and homelessness.
 6. Improve the energy efficiency of the Boroughs housing stock across all tenures.
 7. Ensure that the private rented sector plays an important role in providing good quality homes in safe neighbourhoods across the Borough.
- 5.2 This document outlines the approach the Council will take to achieve its objectives and focus resources in collaboration with partners, including the Greater Manchester Combined Authority. A new Joint Commissioning Partnership has been established with local registered providers to facilitate delivery. There will also need to be significant private sector investment and this Strategy will help to create confidence and buy-in from private organisations including private developers.

6.0 GOVERNANCE

- 6.1 Officers with clear roles and responsibilities will oversee the delivery of the Strategy and supporting Action Plan.
- 6.2 It is proposed that progress will be monitored by the existing Housing Strategy Working Group on a monthly basis and will be reported to the Cabinet Member for Housing and quarterly Partnership Board meetings, to provide executive

and political leadership for the delivery of the Strategy and ensure robust stewardship.

- 6.3 Decisions on Council spending and recommendations for investment and acquisition will be taken at Cabinet or, by officers under delegated powers where appropriate.

7.0 NEXT STEPS

- 7.1 The Council will execute the Strategy as a matter of priority, subject to approval. The Strategic Priority Action Plan will guide implementation of a range of projects aligned to each of the priorities. Progress will be reported/monitored in accordance with paragraph 6.2 of this report.

8.0 FINANCIAL IMPLICATIONS

- 8.1 The implementation of this Strategy will need to be contained within existing resources and considered as part of the Councils overall budget for future years. However, various funding streams are likely to be available to both the Council and its partners including grant funding from the Ministry of Housing, Communities & Local Government, Homes England, and other Government backed schemes and we will continue to maximise opportunities to tender for these resources in order to accelerate delivery of the Strategy.
- 8.2 Additional spend will be assessed and reported on an individual basis as and when required.

9.0 LEGAL IMPLICATIONS

- 9.1 There are no direct legal implications - legal advice will be sought on specific topics as and when required. It should be noted that the proposals within the Strategy and supporting Action Plan will assist the Council in discharging a range of statutory duties such as those relating to homelessness, private sector housing and the safeguarding of vulnerable children and adults.

10.0 RECOMMENDATIONS

- 10.1 See options and recommended option.

11.0 APPENDICES:

- Appendix 1 – Consultation Summary Report - Key Themes, Views from Respondents and Post-Consultation Revisions, Comments and Updates.
- Appendix 2 – Strategic Priority Action Plan.
- Appendix 3 – Updated Housing Strategy.

Community impact/links with Community Strategy

The new Housing Strategy supports the themes of the Bury 2030 Strategy. It promotes factors that protect against poor health and housing and, provides a clear direction of travel for the delivery of a balanced, diverse housing supply and an opportunity to create successful and inclusive neighbourhoods.

Equality Impact and considerations:

The draft Strategy promotes equality of access to housing and demonstrates a positive impact on people with protected characteristics. It seeks to ensure that there is a balance of housing provision across the Borough to meet the needs of all residents and, recognises the specific housing needs of different client groups including the BAME community, low-income households, people at risk of homelessness, older people, and people with disabilities.

Assessment of Risk:

The following risks and opportunities apply to the decision:

Risk / opportunity	Mitigation
<p>Approval of the Strategy will ensure that the Council has a robust and up-to-date housing strategy in place, to enable it to deliver its housing priorities and influence private developers and registered providers to build the types of homes needed.</p> <p>Insufficient resources and capacity to deliver the key strategic objectives.</p> <p>Opportunity to generate additional income through Council Tax growth.</p>	<p>It is recognised that there are a number of outcomes in the Strategy which, if not delivered, carry risks. Mitigating these risks is a key part of the action plan monitoring.</p> <p>This can be partly mitigated through maximising funding opportunities, choice of the right partners and well negotiated contractual agreements.</p>

Legal Implications:

To be completed by the Council’s Monitoring Officer:

The Strategy has been revised to be cognisant of the comments received during the public consultation period. The governance proposals as set out in the report will provide a framework for the delivery of the strategy and how it will be monitored.

Financial Implications:

To be completed by the Council's Section 151 Officer:

The implementation of the Housing Strategy will need to be considered in the context of the Council's overall financial strategy both for capital and revenue. At this stage there are no financial implications, however these will need to be considered as proposals come forward for implementation.

Various funding streams are likely to be available to both the Council and its partners including grant funding from the Ministry of Housing, Communities and Local Government, Homes England and other Government backed schemes and opportunities to bid for these resources will be maximised.

The scale and pace of delivery will be dependent upon the level of funding available. The strategy also provides an opportunity for additional income for the Council through Council Tax growth and this will be captured as part of the development of the Council's medium term financial strategy.

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Appendix 1

Bury Draft Housing Strategy Consultation Summary Report – Key Themes, Views from Respondents and Post Consultation Revisions, Comments and Updates.

1.0 Introduction

The consultation questions were structured around the 6 main sections of the Housing Strategy:

- *New homes.*
- *Action on existing homes.*
- *Enabling access to a suitable permanent home.*
- *Supporting people to live well in the community.*
- *Healthy people, homes, and places.*
- *Towards low carbon homes.*

- 1.1 Respondents were asked to reflect on their importance and identify any additional considerations that the Council should take into account when finalising the Strategy and developing an action plan.

2.0 New homes

- 2.1 Respondents were asked to state (unprompted) the top 3 most important things they want from their homes. The most common responses are summarised in the table below.

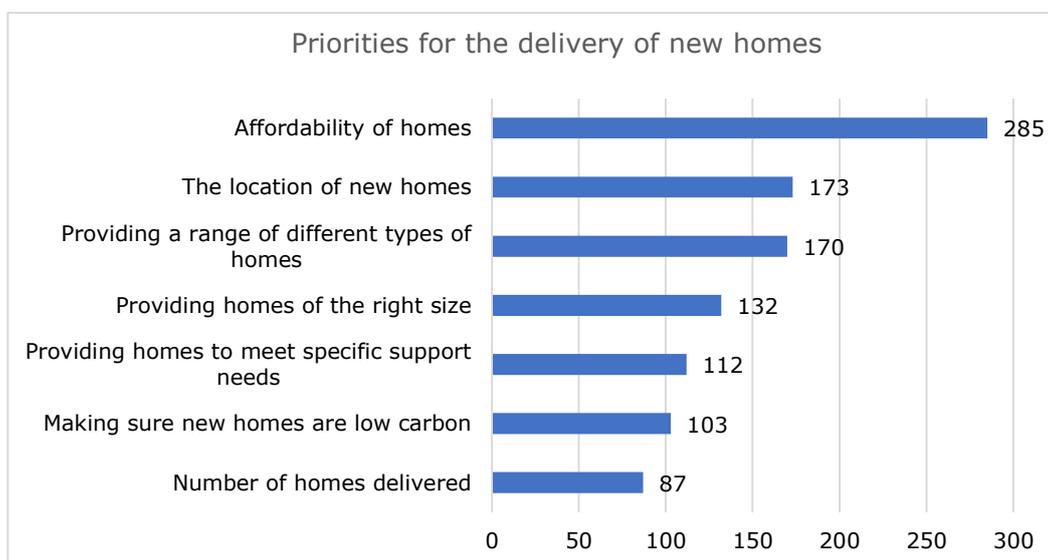
Theme	Number of Responses
Safety/security	178
Affordability of housing	89
Green space/protect greenbelt land	81
Right size/right number of rooms	78
Internal maintenance/repairs	72
Good community/neighbours	67
Warmth/not damp	56
Location	54
Garden	52
Local amenities	49
Accessibility	36
Eco-friendly/energy efficient	35

The most common concern was the importance of feeling safe and secure in one’s own home/neighbourhood, followed by affordability then easy access to green space/protection of the greenbelt. This shows a mixed focus on both internal aspects of homes such as size and condition, and wider community factors.

2.2 64 respondents indicated that they had one or more specific housing needs and would be prepared to join a co-production group to influence the support and services they require. The split of housing needs acknowledged by these respondents is as follows:

Housing Need	Number of responses
Physical disability	36
Serious mental health problem	20
Care leaver, asylum seeker, faith observer or other	17
Current or previous experience of homelessness or fleeing domestic violence	12
Learning disability	11

2.3 Respondents were then asked to select the top 3 things that they felt the Council should focus on in supporting the delivery of new homes. Their responses are summarised in the table below.



The most common response and clearly a priority amongst respondents was affordability (75%), followed by location and providing a range of different types of homes (approx 45% respectively). Respondents felt that affordability and location is more important than the number of homes delivered. 81 respondents gave further suggestions. By far the most common suggestion was a desire to protect greenbelt land (62

respondents). A number of respondents stressed that care should be taken to ensure that infrastructure is sufficient around new developments.

2.4 Post-consultation comments, revisions, and updates

- The housing needs of residents will be incorporated into new housing action plans for each township. These plans will take account of affordability, number of homes needed, specialist housing requirements, location, size, and tenure/occupancy (see priority 1 of our Action Plan - Appendix 2).
- We will review the capacity of the Housing Revenue Account (HRA) to determine opportunity for growth and affordable housing development.
- Reference to a Joint Commissioning Partnership has been added to the Strategy. This partnership will help facilitate the development of genuine affordable housing including supported and specialist accommodation.
- Our new neighbourhood teams will work directly with residents in the community to identify problems such as hate crime and anti-social behaviour and develop solutions in association with our multi-agency Organised Crime Group.
- An additional paragraph has been added to section 2 of the Strategy confirming the Council's support for a 'brownfield first' approach. Further text has been added confirming that the Housing Strategy does not have the authority to allocate land for development, make changes to the greenbelt or re-set planning policy.
- Infrastructure requirements will be considered as part of the planning process for new residential developments.

3.0 **Action on existing homes**

- 3.1 Respondents were asked if they think the actions proposed by the Strategy to improve Council stock are the right ones. 46% agreed, 41% said they did not know or did not have an opinion and only 14% disagreed. Some respondents gave further comments/suggestions, the top 7 are listed below:

Theme	Number of responses
Disagree with right-to-buy due to net loss	10
Environmental concerns	9
Council housing to be managed by Council/issues with Six Town Housing	8
More affordable social housing	7
Upgrade existing homes	6
Concerns about costs of upgrades	6
Regulate private landlords	5

It should be noted that some suggestions are not within the Council's gift

such as the Right to Buy which is a Government policy.

A number of respondents had environmental concerns, predominantly about building on greenbelt land, others stressed the need for new-build housing to be eco-friendly.

8 respondents expressed a desire for the management of social/council housing to be brought back within the Council itself and, a number of people stressed the need for more affordable and social housing to be built in the Borough.

Some people argued that more focus should be placed on upgrading existing housing (including Council-owned housing). However, concerns were raised about the cost of upgrades and how they would be met by private tenants/homeowners.

- 3.2 Subsequently, respondents were asked if they think the actions proposed to improve the private rented sector were sufficient. 51% agreed, 35% said they did not know or did not have an opinion and only 14% disagreed. Some respondents gave additional comments and suggestions, the top three are listed below:

Theme	Number of responses
Enforcement for bad landlords	12
Higher standards/inspections	12
Beyond Council's control	9

A number of respondents suggested various methods of enforcement for bad landlords including higher standards/increased inspections, licensing schemes, fines, and compulsory purchase if landlords fail to improve poor quality homes. However, 9 respondents felt that the Council does not have sufficient resources to tackle poor quality private rented homes.

- 3.3 Finally, in this section, respondents were asked if they had any suggestions or ideas for bringing empty properties back into use. The top 8 are listed below:

Theme	Number of responses
Renovate	28
Compulsory purchase	26
Offer to homeless/people on Council waiting lists	17
Buy back, remodel and offer affordably	15
Grants/loans for renovations	14
Penalties for landlords of empty	13

homes/otherwise increase costs	
Sell/offer cheaply with conditions	10
Make them affordable	7

As can be seen, the most common suggestion was to renovate/refurbish empty homes so they are suitable for occupation. This includes unused public buildings and commercial properties. Of those that responded, some felt the Council should do this whilst others said private companies and individuals should take responsibility.

26 respondents indicated that the Council should use its compulsory purchase powers to acquire properties that have been left empty for a long time. 17 suggested that empty homes should be offered to people who are homeless or on the Council's housing waiting lists. A further 15 said that the Council should buy empty properties, remodel, and offer as affordable housing.

14 respondents suggested that grants or loans should be offered to encourage renovation. Conversely, 13 people suggested imposing penalties or increased costs on those who leave properties empty. Proposals included higher taxes (specifically Council Tax) and fines. A further 10 suggested that empty properties should be offered for sale at discounted prices with conditions attached for improvement/renovation.

3.4 Post-consultation comments, revisions, and updates

- Priority 6 of the Action Plan (Appendix 2) summarises the actions we intend to take to improve the efficiency of the Borough's housing stock across all tenures, in order to reduce fuel poverty and achieve carbon neutrality by 2038, in conjunction with our emerging Climate Strategy.
- Section 7 of the Housing Strategy Action Plan summarises the actions we intend to take to regulate the private rented sector to improve poor quality housing and create safer communities.
- Text around the core values of the Ethical Lettings Agency has been added to the Strategy to demonstrate how this approach can offer support to vulnerable and homeless people.
- Text has been amended to reflect changes to the scope of the Good Landlord Scheme.
- The figures around empty properties have been revised and text amended, to demonstrate where the Council intends to target future resources.
- We will review the capacity of the Housing Revenue Account (HRA) to determine opportunity for investment in existing stock.
- An Empty Homes Officer has been recruited to reduce the number of empty properties across the Borough with a range of targeted interventions and minimise the negative effects they have on local communities. Our new Joint Commissioning Partnership will help us with this work.
- The appointment of an energy officer to help deliver the Green Homes Grant Scheme and other initiatives will enable low-income homeowners and landlords to access funding to carry out home improvements.

4.0 Enabling sustainable access to a suitable permanent home

4.1 Respondents were asked whether they think the range of measures proposed across all housing tenures, will help more people access a suitable home that they want to live in. 56% agreed, 30% said they did not know or did not have an opinion and only 13% disagreed. Some of those that disagreed gave additional comments/suggestions, the top 6 are summarised below:

Theme	Number of responses
More options and support for older people	6
Appropriate homes for people with disabilities	6
Brownfield sites for affordable housing	5
More support for people who can't access social housing	5
Pressure developers to build what's needed	4
More affordable homes/less expensive ones	3

Some respondents want to see more options and support for older people e.g. full-time wardens in sheltered housing schemes, support to adapt current home and incentives for downsizing; more appropriate/adapted homes for people with disabilities and, more ground floor flats, bungalows and community-based housing for people with learning disabilities.

5 respondents indicated that more support needs to be provided to ensure people can either access social housing more easily or, are supported to find an acceptable alternative. On a similar note, 3 respondents said that more affordable homes need to be built and, 4 said that developers should be compelled to build homes that are affordable and meet the needs of local communities.

4.2 Post-consultation comments, revisions, and updates

- Addressing the shortfall in housing provision and increasing housing options for older people and specialist groups including people with disabilities, form two of the key priorities in our Action Plan (priority 3 and 4, Appendix 2).
- The Allocations Policy, Strategic Tenancy Policy, Disabled Adaptations Policy and Affordable Housing Strategy will be reviewed, to enable residents to explore the full range of housing options and make a choice that is right for them. It will also enable the Council to better match disabled people to suitably adapted homes. In addition, we are planning to create easy read summaries of these policies and other housing related documents in association with Bury People First, to give support to those who need it.

- We are also considering developing a Common Housing Register which would include properties belonging to registered providers, to increase choice and boost numbers.
- The Council has a duty to determine all planning applications submitted in accordance with national guidance. Nevertheless, the Housing Strategy is supported by our Housing Needs and Demand Assessment which shows what types of homes are needed and, we intend to use this information to help influence private developers and registered providers to build the types of housing required by local communities.

5.0 Supporting people to live well in the community

5.1 Respondents were asked whether they think the range of support proposed by the Strategy to help people live well in the community is sufficient. 53% agreed, 31% said that they did not know or did not have an opinion and 16% disagreed. Those that disagreed were asked what else they would recommend; the top 6 are summarised below:

Theme	Number of responses
More support in the community	6
Listen to/talk to people to find out what they need	6
Consider community cohesion	5
More housing options in the community	3
Deal with underlying issues	3
Environmental concerns	3

A number of respondents stressed the need for additional holistic community-based support not just housing support but, support for young tenants and new mothers specifically and, more activity focused community groups.

Five people described the importance of considering community cohesion in housing decisions, such as where to allocate housing for people with support needs. Three others want to see more housing options provided in the community for people with support needs and, a further three noted that additional investment would be required from the Government to achieve the desired aims.

5.2 Post-consultation comments, revisions, and updates

- Our new neighbourhood teams will work directly with residents in the community and support those who face the most difficult and often multiple challenges, such as long-term unemployment, significant mental health issues and drug and/or alcohol dependency. They will also provide housing and tenancy

sustainment services, signposting to activities and help people take responsibility for their own health and wellbeing, in order to create stronger, more resilient, and connected communities.

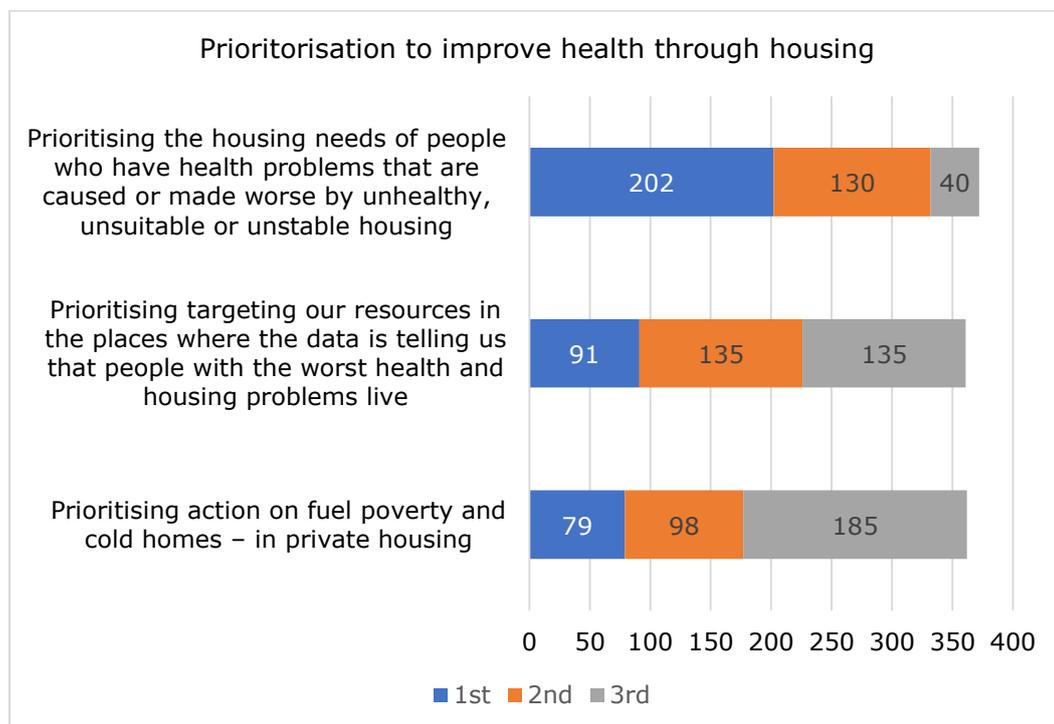
- We will work with our commissioning teams and service users to ensure that any new housing we commission with our partners for people with support needs is appropriate (see priority 4 of our Action Plan, Appendix 2).

6.0 Healthy people, homes, and places

6.1 In this section, respondents were asked to indicate how the Council and health commissioners should rank the following 3 priorities to help improve people’s health through their homes:

- Prioritising the housing needs of people who have health problems that are caused or made worse by unhealthy, unsuitable, or unstable housing.
- Prioritising targeting resources in the places where the data is telling us that people with the worst health and housing problems live.
- Prioritising action on fuel poverty and cold homes – in private housing.

The diagram below summarises the responses to this question.



By far the most common response was ‘prioritising the housing needs of people who have health problems that are caused or made worse by unhealthy, unsuitable or unstable housing’. Targeting resources in places with the worst health and housing problems was prioritised slightly higher than action on fuel poverty and cold homes in private housing.

- 6.2 Subsequently, respondents were asked whether they think the actions proposed by the Strategy at community and place level will help improve resident's health and wellbeing - 63% agreed, 29% said that they did not know or did not have an opinion and only 9% disagreed. A number of respondents gave further comments/suggestions, the top 7 are summarised below:

Theme	Number of responses
Don't build on the greenbelt/maintain green and open public spaces	20
Not convinced actions will be successful	12
Develop community	4
Improve quality of existing homes	3
Fuel poverty	3
More focus on mental health	3
Listen to health/disability experts	3

12 respondents were unconvinced that the actions stated will actually be delivered or achieve their stated aims. 4 people described a need to bolster local communities and community engagement, to support mental health and wellbeing – similar to 5.1 above.

The importance of addressing current homes was noted again: 3 people said that improvements must be made to current homes in a poor state of repair and, 3 others stressed the importance of tackling fuel poverty. 3 people wanted to see greater focus on mental health, and a further three pushed for the Council to listen more to health and disability experts (including people with lived experience).

As with the other questions, a number of people stressed the importance of protecting the greenbelt and maintaining access to green space for physical and mental health and, how critical this has been during the pandemic. They were also concerned about the impact on air quality through increased urbanisation and traffic congestion.

6.3 Post-consultation comments, revisions, and updates

- We will build proactive relationships with private landlords through accreditation and licensing to encourage high standards and help improve poor housing conditions in the private sector.
- We will strengthen our enforcement resources to enable a more proactive approach and help improve the health and wellbeing of our residents (see priority 7 of our Action Plan, Appendix 2).
- We will work with our health and social care partners and service

users to develop an agreed joint commissioning strategy to meet the needs of specialist groups and people with disabilities including those with a learning disability (see priority 4 in the Action Plan).

As with previous sections, some of the responses in this particular section have already been considered and addressed in previous sections.

7.0 Towards low carbon homes

7.1 The final section of the survey asked residents questions about moving towards low carbon homes. Firstly, respondents were asked if they think the actions proposed by the Strategy for the shift to low carbon homes will be sufficient. 42% agreed, 39% said they did not know or did not have an opinion and 18% disagreed.

Those that disagreed were asked what else they would recommend. The top 4 comments/suggestions are summarised below:

Theme	Number of responses
Tackle existing homes	11
Target/support for private homes – solar panels, window upgrades to prevent heat loss and ban wood burning stoves.	11
Don't build on greenbelt/incentivise development on brownfield	9
Concerns re affordability	6

Again, a number of respondents stated that it is important to tackle existing homes, both in terms of carbon emissions and other issues. Some of these issues have already been considered and addressed in previous sections.

The protection of the greenbelt was again a common response. Some respondents suggested planting more trees, particularly in areas prone to or at risk of flooding and, charging developers a premium to build on greenbelt land.

7.2 89% of responders said they would consider having measures installed to make their homes more energy efficient. 20% of those who responded to the questions in this section said that they would like to join a group to explore roles that local residents might play in making the shift to low carbon homes. We are anticipating that this group will have a role in the delivery of our emerging Climate Strategy.

7.3 Post-consultation comments, revisions, and updates

- In relation to the Council's housing stock, a draft action plan for the retrofit of 8,000 homes over the next 17 years has been developed.

Measures include internal and external insulation, solar panels, energy efficient heat pumps to provide low carbon heating and LED lighting. Just under 100 properties have already been fitted with energy efficient heat pumps and customers have benefited from substantially reduced energy bills. Solar panels have been installed on the Red Bank extra care scheme and to 13 residential blocks of flats in the Borough. Loft and cavity wall insulation, energy efficient central heating and double glazing is provided as standard.

- The Council has previously approved £250,000 for tree planting including an allocation of £100,000 to City of Trees as match funding towards further external funding for tree planting. This will be used for a wide range of tree planting within parks and open spaces as well as community tree planting and tree planting aimed at reducing flooding.
- We will develop a new Bury Eco Standard to support planning policy and help decarbonise communities.
- A Greater Manchester Energy Efficiency and Stock Condition Survey is underway for each local authority area. This will enable us to determine the condition of the Boroughs housing stock and carbon status including, for example, EPC ratings.
- Priority 6 of our Action Plan sets out what we intend to do to improve energy efficiency in homes across the Borough and progress to carbon neutrality by 2038, in conjunction with our emerging Climate Strategy.

Additional minor revisions have been made to the Strategy to ensure it is up to date and reflects the current position.

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Appendix 2

Draft Strategic Priority Action Plan

1. Develop township specific housing action plans to support wider township place strategies

Where are we now?

- Bury Town Centre Masterplan with proposals for housing development.
- Radcliffe Strategic Regeneration Framework – identification of key housing sites.
- New Boroughwide HNDA and Housing Strategy to determine current and future housing need/aspirations.
- SHLAA - potential sites for residential development.

Where do we want to be?

- Six evidence-based housing action plans reflecting local demand and needs, linked to wider township strategies and the opportunities in each township area for action.

How will we get there?

Short term

- Draw on information provided within the HNDA and SHLAA to determine housing need and land availability in each township; assess our Brownfield land capacity.

Medium Term

- Develop the housing action plan for each township.

2. Increase the amount of new and available housing in the Borough (both market and affordable homes)

Where are we now?

- Average completions in the last 3 years - 200 against a planned target of 500. Average number of affordable homes delivered over the same period 100.
- Over 500 predominantly private long term empty homes (empty longer than 2 years).
- Increasingly constrained supply of good quality market housing both for sale and rent.

Where do we want to be?

- Building 500 new homes per annum, predominantly on brownfield sites.
- Building 100 new affordable homes per annum (25% of all development).

- Returning 20 long term empty homes per annum back into fully occupied dwellings.

How will we get there?

Short term:

- Release 3 Brownfield sites in Council control to the market with capacity to build 200 new homes.
- Identify other Council owned sites and buildings to market for a mix of residential and commercial use.
- Re-engage with Registered Housing Providers with a positive approach to jointly develop proposals and solutions.
- Engage with the private sector residential development market and promote Bury as a positive option for development.
- Update our land use plans using digital technology and housing market analysis to re-assess our brownfield land capacity including town centres and any planning policy updates necessary to assist building.
- Refresh/update our Empty Homes Strategy. Empty Homes Officer to target cluster areas in the Borough with a range of interventions - target of 20 empty homes per annum returned to use.

Medium term:

- Ensure sufficient land is released for residential development and ensure appropriate infrastructure is in place to support delivery, reduce traffic congestions and create strong, productive, and sustainable communities.
- Make funding cases to Homes England and GMCA for support on sites linked to our Growth Strategies, especially around the town centres.
- Analyse our existing affordable housing offer in terms of type, size, and location to ensure we are offering the right homes in the right places and making the best use of existing stock.

Long term:

- Carry out an asset management review of all Council and other publicly owned assets and land in order to identify additional land capacity for development.

3. Address the shortfall in housing provision for older people

Where are we now?

- 506 private sheltered housing units across the borough, 385 units belong to Bury Council, plus 169 units of extra care.
- Approximately 3,041 units of specialist older person's accommodation in the Borough (private and Council owned).
- An increasing proportion of over 65's and 85's in the next 10 years
- an identified need capacity for 372 places in independent living schemes by 2030, rising to 578 in 2037. No additional demand in the short term for residential care.

Where do we want to be?

- An evidenced based understanding of where the existing generation of older people and where the next generation of older people are currently living in the Borough, their health, and aspirations for housing in old age over the next 25 years.
- Sites and buildings identified in the right locations for development and conversion/improvement to meet the local needs of the future older population of the Borough.
- A programme of integrated commissioning for homes and services that support our older residential population.
- Increased housing choices for older people.

How will we get there?

Short term:

- Understand the existing evidence base and where there are gaps commission research to strengthen our knowledge, especially how our township action plans can help support the integration of older people's services in their locality.
- Develop a housing strategy for older people and a joint commissioning plan with health and social care partners.
- Review four Council owned sheltered housing schemes to ensure they are meeting older people's needs.

Medium term:

- Jointly commission new services including the development of older people's specialist housing and evaluate against the research outcomes.
- Review the Disabled Adaptations Policy and delivery to ensure it meets statutory requirements and the updated requirements of the joint commissioning approach.

4. Increase housing options for specialist groups including people with a learning disability

Where are we now?

- An outdated approach to housing and support for our LD community and for future needs.
- A good understanding of the total numbers and needs of specialist groups across the Borough

Where do we want to be?

- A finer grained evidenced based understanding of future needs including aspirations for supported housing over the next 25 years.
- Sites and buildings identified in the right locations for development and conversion/improvement to meet the needs of specialist groups and people with a learning disability.
- Increased housing choices for specialist groups including people with a learning disability.

How will we get there?

Short term:

- Analysis of the existing evidence base including the views of people with 'lived experience' and, commission research to strengthen gaps in knowledge.
- Develop an agreed joint commissioning strategy with health and social care partners around the outcomes of the evidence base.
- Engage with RP's operating and developing in the Borough to explore joint commissioning and delivery of specialist housing.
- Map the supply of accommodation based supported housing options to increase housing choices.

Medium term:

- Work with one or more specialist RP housing partners to upgrade existing provision.
- Review the Disabled Adaptations Policy and delivery to ensure it meets statutory requirements and the requirements of a joint commissioning approach.
- Jointly commission new services including the development of specialist housing and evaluate against the research outcomes.
- Review other housing options such as KeyRing Living Support Network and the HOLD Home Ownership Scheme, to enable vulnerable adults to live independently.
- Create easy read summaries and guides of housing related policies and procedures.

5. Reduce the need for rough sleeping and homelessness

Where are we now?

- Funding for 2 outreach worker and coordinator posts in place.
- 30 emergency bed spaces with support currently available for rough sleepers.
- 30% increase in homelessness across GM; big increase in homeless applications (Bury Council) due to the pandemic and further increase anticipated due to the lifting of the eviction moratorium.

Where do we want to be?

- Sufficient and appropriate housing and support available for statutory homeless cases and those at risk of homelessness and rough sleeping – includes primary health care and access to mental health and drug and alcohol services to ensure they do not return to rough sleeping.
- An increased supply of suitable homes to meet needs, both temporary and permanent.
- Sufficient capacity to place individuals in a safe environment where needs can be assessed.

How will we get there?

Short term:

- Refresh the Homelessness Strategy and develop a supporting action plan.
- Review pathways of support for vulnerable tenants at risk of eviction and ensure tenants are tenancy ready and tenancies sustained.
- Bid for funding through MHCLG to increase long term accommodation provision and related support services for rough sleepers and those at risk.
- Join the GM Ethical Letting Agency (ELA) and evaluate its impact.
- Evaluate the proposals for a Homeless Hub to be established.

Medium term:

- If agreed, develop a full business case for a homeless hub, identify suitable site and funding options.
- Identify properties for ELA acquisition to increase the supply of affordable rented accommodation.

6. Improve the energy efficiency of the Boroughs housing stock across all tenures

Where are we now?

- 9,563 households in fuel poverty, most significant problems are in the private sector.
- Committed to a Climate Emergency Strategy with 3,671 Council properties below EPC band C.

Where do we want to be?

- All Council properties EPC band C or above by 2025.
- All Council properties to be carbon neutral by 2038.
- All new builds to be net carbon zero by 2028.
- All private homes to be carbon neutral by 2038.

How will we get there?

Short term:

- Recruit energy officer to deliver the BEIS Pilot Scheme to raise and enforce the minimum efficiency standards in private rented sector housing (EPC ratings).
- Increase take up of the Green Homes Grant Scheme to improve the energy efficiency of private sector housing - 75 properties referred, 50% prequalified and awaiting survey.
- Ensure all new builds have an energy rating of C or above.

Medium/long term:

- Develop Bury Eco Standard to support planning policy and decarbonise communities.
- Develop a zero-carbon exemplar/pilot project with RPs on Council owned land.
- Pilot retrofitting 100 Council homes to achieve zero carbon status and evaluate.
- Assess the condition of social and private housing in the Borough including eco elements to establish baseline position.

- Develop plan for all Council homes to achieve carbon neutrality by 2038 and SAP C rating by 2025.
- 10% of new homes on private developments to be carbon neutral homes.

7. Ensure that the private rented sector plays an important role in providing good quality homes in safe neighbourhoods across the Borough

Where are we now?

- An estimated 12,000 PRS homes across the Borough.
- Very few portfolio PRS landlords and many small and some accidental landlords.
- 74 licensed HMOs across the Borough and an unknown number of unlicensed HMO's
- Pockets of PRS which are detrimental to the general health and wellbeing of residents and the neighbourhood as a whole.

Where do we want to be?

- A predominantly self-managed and self-regulated PRS sector where landlords and their tenants contribute positively to the overall health and wellbeing of the Borough.
- Criminal landlords subject to joint intelligence with the crime fighting agencies and targeted co-ordinated cross agency enforcement action taken, ultimately driving the worst offenders out of the Borough.

How will we get there?

Short term:

- We will work with professional landlord organisations to maximise take up of membership in the Borough.
- We will join the GMCA Good Landlord Scheme.

Medium term:

- We will aim to strengthen and organise the Council's enforcement resources to enable a more pro-active approach to be taken.
- We will explore joint working with partners and neighbouring authorities in order to enhance capacity and good practice.
- We will consider and evaluate an approach to a local landlord licensing scheme which will focus on a small, targeted area of the Borough.
- We will aim to develop a record of all licensed and unlicensed HMOs in the Borough to ensure compliance.

Bury Housing Strategy

April 2021

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Section 1: Housing for Bury 2030: Let's do it!

The Council, partners and residents have worked together to develop a 10-year vision for the borough. Through a true collaborative transformation process, the *Bury 2030 Vision; Let's do it!* is bringing together and integrating our public services with new neighbourhood-based hubs and team working. Our public and voluntary services, businesses and local partners are starting to coalesce energetically around a common vision and set of objectives that will continue to guide reform and service transformation across the borough.

This housing strategy and supporting action plan sets out how we intend to work and what we intend to do to create the right conditions so that housing – across all tenures – supports our Bury 2030 Vision.



1.1 Housing for Bury 2030 Let's do it! and our Industrial Strategy

Housing, in its widest sense, affects many parts of our lives. The COVID-19 lockdown period brought home to us all just how important it is to have a healthy, suitable and secure home. It has made us more conscious of our local neighbourhoods and of the spaces between our homes, places where we can meet and enjoy each other's company. There is a new impetus on helping people of all ages to live well within our communities; neighbours stepped up to offer support to people who were shielding; homeless people were given en-suite hotel accommodation with on-site support as the appetite for residential care decreased rapidly the realisation that we must create the conditions for older people to live well within their communities for as long as possible has grown. We are now acutely aware of the huge role

housing construction could play in shoring up a positive future for our local and national economy, not least as we gear up to address the climate change challenge.

Here's how housing will support the five themes of our industrial strategy.

1.1.1 Healthy People

People are healthy when they are living well in their homes and neighbourhoods. The ability to secure a warm, safe home that is the right size and that meets our particular needs at each stage of life in a neighbourhood we feel we 'fit' and with the support we need to live independently, is core to our happiness. It is the basis for good mental and physical health and a springboard to a good life at any age.

There is currently an imbalance between the housing available in the borough and what people need and aspire to, so not everyone is able to find a home that is affordable for them and that meets their needs. This is also limiting the borough's potential as a place of choice for people considering moving to the area. This strategy aims to plot a course towards filling that gap through more proactive engagement with developers and registered providers to enable more of the right sort of homes to be built.

It also sets out the steps we will take towards more healthy housing, communities and places to take the pressure off our health systems including through our One Commissioning Organisation and, by proactively addressing people's housing problems through our neighbourhood-based teams and homeless programmes.

1.1.2 Thriving Green Places

Thriving green places are alive, calming and distinctive. People love to live and work in them and visit them because they offer safe, pleasant and interesting spaces and reasons to interact with others – through digital means as well as face-to-face. They offer the potential for money to be spent and earned through the sale of attractive goods and experiences as well as free, inexpensive and pleasant community spaces to just 'be'. They provide safe ways to cycle and walk and air quality is high. Homes are powered by renewable energy sources and are well insulated.

Regeneration is taking place in our town centres: Bury, Prestwich, Radcliffe, Ramsbottom, Tottington and Whitefield. By aligning new housing development, improvements to existing homes, consideration of people's local workspace requirements and the need for parks, trees and green spaces to enhance the strong identities of each of our towns, we aim to create urban villages with appropriate infrastructure where people can live, work, relax and have fun.

1.1.3 Co-designed Ideas

Bury needs more affordable housing. However, people want more than 'affordable housing'; they want a home to enjoy that meets their needs and aspirations in a place they like at a price that enables them to enjoy their lives.

We want to hear more from our residents at different stages of their lives about what makes a 'good home' and a 'good neighbourhood' and to provide ways for them to influence what happens in their neighbourhood including through our approach to planning and delivery on the ground. We want to influence more diverse and imaginative types of housing to support people to live good lives – whether they are live-work schemes, dementia-friendly homes, self-build or other types of housing – in line with their aspirations and affordability levels. We are open to new ideas and we want to inspire others and be inspired by seeing how other places are innovating, for example, in financing new homes, low carbon technology and modern methods of construction.

1.1.4 Future-proofed Infrastructure

We see our housing – of all types – as part of the infrastructure of the borough, alongside our transport, roads and digital communications. The housing that is already there, and that will be built over the period to 2030, will outlive most of us so we have a duty to look after it for future generations.

We want to drive up the number and quality of homes in the borough and to make sure that new homes are right for the location, offering people choice and helping our towns and neighbourhoods to thrive. We will seek to influence the type, quality, density, energy efficiency and carbon emissions of new homes that are built. We will also drive-up standards in private rented housing and empty homes that we bring back into use. We will enable people at all stages of life to access a home that suits them and their families at a price they can afford – giving special attention to meeting the aspirations of our older people and specialist groups, and our younger households who might otherwise move away. Our long-term aim is for all of the borough's homes to become net carbon neutral, starting with new homes.

1.1.5 Inclusive Business Growth

Bury has ambitions to move beyond its post-industrial phase to forge a new economic future characterised by inclusive growth and respected and engaged communities.

Housing can help boost the local economy in several ways. Increasing the supply of homes that are both affordable and attractive for young professionals starting out helps to retain more of our young people and attract others to live in the borough to power our local economy. A better range of housing options for households across the life-course and quality places will help to attract people who can fill skills gaps to live and spend their money in the borough and will encourage new businesses to locate themselves in the borough. Supporting development partners and procuring from building companies who offer local apprentice, training and employment opportunities will help to increase the number of construction jobs available to Bury residents. Through new self-build and renovation options, our younger residents will have opportunities to build their construction skills-set. Supporting local businesses to rise to the challenge of climate change, we can help to upskill a workforce for component manufacture and housing retrofit; and the more people save on fuel bills, the more they have to spend in the local economy.

1.2 Housing that enhances our towns

All six of our town centres are different. Residents are actively engaged in creating their town's future, based on its strong identity, ambition and the contribution it aspires to make to people's lives and prosperity of the north west. Each town is on a different trajectory and the process and timescales for developing the town centres will vary considerably.

Housing presents an opportunity to breathe new life into our town centres and help to achieve each of our town centre ambitions. The changes in our retail habits that have been accelerated by the COVID-19 pandemic will force a repurposing of many of our town centres. Changing the use of some retail sites to create an aspirational housing offer that includes affordable homes with good access to leisure facilities, parks, culture, art and a wide range of community facilities, could be one route to realising our ambition for '15-minute neighbourhoods'.

Building new homes as part of a regeneration plan, such as through a Bury Town Centre Masterplan, could enhance the town centre as a place to live, shop and work. A holistic plan for the place and properly supported delivery would help to raise developer confidence and attract investment. Apartment-style accommodation close to tram stops and other transport hubs can be popular with younger commuters. Offering some Build to Rent apartments could be a way of providing a blend of rent levels.

Other places, such as Radcliffe, could be enhanced through a broader mix of good quality housing designs that appeal both to young families and elderly people. The Radcliffe Strategic Regeneration Framework sets out some detailed proposals around key housing sites and their importance in meeting the housing needs of local residents as well as delivering increased footfall to aid town centre vitality. The former East Lancashire Paper Mill, for example, has the potential to deliver around 400 homes with a range of house types, sizes and tenures.

In Ramsbottom and Tottington, some sites may be suitable for additional 2-bed bungalows or flats that could be attractive to older people looking to downsize. While in Prestwich, the desire for larger homes to buy in areas with significant Jewish populations could be enabled in partnership with a trusted housing association while also accommodating some higher density apartment-style homes alongside products suitable for young people.

Whitefield may have potential for a village hub around an extra care scheme and this could inspire similar intergenerational 'village hubs' through remodelled sheltered schemes.

In every place there is scope to remodel the public spaces between the homes to provide more congenial spaces for people to meet and enjoy together.

1.3 Working with residents to shape housing in each township

Much of this strategy applies equally across the whole borough. However, it will be possible to vary how we apply some elements in different locations depending on the emerging vision for each town.

We will hold a series of conversations with residents through our Towns Initiative, our new community hubs and other forums to shape our approach to housing for each township. We will explore existing homes, new homes and how housing can support successful neighbourhoods and will allow for local variations in timescale in how some elements of this housing strategy are implemented. The vehicle for holding these conversations will vary – in some towns it may take place as part of a master planning process or as part of the development of the strategic regeneration framework. In other places, a standalone housing blueprint might provide a useful mechanism for discussion and negotiation. There will be an expectation that each township will support borough-wide ambitions, such as for all new homes to be low carbon by 2030, and that they will contribute to meeting the overall housing needs of the borough. A central decision-making committee will ensure that each township does its part to deliver the vision of the whole of Bury within Greater Manchester.

The current profile of homes, including both rent levels and purchase prices, vary significantly between the six townships. It makes sense to build homes that will help to 'balance up' the range of homes available across the borough at the same time building to achieve the vision for each town. Our Housing Needs Assessment 2020 provides information on the nature and affordability of existing housing in each township as well as the aspirations and expectations of residents living there. We will draw on the information provided within the Housing Needs Assessment to develop individual 'housing propositions' that will inform our discussions and help us to determine what sort of new homes we want built in each town (see Section 2.3.1 for more information). They will be informed by the Greater Manchester Spatial Framework and local planning documents and will also help inform the development of future planning documents. We will also draw on the range of ideas presented within this strategy to ensure our action on existing homes supports the broader vision for each town.

Developing our township coproduction mechanisms will enable us to get ahead of the Planning White Paper that is expected to establish a new system of 'zonal planning' in which resident engagement is weighted towards the plan development stage. We will seek resources from Homes England, MHCLG, BEIS and other sources to support and deliver our arrangements for township housing planning.

Outcomes sought from this housing strategy

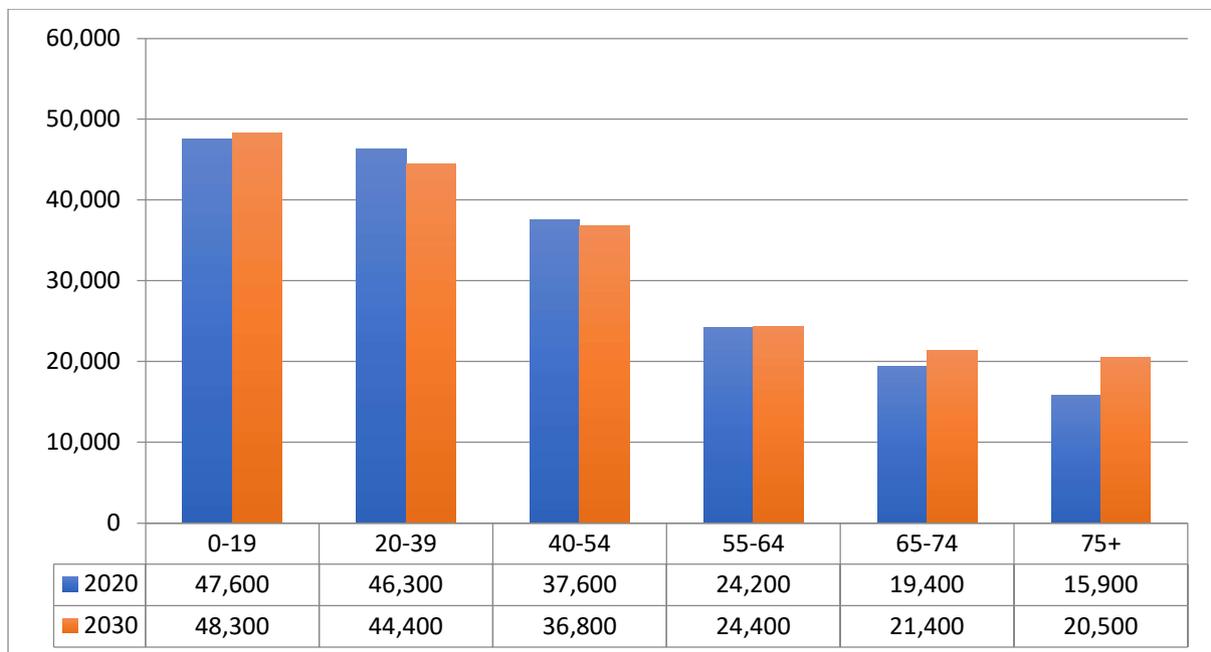
- More homes in the borough.
- Increased affordable housing supply – through new build, leasing and acquisition.
- A more dynamic housing market – a broader range of housing types and tenures and more tailored support for people to access a suitable home they want in any tenure.
- Good quality, healthy homes and places.
- Support that enables people to live well in the community.
- Intelligent, evidence-driven, targeted investment to improve health through housing.
- Township housing strategies to support the future of each town centre and surrounding neighbourhoods.
- To eliminate rough sleeping by 2025 – through an evidenced approach to preventing homelessness, increasing the supply of affordable new homes, supporting accessibility and ‘enabling support’ towards independence.
- Rapid movement towards low carbon housing.

Section 2: New homes for Bury

2.1 Who lives in Bury now? Who will live in Bury in the future?

In 2020, there were 191,841 people living in over 81,000 homes in Bury MBC. The borough’s population is projected to increase to 198,241 by 2030 and to 202,568 by 2037, an overall increase of 5.6% residents. The population aged 65 years and over is expected to increase disproportionately quickly, from 35,225 to 43,635 a rise of 8,410 or almost 24% over the same period.

This population increase equates to 5,109 new households over the period from 2020-2030¹ with many more households expected in the older age groups. The projections also show a decline in the number of people between the ages of 20 and 54 living in the borough.



This analysis is telling us that, at the same time our population is ageing we are not retaining or attracting working age residents. We need to act now to change the direction of travel and drive a better balance between our younger and older populations.

A recent economic analysis² revealed that Bury has a diverse and high skilled population. However, Bury did not bounce back well during the years following the last recession in 2008-10 and this suggests that economic recovery following the Coronavirus pandemic could also prove difficult. The demand for housing is high from people who work outside the borough, and whose incomes are generally higher than those who work and live within the borough, many of whom also see Bury as good place to live. This has the effect of pushing house prices up to levels that are a stretch for many people living on Bury-level incomes.

¹ Bury Housing Market Assessment 2020, using 2014-based MHCLG household projections

² Bury Economic Performance, Resilience and Brexit, Cambridge Econometrics 2020

Our Housing Needs Assessment shows that people who earn lower quartile, and even median level incomes in Bury can struggle to buy a suitable home³.

The actual costs of housing varies significantly across the borough; Prestwich is both more expensive than other townships and popular with commuters while Radcliffe is less expensive and has the potential to offer good quality affordable housing options in a high-quality environment, through our regeneration plans.

We need to work harder to provide the right homes both to retain those who commute out for work and to meet the needs of residents working locally; both will help to stabilise spending and support recovery of our local economy. We also need to make sure we can attract the right skills to drive and fill gaps in our local economy that cannot easily be filled by people already living in the borough. People are persuaded to live in a place when both the housing and place offer is attractive to them. Getting the housing right within our broader plans for regeneration of our town centres is going to be critical to Bury's economic future.

We have an opportunity through the new homes that will be built over the next ten years, and through attention to existing homes and places, to develop a strong 'housing offer' that will both provide for our older population and help to shore up our working age population who will be critical for our economic future.

2.2 How many and what sort of homes will we aim to have built?

Bury is one of the less affordable areas of Greater Manchester with slightly higher than average house prices than the North West generally⁴. The most common size is a 3-bed home and almost 45% of existing homes have three bedrooms. Owner occupation is high at almost 70% while private renting is low at 15.1%. Bury has a notably small proportion of households living in affordable homes with just 15.3% of households renting from the Council or from a housing association. This is almost 20% below the England average and 16% below the North West average.

In 2019 the Draft Greater Manchester Spatial Framework (GMSF) proposed a target of an average of 498 new homes in Bury MBC each year to meet needs to 2037. This was on the basis of stepped targets requiring 270 new homes each year from 2018-23 and 580 new homes each year from 2023-27. The quantity of development required is based on the Government's standard methodology for calculating housing needs. These figures and housing targets are potentially subject to change through the next iteration of Greater Manchester's joint development plan (Places for Everyone). Over the past five years, 383 new homes have been built annually, 25% of which were affordable dwellings.

³ Figure 4.8 of Housing Needs Assessment 2020

⁴ Median house prices in Bury MBC were £165,000 in 2019 compared with £158,000 across the North West and £235,000 across England. Housing Needs Assessment, 2020

Our latest Housing Needs Assessment tells us that we have a net shortfall of affordable housing for 448 households each year⁵. It recommends that 75% of all new homes should be for sale or rent at market levels and 25% should be affordable homes; 15% rented and 10% affordable home ownership.

The Housing Needs Assessment 2020 identifies six 'stages of life' for which people typically want different things from their housing. This points to the need to deliver a greater range in the type of homes built in line with the Greater Manchester Housing Strategy Priority B3: Increasing choices in the housing market is a priority across Greater Manchester.

We will draw on this data and, in addition, we will actively collect more detailed and nuanced information about the features that people within the age groups we want to attract and retain are looking for – those between the ages of 20 and 54. We will work with our new Community Hubs, residents and partners who are in touch with residents, such as local employers, to enhance our knowledge of residents' aspirations and will use this to inform and influence what is built and how we will help people to access a home they want.

What might Bury residents want from their housing?

Working with our Community Hubs we will develop a more detailed understanding of what people want.

- ***Bury's young residents seeking independence (16-25)*** might be interested in purpose built shared 'co-living' accommodation, a modern super energy efficient micro-home, supported lodgings with an established household or foyer-style accommodation for 16-21 year olds.
- ***Bury's young professionals (26-39)*** might be interested in LiveWork schemes, in purchasing or renting a town-centre apartment or Council owned Build-to-Rent.
- ***People looking to settle in Bury (26-45)*** could be interested in purchasing a new keyworker house or apartment, or in a self-build option through which they learn a range of project management and building skills
- ***Bury's maturing families (35-59)*** may prioritise a garage or off-road parking and may want to have a say in the design of their new home. Some could be interested in being part of an 'intentional community' such as intergenerational cohousing.
- ***Bury's active older people (60-74)*** may be looking to downsize to a smaller home that is more manageable, they may be looking to be within reach of a 'sheltered village' or even to be interested in moving with friends into a cohousing scheme they have helped to design.
- ***Bury's more frail older people (75 and over)*** may also be looking to downsize and may be more inclined towards a model of extra care within a 'natural community'. They would benefit from Lifetime Homes Standards and may want a safe space to park a buggy.

⁵ Housing Needs Assessment 2020

2.2.1 New specialist homes and neighbourhoods to meet particular needs

There are increasing sources of evidence about what makes a good home, and a good neighbourhood, for people with particular housing needs⁶.

In addition to nationally available information, in Bury we are moving towards a system of 'Coproduction Networks' where we explore with different groups what would help them to live a good life. Issues relating to housing and neighbourhoods typically come up frequently and we will endeavour to understand the characteristics of new homes and neighbourhood that would help to meet particular needs well.

Homes suitable and attractive for older people

Our Housing Needs Assessment is telling us that most people over the age of 65 want to continue to live in their current home, with support when needed. However, up to 40% between the ages of 65 and 74 may be interested in moving to a more suitable, more manageable and often smaller home – many thousands of people over the period to 2030. The appetite to consider a move halves to around 20% by the time people reach 75 years of age, but the desire to move into a sheltered or extra care schemes is in fact highest for the 75-84 age group, at around 20% or more.

This is telling us that, so long as we get the model and publicity right, new extra care housing and remodelled sheltered housing has a significant part to play in housing our older population going forward. Two-bedroom apartments with the right features and in the right locations, are also very popular with older people, as are bungalows. Some of our communities choose to live and be supported within extended family structures; the Council is keen to provide a suitable response to their needs, which might include advice on home extensions or extensions to Council properties.

Building significant quantities of the right new homes attractive to our aging population will help to free up larger homes in all tenures. This will make for a more dynamic housing market as more people find a suitable home in a location they want at different stages of their lives.

Homes for people with a learning disability

Our housing and support options for people with a learning disability are out-dated. We intend to address this by gaining a better understanding of what matters most to people in terms of their housing and location of their homes as well as adopting more enabling, community-based forms of support that enable and maximise peer-support and make it possible for more people to live in a non-specialist house with off-site support (see Section 5).

⁶ Housing LIN has a wealth of information on this: <https://www.housinglin.org.uk/>

Where the housing needs of people with a learning disability can be best met through new housing with particular features, we will build this into our housing development and influencing activity.

“All people with a learning disability should have the opportunity to live in an ordinary street in an ordinary house, just like everybody else”. **Draft Learning Disability Needs Assessment 2020**

Homes for people with a serious mental health problem

Housing is a central part of an effective recovery pathway for people with a serious mental health problem as well as a key element in preventing ill health.

We will seek out and examine best practice from other Council-NHS partnerships to identify the best forms of accommodation and tenancies to provide stability and support and aid recovery. We will work across the Council and CCG, including through the One Public Estates programme, to identify sites and bring forward funding to provide appropriate accommodation.

New homes for people with a physical disability

The Bury 2020 household survey has indicated that residents in 2,141 households (2.6%) require wheelchair adapted dwellings either now or within the next five years. Over the plan period, this number is expected increase by a further 132 resulting in an overall need for 2,274 wheelchair adapted dwellings. This will be achieved through the adaptation of existing properties and through newbuild.

Building regulations mandate that all properties are built to ‘visitable dwelling’ or M4(1) standard. Higher standards are optional, and these include:

- Accessible and adaptable dwellings, M4(2)
- Wheelchair user dwellings, M4(3)

National Planning Policy Framework (NPPF) states that: *‘where an identified need exists, plans are expected to make use of the optional technical housing standards to help bring forward an adequate supply of accessible housing’.*

It is proposed that the Council will aim initially for 10-25% of new dwellings at the optional M4(2) standard, which is equivalent to the Lifetime Homes standard, with a larger percentage expected on larger sites. The 2019 Draft GMSF proposed a requirement for all new dwellings to be built to the ‘accessible and adaptable’ standard in Part M4(2) of the Building Regulations. Over time, this would enable better accessibility to more of Bury’s housing stock which will be important for our ageing population and people with disabilities. It would also reduce the costs and upheaval when these homes are adapted in the future. These requirements are potentially subject to change through the next iteration of Greater Manchester’s joint development plan (Places for Everyone)

A new refuge for people fleeing domestic violence

Cases of domestic violence increased significantly through the COVID-19 lockdown. Bury had too little emergency accommodation suitable for families fleeing domestic violence before the pandemic; now we want to develop a safe place for families to be accommodated temporarily. We will do this through a collaborative partnership including the CCG, housing, social care and probation services so that we can provide holistic support for victims while also getting involved in perpetrator intervention.

2.3 How will we influence what sort of homes are built where?

The Council has the most influence over what is built on sites it owns. It is important for the Council to make good use of this opportunity and ensure the homes developed achieve its future aims. This will then set the benchmark for other developers to do the same.

We are exploring how we can work with our residents and partners to develop a common understanding about what sort of new homes will work best in different places to achieve the vision in this housing strategy. Having a clear idea about that will help us to influence and support delivery of the right homes in the right places.

Vehicles for influencing what homes are built in locations across the borough

The Council can exert some influence over what homes are built where:

- By having a strong, persuasive vision for each of the Town Centres and major development sites and for housing to support those visions.
- Being clear to housing providers about what we want built in which locations.
- Through the planning process, good evidence and aligning planning consents to its strategic vision.
- Through negotiations with developers and registered housing providers.
- By providing incentives and 'gap funding' to make sites viable or to pay for enhancements to the public realm in new build areas.

The Council has more influence when it enters into delivery partnerships with developers or registered providers. The increased influence comes with increased risk that can be partly mitigated through choice of the right partners and well negotiated contractual agreements.

The Council has more control over what is built on land it owns and other public land through One Public Estate. It would have direct control over any homes it builds itself or through a joint commission partnership with registered housing providers.

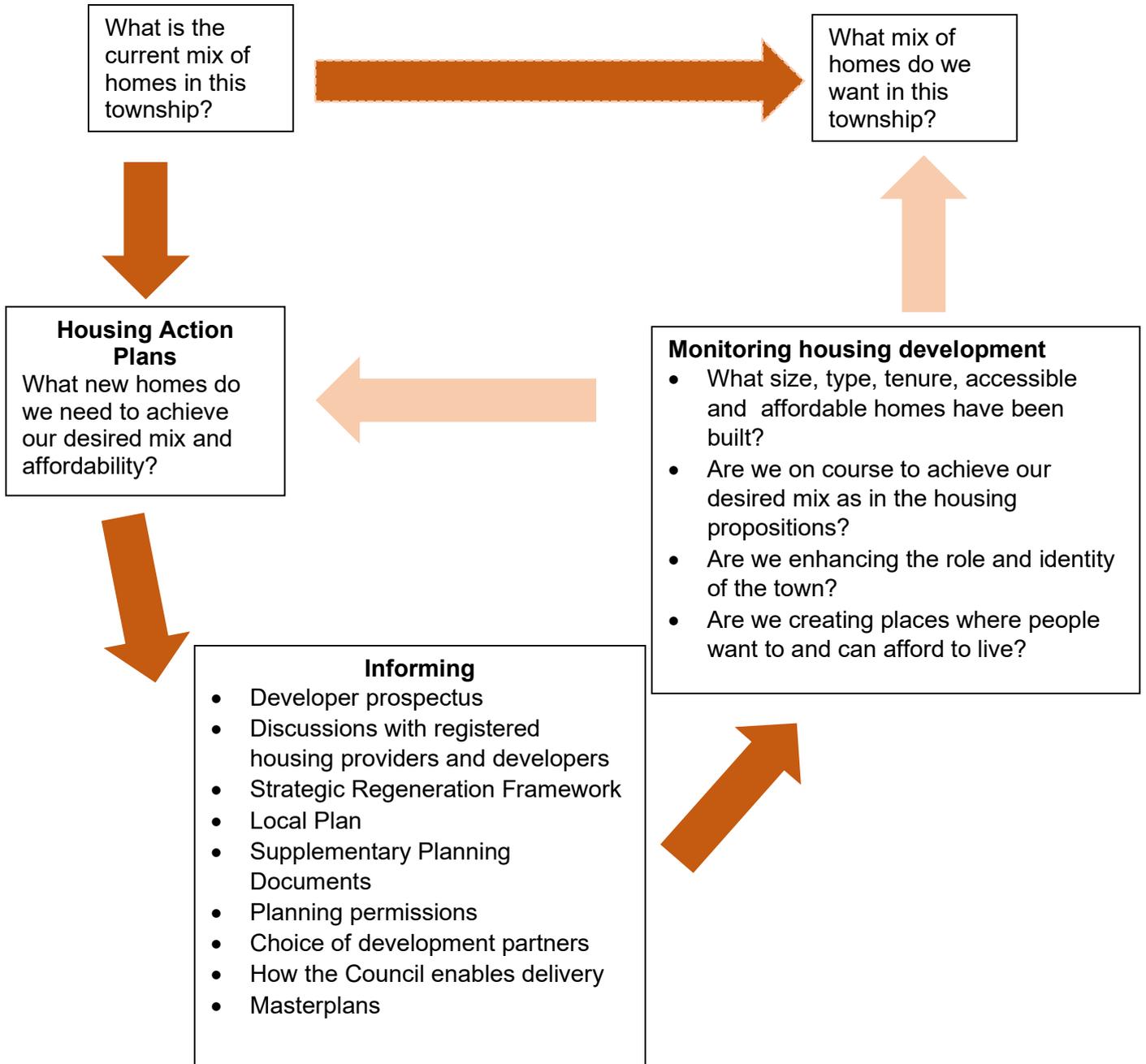
2.3.1 'Housing Propositions' to guide and influence what is built where

To increase our influence over what is built in different places across the borough, we will develop housing action plans for each of the six townships that will be a part of the broader vision for each township.

These propositions will identify the size, type, affordability, and tenure of new homes – and how many of each – that are required to balance up and provide the right mix of homes overall to support the vision for each place, informed by the 2020 Housing Needs Assessment. They will also potentially include details of the numbers of new homes needed to be built to specific and accessible housing standards to make more homes suitable for particular groups.

These plans will aid discussions with housing developers and relevant stakeholders and, will help to contribute to the evidence base of our future planning policy documents including Strategic Regeneration Frameworks and the suite of Local Plan documents for the borough that will be subject to consultation.

The housing action plans will inform how the Council and partners may be able to support delivery.



The Draft GMSF housing development sites

The 2019 Draft GMSF identified the following sites for strategic housing development. These sites are potentially subject to change through the next iteration of Greater Manchester's joint development plan (Places for Everyone).

Elton Reservoir, Radcliffe and Bury: Plans for 3,500 homes of a range of types, size, tenure and affordability (including affordable housing) at higher densities where there is good accessibility. This development will diversify the type of homes available and will be accompanied by new and improved road infrastructure, a new metro link stop and other public transport investment, cycle and walkways, three new schools including a secondary school for Radcliffe, retail and community facilities and significant areas of public accessible open space / parkland.

Seedfield: Plans for a broad mix of around 140 new houses to diversify the type of accommodation, including affordable homes. While relatively small in number provision will be made to meet the wider needs of new households including enhancements to highways and public transport infrastructure and cycle routes and design that allows for effective integration with surrounding communities. Please note that this site has secured funding through the Brownfield Land Fund and is being brought forward outside of the joint plan.

Walshaw: accommodating a mix of around 1,250 homes with accompanying new roads, provision for recreation, accessibility by walking and cycling, new primary school capacity and a new local centre including a range of appropriate retail, community facilities and other services. This site will include green infrastructure corridors focusing on the wildlife corridors.

Northern Gateway: New homes are planned for a large cross-boundary allocation spanning Bury and Rochdale and comprising employment-led sites to attract high quality business and investment to boost the competitiveness of the northern parts of Greater Manchester - 200 new homes planned for the Bury side of the Heywood/Pilsworth site and 1,500 in Simister/Bowlee. Development will be supported by significant infrastructure comprising new and upgraded highway networks, routes for walking/cycling connecting to adjoining towns and neighbourhoods, new schools, new and upgraded publicly accessible green spaces. The whole area is expected to be planned through a comprehensive masterplan.

Bury's Town Centres including Bury, Prestwich, Radcliffe and Ramsbottom are also changing through the Town Centre Initiatives. There are opportunities for new housing on several sites to match the distinctive character of each town.

(This Housing Strategy does not have the authority to allocate land for development, make changes to the greenbelt or re-set planning policy. The number of homes required is based on the Government's standard methodology for calculating housing needs).

2.4 Supporting delivery of new homes

2.4.1 Partners

We know there is an appetite among developers and registered providers to build new homes in Bury and we want to work in partnership with them to engender support for the ambitions set out in this strategy and Bury 2030; Let's do it! We see small SME developers as a valuable asset as they can help us to build out smaller sites and plug gaps in local provision.

We are also aware that there are several common challenges developers and RPs experience including access to the limited land available, difficulties developing out larger sites in multiple ownership and viability of development in some locations especially when demands, such as zero-carbon standards, are placed on developers.

We intend to up our game in terms of the dialogue we have with RPs and developers of all sizes who have a detailed and nuanced understanding of the different housing markets and land ownership across the borough. We will do this by establishing a new joint commissioning partnership with RPs to help increase the supply of supported and specialist accommodation in the borough and genuine affordable housing such as shared ownership and social and affordable rent to meet housing need. We will create a forum for developers and providers to come together with council officers to share information and solve problems together. It might also be able to help inform what is possible in terms of development in each of the townships, through their in-depth knowledge of land ownership and site make up.

We will test out some of our ideas for reducing barriers and supporting delivery and learn from them about what has worked elsewhere and what might work for Bury. In other places, similar forums have led to reduced competition (and reduced prices paid) for sites and have helped the Council to understand how they can best act to reduce barriers.

2.4.2 Development prospectus

Our regeneration plans for Radcliffe and Prestwich will each inform a prospectus through which we will set out the type and mix of new homes we expect to be built within the town centre, across the sites earmarked in Greater Manchester's joint development plan and other development sites. This will help to provide a clear steer and guide development activity.

We will also develop a small sites prospectus for sites across the whole borough that the Council intends to dispose of to provide SME developers and RPs with the information they require to make decisions about their development interest and activity.

2.4.3 New homes on Council-owned and other public land

The Council also has ambitions to drive forward delivery of new homes on land it owns to help fill gaps in provision across the borough – either directly or in partnership. It is also

working through the One Public Estate programme to identify sites owned by other public bodies, such as the health estate, and work out how best to employ these sites to achieve Bury 2030: Let's do it!

Homes built through our direct delivery programme

The Council has Homes England Partnership status and has previously received grant funding from Homes England for a small development program. Since 2017, the Council has directly developed a small program of new build homes including Mayfair Gardens and the former Radcliffe Times Building.

We support a 'brownfield first' approach and have identified a number of Council-owned sites and buildings that are suitable for housing development including affordable housing. We intend to re-assess our brownfield land capacity including town centres across the borough to help facilitate housing development on brownfield land. The Council has more influence over what is built on these sites than on many other sites owned by others across the borough, so we are exploring options for building homes that make the biggest contribution to achieving the outcomes identified within this housing strategy. Our choice of partners will depend partly on their willingness to get behind this strategy and build the homes Bury needs.

We are currently exploring the following options for building around 500 new homes over the next 5 years:

- Direct development – this would draw us towards specialised housing to avoid sales through the Right to Buy and could work against meeting the boroughs actual needs.
- Partnership with an RP or private developer – that would enable sharing of expertise, risks and rewards.
- Preparation of sites for sale – undertaking remediation/infrastructure works and selling the sites with conditions over the development characteristics

We are also considering options around management arrangements for those homes that will be rented or leased once they have been built.

One of the outcomes we are seeking from this housing strategy and action plan is to increase the number of affordable homes. Another is a broader range of housing tenures and financial products to enable more people to access a suitable home they want at a range of price-points. With this in mind, we are exploring a range of options including:

- Shared Ownership – a tenure we already provide in small quantities.
- Rent to Buy – providing an active route for households to move into home ownership.
- Market Sale – which would enable cross-subsidy for new affordable housing.

2.4.4 Supporting RPs and private developers to deliver Bury's vision

We are considering a range of ways to support RPs and developers to accelerate delivery in priority areas. Our aim is to support developers to deliver the right sort of housing, with the right features in the right places in line with our emerging township visions and the forthcoming local plan. We are also exploring how we can actively encourage growth in a professionalised private rented sector, including through Build to Rent.

Some approaches we will explore with developers	
Potential support for land assembly	Potential support through strategic financing
<ul style="list-style-type: none"> • <i>Provide clarity on land value:</i> use NPPF 'benchmark land value' to help avoid developers over-paying for land • <i>Packaging sites:</i> challenging sites brought forward with viable sites enabling cross-subsidy by a single developer • <i>Invest in site remediation:</i> in partnership with GM Local Enterprise Partnership • <i>Best use of public land:</i> work with One Public Estate to secure buy-in to a more collaborative approach to use of public sector land from statutory bodies such as health trusts, education authority as well as LA operational building at end of life • <i>Identify sites for Council acquisition:</i> where this would facilitate rapid or more innovative development than might otherwise be the case – including potentially COP where required 	<ul style="list-style-type: none"> • <i>Create a Bury Housing Fund:</i> drawn from a range of sources including s106 commuted sums, new homes bonus, prudential borrowing, sale of assets could be used flexibly to address site-specific viability issues e.g., equity stakes, loans or gap funding (compliant with State Aid regulations) and bringing empty properties back into use for affordable housing. • Support developers to access funds from the GMCA Housing Investment Loan Fund • <i>Identify sources and bid for infrastructure funding where this is holding back development</i> • <i>Maximise niche funding opportunities:</i> for example, for self-build or community-led housing to support a small but potentially growing appetite among Bury residents
Potential for increasing developer certainty	Revising approach to planning obligations
<ul style="list-style-type: none"> • <i>Up-front investment:</i> on sites to create a development platform for the market • <i>Cash-flow support:</i> support home sales and defer payment for council land until housing sales complete. 	<ul style="list-style-type: none"> • <i>Revise Supplementary Planning Guidance for s106 sites:</i> to embrace the ambitions set out in this strategy • <i>Negotiate broader range of 'affordable' homes:</i> including a blend of social rents,

<ul style="list-style-type: none"> • <i>Streamlining</i>: facilitate dialog between private developers/registered providers to enable affordable housing delivery • <i>Pre-application discussions</i>: Proactive work with developers to speed up complex planning application processes 	<p>affordable rent, discounted market sale, shared equity products, rent to buy, shared ownership, deposit products – in line with the Housing Proposition for the area.</p> <ul style="list-style-type: none"> • <i>Undertake viability appraisals on all large sites</i>; to clarify negotiating position. • Monitoring of outcomes from s106 sites including how many and what types of affordable home are delivered through s106 and how the commuted sums are spent to increase affordable housing delivery • <i>Committed sums</i>: to support viability on other sites
<p>Being ready for future national and Greater Manchester opportunities</p> <p>Homes England periodically updates the types of funding and support it makes available to councils and registered providers and the conditions of that support. Specific funds usually last for a finite period. We want to be always looking ahead and prepared, with schemes ready to be developed, so that we and our partners can bid for gap funding from these funds as well as other sources such as at Greater Manchester level to enable development to go ahead.</p> <p>We will also explore and look to make use of any new government-led initiatives to maintain house building and infrastructure projects through and following the pandemic.</p>	

2.4.5 Management and monitoring of site development

We will put in place systems for actively managing site development and monitoring what is built across all sites in Bury.

Section 3: Action on Bury's existing homes

Most of the homes Bury residents will be living in, in 2030, already exist. Many people are living in a decent home that suits their needs but too many are living in poor quality homes and circumstances.

A 2018 report by the Smith Institute for the Northern Housing Consortium called *The Hidden Cost of Poor-Quality Housing in the North*⁷ showed Bury to be around the average for northern boroughs on a range of criteria relating to housing stock condition. Despite being slightly above average for fuel poverty, this still means that around 5,000 Bury households were found to be living in fuel poverty. It cites Office of National Statistics figures that show Bury has a significantly higher percentage of Excess Winter Mortality (EWM) than both the regional and national average.

This section explains how we will work with landlords and tenants as well as homeowners to take action on Bury's existing housing. The theme is continued in Section 4 which focuses on providing better access to a suitable permanent home and in Section 6 that considers how to address unhealthy homes as part of a broader focus on health and wellbeing.

3.1 Improving condition of Council homes

In 2018, Six Town Housing undertook a stock condition survey of Council homes and developed an Asset Management Strategy for investment in our homes over the three years to 2021 within a 30-year investment plan as part of our overall HRA business plan.

The Council has since declared a Climate Change Emergency and set a target to achieve carbon neutral homes by 2038. In light of this, and of the need for ongoing investment in our homes to maintain the asset and provide decent homes for tenants, a further 'Stock Condition and Eco-analysis' is being undertaken across GM to ascertain both the condition of our stock and the 'carbon status' of homes. We will use this information to generate a plan of action and develop a new 'Bury Eco-Standard'.

3.2 Action on leasehold properties on Council-owned estates

There are around 4,000 privately owned, former Right to Buy properties mixed with council properties managed by Six Town Housing. A much smaller proportion of council stock (approximately 290 homes) is managed by Springs Tenant Management Organisation.

There may be opportunities for joint investment, for example, for installing zero carbon measures such as solar PV, energy advice, ECO-grants. There might also be opportunities for

⁷ Northern Housing Consortium constituency profile for Bury: <https://www.northern-consortium.org.uk/wp-content/uploads/constituency-profiles/2018/north-west/2/bury-south.pdf>

general works to the public realm that would help sustain the wider community and neighbourhood, making it a better place to live.

3.3 Health and safety and improved powers of redress

Both Six Town Housing and Springs TMO have fire safety policies and management plans which are regularly reviewed and monitored by their respective Boards. We will continue to review these and install relevant fire safety and other measures where appropriate in response to recommendations from the Grenfell Inquiry. Both organisations will also set out further measures to provide greater redress and improve the quality of social housing, including a review of tenant scrutiny arrangements in line with the proposals in the new Social Housing White Paper.

3.4 Improving and expanding the role of the private rented sector

Almost 15% of Bury's residents live in private rented accommodation, ranging from less than 10% of Tottington's residents to almost 18% of Prestwich's residents. Private tenants include 'active choice' renters and 'frustrated would-be' homeowners and the sector also meets some of the long-term affordable housing need of the borough. Bury's relatively high private rents – which have increased by over 20% over the last ten years – mean that even lower quartile properties (the 25% of cheapest properties) are often not affordable to some households.

Bury Council's overall approach is to improve the private renting experience for all tenants and landlords and increase move-on accommodation for homeless people. Making a positive difference to the lives of private tenants is also a priority across Greater Manchester (Strategic Priority A2 in the GM Housing Strategy).

We will work proactively with landlords to drive positive relationships and high property and management standards. We will coordinate this with our 'ethical lettings' scheme providing financial and legal reassurances regarding letting to benefit claimants and a vehicle for meeting high standards through a leasing option. We will combine these positive approaches with proactive enforcement to address sub-standard practices and properties where necessary.

It is important that we provide appropriate 'tenancy sustainment' support for social and private tenants; this is addressed in Section 5 of this strategy.

3.4.1 Encouraging high standards: accreditation through the GM Good Landlord Scheme

We will work collaboratively with our partners across Greater Manchester to deliver a 'good landlord scheme' and look for ways of encouraging our landlords to become part of national information networks, such as the National Residential Landlords Association which has the latest up to date legal information and guidance landlords require to have the necessary knowledge to manage their properties effectively.

3.4.2 Ethical and sustainable private sector lettings

The Council has entered into a partnership with the Greater Manchester Lettings Agency 'Let Us' to help improve access to the private rented sector for those currently excluded. This partnership has secured funding to acquire properties in the private sector and make them available to people in housing need.

The core values are centred around the following:

- to provide a high-quality lettings service for private landlords that supports both tenants and landlords well.
- to provide a means of bringing private rental properties up to a decent and low carbon standard.
- to increase the number of affordable properties in the private rented sector and ensure that people who claim benefits can access them.
- to increase the supply of long-term tenancies in healthy, suitable homes for people in housing need, particularly homeless people, and rough sleepers.

3.4.2 HMO Licensing

The scope of mandatory licensing of Houses in Multiple Occupation (HMOs) broadened in 2018 so many properties that did not meet the criteria for licensing now do. Building on the improvements to standards that have been achieved through our current HMO Licensing Scheme, we will proactively seek out and enforce against landlords and agents who have not yet obtained a license.

3.4.4 Enforcement action against poor management and property conditions

We will continue to enforce against poor management practices and poor property conditions across the borough, where private rented homes do not meet legal standards. We will draw on a range of legal powers including those in the Housing Act 2004 and the Housing and Planning Act 2016 that provides the powers to impose civil penalties of up to £30,000 as an alternative to prosecution for certain housing offences. We will deliver increasingly proactive enforcement approaches, driving improvement in partnership with landlords. We may consider Selective Licensing if there are indications that a place-based approach would work better, although this is not our first option for driving improvement.

3.5 Bringing empty homes back into use

At present, there are approximately 2,600 empty properties (3%) in the borough, which is a little above the national vacancy rate. However, around 60% have been unoccupied for at least 6 months and approximately 35% of those have been empty for at least 2 years and this is where the Council should target resources. If a proportion of these could be brought back into use, it would help to increase the supply of homes for occupation across the

borough. Long-term vacant dwellings also affect the image of an area and can lead to other problems in the neighbourhood such as crime and antisocial behaviour.

Action on empty properties

To date, the Council have acquired and refurbished 48 empty homes, and these are now managed and let by Six Town Housing.

While short term empty properties are unavoidable, we discourage homes being left empty for long periods. The Council charges an 'Empty Property Premium' of 200% Council Tax on properties that have been empty and unfurnished for more than 2 years, rising to 300% on properties that have been empty for over 5 years.

We are currently reviewing our strategy for identifying and bringing long-term empty homes back into use. We intend to publish an updated Empty Homes Strategy that will detail a mix of methods including the potential to let through the Ethical Lettings Agency. This will include consideration of:

- The use of Council Tax records to map the location of dwellings that have been empty for more than 2 years.
- Inviting Bury residents to bring long-term empty homes to our attention.
- Identifying clusters in each township.
- The effectiveness of the current financial disincentives to keep properties empty.
- What further assistance, incentives or sanctions might be offered.
- Use of Empty Dwelling Management Orders and other powers in the Housing Act 2004 to intervene.
- The extent to which any future Ethical Lettings Scheme might support the lease or purchase and refurbishment of homes for letting.
- The potential for the increase in supply to add to our affordable housing supply.

We will look at best practice from other places to inform this strategy. We will also aim to use the latest low carbon technology on any refurbishments the Council undertakes.

3.6 Adapting homes for people to live well in the community

Over 60% of people over the age of 65 want to live in their current homes for as long as possible, with support when needed, and this rises to over 85% of people over the age of 85. This represents a growing group of people, giving that our population is ageing.

Bury's aim is for everyone to live well within their homes and communities for as long as possible and to reduce the need for the more institutional settings such as care homes and specialist housing schemes. Living in a home that is free from hazards, supports mobility and enables older people and others with disabilities to live well, is key to achieving this. We are intending to upgrade how we work to adapt homes across all sectors to make them fit for the occupants to live well and reduce hospital use.

The Council will update its Financial Assistance Policy that sets out how Disabled Facilities Grant (within the Better Care Fund) will be spent. This will improve flexibility enabling the Council to assist more residents and provide more timely solutions to enable residents to live in their homes for longer.

We will also review provision of existing adapted properties across Bury to enable better matching with occupants who need an adapted home.

Some of the RPs operating in Bury have particular specialisms, for example in paid-for handyperson services, falls prevention, facilitating hospital discharge. We will explore how we might work with them to make these more widely available to Bury residents.

3.7 Redeveloping our traveller site

The Council and Six Town Housing is progressing the redevelopment of Fernhill Traveller site to meet modern standards.

Section 4: Enabling access to a suitable permanent home

The main way we currently help people to access a suitable home is through Bury Home Options, our Choice Based Lettings scheme. We also help a small number of people to access home ownership through our Affordable Housing Scheme. Care leavers are guaranteed access to a home up to age 25 and we help a significant number of homeless households living in temporary accommodation or who are at risk of homelessness back into a permanent home through direct lets and our Choice Based Lettings scheme.

We intend to expand the routes through which we support people to access a suitable permanent home.

4.1 Supporting home ownership

A significant number of residents would like to buy a home and have sufficient income to sustain the costs of home ownership, but they require support to make the purchase in the first place. We want to help more of those households to access their first home.

We will undertake a review of options for expanding routes into home ownership and take forward those that are viable and that help to increase movement in the housing market. This might include, for example:

- **Shared ownership** – increasing the volume of homes let through traditional SO.
- **Do It Yourself Shared Ownership (DIYSO)** where a household chooses a home and approaches the Council or Six Town Housing to support them into shared ownership.
- **Tenants Incentive Scheme (TIS)** where an existing Six Town Housing tenant is provided with a grant as a deposit towards home purchase on the open market – an option that also frees up an affordable, secure, stable home for social rent.
- **Equity loans**, where the Council supports purchase by providing up to a 25% share in a home, repayable on sale.
- **Self-build** where households are in charge of the process of designing and building their homes on a plot of land they buy, getting involved in project management and sometimes in aspects of the housebuilding themselves.
- **Homes built for sale on land owned by Bury Council** - through a lease arrangement that reduces the purchase cost of the dwelling.

We will also collaborate with our RP partners and developers to make some of these options available, through the Bury Housing Partnership.

4.2 Efficient relets of Council homes

We are upgrading our approach to re-letting Council properties when a tenant moves out. A recent review has highlighted the need to ensure the lettings process is streamlined so that it offers a seamless, straightforward experience for new tenants and minimises rental loss.

4.3 Supporting access to a private sector tenancy

The Council has a Bond Scheme that provides landlords with a non-cash guarantee to cover the costs of any damage incurred that would otherwise be covered through taking a tenant deposit. This is to enable eligible households to access private tenancies without requirement to pay a deposit. We are also looking at a range of other ways to help people in housing need, including homeless people, to access tenancies in the private rented sector.

Actions we are considering taking to support access to the private rented sector include:

- Active liaison with private landlords and people struggling to access a home in the private rented sector to explore ways in which we can support access as well as successful, long-term tenancies in decent homes.
- Providing incentives and guarantees, such as low interest loans for improvement works, for private landlords who offer long term tenancies (3, 5 or 10 years) at rents that can be met by Local Housing Allowance.
- Topping up rents where the Local Housing Allowance falls short of the full rent for a limited period through a dedicated fund, until another option for sustainable rent payment can be found.
- Offering private landlords a long-term (5 or 10 year) lease arrangement with management being offered through the Ethical Lettings Agency.

4.4 Purchase to increase supply to reduce homelessness

We are considering buying a number of homes to provide a supply of rented move on accommodation for homeless people. These would be managed by an RP or support provider that has skills in providing support to former homeless people.

4.5 Supporting people to choose a suitable home for their old age

Older people often need help with the decision-making process. Contemplating a move often comes at a time when people are less able to manage in their existing home and can feel like a loss of independence. They need support through the emotional aspects of decision-making, so that it feels that whatever they decide to do – to stay living in their existing home with support or to move to a more suitable home – they are making a positive decision. They also need access to good information about the options available. Those that decide to move may also need help to work out the practical details of moving and with the move itself.

We are planning to increase our support for people to be able to find a home that is suitable for their changing circumstances whether they are tenants or homeowners. We want our older people to be happy, comfortable, safe and connected where they live.

4.6 Enabling better access for disabled people to an adapted property

We want to improve our system for matching disabled people to suitably adapted homes so that more people can benefit from homes that help them to live their lives well in the community. This requires systems for recording where our adapted properties are as well as an allocations policy that prioritises matching of people with a disability to a property that has already been adapted and is suitable for their needs.

4.7 Supported sharing and community-led options

Enabled by digital technologies more people are becoming inclined to share their living spaces and sometimes aspects of their lives too. The Council wants to support people to do this where it is right for them.

The Cabinet has recently agreed to support an existing tenant management organisation to move to a full self-financing TMO, only the second in the country.

In addition, we will consider how we might support access to a range of options for sharing. These might include:

- Shared lives plus.
- Homeshare and supported lodgings.
- Cohousing or Co-living schemes.
- Co-operative living.
- Tenant Management Organisations.
- Community Land Trust.

4.8 Review of Housing Options; balancing aspirations, needs, sustainability

We intend to expand the information and advice we offer, transforming our current allocations process into a service that enables people to access social housing from other providers as well as the Council. This includes financial advice, tenancy sustainment services, advice about private rental deposits and support to move home.

This will help to facilitate more moves and create a more dynamic housing market where people are better able to access a home that suits them in a location they like, at a price they can afford. It will also help more households who cannot afford to purchase an affordable home and enable timelier lets to people to whom the Council has a legal duty to prevent from becoming homeless.

Through a review of our allocations processes we will aim to achieve three ambitions:

- Enabling people to gain access to a home they want and that suits them.
- Meet needs for permanent settled accommodation.
- Support sustainable communities.

Section 5: Supporting people to live well in the community

Some of our residents require additional support to live well in the community or to turn their lives around.

Specialised supported accommodation has its place; Section 2 of this strategy sets out our approach to new schemes to fill gaps in provision. However, supported housing schemes are not our default. We want to support people independently from their accommodation wherever possible and part of the support we offer is to help people to move into their own home when they are ready to do so.

Finding new ways to support our expanding older population within their natural communities is a key focus for Bury. Adopting types of support that enable our learning-disabled residents ‘to live in an ordinary house in an ordinary street’, which we know is a strong ambition, is another and, we will shift to ‘enabling’ forms of support that help people who are homeless or have mental health problem to regain confidence and control over their lives.

Support can come in many forms. Having a community to connect with and practice the 5 *Ways to Wellbeing: Connect, Notice, be active, Learn, Give*⁸ helps to promote mental wellness and protect against mental ill health. More specialised support needs can range from just a few months to life-long support. We are committed to enable all residents to live valued lives in their own homes and communities.

“The key to an effective housing strategy is to facilitate the right level of support at the right time with access to appropriate options for people when their needs increase or reduce, to maximise their capacity for independent living”.

GM Mental Health NHS Foundation Trust Housing and Mental Health Strategy 2019-22

5.1 Easy access to informal support and early help through community hubs

Our new neighbourhood model is intended to make it easy for residents to connect with others, to both offer and receive a range of informal support and to come together to design new services to access relevant support through one of our Community Hubs based in Bury East Radcliffe, Whitefield, Ramsbottom and Prestwich.

It will also soon be possible for residents of any age and all housing tenures to access higher level support and to address more complex matters through multi-disciplinary public service teams offering access to ‘Early Help’ through the community hubs. This will include, for

⁸ The Five Ways to Wellbeing are an evidence interrelated set of activities brought together in 2007 by the New Economics Foundation and widely promoted by the NHS, especially Mental Health Trusts. Here is a link to an updated version of the five ways to wellbeing at a time of social distancing:
<https://neweconomics.org/2020/03/five-ways-to-wellbeing-at-a-time-of-social-distancing>

example, helping people to register with a doctor, access to domestic abuse support, connecting to sources of support with money and debt problems.

5.2 Developing natural communities of support and peer support

Community spirit across the borough's six towns is high and growing and 'natural communities' have provided important informal support through the COVID-19 pandemic. We want to encourage natural communities to become the main type of support for most people. We are already providing some community-based 'floating support' but want to go further both to enable informal support networks to flourish and to enable more people to live shared lives where appropriate.

This includes, for example:

- intergenerational, age-friendly 'village hubs' built around sheltered and extra care housing.
- peer-led, networked communities of support wherever possible for people with a wide range of needs such as learning disabilities, mental health issues, experience of homelessness or addiction⁹.
- 'shared lives' and supported lodgings for those who want to share more of their lives with others.¹⁰

We will also develop peer mentorship programmes to train people who have had particular life experiences and who would like to support others going through similar challenges. We will look into peer mentors to support homeless people, people with substance misuse issues, people with mental health issues and survivors of domestic violence.

5.3 Commissioned support to meet particular support needs

We have recently commissioned four lots of support dedicated to meet particular support needs. These are:

- **A complex needs service:** a 30-bed unit for single homeless people with complex mental health, substance misuse or offending behaviour issues, providing a hub for residents to access a range of services onsite.
- **Floating support:** principally for people living in their own home or private rented accommodation who have low to moderate needs and may benefit from support, for example to pay their mortgage or to manage a tenancy. This includes 115 supported dispersed tenancies per annum secured from registered providers and through leases with private landlords throughout the borough. The housing management and a minimum of 6 months of support is provided by specialist support provider, Calico Group.

⁹ See Keyring networks of support: <https://www.keyring.org/>

¹⁰ See Shared Lives Plus <https://sharedlivesplus.org.uk/> and HomeShare <https://homeshareuk.org/>

- **Domestic abuse outreach service:** to facilitate safe planned moves for male and female survivors of domestic abuse.
- **Young people's supported accommodation:** co-produced with young people aged 16 to 25, including care leavers, this offers support to help break negative cycles of behaviour as well as providing opportunities to try a range of activities not normally available to them (such as art, music etc) and including resettlement packages to help people move on into their own tenancy.

5.4 Dedicated 'enabling' support for particular groups

Many people require support to live well in their homes and communities. While we tend to think of them in distinct 'groups', such as people with a learning disability or someone with a mental health issues, the reality is that they are all individuals with different existing family and support networks and there are many overlaps between what different people in the different groups actually need.

Most people want to live in a normal house in a normal street just like anyone else. We are therefore intending to modernise the way we support people to live independently within the community.

5.4.1 Networked support for people with a learning disability

We know that the types of 'live-in' support we are currently offering are not what most people with a learning disability want.

We have recently established a Coproduction Network to enable us to learn more about how the borough's 500-600 people with a learning disability want to live. We will listen to them and use this information to inform our plans for increasing the supply of the right sort of accommodation – both through new build and through acquiring existing properties through purchase and lease.

Working with one or more specialist RP partners, we will develop new forms of support so that people with a learning disability can enjoy greater levels of independence while having access to a range of housing options and 'enabling support' from a range of sources, including from their peers, to live their whole lives well.

In recent years there has been a movement away from the use of residential care and institutional accommodation for people with learning disabilities towards supported housing services that allow individuals to live more independent lives". **Bury Council Learning Disabilities Needs Assessment 2020**

5.4.2 Support for care leavers

The Council has 'corporate parenting' duties towards children leaving care up until the age of 25 affirmed in the Children and Social Work Act 2017. To make this fail-safe, we have recently passed a rule that no care leaver will be made intentionally homeless. In addition,

we are working with looked after children aged 16/17 through our Children's Housing, Employment and New Opportunities scheme to help them develop life skills and become ready to manage their own tenancy. We have secured 20 bedspaces through an SLA with Adult Care Services and are working towards a 'trainer flat' to support skills development.

5.4.3 Support to promote recovery for people with a mental health problem

Mental ill health is frequently cited as a reason for tenancy breakdown. Recognising housing and support is central to an effective recovery pathway, as well as a key element in preventing ill health, the Greater Manchester Mental Health NHS Foundation Trust published a Housing and Mental Health Strategy in 2019.

Six Town Housing and a range of other RPs partners are involved in delivery of a strategy that aims to:

- Eliminate out of area placements of people with mental health problems on discharge from hospital.
- Improve pathway flow and reduced length of stay in hospital by integrating housing into the Acute Care Pathway.
- Improve health and social care outcomes, promoting recovery for service users.
- Identify new development opportunities for new models of service delivery and potential funding streams.
- Extend services further into the community by reconfiguring the Rehabilitation Pathway to include support and supported housing.
- Address the mental health needs of people who experience homelessness.

5.5 Preventing and relieving homelessness

5.5.1 Bury's Homelessness Strategy and Action Plan

Bury saw an increase in homeless cases through the pandemic and is also anticipating a rapid increase in homelessness over the coming months as unemployment increases.

Bury Homelessness Partnership has recently developed a Homelessness Strategy and Action Plan. There are six priorities, and they are:

- Place: connecting homeless people to their community to support wellbeing.
- Property: increasing the supply of suitable accommodation.
- Partnership: effective partnerships with those who have a role to play.
- Person: relationships to enable the things that matter to homeless people.
- Prevention: acting earlier and faster to prevent people losing their home.
- Promote: raise awareness of homelessness, the causes and solutions.

As we deliver the Homelessness Action Plan, we will actively collect and monitor a range of data about the causes of homelessness, demand for different types of housing and support,

placements made, reasons repeat homelessness, ongoing unmet need and other important information. This information will inform the detail of our programmes to prevent and relieve homelessness.

5.5.2 Tenancy sustainment support for all tenants

Ending of a private sector tenancy is one of the leading causes of homelessness in Bury. The temporary ban on evictions has ended and the effects of the COVID-19 pandemic is putting more tenancies at risk in both private and social rented sectors. We intend to increase our support for all tenants at risk of eviction.

The first port of call for Council and RP tenants will be their landlord. Support is already in place for Springs and Six Town Housing tenants to access money, debt, and welfare advice as well as support to help people address non-financial difficulties and assistance to access employment and training. Six Town Housing and Springs will consider what further steps they might take to avoid evicting tenants for non-payment of rent where the tenant is cooperating with them and will seek out good practice in tenancy sustainment.

Private tenants already have recourse to floating support provided through the Calico Group. However, we do not yet know what impact this will have on people becoming homeless due to loss of a private tenancy and whether this will be sufficient to avert a rise in evictions. We will continue to closely monitor the reasons for people becoming homeless with a view to taking further action to expand the tenancy sustainment and landlord liaison support we offer.

5.5.3 Support for homeowners facing repossession

Inability to pay the mortgage could become a bigger cause of homelessness over the coming months and years. While there are no plans for government funding to support this, we are nevertheless considering whether a Mortgage Rescue scheme, through which the Council purchases a property and rents it back to the former owner, might provide a good solution for a small number of households, enabling them to stay living in their home.

5.5.4 Next Steps to eradicating rough sleeping

COVID-19 has changed the way rough sleepers are supported. At the same time Government is making some new tools and funding available to address longstanding problems in the way we address homelessness, particularly for rough sleepers.

Everyone In – arrangements for Bury’s rough sleepers through the COVID-19 pandemic

The Government’s ‘Everyone In’ programme prompted rapid action to accommodate all those living in shared accommodation, rough sleepers and people who have become homeless through the lockdown period in self-contained hotel accommodation. Support, coordinated across a number of agencies, was also transferred to the hotel environment.

The experience for some homeless people and support workers has been a positive one partly due to having private space and separate sleeping arrangements, due to social distance requirements.

The Council is working with MHCLG through the Next Steps Accommodation Programme (NSAP) to close some of the gaps in homeless provision that meant too many people have had to resort to sleeping rough. Our ambition is to eliminate rough sleeping and support both rough sleepers and other homeless households to find a sustainable housing solution going forward.

During (20/21) NSAP made £105m revenue funding available for short-term/interim accommodation and £130m to deliver 3,300 units of longer-term, move-on accommodation and £31m revenue funding. This is in addition to £23m for drug and alcohol treatment services.

The Council is looking at a range of options both to prevent people from becoming homeless and to support ‘non-priority’ homeless people – who do not qualify for assistance within the current homelessness legislation – through this programme.

We will also continue our partnership with other GM local authorities to support delivery on programmes like *A Bed Every Night* and *Housing First* for rough sleepers as well as continued engagement with the GM Homeless Action Network. The Network is currently reviewing its approach to ‘Build Back Better’ to address homelessness following the pandemic.

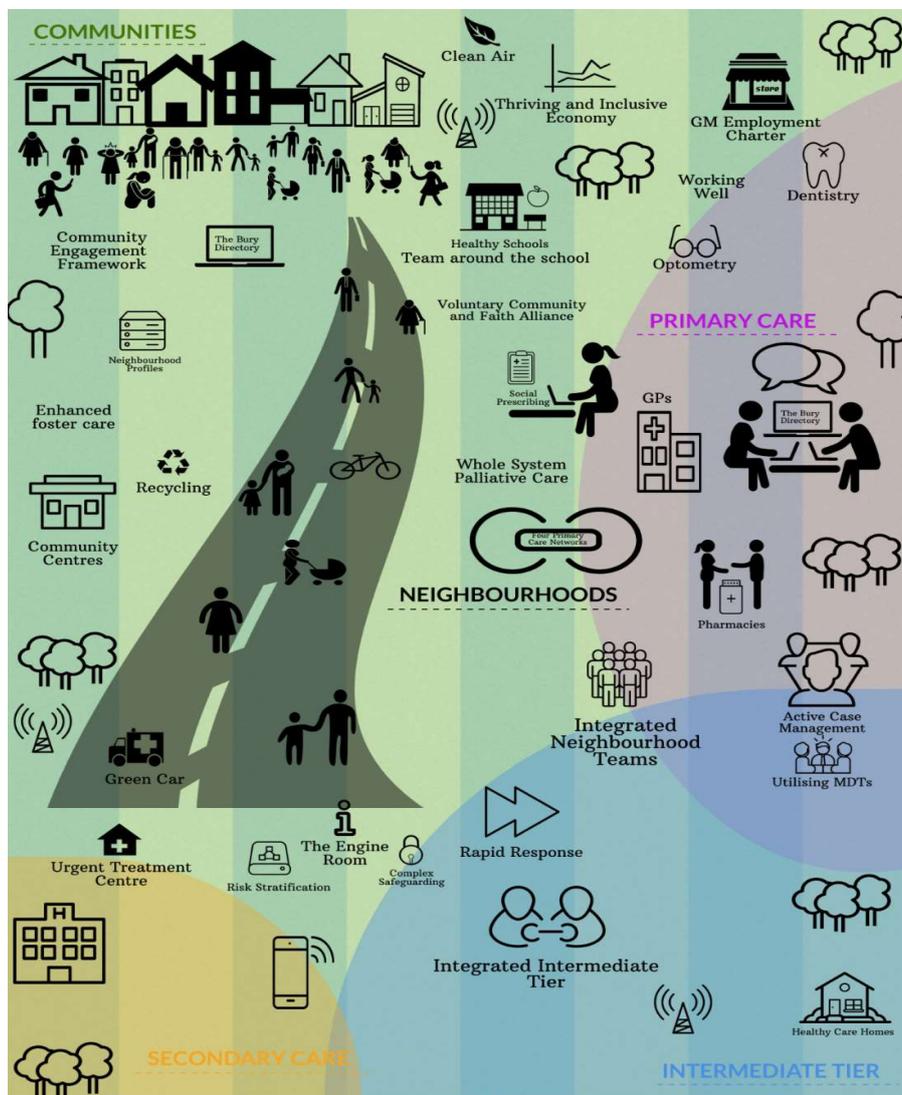
5.5.5 Potential for a Homeless Hub

We are examining whether there is a need for a Homeless Hub combining self-contained accommodation for single homeless people with a range of on-site support, offering the potential for people to make connections and to be supported into independent living by a peer mentor (see Section 5.2). Alongside this, we are also looking into options for delivering the hub.

Section 6: Healthy people, homes and places

We set out our vision for transforming Bury’s approach to health and care in our 2019 Locality Plan Refresh. Influenced further by GM level shifts in how we deliver public services and support our economy¹¹ as well as our own Bury 2030; **Let’s do it!** place-based vision and strategy to drive significant improvement in our population’s health.

In this strategy, and particularly in this section, we set out how we will bring housing into these plans so that we are equipped to address health issues that are caused or exacerbated by unhealthy, unsuitable and unstable housing and unhealthy places.



¹¹ GM White Paper: A Unified Model of Public Services and the GM Industrial Strategy and Transport Strategy

Our vision is to improve health and well-being through working with communities and residents to ensure that all people have a good start and enjoy a healthy, safe and fulfilling life. [This means that] people have good standards of living, a decent place to live and meaningful relationships with others as active members of society.

Our intent is for integrated care supporting the creation of a population health system which embraces housing, education, environment, and policing, with citizens in communities taking control and identifying local priorities which are going to make the biggest difference for them.

Locality Plan Refresh 2019

6.1 Healthy homes and households

Improving health through the home: guidance from Public Health England

<https://www.gov.uk/government/publications/improving-health-through-the-home/improving-health-through-the-home>

The right home environment is essential to health and wellbeing, throughout life. It is a wider determinant of health. There are risks to an individual's physical and mental health associated with living in

- **An unhealthy home:** one that is cold, damp, or otherwise hazardous home.
- **An unsuitable home:** one that does not meet the household's needs due to risks such as being overcrowded or inaccessible to a disabled or older person.
- **An unstable home:** one that does not provide a sense of safety and security including precarious living circumstances and/or homelessness.

The right home environment protects and improves health and wellbeing and prevents physical and mental ill health. It also enables people to:

- manage their own health and care needs, including long term conditions.
- live independently, safely and well in their own home for as long as they choose.
- complete treatment and recover from substance misuse, tuberculosis or other ill-health.
- move on successfully from homelessness or other traumatic life events.
- access and sustain education, training and employment.
- participate and contribute to society.

It can:

- delay and reduce the need for primary care and social care.
- prevent hospital admissions.
- enable timely discharge from hospital and prevent re-admissions.
- enable rapid recovery from periods of ill health or planned admissions.

It is also essential to ambitions for the economy.

6.1.1 Addressing fuel poverty, helping people to keep their homes warm

In 2017 there were 9,563 households in Bury that were considered to be living in fuel poverty. This represents nearly 12% of our households¹². The most significant problems are in private housing.

Bury Council has taken action to reduce fuel poverty and help Bury residents to keep their homes warm over many years. We have facilitated the installation of energy efficiency measures in over 16,000 private sector homes attracting investment of over £12m, this has resulted in significant carbon savings and energy bill reductions.

We are now exploring how ECO-funds available can help our residents to stay warm. We are also engaged in a short Government-funded pilot programme to enforce the new minimum energy efficiency standards (MEES) in the private rented sector.

Bury One Commissioning Organisations wants to upgrade how we work with people who are living in cold homes and unable to afford to keep them warm.

In March 2015, the National Institute for Clinical Excellence (NICE) published guidance on Excess Winter Deaths and the health risks associated with cold homes¹³. It includes recommendations for health and wellbeing boards, primary care, local authorities and others to take action to reduce the health risks associated with living in cold home. Also, the Domestic Minimum Energy Efficiency Standard (MEES) Regulations set a minimum energy efficiency level for domestic private rented properties.

Drawing on the NICE guidance, the MEES Regulations, the GM Private Housing Condition analysis and on best practice from other councils, we will review and upgrade our existing Fuel Poverty Action Plan.

We will also increase the revenue funding available from health partners to support this programme. We will fund an expert team to help private residents to access external ECO-funding, capital grants available to improve the warmth of their homes.

6.1.2 Integrating housing into the Bury Neighbourhood Model

There are many instances in which patients' or households' health problems are significantly exacerbated by their housing circumstances and where a change to their housing is needed to improve their health.

Our new neighbourhood arrangements are the place where we are bringing together statutory services to respond to residents' health and social care issues through case management. Two programmes are relevant here: our new All-age Early Help teams and our Integrated Health and Care teams, both of which will sit behind the Community Hubs.

¹² Find reference

¹³ NICE Guidance NG6: <https://www.nice.org.uk/guidance/ng6>

We will formalise key housing roles within these teams providing direct access to housing experts who can broker a range of housing solutions for residents – whether they are private renters, owner occupiers, housing association or Council tenants – on a case-by-case basis. The household’s caseworker would help to broker the right solution for the household including by referring the case to the team with the relevant expertise and powers to solve the problem while remaining the household’s caseworker.

We will monitor the sort of housing-related problems people present as well as solutions. This will feed into our data warehouse and engine room (see 6.1.3) and will inform future service design.

6.1.3 Targeting improvement of poor condition homes through neighbourhood profiles

Our resources are finite, and we want to target them better, directing the right resources to the right places in a timely way to prevent people’s health and wellbeing from worsening.

We are establishing a ‘data warehouse and engine room’ that will bring together and interpret data from a range of sources that shows where the biggest problems lie and the nature of those problems as well as capturing trends. By disaggregating the data at a neighbourhood level and supplementing it with local intelligence, we will be able to determine who are those at most risk of accessing expensive care services, with a view to targeting our resources at a sufficiently early stage so that demand on statutory services is reduced. Active case management through multi-disciplinary teams will continue to expand to enable those most at risk to be identified and supported by health and care working together with other public sector services.

Data on Bury’s house conditions – including owner occupied and private rented housing – will be brought into this data warehouse so that we can identify where unhealthy, unsuitable and unstable housing may be contributing to poor health and wellbeing.

GMCA is undertaking an analysis of the condition of private housing across Greater Manchester. This will supply data on the condition of Bury’s private housing stock. Both this and data on the condition of council stock managed by Six Town Housing (see Section 3.1) will inform the neighbourhood profiles enabling us to see where inadequate housing across all sectors may be a factor in poor health. This will enable us to respond to existing housing issues and to predict where the biggest problems may lie going forward.

We will supplement this data by routinely collecting details of people’s living circumstances and home condition whenever a health, care or housing staff member makes a visit to someone’s home (through Making Every Contact Count). We will also bring information from casework detailing the nature and frequency of the problems people present, how they were addressed and any gaps in provision. This will help us to build a database of where the problems might lie, how well we are doing and what else we need to do enable people to find the right solutions.

6.1.4 Minimising hospital stays, safe and secure discharge

Much of this strategy is aimed at providing ‘enabling support’ that actively promotes wellbeing and prevents worsening of people’s mental and physical health and enables them to live well within their own homes. We are also intending to take some specific actions at the interface with hospitals, both to avoid unnecessary and unplanned hospital admissions and to facilitate safe discharge.

Working with one or more expert RPs with specialisms in this area and building on our existing Hospital Discharge Protocol for people with no fixed abode, we will develop hospital discharge arrangements with Bury’s main NHS Foundation/Hospital Trusts. This will include hospital-based casework to ascertain patients’ housing circumstances and to work with those whose housing is prohibiting safe discharge to make their home safe. It will also include provision of ‘Step-down’ accommodation.

The GM Housing and Mental Health Strategy¹⁴ contains some specific case studies of where RPs are doing hospital discharge work and supporting people with mental health problems to leave hospital and live well in the community. This interactive map shows a range of other case studies¹⁵

6.2 Healthy communities and places we can be proud of

6.2.1 Solving community problems through multi-agency working with Community Hubs

One of the ways we can improve our places is to understand where the complex, compound problems lie and to address them in a proactive way through coordinated multi-agency working.

We have a multi-agency Organised Crime Group comprising fire service, police and supported by the Council’s Environmental Health Team. This team has local knowledge on where some of the criminal activity lies and takes co-ordinated action on crime.

We want to develop this further and to work in partnership with our Community Hubs to identify problems, understand the nature of them and to provide lasting solutions. A range of actions might help, such as:

- Our database of private landlords in particular localities.
- Visits to all households in defined streets/areas to identify problems.
- Proactive use our legal enforcement powers to compel landlords to act to improve poor condition private rented homes.
- Bespoke, asset-based support for households where needed and appropriate.

¹⁴ GM Housing and Mental Health Strategy 2019-22:

<https://www.gmmh.nhs.uk/download.cfm?doc=docm93jjjm4n5026>

¹⁵ Housing LIN and Foundations Interactive Map of hospital to home schemes

<https://www.housinglin.org.uk/home-from-hospital/>

- Purchase specific homes for refurbishment and sale to help to change the dynamics of the neighbourhood.
- Improvements to the public realm such as clearing fly-tipping, graffiti.

6.1.2 A Checklist for healthy place-shaping

We will invite our residents, through our Community Hubs, to develop a 'Bury checklist' that we will use throughout our planning and place-shaping activity to make sure we consider all the important elements in developing good quality places and endeavour to make it happen. We will draw on existing resources such as NHS England's and Public Health England's Ten Healthy Place-shaping Principles¹⁶ and MHCG's guidance for Lifetime Neighbourhoods¹⁷

A Bury checklist for great places

Such a checklist might include:

- **Infrastructure** – including GPs, schools, road traffic: How are the infrastructure requirements of a new development being considered? How is the local community being engaged in discussions? What will be done as a result?
- **Parks and green spaces:** How will the development minimise the impact on our green spaces and/or create new parks and green spaces?
- **Transport, active travel, air pollution:** How does the new development enable people to get around in a way that limits air pollution?
- **Connected, healthy people:** How will the development produce spaces where people like to meet and congregate? How will it support and enable community-led activity?
- **Asset-based approach:** Are we building on local community assets and creating resilient communities based on their strengths and local assets?
- **Healthy living:** How might the new environment enable free food growing opportunities? How might it support people to become more active?
- **Access to healthcare and schools:** How will the people living there access healthcare in their community? How will their children be enrolled in schools and educated in the event they are excluded? How will they get help with any non-medical issues they may face?

6.2.3 Village Hubs: where people can connect and live well

We have an ambition to create '15-minute neighbourhoods' where the main facilities can be reached within a 15-minute walk.

¹⁶ <https://www.england.nhs.uk/publication/putting-health-into-place-executive-summary/>

¹⁷ <https://www.gov.uk/government/publications/lifetime-neighbourhoods--2>

As we consider how to best remodel our sheltered schemes, and plan for new extra care schemes, over the coming years we will consider with our Community Hubs how these schemes might develop closer connections to a range of local facilities including health centres, shops, schools, leisure, community and faith centres. This will make it easier for older people living in the schemes and in the surrounding areas to connect with other local residents and access informal support, facilities and activities. We will also consider how these neighbourhoods might support intergenerational connections and recreational activity. We will learn from the COVID-19 experience to make sure these hubs can enable high levels of support.

Section 7: Towards carbon neutral homes

In 2019 Bury Council declared a climate emergency and set an ambitious target to be carbon neutral by 2038. The scientific evidence on climate change is unequivocal and we need to act now and decisively to slow down and limit the impact of climate change.

Bury is in the process of developing a Climate Action Strategy that will set out where we need to get to, the direction we must travel and the wide range of actions we need from national Government to help us to meet our targets. It is designed to be consistent with the GMCA 5 Year Environment Plan for Greater Manchester which lays out how the city region will progress to carbon neutrality by 2038.

This is an extremely challenging target. Achieving it probably requires full decarbonisation of the national electricity grid and, while significant progress is being made, this is not projected to happen until sometime after 2030. However, one of the silver linings of the Coronavirus lockdown period has been a glimpse of what a low carbon future might do to improve our environment. In Bury, we are determined to do all we can to 'build back better'; to build a more sustainable economic future that works for Bury as we deliver the low carbon, climate resilient environment our planet so desperately needs.

We are encouraging people to use greener travel by improving connectivity and travel options across the borough. Proximity of new homes to our town centres, places of work and public transport hubs will help to reduce reliance on cars when planning the location for new homes. Active travel measures, to improve residents' ability to walk and cycle around the borough, will be included in our plans including for town centres. We are intending to plant thousands of new trees to support carbon capture as well as creating pleasant healthy green outdoor spaces within our urban areas for people to enjoy.

We are intending for Bury to become an exemplar, showing the way and creating a sense of urgency to influence the Government and reduce the current UK target which is for net zero by 2050.

7.1 The challenge for housing

Around 34% of Bury's emissions come from domestic gas and electricity uses¹⁸. Significant progress has been made over the last few years, but the focus has been on measures that are relatively straightforward. An analysis of the energy performance data of council stock shows that to improve beyond a Band C rating cannot be achieved without investment in renewable energy measures such as solar panels, air source heat pumps or solar thermal which represents a step up in investment. This is the case for private housing too.

The housing sector is at a crucial stage; the steps we now need to take towards low carbon are bigger and come with greater risk. There is a sector skills challenge to overcome to

¹⁸ Bury Council Carbon Action Strategy (draft)

retrofit at scale: a lack of capacity and capability for making and installing components successfully. This comes with significant upfront costs that either need to be passed on to the consumer or subsidised in some way.

Our housing targets are:

- 100% net zero-carbon new homes by 2028.
- 100% carbon neutral homes by 2038.

Bury Council will do everything it can to achieve these targets. However, it requires some steps to be taken that are not within the Council's control. This means:

- Making sure electricity is sourced from certified renewable or zero carbon sources.
- Ceasing fitting new gas-powered appliances such as boilers as a matter of urgency.
- Identifying, sourcing/producing and installing modern renewable energy technologies and making provision for retrofitting homes with new sources and technologies that may emerge in future years.
- Increasing energy efficiency of all homes across all sectors.
- Offsetting any outstanding emissions through carbon capture.
- An earlier national target date for a decarbonised electricity grid (from 2050 to 2038).

This housing strategy provides more detail on what we will do to endeavour to achieve this target for all Bury's housing, both new and existing dwellings. How we do this will vary depending on who owns the homes. 90% of properties in Bury are privately owned and are outside the direct control of the Council. This means we need to take a different approach to homes owned by the Council, a registered provider, private landlord or an owner occupier.

7.2 Health and economic benefits of low carbon homes

Low carbon homes will deliver health and social benefits too. Respiratory problems are a significant factor in admissions to hospital¹⁹ (apart from COVID-19 cases) and we are keen to eliminate the impact of poor housing as soon as possible.

¹⁹ Find reference



Properly insulated, energy efficient homes will be warmer with lower fuel bills; they are cheaper to run and healthier to live in. Innovative green businesses that can contribute to emergence of an effective 'climate change industry' could help to create community wealth for Bury as well as to enable the shift to carbon neutral.

7.3 Our approach to delivering low carbon homes

The industry in low carbon and renewable technology is not yet operating at scale; the technology is developing all the time and it is not yet available at realistic prices while the maintenance supply chain for the new technologies is immature. A Government consultation in May 2020 demonstrated that the Government is not yet clear on how the UK will meet climate change targets for housing, nor how local authorities will be supported. However, it is pushing forward on several important strands and a route map to energy efficient, low carbon homes for the UK is expected to emerge ahead of the 26th UN Climate Change Conference of the Parties (COP26) that will take place in Glasgow in November 2021.

Achieving our carbon neutral targets across the borough's 84,000 existing homes by 2038 as well as all new homes built by 2028 will require a dynamic and future-facing approach that assesses, supports production of and embeds new technologies as they emerge.

Our overall approach will be to fast-track our activity on existing council homes managed by Six Town Housing and any new homes that the Council and its partners may build. We will use our learning to develop our expectations of and support for private developers, landlords and homeowners to take action. We will also explore options for a housing provider to become a local energy network supplier in Bury.

7.3.1 How are we doing so far?

Between 2008/9 and 2020 the council itself has reduced its carbon emissions by 44%, mostly from reducing electricity and gas use in our buildings. Our total footprint is just under 16,700 tonnes of CO₂ which represents only 2% of borough wide emissions total.

We also commissioned Catapult Energy Systems to undertake a piece of work to identify how Bury might progress to carbon neutrality by 2040 and 2050. It highlighted the level of change required, what the change might look like and what the implications would be for stakeholders. This will be used to inform our journey to carbon neutrality.

Our progress towards carbon neutral homes

- The Council stock has an average energy performance SAP rating of 70. This represents an average SAP/EPC rating of Band C. The Council and Six Town Housing are committed to achieving a minimum C SAP rating for all by 2025.
- We have replaced traditional lighting with LED units within around 900 Council homes each year, outside security lights and in around 25 newly refurbished communal areas.
- PV solar panels have been installed to 13 blocks of flats in Whitefield: tenants benefit from free electricity during daylight hours and the Council receives income in the form of a feed in tariff.
- Forty-eight homeowners have signed up to the recent Solar Together collective PV purchasing scheme and installations are currently taking place.
- Through a collaboration with Japanese Government, air source heating pumps and monitoring equipment have been installed in 92 Council dwellings with reported savings to tenants' energy bills.
- All Six Town Housing staff have received carbon awareness training and frontline staff have been trained to spot signs of fuel poverty and to provide energy efficiency advice in the home. Tenant energy champions have been trained to understand fuel bills and fuel switching to find cheaper deals.
- 9782 (12%) of Bury's households installed insulation measures under ECO between 2013 and March 2019 so that 70% of EPC rated homes have a rating of D or below.
- Opportunities to secure external funding to offset the cost of installation of insulation and low carbon technologies within the Council's stock through a range of national energy efficiency and carbon reduction initiatives such as CESP, CERT, FIT and RHI have now been taken and maximised.
- The Council has helped to facilitate the installation of energy efficiency measures via various local and national grants in over 16,000 private sector homes attracting investment of over £12m. This has resulted in significant carbon savings and energy bill reductions.
- Further potential for renewable energy including free solar PV and associated battery storage of the solar energy are being explored.
- The average SAP rating for Council homes has shown some improvement over the last 10 years. In 2019, an increasing majority of the Council's own homes achieved a SAP rating of 'C'.
- Around 400 A-rated gas boilers per year are installed as part of the investment programme in addition to cavity wall and loft insulation

Many of these improvements to the environmental performance of the Council's housing stock have been made through accessing initiative-based funding. The ad-hoc nature of these initiatives has left a legacy of ad hoc maintenance arrangements and this is inefficient. We will continue with these programmes in the short term and going forward, we will take greater account of the potential to standardise ongoing maintenance to increase efficiency across all 8,000 homes.

7.3.2 Enabling our townships to support the shift to zero carbon homes

If we are to achieve our ambitious targets, we need our 70% of residents who are homeowners to be persuaded to upgrade their homes – both the insulation and to convert to a renewable energy system – by 2038. They must also be helped to change their behaviours around energy use/heat loss, ranging from learning how to maintain the temperature of a newly retrofitted home, to undertaking more journeys by bicycle or on foot.

We will need to engage Bury's residents, local businesses and community groups in this task. Collectively our residents hold significant knowledge about routes to zero carbon homes. They are also networked and well placed to organise to make a case to national government as well as to share information about new technologies, for example, and to develop trusted financial mechanisms to pay for them.

The Council is committed to engaging residents through stakeholder forums that will be established and supported in each of our Townships. These groups will be encouraged to consider the private housing challenge; how best to go about motivating and enabling homeowners to retrofit their homes. We will share our knowledge and invite these panels and forums to feed directly into the development, delivery and monitoring of progress on our action plans at the same time as developing their own local approach to the climate change emergency. We will support and assist them to identify and make a case for the necessary resources to achieve this task.

7.3.3 Accelerating capacity and capability through partnership

Identifying pathways to volume domestic retrofit and reducing fuel poverty is also a priority across Greater Manchester (Strategic Priority A5 in the GM Housing Strategy). Action is being taken at Greater Manchester level to bring together a 'Retrofit Partnership Accelerator' of existing activity to focus collectively on issues of demand, supply, skills and access to finance to develop delivery and business models for whole house retrofit.

We will work closely with other local authorities through the Greater Manchester Combined Authority and with the GM Housing Providers group and GM Local Energy Market to develop an approach that enables Greater Manchester to achieve net zero-carbon new homes and carbon neutral existing homes. We will also work with a wide variety of other partners – public, private, education, utilities, voluntary, community and social enterprise sectors – to increase our learning and capacity to achieve this huge challenge.

Through partnership working, we will be better placed to:

- Exploit renewable energy potential in relation to solar, hydro and wind on our land and buildings.
- Work with our utility providers to plan the necessary upgrades to the electricity supply infrastructure and lower gas demand and its impacts on our community.
- Establish local energy networks to supply renewable energy to Bury residents.

- Build the green energy sector to ensure we have sufficient service providers that can deliver new retrofit components and renewable heating systems.
- Equip and upskill our local workforce and construction industry with the necessary skills to deliver renewable heat and energy systems in the domestic and commercial sector – coordinated with training colleges.
- Develop local supply networks for installation and maintenance of energy efficiency measures and renewable energy.
- Source innovative business models, finance and delivery mechanisms to retrofit homes and commercial buildings.
- Observe progress in relation to other options for use of non-fossil fuels in the gas grid e.g., hydrogen carbon heat.
- Make energy efficiency and renewable energy options more accessible and attractive to our residents.
- Maximise community wealth-building by identifying local business opportunities that will arise from the move towards a low carbon future.

Working in partnership will also enhance our likelihood of success in lobbying national government to make the necessary changes to national policy and in bidding for national resources to advance our work towards carbon neutral homes.

Our approach to low carbon homes

**Undertake analyses of ‘carbon status’ of Bury’s housing stock
Develop a new ‘Bury Eco-Standard’**

**NEW HOMES
Net zero carbon by 2028**

New Social Housing

- All new homes built to zero carbon standards ahead of 2028
- Provide exemplar projects for renewable heating systems and modular construction in developments where we have sufficient influence.

New HA homes

- Commitment to all new homes built to zero carbon standards ahead of 2028.

New private homes

- GMCA and LAs consulting on additions to building regulations to require all new homes built in GM to meet zero-carbon standards by 2028.
- Support and incentivise developers that are prepared to build to zero-carbon standards.

General – new homes

- Shift to MMC – levers.

**EXISTING HOMES
Carbon neutral by 2038**

Existing Council Stock

- Stock condition survey including eco-elements, to establish baseline position.
- Local exemplar projects for deep retrofit and renewable heating systems in Council owned homes and learn from other exemplars from across the UK.
- Develop plans to bring all homes to low carbon standard by 2038 and SAP C rating by 2025 (drawing on Bury Local Area Energy Strategy 2018).
- Increase volume of deep retrofit over time as new tech emerges and the market develops.

Existing HA homes

- Share knowledge, experience and information with HA’s.

Existing private homes

- Private stock condition survey including eco-elements to establish baseline position.
- Enforcement to EPC Band E.
- Private landlord incentives conditional on eco standards.
- Apply new technologies to empty home refurbishment

Market-shaping and industry development
New build homes: MMC | Existing homes: Retrofit components
Renewable energy sources | Local Energy Network Provider

Learning and collaborating with GM, Together Energy Services, others (e.g. how to do Deep Retrofit)

7.4 New build homes – towards net zero carbon by 2028

Greater Manchester Combined Authority and LAs are consulting on higher standards for all new builds to be net carbon-zero by 2028, or even sooner on the advice of experts. This is likely to lead to additional building regulations for all new buildings across the region to meet the agreed target.

7.4.1 New Council housing schemes

Any direct building of new council homes will trial new low carbon technologies such as ground source heat pump technology and PV solar panels. Schemes will also be ‘future proofed’ so that they can be retrofitted with new zero carbon technology that is anticipated to improve in future years – including battery storage and smart energy solutions. From now on, all new build homes over which we have control will be either net zero carbon at completion or can be easily adapted before the 2028 deadline.

There may be opportunities around modular construction to re-define ‘good design’ that can contribute to the carbon reduction agenda. The Council is considering small site delivery through Modern Methods of Construction (MMC), potentially using a local supplier to support emergence of a local economy for modular construction.

We will explore opportunities offered by these schemes to ‘upskill’ our workforce to be able to undertake future maintenance and repair of these systems.

7.4.2 New housing association homes

We are working with Greater Manchester Housing Providers to support solutions for housing association homes, including homes built within the borough of Bury. All GM providers have committed to building all new homes to net zero carbon standards ahead of the 2028 date.

7.4.3 New private homes

Requiring private developers to build to higher standards will increase the cost of development. We are therefore intending to work through the township residents’ groups to create strong buyer demand for low carbon homes, and a willingness to pay the additional price. For example, we will actively promote the financial benefits of occupying a net zero-carbon home – the low or zero fuel bills – and quantify the ‘purchase premium’ they might expect to pay in return for having very low fuel bills.

We are taking a GM-wide approach to planning policies to develop a new standard that will be a common requirement across all ten authorities; all councils will agree to employ whatever influence they can bring to bear on new housing development. We will also work with authorities beyond the GM boundary to persuade them to also adopt the new standard. Taking a common approach will help to bring consistency in the development market and to drive up standards.

In addition to this, the Council will orient its support and incentives towards those developers that are prepared to build to the new standards. This includes the support we provide to improve viability of new homes, set out in Section 2, as well as our support for first time buyers.

7.5 Existing homes – towards carbon neutral by 2038

7.5.1 Establishing the baseline position in our existing housing stock

Knowing the ‘carbon status’ of our existing housing, across all tenures, and the size and nature of the gap that needs to be bridged, is key to devising a strategy, prioritising action and measuring impact. In order to establish our baseline position, we will review our existing knowledge (such as EPC and SAP ratings) and undertake ‘stock condition’ analyses focusing on energy efficiency and carbon status, to fill gaps in our knowledge.

7.5.2 Existing Council homes

We have made some good progress over the last few years through securing funds from national and international programmes. However, this has depended on the appetite of successive governments to drive this agenda forward and has, consequently, resulted in a piecemeal approach. Going forward, we want to be much more proactive, creating and implementing our own route map and finding ways to deliver it, being ready to secure funding as and when it emerges but relying solely on incentivised programmes. Our approach to decarbonising existing council homes will have several strands that we will take forward concurrently, and that will inform each other.

Strand 1: Deep retrofit pilots to push boundaries and upskill the workforce

In 2021/22, Six Town Housing will embark on a small ‘deep retrofit’ pilot to bring between 5 and 15 council owned homes to carbon neutral standard. Deep retrofit requires extensive work to existing homes to apply a whole range of measures, including a renewable energy source, all at once.

Through the pilot, we will upskill our workforce in retrofitting homes aiming to develop an efficient standardised retrofit process that incorporates the best and most appropriate technology available at the time for that particular property and that both minimises the cost, time taken and disruption to tenants. We will learn from other councils that are ahead in retrofitting their housing stock and with other GM local authorities will explore different models of retrofit. Initially we will prioritise properties that are empty between relets.

We will also identify one or more of our sheltered housing schemes that require more extensive remodelling or repurposing and undertake these works at the same time as deep retrofit. This will allow us to better understand scheme-based renewable ‘district’ heating and energy systems that may not be suitable for single dwellings.

As tenants move into the retrofitted homes, we will train them and make sure they have access to information on how to minimise/optimize energy use while keeping the home at ambient temperature.

Further phases of the deep retrofit programme will be informed by our learning from the earlier phases and from the experience of colleagues across Greater Manchester.

Strand 2: Identify steps to bring all 8,000 Council homes up to the Bury Eco-Standard

We will develop a 'Bury Eco-Standard' which will reflect a fully retrofitted home with a renewable energy source in addition to the measures in the existing standard (see also Section 3.1).

We will set out a route map to achieve the Bury Eco-Standard across all our homes with challenging but realistic targets. Since we will not be able to clearly see all the steps at the outset, we will review and update the route map on an annual basis, bringing new information to bear on the next steps we will take.

Initial steps may include, for example:

- Insulation, draught-proofing and other 'fabric' upgrades.
- installation of PV panels to some properties assessed as being suitable for them.
- phasing in of air and ground source heat pumps (and phasing out of new gas boiler installations).
- installation of district heating systems in selected schemes.
- 'future-proofing' properties to make them ready for installation of future technologies, such as hydrogen boilers or batteries, at a later date.
- making it easy for tenants to procure their electricity from certifiable renewable sources.

We will develop a monitoring framework that enables us to keep abreast of the changes we're making to our homes. It will also provide a means for us to regularly review our learning – from the retrofit pilots and through our connections across Greater Manchester and other local authorities – about how best to achieve net zero carbon homes in the shortest possible timescale. We will use this to inform and regularly update our stepped approach to achieve the 'Bury Eco-Standard' in all our homes.

How we phase works in later stages will depend on what we learn in the earlier stages. It will also depend to some extent on how new technology emerges and on the Government's strategy and programmes. We are likely to increase the number of homes we deep retrofit as we learn how to streamline the process while matching solutions to the dwelling, and as component costs reduce. The annual customer satisfaction survey will be revised to include questions about energy efficiency and retrofitted homes to learn more about how we can improve the customer experience.

7.5.3 Existing housing association homes

Greater Manchester Housing Providers have committed to achieving a minimum C SAP rating for all existing homes by 2025.

We will engage with the other RPs in the Borough to generate a plan of action for bringing their homes up to the Bury Eco-Standard by 2038.

7.5.4 Towards carbon-neutral private homes

Section 7.3.2 sets out how we will support Bury's residents to play their role in driving forward carbon neutral homes in the private sector through local energy groups in each of the six townships. This represents a significant strand of our efforts for all private homes to become carbon neutral by 2038.

In addition, we will consider how we might *develop levers and incentives to influence private landlords to adopt low carbon technologies*. Private rented properties are now required to comply with the 2018 Minimum Level of Energy Efficiency Standard, which is currently at EPC band E. Bury Council is currently engaged in a pilot funded by BEIS, to test out a mix of methods to improve privately rented homes that fall below this level – including providing information and advice to landlords, signposting to sources of ECO funding for cavity wall insulation and incentives such as grants to undertake works and serving notices.

We will also consider how to ensure that any investment the Council makes in private housing for example, refurbishment to private homes on a lease-and-repair basis through the Ethical Lettings Scheme, helps to achieve Bury's low carbon goals.

Section 8: How we will implement this strategy

This housing strategy has come at a time of great change and of great energy for change, in Bury.

8.1 Let's do it!

Even before the Coronavirus disrupted our normal way of doing things, Bury residents, stakeholders and the workforce had been working towards a decade of reform to tackle deprivation and improve growth under the Bury 2030 banner. Now we have a clear way forward and this will mean a big change to the way the Council operates.

Key to these reforms is working through relationships, because it is relationships, not services, which truly make the difference to people's lives. We are in the process of making a radical shift from providing services to a relationship-based system, through empowered local communities. It is by working with residents, and valuing the skills, strengths and successes of individuals and communities – and not just delivering services to people – that we can tackle some of the great causes of inequality within the borough and make sure everyone has the best possible life chances.

Guided by the late Victoria Wood born in Prestwich and brought up in Bury, *'Let's do it!'* encapsulates our strategy. It reflects the need for all of 'us' to be involved in creating change. It shows that there is important work we all need to 'Do' and that we cannot be passive. It is a call to action, to develop a collective vision 'It' of what the future can look like.

8.2 Let's – our collective responsibility

To work, this housing strategy needs to be a joint endeavour involving Bury's residents, stakeholders, local partners and our workforce. Doing this will require many new relationships to be forged and conversations to be had.

There is a big emphasis on conversations. We need to talk to residents, to deepen the insight about their needs and aspirations that we have gained through the Housing Needs Assessment. We need to talk to community groups about their ambitions for the neighbourhoods and towns they live in.

There is also a big emphasis on codesign and coproduction. Residents, including people we traditionally see as 'service users' can help us to deliver this strategy if we will involve them at an early stage. Listening and learning from Co-production Networks to understand their particular needs and ambitions offers rich information; they can help us to design and deliver services that work for them and people like them. We want our residents to help each other to live well and to be empowered to get on with their lives and to need services as little as possible.

We have many external partners who have a responsibility to help. We need to talk to developers and registered providers to find out what they need in order to support this vision. We need to talk to our private landlords to work out how they might support our ambitions. We need to talk to other GM local authorities and beyond, to learn together.

8.3 Do – through inspiration, aspiration, participation, collaboration

‘Do’ is about doing our bit to make our Borough a great place. It is about:

- **Inspiration** – being proactive and creative, building on our collective strengths to make a difference, really listening to understand each other, growing relationships and new connections across boundaries, being open to doing things differently, valuing skills and strengths of people and communities.
- **Aspiration** – having and realising hopes and dreams by giving people an equal voice and opportunity for participation, championing innovation and improved quality of life, stepping out of our comfort zone to make things happen, opening doors at every opportunity, being proud of our people and places.
- **Participation** – taking responsibility for making a difference by committing to making a positive, practical difference asking ‘what really matters to you?’, being flexible and putting energy where we can make the most positive difference, demonstrating dignity, kindness and respect.
- **Collaboration** – bringing people together from all corners of life, listening deeply and responding authentically, learning from others, trusting each other, making the most of our collective talent’s energies and power, holding each other to account, sharing data, removing barriers to collaboration, supporting development and growth.

8.4 It – the change Bury residents want to see

‘It’ is about having a shared focus on what we want our towns to be like in ten years’ time and achieving our vision of tackling deprivation and inequality whilst securing economic recovery and ultimately securing ambitious growth. It means developing ourselves, our communities and our neighbourhood model.

When it comes to housing, ‘it’ is articulated within this housing strategy and action plan which provide room for Bury’s residents and stakeholders to shape further into township programmes. It is ambitious but it is also doable, especially with the right mind set, attitudes and action.

Evidence and documents upon which this strategy is based:

- Bury 2030: Let's do it!
- Housing Needs Assessment 2020
- Bury Economic Performance, Resilience and Brexit, Cambridge Econometrics 2020
- Housing LIN: <https://www.housinglin.org.uk/>
- Bury Draft Learning Disability Needs Assessment 2020
- Greater Manchester Mental Health NHS Foundation Trust, Housing and Mental Health Strategy 2019-22
- MHCLG Guidance on Selective Licensing
- A 2018 report by the Smith Institute for the Northern Housing Consortium called *The Hidden Cost of Poor-Quality Housing in the North*
- Six Town Housing's Asset Management Strategy
- Improving health through the home, Public Health England:
<https://www.gov.uk/government/publications/improving-health-through-the-home/improving-health-through-the-home>
- Bury Council Carbon Action Strategy (draft)
- MHCLG Guidance on Selective Licensing:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/418551/150327_Guidance_on_selective_licensing_applications_FINAL_updated_isbn.pdf
- The Five Ways to Wellbeing are an evidence interrelated set of activities brought together in 2007 by the New Economics Foundation
- Keyring networks of support: <https://www.keyring.org/>
- Shared Lives Plus <https://sharedlivesplus.org.uk/> and HomeShare <https://homeshareuk.org/>
- GM White Paper: A Unified Model of Public Services
- GM Industrial Strategy and Transport Strategy
- NICE Guidance NG6: <https://www.nice.org.uk/guidance/ng6>
- NHS England and Public Health England Health New Towns Initiative:
<https://www.england.nhs.uk/publication/putting-health-into-place-executive-summary/>
- Lifetime Neighbourhoods, MHCLG: <https://www.gov.uk/government/publications/lifetime-neighbourhoods--2>
- GM Housing and Mental Health Strategy 2019-22:
<https://www.gmmh.nhs.uk/download.cfm?doc=docm93jjm4n5026>
- Housing LIN and Foundations Interactive Map of hospital to home schemes
<https://www.housinglin.org.uk/home-from-hospital/>
- MHCLG Next Steps Accommodation Programme (NSAP)
- GM Spatial Framework (2019 draft)



Classification	Item No.
Open	

Meeting:	CABINET
Meeting date:	26 May 2021
Title of report:	Agile Working Model roll out
Report by:	Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs & HR
Decision Type:	Non key
Ward(s) to which report relates	

Executive Summary:

In October 2021 the Council's Cabinet agreed to the principle of an agile working model for Bury town centre based office staff. The same decision was made for CCG staff by NHS Bury CCG Governing Body. The approval of the concept of agile working was given on the basis of:

- harnessing the technology and new ways of working which evolved during the pandemic response
- providing an opportunity to drive the productivity of the workforce; reduce costs; promote inclusion and further the ambition for carbon neutrality and
- helping manage the risk of the poor condition of much of the Council's office estate, including the reduction of available office space in the Town Hall by c50%

It is recognised that any change in the way that we work needs to be carefully managed and that there are complex issues across workforce, estate and technology to address. This paper proposes the detail of the strategy which it is proposed to roll out, subject to a structured evaluation. Agile working will be open for all staff subject to the requirements of their role, but there is a particular imperative within the Bury town centre sites where estate maintenance and social distancing adaptations have required significant reductions in estate footprint.

Recommendation(s)

The Cabinet is asked to endorse the roll out and evaluation of the agile model for all staff, as described in this report, from Stage 4 of the national roadmap out of lockdown, which is currently assumed to be 21 June 2021

Key considerations

Introduction

In October 2020 Bury Council and Clinical Commissioning Group agreed to the concept of an agile working model. The decision was made on the basis of:

- a largely positive experience during enforced home working during lockdown
- the potential benefits of a substantive agile arrangement which research tells us may include a reduction in fixed costs; improved staff productivity and engagement and contribution to the carbon neutral agenda
- reductions in available space in the town centre as a result of disrepair within the Town Hall in particular

Since last autumn work has been undertaken on the proposed approach and the detail has been refined based on further learning. This report sets out the final detail of the model to be implemented, which is a phased approach as follows:

- an agile-first workstyle to be adopted for all staff, subject to the requirements of their role, from Stage 4 of the national roadmap out of lockdown which is currently assumed to be 21 June 2021. The model will be implemented using current buildings and technology and with limited further investment. The model proposed therefore is based on the removal of any social distancing requirements etc. Any change to the government roadmap may require an amendment to the detail of what is set-out below.
- structured evaluation at the end of the calendar year to inform the longer-term approach and a potential significant business case to reduce the buildings footprint and reinvest in digital infrastructure and shared facilities within the remaining estate.

Proposed model

It is proposed that the Council and CCG commit to the principle of an agile-first workstyle: *Let's do it! ... with agility.* The model involves all workers:

- completing routine **desk-based activity off site**, rather than at a prescribed work base. For example completing email management, report writing and MS Teams meetings from home. Office time should generally be used for collaboration and fixed requirements only
- arranging regular **"face time"** with colleagues, their line manager and customers at the most appropriate frequency and location for the work and personal preference. This may include access to Council meeting spaces; use of partner sites and non-confidential meetings in public space eg cafes.

- accessing **necessary facilities/equipment on site** at Council locations for the fulfilment of particular roles, eg specialist meeting space and equipment will be provided for access as and when required. Desks will be provided for people who have a genuine requirement for them
- taking a **paper-free, digital-first approach** to delivery with **minimal travel**, including conducting all internal, informal meetings over MS Teams in order that staff can join from a range of locations. Council committee meetings and formal meetings eg HR hearings will normally be held face to face.

Over time, all office space will be vacated and either released for savings; re-provided as either shared space or allocated for specific service requirements. The first buildings to be re-provided will be office space within Bury Town Hall and 3 Knowsley Place.

The guiding principle of the agile working strategy is that “**work is something you do, not somewhere you go**”. In support of this ethos the further specific expectations apply:

- All office-based staff will be encouraged to become agile workers on the basis it is mutually beneficial for the service and individual. **Agile working will only be applied by staff agreement**, however, so staff who are unable or unwilling to work with agility will be provided with office space to work from. Agile working may be revoked by either side if it is proven not to be effective
- The model will **evolve** over time and with investment, based on evaluation and business case-based investment. This will also see further considerations in relation to agility in terms of when and how colleagues work as well as where. Specifically, the model for June will be designed around the best of the home working experience during the emergency but is a different construct as it includes face to face contact. Over time, the model rolled out in June will be expanded and invested in to improve communications and establish hybrid working
- The aim is to operate within a **high trust / high accountability** environment where:
 - staff have greater freedom to deliver when and where suits them
 - work is measured by outcomes not attendance
 - these impacts are demonstrated through more routine performance reviews
 - Agile workers are subject to the **same rules**, procedures and expected standard of conduct and performance as when they were working in their former, fixed workplace. Agile workers must remain contactable at all times
- The agile working model will be subject to regular, structured **review**. The first formal review will take place in December 2021

Staff whose role is **location dependant will continue to operate from their normal work place**. Equivalent investments will however be made in facilities for non-office based workers, as part of this strategy

Work progressed since October 2020

In October 2020 a report was approved by the Council’s Cabinet and CCG Governing Body which described an indicative approach and model for agile working. At that time it was proposed that all office-based workers in Bury town centre should be required to work 20-80% of their time on an agile basis, with remaining time spent on site at shared

desk and meeting space. The original terms have now been revised, as described above, based on further work and staff feedback which has included:

- Managers have been invited to identify members of their team who require access to a desk once return to work is possible. Around one third of staff have requested access to a desk which can be accommodated, subject to ongoing review
- A repeat of the survey of all staff working remotely has been undertaken. Feedback from staff is that the majority continue to experience the personal benefits of remote working and the vast majority are supportive of an agile approach in future
- the majority of office-based staff have been migrated to full M365 functionality.
- A fundamental investment case for a Corporate Landlord model is under development, to provide facilities management for all council buildings. The proposal will be brought forward separately when available
- Covid secure arrangements have been put in place across buildings that have remained operational
- Improvements have taken place in the Town Hall to establish improved office conditions aligned to agile working
- A robust performance management model has been established through the joint corporate plan and individual departmental plans, which set out delivery priorities and a process of performance reporting, to support outcomes-based management
- A staff wellbeing model has been established, aligned to the national “5 ways to wellbeing” theory, to support people who are working remotely. The model has been evaluated and found to be a benefit by the majority of respondents

In addition, the Council engaged a transformation partner, Ameo, in December 2020. In recognition of the potentially significant contribution to the overall transformation programme which agile could make, Ameo were asked to complete a “deep dive” into the agile strategy and enablers of success. The full deliverable is appended for completeness. Key messages are as follows:

- The outline strategy was endorsed as sector best practice
- The scope for potential savings from asset disposal was also validated, including a potential £5m of one-off capital receipts identified from the disposal of unused buildings
- The requirement for clear terms and expectation in an underpinning policy was reiterated. Within this, the definition of a clear, common “workstyle” was recommended, rather than the potential myriad of arrangements based on personal preferences which the initial report proposed

Proposed approach

It is proposed that the agile model will be rolled out as follows. Contractual terms remain unchanged:

- All office-based staff will be required to develop a baseline (pre Covid) and proposed (post Covid) detailed workstyle profile with their line manager, as part of their Performance and development Plan for 2021/22
- As a result of the workstyle assessment:
 - If an individual is willing to proceed as an agile worker (and this can be accommodated by the nature of their role):
 - the home/designated base must be risk assessed and agreed with their line manager
 - information governance records must be updated to record the information assets and processing they are responsible for and how these will be kept secure
 - performance objectives for the year should be set and weekly reviews begin
 - working hours and patterns must be agreed and communicated across the team and service users.

If the individual wishes to remain a non-agile worker an application must be made for office-based desk space.

- A structured evaluation of both the benefits and risks experienced from this approach will be undertaken, as defined in the “evaluation” section of this report.

During 2022, subject to a successful pilot, the model will be matured to include, for example:

- Hybrid meeting infrastructure to enable every meeting to host a mixture of digital and on site participants through investment in audio and visual equipment (this will be supported by development and guidance for staff)
- Appropriate process to formalise contract changes for staff to reflect an agile work base
- Potential extensive investment in digital capabilities to maximise the benefits of M365, funded through investment from potential large-scale estate disposals
- Consideration of options related to the wider aspects of agile working beyond location (where). For example hours of work (when) and role design and the more flexible deployment of resources to meet need (how). – These strands of work will offer particular potential benefits to staff who are not able to work away from a fixed location because of the nature of their role.

At this stage arrangements extend to volunteer Council and CCG staff only. The proposed exclusions are:

- Members of the Council. Members will be asked to support the agile model by maintaining MS Teams as the primary source of internal communication. A separate decision will be taken on meeting arrangements and site availability
- Staff who are not able/or willing to work with agility. These individuals have been identified and will be offered a desk at a council site. Desk space cannot be guaranteed at the site from which staff have historically operated however as, depending on the numbers of people it is necessary to accommodate, it may be necessary to plan occupancy across the whole office estate. In doing so we will,

however, be mindful of staff's individual circumstances and the needs of disabled colleagues.

Preparations Underway

Delivery of the model will require the following activities to be complete by June 2021

Customer

Lead: Head Communications & Engagement

Individual departments will be responsible for communicating the changes in work place and contact arrangements with partners and service users.

The town centre agile strategy also presents an opportunity to streamline customer contact to deliver efficiencies and maintain the progress made to on-line communications. This will be achieved by:

- maintaining virtual reception and on line communication with service users as far as possible. Services will be required to maintain the first-level contact arrangements made during the pandemic as far as practicable
- A review of all reception points in the Town Hall and 3KP and consolidation into a single face to face access point which will be utilised by all affected services

Digital

Lead: Joint CIO

The agile working model is hugely digitally dependent. It is proposed that initial arrangements are enabled through use of M365 capabilities rolled out in the last 12 months, without any immediate additional investment. Infrastructure will be developed subject to evaluation outcomes and associated business cases. The digital workstream will involve:

- Every agile worker to be provided with at least one device through which they are contactable and have access to all council systems and information required for their role
- the complete roll out of M365 to all users to be complete by end June 2021, including skills development
- building wi fi to support a fully digital environment

Corporate Landlord

Lead: Executive Director Operations

- A fundamental investment case for a Corporate Landlord model is under development, to provide facilities management for all council buildings. The proposal will be brought forward separately when available
- Desk requirements for staff who cannot or will not work with agility have been determined and arrangements will be in place to coordinate access
- Meeting spaces will be available on the booking system to enable managers to plan and co-ordinate use
- All town centre office spaces will be vacated and cleaned, ready to be returned to use as shared spaces. Shared storage space for retained data and equipment will be provided

Human Resources

Lead: Director People & Inclusion

An agile working policy for both the Council and the CCG is under development in consultation with the Trades Unions and will be brought forward for approval. The policy sets out the terms and responsibilities of both sides in working with agility including managing costs, performance, health and safety and wellbeing.

There will be no council contribution towards costs for home workers, but equipment already taken home can continue to be used and future requirements will be considered as far as practicable.

Alongside the above there will also be a need to give consideration to any work needed to support people managers in managing remotely (i.e. management by outcomes as opposed to presence or outputs). Focused work on how culture and engagement continue to be prioritised as we move to a more substantive agile model will also be progressed, aligned to the wider programme of 'Let's Do It' Organisational Development activity.

Wider dependencies

The agile strategy will be enabled and informed by the wider transformation programme. Particular initiatives include:

- the business support review, as part of the Council's budget options for 2021/22. This review will seek to standardise administration processes and templates for communication, which will support consistency within a more dispersed workforce. It is also anticipated that an agile delivery model provides scope for efficiencies through reduced demands to manage meeting spaces and visitors and through pursuing a paperless model.
- The Information Governance strategy, for which the following core work-streams have been identified:
 - Corporate Information Governance Structure
 - Policies, Procedures and Process
 - Records Management, Retention and Destruction
 - Training and Communication
 - Monitoring, Compliance and Review

Agile Working - Evaluation

The model will be subject to structured evaluation at months 3 and 6. Proposed benefits and risks which will be evidenced and assessed are those that were agreed in October 2020 as follows:

Proposed benefits

An agile model is best practice across the public and private sector. Anticipated benefits which have been proven elsewhere and begun to be apparent through evaluation in Bury during the COVID evacuation are as follows:

- Reduction in running costs (ie revenue energy utility costs) to the Council.
- Reduction in staff absence. The reduction in absence experienced over the last 6 months is forecast to continue
- Improvements in staff morale/engagement, through the facilitation of preferred working patterns and location. This will be measured through ongoing staff survey exercises
- Greater workforce productivity by allowing people to work at a time and place that suits them
- An improvement in workforce inclusion, which will directly support implementation of the joint inclusion strategy
- A direct reduction in the carbon footprint of council operations which demonstrates leadership of the commitment to carbon neutrality in the borough by 2030
- The benefits for individuals (increased flexibility, reduced travel costs etc.) will also support the attraction and retention of talent into the Bury workforce.

Risks

A reduction of staff working daily from town centres may also present some issues including:

- A reduction in spend in the local economy, for example lunch time food purchases and after work social meetings
- A reduction of footfall in Council town centre facilities such as leisure centres and library use
- Staff preference for or productivity within an office site
- A reduced ability for new or more junior colleagues to learn and develop through physical colocation and interaction
- Challenges for staff who are disabled or do not have a home environment conducive to work
- The perception of a two-tier workforce: Those who can and those who cannot work from home.

The evaluation exercise will be co-ordinated by the Director of People and inclusion.

Recommendations

The Cabinet is asked to endorse the roll out and evaluation of the agile model for all staff, as described in this report, from Stage 4 of the national roadmap out of lockdown, which is currently assumed to be 21 June 2021

Community impact / Contribution to the Bury 2030 Strategy

The agile working strategy embraces the Let's do it! Principles by:

- Local – enabling staff to work at locations and within the communities that suit service users
- Enterprise – working when and where people are most effective
- Together – harnessing collaboration through digital technologies and management of working patterns across teams and with regards service user needs and
- Strengths-base by flexing locations according to individual preference.

Agile working almost makes a direct contribution to decarbonising the Council's footprint and achieving the target of carbon neutrality by 2038.

Equality Impact and considerations:

24. *Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:*

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
 - (b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
 - (c) *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*
25. *The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.*

EIA Attached

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
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<p>A reduction of staff working daily from town centres may also present some issues including:</p> <ul style="list-style-type: none"> • a reduction in spend in the local economy, for example lunch time food purchases and after work social meetings • a reduction of footfall in Council town centre facilities such as leisure centres and library use. 	<p>The potential risks to Council service demand will be considered in related planned reviews including those concerning leisure services and Bury market.</p> <p>The impact of Council staff spend in the local economy will be considered in the wider economic strategy including an intended future procurement review to maximise local public service spend.</p>
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Consultation:

These proposals have been subject to stakeholders including:

- the Trades Unions
- staff, who have been surveyed about the proposals through a wellbeing and feedback model via MS Teams and the Change Agent network
- senior managers who have been consulted through the Senior Leaders' and Senior Manager's Fora

Legal Implications:

The proposed trial of agile working arrangements will not require at this point any contractual changes to contracts of employment. Once the voluntary pilot has been considered the outcomes will be reviewed and at that point any formal changes will be considered any changes proposed will be made in line with legislative and consultation requirements . The report sets out how reasonable adjustments for staff will be made. In line with our Equality Act duties the full equalities Impact Assessment is appended to this report.

Financial Implications:

The financial consequences are expected to be negligible as staff have been working in this way during the pandemic . However, any further costs will be captured and reported as part of the evaluation process at the end of the calendar year. This evaluation will also inform the longer-term approach and a potential business case to reduce the

buildings footprint and reinvest in digital infrastructure and shared facilities within the remaining estate.

Report Author and Contact Details:

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Deputy Chief Executive
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Background papers:

Report to Council Cabinet 15 October 2020

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
3KP	3 Knowsley Place

Appendices (available for inspection on request)

Ameo slides

EIA

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Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	Wednesday 26 th May 2021
Title of report:	Update on Covid-19 in Bury and the Local Response
Report by:	Andrea Simpson, First Deputy and Cabinet Member for Health and Wellbeing.
Decision Type:	Non-Key
Ward(s) to which report relates	Borough Wide

Executive Summary:

The report sets out a summary of the local response to the on-going Covid-19 pandemic highlighting the additional measures to address the emergence of the more transmissible Variant of Concern B617.2 (Indian) variant and the need to maintain an on-going Covid-19 response over the longer term.

Recommendation(s)

That:

- Cabinet note the comprehensive response to date.
- Note the potential for a fourth wave of Covid-19 and the potential for impact on hospitalisations, disruption to education, social and economic life and the planned further easing of lockdown measures.
- Note the need to maintain an on-going local response in the context of the continued global pandemic
- Note the resources received and committed to date and the work underway to develop a further resource allocation plan to support the continued response.

1. Background

It is now more than a year since the first case of Covid-19 in Bury was reported on 1st March 2020. Since then, more than 18,000 people living in Bury have tested positive for Covid-19 and over 500 people have died of Covid-19.

Bury has experienced three waves of Covid-19 infections. The first ran from March to June 2020. The second ran from September to December 2020, and the third from January until March 2021. Although peak weekly deaths from Covid-19 were higher in the first wave, more than half of all deaths from Covid-19 so far in Bury happened since the start of September.

Lockdown and Road Map

2. Current Position

At the time of writing, England and Bury's case rate have been falling since mid-March 2021 and Bury until recently had the lowest rate in Greater Manchester and a similar rate to the England average. However, there are growing concerns about rising numbers of cases in the UK particularly in the North West and Bolton specifically of the B617.2 (Indian) variant. Initially cases were linked to International travel but there is now evidence of growing community transmission and case rates in Bolton have risen to over 200/100,000.

A small number of cases of the Indian variant have also been identified in Bury. It is unknown at this point whether the variant is any more likely to cause severe disease and deaths than previous variants or whether the vaccine is any less effective against it. There is growing evidence though that the variant is more transmissible and potentially significantly more transmissible than previous variants.

The growing number of Covid-19 cases in Bolton and other parts of the country also coincides with the wider re-opening of society and Step 3 of the Government Road Map on easing lockdown. From May 17th 2021, two households or up to six people will be permitted to meet indoors, including overnight stays. For Greater Manchester this is the first time that this type of contact has been permissible for over twelve months. In addition, the hospitality industry is also permitted to open indoor service and museums, theatres and cinemas can reopen. Hotels, hostels and Bed & Breakfast venues can reopen, and international travel is permitted. Other significant changes include increases in the number of guests permitted at weddings and funerals and, when meeting outdoors, groups of up to 30 can gather.

Given this increase in social activity it is highly likely that with greater mixing and the presence of a more transmissible variant case rates in Bury will rise and there are already question marks over whether Step 4 of the National Road Map provisionally set for the 21st June will go ahead on that date. There are concerns that an increase in cases could lead to a surge of Covid-19 related hospital admissions and put significant pressure on the NHS although it is not certain at this point in time.

3. Local Response

Our local response to the pandemic is set out in Bury's Local Outbreak Plan (Appendix A). The original plan was written in June 2020 and was refreshed in March 2021 in line with National Guidelines. The plan was submitted for national review and received positive feedback. A number of actions were identified to strengthen our response as part of the re-refresh for which there is an action plan that is overseen by the Health Protection Board chaired by the Director of Public Health reporting into Borough Gold Chaired by the Joint Chief Executive of the Council and CCG Accountable Officer.

The response comprises the following key elements:

3.1 Surveillance

Since the start of the pandemic, Bury Council and Bury CCG have developed a sophisticated surveillance system. This system integrates a wide range of data and has evolved rapidly to integrate new data sources as they have become available. A dedicated Covid-19 data project group prioritises and conducts analysis to address information gaps. Links with Greater Manchester (GM) and the North West (through strategic groups like the Greater Manchester Data and Intelligence Cell and Directors of Public Health and operational groups like the Greater Manchester Public Health Intelligence Network and GM CCG Heads of BI) allow sharing of epidemiological insights and pooling of analytical resources to address common questions.

Key outputs include a daily data pack, weekly epidemiological reporting and a weekly compendium of data which breaks down data across cases, vaccinations, testing within inequality cohorts and groups, so we can target resources during the pandemic where most needed.

Additional response to the current situation: enhanced surveillance is being enabled through the whole Genomic Sequencing and S-Gene Target analysis (a proxy for the presence of variants) of all positive cases in the North west and an expansion of wastewater surveillance for Covid-19.

3.2 Vaccination

At the time of writing over 100,000 adults in Bury have received their first vaccination and around two thirds of those have already received their second vaccination. Overall uptake rates in Bury remains amongst the highest in Greater Manchester across all cohorts and we remain in target to meet government targets for all adults to have been offered their first dose by the end of July and second doses by the end of September.

The vaccination programme is delivered through 4 local Primary Care Network Sites in Ramsbottom, Bury Town Centre, Radcliffe and Prestwich. There is also a nationally run mass vaccination centre at the Etihad Stadium in Manchester and a Hospital Hub site at Fairfield General Hospital which has provided vaccine to frontline health and care staff.

The vaccine programme is overseen by a Vaccination Assurance Group reporting to the Health Protection Board and a dedicated task group focuses on increasing and addressing inequalities in uptake. Two 'pop up' clinics have been held at the Jinnah Centre in Bury to increase uptake in two Middle Super Output areas with lower uptake. Around 250 people were vaccinated at each of these clinics. In addition, dedicated clinics have been organised for those who are homeless and refugees and asylum seekers and programmes of outreach to those with learning and physical disabilities and the Gypsy and Traveller community.

The community hubs continue to reach out directly to all those identified through GP registers has having not yet received their vaccination. Staff have been recruited to the hubs who are able to speak a range of community languages and help people overcome any difficulties with the on-line booking system.

Additional response to the current situation: Based on guidance from the Joint Committee on Vaccination and Immunisation (JCVI), the government has brought forward the time for 2nd dose vaccines from 12 weeks to 8 weeks to ensure those most vulnerable to severe disease, hospitalisation and death have maximum protection as soon as possible and this is being implemented locally. Work continues to drive uptake among those eligible in all cohorts who have not yet received their first vaccine and under additional guidance from JCVI we are extending vaccination to younger people living in multigeneration households in areas of lower overall uptake to help break chains of transmission.

3.3 Testing

Since the start of the pandemic, Bury Council and Bury CCG have worked hard to make sure that Bury residents have access to Covid-19 testing beyond the national offer and to tackle barriers to access that lead to inequalities in testing uptake. A full range of Testing provision is in place including 7 local neighbourhood test centres (2 locally run and 5 run by DHSC) which offer both PCR testing for symptomatic people and a collection of Rapid Lateral Flow Testing Kits for asymptomatic people.

All care homes, schools and colleges and over 80 business have been supported to introduce weekly rapid testing as part of the Community testing programme. Test kits can also be collected from community pharmacies and ordered for home delivery.

Uptake of testing is comparable to the rest of Greater Manchester and a new 'Best to Test' campaign has been launched to encourage all residents to undertake twice weekly asymptomatic LFT testing and to go for a PCR test promptly on developing any symptoms or if they get a positive LFT.

Additional response to the current situation: All local provision for PCR Testing has been opened up for asymptomatic testing and plans have been put in place to mobilise surge testing if required.

3.4 Contact Tracing

As part of Greater Manchester, Bury was among the first areas in England to have a local tracing partnership, starting in early September 2020. It provides a 7-day a

week service. Cases are called from a local phone number that they can ring back if they miss the call. Any cases that cannot be reached within the day will have a letter hand-delivered asking them to contact the Council contact tracing team as soon as possible.

As well as routine 'level 2' contact tracing, Bury Council also manages almost all cases linked to complex settings ('level 1' contact tracing). The Council was one of the first in Greater Manchester to take on the role of managing cases and outbreaks in schools and nurseries. This service is highly valued by our schools.

Bury has been an early adopter of enhanced contact tracing. We have been using the common exposure data provided by PHE since November 2020. This supports outbreak identification and investigation and drives proactive support and enforcement activity as well as wider understanding of transmission patterns in Bury. The overall performance of contact tracing in Bury is among the best in Greater Manchester however we strive for continual improvement and have recently appointed a Contact Tracing Operational Manager to work on further integration of data to drive outbreak investigation, infection control support and enforcement activity as well as monitor performance and identify and implement improvement opportunities.

Additional response to the current situation: Enhanced contact tracing for Variants of Concern has been switched on nationally for all Northwest positive cases. This involves a more in-depth interview covering a wider time frame. This has been replicated locally for all cases passed to the local service.

3.5 Outbreak prevention and management

Bury Council has an in-house infection prevention control team within the Public Health Department. To manage the workload arising from the pandemic, the capacity of the infection control team has been increased from 1.6 to 4.2 full time equivalent staff plus extra support from a senior registrar in public health who has more recently been appointed as a substantive Consultant in public health.

Up to March 2021, the infection control team had managed over 120 incidents of confirmed or suspected cases including 66 outbreaks in 59 health and social care settings since 23 March 2020, and over 1,200 confirmed or suspected cases in 139 schools or childcare settings since August 2020.

The Infection Prevention Control team has established strong working relationships with colleagues from across the Council and One Commissioning Organisation and these relationships have been essential in supporting education and early years settings, social care and primary care providers with infection control advice throughout the pandemic via regular communication channels and webinars.

Feedback from these settings on the support they have had from the Council has been very positive. Care home managers have praised the council in press interviews. Feedback from schools has been that they prefer the service and advice that they get from the Council's infection control team to that they get from the national helplines.

Additional response to the current situation: As case rates and consequently the number of outbreaks fell, the team have been focused on reaching out to ensure settings remain vigilant in their application of Covid-19 safe measures and alert to new cases and potential outbreaks to enable as early intervention as possible. All secondary schools and colleges have been advised to continue using face masks in all areas of school as evidence from other areas with rising case rates have observed higher case rates among secondary age children and young adults and outbreaks linked to education settings.

3.6 Supporting Self Isolation

Bury has five community hubs that provide a range of humanitarian support to people who are isolating, as well as 14,000 people who are clinically extremely vulnerable to Covid-19. Since March 2020, these Hubs have provided support to over 3,200 people who were shielding and managed over 6,000 requests for help. Bury Council has also processed over 1,700 applications for financial support for self-isolation. Due to Government eligibility criteria however only around 25% have been funded.

Although NHS Test and Trace makes follow-up calls to cases and contacts to check whether they are isolating, data quality is not good enough to judge how many people are successfully self-isolating. There is some evidence in this data that isolation rates within Bury vary by deprivation, as would be expected based on ability to work from home and/or bear the financial costs associated with isolation impact on isolation rates.

Additional response to the current situation: As part of a Greater Manchester bid to government, a new local self-isolation payment scheme is being put in place and all local cases and contacts are being followed up by the Community Hubs to encourage and support self-isolation.

3.7 Compliance and Enforcement

Our approach to COVID-19 compliance and enforcement has been underpinned by the 4 E's approach - Engage, Explain, Encourage, Enforce. Public Protection teams within the Council have worked together with partners from Greater Manchester Police in a 'one team' approach.

Together they help businesses with compliance, providing interpretation, guidance and support on the changing legislation and government guidance. Where this has been ignored action has included taking enforcement action against non-compliant businesses. Funding from the Compliance and Enforcement Grant has been used to recruit a pool of Covid-19 Marshals. The marshals have been key in carrying out compliance checks during lockdown ensuring businesses that should be closed remain closed and those permitted to be open do so in a compliant and Covid safe way.

Partners come together in a daily 'huddle' to review all available data and intelligence to identify and target areas for action. There is also a weekly Enforcement Meeting to identify areas for concern and agree appropriate action. Overall, around 3000 Business compliance checks have been undertaken. In general, there are have been

high levels of engagement and cooperation by the people and business of Bury with only a relatively small number of enforcement actions being required.

A Covid-19 safe behaviour change plan is also in place which includes additional measures such as signage in busy areas including parks.

Additional response to the current situation: Particular attention is being given to those businesses and activities that are able to re-open and extend services under Step 3 of the national road map. An Event Safety Advisory Group is now established consisting of partners from across the Council and CCG, as well as the Greater Manchester Police, North West Ambulance Services and the Greater Manchester Fire and Rescue Service. Covid-19 risk assessments for all planned events and gathering are reviewed by the group and a forward plan have been developed through to end of October including large scale events such as the European Football Tournament and Parklife, through to smaller carnivals, fairs and street festivals.

3.8 Communications and Engagement

Communications and engagement have been a vital and continued underpinning factor across all aspects of our response to Covid-19.

The local response has used real-time messaging at neighbourhood level to support Greater Manchester and national cells and Bury's Local Outbreak Plan. We have used whole systems co-ordination across Team Bury stakeholders sharing the same messages across multiple channels. The Bury Council website has been used as dedicated central portal for all current coronavirus related information and updated frequently. Core materials have been made available in other formats including monthly information bulletin to blind and partially sighted via the Blind Society, Easy read version of information leaflet and translated versions in Urdu and Pakistani Punjabi. The prime campaigns currently are '*Let's Do Our Bit*' aimed at encouraging continued maintenance of the core 'Hands, Face, Space, Air' Covid-19 safe behaviours as lockdown eases; '*Best to Test*' to encourage regular weekly testing and a campaign to encourage vaccination uptake.

Our approach emphasises engagement as well as communications. This has included two-way dialogue with 5 community partnerships, the Bury VCFA, faith and business leaders. We have worked with public sector partner such schools (with 4,000 staff, 29,000 pupils) and GPs. We have held regular meetings with 176 community groups through our neighbourhood hubs who support with wider outreach to circa 11,000 members of community. These hubs have helped us to get insights into questions, concerns, and barriers faced by the public. Examples have included identifying and helping to address misconceptions about COVID-19 testing and gaining insight into reasons for vaccine refusal among clinically extremely vulnerable people.

A network of over 40 community champions is also in place to help spread key messages and feedback insight from local communities.

Additional response to the current situation: Key messages to alert the people of Bury to the threat posed by the 'Indian' Variant and the potential for a further wave of cases which may threaten the further easing of lockdown are being promoted through all key channels. Work is also underway to expand our network of

community champions further especially in our South Asian and more deprived communities where Covid-19 rates have been historically higher.

3.9 Support to Businesses

The continuing requirement for a lockdown has presented multiple challenges to the Bury business community. The most pressing challenges have been faced by businesses forced to close for periods over the last 15 months and those which supply and trade with businesses in these circumstances. The Council has been able to deploy national funding to provide direct financial relief to businesses who have been forcibly closed and has used allocations of discretionary resource to target support at those businesses most impacted without being in a forced closure position. The impact of covid has been most keenly felt in the principle town centres, with Bury town centre suffering as a major retail and leisure destination, and Prestwich and Ramsbottom which both have strong concentrations of food and drink businesses. The long-term impact of the forced closures is hard to gauge at such an early point in the recovery process, however the Council will both work in the shorter term to assist businesses safely re-open and in the longer term will drive regeneration programmes designed to give residents and investors' confidence in the future economic prospects of our towns.

4. Resourcing the Response

4.1 The government has provided a range of grants to Local Authorities to support the response to Covid. Grants have been made available for different purposes and have different grant criteria but all are linked to Covid. Most of the grants were paid in the last financial year and where these have been unspent have been carried forward into the current financial year in order to provide some continuity on the delivery of operational plans. This is line with the criteria and reflects the fact that some of the grants were only received in the last quarter of the financial year. A summary of the grants received is set out below. Plans on how the grants would be utilised have been presented to the Emergency Powers Group however some of the proposals have been revised to reflect the changing needs of the borough. Appropriate monitoring arrangements are in place.

	2020/21 Allocation (£m)	2021/22 Allocation (£m)
Test, Track and Trace	1.080	0.000
Test and Trace Enhanced Support	0.150	0.000
Covid Marshal Funding	0.104	0.000
Contain and Outbreak Management Fund	4.808	1.375
Community Champions Fund	0.467	0.000
Clinically Extremely Vulnerable	0.529	0.000
Practical Support for Self-Isolation	0.044	0.132
TOTAL	7.182	1.507

5.0 Looking Ahead

Covid-19 is a global pandemic which will remain with us for some time to come. Whilst good progress is being made in the UK on the vaccination programme, the emergence of the B617.2 (Indian) variant is a reminder of the fragility and uncertainty of the situation. With high levels of continued transmission around the world, the potential for further variants of concern developing, spreading and having a significant negative impact is high. It is vital that we maintain our ability to respond and manage future outbreaks and surges over the longer term whilst we aim to build back better and return to as normal life as possible.

Recommendation(s)

That:

- Cabinet note the comprehensive response to date.
- Note the potential for a fourth wave of Covid-19 and the potential for impact on hospitalisations, disruption to education, social and economic life and the planned further easing of lockdown measures.
- Note the need to maintain an on-going local response in the context of the continued global pandemic
- Note the resources received and committed to date and the work underway to develop a further resource allocation plan to support the continued response.

Reasons for the decision:

N/A

Other options considered and rejected:

N/A

Community impact/links with Community Strategy

Both Covid-19 and the control measures have community wide impacts which have exacerbated existing inequalities. There are ways in which the pandemic has served to both accelerate and hinder various aspects of the Community Strategy.

Equality Impact and considerations:

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and

demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
<p>The Equality Impact Assessment highlights that Covid-19 is more likely to have severe impact on older age groups and those with underlying health conditions. Case rates are also likely to be higher among more deprived and minority ethnic communities. Control measures such as vaccination and testing contact tracing and self-isolation are less likely to be taken up by those same communities most at risk of high transmission and there are potentially barriers for those who have disabilities, people who are homeless, refugee and asylum seekers and gypsy and traveller communities. 'Lockdown' measures are also more likely to have a negative impact on people within these communities with higher levels of deprivation and people who are socially excluded. Proactive monitoring of inequalities and action to target and tailor interventions and mitigations has been a feature of our Covid response throughout.</p>	

**Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
N/A	

Consultation: N/A

Legal Implications:

The Health Protection (Coronavirus, Restrictions) (Steps) (England) Regulations 2021 were made on 29th March 2021, and were amended slightly when the Step 2 restrictions were brought into force on 12th April. The whole of England will move into Step 3 on 17th May. The Step 3 restrictions are significantly less onerous than the current Step 2 restrictions, however some restrictions will remain until at least 21st June.

Financial Implications:

The additional requirements placed on Local Authorities in dealing with Covid has resulted in additional costs. To some extent these costs have been mitigated for by various grants that have been provided throughout the year as the pandemic evolved. The flexibility afforded by the grants ensures that these can be carried forward into 2021/22 in recognition of the fact that the impact of the pandemic has

continued beyond the financial year end. Appropriate monitoring arrangements are ensuring that the grants are targeted to where they can add most value and in line with the overall grant criteria.

Report Author and Contact Details:

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Background papers:



Bury COVID-19
Outbreak Control PI

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
CCG	Clinical Commissioning Group
DHSC	Department of Health & Social Care
GM	Greater Manchester
JCVI	Joint Committee on Vaccination and Immunisation
PCR	Polymerase Chain Reaction (Covid-19 Tests where samples are sent to a laboratory for testing of genetic material)
LFT	Lateral Flow Tests (used for rapid testing without the need for a Laboratory)
VCFA	Voluntary, Community & Faith Alliance

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Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	Wednesday 26 th May 2021
Title of report:	Request for approval to collaboratively commission an Integrated Sexual Health Service with Rochdale and Oldham Councils.
Report by:	Andrea Simpson, First Deputy and Cabinet Member for Health and Wellbeing.
Decision Type:	Key Decision
Ward(s) to which report relates	Borough Wide

Executive Summary:

The current Bury Integrated Sexual Health Service has been provided by Virgin Care Ltd since January 2016 as part of a cluster commissioning arrangement with Rochdale and Oldham Councils (known as ORB). In April 2020, Cabinet agreed to extend the contract, under Regulation 72 (1) (c) of the PCR2015, for a period of 12 months (1 April 2021 to 31 March 2022) due to the COVID-19 outbreak¹.

This report outlines proposals to recommission the service, with the same cluster arrangement, and to proceed to market for procurement of a new service for commencement from 1 April 2022. As per previous tender process, Rochdale Council would act as the lead commissioner for the service, and STAR Procurement² (Stockport, Trafford and Rochdale Procurement) would lead the procurement process.

¹ https://councildecisions.bury.gov.uk/documents/s21517/Urgent_Decision_Virgin%20Care_April%202020%20V2.pdf

² <https://www.star-procurement.gov.uk/star-procurement.aspx>

Recommendation(s)

That:

- Bury Council proceeds to market for a full tender process commencing June 2021 for a new service to be in place by 1 April 2022.
- Bury remains as part of a collaborative commissioning arrangement with Oldham and Rochdale Councils

Reasons for the decision:

There is no provision to extend the current contract. Undertaking a full tender process, including revising the specification of the service to include additional elements (based on data and intelligence from the 2019 Sexual Health Needs Assessment) and to better align with local and regional ambitions, as well as including new required provision, will ensure that we have a high functioning and appropriate Integrated Sexual Health Service for Bury.

The cluster arrangement between Oldham, Rochdale and Bury has worked well to date and there have been significant benefits to collaboratively commissioning the service for the three boroughs. The locality footprints and demographics are such that the population health needs are similar across the cluster. The service has also benefited from reduced overheads and management costs and has been able to provide a more flexible service in response to staffing pressures or other service need.

Other options considered and rejected:

The recommendation is that Bury remains as part of a collaborative commissioning arrangement, as opposed to commissioning as a single locality- the rationale is to standardise quality of care across the localities as well as to manage costs associated with the process, reduce duplication, and avoid unnecessary expense.

Key considerations

Background

The Greater Manchester (GM) Sexual Health Strategy's vision is to improve sexual health knowledge, provide accessible sexual health services, improve sexual health outcomes and achieve HIV eradication in a generation. The ten local authorities of Greater Manchester have taken a collaborative approach to the commissioning of integrated sexual and reproductive health services in order to maintain consistent sexual health provision across all of GM, whilst reducing the costs of providing sexual and reproductive health services and minimising the risk of unanticipated or increasing spend. The local authorities, working in clusters and on a phased basis, have procured several integrated sexual and reproductive health services for Greater Manchester. Services operate on an open-access basis and offer the full range of sexual and reproductive healthcare provision.

The specialist Sexual and Reproductive Health system in Greater Manchester experiences significant levels of demand, with over 300,000 face to face appointments taking place each year within specialist clinics. In line with the national picture, there has been an increase in incidence of some STIs in Oldham, Rochdale and Bury, including syphilis and gonorrhoea. The provision of PrEP (pre-exposure prophylaxis for HIV) has also increased the demand on services.

Integrated Sexual Health Services contributes to several key [Public Health Outcomes](#) including reducing STIs, reducing unwanted pregnancies, and reducing repeat abortions.

Current Position

The current contract for the delivery of Integrated Sexual Health Services, held by Virgin Care Ltd, is a collaborative commissioning contract between Oldham Council, Rochdale Council and Bury Council, and has been in place since January 2016. Rochdale are the lead commissioner of this cluster arrangement and hold the contract with Virgin Care Ltd, under a tripartite legal agreement whereby Oldham and Bury Councils are associates to the contract.

A procurement exercise was originally scheduled to take place during 2020 with the view to tendering for a service with a commencement date of 1 April 2021, however, all work in relation to the procurement was suspended due to the ongoing global pandemic and the requirement for commissioners (and providers) involved to be redirected to support the COVID-19 response locally.

In April 2020, Cabinet agreed to a 12 month contract extension, under Regulation 72 (1)(c) of the PCR2015, to enable appropriate consultation with all stakeholders in relation to pre-procurement planning and to allow for an open and robust procurement process to take place. The current contract ends on 31 March 2022, with no further option to extend.

Arrangements between the three Councils are set out in a tri-borough agreement, which was reviewed and re-signed (for the new period but on the same terms) when the most recent contract extension was agreed. At contract end, the recommendation is to procure an Integrated Sexual Health Service that aligns to emerging public health priorities, considers learning from service delivery during COVID-19 restrictions, and addresses identified gaps in service provision. This service will be redesigned and set within the context and spirit of the government White Paper³; collaboration between Bury Council and NHS partners, to deliver improved outcomes to health and wellbeing for local people.

ORB commissioners have been working towards a recommendation to procure Sexual and Reproductive Health services that align to emerging public health priorities and address identified gaps in service provision, such as outreach support. PrEP preparatory work to date has included a Sexual Health Needs Assessment⁴ and a Market Engagement Event that took place at Bury Town Hall on 4 March 2020 with providers operating in the sexual and reproductive health market, to help determine

³ <https://www.gov.uk/government/publications/working-together-to-improve-health-and-social-care-for-all>

⁴ SHNA can be viewed at <http://www.oldham-council.co.uk/jsna/ORB-SHNA-2019>

future requirements and to shape the proposal and specification for the formal tendering process. The Market Engagement session was also conducted collaboratively with commissioners from Stockport, Tameside, and Trafford.

Work had also commenced on the redesign of sexual and reproductive health systems both locally and regionally to take in to account the increased opportunities given by Local Care Organisations/Alliances and Primary Care Networks. In order to bring the new service in line with changes in the wider health and care system, significant work is required to develop the ISHS service specification to ensure that it sufficiently sets out the vision, ambition and expectation that the new provider will work developmentally with Primary Care (GP's and Community Pharmacy) to support the provision of Long Acting Reversible Contraception (LARC), and other SRH provision in Primary Care Networks.

Considerable learning has also been taken from the impact of COVID on the delivery of services and the ways in which people access information, advice and support, as well as treatment, and an enhanced Digital Offer will be expected from the provider to maintain and build upon current service provision around telephone triage/consultation and online, postal and 'click and collect' offers around HIV/STI testing, treatment and routine contraception, in order to ensure that clinic space and face to face services are available for the complex and urgent cases and most vulnerable patients.

The recommendation is that Bury remains as part of a collaborative commissioning arrangement, to standardise quality of care across the localities as well as to manage costs associated with the process, reduce duplication, and avoid unnecessary expense. The cluster arrangement between Oldham, Rochdale and Bury has worked well to date and there have been significant benefits to collaboratively commissioning the service for the three boroughs. The locality footprints and demographics are such that the population health needs are similar across the cluster. The service has also benefited from reduced overheads and management costs and has been able to provide a more flexible service in response to staffing pressures or other service need.

If approved, the procurement process will be led by STAR procurement (as was the previous ORB procurement). Commissioners are also working towards undertaking a joint procurement exercise (with two separate lots) with another GM cluster due to go out to tender at the same time (made up of Stockport and Tameside Councils [ST] – Trafford are currently part of this cluster but will likely move out of the cluster from 1 April 2022). This will allow us to create further efficiencies in the procurement activity and to avoid inundating the market with requests to partake in tender exercises. Recent consultation with providers in the Sexual and Reproductive Health market has confirmed that there is capacity and interest to partake in a procurement exercise at this time, despite the ongoing COVID-19 pandemic. Where concerns have been raised, mitigations have been proposed e.g. extended length of time for bid development (see risk management below).

It is proposed that the timeline from the approval to jointly procure (May 2021) to the finalised ITT (end June 2021) should include a period of stakeholder engagement

to present any system re-design proposals and further develop the service specification locally if required.

The proposal

It is recommended that Cabinet

1. Approve the request to proceed to market for the procurement of an Integrated Sexual Health Service in collaboration with Rochdale and Oldham Councils.
2. Approve the decision for STAR procurement to carry out the procurement process on behalf of Bury, Rochdale and Oldham Councils
3. Note that Rochdale Council will be acting as lead authority in respect of award of the Contract.
4. Delegate authority to the Director of Public Health Lesley Jones, in consultation with the Cabinet Member for Health and Social Care, Cllr. Andrea Simpson, to approve the recommendation of the STAR evaluation panel, in accordance with the results of the tendering exercise (based on quality, social value and financial modelling), on behalf of Bury Council and authorise the Council to enter appropriate call-off arrangements with the chosen Provider under the Rochdale Council Contract in respect of the services to be provided to Bury Council.

Other alternative options considered

At contract completion on the 31st March 2022, the service is discontinued with no provision to Bury residents for sexual health services in violation of our mandated responsibilities.

This is not a viable option as local authorities are mandated to provide open access sexual health services for their residents.

Community impact/links with Community Strategy

Equality Impact and considerations:

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
 Equality Analysis - Integrated Sexual Hi	

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
Re-tendering can be both costly and extremely disrupting to the performance and quality of service delivery. It can also lead to reduced staff morale and workforce retention rates	It is proposed that the contract length appropriately reflects the opportunity for service development and minimises the impact of frequent retendering exercises. As such, we are proposing that the contract length is 5 years plus up to 5 years (1+1+1+1+1).
There have been some concerns raised by one NHS Trust (Manchester FT- the incumbent provider for ST) around pressures of their Trust govt targets (for outpatient activity and elective surgery) on their input to bids, thus impacting on the quality of bids, also concerned of the impact on current general staff morale.	STAR procurement sought legal advice on this on behalf of the ST and ORB commissioners. A written response was shared with providers to inform there is still an intention to go out to tender for the new contracts advertised in late July 2021. However, in response to the EOI's received, we will be increasing the amount of time that the tender will

	be live, simplifying the documentation and processes as much as possible. When the tender is advertised, we will also be advising of any potential clarification meeting/presentation dates that may help plan any required resources.
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Consultation:

Public and Stakeholder Consultation completed as part of Oldham, Rochdale and Bury 2019 Sexual Health Needs Analysis (produced by Bury Council)

<http://www.oldham-council.co.uk/jsna/ORB-SHNA-2019>

Legal Implications:

Undertaking a new tender process will allow the new service to commence in 2022. The contract was extended in April 2020 however since that date there new service requirements in these circumstance re procurement is the correct route for provision of these services.

Financial Implications:

The full cost of the proposal will not be known until the tender process has concluded. The cost of the contract can be met from existing funding and should the final costs be in excess of the funding available will need to be considered in the context of the overall financial strategy. The opportunity for economies of scale and securing best value is maximised through the proposed joint procurement route.

Report Author and Contact Details:

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Background papers:

Cabinet Paper
Sexual Health Service

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
ORB	Oldham Bury and Rochdale cluster
STAR Procurement	Stockport Trafford and Rochdale Procurement team
STI	Sexually Transmitted infection e.g. chlamydia, gonorrhoea
PrEP	Pre Exposure Prophylaxis for HIV (prevention drug)
HIV	Human Immunodeficiency Virus
ISHS	Integrated Sexual Health Service (both GUM [genito-urinary medicine] and Family Planning)
LARC	Long Acting Reversible Contraception (coils, sub-dermal arm implants)
SRH	Sexual and Reproductive Health (AKA family planning services)
ST	Stockport and Trafford cluster
ITT	Intention to Tender- formal document submitted by both clusters.
FT	Foundation Trust



Classification	Item No.
Open	

Meeting:	Cabinet
Meeting date:	26 th May 2021
Title of report:	Adult Social Care - Care at Home Re-tender
Report by:	Councillor Simpson – Health and Wellbeing
Decision Type:	Key Decision
Ward(s) to which report relates	All wards

Executive Summary:

The Care at Home service supports the vulnerable people of Bury with their assessed needs including medication support, moving and handling and personal care amongst others. The current service was commissioned in 2017 for an initial period of 3 years with 10 Providers covering 6 neighbourhood 'zones':

- Ramsbottom
- Tottington
- Bury East
- Radcliffe
- Whitefield
- Prestwich

In line with the options available within the contract this has been extended for a further year to September 2021 to allow for a review of the provision and engagement with all relevant stakeholders.

The consultation has now been completed and this report requests approval to progress to tender for the new Care at Home service for a further 3 years with the option of up to 2 year extension. A service specification will be developed to ensure the new service will:

- Align to the Locality Plan, having providers work across the 5 neighbourhoods, mirroring and aligning to the Integrated Neighbourhood Teams.
- Provide a greater focus on partnership working alongside the Integrated Neighbourhood Teams with our care providers having an equal role in best meeting the needs of the people of Bury.
- Encourage innovation and flexibility in service delivery including taking an asset based approach to care and support.
- Allow for tighter contract management and payment of the service with the support of Controcc.

The Council currently spends approximately £4.8m on Care at Home and there are no additional increased financial implications as the service is already budgeted for in the Care in the Community budget.

The re-tender of the Care at Home service aligns to the Commissioning Plan and supports wider social care transformation and therefore does not come with a specific cost saving attached. The benefits of closer working with the Integrated Neighbourhood Teams, the tighter contract monitoring and payment options available via Controcc and the ability to work more dynamically and flexibly may combine to create savings but this is not the over-riding aim.

Recommendation(s)

That: Cabinet approve the request to re-tender the Care at Home service.

Reasons for the decision:

Re-tender of the Care at Home contract allows for changes to be made to the service specification that will allow greater flexibility and choice for customers in how their needs are met. The strengths of this are:

- A well-functioning and sustainable Care at Home service will have a positive impact for other areas of health and social care, for example, reduced social isolation, reduced admissions to hospitals, reduced carer breakdown, more people being able to live at home for longer.
- Enabling providers to have a stronger role in assessment and care management will allow more capacity for social workers.
- A truly person-centred service for customers will be developed.
- Opportunity for new care providers to enter the market and share their knowledge and expertise.
- Implementation of innovative ideas that the current contract does not allow.
- Alignment to the Integrated Neighbourhood Teams and Locality Plan.

Other options considered and rejected:

- Extend the current contract for a further 12 months was considered but rejected given the benefits of re-tendering the service and the positive impact this will have on customers now.
- Under procurement rules you can make slight changes to a contract without having to re-tender the service. This was rejected as it was felt we should be more ambitious and give customers greater options in the way their needs are met.

Key considerations

1. Background

1.1 The Care at Home service was re-tendered in 2017 for an initial period of 3 years with the option to extend for a further 2, with a contract start date of September 2017. Currently 10 Providers cover 6 neighbourhood 'zones':

- Ramsbottom
- Tottington
- Bury East
- Radcliffe
- Whitefield
- Prestwich

1.2 In line with best practice, it was agreed to review the Care at Home service in advance of its initial 3 year contract end to ensure that the contract is both effective and high performing for its final year and beyond.

The COVID-19 pandemic had a massive impact on the Care at Home review and forced us to re-evaluate the scope of the review and reconsider our desired outcomes to ensure a more transformative service for the future. To that end a one year extension was granted for the existing Care at Home contract with a view to carrying out a full re-tender in 2021.

The aim of the re-tendered Care at Home provision will be to offer an enhanced service with the ability to enable people to live in their own homes longer and reduce the need for permanent, residential and nursing care. To align to the Locality Plan, having providers work across the 5 neighbourhoods, mirroring and aligning to the Integrated Neighbourhood Teams. The new service will also recognise that care staff are integral partners in achieving this and providing them with career opportunities that encourage a more stable workforce.

2. Engagement

- 2.1 We have engaged with a range of stakeholders in order to capture both their feedback on the current service and ideas and hopes for a future provision.

Key concepts that came out of our engagement will be at the forefront of the new Care at Home service specification. These include:

Strength Based Approach

- Care management conduct a strength-based assessment to identify broad outcomes and available budget.
- Provider and customer to continue strength-based approach to support planning by working up support plan details and timings.
- Providers to use the ability to subcontract to consider working with voluntary and community sector organisations in the neighbourhood which may be able to support certain specialist needs or sections of the community.
- Strengths-based approach with customers
- Providers able to deliver a level of reablement when there is insufficient capacity or it is inappropriate for them to be referred to the Bury Council Reablement Team.

Trusted Assessor

- A stronger role for providers in assessment and ongoing review.
- An end goal that providers shall become recognised Trusted Assessors.

Flexibility

- Flexibility to provide wider support (for example, accompanying to appointments or improving social connections).
- Flexibility to bank and bring forward hours, perhaps when someone is out or away, and use them another time, for example when a larger or longer task needs doing.
- Providers trusted to vary people's packages of care up and down, within agreed limits.

Person Centred

- Continuity of care and support being delivered through a small core team of care workers familiar to the customer and family.
- Each customer to have a key-worker.
- Place based service (picking up all packages of care in a specific area, including in Extra Care facilities).

Partnership Working

- Becoming part of Integrated Neighbourhood Teams.
- Success dependent on close partnership working.

Living Well at Home

- Providers to start delivering some of the monitoring and non-invasive health care tasks currently performed by district nurses.
- A developing service with the ambition for a more highly skilled workforce and career progression for carers
- Potential to reduce the number of visits customers need to receive.

3. Proposal

To develop a service specification that captures the above and re-tender the Bury Care at Home Service.

Community impact/links with Community Strategy

Equality Impact and considerations:

Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Equality Analysis	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
 2020.11.02 Equality Analysis - Care at Hor	

**Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

Assessment of Risk:

The following risks apply to the decision:

Risk / opportunity	Mitigation
<ul style="list-style-type: none"> • A positive impact on other areas of health and social care will be difficult to evidence. • Disruption to current care packages. • Reduced cashable savings by allowing providers to manage hours flexibly • Care at Home Providers use electronic rostering and monitoring systems to support developing their rotas and monitoring care visits. There is a risk their systems may not align to a new way of flexible working. • A reluctance from key-stakeholders to drive the goals and aspirations forward. 	<ul style="list-style-type: none"> • Robust and outcomes focussed contract monitoring in place from the start of the contract. • Transition arrangements and options will be put in place for all affected customers. No customer will have to change provider if they do not want to. • A well-functioning and sustainable Care at Home service will have a positive impact for other areas of health and social care, for example, reduced social isolation, reduced admissions to hospitals, reduced carer breakdown, more people being able to live at home for longer. • Work with providers to ensure systems are able to adapt to flexible working. • We will develop a Communications Plan to engage and involve key-stakeholders as much as practically possible within the proposed timeframe.

Consultation:

We have engaged with a range of stakeholders in order to capture both their feedback on the current service and ideas and hopes for a future provision. Partners engaged include:

- Bury Clinical Commissioning Group
- Bury Council Adult Social Care Operation Staff
- Current and prospective care at Home Providers
- Current Care at Home customers and families
- Bury Council Community Commissioning Division Staff
- Other Local Authorities.

Legal Implications:

Fully re tendering for this service will ensure that the care at home service is aligned to meeting the wider strategic aims. The legal service will assist with the development of the specification and advise on the process.

Financial Implications:

The council currently has budgeted privation for the current contract. Whilst the final cost of the contract is not yet known it is envisaged that it can be met from within the existing budget. Any variance in cost will need to be considered in the context of the councils financial strategy.

Report Author and Contact Details:

Matthew Logan, Provider Relationship Lead: m.logan@bury.gov.uk

Background papers:



2021.01.21 Care at Home Options Paper

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
Strength Based Approach	Looking positively at what a customer can do.
Trusted Assessor	Providers acting on behalf of and with the permission of the local authority to carry out an assessment of health and/or social care needs

<p>Service specification</p>	<p>Document that outlines the expectations of the service and the outcomes that should be achieved by the provider.</p>
<p>Controcc</p>	<p>Controcc supports adults' and children's social care finance teams with the process of managing contracts and budgets, making payments and collecting contributions.</p> <p>ContrOCC is designed to integrate with case management systems, such as Liquidlogic, and with corporate finance systems, such Unit 4.</p> <p>ContrOCC helps teams improve the accuracy of their payments and charges. It can also help them to eliminate data duplication and improve efficiency of administration</p>

**MINUTES OF THE VIRTUAL MEETING OF THE
GREATER MANCHESTER COMBINED AUTHORITY
HELD ON FRIDAY 12 FEBRUARY 2021 VIA MICROSOFT TEAMS**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Greater Manchester Deputy Mayor	Baroness Bev Hughes
Bolton	Councillor David Greenhalgh
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

IN ATTENDANCE:

Rochdale	Councillor Janet Emsley
Tameside	Councillor Leanne Feeley

OFFICERS IN ATTENDANCE:

GMCA - Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – GMCA Treasurer	Steve Wilson
Bolton	Tony Oakman
Bury	Donna Ball
Manchester	Fiona Leddon
Salford	Tom Stannard
Stockport	Michael Cullen
Tameside	Steven Pleasant
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
TfGM	Steve Warrener
GMCA	Simon Nokes
GMCA	Claire Norman
GMCA	Julie Connor
GMCA	Sylvia Welsh
GMCA	Nicola Ward

GMCA 17/21 APOLOGIES

RESOLVED /-

1. That apologies be received and noted from Geoff Little (Bury), Pam Smith (Stockport Council) and Joanne Roney (Manchester City Council).
2. That it be noted that Steve Rumbelow (Rochdale Council) was unable to join the meeting due to technical difficulties.

GMCA 18/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

RESOLVED /-

That the new Chief Executive of Salford Council, Tom Stannard be welcomed to his first meeting of the Greater Manchester Combined Authority.

GMCA 19/21 DECLARATIONS OF INTEREST

RESOLVED /-

City Mayor Paul Dennett and Councillor Richard Leese declared personal prejudicial interests in relation to item 17 (GM Investment Framework: Conditional Project Approval).

GMCA 20/21 MINUTES OF THE GMCA MEETING HELD 29 JANUARY 2021

RESOLVED /-

That the minutes of the GMCA meeting held on 29 January 2021 be approved as a correct record.

GMCA 21/21 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY COMMITTEE MEETINGS HELD IN FEBRUARY 2021

RESOLVED /-

1. That the minutes of the Economy, Business Growth and Skills Overview & Scrutiny Committee held on 5 February 2021 be noted.
2. That the minutes of the Housing, Planning and Environment Overview & Scrutiny Committee held on 4 February 2021 be noted.

GMCA 22/21 BUDGET REPORTS: GMCA REVENUE AND CAPITAL BUDGETS 2021/22 OVERVIEW

The GM Mayor introduced a suite of budget reports that began with an overview of the GMCA revenue and capital budgets for 2021/22. Thanks were expressed to officers of the GMCA in preparing these reports for consideration.

RESOLVED /-

That the report be noted.

**GMCA 23/21 MAYORAL GENERAL BUDGET AND PRECEPT PROPOSALS
2021/2022**

Councillor Richard Leese, Deputy Mayor took the Chair.

The GM Mayor was invited to take Members of the GMCA through the budget proposals. He affirmed that setting a budget within the current environment had been additionally challenging as there had to be a balance between managing short term pressures and getting to a position of recovery. It was further recognised that many residents across GM were also facing financial hardship and tens of thousands of people were still excluded from any financial support from Government. The Mayor commented that awareness of this difficult time for many was at the forefront of his mind when determining these budget proposals, as too were the financial pressures that had increased significantly across Local Authorities.

It was clearly important to maintain essential services, but the momentum of working towards GM priorities, including the rebuild of systems to aid with recovery, also needed to be maintained. Much of this added financial pressure could be attributed to the gradual loss of Government support and austerity across public services. However, further savings had to be found to create financial stability for the GMCA and Greater Manchester Fire and Rescue Service (GMFRS) to ensure that they were in a position of strength to move forward into recovery. In relation to the GMFRS, these proposals would allow for 50 pumps to be maintained across GM as a minimum whilst delivering on other priorities such as the High-Rise Task Force's review of cladded buildings.

Other GM wide initiatives including work to address homelessness and rough sleeping would also receive the necessary funding through these budget proposals, as further support would be needed post pandemic in light of the A Bed Every Night programme already being at capacity. At last count there were 70 people sleeping rough across Greater Manchester and it remained a key priority to ensure there was a place offered to everyone initially throughout the winter period, and further longer-term housing options also being made available.

Members of the Combined Authority expressed their support for these budget proposals, especially in relation to the proposed freeze on the mayoral precept element. However, concerns remained regarding the significant financial pressures on Local Authorities as a result of not only the financial impact of Covid, that was not reimbursed as promised, but continuing austerity for public services. Frustrations were shared as to how Local Authorities had particularly stepped up to support residents through the pandemic but were now facing deeper budget cuts and employment uncertainties for staff. Members expressed how there had been £15bn reportedly cut from Local Authority grants since 2010 and that the recent applications for Section 114 notices from 12 Local Authorities across the UK was just the 'tip of the iceberg' in relation to the precarious position of many LA budgets. As a result, many were having to look to increase their council tax, which ultimately was a regressive form of taxation direct to the resident and felt to be irresponsible of Government, especially in the midst of a global pandemic.

Members added that Government's description of the latest Local Authority settlement was not reflective of the current serious position, and that there also remained too much uncertainty regarding future funding to allow Local Authorities to undertake any significant creative or innovative planning. The impact of funding the covid response had been

significant across all Greater Manchester and only further deepened the budget challenges for the forthcoming year and Members of the GMCA called upon Government to take a greater interest in the situation currently faced within Local Authorities in order for any sense of 'levelling up' to be achieved.

Members further urged the Government, as a priority, to look to address the increasing demand and financial pressures upon the Adult Social Care and Children's budgets as these were proving the most challenging areas for Local Authorities under such significant budget reductions and were a serious cause for concern.

It was further emphasised that Westminster had little understanding of the role, governance and delivery taking place in Local Authorities and that their approach to funding needed a fundamental shift in order to ensure residents had access to essential services into the future. The necessity of support had been seen even more significantly through the pandemic and would be seen for many years to come, furthermore Members recognised the inequality as to which communities had been worst affected and that were not afforded equal access to support. Members reiterated the extraordinary way that Local Authorities had stood up throughout the pandemic and that it was now time for the Government to deliver on their promises of support.

It was felt that the demand on Local Authorities to re-shape, re-design and re-structure services to meet a balanced budget became more difficult every year, with reports of annual savings to be found in the range of £30m which had seen the impact on residents spiralling further each year. Adding further taxation to residents was not a sustainable way of addressing the issues and caused significant concerns for all Members of the GMCA.

With respect to the digital reform programme 'Unified Architecture', Members requested further clarity as to its purpose, delivery and governance arrangements.

The GM Mayor thanked Members of the Combined Authority for their support and strong contributions and added his recognition as to the need for more financial support from Government to ensure the efficient delivery of Local Authority functions and a strong foundation upon which to level up.

RESOLVED /-

1. That the Mayor's General budget for 2021/22, together with the calculation of the precepts and Council Tax rates, set out in Appendix 4, be approved.
2. That a Mayoral General Precept for 2021/22, frozen at £90.95 (Band D) comprising of £66.20 for functions previously covered by the Fire and Rescue Authority precept and £24.75 for other Mayoral General functions, be approved.
3. That the overall budget for the Fire and Rescue Service for 2021/22 covered by the Mayoral precept and the medium-term financial position for the Fire and Rescue Service be approved.
4. That the funding included in the budget for Bus Reform be approved and that it be noted that a further update on expenditure and funding would be provided following a Mayoral decision on Bus Reform.
5. That the use of reserves, as set out in section 4 of the report, and the assessment by the Treasurer that the reserves as at March 2022 were adequate, be approved.

6. That it be noted that in accordance with legal requirements, the minutes will record the names of those Members voting for or against the Mayor's budget and precept proposals.
7. That it be noted that discussions were continuing on the governance and delivery of Unified Architecture Digital Reform.

GMCA 24/21 GMCA TRANSPORT REVENUE BUDGET 2021/22

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which set out the transport related GMCA budget for 2021/22. The proposed Transport Levy to be approved for 2021/22 was also included within the report together with the consequent allocations to the District Councils of Greater Manchester.

Steve Wilson, Treasurer to the GMCA added that conversations were ongoing with Government as to funding for light rail post March 2021.

RESOLVED /-

1. That the issues which were affecting the 2021/22 transport budgets, as detailed in the report, be noted.
2. That the GMCA budget relating to transport functions funded through the levy, as set out in this report for 2021/22, be approved.
3. That a Transport Levy on the District Councils in 2021/22 of £105.773 million, apportioned on the basis of mid-year population 2019, be approved.
4. That a Statutory Charge of £86.7 million to District Councils in 2021/22, as set out in Part 4 of the Transport Order, apportioned on the basis of mid-year population 2019, be approved.
5. That the use of reserves in 2020/21 and 2021/22, as detailed in section 5 of the report, be approved.
6. That authority be delegated to the GMCA Treasurer, in conjunction with the TfGM Finance and Corporate Services Director, to make the necessary adjustments between capital funding and revenue reserves to ensure the correct accounting treatment for the planned revenue spend on the following schemes:
 - GMIP development costs of up to £7 million from the second tranche of the Transforming Cities Fund (TCF2);
 - Mayors Challenge Fund programme costs of up to £1.5 million; and
 - Clean Air Plan Delivery costs of up to £2.2 million
7. That it be noted that the funding position on Bus Reform remains as set out in the report to GMCA on 27 November 2020.
8. That the proposal to increase fares by Retail Price Index (RPI) where applicable be endorsed and the increases proposed to Bus Stop closure charges be further endorsed.

GMCA 25/21 GMCA REVENUE GENERAL BUDGET 2021/22

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which set out the GMCA General budget for 2021/22. The proposed District Council contributions to be approved for 2021/22 of £8.603m were also included within the report together with the consequent allocations to the District Councils which detailed a reduction of £437k on the contribution for 2020/21.

RESOLVED/-

1. That the budget relating to the Greater Manchester Combined Authority functions excluding transport and waste in 2021/22, as set out in section 2 of the report, be approved.
2. That the District Contributions of £8.603 million, as set out in section 3 of the report, be approved.
3. That the use of reserves, as set out in section 4 of the report, be approved.

**GMCA 26/21 GREATER MANCHESTER WASTE BUDGET AND LEVY 2021/22
AND MEDIUM-TERM FINANCIAL PLAN TO 2024/25**

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which sought comment on the budget and levy for 2021/22 and on the Medium Term Financial Plan (MTFP) for the three year period to 2024/25.

RESOLVED/-

1. That the proposed revised budget and levy for 2021/22 be noted.
2. That the Trade Waste of £102.30 in 2021/22 and £114.83 in 2022/23 be approved to allow forward planning for the Districts.
3. That the transfer, to earmarked reserves, of any unspent budget in relation to potential areas of underspend to support activity in 2021/22, as set out in paragraphs 2.3 and 2.5 of the report, be approved.

GMCA 27/21 GMCA CAPITAL PROGRAMME 2020/21-2023/24

Councillor David Molyneux, Portfolio Lead for Resources presented an update in relation to the Greater Manchester Combined Authority capital expenditure programme for Transport and Economic and Regeneration functions.

RESOLVED/-

1. That the revisions to the 2020/21 capital forecast, as set out in Appendix A and detailed within the report be approved.
2. That the capital programme budget for 2021/22 and the forward commitments, as

detailed in the report and in Appendix A, be approved.

3. That it be noted that the capital programme was financed from a combination of grants, external contributions and long term borrowings.
4. That it be noted that provision has been made in the revenue budget for the associated financing costs of borrowing.
5. That the addition to the capital programme of the second Transforming Cities Fund (TCF2) as per the prioritised programme be approved and it be noted that the prioritised TCF 2 programme budgeted capital expenditure for 2021/22 is £2.6 million, as set out in section 6 of the report.
6. That the addition to the capital programme of the 'OZEV EV (Office for Zero Emission Vehicles Electric Vehicle) Taxi project' (as part of the Greater Manchester Clean Air Programme) be approved, with a current forecast expenditure of £0.1 million in 2020/21 and £2.0 million budgeted expenditure for 2021/22, as set out in section 9 of the report.
7. That the addition to the capital programme of the Access for All programme (part of the Department for Transport's Access for All programme for rail stations) be approved, with a current forecast expenditure of £0.1 million in 2020/21 and £1.1 million budgeted expenditure for 2021/22, as set out in section 10 of the report.
8. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, where necessary, to vary individual scheme allocations for the Growth Deal programmes, in order to optimise Growth Deal grant expenditure by 31 March 2021.
9. That it be noted that the capital programme would continue to be reviewed, with any new schemes which have not yet received specific approval being the subject of future reports.

GMCA 28/21 TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY 2021/22

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which set out the proposed Treasury Management Strategy Statement, Borrowing Limits and Prudential Indicators for 2021/22 to 2023/24 for the GMCA. The strategy reflected the 2020-2024 Capital Programme for GMCA Transport, Economic Development, Fire and Rescue and Waste reported separately on this agenda and the previously approved Police Capital Programme for 2020-2023.

RESOLVED/-

That the proposed Treasury Management Strategy Statement and Annual Investment Strategy, to apply from the 1 April 2021 be approved, in particular:

- a) The Treasury and Prudential Indicators listed in Section 5 of the report.
- b) The Minimum Revenue Provision (MRP) Strategy outlined in Appendix
- c) The Treasury Management Policy Statement at Appendix B
- d) The Treasury Management Scheme of Delegation at Appendix C.
- e) The Borrowing Strategy outlined in Section 7 of the report
- f) The Annual Investment Strategy detailed in Section 8 of the report.

- g) Delegation to the Treasurer to step outside of the investment limits to safeguard the GMCA's position as outlined in section 8.18 of the report.

GMCA 29/21 CAPITAL STRATEGY 2021/22

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which set out the Capital Strategy providing the medium to long term context in which capital investment decisions were made and the governance for those decisions. It also offered a summary of the GMCA approach to investments and the Treasury Management Strategy and the Treasury Management Strategy Statement for 2021/22.

RESOLVED/-

That the Capital Strategy for 2021/22 be approved.

GMCA 30/21 GMCA REVENUE UPDATE 2020/21

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which informed the GMCA of the 2020/21 forecast revenue outturn position as at the end of Quarter 3, 31st December 2020.

RESOLVED/-

1. That it be noted that the Mayoral General revenue outturn position for 2020/21 showed an underspend of £5.5m and that the proposed transfer to Mayoral reserve, as set out in Section 2 of the report, be approved.
2. That the GMCA General Budget revenue outturn position for 2020/21 which showed a breakeven position, be noted.
3. That an increase in 2020/21 budget for the GM Delivery Team of £30k funded from revenue grant from Homes England be approved, and that it be spent before 31st March 2021 as set out in paragraph 3.5 of the report.
4. That it be noted that the Mayoral General – GM Fire & Rescue revenue outturn position for 2020/21 showed an underspend position of £1.641 million and that the proposed transfer to general reserve, as set out in Section 4 of the report, be approved.
5. That the Waste outturn position of breakeven for 2020/21, after proposals agreed with GMCA on 31st July and 25th September, and the agreement, in principle, to refund the Districts for the levy adjustment that will be paid to GMCA as a result of increased tonnages, be noted.
6. That it be noted that the TfGM revenue position for 2020/21 was in line with budget.
7. That the use of reserves of £2.1 million to fund the costs of voluntary severance incurred in 2020/21, the costs of which will be replenished from savings in future years, as set out in paragraph 6.2 of the report, be approved.
8. That authority be delegated to the GMCA Treasurer, in conjunction with the TfGM Finance and Corporate Services Director, to make the necessary adjustments

between capital funding and revenue reserves to ensure the correct accounting treatment for the planned revenue spend on the following schemes as set out in paragraphs 6.8 and 6.9 of the report:

- Greater Manchester Infrastructure Programme (GMIP) development costs of up to £6.3m from Transforming Cities 2
- Mayors Challenge Fund delivery costs of up to £1.5 million
Clean Air Plan Delivery costs of up to £4.3 million

GMCA 31/21 GREATER MANCHESTER - A CITY-REGION THAT SUPPORTS THE 'RIGHT TO FOOD'

The GM Mayor introduced a report which outlined the 'Right to Food' campaign, a lobbying effort calling on Government to make access to food a legal right in the UK as part of the National Food Strategy. This report sought agreement of Greater Manchester Combined Authority to show Greater Manchester wide support to the Right to Food pledge, recognising the far-reaching opportunities and benefits this would have for all residents. It was considered critical territory as recovery from the pandemic began, to ensure that all residents still had access to basic necessities and that this ongoing support for families was supported by UK law.

Councillor Elise Wilson, Portfolio Lead for the Economy reported that many inequalities had been exasperated by the covid pandemic, and that basic food provision had been underfunded for many years resulting in increasing examples of food poverty across the UK. With thanks to recent public campaigns, Government was beginning to recognise this issue and ensure provision was available. This was often being delivered through proactive voluntary and community groups but remained the responsibility of all public bodies to sign up to a collaborative approach. However, this could also be further strengthened by ensuring that access to food was a legal right in the UK as a holistic approach would further be able to address some of the wider determinants to the inequalities that cause food poverty and create a fairer and more equal society.

Members felt that Greater Manchester had excelled in providing access to food throughout the pandemic with thanks to an amazing network of local delivery organisations, however it was imperative that there was strong Government support to drive this agenda forward and ensure that every person was afforded access to basic provision.

The GM Mayor added that the support of the foodbanks movement had been monumental in creating traction for this agenda, and further support from the National Food Commission would also be welcomed in highlighting the issue. Locally in Greater Manchester, the GM Poverty Action work had been successful in broadening this work to signpost people to support services and gain a greater understanding as to the determinants to their poor access to food provision.

Members further recognised this and had seen examples within their own local foodbanks of people who were experiencing a range of connecting issues such as debt and fuel poverty, so the interaction at foodbanks was proving crucial in the first step to addressing these additional needs. There were strong examples of where projects had begun as foodbanks and had broadened to support wider issues, such as the Bury Community Support Network. It was important that Local Authorities were given the opportunity to see what initiatives

were already being delivered across GM, to learn from their ideas and potentially expand their current local offer.

It was disappointing to Members of the GMCA that as one of the richest countries in the world, a discussion on food poverty was necessary and urged that focus on a broader prevention agenda was also prioritised at a Central Government level to address the failing system that causes such symptoms. Specific drivers of inequality included, unaffordable housing, rising rents, high property prices, zero-hour contracts, part time working, no living wage, welfare reform, austerity on LA finances and no support for increasing personal debt.

Members further expressed concern that more people were falling into food poverty, even when they were working. However, this initiative would offer a further opportunity to begin to address the wider issues that sit closely alongside the inequalities agenda to help build a fairer society.

RESOLVED/-

1. That the call for the 'Right to Food' to be incorporated into the 'National Food Strategy' and in time enshrined in legislation, recognising that such a national reassurance could address wider issues in the welfare system and enable us to focus local efforts on upstream poverty prevention, be endorsed.
2. That a unified message be co-signed from Greater Manchester in the form of a letter to the Independent Lead of the National Food Strategy commission to highlight this request.
3. That the intention to develop the Greater Manchester 'No Child Should Go Hungry' campaign into a broader GM-wide ambition around tackling the root causes of poverty with an appropriate balance of targeted work and early intervention & prevention be noted.
4. That the work of the Bury Community Support Network be noted and considered as a potential blueprint for similar networks across Greater Manchester.
5. That the role of the GM Good Employment Charter be recognised as key to sustainable and fair employment and that this should be sought through all public procurement exercises to enable it to have the greatest possible impact.
6. That is be noted that the GMCA is the first Combined Authority in England to endorse the right to food for all.

GMCA 32/21 ECONOMIC RECOVERY DASHBOARD

Councillor Elise Wilson, Portfolio Lead for the Economy took Members through the latest Economic Recovery Dashboard which had shown an increase in people claiming unemployment benefits since December that had now plateaued. However, data still indicated that the North West had a higher proportion of inactive residents than the UK average.

Passenger journeys were still lower than pre-covid levels, however, were significantly higher than during the first lockdown.

Trading was now taking place under the new EU regulations which had created some issues specifically in relation to import and export activity that would take some time to address. It was anticipated that the size of impact may be masked by the current covid situation and once the UK begins to function inline with pre-covid levels, the impact (especially in relation to the service sector) would become more apparent.

Members reported some initial conversations with large GM companies regarding their potential relocation to Europe as a result of the restriction of the new regulations which potentially indicated a concerning trend and urged for the GMCA to monitor this position.

RESOLVED/-

That the Economic Recovery Dashboard be noted.

GMCA 33/21 CLIMATE EMERGENCY - 6 MONTH UPDATE

Councillor Andrew Western, Portfolio Lead for the Green City Region took Members through an update on the climate emergency declared by the GMCA at their meeting in July 2019. With regards to the 5 Year Environment Plan, all governance actions had been completed and all operational actions had commenced. As a result of the impact of Covid, some progress had slowed, however there was a planned approach set out as to how each action would be taken forward. Significant traction had been made in relation to the improved energy efficiency of domestic and public buildings with over £10m of Green Homes Grants having been awarded and over £80m of funds secured to retrofit public buildings in GM. Further progress was expected throughout 2021, with an additional £15m of grants anticipated to be at the approval stage before the next meeting of the CA.

Members suggested that the Climate Change Conference scheduled to take place in Glasgow this November would be an ideal venue to showcase the work of GM on this agenda to date.

In relation to social value, Members questioned as to whether the grants had been awarded to schemes which offered local employment. It was confirmed that this element would be built into the contracting process as it was recognised that such schemes were unique opportunities to offer re-training and create new jobs.

RESOLVED/-

1. That the paper and the progress against the GMCA Climate Emergency declaration be noted.
2. That the GM Green City Region briefing on delivery against the GM 5 Year Environment Plan for September-December 2021 be noted and disseminated to elected members.
3. That further information on the social value of local jobs created through this work be shared with Councillor Greenhalgh.

GMCA 34/21 BIOWASTE MANAGEMENT STRATEGY

Cllr Andrew Western, Portfolio Lead for the Green City Region took Members through a report which set out the steps required to develop a strategy to manage kerbside collected biowaste from across the conurbation in light of potential service changes arising from the implementation of the English Resources and Waste Strategy. Part A of the report detailed the implications for Greater Manchester if the proposed weekly separate food waste collection were to be introduced and the accompanying Part B report set out the gap in terms of interim provision.

Members were informed that the current contractual position (with Suez) was due to expire in May 2022, which equated to 80,000 tonnes of waste, 136,300 of which was classified as biowaste. Officers were also addressing the non-Suez biowaste contracts and developing a strategy to further understand the potential implications of the Governments national strategy on GM.

There was concern from Members of the GMCA that residents would not be in favour of another recycling collection and the potential additional costs to Local Authorities to set up and maintain such a collection. The rationale for these proposed changes was also unclear, as current systems were working well and biowaste was already collected successfully. Government had promised that any additional cost would be met, however there was some scepticism regarding this statement as not all costs had yet been fully understood. Officers would be robustly setting out the additional costs as part of the consultation feedback.

Members urged that Government should be focussing on some of the broader conversations regarding how additional products could be made recyclable and how to support large manufacturers in their recycling efforts.

RESOLVED /-

1. That the commencement of the procurement process for biowaste treatment contracts for the period June 2022 to May 2026 be approved.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GMCA Treasurer and the Portfolio Lead for Green Cities to approve the award of contracts under the biowaste framework.
3. That authority be delegated to the GMCA Monitoring Officer to complete all necessary legal agreements for the Biowaste treatment contracts.

GMCA 35/21 THE MAYOR'S CYCLING AND WALKING CHALLENGE FUND

The GM Mayor took Members through the latest update on the Mayor's Cycling and Walking Challenge Fund, which sought approval for two development cost approvals and one full cost approval.

The City Mayor of Salford, Paul Dennett thanked the GMCA for the specific support to the schemes in Salford which would improve connectivity and encourage more active travel across the borough.

RESOLVED /-

1. That the agreed MCF delivery priorities across GM and the prioritised first phase for the programme, as set out in Appendix 1 of the report be noted.

2. That the release of up to £0.7 million of development cost funding for the 2 MCF schemes set out in section 2 of the report be approved.
3. That the release of up to £0.51 million MCF funding for Salford's Liverpool Street scheme (Phase 1), in order to secure full approval and enable the signing of a delivery agreement, as set out in section 3 of the report be approved.

**GMCA 36/21 GMCA RESPONSE TO THE CONSULTATION ON TIMETABLE
OPTIONS TO IMPROVE RAIL PERFORMANCE IN THE NORTH OF
ENGLAND**

The GM Mayor introduced a report which set out the proposed approach in response to the consultation into the Timetable Options to Improve Rail Performance in the North of England and recommend next steps. Members of the GMCA were aware that the congestion experienced in this area of the network was as a result of the lack of infrastructure development over the past few years, which now prevented the system from being able to cope with the level of demand.

These proposals were for a temporary solution to enable greater reliability of services, however the GMCA recognised that removing services was not a long term or sustainable solution.

Network Rail had provided three potential options, however, each one had negative impacts on one or more GM communities, and therefore TfGM had been asked to look at a revised option that would have no disproportionate impact to any GM borough.

Members of the GMCA supported this working principle and urged that services remain regular, well connected and provided employment/education links as their first priority. However, there were fundamental system changes that also needed to be addressed to ensure that the rail network could support Government to reach its climate change ambitions and was fit for purpose including electrification of lines, access for all, the re-opening of lost stations and confirmed long-term funding arrangements.

Many GM Local Authorities reported that they would be responding on their own behalf to the consultation, but that their response would also be in-line with a collaborative GM response.

RESOLVED /-

1. That the content of this report be noted.
2. That authority be delegated to the Chief Executive Officer, in consultation with the Mayor of Greater Manchester, to approve and submit a response to the consultation on behalf of GMCA.
3. That consideration would be given to Members' concerns in relation to the inclusion of a half hourly service to Greenfield, a more frequent service along the Atherton line and the retention of a link between Eccles and the Airport as part of GM's response to the consultation.

4. That it be noted that TfGM were working up an alternative proposal and that the draft consultation response would be shared with GM Leaders before its final submission.

GMCA 37/21 GM BROWNFIELD HOUSING FUND - ADDITIONAL AWARD OF FUNDING FROM MHCLG

Salford City Mayor Paul Dennett, Portfolio Lead Leader for Housing, Homelessness and Infrastructure introduced a report which sought the approval for the allocation of Brownfield Housing Fund monies to Local Authority projects. Over £81m had been awarded to Greater Manchester to support such schemes over the next five years, of which £37.2m had already been allocated to projects in tranche one. Further to this, GM had been successful in an additional grant of £15.8m of the remaining national funding for tranche one. All of these schemes would support Government's ambition for 1043 additional homes to be built in Greater Manchester and demonstrates the GMCAs commitment to brownfield land development.

Members of the GMCA welcomed this scheme as a demonstration to the 'brownfield land first' approach and recognised that it was a key determining factor to ensuring the availability of housing could be improved. For example, Bury reported an additional 120 units as a result of tranche 1 funding, providing much needed affordable and low carbon homes.

Salford City Mayor Paul Dennett thanked Members for their support and reported that the awaited outcomes of the Green Book revision could potentially enable further levelling up, however there were significant challenges to get schemes off the ground that needed further Government support to address.

RESOLVED /-

1. That the allocation of £18.2m of Brownfield Housing Fund monies to fund Local Authority priority projects that were submitted to MHCLG as part of the Brownfield Housing Fund bidding process be approved in principle, subject to satisfactory due diligence being undertaken to confirm the deliverability of the projects.
2. That the allocation of £16.01m of funding to those projects set out in Annex 1 of the report where satisfactory due diligence has already been undertaken be approved.
3. That authority be delegated to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to agree the final terms of all the necessary agreements.

GMCA 38/21 GM INVESTMENT FRAMEWORK, CONDITIONAL PROJECT APPROVAL

Councillor David Molyneux, Portfolio Lead for Resources introduced a report which requested the GMCA to note the Chief Executive Decision Notice for the approval of loans to Manchester Science Partnerships Limited and to IRAF UK Vantage 3 Limited. In view of the prolonged timeframe between the Combined Authority's meetings in February and March 2021, the report further sought approval to delegate authority to the Combined Authority Chief Executive in consultation with the Combined Authority Treasurer and the Portfolio Lead for Investment and Resources, to approve projects for funding and agree

urgent variations to the terms of funding previously approved by the Combined Authority, for the period 13 February 2021 to 25 March 2021.

RESOLVED /-

1. That the Chief Executive Officer, GMCA & TfGM Decision Notice for the approval of loans to Manchester Science Partnerships Limited (“MSP”) and to IRAF UK Vantage 3 Limited (“Vantage”) be noted.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 13 February 2021 to 25 March 2021. Any recommendations that are approved under the delegation will be reported to the next available meeting of the GMCA.

GMCA 39/21 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED /-

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

GMCA 40/21 BIOWASTE MANAGEMENT STRATEGY

CLERK’S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute GMCA 34/21 above refers).

RESOLVED /-

That the report be noted.

GMCA 41/21 DATE AND TIME OF FUTURE MEETINGS

RESOLVED /-

That it be noted that the GMCA will next meet on Friday 26 March, as agreed at the Annual Meeting.

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**MINUTES OF THE VIRTUAL MEETING OF THE
GREATER MANCHESTER COMBINED AUTHORITY
HELD ON TUESDAY 23 MARCH 2021 VIA MICROSOFT TEAMS**

PRESENT:

Greater Manchester Mayor	Andy Burnham
Bolton	Councillor David Greenhalgh
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Richard Leese (In the Chair)
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Tom McGee
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

IN ATTENDANCE:

Manchester	Councillor Bev Craig
Rochdale	Councillor Janet Emsley
Stockport	Councillor Elise Wilson

OFFICERS IN ATTENDANCE:

GMCA & TfGM - Chief Executive Officer	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – GMCA Treasurer	Steve Wilson
Bolton	Tony Oakman
Bury	Donna Ball
Manchester	Joanne Roney
Oldham	Lewis Greenwood
Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Pam Smith
Tameside	Steven Pleasant
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
TfGM	Steve Warrener
TFGM	Michael Renshaw
TFGM	Kate Brown
TFGM	Simon Warburton
TFGM	Ian Palmer
GMCA	Simon Nokes
GMCA	Claire Norman
GMCA	Julie Connor

GMCA
GMCA

Sylvia Welsh
Nicola Ward

GMCA 42/21 APOLOGIES

RESOLVED /-

That apologies be received and noted from Baroness Bev Hughes, Deputy Mayor.

GMCA 43/21 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

RESOLVED /-

1. That it be agreed that the report on Bus Reform: Bus Back Better - Item 5A on the agenda, be considered as an item of urgent business, given the report details the recent publication of the National Bus Strategy by Government.
2. That the meeting of the GMCA be adjourned at 11:50am and reconvened at 12.10pm in recognition of Covid-19 National Day of Reflection to allow members of the GMCA to observe the national minutes silence in memory of all those who have lost their lives due to Covid over the past year.

GMCA 44/21 DECLARATIONS OF INTEREST

RESOLVED /-

There were no interests declared at the meeting.

GMCA 45/21 MINUTES OF THE GMCA HOUSING, PLANNING AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE HELD 19 MARCH 2021

RESOLVED /-

That the minutes of the Housing, Planning & Environment Overview & Scrutiny Committee held on 19 March 2021 be noted.

GMCA 46/21 BUS REFORM: BUS BACK BETTER

RESOLVED /-

That the contents of the National Bus Strategy and the matters considered in this report be noted.

GMCA 47/21 BUS REFORM: CONSULTATION AND THE GMCA RESPONSE

Eamonn Boylan, Chief Executive Officer GMCA & TfGM introduced a suite of reports which brought together the outcome of work that first commenced in June 2017 with the preparation of an Assessment of a proposed franchising scheme following process set out in the Bus Services Act. The reports further set out the outcome of two periods of consultation totalling 20 weeks, including views on the conclusions of the Assessment and the proposed franchising scheme in light of Covid-19 further to the additional analysis completed between June and November last year.

The consultation saw over 12500 responses from the public and stakeholders including those currently running bus services in Greater Manchester. The detailed analysis includes a report prepared by Ipsos Mori who analysed and reported on key themes from the consultation as well as a detailed consideration of the issues raised and the TfGM response to these issues.

On Monday 15th March, the Government published the National Bus Strategy 'Bus Back Better'. The Strategy was very much aligned to GMCA's own vision for bus and objectives to reform the market, with Greater Manchester's proposals specifically referenced in the document.

All these reports have also been considered by the GMCA Housing, Planning and Environment Overview and Scrutiny Committee at their meeting on the 19 March, and their minutes had been included with this agenda for Members to note.

The assessment had been based on a statutory required structure consisting of five cases. In relation to the strategic case the assessment considered how the different options for reform were likely to perform in terms of meeting GMCA's objectives. Both the original Assessment and the subsequent Covid -19 Impact report concluded that franchising is the best option to pursue to deliver Greater Manchester's Vision for Bus as part of an integrated transport network. Furthermore, this was very much endorsed by respondents to the consultation, both individuals and statutory consultees. The greatest challenge to the Strategic Case came from incumbent operators, advocating a Partnership model.

In relation to the economic case the Assessment concluded that the case was for investment and reform was strong, with both partnership and franchising options representing high value for money. The Assessment further concluded that the Proposed Franchising Scheme was preferable because it created more economic value (as defined by a Net Present Value, "NPV") and was likely to result in more durable and lasting economic impacts. It also concluded that the Proposed Franchising Scheme would create a better platform to deliver further potential economic value.

The Covid-19 Impact Report concluded that the additional analysis that it provided confirmed that, on balance, the conclusion that the Proposed Franchising Scheme represents value for money was likely to be robust to the uncertainty created by Covid-19 in all reasonably likely scenarios. It also concluded that the Proposed Franchising Scheme remained preferable to the Operator Proposed Partnership option as, on balance, the overall net benefits were likely to remain higher and more deliverable, particularly given the considerable uncertainty surrounding what, if any, partnership options were on offer.

Taking into account consultation responses, TfGM remained of the view that, on balance, the value for money of the franchising scheme is likely to be robust to the uncertainty created by Covid-19 in all reasonably likely scenarios and that it remained preferable to both the partnership options as, on balance, the net benefits were likely to remain higher and be

more deliverable, particularly given the uncertainty surrounding what, if any, partnership options were on offer.

The financial case in the Assessment set out that the GMCA would be able to afford the transition to, and to operate, any of the options, including the Proposed Franchising Scheme. The financial case considered the forecast income, costs and risks of each option and the associated funding requirements. The Covid-19 Report concluded that the Proposed Franchising Scheme remained affordable, provided that mitigation options of the form and scale included in the report were accepted. It confirmed that the sources of funding which were included in GMCA's preferred funding strategy for the transition period, which total £134.5m, remained available for the Mayor, GMCA and local authorities to prioritise to bus reform over a transition period to 2025/26 if they wished to do so. These resources were intended to cover the transition to a fully franchised bus network across the whole of Greater Manchester and include acquisition of assets such as depots and ticketing systems, staffing and IT, as well as providing an allowance to manage risks. Proceeding with franchising would mean more financial responsibility and associated risks belonging to the GMCA.

During the transition period, and beyond, GMCA would assume financial risk on the farebox (c£180m p.a. in total within GM pre-Covid-19). In the Impact Report's two 'central' scenarios, the reduction in farebox that was assumed to accrue to GM in the Assessment would be circa £82 to £96m in the period to 2025/26, at which point the whole market would be fully franchised. Under the most optimistic scenario, farebox is similar to the Assessment. Under the most pessimistic scenario (that assumes no further government Covid-19 related funding) and that assumes patronage levels below those currently being experienced, the farebox that would accrue to GMCA would reduce by c£292m in the period to 2025/26. Having considered the responses to the first and second consultations, TfGM considered that it remained the case that in light of Covid-19 there was now significantly greater uncertainty over future bus patronage and related factors. If bus revenues, and net revenues, were lower than forecasted in the Assessment, GMCA would need to consider further mitigations and/or funding sources. These mitigation options would build upon the Assessment, but the scale of any or all of the options may need to change. These mitigations could include:

- Paying concessionary reimbursement based on actual usage as opposed to pre-Covid-19 levels.
- Reducing transition costs.
- Using other sources of funding available to GMCA.
- Making reductions to the network.

Whilst this uncertainty was not specific to the Proposed Franchising Scheme, and GMCA would still face risks under a Do Minimum or Partnership option, it would assume financial risks more directly under the Proposed Franchising Scheme. For this reason, it was important that GMCA notes this uncertainty and accepts the potential requirement to implement mitigation options of the form and scale identified in the Covid-19 Impact Report. If this were the case, TfGM considered that this would provide an acceptable balance of risks to achieve GMCA's objectives for bus services and that the GMCA could afford to make and operate the Proposed Franchising Scheme.

As part of the Assessment, the Act required GMCA to compare the making of the proposed franchising scheme to one or more courses of action. Various options were considered in the Assessment and in particular, two alternative options were considered in detail. These options were a 'do minimum' option, which effectively meant leaving the market as is, and partnership. The Assessment considered two different partnership options which illustrated the range of potential outcomes that could be achieved, including an Ambitious Partnership which went further than GM operators were prepared to go themselves and which would have required an Enhanced Partnership Scheme to be implemented. Having considered these options in the Assessment, it was concluded that the Proposed Franchising Scheme would be GMCA's preferred option in terms of meeting the objectives for improving bus services in GM. During the first consultation, two substantive partnership proposals were put forward by OneBus, building on their previous proposals, and Stagecoach, being a partnership for the south of Greater Manchester only. Both were reviewed in detail and it remained the conclusion that the Proposed Franchising Scheme was GMCA's preferred option. During the second consultation, some of the operators stated their preference for a partnership however OneBus and Stagecoach both confirmed that its previous proposals were no longer valid given the uncertainty caused by Covid-19. A number of operators also proposed that a 'recovery partnership', based on high-level principles set out by the Confederation of Passenger Transport, should be considered by GMCA. Operators clarified that this was not an alternative to the longer-term partnership but would be focused on the short to medium term as the operators seek to stabilise the network and grow patronage.

The National Bus Strategy sets out the Government's strategy for the future of bus services including continued financial support as the market recovers and the requirement for Local Transport Authorities to explore either an enhanced partnership or franchising by June 2021 and references Greater Manchester specifically. There was strong alignment between the National Bus Strategy and Greater Manchester's Vision for Bus and the strategic case in the Assessment which was highlighted in the report on the National Bus Strategy. Due to the commitment to ongoing funding, the National Bus Strategy had reduced the likelihood of the downside scenarios materialising when considering the value for money and affordability of the proposed franchising scheme. The Strategy may be said to increase the incentives for operators to agree to an Enhanced Partnership that they had previously rejected, but the overall conclusion of the Assessment was that, despite the extensive engagement the level of ambition from operators for a partnership was low. Members of the GMCA had also received further correspondence overnight from Diamond Bus who are part of Rotala which highlighted the fact that these strategies were very much aligned. Indeed, the Strategy required all Local Transport Authorities to determine whether a franchising scheme or an Enhanced Partnership Scheme was the best option for them. Greater Manchester's Proposed Franchising Scheme was specifically referenced as we are significantly further advanced in this area, having fully considered the other options available against our strategic objectives. The report before Members expressly stated that this was the case and highlights that Enhanced Partnerships were considered in the assessment in detail but that this does not provide the platform for investment and the fundamental structural market change required to deliver GMCA's ambitions. The advice from officers was that any further delay would postpone the structural reform of the bus market in accordance with these strategic objectives, which the analysis concluded best delivers its vision for bus. It would also reduce GMCA's ability to plan for the long-term future of the bus market and the fullest recovery from Covid-19.

In relation to questions from Operators regarding the audit activity, it was confirmed that Grant Thornton had provided its opinion on the Assessment in accordance with the Bus Services Act. The independent auditor had also been asked to provide a review of the Report to provide the GMCA with independent assurance on the approach taken by TfGM in preparing the Covid-19 Impact Report. The audit opinion on the Assessment and the audit review of the Covid-19 Impact Report were published as part of the consultation processes and have been appended to the various reports to GMCA. During the first and second consultation period, some consultees made comments relating to the auditor's reports on both the Assessment and the Covid-19 Impact Report. Details of the issues raised, and responses are also set out in the appendices. Having considered the points raised through the consultations, TfGM did not agree that either Grant Thornton failed to consider anything deemed material or that its opinion was not one that they were reasonably entitled to reach when carrying out their audit of the Assessment. Further, with regard to the criticisms of Grant Thornton's approach to its review of the Covid-19 Impact Report made during the second consultation period, it was not accepted that a further audit report was required, but rather that reliance can be placed on the auditor's conclusion in respect of it.

The main legal matters for consideration were set out in section 18 of this report and section 16 of the TfGM report. In particular, members were advised to have regard to the public sector equality duty, the requirement to carry out a fair consultation and the operator's rights under the Human Rights Act. In relation to the Public Sector Equalities Duty, an equality impact assessment is attached to the report and following a review of the responses to the consultations, it was not anticipated that the Proposed Franchising Scheme would have any significant adverse impacts on those with protected characteristics and there would in fact be positive impacts of varying degrees on certain groups. Regarding the human rights implications of the recommendation and proposed decision the GMCA and the Mayor would need to be satisfied that in the absence of provision for compensation, the public interest in the benefits of franchising justify the interference with the operator's possessions and that it does not impose an individual and disproportionate burden on any of them.

Members were also made aware that bus operators had raised issues in their responses to the consultation about the lawfulness and rationality of making a decision to implement the Proposed Franchising Scheme at this time and on the basis of the information available. Two incumbent operators had made claims for a Judicial Review of these processes and they were being considered by the courts. Those claims were being defended and Officers were satisfied that the requirements of the legislation had been met, there was no impediment to the GMCA should it approve the recommendations today.

The November 2020 report set out the reasons for proceeding with a decision at this stage or alternatively deferring the decision until there was more certainty with the pandemic. The GMCA had already agreed to proceed with the consultation, and respondents were asked to consider if this was the right time to make a decision about whether or not to proceed with the Proposed Franchising Scheme. The second consultation found that there was substantial support for taking a decision at the present time – from local authorities, stakeholder and academic institutions and from the public. The main criticisms of taking a decision now were that the Assessment was deemed out of date, there was still too much uncertainty with the pandemic, future patronage was unknown, and that the continuing economic uncertainty meant that operators could not put forward credible partnership options. There were clear reasons to take the decision now and these were set out in paragraph 15.4 of the report – particularly in giving GMCA levers to help support the

recovery of the bus market, the wider economy and society of Greater Manchester – therefore, the judgement remains that it was appropriate to make a decision on the Proposed Franchising Scheme now.

In conclusion, it was considered that, when compared to the alternatives, the Proposed Franchising Scheme is preferable to other options including Enhanced Partnership as it would contribute to the implementation of GMCA's local transport plan policies made under the Act and other policies affecting local services that GMCA has adopted and published. The proposed scheme represented value for money, the GMCA can afford to make and operate the scheme and that the GMCA was likely to be able to secure that local services are operated under local service contracts. Although it may have some detrimental effect on services entering Greater Manchester, which GMCA would seek to mitigate as far as possible and is likely to interfere with enjoyment of their 'possessions' by bus operators, it was nonetheless considered that, on balance, it was in the public interest to make the Proposed Franchising Scheme and that it should be progressed subject to a number of minor proposed amendments set out in the report to modify the scheme.

The Chair reiterated that the GMCA were not considering the transport strategy today, as the vision for bus was clearly set out in the GM Transport Strategy 2040, but whether these proposals would allow the strategy's objectives to be delivered. The reports set out in detail the criteria to be considered by Members in relation to economic benefits, commerciality, value for money, equalities & human rights, environmental impact and the impact of the two consultations undertaken. Furthermore, the issue of timing had been raised and whether the decision should be taken now, following the latest 12-month evolution of a process which began in 2017. He added that the final substantial issue to be considered would be the adequacy of the process and documented audit assurances.

Councillor Eamonn O'Brien expressed how important bus travel was to ensure residents can access all areas of the Bury borough and wider conurbation, especially for work and education. Ensuring an integrated public transport network was clearly an ambition that many consulted respondents also echoed, as the current system was described as fragmented and not fit for purpose. The detail of the reports and length of time of the work to date gave assurances that this had been a comprehensive process that not only reflects the challenges of the pandemic but seeks to find long-term opportunities to create a more sustainable network.

Councillor Sean Fielding commented that the consultation findings reflected residents' experiences of a fragmented bus network since de-regulation that was currently made up of a patchwork of isolated routes that often make it difficult for people to travel across the Oldham borough, especially those in more rural areas. It was time for greater local accountability as to how the bus network was designed, overseen and integrated with other modes, akin to the seamless multi-modular first-class system in London that residents of Greater Manchester also deserved. The reports highlighted that these proposals would be the only way to ensure the vision for the sub-region could be realised in providing quality, clean, affordable and reliable bus travel that would also be crucial to the sub-region's recovery from Covid.

Councillor Brenda Warrington agreed with points that had already been made in relation to the fragmented network and unaffordable pricing structure that currently penalised those who had no alternative to public transport. She felt that the de-regulation of buses had led to a system that was predominantly profit focussed to the detriment of many communities who were reliant on bus services to keep them connected. It was important that Greater

Manchester could take some authority in determining the location of routes to ensure that communities were no longer adversely affected by decisions taken for short term commercial reasons that rarely looked to provide a longer-term lasting solution.

City Mayor Paul Dennett emphasised the importance of the bus network in connecting other modes of public transport and allowing people full access to the city-region. In Salford there were 40% of households without access to a car and therefore the provision and reliability of bus services was crucial. The relatively new Guided Busway in Leigh has proven how successful bus provision could be if the infrastructure was right, it was well managed, provided a high quality of service and was well publicised as pre-covid there were 60,000 passengers using these services per week. A strong bus network would also provide some broader benefits including supporting GM's ambitions to tackle congestion and reach carbon neutrality. In London, since 1986 bus patronage has doubled, and this was the type of radical reform that was also needed for Greater Manchester that did not accept cutting off communities and outlying areas for financial reasons despite significant subsidies being provided to operators. He was grateful that the Chief Executive had taken the CA through the wealth of contributing documents today, which had made it clear that residents of Greater Manchester did not think that the current system was fit for purpose and were supportive of the recommendations.

Councillor David Molyneux expressed his support for the proposals, the comments which had already been made and added that a strong bus network was fundamental to the public transport system in Wigan.

Councillor Tom McGee recognised the importance of multi-modal travel to ensure that rail and Metrolink services were knitted together with a strong bus network and furthermore that cross-ticketing would enable people to travel across Greater Manchester seamlessly.

Councillor Andrew Western explained that due to the significance of this decision, he had considered in detail all options outlined in the reports and chosen the proposal which was most in line with GM ambitions as this was the best approach to not only deliver a truly integrated public transport system but to also drive forward economic growth. A lack of transport connectivity could often in fact be a barrier to such growth and opportunities for residents and therefore it was imperative to ensure that all parts of Greater Manchester were better connected, and that no community was detrimentally affected by a network that penalised outlying areas.

Councillor David Greenhalgh recognised the need for bus reform as the current system was not acceptable and did not meet GM's ambition for a truly integrated network. However, he expressed his concerns in relation to the timing of making a decision on a chosen proposal in light of the current uncertainty around covid recovery and future Government funding opportunities. He felt that deferring such a decision would not be detrimental as the earliest point of delivery would not be until 2023-2025, furthermore the funding model for phase two was still to be secured. In times of Local Authority funding uncertainties, it would be difficult to give a strong commitment to delivery and it would be wise to defer to allow further modelling of an enhanced partnership model to be explored. In view of his significant reservations, it would prevent his support to pursuing this approach as the situation was very different to when initial decisions were taken by the GMCA. Further exploration of other options would ensure that the GMCA could make the right decision and reduce any additional risk or uncertainty.

Councillor Allen Brett said that all communities needed a strong bus network and that the current de-regulated arrangement did not actively support this. Therefore, in his view the proposed franchising scheme would be necessary to ensure this could be achieved.

Clerks note: The meeting was adjourned between 11.50am and 12.10pm to give opportunity for Members of the GMCA to mark the National Day of Reflection and take a minute's silence for all those who have lost their lives due to Covid-19.

Councillor Richard Leese agreed with members comments that the current system was not sustainable and needed to see fundamental change, however as now, a continued cooperative and collaborative relationship with bus operators was desired. Thanks were expressed to them for their significant efforts in keeping the city region moving throughout the pandemic specifically, and it was acknowledged that they would be instrumental in ensuring GM could recover at the required pace. The work on bus reform to date had indicated that short term decisions had not made the substantial changes that were needed across the bus network, and therefore it was time for serious consideration to be given to the long-term future of buses in Greater Manchester. At the end of the first consultation there were three partnership models put forward by operators, however none covered the whole of Greater Manchester nor were they compatible with one another and following the second consultation there were no partnership proposals still on offer predominately due to the level of uncertainty faced by operators post pandemic. He said that in his view deferring any decision would not address this uncertainty and in line with the expectations of the National Bus Strategy, all Local Authorities were to have committed to enhanced partnership models by June 2021, unless they were Combined Authorities who had already begun the franchising process. Although there were risks associated with both proposals, there were more risks associated with a partnership model where the GMCA could have no level of certainty as to the location of future bus routes or ticketing prices. GM would also have access to funding as detailed in the National Bus Strategy to further enhance the bus network irrespective of which model was selected, however this Strategy identified that a franchising model would be Government's preference.

In response to questions, officers confirmed that the National Bus Strategy had stated that by July 2021 all Local Authorities who had met the requirements would have access to available Government grants and that as the GMCA had already begun its legal process under the Bus Services Act, the Combined Authority were already underway with the required steps to meet this deadline.

The Chair requested a named vote on all the recommendations in the report. This was recorded as follows:

Cllr David Greenhalgh, Bolton	Against
Cllr Eamonn O'Brien, Bury	For
Cllr Richard Leese, Manchester	For
Cllr Sean Fielding, Oldham	For
Cllr Allen Brett, Rochdale	For
City Mayor Paul Dennett, Salford	For
Cllr Tom McGee, Stockport	For
Cllr Brenda Warrington, Tameside	For
Cllr Andrew Western, Trafford	For

RESOLVED /-

1. That the Mayor be recommended to make a franchising scheme as set out in Appendix 5 to this Report.
2. That the completion of the consultation process on the Proposed Franchising Scheme; its extent and the responses received be noted.
3. That the TfGM Report 'Bus Franchising in Greater Manchester March 2021: Consultation Report' (Appendix 1) be noted and that the conclusions therein be endorsed.
4. That the Mayor be recommended, that if he decides to make a franchising scheme, he should also publish a transitional notice in the form at Appendix 7 (which the GMCA would do if it were the relevant person to do so).
5. That when the Mayor has decided whether or not to make a franchising scheme, it is agreed:
 - i. to adopt and publish this report and its appendices as its response to the consultation, together with the Mayor's decision, as the report to be published by the GMCA under section 123G (1) of the Act.
 - ii. to give notice of that report to traffic commissioner (s.123G (2) of the Act).
6. That if the Mayor decides to make a franchising scheme, it is agreed:
 - i. to publish the scheme on behalf of the Mayor at the same time as the report to be published under section 123G (1) of the Act.
 - ii. at the same time to publish a transitional notice in the terms set out in Appendix 7 and then, within 14 days of date upon which transitional notice is published, to give notice to the traffic commissioner of its publication on behalf of the Mayor if the Mayor so decides (or alternatively the GMCA) as required by the Public Service Vehicles (Registration of Local Services) (Franchising Schemes Transitional Provisions and Amendments) (England) Regulations 2018, and
 - iii. that, in conducting the procurement process for the provision of local services, the GMCA will facilitate the involvement of small and medium sized operators in the provision of local services as set out in section of this Report; (s123 G (3) of the Act). Page 5 Agenda Item 52
7. That it be noted that the proposed funding arrangements and mitigations for the Scheme as set out in this report were approved by GMCA at its meeting on 27 November 2020 and to confirm those arrangements.
8. That it be noted that the GMCA has considered the contents of the National Bus Strategy and the matters considered in the Report 'Bus Reform: Bus Back Better'.

Signed by the Chair:

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