AGENDA FOR

CABINET

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To: All Members of Cabinet

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

Dear Member/Colleague

Cabinet

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

Date:	Wednesday, 7 September 2022
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 Cabinet.

Notice of any question must be given to Democratic Services by midday on Monday, 5 September 2022. Approximately 30 minutes will be set aside for Public Question Time, if required.

4 MEMBER QUESTION TIME

Questions are invited from Elected Members about items on the Cabinet agenda. 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 midday Friday, 2 September 2022.

5 MINUTES *(Pages 5 - 16)*

Minutes from the meeting held on 13 July 2022 are attached.

6 PLACES FOR EVERYONE - UPDATED EVIDENCE ON HOUSING SUPPLY AND REQUEST FOR A MAIN MODIFICATION TO THE PLAN *(Pages 17 - 62)*

Report of the Cabinet Member for Strategic Growth and Skills is attached.

7 PLACES FOR EVERYONE - DELEGATED APPROVALS FOR EXAMINATION *(Pages 63 - 78)*

Report of the Cabinet Member for Strategic Growth and Skills is attached.

8 HOUSING SUPPORT SERVICE: YOUNG PEOPLE 18-25 YEARS - PART A *(Pages 79 - 84)*

Report of the Cabinet Member for Adult Care, Health and Wellbeing is attached.

9 INVESTMENT IN A POPULATION HEALTH MANAGEMENT APPROACH TO CORONARY HEART DISEASE AND LONG-TERM CONDITIONS *(Pages 85 - 90)*

Report of the Cabinet Member for Adult Care, Health, and Wellbeing is attached.

10 **DEVELOPMENT OF AN ONSIDE YOUTH ZONE IN BURY** *(Pages 91 - 102)*

Report of the Cabinet Member for Children and Young People is attached.

11 **RELOCATION OF PUPIL REFERRAL UNIT (SPRING LANE SCHOOL) - PART A** *(Pages 103 - 108)*

Report of the Cabinet Member for Children and Young People is attached.

12 **SECONDARY SCHOOL PROVISION IN RADCLIFFE - FINANCIAL APPROVAL TO COUNCIL'S FUNDING OBLIGATIONS - ADDITIONAL SITE COSTS - PART A** *(Pages 109 - 114)*

Report of the Cabinet Member for Children and Young People is attached.

13 **RADCLIFFE 3G FOOTBALL TURF PITCH** *(Pages 115 - 124)*

Report of the Cabinet Member for Environment, Climate Change and Operations is attached.

14 **ELECTRICITY AND ANCILLARY SERVICES - CONTRACT RENEWAL** *(Pages 125 - 140)*

Report of the Cabinet Member for Corporate Affairs and HR is attached.

15 **THE COUNCIL'S FINANCIAL POSITION - 2021/22 OUTTURN** *(Pages 141 - 174)*

Report of the Cabinet Member for Finance and Communities is attached.

16 **THE COUNCIL'S FINANCIAL POSITION AS AT 30TH JUNE 2022** *(Pages 175 - 200)*

Report of the Cabinet Member for Finance and Communities is attached.

17 **TREASURY MANAGEMENT OUTTURN 2021/22** *(Pages 201 - 218)*

Report of the Cabinet Member for Finance and Communities is attached.

18 **CHILDREN'S SERVICES OFSTED UPDATE**

The Chief Executive to provide a verbal update.

19 **MINUTES OF ASSOCIATION OF GREATER MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED AUTHORITY** *(Pages 219 - 244)*

To consider the minutes of meeting of the Greater Manchester Combined Authority held on 24 June 2022.

20 URGENT BUSINESS

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

21 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.

22 HOUSING SUPPORT SERVICE: YOUNG PEOPLE 18-25 YEARS - PART B *(Pages 245 - 250)*

Report of the Cabinet Member for Adult Care, Health and Wellbeing is attached.

23 RELOCATION OF PUPIL REFERRAL UNIT (SPRING LANE SCHOOL) - PART B *(Pages 251 - 254)*

Report of the Cabinet Member for Children and Young People is attached.

24 SECONDARY SCHOOL PROVISION IN RADCLIFFE – FINANCIAL APPROVAL TO COUNCIL’S FUNDING OBLIGATIONS – ADDITIONAL SITE COSTS - PART B *(Pages 255 - 256)*

Report of the Cabinet Member for Children and Young People is attached.

Agenda Item 5

Minutes of: **CABINET**

Date of Meeting: 13 July 2022

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

Also in attendance: Councillors R Bernstein, J Rydeheard and D Vernon

Public Attendance: Two members of the public were present at the meeting.

CA.21 APOLOGIES FOR ABSENCE

There were no apologies received.

CA.22 DECLARATIONS OF INTEREST

There were no declarations of interest.

CA.23 PUBLIC QUESTION TIME

The following question was asked at the meeting by a member of the public, Charlie Allen:

Why is Ribble Drive not on the road resurfacing plan?

Responding, Councillor Alan Quinn reported that there was only so much of the road network that could be covered by the available funds. Further funding was coming through but it was uncertain how far this would stretch with increased costs. Councillor Quinn undertook to contact Ms Allen with a detailed answer on the Ribble Drive outside the meeting.

CA.24 MEMBER QUESTION TIME

The following question was submitted in advance of the meeting by Councillor Jack Rydeheard:

As a Councillor for Elton, and as a member of the Children and Young People's Scrutiny Committee on this council, I was very pleased to see the Our Lady of Lourdes Proposal to establish Specialist Resourced Provision, which is in Elton ward. In the report on Item 12, on the proposal it is stated that there is a requirement that the Governing Body of the School and the Local Authority will enter into an annual Service Level Agreement in relation to the delivery of the Specialist Resourced Provision. Please can the cabinet member clarify whether the relevant committee will have sight of this SLA, in order to provide oversight for what looks to be an excellent proposal, and which committee this will be?

Responding, Councillor Lucy Smith thanked Councillor Rydeheard for the question and confirmed that she would be happy to bring the specification/service level agreement in respect of this and other proposed Resourced Provisions to a future meeting of the Children & Young People’s Scrutiny Committee for its consideration, should the Committee request it.

CA.25 MINUTES

It was agreed:

That the minutes of the meeting held on 1 June 2022 be approved as a correct record and signed by the Chair.

CA.26 COUNCIL INVESTMENT IN GIGG LANE STADIUM

Councillor Charlotte Morris, Cabinet Member for Culture and the Economy, presented the report which provided an update on negotiations with Bury Football Club Supporters Society Ltd ('BFCSS'), Shakers Community Society Ltd ('Shakers') and private benefactors, and requested approval for funding of £450k subject to the conditions set out in the recommendations.

Members voiced their cross-party support for the project, noting that further detail on the 'library of things' would be provided. Thanks were extended to all the fans, community groups, benefactors, Council staff, and to the government funding received, which had led to this important step.

Decision:
Subject to the successful outcome of the vote on the proposed merger by the members of Bury Football Club Supporters' Society Ltd ('BFCSS' previously 'Forever Bury') and Shakers Community Society Ltd ('Shakers'), Cabinet -

1. Agreed to commit £450k of funding to Bury Football Club Company Limited, to be used for the purpose outlined within the report;
2. Delegated the detailed terms of the commitment to the Chief Executive and the Executive Director of Finance after consultation with the Leader and the Cabinet Member for Culture and the Economy, for approval;
3. Agreed that the £450k recommended grant be conditional on:
    a. Satisfactory financial diligence on the business plan;
    b. Evidence that the match funding from the private benefactors and balance of the grant from the Community Benefit Fund is available;
    c. An agreed merger, following a successful outcome of voting by both the BFCSS and Shakers Community Benefit Societies, in line with the structure set out in Appendix 2; and
4. Agreed that the £450k recommended grant be deployed to fund the capital expenditure outlined in the report with the final costs to be determined through tender exercises.

Reasons for the decision:
The Council now has a proposal which meets, or is on the way to meeting, the requirements set out in January when Cabinet considered the principle of providing financial support. There is a business plan which demonstrates financial sustainability. There is clarity on how community benefit will be achieved. Finally, subject to a successful vote by the members of both parties, there will be a merger of Bury Football Club Supporters Society Ltd ('BFCSS') and Shakers Community Society Ltd ('Shakers').

Bringing professional football back to Gigg Lane will bring pride and optimism to Bury. It will bring back trade to the supply chain of small businesses that previously supported the football club and there will a range of benefits to the communities surrounding Gigg Lane, which include some of the most deprived neighbourhoods in the borough. The community benefits will include contributions to the health and culture objectives of the Let's Do It strategy.

The proposal is for a fan-led club which will avoid the difficulties which caused the previous club to go into administration and to be ejected from the football league. The proposal is based on a merger of Bury Football Club Supporters Society Ltd ('BFCSS') and Shakers Community Society Ltd ('Shakers') which is the only way to create a financially sustainable club.

Alternative options considered and rejected:
The alternative option is to not provide financial support. This is not recommended as it would not comply with the decision made by Cabinet on 12th January 2022.

CA.27 NEIGHBOURHOOD SUPPORT HOUSING SERVICES - CALICO GATEWAY REVIEW

Councillor Tamoor Tariq, Cabinet Member for Health and Wellbeing, presented the report regarding proposals for the floating Support/tenancy support services for the next 2 years. In response to a Member's question, it was noted that the contract had been extended by two months to allow Cabinet to consider the longer extension, which had been approved through existing delegated authorities.

Decision:
Cabinet:

1. Agreed to extend contractual arrangements from the 1st July 2022 to 30th June 2023 aligned to the proposed service delivery model;
2. Agreed to reduce the contract value from £634,970.77 to £599,970.77 per annum- saving the Council £70,000 over a 2-year period; and
3. Delegated authority to the Executive Director Strategic Commissioning for any future extensions relevant to this contract. (Within the specified Contract provision).

Reasons for the decision:
Despite impacts of the pandemic, Calico have worked exceptionally hard to deliver housing services to meet demand and varying need. Therefore, providing confidence the service would continue to deliver during periods of 'normality' and coverage for service users would be more impactful.

The department is in the unfortunate position where either savings are required from commissioned services or ensured value for money by delivering further outcomes within existing cash envelope. For a charity to find savings is a substantial challenge, however Calico have proposed alternative contractual arrangements. They include:

- Reducing the contract value by £35,000 per annum. Over a two-year period, this will deliver a £70,000 saving.
- The £35,000 will be achieved by reducing staffing resource by 1.5 FTE, reducing the number of support hours delivered from 875 to 800. Assurance has been -provided that the impact on the service would be minimal, given there is flexibility in the model to ensure Calico meet the needs of sufficient referrals. The contract value per annum will reduce from £634,970.77 to £599,970.77.
- As added value Calico have asked their Personalised Services Manager to complete a supplementary service review, to understand how they could make the service more personalised. Calico have existing good practice with the partnership with East Lancashire CCG, where they have achieved positive outcomes for the customers, including reductions to the public purse.

Alternative options considered and rejected:
The alternative is to retender this provision. However, the department is content with the service delivery and existing contractual arrangement allows for a 2-year extension. It should also be noted that the needs of people who are at risk of homelessness has changed since the pandemic and a shift in the housing market. This requires a more detailed understanding

which an extension will allow the authority to navigate and comprehend for future service delivery.

CA.28 ATOM VALLEY MAYORAL DEVELOPMENT ZONE (NORTH-EAST GROWTH LOCATION)

Councillor Eamonn O'Brien, Leader and Cabinet Member for Strategic Growth and Skills, presented the report which sought approval for the creation of a Mayoral Development Zone within the North-East Growth Location and for this to be named the Atom Valley Mayoral Development Zone.

Members discussed the report, noting that the zone covered the Northern Gateway and would provide confidence on delivery for this site in the short and long term. Members noted the potential for this site to attract larger companies, creating a ripple effect for the area, as well as allowing existing innovative Bury businesses space to expand.

Decision:
Cabinet:
1. Gave consent to the Mayoral Development Zone, its boundary and agree for it to be named Atom Valley;
2. Gave approval for the Mayoral Development Zone boundary that sits within the Bury local authority area;
3. Approved the establishment of the Atom Valley Mayoral Development Zone Board with the delegated authority to develop a strategy for the Mayoral Development Zone and create a business case for investment and external funding support with the Greater Manchester Combined Authority;
4. Delegated implementation of Bury's involvement in the Atom Valley Mayoral Development Zone to the Director of Place in consultation with the portfolio holder for Regeneration and Skills and the Chief Executive; and
5. Noted that regular reporting will go to the Council's Regeneration Board and Cabinet as appropriate.

Reasons for the decision:
The Atom Valley Mayoral Development Zone will support inclusive and sustainable growth that boosts and maximises the competitiveness of the northern part of Greater Manchester in relation to its local economy and will provide an influx of employment opportunities for its residents, as well as linking in the development of important sustainable transport links across the north of the conurbation.

Alternative options considered and rejected:
No other options were considered/were applicable.

CA.29 BURY COST OF LIVING AND ANTI POVERTY STRATEGY

Councillor Richard Gold, Cabinet Member for Finance and Communities, responded to the Scrutiny recommendations, advising that the financial data had been updated as far as possible and that the Socio Economic Duty as detailed in Section 1 of the Equality Act 2010 was already considered as part of the strategy and the equality assessment carried out.

He went on to present the report which outlined the strengthened focus undertaken by the Council on anti-poverty over the last 18 months, and the refreshed anti-poverty strategy. It was noted that, given the increasing cost-of-living pressures, the proposed strategy had been updated to consider the immediate operational response and support available to residents in the short term, alongside the medium term measures to increase resilience locally.

Members discussed the report, and the Chairs of Overview & Scrutiny Committee and of Children and Young People Scrutiny Committee thanked Councillor Gold for his attendance at their meetings and accepted his response to the recommendations. Councillor Gold thanked the two Scrutiny Committees for their input and interest in the report, and advised that a guide was being developed for Councillors on this strategy.

Decision:
Cabinet approved the cost of living and anti-poverty strategy, including the proposals in relation to the Household Support Fund.

Reasons for the decision:
The strategy sets out the Council and partnership activity to take place in immediate and short-medium term, to mitigate cost-of-living pressures in the Borough whilst striving towards delivering the outcomes set out in the Let's Do It! Strategy. This allows for a co-ordinated, targeted approach, capturing progress on deliverables and provides a framework through which to keep informed of the impact of pressures locally and through which to shape local responses to any future additional support measures made available.

Alternative options considered and rejected:
The plan has been developed with local partners and networks to align existing and future activity and to build on existing strengths. The immediate activity in relation to cost of living pressures has been aligned to the longer-term anti-poverty approaches so that there is a holistic local approach that seeks to tackle the causes of poverty and inequality rather than just react to the symptoms of current pressures.

CA.30 CHILDREN'S SERVICES RESTRUCTURE PROPOSALS

Councillor Lucy Smith, Cabinet Member for Children and Young People, presented the report which sought approval to progress with transformation of Children's Services. Members discussed the proposals, noting that they were ambitious but necessary. Concerns were raised on the logistical challenge of improvements and the difficulty recruiting posts in a competitive market, and it was noted that the Council's journey to rebuilding the service would take time.

Decision:
Cabinet:

1. Approved the proposed structural changes, including an additional 56.75fte increase to posts, as set out within the body of this report as a basis for consultation with affected staff; and
2. Delegated authority to the Executive Director of Children and Young People and the Cabinet Members for Children's Services and HR and Corporate Affairs in consultation with the Director of People and Inclusion and Monitoring Officer to consider responses received from the consultation, produce a final version of the structure and to determine whether the final version is to be implemented or returned to Committee for approval prior to implementation

Reasons for the decision:
The proposal is sets out a plan of transformation of Children's Services, necessary to both integrate and align services to improve the delivery of our statutory responsibilities across early help, social care, education and SEND.

As Executive director of Children's Services this proposal is in my view necessary to improve outcomes for children and families in Bury and to meet the requirement to improve and imposed upon us by the DfE and to deliver transformation on SEND.

The proposal will;

- Enable the delivery of the social care improvement plan
- Support the role of the Bury in its duties to vulnerable children and education, and begin to lay the foundations to support the Education White Paper implementation
- Given the scale of change proposed, the work leading up to this proposal has been developed and supported by colleagues across the executive.
- As Children's Services is currently subject of an Improvement notice, imposed by the DfE, the support of our DfE advisor is required, I am pleased to report that the outline proposals have been shared with both the DfE and Ofsted who are supportive of the plan.

Alternative options considered and rejected:
The rationale for the proposal is driven by the requirement upon Bury Council to improve Children's Services, which includes the need to ensure compliance with statutory responsibilities and deliver the improvement plan - Bury Children's Services are held to account by Ofsted and the DfE on the delivery of this. Given the seriousness of this, the proposal has been the result of collaboration within the council resulting in the proposal presented.

CA.31 FAMILY SAFEGUARDING MODEL

Councillor Lucy Smith, Cabinet Member for Children and Young People, presented the report which ought approval to engage with the Centre for Family safeguarding in Hertfordshire and to collaborate with the local partnership, by establishing a local board to explore the opportunity and consider the feasibility of implementing the Hertfordshire Family Safeguarding model of Practice within Bury's safeguarding social work teams. It was noted that this approach drew strength from partnership working, which would increase relationships between bodies across the borough and address a point made in the Ofsted inspection.

Decision:
Cabinet:

1. Approved Children's Services engaging Hertfordshire as Sector Led Improvement Partners, and to establish a partnership group with representation of local partners and the Centre for Family Safeguarding to work collaboratively to consider the feasibility of implementing a plan to deliver the Family Safeguarding model;
2. Agreed in principle the additional investment of £1.081m and £0.992m in the event that the board recommends moving to implementation; and
3. Agreed in principle to progressing with the recruitment of staff.

Reasons for the decision:
Within Children's social care there is a requirement imposed upon us by the DfE to improve the quality of practice to children in need of help and protection, this is a key priority of our improvement plan and necessary to ensure that children are safeguarded and that support to families is effective, these are the pre-requisites of achieving improved outcomes for the children of Bury who are at risk of harm or are suffering harm.

Family Safeguarding has been identified within the independent review of Children's services 2022 as best practice. The model has been independently evaluated and has also been positively evaluated by the DfE's Innovation unit, who are now supporting the scale and spread of the model. Evidential evaluation indicates improved outcomes for children and parents by successfully reducing risk of harm to children; this leads to a reduction in entry to care, and cost avoidance by those authorities that have fully implemented the model as outlined in the Business case appended to the report (Appendix 1). Details of the independent evaluation can be found at Appendix 2 & 3. Successful implementation of the model will result in cost avoidance to the Council. The Department for Education (DfE), Independent advisor and regional improvement lead support Bury in adopting this model because of its evidential base and because of the need to evidence improvement. The DfE have made available £140k grant funding to support with set up costs and have indicated that they would, via an improvement grant, fund the cost of Hertfordshire acting as Sector Led Improvement Partners to support implementation of the model which is estimated to take 10 months.

Alternative options considered and rejected:
Other models have been considered and discounted, including further development of our existing model of practice Signs of Safety. The rationale for identifying Family Safeguarding as the preferred model of practice is its strong evidence base of delivering improved outcomes for children by reducing risk of harm.

CA.32 SECONDARY SCHOOL PROVISION IN RADCLIFFE - FINANCIAL APPROVAL TO COUNCIL'S FUNDING OBLIGATIONS - PART A

Councillor Lucy Smith, Cabinet Member for Children and Young People, presented the report regarding the delivery of a new secondary school in Radcliffe. It was noted that there was typo in the report, and that the Council had been asked to provide vacant possession of the site by September 2023 (not 2022). It was further noted that the feasibility study was still awaited but a meeting with DfE was taking place this week.

Decision:
Cabinet:

1. Noted the indicative financial costs that will fall to the Council;
2. Approved the funding of indicative costs as set out in Part B of this report, to meet the Council's financial obligations, to be met from the Children's Services schools capital programme; and
3. Delegated approval of the final costs to the Executive Director of Finance.

Reasons for the decision:

- To unlock the delivery of a new secondary school for Radcliffe.
- Utilise a Council owned Brownfield site for development.

Alternative options considered and rejected:
In order to deliver the new school in Radcliffe, the Council is required to confirm that it will commit to meet certain financial obligations. Failure to provide such a commitment will prevent the scheme form being progressed.

CA.33 PROPOSAL TO ESTABLISH SPECIALIST RESOURCED PROVISION AT OUR LADY OF LOURDES ROMAN CATHOLIC (VOLUNTARY AIDED) PRIMARY SCHOOL

Councillor Lucy Smith, Cabinet Member for Children and Young People, presented the report regarding a proposal published by the Governing Body of Our Lady of Lourdes Roman Catholic (Voluntary Aided) Primary School regarding the establishment of specialist resourced provision at the school with effect from September 2022. It was noted that this was the first of a series of provisions coming through from the 'Safety Valve' agreement with the DfE.

Decision:

Cabinet:
1. Noted the outcome of the consultation; and
2. Approved the proposal to establish a new 10 place Specialist Resourced Provision for Key Stage 2 pupils with Autistic Spectrum Conditions and Speech Language and Communication Needs.

Reasons for the decision:
The proposal will build on the good standards for teaching and learning already in place at the school. The development will provide places for children and young people with SEND within the Resourced Provision. This development will not have any negative impact on other schools, academies and educational institutions in the area.

The proposed resource base will not replace existing provision but will supplement and improve provision across the borough, in line with the Safety Valve agreement and development of a broader continuum of provision through the programme of SEND transformation. The addition of the Special Resource Base to the school will not have a direct impact on admissions or provision at other schools within the area but will have a positive impact in the capacity and quality of outreach support to be offered to other schools.

Long-term value for money will be achieved by pupils having their needs met within appropriate mainstream provision with specialist support rather than in special school provision. This will free special school places for pupils with the highest level of needs and provide the opportunity to place high need pupils within the borough, rather than in out of borough provision. Increased capacity for outreach will deliver support for pupils in mainstream settings, leading to fewer pupils being transferred to specialist provisions and improving inclusion opportunities in mainstream schools.

Alternative options considered and rejected:
The proposal supports the Council's programme of SEND transformation, in expanding in borough specialist provision, targeted at the right areas of need.

CA.34 PUBLIC ELECTRIC VEHICLE CHARGING INFRASTRUCTURE (EVCI) PROCUREMENT OF A CONCESSIONARY CONTRACT

Councillor Alan Quinn, Cabinet Member for Environment, Climate Change and Operations, presented the report regarding public Electric Vehicle Charging Infrastructure (EVCI) to encourage residents and visitors to make the transition from Internal Combustion Engine (ICE) vehicles to Zero Emission vehicles including Electric Vehicles (EVs). It was noted that the proposed procurement exercise would allow a supplier to own, install, operate, and maintain a network of public EVCI on Council land, increasing the Public EVCI available without having to invest its own funds, but it wouldn't preclude the Council looking at investing in EVCI in the future.

Decision:
Cabinet:
1. Approved the approach to procure a concession contract for public EVCI, which offers Council Land to suppliers to install, operate and maintain a network of EVCI. In return the council significantly increases its EVCI and will look for profit share/rental income opportunities as part of the procurement process;
2. Approved an eight-week consultation starting on the 18 July using One Community Bury to engage the public on the proposed locations;
3. Delegated authority to the Executive Director of Operations and Executive Director of Finance in consultation with the portfolio lead for Environment,

Climate Change and Operations to award the subsequent concession contract once procured; and

4. Delegated authority to the Executive Director of Place and the Cabinet Members for Strategic Growth and Environment, Climate Change, and operations alongside the Executive Director of Finance to negotiate and agree terms for leases to site the charging points once a contract has been procured.

Reasons for the decision:
There is a lack of Public EVCI in Bury (12 EV charging points per 100k of the population) compared to the national average (45 EV charging points per 100k of population) and the Northwest average (26 EV charging points per 100k of population).

It will help to provide a substantial increase in Rapid and Ultra Rapid EVCI that will help to give residents and visitors confidence to make the transition to an EV.

This is a no capital cost option to the Council and shifts all operational responsibility and ongoing maintenance of the EVCI to the supplier.

Bury Council has adopted the Greater Manchester EVCI strategy. The strategy adopts an approach which focuses on providing EVCI hubs. Charging hubs are better suited to faster EVCI i.e., a 50kw rapid charger, which can give an 80% charge in an hour. The current government funding available to local authorities only permits the installation of 7kw fast chargers, which take typically 6 hours to charge a vehicle.

Alternative options considered and rejected:
Using Council funds or funding we can apply for to install Council owned EVCI. This option is still available to us if we adopt the recommendation of a concession contract for EVCI on Council land, but the council does not have the funds required to invest in rapid / ultra-rapid charges needed to improve the network so could not deliver the same impact / service for residents.

Officers continue to work with Transport for Greater Manchester (TfGM) to install EVCI. TfGM are currently awaiting a report on their and other authorities' role in supporting the transition to EVs with EVCI and are unlikely to look at any projects until this is completed later this summer. The Council can still explore this option as well as what is being proposed in this report.

CA.35 REVIEW OF BURY ACES

Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs and HR, presented the report regarding the future operation of the Bury Aces function, subject to the consultation of affected staff. It was noted that, whist the Bury Aces function had proved effective in supporting Council resourcing in a number of areas, it was not consistent with the Authority's commitment to stable and high-quality employment because it did not provide a guaranteed minimum number of weekly working hours to individuals. Councillor Rafiq advised that it also posed a number of risks to the Council and, as such the closure of the provision subject to consultation with affected staff was recommended.

Although there was a small financial saving, in response to a Member's question regarding alternative providers it was noted that this decision reflected the Council's desire to ensure services were fit for our purposes and values rather than savings. As such the Schools Supply Service was proposed to be retained.

Decision:
Cabinet:

1. Approved the closure of Bury Aces provision subject to consultation with affected staff;
2. Established roles and make offers of permeant employment to those individuals currently engaged as Bury Aces casual staff but with accrued employment rights; and
3. Delegated authority to the Director People & Inclusion and the Cabinet Members for Human Resources and Corporate Affairs to consider responses received from the consultation, produce a final proposal and to determine whether the final version is to be implemented or returned to Cabinet for approval prior to implementation.

Reasons for the decision:
Whist the Bury Aces function has proved effective in supporting Council resourcing in a number of areas, it is not consistent with the Authority's commitment to stable and high-quality employment in line with the Greater Manchester Good Employment Charter. Furthermore, the operation of this function as currently managed poses a number of risks to the Council.

Alternative options considered and rejected:
An alternative provision is already available through the Greater Manchester Agency Contract and the proposal is to cease the current Aces function and move to the utilisation of this service. Where employees have legitimately accrued employment rights then this will be honoured.

Given the lack of a currently viable alternative, the high regard with which the function is held and the current challenging market place, the Schools Supply Service will be retained until at least September 2023, pending a full review of the Council's HR support to schools.

CA.36 HEALTH AND SAFETY ANNUAL REPORT

Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs and HR, presented the annual Health and Safety Report which set out key health and safety activity over the 2021/22 financial year alongside a summary of reported health and safety incidents, and also proposed a set of Health and Safety Priorities for the 2022/23 financial year. Members voiced concern over the rise in work related violence and it was noted that more robust health and safety practices were now in place to address issues such as this, and that it would be a priority over the year ahead.

Decision:
Cabinet approved the 2021/22 Annual health and Safety Report.

Reasons for the decision:
This report is produced in accordance with the Health and Safety Executive (HSE) best practice.

Alternative options considered and rejected:
N/A

CA.37 APPOINTMENTS UPDATE

Councillor Tahir Rafiq, Cabinet Member for Corporate Affairs and HR, presented the report which set out amendments to the appointments made at the Annual Meeting of the Council held on 25th May 2022.

Decision:

Cabinet noted the appointments and amendments to appointments made since the Annual Meeting of Council.

Reasons for the decision:
N/A

Alternative options considered and rejected:
N/A

CA.38 MINUTES OF ASSOCIATION OF GREATER MANCHESTER COMBINED AUTHORITY

It was agreed:

That the minutes of the Greater Manchester Combined Authority meeting held on 27 May 2022 be noted.

CA.39 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.40 SECONDARY SCHOOL PROVISION IN RADCLIFFE - FINANCIAL APPROVAL TO COUNCIL'S FUNDING OBLIGATION - PART B

Councillor Lucy Smith, Cabinet Member for Children and Young People, presented the Part B report which set out the financial details.

Decision:
Cabinet:

1. Noted the indicative financial costs that will fall to the Council;
2. Approved the funding of indicative costs as set out in Part B of this report, to meet the Council’s financial obligations, to be met from the Children’s Services schools capital programme; and
3. Delegated approval of the final costs to the Executive Director of Finance.

Reasons for the decision:
As set out for the Part A report.

Alternative options considered and rejected:
As set out for the Part A report.

COUNCILLOR E O'BRIEN
Chair

(Note: The meeting started at 6.00 pm and ended at 7.17 pm)

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Classification:	**Decision Type:**
Open	Key

Report to:	Cabinet	**Date:** 07 September 2022
Subject:	Places for Everyone – updated evidence on housing supply and request for a main modification to the plan	
Report of	Leader and Cabinet Member for Strategic Growth and Skills	

Summary

This report provides an update in respect of the Places for Everyone Joint Development Plan (PfE).

In particular, it provides details on the Borough's updated housing land supply, which has significantly increased since PfE was submitted to Government in February 2022.

In the light of the updated housing supply evidence, there is an opportunity to reduce the amount of Green Belt land that is needed to meet Bury's proposed PfE housing target without impacting on the overall strategy of the submitted Plan. Following an appraisal of the existing PfE sites, it is recommended that a request is made to the Planning Inspectorate to make a Main Modification to the plan involving the removal of the Walshaw site.

Recommendation(s)

That Members:

1) Note the findings of the updated evidence on Bury's housing land supply as set out in the Strategic Housing Land Availability Assessment (April 2022);
2) Note the conclusions of an assessment of options for addressing issues arising from the updated housing supply evidence; and
3) Authorise Officers to request a Main Modification to PfE involving the removal of the proposed housing allocation at Walshaw.

Reasons for recommendation(s)

To ensure that the Examination of PfE takes account of the most up-to-date evidence on housing supply and pursues a sound approach to the future provision of housing in Bury.

Alternative options considered and rejected

The recommendation set out in this report is fundamentally underpinned by the emergence of new evidence that shows an increase in opportunities for new housing in sustainable locations within the existing urban area that were not apparent at PfE submission stage.

In accordance with the NPPF and the need to make effective use of land, it has been necessary to consider this new supply within the context of the PfE's approach to housing in Bury.

The inclusion of this newly identified supply whilst maintaining the PfE's current proposed site allocations would lead to Bury having an overall housing supply that would be significantly in excess of the PfE target. As such, the review of the housing supply has considered options to reduce the extent of the housing supply buffer.

The recommended approach seeks to reduce Bury's housing land supply through the removal of a proposed PfE site allocation. An alternative means of reducing the buffer is to maintain the supply but to propose an increase to Bury's PfE housing target. Consideration of the options for reducing the buffer is set out in the main body of this report (paras 4.7 to 4.14).

The consideration of options for reducing housing supply and minimising the impact of the Green Belt is contained within the site options appraisal (summarised in Section 5 of this report).

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1. Background

1.1 Members will be aware that there is a statutory requirement for local authorities to have an up-to-date development plan in place that identifies sufficient land to accommodate new homes and jobs for a growing population.

1.2 Places for Everyone (PfE) is a joint development plan for sustainable growth in the nine participating Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) and will, once adopted, form a key part of Bury's statutory development plan. In particular, the plan:

- Sets out how the participating districts should develop up to the year 2037;
- identifies the amount of new housing, office and industrial and warehousing development that will be delivered and the main areas in which this will be focused;

- identifies the important environmental assets which will be protected and enhanced;
- allocates sites for employment and housing required outside of the urban area;
- supports the delivery of key infrastructure, such as transport and utilities; and
- defines a new Green Belt boundary for the nine boroughs.

1.3 Bury's participation in the preparation of the PfE joint plan brings significant benefits, most notably:

- A spatial strategy that has led to Bury having a housing target that is 76% of our Local Housing Need;
- provision for a large-scale employment opportunity (Northern Gateway – Heywood/Pilsworth), which has the potential to be genuinely transformational and be a fundamental driver in rebalancing the Greater Manchester economy by significantly boosting the competitiveness of the north of the sub-region;
- enabling the delivery of key strategic infrastructure to support new growth and development; and
- providing an accelerated route to enable Bury to progress towards getting an up-to-date plan in place by the Government deadline of December 2023 (and providing important new policies to determine planning applications).

1.4 Members will recall that on 21 July 2021 approval was given to the Publication draft of PfE and to invite representations on that document over an eight-week period in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. This eight-week period ran from 9 August 2021 until 3 October 2021.

1.5 On 28 July 2021 Full Council approved the formal Submission of PfE, its supporting evidence and representations received to the Secretary of State for Examination.

1.6 Pursuant to Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012, PfE together with all the supporting documents, background evidence, and representations received during the final stage of public consultation, was submitted to Government on 14 February 2022.

1.7 A team of Planning Inspectors have now been appointed to examine the soundness of the plan. The Inspectors have recently set out a provisional programme and lists of participants for the Examination Hearings and the Matters, Issues and Questions that they wish to explore in greater depth.

2. Local Housing Need and PfE target

2.1 The National Planning Policy Framework (NPPF) specifies that plans should be informed by the Government's standard methodology for calculating housing needs. This national methodology gives Bury a Local Housing Need (LHN) for 9,456 homes over the plan period (591 homes per year).

2.2 However, the strategy proposed in the submitted PfE gives Bury a lower target of 7,228 homes (an average of 452 homes per year). This equates to 76% of Bury's LHN.

3. Updated housing supply

3.1 The NPPF also specifies that strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a Strategic Housing Land Availability Assessment (SHLAA). A SHLAA is a technical exercise to determine the quantity and suitability of land potentially available for housing development. The purpose is to provide a robust indication of housing capacity at local authority level.

3.2 The approach to housing within the submitted PfE was underpinned by the 2020 land supply which represented the best available evidence at the time. All nine districts have subsequently updated their housing land supply and there is now an updated supply with a 2022 base date.

Housing supply - PfE Submission

3.3 Bury's 2020 SHLAA was used to inform the existing position on housing supply in Bury within the submitted PfE. This 2020 information showed that Bury had enough land to accommodate 3,776 homes within the urban area - falling significantly short of the plan's target of 7,228 homes for Bury.

3.4 Based on the 2020 SHLAA, the extent of Bury's supply shortfall necessitated the identification of additional housing sites that the PfE proposes to release from the Green Belt in order to meet the plan target, as set out in Table 1 below:

Table 1 – PfE proposals for new housing in Bury

PfE Policy	Site	No. of homes within the plan period
JPA1.1	Castle Road, Unsworth (Northern Gateway)	200
JPA1.2	Simister/Bowlee (Northern Gateway)	1,350
JPA7	Elton Reservoir	1,900

		(further 1,600 post plan)
JPA8	Seedfield	140
JPA9	Walshaw	1,250
	Total	**4,840**

3.5 Together, the 2020 existing supply and the proposed housing within the plan period on Green Belt sites were considered to have the capacity to deliver around 8,616 units in Bury.

3.6 This supply gave a 19% buffer on top of the PfE target for housing in Bury (7,228 homes). The average buffer across the 9 districts was 16%. Buffers are a standard requirement in development plans to provide flexibility in the event that sites do not come forward as envisaged over the plan period.

Housing supply – 2022 update

3.7 Bury's housing supply position has now been updated following the completion of the 2022 SHLAA. The 2022 SHLAA includes additional sources of supply emerging from other recently completed plans and acquisitions, notably:

- The new Bury Town Centre masterplan;
- the acquisition of the Mill Gate; and
- Radcliffe Strategic Regeneration Framework.

3.8 A report to Cabinet on 9 March 2022 sought approval for a new masterplan for Bury town centre. This report highlighted that the masterplan identifies residential opportunities in Bury town centre beyond what had previously been envisaged, reflecting the new opportunity for residential development that has arisen from the potential redevelopment of part of the Mill Gate estate.

3.9 The Cabinet report stated that this newly identified housing supply would be reflected in the annual update of the SHLAA following a more detailed review of capacity for housing within the town centre and that any identified additional capacity for housing may help to minimise the amount of Green Belt release in the Borough.

3.10 This assessment of the additional supply has now been undertaken in conjunction with the 2022 SHLAA and this has concluded that all of the additional housing sites are suitable, available and achievable for residential development within the plan period. Importantly, all the additional sites that have been identified are in Council control and the Council is committed to securing the delivery of new residential development in a timely manner.

This provides a significant degree of confidence on delivering the housing targets within the plan period.

3.11 Taking account of the additional sources of housing supply, the updated SHLAA now shows that Bury now has enough land to accommodate 4,843 homes within the urban area (plus 140 within the existing supply at Seedfield) – an increase of 1,067 from the 2020 position that was used to inform the submitted PfE. Nevertheless, this updated supply figure still falls substantially short of the PfE target of 7,228 homes.

3.12 Together, the 2022 existing supply and the submitted PfE housing sites within the plan period are estimated to have the capacity to deliver 9,683 units. This would result in a 34% buffer on top of Bury's PfE housing target.

3.13 Table 2 summarises the change in circumstances arising from the 2022 SHLAA update compared to the position at PfE submission:

Table 2 – Bury's housing position 2020 and 2022

SHLAA date	PfE housing target	Existing supply	PfE additional supply	Total supply	Buffer
2020	7,228	3,776	4,840	8,616	19%
2022	7,228	4,843	4,840	9,683	34%

4. Implications for PfE

4.1 The additional sources of supply that have recently emerged were not foreseen at the point at which PfE was submitted.

4.2 The NPPF (paragraph 119) specifies that planning policies should promote an effective use of land in meeting the need for homes and other uses in a way that makes as much use as possible of previously-developed or 'brownfield' land.

4.3 Furthermore, the NPPF (paragraph 141) also specifies that Green Belt boundaries should only be altered where **exceptional circumstances** are fully evidenced and justified and that before concluding that exceptional circumstances exist, there is a need to fully examine all other reasonable options for meeting its identified need for development and that, in doing so, makes as much use as possible of suitable brownfield sites and underutilised land.

4.4 The newly identified supply consists of previously-developed land in sustainable town centre locations that have good access to public transport, local amenities and services. Fundamentally, therefore, it is good planning practice to consider whether this increased supply has implications for PfE.

4.5 As shown in Table 2, maintaining Bury's submitted PfE housing allocations alongside the increased existing housing supply would lead to an overall supply that would be 34% higher than Bury's PfE housing target. It is considered that a buffer of 34% is very high (especially given that this is more than double the submitted PfE's average of 16%) and that this position would significantly weaken the case for exceptional circumstances to justify the release of all five of Bury's current PfE housing allocations from the Green Belt.

4.6 As such, it is considered necessary to examine options to reduce the extent of the buffer. There are two ways in which this could be achieved:

- By maintaining an increased housing supply and increasing the PfE housing target for Bury; or
- By reducing the housing supply and maintaining the submitted PfE housing target.

Increasing the housing target

4.7 Maintaining a 19% buffer within PfE, with the updated housing supply, would mean that Bury's total housing target in the plan would have to increase from 7,228 to 8,137 units. This equates to an additional 909 houses over the plan period, increasing the annual housing target from 452 to 509. This would mean that Bury would meet 86% of the national LHN target – instead of 76% as is currently the case.

4.8 Maintaining an increased housing supply and increasing Bury's PfE target could be considered to be a reasonable approach given that Bury would be meeting 86% of its LHN. It could also be argued that this approach would be consistent with the PfE's strategy to boost northern competitiveness by supporting higher levels of new housing in the northern districts to assist in achieving a more balanced pattern of growth across Greater Manchester.

4.9 However, it is important to take into account the implications of this approach for the wider PfE strategy and particularly the fact that this would lead to a plan-wide PfE housing target that was higher than the collective LHN for the nine districts. In effect, increasing Bury's target would mean that PfE was planning for more housing than was needed across the nine districts – an approach that is considered to be inappropriate given the proposed release of Green Belt and one that would fundamentally affect the plan's strategy.

Reducing the housing supply

4.10 Throughout the preparation of the GMSF/PfE, one of the Council's key objectives has been to minimise the impact on Green Belt and a number of sites within Bury have been removed from the plan during previous draft stages, where there was an opportunity to do so.

4.11 It is considered that the most sustainable approach towards reducing the buffer would be to maintain the existing PfE housing target but to reduce Bury's housing supply. This approach would also align with:

- the PfE's strategy for housing targets to meet the collective LHN for the plan area;
- the PfE's brownfield preference policy; and
- the Council's continued commitment to prioritising the development of brownfield land.

4.12 Furthermore, this approach would also be consistent with the NPPF requirement to also fully examine all other reasonable options for meeting development needs and making as much use as possible of suitable brownfield sites and underutilised land before concluding that exceptional circumstances exist to justify the release of Green Belt.

Recommended approach to reducing the buffer

4.13 With such a large land supply and buffer against the PfE's housing target for Bury, it is not considered that exceptional circumstances can be demonstrated to support all current allocations that involve Green Belt release. As such, it is considered that the housing supply should be reduced.

4.14 As stated previously, paragraph 119 of the NPPF specifies that planning policies should promote an effective use of land in meeting the need for homes and other uses in a way that makes as much use as possible of previously-developed or 'brownfield' land. Given that the additional identified housing supply is on previously-developed sites in sustainable town centre locations and is considered to be suitable, available and achievable for residential development within the plan period, it is considered appropriate that options for reducing the supply should focus on those sites that are proposed to be released from the Green Belt in the submitted PfE to meet the proposed target.

4.15 This approach would be consistent with several PfE Objectives, particularly those to create neighbourhoods of choice (Objective 2); to promote the sustainable movement of people, goods and information (Objective 6); and to help to ensure that Greater Manchester is a more resilient and carbon neutral city-region (Objective 7).

4.16 It would also be consistent with a number of Objectives within the PfE Integrated Appraisal Framework, particularly:

- Objective 9 – to promote sustainable modes of transport; and
- Objective 17 – to ensure that land resources are allocated and used in an efficient and sustainable manner to meet the housing and employment needs of GM, whilst reducing land contamination.

5. Site options appraisal

5.1 Any proposed modification to Bury's sites will need to be robustly justified in planning terms as part of the Examination and will be subject to scrutiny, debate and challenge. This will include a thorough review of the housing supply evidence and whether the numbers would be deliverable within the plan period (something that is being challenged across the nine districts).

5.2 The evidence supporting PfE demonstrates that all Bury's proposed housing allocations represent suitable and deliverable opportunities for new housing. This remains the case and there is no new evidence to suggest otherwise.

5.3 Regardless, given the increased supply and the excessive buffer, it is not considered that an Inspector would conclude that exceptional circumstances exist to support the removal of all five of Bury's housing sites from the Green Belt. As a result, it is necessary to consider the options for reducing the extent of Green Belt release and, in doing so, to fundamentally consider whether exceptional circumstances still exist to support any or all of the proposed Green Belt releases.

5.4 In assessing the options, there needs to be a balanced approach that considers the planning merits of each of Bury's proposed housing allocations that are currently included in PfE, taking account of key elements of the PfE's evidence base and other key considerations, namely:

- **Environmental Effects** – Consideration of the environmental impacts highlighted in the PfE Integrated Assessment and Habitats Regulations Assessment;
- **Green Belt Assessment** – The Greater Manchester Green Belt Harm Assessment considers the impact that the proposed developments would have on each of the five purposes of Green Belt;
- **Site selection** – A process designed to identify the most sustainable locations for residential and employment development that can achieve the PfE's Vision, Objectives and Spatial Strategy and meet the housing and employment land needs across the nine districts;
- **Consultation responses** – Consideration of consultation responses submitted in relation to each site under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations to determine whether any of the options considered would be in line with representations made, or not. A summary of the key issues raised in relation to each site can be found in Appendix 3.

5.5 The appraisal is concentrated on the three large residential sites in the Borough (Simister/Bowlee, Elton Reservoir, and Walshaw), given the extent of Green Belt reduction needed to sufficiently reduce the supply and buffer is much greater than could be delivered on the two smaller sites (Seedfield and Castle Road [Northern Gateway]. Also, in relation to these two smaller sites:

- **Seedfield**: Paragraph 149 of the National Planning Policy Framework (NPPF) identifies a range of instances where new development in the Green Belt can be considered to be appropriate. This includes limited infilling or the partial or complete redevelopment of previously developed land (such as the Seedfield site) provided that this does not result in unacceptable impacts on the openness of the Green Belt. This site is in Council ownership and the Council is already working with a developer to bring the brownfield part of the site forward outside of the development plan process. This means that even if the site is removed from the PfE supply, the housing numbers would still need to be included within the existing supply.
- **Castle Road (Northern Gateway)**: The PfE proposes that around 200 units could be allocated in this location as part of the wider employment-led development at the Northern Gateway site. The Northern Gateway provides the main opportunity to boost the competitiveness of the northern districts - a key objective of PfE's strategy. The delivery of the residential component on this part of the Northern Gateway site will help to deliver part of the wider infrastructure into the site. It is important, therefore, that the Castle Road site is retained as a vital component of the wider Heywood/Pilsworth (Northern Gateway) site. In any event, the removal of this site alone would mean that the revised buffer would still be considered excessive (31%) and would still require a further reduction from the three strategic sites.

5.6 For the reasons above, the options appraisal focuses on Bury's three strategic housing sites:

- JPA1.2 – Simister/Bowlee (1,350 homes);
- JPA7 – Elton Reservoir (3,500 homes); and
- JPA9 – Walshaw (1,250 homes).

5.7 Appendix 1 to this report sets out the full site options appraisal of these sites against the factors highlighted in paragraph 5.4 above. The following paragraphs summarise the key findings from this appraisal.

Environmental effects

5.8 The environmental considerations within the PfE Integrated Assessment (IA) are set out under Objectives 10 to 18 of the IA Framework i.e:

- Objective 10 - Improve air quality.
- Objective 11 - Conserve and enhance biodiversity, green infrastructure and geodiversity assets.
- Objective 12 - Ensure communities, developments and infrastructure are resilient to the effects of expected climate change.

- Objective 13 - Reduce the risk of flooding to people and property.
- Objective 14 - Protect and improve the quality and availability of water resources.
- Objective 15 - Increase energy efficiency, encourage low carbon generation and reduce greenhouse gas emissions.
- Objective 16 - Conserve and/or enhance landscape, townscape, heritage assets and their setting and the character of GM.
- Objective 17 - Ensure that land resources are allocated and used in an efficient and sustainable manner to meet the housing and employment needs of GM, whilst reducing land contamination.
- Objective 18 - Promote sustainable consumption of resources and support the implementation of the waste hierarchy.

5.9 The conclusions of the IA for each of the three sites against the above objectives and their associated assessment criteria is detailed in Appendix 4 of this report.

5.10 These show that, in terms of the environmental effects, the Walshaw site is considered to have more positive benefits (14) than Simister/Bowlee (12) and Elton Reservoir (8). In terms of negative results, the site at Walshaw was considered to have less negative impacts (3) than Simister/Bowlee (4) and Elton (5).

5.11 The appraisal has also taken account of the Habitats Regulations Assessment (HRA) that has been undertaken to consider the potential impacts of PfE on European Protected Sites. The HRA does not identify any conclusions that are specific to the three sites but it has assessed the potential cumulative impacts of proposed development within PfE as a whole. This shows that there are potentially minor air pollution impacts on European designated sites. However, mitigation strategies are currently being developed to address these impacts.

Green Belt harm

5.12 In relation to harm to the Green Belt, the release of any of the sites will clearly cause some harm both in terms of the impact on the purposes of Green Belt and the impact on adjoining areas of Green Belt.

5.13 However, the Greater Manchester Green Belt Harm Assessment does show that there are perceived differences in the degree of harm that would result from the release of each site with the release of Walshaw having the least impact and Simister/Bowlee the highest.

Site selection

5.14 The site selection process includes an assessment of sites against a series of criteria, namely:

- Criterion 1 - Land which has been previously developed and/or land which is well served by public transport;
- Criterion 2 - Land that is able to take advantage of the key assets and opportunities that genuinely distinguish Greater Manchester from its competitors;
- Criterion 3 - Land that can maximise existing economic opportunities which have significant capacity to deliver transformational change and / or boost the competitiveness and connectivity of Greater Manchester and genuinely deliver inclusive growth;
- Criterion 4 - Within 800 metres of a main town centre boundary or 800m from the other town centres' centroids;
- Criterion 5 – Have a direct significant impact on delivering urban regeneration;
- Criterion 6 – Where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long-term viable sustainable travel options and delivers significant wider community benefits; and
- Criterion 7 – Deliver significant local benefits by addressing a major local problem/issue.

5.15 Whilst all three sites are justified in relation to this process, it does show that Elton Reservoir and Simister/Bowlee offer the greatest opportunity to provide significant and strategic benefits – not just for the wider Bury area but also for the wider conurbation. These strategic benefits include the delivery of major transport infrastructure such as a strategic link road and public transport hub/Metrolink stop (Elton Reservoir) and the delivery of significant strategic improvements to public transport infrastructure to help with the delivery of the wider Northern Gateway site (Simister/Bowlee).

5.16 In addition, both the Elton Reservoir and Simister/Bowlee sites would both bring regeneration benefits to the wider area with the Elton Reservoir site assisting with on-going regeneration efforts in Inner Radcliffe and Radcliffe town centre area and Simister/Bowlee helping to deliver significant jobs and housing to boost the competitiveness of northern and eastern parts of Greater Manchester in what is currently an area with significant pockets of deprivation, low skills and worklessness.

5.17 Conversely, whilst the site at Walshaw would deliver some local benefits, these are not considered to be of a nature that would offer strategic benefits to the wider Borough, or indeed the wider conurbation. The site is not located in an area that has the potential to provide significant investment in public transport (i.e. no existing Metrolink or plans for an extension to this location, or little opportunity for new high frequency bus corridors). This is largely because of the site's geographical location in the north of the Borough, which has a more restricted road network.

5.18 Whilst the Walshaw site would be suitable for release if required to meet the proposed housing target (as the submitted PfE demonstrates), the benefits that would arise from the Walshaw site are not considered to be as strategically significant as the other two large sites proposed in the more sustainable part of the Borough.

5.19 Table 3 sets out the key benefits that would be delivered in conjunction with the proposed housing sites and which are integral to the site selection process.

Table 3 – Summary of key benefits associated with housing sites

	PfE Site		
Benefit	**Simister/ Bowlee**	**Elton Reservoir**	**Walshaw**
New Metrolink stop	Potential	✓	x
New/existing Metrolink line	Potential	✓	x
Bus improvements	✓	✓	✓
Strategic highway improvements	x	✓	x
Improved facilities for cycling and walking	✓	✓	✓
Social and physical regeneration	✓	✓	x

5.20 Appendix 2 includes a series of plans to provide a visual representation of the key benefits associated with each of the sites.

Consultation responses

5.21 The Regulation 19 consultation on the publication PfE generated a number of responses relating specifically to the Simister/Bowlee, Elton Reservoir and Walshaw sites. The Elton Reservoir and Walshaw sites generated the highest number of site-specific responses (331 and 329 respectively) with Simister/Bowlee generating 205 responses.

5.22 The majority of the representation submitted were objecting to the release of the sites from the Green Belt and their proposed allocation for housing.

Conclusions of site appraisal and recommended approach

5.23 As stated previously, the evidence submitted as part of the PfE demonstrates that all of Bury's proposed housing allocations fundamentally represent suitable and deliverable opportunities for new housing.

5.24 The conclusions of the site appraisal need to be fundamentally considered within the context of whether exceptional circumstances still exist for justifying the removal of each of the sites from the Green Belt and, in doing so, there needs to be a balanced approach that considers the merits of each site and whether these are sufficient to justify such circumstances.

5.25 The evidence shows that the environmental effects associated with each site are broadly similar, although the Integrated Assessment indicates that the site at Walshaw presents more benefits and less negative outcomes than the other two sites. In addition, the Habitats Regulations Assessment does not provide any site-specific conclusions. Ultimately, however, the effect of retaining any of the sites within the Green Belt will be wholly positive.

5.26 It is clear that the removal and retention within the Green Belt of any of the sites would clearly address the objections submitted in response to the PfE Regulation 19 consultation.

5.27 Of the three sites, the evidence shows that the development of the Walshaw site would result in the least harm to the Green Belt. Nevertheless, there would be some degree of harm to the Green Belt for all sites.

5.28 As specified previously, the purpose of the PfE site selection process is to identify the most sustainable locations for residential and employment development that can achieve the PfE Vision, Objectives and Spatial Strategy and meet the housing and employment land needs across the nine districts and this process has been critical in identifying sites that would best help to deliver the plan's overall strategy.

5.29 It is clear from the site selection process that both the Simister/Bowlee and Elton Reservoir sites would offer the greatest opportunity to provide significant and strategic benefits for the wider Borough including the associated delivery of major transport infrastructure and social and physical regeneration benefits and this is considered to amount to exceptional circumstances to justify the release of these sites from the Green Belt. In comparison, it is considered that whilst the site at Walshaw would deliver some local benefits, these are not considered to be of a scale and nature that would offer strategic benefits to the wider Borough.

5.30 Although the site appraisal shows that the Walshaw site would have a lesser environmental effect and harm to the Green Belt, on balance, it is considered that the scale and nature of the benefits associated with each of the sites is of fundamental importance – not just in terms of benefits to the site itself but also to the wider area.

5.31 On this basis, it is considered that exceptional circumstances remain for removing the Simister/Bowlee and the Elton Reservoir sites from the Green Belt, but that exceptional circumstances no longer exist for the removal of land at Walshaw from the Green Belt and that a Main Modification should be requested that retains this land within the Green Belt.

5.32 The buffer could potentially be reduced to an appropriate level by removing supply from a number of the proposed sites. However, the delivery of the strategic benefits associated with both the Elton and the Simister/Bowlee sites is largely reliant on the scale of development proposed and the effect that this has on the ability to directly fund the infrastructure and/or support the business case for infrastructure investment.

Implications of removing the Walshaw site

5.33 The removal of the Walshaw site would reduce Bury's housing supply by 1,250 units, giving a total supply of 8,433 over the plan period. This would therefore reduce the extent of the buffer to 17%, which is more reflective of the 16% average across the plan area in the submitted plan.

5.34 Although the removal of the Walshaw site would represent a significant change to the plan in relation to Bury's allocations, the proposal for this Main Modification would not result in a change to Bury's or any other districts' housing target within PfE.

5.35 The conclusions of the site options appraisal reflects relevant evidence supporting PfE and considers this as part of a planning balance to determine the recommended approach. The conclusions of the site options appraisal and the proposed change to the plan would not undermine this evidence or the wider approach elsewhere in the plan. In addition, the overall spatial strategy presented in the PfE Plan would remain unchanged.

6. Next Steps

6.1 Throughout the Examination of PfE, the Inspectors will explore the potential for Main Modifications to resolve any soundness and legal compliance issues. Section 20(7C) of the Planning and Compulsory Purchase Act requires the Inspector to recommend Main Modifications if asked to do so by the Local Planning Authority, provided that these modifications are necessary to make the plan sound and legally compliant.

6.2 If Members approve the recommendation to request a Main Modification to the Plan, this request would be made through a statement prepared in response to Matters, Issues and Questions relating to the proposed Walshaw allocation that have been issued by the Inspectors undertaking the PfE Examination.

6.3 The proposed Main Modification would then be subject to debate during the Examination Hearing Sessions which are scheduled to commence on 1 November 2022 with discussion around Bury's site allocations currently scheduled to take place on 24 January 2023.

6.4 As stated above, the Inspectors can only recommend Main Modifications if they are necessary to make the submitted Plan sound and/or legally compliant.

6.5 Any potential Main Modifications will be subject to public consultation (at least six weeks) before the Inspectors can recommend them in their report, and, in some cases, they may also require further sustainability appraisal and Habitats Regulations Assessment.

6.6 Assuming that the Inspectors conclude that PfE is capable of adoption, whether with or without modifications, the ultimate decision to adopt must be taken by each of the Full Councils of the nine participating local authorities.

7. Risks

7.1 Given that PfE is currently the subject of Examination, it is likely that there will be extensive debate regarding the plan's approach and there will inevitably be inherent risks that the Inspectors overseeing the Examination may not agree with the general PfE approach to housing or to Bury's proposed Main Modification.

7.2 The PfE's approach to housing is already facing significant challenge from a wide range of stakeholders, developers, groups and organisations. These challenges will be considered at depth during the Examination of the plan.

7.3 Similarly, it is highly likely that any request for Main Modifications will be subject to challenge during the Examination in terms of whether the proposed modification is necessary to make the plan sound and/or legally compliant.

7.4 It is anticipated that the key areas of challenge to the PfE's approach to housing will be as follows:

- Challenge to the deliverability of the existing supply - The Examination of the PfE plan will include significant challenge from the development industry, with a considerable number of objections submitted in relation to the capacity, deliverability and viability of the existing supply/brownfield sites as well as what is seen to be the plan's over-reliance on sites within the core of the conurbation and on the apartment market.

- Challenge to the housing targets and deliverability of other allocations - The housing targets and the proposed allocations within the plan will face challenge at the Examination. The development industry, in particular, want to see the plan increase its housing targets and the number of allocated sites. There is a risk that the Inspectors may agree with this suggested approach to increased housing targets. This could potentially lead to an increased housing target for Bury which the Inspectors may consider to be a more appropriate way of reducing Bury's buffer rather than through a reduction in the supply.

- Legal challenge to the plan – Following the Examination of the plan, there may be a legal challenge to the plan.

8. Conclusion

8.1 The recommendations are contained at the front of this report.

Links with the Corporate Priorities:

Places for Everyone will form part of Bury's statutory development plan. It will set out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities.

Equality Impact and Considerations:

Please refer to the attached EIA. There are no negative impacts on equality and a positive impact recorded.

Environmental Impact and Considerations:

Whilst the inclusion of the site at Walshaw and the policy requirements set out in the accompanying policy (JPA9) are considered to have largely positive carbon impacts when considered against the Integrated Appraisal framework (Objective 15), the retention of the site in the Green Belt will have overall positive environmental effects.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
The risks associated with the recommended approach are set out in Section 7 of this report	To ensure that the PfE Inspectors are provided with robust evidence to support the Council's proposals for a Main Modification to the plan.

Legal Implications:

This report is seeking Cabinet approval for officers to request a modification to the submitted Places for Everyone Plan(PFE). This plan has been submitted for examination which will commence in November 2022.

S 19 of the Planning and Compulsory Purchase Act 2004 sets out that Authority must have a development plan that includes policies designed to secure the development and use of land in the local planning authority's area and these must be kept up to date. All policies must have regard to national planning policies and ensure that there is an appraisal of the sustainability of the proposals.

The PFE is a joint development plan document. This report contains links to the earlier decision making reports on this matter.

It is incumbent on the Authority to have a clear rationale for any proposed changes at each stage. This report sets out for Members the environmental effects of each option so this may be assessed before reaching a decision.

Financial Implications:

This report does not commit the Council to any financial decisions but seeks to establish a strategic planning policy framework for the plan area, including Bury. Implementing any schemes aligned to the framework will be subject to decision making at that time which will include a full assessment of the financial implications including affordability that will take into account costs and additional revenue income that may be generated.

Should the request to make a Main Modification to the Plan involving the removal of the Walshaw site form part of the Inspectors' final reported recommendations, the site would remain within the Green Belt and would no longer have development potential. Part of this site is in Council ownership and the potential for a capital receipt from the site would therefore be lost, however this site is not part of any current plans and so there will be no impact on the current Medium Term Financial Strategy.

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

- Places for Everyone Joint Development Plan
- Bury Strategic Housing Land Availability Assessment (April 2022)
- Integrated Appraisal of the Greater Manchester Spatial Framework 2020 [doc ref: 02.01.03]
- Habitats Regulations Assessment [doc refs: 02.02.01 and 02.02.02]
- Greater Manchester Green Belt Harm Assessment [doc ref: 07.01.09]
- Site Selection Background Paper [doc ref: 03.04.01]
- Cabinet Report – Publication of PfE (21 July 2021) (Item CA.111)

- Council Report – Submission of PfE (28 July 2021) (Item C.6)
- Cabinet Report – Bury Town Centre Masterplan (9 March 2022) (Item CA.235)

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

Term	Meaning
PfE	Places for Everyone – a joint development plan being prepared by nine of the ten GM districts.
SHLAA	Strategic Housing Land Availability Assessment - A SHLAA is a technical exercise to determine the quantity and suitability of land potentially available for housing development.
LHN	Local Housing Need – the number of new houses required over a given period, calculated by using the Government's standard methodology.

Appendix 1 – Site Options Appraisal

Simister/Bowlee (Northern Gateway) (Policy JPA1.2)	
PfE proposes that the Simister/Bowlee site will deliver around 1,550 homes across Bury and Rochdale (1,350 within Bury).	
Environmental Effects	The Integrated Assessment of the plan includes a number of objectives and assessment criteria within the IA framework that are environmentally focussed. The conclusions of the IA in respect of the Simister/Bowlee site are set out in more detail in Appendix 4. A Habitats Regulations Assessment (HRA) has been undertaken to consider the potential impacts of PfE on European Protected Sites. However, the HRA does not provide any site-specific conclusions. Ultimately, however, the environmental effect of retaining this site within the Green Belt will be wholly positive. Further information on the Integrated Appraisal and HRA of the plan can be found here.
Green Belt Assessment	In general, the assessment concludes that the release of land including the Simister/Bowlee site from the Green Belt would have a 'high' overall impact on Green Belt purposes but that the impact on adjacent Green Belt would be 'moderate'. The assessment of Green Belt harm of the site allocations can be found here.
Site Selection	The PfE Site selection process considers that the Simister/Bowlee site meets the following site selection criteria: Criteria 3 (land that can maximise existing opportunities which have significant capacity to deliver transformational changes and/or boose the competitiveness and connectivity of Greater Manchester and genuinely deliver inclusive growth): ▪ The allocation has the capacity to deliver development at a transformative scale and significantly change the economic growth potential of the wider area. Criteria 5 (land which would have a significant impact on delivering urban regeneration): ▪ The allocation offers the opportunity to deliver significant jobs and housing to boost the competitiveness of northern and eastern parts of Greater Manchester in what is currently an area with significant pockets of deprivation, low skills and worklessness. Criteria 6 (land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long term viable sustainable travel options and delivers significant wider community benefits):

	▪ The development of this site is integral to the delivery of significant strategic improvements to public transport infrastructure in this area. These improvements are designed to help with the delivery of the wider Northern Gateway site, including the nationally significant employment-led opportunity at Heywood/Pilsworth that will attract high quality business, jobs and investment. ▪ The transport improvements include proposals for an express bus corridor network in the area to facilitate public transport connectively to the Northern Gateway site. There are also proposals to create a new Metrolink connection to Middleton, with the line likely to be close to this residential site. Introducing new housing in this location will help the business case for investment in these strategic public transport interventions. ▪ In addition, the development will be required to incorporate a network of safe and convenient cycling and walking routes through the allocation. ▪ The new transport infrastructure will ensure that this site will form part of a much-improved sustainable location and will be located in an area that will have significant new opportunities to access new employment opportunities by active travel and public transport. ▪ The Simister/Bowlee site therefore occupies a strategically important location, not only in terms of being well-connected to the proposed employment opportunities at Heywood/Pilsworth but also in terms of assisting in the delivery of wider strategic transport infrastructure. <u>Criteria 7 (land that would deliver significant local benefits by addressing a major local problem/issue):</u> ▪ The allocation would help to rebalance the Greater Manchester economy by significantly boosting the economic output from the north of the conurbation. ▪ The allocation would help with wider infrastructure investment that would help to generate a significant number of new job opportunities in an area that is accessible to some of Greater Manchester's most deprived communities. ▪ The allocation would help to bring forward a significant amount of new employment land in Bury which would address longstanding problems associated with an inadequate supply in this district. ▪ The allocation would provide deliverable sites for housing in the north of Greater Manchester where there is an opportunity to capitalise on an existing high end market housing area and/or provide an opportunity to diversity the housing market, contributing to the competitiveness of the north.

Consultation Responses	The Regulation 19 consultation on PfE generated 205 responses relating to the Simister/Bowlee site. The majority of the representation submitted were objecting to the release of the site from the Green Belt and its proposed allocation for housing. On this basis, the removal of the site and retention within the Green Belt would clearly address the objections submitted. The key issues raised are summarised in Appendix 3 of this report.

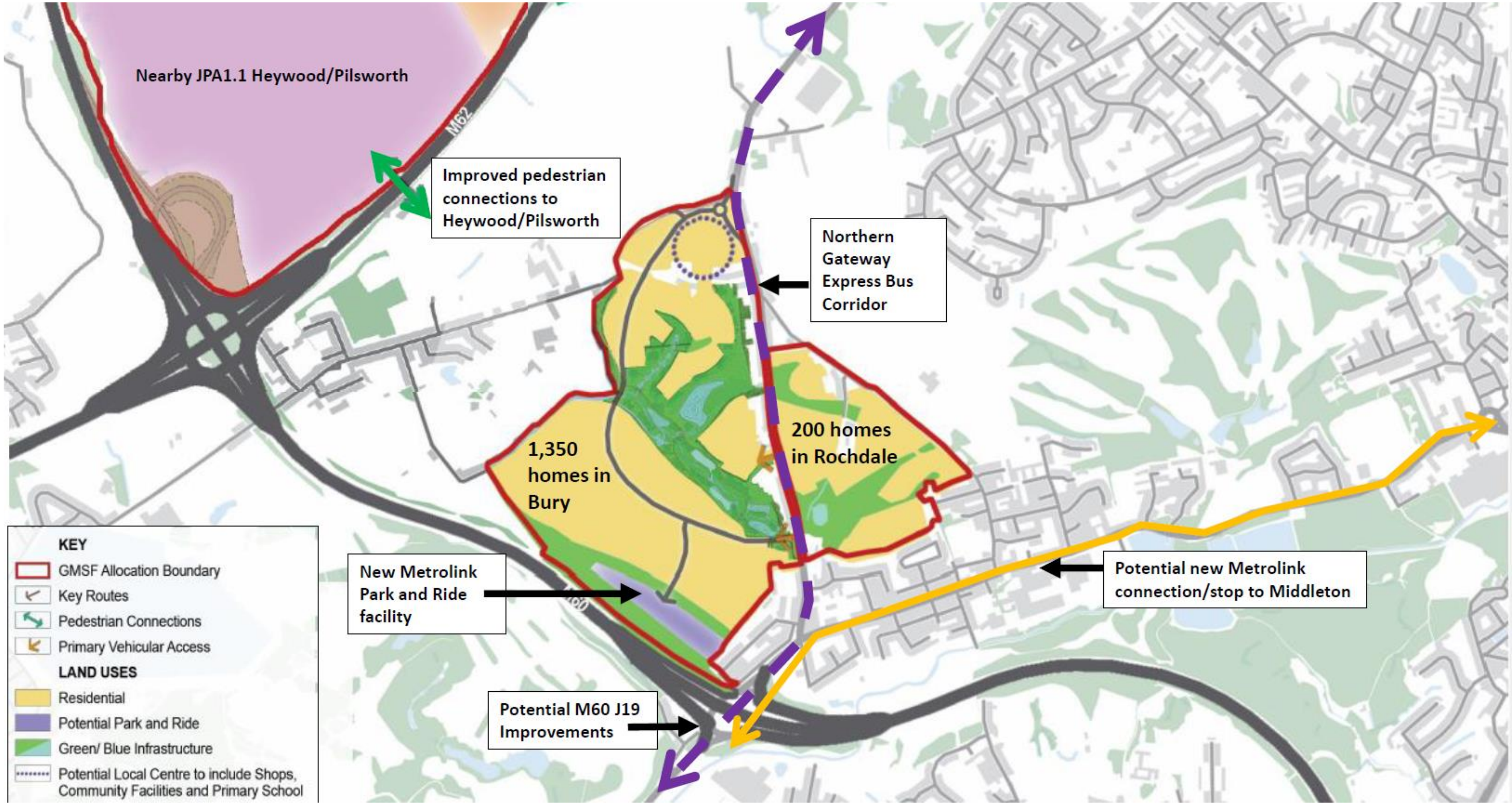
Elton Reservoir (Policy JPA7)	
PfE proposes that the Elton Reservoir site will deliver around 3,500 homes (1,900 within the plan period).	
Environmental Effects	The Integrated Assessment of the plan includes a number of objectives and assessment criteria within the IA framework that are environmentally focussed. The conclusions of the IA in respect of the Elton Reservoir site are set out in more detail in Appendix 4. A Habitats Regulations Assessment (HRA) has been undertaken to consider the potential impacts of PfE on European Protected Sites. However, the HRA does not provide any site-specific conclusions. Ultimately, however, the environmental effect of retaining this site within the Green Belt will be wholly positive. Further information on the Integrated Appraisal and HRA of the plan can be found here.
Green Belt Assessment	In general, the assessment concludes that the overall harm to the Green Belt varies across the site but that most areas are considered to have a 'high' or 'moderate-high' impact on the purposes. The impact on adjacent Green Belt is considered to be mostly 'minor'. The assessment of Green Belt harm of the site allocations can be found here.
Site Selection	The PfE site selection process considers that the Elton Reservoir site meets the following site selection criteria: Criteria 6 - Land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long term viable sustainable travel options and delivers significant wider community benefits): ▪ This site is considered to be strategically important to Bury, with the scale of development enabling the delivery of substantial supporting infrastructure that will not only benefit the immediate area but will bring wider benefits to the Borough. ▪ Fundamental to the delivery of residential development on the Elton Reservoir site will be the provision of major highways infrastructure. This will include the need to incorporate a new strategic spine road connecting Bolton and Bury Road (A58) in the north with Bury Road, Radcliffe in the south-east as well as the provision of a new spur road connecting the allocation to Spring Lane via the former Coney Green High School site. ▪ The development will also be required to make provision for improved public transport connectivity including a new transport hub and Metrolink stop at Warth as well as new

	pedestrian and cycle links through the development and into surrounding areas which will provide more sustainable travel options to residents in the area. Criteria 7 (Land that would deliver significant local benefits by addressing a major local problem/issue): ▪ The allocation will provide a deliverable site for housing in the north of Greater Manchester where there is an opportunity to capitalise on an existing high end housing market area and/or provide an opportunity to diversify the housing market, contributing to the competitiveness of the north; and ▪ The new strategic north-south spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe will provide an essential alternative to Bury Bridge for traffic travelling south towards Manchester from the west Bury area. ▪ Furthermore, any new development on the Elton Reservoir site will need to be fully integrated into the existing urban fabric and with surrounding neighbourhoods and communities. In doing so, it will need to facilitate new pedestrian and cycle links through the development and into surrounding areas. This will include strong linkages to inner Radcliffe and Radcliffe town centre, Radcliffe Metrolink and local schools which, in addition to the spur road, will further help in supporting on-going physical and social regeneration efforts in this area.
Consultation Responses	The Regulation 19 consultation on PfE generated 331 responses relating to the Simister/Bowlee site. The majority of the representation submitted were objecting to the release of the site from the Green Belt and its proposed allocation for housing. On this basis, the removal of the site and retention within the Green Belt would clearly address the objections submitted. The key issues raised are summarised in Appendix 3 of this report.

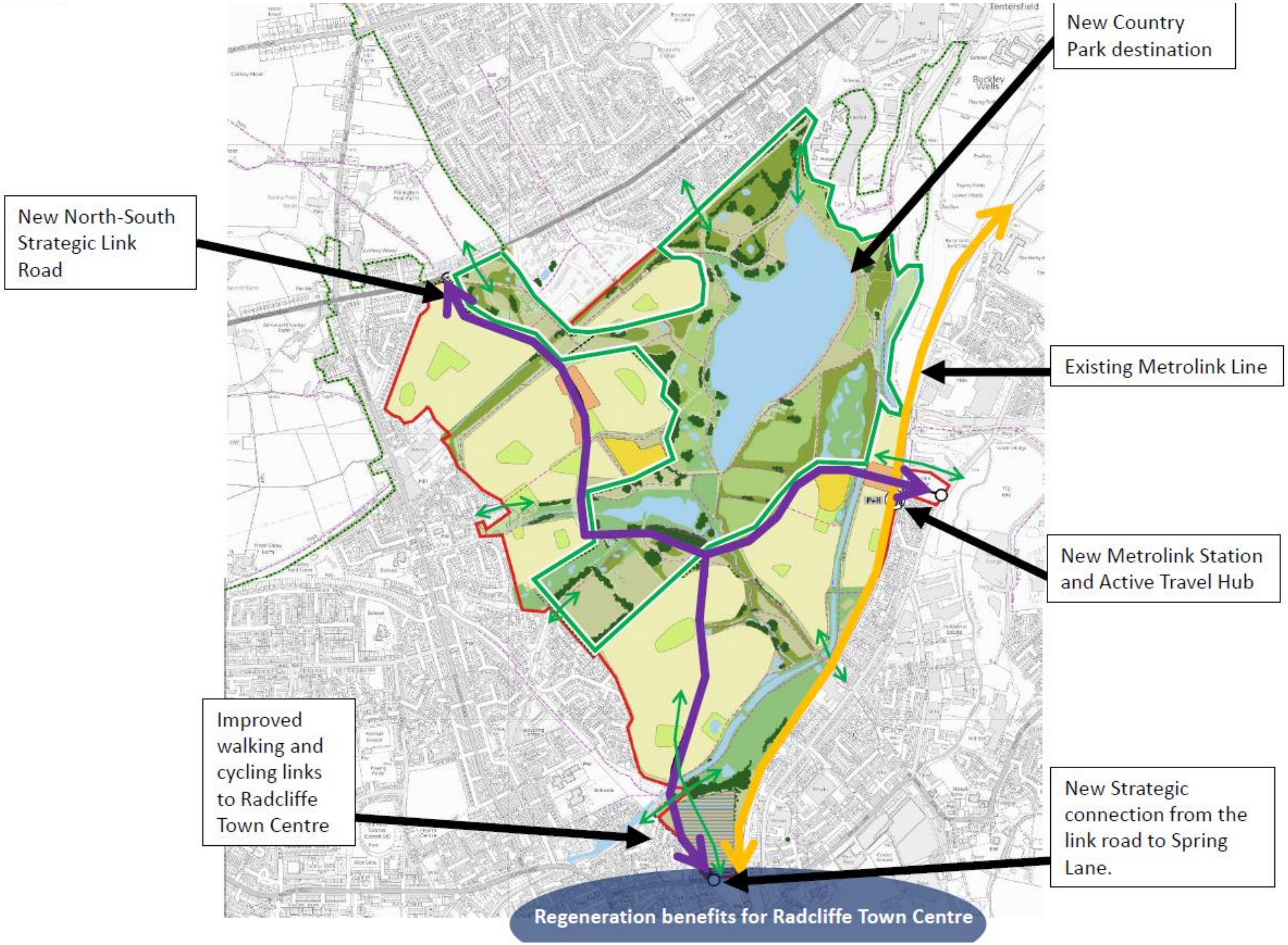
Walshaw (Policy JPA9)	
PfE proposes that the Walshaw will deliver around 1,250 homes.	
Environmental Effects	The Integrated Assessment of the plan includes a number of objectives and assessment criteria within the IA framework that are environmentally focussed. The conclusions of the IA in respect of the Walshaw site are set out in more detail in Appendix 4. A Habitats Regulations Assessment (HRA) has been undertaken to consider the potential impacts of PfE on European Protected Sites. However, the HRA does not provide any site-specific conclusions. Ultimately, however, the environmental effect of retaining this site within the Green Belt will be wholly positive. Further information on the Integrated Appraisal and HRA of the plan can be found here.
Green Belt Assessment	In general, the assessment concludes that the release of the Walshaw site from the Green Belt would have a 'moderate' overall impact on Green Belt purposes but that the impact on adjacent Green Belt would be 'negligible'. The assessment of Green Belt harm of the site allocations can be found here.
Site Selection	The PfE site selection process considers that the Walshaw site meets the following site selection criteria: Criteria 7 (Land that would deliver significant local benefits by addressing a major local problem/issue): ▪ The allocation will provide a deliverable site for housing in the north of Greater Manchester where there is an opportunity to capitalise on an existing high end market housing area and/or provide an opportunity to diversify the housing market, contributing to the competitiveness of the north; and ▪ The development of this site will be required to make provision for improvements to the local highway network including a new link road through the allocation that will provide an alternative and more direct route to the more difficult Church Street/Bank Street route.
Consultation Responses	The Regulation 19 consultation on PfE generated 329 responses relating to the Simister/Bowlee site. The majority of the representation submitted were objecting to the release of the site from the Green Belt and its proposed allocation for housing. On this basis, the removal of the site and retention within the Green Belt would clearly address the objections submitted. The key issues raised are summarised in Appendix 3 of this report.

Appendix 2 – Plans showing key benefits associated with PfE sites.

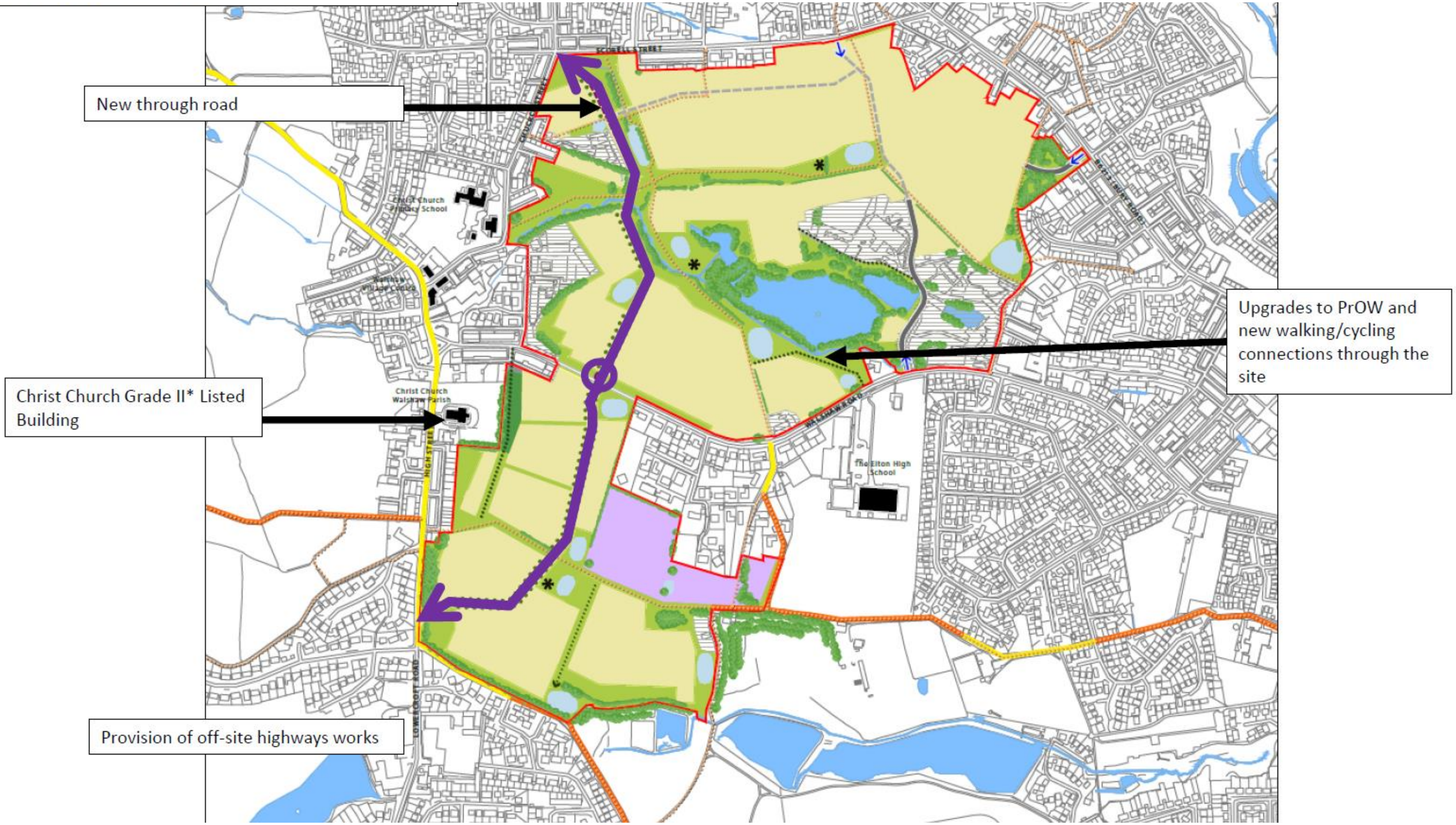
JPA1.2 – Simister/Bowlee



JPA7 – Elton Reservoir



JPA9 – Walshaw



Appendix 3 – Summary of key issues raised in response to Regulation 19 consultation on PfE

The following sets out a summary of the key issues raised in response to the invitation to make representation on the Publication PfE:

JPA1.2 - Simister/Bowlee

Row	Key Issue
1	Object to the scale of development.
2	In conjunction with JPA 1.1 Heywood/Pilsworth the proposals are considered over development.
3	Supported to help deliver the new homes and jobs that the northern parts of Greater Manchester needs.
4	The development will cause considerable harm to character of Simister village.
5	The requirement for a comprehensive masterplan for the whole site allocation is not justified.
6	Object to the loss of Green Belt/green space
7	Support decision to classify the fields at the entrance to Simister as green belt
8	Object to the loss of green infrastructure, key walking routes and rights of way used by both walkers and horse riders.
9	Concerns regarding the impact of the development on the Landscape Character Areas included within the allocation.
10	There is a lack of priority around affordable housing provision.
11	Site doesn't meet the site selection criteria and the site selection process has been developer-led.
12	There is no need to release Green Belt when there is an adequate supply of brownfield sites.
13	The proposal conflicts with the climate emergency.
14	Housing need calculations are based on out-of-date information i.e. 2014 household projections and do not take into account the impacts of Covid and Brexit.
15	The site will not be delivered as anticipated.

16	Concerns regarding the viability of the site.
17	The proposal will have an adverse impact on local roads and the wider network leading to increased congestion and air pollution.
18	The site is poorly served by public transport.
19	Need more information on how infrastructure will be funded.
20	There is a lack of healthcare and educational infrastructure to support the development.
21	Proposals will lead to the loss of biodiversity and ecological habitats and wildlife and environmental surveys have not been done correctly.
22	Loss of open land will have a negative impact on physical and mental health.
23	The proposal will lead to increased flooding.
24	Concern that there is an absence of clear expectations for high quality sustainable water management and that the development will increase flood risk.
25	Need to consider heritage assets within the site.
26	Concerns over the impact on noise and air quality.

JPA7 - Elton Reservoir (JPA7)

Row	Key Issue
1	Object to the loss of Green Belt/green space
2	Exceptional circumstances exist in which Green Belt loss can be acceptable and efforts to minimise this are welcomed.
3	Housing will not be affordable
4	Site doesn't meet the site selection criteria and the site selection process has been developer-led.
5	Object to the release of Green Belt for 3,500 homes when only 1,900 can be delivered within the plan period.
6	This is a site of strategic significance that will make a considerable contribution to housing supply, is accessible to surrounding towns and well connected to existing infrastructure.
7	There is no need to release Green Belt when there is an adequate supply of brownfield sites.
8	The proposal conflicts with the climate emergency.
9	Housing need calculations are based on out-of-date information i.e. 2014 household projections and do not take into account the impacts of Covid and Brexit. In addition, the Government's standard housing methodology is not mandatory.
10	The proposed Elton Parkland does not compensate for the loss of Green Belt.
11	The site will not be delivered as anticipated.
12	The site is located on the opposite side of the Borough to the proposed employment development at the Northern Gateway.
13	The proposal will have an adverse impact on local roads and the wider network leading to increased congestion and air pollution.
14	The site is poorly served by public transport.
15	Supports and welcomes detailed proposals on infrastructure and landscape design.
16	Transport evidence is incomplete and does not identify in sufficient detail the nature, scale and timing of infrastructure requirements at the SRN.
17	Utilities infrastructure will not be able to cope with increased demands.

18	Support for policy reference that ensures mitigation of flood risk from all sources.
19	Need more information on how infrastructure will be funded.
20	There is a lack of healthcare and educational infrastructure to support the development.
21	Proposals will lead to the loss of biodiversity and ecological habitats and wildlife and environmental surveys have not been done correctly.
22	Loss of open land will have a negative impact on physical and mental health.
23	The proposal will lead to increased flooding.
24	Need to consider heritage assets within the site.

JPA9 - Walshaw

Row	Key Issue
1	The setting of Walshaw village would be harmed. Separation required between existing and proposed properties.
2	Loss of farmland that should be kept open as it offers local benefits e.g. residential amenity and improved health/wellbeing.
3	Support: the site is available, suitable, achievable and deliverable and exceptional circumstances exist for the release of the site from green belt.
4	The area is unsuitable for housing. Poor land stability due to past mining activity, culverted watercourses and natural springs are on-site. Evidence required addressing land stability/hydrology.
5	The necessity for a comprehensive masterplan would lead to delays in the delivery of development.
6	The need to allocate sites within green belt is more pressing than currently set out in PfE.
7	The site is contained entirely by the existing urban area and accordingly makes a very limited contribution towards the purposes of the Green Belt
8	The Walshaw site performs poorly against site selection criteria and only met one of the criteria for site selection whereas all the objectives could be satisfied by any number of sites in the borough
9	The site is in fact in multiple ownerships, there does not appear to be any evidence that land agreements between landowners are in place to enable the whole site to be delivered. The site is therefore not available.
10	The affordable housing situation will not be addressed.
11	Concern regarding targets. Housing targets are not mandatory. The plan uses 2014 data to predict housing need and ignores the potential impact of Brexit and Covid-19 on housing need and work patterns. There isn't enough local employment to sustain such a big increase in housing.
12	The development of the site will not be delivered within the timescales anticipated.
13	Places for Everyone proposes employment sites on the other side of the borough from Walshaw so should build more in the south of the borough to support the northern gateway
14	Object to the loss of large amount of Green Belt which would be contrary to the purposes of Green Belt.

15	Green Belt land should be protected, not built on. No housing is needed and should utilise brownfield land first and if Green Belt is still needed, scale down the level of development. Green belt areas to be added will not provide any benefit for those within the Walshaw area
16	There has been no evidence of the existence of exceptional circumstances to justify the alteration of the green belt boundaries to allow building on the Walshaw allocation as is required by the NPPF. Housing need is not an exceptional circumstance to justify the release of greenbelt.
17	Existing roads are at capacity and are in poor condition. There would be an impact on road safety, emergency services and businesses. Proposed highway solutions will not alleviate the situation. Insufficient and vague infrastructure, particularly transport infrastructure, for Walshaw has been proposed, with no sources of funding specified. The existing infrastructure could not cope with an increase in people and cars.
18	There is no evidence or viability testing to prove that this level of policy ask for infrastructure is deliverable on site in the timeframe and will not render the site unviable. Therefore, the site is not deliverable.
19	Concern regarding drainage, surface water flooding due to removal of trees and an already inadequate sewerage system in Scobell Street area.
20	Concern of increased stress on schools, which are already inadequate, and at capacity and more clarity needed on new social infrastructure.
21	Detailed proposals on infrastructure and new school welcomed
22	Negative impact on key ecological sites, Special Landscape Area, climate and considerable loss of wildlife
23	Support the policy proposals to include multifunctional green and blue infrastructure within the allocation and to integrate and enhance existing green infrastructure corridors along Walshaw and Elton Brooks. Support for inclusion of requirement for net gains for biodiversity and long-term management of green infrastructure.
24	Should preserve open spaces around Christ Church to retain setting.
25	Consider that the policy wording should be amended to take into account viability and local requirements at the time of any application for both affordable housing provision and public transport improvements.

Appendix 4 – Results of the Integrated Appraisal of site allocations against environmental objectives

IA Objective	Assessment Criteria	Simister/Bowlee	Elton Reservoir	Walshaw
Objective 10 is to Improve air quality	Improve air quality within Greater Manchester, particularly in the 10 Air Quality Management Areas (AQMAs)?	++/--	++/-	++
Objective 11 is to Conserve and enhance biodiversity, green infrastructure and geodiversity assets	Provide opportunities to enhance new and existing wildlife and geological sites?	+	++	++
	Avoid damage to or destruction of designated wildlife sites, habitats and species and protected and unique geological features?	+	++	+
	Support and enhance existing multifunctional green infrastructure and / or contribute towards the creation of new multifunctional green infrastructure?	++	++	++
	Ensure access to green infrastructure providing opportunities for recreation, amenity and tranquillity?	++	++	+
Objective 12 is to Ensure communities, developments and infrastructure are resilient to the effects of expected climate change	Ensure that communities, existing and new developments and infrastructure systems are resilient to	+	o	++

	the predicted effects of climate change across GM?			
Objective 13 is to Reduce the risk of flooding to people and property	Restrict the development of property in areas of flood risk?	+	o	++
	Ensure adequate measures are in place to manage existing flood risk?	+	o	++
	Ensure that development does not increase flood risk due to increased run-off rates?	+	-/?	++
	Ensure development is appropriately future proof to accommodate future levels of flood risk including from climate change?	+	-	++
Objective 14 is to Protect and improve the quality and availability of water resources	Encourage compliance with the Water Framework Directive?	o	o	o
	Promote management practices that will protect water features from pollution?	o	o	o
	Avoid consuming greater volumes of water resources than are available to maintain a healthy environment?	o	o	o
Objective 15 is to Increase energy efficiency, encourage low carbon generation and	Encourage reduction in energy use and increased energy efficiency?	+	+	+

reduce greenhouse gas emissions	Encourage the development of low carbon and renewable energy facilities, including as part of conventional developments?	-/?	-	-/?
	Promote a proactive reduction in direct and indirect greenhouse gas emissions emitted across GM?	+	+	+
Objective 16 is to Conserve and/or enhance landscape, townscape, heritage assets and their setting and the character of GM	Improve landscape quality and the character of open spaces and the public realm?	o	o	o
	Conserve and enhance the historic environment, heritage assets and their setting?	++	++	++
	Respect, maintain and strengthen local character and distinctiveness?	o	o	o
Objective 17 is to Ensure that land resources are allocated and used in an efficient and sustainable manner to meet the housing and employment needs of GM, whilst reducing land contamination	Support the development of previously developed land and other sustainable locations?	-	-	-
	Protect the best and most versatile agricultural land / soil resources from inappropriate development?	-	+	+
	Encourage the redevelopment of	-	-	-

	derelict land, properties, buildings and infrastructure, returning them to appropriate uses?			
	Support reductions in land contamination through the remediation and reuse of previously developed land?	-	-	-
Objective 18 is to Promote sustainable consumption of resources and support the implementation of the waste hierarchy	Support the sustainable use of physical resources?	o	o	o
	Promote movement up the waste hierarchy?	o	o	o
	Promote reduced waste generation rates?	o	o	o

Equality Analysis Form

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

1. RESPONSIBILITY

Department	Business Growth and Infrastructure	
Service	Strategic Planning and Infrastructure	
Proposed policy	Places for Everyone - updated evidence on housing supply and request for a main modification to the plan.	
Date	7 September 2022	
Officer responsible for the 'policy' and for completing the equality analysis	**Name**	David Wiggins
	Post Title	Service Manager: Strategic Planning and Infrastructure
	Contact Number	0161 253 5282
	Signature	D. Wiggins
	Date	12 August 2022

2. AIMS

What is the purpose of the policy/service and what is it intended to achieve?	'Places for Everyone' (PfE) sets out a plan for homes, jobs, and the environment across nine of the ten Greater Manchester districts (excluding Stockport). It sets out where we will build the new homes we need, where our businesses will locate to sustain and create jobs for our people, what infrastructure is needed to support the development and to protect and enhance our towns, cities and landscapes. It covers a timeframe up to 2037. Whilst one of the key purposes of PfE is to make provision for the homes and jobs needed across the plan area in a co-ordinated and managed way, it is also about establishing a framework for reducing inequalities, improving the lives of our residents and transforming Greater Manchester into a world-leading city-region. In the light of the updated housing supply evidence, there is an opportunity to reduce the amount of Green Belt land that is needed to meet Bury's proposed PfE housing target.

Who are the main stakeholders?	The main stakeholders which are involved in the PfE Joint Plan are local residents, developers, landowners, businesses, planning and development consultants, statutory consultees, infrastructure providers, interest groups and representative bodies.

3. ESTABLISHING RELEVANCE TO EQUALITY

3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics.

If you answer yes to any question, please also explain why and how that group of people will be affected.

Protected equality characteristic	**Positive effect (Yes/No)**	**Negative effect (Yes/No)**	**Explanation**
Race	No	No	The Publication PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including race.
Disability	Yes	No	The Publication PfE Joint Plan includes policies that seek to ensure that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances. The PfE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including disability.

Gender	No	No	
Gender reassignment	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including gender reassignment.
Age	Yes	No	A number of the development allocations state that they will provide housing for elderly people. The PfE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including age.
Sexual orientation	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including sexual orientation.
Religion or belief	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including religion or belief.

Caring responsibilities	No	No	
Pregnancy or maternity	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including pregnancy or maternity.
Marriage or civil partnership	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including marriage or civil partnership.

3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty.

If you answer yes to any question, please explain why.

General Public Sector Equality Duties	**Relevance (Yes/No)**	**Reason for the relevance**
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	No	
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	The PfE Joint Plan will include policies that are specifically designed to make provision for special needs housing, including housing for the elderly as well as ensuring that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances.
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	No	

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

Go straight to Question 4

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

Go to Question 3c and <u>do not</u> answer questions 4-6

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

4. EQUALITY INFORMATION AND ENGAGEMENT

4a. For a <u>service plan</u>, please list what equality information you currently have available (including a list of all EAs carried out on existing policies/procedures/strategies),

<u>OR</u> for a <u>new/changed policy or practice</u> please list what equality information you considered and engagement you have carried out in relation to it.

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

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

Details of the equality information or engagement	**Internet link if published**	**Date last updated**
Following consultation on two previous drafts in 2016 and 2019 (then referred to as the GMSF), and the invitation for representation on the Publication Plan in 2021, the PfE Joint Plan has now progressed to the Examination stage. The Examination allows		

representors to submit further written statements and the opportunity to provide verbal evidence at the Hearing sessions.		

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

No

5. CONCLUSIONS OF THE EQUALITY ANALYSIS

What will the likely overall effect of your policy/service plan be on equality?	Positive
If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?	N/A
Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.	No
What steps do you intend to take now in respect of the implementation of your policy/service plan?	Should Members approve the recommended approach, officers would request that the Inspectors overseeing the Examination of PfE recommend a Main Modification to the plan. The proposed Main Modification would then be subject to debate during the Examination Hearing Sessions. Any potential Main Modifications will be subject to public consultation before the Inspectors can recommend them in their report.

6. MONITORING AND REVIEW

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

The PfE Joint Plan will be continually monitored in order to determine the effectiveness of its policies.

COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO YOUR DEPARTMENTAL EQUALITY REPRESENTATIVE FOR RECORDING.

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Places for Everyone – delegated approvals for Examination	
Report of	Leader and Cabinet Member for Strategic Growth and Skills	

Summary

This report seeks approval to delegate authority to agree to potential modifications to the Submitted Places for Everyone Plan Joint Plan 2021 (PfE) as may be considered necessary during the PfE Examination and to the content of any Statements of Common Ground that may be considered necessary to aid the Examination process.

Recommendation(s)

That Members:

1) Delegate authority to the Executive Director of Place, in consultation with the Cabinet Member for Strategic Growth and Skills and the Director of Law & Democratic Services, to agree proposed Main Modifications to the Places for Everyone Joint Plan 2021 as may be necessary to meet the tests of 'soundness' defined in the National Planning Policy Framework (2021) (or any equivalent following the amendment or revocation thereof); and the relevant statutory requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 (or any equivalent Regulations following the amendment, re-enactment or revocation thereof);
2) Delegate authority to the Executive Director of Place to propose any minor modifications to the Places for Everyone Joint Plan 2021, as may be necessary.
3) Delegate authority to the Executive Director of Place to prepare and agree Statements of Common Ground for the Places for Everyone Joint Plan as required.

Reasons for recommendation(s)

To ensure that any necessary modifications to the Submitted Places for Everyone Joint Plan 2021 that arise through the Examination process, can be agreed and approved in a timely manner. PfE needs to progress through Examination as smoothly as possible. If it is necessary to amend policies and/or site allocations this will need to be done quickly, by a proposed modification, as recommended by the Inspectors to ensure that the Plan can be considered 'sound' and proceed to Adoption.

Alternative options considered and rejected

There are not considered to be any reasonable alternative options. Following the normal approvals process to agree Main Modifications and Statements of Common Ground will significantly extend the Examination period, frustrating the Inspectors, participants and local communities in Bury and across the plan area. It would also result in a significant increase in costs to the Council (and others) for the Inspectors, expert witness and QC representation time.

Report Author and Contact Details:

Name: Crispian Logue

Position: Assistant Director (Strategy, Planning and Regulation)

Department: Business, Growth and Infrastructure

E-mail: c.logue@bury.gov.uk

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1. Background

1.1 Members will be aware that there is a statutory requirement for local authorities to have an up-to-date development plan in place that identifies enough land to accommodate new homes and jobs for a growing population.

1.2 PfE is a plan for sustainable growth in the nine participating Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) and will, once adopted, form a key part of Bury's statutory development plan. In particular, the plan:

- sets out how the participating districts should develop up to the year 2037;
- identifies the amount of new development that will come forward in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- identifies the important environmental assets which will be protected and enhanced;
- allocates sites for employment and housing required outside of the urban area;
- supports the delivery of key infrastructure, such as transport and utilities; and
- defines a new Green Belt boundary for the nine boroughs.

1.3 Members will recall that on 22 July 2021, approval was given to the Publication draft of PfE and to invite representations on that document over an eight-week period. This eight-week period ran from 9 August 2021 until 3 October 2021.

1.4 Members will also recall that on 28 July 2021 Full Council approved the formal Submission of PfE, its supporting evidence and representations received to the Secretary of State for Examination.

1.5 Pursuant to Regulation 22 The Town and Country Planning (Local Planning) (England) Regulations 2012, PfE together with all the supporting documents, background evidence, and representations received during the final stage of public consultation, was submitted to Government on 14 February 2022.

2. PfE Examination

2.1 A team of Planning Inspectors have been appointed to examine the 'soundness' of the plan, the tests for which are currently set out in the National Planning Policy Framework (NPPF)(2021). Soundness is tested by examining whether PfE has been positively prepared, justified, effective and is consistent with national policy.

2.2 There are a number of stages to the Examination which can be summarised briefly as follows:

- **Initial Assessment** - the Inspectors will look at the Plan, the evidence supporting it and the consultation responses to decide what they consider the main issues to be.
- **Preliminary Questions (PQs)** – In April, May and June 2022 the Inspectors issued 94 preliminary questions (PQs) with a further 6 questions of clarification to the nine GM Local Authorities
- **Matters, Issues and Questions (MIQs)** – Following on from the Preliminary Questions, the Inspectors have issued a series of matters, issues and questions (MIQs). These matters concern the policies and/or supporting evidence where the Inspectors consider further information is needed for them to examine if the policy is sound or a Main Modification is needed. The nine participating Local Authorities (via the CA) and others that responded to the Regulation 19 consultation in summer 2021, are invited to submit written responses to these MIQs and these will be debated at the Hearing sessions.
- **Hearings** - the main issues will be discussed at public hearings led by the Inspectors. These sessions are to discuss specific issues that the Inspectors wish to examine further, following submission of the responses to the MIQs.

3. Modifications to the Plan

3.1 Proposals to modify plans at Examination is standard practice and happens to varying degrees during all Examinations.

3.2 Modifications generally fall into two categories:

- **Main Modifications** – required to resolve any soundness or legal compliance issues which have been identified by the Inspectors; and

- **Minor Modifications** – required to correct technical errors and/or improve the legibility of the plan etc.

3.3 They arise through debate and discussions at the Hearings and are (in the main) derived from the written statements. Modifications are largely limited to making the plan sound and/or legally compliant. They are not intended as a way of changing the general direction or overarching strategy of the Plan.

3.4 Consequently, during the Examination (particularly during the Hearing sessions) there will be a need to respond to questions and/or proposed main and minor modifications from the Inspectors and other participants, which will require a response and a decision.

3.5 Such questions and proposals will be required to be responded to rapidly, normally within 24-48 hours. Therefore, it is neither possible nor practicable to go through the normal approvals process to agree to Main or Minor Modifications to PfE.

3.6 It should be noted that a separate Cabinet Report is seeking Member approval to request that the Inspectors propose a Main Modification to PfE involving the removal of the proposed strategic site allocation at Walshaw. The timing of this proposed modification has made it possible to report this to Cabinet. However, as the Examination progresses towards the Hearing sessions, decisions on proposed modifications will have to be made more rapidly.

4. Statements of Common Ground

4.1 Statements of Common Ground may also be required as part of the Examination process. They are agreements between the Councils and other representors - generally landowners/developers and other statutory bodies. They set out factual information about a policy area or proposal and the agreed position between the signing parties. Statements of Common Ground are a useful and collaborative tool in responding to issues raised which can aid the Examination process by addressing outstanding concerns received through representations, resulting in a more efficient and expedient Examination.

4.2 In this regard, it should be noted that Statements of Common Ground have already been requested by the Inspectors as part of the response to the Preliminary Question IN2 in relation to each of the proposed site allocations at Walshaw, Elton, Seedfield, Heywood/Pilsworth and Simister/Bowlee.

4.3 These were required to be prepared and submitted to the Inspectors in accordance with the Examination timetable, during the pre-election period. As such, it was not possible to take these through the normal approvals process and these were approved by Executive Director of Place.

4.4 Notwithstanding, these statements only set out a series of facts pertaining to each proposed site allocation and associated representations made to them at the Regulation 19 consultation stage. The content of the Statements was limited, setting out only:

- The proposed site allocation details;
- Any areas of common ground;
- Any areas of significant disagreement; and
- Whether it was the intention of either party to propose Main Modifications at that stage.

4.5 Consequently, these Statements of Common Ground set out the existing position between the Council and representors that are already a matter of public record. The principal purpose of these Statements is to make it clear to the Inspectors the current position between the Council and representors.

4.6 In addition to those referred to above, in order to assist the Examination process and the understanding of the Inspectors, it is possible that there will be a need to prepare further Statements of Common Ground in relation to other specific issues that will set out the agreed position between districts and other bodies/organisations.

4.7 Again, these will potentially need to be prepared and agreed within a short timeframe that would make it impractical to go through the normal approvals process to agree the content of these Statements.

5. Consultation on proposed modifications, Inspectors' Report and adoption

5.1 At the completion of the Examination, it is a statutory requirement that all the agreed proposed Main Modifications to the Plan are subject to a final round of consultation, Sustainability Appraisal and Habitats Regulations Assessment. The consultation period will last for at least six weeks and relate only to the proposed Main Modifications to the Plan and any changes to the Policies Map. The consultation does not cover any other aspect of the Plan.

5.2 Following this consultation, the Inspectors will consider all the representations made on the proposed Main Modifications before finalising the examination report – which will include a schedule of their recommendations as to which Main Modifications should be taken forward to make the plan 'sound' and/or legally compliant and consequently capable of adoption.

5.3 It should be noted that the ultimate decision to adopt PfE will be taken by each of the Full Councils of the nine participating Greater Manchester Local Authorities.

6. **Communication and engagement with Members during the Examination**

6.1 Regular updates will be provided to the Cabinet Member for Strategic Growth and Skills and/or Cabinet (as necessary), to ensure Members are kept informed of progress, any potential proposed modifications and any other relevant matters.

7. **Conclusion**

7.1 The recommendations are contained at the front of this report.

Links with the Corporate Priorities:

Places for Everyone will form part of Bury's statutory development plan. It will set out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities.

Equality Impact and Considerations:

Please refer to the attached EIA. There are no negative impacts on equality and a positive impact recorded.

Environmental Impact and Considerations:

There are not considered to be any environmental impacts arising from this decision.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
PfE is a key strategic planning document that will provide the context for the subsequent preparation of Bury's Local Plan. If the PfE Examination is not progressed in a timely manner it will impact on the timescales for progressing the Bury Local Plan.	The recommendations in this report will help to ensure that the Examination of PfE progresses in a timely manner.

Legal Implications:

This report seeks delegations to officers and the Cabinet Member for Strategic Growth and Skills in respect of modifications to the plan for everyone during the Examination process.

The report sets out at section 3 the distinction between major and minor modifications. Members will note as set out in section 5 all major modifications will be subject to statutory consultation and a Sustainability Appraisal and Habitat Regulation Assessment. The consultation period will last for at least six weeks.

Financial Implications:

There are no direct financial implications associated with this report as it relates to delegations to Officers and the Cabinet Member for Strategic Growth and Skills in respect of modifications to the plan for everyone during the Examination process. Costs associated with public hearings and consultation events are provided for within existing budgets.

Background papers:

Places for Everyone Joint Development Plan and supporting and background evidence documents - https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/

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

Term	Meaning
PfE	Places for Everyone – a joint development plan being prepared by nine of the ten GM districts.

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Equality Analysis Form

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

1. RESPONSIBILITY

Department	Business Growth and Infrastructure	
Service	Strategic Planning and Infrastructure	
Proposed policy	Places for Everyone - delegated approvals for Examination.	
Date	7 September 2022	
Officer responsible for the 'policy' and for completing the equality analysis	**Name**	David Wiggins
	Post Title	Service Manager: Strategic Planning and Infrastructure
	Contact Number	0161 253 5282
	Signature	D. Wiggins
	Date	12 August 2022

2. AIMS

What is the purpose of the policy/service and what is it intended to achieve?	'Places for Everyone' (PfE) sets out a plan for homes, jobs, and the environment across nine of the ten Greater Manchester districts (excluding Stockport). It sets out where we will build the new homes we need, where our businesses will locate to sustain and create jobs for our people, what infrastructure is needed to support the development and to protect and enhance our towns, cities and landscapes. It covers a timeframe up to 2037. Whilst one of the key purposes of PfE is to make provision for the homes and jobs needed across the plan area in a co-ordinated and managed way, it is also about establishing a framework for reducing inequalities, improving the lives of our residents and transforming Greater Manchester into a world-leading city-region. The report seeks to ensure that any necessary modifications to the Submitted Places for Everyone Joint Plan 2021 and/or Statements of Common Ground that arise through the Examination process, can be agreed and approved in a timely manner.

Who are the main stakeholders?	The main stakeholders which are involved in the PfE Joint Plan are local residents, developers, landowners, businesses, planning and development consultants, statutory consultees, infrastructure providers, interest groups and representative bodies.

3. ESTABLISHING RELEVANCE TO EQUALITY

3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics.

If you answer yes to any question, please also explain why and how that group of people will be affected.

Protected equality characteristic	**Positive effect (Yes/No)**	**Negative effect (Yes/No)**	**Explanation**
Race	No	No	The Publication PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including race.
Disability	Yes	No	The Publication PfE Joint Plan includes policies that seek to ensure that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances. The PfE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including disability.

Gender	No	No	
Gender reassignment	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including gender reassignment.
Age	Yes	No	A number of the development allocations state that they will provide housing for elderly people. The PfE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including age.
Sexual orientation	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including sexual orientation.
Religion or belief	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including religion or belief.

Caring responsibilities	No	No	
Pregnancy or maternity	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including pregnancy or maternity.
Marriage or civil partnership	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including marriage or civil partnership.

3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty.

If you answer yes to any question, please explain why.

General Public Sector Equality Duties	**Relevance (Yes/No)**	**Reason for the relevance**
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	No	
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	The PfE Joint Plan will include policies that are specifically designed to make provision for special needs housing, including housing for the elderly as well as ensuring that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances.
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	No	

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

Go straight to Question 4

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

Go to Question 3c and <u>do not</u> answer questions 4-6

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

4. EQUALITY INFORMATION AND ENGAGEMENT

4a. For a <u>service plan</u>, please list what equality information you currently have available (including a list of all EAs carried out on existing policies/procedures/strategies),

<u>OR</u> for a <u>new/changed policy or practice</u> please list what equality information you considered and engagement you have carried out in relation to it.

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

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

Details of the equality information or engagement	**Internet link if published**	**Date last updated**
Following consultation on two previous drafts in 2016 and 2019 (then referred to as the GMSF), and the invitation for representation on the Publication Plan in 2021, the PfE Joint Plan has now progressed to the Examination stage. The Examination allows		

representors to submit further written statements and the opportunity to provide verbal evidence at the Hearing sessions.		

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

No

5. CONCLUSIONS OF THE EQUALITY ANALYSIS

What will the likely overall effect of your policy/service plan be on equality?	Positive
If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?	N/A
Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.	No
What steps do you intend to take now in respect of the implementation of your policy/service plan?	Should Members approve the recommended approach, delegated responsibility for agreeing/approving any necessary modifications to the Submitted Places for Everyone Joint Plan and/or Statements of Common Ground that arise through the Examination process, can proceed in a timely manner.

6. MONITORING AND REVIEW

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

The PfE Joint Plan will be continually monitored in order to determine the effectiveness of its policies.

COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO YOUR DEPARTMENTAL EQUALITY REPRESENTATIVE FOR RECORDING.

Classification: Open	Decision Type: Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Housing support service: young people 18-25 years – Part A	
Report of	Deputy Leader and Cabinet Member for Adult Care, Health, and Wellbeing	

Summary

1. The Community Commissioning Adult Social Care (ASC) Specialist Housing programme, was approved by Cabinet on 1st June 2022, responding to the demand to provide more housing for our residents with additional needs.

2. Following this, Merston (property developer) and Inclusion (Registered Housing Provider) approached the Authority and offered to purchase 2-4 Crompton Street BL9 0AD for our customers. The property offers high quality accommodation (flats) in the town centre, with a staff unit and space for communal activities.

3. This proposal outlines an innovative support service, which will provide a transitional home for 7 young Bury adults with Learning Disabilities and /or autism, aged 18-25 years. Young adults will be supported to learn skills for independent living over a period of up to 2 years, with a further 2 years outreach support available to them after they leave.

4. This support service is the first of its kind in Bury, offering an aspirational "own front door" accommodation to young adults, with support which encourages them to be independent and progress to other housing opportunities. The outreach support offered to them for up to 2 years is based on best practice; and designed to offer continuity of support at a time of change and prevent escalation of challenging behaviour (and more expensive placements) as a result.

Recommendation(s)

5. To confirm commissioning intentions to Merston and Inclusion to proceed with the Crompton Street project. Therefore, confirming the building can be secured for Bury clients.

Reasons for recommendation(s)

6. This innovative support scheme offers a transitional living service for young adults with Learning Disability aged 18-25 years. The potential for cost savings/cost avoidance has been demonstrated. The scheme offers 7 units towards our corporate and ASC housing commitments and supports our 'Let's Do It' strategy in offering an opportunity for people to live locally, independently, and with choice.

Alternative options considered and rejected

7. Option 1: Not to proceed with the scheme

The impact of this will mean young adults continue to be placed in more expensive placements. This accommodation and model of care (including follow-up support to prevent escalation of crisis/ challenging behaviour), follows best practice. Not to proceed with the scheme would be a missed opportunity to:

i) pilot a new transitional offer for young adults
ii) contribute towards our ASC housing targets, which provide people with learning disabilities the chance to live locally, independently, with choice
iii) save and prevent costs compared to people living independently/placing young people in more expensive placements.

Option 1 was therefore rejected.

8. Option 2: To proceed with the scheme using an alternative property/landlord

This scheme was brought to our attention by the property developer Merston. ASC operational social work lead and commissioning staff viewed the property for suitability along with providers. All agreed the property as suitable for this type of service. The property developer and vendor have been very supportive in the current fast-paced housing market. Whilst we could pursue the scheme with another property and landlord, time would be lost and the objectives of the scheme (outlined above) not achieved for another 6 months.

Option 2 was therefore rejected.

Report Author and Contact Details:

Name: Helen Dawson
Position: Integrated Commissioning Officer – Learning Disabilities & Autism

Department: Adult Social Services and Community Commissioning
E-mail: H.Dawson@bury.gov.uk

Background

9. The Community Commissioning Adult Social Care (ASC) Housing Programme was approved by Cabinet on 1st June 2022 and outlined the vision and plans to develop housing for people with additional needs.

10. The ASC commissioning team are therefore developing various housing schemes, including the 2-4 Crompton Street offer.

11. Merston (property developer) and Inclusion (social housing landlord) approached the Authority and offered to invest and acquire 2-4 Crompton Street, Bury for Bury customers.

12. The vision for the scheme, developed with a wide range of stakeholders, is:
    - The provision of a home with support, to further develop independent living skills, for up to 2 years
    - Focused on young adults agreed 18-25 years, with low/medium need Learning Disabilities and/or autism and/or mental health issues
    - After a maximum of 2 years in Crompton Street, there is further outreach support available for the young adults for 2 years as they adjust to living independently within the community, if required.

13. The general description of 2-4 Crompton Street is:
    - 8 self- contained flats in the property.
    - Refurbished to a high specification that reflects the Council's quality standards expected for our customers.
    - Situated in the town centre, close to all amenities, educations, employment and public transport networks to encourage and enable independent living.
    - Seven "own front door" flats will be for Bury customers; and one flat available for staff office and communal space.

14. Visits to the property were made by ASC Operations social worker (LD), Integrated Commissioning Officers and Care Providers. Feedback was people were impressed by the quality of the flats and keen for the scheme to progress.

15. The Adult Social Care commissioning and operational teams recognised there is a demand for this type of property. A number of young adults in receipt of social care have been identified for referral as potential customers. Traditionally, this cohort would likely have been placed in higher-cost placements as current housing stock and care solutions does not meet their requirements and aspirations.

16. There is currently no provision of this type in Bury; and offering this type of transitional home, with follow up support prevents high cost out of borough placements; escalation of behaviour and crisis management. This scheme would support both improved outcomes for people aged 18-25 years and cost savings.

Sustainability of Crompton Street

Affordable rent setting

17. One of the crucial matters for Inclusion before the scheme was progressed, was to ascertain the rent levels and ensuring that this was agreed by the Council's Revenue and Benefit department. This has been agreed.

Void arrangements

18. The Voids policy from the landlord has been shared with the Council and Care Providers and discussed at a "Question and Answer session" on 19th May 2022. The Care Provider and Inclusion share the accountability of any voids cost 50/50.

This would ensure joint liability and therefore joint interest from both parties to ensure there were no voids.

19. Merston would buy the building, then Inclusion, as their partner would rent directly to our customers. The care provision would be block-purchased for the building separately via an open market tender process.

20. The service level agreement (SLA) between the Care Provider and Landlord has been published as part of the open market tender exercise. The lease will be for 20 years, the SLA with the support provider will be for 10 years. There is provision in the agreement to enable assignment / novation if a new Provider is appointed in the future.

21. There is assurance from the housing LIN data that there is a current and future demand for this type of provision, therefore should offset any concerns about void risk and associated costs.

22. It has been agreed that we have 100% nomination rights for the Council, given the strength of expected demand.

Costs of Care

23. The costs of care is the subject of a Part B paper later on this agenda.

Links with the Corporate Priorities:

24. The scheme provides local accommodation for those with additional needs in Bury: both now and in the future.

25. It increases housing choices for our young adults with additional needs, enabling an increased number of people to live independently with support, encouraging them to move on into homes of their own in the future.

26. This scheme has several innovative aspects; also noting the local investment into property by the housing developer and creation of jobs expected locally by the Care Provider.

27. We are working together to design quality, fit-for-purpose homes for people with additional needs in Bury, which ensures inclusivity throughout the housing agenda.

28. Taking a strengths-based approach to recognise the assets and strengths of our residents – the aim of the scheme is to develop independent living skills, to empower young Bury adults to move on to homes of their own, retaining control and independence.

Equality Impact and Considerations:

29. People with additional needs – for example – people with learning or physical disabilities are disadvantaged in terms of accessing services and having opportunities: this scheme specifically addresses the inequities of access to the housing market and support services, responding to the needs and demand recognised in the Specialist Housing Programme, approved by Cabinet on 1st June 2022.

Environmental Impact and Considerations:

30. The housing scheme is based above commercial premises in the town centre, with good links to public transport for staff and customers, therefore the carbon footprint is expected to be reduced as we bring people back from out of borough or from existing premises where clients and staff currently have to travel by other means.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Property being put back on the market by vendor (fast-moving housing market versus timescales to award contract to Care Provider)	Close and ongoing liaison with the property developer and landlord, who have been supportive.

Legal Implications:

31. The proposed arrangement is highly beneficial to the Council as it is not required to fund the purchase of the property. As the property will not be owned by the Council, the Council will not have any contractual relationship with either the Developer or the Owner. There will be a tri-partite Service Level Agreement between the Developer, the Owner and the Care Provider (whom the Council commissions). The Council will monitor the arrangements and ensure compliance through enforcement of its contract with the Care Provider.

32. The procurement procedure followed for the appointment of the Care Provider is in accordance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015.

Financial Implications:

33. There are no direct financial implications to the Council from this Part A paper as it is not required to fund the purchase of the property. As the property will not be

owned by the Council, the Council will not have any contractual relationship with either the Developer or the Owner.

34. The costs associated with the provision of care are detailed in the Part B paper later on this agenda.

Background papers:

None.

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

Term	Meaning

Agenda Item 9

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Investment in a population health management approach to coronary heart disease and long-term conditions	
Report of	Deputy Leader and Cabinet Member for Adult Care, Health, and Wellbeing	

Summary

1. This paper outlines a case for investment in data quality and project coordination to support the development of a population health management in primary care, with an initial focus on coronary heart disease (CHD).
2. CHD is the biggest single cause of death in Bury and, after COVID-19, the biggest cause of inequalities in life expectancy. CHD is also a major burden on health and social care services and on the wider local economy.
3. We are developing a whole-system approach to tackling CHD. This includes increasing systematic use of preventive interventions in primary care and reducing inequalities in this care and connecting to wider health improvement work in neighbourhoods.
4. This population health approach will depend on good quality data in primary care systems to allow measurement of uptake and inequalities in important preventive treatments. It will also require project coordination support to help ensure development and delivery of action plans to improve diagnosis and treatment and support reporting.

Recommendation(s)

5. That £550,000 from the public health reserves is invested in building population health capacity, including in data quality and project coordination over three years (financial years 22/23, 23/24, and 24/25) through the GP Federation to support a wider programme of work focussed on reducing CHD and inequalities in CHD.

Reasons for recommendation(s)

6. A population health management approach to reducing CHD and inequalities in coronary heart disease (and other long-term conditions) will depend on good quality data and project coordination. This investment supports the development of data and capacity that will enable this approach to be expanded to other major causes of illness and deaths and health inequalities.

Alternative options considered and rejected

7. The following options were considered:
   a. **Do nothing:** the lack of high-quality data on aspects of inequality such as ethnicity as well as aspects of care for people with CHD will prevent

the measurement and reduction of inequalities in CHD, limiting the primary care system's ability to identify and reduce inequalities in diagnosis and care for people with CHD and to improve uptake of preventive treatments.

Report Author and Contact Details:

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Background

1. Coronary heart disease (CHD) is the leading cause of death in Bury and, after COVID-19, the biggest contributor to inequalities in life expectancy. Deaths and emergency hospital admissions from cardiovascular diseases in Bury are higher than the English average. There are marked inequalities, with higher rates of CHD in more deprived neighbourhoods. But it is not only the most deprived communities that suffer more illness and death from CHD: around half of Bury's small areas have higher rates of CHD deaths than average for England.

2. Deaths and illness caused by CHD are preventable. Effective primary prevention can be achieved through physical activity, healthy weight and diet, and smoking cessation, as well as action on the causes of inequalities. Evidence based preventive interventions are also available in primary care, including blood pressure and lipid management therapies and vaccinations against flu and COVID-19. Currently, not everyone who could benefit from these treatments is getting them. In some cases, there are marked inequalities, which contributes to worse CHD outcomes in more deprived and ethnic minority communities.

3. We are developing a whole-system response to CHD. This includes connecting action on wider causes of CHD to preventive work through our Live Well services and to action in primary and secondary care. This approach will have Bury's neighbourhoods at its core. Although our initial focus is on CHD, our aim is to build a model for systematic population health management that can be applied across a range of important long-term conditions. The embedded paper provides further detail on this approach.

4. This paper focuses on the data and project support needed to ensure delivery of the primary care aspect. This includes increasing the number of people with CHD who get diagnosed, making sure those diagnosed get all the key aspects of preventive care, and reducing the inequalities in diagnosis and treatment. Further work by NHS commissioners has been done to include payment incentives that support improvements in diagnosis and treatment in

the locally commissioned service. This paper outlines a case for investment into data and project coordination to support practices in delivering these aims.

The importance of underpinning data quality and project coordination support.

5. Tackling CHD and other long-term conditions systematically will depend on good quality data in primary care systems to allow general practices, primary care networks, and others to understand diagnosis and uptake rates for key treatments among patients, including broken down by aspects of inequality, such as deprivation, unemployment, housing quality, ethnicity, and gender. The COVID-19 vaccination programme showed the power of being able to identify low uptake in groups of people defined by multiple characteristics (for example people of a particular ethnicity, age, and gender living in a particular neighbourhood). This allows much more targeted work than is normally possible, including outreach work to understand causes of low uptake. This intelligent use of data to guide diagnosis and care is the core of population health management. Our longer-term aim is for this approach to be applied across all long-term conditions.

6. Experience of similar initiatives in other localities has been that initial investment in auditing and improving data quality is needed. This enables the measurement of inequalities in diagnosis and care, targeting of work to reduce inequalities, measurement of progress in improving diagnosis and care, and underpins payment incentives. It will also support the development of the ability of neighbourhoods and primary care networks to use their own data to identify inequalities in care and to identify patients who may be missing out on treatments they could benefit from.

7. Investment in project coordination supports the development and delivery of action plans to improve diagnosis and treatment rates and the coordination of actions in primary care with action across the wider system. This will be particularly important given the large pressures on primary care and the wider health and care system that risk derailing preventive measures such as these that are needed to reduce pressure on the NHS and social care in the medium-term.

The economic case for action on CHD in primary care.

8. CHD is a significant contributor to costs in the health and social care system. In addition, costs to the wider economy are likely to exceed those to the healthcare system as people are unable to work and require ongoing care that may affect their carer’s ability to work.

9. There is evidence that the key interventions targeted are likely to generate cost savings. For example, antihypertensive combination therapy is likely to save £140 to £920 per patient. And a health economic model from the Office of Health Improvement and Disparities suggests that a 10-percentage point

increase in the proportion of eligible patients receiving lipid management therapies in Bury could lead to net savings of £57,000 in year 1, £ 290,000 in year 2 and £600,000 in year 3.

Links with the Corporate Priorities:

10. The programme of work enabled by this investment is intended to support the development of a population health management approach in neighbourhoods that is focussed on tackling the biggest threats to health and causes of health inequalities. This supports the 'local' strand of the Let's Do It strategy.

11. The wider programme of work will adopt a whole-systems response including primary and secondary care, North West Ambulance Service, as well as linking to the voluntary sector. A range of groups have been consulted on this proposal and have contributed to its development. This has been done through the Population Health Delivery Partnership, GP leadership collaborative, Clinical and Professional Senate, and Integrated Delivery Collaborative. This supports the 'Together' strand of the Let's Do It strategy.

12. As CHD is the single biggest cause of death and a leading cause of years lived with disability and of inequalities in these, improvements in CHD contribute directly to the outcome in the Let's Do It strategy on reducing the life expectancy gap between our best and worst performing areas to under 13 years for men and under 10 years for women.

Equality Impact and Considerations:

13. The explicit aim of this proposal is to improve the quality of data on important protected characteristics and deprivation, along with the data quality on preventive CHD care. This will support the ability of primary care to discharge the NHS's "wider social duty to promote equality through the services it provides" (NHS constitution). By making inequalities in care more visible and focusing efforts where they can address these inequalities, this proposal is likely to have a positive impact on known inequalities in CHD and CHD care.

Environmental Impact and Considerations:

14. Environmental impacts are expected to be negligible.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

• Poor data quality undermines ability to measure and improve diagnosis and preventive care for CHD and to reduce inequalities in CHD care.	• Investment as outlined in this paper in data quality.
• Pressure on health and social care systems, particularly primary care, undermines ability to progress preventive work on CHD.	• Project support and coordination through GP Federation and inclusion of metrics relating to CHD care in the locally commissioned service.

Legal Implications:

15. This proposal is to use the reserve to invest in project management and data quality there is sufficient funding, the reserve can be used in this matter if Members are minded to agree.

Financial Implications:

16. There is sufficient funding within the Public Health reserve that has accumulated over the last few years to fund this. The funding will be utilised over a three year period and will be managed via the GP Federation within Bury.

Background papers:

A paper titled "A whole system population health response to coronary heart disease" provides more detail on the approach discussed here, including on intervention decay. This paper is available on request.

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

Term	Meaning

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Agenda Item 10

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 07 September 2022
Subject:	Development of an Onside Youth Zone in Bury	
Report of:	Cabinet Member for Children and Young People	

Summary

1. The Council proposes to develop a partnership with the charity Onside to develop a Youth Zone, providing facilities and programmed activities for young people. The proposal will contribute to the priorities for the Borough as set out in the Let's Do It strategy by creating a new facility for young people from deprived neighbourhoods to connect with each other and to develop life skills.

2. At its meeting in March 2022, Cabinet approved the principle of developing a Youth Zone, and noted that the Chief Executive will submit a further report to Cabinet in September 2022 on the outcome of a Viability Study to determine whether the most appropriate location is either Bury or Radcliffe town centre.

3. This paper:

    a. Updates Cabinet on the findings of the Viability Study and recommends Bury Town Centre as the best location.
    b. Sets out the potential for external funding to support costs
    c. Explores potential development sites
    d. Describes next steps in developing a Youthwork Partnership and a business case for January 2023

Recommendations

1. To note the outcomes of the Viability Study

2. To agree that Bury Town Centre is the most appropriate location for the facility, to enable the project to move to the next stage

3. To ask the Chief Executive to submit a further report in January 2023 after undertaking further work to agree the most suitable site in Bury Town Centre and develop an outline financial plan.

4. To bring back to the January 2023 Cabinet meeting further information about how a youth partnership will be formed setting out how the targeted offer from the Council and voluntary sector will be complimentary and integrated into the Youth Zone's wider universal offer.

Reasons for recommendation(s)

To deliver a new youth facility in Bury town centre following a 60 week build period.

Alternative options considered and rejected

None - Onside is developing Youth Zones around the Country and can bring additional private sector financing into Bury.

Report Author and Contact Details:

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Background

1. At its meeting in March 2022, Cabinet approved the principle of developing the Youth Zone and noted that the Chief Executive will submit a further report to Cabinet in September 2022 on the outcome of a Viability Study to determine the most appropriate location.

2. OnSide have been working with Bury Council to undertake viability assessments for establishing a Youth Zone in the Borough. Town centre locations, high street or other central sites are often the best choice and provide an immediate benefit in areas with fading high streets or retail areas, where anti-social behaviour and young people gathering is causing issues: footfall increases, youth crime reduces, and local businesses report increased feelings of community safety and pride in their environment. Bury and Radcliffe town centres were chosen as the preferred locations as these are the areas with the highest level of need and good public transport links.

3. Research has included:

   - Demographics
   - An options appraisal of Bury and Radcliffe Town centres.
   - A commissioned piece of work around the fundraising/philanthropic capital of Bury

3 OnSide has 14 open, operating Youth Zones and a further 7 in development. They apply tried and tested theory and criteria when assessing new locations, building on the learning from the last 15 years. Youth Zones are assets for the whole borough and Onside therefore seek locations that provide optimum access for the maximum number of young people. Within this they prioritise access for young people from communities and neighbourhoods where there are

higher levels of poverty and disadvantage. Location is the most critical factor to get right in any new project.

4 A significant feature in the success of Youth Zones is their carefully chosen location with three criteria considered:

Accessibility: close to areas of deprivation and easily accessed by young people on foot, bike or by public transport.

Prominence: a prominent site not only increases attendance because everyone knows where and what the Youth Zone is, but it also makes an important statement to young people, letting them know they are valued and that a significant investment has been made for their benefit.

Neutrality: It is important to avoid locations with territory issues or considered as 'someone else's patch' as this would make the Youth Zone very popular to those living in the locality but completely inaccessible to others.

5 Onside's history and experience to date has shown that where there are options for the location of a Youth Zone, the best location for the facility is in the largest centre. This has proven to help achieve the best reach in terms of access for young people along with maximum appeal to the private sector, who are a major part of the sustainable OnSide funding model.

Findings of the Viability Study

1 Demographics

A sustainable Youth Zone operates on a membership of approx. 4,000 young people. To assess the viability of this, Onside looked at the numbers of young people within a 3km area. On this measure, there is little difference between the two locations.

Bury town centre. Total age under 24 years within 3km range = 18,412

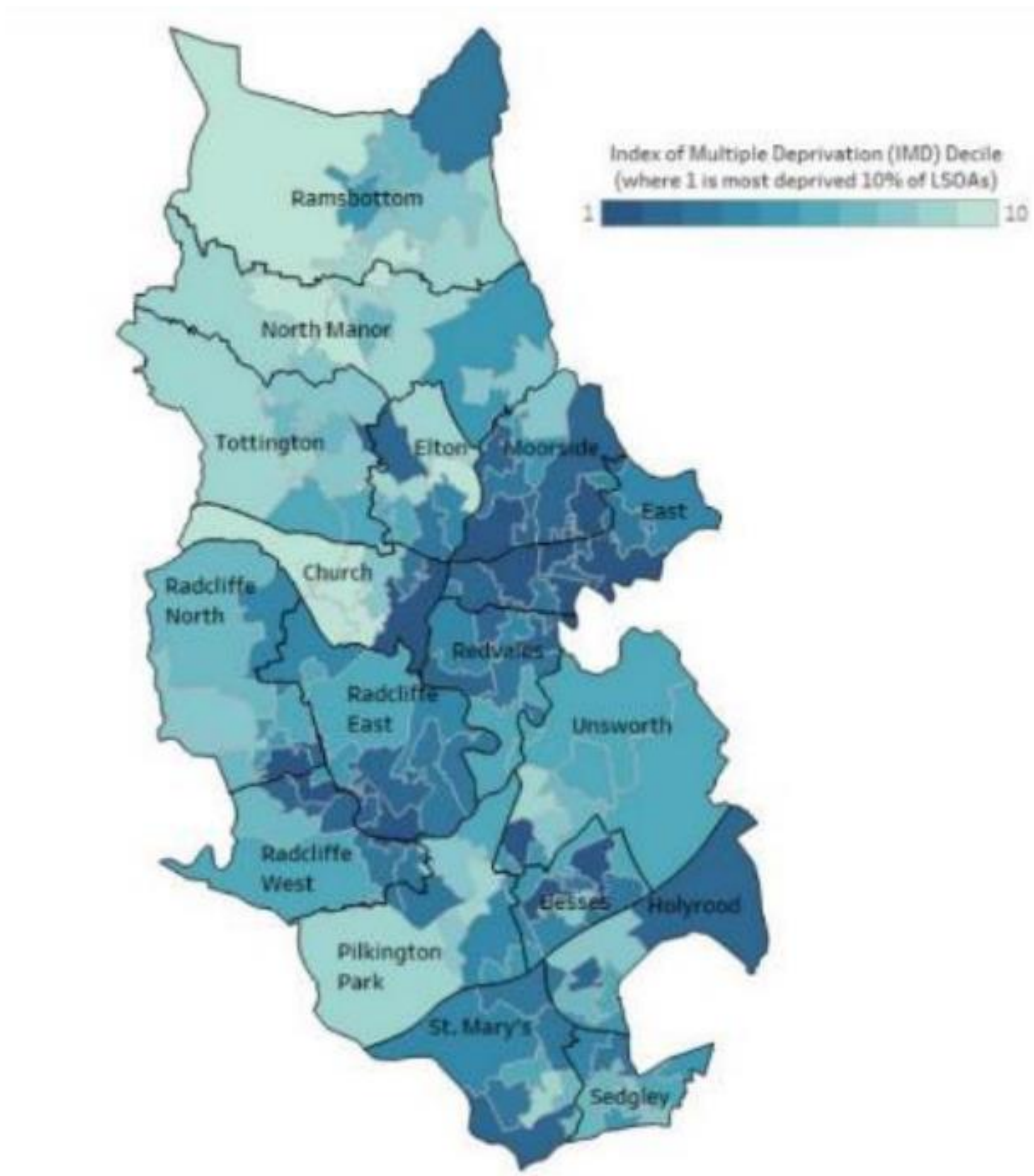
Radcliffe town centre. Total age under 24 years within 3km range = 19,786

Comparator population data for under 24 population with 3km of existing Youth Zones:

Youth Zone	No. young people aged 0-24 yrs
Blackburn	40,323
Hide Out (Gorton, Manchester)	61,679
Inspire (Chorley)	13,843
Carlisle	16,969
Manchester (Harpurhey)	38,669
Way (Wolverhampton)	32,828
Wigan	14,271
Wirral	22,239

Compared to other Youth Zones in the OnSide Network, Bury's local population would be on the smaller side, but comparable to others.

A more detailed picture of mapped IMD data shows a higher density of areas around Bury centre as opposed to Radcliffe. There are also areas at the very periphery of the borough (north and south) which may be an increased priority for reach.



The child poverty and overall IMD stats point to higher levels of deprivation in East Bury as opposed to Radcliffe.

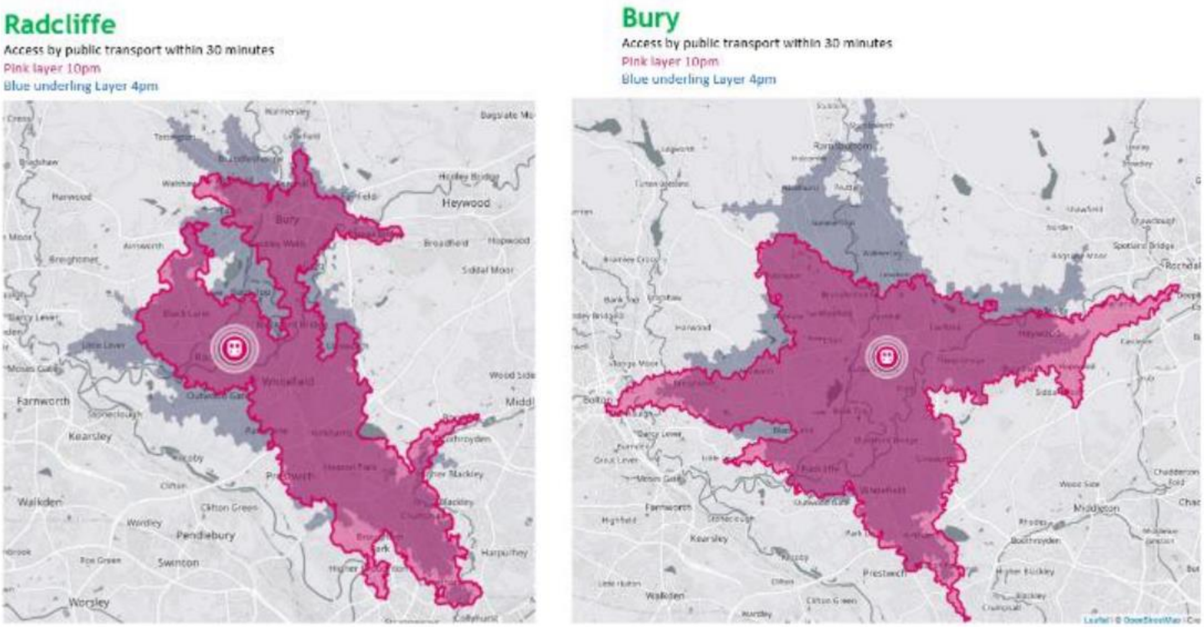
2 Travel

Journey times are critical and OnSide looked at the reach within 30 mins on public transport at both 4pm and 10pm to understand how young people might access the Youth Zone independently.

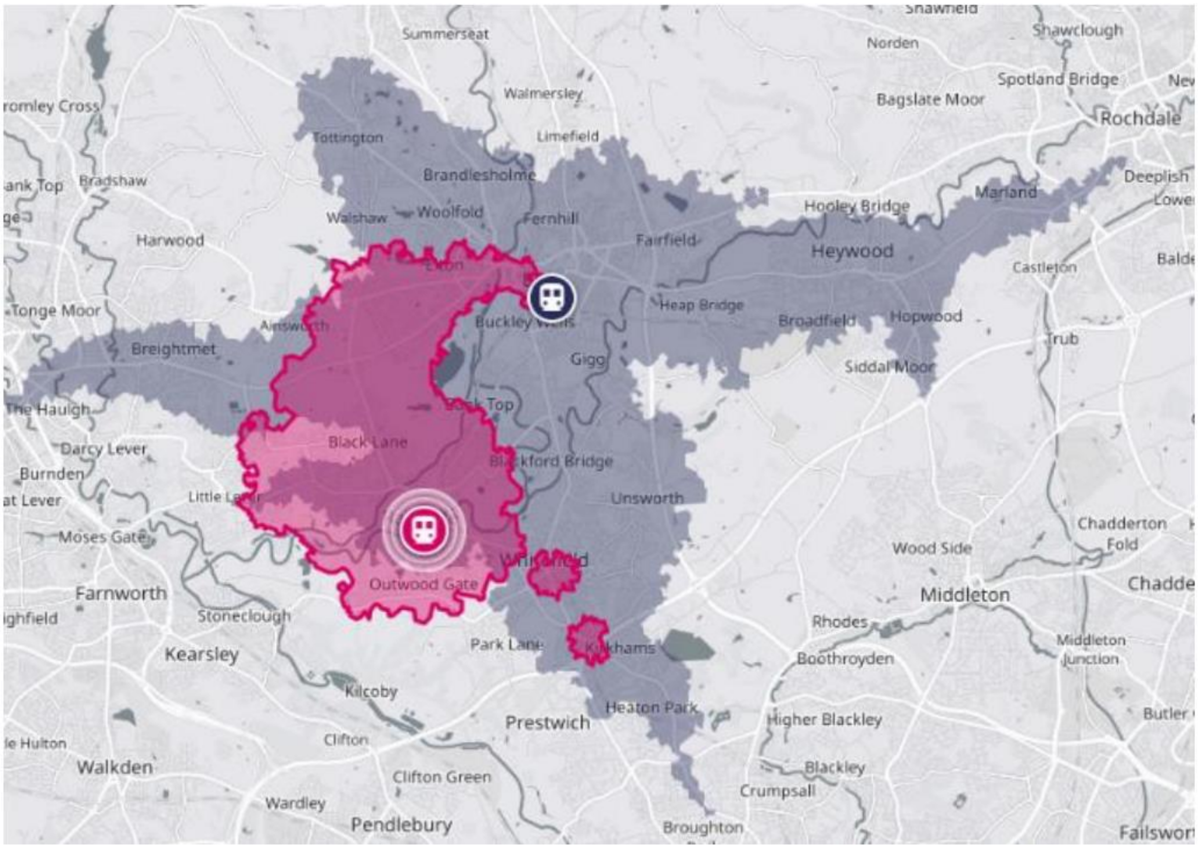
Onside consider two-stop journeys a real barrier for young people (physically, economically and confidence-wise). Avoiding creating two-stop journeys avoids creating inequalities in access for some young people over others – simply depending on where they live.

A Radcliffe location requires some journeys to be two-stop. Usually with a bus journey into Bury, followed by a switch to either bus/tram out to Radcliffe. These journeys have been mapped out from key wards as part of this study. Assuming a Spring Lane location for the Youth Zone, the pattern for Radcliffe is reliant on the Tram, as seen in the linear shape below.

The pattern for Bury is more evenly reaching as it is less reliant on the Metrolink network and there is real integration of bus/tram services in one interchange.



The Viability Study found that Spring Lane did not meet the neutrality test so a further map using Radcliife Town Centre as the potential base was generated centring on bus links as opposed to tram networks which changed the picture a lot. The map below centres on Bury Bus Station (blue) and Radcliffe Bus Station (pink) both at 10pm in the evening which really changes things. Pink reach (Radcliffe) is dramatically reduced, whereas Bury Centre's reach remains wide. This means that young people not wishing to use the tram would find independent travel to Radcliffe vastly restrictive and this would be another cause for concern about a Radcliffe location in terms of accessibility.



3 Location

The Viability Study has determined that there is a robust case for establishing a viable and sustainable Youth Zone in the Borough.

OnSide recommends that Bury Town Centre should be the location for the new Youth Zone. They concluded that whilst Radcliffe has many features that align with the Youth Zone ethos, establishing the facility here would unfortunately exclude too many young people from elsewhere in the borough through complex and disparate journey times and a lack of neutrality.

Based on local need and the strategic regeneration work being delivered in Radcliffe, Onside recommend a targeted outreach programme and robust local partnership building here as an integral part of the Youth Zone's development – enabling the project to bring real value to Radcliffe's growing community offer.

4 Fundraising review

OnSide will seek to raise the requisite amount of capital funding primarily from locally based/locally interested individuals or families, and to a lesser extent from nationally based charitable trusts and foundations and locally interested corporates.

This follows the fundraising model deployed with other Youth Zones in the OnSide Network.

A successful capital campaign in the timeframe allotted requires a focus on +£500k level donations, primarily from individuals who can become engaged in the project and make decisions about their giving at pace. Gifts at this level requires high cash liquidity amongst high-net-worth individuals/families.

The fundraising review leant towards Bury Town Centre for optimum opportunities for philanthropy and private sector engagement, which is vital to success and longevity.

Post-construction and as Bury Youth Zone readies itself to open its doors to young people, attention will be turned to diversifying fundraising income. With the building open and the Youth Zone team in the centre, lower-level major donor and corporate fundraising (£1k- £24k), local small to medium trust and grant fundraising, and community fundraising will begin. Over first ten years of its operating life, the Youth Zone will build its base of supporters, retaining Founder Patrons and adding to their number with lower-level supporters

5 Summary of findings – taken from the Viability Study

	Bury	Radcliffe
Neutrality	Optimum neutrality achieved by central location and established access from across the borough to other amenities nearby.	Compromised by being outside of the main hub of the town centre. Existing associations with young people and specific communities.
Prominence	Civic centre and main recreational hub is optimum. OnSide's thrive in metropolitan centres.	While Radcliffe is getting investment and growing, it doesn't have the profile and amenities of Bury Town Centre.
Accessibility	From a transport point of view, Bury centre is optimum requiring single journeys and centrality. A Bury centre location would not exclude residents of Radcliffe. It would also position provision closer to Bury's other neighbourhoods where data suggests there is also need.	Radcliffe serves the south of Bury well, but does not have the reach that a central Bury location would provide. The need for connecting journeys to reach Radcliffe from Bury is a real barrier. From a needs perspective, looking beneath ward data, there are areas of need closer to Bury town centre that would be arguable underserved by a Radcliffe location.

Universal and targeted youthwork offer

1. One of the next steps will be to set out the new youth work model for the Borough. There are excellent examples of how other GM localities with Youth Zones have developed clear and complementary universal and targeted models. Oldham have developed well embedded relationships between the

Council, the Youth Zone Team and the voluntary sector. There is a Strategic Youth Partnership, a collective of organisations which all providers are welcomed into. Together, they are bidding for bigger pots of funding to share between them, avoiding duplication in programme schedules, sharing staff to support smaller organisations, providing training and best practice sharing, co-referring and generally raising the bar even further for the young people of Oldham. It's a great example of how a Youth Zone can become a hub or a catalyst to galvanise and champion the whole youth sector within a locality.

2. Many Local Authorities' own provision has become focussed on young people with higher levels of need, requiring more targeted and bespoke support. The Universal offer that a Youth Zone provides dovetails with this perfectly. Blackburn Youth Zone has been operating for a decade and has a membership base of 4,311, which is the second highest in the OnSide network. 49% of active members live in areas within the 1st decile (most deprived nationally) of the IMD indices, with a further 19% in the second. Like all OnSide Youth Zones, the building opens 7 days a week running a wide range of sessions and activities. Youth Zone in Blackburn works in parallel to the Council's own targeted provision and is a strong example of the added value, capacity and opportunity that a Youth Zone can bring to an area. The team can point to many examples where a young person attending the Youth Zone has been identified as needing additional more targeted support at a preventative stage, as opposed to needing intervention down further down the line. Equally, for young people who are reaching the end of targeted support programmes, the Youth Zone acts as a safe 'exit route' and maintains engagement and support preventing the 'cliff edge' that can sometimes come at the end of a programme or intervention.

3. Work will commence to develop a multi-provider complementary targeted offer for Bury that fits together with the wider Youth Zone offer which will be brought back to the January 2023 Cabinet meeting for further consideration.

Next steps

1. If a decision is made to locate the facility in Bury Town centre, Onside and Council officers will work together to take the project to the next stage.

2. We will bring forward a proposed Bury Town Centre site at the January 2023 meeting of Cabinet.

3. At present, the two site options in priority order are:
    - A site in the vicinity of the interchange / Flexi Hall and Market or to the rear of Mill Gate.
    - Foundry Street - car park on the Angouleme Retail Park.

4. More work is required in the coming months to determine the best site in terms of accessibility, size and connection to the rest of the town centre redevelopments. This will include:

- Discussions with Bruntwood regarding Bury town centre masterplan opportunities
- An assessment of the impact of using a car park site in relation to parking for the Market
- A focus on community safety in the town centre at night

5. The report to Cabinet in January 23 will set out a high-level financial plan so that capital and revenue requirements as well as ongoing financial liabilities are clear as well as a proposed partnership model.
6. Visits to Oldham, Blackburn and Manchester Youth Zones can be arranged for Members and Officers over the coming months.

Links with the Corporate Priorities:

Over the last three years the Council has brought forward ambitious proposals for the regeneration of the Borough's town centres. In Bury the economic and physical aspects of the regeneration of each town centre are inextricably connected to improving the lives of the people and communities of the surrounding residential areas, which include some of the most deprived neighbourhoods in the borough. The proposed Youth Zone would therefore make a significant contribution to the people and community aspects of levelling up.

In Bury, the developing masterplan in the town centre, opportunities to remodel the transport interchange, plans to develop the Market Flexi-hall through a Levelling Up Fund Bid also brings a discussion about a Youth Zone back into focus. A Youth Zone as part of the masterplan would bring increased footfall into the Town Centre and young people in neighbouring wards such as Bury East would be near a state-of-the-art community offer.

Equality Impact and Considerations:

A full Equality Analysis will be completed if the proposed project receives approval to proceed beyond September 2022. As this project intends to add to the local offer, it is not envisaged that there will be any specific human rights considerations. There has been no recent direct engagement with young people.

Environmental Impact and Considerations:

1. Bury has set out its ambitions to be carbon neutral by 2038.

2. There is a desire for all Youth Zones developed by OnSide to be sustainable buildings in the community aligning the design with both the operational requirements of the OnSide model and local strategic policies and agendas such as sustainability and de-carbonisation. The Youth Zone design will consider all the aspects of Bury Council's Climate Action Strategy and will be a positive neighbour

in the borough helping to reduce carbon emissions and providing the community and future generations of Young People with a sustainable legacy far into the future. The Youth Zone design will be reviewed at the outset to investigate the possible options of Low and Zero Carbon Technologies taking account of all relevant National Planning Policy Guidance, local government policies and best practice such as the BREEAM standard.

3. Ultimately, OnSide projects aim to reduce carbon emissions and atmospheric pollution by encouraging local energy generation from renewable sources, to supply a proportion of the energy demand in line with planning requirements and by implementing the most suitable low and zero carbon technologies applicable to the development. They adopt a low carbon design strategy for reducing carbon dioxide (CO2) emissions and energy consumption within Youth Zone developments and embrace a Lean, Mean and Green approach as defined below:

    - **Lean** – the use of advanced building modelling software and passive construction techniques (Improved building fabric parameters over those required by Building Regulations Part L2A, High thermal insulation, high air tightness, fabric first approach)
    - **Mean** – Incorporation of high-efficiency systems and effective plant and controls throughout the design. (Efficient LED lighting and controls, highly efficient heating systems, heat recovery plant, inverter controls)
    - **Green** – Incorporation of renewable energy sources where possible (Solar PV, CHP, Air Source/Ground Source heat pumps, wind)

4 Other sustainable interventions common on a Youth Zone project are; a move away from gas in all new buildings going forward, green roof and increased biodiversity such as wild flower planting and habitat creation, wind catchers to promote natural ventilation, cross ventilation, a sustainable drainage system (SUDS) to ensure no impact on the local drainage network, a sustainable travel plan that promotes public transport and the use of cycle networks, use of local labour and contractors and where practical the use of locally sourced building materials from sustainable materials.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Opportunities: The proposal will generate a state-of-the-art Youth facility for the Borough The partnership with Onside will bring private sector investment into the Borough **Risks:**	

There is a risk that after 3 years, the Council may still need to put revenue budget into the scheme	The Viability Study has indicated significant fundraising opportunities and the recruitment of a chief executive who can build on the fundraising opportunities will be key. The financial plan will set out the capital and revenue requirements of the Council so there is an understanding of any future liabilities. All current Onside Youth Zones are financially viable.

Legal Implications:

It is recommended that a further report is submitted to Members in January 2023 to address the financial aspects set out in the Cabinet report dated March 2022 (please see background paper). Supporting legal advice will be provided throughout the development of these proposals.

Financial Implications:

The March Cabinet report identified that a further report would be brought to Cabinet in September and if the decision was to progress, the Council would be asked to set aside a reserve of £350k. This was identified as not in the budget approved by Council in February so would need to be earmarked from existing reserves. This will be reviewed further when the next report is brought back to Cabinet in January 2023

From the March Cabinet report capital costs are expected to be circa £8.4m which will be shared equally between Onside and the Council, with the Council seeking grants to part fund its contribution. If approved the capital costs will be built into future years capital programmes.

Thereafter running costs are estimated to be circa £1.3m per annum with the Council contributing £400k per annum for the first three years. Funding would be required from the financial year 2024/25 and will need building into the medium-term financial plan when this is refreshed later this calendar year.

The report to Cabinet in January 2023 will include a refresh of the figures within the high-level financial plan, detailing initial capital and revenue requirements as well as ensuring any ongoing financial liabilities are clear.

Background papers:

March 22 Cabinet paper (https://councildecisions.bury.gov.uk/documents/s30366/Establishing%20an%20Onside%20Youth%20Zone%20in%20Bury.pdf)

The Onside Viability Study (available upon request)

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

Term	Meaning
BREEAM Standard	BREEAM is the world's leading sustainability assessment method for master planning projects, infrastructure, and buildings
DCMS	Department of Culture, Media and Sport
LED	A light-emitting diode
Solar PV	A solar PV system is a sustainable, low-maintenance option for anyone who wants to contribute to a greener environment, as the system does not cause any pollution or emissions and has numerous advantages. Photovoltaic systems use photovoltaic cells to collect solar energy from the sunlight and converts it into direct current (DC) electricity.
CHP	Combined heat and power (CHP) are a highly efficient process that captures and utilises the heat that is a by-product of the electricity generation process. By generating heat and power simultaneously, CHP can reduce carbon emissions by up to 30% compared to the separate means of conventional generation via a boiler and power station.
SUDS	Sustainable drainage systems (SuDS) are designed to manage stormwater locally (as close its source as possible), to mimic natural drainage and encourage its infiltration, attenuation and passive treatment

Classification: Open	Decision Type: Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Relocation of Pupil Referral Unit (Spring Lane School) - Part A	
Report of	Cabinet Member for Children and Young People	

1.0 Summary

1.1 In order to facilitate the delivery of the new secondary school in Radcliffe, there is a requirement to provide the Department for Education (DfE) with vacant possession of the Spring Lane site.

1.2 As a consequence, it is necessary for the Secondary Pupil Referral Unit (Spring Lane School) to vacate its current premises in order to accommodate the construction of the new secondary school on the Spring Lane site.

1.3 The need for the relocation of the Pupil Referral Unit (PRU) has been referenced to Cabinet in a number of reports relating to the establishment of the new secondary school, with a commitment to present a report detailing the proposed arrangements for that relocation, once plans had been developed.

1.4 This report sets out those proposed plans for relocation and seeks approval of the financial arrangements to deliver those plans.

1.5 The target date for vacating the Spring Lane site to enable construction of the new secondary school to proceed is summer 2023.

1.6 There is therefore an urgency in implementing proposals to enable the PRU to relocate in this timescale.

1.7 Discussions with the Senior Leadership Team of the PRU have been ongoing for some time to identify the school's current and future accommodation needs.

1.8 However, since those discussions began the Government has published its Special Educational Needs and Disabilities (SEND) Green paper, which makes reference to future planning for arrangements for pupils that potentially impact on the role and operation of the PRU.

1.9 In addition, and again since initial discussions began, the Governing Body of the PRU has resolved to join Oak Learning Partnership Multi Academy Trust.

1.10 These factors provide an opportunity to align specialist provision in the longer term for the benefit of children and young people with Social and Emotional Mental Health needs (SEMH). However, it is likely to be 2025 before these plans to align activity can be achieved.

1.11 Given the need to vacate the Spring Lane site by summer 2023, there is a need to develop an interim solution, but that can then respond to a longer-term strategy for the development of future specialist provision.

1.12 Following an initial option appraisal of a number of sites commissioned by the Council's Property Team in summer 2021, Spurr House (former short-term respite adult care centre) in Unsworth was identified as a preferred option for the relocation of Spring Lane School. The building does however require substantial redesign and refurbishment to accommodate the needs of the PRU.

1.13 The Council has appointed professional consultants to provide Project Management and Quantity Surveying/Cost Management services in respect of the relocation project.

1.14 A RIBA Stage 1 appraisal has been undertaken in order to establish a high-level brief, programme, cost and key risks and constraints in order to inform budget setting and decision making on next steps for the scheme.

1.15 Design Team meetings have been undertaken between the Council, consultants and the school leadership team and a RIBA Stage 2 report has been commissioned which provides the Council with detailed designs and updated costs. A copy of this report is included as an appendix to Part B.

1.16 Recognising that the longer-term delivery model for the PRU will change, the adaptations and improvements proposed for the Spurr House building will enable the PRU to make use of it from 2023, and from 2025 to meet future needs as part of the Council's continuum of specialist educational provision.

1.17 This enables the Spring Lane site to be vacated within the required timeframe. A longer-term solution will then be developed with the Oak Learning Partnership to meet future needs of the PRU.

1.18 The Council continues to see significant additional demand for places in specialist educational provision. The number of children and young people being assessed as having special educational needs continues to grow, and the Council is reviewing its sufficiency strategy for specialist provision to demonstrate how it will respond, and meet its statutory duty to provide sufficient places to meet local need.

1.19 Spurr House will be a key part of this strategy, initially accommodating the needs of the Pupil Referral Unit until 2025, and thereafter, providing specialist provision for primary age pupils as a satellite to an existing school.

1.20 The capital costs for the adaptation and improvements to the building are set out in Part B of this report.

1.21 These capital costs are contained within the Council's agreed Children's Services Schools Capital Programme for 2022/23.

1.22 Cabinet is asked in the Part B report to approve the capital costs as set out in Part B to this report, to be met from the Children's Services Schools Capital programme.

Recommendation(s)

That Cabinet:

- Approve the transfer of Spurr House from Adult Care to Children and Young People within the Council's estate management arrangements

Reasons for recommendation(s)

- To unlock the delivery of a new secondary school for Radcliffe.
- Utilise a Council owned vacant building for re-development.
- To enable the project to develop new specialist educational provision to progress.

Alternative options considered and rejected

In order to deliver the new school in Radcliffe, the Council is required to confirm that it will commit to meet certain obligations, including providing DFE with vacant possession of the Spring Lane site by an agreed date, to facilitate the construction of the new secondary school in Radcliffe.

Failure to provide such commitments will prevent the new school in Radcliffe scheme from progressing.

Report Author and Contact Details:

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Links with the Corporate Priorities:

The relocation of Spring Lane School is essential to facilitate the provision of the new school in Radcliffe. This will support key ambitions of the Let's do it strategy:

- A better future for the children of the borough
- A better quality of life

An initial feasibility study into option available to facilitate the re-location identified to two viable solutions, including the provision of a modular build solution on a site adjacent to Park House, Chesham, which is part of the Pupil Referral Unit; and the development of the Spurr House building.

Equality Impact and Considerations:

Section 9 of the Academies Act 2010, and section 149 of the Equality Act 2010 require the local authority to assess the potential impact of any new school on existing educational provision and also impact on any groups with protected characteristics.

The business case that supported the application for the new school documented the significant inequalities in the education, health and economic profile of the residents of Radcliffe.

The provision of a high-quality secondary school will contribute to measures designed to address these inequalities.

The new school will help to minimize travel distances to school, improve accessibility to local school provision, and increase parental choice.

The new school is not expected to have an adverse impact on any group with protected characteristics.

The EIA produced in relation to the original business case for the school is included with the background papers.

Environmental Impact and Considerations:

Working with the professional consultants, the Council will seek to ensure that throughout the design and delivery of the scheme, and the longer-term use of the building, that there is a clear commitment reduce the carbon footprint of new provision.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Failure to agree the funding to meet the Council's financial obligations will impact on the timely delivery of the project The full extent of capital costs falling to the Council will not be known until more detailed design and planning has been completed	The recommendations set out in this report respond to these risks in seeking approval to capital funding, as set out in Part B, to enable the project to proceed.

Legal Implications:

Members are asked to note the Radcliffe School items also on the agenda for this meeting. If Members are minded to agree to this proposal work will be carried out to ensure that formalised legal arrangements are put in place to oversee the proposed project works proposed and relevant occupational leases in order to protect the Council's interests.

Financial Implications:

Approving the transfer of Spurr House from Adult Social Care to Children and Young People within the Council's estate management arrangements has no financial implication with this being an internal management arrangement.

Background papers:

New High School for Radcliffe. Long Leasehold to Star Academy Trust – 18th November 2021.

Radcliffe – Establishment of a new secondary school – Report to Cabinet 24th March 2021. Radcliffe Establishment of a new secondary school.pdf (bury.gov.uk)

Radcliffe – Secondary School Provision Lease of land off Spring Lane, Radcliffe - Report to Cabinet 26th February 2020. FINAL 2020-02-26 Cabinet Report Radcliffe School final.pdf (bury.gov.uk)

Radcliffe – Secondary School Provision – Report to Cabinet 13th November 2019. 2019-11-13 Cabinet Report Radcliffe School.pdf (bury.gov.uk)

Equality Impact Assessment 2022 - Radcliffe School - EIA statement 2020.docx

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

Term	Meaning
Pupil Referral Unit	Pupil referral units (PRUs) teach children who aren't able to attend school and may not otherwise receive suitable education.
RIBA stages	The Royal Institute of British Architects (RIBA) Plan of Work organises the process of briefing, designing, delivering, maintaining, operating and using a building into eight stages.

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Agenda Item 12

Classification: Open	Decision Type: Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Secondary School Provision in Radcliffe – Financial approval to Council's funding obligations – additional site costs – Part A	
Report of	Cabinet Member for Children and Young People	

1.0 Summary

1.1 On the 13th July Cabinet received a report setting out the Council's financial obligations in respect of the delivery of the new secondary school in Radcliffe. At that meeting, Members agreed to the recommendation to fund works from the schools capital budget to allow the project to proceed. In July Cabinet agreed to delegate approval to the Executive Director of Finance, once final costs where known, based on the indicative costs provided by the Department for Education (DfE).

1.2 Since the report to cabinet in July we have been informed by the DFE that there are additional costs which were not identified in that report It has subsequently become evident that the indicative costs provided by the DfE did not include all of the elements that would ordinarily fall to the Council.

1.3 A condition of the Government's Free School Programme is that local authorities meet the cost of any additional site-specific costs necessary to deliver the project. These costs were omitted from the initial submission from the DfE.

1.4 The DfE commissioned a feasibility study in respect of the Spring Lane site to determine indicative costs of delivery of the overall project, and high-level designs. This study determined to full cost of the project, the majority of which will be met by the DfE, but included additional costs relating to the provision of an access road, and the remediation of the site, including demolition of the existing buildings. These latter two elements were subject to the report to Cabinet on the 13th July.

1.5 The study also identified a number of site-specific costs in relation to the development of the site, largely relating to the existence of former coal mine workings in the area, which impact on the construction of the building. The Council was not initially notified about these costs but accepts that they should be met by the Council, -

1.6 A detailed breakdown of these additional costs has been provided by the DfE. These costs have been reviewed by officers, and confirm these costs will be subject to further scrutiny as soon as final tender costs are available.

1.7 The Council is required to commit to meet those costs before the scheme can proceed to the next phase. The next phase will see detailed design work undertaken.

1.8 As costs will remain indicative until detailed tender submissions are received by DfE, approval is sought from Cabinet to those indicative costs, and to requests that Member delegate authority to the Executive Director of Finance to agree finalised costs once determined.

1.9 The additional indicative costs falling to the Council are set out in Part B to this report.

1.10 Provision has been made within the Children's Service schools capital programme to meet these financial obligations. The costs already identified in the report to Cabinet on the 13th July, together with these additional costs are in line with the provisional sum identified for the project from the outset.

1.11 The DfE has provided further detail of its programme for delivery of the project, with work ongoing to select a contractor, and formal appointment of the preferred contractor expected by end of October 2022.

1.12 Detailed design will then follow, including stakeholder engagement in the design process, leading to a start on site in July 2023.

1.13 As previously reported, this start on site date will require DfE to be provided with access to the full Spring Lane site, including land currently occupied by the Pupil Referral Unit (Spring Lane School), and the Radcliffe Leisure Centre.

1.14 At its meeting on 7th September 2022, Cabinet will also receive a report setting out the arrangements to facilitate the relocation of the Pupil Referral Unit, and seeking financial approval to those arrangements.

1.15 Replacement leisure facilities will be provided as part of the development of the town centre hub.

1.16 The Council, and Star Academy are committed to the school opening to its first cohort of students in September 2024 and are working with the DfE to ensure that the challenging timescale for delivery of the new school by that date is met.

1.17 This includes taking steps to ensure that there are no unnecessary delays to the project, and that the chosen contractor is both committed and obligated to deliver the project to the agreed timescale.

1.18 However, given the potential for delay in the delivery of a project of this nature, contingency planning is ongoing to ensure that the school will open to pupils in September 2024, including provision of temporary accommodation on site if necessary.

Recommendation(s)

That Cabinet:

- Approve the funding of indicative costs as set out in Part B of this report, to meet the Council's financial obligations, to be met from the Children's Services schools capital programme.

- Delegate approval of the finalised costs to the Executive Director of Finance.

Reasons for recommendation(s)

- To unlock the delivery of a new secondary school for Radcliffe.

- Utilise a Council owned Brownfield site for development.

Alternative options considered and rejected

In order to deliver the new school in Radcliffe, the Council is required to confirm that it will commit to meet certain financial obligations. Failure to provide such a commitment will prevent the scheme from being progressed.

The alternative option to not proceed with the school was rejected owing to the demonstrative need for new secondary school provision in Radcliffe and the importance of that provision in supporting the economic growth and sustainability of Radcliffe and its alignment with the wider objectives of the Radcliffe Strategic Regeneration Framework (SRF).

Report Author and Contact Details:

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Links with the Corporate Priorities:

The provision of the new school will support key ambitions of the Let's do it strategy:

- A better future for the children of the borough
- A better quality of life

The community of Radcliffe faces key challenges:

- The percentage of Radcliffe young people achieving five good GCSE's is 55.8%, for Bury as a whole it is 62.1%.
- A greater proportion of Radcliffe residents are in poor health or with limiting long term illness than for the population of Bury as a whole, and more Radcliffe children at age 4 and 10 have excess weight compared to the same borough-wide cohort, a trend that continues on into adulthood.
- Deaths from heart disease are significantly greater for Radcliffe residents than for Bury.
- Unemployment, including long term unemployment is greater for Radcliffe residents than for Bury residents as a whole.
- A greater proportion of Radcliffe residents live within one of the most 20% deprived areas nationally, when compared with all Bury residents.
- From a total secondary age cohort of 11,203 students in all Bury schools, 1,733 (15.5%) are resident in Radcliffe. 82% of the Radcliffe resident cohort attend a Bury school, with the balance travelling outside the borough.
- 36% of the Radcliffe resident secondary age cohort travel over 2½ miles to access a secondary school place. This compares with 18% of the total Bury resident secondary age cohort travelling over the same distance.
- A high number of extra district pupils, resident in neighbouring local authority areas, have historically applied for and secured places in a Bury school. For the Radcliffe resident secondary age cohort this trend is reversed with 18% travelling outside the borough.

Given this education, health and employment profile, there is a clear need for a fresh and different approach to supporting Radcliffe people, and building community resilience. Strong leadership from schools and in particular the new secondary school is fundamental to this.

Equality Impact and Considerations:

Section 9 of the Academies Act 2010, and section 149 of the Equality Act 2010 require the local authority to assess the potential impact of any new school on existing educational provision and also assess the impact on any groups with protected characteristics.

The business case that supported the application for the new school documented the significant inequalities in the education, health and economic profile of the residents of Radcliffe.

The provision of a high quality secondary school will contribute to measures designed to address these inequalities.

The new school will help to minimize travel distances to school, improve accessibility to local school provision, and increase parental choice.

The new school is not expected to have an adverse impact on any group with protected characteristics.

Environmental Impact and Considerations:

The Department for Education is responsible for the design and delivery of the project and is committed to lowering the carbon footprint of new schools, both during construction and during the lifetime of the building.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Failure to agree the funding to meet the Council's financial obligations will impact on the timely delivery of the project The full extent of capital costs falling to the Council will not be known until more detailed design and planning has been completed	The recommendations set out in this report respond to these risks in identifying the indicative costs, and the budgets from which these can be funded.

Legal Implications:

Following the Cabinet report in July 2022 additional expenditure has been raised by the DFE with the Authority, Members are to note that the request contained in this report is in addition to the expenditure authorised in the July report. The breakdown of the additional expenditure is set out in part B of this report.

Financial Implications:

The Cabinet report in July 2022 noted that funding had been identified within the Education capital programme for this work.

There is a separate paper on this agenda in relation to the relocation of the pupil referral unit and the costs associated with that part of the scheme are contained within that report. There is separate provision within the Education capital programme for this element of the scheme.

Background papers:

Secondary School Provision in Radcliffe – Financial approval to Council's funding obligations – 13th July 2022

New High School for Radcliffe. Long Leasehold to Star Academy Trust – 18th November 2021.

Radcliffe – Establishment of a new secondary school – Report to Cabinet 24th March 2021. [Radcliffe Establishment of a new secondary school.pdf (bury.gov.uk)]

Radcliffe – Secondary School Provision Lease of land off Spring Lane, Radcliffe - Report to Cabinet 26th February 2020. FINAL 2020-02-26 Cabinet Report Radcliffe School final.pdf (bury.gov.uk)

Radcliffe – Secondary School Provision – Report to Cabinet 13th November 2019. 2019-11-13 Cabinet Report Radcliffe School.pdf (bury.gov.uk)

Classification: Open	Decision Type: Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Radcliffe 3G Football Turf Pitch	
Report of	Cabinet Member for Environment, Climate Change and Operations	

1.0 Summary

This report provides Cabinet with details of a proposed floodlit 3G Football Turf Pitch (FTP) at Redbank Playing Fields in Radcliffe together with associated pavilion, car parking and grass pitch improvements.

The report also outlines the details of a funding bid submitted to the Football Foundation as well as seeking approval to the overall funding package including expenditure of approved Council capital match funding.

2.0 Recommendation(s)

2.1 To approve the overall 3G scheme package including submission for external grants which (subject to grant approval) will total £2,060,000.

2.2 Approval to expend the £500,000 capital match funding that is within the Councils approved capital programme (subject to grant approval).

2.3 Approval for up to a maximum of £150,000 from Operations Reserve and S106 Reserve to cover any shortfall in partnership funding. The reserve would be used to meet any currently unforeseen costs which may accrue due to changes in inflation rates or planning conditions (subject to grant approval).

3.0 Reasons for recommendation(s)

3.1 Development for 3G FTP's is identified as a priority for Council. The Redbank 3G pitch project has been developed in partnership with the County FA, Football Foundation and Radcliffe Football Foundation. The project aims to maximise external funding and utilises approved capital match funding.

This will provide a much needed facility for the community of Radcliffe, supporting the delivery of the People and Communities Plan for Radcliffe and broader *Let's Do It!* Strategy of the Borough.;

4.0 Alternative options considered and rejected

4.1 A reduced size scheme with a reduced external grant submission. This has been rejected as it would reduce the outcomes of the project and would be less likely to attract external funding.

4.2 Consideration of an alternative site to develop the next 3G FTP within Radcliffe or elsewhere within the Borough. This option has been rejected as it is envisaged that it could take up to 2 years to develop an alternative site proposal with the Football Foundation.

Report Author and Contact Details:

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5.0 Background

Bury Council are seeking to secure investment for various 3G Football Turf Pitch (FTP) developments across the borough. Redbank Playing Fields in Radcliffe has been identified as a priority site within the County FA - Local Football Facilities Plan for Bury, and we have been working with the Football Foundation and County FA who are supporting the development of a business case for an application for funding for a new 3G FTP, associated changing facilities and car parking.

Existing 3G facilities are already in place at Goshen Playing Field (managed by Bury Football Foundation) and at Elton High School (managed by the school)

The Council has also recently commissioned a review and update of the Council's Playing Pitch Strategy (PPS). This will be prepared over the next 12 months in partnership with the Football Foundation, Sport England other National Governing Bodies such as tennis, athletics, cricket and rugby as well as involving local sports clubs.

The new PPS will also review the demand and opportunity for further 3G pitches across the borough as well as improvements to grass pitch sites.

6.0 PROPOSED FACILITIES

Bury Council are the current landowners of Redbank Playing Field, Unsworth Street Radcliffe.

We are seeking to provide 'State of the Art' full size 3G FTP with floodlighting at Redbank PF to address the high local demand for football and other multi-sport activities in addition to a new changing room pavilion and car parking for at least 75 spaces. A new pavilion will have the potential to create appropriate team changing rooms, officials changing rooms, a local community and wellness hub and associated storage whilst providing a 3G FTP by adjusting and reducing the existing grass pitch layout.

It is also planned to implement a 5-year grass pitch improvement programme in partnership with the County FA and FF for all the remaining grass pitches at Redbank PF.

A new organisation known as Radcliffe Football Foundation (RFF) has been established as a Charitable Incorporated Organisation. Once built the Council will consider whether to transfer the asset to the Organization or to establish a formal

25-year self-management agreement with it.

6.2 Community Involvement and Benefit
The development of facilities to support sport and physical activity form part of Radcliffe's People and Communities Plan and broader Strategic Regeneration Framework. Developing such community assets provide the means to engage more local residents in physical activity in their neighbourhoods to increase participation and wellbeing.

We want to target those who are not physically active and/or who have physical and mental health challenges. We also want to reach all young people in the community to promote enjoyment of activity as a basis for life-long participation.

The target audiences are:
1. Children at our local primary schools and special school with a focus on increasing participation by girls and inactive children
2. Young people excluded from school, and those at risk of anti-social behaviour, and substance abuse.
3. People with disabilities and long-term health issues, both mental and physical
4. Radcliffe families as we are in an area identified as having significant health inequalities

We have talked to local voluntary groups and health and education professionals to engage with our target groups.

The Youth Service and the NHS are keen to use the new facilities for service delivery and these are mapped onto the business plan. Bury Sensory Needs Team have been approached to work with Radcliffe Deaf FC to provide opportunities for children in Bury with hearing impairments to play football and participate in Deaf Football competitions. The consultation will be extended to parents and carers when the facilities are open to plan the details of this provision.

Radcliffe Football Foundation volunteers have engaged in consultation activities including –

- Local Primary Schools
- The development of Radcliffe People and Communities Plan
- Young people school holiday club
- Drop in consultation event
- Radcliffe Deaf FC
- Redbank Extra Care Scheme
- Growing Together Radcliffe
- Social media campaign
- Six Town Housing with local tenants leafleted to promote the drop in session

We have used feedback from the community consultation to shape the project design in appropriate ways for a Football Foundation standard 3G pitch project.

Local residents have reviewed the draft plans and have asked for trees to be planted along Unsworth Street to screen the 3G pitch from the houses facing it.

The Youth Service wish to use the pavilion one day a week to work with young people excluded from school in an alternative setting. We are talking to the Youth Service about secure wi-fi access to support online learning activities. They also wish to use the kitchen to provide hot meals for young people attending after school sessions, many of whom do not get hot food at home. The kitchen design will facilitate separate storage for the Youth club from the café operation. We will apply for a Football Foundation grant for activity equipment to support the Youth Club activities which aim to get young people more active.

6.3 Who will run the new 3G Facility

The facility including the 3G, grass pitches and pavilion will be managed and maintained by Radcliffe Football Foundation. A similar Trust (Bury Football Foundation) was set up for the management of the successful Goshen 3G site in Bury East.

The Trust will be mainly formed from Radcliffe Junior FC and Radcliffe FC together with representatives from other key clubs and community groups in Radcliffe. The operation of the Trust and facility will also be overseen on an ongoing basis by the Lancs County FA and Council through a facility steering group which will be required by any external grant awarded.

The first £25k of income from the 3G is passed to the Council to be held in a sinking fund reserve for the longer-term upkeep. The Trust will also be responsible for developing the business plan, community consultation and funding bid in partnership with the Council.

The business plan that will accompany the external funding bid will ensure that all occupancy for the new facility is already in place before submission of the bid. This also includes other aspects of football development and community participation.

6.4 Programme Costs

The tables below show a breakdown of the total costs associated with this programme, on the assumption that external funding is secured from Football Foundation as detailed in Section 6.5 below, which are estimated to be £2.060m.

Item	Cost
New Floodlit FTP (CLS/Lano Stage One tender figure)	£696,044
New 2 team changing pavilion with social space	£861,310
Highway access, car park works and externals	£329,943
Sub Total	**£1,887,297**

Additional Costs	Cost
Professional Fees (see summary below)	£107,213
Contingency Fund at 2.5% of pavilion contract sum	£29,718
Legal Costs	£3,000
Sub Total	**£139,931**

Other Costs	Cost
Consultant Bid Fees	£12,000
Sports & Fitness (enabling grant)	£20,000
Sub Total	**£32,000**

TOTAL	Cost
TOTAL PROJECT COST	**£2,059,208**

Professional Fees Summary		%	Cost
Architectural Works (Architect, Technicians, etc)		4.75%	£56,585
QS up to tender and EA post contract let		1.75%	£20,847
Project Management & Site Coordination		1.25%	£14,890
Engineers (Structural, Drainage, Highways, etc)		1.00%	£11,913
Principal Designer (CDM)		0.25%	£2,978
(as a percentage of the pavilion & car park contract sum)	**Total**	**9.00%**	**£107,213**

Note – A element of expenditure has already been committed for advance design fees, surveys, feasibility study and planning fees.

6.5 Funding

The material element of funding for this project is through a grant bid made to the Football Foundation for £1.460m. The outcome of this application is not yet known however the recommendations within this report seek approval of Council match funding contributions detailed below. Should the application to the Football Foundation not be successful a revised programme, including funding proposals, would need to be developed.

£0.500m is included within the within the Councils approved Capital Programme to be used as match funding towards the external funding bid. This match funding includes £0.170m set aside as part of the Labour Amendment approved at budget Council in February 2020.

It is also proposed to set aside a maximum of £0.150m (£0.075m from the Operations Department reserve and £0.075m from accrued interest on the Section 106 reserve) in order to further maximise the potential amount of external funding from the Football Foundation. £0.100m of this amount is to be used to fund estimated programme costs with £0.050m being utilised as a contingency sum. These amounts are shown in the following summary table.

Sources of Funding for the 3G Project	Cost
Estimated Football Foundation Grant	£1,460,000
Council Capital Programme contribution	£500,000
S106 and Operations Reserve	£100,000
Estimated Total Project Cost	**£2,060,000**
Overall project contingency from S106 Reserve	-£50,000

6.6 Programme Timetable

- Scheme feasibility and outline design – Complete - 21/22
- Detailed designs – Complete - June 2022
- Community consultation - Complete – April/May 2022
- Submit for planning permission Complete – July 2022
- Planning approval August/September 2022
- Initial scheme and business case submission to the FF - End July 2022
- Presentation to the FF Board – October 2022
- Outcome of the grant submission – November 2022
- Subject to a successful grant award start on site – February 2023
- Completion of works – September 2023

7.0 Links with the Corporate Priorities:

The Radcliffe 3G sports pitch supports the ***'Let's do It'*** strategy as follows –

- Developing Radcliffe township to be better and stronger than before the pandemic
- To stand out as a place that is achieving where there is lower than national levels of deprivation
- Improving quality of life and improving population health and wellbeing
- Better future for the children of Radcliffe
- Supporting Radcliffe Regeneration Plan
- Engaging and empowering local communities who will have a say in shaping what activities are provided as well as the facility being managed on a community self-managed basis
- Championing innovation and looking at ways to improve quality of life
- Supporting carbon neutrality by providing locally accessible high-quality facilities that also encourage physical activity
- Supporting our inclusivity strategy by ensuring the community has a say on what and how activities are provided as well is running community activities as a local wellness hub.
- By making physical activity and a healthy lifestyle easier
- By developing the voluntary and community sector infrastructure.

Radcliffe Strategic Regeneration Framework (SRF) incorporating Radcliffe People & Communities Plan

Health & wellbeing, culture and sport were priorities identified by the communities of Radcliffe when developing the People and Communities Plan for the town. The Plan brings together the opportunities brought about through physical regeneration and capital investment in Radcliffe, with the strengths of local communities and networks in the town to collectively improve outcomes for local people. The development of this facility is a direct deliverable from the Plan and enhances local community assets to support increasing activity and participation of an area that:

- Has some of the most concentrated and entrenched deprivation in the borough. Coronation Road (adjacent the project site) is the fifth most deprived in Greater Manchester
- Has in Radcliffe West low levels of life expectancy for both males and females compared to the borough as a whole. Radcliffe is significantly worse than Bury and England averages for all causes of mortality, in particular coronary heart disease.
- Is hope me to the highest proportion of people living with a limiting illness or disability within the vicinity of the site. .
- Experiences relatively high reported levels of anti-social behaviour, particularly around Coronation Road, Spring Lane and Redbank Playing Fields.

8.0 Equality Impact and Considerations:

An initial EIA indicates that there will be no adverse impact as a result of this project which should provide a positive health and wellness benefit to all users of the new facility as detailed in the report.

9.0 Environmental Impact and Considerations:

Supporting carbon neutrality by providing locally accessible high-quality outdoor facilities that also encourage physical activity.

10.0 Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
• That the external funding bid is not successful with the FF • The inflation costs of the building works, car park and 3G are very high • Ensuring that the new 3G facility is sustainable	• Ensure close partnership working with the FF and keep the project cost within targets agreed with the FF • Monitor any rising costs. Ensure all works are procured competitively and re-engineer design where appropriate. Provide contingency and maximise external funding. • Ensure a robust business model is in place and establish a £25k p/a sinking fund to be paid into by the club annually from 3G income

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11.0 Legal Implications:

Members are asked to note that the recommendations in this report are dependent on the grant application being approved at the level set out in this report. If the grant is not approved at the level Officers will bring a further report to Cabinet for decision.

Any proposed operational arrangements once the facilities are built would under pinned by management agreements or leasing arrangements. The precise form will be determined at a later stage.

12.0 Financial Implications:

Total estimated project costs of £2.060m are in the main funded by an application to the Football Foundation for £1.460m with the balance of £0.600m being recommended to be provided by the Council as follows:-

£0.500 from the Councils approved Capital Programme

£0.100 from earmarked reserves

Detailed financial information is included at Sections 6.4 and 6.5 above.

The ongoing revenue costs associated with the running of the 3G facility will be the responsibility of the Radcliffe Football Foundation who will be responsible for the management and daily maintenance of the 3G, grass pitches and pavilion.

The first £25k of income from the 3G will be transferred to the Council to be held in a sinking fund reserve for the longer-term upkeep of this facility.

13.0 Background papers:

Appendix 1 - Site Plan

Dwg. Purpose Planning

No.	Revision / Issue	Date

Project
Proposed Pavilion and AGP at
Redbank Playing Fields
Radcliffe
M26 3RH

Client
Bury Council

Dwg. Title
Proposed SIte Plan

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Date April 2022
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Classification: Open	**Decision Type:** Non-Key

Report to:	Cabinet	**Date:** 07 September 2022
Subject:	Electricity and Ancillary Services - Contract Renewal	
Report of	Cabinet Member for Corporate Affairs and HR	

1. Summary

1.1. The purpose of this report is to seek formal approval to use the YPO electricity supply framework for the purchase and supply of the Council's corporate electricity for the period 1 April 2023 to 31 March 2027, with the option to extend for a further two-year period to 2029 and for a further two years until 2031.

1.2. The Council's corporate electricity supply contract covers the supply of electricity to office buildings, schools, community centres, libraries, leisure facilities and buildings occupied by Persona and Six Town Housing. This comprises in excess of 500 supply points across the borough.

1.3. Bury Council is an associate member of YPO, a Public Buying Organisation established in 1974 to maximise the value from consolidating demand and procuring collaborative supply contracts on behalf of its members and associates.

2. **Recommendation**(s)

2.1. Cabinet is asked to:

- Approve the use of the YPO Energy Framework Agreement to administer the purchase and supply of the Council's corporate electricity contract for the period 1 April 2023 to 31 March 2027 (at an annual cost of circa £7m per annum). The total estimated contract value will be circa £28m over a four-year period, with options to extend to 2029 and 2031. (The annual and total contract value may change significantly as current energy prices have been significantly affected by the conflict in Ukraine).

- Approve the use of YPO's appointed framework supplier, Npower Business Solution, for the supply of electricity through the framework duration.

- Provide delegated authority to the Executive Director of Operations and Executive Director of Finance, in consultation with the portfolio lead for Corporate Affairs and HR, to award the contract and facilitate the execution, implementation, and operation of the contract.

3. Reasons for recommendation(s)

3.1. The proposed arrangements ensure that the Council has a compliant contract in place and has tested the market for best value.

4. Alternative options considered and rejected

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

4.2. In determining the appropriate procurement route, consideration must be given to the value of the contract to be awarded and the alternative compliant processes. The alternative options considered are outlined below: -

4.2.1. **Spot Buy (Fixed Price Contracts)**

This is where the Council would buy short-term contracts for a fixed price over the time period. Although savings could potentially be made, the council would be more exposed to the vagaries of the wholesale market (a price is fixed on a single day in the year) and could pay higher off-contract prices until an appropriate new contract is in place. It is also not compliant with either Contract Procedure Rules (CPR) or public procurement legislation. This was ruled out due to the risk of price volatility, lack of in-house expertise and the fact that this does not comply with Council Constitution.

4.2.2. **Procure our own energy by direct tender**

This option is possible, but it would involve a standalone OJEU (Official Journal of the European Union) tender to secure contracts directly with the selected energy provider(s) (or via a broker see option 6.2.3). This approach is unlikely to produce the best results due to the relatively small scale of the portfolio compared to that of most large purchasing organisations. In contrast, a Public Sector Buying Organisation such as YPO, can obtain good wholesale prices through aggregating the demand of a large number of public sector organisations. In addition, a direct tender would require the Council to engage additional resources (skilled energy traders and additional staff for contract management) and provide greater risk of exposure to energy price fluctuations. It was therefore determined as unviable.

4.2.3. **Procure through a Private Sector based provider**

The Council would be required to invite tenders for a private sector Third Party Intermediary (TPI) to procure energy supply (as per 4.2.2), but it would need to be sure that it would be getting best value through a truly aggregated, flexible contract. Full price transparency of all costs, including TPI fees and any commission paid by suppliers to the TPI would be needed. By aggregating the Council's volumes, the TPI could access the wholesale market on our behalf, but we may only receive prices based on the supplier's view of the market. A full OJEU tender process would be required to engage with such a provider with all the associated resource and time implications this would entail. TPIs may have issues regarding business continuity in the present economic climate and are unlikely to be able to aggregate the council's volume with other customers in an OJEU compliant manner or to the same level or offer the same additional and social value as the YPO contract. Due to this level of complexity and lack of in-house resources to deliver this, this option was dismissed.

4.2.4. **Do nothing**

This is not an option as the Council and users of its buildings rely on energy to operate. It would place a requirement on services, schools, Persona and Six Town Housing to procure their own energy supplier or run out of contract which is a cost with a premium.

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5. Background

5.1. The Council's electricity consumption represents a significant but necessary cost to the Council.

5.2. Electricity Consumption is monitored through use of a dedicated energy management system (EMS).

5.3. The annual spend on electricity consumption was £3.53m in 2021/22 and this has risen significantly to a projected cost of £7.07m in 2022/23.

5.4. The strategy set out in this report ensures the Council reduces exposure to peaks in energy prices by spreading our purchasing over several months. In addition, the aggregation of our consumption with other public sector bodies helps reduce costs further, through economies of scale.

6. Reasons for Decision

6.1. Achievement of Best Value for Money:

- achieve better budget, price, and risk management through the continued aggregation of the Council's electricity supplies with the rest of the public sector portfolio managed by YPO

- adapt to the changing energy supply market, the changing make up of energy cost and move away from a transactional relationship with the appointed energy supplier

- implement arrangements where the supplier is required to facilitate better energy consumption data analysis to support energy efficiency measures, improved billing quality and increase efficiency of back-office processes

7. Current Position

7.1. For a number of years, Bury Council has procured energy through collaborative framework contracts. Since 2014 contracts have featured a flexible purchasing strategy managed by the framework provider. Energy is traded as a commodity on the futures market, and as such is subject to the actions of speculators which creates significant volatility and makes the task of accurately predicting price trends extremely difficult. As a result, following a government review into public sector energy procurement, a recommendation was made that contracts should be based on a flexible pricing model. This means energy is purchased on the futures market in advance of requirements in order to mitigate the risk of price spikes, thereby reducing price volatility and increasing budget certainty. By using this type of strategy financial risk is minimised.

7.2. The Council currently procures electricity supplies through a Yorkshire Purchasing Organisation (YPO) framework, which expires on the 31 March 2023. YPO have procured a new electricity supply contract which is to commence on the 1 April 2023 and run until the 31 March 2027, the attached appendix explains the procurement process in detail.

8. Procurement Approach

8.1. The recommended approach is to use a Public Sector Buying Organisation (PBO) to purchase electricity. A PBO (or Central Purchasing Body in EU terminology) is defined as 'a contracting authority which provides centralised purchasing activities, and which may also provide ancillary purchasing activities'. PBOs often set up and operate framework agreements which are accessible to contracting authorities such as the council.

8.2. There are a number of advantages to using a PBO, including better prices through economies of scale, lower transaction costs, improved capacity and expertise. A key role of most PBOs is the conclusion of framework agreements or other consolidated procurement tools. Framework agreements seek to achieve efficiency gains and greater value for money in the public procurement process using the aggregated purchasing power and expertise of PBOs that creates economies of scale in both supply and demand.

8.3. Yorkshire Purchasing Organisation (YPO) is one of a number of PBO's with frameworks in place for the supply of electricity. Others include Crown Commercial Service (CCS), Eastern Shires Procurement Organisation (ESPO), LASER Energy Buying group, Central Buying Consortium (CBC) and North East Procurement Organisation (NEPO).

8.4. The advantages of procuring through a framework established by a Public Buying Organisation can be summarised as:-

- Reduced resources required for evaluation as suppliers are pre-vetted during the framework procurement process;
- Pre-agreed terms and conditions of contract reducing legal dialogue;
- Improved pricing negotiated due to the volume procured through the framework;
- Complies with Government best practice which advises adopting aggregated, flexible and risk managed energy procurement strategies using a PBO;
- May include technical and commercial support from the framework operator which reduces need for internal resources and adds value in management of the supplier.

8.5. Bury Council are associate members of the Yorkshire Purchasing Organisation (YPO) and have accessed its frameworks for the procurement of energy (as well as a range of other supplies and services) for a number of years. All ten GMCA authorities currently use the YPO energy frameworks, for either gas, electricity or water as do over one hundred other local authorities and public organisations. As an associate member, Bury Council has access to YPO network events and peer information sharing activities and can contribute to the development and execution of procurement strategies to ensure local objectives are delivered. Associate members also receive an annual rebate based on overall spend with YPO, Bury Council received a rebate of £10,501 in 2021.

8.6. The YPO framework has therefore been identified as the best value option for the Council's procurement of electricity supplies.

8.7. The procurement process followed by YPO is fully compliant with PCR2015 and is described in detail in the attached Appendix 1.

9. Conclusion

9.1. The YPO electricity supply contract will be procured for an initial four-year period with an option to extend for a further two periods of two years. This option has been put in place to allow consideration of alternative future GM collaborative energy procurement options should these become available.

9.2. The YPO electricity supply contract is a procurement compliant low risk strategy that delivers value in both monetary and quality terms.

10. Links with the Corporate Priorities:

The Let's Do It Strategy sets out the corporate priorities and includes the ambition to be Carbon neutral by 2038. The rising costs of electricity make reducing the amount of energy used across the council's estate a key priority. Current activity taking place to reduce energy usage across the council is outlined in Appendix 2.

Further information is provided under Section 12.

11. Equality Impact and Considerations:

The proposal doesn't bring about any changes that would impact on one protected characteristic over and above another, it doesn't result in increased/decrease access to services or provision for any particular group of the population or cause any disadvantage to a community of interest. The approach is to ensure value for money in electricity supply for the council and thus strive to mitigate Council costs, which would benefit all residents

12. Environmental Impact and Considerations:

The current electricity contract provides a fuel mix which includes 30.7% generation from renewable sources, the new YPO electricity contract provides a fuel mix of 40% generation from renewable sources. The increased renewable generated electricity links into the Council's drive to carbon neutrality

There is an option within the new contract to purchase 100% electricity generated from renewable sources, this would have a financial impact on Council resources as there would be an increased cost of £9 per mWh. For the financial year 2021-22, this would have increased electricity costs by £214,290.18.

13. Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Electricity contract expires without being renewed resulting in inflated energy prices	September Cabinet approval will enable the Council to confirm to YPO that we wish to be part of the contract. This will provide the opportunity for YPO to secure cheaper prices through greater volumes and ensure the contract is in place in time for the commencement date of 1 April 2023.

14. Legal Implications:

The YPO **single supplier** framework **utilising Npower** is appropriate for the procurement of the electricity supply. Use of frameworks is an established method of reducing the timescales involved whilst adhering to the Procurement Regulations. This results in significant cost savings and enables the contracting authority to develop a strategic relationship with the supply chain over a long period and also achieve better value.

15. Financial Implications:

A number of options as described in this report have been investigated with regards to the Electricity and Ancillary Services contract renewal with the recommended option being the use of YPO's appointed framework supplier, Npower Business Solution, for the supply of electricity through the framework duration.

This option provides value for money benefits not delivered by the other options investigated and these are described in Section 6 above with the key financial benefit being the achievement of better budgetary reporting, price, and risk management.

With regards to the increasing price of electricity this is being considered as part of the development of the 2023/24 Medium Term Financial Strategy and is also being closely monitoring as part of the current year budget monitoring process.

16. Background papers:

16.1. Appendix 1 – YPO Procurement Customer Report

16.2. Appendix 2 - Actions in Progress to Mitigate Impact of Increases in Energy Costs

17. Contact Details:

- Jason Kelly – Energy Surveyor and Contract Manager
- Chris Beadsworth - Head of Corporate Landlord
- Laura Swann – Assistant Director (Operations Strategy)

18. Glossary of Terms:

Term	Meaning
YPO	Yorkshire Purchasing Organisation
PBO	Public Sector Buying Organisation

PCR2015	Public Contracts Regulations 2015
CPR	Contract Procedure Rules
HR	Human Resources
TPI	Third Party Intermediary
OJEU	Official Journal of the European Union
EMS	Energy Management System
CCS	Crown Commercial Services
ESPO	Eastern Shires Procurement Organisation
CBC	Central Buying Consortium
NEPO	North East Procurement Organisation
GMCA	Greater Manchester Combined Authority
GM	Greater Manchester

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Procurement Outcome Report
Framework 1100 – Electricity and Ancillary Services

Purpose
This document provides customers with information regarding the recent retendering of YPO's Electricity and Ancillary Services. Details contained in this report provide background information regarding the procurement activity and outcomes and can assist customers in securing any internal approvals to proceed. Additionally, next steps are identified to assist customers with accessing the contract.
Framework Information
The Framework is for the Supply of Electricity and Ancillary Services for use by any public sector or not-for-profit organisation. It is designed to meet the needs of YPO and other Contracting Authorities by establishing a lead agreement between YPO and the successful supplier; with the Contracting Authority electing to call off this agreement with themselves and the successful supplier. Contracting Authorities will have a choice of a Flexible contract with selected purchasing strategies, Fixed Price (Wholesale price fixed, Metering and transportation on pass through) and Fully Fixed (Commodity and Non-Commodity charges are fixed). This procurement activity establishes the YPO Framework Agreement 1100 Supply of Electricity and Ancillary Services which replaces YPO Framework 791 Flexible Procurement and Supply of Electricity. This is an eight-year framework with Npower for the period 1st April 2023 - 31st March 2031. There will be an initial framework duration of four years with two additional two-year extension options. The commercial approach to establish a longer-term contractual arrangement with the successful supplier is to ensure deeper support for Contracting Authorities Net Zero programmes, as one of the biggest contributors to carbon emissions is energy consumption. Power Purchase Agreements (PPAs) will form part of this framework, to get the maximum benefit from this type of agreement. Additionally, Wholesale electricity prices are currently at the highest ever and having a longer-term contractual arrangement, will allow for YPO to operate an enhanced trading strategies that reflect the changing world economic climate and minimise the risk of sleeving complexity to another provider. The procurement activity was designed to appoint a supplier around a year in advance of the end of the current framework to allow for prompt Contracting Authority sign up and for YPO to run effective wholesale trading procurement strategies. The Framework has one lot and appointed a sole supplier – Npower, who is also the existing supplier. There is no requirement for eligible customers to take part in a further competition and direct award is the method of appointment.
Procurement Activity

The procurement activity commenced in Winter 2021 with customer involvement through the Energy Initiatives Steering Group (EISG). Supplier engagement commenced shortly afterwards with suppliers invited to present to YPO. Topics the suppliers presented on included customer service, trading, billing, social value and corporate social responsibility and functionality of their web portal.

The Invitation to Tender was issued on 25/02/2022, with prospective suppliers given a 6-week response window to submit their responses through the YPO Proactis e-tendering portal. The closure date for tender submissions was originally set as 04/04/2022, however this was extended until 06/04/2022 following clarifications.

The tender consisted of the following sections:

Standard Selection Questionnaire (SQ) and Additional Selection Questions

This Section asked the tenderers about company information, financial and economic information, whether the company or directors have been involved in any criminal activities, whether they have avoided paying tax or social security obligations, whether they have been in breach of environmental, social and labour law obligations. Tenderers also had to provide three references as part of their submission and meet the requirements under the Modern Slavery Act 2015. They had to comply with equality, environmental and health /safety legislation. This section also covered questions on GDPR, ethical sourcing, supply change visibility and past performance.

Tenderers also had to demonstrate they had the following insurances in place:

Employers (Compulsory) Liability Insurance = £5 million
Public Liability Insurance = £10 million
Professional Indemnity Insurance - £5 million
Product Liability Insurance - £5 million

CRITERION	PERCENTAGE WEIGHTINGS
Cost	30%
Trading Support	10%
Customer Onboarding, Exiting and Billing	15%

Customer Service, Customer Transition and Online Portal	25%
Social Value / Sustainability	20%

Mandatory Requirements

In total there were 90 Mandatary requirement questions, which used a simple pass/fail methodology. The questions covered the following sections Trading, Metering, Management information, Billing, Contract management, Customer Service and Account Management, Corporate Social Responsibility, Social Value, Responsible Procurement, Data Recovery/Security, TUPE, Rebates and Pricing. If any tender failed any of these questions, they would be disqualified and would not progress to the scored questions.

Technical Award Criteria – The table below shows the breakdown of each section of the evaluation criteria

In total there were 18 scored questions and the responses from tenderers were given a score between 0 and 5 using the following methodology:

Response	Score
Excellent Response with requirements being met and exceeded in some areas. Showing a comprehensive understanding and the ability to deliver to a high standard. Evidence relating to the proposed requirements shows high quality.	5
Good Response with requirements being met with nothing other than a few minor exceptions which are acceptable to the evaluation team. Reasonable understanding and the ability to deliver to a high standard. Evidence in relation to the proposed requirements shows good quality.	4
Acceptable answer with requirements being met in part but not fully. A reasonable understanding to have the ability to deliver the requirements. Evidence to show that the requirements are suitable for the purpose but have not met the standard expected.	3
Poor Response where some requirements are being met but there are some large exceptions. Concerns that the requirements proposed would not be suitable for use.	2
Target requirements only met on a few occasions. Low standard Response. Major concerns that the requirements proposed would be suitable for use.	1
Answer not met the requirements at all. No evidence that the requirements would be suitable.	0

The cost section evaluated the supplier's management fee (85%) and the power purchase agreement margin (15%).

Pricing was evaluated by following the pro-rata form of evaluation, where the lowest price submitted scores the maximum % available and subsequent bids will be scored on a pro rata basis.

There were 4 organisations who submitted a response.

The suppliers responding were:

- Npower
- EDF
- SSE
- Total Gas and Power

Evaluation was conducted during April and early May 2022 with independent evaluation taking place by four members of the YPO Energy Team. Their independent scoring of the responses was then scrutinised at internal moderation meetings on 4th and 5th May 2022, and consensus scores for the tenders were agreed.

The tender outcome placed Npower as the winning tenderer with the following scores:

Total Weighted Quality Score (Max 50)	Total Social Value and Sustainability (Max 20)	Total Weighted Price Score (Max 30)	Total Weighted Score (Max 100)
35.50	17.20	25.50	78.20

The tender award was made on 26/05/2022, and a 10-day standstill period observed to allow all suppliers to raise a challenge to the decision if required. There were no challenges received. Full feedback was given to all tenderers at their request and debrief sessions were held.

Procurement Outcomes

The bulk of the pricing element score was made up of the Supplier management fee which represents 0.12% of total invoice costs. The other elements of your bill will be made up of the wholesale element (Determined by the Trading strategy) and non-wholesale costs (Network Charges and government Levies).

In summary, key benefits of the contract include:

- Ensures full compliance with Public Contracts Regulations.

- A named Key Account Manager at the supplier to take ownership of issues and provide help, guidance and training. The account manager will also ensure that there is regular contact with customers.

- Dedicated customer support team and Credit Controller. There are clear escalation points, all the way up to CEO if the service is not meeting the customers' requirements.

- Query Management through a range of formats - Call, emails, and online portal with messaging function. Query reports are also available to customers.

- Access to Trading and Market information from YPO and Npower.
- Monthly Supplier Relationship Management meetings between YPO and Npower to go through performance, billing and credit issues, complaints and queries, SLAs and KPIs to ensure that any issues are identified and resolved, and the contract runs smoothly.
- A range of trading strategies from a low-risk purchase in advance option, to more riskier strategies where some of the volume is left to be purchased within the supply period. YPO will inform all customers of these options separately.
- Access to the Npower Dashboard online Portal. This will show portfolio, billing, and consumption information. Meter readings and queries can be submitted. A range of reports can be downloaded. Permission levels allowing users to view a selected portfolio of sites, specific to a user are available and you can also download Half-Hourly (HH) data and view Non-Half Hourly (NHH) consumption to manage your usage.
- Freedom to add or remove sites from the contract with no penalty should the portfolio change.
- A Budget Tool Report, which will assist customers in setting their budgets.
- Fully configurable billing groups to ensure that bills are issued and managed exactly as customers require; Consolidated or site level billing.
- Robust processes in place to ensure that an accurate bill is produced in a reasonable time.
- Installation of automated Smart Meter devices if the customer requires. If devices are installed a performance report can be sent to customers.
- Aggregated benefits - This is the combining of energy volumes across organisations to form one large portfolio, making it very attractive to suppliers
- Business Renewable' offering enables members to choose whether to be supplied by Renewable Energy Guarantees of Origin (REGO) backed power for all or a proportion of their sites.
- Options to choose between **Business Renewable: Standard**, where REGOs are sourced from a mix of UK-only based renewable technologies, or **Business Renewable: Pure**, where REGOs are sourced from wind and/or solar and/or hydro REGOs only.
- A Social Value Plan - social value initiatives that Npower will deliver to YPO and our members, contributing specifically towards the YPO Social Value and Sustainability Strategy. The Social Value Priority Themes are as follows:

Theme 1: Good jobs with skills development and training opportunities - Making sure all personnel within your business has the opportunity to develop.

Theme 2: Children and young people have access to good quality education and training opportunities to develop skills for future success in work - To work with the younger generation around how to be more sustainable with their energy use.

Theme 3: Growing strong and sustainable economies and supply chains - Supporting customers to reach their net zero targets, to allow for a strong local economy that is sustainable for future generations.

Theme 4: Increased equality, diversity, health and well-being - Ensuring a fair workplace for all and looking after the health of all your staff.

Theme 5: Environmental improvement and protection - As an electricity Supplier, Npower should be at the forefront in the shift to renewables.

Next Steps

Existing YPO Electricity framework customers will be issued a new member's agreement and portfolio report in the coming weeks. This will need to be checked, signed and returned in order to access the new framework.

While YPO appreciate that the large spend value for this framework invariably means a decision to proceed may have to follow a number of internal processes and take some time to achieve, a swift return of the member agreements will allow YPO to run an effective trading risk strategy when the wholesale market prices are favourable.

New customers to the framework may join at any point whilst it is open.

The YPO Energy Team will give full assistance to customers accessing the framework so please feel free to contact energy@ypo.co.uk to discuss your requirements and for guidance on starting the process.

Report Author

Carmen Griffiths
Energy Category Manager, YPO

June 2022

Appendix 2 - Actions in progress to mitigate impact of increases in energy costs

1.	Public Sector Decarbonisation Scheme (PSDS) – introduced energy efficient measures to 9 x Council buildings including new windows at the Town Hall and renewable generation including solar panels on the Met. PSDS1 to save annually: **329,902 kWh**: Gas – 230,150 kWh, Electricity – 99,752 kWh. PSDS1 to save annually: **Costs - £39,309.99**: Gas - £28,429.72, Electricity - £10,880.27.	Complete
2.	Streetlighting Phase 1 – Savings already produced from £5m upgrade to unclassified road network streetlights to LED (without control gear to dim lanterns).	Complete
3.	Streetlighting Phase 2 - £5.5m column replacement programme in progress (project completion Mar 24). Focus on replacement of aging columns on main roads and will replace lanterns with dimmable LED – will result in savings in energy usage (approx. £270K) and allow dimming and trimming in the future.	In Progress
4.	Streetlighting Phase 3 – TBC – consider dimming all streetlights. Budget proforma completed which includes upgrading the remaining street lighting stock so all street lighting will be dimmable LED going forward. Significant investment required (approx. £10.2m) which will achieve approx. £377K energy savings per year on completion (this is a non-cashable saving, based on current energy costs).	In Progress
5.	Wind Turbine trial to take place on 10x columns to assess effectiveness and potential for future invest to save (only appropriate to use in exposed areas – not urban setting).	In Progress
6.	Buildings/Estates Rationalisation Programme in development to reduce the number of buildings the council operates. This will include some condition surveys to understand investment needed to reduce energy costs in the building we will keep going forward. We can then look to access funding to improve energy efficiency e.g., future rounds of PSDS funding.	In Progress
7.	Invest to Save Business Case submitted and awaiting approval to employ an Energy officer/Surveyor to carry out energy audits on our buildings, utilise energy management data and have discussions with site	In Progress

	managers to identify energy saving opportunities e.g. monitoring and targeting of consumption and usage.	
8.	Initiate communications campaign to educate people to reduce energy use. Staff briefing delivered 28/07 and 'Switch Off Fortnight' to be rolled out Sept/Oct 22.	In Progress
9.	Carbon Literacy Mandatory Training to be rolled out in September to increase awareness of carbon management and focus on actions individuals can take with a section on reducing energy usage at home and work. Module currently in test.	In Progress
10.	Following the estates rationalisation work, work with GMCA to introduce renewable energy generations onto our assets via Go Neutral Framework or Salix Funding.	In Progress
11.	On completion of the building rationalisation, investigate the introduction of smart technology which would allow monitoring and targeting of energy usage at a room-by-room level ie. wifi connected thermostatic radiator valves and presence detectors for lights.	In Progress
12.	Review to look at car park lighting and energy use.	In Progress
13.	Review of pay and display metres and energy use.	In Progress
14.	Engage with Change Agents Group for volunteers regarding the monitoring of buildings. Change Agents to check heating controls, lighting and switching off electrical equipment such as monitors to help reduced energy consumption.	In Progress
15.	Electricity contract renewal to be presented at Cabinet in September 22.	In Progress
16.	Gas and electricity prices to be benchmarked across GM.	In Progress
17.	Explore options to best utilise the Councils Energy Loan Fund to maximise savings to the council in the future.	In Progress

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 07 September 2022
Subject:	The Council's Financial Position – 2021/22 Outturn	
Report of	Cabinet Member for Finance and Communities	

Summary

1. This report sets out the final financial position for the Council for 2021/22. The report sets out the position for both revenue and capital and provides an analysis of the variances, both under and overspending. On revenue, the report sets out that the revenue budget underspent by £0.667m. This net underspend comprises individual departmental overspends and underspends. The largest individual departmental overspend was on Children and Young People. The additional costs were mainly on staff costs for social care and safeguarding, as well home to school transport. The most significant underspend was on non-specific services, driven by reduced capital financing costs and the return from investing in Manchester Airport.

2. On capital, the report sets out that there was a £45.736m outturn against a budget of £49.464m. This is after the 2021-22 budget was reprofiled, so that £57.734m budget was transferred into the 2022-23 financial year.

3. The treasury management outturn position is included in this report, with a recommendation that it is also presented to Full Council, in accordance with regulation (See Appendix 2).

Recommendation(s)

4. Cabinet is asked to:

- Note the 2021-22 final underspend on the revenue budget of £0.667m, against a budget of £171.9m. It should be noted that this budget, whilst mainly funded from Council Tax and Business Rates income, also included funding of £5.2m from earmarked reserves and a £7.732m contribution from General Fund Balances.

- Note that a £2.5m additional contribution was made to the pooled fund in 2021-22. There will be a further additional contribution of £2m, which will be paid over in 2022-23, at which point all contributions will balance to the Section 75 agreement across the term.

- Note the final position on the collection fund was a surplus on Council Tax and a deficit on Business Rates. The main cause of the Business Rates deficit was the granting of additional reliefs after the budget was set. These reliefs were granted by the Government to offset the impacts on businesses of the pandemic. The Council's cost of the Business Rates deficit will mainly be met from compensatory Government grants.

- Note the that the final position on reserves and balances is £114.035m at the end of 2021/22 (excluding schools balances and matched funds). The £114.035m is split between £70.743m general reserves and £43.287m earmarked reserves. The schools net reserve balance is (£12.627m) which is made up of £8.846m individual schools surplus balances less £21.473m deficit on the central Dedicated Schools Grant which is subject to a formal deficit recovery programme;

- Note expenditure of £45.736m on capital programmes during the year;

- The capital spend of £45.736m was against a budget of £49.464m. The resulting underspend of £3.728m, combined with funding adjustments of £0.656m, enables a carry forward into 2022/23 of £4.384m. This report includes the recommendation to approve a capital budget carry forward for £4.384m.

- Note that the final treasury management report is included within this report (Appendix 2).

Reasons for recommendation(s)

5. To note the final financial position for the Council for 2021/22.

Alternative options considered and rejected

6. N/A.

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Purpose of the Report

7. This report outlines the outturn financial position of the Council at the end of 2021/22. The report sets out the position for both revenue and capital and provides an analysis of the variances, both under and overspending. The report also sets out the impact on the Council's reserves.

8. The outturn financial position shown in this report mirrors the financial position shown in the Council's unaudited 2021-22 Statement of Accounts. These accounts are still subject to audit by the Council's external auditors.

Background

9. The impacts of the pandemic continued to affect Bury during the 2021/22 financial year. The Council continued to support businesses and residents in the district with the utilisation of ring-fenced grants. There have been widespread effects from the pandemic on Council services, including consequences for service delivery models, new arising demand pressures and lower fee income.

10. The principles set out in July 2020 to manage the position continued throughout 2021-22. The principles were:
    - The Council will continue to spend where need exists on the COVID-19 response and all decisions will be taken under existing governance arrangements and will focus on value for money;
    - The Council will seek to maintain services as far as possible and, in doing so, minimise the loss of income.
    - The Council will seek to maximise the delivery of its savings plan.
    - The Council will
    - Use the government grant funding in the first instance to fund additional COVID- 19 related costs and loss of income.
    - Consider opportunities for stepping down or deferring the return of some services where resources can be deployed to emerging priorities.
    - Consider the use of reserves as a means of funding any residual financial gap subject to the approval and governance arrangements set out in the Council's reserves strategy.

11. Updated governance arrangements, introduced in 2020-21 were further embedded in the 2021-22 financial year and helped to improve resilience. These arrangements included an ongoing programme to identify and review savings proposals.

12. With a one year funding settlement for the 2022-23 financial year and the results of the Fair Funding Review still awaited, uncertainty continues to be a feature of the Medium Term Financial Plan. The Medium Term Financial Plan continues to be updated in response to longer term changes to delivery models, demand pressures, reductions in fee income and potential changes relating to the funding of Adult Social Care. Towards the end of 2021-22 and continuing into 2022-23, inflationary pressures are presenting new financial challenges which the Medium Term Financial Plan is set to address as part of the budget setting process with greater resilience and stability in our financial plans.

13. It was in the context of Covid-19 and the other uncertainties, that the July 2020 principles, as set out above, proposed the use of reserves to fund financial gaps. This meant the 2021-22 budget was underpinned by a planned use of reserves: including £5.226m of earmarked reserves; and a further planned use of £7.732m of General Balances. This meant that the General Fund balance of £30.8m at the start of the year, was budgeted to reduce to £23.1m during the 2021-22 financial year.

14. However, the 2021/22 revenue outturn was an underspend of £0.7m against budget (see table 1 below) resulting in a reduced requirement from the General Fund. The outturn reduction in General Fund Balances was from £30.8m at the start of the year to £23.8m at the end of the year (rather than the planned £23.1m). The detailed reasons for the £0.6m underspend are set out in this report.

15. The £0.7m underspend was in the context of an overall revenue budget requirement of £179.9m. The combined variances on the service departments (excluding the non-specific service) have a £1.2m adverse variance compared to the budget requirement. There was, however, a significant underspend on the non-specific service, due to lower than expected borrowing costs as a consequence of slippage on the capital programme offset by unbudgetted interest from the airport investment. This significant underspend has both offset the net £1.2m service overspend and enabled £3.5m to be set aside in earmarked reserves to fund future transformation and anticipated pressures.

16. While the draw on General Fund Reserves to support the budget was less than expected, it was still significant. Reserves can only be used once. For Bury Council to continue to sustainably support its residents and businesses in the future it must ensure the Medium Term Financial Plan is supported by resilient and stable financial plans. The ability to maintain usable reserves above the Cipfa recommendation of 10% of Budget is considered an indicator of good Financial Health and resilience.

17. The Council contributed an additional £2.5m to the Pooled Budget with NHS Bury Clinical Commissioning Group. A further additional contribution of £2m will be made in the 2022-23 financial year, at which point all contributions will be in line with the Section 175 agreement across its duration.

18. The capital programme was significantly rephased in the 3rd quarter of 2021/22, reprofiling £57.734m into the 2022-23 financial year. The revised 2021/22 budget was £49.464m, against which spend outturned at £45.736m resulting in an underspend of £3.728m.

19. Overall, spend on the capital programme was significantly less than expected, when the original budget was set. The continuation of Covid-19 restrictions into the first half of the financial year, slowed the delivery of capital projects. There will be a review undertaken in 2022-23 to challenge the delivery timeframes of the Capital Programme and to reprofile the budget accordingly.

FINANCIAL OVERVIEW – REVENUE

20. In 2021/22, the Council's net revenue expenditure was £171.184m. The final out turn position is set out in Table 1 below and shows an underspend of £0.667m. The Non Service Specific Directorate's budget contains a planned use of reserves

of £12.958m which is made up of contributions from reserves of £5.226m and a contribution from general fund balances of £7.732m.

Table 1

Out Turn Position 2021/22 – As At 31 March 2022				
Directorate	**Approved Budget**	**Revised Budget**	**Out Turn**	**(Under)/Over Spend**
	£m	**£m**	**£m**	**£m**
One Commissioning Organisation	79.171	81.260	80.190	(1.070)
Children and Young People	40.214	45.425	48.054	2.629
Operations	18.007	21.507	21.288	(0.219)
Corporate Core	11.110	14.166	13.393	(0.774)
Business, Growth and Infrastructure	2.977	3.593	3.680	0.087
Housing General Fund	0.705	0.705	1.312	0.607
Non Service Specific	19.667	5.195	3.267	(1.928)
TOTAL	**171.851**	**171.851**	**171.184**	**(0.667)**

One Commissioning Organisation – Underspend £1.070m

Table 2

2021/22 Revenue Out Turn Position			
One Commissioning Organisation	Revised Budget	Outturn	Forecast (Under)/Over Spend
	£m	£m	£m
Adult Social Care Operations	8.039	7.683	(0.357)
Care in the Community	42.279	42.698	0.419
Commissioning & Procurement	16.217	16.493	0.276
Departmental Support Services	3.890	3.367	(0.523)
Workforce Modernisation	0.078	0.077	(0.001)
GM Transformation	0	0.002	0.002
Public Health	10.756	9.870	(0.886)
Total	81.259	80.190	(1.070)

21. The OCO budget underspent by £1.070m. The main variances are as follows:

Adult Social Care Operations
The Adult Social Care Operations budget underspent by £0.357m due to staffing budget underspends within the Assessment & Care management and Integrated Neighbourhood teams. The staffing underspends are due to vacancies, recruitment is ongoing during 2022/23.

Care in the Community
The Care in the Community budget overspent by £0.419m of which £0.994m related to a recalculation of the bad debt provision. Excluding the bad debt provision recalculation, the Care in the Community budget underspent by £0.575m which was driven by increased Health income regarding Continuing Health Care clients and clawback of unspent Direct Payment accounts that have since been closed

The 21/22 Care in the Community budget also included:

- Funding of £3.8m regarding the Hospital Discharge Programme (HDP) to help cover some of the cost of post-discharge recovery from hospital.
- £3.5m of expenditure regarding the Infection Control and Rapid Testing grant programmes, both of which are a net zero cost to the care in the Community budget.
- £1.088m of payments to providers regarding the Workforce, Recruitment & Retention grant which was also a net zero cost to the care in the Community Budget
- £3.162m of achieved savings, which equates to 95% of the 2021/22 savings target of £3.333m being achieved

Commissioning & Procurement
The Commissioning and Procurement service overspent by £0.276m. The overspend is the net impact of a £0.429m overspend on the Persona contract relating to a £0.200m savings underachievement and a one off £ 0.250m invoice issued by Persona during March regarding additional supported livings costs partly offset by a staffing underspend (phased recruitment of newly created posts) within the Reviewing Team.

Departmental Support Services
The Departmental Support Services budget underspent by £0.523m. The underspend is due to staff vacancies and a line by line zero based budget review, identifying unallocated budget of £0.3m which will be used in 2022/23 to strengthen teams within the Adult Social Care Operations service area and invest to save initiatives to enable the delivery of the 2023/24 One Commissioning Organisation (OCO) savings programme.

Public Health
The Public Health Budget underspent by £0.886m. The underspend was due to some staff being deployed and charged to the deployment of the Containment Outbreak Management Fund (COMF) instead of core council . During 2021/22 the COMF funded council whose day to day activity was largely focussed on testing, prevention and management of the Pandemic, resulting in an underspend of £0.233m. In addition to this underspends have been identified in the Public Health budget due to contract reviews, reduced activity within Substance misuse budgets and an underspend in relation to repatriation of PH funding no longer required within wider council budgets

Planned Contribution to the Pooled Fund
In 2021/22 Bury Council made an additional contribution to the Integrated Care Fund (ICF) pooled budget of £2.5m. It was previously agreed that the Council would make an additional contribution of £4.5m during 2021/22. However, Bury Strategic Commissioning Board (SCB) agreed to a rephasing of this contribution so that an additional contribution of £2.5m was made by the Council in 2021/22 with the remaining additional contribution of £2m made in 2022/23. This phasing of additional contributions complies with the Section 75 agreement to ensure contributions are balanced between the Council and the NHS over the term of the arrangement.

Children and Young People – Overspend £2.629m

Table 3

2021/22 Revenue Out Turn Position – as at 31 March 2022			
Children and Young People Directorate	**Revised Budget**	**Out Turn**	**(Under)/ Over Spend**
	£m	**£m**	**£m**
Education and Skills (non-schools)	17.339	18.231	0.892
Children's Commissioning	1.466	1.469	0.003
Early Help and School Readiness	2.606	2.300	(0.307)
Social Care and Safeguarding	24.014	26.055	2.041
TOTAL	**45.425**	**48.055**	**2.629**

22. The Children and Young People Directorate overspent by £2.629m. The main variances are:

Education and Skills (non schools)
Education and Skills overspent by £0.892m due to increased numbers of schedules for children going out of borough in increased volumes of Home to School and College Transport costs of £0.211m because of more children with special educational needs being educated out of borough, increased Special Educational Needs and Psychology agency staff to cover management caseworker capacity of £0.200m, the costs of the Curriculum Language Access Service (CLAS) transferring to General Fund from the Dedicated Schools Grant budget £0.494m and unachievement of departmental savings of £0.077m. These overspends were offset by vacancies in other areas, reduced pension liability, and through the maximisation of grant funding to achieve efficiency savings in-year.

Early Help & School Readiness
Early Help and School Readiness underspent by £0.307m due to vacancies and through maximisation of external funding streams.

Social Care and Safeguarding
Social Care and Safeguarding overspent by £2.041m due to the increased use of agency staff to cover maternity leave/secondments, increased caseload capacity, and vacant posts in the Safeguarding Teams of £0.243m and Initial Response Team of £0.666m, increased numbers of children in Independent Foster Care costs £0.129m and Through Care and Supported Lodgings costs of £0.297m both of which are as a consequence of increased volumes), and increased external legal fees of £0.201m due to a number of high cost court cases. These overspends were offset by underspends on the Children's Residential Placements and Adoption Service budgets, from vacancy savings in several areas, and from additional funding to support the growing number of Unaccompanied Asylum Seeking Children (UASC) and Care Leavers

Operations Directorate – Underspend £0.219m

Table 4

Operations Directorate	Approved Budget	Out Turn	(Under)/Over Spend
	£m	£m	£m
Wellness Operations	3.360	3.166	(0.194)
Engineers (including Car Parking)	0.262	0.376	0.114
Street Scene	4.942	5.051	0.110
Commercial Services	(0.251)	(0.142)	0.109
Waste, Transport and Stores	6.573	6.226	(0.347)
Operations Senior Management	5.002	5.067	0.064
Health & Environmental Protection	1.463	1.342	(0.121)
Corporate Landlord	0.156	0.202	0.046
TOTAL	**21.507**	**21.295**	**(0.219)**

23. The Operations Directorate budget underspent by £0.219m. This has been helped by a number of one-off contributions from reserves to offset pressures on Waste Collection and Leisure Income. COMF funding also enabled the Operations

Directorate to reopen two Civic Venues as vaccination centres. The main variances are as follows:

Wellness Operations
Wellness Operations underspent due to savings in pay and other running costs offset by loss of income in Leisure Services of £0.170m, increased income and staffing savings in Bereavement Services of £0.100m, underspends on staffing costs of £0.015m in wellness initiatives offset by increased premises costs and loss of lettings income in libraries of £0.069m.

Engineers
Engineers overspend is due to a £0.211m loss on carparking income, offset by savings of £0.121m due to vacant posts.

Street Scene
Street Scene overspend is due to the investment in new equipment of £0.089m for Grounds Maintenance and additional costs in Highway Maintenance services for cabins to support the Covid response Costing £0.020m.

Commercial Services
Commercial Services overspent is due to reduced income in School Catering due to Covid related partial and full school closures £0.276m partially offset by additional income from increased levels of service in Cleaning and Caretaking £0.143m.

Waste & Transport
The underspend within Waste and Transport is due to over-recovery of income on Stores , savings on the purchase of bins on Trade Waste service of £0.097m and Payroll savings of £0.128m offset by reduced income of £0.164m in the Workshop. Savings have been partially offset by increased costs of gritters, fuel and training of new staff in Winter Maintenance of £0.068m and Pay £0.199m and Transport £0.187m cost variances which were more than the contributions from reserves of £0.288m in Waste.

Health & Environmental Protection
The underspend within Health & Environmental Protection is due to a number of minor variances across pay and running costs.

Corporate Core and Finance Directorate - Underspend £0.774m

Table 5

2021/22 Revenue Outturn Position – as at 31st March 2022

Corporate Core and Finance	Approved Budget	Out Turn	(Under)/Over Spend
	£m	£m	£m
Corporate Core	7.947	7.551	(0.396)
Corporate Core Finance	6.219	5.842	(0.378)
TOTAL	**14.166**	**13.393**	**(0.774)**

24. Corporate Core and Finance underspent by £0.774m. The main variances are as follows:

    Corporate Core is underspent by £0.396m and is largely due to vacancies and the utilisation of COVID funding.

    Corporate Core Finance has underspent by £0.378m which is largely due to increased income and a recalculation of the bad debt provision. The increased staffing costs have been offset by the use of New Burdens Grants and COVID grants to support where additional staff were required in administering the business rates grants.

Business, Growth and Infrastructure – Overspend £0.087m

Table 6

2021/22 Revenue Outturn Position – as at 31st March 2022			
Business, Growth and Infrastructure Directorate	**Approved Budget**	**Out Turn**	**(Under)/Over Spend**
	£m	**£m**	**£m**
Economic Regeneration & Capital Growth	2.295	2.538	0.243
Housing Needs & Options	1.298	1.142	(0.156)
TOTAL	**3.593**	**3.680**	**0.087**

25. The Business, Growth and Infrastructure Directorate has an overspend of £0.087m, as a result of:

    Economic Regeneration and Capital Growth
    There is an overspend of £0.243m in Economic Regeneration and Capital growth due to under recovery of income for Town Centre Rentals of £0.165m and income from Capital Receipts of £0.040m offset by underspends on staffing of £0.054m. Within Strategic Planning and Economic Development there is a net overspend

due to reduced building regulation fee income in Building Control of £0.042m and reduced planning application fee income of £0.083m. These are offset by underspends of £0.031m on Strategic Housing and Strategic Planning and Economic Development.

Housing Needs and Options

The underspend of £0.156m is due to a temporary underspend on staffing and maximisation of the use of capital within Urban Renewal.

Housing General Fund – Overspend £0.607m

Table 7

2021/22 Revenue Out Turn Position – as at 31 March 2022			
Housing General Fund	**Approved Budget**	**Out Turn**	**(Under)/Over Spend**
	£m	**£m**	**£m**
Housing General Fund	0.705	1.312	0.607
TOTAL	**0.705**	**1.312**	**0.607**

26. The Housing General Fund overspend of £0.607m is due to an historical imbalance in the Housing Subsidy budgets (£0.484m) and a contribution to the bad debt provision (£0.108m). This has been rectified in the 2022/23 budget. There are also minor overspends of £0.015m.

Non Service Specific – Underspend £1.928m

Table 8

2021/22 Revenue Out Turn Position – as at 31 March 2022			
Non Service Specific	**Approved Budget**	**Out Turn**	**(Under)/Over Spend**
	£m	**£m**	**£m**
Accumulated Absences	1.362	1.362	0.000
Car Lease Salary Sacrifice	(0.025)	(0.032)	(0.007)
Chief Executive's Office	0.373	0.485	0.112
Corporate Management	1.605	1.250	(0.355)
Cost of Borrowing	9.037	1.641	(7.396)
Grants/COVID-19	0.000	0.000	0.000
Disaster Expenses	0.011	0.012	0.001
Environment Agency	0.100	0.104	0.004
Pension Service Costs	(20.843)	(20.843)	0.000

GMWDA Levy	13.747	12.687	(1.060)
Manchester Airport	0.000	0.000	0.000
Passenger Transport Levy	13.650	12.964	(0.686)
Persona Dividend	(0.200)	0.000	0.200
Town of Culture	0.395	0.065	(0.330)
Townside Fields	(0.058)	(0.044)	0.014
Provisions/Reserves	(13.959)	(9.884)	4.075
Sub-total	**5.195**	**(0.233)**	**(5.428)**
Utilities / Childrens / Smoothing reserve contributions	0.000	3.500	3.500
TOTAL	**5.195**	**3.267**	**(1.928)**

27. The Non-Service Specific budget has underspent by £1.928m for the following reasons:

Cost of Borrowing – there is a significant underspend and this has two main causes. The underspend on the capital programme means borrowing is lower than expected. In turn, this has lowered the revenue costs of financing this debt. Another reason for the significant underspend is that the costs are net of an unbudgeted £3.8m received in respect of its investment in Manchester Airport.

The £3.8m saving on debt repayment and interest in 2021-22 is unlikely to continue. Capital expenditure will increase as projects slowed by the pandemic are delivered. This will also increase the cost of debt repayments and interest in the revenue budget in 2022/23.

Any return from the Council’s investment in Manchester Airport in future years has yet to be declared.

Chief Executive’s Office – there was an under recovery of income on services provided.

Corporate Management – Underspend is due to lower costs on Union Convenor staff, Corporate Initiatives and other subscriptions budgets.

Cost of Borrowing – Accrued Interest owed from Manchester Airport (£3.8m) which had previously not been budgeted for, reduction in PWLB loan interest payments (3.8m) largely as a consequence of slippage on the capital programme and a budget no longer required for a historic debt.

Environment Agency – Underspend is because the Environment Agency levy was slightly higher than budgeted.

GMWDA Levy – Underspend due to reduction in levy charge alongside rebates from GMWDA based on actual waste tonnage.

Passenger Transport Levy – Underspend is because the passenger transport levy was significantly lower than anticipated when the budget was set.

Persona Dividend – the loss of income was because Persona did not declare a dividend in 2021-22. The decision by Persona not to pay a dividend was in the context of the pandemic and increasing financial pressures. The Council's Medium Term Financial Plan going forward assumes that a dividend will not be received up to 2023-24.

Town of Culture – the budget for Town of Culture was not utilised in 2021-22 due to delayed activity. It is forecast to be utilised in 2022-23.

Townside Fields – there was a small shortfall in income mainly because the Council did not charge rent to Townside Fields for office space in the context of increased homeworking.

Provisions/Reserves – this variance was mainly due to the delayed implementation of the planned savings. These savings programme continues to be rolled out during 2022-23. The budget for Provisions/Reserves includes appropriations from earmarked reserves and the General Fund.

Delivery of the Savings Plan

28. Planned savings of £8.056m were included in the 2021/22 revenue budget. Of these £5.533m were delivered in year. The biggest single programme is the £1.5m transformation programme and whilst schemes progressed in terms of mobilisation, it will be 2022/23 before they deliver in financial terms. An update on the revised profiling of the Transformation Savings was provided to Cabinet in December 21. A summary of all the Councils savings is set out in the table below.

Table 9

Assessment of 2021/22 Cabinet Agreed Savings				
Directorate	**Description**	**2021/22 Target (£m)**	**2021/22 Saving Delivered(£m)**	**Saving Underachieved/(Overachieved) in 2021/22**
One Commissioning Organisation	LD Care Packages & Placement's	0.150	0.223	(0.073)
One Commissioning Organisation	MH Care Packages	0.169	0.157	0.011

One Commissioning Organisation	Low-Cost Care Packages	0.478	0.126	0.352
One Commissioning Organisation	Persona Contract	1.000	0.797	0.203
One Commissioning Organisation	LD Supported Living	0.050	0.062	(0.012)
One Commissioning Organisation	Care at Home Pricing Structure	0.200	0.000	0.200
One Commissioning Organisation	Provider Fees	1.187	1.187	0.000
One Commissioning Organisation	Debt Recovery	0.100	0.305	(0.205)
Public Health	Efficiencies	0.040	0.040	0.000
One Commissioning Organisation & Public Health Sub Total		**3.374**	**2.899**	**0.475**
Children and Young People	Efficiencies & Transformation	0.696	0.558	0.138
Children and Young People	Placements	0.300	0.334	-0.034
Children and Young People	Contracts / Commissioning	0.220	0.247	-0.027
Children and Young People Sub Total		**1.216**	**1.139**	**0.077**
Operations	Street Light Dimming	0.020	0.020	0.000
Operations	Closure of Civic Venues	0.132	0.000	0.132
Operations	Review of Waste Services and Fleet Rationalisation	0.237	0.100	0.137
Operations	Leasing	0.135	0.135	0.000
Operations	Capital Equipment Leasing	0.035	0.035	0.000
Operations Sub Total		**0.559**	**0.290**	**0.269**
NSS	Apprentice Levy	0.239	0.239	0.000
NSS	Corporate Management Initiatives	0.200	0.200	0.000
NSS	Bury MBC Townside Fields	0.058	0.058	0.000
NSS	Car Lease Salary Sacrifice Scheme	0.025	0.025	0.000
Non Service Specific Sub Total		**0.522**	**0.522**	**0.000**

Corporate	Tameside Pension Contributions	0.075	0.075	0.000
Corporate	Apprenticeship Corporate Budget	0.530	0.530	0.000
Corporate	Close Prestwich cash office	0.030	0.030	0.000
Corporate Sub Total		**0.635**	**0.635**	**0.000**
Business, Growth & Infrastructure	Housing Options	0.250	0.050	0.200
Business, Growth & Infrastructure Sub Total		**0.250**	**0.050**	**0.200**
Authority Wide	Transformation	1.500	0.000	1.500
Authority Wide Sub Total		**1.500**	**0.000**	**1.500**
Total		**8.056**	**5.533**	**2.523**

One Commissioning Organisation & Public Health
The £3.374m 2021/22 OCO savings programme achieved £2.899m of savings, which equates to 85% of the 2021/22 OCO savings target being achieved.

Children and Young People
CYP savings were achieved through efficiencies and vacancies across numerous service areas including, School Improvement, School transport services, Social Care Administration and from reduced expenditure on ICT, Printing & Stationery, mileage claims, and other expenses. Savings were also achieved through maximisation of external funding where possible.

Savings on contracts were achieved through reviews of commissioned services and price negotiation. The placement saving was achieved through budget reductions to Residential, adoption support placements and short break respite placements. The balance of savings not achieved equated to circa 5% and will be found from 2022/23 budgets.

Operations
The saving on the closure of Civic Venues was not achieved as a decision was made at Budget Council, and confirmed in a subsequent Cabinet report to keep the Elizabethan Suite and Ramsbottom open but on a reduced operating level. The savings on Waste were not achieved in full due to the difficulties in the roll out of the new rounds, and subsequent measures that were put in place to maintain collections.

Non Service Specific

The Non Service Specific savings targets have all been fully achieved.

Corporate

The corporate savings targets have all been fully achieved.

Reserves

29. At the end of 2020/21 the Council's total earmarked reserves excluding those held to mitigate risk, were £64.328m. During the financial year 2021/22 these reduced to £43.287m due to two main reasons: the use of reserves to support the 2021/22 revenue budget and utilising of ring-fenced external grant reserves to support businesses and residents during the pandemic.

30. Despite the overall reduction in earmarked reserves, the Council has maintained and added to its reserve to support future transformation activity. This transformation will in turn support the move to a sustainable revenue budget. This reserve will be utilised over the next two financial years.

Table 11

Analysis of Earmarked Reserves at 31 March 2022	
	£M
General Reserves	23.816
Directorate Risk Reserves	9.257
Volatility and Fiscal Risk	37.675
Total Management of Risk Reserves	**70.748**
COVID-19 Related Grants	4.691
Corporate Priorities	19.169
External Funding/Grants	19.427
Total Earmarked Reserves	**43.287**
TOTAL COUNCIL RESERVES	**114.035**
School Reserves	
Individual School Budgets	8.846
DSG Central Reserve	(21.473)
TOTAL SCHOOL BUDGETS	**(12.627)**
TOTAL RESERVES	**101.408**

Other Budgets

Schools Budget

31. The maintained schools delegated budgets reserve increased to £8.358m by the end of the year with an in-year increase of 6% by £0.475m. Further information is set out in the table below:

Table 12

Phase	Number of Schools	Balance B/F 1 April 2021	In-Year Movement 2021/22	Balance C/F 31 March 2022
		£m	£m	£m
Nursery	1	0.080	0.047	0.127
Primary	46	3.948	(0.744)	3.204
Secondary	6	2.493	0.542	3.034
Special	3	1.363	0.630	1.993
TOTAL	**56**	**7.883**	**0.475**	**8.358**

32. During the year the Council has seen the number of schools that have reported an end of year deficit remain at 3, albeit 2 of the 3 from the previous year have recovered their deficits in 2021/22 and there are 2 different schools now in deficit. The total value of these deficits is £0.190m compared to £0.050m total deficits for 2020/21. One of the schools has set a budget plan for 2022/23, approved by their Governing Body, which demonstrate full recovery of their deficit carried forward within 1 year, however two of the schools require a longer-term recovery period which is currently subject to formal deficit recovery review.

33. A total of 15 schools have excessive balances at the end of the financial year compared to 26 the previous year. The maximum permitted surplus thresholds are 9% for nursery, primary and special schools and 6% for secondary schools. In compliance with the approved Scheme for Financing Schools provision for Controls on Surplus Balances, all of these schools' surplus balances will be scrutinised by Schools' Forum in order to ensure plans are in place to spend accumulated surpluses on children in school now.

34. In total, 50% of schools saw an increase in their end of year position and 50% saw a decrease. Monitoring of school budgets takes place throughout the year and will be kept under review especially where any deficit recovery plans are in place. A significant increase in funding was awarded to schools for 2022/23 and therefore it is anticipated that the overall position at an individual schools level may improve even further during 2022/23 subject to actual cost pressures being faced by schools during this year, in particular on Energy price rises.

35. The deficit on the non-schools element of the Dedicated Schools Grant (DSG increased by £0.066m from £20.407m at the end of 2020/21 to £21.473m at the end of 2021/22. The increase being due mainly to in-year high-cost placements at both in-borough and out-borough special school provision, plus increased volumes of Education Health and Care Plans (EHCPs) and the associated high costs of EHCP top-up funding for Bury's mainstream schools and academies.

36. From 2019/20 the Department for Education (DfE) required all councils to complete a recovery plan should their overspend on the DSG exceed 1%. During 2020/21 the DfE introduced the 'Safety Valve' approach to target the Local Authorities with the greatest proportionate DSG deficits, of which Bury was in the top 5 nationally. The Council welcomed this intervention and have an agreed 5 year recovery plan to ensure, with additional funding provided by the DfE as part of the Safety Valve agreement, that the deficit will be fully recovered by the end of 2025.

37. The main reasons for the ongoing pressures impacting on the recovery of the accumulated deficit are:
    - Increased numbers of Education and Health Care Plans and associated SEND EHCP top up funding to all mainstream schools and academies
    - Increased capacity and associated costs of schools' banded assessments at Bury's special school provision
    - Increased volumes of placements to high-cost out of borough provision, including independent Alternative Provision

38. These three pressures are included as priorities to review and address through Bury's SEND transformation as part of the Safety Valve DSG deficit recovery agreement with the DfE.

39. In accordance with the agreed recovery and profiled into the 5 year plan, the SEND transformation is expected to reduce the number of high-cost SEND placements out of borough by stemming the flow and having more in borough placements. The 5 year timeline is required in order to ensure the sufficiency and capacity of places can be developed and delivered and to ensure all schools have enhanced inclusion provision and support which will prevent children requiring to be placed in expensive independent placements.

Collection Fund

40. The increasing prominence of council tax and business rates in helping fund council services means that the collection fund is monitored on an ongoing basis. The outturn position is an in year deficit of £6.502m plus a net deficit brought forward from 2020/21 of £2.944m bringing the overall outturn deficit to £9.446m. The Council's share of the deficit is £10.061m and the Greater Manchester

Combined Authority's share is (£0.615m) (for police and fire and rescue services).

41. The deficit on the Business Rates area of the collection fund is partly Covid related as a result of government mandated reliefs for retail and nursery establishments for which the Council has received increased compensatory grants of £8.755m which will partially mitigate this.

42. In addition, £3.022m of Covid Additional Relief Fund (CARF) has been received which will also mitigate for the losses which will arise from the discretionary scheme which has been mandated by government but locally designed. This relief will apply to 2021/22 liabilities but will be actioned in 2022/23.

43. The compensatory grant amount is held in reserves and will be released in 2022/23 to contribute towards the repayment of the Council's share of the deficit as required in the regulations. The CARF is held as income received in advance as required by regulations and will be released in 2022/23.

44. Due to the impact on the Council's ability to collect both Council Tax and Business Rates, an important change to Collection Fund accounting was introduced for 2020/21, which (with the exception of the £24.899m Government grant funded Business Rate reliefs) mandated the smoothing of the impact of COVID related deficits over three financial years, thus reducing the impact on the revenue budget. The Council's 2021/22 budget and future years budget estimates have been prepared using this new facility.

Table 13

2021/22 Collection Fund Outturn Position			
	Council Tax £m	**Business Rates £m**	**Total £m**
Balance Brought Forward	0.497	28.140	28.637
Prior Year estimated deficit paid in during the year	(0.550)	(25.143)	(25.693)
(Surplus)/Deficit for the year	(4.849)	11.351	6.502
Closing Cumulative (surplus) / deficit carried forward	**(4.902)**	**14.348**	**9.446**
Distributed:-			
Bury Council	(4.144)	14.205	10.061
GMCA Mayoral Police and Crime Commissioner	(0.535)	0.000	(0.535)
GMCA Mayoral Fire and Rescue Service	(0.223)	0.143	(0.080)
Total 2021/22 (surplus)/deficit	**(4.902)**	**14.348**	**9.446**

Housing Revenue Account

45. The Housing Revenue Account (HRA) had an additional £0.580m of expenditure compared to its income. In comparison, the budget planned that there would be an additional £3.711m of expenditure compared to income, with the difference drawn from HRA reserve balances.

46. Within Table 14 below, the budgeted draw from HRA reserve balances of £3.711m is shown against the heading contribution from reserves.

Table 14

2021/22 Housing Revenue Account Outturn			
Housing Revenue Account	Approved Budget	Actual Outturn	Forecast (Under)/Over Spend
	£m	£m	£m
Income			
Dwelling Rents	(30.421)	(30.394)	0.027
Non-Dwelling Rents	(0.193)	(0.192)	0.001
Other Charges	(1.038)	(1.269)	(0.231)
Total Income	(31.652)	(31.855)	(0.203)
Expenditure			
Repairs and Maintenance	6.901	6.884	(0.017)
General Management	7.324	7.118	(0.206)
Special Services	1.391	1.390	(0.001)
Rents, Rates and Other Charges	0.045	0.022	(0.023)
Increase in Bad Debts Provision	0.491	0.288	(0.203)
Capital Charge	4.861	4.209	(0.652)
Depreciation	7.473	7.389	(0.084)
Debt Management Expenses	0.045	0.045	0.000
Contribution to/(from) reserves	(3.711)	0.000	3.711
Total Expenditure	**24.820**	**27.345**	**2.525**

Net Cost of Services	(6.832)	(4.510)	2.322
Interest receivable	(0.047)	(0.017)	0.030
Principal Repayments	0.000	0.000	0.000
Revenue Contributions to Capital	6.846	5.107	(1.739)
Sub Total	6.799	5.090	(1.709)
Operating (Surplus)/Deficit	(0.033)	0.580	0.613

47. There are a number of variations that have contributed to this overall result however the main reasons are:

Depreciation – the depreciation was slightly less than budgeted.

Contribution to/(from) reserves – as noted above, the budget assumed £3.711m would need to be contributed from HRA balances (Business Plan Headroom Reserve) to ensure the HRA returned an in-year operating surplus. However, the outturn required only a £0.580m contribution from reserves.

Revenue contributions to capital – the budget planned a £6.846m contribution from revenue to fund capital expenditure. The outturn contribution was £5.090m. The positive variance is £1.7m. However, the reduced contribution was due to slippage in capital budgets. There is a recommendation in the 2022/23 quarter 1 report to carry forward this slippage into the 2022/23 financial year. The carry forward will enable capital projects on the housing stock to be completed during 2022/23.

48. There are a number of factors that can impact on the HRA year-end balance with the main ones being void levels, the level of rent arrears and the levels of Right to Buy sales. These have all to some degree been affected by the operating restrictions and financial impacts resulting from the pandemic.
    - **Voids -** The rent loss due to voids for 2021/22 was on average 1.06%. The original dwelling rents budget allowed for a void level target of 1%.
    - **Arrears** - The rent arrears at the end of 2021/22 totalled £1.921m, a reduction of 6.3% from the start of the year when arrears totalled £2.050m. Of the total arrears, £0.586m relates to former tenants and £1.335m relates to current tenants. An estimated £1.082m of current tenant arrears are in cases where either the under occupancy charge applies or the tenants are in receipt of Universal Credit rather than Housing Benefit; this is an increase of £0.161m.
    - **Right to Buy Sales** - The actual number of sales in 2021/22 was 46.

49. A major element of the HRA's costs is the Management Fee paid to the authority's Arm's Length Management Organisation (ALMO), Six Town Housing. As the ALMO is a wholly owned Council company it is appropriate for Cabinet to take a view on the company's financial position.

50. Six Town Housing's draft accounts for the 2021/22 financial year show that the ALMO made a deficit of £1.655m on a turnover of £24.348m, a loss rate of 6.8% (for 2019/2020 the rate was a 4.6% surplus); the deficit for 2021/22 excludes pension adjustments made in line with FRS102 requirements.

51. The draft accounts indicate cash and short term deposits totalling £3.699m at the end of 2021/22. The use of reserves is subject to the terms of the Management Agreement between Six Town Housing and the Council.

Capital Programme

52. The Council's capital programme was rephased at Month 9 to £49.464m. This followed a re-phasing review and a decision to carry forward £57.734m into the following financial year, 2022/23.

53. This re-phased amount of £57.734m was included in the 2022/23 capital programme budget, approved by full Council on the 23rd of February. The 2022/23 capital programme approved on this date was £142.486m. This total resulted after £2m for the Transport Strategy included in the £57.734m was re-phased directly into 2023/24.

54. Details of 2022/23 forecast expenditure and subsequent adjustments to the capital programme following the February budget are detailed in a separate report to Cabinet at this meeting.

55. The final revised Capital programme for 2021/22 and the outturn, analysed by the capital themes which align to the Council priorities is set out in Appendix 1. A summary of the main results is set out below:

Expenditure 2021/22 at Outturn

56. The £45.736m was slightly less than the rephased budget of £49.464m, leaving slippage of £3.728m. A further £0.656m has been added to this slippage for reprofiling and additional funding (see Table 16). This means that £4.384m is recommended as a budget carry forward from the 2021/22 capital programme into 2022/23. This carry forward would increase the previously rephased 2021-22 budget of £57.734m to £62.118m although the final figure is £60.118m after Council approved £2m for the Transport Strategy to be re-phased into 2023/24.

57. Therefore, and Cabinet are therefore recommended to approve an overall carry forward of £4.384m, in order for schemes that commenced during 2021/22 can be completed.

Variances

58. The majority of the variances in the capital programme are due to timing rather than changes in the overall cost of capital schemes.

Financing

59. The £45.736m 2021/22 Capital spend required £17.233m of borrowing. This was after £15.258m of capital grant funding and other funding. An analysis of the sources of financing for the 2021/22 spend are shown in Table 15 below.

Table 15

Funding the Revised Capital Programme 2021/22	
	£m
Capital Programme 2021/22	45.736
Funded By:	
External Funding and Contributions	(15.258)
Use of Capital Receipts	(0.613)
Prudential Borrowing	(17.233)
General Fund and Reserves	(0.214)
Housing Revenue Account	(5.014)
Major Repairs Reserve	(7.404)
TOTAL	**(45.736)**

Completed schemes

60. As noted above, the proposed £4.384m carry forward comprises an underspend of £3.728m and additional funding and reprofiling changes of £0.656m. The additional funding and reprofiling changes are analysed in Table 16 below:

Table 16

Completed schemes	Funded by	Detail	£m
Condition Related Schemes – Schools	External Funding and Contributions	Additional grant received in year	0.065
GM Full Fibre Project	Use of Capital Receipts	Adjustment to re-phasing to 2022/23	0.478
Schools' modernisation	General Fund and Reserves	Contribution from Schools budgets	0.144

Weather Station and Road Surface Temperature Sensors	Prudential Borrowing	Underspend	(0.008)
177 & 179 The Rock	Prudential Borrowing	Underspend	(0.005)
Glysophate Alternative Equipment	Prudential Borrowing	Underspend	(0.008)
Back Manor Street	Prudential Borrowing	Underspend	(0.010)
	TOTAL		**0.656**

Outcomes

61. In delivering the capital programme in 2021/22 the Council has:
    - continued the work on major regeneration projects within the Townships;
    - completed several ICT projects including Bury's share of the Greater Manchester Full Fibre Network;
    - continued with the vehicle replacement strategy;
    - maintained and improved the highways infrastructure across the borough;
    - adapted residents' homes to make them more accessible and allow for increased independent living;
    - invested in modernisation of school buildings;
    - repaired flood damage assets, opened the new Kay Bridge Street to alleviate traffic congestion in the Summerseat area;
    - continued with the refurbishment of Britain's Favourite (Bury) Market;
    - set out a programme of measures and delivered schemes that reduce the impact of Climate change, including decarbonisation of several public buildings;
    - completed schemes that increase access to green spaces, play areas, sports, including high quality refurbishment of Tennis fields located in community parks;
62. The Council's refreshed Capital gateway process will ensure that:
    - schemes are prioritised and presented to members for consideration at appropriate times during the year
    - schemes are a strategic fit with corporate priorities
    - adequate resources are identified at the start of the process to ensure sufficient capacity is available to deliver the projects within anticipated timescales
    - effective monitoring is carried out so that any slippage or delays can be considered and reported
    - effective project management practices are embedded for all projects

Future Years

63. Effective financial planning is key to the sustainability and operation of all local authorities. The development of the council's medium term financial strategy shows that there is a significant financial challenge in future years. The current

uncertainty on government funding, long term changes to services and inflation presents significant challenges.

Links with the Corporate Priorities:

64. A strong financially sustainable Council is essential to the delivery of the Let's do it Strategy

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Equality Impact and Considerations:

65. *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.

Environmental Impact and Considerations:

66. There are no environmental impacts associated with this report.

Assessment and Mitigation of Risk:

67. The content of the report supports the Council in managing the overall financial risks and financial planning for the Council.

Legal Implications:

68. There are no legal implications arising from the report.

Financial Implications:

69. The financial implications are set out in the report.

Background papers:

None.

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

Term	Meaning

Appendix 1

Capital Theme Capital Scheme	**Revised Budget** **2021/22**	**Forecast Outturn** **2021/22**	**Outturn** **2021/22**	**Carry Forward / (Reduce re-phased) to** **2022/23**	**Completed schemes** **2021/22**
	£m	**£m**	**£m**	**£m**	**£m**
Radcliffe Regeneration					
Radcliffe Market Chambers	0.050	0.050	0.000	0.050	
Radcliffe Regeneration (includes acquisitions)	2.408	2.408	2.135	0.273	
Radcliffe Hub Pre Development	0.157	0.157	0.630	-0.473	
Radcliffe Programme Management	0.060	0.060	0.117	-0.057	
Sub Total Radcliffe Regeneration	2.675	2.675	2.882	-0.207	0.000
Prestwich Regeneration					
Prestwich Services Hub	0.050	0.050	0.000	0.050	
Strategic Acquisition	3.800	3.800	3.826	-0.026	
Prestwich Urban Village	0.436	0.436	0.150	0.286	
Sub Total Prestwich Regeneration	4.286	4.286	3.975	0.310	0.000
Ramsbottom Regeneration					
Ramsbottom Town Plan	0.041	0.041	0.042	0.000	
Upper Floor Development	0.000	0.000	0.000	0.000	
Ramsbottom Market Chambers	0.043	0.043	0.000	0.043	

Sub Total Ramsbottom Regeneration	0.084	0.084	0.042	0.043	0.000
Bury Regeneration					
Bury Market/Wider Market Area	0.035	0.112	0.464	0.000	
Bury Business centre	0.035	0.035	0.000	0.035	
Elizabethan Suite Update	0.000	0.000	0.000	0.000	
Bury Town Centre Masterplan Civic Centre Phase 1	0.085	0.085	0.112	-0.455	
Sub Total Bury Regeneration	0.155	0.232	0.575	-0.420	0.000
Commercial Sites Regeneration					
Commercial Sites (Bradley Fold) Regeneration	0.002	0.002	0.005	-0.003	
Chamber Hall Phase 2	0.004	0.004	0.007	-0.003	
Sub Total Commercial Sites Regeneration	0.006	0.006	0.012	-0.006	0.000
Refurbishment of Bury Market					
Refurbishment of Bury Market	0.012	0.011	0.088	-0.076	
Sub Total Refurbishment of Bury Market	0.012	0.011	0.088	-0.076	0.000
TOTAL - Regeneration	**7.217**	**7.294**	**7.574**	**-0.355**	**0.000**
Place Shaping / Growth					

Prestwich	0.002	0.002	0.002	0.000	
Radcliffe	0.052	0.052	0.089	-0.038	
Whitefield	0.000	0.000	0.000	0.000	
Place shaping / Growth programme	0.000	0.000	0.000	0.000	
Other Development Schemes	0.547	0.547	0.410	0.137	
TOTAL - Place Shaping / Growth	**0.602**	**0.601**	**0.502**	**0.100**	**0.000**
Sport And Leisure					
Parks and Green Space Strategy	1.101	1.100	0.519	0.582	
Play Area Strategy	0.429	0.429	0.248	0.181	
Outdoor Gyms	0.000	0.000	0.000	0.000	
Access, Infrastructure and Quality Parks	0.188	0.188	0.093	0.095	
Leisure Gym Equipment Upgrade	0.218	0.218	0.213	0.005	
Bury Athletics Track	0.077	0.077	0.035	0.042	
Flood Repair 3 G Pitch	0.000	0.000	0.031	-0.031	
3G Pitch Bury Radcliffe	0.041	0.041	-0.023	0.064	
Sustainable Tennis Strategy	0.349	0.323	0.366		-0.017
Match Fund Football Grants	0.000	0.000	0.000	0.000	
Non Turf Cricket Pitch	0.072	0.072	0.000	0.072	
Flood Repair and Defence	-0.048	0.284	0.414	-0.462	
Environmental Works	0.000	0.000	0.025	-0.025	
Parks	0.107	0.107	0.090		0.017
Muslim Burial Site Extension	0.004	0.004	0.033	-0.029	
Leisure Health and Safety Improvements	0.100	0.100	0.014	0.086	

TOTAL - Sport and Leisure	**2.637**	**2.943**	**2.059**	**0.580**	**0.000**
Operational Fleet					
Vehicle Replacement Strategy	3.105	3.105	3.105	0.000	
Grounds Maintenance Equipment	0.224	0.224	0.209	0.015	
***TOTAL* - Operational Fleet**	**3.329**	**3.329**	**3.315**	**0.015**	**0.000**
ICT					
ICT Projects	2.400	2.400	2.397	0.003	
GM Full Fibre Project	1.390	1.390	1.869		-0.479
TOTAL - ICT	**3.790**	**3.790**	**4.265**	**0.003**	**-0.479**
Highways					
Highways Investment Strategy – Tranche 2	0.000	0.000	0.000	0.000	
Cycling and Walking Routes Mayors Challenge	0.295	0.295	0.378	-0.083	
Mobile Speed Signs	0.000	0.000	0.000	0.000	
Full Fibre Infrastructure	0.000	0.000	0.000	0.000	
Weather Station and Road Surface Temperature Sensors	0.008	0.000	0.000		0.008
Street Lighting	1.000	1.000	0.783	0.217	
Traffic Calming and improvement	0.948	0.948	1.115	-0.167	
Traffic Management Schemes	0.000	0.000	0.016	-0.016	
Public Rights of Way	0.050	0.050	0.059	-0.009	

Highways Planned Maintenance	5.000	5.000	5.276	-0.276	
Pothole Fund	0.146	0.146	0.604	-0.458	
Bridges	0.032	0.032	0.071	-0.039	
Road Safety	0.150	0.150	0.021	0.129	
TOTAL - Highways	**7.628**	**7.621**	**8.323**	**-0.703**	**0.008**
Children and Young People					
NDS Modernisation Including New Pupil Places	2.734	2.734	2.611	0.429	-0.144
Devolved Formula Capital	0.441	0.441	0.395	-0.100	
Targeted Capital Funding	-0.251	-0.239	0.055	-0.306	
Special Provision Grant	0.142	0.142	0.138	-0.012	
Condition Related Schemes – Schools	0.000	0.000	0.065		-0.065
TOTAL - Children and Young People	**3.066**	**3.078**	**3.264**	**0.011**	**-0.209**
Estate Management - Investment Estate:					
Demolition of Former Fire Station Bury	0.087	0.087	0.002	0.085	
177 & 179 The Rock	0.005	0.005	0.000		0.005
Portland and Chesham industrial Estate	0.010	0.020	0.000	0.010	
Former Prezzo, Lytham	0.005	0.006	0.005	0.000	
Back Manor Street	0.030	0.030	0.017	0.003	0.010
Tile Street	0.000	0.000	0.000	0.000	
St Mary's Place	0.030	0.030	0.000	0.030	
TOTAL - Estate	**0.167**	**0.178**	**0.023**	**0.128**	**0.015**

Management - Investment Estate:					
Estate Management - Corporate Landlord:					
FM Emergency Building New Major Repairs 21-22	0.080	0.080	0.000	0.080	
Fernhill Gypsy and Traveller Site	0.200	0.200	0.033	0.167	
Bradley Fold Welfare Facilities	0.590	0.590	0.645	-0.055	
Leisure Health and Safety Improvements	0.320	0.320	0.142	0.178	
LED Lighting Installation	0.015	0.015	0.012	0.003	
Seedfield Health and Safety	0.025	0.025	0.000	0.025	
Bury Cemetery Upgrade of Welfare Facilities	0.010	0.010	0.000	0.010	
Hoyles park Pavilion Demolition and Clarence Park Skateboard Park removal	0.000	0.000	0.000	0.000	
Springwater Park Land Slip	0.164	0.164	0.143	0.021	
TOTAL - Estate Management - Corporate Landlord:	**1.404**	**1.404**	**0.976**	**0.430**	**0.000**
One Commissioing Organisation					
Older People	0.009	0.009	0.001	0.008	
Improving Information Management /	0.000	0.000	0.105	-0.105	

Controcc Software					
Disabled Facilities Grant	0.885	0.885	0.843	0.042	
Neighbourhood Working	0.000	0.000	0.000	0.000	
Planning Other Schemes	0.000	0.000	0.000	0.000	
Other Development Schemes	0.000	0.000	0.000	0.000	
Environmental Works	0.000	0.000	0.000	0.000	
TOTAL - One Commissioning Organisation	**0.894**	**0.894**	**0.950**	**-0.054**	**0.000**
Housing					
Housing HRA	14.598	13.761	11.608	2.990	
HRA Disabled Facilities Adaptations	0.903	0.895	0.903	0.000	
Empty Property Strategy	0.000	0.000	0.085	-0.085	
Housing Development	0.943	0.944	0.988	-0.044	
TOTAL - Housing	**16.444**	**15.600**	**13.584**	**2.862**	**0.000**
Climate Change					
Community Climate Capital Fund	0.124	0.124	0.076	0.045	
Climate Change Resilience Fund	0.080	0.080	0.002	0.078	
Electric Charging Points	0.000	0.000	0.000	0.000	
Glysophate Alternative Equipment	0.050	0.042	0.042		0.008
Waste Management	0.014	0.013	0.003	0.011	
Fly-Tipping	0.017	0.017	0.017	0.000	
Public Sector Decarbonisation	2.000	2.000	0.764	1.236	

TOTAL - Climate Change	**2.286**	**2.276**	**0.904**	**1.371**	**0.008**
Total Capital Programme	**49.464**	**49.007**	**45.736**	**4.384**	**-0.656**

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 07 September 2022
Subject:	The Council's Financial Position as at 30th June 2022	
Report of	Cabinet Member for Finance and Communities	

1. Summary

1.1. This report outlines the forecast financial position of the Council at the end of the first quarter of the 2022/23 financial year based on information known on 30th June 2022. The report sets out the position for both revenue and capital and provides an analysis of the variances, both under and overspending.

2. Recommendation(s)

2.1. To note the forecast overspend of £1.509m within the revenue budgets at quarter 1 and the need for Directorates to continue to work with their finance managers to maintain tight budgetary control and identify mitigating actions and deliver these to ensure services work within their budgets. It should be noted that this is a forecast only at this stage and is before the utilisation of the £1.5m utilities reserve but also before the full impact of the pay award for 2022/23 is taken into account which could increase costs over and above those budgeted by a further £1.6m

2.2. To note the use of the reserves in line with the criteria and one-off departmental priorities.

2.3. To note forecast delivery of the 2022/23 MTFS savings as agreed by Council in February 2022.

2.4. To note the position on the Dedicated Schools Grant, Collection Fund and the Housing Revenue Account.

2.5. To approve an overall increase in the capital programme of £8.020m, as a consequence of new and updated external grant allocations and additional external funding secured by 30th of June.

2.6. To note the current position on the capital programme and that a further update will be brought to Cabinet in quarter 2 in respect of forecast spend this financial year.

2.7. To approve the extension of the current Insurance contract by 12 months.

3. Reasons for recommendation(s)

3.1. To ensure the Council's budgetary targets are achieved.

4. Alternative options considered and rejected

4.1. This report is in accordance with the Council's financial procedure regulations.

5. Purpose of this Report

5.1. This report outlines the forecast financial position of the Council at the end of 2022/23 based on the information known at the end of the first quarter, 30th June 2022, which is a £1.509m overspend. The report sets out the position for both revenue and capital and provides an analysis of the variances, both under and overspending. It should be noted that this is a forecast only at this stage and is before the utilisation of the £1.5m utilities reserve but also before the full impact of the pay award for 2022/23 is taken into account which could increase costs over and above those budgeted by a further £1.6m.

6. Background

6.1. These continue to be unprecedented times for Council budgets with huge volatility and uncertainty caused by Covid, the ongoing rise in cost of living and associated inflationary pressures. This is affecting all Councils. We expect to have ongoing gaps caused by additional services, additional demand on existing services and increases in expenditure due to the rate of inflation being greater than that anticipated when budgets were set in February of this year. It should be noted that these uncertainties are on top of the pre-existing uncertainties in the future of Adult Social Care funding and the Fair Funding Review.

6.2. There are a number of overspends identified within this report at quarter one and Directorate Management Teams are working to identify mitigating actions.

7. FINANCIAL OVERVIEW – REVENUE

7.1. The forecast out turn position is set out in Table 1 below and shows a forecast overspend at Quarter 1 of £1.509m. Where budgets are over spending work is taking place between Directorates and finance to identify mitigating actions to bring budgets back into line.

Table 1

Directorate	Approved Budget	Forecast	(Under)/ Over Spend
	£m	£m	£m
One Commissioning Organisation	80.627	83.167	2.540
Children and Young People	46.390	47.433	1.043
Operations	19.050	20.188	1.138
Corporate Core	17.062	17.247	0.184
Business, Growth and Infrastructure	3.283	3.482	0.199
Housing General Fund	1.288	1.288	0.000
Non-Service Specific	9.784	6.189	(3.595)
TOTAL	**177.483**	**179.028**	**1.509**

8 One Commissioning Organisation – Forecast Overspend £2.540m

Table 2

2022/23 Forecast Revenue Position – as at 30 June 2022			
One Commissioning Organisation	**Revised Budget**	**Forecast**	**(Under)/ Over Spend**
	£ m	**£ m**	**£ m**
Adult Social Care Operations	8.134	8.114	(0.020)
Care in the Community	42.215	44.051	1.835
Commissioning & Procurement	15.413	16.137	0.725
Public Health	10.935	10.935	0
Departmental Support Services	3.852	3.852	0
Workforce Modernisation	0.078	0.078	0
TOTAL	**80.627**	**83.167**	**2.540**

8.1. The OCO budget is forecast to overspend by £2.540m. The main variances are as follows:

Adult Social Care Operations – (£0.020m) underspend

8.2. The Adult Social Care Operations budget is forecasting a small underspend of (£0.020m) which is the net result of a (£0.086m) salary underspend and a £0.065m overspend within the Carelink service. Following a review of the Neighbourhood Housing Support income contribution towards the Carelink service a decision was taken to remove the contribution with the view that Carelink should be a self-funded service. A review of the Carelink Service is currently underway with the intention that the £0.065m pressure will be reduced to zero by March 31, 2023.

Care in the Community- £1.835m overspend

8.3. The Care in the Community budget is forecast to overspend by £1.835m. In arriving at this forecast outturn it is assumed that a further £1.4m of savings will be delivered before the end of the financial year (i.e., savings not yet achieved but are expected to be achieved by March 31, 2023). Should actual delivery be less than the anticipated £1.4m then the shortfall identified below will increase accordingly.

8.4. The overspend is being driven by savings shortfalls within savings' programmes which directly impact the Care in the Community budget and are summarised in the table below.

Table 3

Savings Programme	Target £m	Forecast £m	Shortfall £m
Review of Learning Disability Care Packages	1.200	0.228	0.972
Review of Complex Care Packages	1.500	0.750	0.750
Total	**2.700**	**0.978**	**1.722**

The savings shortfalls are due to a shortage of staff available to undertake the care package reviews. However, staff recruitment is underway and once in post the intention is that the current level of reported savings will improve. Furthermore, existing staff will continue to review care packages throughout the year in order to reduce the £1.7m savings shortfall highlighted above. This is anticipated to be a phasing issue and should be recovered by year end but for prudence is identified here.

Commissioning and Procurement - £0.725m overspend

8.5. The Commissioning and Procurement Budget is forecast to overspend by £0.725m. The overspend is due to a forecast £0.725m shortfall regarding the 2022/23 Persona Contract savings target. The OCO & Persona Executive teams have agreed an action plan to enable Persona to deliver their £1.5m savings programme in full through a series of transformation programmes and restructures that are in line with Persona's strategic intent, albeit not in the timeframe originally committed to.

8.6. The outcome of the Persona action plan is therefore a reprofiling of the £1.5m 22/23 Persona savings target with the expectation that £0.775m is delivered in 22/23 with the final £0.725m saving being delivered in 2023/24. The OCO Management Team are currently reviewing service areas to determine how the 2022/23 shortfall can be mitigated, currently due to service pressures in other areas of OCO it has not been possible to determine any mitigating actions and so the 2022/23 shortfall of £0.725m is shown as an in year pressure.

9 Children and Young People – Forecast Overspend £1.043m

Table 4

2021/22 Forecast Revenue Position – as at 30 June 2022			
Children and Young People Directorate	**Revised Budget**	**Forecast**	**(Under)/Over Spend**
	£m	**£m**	**£ m**
Children's Commissioning	1.341	1.341	0.000
Early Help and School Readiness	2.514	2.514	0.000
Education and Skills (non-schools)	17.238	17.438	0.200
Social Care and Safeguarding	25.297	26.140	0.843
TOTAL	**46.390**	**47.433**	**1.043**

9.1. The Children and Young People Directorate is currently forecast to overspend by £1.043m. The main variances are:

Education & Skills - £0.200m overspend

9.2. The forecast overspend is due to ongoing pressure and volumes of demand for Home to School/College SEND Transport.

9.3. Permanent management of this pressures is through the strategy to reduce demand in conjunction with Project Safety Valve and SEND Transformation priorities by increasing in-borough SEND places. This will have the impact of reducing the requirement for out of borough placements and the associated transport costs which is expected to occur in line with increasing provision and places within Bury, starting in the 2022/23 academic year, i.e. from September 2022.

9.4. In year mitigation to this cost pressure will also take place through the review of individual travel schedules and prices, contract negotiation, and from underspends achieved through efficiencies and vacancies where possible from elsewhere within the Education and Skills service areas. This will be closely monitored and reported on throughout the financial year.

Social Care and Safeguarding - £0.843m overspend

9.5. The Residential and Independent Fostering Allowances (IFA) placement budget is forecast to overspend by £0.982m based on the current number and complexity of looked after children, the higher cost placements, secure accommodation, and sibling groups. Children's Social Care is currently undergoing transformation which will address capacity and develop practice that will reduce high-cost independent residential and IFA placements and make significant future savings which will reduce the current full-year forecast overspend stated above once individual placements are reviewed. Therefore, it is imperative that these reviews are undertaken early in the year to bring costs back within budget

9.6. At this stage the impact of these reviews is not built into the forecast outturn as the impact on actual placements has not yet been quantified and therefore the resulting financial impact cannot be calculated. This work is ongoing and will be reflected in future budget monitoring reports as the reviews take place.

9.7. Offsetting underspends of £0.139m as a result of additional recharges to NHS plus staff vacancies in CAMHS and Victoria Family Support, are, in part, mitigating the above overspend on Residential and IFA placements.

CYP Reserve - £3.5m

9.8. Further to the establishment of the CYP £3.5m reserve to support Ofsted recommendations, to transform Children's Social Care practice and caseload capacity, and to support demand pressures prior to implementation of change. The reserve is fully committed for the following priorities in 2022/23 and beyond for the family safeguarding model:

- Family Safeguarding Model

- Children's Services restructure of Social Care, Early Help and Education Services, including
  - Interim Assistant Director of Social Care Practice, agency costs
  - Children's Improvement Manager
  - Head of Strategy and Assurance
  - Senior Management capacity across Social Care teams
  - Enhanced structures, reporting lines, and caseload capacity covering; Fostering, Care and Support Service (CASS), Practice Improvement, Safeguarding Teams, Initial Response Team (IRT), Multi-Agency Safeguarding Hub (MASH), Early Help family support teams, Early Years Development, Education and Skills Quality Standards, School Attendance
  - Out of hours Foster Care on call support

- The restructure also encompasses recruitment and retention developments and other increased staffing establishment costs including, Business Support, HR Support, Priority Car parking, mileage, retention payments, ICT, Telephony

- Victoria Family Centre reception capacity

- Curriculum Language Access Service (CLAS) costs pending full review of the service

- Interim managed social worker packages (from Innovate and Equinox) to address Ofsted caseload capacity requirements, forecast until December

2022 until full implementation and permanent recruitment to the CYP enhanced structure.

10. Operations Directorate – Forecast Overspend £1.138m

Table 5

2022/23 Forecast Revenue Position – as at 30th June 2022			
Operations	**Approved Budget**	**Forecast Out Turn**	**Forecast (Under)/ Over Spend**
	£m	**£m**	**£m**
Wellness Operations	2.879	2.879	0.000
Engineers (including Car Parking)	(0.367)	(0.394)	(0.027)
Street Scene	4.847	5.827	0.980
Commercial Services	(0.566)	(0.359)	0.207
Waste, Transport and Stores	6.068	6.180	0.112
Operations Senior Management	4.679	4.679	0.000
Health & Environmental Protection	1.317	1.317	0.000
Corporate Landlord	0.193	0.059	(0.134)
TOTAL	**19.050**	**20.188**	**1.138**

10.1. The Operations Directorate is forecasting an overspend of £1.138m at this time, although it should be noted that this may increase as the full impact of the inflationary increases particularly on energy and fuel become clear. The material variances are as follows:

10.2. **Street Scene - £0.980m overspend**: the overspend is largely due to cost inflation particularly on street lighting of £0.820m and increased inflationary costs of Grounds Maintenance coupled with the costs of necessary temporary staff £0.160m.

10.3. **Commercial Services - £0.207m overspend**: the overspend results from the continued limited utilisation of civic halls totalling £0.307m, this relates to the ongoing non-delivery of the 2021/22 MTFS saving of £0.132m, offset by extra income from increased levels of service in Cleaning (£0.100m).

10.4. **Waste, Transport & Stores - £0.112m overspend:** the overspend is primarily due to increased costs of fuel, £0.266m, offset by savings in staffing and publicity costs (0.154m).

10.5. **Corporate Landlord – (£0.134m) underspend:** the underspend primarily arises due to staffing vacancies forecast to be (£0.220m) over vacancy factor requirements offset by budget pressures in Administrative Buildings - rates, cleaning and utilities of £0.086m.

10.6. There is further work being undertaken to fully identify the deliverability of all the savings in Table 9 below. At this point there is a risk that not all of the £0.500m will be fully delivered this financial year. However, this will not be known until all the work has been completed and, if necessary, any required mitigations identified. The major risk to full delivery this year is in respect of the £0.300m replacement of leasing costs with the purchase of vehicles within the Transport Service.

11 Corporate Core and Finance Directorate - Overspend £0.184m

Table 6

2022/23 Forecast Revenue Position – as at 30 June 2022			
Forecast	**Approved Budget**	**Forecast**	**(Under)/ Over Spend**
	£ m	**£ m**	**£ m**
Corporate Core	10.749	10.813	0.063
Corporate Core Finance	6.313	6.434	0.121
TOTAL	**17.062**	**17.247**	**0.184**

11.1. Corporate Core and Finance are forecast to overspend by £0.184m.

11.2. The Corporate Core Services overspend position of £0.063m, an element of which is due to a forecast under achievement against income budgets for the Galleries and Museums service.

11.3. The Corporate Core Finance overspend position of £0.0121m is due to:

- A forecast overspend on Coroners Court of £0.050m. This is the latest estimate from the lead for Coroners, Rochdale MBC, of the additional costs of potential inquests. Work is ongoing to challenge this assumption and to identify mitigating actions.

- Pay Services has a forecast overspend of £0.022m in respect of software hosting fees £0.035m offset by various minor underspends of (£0.013m).

- Procurement has a forecast overspend of £0.049m which is due to underachievement of income from the Yorkshire Purchasing Organisation (YPO) rebate of £0.059m offset by overachieved income for purchasing cards rebate of (£0.010m). There is an ongoing piece of work around reducing petty cash and moving over to payment cards which may see an increase in the rebate and also a review of all off contract spend which may also increase the rebate from using YPO.

12. Business, Growth and Infrastructure – Overspend £0.199m

Table 7

2022/23 Forecast Revenue Position – as at 30th June 2022			
Business, Growth and Infrastructure Directorate	**Approved Budget**	**Forecast**	**(Under)/ Over Spend**
	£m	**£m**	**£m**
Economic Regeneration & Capital Growth	1.931	2.130	0.199
Housing Needs & Options	1.356	1.356	0.000
TOTAL	**3.283**	**3.482**	**0.199**

12.1. The forecast overspend of £0.199m is due to non-delivery of the stretch savings target in 2021/22 regarding the staff restructure. The plan to mitigate this pressure is through the additional capitalisation of revenue expenditure. However, areas to capitalise, and appropriate capital funding, are yet to be identified.

13. Housing General Fund – On budget

Table 8

2022/23 Forecast Revenue Position – as at 30th June 2022			
Housing General Fund	**Approved Budget**	**Forecast**	**(Under)/ Over Spend**
	£m	**£m**	**£m**
Housing General Fund	1.288	1.288	0.000
TOTAL	**1.288**	**1.288**	**0.000**

13.1. The Housing General Fund is forecast to be on budget overall as the budget was realigned as part of the 2022/23 budget setting.

14. Non Service Specific – Underspend £3.595m

Table 9

2022/23 Forecast Revenue Position – as at 30 June 2022			
Forecast	**Approved Budget**	**Forecast**	**(Under) / Over spend**
	£m	**£ m**	**£ m**
Accumulated Absences	1.362	1.362	0.000
CAR Lease Salary Sacrifice	(0.025)	(0.025)	0.000
Chief Executive	0.381	0.381	0.000
Corporate Management	1.610	1.167	(0.443)
Cost of Borrowing	6.238	2.753	(3.485)
Disaster Expenses	0.011	0.011	0.000
Environment Agency	0.100	0.100	0.000
Pension Service Costs	(20.843)	(20.843)	0.000
GMWDA levy	12.831	12.831	0.000
Passenger Transport Levy	13.650	13.650	0.000
Town of Culture	0.090	0.090	0.000
Townside Fields	(0.058)	(0.058)	0.000
Provisions / Reserves	(5.563)	(5.230)	0.333
TOTAL	**9.784**	**6.189**	**(3.595)**

14.1. Non-Service Specific is currently forecast to underspend by (£3.595m) comprising of:

14.2. Corporate Management: Forecast underspend of (£0.443m) on Corporate Subscriptions and Initiatives budgets, £390k of this budget will be given up recurrently as part of the work to identify savings for future years.

14.3. Cost of Borrowing: Forecast underspend of (£3.485m) comprising an underspend of (£2.500m) on borrowing costs due to rephasing of expenditure in the capital programme. In addition, there is an ongoing budget saving of (£1.000m) from full repayment of inherited long-term debt. This £1.000m has been permanently removed as part of the review of budgets to close the financial gap in 2023/24.

14.4. **Provisions/Reserves**: The transformation programme is currently being shown as a pressure of £0.333m across a number of schemes. Work is ongoing to identify mitigations but the procurement and contract management savings, the value of which is £500k, and has been reprofiled and reduced since the original programme is still being flagged as a red risk to delivery. The Council is now working with an external delivery partner to support with procurement and will provide a further update at quarter two on the progress in the delivery of these savings.

15. Delivery of the Savings Plan

15.1. Planned savings of £16.096m were approved by Council in February 2022 for the 2022/23 financial year, £4.860m newly approved and £11.216m confirmed from February 2021 Council. In addition there were £2.861m of 2021/22 savings which were undelivered and therefore carried over to the current financial year. The total savings requirement for the current financial year therefore being £18.957m, split across Council departments as shown in the table below.

Table 10

2022/23 Total Savings Delivery	£m
Council wide	6.565
Business, Growth & Infrastructure	0.200
Corporate Core	0.250
Children & Young People	0.737
One Commissioning Organisation	9.645
Operations Department	1.560
TOTAL	**18.957**

15.2. Forecast delivery against the total savings target of £18.957m is £15.466m (82%) as detailed on a scheme by scheme basis in Table 9 below

Table 11

2022/23 MTFS SAVINGS AS AGREED BY COUNCIL					
Year Approved	**Dept**	**Proposal Description**	**Saving £m**	**Forecast £m**	**Variance £m**
Feb 2022	ALL	Vacancy Factor	1.200	1.200	0.000
Feb 2022	ALL	Unpaid leave - budget realignment	0.100	0.100	0.000
Feb 2021	ALL	Supplier Review of Contracts	0.265	0.265	0.000
Feb 2021	ALL	Transformation Agenda	3.500	3.341	-0.159
	ALL	**Sub-Total**	**5.065**	**4.906**	**-0.159**
Feb 2022	CORE	Adult Learning	0.050	0.050	0.000
Feb 2022	CORE	Corporate Security & Call Out Services	0.200	0.200	0.000
	CORE	**Sub-Total**	**0.250**	**0.250**	**0.000**
Feb 2022	CYP	Childrens Personal Budgets	0.150	0.150	0.000
Feb 2022	CYP	Childrens Short Breaks	0.150	0.150	0.000
Feb 2022	CYP	Childrens External Placements	0.200	0.200	0.000
Feb 2022	CYP	Further Education early retirements/pensions	0.100	0.100	0.000
Feb 2022	CYP	Childrens Early Help	0.100	0.100	0.000
Feb 2021	CYP	Removal of budget for vacant posts and reduced travel and expense costs	-0.309	-0.309	0.000
Feb 2021	CYP	Contract Reviews for services provided by external agencies	0.100	0.100	0.000
Feb 2021	CYP	Reduced transport costs as a result of fewer out of borough placements	0.120	0.120	0.000
	CYP	**Sub-Total**	**0.611**	**0.611**	**0.000**
Feb 2021	OCO	Review of Care Packages	2.055	1.083	-0.972
Feb 2021	OCO	Innovative Commissioning (Persona & Transitions Planning)	1.600	0.875	-0.725
Feb 2021	OCO	Adult Social Care Personalisation and Transformation	1.000	1.000	0.000
Feb 2021	OCO	Development of Assistive Technology	0.500	0.121	-0.379
Feb 2021	OCO	Improved Housing Options for People with Disabilities	0.050	0.050	0.000
Feb 2021	OCO	Effective and Efficient Commissioning	1.950	1.200	-0.750
Feb 2022	OCO	Release half demographic growth	0.500	0.500	0.000
Feb 2022	OCO	CCG recurrent pick up of IMC and rapid response	1.224	1.224	0.000
	OCO	**Sub-Total**	**8.879**	**6.053**	**-2.826**
Feb 2022	OPS	Trade Waste Income	0.020	0.020	0.000
Feb 2022	OPS	Pest control increased income and efficiencies	0.017	0.017	0.000
Feb 2022	OPS	Public protection - Income Generation and Budget Rationalisation	0.020	0.020	0.000
Feb 2022	OPS	Traded Services Review – Caretaking and Cleaning	0.084	0.084	0.000
Feb 2022	OPS	Traded Services Review – Schools Catering	0.100	0.100	0.000
Feb 2022	OPS	Change provision of waste caddy liners	0.050	0.050	0.000
Feb 2022	OPS	Leisure & Wellness Programmes - increased efficiency	0.212	0.212	0.000
Feb 2022	OPS	Increase Recycling and Minimise Waste	0.050	0.050	0.000
Feb 2022	OPS	Review of Persona Transport Services	0.100	0.100	0.000
Feb 2022	OPS	Removal of Vacancies, job redesign	0.143	0.143	0.000
Feb 2022	OPS	Modernise Utility Billing	0.050	0.050	0.000
Feb 2022	OPS	Merge Equipment Stores	0.040	0.040	0.000
Feb 2021	OPS	Review of Highway Fees	0.070	0.070	0.000
Feb 2021	OPS	Remove vehicle and equipment leasing costs to reflect approved borrowing through the capital programme	0.300	0.300	0.000
Feb 2021	OPS	Review of Waste Services and Fleet Rationalisation	0.025	0.025	0.000
Feb 2021	OPS	Street Light Dimming	0.010	0.010	0.000
	OPS	**Sub-Total**	**1.291**	**1.291**	**0.000**
		TOTAL DELIVERY AGAINST 2022/23 MTFS SAVINGS	**16.096**	**13.111**	**-2.985**

PREVIOUS YEARS MTFS SAVINGS CARRIED FORWARD AS NOT DELIVERED IN 2021/22					
Prior Yr Saving	**Dept**	**Proposal Description**	**Saving £m**	**Forecast £m**	**Variance £m**
Prev Year	ALL	Transformation	1.500	1.326	-0.174
	ALL	**Sub-Total**	**1.500**	**1.326**	**-0.174**
Prev Year	BGI	Restructure Stretch Savings Target	0.200	0.000	-0.200
	BGI	**Sub-Total**	**0.200**	**0.000**	**-0.200**
Prev Year	CYP	Efficiencies & Transformation	0.126	0.126	0.000
	CYP	**Sub-Total**	**0.126**	**0.126**	**0.000**
Prev Year	OCO	MH Care Packages	0.011	0.011	0.000
Prev Year	OCO	Low-Cost Care Packages	0.352	0.352	0.000
Prev Year	OCO	Persona Contract	0.203	0.203	0.000
Prev Year	OCO	Care at Home Pricing Structure	0.200	0.200	0.000
	OCO	**Sub-Total**	**0.766**	**0.766**	**0.000**
Prev Year	OPS	Closure of Civic Venues	0.132	0.000	-0.132
Prev Year	OPS	Review of Waste Services and Fleet Rationalisation	0.137	0.137	0.000
	OPS	**Sub-Total**	**0.269**	**0.137**	**-0.132**
		TOTAL DELIVERY AGAINST PREVIOUS YEARS UNDELIVERED MTFS SAVINGS	**2.861**	**2.355**	**-0.506**

16. Council Reserves

16.1. At the end of 2021/22 the council's total usable reserves, excluding Schools, were £126.115m. It should be noted that a significant proportion of these are earmarked.

16.2. At Quarter 1 a number of transfers to and from reserves are expected to take place during the financial year, some of which were approved through the budget setting process and others have been identified through the financial outturn process.

16.3. Forecast transfers to reserves total £4.809m and consist of:

- £1.129m to General Fund
- £2.997m smoothing reserve
- £0.683m social care reform
- £1.388m business rates risk

16.4. Forecast transfers from reserves total £21.055m and consist of:

- £14.355m supporting the 2022/23 revenue budget
- £2m relating to the Children's reserve supporting Ofsted related improvements as described earlier in this report, £1.5m is expected to be carried forward to fund the last 6 months of the first year and the 2nd year of the family safeguarding model
- £1.450m expected use of the Transformation Reserve
- £0.350m of COMF funding carried forward from 2021/22
- £1.5m utilities reserve to support in year pressures
- £1.4m contribution to the pay award which is currently being negotiated and expected to be significantly above the 2% originally budgeted. Early indications are that the costs of this could be as high as £3m in excess of the currently budgeted £2.6m. Thereby resulting in a pressure of £1.6m over and above the budget and the reserve

Table 12

Forecast of Council Reserves at 31 March 2023				
	31/03/22	**In**	**Out**	**31/03/23**
General Reserves	23.816	1.129	(8.604)	16.341
Directorate Risk Reserves	9.257		(3.500)	5.757
Volatility and Fiscal Risk	37.675	2.997	(5.751)	34.921
Total Management of Risk Reserves	**70.748**	**4.126**	**(17.855)**	**57.019**
COVID-19 Related Grants	4.691			4.691
Corporate Priorities	11.395		(1.400)	9.995
Transformation Reserve	7.794		(1.450)	6.344
External Funding/Grants	19.427	0.683	(0.350)	19.760
Other Earmarked Reserves	12.080			12.080
Total Earmarked Reserves	**55.387**	**0.683**	**(3.200)**	**52.870**
Total Council Reserves (excluding Schools)	**126.115**	**4.809**	**(21.055)**	**109.869**

17. Other Budgets

Schools

17.1. The council's expenditure on schools is funded primarily by the Dedicated Schools Grant (DSG). The DSG is ringfenced and can only be spent on schools related activity as set out in the Schools and Early Years Finance (England) Regulations 2020. The Schools Budget includes funding for a range of educational and support services provided on an authority wide basis as well as Individual Schools Budget (ISB). The Schools' Forum recommends the allocation of funding to schools and academies through the application of the funding formula.

17.2. The DSG has 4 main blocks:

Block	**2022/23 Budget**
	£m
Schools	143.041
High Needs	39.427
Early Years	13.486
Central Support Services	0.991
TOTAL	**196.945**

17.3. In addition to the DSG, schools and academies also receive external funding from grants including:

Estimated External Funding 2022/23	£m
DSG Additional Supplementary Grant	5.683
Pupil Premium Grant	9.327
Universal Infant Free School Meals Grant	2.206
Primary PE and Sport	1.045
Covid-19 Recovery, Workforce, Vaccination	2.149
Devolved Formula Capital	0.805
High Needs Capital	3.781
TOTAL	**24.996**

17.4. From 2019/20 the Department for Education (DfE) required all councils to complete a recovery plan should their overspend on the DSG exceed 1%. Given the scale of Bury's DSG deficit, which accumulated to over £27m by the end of 2020/21, the Council has entered into a formal agreement 'Safety Valve' with the DfE.

17.5. The Safety Valve agreement sets out a 5 year timeline to ensure SEND transformation and DSG deficit recovery priorities can be sustained.

17.6. The Safety Valve Agreement and Monitoring requirements outline the commitment required by Bury to address the deficit through SEND transformation and the review of all associated financial aspects.

17.7. The Safety Valve agreement has enabled Bury to secure an additional £20m DSG. This additional DSG is profiled to be allocated across 5 years in accordance with the Safety Valve agreement.

17.8. The Safety Valve development with the DfE has also provided a further £3.781m additional High Needs Capital funding to Bury. This is being targeted as a priority to develop, enhance and increase in-borough specialist provision and places across Bury's Special Schools and Mainstream settings.

17.9. The deficit recovery remains subject to ongoing increased in-year cost pressures for high-cost out of borough SEND placements, in-year increased capacity and associated high-cost banded placements at Bury's Maintained Special Schools, plus in-year top-up funding for increased volumes of EHCPs in Bury's Mainstream Schools and Academies.

17.10. The following highlights the revised recovery profile updated as at July 2022 and indicative forecast position on the DSG deficit, indicating in brackets the additional

DSG provided in each year:

• DSG Deficit as at end 2019/20	£20.067m	
• DSG Deficit as at end 2020/21	£21.407m	(£6.000m)
• DSG Deficit as at end 2021/22	£21.473m	(£4.724m)
• DSG Deficit forecast as at end 2022/23	£18.026m	(£4.000m)
• DSG Deficit forecast as at end 2023/24	£11.249m	(£3.000m)
• DSG Deficit forecast as at end 2024/25	£0.207m	(£3.000m)
• DSG Surplus forecast as at end 2025/26	£0.532m	

17.11. The pressures referred to are ongoing during 2022/23 and mitigating actions are being developed as part of the Safety Valve programme priorities. The mitigations include the transformation of Mainstream EHCP top-up funding, Special School banding levels, Inclusion Partnership funding, and review of all High Needs Block funding contributions to non-statutory support services. The delivery of these mitigations will result in the recovery profile at 15.10 being regularly updated and submitted to the DfE for their assurance.

17.12. The DfE have recently revised the funding increases to be forecast into 2023/24 and 2024/25 recovery years which presented a risk to recovering the full deficit by the end of 2024/25, in accordance with the original agreement. Further discussions with the DfE are taking place to reach agreement on how this will be managed.

17.13. The full Safety Valve report and delivery plan is subject to separate updates to Scrutiny, Cabinet and Council

17.14. Guidance on the treatment of DSG deficit reserves is included in the statutory DSG Conditions of Grant which states that the LA must co-operate with the DfE in accordance with the provisions specified. These Conditions include, but are not limited to, communication, information sharing, meeting DfE officials as and when requested, deficit recovery, LA and external audit reporting requirements, and repayment of the DSG if the LA does not comply with DfE and external audit requirements.

18. COLLECTION FUND

18.1. The increasing prominence of council tax and business rates in helping fund council services means that the collection fund is monitored on an ongoing basis. The current forecast position is an in-year surplus of £4.279m with a residual deficit brought forward from 2021/22 of £2.324m. (This is the difference between the statutory estimated deficit as at 15th January 22 and the outturn position) This is then adjusted for the year 3 mandatory spreading adjustment for the 2020/21 deficit of £1.068m bringing the overall forecast net surplus to £0.887m. The council's share of the surplus is £0.473m and the Greater Manchester Combined Authority's share is a surplus of £0.414m (for police and fire and rescue services).

18.2. The proportionate shares for Business Rates and Council Tax mean that Greater Manchester Combined Authority have a 1% share of the Business Rates deficit and a 16% share of the Council Tax surplus, whereas the council have a 99% share of the Business Rates deficit and a 84% share of the Council Tax surplus. In this instance both the council and GMCA have a net surplus.

18.3. Due to the impact on the Council's ability to collect both Council Tax and Business Rates, an important change to Collection Fund accounting was introduced for 2020/21, which (with the exception of the £24.899m Government grant funded Business Rate reliefs) mandated the smoothing of the impact of COVID related deficits over three financial years, thus reducing the impact on the revenue budget. The Council's 2022/23 budget has been prepared using this new facility and the year 3 impact can be seen in the table below.

Table 13

2022/23 Collection Fund Forecast Position as at 30 June 22			
	Council Tax	**Business Rates**	**Total**
	£m	**£m**	**£m**
Balance Brought Forward surplus (+) / deficit (-)	4.902	(14.348)	(9.446)
Prior Year estimated surplus / deficit repaid in year	(5.364)	12.486	7.123
Estimated (Surplus)/Deficit for the year	3.696	0.583	4.279
Year 3 of the spreading adjustment for 2020/21 deficit	(0.526)	(0.542)	(1.068)
Balance Carried Forward surplus (+) / deficit (-)	**2.708**	**(1.821)**	**0.887**
Distributed:			
Bury Council	(2.275)	1.803	(0.473)
GMCA – Police and Crime Commissioner	(0.298)	0.000	(0.298)
GMCA – Mayoral / Fire and Rescue Service	(0.135)	0.018	(0.116)
Total 2022/23	**(2.708)**	**1.821**	**(0.887)**

19. HOUSING REVENUE ACCOUNT

Table 14

2022/23 Forecast Revenue Out Turn Position - as at 30th June 2022			
Housing Revenue Account	Approved Budget	Actual Outturn	Forecast (Under)/Over Spend
	£m	£m	£m
Income			
Dwelling Rents	(31.568)	(31.558)	0.010
Non-Dwelling Rents	(0.203)	(0.203)	0.000
Other Charges	(1.048)	(1.048)	0.000
Total Income	(32.819)	(32.809)	0.010
Expenditure			
Repairs and Maintenance	6.902	6.902	0.000
General Management	7.380	7.380	0.000
Special Services	1.401	1.401	0.000
Rents, Rates and Other Charges	0.036	0.036	0.000
Increase in Bad Debts Provision	0.510	0.510	0.000
Capital Charge	4.713	4.713	0.000
Depreciation	7.472	7.472	0.000
Debt Management Expenses	0.045	0.045	0.000
Contribution to/(from) reserves	(3.749)	(3.749)	0.000
Total Expenditure	**24.710**	**24.710**	**0.000**
Net Cost of Services	(8.109)	(8.099)	0.010
Interest receivable	(0.018)	(0.018)	0.000
Principal Repayments	0.000	0.000	0.000
Revenue Contributions to Capital	7.910	10.091	2.181
Sub Total	7.892	10.073	2.181
Operating (Surplus)/Deficit	(0.217)	1.974	2.191

19.1. In reviewing the in-year financial position, it is useful to consider some of the other aspects of performance regarding the Housing Revenue Account. These are still to some degree being affected by the financial impacts resulting from the pandemic; this makes forecasting with any certainty very difficult.

19.2. The most significant variance is the Revenue Contribution to Capital. The 2022/23 budgeted contribution was £7.910m, against a forecast Outturn of £10.091m. The forecast increase of £2.199m to £10.091m, is also shown in 20.1 below, which sets out changes to capital expenditure and related funding.

19.3. The £2.191m increase is a further draw on HRA balances on top of the budgeted contribution to reserves of £3.749m. The total draw on HRA reserves is forecast to be £5.940m, against an opening balance of £9.842m. This means that forecast HRA reserves as at 31 March 2022 are £3.902m.

19.4. The £2.191m forecast increased draw on HRA reserves, is in the context of a £3.098m saving in the reserve requirement in the previous financial year (see report Financial Outturn Position 2021-22).

19.5. Other variances against budget are not significant at this stage but rental income has been slightly reduced due to an increase in voids. This variance and other updates are set out below:

Voids The rent loss due to voids for April to June was on average 1.21% which is slightly worse than the 1% void target level set in the original budget. If this performance continues, there will be a reduction in rental income of £0.010m (see shortfall in Dwelling rent above) over the original budget. Six Town Housing continue to review the voids processes and the various factors affecting demand.

Arrears The rent arrears at the end of June totalled £1.926m. Of the total arrears £0.569m are in respect of former tenants' arrears and £1.357m are in relation to current tenants' arrears. Of the current tenant arrears £1.156m is in relation to cases where either underoccupancy charges apply or the tenants are in receipt of Universal Credit rather than housing benefit.

Bad Debts The Council is required to make a provision for potential bad debts. The contribution for the year is calculated with reference to the type of arrears, the amount outstanding on each individual case and the balance remaining in the provision following the write off of debts.

The forecast increase in the required contribution to the Bad Debt Provision is based on an assessment of the arrears at the end of December and the potential change in arrears for the remainder of this financial year. This is very much an estimate based on current trends and expectations and is closely monitored.

Right to Buy Sales The forecast for 2022/23 is 46. There have been 14 sales in the period April to June which is 5 more than at this point last year. The number of applications currently stands at 35.

20. CAPITAL PROGRAMME

20.1. The Council approved a capital budget for 2022/23 of £142.486m. The table below summarises the current position at quarter1, 30th June 2022.

Table 15

	Approved Budget 2022/23	Proposed adjustment at Month3	Revised Budget 2022/23	Proposed re-phasing to 2023/24/25 provisional estimate	Forecast For year provisional estimate	Variance under / (overspend)
	£m	£m	£m	£m	£m	£m
Capital Programme 2022/23	142.486	8.020	150.506	(71.700)	78.806	0.000
Funded By:						
External Funding and Contributions	(68.179)	(4.245)	(72.424)	39.833	(32.591)	0.000
Use of Capital Receipts	(0.250)	(0.155)	(0.405)	0.223	(0.182)	0.000
Prudential Borrowing	(58.832)	0.103	(58.730)	30.844	(27.886)	0.000
General Fund and Reserves	(0.724)	(0.732)	(1.456)	0.800	(0.656)	0.000
Housing Revenue Account	(7.100)	(2.991)	(10.091)	0.000	(10.091)	0.000
Major Repairs Reserve	(7.400)		(7.400)	0.000	(7.400)	0.000
TOTAL	**(142.486)**	**(8.020)**	**(150.506)**	**71.700**	**(78.806)**	**0.000**

20.2. The total revised programme proposes a net increase of £8.020m to the 2022-23 capital programme, from £142.486m to £150.506m. This increase comprises £9.263m of additional grant funding, £4.383m of slippage brought forward from 2021-22, offset by a £4.5m reduction in borrowing and other £1.127m as a consequence of prior year commitments and adjustments to schemes already approved by Cabinet during 2021/22.

20.3. The amount of £9.263m comprises announcements for additional external funding available to the Council since April, including updates on estimated announcements made by Government Departments at an earlier date.

- **New Grants notified during Quarter1**

Grant	£m
Devolved Formula Capital (Schools)	0.308
Schools Condition Allocation	2.059
High Needs Provision Allocation	1.706
Mayor's Challenge Fund	4.108
City Region Sustainable Transport	0.900
Bury Athletic Track	0.182
Total grant notified	**9.263**

20.4. Less a reduction in the original approved programme for Sport and Leisure and ICT schemes, due to re-phasing of budgets already accounted for in the programme.

- **Prudential Borrowing in excess of proposed investment need**

Borrowing	£m
Sport And Leisure	(2.000)
ICT Projects	(2.500)
Total reduction in borrowing need	**(4.500)**

20.5. There have also been changes to the funding for specific capital projects since the original programme was approved. It is proposed to update the relevant project budgets for these changes. They are itemised in the table below.

- **Other grants and contributions received/reduced during Quarter4 or approved in 2021/22 for 2022/23, to include in the programme**

Grant / external funding /Council resources	£m
Parks Strategy 2022/2023	0.050
Play Area Strategy	0.045
Bury Athletics Track	0.100
Sports (3G Pitch Radcliffe Match funding)	0.100
Cycling and Walking Routes / Mayors Challenge Fund	1.148
Town Hall H&S New Works	0.040
Springwater Park Land Slip	0.050
Empty Property Strategy	0.250
Public Sector Decarbonisation	(2.910)
Total other adjustments at Qtr1	**(1.127)**

- The 2021/22 Outturn slippage of £4.384m for the 2021/22 year end, if included, would bring the total of 2022/23 programme adjustments to £8.020m. A recommendation to approve a carry forward of £4.384m is included in the 2021/22 Outturn Report (The Council's Financial Position – 2021/22 Outturn, 7th September 2022).

20.6. Cabinet is recommended to approve the net change of £8.020m as an increase to the programme approved in February at the Council Budget setting meeting as a consequence of external funding and the rephasing of the capital programme and note the reduced requirement for Prudential Borrowing as a consequence.

Capital Gateway – future planning

20.7. During 2022/23 the Council will implement a reinvigorated capital gateway process that will undertake a scheme-by-scheme review. This will ensure re-phasing of schemes into the next and future financial years allowing for structured, prioritised delivery of schemes and ensuring optimal financial planning of Council's resources. The Capital Gateway processes will be refreshed during 2022/23 and for future years to enable reviews of all new and existing schemes against corporate priorities and the Council's capital strategy. The capital gateway process aims to embed effective monitoring and reporting arrangements whilst ensuring that:

- schemes are prioritised and presented to members for consideration at appropriate times during the year
    - schemes are a strategic fit with corporate priorities
    - adequate resources are identified at the start of the process to ensure sufficient capacity is available to deliver the projects within anticipated timescales
    - effective monitoring is carried out so that any slippage or delays can be considered and reported
    - effective project management practices are embedded for all projects

20.8. To allow for delivery planning of schemes in the programme, the Funding table will be further updated at quarter 2 with an estimated amount of re-phasing into future years for projects that are not likely to start during this year or may span a number of financial years and therefore need the budgets phasing to reflect anticipated delivery timeframes where they don't currently.

20.9. If slippage follows a similar pattern at year end to that of previous years and based on spend precedents, a potential slippage of around 55% of the approved current programme may occur, which equates to an approximate amount of £71.7m. This figure excludes an expected full spend on the Housing Public Sector programme of £17.5m and ICT corporate schemes of £2.554m.

20.10. Work to phase spend appropriately, thus reducing the level of slippage will be ongoing in the year. Cabinet will be updated within the quarter 2 finance report on the likely values

Future funding opportunities for investment in Bury's assets:

20.11. As part of 'The Streets for All allocation', the Council will receive a share of the £1.07bn City Region Sustainable Transport Scheme (CRSTS) allocated to Greater Manchester, announced to be a total of £15.4m. This allocation will be awarded subject to Strategic Outline Business Cases (SOBC) for each of the three town centres that will benefit from the CRSTS investment:

- Radcliffe Town Centre £9.0m
- Bury Town Centre £4.1m
- Ramsbottom Town Centre £2.3m

Expenditure and forecast 2022/23

20.12. As at 30th June 2022, capital expenditure totalled £6.647m, net of previous year accruals. Expenditure is lower than anticipated and given the size of the programme, however it is expected to increase during the remainder of the year as cashflow is firmed up and purchase orders for works are placed.

Table 16

Capital Theme	**Proposed Revised Budget**	**Forecast estimate** (based on previous year outturn)	**Expenditure to June**
Capital Scheme	**2022/23**	**2022/23**	**2022/23**
	£m	**£m**	**£m**
Regeneration	63.409	28.500	1.464
Place Shaping / Growth	7.074	3.200	0.160
Sport and Leisure	4.863	2.200	0.432
Operational Fleet	4.493	2.000	0.054
ICT	2.754	2.754	1.236
Highways	18.782	8.400	1.151
Children and Young People	19.872	8.900	0.418
Estate Management - Investment Estate:	0.198	0.198	0.000
Estate Management - Corporate Landlord:	5.738	2.600	0.254
Communities and Wellbeing	2.490	1.100	0.000
Housing	18.584	17.954	0.878
Climate Change	2.248	1.000	0.600
Total Capital Programme	**150.506**	**78.806**	**6.647**

20.13. The forecast at Qtr1 is provisional and based on previous year Outturn trends.

20.14. At the time of this report, there is a provisional assumption for an estimated 45% of the programme (approximately £78.800m) forecast, to be spent by the end of the financial year against a budget of £150.506m. This will mean an underspend of £71.700m against current budget, figure that will be further refined during the year through re-phasing.

Insurance Contract

20.15. The current Insurance contract is due to expire on 31st March 2023 and Cabinet is recommended to extend this by 12 months to 31st March 2024 and this has been confirmed by Gallaghers, our current brokers, as acceptable should we wish to proceed.

20.16. Due to the Ofsted report, our Liability Insurers are concerned regarding a significant rise in premiums. Extending the tender by a year would give the service time to implement new procedures and prove to insurers that changes have been made and that we are now at a lower level of Risk. The current Head of Insurance also retires on 1st September 2022 and the service is in the process of implementing the finance restructure which incorporates a Head of Fraud, Audit, Insurance and Risk but this person will not be in post in time to undertake this work should we wish to reprocure for a new contract from the 1st April 2023.

20.17. Procurement & Legal have been contacted and they have advised that the contract could be extended for a further twelve months under the following criteria as specified in Regulation 72 1 c of the Public Contract Regulations 2015.

21. NEXT STEPS AND CONCLUSION

21.1. The financial position requires ongoing scrutiny and careful monitoring in order for the Council to recover its financial position and achieve both a balanced budget at year-end and its medium-term financial strategy.

21.2. Work is required during the remainder of the financial year to ensure the capital programme supports the ambitious regeneration plans Bury has and to work with officers to ensure capital budgets support both the strategic needs of the Borough and the requirement for capital schemes to be delivered within budget.

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Links with the Corporate Priorities:

A strong financially sustainable Council is essential to the delivery of the Let's do it 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.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
The council is unable to manage its finances.	The content of the report supports the Council in managing the overall financial risks and financial planning for the Council.
Some of the capital schemes that are forecast to spend by year end may slip into the next financial year, due to the pace of planning stages, design and agreements that involve external parties	Work is undertaken to ensure where possible that projects are delivered on time with externally funded, conditions attached schemes being prioritised.
Rising interest rates impact upon the cost of borrowing and therefore increased costs of the capital programme	Whilst this was always considered an external risk (a contingency to mitigate it was historically built into the estimates for financing costs in the Council's financing strategy), the current rapid rise of inflation and interest rates will require some careful planning of the intent to borrow, to support the Council's capital programme.

Legal Implications:

The extension to the insurance contract is a Cabinet decision as the value exceeds 1m. There is no extension provision within the Contract however the extension is permitted as a modification permitted under Regulation 72 (1) (c) of the Public Contracts Regulations 2015 which relates to unforeseen circumstances.

Financial Implications:

The financial implications are set out in this report

Background papers:

None.

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

Term	Meaning

Classification: Open	Decision Type: Key

Report to:	Cabinet	Date: 07 September 2022
Subject:	Treasury Management Outturn 2021/22	
Report of	Cabinet Member for Finance and Communities	

Summary

1. The report outlines the financial position and provides an update on the following aspects of the Treasury management function throughout 2021/22. The report covers:

- the Council's capital expenditure and financing.
- the treasury position as 31st March 2022.
- the investment and borrowing strategy.
- borrowing and investment Outturn.

The Council is required by legislation to produce an annual Treasury Management review of activities and the actual prudential and treasury indicators for the year. This report meets both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).

Recommendation(s)

2. Overview and Scrutiny Committee is asked to note the report.

Cabinet is requested to approve, for onward submission to Council on the 21st of September, the:

- 2021/22 Prudential and Treasury Indicators
- Treasury Management 2021/22 Outturn Report

Reasons for recommendation(s)

3. It is a requirement of the CIPFA Code that the Council receives an annual It is a requirement of the CIPFA Code that the Council receives an annual Treasury Management Outturn Report.

Alternative options considered and rejected

4. N/A

2.0 Introduction

2.1 The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2021/22. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code), and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).

2.2 During 2021/22 the following reports were provided:

- an annual treasury strategy in advance of the year (approved 23/02/2022) to Council.
- a mid-year, (minimum), treasury update report (approved 17/11/2021) to Cabinet.
- an annual review following the end of the year describing the activity compared to the strategy, (this report) to Council.

2.3 The regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report is, therefore, important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the Council's policies previously approved by members.

2.4 This Council confirms that it has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by Cabinet before they were reported to the full Council.

3 The Council's Capital Expenditure and Financing

3.1 The Council undertakes capital expenditure on long-term assets. These activities may either be:

- Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions etc.), which has no resultant impact on the Council's borrowing need; or
- If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need.

3.2 The actual capital expenditure forms one of the required prudential indicators. The table below shows the actual expenditure and how this was financed.

	2020/21 Actual £M	2021/22 Revised Budget £M	2021/22 Actual £M
Capital Expenditure:			
Non-HRA	18.773	36.963	33.226
HRA	8.460	12.501	12.510
Total Capital Expenditure	**27.233**	**49.464**	**45.736**
Resourced by:			
Capital Receipts	1.604	0.087	0.613
Capital Grants	8.926	12.187	15.258
HRA	8.460	14.656	12.418
Revenue	2.475	2.533	2.709
Total Resourced by:	**21.465**	**29.463**	**30.998**

4 The Council's Overall Borrowing need

4.1 The Council's underlying need to borrow to finance capital expenditure is termed the Capital Financing Requirement (CFR). This figure is a gauge of the Council's indebtedness. The CFR results from the capital activity of the Council and resources used to pay for the capital spend. It represents the 2021/22 unfinanced capital expenditure (see above table), and prior years' net or unfinanced capital expenditure which has not yet been paid for by revenue or other resources.

4.2 Part of the Council's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Council's cash position to ensure that sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies, (such as the Government, through the Public Works Loan Board [PWLB], or the money markets), or utilising temporary cash resources within the Council.

4.3 The Council's (non HRA) underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Council is required to make an annual revenue charge, called the Minimum Revenue Provision – MRP, to reduce the CFR. This is effectively a repayment of the non-Housing Revenue Account (HRA) borrowing need, (there is no statutory requirement to reduce the HRA CFR). This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. External debt can also be borrowed or repaid at any time, but this does not change the CFR.

4.4 The total CFR can also be reduced by:

- the application of additional capital financing resources, (such as unapplied capital receipts); or
- charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).

The Council's 2021/22 MRP Policy, (as required by DLUHC Guidance), was approved as part of the Treasury Management Strategy Report for 2021/22 on 17/03/2021.

The Council's CFR for the year is shown below, and represents a key prudential indicator. It includes PFI and leasing schemes on the balance sheet, which increase the Council's borrowing need. No borrowing is actually required against these schemes as a borrowing facility is included in the contract (if applicable).

4.5 Borrowing activity is constrained by prudential indicators for gross borrowing and the CFR, and by the authorised limit.

4.6 Gross borrowing and the CFR - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2021/22) plus the estimates of any additional capital financing requirement for the current (2022/23) and next two financial years. This essentially means that the Council is not borrowing to support revenue expenditure. This indicator allowed the Council some flexibility to borrow in advance of its immediate capital needs in 2021/22. The table below highlights the Council's gross borrowing position against the CFR. The Council has complied with this prudential indicator. The table below highlights the Council's gross borrowing position against the CFR. The Council has complied with this prudential indicator.

	31st March 2021 Actual £M	**31st March 2022 Budget £M**	**31st March 2022 Actual £M**
Gross borrowing position	206.016	236.188	220.826
CFR	265.072	285.073	299.719
(Under) / over funding of CFR	(59.056)	(48.885)	(78.893)

4.7 The authorised limit is the "affordable borrowing limit" required by s3 of the Local Government Act 2003. Once this has been set, the Council does not have the power to borrow above this level. The table below demonstrates that during 2021/22 the Council has maintained gross borrowing within its authorised limit.

4.8 The operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary are acceptable subject to the authorised limit not being breached.

4.9 **Actual financing costs as a proportion of net revenue stream** - this indicator identifies the trend in the cost of capital, (borrowing and other long term obligation costs net of investment income), against the net revenue stream.

	2021/22
	£M
Authorised limit	339.800
Maximum gross borrowing position	220.826
Operational Boundary	304.800
Average gross borrowing position	202.603
Financing costs as a proportion of net revenue stream:-	
Non - HRA	3.29%
HRA	14.96%

5. Treasury Position as at 31st March 2022

5.1 The Council's treasury position at the end of 2021/22 (excluding borrowing by PFA and finance leases), position was as follows:

		31st March 2021			31st March 2022		
		Principal		Avg.	Principal		Avg.
		£M	£M	Rate	£M	£M	Rate
Fixed rate funding							
	PWLB Bury	133.886			153.695		
	PWLB Airport	11.828			11.828		
	Market Bury	60.300	206.014		55.300	220.823	
Variable rate funding							
	PWLB Bury						
	Market Bury		0.000			0.000	
Temporary Loans / Bonds		0.003	0.003		0.003	0.003	
Total Debt			**206.016**	**3.53%**		**220.826**	**3.57%**
Total Investments			**15.928**	**0.13%**		**43.555**	**0.10%**
Net Debt			**190.088**			**177.271**	

5.2 The maturity structure of the debt portfolio was as follows:

Maturity structure of fixed rate borrowing	**2020/21 Actual £M**	**2020/21 Actual %**	**2021/22 Actual £M**	**2021/22 Actual %**
Under 12 months	5.190	2.52%	13.000	5.89%
12 months and within 24 months	13.000	6.31%	5.000	2.26%
24 months and within 5 years	7.300	3.54%	2.850	1.29%
5 years and within 10 years	31.550	15.31%	51.000	23.10%
10 years and within 15 years	0.000	0.00%	26.000	11.77%
15 years and over	148.976	72.31%	122.976	55.69%
Total Debt	**206.016**	**1.00**	**220.826**	**1.00**

5.3 The Council's investment portfolio was as shown below:

	Investment balance at 31/03/2021 £M	**Amount Invested in year £M**	**Investments realised in year £M**	**Investment balance at 31/03/2022 £M**
Fixed Rate Investments	0.000	0.000	0.000	0.000
Total - Fixed rate	**0.000**	**0.000**	**0.000**	**0.000**
Notice Accounts				
Barclays Bank - 32 day Notice account	0.250			0.250
Barclays Bank - 95 day Notice account	0.250			0.250
Lloyds - 32 day Notice account	0.000			0.000
Santander - 31 day Notice account	0.000	10.000	(5.000)	5.000
Santander - 35 day Notice account	0.000			0.000

Santander - 60 day Notice account	0.000			0.000
Total - Notice accounts	**0.250**	**10.000**	**(5.000)**	**5.500**
Call Accounts Barclays Bank - Flexible Interest Bearing Current Account	15.420	305.425	(282.790)	38.055
Bank of Scotland - Call Account	0.000			0.000
Total Investments	**15.920**	**315.425**	**(287.790)**	**43.555**

5.4 All of the Council's investments are held for a period of up to 1 year.

6. The Strategy for 2021/22

6.1 Investment strategy and control of interest rate risk

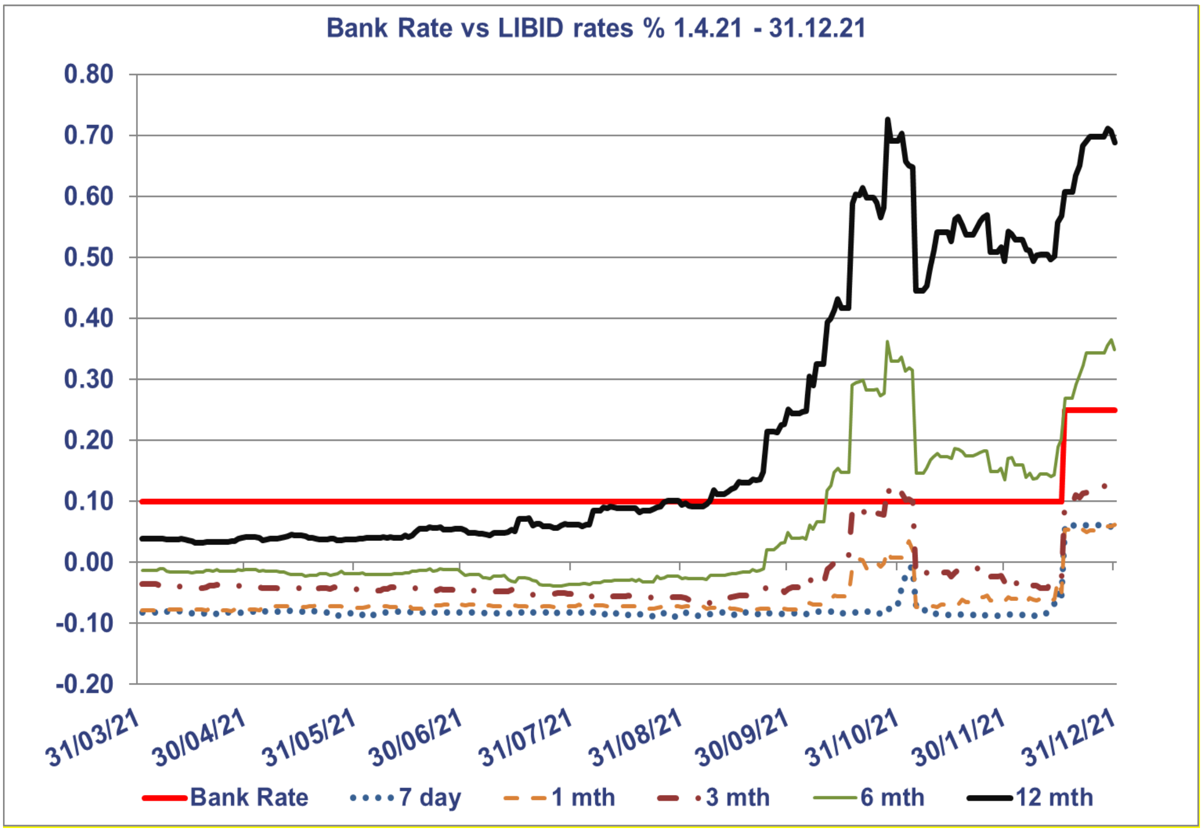
6.1.1 Investment returns remained close to zero for much of 2021/22. Most local authority lending managed to avoid negative rates and one feature of the year was the continued growth of inter local authority lending. The expectation for interest rates within the treasury management strategy for 2021/22 was that Bank Rate would remain at 0.1% until it was clear to the Bank of England that the emergency level of rates introduced at the start of the Covid-19 pandemic were no longer necessitated.

6.1.2 The Bank of England and the Government also maintained various monetary and fiscal measures, supplying the banking system and the economy with massive amounts of cheap credit so that banks could help cash-starved businesses to survive the various lockdowns/negative impact on their cashflow. The Government also supplied huge amounts of finance to local authorities to pass on to businesses. This meant that for most of the year there was much more liquidity in financial markets than there was demand to borrow, with the consequent effect that investment earnings rates remained low until towards the turn of the year when inflation concerns indicated central banks, not just the Bank of England, would need to lift interest rates to combat the second-round effects of growing levels of inflation (CPI was 6.2% in February).

6.1.3 This authority does not have sufficient cash balances to be able to place deposits for more than a month so as to earn higher rates from longer deposits. While the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the financial crisis. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.

6.1.4 Investment balances have been kept to a minimum through the agreed strategy of using reserves and balances to support internal borrowing, rather than borrowing externally from the financial markets. External borrowing would have incurred an additional cost, due to the differential between borrowing and investment rates as illustrated in the charts shown above and below. Such an approach has also provided benefits in terms of reducing the counterparty risk exposure, by having fewer investments placed in the financial markets.

6.1.5 The information below show Bank and London Interbank Bid Rates (LIBID) for a selection of periods, the average interest rates, the high and low points in rates, spreads and individual rates at dates through and at the end of the financial year.



	Bank Rate	7 day	1 mth	3 mth	6 mth	12 mth
High	0.25	0.06	0.06	0.14	0.36	0.73
High Date	17/12/2021	29/12/2021	31/12/2021	31/12/2021	30/12/2021	28/10/2021
Low	0.10	-0.09	-0.08	-0.07	-0.04	0.04
Low Date	01/07/2021	27/08/2021	17/09/2021	08/09/2021	27/07/2021	08/07/2021
Average	0.11	-0.07	-0.05	-0.01	0.09	0.31
Spread	0.15	0.15	0.14	0.20	0.40	0.68

6.2 Borrowing strategy and control of interest rate risk

6.2.1 During 2021/22, the Council maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt, as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This strategy was prudent as investment returns were very low and minimising counterparty risk on placing investments also needed to be considered.

6.2.2 A cost of carry remained during the year on any new long-term borrowing that was not immediately used to finance capital expenditure, as it would have caused a temporary increase in cash balances; this would have incurred a revenue cost – the difference between (higher) borrowing costs and (lower) investment returns.

6.2.3 The policy of avoiding new borrowing by running down spare cash balances, has served well over the last few years. However, this was kept under review to avoid incurring higher borrowing costs in the future when this authority may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt.

6.2.4 Against this background and the risks within the economic forecast, caution was adopted with the treasury operations. The Director of Finance therefore monitored interest rates in financial markets and adopted a pragmatic strategy based upon the following principles to manage interest rate risks:

* if it had been felt that there was a significant risk of a sharp FALL in long and short term rates, (e.g. due to a marked increase of risks around relapse into recession or of risks of deflation), then long term borrowings would have been postponed, and potential rescheduling from fixed rate funding into short term borrowing would have been considered.

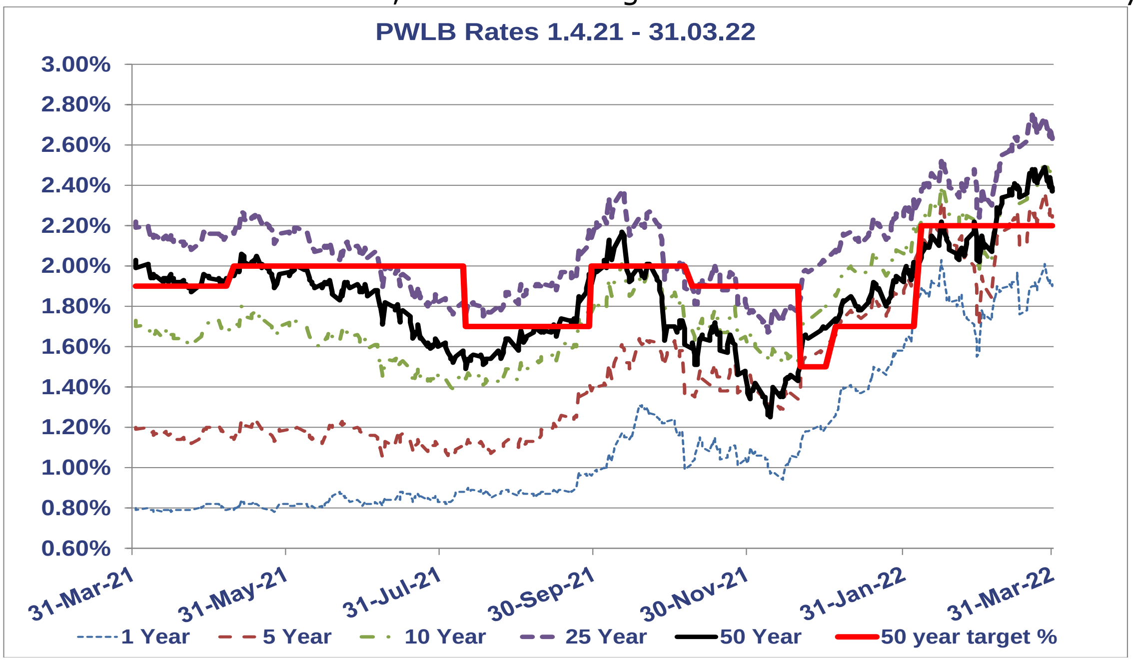
* if it had been felt that there was a significant risk of a much sharper RISE in long and short term rates than initially expected, perhaps arising from an acceleration in the start date and in the rate of increase in central rates in the USA and UK, an increase in world economic activity or a sudden increase in inflation risks, then the portfolio position would have been re-appraised. Most likely, fixed rate funding would have been drawn whilst interest rates were lower than they were projected to be in the next few years.

6.2.5 Interest rate forecasts expected only gradual rises in medium and longer term fixed borrowing rates during 2021/22 and the two subsequent financial years. Variable, or short-term rates, were expected to be the cheaper form of borrowing over the period until well in to the second half of 2021/22.

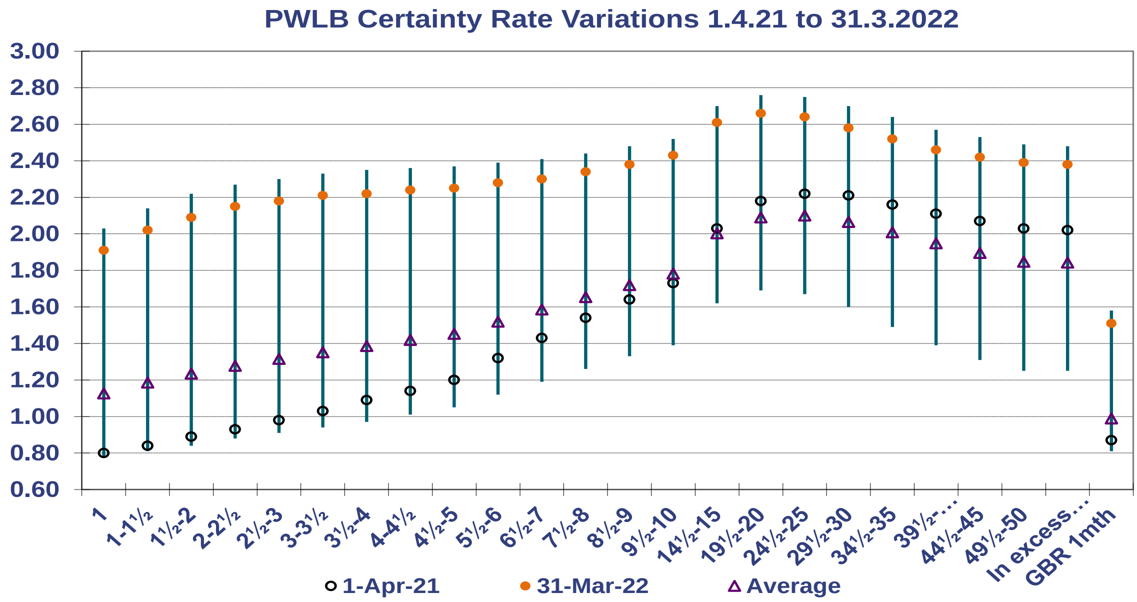
6.2.6 The table below shows the interest rate forecast as at mid-year 2021/22

Link Group Interest Rate View	9.11.20													
	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
BANK RATE	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
3 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
6 month ave earnings	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
12 month ave earnings	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20	0.20
5 yr PWLB	1.80	1.80	1.80	1.80	1.80	1.90	1.90	1.90	1.90	1.90	2.00	2.00	2.00	2.00
10 yr PWLB	2.10	2.10	2.10	2.10	2.20	2.20	2.20	2.30	2.30	2.30	2.30	2.30	2.30	2.30
25 yr PWLB	2.50	2.50	2.60	2.60	2.60	2.60	2.70	2.70	2.70	2.70	2.80	2.80	2.80	2.80
50 yr PWLB	2.30	2.30	2.40	2.40	2.40	2.40	2.50	2.50	2.50	2.50	2.60	2.60	2.60	2.60

6.2.7 The information below show PWLB rates for a selection of maturity periods, the average borrowing rates, the high and low points in rates, spreads and individual rates, at dates through and at the end of the financial year.



	1 Year	5 Year	10 Year	25 Year	50 Year
01/04/2021	0.80%	1.20%	1.73%	2.22%	2.03%
31/03/2022	1.91%	2.25%	2.43%	2.64%	2.39%
Low	0.78%	1.05%	1.39%	1.67%	1.25%
Low date	08/04/2021	08/07/2021	05/08/2021	08/12/2021	09/12/2021
High	2.03%	2.37%	2.52%	2.75%	2.49%
High date	15/02/2022	28/03/2022	28/03/2022	23/03/2022	28/03/2022
Average	1.13%	1.45%	1.78%	2.10%	1.85%
Spread	1.25%	1.32%	1.13%	1.08%	1.24%



6.2.8 PWLB rates are based on, and are determined by, gilt (UK Government bonds) yields through H.M.Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. Inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation and the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers: this means that central banks do not **need to** raise rates as much now to have a major impact on consumer spending, inflation, etc. This has pulled down the overall level of interest rates and bond yields in financial markets over the last 30 years. We have seen over the last two years, many bond yields up to 10 years in the Eurozone turn negative on expectations that the EU would struggle to get growth rates and inflation up from low levels. In addition, there has, at times, been an inversion of bond yields in the US whereby 10 year yields have fallen below shorter term yields. In the past, this has been a precursor of a recession. Recently, yields have risen since the turn of the year on the back of global inflation concerns.

6.2.9 Gilt yields fell sharply from the start of 2021 through to September and then spiked back up before falling again through December. However, by January sentiment had well and truly changed, as markets became focussed on the embedded nature of inflation, spurred on by a broader opening of economies post the pandemic, and rising commodity and food prices resulting from the Russian invasion of Ukraine.

6.2.10 At the close of the day on 31 March 2022, all gilt yields from 1 to 5 years were between 1.11 – 1.45% while the 10-year and 25-year yields were at 1.63% and 1.84%.

6.2.11 With regard to PWLB borrowing rates, the various margins attributed to their pricing are as follows:-s are as follows: -

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- PWLB Standard Rate is gilt plus 100 basis points (G+100bps)
- PWLB Certainty Rate is gilt plus 80 basis points (G+80bps)
- PWLB HRA Standard Rate is gilt plus 100 basis points (G+100bps)
- PWLB HRA Certainty Rate is gilt plus 80bps (G+80bps)
- Local Infrastructure Rate is gilt plus 60bps (G+60bps)

6.2.12 There is likely to be a further rise in short dated gilt yields and PWLB rates over the next three years as Bank Rate is forecast to rise from 0.75% in March 2022 to 1.25% later this year, with upside risk likely if the economy proves resilient in the light of the cost-of-living squeeze. Medium to long dated yields are driven primarily by inflation concerns but the Bank of England is also embarking on a process of Quantitative Tightening when Bank Rate hits 1%, whereby the Bank's £895bn stock of gilt and corporate bonds will be sold back into the market over several years. The impact this policy will have on the market pricing of gilts, while issuance is markedly increasing, is an unknown at the time of writing.

7 Borrowing Outturn

7.2 Treasury Borrowing

7.2.1 The Council has taken out PWLB loans totalling £20.0m during 2021/22. The borrowing was undertaken to undertake regeneration of the Millgate Centre.

	Balance at 31st March 2021 £M	Loans raised in year £M	Loans repaid in year £M	Balance at 31st March 2022 £M
PWLB	133.886	20.000	(0.190)	153.695
Market	60.300	0.000	(5.000)	55.300

Temporary Loans	0.000	0.000	(0.000)	0.000
Other loans	0.003	0.000	0.000	0.003
Bury MBC Debt	**194.188**	**20.000**	**(5.190)**	**208.998**
Airport PWLB Debt	11.828	0.000	0.000	11.828
Total Debt	**206.016**	**20.000**	**(5.190)**	**220.826**

7.3 Debt Rescheduling

No rescheduling was done during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.

7.4 Borrowing in advance of need

The Council has not borrowed more than, or in advance of its needs, purely in order to profit from the investment of the extra sums borrowed.

8 Investment Outturn

8.1 Investment Policy

8.1.1 The Council's investment policy is governed by MHCLG investment guidance, which has been implemented in the annual investment strategy approved by the Council on 23/02/2022. This policy sets out the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.).

8.1.2 The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.

8.2 Resources

8.2.3 The Council's cash balances comprise revenue and capital resources and cash flow monies. The Council's core cash resources comprised as follows:

Balance Sheet Resources	31 March 2021 £M	31 March 2022 £M
Balances General Fund	**30.881**	**23.816**
Balances HRA	**10.422**	**9.842**
Earmarked reserves	**125.882**	**111.145**
Provisions	**11.835**	**8.477**
Usable capital receipts	**4.889**	**6.967**
Total	**183.909**	**160.247**

8.3 Investments held at 31 March 2022

8.3.1 The Council managed all of its investments in house with the institutions listed in the Council's approved lending list. At the end of the financial year the Council had £43.555m of investments as follows:

Type	Institution	Amount £M	Term Days	Rate %
Call Accounts	Barclays Bank	38.055	0	0.08%
Total Call Accounts		**38.055**		
Notice Accounts	Barclays Bank	0.250	32	0.14%
	Barclays Bank	0.250	95	0.24%
	Santander	5.000	31	0.18%
Total Notice Accounts		**5.500**		
Total Investments		**43.555**		

Report Author and Contact Details:

Name: Sam Evans
Position: Executive Director of Finance (S151 Officer)
Department: Corporate Core
E-mail: Sam.Evans@bury.gov.uk

Links with the Corporate Priorities:

A strong financially sustainable Council is essential to the delivery of the Let's Do It Strategy

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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.

Environmental Impact and Considerations:

5. There are no environmental impacts associated with this report.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
There are considerable risks to the security of the Authority's resources if appropriate treasury management strategies and policies are not adopted and followed.	Regular monitoring and reporting ensures that any changes in the financial position are quickly identified and action can be taken to manage the overall position

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Legal Implications:

6. There are no specific legal implications in this report. The S 151 officer has confirmed that the report meets the requirements of the CIPFA code of

practice on Treasury management and the CIPFA prudential code for Capital finance in Local Authorities.

Financial Implications:

7. The financial implications are set out in the report. The continuation of the Covid pandemic during 2021/22 impacted on both the revenue and capital budgets across the whole of the Council. The in-year position will be reflected in an updated medium term financial strategy and will inform the budget setting process for the 2023/24 financial year.

Background papers:

None

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

Term	Meaning

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MINUTES OF THE ANNUAL MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY HELD ON 24 JUNE 2022 AT GUARDSMAN TONY DOWNES HOUSE, MANCHESTER ROAD, DROYLSDEN

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Deputy Mayor for Police & Fire	Beverley Hughes
Bolton	Councillor Hilary Fairclough
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Amanda Chadderton
Rochdale	Councillor Neil Emmott
Salford	Councillor John Merry
Stockport	Councillor Mark Hunter
Tameside	Councillor Gerald Cooney
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OFFICERS IN ATTENDANCE:

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Liz Treacy
Bolton	Tony Oakman
Bury	Geoff Little
Manchester	Joanne Roney
Oldham	Harry Catherall
Rochdale	Steve Rumbelow
Salford	John Searle
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Trafford	Sarah Saleh
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Julie Connor

GMCA	Sylvia Welsh
GMCA	Nicola Ward

GMCA 96/22 APOLOGIES

RESOLVED/-

That apologies be received and noted from City Mayor Paul Dennett, Councillor Martyn Cox and Tom Stannard.

GMCA 97/22 APPOINTMENT OF CHAIR – 2022/23

RESOLVED/-

That it be noted that Andy Burnham, as the GM Mayor, under part 5A, section 4 of the GMCA Constitution is the Chair of the GMCA (ex-officio).

GMCA 98/22 APPOINTMENT OF VICE CHAIRS – 2022/23

RESOLVED/-

1. That it be noted that City Mayor, Paul Dennett, Deputy Mayor, is automatically appointed as a Vice Chair, under Part 5A, section 4, of the Constitution.

2. That it be noted that Councillor Martyn Cox is automatically appointed as a Vice Chair, under Part 5A, section 4, of the Constitution.

3. That it be noted that Councillor Mark Hunter is automatically appointed as a Vice Chair, under Part 5A, section 4, of the Constitution.

GMCA 99/22 GMCA SCRUTINY REVIEW

Clive Memmott, Chief Executive of the GM Chamber of Commerce and the Independent Chair of the Scrutiny Review Task Group, took Members through the recommendations contained within report from the Centre for Governance and Scrutiny (CfGS), which had been commissioned by the GMCA. The review had examined the effectiveness and impact of the GMCA's approach to overview and scrutiny, with a focus on improving the function.

The report found that a 'less is more' approach would be beneficial so that members could conduct more in-depth scrutiny on the most important issues without being overburdened. Remuneration had been discussed by members of the task group and it was noted that the decision to provide remuneration to committee members was dependent on the provisions within the Levelling Up and Regeneration Bill becoming law and subject to recommendations of the GM Independent Remuneration Panel. The schedule for scrutiny had also been identified as an area for improvement, and the report concluded that matters should be brought before the committee well in advance of decisions being taken. This would allow scrutiny to have a greater impact as it would provide time for policies to be amended in light of the questions and concerns raised by the committee. The report proposed that a single committee of 20 members, supported by task and finish groups, would be better able to scrutinise the work of the Combined Authority and the Mayor. It was acknowledged that the proposed changes to the overview and scrutiny process would need to be monitored through a transitional period, and the Chair of the Scrutiny Review Task Group offered to oversee their implementation

Members were supportive of the recommendations and were optimistic that the proposals would improve the scrutiny function. The importance of scrutiny was also reflected upon, and it was noted that providing remuneration would raise the status of scrutiny at the Combined Authority and show recognition for members' work.

RESOLVED/-

1. That the existing three overview and scrutiny committees be disestablished and that a single overview and scrutiny committee, consisting of 20 members and 20 additional members in a substitute pool, be established, as recommended by the Review.

2. That it be noted that the committee Chair and Vice Chair will be members of an opposition party to the GM Mayor, in accordance with legislation. That it be further noted that the review report includes a role description for the Chair and Vice Chair of the committee.

3. That the recommendation that Members should be nominated to the scrutiny committee and pool by districts based on their interests and skills with reference to the role description be endorsed. That it also be noted that the role description should set out clear accountabilities to the GMCA and to the nominating local authority, and that the length of term should be for two years (where possible) to ensure continuity.

4. That it be approved that scrutiny's role be strengthened and recognised as threefold:
    - to review and evaluate the performance of the Mayor and GMCA, and the way they work with their partners to deliver for local people,
    - to contribute to policy development in respect of high profile, complex issues affecting the whole of Greater Manchester,
    - to investigate more cross-cutting issues, with a particular focus on the GMCA's forthcoming responsibilities in respect of the 'missions' in the Levelling Up and Regeneration Bill.

5. That training and support be provided to scrutiny members and officers to strengthen their existing skills in line with the role descriptions and covering the fundamentals of scrutiny as well as some of the substantive policy issues for which the GMCA is responsible.

6. That it be noted that the full package of measures detailed in the review report when taken together aim to achieve a strengthened and more effective scrutiny function, recognising that there will need to be a transitional period of implementation in the first year and that this will be monitored by the scrutiny function itself, supported by the independent review group and reported back to the CA at an appropriate time.

7. That it be agreed in principle that scrutiny committee members should be remunerated for their work and that the CA Independent Remuneration Panel be requested to convene to consider the new approach, including the scrutiny member role description, and to determine an appropriate level of allowance. That it be further agreed that once the Panel has made its recommendation, officers will bring back options for how such an allowance can be paid, including back dating, and any budget implications.

8. That the GMCA Constitution be amended as necessary to reflect the above recommendations.

GMCA 100/22 GREATER MANCHESTER APPOINTMENTS AND NOMINATIONS – 2022/23

Liz Treacy, GMCA Monitoring Officer, presented a series of appointments to be considered by the GMCA.

RESOLVED /-

1. That Julie Connor, Assistant Director, Governance & Scrutiny, be appointed as the Secretary of the GMCA.

2. That the Mayor's appointments to Portfolios for 2022/23 be noted as follows:

Portfolio	**Lead Member**
Safe & Strong Communities (Police and Fire)	Bev Hughes (GMCA)
Green City Region Waste	Martyn Cox (Bolton)
Economy, Business & International	Bev Craig (Manchester)
Place Based Regeneration & Housing Clean Air	Andrew Western (Trafford)
Resources & Investment	David Molyneux (Wigan)
Equalities, Inclusion & Cohesion	Amanda Chadderton (Oldham)
Policy & Reform, Transport	Andy Burnham (GMCA)
Communities & Co-operatives	Ged Cooney (Tameside)
Education, Skills, Work, Apprenticeships & Digital	Eamonn O'Brien (Bury)
Young People	Mark Hunter (Stockport)
Culture	Neil Emmott (Rochdale)
Healthy Lives & Quality Care	Paul Dennett (Salford)

Homelessness & Places for Everyone	

3. That the appointments by GM Local Authorities of members and substitute members to the Greater Manchester Combined Authority for 2022/23 be noted as below.

District	**Member**	**Substitute Member**
GMCA	Andy Burnham	-
Bolton	Martyn Cox (Con)	Hilary Fairclough Con)
Bury	Eamonn O'Brien (Lab)	Charlotte Morris (Lab)
Manchester	Bev Craig (Lab)	Luthfur Rahman (Lab)
Oldham	Amanda Chadderton (Lab)	Elaine Taylor (Lab)
Rochdale	Neil Emmott (Lab)	Dalaat Ali (Lab)
Salford	Paul Dennett (Lab)	John Merry (Lab)
Stockport	Mark Hunter (Lib Dem)	Wendy Meikle (Lib Dem)
Tameside	Ged Cooney (Lab)	Bill Fairfoull (Lab)
Trafford	Andrew Western (Lab)	Catherine Hynes (Lab)
Wigan	David Molyneux (Lab)	Nazia Rehman (Lab)

4. That it also be noted that all substitute members will be invited to attend meetings of the GMCA, to be able to speak but not vote (unless acting in the absence of their member) as provided for in the Constitution.

5. That Paul Dennett (Salford) (Lab), Ged Cooney (Tameside) (Lab), Amanda Chadderton (Oldham) (Lab), Bev Craig (Manchester) (Lab), and Martyn Cox (Bolton) (Con) be appointed to the GMCA Standards Committee for 2022/23.

6. That Andy Burnham (GM Mayor) (Lab), Andrew Western (Trafford) (Lab), Paul Dennett (Salford) (Lab), Bev Craig (Manchester) (Lab), David Molyneux (Wigan) (Lab), Mark Hunter (Stockport) (Lib Dem) and Martyn Cox (Bolton) (Con) be appointed to the GMCA Resources Committee for 2022/23.

7. That Peter Williams (Rochdale) be appointed to the GMCA Audit Committee for 2022/23.

8. That the appointments to the Greater Manchester Waste & Recycling Committee for 2022/23 be agreed as follows:

District	**Member**
Bolton	Nadim Muslim (Con)
Bury	Allan Quinn (Lab)
Manchester	Shaukat Ali (Lab) Lee Anne Igbon (Manchester) (Lab)
Oldham	Umar Nasheen (Lab) Mohammed Alyas (Lab)
Rochdale	Angela Brown (Lab) Shahid Mohammed (Lab)
Salford	David Lancaster (Lab) Bob Clarke (Con)
Stockport	Roy Driver (Lab) Mark Roberts (Lib Dem)
Tameside	Denise Ward (Lab)
Trafford	Stephen Adshead (Lab) Dave Morgan (Con)
Wigan	NA

9. That it be noted that the appointment of the Chair of the GM Waste & Recycling Committee will be made at the GMCA meeting in July, on the recommendation of the GM Waste & Recycling Committee.

10. That the establishment of the new GMCA Overview & Scrutiny Committee be approved and that 20 members (15 Labour, 3 Conservative & 2 Liberal Democrat)

and 20 substitute members (15 Labour, 3 Conservative & 2 Liberal Democrat) be appointed as follows:

Scrutiny Committee members

	District	Name
1	**Bury**	Nathan Boroda (Lab)
2	**Bolton**	Hamid Khurram (Lab)
3	**Bolton**	Champak Mistry (Lab)
4	**Manchester**	Greg Stanton (Lab)
5	**Manchester**	Mandie Shilton-Goodwin (Lab)
6	**Oldham**	Colin McLaren (Lab)
7	**Oldham**	Umar Nasheen (Lab)
8	**Rochdale**	Tom Besford (Lab)
9	**Salford**	John Mullen (Lab)
10	**Salford**	Jim King (Lab)
11	**Stockport**	Elise Wilson (Lab)
12	**Stockport**	Amanda Peers (Lab)
13	**Tameside**	Nala Sharif (Lab)
14	**Trafford**	Barry Brotherton (Lab)
15	**Wigan**	Joanne Marshall (Lab)
16	**Rochdale**	Mike Holly (Con)
17	**Bolton**	John Walsh (Con)
18	**Wigan**	Kath Houlton (Con)
19	**Manchester**	John Leech (Lib Dem)
20	**Salford**	Alex Warren (Lib Dem

Pool members

	District	Name
1	**Bury**	Mary Whitby (Lab)
2	**Bolton**	Nick Peel (Lab)
3	**Bolton**	Martin Donaghy (Lab)
4	**Manchester**	Paula Sadler (Lab)
5	**Manchester**	Linda Foley (Lab)

6	**Oldham**	Chris Goodwin (Lab)
7	**Oldham**	Nazrul Islam (Lab)
8	**Rochdale**	Patricia Dale (Lab)
9	**Salford**	Mishal Saeed (Lab)
10	**Salford**	Stuart Dickman (Lab)
11	**Stockport**	To be confirmed (Lab)
12	**Stockport**	Rory Leonard (Lab)
13	**Tameside**	Jacqueline Owen (Lab)
14	**Trafford**	Jill Axford (Lab)
15	**Wigan**	Charles Rigby (Lab)
16	**Stockport**	Mike Hurleston (Con)
17	**Tameside**	Liam Billington (Con)
18	**Bolton**	Marie Brady (Con)
19	**Oldham**	Hazel Gloster (Lib Dem)
20	**Oldham**	Sam Al Hamdani (Lib Dem

11. That the appointments by the GM Local Authorities to the GM Culture & Social Impact Fund Committee for 2022/23 be agreed as follows:

District	**Member**	**Substitute Member**
Bolton	Hilary Fairclough (Con)	Anne Galloway (Con)
Bury	Charlotte Morris (Lab)	Richard Gold (Lab)
Manchester	Tim Whiston (Lab)	To be confirmed
Oldham	Elaine Taylor (Lab)	Mohammed Alyas (Lab)
Rochdale	Susan Smith (Lab)	Janet Emsley (Lab)
Salford	Stephen Coen (Lab)	Barbara Bentham (Lab)
Stockport	To be confirmed	To be confirmed
Tameside	Vimal Choksi (Lab)	Sangita Patel (Lab)
Trafford	Joanne Harding (Lab)	Liz Patel (Lab)
Wigan	Paul Prescot (Lab)	Keith Cunliffe (Lab)

12. That the Portfolio Lead for Skills, Employment & Apprenticeships, be appointed to the Skills and Employment Executive for 2022/23.

13. That the appointments by the GM Local Authorities to the Skills and Employment Executive be agreed as follows:

District	Member
Bolton	Adele Warren (Con)
Bury	Charlotte Morris (Lab)
Manchester	Gavin White (Lab)
Oldham	Shoab Akhtar (Lab)
Rochdale	John Blundell (Lab)
Salford	Philip Cusack (Lab)
Stockport	To be confirmed
Tameside	David Sweeton (Lab)
Trafford	Liz Patel (Lab)
Wigan	Dane Anderton (Lab)

14. That the appointments by the GM Integrated Care Partnership for 2022/23 be noted as follows:

District	Member	Substitute Member
Bolton	Andrew Morgan (Con)	Susan Baines (Con)
Bury	Tamoor Tariq (Lab)	Tom Pilkington (Lab)
Manchester	Bev Craig (Lab)	To be confirmed
Oldham	Barbara Brownridge (Lab)	Marie Bashforth (Lab)
Rochdale	Daalat Ali (Lab)	To be confirmed
Salford	Paul Dennett (Lab)	John Merry (Lab)
Stockport	To be confirmed	To be confirmed
Tameside	Eleanor Wills (Lab)	Jacqueline Owen (Lab)
Trafford	Andrew Western (Lab)	Jane Slater (Lab)
Wigan	Keith Cunliffe (Lab)	James Moodie (Lab)

15. That the Portfolio Lead for Green City Region, be appointed to the GM Green City Region Partnership Board for 2022/23.

16. That the appointments to the Clean Air Charging Authorities Committee, as agreed by the 10 GM Local Authorities for 2022/23, be noted as follows:

District	Member	Substitute
Bolton	Nadim Muslim (Con)	Anne Galloway (Con)
Bury	Alan Quinn (Lab)	Kevin Peel (Lab)
Manchester	Tracey Rawlins	Linda Foley (Lab)
Oldham	Abdul Jabbar (Lab)	To be confirmed
Rochdale	Tricia Ayrton (Lab)	To be confirmed
Salford	Mike McCusker (Lab)	Jane Hamilton (Lab)
Stockport	To be confirmed	To be confirmed
Tameside	Denise Ward (Lab)	To be confirmed
Trafford	Aiden Williams (Lab)	Stephen Adshead (Lab)
Wigan	Paul Prescott (Lab)	Joanne Marshall (Lab)

17. That the appointments to the Air Quality Administration Committee, as agreed by the 10 GM Local Authorities for 202/23, be noted as follows:

District	Member	Substitute
Bolton	Nadim Muslim (Con)	Anne Galloway (Con)
Bury	Alan Quinn (Lab)	Kevin Peel (Lab)
Manchester	Tracey Rawlins (Lab)	Linda Foley (Lab)
Oldham	Abdul Jabbar (Lab)	To be confirmed
Rochdale	Tricia Ayrton (Lab)	To be confirmed
Salford	Mike McCusker (Lab)	Jane Hamilton (Lab)
Stockport	To be confirmed	To be confirmed
Tameside	Denise Ward (Lab)	To be confirmed
Trafford	Aiden Williams (Lab)	Stephen Adshead (Lab)
Wigan	Paul Prescott (Lab)	Joanne Marshall (Lab)

18. That the appointment of the Portfolio Lead for Clean Air, to the Air Quality Administration Committee be noted.

19. That the GM Transport Committee be requested to appoint 5 members from the Committee (4 Labour and 1 Conservative) to the Greater Manchester Accessible Transport Limited Board for 2022/23.

20. That Andy Burnham (GM Mayor) (Lab), Bev Craig (Manchester Lab), Eamonn O'Brien (Bury) (Lab) and Councillor Amanda Chadderton (Oldham) (Lab) be appointed to the Greater Manchester Local Enterprise Partnership for 2022/23.

21. That Bev Craig (Manchester) (Lab), Andrew Western (Trafford) (Lab), Elise Wilson (Stockport) (Lab), Nazia Rehman (Wigan) (Lab) and Jaqueline North (Tameside) (Lab) be appointed to the Growth Company Board for 2022/23.

22. That the following portfolio leads, Education, Skills & Employment & Digital, Resource & Investment, Economy & Business, Green City Region and Equalities, Inclusion & Cohesion be appointed to the UK Shared Prosperity Fund Board for 2022/23.

23. That subject to any further changes the GMCA may wish to make, all appointments to be made up to the GMCA Annual Meeting in June 2023.

GMCA 101/22 REVIEW OF GMCA CONSTITUTION

Liz Treacy, GMCA Monitoring Officer, took Members through the key amendments to the Constitution for approval.

RESOLVED /-

1. That the revised Constitution be adopted as the Constitution of the GMCA.

2. That the Monitoring Officer be authorised to make any changes of a typographical nature to the Constitution.

GMCA 102/22 SCHEDULE OF MEETINGS DATES AND VENUES – 2022/23

RESOLVED /-

That the proposed meeting dates be agreed as below:

Friday 29 July 2022
Friday 30 September 2022
August Recess
Friday 28 October 2022
Friday 25 November 2022
Friday 16 December 2022
Friday 27 January 2023
Friday 10 February 2023 (Budget meeting)
Friday 31 March 2023
April (to be confirmed)

GMCA 103/22 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

The GM Mayor, Andy Burnham, led tributes following the recent death of the former Leader of Bolton Council, Councillor Cliff Morris, who had been a member of AGMA and then the Combined Authority. Councillor Morris had been a councillor for the Halliwell ward in Bolton from 1983 until 2022, which was noted as a remarkable length of service.

An update was also provided in relation to the Greater Manchester Clean Air Zone. It was announced that the Air Quality Administration Committee would meet on 1 July 2022 and, in accordance with the deadline set by the Government, the committee would seek to agree the proposal for a non-charging Category B Clean Air Zone. Extensive further work had been undertaken by Transport for Greater Manchester and there was confidence that the proposals would achieve compliance with legal air quality limits by the new 2026 deadline. Government had indicated that it expected to see a smaller charging zone in Greater Manchester covering Manchester city centre, however the evidence supported Greater Manchester's proposals for a non-charging zone across the whole of the city region. It was noted that GM was more in favour of a non-charging zone whereby incentives would be provided to support residents to upgrade their vehicles in light of the new evidence and the cost-of-living pressures affecting GM residents.

RESOLVED /-

1. That the GMCA wished to pass on their condolences to the family and friends of Councillor Cliff Morris following his recent passing and express thanks for his work in Greater Manchester throughout his many years of public service.

2. That it be noted that the Air Quality Administration Committee would meet again on the 1 July to reaffirm Greater Manchester's proposal for a Category B (non-charging) Clean Air Zone.

GMCA 104/22 DECLARATIONS OF INTEREST

RESOLVED /-

There were no declaration of interest received in relation to any item on the agenda.

GMCA 105/22 MINUTES OF THE GMCA MEETING HELD ON 27 MAY 2022

RESOLVED /-

That the minutes of the GMCA meeting held on 27 May 2022 be approved.

GMCA 106/22 MINUTES OF THE RESOURCES COMMITTEE MEETING HELD ON 25 MARCH 2022

RESOLVED /-

That the minutes of the Resources Committee meeting held on 25 March 2022 be noted.

GMCA 107/22 APPOINTMENT OF GMCA MONITORING OFFICER

Eamonn Boylan, Chief Executive Officer GMCA & TfGM, took the GMCA through a report which provided an update on the recruitment and selection process for the position of GMCA Solicitor and Monitoring Officer, following the announcement of the intended phased retirement by the current GMCA Solicitor and Monitoring Officer in September/October 2022.

RESOLVED /-

1. That the recruitment and selection process followed to appoint to this post be noted.

2. That the appointment of Gillian Duckworth as GMCA Solicitor and Monitoring Officer at a salary of £130,000 per annum be approved and the that the Chief Executive GMCA & TfGM be authorised to negotiate a start date.

GMCA 108/22 GMCA PROVISIONAL CAPITAL OUTTURN 2021/22

Councillor David Molyneux, Portfolio Lead for Resources and Investment, introduced a report which informed members of the Greater Manchester Combined Authority provisional capital outturn for 2021/22.

RESOLVED /-

That the 2021/22 provisional outturn capital expenditure of £499.275 million compared to the forecast position, presented to the GMCA on 11 February 2022 of £379.917 million, which is a variance of £19.358 million in spend compared to forecast, be noted.

GMCA 109/22 GMCA PROVISIONAL REVENUE OUTTURN 2021/22

Councillor David Molyneux, Portfolio Lead for Resources and Investment, took the GMCA through a report which informed members of the Greater Manchester Combined Authority provisional revenue outturn for 2021/22.

RESOLVED /-

1. That it be noted that the Mayoral General Budget provisional revenue outturn position for 2021/22 was breakeven after transfer to earmarked reserves.

2. That it be noted that the GMCA General Budget provisional revenue outturn position for 2021/22 was breakeven after transfer to earmarked reserves.

3. That it be noted that the Mayoral General – GM Fire & Rescue provisional revenue outturn position for 2021/22 was £1.970 million underspend after transfer to earmarked reserves which was planned to be transferred to the Fire & Rescue Capital Programme Reserve.

4. That it be noted that the Waste and Resourcing provisional revenue outturn position for 2021/22 was breakeven after transfers from earmarked reserves and agreed return of levy and reserves to Districts.

5. That it be noted that the GMCA Transport provisional revenue outturn position for 2021/22 was underspend of £11.9 million which was planned to be transferred to Transport Capital Programme Reserve.

6. That it be noted that TfGM provisional revenue outturn position for 2021/22 was breakeven.

7. That it be noted that the Government has extended the statutory deadline for the publication of the 2021/22 draft accounts by two months to 31st July 2022.

8. That it be noted that the final position was subject to the submission of the audited accounts to be finalised by 30 November 2022 and to be reported to the GMCA Audit Committee prior to the deadline.

GMCA 110/22 CITY REGION SUSTAINABLE TRANSPORT SETTLEMENT FINAL SCHEME LIST

The GM Mayor, Andy Burnham, introduced a report which updated the GMCA on the proposed final Scheme List for the City Region Sustainable Transport Settlement (CRSTS). The GMCA had been awarded an allocation of £1.07 billion of capital funding under the CRSTS, pending the confirmation of schemes and agreement to a set of conditions.

It was noted that the process of bus franchising was proceeding at pace and there were ambitions to align the capital funding provided by the CRSTS with the introduction of the improved services brought about by bus franchising. It was anticipated that the first franchised services would run in Wigan and Bolton from September 2023. The franchising process would continue across the city region, with the anticipated completion of franchising across the conurbation by the end of 2024.

In addition, it was noted that the business case for the CRSTS included provision for the extension of Metrolink to Stockport and other areas in the north of Greater Manchester, including Heywood and Middleton. The vision for the Bee Network included greater integration so that the Metrolink and the bus network would operate as one system and ticketed as one journey with the potential for further integration with rail services in the future.

RESOLVED /-

1. That it be noted that the GMCA, as requested by Government, prepared and submitted a Programme Case to the Government's City Region Sustainable Transport Fund in January 2022.

2. That it be noted that on 1 April 2022, the Secretary of State wrote to the GM Mayor to say that GMCA had been awarded an allocation of £1.07 billion of capital funding conditional on agreeing a final Scheme List.

3. That the consideration, approval and submission to Government of the final CRSTS Scheme List be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the GM Mayor.

GMCA 111/22 TOWARDS THE BEE NETWORK – NETWORK REVIEW, MARKET RENEWAL AND BUS SERVICE IMPROVEMENT PLAN

The GM Mayor, Andy Burnham, took the GMCA through a report which updated members on a planned public transport Network Review and Market Renewal (NRMR) programme of works and sought delegated approval for the submission of the Network Review to Government. The review had been required by Government in response to the uncertainty that had been facing bus services following the COVID-19 pandemic. There was also a requirement to improve services as part of the Bus Back Better strategy and work had been underway to make sure that the response was comprehensive, taking account of all funding and requirements. It had been made clear by Government that there would be no further recovery funding available for the bus network from October 2022. It was reported that the bus network had been operating at around 80% of its pre-pandemic patronage, and Metrolink had been operating at around 70%. Consequently, it was anticipated that the discontinuation of recovery funding would create significant further challenge.

The report also updated members on the draft Bus Service Improvement Plan (BSIP) and sought delegated approval for the submission of the BSIP to Government. Greater

Manchester had been awarded in the region of £90 million and the funds were now available for use. The Government had suggested that the funding should initially be used to lower fares, which reflected Greater Manchester's long-held ambitions for a London-style public transport model. From September 2022, there would be a simpler fare scheme, with flat rates for different journey options, pending approval from Government and negotiation with bus operators. There would be a high-profile publicity campaign to advertise the new, lower prices and encourage residents to support the Bee Network to make it a success.

The proposal for lower bus fares had been supported by Members in light of the cost-of-living crisis. Councillor Hunter raised some concerns regarding the long-term sustainability of a capped fare structure. He also highlighted that some local authorities, including Stockportdid not yet have Metrolink connectivity and consequently would not receive the associated benefits brought by an increase in Metrolink patronage. He asked for his concerns to be placed on record.

The Mayor confirmed that there would be a review at the end of the year, and it was hoped that the GMCA could work with Government to find long-term support for the plan. He added that the potential risks of using the Government funding to lower fares were acknowledged, but it was emphasised that the funds would improve public transport in accordance with Greater Manchester's long-held ambitions. The campaign to encourage residents to use public transport aimed to increase patronage, which would mitigate the risks of funding shortfalls for the new scheme. Transport for Greater Manchester had identified scope for significant growth in public transport usage and there were expectations that this growth would occur with improved ticketing options and integration across different modes of public transport. A system of annual review would be put in place to make sure that the risks were routinely monitored. Discussions with the Transport Minister, Baroness Vere, had confirmed that there would be no ongoing recovery funding but there was an expectation that there would be recurrent BSIP funding.

RESOLVED /-

1. That the challenges and opportunities facing the public transport network and the conditions and details for the Market Renewal programme of work as set out in the report be noted.

2. That the development of a Network Review as a condition of recovery funding from the Department for Transport be noted.

3. That approval for the submission of the draft Network Review to the Department for Transport by 30 June be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Mayor of Greater Manchester.

4. That the indicative award of £94.8 million for the Bus Service Improvement Plan and the proposal to initially use these funds for bus fare reductions in response to the cost-of-living crisis be noted.

5. That the plan for lower bus fares via maximum £2 single fares (£1 for children), with a maximum £5 day ticket, from September subject to agreement with Government and bus operators be noted.

6. That approval for the submission of the draft Bus Service Improvement Plan (BSIP) Delivery Plan to the Department for Transport by 30 June be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Mayor of Greater Manchester.

7. That it be agreed that the GMCA will receive regular reports on the Network Review and Market Renewal programme in future meetings, including the medium-term funding strategy.

GMCA 112/22 LEVELLING UP FUND: LARGE TRANSPORT BID

Eamonn Boylan, Chief Executive Officer GMCA & TfGM, presented a report which sought approval to delegate the decision to submit the Levelling Up Fund large transport bid for approval to the Chief Executive Officer, GMCA & TfGM, in consultation with the Mayor of Greater Manchester. Three projects had been identified for the bid process, including cycling and walking improvements in and Atherton, Tyldesley, Leigh and Higher Folds as well as Stockport, and improvements on the inner ring road in the Regional Centre to support active travel connectivity and safety.

RESOLVED /-

1. That approval to approve and submit the GM Round 2 Levelling Up Fund large transport bid be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Mayor of Greater Manchester.

2. That it be noted that the Department for Transport encourage a 10% local contribution to be provided, which is being sought via the relevant local authorities.

3. That the GMCA would welcome the active support of each Local Authority to share the GM wide campaign to encourage people back onto the public transport network.

GMCA 113/22 LOCAL GROWTH DEAL PROGRAMME UPDATE

Eamonn Boylan, Chief Executive Officer GMCA & TfGM, took Members through a report which provided the Combined Authority with an update in relation to the progress made on the Local Growth Deal (LGF) Programme (tranches 1, 2 and 3). There had been good progress on nearly all the schemes but there were concerns around the delivery of new platforms at Salford Central Station, which would enable higher speed trains from Liverpool to stop at Salford Central. Work would continue to engage partners to find a solution.

RESOLVED /-

1. That the progress made in relation to the Growth Deal Transport schemes as set out in sections 3, 4 and 5 of the report be noted.

2. That the progress made in relation to the Non-Transport Skills Capital and Economic Development and Regeneration (ED&R) programmes set out in section 6 of the report be noted.

GMCA 114/22 GREATER MANCHESTER ECONOMIC DASHBOARD AND ECONOMY PORTFOLIO UPDATE

The GM Mayor, Andy Burnham, presented a report which provided the latest version of the Greater Manchester Economic Resilience dashboard as well as an overview of activity related to the Greater Manchester Local Industrial Strategy and the Economy portfolio. In April 2022, the rate of inflation had reached 9% and the Bank of England had announced that it expected CPI inflation to reach 10% in quarter 4 of 2022, which was the highest rate of inflation for 40 years. It was also anticipated that there would be an additional 40% rise in energy costs in October 2022 and it was noted that the Government had taken measures to support residents through a series of one-off payments.

The Greater Manchester Residents Survey, had found that finances were a concern for 68% of residents, and 30% said that finances were a big concern. This was particularly pronounced in residents facing disadvantage, including residents with disabilities, carers, parents with children under five or in college, those aged 25-34 and in respondents who identified as Asian.

Work across the city region had been continuing to provide support to residents and businesses. The Good Employment Charter and the campaign for Greater Manchester to become a real living wage city region had continued to grow, and in the coming months it was noted that it would be important for GM to challenge itself and find ways of supporting those in need.

RESOLVED /-

That the latest update of the Greater Manchester Economic Resilience Dashboard and response, including delivery of the Local Industrial Strategy and Greater Manchester Economic Vision, be noted.

GMCA 115/22 UK SHARED PROSPERITY FUND – MULTIPLY SCHEME

Councillor Bev Craig, Portfolio Lead for Education, Skills, Work, Apprenticeships and Digital City Region, took the GMCA through a report which sought approval for the proposed Multiply Scheme Investment Plan for Greater Manchester, which would be funded through the UK Shared Prosperity Fund for up to £14 million and would cover the financial years 1 April 2022 to 31 March 2025. Pending the Combined Authority’s approval, the Investment Plan would be submitted to Government on 30 June 2022. The Multiply scheme would help to improve numeracy at level 2 for residents aged over 19. The wider adult skills system in Greater Manchester had been developing well over time and combined with GM’s ability to engage with businesses it was noted that there was a strong foundation in GM for the success of the Multiply scheme.

RESOLVED /-

1. That the proposed Multiply Scheme Investment Plan for Greater Manchester, which is funded through the UK Shared Prosperity Fund, for up to £14 million and covering the financial years from 1 April 2022 to 31 March 2025 as set out in section 2 of the report, be noted.

2. That the proposed UKSPF-funded Multiply Scheme Investment Plan for Greater Manchester with a maximum value of £14 million be approved and that formal approval of the final investment plan be delegated to the GMCA Chief Executive.

GMCA 116/22 SUSTAINABLE CONSUMPTION AND PRODUCTION PLAN

Councillor Neil Emmott, Portfolio Lead for Green City Region, introduced a report which sought approval for the publication of the Greater Manchester Sustainable Consumption and Production (SCP) Action Plan. The SCP Plan would form part of a suite of documents supporting the GM 5-year Environment Plan and once approved, the SCP Plan would provide the framework for Greater Manchester's key activities in this area of work over the coming years. The plan would also help GM's businesses move to a model of reusing and recycling material, and it would help residents to move towards more sustainable lifestyle choices. It was noted that these actions would contribute to GM achieving its target of being net zero carbon by 2038.

RESOLVED /-

That the SCP Plan be approved for publication.

GMCA 117/22 STOCKPORT MAYORAL DEVELOPMENT CORPORATION – BUSINESS PLAN

The GM Mayor, Andy Burnham, presented a report which sought the GMCA's approval for the Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan 2022-27 and the Annual Action Plan, which set out more detail on the commercially sensitive activities the MDC would undertake over the course of 2022/2023 to deliver on the objectives in the full plan. The MDC had continued to be successful, and the plan would support strategic activity within the area over five years to deliver further success. It was anticipated that the plan to extend Metrolink to Stockport would enhance the MDC even further, offering residents across Greater Manchester greater access to the area.

Councillor Hunter highlighted that the MDC had received all-party support in Stockport since its inception, which had sent a strong message to investors and developers to encourage investment. Stockport MDC had created a template for other growth locations across the city region and had raised the profile of Stockport across the country, showing other areas what successful regeneration could look like.

RESOLVED /-

1. That the Stockport Town Centre West Mayoral Development Corporation's Strategic Business Plan May 2022 – March 2027 (Appendix A) be approved.

2. That the Stockport Town Centre West Mayoral Development Corporation's Action Plan May 2022 – March 2023 (Appendix B) be approved.

GMCA 118/22 GM HOUSING INVESTMENT LOANS FUND – INVESTMENT APPROVAL RECOMMENDATIONS

Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure, introduced a report which sought the Combined Authority's approval to a GM Housing Investment Loans Fund ('GMHILF') loan to Gingerbread Properties Limited. The loan would be used to acquire and refurbish properties across Greater Manchester over a three-year period, with an aim of refurbishing 12 properties per annum. The properties would be refurbished to a safe and decent standard and would then be let to local authorities or charities to provide housing to those experiencing acute housing need, including those experiencing homelessness. All properties would be provided on lease terms that would allow the partners to charge affordable rent.

With the addition of the proposed loan, the total value of loans approved through the Fund would total £601.6 million, and the number of new homes supported would be 8001.

RESOLVED /-

1. That the GM Housing Investment Loans Fund loan detailed in the table below and detailed further in this and the accompanying Part B report be approved:

BORROWER	SCHEME	DISTRICT	LOAN
Gingerbread Properties Ltd	Various	GM Wide	£1.000m

2. That authority be delegated to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

GMCA 119/22 GM INVESTMENT FRAMEWORK, CONDITIONAL PROJECT APPROVAL

Councillor David Molyneux, Portfolio Lead for Resources and Investment, presented a report which sought approval for loans to Romaco Limited and Evergreen House limited, and a follow-on investment into Bankifi Limited. The investments would be made from recycled funds.

Romaco Limited were a specialist finance provider, offering commercial property and residential buy to let mortgages. The loan would be used to provide additional capacity for the business to continue to lend to regional SME borrowers. Evergreen House Limited would use the loan to support the ongoing development of a digital platform which would provide information and software solutions to healthcare providers. Bankifi Limited provided products to banks which could be sold to customers to assist with financial management. The funding provided by the Combined Authority would support the creation of jobs in Greater Manchester for all companies.

The Mayor added that Greater Manchester has a good track record for using investments for future growth, and with no losses accrued as a result of property loans, this was a strong example of how the GMCA delivers on innovative regeneration.

RESOLVED /-

1. That the loan facility of up to £3 million to Romaco Limited be approved.

2. That the loan facility of up to £3.5 million to Evergreen House Limited be approved.

3. That the follow-on investment into Bankifi Limited of up to £350,000 be approved.

4. That authority be delegated to the GMCA Treasurer and Combined Authority Monitoring Officer to review due diligence information in respect of the above loans, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the loans/investment, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loans/investment noted above

GMCA 120/22 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 121/22 STOCKPORT MAYORAL DEVELOPMENT CORPORATION – BUSINESS PLAN

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (Minute GMCA 117/22 above refers).

RESOLVED /-

That the report be noted.

GMCA 122/22 GM HOUSING INVESTMENT LOANS FUND – INVESTMENT APPROVAL RECOMMENDATION

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (Minute GMCA 118/22 above refers).

RESOLVED /-

That the report be noted.

GMCA 123/22 GM INVESTMENT FRAMEWORK, CONDITIONAL PROJECT APPROVAL

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (Minute GMCA 119/22 above refers).

RESOLVED /-

That the report be noted.

Signed by the Chair:

Agenda Item 22

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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