

AGENDA FOR

OVERVIEW AND SCRUTINY COMMITTEE

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To: All Members of Overview and Scrutiny Committee

Chair : D Vernon

Councillors : N Bayley, J Southworth, A Arif, R Bernstein,
C Birchmore, R Gold, G Marsden, E Moss, T Pilkington,
D Vernon (Chair) and D Green

Dear Member/Colleague

Overview and Scrutiny Committee

You are invited to attend a meeting of the Overview and Scrutiny Committee which will be held as follows:-

Date:	Tuesday, 26 November 2024
Place:	Council Chamber, Bury Town Hall
Time:	7.00 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:	Please note that from the 1 st November the Overview and Scrutiny Committee will not be livestreamed

AGENDA

1 APOLOGIES

2 DECLARATIONS OF INTEREST

Members of the Overview and Scrutiny Committee are asked to consider whether they have an interest in any matters on the agenda and, if so, to formally declare that interest.

3 PUBLIC QUESTION TIME

A period of 30 minutes has been set aside for members of the public to ask questions on matters considered at the last meeting and set out in the minutes or on the agenda for tonight's meeting.

4 MEMBER QUESTION TIME

Questions are invited from Elected Members about items on the agenda. 15 minutes will be set aside for Member Question Time, if required.

5 MINUTES *(Pages 5 - 8)*

Minutes from the meeting held on 24th July 2024 are attached.

6 BURY COMMUNITY SAFETY PARTNERSHIP STRATEGY *(Pages 9 - 52)*

Reports attached to be presented by Councillor S Walmsley. Cabinet member for Communities and Inclusion

7 MEDIUM TERM FINANCIAL STRATEGY *(Pages 53 - 78)*

Report attached to be presented by Councillor S. Thorpe Cabinet member for Finance and Transformation

8 CORPORATE PLAN PERFORMANCE REPORT *(Pages 79 - 104)*

Report attached to be presented by Councillor S. Thorpe Cabinet member for Finance and Transformation

9 LOCAL GOVERNMENT OMBUDSMAN COMPLAINTS REPORT *(Pages 105 - 134)*

The attached Local Government Ombudsman Complaints letter and Report

10 NORTHERN GATEWAY UPDATE *(Pages 135 - 286)*

Reports attached to be presented by Leader and Cabinet member for Strategic Growth Councillor E. O'Brien

11 URGENT BUSINESS

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

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Minutes of: OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting: 3 September 2024

Present: Councillor D Vernon (in the Chair)
Councillors N Bayley, J Southworth, A Arif, R Bernstein,
C Birchmore, R Gold, G Marsden, E Moss, T Pilkington and
D Green

Also in attendance: Councillor T Rafiq and Councillor T Tariq (Deputy Leader and
Cabinet Member, Health and Adult Care) Sam McVeigh
(Director of People and Inclusion) Adrian Crook (Director of
Adult Social Care and Community Commissioning) Catherine
King (HR Business Manager)

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

Apologies for Absence: There were no Apologies

OSC.11 DECLARATIONS OF INTEREST

There were no declarations of interest.

OSC.12 PUBLIC QUESTION TIME

There were no public questions.

OSC.13 MEMBER QUESTION TIME

There were no Member questions.

OSC.14 MINUTES

It was agreed that the minutes from 24th July 2024 be approved as a correct record and signed by the Chair.

Matters arising from the Minutes:

The Head of Governance reported that a Cyber update report is due to be considered at the October meeting of Audit Committee, this report will be shared with Members of the Scrutiny Committee. On receipt if Members would like further information or the matter to be considered at a subsequent meeting, please inform Democratic Services.

The Bury Team training is unable to be held prior to a future Council meeting as all slots have been allocated an alternate date is being sourced.

OSC.15 NEIGHBOURHOOD HOUSING SUPPORT SERVICES

During the meeting, Councillor Tariq, the Cabinet Member for Health and Wellbeing, along with Adrian Crook, the Director of Community Commissioning, provided an update on the Neighbourhood Housing Support Services strategy. The focus of the update was on the division's upcoming tendering exercise for two key contracts: supported accommodation and floating support services. These contracts are part of a broader initiative aimed at offering short-term, outcome-focused interventions for vulnerable adults, helping them build resilience, improve their well-being, and maintain stable housing.

Adrian Crook explained that the procurement process would soon begin and highlighted the increasing demand for such services, particularly for individuals with complex needs. This increase, partly attributed to the cost-of-living crisis, has placed added pressure on tenancy services, prompting the need for more floating support aimed specifically at single-person households.

In response to a question from a member about how the council plans to raise awareness of the services provided by Calico, the officers mentioned ongoing discussions about relaunching communications. A communication plan is set to be developed in consultation with councillors to ensure that the service is well-publicized and reaches those in need. It was further clarified that the locations where Calico will deliver services will be determined by demand, and consultations will guide these decisions.

The financial savings generated from the procurement exercise were also discussed. It was reported that the tender had resulted in a 4.7% saving for the council's general budget. However, as Calico operates as a private company, they are not required to disclose the specifics of their pricing structures, which prompted some questions from the members.

A member inquired about the referral process, specifically whether multi-agency collaboration would be possible for individuals leaving the criminal justice system. The officers responded by emphasizing the partnerships between Calico, Adullam, and public sector agencies, including the criminal justice system. These partnerships are designed to meet the complex needs of service users, particularly those with mental health issues, ensuring that individuals receive the support required to reduce the risk of reoffending.

There was a discussion about the background of Calico and Adullam, with officers highlighting both organizations' strong presence across Greater Manchester and Lancashire. Though they are large regional providers, their operations are rooted in local service provision, and they maintain close connections with the communities they serve.

The meeting also addressed concerns regarding the rise in complex needs among service users, with members noting that this increase may be partly due to the COVID-19 pandemic and ongoing cost of living challenges. The officers emphasized that health inequalities and life expectancy issues are being examined through initiatives like the Health and Wellbeing Board, and partnerships are being developed to address these concerns more effectively.

When asked about the service's capacity, the officers explained that the supported accommodation service typically supports around 60 people per year, though some individuals stay for shorter or longer periods. The aim is always to work towards securing permanent accommodation for those individuals. It was also noted that referrals to the service can be made directly by anyone, either through the Council's Central Access Point or by contacting Calico directly.

Lastly, there was a brief discussion on how the Council monitors the contracts with service providers. Due to the sensitive nature of these contracts, the Council has specific legal

obligations and conducts regular monitoring. This includes quarterly reviews, though more frequent monitoring can be arranged if needed. The performance of service providers like Calico and Adullam is closely watched to ensure they meet the needs of service users effectively.

In conclusion, the meeting acknowledged the importance of the Neighbourhood Housing Support Services strategy and the role of both Calico and Adullam in delivering vital services to vulnerable individuals.

Councillor Tariq and Adrian Crook were thanked for their report and the detailed discussion that followed.

It was agreed:

- The report be noted

OSC.16 HEALTH AND SAFETY REPORT

Councillor Rafiq, Cabinet Member for Corporate Affairs and HR, provided an overview of the annual Health and Safety Report, supported by Sam McVeigh, Executive Director of People and Inclusion. The report, produced in accordance with Health and Safety Executive (HSE) best practices, outlines the key health and safety activities from the previous financial year. It also includes a summary of reported incidents, allowing members to comment on the Council's overall approach. Alongside the annual report, the Council's Health and Safety Policy was reviewed and updated, in line with HSE guidelines, and presented for feedback.

Councillor Rafiq highlighted that this year's report also includes a new three-year Health and Safety Strategy for 2024-27, developed in response to recommendations from an external review conducted in 2023. This strategy outlines key priorities for the coming years and was presented for approval by the Council.

In the discussions that followed, Councillor Bernstein raised a question regarding the incidents of violence and aggression against staff, specifically asking how many of these incidents had led to action by Greater Manchester Police (GMP). The report noted that 39 incidents of work-related violence and aggression were reported during the last financial year. Councillor Rafiq emphasized the Council's zero-tolerance policy toward such incidents and explained that, while incidents are always encouraged to be reported to the police where appropriate, not all cases require direct police involvement.

For example, five incidents related to the passenger transport function for children with Special Educational Needs and Disabilities (SEND), where the Council's response focused on reviewing risk assessments and improving staff training. However, in 10 cases, police were directly involved, with statements taken and investigations carried out. At least one of these incidents resulted in a formal police caution.

Councillor Bernstein also inquired about whether mechanisms exist to share learning from health and safety incidents. Sam McVeigh responded by confirming that sharing lessons learned from incidents is a critical component of the Council's health and safety systems. Information on incidents and patterns is included in quarterly health and safety reports, which are reviewed by the Senior Leadership Group, Departmental Joint Consultative Committees (JCCs), and the Corporate Health and Safety JCC.

He further elaborated that the learning from incidents informs the Council's management development programs, such as the IOSH Managing Safely course, and is incorporated into

the work of the health and safety team. For example, following the rise in incidents of work-related violence and aggression, the Council updated its guidance and commissioned specialist training in key areas. Additionally, a special health and safety session was recently held for the Council's top 100 leaders, where recent incidents were discussed, and key lessons were shared.

The meeting concluded with members acknowledging the importance of continuous learning from health and safety incidents and the need for proactive measures to ensure staff safety across all Council services.

It was agreed:

- The report be noted

COUNCILLOR D VERNON

Chair

(Note: The meeting started at 7.00 pm and ended at 8.10 pm)

SCRUTINY REPORT

Agenda Item	
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MEETING: Overview and Scrutiny Committee

DATE: Tuesday 26th November 2024

SUBJECT: Bury Community Safety Partnership update

REPORT FROM: Councillor Sandra Walmsley, Cabinet Member for Communities and Inclusion

CONTACT OFFICER: Kate Waterhouse, Executive Director of Strategy and Transformation / Chris Woodhouse, Strategic Partnerships Manager

1. BACKGROUND

- 1.1 Bury Community Safety Partnership (CSP) is a statutory, multi-agency partnership that brings partners together to prevent harm, reduce and mitigate criminality, and promote measures to increase the safety and resilience of local communities.
- 1.2 This paper is the latest update on the delivery of activities against the six priorities of the CSP, which collectively support the wider delivery of Bury's *LET'S Do It!* ambitions.
- 1.3 The priorities within the CSP Plan, which were developed with partners and our communities, are:
 - Reducing drug related offending
 - Supporting victims and tackling the causes of domestic abuse
 - Strengthening community cohesion
 - Creating and maintaining safe spaces
 - Tackling crime and anti-social behaviour
 - Reducing Reoffending.
- 1.4 For each of these priorities the update from Section 3 onwards highlights partnership delivery activity and the latest data in relation to these, including maximising emerging opportunities - be that funding, new ways to work together or tools to increase engagement with local neighbourhoods.
- 1.5 The report also outlines recent activity to refresh the Community Safety Strategy, detailing the approaches being used to undertake this refresh, with a draft framework and high level areas of focus for the Committee to input on as part of further shaping the Plan for 2025-2028.

2. DELIVERY OF THE CURRENT CSP PLAN

- 2.1 Bury Community Safety Partnership is chaired by the Chief Superintendent of Greater Manchester Police (GMP) as District Commander, and Executive Director of Strategy and Transformation at Bury Council. In October 2024, Chief Superintendent Kirsty Oliver took up the role as new District Commander for the Bury District.
- 2.2 Bury CSP meets every two months and combines standing items on funding, communications, data and links to the safeguarding ecosystem – alongside deep dives across the priorities and any specific matters arising.
- 2.3 Each priority of the CSP has a priority lead drawn from across the partnership, as set out in the table below, and a respective subgroup which the priority lead chairs.

CSP Priority	CSP Priority Lead	CSP Subgroup
Reducing drug related offending	Director of Public Health, Bury Council	Bury Drug and Alcohol Partnership
Supporting victims and tackling the causes of domestic abuse	Director of Children's Services, Bury Council	Domestic Abuse Partnership Board
Strengthening community cohesion	Chief Officer, Bury Voluntary and Community Faith Alliance	Community Cohesion Group
Creating and maintaining safe spaces	Group Watch Manager, Greater Manchester Fire & Rescue Service	Creating and Maintaining Safe Spaces Steering Group
Tackling crime and anti social behaviour	Superintendent, Greater Manchester Police	Serious Violence Steering Group
Reducing Reoffending	Assistant Chief Officer, Probation Service Bury & Rochdale	Reducing Reoffending Board

- 2.4 The delivery of community safety activity is a key component of *Let's Do It!* and Bury's Public Service Reform agenda. This report outlines examples of community safety colleagues across public and voluntary sector partners working together following the LETS principles of targeting collective resources, working in collaboration and focusing on prevention.

3. PRIORITY ONE: REDUCING DRUG RELATED OFFENDING

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Trend
Number of drug related stop searches	432	374	477	519	398	320	↓
Number of crimes linked to drugs (L17 GMP Code)	322	314	314	317	211	217	↑
Number of crimes linked to alcohol (L15 GMP Code)	516	448	541	420	420	393	↓
Early Break - Number of Successful Discharges (Drug Free)	18	19	10	33	41	39	↓

Percentage of young people open to Early Break reporting a reduction in substance use	72%	82%	82%	100%	75%	77%	↑
Early Break - Number of Outreach Sessions undertaken	14	15	12	21	18	37	↑
Percentage of individuals in Criminal Justice system having completed substance misuse treatments (%)	15.7%	14.9%	16.0%	14.0%	13.0%	Q1 most recent data available	↓
Number of reports of drug paraphernalia to Bury Council	6	9	9	8	8	6	↓

- 3.1 Bury Drug & Alcohol partnership is led by Public Health, with input from GMP, commissioned and wider community partners. The group have established six core themes of focus:
- Reduce overall drug use (including prevention and early intervention) – led by Early Break¹
 - Reduce drug related deaths and harm – led by Achieve²
 - Improve recovery outcomes – led by Bury Council (Public Health)
 - Reduce drug-related crime – led by GMP
 - Reduce the levels of drug supply – led by GMP
 - Increase engagement in treatment – led by Achieve (as Big Life Group).
- 3.2 Just over a third of drug related criminality falls within the Moorside and East wards (the latter of which includes Bury Town Centre); three quarters of this within the last twelve months related to the possession, and/or importation of cannabis or Class B controlled drugs.
- 3.3 Significant enforcement activity against drug related criminality has included Operation REVOKE which has seen over 50 warrants/searches executed, generating in 100 arrests and the seizure of drugs worth over £1m. The predominant focus of this work has focused in the Moorside ward, but enforcement activity has seen the execution of warrants and seizures across the Borough including three major cannabis farms. Drug-related stop searches increased during March and April in 2024 as part of co-ordinated work to address serious youth violence, including the implementation of Section 60 powers (see section 7). Searches have routinely taken place as part of wider days of action, such as Operation AVRO and within the town centre through Operation HEARTBEAT (detailed in section 7)
- 3.4 Of particular note in relation to tackling drug supply, earlier this year, seven men were sentenced to a combined total of 53 years due to their involvement in the supply of class A drug as part of covert, intelligence-led approach named Operation TAGULA.
- 3.5 Further partnership enforcement activity has seen GMP and Bury Council Trading Standard officials investigate concerns, including those based on community

¹ Early Break – Voluntary sector organisation providing substance misuse, advocacy and wider family support services within Bury for young people and their families (<https://earlybreak.co.uk>)

² Achieve - Achieve is the name of the substance misuse treatment and recovery service for Bury, of which Greater Manchester Mental Health NHS Foundation Trust are the lead provider. Achieve Recovery Services - services for drug and alcohol recovery in Bolton, Salford and Trafford | Greater Manchester Mental Health NHS FT (gmmh.nhs.uk)

insight, over the sale of illegal and illicit activities. Through a ongoing programme of action over the past 12 months, 28,000 illicit cigarette sleeves; 22,477 packets of illicit cigarettes; 7.8kg of hand rolling tobacco and 2,968 illegal vapes have been seized with a street value of over £42,000. The removal of such items safeguards the public directly from the products themselves and indirectly from the potential sales of such items funding broader criminal activity. Illegal tobacco is often linked to organised criminality and this action is part of our collective action to reduce the risk of exploitation in our communities. The focus on vapes builds the agreed implementation of a motion of Youth Cabinet to target illicit vapes and underage sales.

- 3.6 In addition to the direct enforcement activity, work has continued to provide prevention and early intervention support, in particular through Early Break and Achieve and their respective assertive outreach. This has involved partners joining multi-agency patrols and engagement activity, targeted to areas where reports of drug use have been received. Recent examples including work around Manchester Road Park in Bury, St. Thomas estate in Radcliffe and within the vicinity of Bowker Vale Metrolink station in Prestwich.
- 3.7 Early Break are a core component of Bury's Family Safeguarding Model and have three practitioners co-located within the multiagency model alongside Children's social care. The practitioners offer weekly one-to-one interventions to parents around their substance use. This also includes a comprehensive assessment, harm reduction plans, relapse prevention, care planning and also collaborative working with Achieve where there are prescribing needs or more clinical intervention. This offer supplements the Achieve offer by ensuring Early Break Practitioners are meeting with parents who use substances on a weekly basis and increases the boroughs response to Hidden Harm.
- 3.8 Activity through Achieve has included the introduction of the Individual Placement Support scheme, rolled out from Bolton and Salford, which has seen Intuitive Thinking Skills staff place join Achieve sessions to support individuals through their recovery journey to gain and maintain employment. There has also been activity to extend Achieve community inputs through Huntley Mount GP practice.
- 3.9 In May 2024 the Bury Recovery Forum held their second session, with 80 participants attending Radcliffe Football Club, supported through the Achieve Bury Recovery Fund. The Forum had input from providers and projects including: One Step, Narcotics Anonymous, Alcoholics Anonymous, Calico, Acorn, Recovery Homes, CGL, Forest Bank, Project Free, Bigger Picture. The programme for the day featured speakers that shared their respective lived experiences of substance use, the criminal justice system, services and recovery. More information on this is available through the Achieve Community Development newsletter : [achieve-community-development-newsletter-summer-q1-2425pdf.pdf](#)
- 3.10 Awareness and training on drug related harm has over the past year has included:
- Input through Early Break input into primary and secondary schools (insight driven based on reports into the GMP Partnerships Team and from Children's Services
 - Lunchtime learning to sessions to multi-agency practitioners including on ketamine usage as part of work with Michael Linnell and Rob Ralphs at Manchester Metropolitan University

- Communities in Charge of Alcohol training being embedded into Bury Adult Learning Service
- Awareness of local groups and national support showcases on the Bury Directory: <https://theburydirectory.co.uk/categories/addiction-substance-misuse-treatment-wellbeing>
- Promotion of activity funded through the Achieve Bury Recovery Fund including Care for Carers for those supporting people caring for those in recovery; social substance free evenings through Rammy Men and theatre production and stage management workshops to support people in recovery through performing arts.

3.11 In a previous update reference was made to activity to embed lived experience within the work of the partnership and one such recent example in through the Young Adults Young Voices Engagement activity with Early Break. The Voice-to-Voice project focuses on the lived experience of those with experience of substance use and the criminal justice system, to understand better opportunities for how people could be supported better in the prevention of offending. 44 participants took part in the project and through the CSP connectivity has been made into the Children's Strategic Partnership Board, and the Children and Young People Voluntary Sector forum to inform projects, outreach and policy development. Key areas being explored as a result are around increase professional curiosity around root causes of behaviours; increased education on risks of substances and the potential for a young person's version of Alcoholic/ Narcotics Anonymous.

4. PRIORITY TWO: SUPPORTING VICTIMS AND TACKLING THE CAUSES OF DOMESTIC ABUSE

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Trend	GM Average
Rate of DV in Bury	5.2	4.2	4.9	4.4	4.5	4.1	↓	4.6
Number of DVA Incidents (GMP)	918	845	1,363	958	1,062	1,394	↑	Local metric
Percentage of Domestic Abuse victims that are repeat victims	20.7%	15.7%	17.5%	13.4%	13.9%	13.7%	↓	N/A
MARAC* Cases	120	138	104	147	108	166	↑	Local metric
MARAC* Repeats	45	52	35	50	40	58	↑	Local metric
Number of Referrals to TLC^	15	10	11	11	9	17	↑	Local metric
Referrals to IDVA who completed programme of support	42.3%	38.5%	37.7%	41.3%	47.3%	27.9%	↓	Local metric
*MARAC – Multi Agency Risk Assessment Conference ^TLC – Talk Listen Change								

4.1 The Domestic Abuse Partnership Board, a statutory partnership under the Domestic Abuse Bill 2021, has continued to lead this agenda, focusing on the following priorities:

- Ensuring victims can access timely and effective support with appropriate risk management through MARAC, including evolving processes in line with the Family Safeguarding model

- Improved partnership working with a focus on prevention so that individuals and communities recognise the signs of domestic abuse and the promotion of healthy relationships, and
 - Working with perpetrators to identify and stop harmful behaviours.
- 4.2 The Risk Management of cases includes a daily priorities meeting to discuss all high-risk cases with representation from GMP, Social Care (adults and children), commissioned support including Safenet³, Achieve, Probation, Criminal Justice Mental Health. Any cases including young people are automatically screened through the MASH (Multi Agency Safeguarding Hub) and there is a fortnightly MARAC meeting, co-chaired between GMP and the Council.
- 4.3 Work has taken place through the partnership to further evolve the 'decision tree' to ensure the total system capacity of support is appropriate and used most effectively, including efficient triage via the MASH and to increase system understanding of connectivity into specialist support, either through the Family Safeguarding Model or specialist IDVAs where appropriate.
- 4.4 In terms of volumes of activity, Bury has seen a fairly consistent rate of domestic abuse over the past 12 months, and this has typically been the third lowest rate across the 10 GM authorities behind Stockport and Trafford. There was an increase in quarter 3 last year following a sustained piece of promotional work including the Cut It Out campaign to raise awareness with those training in the beauty and haircare industry and through the White Ribbon Campaign.
- 4.5 Of Domestic Abuse crimes recorded by GMP on the Bury district the prominent nature of crimes included common assault, stalking and harassment, and controlling/ coercive control. This latter category has seen an increase focus last year to emphasise that abuse isn't always (or not always limited to) physical abuse, but can include emotional, psychological and financial.
- 4.6 The highest prevalence of domestic abuse reports in the Borough are concentrated within the Bury East, Moorside and Radcliffe West wards – with these wards also having the highest levels for repeat cases. Attention is being given to focus awareness and support offers into these areas, including prioritisation for training, opportunities to locate staffing and awareness sessions in these areas and to provide a focus for public service leaderships teams in these locations.
- 4.7 Of the individuals being supported through Safenet Independent Domestic Violence Advisors (IDVAs), just under 90% of these are female (there was a slight increase in males in the most recent quarter); two-thirds are from within the 20-40 age group; 52% of cases have children within the household. This IDVA provision is also supplemented by a Children & Young Peoples IDVA through a successful bid by Safenet to the Ministry of Justice; a primary Care IDVA which with which there has been extensive engagement with NHS GM Bury and local GPs; and access to a GM based BAME IDVA who provides specialist culturally sensitive support. The Primary Care IDVA has worked with 24 individuals, with a higher-than-average prominence of cases relating to coercive control.

³ Safenet are a commissioned provider in relation to Domestic Abuse Services, including Independent Domestic Violence Advisors; community outreach support; and safe accommodation refuge <https://safenet.org.uk/our-services/bury-services-bury-idva-bury-outreach-bury-refuges/>

- 4.8 In relation to repeat victims and offenders, Bury has been consistently below the Greater Manchester average. Of note, where the victim is a repeat victim, this is higher for those in the 18-25 age bracket than the average for all ages.
- 4.9 Building on the launch of the Bury Refuge Service to support women and children escaping from domestic abuse, a total of 27 bed units have been supported as Safe Accommodation Provision locally, in addition to collaborative work across the region for joint access to a male refuge hosted by Tameside Council. Work is currently underway to refresh the Domestic Violence Safe Accommodation Needs Assessment to shape future provision and associated support, including determining a more blended model inclusive of dispersed accommodation and wider collaborative opportunities both within the district on safe accommodation and regionally to build on the male refuge model. This will inform commissioning intentions for 2025 onwards.
- 4.10 In relation to addressing perpetrator behaviour, Bury is a pilot site for the introduction of Domestic Abuse Protection Orders (DAPO), with this due to commence in late November for an initial 8 week period ahead of Wigan and Manchester also going online.
- 4.11 The Domestic Abuse Protection Order (DAPO) is a joint policy between the Home Office and Ministry of Justice. The aim of the DAPO is to bring together the strongest elements of the existing protective order regime into a single comprehensive, flexible order to afford longer-term protection for victims of all domestic abuse. The Domestic Abuse Protection Notice (DAPN) and Domestic Abuse Protection Order (DAPO) were introduced in the Domestic Abuse Act 2021 (the Act). Like the existing Domestic Violence Protection Notice (DVPN), the DAPN is a police-issued notice that will provide victims with immediate protection following an incident by imposing requirements, such as prohibiting the alleged perpetrator from coming within a specified distance of the victim's home. On average four Domestic Abuse Protection Notices are issued by GMP Bury per month, however this figure has decreased slightly as Bury has had the highest conviction and charge rate in the region, reducing the need for Protection Orders.
- 4.12 Positive requirements can be imposed under a DAPO, mandating the subject to take a positive action such as attendance on a perpetrator behaviour change programme. Any positive requirement under the DAPO will be monitored by a single entity, the DRIVE Partnership have been appointed by the Home Office to undertake this role, we have a very good working relationship with them around DAPO implementation.
- 4.13 Existing perpetrator behaviour change programmes include that of Talk Listen Change Perpetrator programmes locally namely Bridging to Change programme which is provision in relation to medium risk adult perpetrators; the Respect Young People programme which focuses on addressing adolescent to parent violence; and Encouraging Healthy Relationships programme which targets support to those who have harmed through intimate relationships. TLC have seen a 56% engagement rate, up one percent from the last quarter and above the GM average (49%) and national benchmark (40%). 93% of perpetrators in the scheme are male and outcomes for the last quarter indicate participants recording a 100% decrease in emotional abusive behaviours; 100% increase in empathy; 75% decrease in psychological abuse and 75% decrease in physical violence.

For TLC support to young people specifically headlines include an increase in engagement of young people identifying as non-binary or gender fluid; an increase in referrals of individuals having a learning, access or behavioural need; 84% increase in wellness scores by the young person themselves; parental reporting of an 84% reduction in the young person's psychological distress and 74% decrease in conduct problems.

- 4.14 A key component of the work of the Domestic Abuse Partnership Board continues to be the ongoing raising awareness and training on domestic abuse provision. This has included a rolling programme of lunchtime learning and teaching Tuesdays with social work staff as part of embedding a community of practice approach; targeted inputs as part of the Hoyles Family Funday in August 2024; the Bury Council Landlord Forum in March 2024 and further roll out of the Domestic Abuse in Later Life in conjunction with the Staying Well Team and Bury Voluntary and Community Faith Alliance. *Safer at Home* workshops were delivered in Bury and Prestwich focusing on honour based violence, forced marriage and dowry abuse. 60 attendees have undertaken this activity to date and those attending reflected on their learning and wrote poems and explained how they would use their learning to expand their knowledge in the future and share this within their networks and communities. There has also been additional promotion of the Domestic Abuse practitioners involved in the Bury Family Safeguarding Model including recent workshops held at Radcliffe Football Club on 11th November 2024.
- 4.15 Learning sessions have also taken place as part of ongoing Domestic Homicide Reviews and as part of the implementation of a tracker to embed such learning a refreshed series of seven-minute briefings on these is being developed with safeguarding colleagues. These will in particular look at the cross-over between domestic abuse and wider vulnerability to harm including radicalisation and substance misuse specifically, in addition to raising the awareness of child-to-parent domestic abuse.
- 4.16 Learning has also been shared as part of collaborative work in the region with Manchester Airport and Border Force colleagues. Colleagues visited the airport in May to increase mutual awareness of safeguarding approaches and practices to identify and disrupt those involved in abusive and coercive behaviours.

5. PRIORITY THREE: STRENGTHENING COMMUNITY COHESION

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Tren d	GM Average
GMCA Survey: % of people who feel their community is a place where people from multiple backgrounds get along	79%	78%	77%	74%	75%	79%	↑	76
GMCA Survey: My local area is a place where people look out for each other	74%	76%	78%	78%	71%	78%	↑	74
Number of Hate Crimes	156	145	172	0	168	194	↑	Local metric
Percentage of Hate Crimes where	85.3%	87.6%	78.5%	76.9%	76.8%	78.0%	↑	Local metric

outcome no further action								
PREVENT – Workshop Attendees	21	94	27	70	135	127	↓	<i>Local metric</i>
How confident are you that you could get help from Greater Manchester Police in an emergency?	57%	62%	60%	67%	65%	62%	↓	61

- 5.1 Community Cohesion has been an existing priority of the Community Safety Partnership in order to celebrate the different cultures and heritage we have within and across our communities; of promoting integration and awareness of such communities of interest; and to safeguard against hateful extremism (and hate of all forms). This has been brought to particular focus over the past twelve months given local and regional tensions relating to nation and international events.
- 5.2 Following the 7th October 2023 Hamas attack in Israel, the CSP has scaled up partnership work with community safety colleagues under Operation WILDFLOWER to manage local community tensions with respect to the international conflict. Initially daily partnership meetings with colleagues in Salford and Manchester were stood up working alongside GMP, the Community Security Trust, Shomrim, Bury Faith Forum and Bury Voluntary and Community Faith Alliance.
- 5.3 These meetings focused on sharing community level concerns, tensions and reports of incidents. It allowed for the two-way flow of updates in relation to these between statutory agencies and partners the cross-referencing of any reported incidents between agencies; co-ordination of work together to protect and maintain community cohesion including linkages to and learning from activity elsewhere across the region (with Bury inputting into regional WILDFLOWER governance); and shared intelligence on any risks to cohesion, such as demonstration or acts of hate.
- 5.4 Through the above partnership working mitigations were able to be put in place including
- Dedicated patrol plans of key locations including schools, transport hubs, places of worship and iconic sites
 - The use of rapid deploy CCTV coverage onto the King's Road vicinity of Prestwich
 - Engagement with local faith and community leads to ascertain tensions and opportunities to promote cohesion across faiths, the recognition of key cultural dates of significance
 - 'Check ins' by Locality Early Years Advisors into school and childcare settings within Whitefield and Prestwich
 - Promotion of hate crime awareness information, including the means to report and support available
- 5.5 WILDFLOWER meetings have continued through the year and whilst the frequency has reduced this still provides a means to respond quickly to any potential point of tension, eg identification and removal of hateful graffiti. This

also allowed the overseeing of arrangements around Ramadan, Eid and the Jewish High Holy Days and there will be an increased partnership focus around Purim next year to further mitigate any tensions celebration of this might cause to broader local communities.

- 5.6 During late July and early August, the country experienced significant unrest and public disorder, particularly after the tragic incident in Southport on 29th July 2024. Whilst there was thankfully no public disorder in Bury, the impact of broader regional and national activity was felt acutely within the Borough by particularly communities of identity. The Community Safety Partnership worked collaboratively both locally and with regional/ national colleagues as part of established emergency planning procedures, which included a Strategic Co-ordination Group and Community Engagement Cell. This informed local activity which included tailored briefings to the Bury Council of Mosques, a special session of the Team Bury Partnership; bespoke engagement with community organisations including Eagles Wing, Africab and BRAC (Bury and Rochdale African Community Network).
- 5.7 As part of the immediate response, Bury Council worked with mosque leads to successfully apply for surge security through the Protective Security Scheme for Places of Worship, to provide community reassurance. Whilst there was no specific threat against Bury venues, these bids recognised concerns given proximity of disorder in the wider region.
- 5.8 On 6th September a cohesion roundtable event took place at the Mosses Centre. This had already been scheduled prior to the unrest in 5.6 as part of exploring refreshing the inputs and focus of the Cohesion subgroup of the CSP. The session brought together representatives including the Bury African and Caribbean Women's Network; Jewel Foundation; BAME Project; Jewish Leadership Council; Citizens Advice Bury & Bolton; Khizra Mosque; Jinnah Centre; ADAB; Bury Older People's Network; Early Break; local Veterans leads; Organic Soul (member of Bury Muslim Christian Network); and community representative from Bury on the GM Race Equality Panel and We Lead for Legacy Civic Leadership programme. This session focused on developing a common understanding of the term cohesion; the principle drivers of this as being around trust, understanding, respect and tolerance; and areas for further exploration as a collective – such as inclusive messaging; safe spaces for discussions and to ask questions; opportunities to identify and connect community enablers and role models. A further roundtable is taking place on 21st November.
- 5.9 Also in September, the meeting of the Full Council endorsed a notice of motion on cohesion, against which a tracker is being developed to report back on progress against the recommendations within this. Some of these actions are more immediate, some are longer term pieces of work which inform the refresh of the CSP strategy going forward (as per section 10 of this report).
- 5.10 The activities in the tracker build on existing cohesion activity which has already been taking place through the CSP. On 24th July 2024 Collabor8 returned to Bury for the first time since the Covid-19 pandemic. Collabor8 is a family event that celebrates Bury's diverse communities, with a range of stalls and events run by various cultural, community and faith groups from the Borough. The purpose of the event was to bring people together from the communities of Bury; creating an opportunity for attendees to develop their own cultural awareness and understanding, to ask questions and learn in a respectful and fun manner, enabling us to break down stereotypes, eradicate

prejudice and allow a platform to tackle hate crime and to raise awareness. More than 700 attendees and 40 partners took part in the event at the Fire Training Centre.

- 5.11 Collabor8 is one of the events during the year which help raise the awareness of groups funded through Standing Together and Hate Crime Awareness grants. Some of the recent recipients and their activities have included:
- Speakeasy who have developed aphasia accessible resources and delivered sessions on hate crime and its effect on disabled people
 - Fair Futures have worked with young people and families to promote learning and reducing barriers to education , coproducing multilingual and easily understood training and advice on recognising and reporting hate crime.
 - 289 people have benefited from Caritas Red Door being able to deliver provision to keep people who may be at risk of being victimised to come together, share meals and activity
 - Bury People First have delivered Hate/Mate crime workshops with 78 attendees
 - 140 people engaged through the Eagles Wing, 'Come As Strangers and Stay As Friends' programme from across 20 countries including linking into Household Support Fund, DWP and the GM Immigration Aid Unit.
 - Youth led scheme put forward by three pupils of Elton High School.
- 5.12 Tackling hate has also been the focus on refreshed training on hate crime awareness and reporting. Planning is underway for the next Greater Manchester Hate Crime Awareness Week which takes place in February, for which funding for community activity has been made available. During GM Hate Crime Awareness Week in 2024 and surrounding weeks, local activity included:
- Bury LGBTQI+ Forum hosted a session on challenging hate against LGBT Disabled People at The Met
 - Stop Hate Crime showcase with MAD Theatre and Liv's Trust
 - Hate Crime Awareness Webinar with SAFE - in collaboration with the Greater Manchester Combined Authority and Salford Council
 - Hate Crime Awareness promotion through Radcliffe Football Club at their home fixture
 - Joint session with GM Victim Support to 24 local Hate Crime Ambassadors and Reporting Centres and direct input in Fair Futures and Women of Worth
 - Joint session with Street Reds to engage young people and parents in Whitefield and Prestwich
 - Hate crime surgery with GMP and BAME Project in the Millgate Centre
- 5.13 Safeguarding Against Hateful extremism also remains an area of focus for the CSP through the local delivery of activity under CONTEST counter-terrorism legislation. Building on a strong outcome in local benchmarking of Prevent Duty delivery through the Home Office, where benchmarking standards were met in all categories and exceeded in two-thirds of standards) there is a new tiered training approach, enhanced work on reducing permissive environments and further iterations of a Prevent newsletter.
- 5.14 In 2024 to date WRAP (Workshop to Raise Awareness of Prevent) has been delivered to 520 people across 11 schools, public service teams and community leads. IN addition Odd Arts delivered input to 2,400 pupils at Holy Cross following positive feedback to a session held with partners earlier in the year.

- 5.15 To further promote safeguarding against hateful extremism, the CSP has worked with SAFE (Security Advice for Everyone) via the Community Security Trust who are delivered a session on awareness in relation to The Far Right in August alongside promotion of training on Incels and the upcoming Martyn's Law (Protect Duty).

6 PRIORITY FOUR: CREATING AND MAINTAINING SAFE SPACES

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Trend	GM Average
VAWG - Violence Against Women (Female victims of any age)	1,678	1,393	1,758	1,818	2,006	1,254	↓	<i>Local metric</i>
Percentage of women who feel unsafe in their local area	9%	9%	10%	14%	13%	7%	↓	13%
Number of incidents on transport network by Under 18's	56	81	142	150	106	Q1 latest data available	↓	<i>Data due</i>
GMFRS reports of deliberate fires	New measure for 24/25				73	Data due	New	<i>Local metric</i>

- 6.1 Within the last twelve months Bury Council has successfully gained White Ribbon accreditation recognising the ongoing progress to strengthen systems and awareness of engaging with men and boys to prevent gender-based abuse through changing behaviours and cultures.
- 6.2 White Ribbon activity has included a specific all-staff live leadership briefing; White Ribbon content within the staff organisational development 'LET's Do It Challenge'; White Ribbon coffee mornings including at Fishpool Goshen Redvales and Springs Community Hub, Supporting Sisters, Women of Worth and as part of International Women's Day, awareness event at the Mosses Centre and in conjunction with GM colleagues at Stenecourt Synagogue; Bury Football Club players signing the White Ribbon promise; a Street Reds football tournament with gender based violence messaging; and information stalls at College induction and freshers week activities. There has also been engage with Natalie Lewis, a pro boxing coach on input to raise awareness in a traditionally male dominated environment.
- 6.3 Whilst there has been positive White Ribbon related activity it is noticeable that Violence Against Women and Girls (VAWG) reports had increased earlier in the year, and whilst some of this maybe down to increased awareness, it shows further work is required in this area, and is central to why the notion of 16 days of action which follow White Ribbon Day is referred to in Bury as the need for 365 days of action. Current activity to address this includes a renewed focus as part of the recent B-Safe session with Year 8 pupils across the Borough and focus within Circles of Influence activities to embed healthy relationships and respect principles within young men and boys; and the ongoing development of a suite of VAWG Upstanding training. With funding through the Home Office Safer Streets scheme this will provide a series of train-the-trainer interventions

aimed at public services, community leads, and specific communities of interest, from which a hybrid Bury product will be developed, alongside a suite of support guides and resources to encourage the prevention of harmful behaviours, and whether they do occur the confidence and awareness to report (including for bystanders to become upstanders and call out such behaviour). This will also provide a focus on the emotional wellbeing impact of micro-aggressions and coercive control and include joint work with Catch 22 as GM Victim Services

- 6.4 This will accompany the latest chapter of Greater Manchester's *#Isitok? Campaign* aimed at men and boys to challenging their behaviours to tackle sexual harassment of women and girls in public spaces. Bury has been actively involved in further developing this through the Gender Based Violence Steering Group to shape content that challenges misogyny and bias with further content due for release in December 2024.
- 6.5 VAWG training is one of a number of interventions which Bury was successful for in applying into Round 5 of the Home Office Safer Streets fund. In conjunction with the Greater Manchester Combined Authority as respective Police & Crime Commissioners office, Bury's proposal focused on initiatives driven by local insight to reduce anti social behaviour and promote safe spaces. The funding has enabled the provision of 32 new CCTV cameras within Bury Town Centre, particularly around Kay Gardens, Market Street, Kay Gardens and The Rock to support community safety and security colleagues to better respond to incidents, in conjunction with improved radio connectivity, which has already brought offenders to justice.
- 6.6 Within the Town Centre there has been an increased presence of public guardians, with the funding providing capacity through Street Stewards through the Street Pastors, to be an additional presence in the town centre, as eyes and ears for statutory services which also being able to engage with residents and visitors to the town centre to provide support and work to deter poor behaviours, such as action to tackle cyclists causing a nuisance or danger in centre. The stewards are averaging 2,500 interactions per quarter presently.
- 6.7 Public guardianship has also increased on the public transport network through dedicated youth workers operating around transport stations and on the Metrolink. Joint patrols target hotspot activities to reduce youth related anti-social behaviour and seek to develop positive relationships with young adults including providing information on diversionary activities. TravelSafe colleagues provide a weekly summary of ASB and criminality on the transport network with which joint work is then undertaken with the GMP Prevention Hub, youth detached outreach team, housing and homelessness services and local schools/ colleges. The transport network has also seen physical deterrents added to prevent access to station roof structures which has been being used to commit ASB which had been putting the offender and others in danger
- 6.8 Transport and broader road related safety has included partnership activity between GMP, TfGM, Bury Council and GMFRS as part of the region's Vision Zero Strategy which aims to eliminate road death and life changing injuries by 2040 with a target of a 50% reduction by 2030. There has been targeted promotion of partnership resources on road safety including *Sharing the Road*; *Fatal 4* and *Winter Road Safety* guidance from GMFRS; promotion of DriveSafe through the Bee Network and *Safe Drive Stay Alive* in conjunction with the Northern Care Alliance and GM colleagues/ youth groups. Further work is taking place to review hotspot locations for partnership engagement, including

with GMP over speeding operations or considerations to design out any vulnerabilities, alongside use of virtual reality and live extraction from vehicle demonstrations

- 6.9 During Operation AVRO in March 2024 there were 127 traffic enforcements exercised including 71 traffic offences, 56 speeding offences, six prohibition notices, three vehicle seizures and one arrest. 30 traders were stopped and spoken to by Bury Trading Standards, of which 10 were advised in relation to their activities.
- 6.10 Activity through the CSP continues to promote water safety messaging, in particular through local schools and youth settings, in conjunction with the Bury Resilience Forum. Earlier in the year, prior to the June half term and summer holidays key advice was shared on the dangers of (non-organised) open water swimming, including the dangers of cold water shock. All school leads were engaged with through the *Safe for Summer* campaign, including the sharing of resources to enable students to deliver content to fellow pupils in assemblies as a peer-to-peer educational approach. The content included *Stay Wise* content to challenge behaviours and guidance on *Float to Live* should people get into danger. Information was also shared through housing services colleagues and will continue into the winter months to warn of dangers of open water and ice, in conjunction with the Greater Manchester Water Safety Partnership.
- 6.11 Phase 1 of the Royal Society for the Prevention of Accidents (ROSPA) report recommendations on open water in Bury have been completed and the Department for Operations are updating the water safety policy and website information with respect to this. Phase 1 focused on the sites of highest profile, footfall and most accessible to the public and/or there had been previous incidents. Attention will now move to phase 2 sites.
- 6.12 Greater Manchester Fire & Rescue Service [GMFRS] have provided inputs on fire safety data into the Safe Spaces subgroup and Public Service Reform Steering Group. Bury routinely has the lowest total number of incidents requiring attendance across the region by GMFRS and so focus is on targeting repeat locations and exploring opportunities for partnership prevention. Within the last year locations for repeat deliberate primary fires includes Moorside and streets within Besses and for secondary fire is predominately locations in Sedgley, Holyrood and Radcliffe West. For each of the 3 GMFRS stations in the Borough there is a station place based plan, setting out local priorities covering training, community engagement, infrastructure and the built environment.
- 6.13 GMFRS have also been working to increase their Safer Communities and Intervention offer which includes:
- Universal offer – overall fire safety campaigns and promotion of Firestoppers, introduced in February 2024 where anonymous reports can be made to support the identification of deliberate fire setting to enable joint work with GMP on criminal investigative action.
 - Community offer – Targeting risk cohorts such as through The Atlas Project (support and education for convicted fire setters); the Achilles Project (intervention for individuals involved in the criminal justice system to change behaviour and develop personal resilience)
 - Individual offer - features Home Fire Safety Assessments (HFSA) by GMFRS, involving home visits to assess and reduce fire risk. The assessments are person-centred, offering advice and signposting based on risks related to the person, environment, or behaviour.

7 PRIORITY FIVE: TACKLING CRIME AND ANTI SOCIAL BEHAVIOUR

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Trend	GM Average
Rate of all crimes (per 1,000 residents)	31.7	26.2	26	24.7	26.8	26.2	↓	30.5
Rate of Violent Crimes (per 1,000 residents)	12.5	10.6	10.2	9.9	10.9	Data due	↑	11.9
Rate of neighbourhood crimes (per 1,000 residents)	3.0	2.9	2.7	2.4	2.4	Data due	↔	4.8
A&E Attendances due to assault	101	112	118	133	125	122	↓	Local metric
Number of Residential Burglaries	173	206	198	178	159	165	↑	Local metric
Number of ASB Offences (GMP)	3,013	2,663	1,973	1,737	2,116	Data due	↑	Local metric
Bury Council ASB Reports	115	147	75	82	145	120	↓	Local metric
Bury Council ASB Closed Cases (within period)	66	90	35	52	89	88	↓	Local metric

- 7.1 Bury, as a Borough, is one of the safest districts in Greater Manchester. The Borough's rate of all crime and of violence crime remains below regional average. This is something that the CSP is not complacent about and works hard to maintain, whilst also being fully aware that as a result when incidents do happen locally they are more noticeable and concerning to local communities.
- 7.2 CSP partners work together to seek to prevent criminality occurring, and where it does to mitigate the impact of this and address through a problem-solving approach to support any victim(s) of crime; identify and bring offenders to justice; and address any underlying vulnerabilities that allow or enable criminality to occur.
- 7.3 Crime, including violent crime, is not evenly distributed across the Borough, meaning that impact is felt more acutely in certain locations. Bury Town Centre has the highest volume of criminality and anti-social behaviour in the Borough as a whole. As a result of this there have been a number of targeted interventions focusing on this area including:
- Operation HEARTBEAT – a dedicated operation to addressing youth related crime anti social behaviour and criminality in the town centre in which GMP have been working in conjunction with Council ASB colleagues, TravelSafe, Millgate and The Rock security and Safer Street Stewards, alongside sharing intelligence and engagement with the youth detached outreach team and complex safeguarding colleagues. During 2024 HEARTBEAT has responded to 222 logs, with 86 arrests and gathered an additional 49 pieces of intelligence. Incident numbers have decreased quarter-by-quarter in the year to date due to

targeted high visibility activity at peak times; increased partnership working including positive referrals for mentoring through Bury Defence Academy

- Operations LYNX and EXPEDITE – there is a renewed focus on safety within Bury’s Night Time Economy, working in conjunction across licensing colleagues, licenced premises (including Pubwatch), Street Pastors and Bury Business Improvement District. This work has been building on a strong base of being a Purple Flag accredited town centre, an accolade the Borough is rightly proud of but there is a strong recognition of the need to go further to ensure this is retained and built upon. Additional patrols have been secured including the extension of the hours of operation into the early hours of Saturday and Sunday mornings as a data-led response to the time and locations of incidents. Work is continuing to refresh a ‘4P’ plan for the night time economy – to *prevent* criminality; *prepare* for predictable peaks of risks of crime; *protect* and safeguarding people, and *purse* offenders. The Safer Streets expansion of CCTV focuses within this area is being supplemented by joint work with the Bury BID on digital crime reporting and intelligence system to improve connectivity and sharing of information between organisations; and ongoing learning through engagement with the Co-operative Council Innovation Network including sharing practices with broader licensing teams
- The Public Guardianship through Street Pastors between the Safer Streets funded daytime patrols (6.5-6.7) and existing night time activity has allowed an presence into the twilight period to ensure a continuity of presence into the evening economy.

7.4 In March 2024 there was a linked series of targeted incidents which predominantly took place in the Whitefield area. There was a robust partnership response which included daily multiagency meetings including GMP Bury, Force teams, Social care, Complex Safeguarding Team, Bury College, Council community safety colleagues; in addition to increased hi-visibility and covert policing and patrolling including Violence Reduction Unit officers; detached youth outreach; TravelSafe and GMP Transport Unit Officers; tactical aid unit; and mounted officers.

7.5 As a partnership opportunities were determined for multi-agency intervention and disruption across key individuals of note, including housing, education and learning provision, anti-social behaviour, detached youth outreach to ensure collective system intelligence to support policing investigative action, in addition to partners providing a visible presence in the local area to provide community reassurance.

7.6 A series of approaches were deployed to mitigate harm including the granting of Section 60 notices which provided additional search and dispersal powers. As a whole in the first half of the year there were a total of 1,152 stop searches carried out in the Borough, from which there were 255 positive results – a positive result doesn’t necessarily mean a weapon or illicit substance was found, it includes the detaining of wanted individuals, or completion of a bail check.

7.7 Work through the Serious Violence Duty subgroup has had a triple focus of a/ routine targeted enforcement and engagement activity in the Borough; b/the development of a Clear Hold Build approach; and c/ focus on prevention and early intervention to deter and divert people from criminality.

7.7.1 Routine activity builds upon regular days of action, such as Operation SCEPTRE – a Force week of action to raise the awareness of the dangers of knife crime and reduce it by targeting those carrying weapons, disrupting the supply of knives, and providing young people with positive alternatives to crime. Locally this has included the deployment of knife arches including at Bury College and Metrolink stations across the Borough network; warrants connected to violence and knife-enabled crime and visits to habitual knife carriers; joint activity with Operation CONCEPT (illegally imported weapons) visits; knife crime awareness workshops with schools and colleges on the dangers of carrying weapons.

7.7.2 Clear Hold Build is an approach to tackling organised crime groups or associated criminal activity acting in the neighbourhood to make the area a safer place to live and build community resilience. The partnership approach involves an initial 'Clear' phase with targeted enforcement activity (arrests/ disruptions) to target identified individuals and their networks including business interests. 'Hold' focuses on consolidating this by ensuring any underlying place-based vulnerabilities are reviewed to seek to prevent alternative offenders moving into any gaps left by removal of key actors in the clear phase. 'Build', which starts alongside the hold stage takes a whole-system approach to developing and delivering community-empowered interventions to tackle the drivers of crime and exploitation. This approach has been delivered to date within the Moorside Ward in Bury through Operation REVOKE and the intention over late 2024 is to roll this approach out into Whitefield.

7.7.3 A key focus of Bury CSP and the regional Greater Than Violence approach is on the prevention of individuals being drawn into criminality, or more serious offences if already in the criminal justice system. Work with the Violence Reduction Unit involves a series of approaches and interventions that aims to better identify, engage and change behaviours of such individuals and their connections. Examples of work undertaken include:

- A deep dive into young people entering the youth justice system to audit support and contact by professionals previous to their entrance to review if opportunities were missed and undercover gaps in support.
- 91 sessions of Outreach/ Detached activity undertaken within the last quarter, amounting to contact with 1,400 young people.
- Partnership activity with GMFRS using their training centre to create a session for young people identified by colleagues to experience this as a diversionary activity. The project is multi agency and touches on the impact of different offences and offers better understanding. This has occurred as a pilot twice to hone the offer. It will be rolled out monthly for an identified cohort and supported by the project worker and the teams funded through VRU.
- Mentoring through 1-1 and group session, with 20 people directly supported in the last quarter and group sessions have included young people at risk of Child Criminal/ Child Sexual Exploitation to come together for a day of team building and drama workshops to better understand their disengagement from positive activities and realise their own strengths to support positive skill development and further inclusion. This builds on a community led pilot in Bury East, led by an alliance of voluntary sector partners including Bury Defence Academy, Enterprising Youth and Early Break.
- Provision of an 'older' young people youth offer following consultation with year 11 pupils and trialled as part of the summer suppression offer.
- Linked universal youth club sessions were accessed by 255 young people

- Street self defence and street first aid project is being co-produced with you people following their suggestion

7.8 With regards to neighbourhood crime, also known as acquisitive crime:

- Residential Burglary has shown year on year reductions with average weekly levels in 2024 to date approximately half the levels of two years ago. Whilst there are occasional pockets of activity in particular police beats, there are not persistent hotspots with pulse patrolling of both overt and covert officers deployed to target any peaks, and local areas provided with crime prevention advice to reduce any local vulnerabilities.
- Personal Robbery has seen a reduction through there has been greater variation with a spike in late June and early August. These were lower than spikes in previous years and outside of these levels have remained low. The spikes related to linked series of robberies in Nuttall Park. Bury's Neighbourhood Crime Team investigated the matter. After an extensive CCTV trawl and effective partnership working with the local colleagues, two suspects were identified and promptly arrested.
- Vehicle crime (vehicle interference; theft from motor vehicles and theft of motor vehicles) has seen a significant decrease in 2024 to date from 2023. This has included targeted work with the trades on safety advice in relation to their vehicles; proactive patrols through the Roads Policing Team and practical advice through Bee in the Loop messaging service.

7.9 The CSP has continued to work collaboratively to tackle Anti Social Behaviour in the Borough. Bury ranks second lowest at a district level in of GMP recorded ASB incidents. Where ASB does occur the predominant categories are of rowdy or inconsiderate behaviour, which is nearly three times higher than the next categories of vehicle nuisance, neighbour disputes and noise concerns. It is noted that almost a third of rowdy and inconsiderate behaviour incidents are within 250 metres of the Metrolink network. For vehicle nuisance the predominant themes are off-road bikes and anti-social parking.

7.10 A district ASB Problem Profile has been developed from which there will be a series of strategic and tactical recommendations, which will inform the refreshed CSP strategy and consider place based partnership responses to tackling the causes and mitigating the effects of ASB across the Borough. This will build on existing partnership activity which has included:

- Ongoing joint patrols in hotspot locations examples including work with the Radcliffe Neighbourhood Policing Team regarding off road bikes and motorbike nuisance through joint visits to petrol stations to issue letters in regards to the sale of petrol in jerry cans to people potentially using it to ride non-insured motorbikes, requesting the petrol stations to report any suspicious activity and intelligence submitted regarding any instances of ASB Riding
- Ongoing joint visits between police and Council ASB colleagues to properties where both organisations have received complaints to help resolve any issues that have been raised.
- Mediation between residents at Baguley Crescent with landlord present to try and mitigate instances of verbal abuse and noise levels from above property. Mediation was a success and complaints have reduced.
- Partnership enforcement on Peter Street in response to a vehicle nuisance complaint of multiple vans being parked along the street, with people also

sleeping in them. This was having a detrimental effect on the surrounding businesses and so joint work including GMP and the DVLA, meant that all these vehicles were seized and the area cleaned up accordingly.

- 7.11 ASB and tackling youth crime is also the focus on the B.Safe initiative in which more than 2,000 pupils at the Borough's secondary schools take part in an immersive learning day on how to keep themselves and others safe. The sessions focus on prevention and early intervention to raise awareness of and divert people from knife crime, the dangers of vaping, drug misuse, a focus on healthy relationships, anti-social behaviour (particularly in relation to Halloween, Fireworks night and on public transport) and fire safety. A day of workshops was held at each school, following a performance by second-year drama students from Bury College to reinforce key messaging and this approach is being reviewed to ensure it is most appropriately targeting the right messaging to the right age-groups.

8 PRIORITY SIX: REDUCING REOFFENDING

Measure	23/24 Q1	23/24 Q2	23/24 Q3	23/24 Q4	24/25 Q1	24/25 Q2	Trend	GM Average
% of all crimes committed by re-offenders	29%	27%	24%	23%	25%	26%	↑	27
% of crimes committed by re-offenders - crimes by under 18's	26%	29%	19%	27%	33%	28%	↓	26
Number of young people who are first time entrants to the youth justice system	17	13	12	9	10	12	↑	<i>Local metric</i>
Percentage of young offenders engagement in suitable education, employment or training	41%	57%	50%	44%	60%	40%	↓	N/A

- 8.1 The Reducing Reoffending Board brings together colleagues from prisons, probation and youth justice agencies, including the voluntary sector, to develop relationships and joint approaches to offer real opportunities for change in individuals who have previously committed offences.
- 8.2 To deliver this Bury's Reducing Reoffending Delivery Plan has been refreshed in line with the regional Probation planning approach. This includes a current focus on:
- Delivering rehabilitative interventions through the Greater Manchester Integrated Rehabilitative Services and Offender Management, supporting individuals to re-integrate into the community by addressing a range of needs.
 - Developing tailored approach to employment, training and education for both young adults in probation and those whose careers to date have been one of criminality.

- Providing People on Probation in Bury with safe, stable accommodation and to protect the public through robust monitoring
- 8.3 The integrated offender management (IOM) approach has seen greater partnership working to co-ordinate oversight and support to offenders to reduce their risk of reoffending, including increasing connectivity in line with probation being a specified authority within the Serious Violence Duty. Referrals are screened for eligible custody releases with an increased volume of Integrated Offender Management cases receiving vigilance visits to review the progress being made of integrating back into local communities. Compliance with all IOM appointments offered is at 92.6% with an average number of appointments offered being 13.5 across a 4 week period . Across Greater Manchester, alongside Rochdale, Bury has the highest fixed cohort on IOM; conducts the most amount of vigilance visit (pro-rata of caseload) and has the highest level of compliance.
- 8.4 Work between probation and the youth justice service has continued to embed a trauma responsive approach to support the transition of individuals in the 18-25 age bracket. For individuals a workbook is completed to prepare all young adults in lead up to transition with seconded probation staff supporting this. For professionals this has included specific e-learning of trauma-informed practice and adverse childhood experience training and access to specialist material in relation to care leavers.
- 8.5 GM Integrated Rehabilitative Service 'Achieve' are co-located at probation and working on 1-1 with individuals to identify and address barriers to engagement with employment training and education (ETE). Interventions include support on CV completion, assistance with application forms and coaching on job interview skills. Additional technology has been in place allowing people on probation to be able to more readily access online learning platforms to supplement the Job Club running through Welfare Hub.
- 8.6 In relation to accommodation, there is a rolling average of 93-97% occupancy rate for Community Accommodation Service Tier 3 (CAS3) accommodation, which provides temporary accommodation for homeless prison leavers and those moving on from Approved Premises to support move into settled accommodation. Partnership prison leaver meetings are well attended by partnership meetings to review priority duty and identification of People on Probation without accommodation to ensure a joined up approach. From the latest available date over 90% individuals accommodated upon release, with three-quarters in settled and stable accommodation three months post release.
- 8.7 In July, The Criminal Justice Act (2003) Requisite and Minimum Custodial Periods Order (2024) was debated and subsequently introduced to modify the automatic release point for Standard Determinate Sentences (SDS) from 50% to 40% of sentence to ease prison overcrowding. An SDS is the most common type of custodial sentence issued by the courts. It requires offenders to serve part of their sentence in custody and the rest on licence in the community. Certain offences excluded, including serious violent offences with a sentence of four years or more and sexual offences, offences linked to domestic violence, and national security offences irrespective of sentence length. There has been significant multi-agency liaison prior to the release of the first tranche and audits have continued to take place on all cases released to date to review probation activity which will include any recalls to custody.
- 8.8 Developments are continuing to embed a Probation Notification and Actioning Project (PNAP) as part of a substance misuse treatment and recovery pathway

for prisoners. Prisoners who have a history of drug and alcohol use have an increased risk of relapse, death and reoffending in the period directly following their release from custody. PNAP aims to reduce this risk and simplify how probation staff are told about a prison leaver's ongoing drug and alcohol treatment needs through the creation of a central administrative team to support the Probation Service to provide a process for prison treatment providers in England and Wales to communicate referrals to probation via a new 'single national gateway' which has been developed and agreed with NHS and HMPPS colleagues; and enable probation to record and manage information more effectively. The PNAP notification will enable probation staff to consistently support and encourage engagement in community services, and therefore directly contribute to improving continuity of care for drug and alcohol treatment for prison leavers. In the coming months this will see greater collaborative discussions between probation and the drug and alcohol workstream of the CSP.

9 WIDER COMMUNITY SAFETY ACTIVITY

- 9.1 The last twelve months has seen an increased focus on collaboration between the CSP and the broader Bury Safeguarding Partnership system. This has centred around sharing opportunities for learning, training, awareness and co-ordinated activity. Some examples of this include:
- Joint delivery of a Child Protection AVRO day of action which saw the execution of warrants and searches with Serious Organised Crime colleagues alongside Complex Safeguarding partners; Prevention Hub inputs into care homes to deliver training to residents and staff; neighbourhood based colleagues attending a Crucial Crew event with Bury FC with input to over 150 children on safety and exploitation; 500 children engaged in schools on healthy relationships and internet safety; and a joint session with Foundation 92 and TfGM on exploitation awareness at Bury Interchange
 - Complex Safeguarding Week of Action with workshops and interventions in conjunction with the Youth Justice Prevention Team
 - Child Criminal Exploitation 'Take Over' event focusing on a caser study to walk young people through a child's experience of CCE at Bury Fire Training Centre with GMFRS, CHALLENGER [Organised Crime] district and Force colleagues; GMCA; Early Break; Bury Youth Service; VRU and Catch 22 [Victim Support]
 - Complex Safeguarding colleagues joint sessions with Northern Care Alliance to deliver training and interventions at Fairfield A&E
 - Breaking Barriers training through 'Crossing the Line' production for primary schools covering the themes of county lines and misogyny
- 9.2 In addition to responding to the strategic priorities of the Community Safety Partnership, multi-agency colleagues have continued to provide emergency response and support to issues as they have arisen, notably working together during major accidents and incidents, such as responding to the Nelson Street gas explosion in March.
- 9.3 Of note, over the past year there has been recognition of particular contributions to Community Safety in Bury and by those working locally. This includes through the GM Chief Constables Awards I which the Bury Voluntary Police Cadet Unit won unit of the year; the volunteer of the year was Dorothy Stoddard from Bury Neighbourhood Watch; GMFRS District lead Jason Rain was

awarded a certificate of outstanding performance for leadership on a project to improve capacity and capability to respond to a marauding terrorist attack and there has been Mayoral recognition of the Bury Special Constables who within the last year have performed 5,561 operational duty hours, been involved in 108 arrests and taken 75 vehicles at risk of causing harm off Bury's roads.

10 COMMUNITY SAFETY PLAN REFRESH

- 10.1 Work has taken place in recent months to commence the co-production of a revised Community Safety Plan for the Borough to run from April 2025 until March 2028.
- 10.2 The CSP Strategy refresh is informed by changes to national legislation and policy; ongoing work to refresh the Greater Manchester Police and Crime Plan – also known as *Standing Together* – and local insight (both qualitative and quantitative). The Plan seeks to prepare for prospective legislative changes as much as reflect updated statutory guidance since the last plan.
- 10.3 Insight to inform the strategy has been shaped through community (including victim voice) from the respective subgroups and broader dialogue. Whilst much of this has been as part of ongoing community safety engagement there has been specific conversations and survey taking place in recent weeks to shape the content of the strategy – both in terms of priorities and principles.
- 10.4 This engagement has included a survey which has been available online and in-person; street-level engagement across the Borough; and focus group style groups across communities of interest and experience including a Community Cohesion roundtable; engagement through Bury People First; Bury Older Peoples Network; Circles of Influence with young people in the Borough and the Persona Your Voice Forum.
- 10.5 As of 14th November 2024 there had been 629 survey responses in addition to engagement outlined in 10.4. To data key priorities which have emerged are as follows:

CSP survey feedback to date	<p>Topics identified of greater importance by local communities being child exploitation; domestic and sexual abuse; anti-social behaviour and hateful abuse.</p> <p>Feedback on approaches to prioritise have focused on a greater emphasis on education to prevent people getting drawn into and involved in crime, and responsiveness to incidents when they occur</p> <p>"Neighbours" a key factor in making people feel safe, in terms of their connections to them, with communication and increased community based events identified as means for greater opportunities to work together as communities and public services to make places (and people feel) safer</p>
Key topics raised in wider engagement to date	Priority topics identified relate to public safety on transport including specifically Bury Interchange and opportunities to bring different communities together to develop mutual togetherness
CSP partner	Priority topics identified are Offences Against Children; youth

data areas of focus	Serious (weapon enabled) Violence; Violence Against Women and Girls; and tackling organised crime including drug related criminality
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- 10.6 Appendix A provides draft content of the emerging Bury Community Safety Partnership Strategy for discussion, with the caveat that there is ongoing engagement taking place across the Team Bury system and with communities.
- 10.7 Work is continuing to further develop the strategy including shaping an outcomes framework and initial delivery plan. This will continue to be informed by ongoing co-production, engagement and insight analysis.
- 10.8 The further drafted strategy will be presented to the Bury Community Safety Partnership in January 2025 for endorsement and it is intended that the strategy is approved at Bury Council's Cabinet meeting in March 2025, for delivery commencing 1st April 2025.

11 RECOMMENDATIONS

- 11.1 This report provides an overview of the recent, current and planned activities taking place across the priorities of Bury's Community Safety Partnership. The Committee is asked to note the report and outline any areas of further interest.
- 11.2 The Committee is asked to provide any specific comment to shape the Bury Community Safety Strategy for 2025-2028

ACRONYMS

ASB – Anti Social Behaviour
CAS3 – Community Accommodation Service Tier 3
CSP – Community Safety Partnership
CST – Community Security Trust
DAPO – Domestic Abuse Protection Orders
DVA – Domestic Violence/ Abuse
GMCA – Greater Manchester Combined Authority
GMFRS – Greater Manchester Fire & Rescue Service
GMP – Greater Manchester Police
IOM – Integrated Offender Management
IDVA – Independent Domestic Violence Advisor
MARAC – Multi Agency Risk Assessment Conference
MAPPA – Multi Agency Public Protection Arrangements
SVD – Serious Violence Duty
VAWG – Violence Against Women & Girls

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DRAFT

Safer and Stronger Together

Bury Community Safety Partnership Strategy 2025-2028

1. Foreword

Keeping people safe is at the very heart of public service life and so we're pleased to present Bury's latest Community Safety Partnership Strategy which is at the very core of this. *Safer and Stronger Together*, has been born through working with Bury's biggest strength, our local communities. It sets out how the Bury Community Safety Partnership will work together, as statutory agencies with partners, and crucially, with communities across Borough, to keep people safe from harm, to reduce risk and vulnerability, to collaborate on opportunities to make people feel more resilient and able to thrive, and to provide an united front to those seeking to cause harm to others.

The Community Safety Partnership is committed to working together to make Bury the very place to call home, to study and work in, to socialise and visit. By tailoring and targeting activity, this strategy sets out to tackle hotspots of crime and harm, to embed prevention and early intervention interventions in partnership with local places, to support communities to be increasingly resilient and to go further than that, to thrive.

We are, and always will be, safer and stronger together, and call upon all partners and communities to join us in delivering this strategy.

Councillor Sandra Walmsley, Cabinet Member for Communities and Inclusion

Chief Superintendent Kirsty Oliver, District Commander, Greater Manchester Police and Co-Chair of Bury Community Safety Partnership

2. Executive Summary

Bury Community Safety Partnership is committed to continuing to make the Borough of Bury one of the safest places to live, work, study and visit. The vision of the partnership is for strong and resilient communities, where all are able to thrive, safe from harm. This includes working collaboratively, as a statutory agencies with local communities to target prevention to safeguard, particularly those affect the most by trauma or susceptible to harm or being drawn into harm – and robustly challenge those who engage in criminality or (seek to) cause harm to local communities.

Community Safety isn't the responsibility of any one agency and community safety matters don't exist in isolation from wider social factors. As such this strategy sets out the approach and collective interventions that the partnership will come together around, to provide an increasingly collaborative approach to safety. This approach is central to Bury's *LET'S Do It!* approach and this plan is guided by those principles.

The Partnership will maximise the connectivity of Bury into wider Greater Manchester region whilst ensuring activity is tailored to the specific insight, risks and opportunity of the Borough, and moreover targeted, focused and reflective of characteristics of particular neighbourhoods and specific locations.

Through dialogue with local partners and communities across Bury and review of evidence on threat, harm and risks to the Borough, a set of strategic priorities have been identified, against which the CSP will have a relentless focus on over the next three years. Initial areas of focus are detailed against each priority to provide the framework upon which the partnership will focus; though the CSP will continue to assess insight (data, knowledge, community intelligence, and research) in order to ensure any emerging risks, or opportunities, are responded to in a timely and cohesive manner.

Collectively this strategy sets out to ensure the vision can be achieved that together we are greater than violence, as communities we stand together and Bury is a place that looks out for each other.

3. Introduction to Bury CSP

Community Safety Partnerships were introduced by Section 6 of the Crime and Disorder Act 1998 to bring together local partners to work together in creating and delivering on strategies to tackle crime, disorder and anti-social behaviour in their communities.

Whilst additional statute and bills have address specific elements of community safety, the role of CSPs has not substantially altered despite broader legislative changes. Within the last twelve months there have been national reviews and consultations into Police and Crime Commissioners and part two of the Police and Crime Commissioner Review, recommended that the Home Office undertake a full review of Community Safety Partnerships across England and Wales. This review commenced in November 2023 and undertook wide-reaching engagement and evidence gathering to assess the role and remit of CSPs in the wider partnership landscape, noting the significant contextual changes that have taken place since they were first established. As a result of the review, the Home Office will be developing new guidance for CSPs, which will reflect the context CSPs currently work within and set out recommended minimum standards, as well as suggestions for good practice. Whilst this is not yet in place, Bury CSP will continue to work proactively with the Deputy Mayor's Office in

Greater Manchester and be responsive to changes to statutory guidance as this becomes available, should this progress given the change in national government.

Bury's Community Safety Partnership (CSP) includes statutory agencies set out in the Act, alongside key local partners with representation including:

- Bury Council (including Public Health and Children's Services)
- NHS Greater Manchester (Bury)
- Greater Manchester Police
- Greater Manchester Fire & Rescue
- Bury Voluntary & Community Faith Alliance (local infrastructure organisation)
- Probation and Justice Services
- Representative from Bury Safeguarding Partnership

As set out in the priorities later in this strategy, membership and representation of the CSP will remain under review during the course of the strategy, to ensure the most appropriate collection of decision makers, influencers and voices are present to reflect the Borough and the community safety priorities of Bury.

Bury CSP meets every two months, a frequency which has increased over the past 18 month to allow for further partnership focus, as is co-chaired by the District Commander of Greater Manchester Police for Bury; and Executive Director of Strategy & Transformation within Bury Council.

The meetings include standing items on resourcing, data, updates from Greater Manchester Combined Authority, and communications, with rotating deep dives on priority topics in addition to collectively addressing key matters (risks/opportunities) which have arisen or changed since the previous meeting.

The table below outlines the connectivity of the CSP into the wider 'Team Bury' ecosystem and details the connectivity down into neighbourhoods and place based working, as well as up into regional and national landscape, with Appendix 1 setting out national and regional policy drivers.

Neighbourhoods	<ul style="list-style-type: none"> • Practitioners at place (in the neighbourhoods) are increasingly coming together to work in a co-ordinated and collaborative way. In doing so, they are able to collectively identify opportunities for prevention and early intervention, to problem solve as a partnership, and to tailor solutions that best address the specific needs of the local communities in that place. This is led by a series of Public Service Leadership Teams (PSLTs) made up of representatives from across the CSP specified authorities– including GMP Neighbourhood Sergeants; Greater Manchester Fire & Rescue officers; local Health and Care Integrated Neighbourhood Team Leads; neighbourhood leads from Housing ; the locality Early Help lead in Children's Services, and social prescribers • Fortnightly neighbourhood priorities meeting chaired by GMP to review partnership opportunities to address hotspot and repeat victim, offender and crime location details • Police and Communities Together meetings – routine community meetings to share the latest information on community safety activity and seek place based insight on concerns
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District	<ul style="list-style-type: none"> • Bury CSP is a statutory Borough wide partnership. As with other such partnerships, eg Childrens Strategic Partnership Board, this is overseen through quarterly Team Bury Partnership meetings, where Chairs and Lead Officers of statutory, business and voluntary sector networks meet to drive the LETS approach. Through this local connectivity to overlapping workstreams including on Health Inequalities and Bury Council's Inclusion Strategy • Mutual representation and update reports for collaborative learning with Bury Safeguarding ecosystem, including Children's Board, Adult's Board, Learning and Development group and Complex Safeguarding Partnership • Annual report to Bury Council's Overview & Scrutiny Committee by lead Cabinet Member for Community Safety; updates provided into Cabinet Member through fortnightly Portfolio meetings • Borough wide thematic groups including <ul style="list-style-type: none"> ○ Subgroups of existing CSP priorities including Drug & Alcohol Group; Community Cohesion; Domestic Abuse Partnership Board; Serious Violence Duty Steering Group; Safe Spaces Steering Group; Reducing Reoffending Partnership ○ Multi agency partnership meetings including Challenger Partnership and Youth Justice Partnership
Greater Manchester	<ul style="list-style-type: none"> • Bury CSP is actively involved with the work of the Greater Manchester Combined Authority through the GM Police and Crime Board and is a core delivery partner for the GM Police and Crime Plan "Standing Together" • Respective community safety colleagues are fully engaged with regional activity include the Greater than Violence, Too Great for Hate and #ititok? Approaches and campaigns. • The partnership is also actively participating in the GM devolution agenda and broader social change approaches, including the GM Live Wel model and activity to tackle multiple disadvantage • Partnership connectivity occurs at a sub-regional level, be that to collaborate on cross-border risks such as connected series of crimes where offenders have travelled between Boroughs, and to join forces to combat common risks which spread across communities not confined to individual districts, such as joint work with Salford and Manchester around Jewish High Holy Days.
North West	<ul style="list-style-type: none"> • Bury CSP colleagues are actively involved in wider regional networks to share best practice and explore joint approaches to identifying risk and reducing harm, especially against threats which exist across geographical boundaries. Examples including the North West Regional Organised Crime Unit and North West Prevent Leads Network
National	<ul style="list-style-type: none"> • Bury CSP is alert to changes in national policy, guidance, legislation and funding opportunities; liaising as appropriate with the Home Office and Ministry of Housing, Communities & Local Government

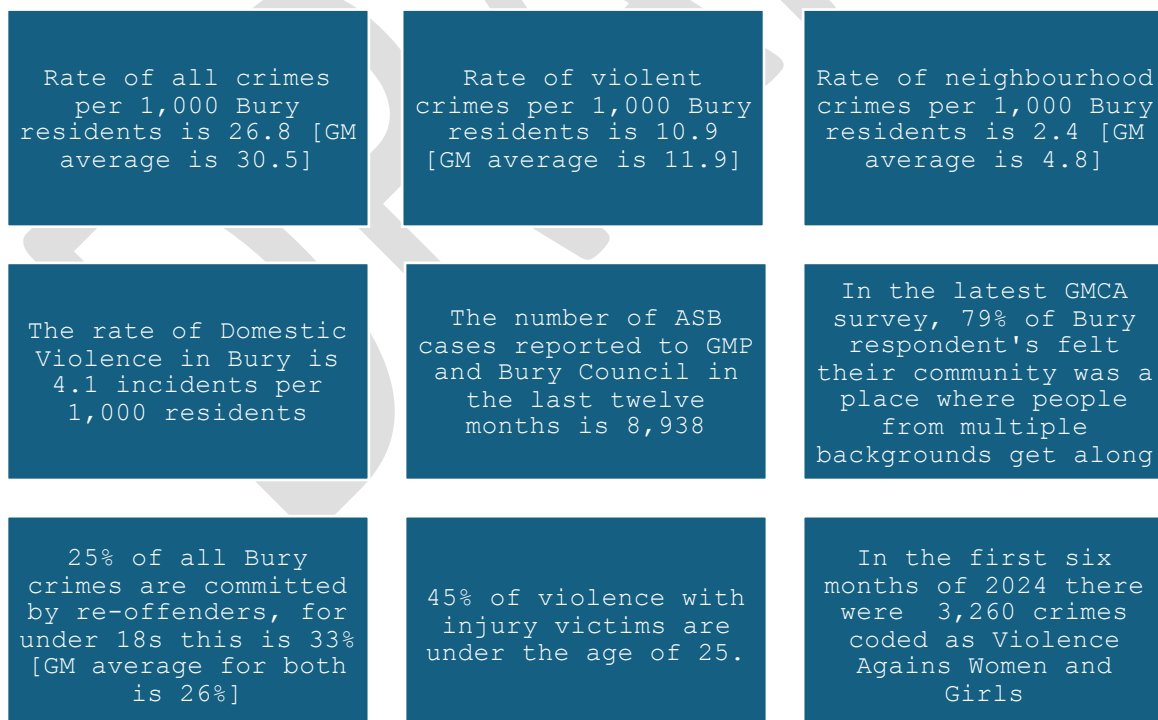
4. Community Safety in Bury

Bury is home to c. 193,800 people in the north of the Greater Manchester region. Bordering Lancashire to the north and the cities of Manchester and Salford to the south, Bury is a bustling Borough of six towns, each with its own character. Of particular note, the Borough of Bury is home to:

- The third highest retail footfall area within Greater Manchester
- The northern terminus of the Metrolink network which runs north to south through the Borough with 6 stations within the Borough
- Two significant Levelling Up investment projects including Bury Market Flexihall and Radcliffe Hub,
- Significant variation in income and deprivation levels within the Borough, with particular entrenched pockets of deprivation within the Moorside and Radcliffe West wards
- Large Jewish communities within the south of the Borough and into Broughton and Salford, and large Muslim and South East Asian heritage communities within East Bury.

For more information on the demographics of the Borough, including at a neighbourhood level please visit: <https://theburydirectory.co.uk/neighbourhood-profiles>

In relation to safety, the image below provides a snapshot of key measures of community safety in Bury.



Bury is overall one of the safest Borough's in Greater Manchester and the CSP has worked hard to ensure this remains the case, with examples of successful activity detailed below. That said, unfortunately criminality and harm do still occur in the Borough. In recent years there have been most notably a series of linked youth violence incidents, including in March 2024 in Whitefield and Bury Town Centre; disorder within Moorside and Redvales in the summer of 2023 following the positive removal of a drug supply line, and incidents on Silver Street of public disorder and violence. This strategy aims to focus on preventing further such incidents, by removing and mitigating risks and vulnerabilities that may cause harm.

Criminality and harm is not experienced equally by all communities. Bury is generally safe but the strategy recognised inequality and disproportionality from a victim, offender and location perspective.

- Whilst Borough wide figures are favourable across Greater Manchester, particular police beats or other geographical comparative areas demonstrate concentration of activity:
 - ASB – Bury East including Interchange, Moorside,
 - Serious Violence – Bury East including Silver Street
 - Youth Crime – Bury East; Moorside; Radcliffe East; Radcliffe West (but variance in areas when ranked for volume and harm, eg St. Mary's has higher volume of lower-harm offences; Elton is the opposite of this)
- Disproportionality across protected characteristics.
 - Young people - the volume of youth victims and offenders of knife-enabled crime and robbery are disproportionate to Bury demographics.
 - Community tensions following national summer disorder have been more acutely reported in South East Asian heritage and Muslim communities
 - Young males are at high risk of Child Criminal Exploitation where as for females the risk is more of Child Sexual Exploitation
 - The rate of black males being the victim or offender of violence is disproportionately higher than the resident demographics

In delivering on this strategy there are targeted interventions and activities identified. That is not to say activity will only be taking place in these locations, rather given existing knowledge and input, including from community conversations, tailored and targeted activity will be prioritised in certain communities to respond to the latest insight and to seek to proactively address disproportionality.

The work of the Community Safety Partnership is not within a vacuum, rather in keeping with this model tackling improving safety and the differing risks of harm is part of the Borough's wider collective focus, which locally is through *LET's Do It!* approach. LETS sets out a vision for Bury, built upon conversations with communities, to stand out as a place that is achieving *faster economic growth than the national average, with lower than national average levels of deprivation*.

To realise this vision, the *Let's Do It!* strategy has been co-produced with local communities and partners as our overarching Borough strategy. Our approach is to:

- Let's... All play our part in local communities; with enterprising spirit; working together in a way that recognises and celebrates the assets and strengths of our communities and our residents.
- Do it... by connecting everyone to the plans for economic growth and public service improvement across every township.

In the context of community safety, the LETS approach can be seen as follows:

Local neighbourhoods	<ul style="list-style-type: none"> • Focusing on geospatial trends and insights - recognising differences within communities of place, identity and experience; tackling inequality and disproportionality • Bringing and build on collective talents, energies, and community power in our neighbourhoods • Engaging with people where and how they live • Working together across public services as one team in each neighbourhood <p><i>Examples: Violence Reduction Unit community led pilot in Bury East; crime data at beat and Lower Super Output Area spatial levels</i></p>
Enterprising spirit	<ul style="list-style-type: none"> • Removing barriers that that prevent people from getting on and connecting local people to opportunities through their skills, confidence, and relationships • Supporting people to demonstrate pride in places where we live • Harnessing and nurturing all talents to allow equal life chances • Looking for innovative ways to improve outcomes; to do things differently but to also learn from what works, eg building on the College of Policing approach • Maximising opportunities of Greater Manchester whilst being distinctly Bury <p><i>Examples: linking apprenticeship opportunities and technical/vocational skills provisions through diversionary activity, e.g. DJ workshops leading to music skill development sessions</i></p>
Delivering Together	<ul style="list-style-type: none"> • Recognising that no one team or organisation is responsible for making Bury safe (as recognised by the Crime & Disorder Act)– everyone can play their part • Developing a new relationship between public services, communities and businesses based on co-design • Doing ‘with’ and not ‘to’ by bringing a greater focus on wellbeing, prevention, and early intervention • Building on approach that safeguarding is everyone’s business • Growing relationships and new connections within and across boundaries to develop partnerships for change <p><i>Examples: Team Bury partnership problem solving on Kay Gardens; Public Service Leadership Teams including Neighbourhood Inspectors, Health & Care leads, housing, and social prescribers; Joint patrols with TravelSafe and Street Pastors</i></p>
Strengths-based approach	<ul style="list-style-type: none"> • Bury being a place where people are helped to make the best of themselves by recognising and building on the strengths - not deficits - of all our children, families and our communities and taking an evidence-led understanding of risk and impact to ensure the right intervention at the right time • Recognising and embracing cultural diversity • Utilising and maximising local strengths and what makes people feel safe to support prevention activity <p><i>Examples: Alliance approach to develop sustainable and innovative approaches to collaboration building from and on local community assets</i></p>

These LET'S principles are strongly aligned with World Health Organisation (WHO) approaches to tackling serious violence and the region's own approach. WHO refer to a *"a comprehensive and coordinated response for preventing and responding to violence requires partnership and collective action with multiple public sectors such as health, education, employment, justice, housing, social development, and other relevant sectors, as well as civil society organisations, faith-based organisations, academia, and the private sector, as appropriate to the country's situation"* (WHO VRU 22-26)". It goes on to note that, *"partnerships with our communities and other organisations is essential so that we develop and implement a whole-system, whole-community response"*.

Meanwhile, the Greater Manchester Serious Violence Strategic Needs Assessment also recognises the importance that, *"through partnership working we take an asset-based approach, recognising all the strengths and resources – natural, human, educational, economic, and environmental – available to a community to improve its security and health"*.

Building on a strong foundation

Bury has a strong record of working together on community safety initiatives, whether this be multi-agency collaborations to enforcement, or joint engagement activity to on crime and hate prevention. Within recent years examples of such joint work and achievements include:

- ✓ The Bury Alliance - a community led Violence Reduction Programme in Moorside
- ✓ Successful Safer Streets Round 5 bid with investment in new CCTV cameras and provision; public guardianship scheme in Bury Town Centre and environmental improvements
- ✓ Establishment of Multi Agency Walkabouts including Housing Services, TravelSafe, Bury College, Early Break, Achieve Assertive Outreach and GMP.
- ✓ Secured Domestic Abuse refuge provision in the Borough
- ✓ Bury Council received White Ribbon accreditation on tackling gender-based violence
- ✓ Over £250k of Standing Together investment into community initiatives
- ✓ Purple Flag reaccreditation and Best Bar None introduced into Night Time Economy
- ✓ Safe delivery of community events including Bury Mela
- ✓ Introduction of the Family Safeguarding Model into Bury
- ✓ Engagement with Community Security Trust to bring Safety Advice for Everyone in person training into Bury
- ✓ Return of Collabor8 – celebrating Bury's communities to further cohesion
- ✓ Partnership activity through Bury Business Improvement District, local schools, Bury Art Museum and TravelSafe in hosting the Knife Angel in Bury to increase awareness of the dangers of knife crime, particularly promoting prevention amongst young people
- ✓ Seizure of hundreds of thousands of pounds of illicit tobacco, vapes and millions of pounds worth of drugs taken off/ prevented from reaching the streets of Bury.
- ✓ First *Clear Hold Build* initiative in the region outside of the City of Manchester through Operation REVOKE

But more to be done...forging our future priorities

Bury CSP is committed to furthering safety for all. In developing the new strategy for the partnership insight and input has been sourced through a combination of structured and organic means - from continuous dialogue with partners and embedding input from community conversations, to linking through feedback to broader engagement activity.

During the summer and autumn of 2024 this has included specific dialogue with and through local partnerships, networks and with local residents, to shape and refine local priorities, by bringing together this insight alongside partnership data and knowledge.

Conversations have taken place with communities of place, identity and experience, including engagement at Hoyles Park family fun day to street-level engagement outside supermarkets in Whitefield and Prestwich; from discussions at Circles of Influence with young residents in the Borough to inputs through the Older People's Network; from Cohesion Roundtables to over 600 individuals completing an online/printed survey.

It is through this work that a series of core principles and key priorities have been shaped for delivery through this strategy.

5. Bury CSP Principles

The following principles have been developed out of dialogue with partners and communities to shape the means by which the CSP should operate and further develop the 'how' and way in which the partnership conducts business.

- **Trauma informed prevention and earlier 'early intervention'**
People who are exposed to violence are at increased risk of a wide range of immediate and lifelong behavioural, physical and mental health problems, including being a victim and/or perpetrator of further violence. This principle challenges all community safety partners to maximise the opportunities to engage and act upon activity of individuals that could predicate an escalation to behaviours or actions of increase harm to themselves or others.
- **Evidence and insight driven** To maximise the resources available across the partnership, the CSP seeks to make the most of all available intelligence and to use this in a co-ordinated, and increasingly collaborative way, to put the most appropriate interventions into place.
- **Ensure support to victims including focus around disproportionately**
Whilst the focus is to prevent individuals and communities becoming a victim of crime or hate, there is a renewed effort to support any victims to further protect them from harm. In particular, where there is disproportionately within victims of a particular crime or community to further tailor such support and ensure it is appropriate, timely and evaluated on effectiveness. This includes overseeing the implementation of the Victim and Prisoners Act 2024, in particular awareness of the revised Victims' Code and specifically overarching principles of this.
- **Rehabilitation and restoration** Changing behaviours is not always a quick process, but providing examples, role models to demonstrate behaviours and providing partnerships for change best allows those at risk of perpetual offending to change their life course. For individuals, this requires a trauma-based approach to understand what has caused past behaviours and recognises that offenders can be victims in their own right. Through coaching, mentoring and life skills a focus on giving something back to communities and playing a more positive role in society can generate future role models. For communities, this principle is about increasing mutual tolerance and respect through learning, opportunities for safe conversations and to come together for good.

- **Responsiveness of, and collaboration, between services to embed a ‘Team Around’ approach**

Preventing violence is broader than focusing on the criminality alone. It is about ensuring that there is good emotional wellbeing, resilient communities, engagement and cohesion, as well as good employment, good education and supportive and nurturing environments to flourish. This includes taking a more consistent and complete partnership Problem solving [including victim and community input] to fully understand root causal factors – on an individual and place footprint

- **Effective and equitable engagement and communication**

Communication and engagement were two of the key themes raised in the street engagement and community survey when developing this strategy. This included an acknowledgement of the many different channels by which people engage on different matters (ie not one size fits all), that there can be differing levels of formality to the engagement; and the importance of who is telling the message. It was also noted that in many occasions people were unaware of the existing activities or support mechanisms already in place locally. A clear, co-ordinated partnership communication plan will be developed to run alongside this strategy.

- **Apply learning from lived experience and reviews – a college of community safety approach**

The Partnership is committed to learning and embracing best practice. This includes from trends and commonalities in local and regional learning reviews; sharing learning and improvement opportunities from benchmarking opportunities and increasing system knowledge of ‘what works’. This takes the approach from the College of Policing and seeks to expand this across all community safety partners.

6. **Bury CSP Priorities for 2025-2028**

Through partnership consideration of qualitative and quantitative insight, including community conversations, a set of strategic priorities have been identified to be the focus for Bury CSP over the coming three year period.

These priorities are set out below including initial commitments of the partnership. For each priority a lead will be identified from across Bury CSP to oversee the delivery of activity, in line with the principles of the previous section, including the shaping of 4P plans* for each priority, and development of a suite of metrics to measure the impact of the partnership on related safety and harm reduction outcomes.

*4P plans consider different aspects of addressing community safety risks, namely:

- *Prevent* people from becoming involved in or engaging in criminality
- *Pursue* offenders including relentless disruption opportunities
- *Protect* individuals and communities from the effects of crime, reducing the vulnerability against specific threats
- *Prepare* for incidents and mitigate the impact that these might have, ensuring necessary capabilities in place to tackle offender

Addressing Youth Harm and Offending Youth (Serious) Violence

Protecting young people from harm is at the heart of Bury CSP activity. That harm includes not only being a victim of crime or harmful behaviour, but also protection from exploitation and being drawn into offending, recognising individuals can be both victims and offenders. National legislation has increased the focus on children being victims in their own right (DA Bill 2021) and the need for partners to increasingly collectively safeguard (Working Together 2023).

Data tells us this is a priority through a GMP Force level Child Sexual Exploitation Profile (September 2024) which has highlighted Bury as one of the highest offending districts for volume, rate of offence and harm per this crime type. Moorside, Radcliffe East and Bury East beats were identified as particular hotspots for such activity. The local and force Serious Violence Duty outlines a high proportion of offences are committed by youths, who are also disproportionately likely to be a victim of such crime, and there have been linked youth related serious violence incidents in the Borough over the past 12 months.

Bury CSP will:

- Commission an Offences Against Children Problem Profile to better understand the route cause and drivers of Child Sexual Exploitation, specifically targeting high volume beats and repeat victims.
- Continue the mapping of known individuals and associates within street-groups and any connections to organised crime; from which to audit partner disruption and engagement activities to increase system awareness of individuals and effectiveness of interventions.
- Collaborate with the Bury Safeguarding Children Partnership to co-produce a revised Complex Safeguarding Strategy for the Borough to run for the duration of this CSP strategy.
- Actively liaise with the GM Violence Reduction Unit (VRU) and their involvement on an expert panel to shape Prevention Partnerships with the Home Office which are being proposed to identify and intervene with children and young people at risk of being drawn into violence, and to shape these in light of the Young Futures and existing VRU led approaches.
- Review and refresh community safety inputs into schools, including reviewing the content and scope of B.Safe – to reflect more ongoing dialogue (eg more regular 'drop-down days', develop relationships to increase trust in professionals and provide earlier inputs (B.Safe currently an input into year 8 pupils so to explore potential for a structured year 6 input)
- Increasingly collaborate with Bury Safeguarding Partnership on delivery of their priorities on protecting young people from sexual abuse and Implementing Working Together
- Work with Greater Manchester Violence Reduction Unit to provide targeted interventions, including mentoring and coaching to those on the cusp of criminality.
- Work with young people across the Borough to increase awareness of Fearless, the young person channel of Crimestoppers which includes crime prevention and safety advice
- Request input from young people to hold an annual Circles of Safety session, building on outputs from the Circles of Influence approach
- Cascade learning from the Youth Justice Partnership audit of First Time Entrants into the criminal justice system to amplify partnership prevention opportunities.
- Establish a Youth Independent Advisory Group to increase youth voice into policing practices as part of GMP's Child Centred Policing approach
- Work with Bury Family Hubs and Family Safeguarding Model to explore a campaign to tackle peer pressure amongst young people.

- Increase connectivity between the newly established Youth Justice Board subgroup on Serious Violence and existing prevention and enforcement activity in the wider CSP.
- Work with broader youth service provision on opportunities to maximise school settings out-of-hours to increase safe spaces for young people to go to.
- Engage with Early Break and partners to facilitate the development of a young person's offer to the equivalent of Alcoholics/Narcotics Anonymous and Andy's Man Club, based in Voice-to-Voice input into Bury CSP sessions.
- Increase awareness of Youth Led Standing Together grants building on the 2023/24 pilot.
- Liaise with Bury Cultural Organisations Group to identify cultural diversionary activity, building on DJ workshops with Liv's Trust
- Work with Greater Manchester Fire & Rescue Service's Prevention Offer to maximise connectivity of young people into the Achilles and Athena projects; youth mentoring and FireSmart programmes

Resilient and thriving Communities - People

Bury's communities are without doubt one of the Borough's greatest strengths; the tapestry of communities that make Bury the place that it is. However, Bury is not immune to socio-economic pressures, nor local sentiment and feeling resulting from national or international disorder or conflict.

Bury CSP is committed to every person of the Borough and each of the communities we serve to be afforded the conditions with which to thrive, to play a full and active part in Bury life, and to do so without fear or prejudice, without barrier or harm. Whilst there was no direct disorder in Bury during the 2024 summer disorder, local communities have, to differing degrees, experienced tensions and it is vital that the Borough stands united, actively calling out and addressing hate, against any and all characteristics of a person's identity or experience. This priority focuses on celebrating our communities, tackling hate and relentlessly championing that we are Stronger Together.

Bury CSP will:

- Lead on the delivery and assurance of the recommendations of the Community Cohesion agreed at Full Council in September 2024, building on this to include:
 - Developing a revised Bury Hate Crime Plan championing upstanding, in conjunction with local hate crime ambassadors and local communities, building on the newly refreshed Greater Manchester Plan whose 2025 theme is that of Community .
 - Collaborate with communities to identify areas/ communities where hate crime under-reported and work with these communities to build trust and new reporting approaches.
 - Work with the Belong Collective, through further Community Cohesion Roundtable events, to develop more opportunities for communities to come together around mutual interests, to develop understanding and opportunities to collaborate
 - Review approaches to community tension monitoring inputs/ outputs to maximise awareness of community sentiment.
 - Co-produce and collectively share educational and informative messages on key cultural and inclusion dates of particular note to Bury's communities; to celebrate and encourage participation in associated local activities to increase collective/ mutual understanding and respect. As part of this to share a Cohesion Calendar with key dates of local significance and events

- celebrating Bury's communities, eg Bury Pride, Bury Mela, Community Iftars, Collabor8 and community Chanukah events
- Work with the Asylum and Migration Partnership to increase awareness of new and emerging communities; and for those communities to be aware of community safety advice, support and guidance.
- Review arrangements for engaging with Bury's diverse faith groups in line with the Greater Manchester Faith Covenant
- Strengthen partnership approaches to Violence Against Women & Girls (VAWG), building upon Bury Council's White Ribbon Accreditation to:
 - Develop a portal of advice, support, and rolling training programme on gender based violence
 - Develop bespoke VAWG training product as the legacy of Safer Streets funding
 - Increase awareness and uptake of the #walksafe tool adopted by Manchester City Council to enhance Women & Girls Safety in Bury.
 - Develop targeted pursue disruptions for Operation RELENTLESS offenders.
 - Amplify the #isthisok? regional campaign on Gender Based Violence
- Oversee the implementation of the Victim and Prisoners Act 2024, in particular awareness of the revised Victims' Code including promotion of the Catch 22 Victim Services Offer, starting with community café settings in high repeat locations.
- Increase partnership collaboration and public awareness on cuckooing and Modern Slavery, including an audit of Modern Slavery Statements and awareness refresh of National Referral Mechanism.

Resilient and thriving Communities - Places

For individuals and communities to thrive it is important that any place-based vulnerabilities are tackled and that the Borough is a safe and welcoming place. This means that when positive enforcement action against offenders that there is lasting change, rather than a new group of offenders filling this space, and that the very built environment and fabric of our communities enables and supports people to be safe, rather than be a causal factor of harm.

Whilst the Borough enjoys Green Flag recognition for the Borough's parks and green spaces, and a Purple Flag accreditation for Bury town centre's evening and night time economy, such locations are hotspots for community concern in feedback and for crime reporting. Bury CSP is committed to protecting such accreditations which represent the hard work of public, private and voluntary sector organisations in the Borough to maintain and promote attractive places to live, visit, and spend time in.

Bury CSP will:

- Undertake partnership problem solving, including the Crime Prevention and individuals/ networks of lived experience at sites of concern and criminality. To specifically focus on Bury Interchange as a site of survey concern and repeat location for VAWG related offences in Force risk assessment.
- Hardwire Security by Design approaches and expertise into regeneration activity across the Borough, particularly town centre redevelopments and future transport hub given above action in relation to Bury Interchange.
- Roll out the *Clear, Hold, Build* approach of removing the threats of organised crime and supporting communities to thrive, with an initial focus on Whitefield
- Deliver on a specific 4P plan for Bury's Night Time Economy in conjunction with the Crime Prevention Team, Pubwatch, wider licensing infrastructure (including

licensing officers and Public Health), Street Pastors, building on Operation EXPEDITE

- Increase partnership activity including trading standards, corporate fraud, business teams to maximise opportunities to disrupt organised crime groups
- Work with local 'Friends of' groups and community environment networks to promote safety through increased public guardianship of parks and green spaces, building on activity with Cateaton Street Gardens in Moorside and Redbank Lodges in Radcliffe.
- Liaise with Bee Network on frequency and safety into evening of public transport (particularly buses) and hubs given prominence of topic in engagement with local residents
- Work in conjunction with Bury Resilience Forum, strengthening connectivity on areas of mutual concern including:
 - Delivery of recommendations in Greater Manchester Fire & Rescue Service Fire Plan for the three stations in the Borough including the Atlas Project for convicted adult deliberate fire-starters and the redevelopment of the Whitefield Fire Station site
 - Water safety including delivery of the next stage of ROSPA surveys
 - Introduction of the Protect Duty [Martyn's Law]
 - Partnership mitigations of major events on the Borough in conjunction with Bury Event Safety Advisory Group, eg events at Heaton Park including Oasis (July 2025)
- Develop specific sessions with Bury Safeguarding Partnership to consider online safety and risks of online harm – from deliberate misinformation to deepfake profiles and approach to Artificial Intelligence
- Implemented tiered training programme, including on reducing permissive environments in line with CONTEST benchmarking to safeguard against hateful extremism.
- Conduct further research, and targeted input from Neighbourhood Crime Team into Bury East and Moorside beats in relation to residential burglary as identified as beat cluster in Force Strategic Assessment 2024.
- Work together through BID, Town Centre Board and GM Taskforce to reduce shoplifting, including through increased businesses engagement and awareness through digital tools to share knowledge and reporting
- Map, and joint promotion of different 'Safe Spaces' schemes in operation across different networks for central awareness and hyper-local promotion.
- Joint prevention and enforcement activity with Public Protection and Environmental Health colleagues to address flytipping and graffiti in the Borough, including targeting campaigns in hotspot areas.

Domestic Violence and Abuse as part of trio of vulnerability

Domestic Violence and Abuse (DVA) has a devastating impact on too many people locally. Abuse can take many forms as is not limited to physical abuse, nor is DVA limited to partners in a relationship; it can take place across generations, with the impacts felt across wider family network.

Increasingly apparently from recent learning reviews, including Safeguarding Adults and Domestic Homicide Reviews is the complexity of livelihoods in which Domestic Violence takes place demonstrates that addressing DA should not be considered in isolation. This is, in part, the rationale behind the family safeguarding model, but also why this priority has brought DA together with substance misuse and mental wellbeing concerns, as this trio of vulnerability (also known as toxic trio) are the most common co-experienced

circumstances in such reviews, and as such by bringing together under this priority is to provide a concerted approach, and visible leadership on seeking to reduce, remove and mitigate common causes and better co-ordinate responses and support to victims.

The focus of the CSP is to strengthen partnership approaches to raise awareness of support available and to seek to change perpetrator behaviour to reduce the risk of repeat offending. In particular this is to be focused with Bury East, Moorside and Radcliffe West due to these locations having the highest frequency of DVA and substance misuse related crimes

Bury CSP will:

- Review risk management governance of new and repeat cases including within Multi Agency Risk Assessment Conference (MARAC) and daily police led risk and demand meetings (including opportunities for external cases to be reviewed at the latter)
- Re-commission accommodation for those fleeing from domestic abuse through an updated Safe Accommodation Needs Assessment and associated strategy, focusing on but looking beyond just DVA provision.
- Review victim support and advocate capacity and provision, in line with the embedding of the family safeguarding model and in collaboration with the Greater Manchester DA steering group in terms of local access to joint provision. To conduct gap analysis based on need and commission/ re-commission IDVA and equivalent support as necessary.
- Fully engage with Big Life Group forum on co-existing conditions
- Conduct targeted review of repeat victim/ location data to explore partnership disruption opportunities, in manner of serious violence disruptions
- Include domestic abuse lead(s) within fortnightly neighbourhood priorities meeting to improve partnership problem solving and system awareness
- Share learning from Bury being the Greater Manchester pilot site for Domestic Abuse Protection Orders (DAPO) and work with GM colleagues to support the wider roll out of the model to place positive requirements on offenders to partake in behaviour change arrangements.
- Support increasing the awareness of the Family Safeguarding Model, building on sessions at Radcliffe Football Club in November 2024, and seek opportunities to further increase connectivity between substance misuse and domestic violence professionals.
- Increase system awareness of management of high risk circumstances through the Multi Agency Risk Management Strategic Risk Panel and embed learning of this into practice.
- Hold combined learning events and an annual conference with the Domestic Abuse Partnership Board, Safeguarding Adults Case Review Group and Children's Safeguarding Board on the trio of vulnerability
- Determine more opportunities for partnership assertive outreach amongst DVA, substance misuse and mental health practitioners and community organisations that support individuals and families experiencing these.
- Increase targeted awareness to place-based practitioners on So called Honour Based Violence, and work with local community needs to ensure information is available to communities in alternative formats to maximise reach of the information and support available.
- Establish a DVA Community of Practice with which to increase co-operation and best practice sharing across professionals in Bury on prevention and risk management approaches, in particular to increase professional curiosity provision, awareness around coercive control and child-to-parent abuse

- Review arrangements for Operation Encompass to ensure clear and robust pathways in place and followed regarding DVA disclosures to educational settings.

Tackling Anti Social Behaviour (ASB)

The Force Strategic Assessment 2024 recommended that ASB should be prioritised at a district level. Whilst the Borough's ASB rate is third lowest across Greater Manchester, a recent Problem Profile conducted by GMP Bury indicated specific areas of more intense activity, particularly within the surrounds of the Metrolink network, which echoed conversations with local communities. The nature of ASB varies across the district, though common and most frequent features include rowdy and inconsiderate Behaviour; vehicle nuisance and anti social driving/ inappropriate use of the highway.

Bury CSP will:

- Review learning from trailblazer sites on delivering the national ASB action plan, in particular on immediate justice; streamlining ASB reporting; and revitalising empty shops and green spaces to increase civic pride
- Review and co-ordinate all compliance and enforcement powers available, including civil orders, to tackle disputes, nuisance and ASB in public places. This is to include benchmarking data with Greater Manchester neighbours to share best practice, such as current collaborative reviews of the Community Trigger process.
- Refine and expand joint patrols between ASB, substance misuse services, housing services, Bury College and TravelSafe to include broader place based partners and improve data sharing when repeat offenders and locations identified.
- Building on the above, hold specific problem solving workshops with Transport for Greater Manchester, TravelSafe, Education Leads, Detached Youth Outreach and GMP to determine further approaches to address ASB on the transport network, with a specific focus on the Interchange at school start/finish times and on buses running through the Borough.
- Review recommendations from the GMP commissioned Borough Wide ASB Problem Profile to deliver these at ward level through Public Service Leadership Teams, Ward Councillors and local communities.
- Develop a tenancy/tenure neutral approach to responding to reports of Anti Social Behaviour to increase consistency in responding to neighbour disputes.
- Take a concerted approach to tackling anti social driving through
 - Fully engaging and promoting the work of Project Vision Zero
 - Joint work on road traffic collision hotspots warning of the driving dangers through GM Fire and Rescue
 - Working with Roads Policing Unit and Council's Highways/ Parking Teams to support awareness and enforcement on dangerous driving and parking
 - Refine partnership activity to tackling the inappropriate use of bikes (Bury Town Centre) and off-road bikes esp in Radcliffe, Whitefield and Prestwich

7. Measuring and Monitoring Impact

An outcomes framework is to be developed in line with 4P Plans against each CSP priority area. This will focus on tracking impact that supports the delivery of the overall LET's Do It! whilst metrics will be developed to include sufficient granularity to seek to track the proportionate impact across specific communities, in order to ensure delivery is in line with the principles of this strategy.

The outcomes framework and metrics are to be a standing item at Bury CSP meetings and will be reported upon annually as part of the Team Bury *State of the Borough* and to the Council's Overview & Scrutiny Committee as part of annual update on activity of the partnership. Through constructive challenge and discussion at these meetings future actions will be determined to further shape delivery plans against the priorities to ensure focus and resource is directed to address any change in risk and threat, and to learn from what has worked well to explore opportunities for scaling such approaches up.

Appendix 1: National policy drivers [blue] and regional strategy alignment [pink]**Victim and Prisoners Bill 2024:**

The bill will introduce measures to better serve victims and the public through improving victims' experiences of the Criminal Justice System, establishing an Independent Advocate to support victims of major incidents, strengthening the parole system and restricting marriage in prisons for those under whole life orders to ensure that the public and victims are better protected and can have greater confidence in the criminal justice system.

[Find out more here](#)

Anti Social Behaviour Action Plan 2023

The Anti-social Behaviour Action Plan sets out the government's approach to stamping out anti-social behaviour and restoring the right of people to feel safe in, and proud of, their local area. The plan is an ambitious and wide-reaching new approach that will give Police and Crime Commissioners, local authorities, and other agencies the tools to tackle the blight of anti-social behaviour facing communities across England and Wales.

[Find out more here](#)

Serious Violence Duty 2022:

To ensure that preventing and reducing serious violence is a priority for Community Safety Partnerships (CSPs). National guidance, produced December 2022, sets out effective partnership working, advice on data sharing, information on monitoring and inspection and advice on working with the voluntary and community sector and young people.

[Find our more here.](#)

Domestic Abuse Act 2021:

To reduce the amount of domestic abuse and related crime by stopping people from becoming perpetrators and helping all victims and survivors who have escaped from domestic abuse get back to life as normal. The act also focuses on reducing the amount of people who are repeat offenders, and improving the systems and processes that underpin the response to domestic abuse across society.

[Find our more here.](#)

Serious Violence Strategy 2018:

To break the deadly cycle of violence that devastates the lives of individuals, families, and communities. Sets out how the Government will respond to serious violence. Consolidates the range of important work already being taken forward and renews government's ambition to go further. Focus is not solely on law enforcement but also partnerships across a range of sectors including our communities.

[Find out more here.](#)

Violence Against Women and Girls' Strategy:

To increase support for victims and survivors, ensuring they have access to quality support appropriate to their needs. The Government's long-term fundamental ambition must be nothing less than to reduce the prevalence of violence against women and girls.

[Find out more here.](#)

Greater Manchester Strategy:

The Greater Manchester Strategy sets out a route to deliver a vision for a greener, fairer, and more prosperous region with better wellbeing, homes, jobs, and transport for its 2.8m residents.

[Find out more here.](#)

GM Standing Together Police and Crime Plan:

'Standing Together' is a partnership plan that brings forth a focus on people-centred policing, criminal justice, and community safety across the region. The plan focuses on keeping people safe, supporting victims, reducing offending, and strengthening communities.

[Find out more here.](#)

GM Serious Violence Strategic Needs Assessment:

The Greater Manchester Violence Reduction Unit's Strategic Needs Assessment is sets out the broader serious violence picture across the region, establishing a baseline for the strategy.

[Find out more here.](#)

GM Health and Justice Strategy:

The strategy informs and enhances our understanding of the way in which we understand and address the health, social care and criminal justice factors that lead to life-long poor health and reduced life expectancy for those in the criminal justice system (offenders and victims).

[Find out more here.](#)

GM Gender-Based Violence Strategy:

Addresses the disproportionality of issues affecting women and girls, including abuse, subconscious bias, and harassment.

[Find out more here.](#)

GM Drug and Alcohol Strategy:

Outlines the new, resident-shaped strategy to tackling substance misuse across the city-region.

[Find out more here.](#)

GM Fire Plan 2025-2029

The Plan is Greater Manchester Fire and Rescue Service's (GMFRS) overarching four-year strategy.

- The Plan will identify the priorities for GMFRS and make a series of commitments to our communities

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Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 06 November 2024
Subject:	Draft 2025/26 Revenue Budget and Medium-Term Financial Strategy (MTFS) for 2026/27 through to 2027/28	
Report of	Cabinet Member for Finance and Transformation	

Summary

1. To present to members the updated budget position over the three years 2025/26 to 2027/28, comprising:
 - Refreshed budget assumptions and funding movements.
 - Draft revenue budget proposals.
2. To inform members of the updated budget gap of £34.918m for the three years 2025/26 to 2027/28 before applying any of the offsetting draft revenue budget proposals, comprising:
 - 2025/26 £23.443m
 - 2026/27 £4.814m
 - 2027/28 £6.661m
3. To present a draft set of budget proposals totalling £9.441m, which are in line with the Council's strategy to closing the budget gap over the medium-term.
4. To inform members of the remaining budget gap of £22.327m, comprising:
 - 2025/26 £19.458m
 - 2026/27 £1.179m
 - 2027/28 £1.690m
5. To inform members of the forecast reserves position over the three years 2025/26 to 2027/28.
6. To set out the 2025/26 budget setting process ahead of Budget Council on 19 February 2025.
7. To agree to commence public consultation on the budget proposals contained within the report.

Recommendation(s)

8. Approve the set of draft revenue budget proposals totalling £9.441m for inclusion in the Cabinet proposals for the setting of the 2025/26 revenue budget to be considered by Council on 19 February 2025.

9. Approve the draft revenue budget proposals where necessary for consultation between 11th November – 23rd December.
10. Note that the outcomes of the budget consultation will be reported back to Members and used to inform the budget setting proposals and referred to Overview & Scrutiny Committee for their consideration.
11. Note the remaining budget gap of £22.327m over the three years 2025/26 to 2027/28.
11. Note the forecast reserves balances over the three years 2025/26 to 2027/28.

Reasons for recommendation(s)

12. The Council has a legal requirement annually to set a balanced budget and Council Tax and where necessary undertake consultation with the public, businesses, stakeholders and internally with staff and through Overview & Scrutiny Committee.
13. To update members on the Councils budgetary position and set out the work plan to reduce the forecast budget gap ahead of Budget Council on 19 February 2025.

Alternative options considered and rejected

14. The current assumption within the MTFs is for an on-going 4.99% annual Council Tax increase (2.99% general precept and 2% adult social care precept).
15. An alternative option could be made to increase its 'relevant basic amount of council tax' above the levels that will be set out in the 2025/26 Local Government Finance Settlement published later in the year, but this would require holding a local referendum and a majority vote.
16. A 1% increase or decrease in Council Tax is the equivalent to c£1m.

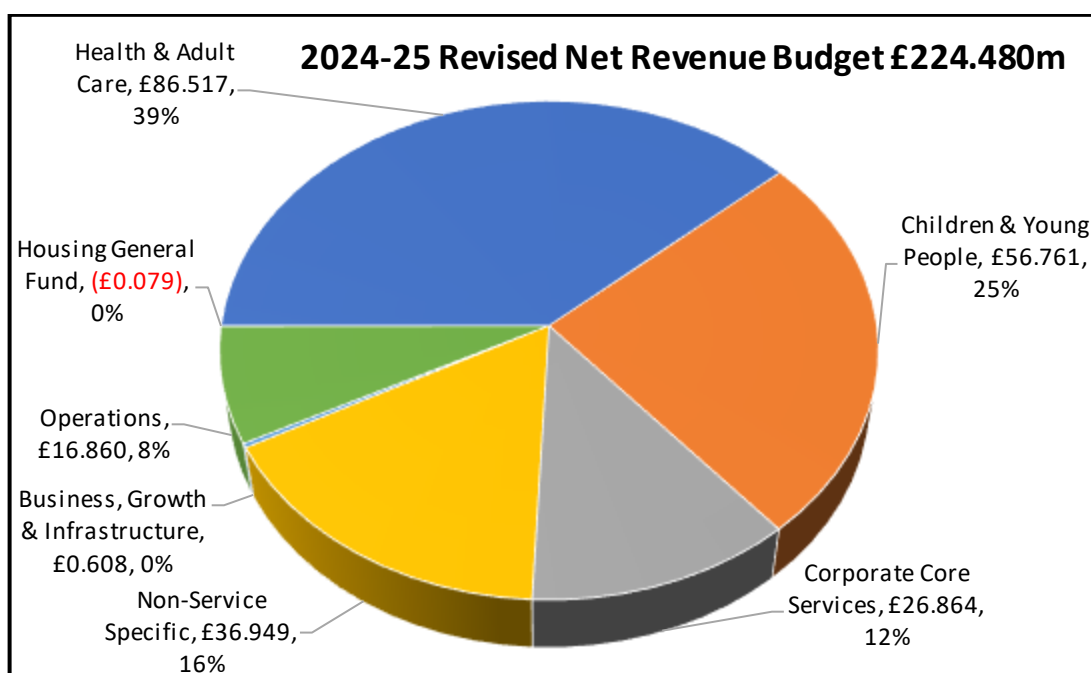
Report Author and Contact Details:

Name: Neil Kissock
Position: Director of Finance
Department: Corporate Core Department
E-mail: n.kissock@bury.gov.uk

Background

2024/25 Base Budget

17. The budget report presented to Budget Council on 21 February 2024 set out the Council's budget requirement for the 2024/25 financial year and provided details on the Council's reserves position. This process is in accordance with statutory requirements and proper accounting practices.
18. Council approved a net revenue budget of £209.608m for 2024/25, which included an approved use of reserves of £15.131m held within the Non-Service Specific Directorate, to address the structural funding deficit and balance the revenue budget.
19. Following updates to the Local Government Finance Settlement, a further review of fees & charges and a representation of the budget, Council on 17 July 2024 approved an updated net revenue budget of £224.480m and a £1.982m reduction in the use of reserves from £15.131m to £13.149m
20. The graph below shows the representation of the net revenue budget of £224.480m by Directorate.



21. A further analysis of the net revenue budget by type of expenditure & income shows the main areas of budget spend being staffing, demand & contracts and sales fees & charges, as shown in the table below:

Budget Group	Inc/Exp	Budget Control Group	Revised Budget £m
Net Budget	Exp	Staff & Related Expenses	£114.066
Net Budget	Exp	Demand & Contractual	£155.620
Net Budget	Exp	Other Expenditure	£11.226
SERVICE EXPENDITURE TOTAL			£280.912
Net Budget	Inc	Government Grants	(£6.785)
Net Budget	Inc	Other Grants & Contributions	(£23.968)
Net Budget	Inc	Sales, Fees & Charges	(£38.153)
Net Budget	Inc	Other Income	(£3.537)
SERVICE INCOME TOTAL			(£72.443)
SERVICE RECHARGES TOTAL			(£20.294)
SERVICE RESERVES TOTAL			(£0.180)
Net Budget		Housing Benefit	(£0.136)
Net Budget		Precepts & Levies	£27.934
Net Budget		Treasury & Capital Financing Costs	£5.830
Net Budget		Provisions & Contingency	£2.857
OTHER EXPENDITURE & INCOME ITEMS TOTAL			£36.485
NET REVENUE BUDGET TOTAL			£224.480
Funding		Council Tax	(£110.199)
Funding		NNDR	(£71.282)
Funding		Funding Grants	(£29.850)
FUNDING TOTAL			(£211.331)
CORPORATE RESERVES TOTAL			(£13.149)
GENERAL FUND TOTAL			£0.000

2024/25 Q1 Forecast Outturn Position

22. Delivery of the 2024/25 budget is critical to maintaining the Council's future MTFS position & budget proposals, as emerging & recurring additional demand & cost pressures will increase the budget gap position.
23. The 2024/25 quarter 1 position presented to 25 September 2024 Cabinet showed projected forecast £2.620m overspend (1.17%) against the net revenue budget of £224.480m, as shown in the table below.
24. The two main areas contributing to the £2.620m overspend are:
- Adults: the Care in Community budget is forecast to overspend by £1.250m.

- Children's: home-to-school transport is forecast to overspend by £0.500m and the Children Looked After (CLA) budgets are forecast to overspend by £1.500m.

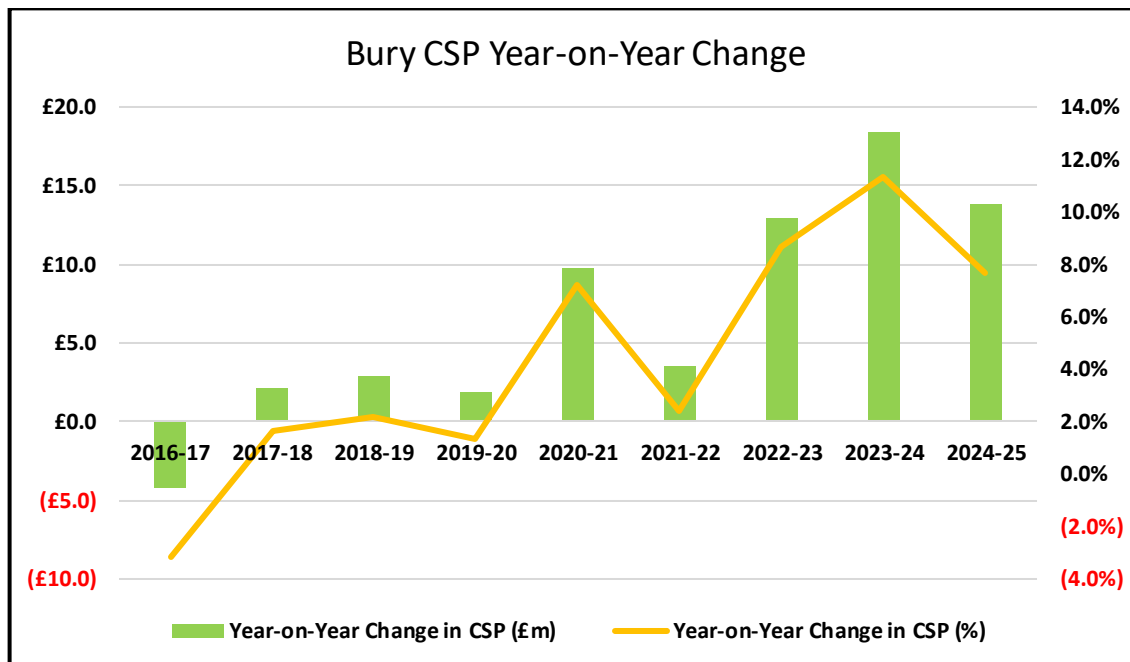
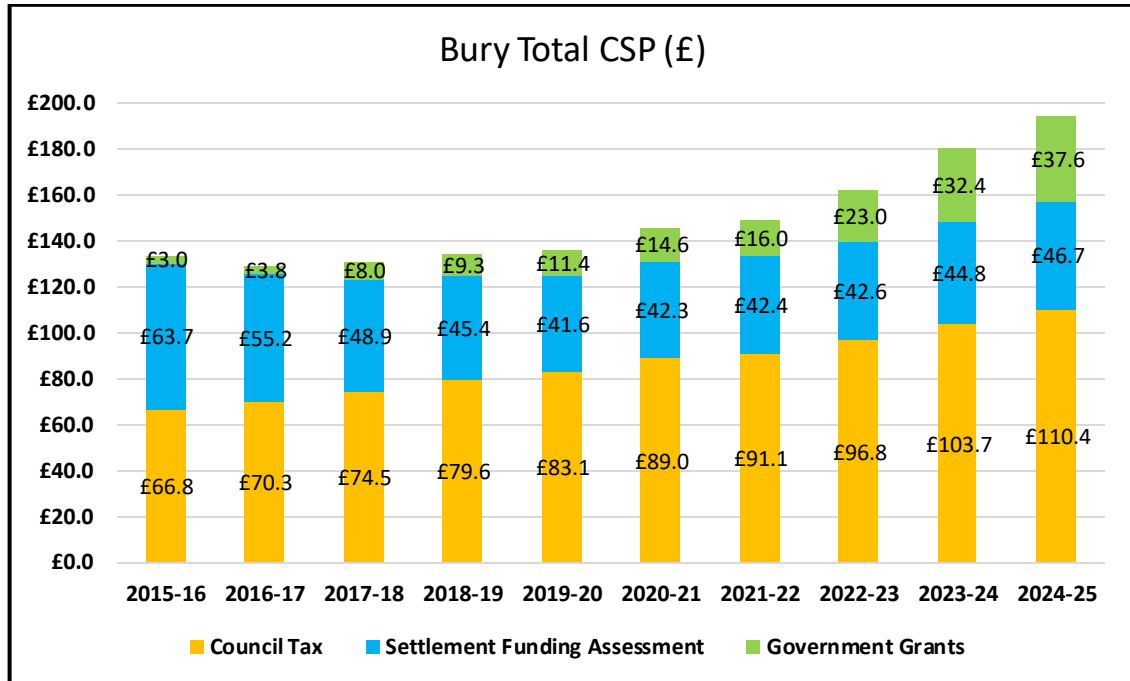
These service areas make-up a significant and increasing proportion of the revenue budget reflecting the additional demand for, and cost of, the services being commissioned, which are national issues and not unique to Bury.

2024/25 Q1 Forecast Outturn	Revised Budget £m	Forecast Outturn £m	Forecast Variance £m	Forecast Variance %
Directorate:				
Health & Adult Care	£86.517	£87.750	£1.233	1.43%
Children & Young People	£56.761	£58.676	£1.915	3.37%
Corporate Core Services	£26.864	£27.245	£0.381	1.42%
Non-Service Specific	£36.949	£36.197	(£0.752)	(2.04%)
Business, Growth & Infrastructure	£0.608	£0.642	£0.034	5.59%
Operations	£16.860	£16.669	(£0.191)	(1.13%)
Housing General Fund	(£0.079)	(£0.079)	£0.000	0.00%
NET REVENUE BUDGET	£224.480	£227.100	£2.620	1.17%
Funding:				
Council Tax	(£110.198)	(£110.198)	£0.000	0.00%
Business Rates	(£71.282)	(£71.282)	£0.000	0.00%
Government Funding Grants	(£29.851)	(£29.851)	£0.000	0.00%
FUNDING	(£211.331)	(£211.331)	£0.000	0.00%
Use of Reserves:				
Budget Stabilisation Reserve	(£13.149)	(£13.149)	£0.000	0.00%
USE OF RESERVES	(£13.149)	(£13.149)	£0.000	0.00%
BUDGET POSITION	£0.000	£2.620	£2.620	1.17%

Financial Overview

Local Government Finance Settlement (LGFS)

- To provide funding certainty and allow councils to plan ahead, in December 2015 the Government offered councils a four-year funding settlement for the period 2016/17 to 2019/20. Over the five years since of 2020/21 to 2024/25 the Government has limited this to one-year only settlements, that makes it extremely difficult for councils to forecast with any certainty and strategically plan ahead.
- Core Spending Power (CSP) is a measure of the resources available to local authorities to fund service delivery. It sets out the money that has been made available to local authorities through the LGFS.
- The graph below sets out the figures for local authority Core Spending Power (CSP) from 2015-16 through to 2024-25.
[Note figures for 2015-16 have been adjusted to ensure a consistent measure of local authority income over time].



Statistics

28. The tables below provide a geographical analysis of both Council Tax & Core Spending Power (CSP) by population & no of dwellings over Greater Manchester authorities.

Council Tax 2024-25						
GM Districts	Council Tax Requirement (CTR) (excl. local precepts) £m	Rank	Council Tax Base (CTB) for Council Tax Setting Purposes	Rank	Ave Band D (2 Adult equivalent) Council Tax (excl. local precepts)	Rank
Bolton	£141.750	5	80,001	4	£1,771.84	7
Bury	£110.199	10	57,409	10	£1,919.55	5
Manchester	£229.259	1	134,938	1	£1,699.00	8
Oldham	£116.155	8	59,380	8	£1,956.13	3
Rochdale	£114.718	9	58,500	9	£1,960.99	2
Salford	£150.008	4	76,722	6	£1,955.21	4
Stockport	£194.568	2	98,397	2	£1,977.39	1
Tameside	£117.867	7	64,723	7	£1,821.12	6
Trafford	£127.109	6	79,362	5	£1,601.63	9
Wigan	£152.077	3	97,900	3	£1,553.39	10

LGFS 2024-25						
GM Districts	2024-25 Core Spending Power (CSP) £m	Rank	Population Mid 2023	Rank	Dwellings As At Sept 2023	Rank
Bolton	£284.298	4	302,383	3	127,753	5
Bury	£180.846	10	195,476	10	85,020	10
Manchester	£608.215	1	579,917	1	248,286	1
Oldham	£248.826	6	246,130	6	98,569	8
Rochdale	£242.588	7	229,756	9	96,964	9
Salford	£302.654	3	284,106	5	131,995	4
Stockport	£282.606	5	299,545	4	132,623	3
Tameside	£235.828	8	234,666	8	104,975	6
Trafford	£200.143	9	237,480	7	103,391	7
Wigan	£306.276	2	339,174	2	152,025	2

Analysis of CTR & CSP by Population & Dwelling								
GM Districts	CTR (per head) £	Rank	CTR (per dwelling) £	Rank	CSP (per head) £	Rank	CSP (per dwelling) £	Rank
Bolton	£468.78	8	£1,109.56	8	£940.19	7	£2,225.37	6
Bury	£563.75	2	£1,296.15	2	£925.16	8	£2,127.10	8
Manchester	£395.33	10	£923.37	10	£1,048.80	3	£2,449.66	3
Oldham	£471.93	7	£1,178.41	5	£1,010.95	4	£2,524.39	1
Rochdale	£499.30	6	£1,183.10	4	£1,055.85	2	£2,501.84	2
Salford	£528.00	4	£1,136.46	6	£1,065.29	1	£2,292.92	4
Stockport	£649.55	1	£1,467.08	1	£943.45	6	£2,130.89	7
Tameside	£502.28	5	£1,122.81	7	£1,004.95	5	£2,246.52	5
Trafford	£535.24	3	£1,229.40	3	£842.78	10	£1,935.79	10
Wigan	£448.37	9	£1,000.34	9	£903.00	9	£2,014.64	9

Average	£506.25	£1,164.67	£974.04	£2,244.91
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29. Core Spending Power (CSP): Bury receives the 8th lowest funding per head of population across the Greater Manchester authorities based on Core Spending Power (CSP) at a rate of £925.16 for 2024/25 compared to a GM Average of £974.04.
30. If Bury received the average funding per head as its GM neighbours, it would benefit from an additional £9.5m per annum.

2025/26 LGFS

31. Whilst the new Government is committed to returning to multi-year settlements, the current expectation is that there will be another one-year settlement for 2025/26, with a longer-term settlement in place from 2026/27 which may then be accompanied by changes to the funding system for local government including the long delayed new fair funding formula.
32. Our core assumption is for a 'rollover' one-year settlement for 2025/26 with funding levels broadly in line with the current position. The Budget Statement from the Chancellor at the end of October may provide some indication of the changes in funding levels for 2025/26 but the provisional Local Government Finance Settlement will not be published until mid to late December and therefore could represent a benefit or pressure compared to the current funding assumptions for future years included within the MTFS.

Budget Process

2025/26 Budget Approach

33. The vision for Bury 2030 is built upon conversations with communities and with a simple goal for Bury to:

Stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation.

Progress to achieving the vision for Bury 2030 will be measured by tracking seven core outcome measures of:

- 1) Improved quality of life.
- 2) Improved early years development.
- 3) Improved educational attainment.
- 4) Increased adult skill levels and employability.
- 5) Inclusive economic growth.
- 6) Carbon neutrality by 2038.
- 7) Improved digital connectivity.

34. The Let's Do It! strategy of:

Let's ... All work together with a common approach.

Do it! ... Deliver on our plans for community and economic development where we all play a part.

Sets out four clear principles that will drive everything the Council does of

- 1) **Local** neighbourhoods.
 - 2) An **Enterprising** spirit.
 - 3) Delivering **Together**.
 - 4) A **Strengths-based** approach.
35. Rolling two-year delivery plans will be produced with a clear set of priorities to create the conditions for change. The current 2024-25 Corporate Plan sets out the vision for a council that is financially sound, delivers its statutory responsibilities and contributes to the Borough's LET'S Do It! outcomes.
36. Three core strategic priorities for 2024/25 were proposed, delivery of which will also secure financial stability. The priorities overlay the "business as usual" departmental functions which are described separately in service planning documents.

The three core strategic priorities for 2024/25 are defined as follows:

- 1) **Sustainable Inclusive Growth** – Further delivery of sustainable housing, the levelling up programmes, strategic regeneration along with the Local Plan, Northern Gateway Masterplan and our continued commitment to carbon neutrality.
 - 2) **Improving Children's Lives** – This priority details Educational Improvement including the three A's (Attainment, Attendance and Academisation) and the continued delivery of the SEND and Social Care improvement plans as well as a review of the Youth Justice service.
 - 3) **Tackling Inequalities** – Since the pandemic our inequalities have widened and therefore this continues to be a key priority in 2024/25 including a review of the wider determinants of health: work, housing anti-poverty, tackling behaviours that lead to poor outcomes, system wide prevention and targeted interventions within our neighbourhoods.
37. The connection between these priorities of the Corporate Plan and the MTFS have been illustrated through the increased demand data for Children's Social Care, SEND, Adult Social Care and Housing, all of which have placed in year pressures on the budget as reflected in [21-23] above. As such, further work is being undertaken to look at how work on these areas can be re-focused to reduce in-year projects and support the budget strategy.

38. *We will be carrying out budget consultation with the public and with our staff. Public consultation will take place between 11th November and 23rd December. We will consult by use of a survey, engagement with stakeholders and community groups to consider the extent to which they agree with the principles used for budget setting and the principles within LETS to maintain support for the most vulnerable whilst ensuring balanced budgets.*

We will engage with the public on specific proposals in relation to car parking and the trimming and dimming of street lighting and ask the public their views on additional areas where the Council can make savings. The outcomes of the consultation will be used to inform the final budget options which will be considered by Council in February 2025.

Budget Movements: Assumptions & Funding

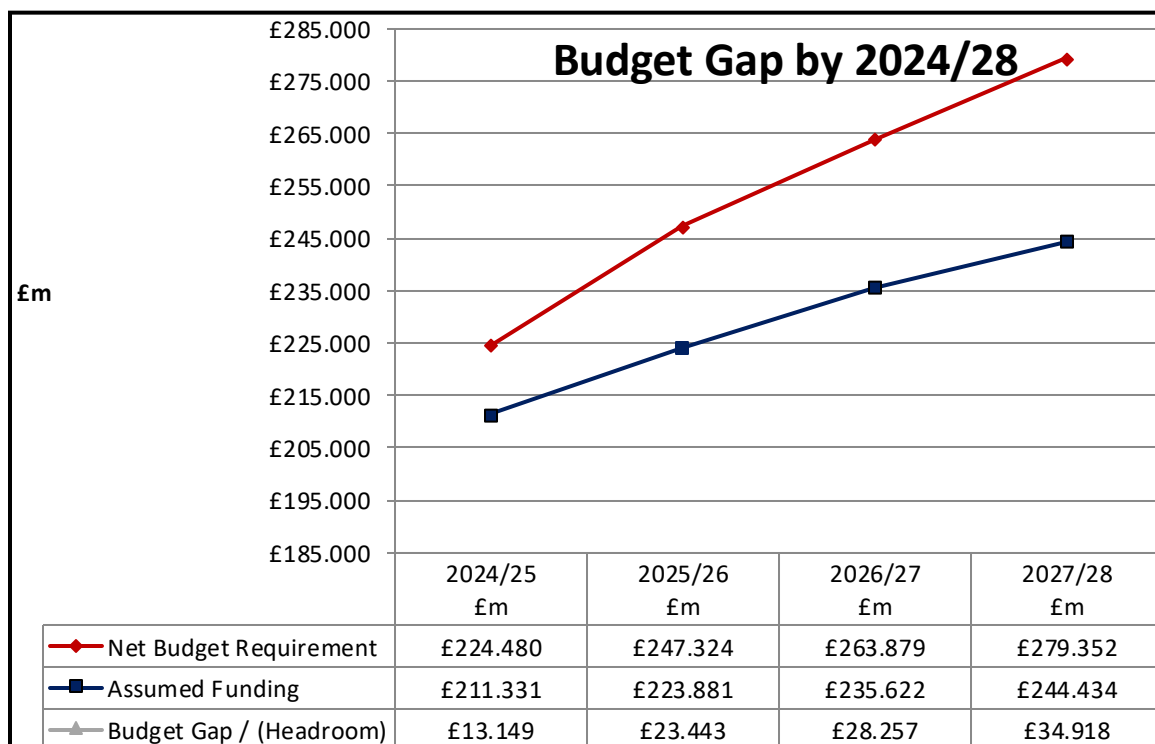
Budget Update: November 2024

39. The MTFS position reported to Cabinet on 16 July 2024 showed an overall budget gap of £23.591m in 2025/26, rising to £27.918m by 2026/27. Since July a review of the MTFS budget assumptions & assumed funding has been undertaken, in addition to the MTFS being rolled over for the three-year period 2025/26 to 2027/28.
40. The table below summarises the budget movements since July 2024, to show the budget gap position for the three-years 2025/26 to 2027/28 at November 2024 of £34.918m, a net increase of £7.000m before savings proposals are included.
41. However, it should be noted that £6.661m of the increase relates to the additional year of 2027/28 being added to the MTFS and a net increase of £0.339m for the two years of 2025/26 to 2026/27.

2025/26 - 2027/28 Budget Movements Summary	Nov-24		
	2025/26 £m	2026/27 £m	2027/28 £m
BUDGET GAP [JULY 2024]	£23.591	£4.327	£0.000
<u>Budget Assumptions Movements:</u>			
Revision of Pay Award Assumptions	(£4.000)	(£1.100)	£2.100
Revision of the Capital Financing Assumptions	(£1.750)	£0.750	£0.250
Update Adults Inflation (incl. RLW) & Demand Assumptions	£1.420	£1.603	£7.579
Update Children's Staffing Establishment	£1.616	(£0.577)	£0.000
Update Children's Inflation (incl. RLW) & Demand Assumptions	£5.633	£1.924	£4.795
Update Other Inflation & Demand Assumptions	£0.028	(£0.052)	£0.749
Update Sales, Fees & Charges Assumptions	£0.727	£0.100	£0.000
NET BUDGET	£3.674	£2.648	£15.473
<u>Funding Movements:</u>			
Insertion of 2027/28 Taxbase	£0.000	£0.000	(£0.924)
Insertion of 2027/28 Council Tax	£0.000	£0.000	(£6.200)
Update Collection Fund Collection Rate & Arrears	(£3.822)	(£2.161)	£0.000
Insertion of 2027/28 Funding Grants	£0.000	£0.000	(£1.688)

ASSUMED FUNDING	(£3.822)	(£2.161)	(£8.812)
UPDATED BUDGET GAP [NOV 2024]	£23.443	£4.814	£6.661
CUMULATIVE BUDGET GAP [NOV 2024]	£23.443	£28.257	£34.918

42. The chart below shows the budget gap of £34.918m over the three years 2025/26 to 2027/28, whilst Council on 21 February 2024 approved a budget, updated on 17 July 2024, this is supported by £13.149m use of reserves.
43. The chart below excludes the use of reserves, to demonstrate that the net revenue budget and future cost & demand pressures to deliver services exceeds the current level of funding provided by Government to the Council.



Budget Assumptions

44. Budget assumptions increase by £58.860m over the three years 2025/26 to 2027/28, significant items include:
- **Pay Award:** has been reduced from 6% for 2025/26 and 3% for 2026/27 to 4% for 2025/26 and 2% for both 2026/27 & 2027/28, to reflect both the downward movement in inflation & revised inflation forecasts, since the last MTFS update.
 - **Capital Financing:** the re-phasing of the capital programme, agreed at the September Cabinet meeting, has been factored into a revised borrowing profile and impact on forecast revenue capital financing costs.

- **Real Living Wage:** 5% uplift for 2025/26 as confirmed by the Living Wage Foundation, and 5% for both 2026/27 & 2027/28.
- **Adults Community Care Budget:** inflation increase of 2% for all three years and demand growth of £1.5m (2.00%) for 2025/26, £1.3m (1.70%) for 2026/27 & £1.8m (2.31%) for 2027/28.
- **Adults Transition Budget:** demand growth of £1.5m (238.00%) for 2025/26, £2.4m (1111.00%) for 2026/27 & £0.8m (19%) for 2027/28.
- **Children Looked After Budgets:** inflation (8%), demand growth (8%) and catchup of £7.1m for 2025/26, £3.5m for 2026/27 & £4.1m for 2027/28.

Funding

45. Assumed funding increases by £33.103m over the three years 2025/26 to 2027/28, significant items include:
- **Council Tax Base:** 0.75% increase for growth in all three years and a 1% increase in the collection rate for both 2025/26 & 2026/27. The collection rate increase represents an ambitious improvement target for the service with every additional 1% collected equating to an additional c.£1m of income and will therefore be closely monitored.
 - **Council Tax Relevant Basic Amount:** on-going assumption that government will keep the referendum limit at the current 2.99% over the three years.
 - **Council Tax Social Care Precept:** on-going assumption that government will continue with the social care precept of 2% over the three years.
 - **Collection Fund (Surplus)/Deficit:** assumed increase in the collection of arrears and reduction in the arrears provision.
 - **Government Funding Grants:** on-going assumption the existing quota & level of grants provided by government continue over the three years, with inflation uplift applied to specific grants.

Summary

46. A subjective breakdown of the updated £34.918m budget gap is shown in the table below:

2025/26 - 2027/28 Budget Estimates	Nov-24		
	2025/26 £m	2026/27 £m	2027/28 £m
Net Budget b/fwd	£224.480	£247.324	£263.879
Prior Year Budget Assumptions: Pay Award	(£1.900)	£0.000	£0.000
Net Budget b/fwd	£222.580	£247.324	£263.879
<u>Budget Assumptions:</u>			
Pay Award	£4.060	£2.164	£2.100
Pay Base Movements	£1.689	(£0.012)	£0.000
Employee Vacancy/Scale Factor	£0.000	£0.000	£0.000
Agency Staff	£0.000	(£0.530)	£0.000
Contractual Inflation	£5.073	£5.219	£4.597
Real Living Wage	£3.351	£3.519	£3.695
General Inflation	£0.174	£0.191	£0.200
Demand/Volume/Activity Base Movements	£8.423	£5.321	£4.631
Grants, Contributions & Income Recovery	(£0.715)	(£0.786)	£0.000
Sales, Fees & Charges Levels	£0.542	£0.100	£0.000
Recharges HRA, School, Capital & Internal	(£0.310)	(£0.114)	£0.000
Service Reserve Movements	£0.000	£0.000	£0.000
Housing Benefit	£0.000	£0.000	£0.000
Precepts & Levies	£1.095	£1.086	£0.000
Treasury & Capital	£0.914	£1.429	£0.250
Provisions & Contingency	(£0.378)	(£0.118)	£0.000
Other	£2.000	£0.000	£0.000
Total Budget Assumptions	£25.918	£17.469	£15.473
<u>Approved Budget Proposals:</u>			
Savings Proposals	(£3.074)	(£0.914)	£0.000
Policy Proposals	£1.900	£0.000	£0.000
Total Approved Budget Proposals	(£1.174)	(£0.914)	£0.000
NET BUDGET	£247.324	£263.879	£279.352
<u>Assumed Funding:</u>			

Council Tax	(£119.065)	(£127.300)	(£134.424)
Business Rates	(£72.066)	(£73.440)	(£73.440)
Prior Year Collection Fund (Surplus)/Deficit	(£1.322)	(£1.983)	(£1.983)
Government Funding Grants	(£31.428)	(£32.899)	(£34.587)
ASSUMED FUNDING	(£223.881)	(£235.622)	(£244.434)
ANNUAL INCREMENTAL BUDGET GAP	£23.443	£4.814	£6.661
CUMULATIVE BUDGET GAP	£23.443	£28.257	£34.918

Budget Proposals

Budget Proposals

47. Since February 2024 Budget Council, the Council has undertaken the following activities to identify further budget proposals to close the budget gap:
- Further detailed analysis & review of existing budgets.
 - Held service budget review & challenge sessions.
 - Establishment of a Programme Management Office to support the production and delivery of budget savings.
 - Implementation of a new gateway process to performance monitor existing budget proposals and the development of new budget proposals.
 - Commencement of benchmarking & positioning exercise against Greater Manchester authorities and nearest neighbours.
48. The table below shows a summary of the budget proposals generated through the new gateway process and the impact of reducing the budget gap, a full listing of the draft budget proposals is provided in Appendix 1.

2025/26 - 2027/28 Budget Proposals Summary	Nov-24		
	2025/26 £m	2026/27 £m	2027/28 £m
BUDGET GAP [NOV 2024]	£23.443	£4.814	£6.661
<u>Draft Budget Proposals:</u>			
Draft Budget Proposals (Operational Decision)	(£3.930)	(£3.300)	(£1.612)
Draft Budget Proposals (Policy Decision)	(£0.055)	(£0.335)	(£0.209)
Total Draft Budget Proposals	(£3.985)	(£3.635)	(£1.821)
<u>Reprofiled Budget Savings</u>			
Reprofiled Budget Savings	£0.000	£0.000	(£3.150)
Total Reprofiled Budget Savings	£0.000	£0.000	(£3.150)
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327

49. The above table shows that by taking forward the draft budget proposals of £9.441m and the £3.150m of reprofiled budget savings proposals, the budget gap will reduce by £12.591m, from £34.918m to £22.327m.

Budget & Staff Consultation

50. To identify additional savings that will support the delivery for a financially sustainable position, all services have been reviewed and this has initially resulted in the identification of savings totalling £9.441m. These are either for management action (£8.842m) that are within delegated powers for officer decisions and so can be immediately progressed and those that require Cabinet approval (£0.599m) and are subject to the overall budget consultation.
51. A number of previously agreed savings proposals totalling £3.150m have also been re-profiled for delivery in 2027/28 with detailed delivery plans in the process of being developed.

Management Actions

52. A considerable proportion of savings have been identified as management actions rather than policy decisions and are not expected to have a negative impact on service delivery. These savings total £8.842m. The most significant element of this relates to adult social care at £4.250m with the continuation and extension of measures designed to enhance health and social care delivery by developing a more robust strengths-based, person-centred care model. This will continue to focus on empowering individuals and improving care quality to maximise independence wherever possible and use benchmarking information to focus on areas of relatively higher cost.
53. The next largest savings area relates to estimated savings of £1.303m over the MTFS period linked to the upgrade of the Unit 4 finance system expected to be implemented by April 2026. This represents a major transformation programme for both finance and the wider council and require upfront capital investment with a detailed separate Cabinet report scheduled for a future Cabinet meeting to confirm the level of overall investment required and outlining the anticipated benefits. The timeframes for implementation are necessarily challenging and in advance of the detailed Cabinet report initial investment of c.£250k is required from earmarked reserves to continue with phase 1 of the programme which will be dedicated to laying the groundwork for the successful migration to the Unit4 ERP system in the cloud. The focus will be on mobilisation, technical preparation, and initiating the key transformation projects that will drive the broader changes within the council's operations.
54. There are also £1.500m of savings linked to mitigating the increasing costs of children's social care through keeping families together wherever possible and appropriate and meeting care needs in the most cost-effective way possible with the creation of council-owned Residential Children's Homes covered in a separate Cabinet report. Work has also been undertaken to take out vacant posts in the staffing establishment that are no longer required (£464k) and

savings also identified through the Organisational Delivery Model Review (existing Voluntary Exits Policy) (£312k), in particular relating to senior managers, in line with approved organisation design principles. There are a number of savings which will improve the cost-effectiveness of service delivery either through reducing cost without impacting negatively on service outcomes or through generating additional income.

Policy Decisions

55. There are 2 savings proposals (Car Park Charges and Light Reduction – Trim and Dim) totalling £0.599m which will be subject to the overall budget consultation and will require Cabinet and Council approval as part of the budget process. Further details on these proposals are attached as appendices to the report and the figures presented within the revised MTFS are on the assumption that they will be agreed.

2025/26 Budget & 2026-28 MTFS Position

Budget Summary

56. A summary of all the movements to the July 2024 budget gap of £27.918m to the November 2024 updated budget gap of £22.327m, is shown in the table below:

2025/26 - 2027/28 Draft Budget Summary	Nov-24		
	2025/26 £m	2026/27 £m	2027/28 £m
BUDGET GAP [JULY 2024]	£23.591	£4.327	£0.000
<u>Net Budget:</u>			
Budget Assumption Movements	£3.674	£2.648	£15.473
Draft Budget Proposals	(£3.985)	(£3.635)	(£1.821)
Budget Proposals to be Developed	£0.000	£0.000	(£3.150)
TOTAL NET BUDGET MOVEMENTS	(£0.311)	(£0.987)	£10.502
<u>Assumed Funding:</u>			
Funding Movements	(£3.822)	(£2.161)	(£8.812)
TOTAL ASSUMED FUNDING MOVEMENTS	(£3.822)	(£2.161)	(£8.812)
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327

Budget Table

57. Based on the current budget assumptions & proposals and assumed funding, the 2025/26 net revenue budget would increase by £18.859m (8.4%), from £224.480m to £243.339m, as shown in the table below:

2025/26 - 2027/28 MTFS Summary	Nov-24		
	2025/26 £m	2026/27 £m	2027/28 £m
Directorate:			
Health & Adult Care	£92.645	£99.544	£106.114
Children & Young People	£64.928	£67.732	£70.158
Corporate Core Services	£25.723	£24.741	£24.228
Non-Service Specific	£42.333	£46.839	£49.189
Business, Growth & Infrastructure	£0.741	£0.502	£0.242
Operations	£17.048	£16.980	£16.909
Housing General Fund	(£0.079)	(£0.079)	(£0.079)
NET BUDGET	£243.339	£256.259	£266.761
Assumed Funding:			
Council Tax	(£119.065)	(£127.300)	(£134.424)
Business Rates	(£72.066)	(£73.440)	(£73.440)
Prior Year Collection Fund (Surplus)/Deficit	(£1.322)	(£1.983)	(£1.983)
Government Funding Grants	(£31.428)	(£32.899)	(£34.587)
ASSUMED FUNDING	(£223.881)	(£235.622)	(£244.434)
ANNUAL INCREMENTAL BUDGET GAP	£19.458	£1.179	£1.690
CUMULATIVE BUDGET GAP	£19.458	£20.637	£22.327

Sensitivities, Risks & Opportunities

Sensitivity

58. A sensitivity of the significant budget assumptions & funding items is shown in the table below:

Sensitivity Analysis	Potential Full Year Impact of 1% Movement £m
Council Tax (level, taxbase and collection rates)	+/- £1.191

Funding Grants	+/- £0.314
Pay Award	+/- £1.015
Real Living Wage	+/- £0.682
Adults Community Care: inflation and demand growth	+/- £1.296
Adults Transition Budget: demand growth	+/- £0.188
Children Looked After Budget: inflation and demand growth	+/- £0.897
Treasury & Capital Financing Costs	+/- £1.166

Risks & Opportunities

59. Legislation requires that annually the Council sets a balanced and robust budget, which is sufficient to meet its legal obligations, and then its aspirations. This requires all plans to be costed, forecasts and estimates to be checked for reasonableness, and risks to be assessed across the many varied services the Council provides. This also includes an assessment for emergencies, severe weather and other service and strategic risks.
60. Robustness does not guarantee that all possible eventualities are identified, or that all budget estimates are precise. Actual income and expenditure will likely vary from the approved budget, but in the round, these will offset one another, and the approved budget will be sufficient to meet overall expenditure requirements.
61. In exercising their statutory duty the Director of Finance, in conjunction with the Executive Team, will take all matters and issues into consideration and will make a reasoned assessment of whether the budget is sufficient and robust. The Director of Finance will ensure that the minimum reserve level is maintained to ensure the Council can meet its legal obligations.
62. The Council faces various financial risks including:
 - The ability to deliver savings at agreed values and within agreed timescales.
 - Potential legal challenges to decisions.
 - Fees & charges income differing to assumptions.
 - Variations to external funding and grant allocations.
 - Demographic pressures.
 - Inflation & interest rates differing to assumptions.
 - Business Rates: potential costs of backdated appeals.
 - Variations to external levies & contracts.
 - Future changes to legislation.
 - Failure of Project Safety Valve to comply with the management plan.
 - Schools academisations deficits.
 - The significant financial challenge currently being faced by the NHS loca

Reserves & Balances

Reserve Forecast

63. In accordance with statutory regulations and CIPFA guidance, the levels of balances and reserves are reviewed during the budget process to ensure that they are currently sufficient, and that they will remain adequate over the medium term.
64. The Council's historic & medium-term approach involves using reserves to support the budget position while savings are being realised. The in-year assumption is that £13.149m of reserves will be required to enable the Council to achieve a balanced budget.
65. The table below shows a summary of the reserves following a strategic review with the creation of investment reserves to support the Council deliver future invest-to-save, regeneration & growth and transformation projects that will be required to deliver future budget proposals and close the budget gap of £22.327m.

GENERAL FUND RESERVES SUMMARY			Balance at 31 March 2024 £m	Actual Transfers (In) / Out 2024/25 £m	Forecast Transfers (In) / Out 2024/25 £m	Balance at 31 March 2025 £m	Forecast Transfers (In) / Out 2025/26 £m	Balance at 31 March 2026 £m	Forecast Transfers (In) / Out 2026/27 £m	Balance at 31 March 2027 £m	Forecast Transfers (In) / Out 2027/28 £m	Balance at 31 March 2028 £m
General Fund			(£10.000)	£0.000	£0.000	(£10.000)	£0.000	(£10.000)	£0.000	(£10.000)	£0.000	(£10.000)
Directorate Reserves	HAC		(£1.193)	£0.000	£1.193	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	CYP		(£0.351)	£0.084	(£0.344)	(£0.611)	£0.610	(£0.001)	£0.000	(£0.001)	£0.000	(£0.001)
Directorate Reserves	CCS		(£1.177)	(£0.211)	£0.339	(£1.049)	£0.633	(£0.416)	£0.416	£0.000	£0.000	£0.000
Directorate Reserves	BGI		(£0.450)	(£0.274)	£0.724	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	OPS		£0.000	(£0.020)	£0.020	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000	£0.000
Directorate Reserves	HGF		£0.000	£0.000	(£0.002)	(£0.002)	£0.000	(£0.002)	£0.000	(£0.002)	£0.000	(£0.002)
Directorate Reserves	Trading Accounts		(£0.054)	£0.000	£0.000	(£0.054)	£0.000	(£0.054)	£0.000	(£0.054)	£0.000	(£0.054)
Directorate Reserves			(£3.225)	(£0.421)	£1.930	(£1.716)	£1.243	(£0.473)	£0.416	(£0.057)	£0.000	(£0.057)
Corporate Reserves	Investment	Invest-to-Save	(£1.519)	(£0.369)	£0.741	(£1.147)	£0.147	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)
Corporate Reserves	Investment	Regeneration	£0.000	£0.116	(£1.116)	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)	£0.000	(£1.000)
Corporate Reserves	Investment	Transformation	(£0.838)	£0.000	(£3.662)	(£4.500)	£0.000	(£4.500)	£0.000	(£4.500)	£0.000	(£4.500)
Corporate Reserves	Risk	Volatility/Demand	£0.000	£0.000	(£2.000)	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)
Corporate Reserves	Risk	Insurance	(£4.664)	£0.000	£0.273	(£4.391)	£0.000	(£4.391)	£0.000	(£4.391)	£0.000	(£4.391)
Corporate Reserves	Risk	DSG/PSV	(£6.000)	£0.000	£0.000	(£6.000)	£0.000	(£6.000)	£6.000	£0.000	£0.000	£0.000
Corporate Reserves	Stabilisation	Net Budget	(£48.111)	£0.854	£18.433	(£28.824)	£0.333	(£28.491)	£0.020	(£28.471)	£0.000	(£28.471)
Corporate Reserves	Stabilisation	Funding	(£7.193)	£0.000	£5.193	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)	£0.000	(£2.000)
Corporate Reserves			(£68.325)	£0.601	£17.862	(£49.862)	£0.480	(£49.382)	£6.020	(£43.362)	£0.000	(£43.362)
External Funding			(£13.634)	£0.000	£6.171	(£7.463)	£4.592	(£2.871)	£2.668	(£0.203)	£0.000	(£0.203)
Earmarked Balances Sub-Total			(£85.184)	£0.180	£25.963	(£59.041)	£6.315	(£52.726)	£9.104	(£43.622)	£0.000	(£43.622)
Schools Reserves			(£3.043)	£0.000	£0.000	(£3.043)	£0.000	(£3.043)	£0.000	(£3.043)	£0.000	(£3.043)
S106 Commuted Sums			(£6.162)	(£0.154)	£0.000	(£6.316)	£0.000	(£6.316)	£0.000	(£6.316)	£0.000	(£6.316)
Earmarked Reserves Total			(£94.389)	£0.026	£25.963	(£68.400)	£6.315	(£62.085)	£9.104	(£52.981)	£0.000	(£52.981)
GF RESERVES TOTAL			(£104.389)	£0.026	£25.963	(£78.400)	£6.315	(£72.085)	£9.104	(£62.981)	£0.000	(£62.981)

66. The table below shows an illustration of utilising reserves to fund the remaining budget gap for each of the three years 2025/26 (£19.458m), 2026/27 (£20.637m) & 2027/28 (£22.327m). That demonstrates an unsustainable financial position over the medium-term, whereby the Council will be unable to set a balanced budget in 2027/28, without identifying further savings proposals, and potentially sooner should any future events including in-year overspends have an adverse impact on the level of reserve balances.

Projected Balance of General Fund Reserves Balances	Balance at 31 March 2024 £m	Balance at 31 March 2025 £m	Balance at 31 March 2026 £m	Balance at 31 March 2027 £m	Balance at 31 March 2028 £m
Projected GF Reserves Balance	(£104.389)	(£78.400)	(£52.627)	(£22.886)	(£0.559)
General Fund	£10.000	£10.000	£10.000	£10.000	£10.000
Schools Reserves	£3.043	£3.043	£3.043	£3.043	£3.043
S106 Commuted Sums	£6.162	£6.316	£6.316	£6.316	£6.316
GF Reserves excl. Statute & Ring-Fenced	(£85.184)	(£59.041)	(£33.268)	(£3.527)	£18.800

67. To reduce the dependence on reserves and address the structural funding shortfall, it is essential that further savings, efficiencies or income generation are identified over the three-year MTFS period 2025/26 to 2027/28 to stabilise the Council's finances over the medium-term.

Budget Timeline & Workplan

Timelines

68. The current timelines for 2025/26 budget setting is shown in the table below:

Report	Committee Meeting	Date
2025-26 Budget Report	Budget Overview & Scrutiny Committee	6 February 2025
	Budget Cabinet	12 February 2025
	Budget Council	19 February 2025

Future Workplan

69. The aim between now and February is to significantly reduce the reported 2025/26 budget gap which is currently £19.458m, and therefore reduce the impact on reserves. A strategy has been developed to support this next phase of budget work, which is framed over the four themes of:

1) Income:

This includes ensuring that the strategic development activity is fully reflected in increased funding levels, all sales, fees and charges are reviewed to ensure they cover the full cost of service delivery, review of all grants and the applications of capital receipts to support transformation expenditure within the revenue budget in line with permitted flexibilities.

2) Non-Statutory Service Transformation:

This includes looking at the scope for becoming more cost-effective and efficient in our service delivery models including opportunities for automation and process improvement with a good example being the transformation work linked to the upgrade of Unit 4 which will come to a future Cabinet meeting and has £1.653m of efficiency savings linked to it over the four-year period of 2025/26 to 2028/29. This will be supported by the identification of the current cost of all non-statutory services currently being provided and options for cost reductions.

3) Contain Growth / Demand Pressures:

A significant proportion of the forecast funding gap is the result of ongoing increasing demand, and the cost of meeting that demand, particularly Children's and Adults Social Care. Whilst these are national issues and pressures not unique to Bury, focused activity is being undertaken to look at our current demand pressures and growth assumptions and develop proposals for how they can be further mitigated supported by a detailed analysis of our budgets and benchmarking information.

The largest area of spend within the council relates to our contractual expenditure which reflects some of the largest social care contracts but also contracts across all service areas. An approach is being developed which will be focused on the financial and service benefits of improving the alignment of strategic commissioning and procurement across the council along with embedding consistent and effective contract management arrangements.

4) Health and Care:

Whilst a significant focus on containing growth and demand in theme 3 above will necessarily be focused on Adults and Children's Social Care, a growing proportion of the council's budget is covering these areas and a focused programme of activity is underway to identify additional proposals designed to reduce the council's overall cost of care from the assumptions outlined currently within the MTFS. This will necessarily look at both the actual cost of services being commissioned and the approach required to accelerate a shift to lower cost models of support.

Links with the Corporate Priorities:

Please summarise how this links to the Let's Do It Strategy.

70.

Equality Impact and Considerations:

*Please provide an explanation of the outcome(s) of an initial or full EIA and make **specific reference regarding the protected characteristic of Looked After Children**. Intranet link to EIA documents is [here](#).*

71.

Environmental Impact and Considerations:

*Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact climate@bury.gov.uk for advice) and **Biodiversity** (contact c.m.wilkinson@bury.gov.uk for advice)*

72.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

Legal Implications:

This report updates members on the Medium-Term Financial Strategy and sets out the steps needed to progress with the Council's budget setting process. It is proposed that consultation takes place with the public in relation to the budget proposals. The Council must consult where there are specific legislative requirements or where the public would legitimately expect the Council to do so. All consultation must take place at an early stage and must abide by the principles of good consultation. The outcomes from the consultation will be reviewed and brought to Cabinet for consideration. As set out in the body of the report workforce consultation will take place in relation to these proposals. In addition to the specific legislative requirements which will be specific to the proposal the Equality Act 2010 states that public bodies must have "due regard" to a variety of equalities objectives under the Equality Act 2010.

In order to ensure we have given due regard we need to demonstrate that we understand how decisions or policies can affect those with protected characteristics and whether they will be disproportionately affected. Consulting is therefore an important part of meeting the equality duty.

In setting the budget the Council has a duty to ensure:

- It continues to meet its statutory duties
- Governance processes are robust and support effective decision making

- Its Medium-Term Financial Strategy reflects the significant challenges being faced and remains responsive to the uncertainties in the economy by continuing to deliver against its savings targets
- Its savings plans are clearly communicated and linked to specific policy decisions, with the impact on service provision clearly articulated
- It has the appropriate levels of reserves and that it closely monitors its liquidity to underpin its financial resilience
- It continues to provide support to members and officers responsible for managing budgets
- It prepares its annual statement of accounts in an accurate and timely manner
In exercising its fiduciary duty, the Council should be satisfied that the proposals put forward are a prudent use of the Authority's resources in both the short and long term; that the proposals strike a fair balance between the interests of Council taxpayers and ratepayers on the one hand and the community's interests in adequate and efficient services on the other; and that they are acting in good faith for the benefit of the community whilst complying with all statutory duties.

Section 28 of the Local Government Act 2003 also imposes a statutory duty on the Council to monitor during the financial year its expenditure and income against the budget calculations. If the monitoring establishes that the budgetary situation has deteriorated, the Council must take such action as it considers necessary to deal with the situation. This might include, for instance, action to reduce spending in the rest of the year, or to increase income, or to finance the shortfall from reserves.

Financial Implications:

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

73. The financial implications are as outlined in the report

Appendices:

Please list any appended documents.

Background papers:

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

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

Term	Meaning

APPENDIX 1

2025/26 - 2027/28 Budget Proposals		2025/26 £m	2026/27 £m	2027/28 £m
<u>Draft Budget Proposals (Operational Decision):</u>				
HAC Strategic Workforce Review	HAC	(£0.010)	(£0.061)	£0.000
CYP Strategic Workforce Review	CYP	£0.000	£0.000	£0.000
CCS Strategic Workforce Review	CCS	(£0.186)	£0.000	£0.000
BGI Strategic Workforce Review	BGI	(£0.062)	£0.000	£0.000
OPS Strategic Workforce Review	OPS	(£0.145)	£0.000	£0.000
Adults Commissioning Review	HAC	(£1.000)	(£1.000)	(£1.000)
Single Handed Care Trial	HAC	(£0.200)	(£0.200)	(£0.200)
Personal Budget Review	HAC	(£0.250)	(£0.250)	£0.000
Direct Payment Reassessment to Include Therapy	HAC	(£0.050)	£0.000	£0.000
Discharge to Assess Reviews by Therapy	HAC	(£0.050)	£0.000	£0.000
Neighbourhood Housing Support	HAC	(£0.050)	£0.000	£0.000
Foster Carers	CYP	(£0.250)	(£0.100)	£0.000
Family Safeguarding Model	CYP	(£0.100)	(£0.050)	£0.000
Edge of Care	CYP	(£0.494)	(£0.106)	£0.000
IT Supplier Review [Digital]	CCS	(£0.065)	(£0.050)	£0.000
IT Licence Review [Digital]	CCS	(£0.050)	(£0.025)	£0.000
Unit 4 Reimplementation & Transformation Review	CCS	(£0.100)	(£0.853)	(£0.350)
Revenues and Benefits Structure Review	CCS	(£0.317)	£0.000	£0.000
Contact Centre Review [Digital]	CCS	(£0.100)	(£0.100)	£0.000
Creation of Council-Owned Residential Children's Homes	BGI	£0.000	(£0.400)	£0.000
Fleet Function Review	OPS	(£0.070)	£0.000	£0.000
Car Park Tariff Review	OPS	(£0.074)	£0.000	(£0.062)
Stores Function Review	OPS	£0.000	(£0.050)	£0.000
Salary Sacrifice Review	NSS	(£0.050)	£0.000	£0.000
Organisation Delivery Model Review	NSS	(£0.257)	(£0.055)	£0.000
Total Draft Budget Proposals (Operational Decision)		(£3.930)	(£3.300)	(£1.612)
<u>Draft Budget Proposals (Policy Decision):</u>				
Car Park Charges Review	OPS	(£0.055)	(£0.126)	£0.000
Light Reduction - Trim and Dim	OPS	£0.000	(£0.209)	(£0.209)
Total Draft Budget Proposals (Policy Decision)		(£0.055)	(£0.335)	(£0.209)
TOTAL DRAFT BUDGET PROPOSALS		(£3.985)	(£3.635)	(£1.821)

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Classification: Open	Decision Type: Non-Key
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Report to:	Cabinet	Date: 25 September 2024
Subject:	2024/25 Corporate Plan - Six Month Update	
Report of	Cabinet Member, Finance and Transformation	

Summary

In April 2024 the Cabinet approved the Council's Corporate Plan for 2024/25. The Plan sets out the Council's strategic priorities and delivery objectives for the financial year and our role in delivering the overarching vision of the borough's LET'S Do It! Strategy.

The Plan was agreed in the context of the Council's significant financial challenges with both reducing funding and increasing demand contributing to a reported circa. £30m financial gap in the Council's finances over the coming three years. The agreed Plan was structured around three overarching priorities:

- **Sustainable Inclusive Growth**
- **Improving Children's Lives**
- **Tackling Inequalities**

As part of the Plan, key objectives were described against each of these priorities, together with a clear set of quarterly delivery milestones. The Plan also included objectives and milestones for the **enabling actions** needed to ensure the organisational conditions necessary to deliver the priorities.

To support monitoring of the Plan, alongside measuring delivery of the agreed milestones (Appendix One), an initial set of Key Performance Indicators (KPIs) was set out. These have since been revised following operational feedback and the current suite of delivery KPIs is provided in Appendix Three.

As well as those priorities agreed in April, since the Plan was agreed the Council has responded to a number of unforeseen demands and additional pressures. Most notably this includes responding to the outcomes of the local area SEND inspection, published on 7 May and preparation for the General Election which was announced on 22 May and took place in July. This has had an impact on the delivery against milestones which will be fully assessed at the end of Quarter Two (Appendix Two).

This report describes the significant progress made in the first six months of the financial year (April to September 2024) against the Corporate Plan priorities and objectives. This includes:

- **Sustainable inclusive growth**

- The completion of enabling works for the new Radcliffe Hub with work on building foundations now well underway.
- Completion of the land assembly needed to facilitate delivery of the Bury Market and Flexihall developments.
- Significant progress with the Council's housing delivery pipeline to address housing need in the borough.

- **Improving Children's Lives**

- Continued positive progress with the Ofsted improvement journey with improvements in re-referral reductions and responsiveness in the context of continued growth in demand.
- Good progress with the agreed Quarter One milestones for SEND improvement following the partnership inspection and subsequent judgement. Corresponding progress in the delivering of Project Safety Valve milestones to pay down the Dedicated Schools Grant, and a continuation of strong performance around Education Care and Health Plan (EHCP) timeliness with 97% of EHCPs completed within 20 weeks
- Significant progress against the programme plan to ensure the opening of the new high school in Radcliffe in September 2024.

- **Tackling Inequalities**

- Significant progress in health and care including: agreement to an investment plan for Health Visiting in Bury by the Northern Care Alliance; recovery of NHS healthcheck performance to pre-covid levels and an award of funding to support 536 long-term sick or disabled people to start, stay, and succeed in work through integrated work and health support over an 18-month programme (WorkWell).
- Progress with the Redbank Pavilion 3G pitch and a successful grant application for a further pitch in Top Park in Ramsbottom.
- Ongoing work to re-integrate housing service back into the Council and demonstrable improvement in building safety and regulatory compliance and new governance and tenant engagement structures in place.
- On track progress with the allocation of Housing Support Funds (HSF) and the objective of full utilisation and work progressing around the Council's wider Anti-Poverty Strategy

Work to progress the **enabling actions** described in the Strategy has been informed by the outcomes of the Local Government Association (LGA) Corporate Peer Challenge, as reported to Cabinet in April, with significant focus on addressing the budget challenges facing the Council. Key to this has been the appointment of a substantive Director of Finance Director (Section 151 Officer), who is now in post, and the transition of all corporate functions to a single Council Directorate under the leadership of the Executive Director (Strategy & Transformation). A strengthened Member Development offer has also been developed and plans are in place to launch this in full following the General Election and summer recess.

As set out within the April Cabinet report, and as is good practice in corporate planning, work has been undertaken to review the delivery plan for the remainder of

the financial year in the context of changes in the national and organisational context and a revised delivery plan for the remainder of the year is set out.

Recommendation(s)

Cabinet is asked to

1. Note the update on progress against the Corporate Plan 2024/25.
2. Agree the development of a revised delivery plan for the remainder of this financial year.

Reasons for recommendation(s)

To enable transparency and robust monitoring of performance and delivery of the Corporate Plan.

Alternative options considered and rejected.

Not applicable.

Report Author and Contact Details:

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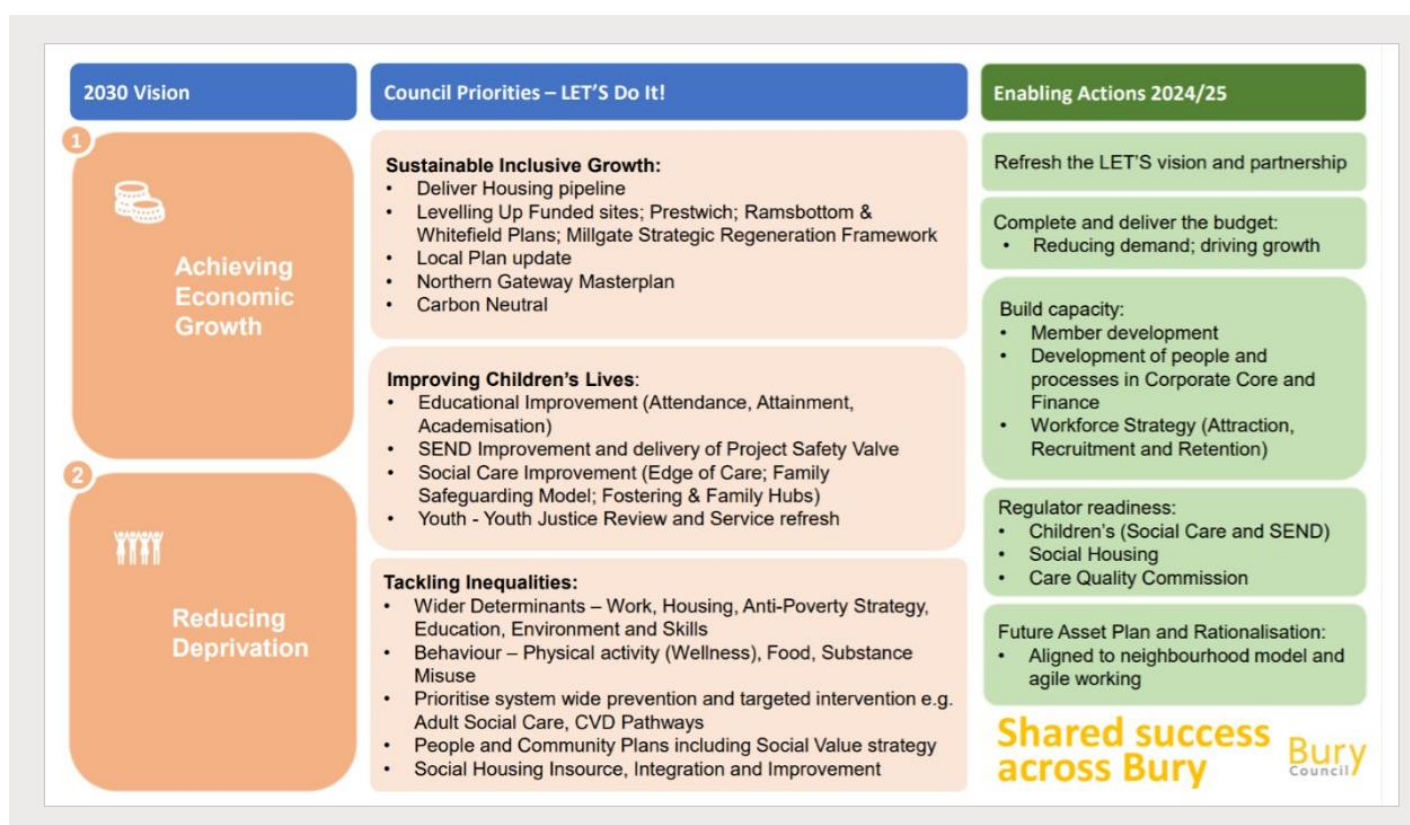
Position: Executive Director of Strategy & Transformation

Department: Corporate Core

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1. Background

- 1.1 In April this year the 2024/25 Corporate Plan was published and set out the Council's strategic priorities and delivery objectives for the year.
- 1.2 The Corporate Plan has been designed to reflect a tighter set of corporate priorities following feedback from the last LGA Peer Review in December 2023, hence the focus on the three priorities with a streamlined set of objectives. The priorities overlay the "business as usual" departmental functions which are described separately in service planning documents.



2. Progress Since Approval of the 2024/25 Corporate Plan

- 2.1 The table in Appendix Two provides a snapshot overview of progress against the Quarter One milestones agreed by Cabinet in April as at the end of June 2024. This review of progress has been further supplemented by information gathered for the Leader's statement to Council earlier this month and therefore this following report includes a summary of activity between April and September 2024.
- 2.2 As set out, there are a number of areas where progress has been delayed. This has, in many areas, been due to the General Election announcement and associated pre-election restrictions and delays to Council meetings. Whilst it could be argued that the delivery of elections should be seen as business as usual for the Council, having the General Election whilst still undertaking the work to close down the May Local and GM Mayoral Elections, and having to

apply new legislation regarding overseas voters, placed the Council and its Democratic Services Team under considerable extra pressure. Calls to the Contact Centre increased considerably as a result of the residents wishing to check whether they need to re-register to vote in a General Election and there were many complex queries due to a shortened timescale in which to prepare for handling postal and proxy votes. Despite these challenges, the General Election was delivered with over 80,000 votes verified and counted.

2.3 Quarter One also saw the publication of Bury's Local Area SEND inspection which required significant capacity from officers across the Council to assure the robustness of Bury's immediate response and action plan.

2.4 Though not unforeseen, the work needed to progress the integration of Housing Services (in the context of the new regulatory requirements) as required the focus on a number of teams across the Council as services have started to integrate with their respective functions.

2.5 Finally, work to progress budget planning and recovery works have also required a greater emphasis and focus, which planning continuing across the summer recess in order to prepare for the autumn statement and the annual cycle of budget planning in the second half of the municipal year.

2.6 Sustainable Inclusive Growth

Key Achievements:

- Progress with our Housing Pipeline and Levelling Up Funded developments on track despite a slight delay for Prestwich Village RIBA Stage 2/3 with commencement in July.
- Housing Delivery on track with a topography survey completed at the Elms, planning application submitted for Fletcher Fold and planning in development for the former Fire Station site and Elton Reservoir.
- Procurement for the Bury Town Centre Heat Network has been undertaken, along with the first phase of contract signing for the Electric Vehicle Charging Infrastructure (EVCI), key to supporting our carbon reduction commitment. In addition, Bury is one of only two authorities to have achieved the new standard around minimisation of environmental impact within catering services. This has supported cost and the equivalent of 757,608kg CO₂e annually.

2.7 Our outcome measures show that in March 2024 there were 2,375 individuals on the housing waiting list, the largest ever figure. In addition, 160 households were in temporary accommodation with the average wait for housing of 556 days. For the first time in Bury, over the last twelve months it has been necessary to use Bed and Breakfast provision for temporary accommodation due to the lack of availability of affordable housing and more suitable temporary accommodation. This demand for housing support also reflects the wider economic pressures. In March 2024 there were 5,335 people in Bury claiming a work-related benefit, mainly Universal Credit, an increase from 4,800 in September 2023. Despite efforts post-covid there are still more

people out of work. This highlights the rationale behind the prioritisation of inclusive economic growth within our plan and the focus of work undertaken since April.

- 2.8 Since April, the Council has been engaged in several critical growth projects. Following completion of early demolition and enabling works, the Radcliffe Hub and Market Chambers project completed foundation and piling works, sinking 469 augured piles, preparing the ground to receive the steel frame for the Hub building. Significant structural and weather-proofing works have also been completed in the Market Chambers building in addition to works to the Market basement. This has included structural and repair works alongside activity to extend the space. Our contractor, Vinci has also returned significant social value by establishing a Community Skills Centre to provide young people (18-24) with construction skills and health & safety training in a classroom and site based environment. Vinci are keen to use this centre to introduce young people to employment via its supply chain. This activity will continue for the life of the project and is linked to the Radcliffe Goals initiative already on-going at the Football Club.
- 2.9 The UK Shared Prosperity Funded (UKSPF) Radcliffe Pocket Park has been fully designed and will be tendered this week. This project has been developed in consultation with the local community and has been used as a training initiative by officers to develop trainee staff members. The works will begin in October (in line with planting and nesting season) and be completed by January next year.
- 2.10 The Council has now let a construction contract to deliver the Bury Flexi Hall and Market project and mobilisation activity will begin over the next few months, starting with utility diversions. The demolition activity will begin in November following the movement of the Admiral Casio operation to the Mill Gate Shopping Centre. It is a great success to see this incredibly complex project moving into a construction phase and the Council has overcome numerous difficult operational and design challenges to get to this stage.
- 2.11 The Prestwich Village Regeneration project completed a significant milestone in July when the team secured a Planning Permission to deliver the first phase of the project via a unanimous decision at Planning Committee. Officers will return to Cabinet later in the year for permission to deliver the Travel Hub element of the project once final designs are completed (RIBA 4).
- 2.12 Significant progress has also been made in terms of housing, with contractors now on site at Green Street and School Street (Radcliffe) and Seedfield (Bury). These developments alone, will provide over 300 homes on former Council owned brownfield land, 140 of which will be affordable.
- 2.13 Since the transfer of the Council's Social Housing stock, the Council have agreed to a £20 million investment in the refurbishment of Bury's Housing stock. Over the next year, hundreds of Bury Council homes will receive new and upgraded kitchens, bathrooms and windows. The planned improvements include:

- 565 homes will get replacement windows, doors, pointing and lintels.
- 138 will have replacement kitchens, bathrooms or heating fitted.
- 386 homes will get replacement roofing.
- 326 will see improvements to communal areas.
- 314 homes will have carbon reduction measures installed.

2.14 An update to September Cabinet also highlights the progress that has been made in developing formal joint working arrangements with Rochdale Council to undertake further work on Atom Valley and Northern Gateway, and to approve Northern Gateway as part of Greater Manchester's Investment Zone. Atom Valley MDZ was designated in 2022 and spans the local authority areas of Rochdale, Bury and Oldham. It aims to deliver a nationally significant area of economic activity along the M62 corridor through parts of Bury, Rochdale and Oldham and supported by a significant increase in new homes. The Mayoral Development Zone (MDZ) is the single largest economic opportunity within Greater Manchester. It provides a critical opportunity for inclusive growth to rebalance and enhance productivity within the Greater Manchester city-region, contributing to national economic growth and Levelling Up. The Northern Gateway is the largest growth site and includes two sites, one at Heywood/Pilsworth and the second at Simister/Bowlee. Two residential phases of the consented development are under construction and a third is due to commence shortly.

2.15 Improving Children's Lives

Key Achievements:

- Our 2024 virtual school conference was held in June, hosting 120 delegates from education and social care. The conference featured Steven Russell as a keynote speaker focusing on how schools can implement relationship-based policies which is essential to develop our partnership working in this area.
- All Quarter One milestones for SEND Improvement and delivery of Project Safety Valve were completed apart from the consultation on Short Break's. This has now been picked up under the newly appointed SEND Head of Service post. In addition, the SEND team have continued to maintain good performance around EHCP timeliness compliance – with 97% of EHCPs completed within 20 weeks.
- Identification of a building for the delivery of Family Hub sessions and services on the Chesham estate is now complete. Further works will be required to enable delivery, and this is expected to late summer or in the Autumn term.

2.16 Analysis of our outcome measures shows the progress that has been made but also the challenging context of increase demand both in terms of volume and complexity. As at March 2024, 92.6% of Bury Primary schools were rated good or better. 59.2% of Bury High schools have the same rating, compared to 91.3% and 42.2% last year. This improvement is important as it reflects the work undertaken to focus on attendance and attainment and the quality of

educational experience for our children and young people, as prioritised within the Corporate Plan.

- 2.17 We now have over 1,500 Bury Children in Need. Nearly a quarter of these are in care and 14% have a child protection plan. The total number of children supported is in line with national averages, with the number with a child protection plan above however we have seen an increased in demand for residential placements which has a direct impact on the overspend position within the Children's budget. Between February and August 2024 96% of new Education, Health and Care Plans (EHCPs) for Bury children were issued within 20-weeks. Bury is one of the few councils in the country to achieve this consistently. The total number of EHCPs for children in Bury scaled per head of population remains 30% above the national rate, reflecting the pressures on the system identified in the SEND inspection and within the Project Safety Value work programme.
- 2.18 Children's Services continues to experience an increase in presenting need and requests for help and support. Since the spring of 2024, there has been a rise in the amount of work received by children's social care and in the number of assessments being undertaken, which increased caseloads in the assessment teams and led to the need for additional capacity to meet that demand. With the additional capacity in place, the assessment teams have completed 677 assessments since the start of June, 88% within the 45 working day timescale, while sustaining a re-referral rate in line with national averages.
- 2.19 Outside of Children's Social Care, there is continued growth in the number of children with an Education, Care and Health Plan (EHCP). 2,850 children and young people in Bury have an EHCP. This represents an increase of 300 on a year ago (+12%). Scaled against population, Bury has 755 EHCPs per 10,000 children aged 4 to 19 years of age, compared to a national average of 562: - i.e. 34% higher. Similarly to the national pattern, in Bury most EHCPs are for three areas of primary need: autism, speech language and communication; and social emotional and mental health needs.
- 2.20 The impact of this nationally and reflected locally in Bury is the number of children with EHCPs and the increasing level of presenting need within the child population is challenging the ability of mainstream primary and secondary schools to meet need, leading to an increase in the number of children with EHCPs being educated in special schools; and a marked increase in the number of children being educated in independent and non-maintained special schools (INMSS) (i.e. schools outside of the maintained sector). Our PSV programme is continuing to be delivered to mitigate this and increase the resource in in-house provision.
- 2.21 During Quarter One in addition to work on the two Improvement Plans for Children's Service prior to sign-off in Quarter Two, significant work has been undertaken on the development of a Corporate Parenting Strategy. The strategy includes key strategic priorities:

- Supporting engagement and achievement in education, training, and employment.
 - Ensuring that our children in care and care leavers have stable and secure homes and sufficient support.
 - Listening and responding to the voice of our children, young people, and care leavers.
 - Ensuring that our children, young people, and care leavers are healthy and are supported in the physical and emotional wellbeing.
 - Developing a Highly Effective Care Leavers Partnership.
- 2.22 Following the local area SEND inspection, Cabinet have agreed to additional capacity in the SEND service as well as a co-produced SEND priority impact plan, Member agreed additional training for existing and newly recruited staff. In addition, future reviews of the education psychology service, outreach and sensory support services and SEND transport. Within the Health and Care System, an investment plan for the Health Visitor service signed off by Northern Care Alliance has agreed to the recruitment of an additional clinical lead and 4.76 health visitors, this will make a big contribution to our partnership ambition around SEND.
- 2.23 In August the Council received a pre-planned follow up visit from Mark Riddell MBE, the National Implementation Adviser for Care Leavers. The feedback letter included reference to the fact that during his visit he was impressed by “a real shift in leadership and management approach that was ambitious, aspirational and I got a real sense of passion and commitment to have a better offer for care leavers across the whole service area. It was clear to see real signs of change following my previous visit.” A series of further recommendations were left with the Council around continuing to improve the offer for care leavers in housing, health and entry into employment which will be assessed during a follow up visit in the new year.
- 2.24 In terms of the wider school improvement programme, strong outcomes remain a relentless focus of the education department. As the majority of our high schools are part of Multi Academy Trusts, we will continue to support and challenge MATs through our senior leader meetings and the offer of brokered support. Local Authority maintained schools will continue to be provided with a bespoke package of support based on areas identified in this data should it vary from national norms or from predicted outcomes. The Quality Assurance Team is now in the process of analysing school level data with school senior leaders to design this support. Provisional analysis of the Key Stage Four results for 2023/24 are provided below. Whilst there appears to be some mixed progress, it should be noted that these are indicative results based on unvalidated data and are subject to change. Likewise, the A level results from our colleges have yet to be verified and therefore greater detail cannot be shared. However, our colleges have reported positive A level results and Level 3 equivalents and are confident this will compare favourably with national averages.

2.25 Tackling Inequalities

Key Achievements:

- In terms of health and care inequalities the following activities were delivered in the first six months of the 2024/25 Corporate Plan:
 - Intermediate Care (IMC) services review initiated with the completion of an internal commissioning review producing a report on recommendations and action plan.
 - Investment plan for the Health Visitor service signed off by Northern Care Alliance. Recruitment to commence for the clinical lead and health visitors.
 - NHS Health Check performance is now recovered to approximately pre-pandemic levels.
 - Targeted work is taking place to increase the uptake of cancer screening (which we know helps with early identification and treatment outcomes), in Bury East a range of work has happened on bowel screening where we know uptake is low and bowel cancer is more prevalent and we are starting to see an increase in numbers taking part in bowel screening.
 - Awarded funding to support 536 long-term sick or disabled people to start, stay, and succeed in work through integrated work and health support over an 18-month programme (WorkWell).
- To support increased physical activity amongst children and adults, Redbank Pavilion 3G pitch is on track and due to complete early on in quarter 2. There has also been a successful grant application for a 3G pitch in Top Park, Ramsbottom.
- Bury has won a Sustainable Food Places award which recognizes the work to promote healthy, sustainable and local food. The partnership saw the potential in using Bury Market as the local flagship food space to utilize Healthy Start – where uptake has increased to 69% in June 2024 higher than the national average of 66.1%.
- Our Housing regulatory requirements in Quarter One were 100% compliant and met target for gas safety, legionella, lift compliance and asbestos.
- A strategic change partner has been procured to support the further integration of Housing Services and identify ways to improve tenant satisfaction. This will happen alongside a planned mock inspection in the quarter 3 to prepare the service for ROSH (Regulator Of Social Housing).
- The new Bury digital support website is live which includes resources for residents and community groups, support for anyone looking for digital skills , assistance for businesses looking for digital opportunities.

2.26 Despite these achievements, our outcomes data tells us that the life expectancy gap between residents who live in the most deprived areas and the least deprived areas is widening to over 10 years. Deprivation creates an unfair advantage for residents depending on where they live in Bury. The Good Level of Development gap between children who have Free School Meals and children overall widened to 17.2% in 2023 from 11.6% in 2019. This shows that children in more deprived areas are less likely to achieve at

the same levels as others. The gap between children in receipt of Free School Meal and overall children in Bury in terms of GCSE attainment also widened, demonstrating that the impact of deprivation continues for our children and young people up until a critical point in their education and beyond. However, more positively, the percentage of children accessing 2-year-old free childcare was 81.5% in the Spring Term 2024. This is a significant increase from 68.5% in the Spring Term 2023.

- 2.27 Early intervention is key to improving inequalities and access to services for those children from deprived areas at a young age is essential. The provision available data for this years' exam results suggest that in terms of GCSE Results, 42% of Bury children received a good pass (5-9) in English and Maths. This is 2% above Bury's performance last year. We are yet to see Greater Manchester and national data so cannot yet ascertain whether this is a trend in other areas. This provisional data also suggests that 63% of Bury children received a standard pass (4-9) in English and Maths. This is 1% below Bury's performance last year but we are yet to understand whether this is a local or national trend. Similarly, Bury's attainment 8 is 44.3 which is 0.4 below Bury's performance last year. National statistics are not yet available.
- 2.28 As part of our commitment to improving the quality of accommodation and housing conditions, Bury Council have awarded Adullam Homes a four-year contract for supported accommodation. Calico Homes has been selected to provide the floating support offer. Their comprehensive support system and proactive engagement with service users will ensure that individuals receive the necessary assistance to maintain their independence and well-being. It should be noted that this service will also be tenure neutral, meaning it will work with residents in social housing, private rented accommodation and also those that have mortgages or are owner occupiers. Also, this service will deliver much needed provision for older people in sheltered accommodation and those in the community.
- 2.29 Bury Council have recently reviewed the Housing Allocations Policy this work has been undertaken to meet local needs and to maximise the use of Council Housing stock to meet increasing demands. The Policy highlights and recognises the Council's commitments to its Looked After Children.
- 2.30 These examples reflect some of the work undertaken as part of the transfer of Six Town Housing into the Council. The first six months progress against the Improvement Plan have included:
 - As part of the commitment made in the June 2023 Cabinet Report, the stock condition survey is now at 83%, which is above the industry average, and a plan is in place for to survey the remaining properties.
 - 49 properties (as of June 2024) identified as potentially non-decent have been included in programmes for work for 24/25.
 - There has been a significant increase in the accountability and assurance regarding reporting both property compliance and customer satisfaction. There have been continuous improvements in addressing outstanding high-risk areas of non-compliance. Fire risk assessments, Gas safety checks,

Legionella checks, lift compliance and asbestos surveys are 100% and follow up actions are being managed and outstanding backlog reducing.

- A new prioritisation of repairs has been implemented, and the backlog has been reducing consistently over the last eight months. Response times have also been introduced against more meaningful criteria and are now improving.
- A 30-year HRA Business Plan has been agreed, which sets investment plans to manage and maintain council housing stock in the context of capital funding levels, treasury management and borrowing capacity.
- The 2024/25 £19.8m Capital Programme was agreed at Cabinet on 16th July 2024 to improve homes, increase energy efficiency and meet the decent homes standard.
- A new Tenant Engagement Strategy has been developed, building on the results from the Test of Opinion and feedback from the Tenant's Voice Group and others.

- 2.31 This work will be presented to the first substantive meeting of the Housing Advisory Board in September 2024 and will be overseen by the Council's new Housing Overview and Scrutiny Subgroup which had its first meeting earlier this month.
- 2.32 Work has also been undertaken to secure and promote a new local credit union (Hoot) to work with local people and groups, to support them with their financial planning e.g. savings, affordable loans etc. This has been promoted through all partners. Adult Learning have also played a pivotal role in offering incentivised tailored courses to support those in work who are experiencing hardship, these courses include money management, managing on a budget, basic maths/finances and healthy eating on a budget. These have been promoted through local employers. 65% of learners who attended the courses were from priority areas (i.e. the most deprived areas).
- 2.33 WorkWell is an early-intervention work and health support and assessment service, providing holistic support to overcome health-related barriers to employment, and a single, joined-up gateway to other support services. NHS Greater Manchester has been named as 1 of 15 national WorkWell Partnership Vanguard sites following an Expression of Interest process that involved all ten GM localities. Under the GM 'Locality Led, GM Enabled' proposals between a 'go live' date of 1st October 2024 and 31st March 2026 GM aim to support 8,000 people who are at risk of becoming economically inactive through poor health and have been allocated up to £7million to achieve this. This will be by strengthening our focus on prevention and building upon our existing locality work and health provision. The target is 336 participants to be supported in Bury over the 18 month period.
- 2.34 In terms of improving physical wellbeing as a way of addressing inequalities, Ramsbottom will be the home of the latest 3G all weather football pitch, the £1.4 million project is at Top Park Playing Fields, and will include improvements to the pavilion and car park. Bury Council is putting £425,000 behind the scheme, with around £1 million coming from the Football Foundation.

- 2.35 The General Election has delayed the Social Value Strategy design. Sign off is expected by the end of Quarter Two following a joint engagement session with Council executives and Cabinet members.

2.36 Enabling Actions

Key Achievements:

- The medium-term financial strategy (MTFS) plan has been updated to reflect additional grant income from the settlement and a review on assumptions has taken place. Additional pressures which have come to light are currently being reviewed along with the development of savings proposals. An updated position will be presented at the July Cabinet with a further update to follow in the Autumn.
 - Sickness absence for the authority has reduced since the beginning of 2024 down to an average number of 13.19 days lost per full time equivalent (FTE) per year at our Quarter One position.
- 2.37 A significant focus of the Council's enabling functions in Quarter One was placed on delivery of both the Local Election and planning for the General Election following its announcement in May. The Contact Centre received 2631 casework requests during Quarter One and an additional 1,460 calls were handled following the announcement of the General Election with an answer rate of 97% which demonstrates the ability to handle additional pressures in our day to day business.
- 2.38 The majority of corporate functions within the former Six Town Housing, including finance, HR, ICT and communications, formally transferred to the leadership of the central corporate teams on 15 July marking a significant step in integrating housing operations into the Council. Alongside this work has progressed to develop an overarching improvement and integration plan. Structural changes in relation to the management of complaints, Members' Casework and Information Governance have also been delivered bringing these functions together into a central team under the leadership of the Director of Law and Governance to support improved assurance and compliance.
- 2.39 As noted under the key achievements, sickness absence has reduced since January. This reduction has been driven by a strengthened focus on both long and short term absence across Departments and with enhanced support from HR in those areas with the highest sickness levels (Operations and Health and Adult Care) which have seen the greatest level of improvement. This has also been supported by the Council's strengthened Occupational Health provision introduced last year alongside a continued emphasis on employee wellbeing. Sickness absence, however, remains above the corporate target of 9.5 days and improvement work here is continuing. This will include agreement to a new Managing Attendance Policy in Quarter Two which has been codesigned with managers and developed in partnership with Trade Union colleagues.

- 2.40 A key recommendation from the LGA Peer Challenge was the development of a Strengthened Member Development offer, including focused support for senior Members and access to dedicated LGA development support. This work was co-designed with members in Quarter One, however, formal sign off and launch has been delayed due to the General Election.
- 2.41 A new substantive Finance Director was appointed in April and has now taken up post. As part of this appointment the finance function has been integrated within the Corporate Core Department to support the better coordination of corporate delivery and development of an integrated budget and transformation strategy in-line with the LGA recommendations.
- 2.42 The planned refresh of the LET'S Strategy and development of a new Workforce Strategy have both been delayed given the above unexpected areas of work and focus. However, work here is now progressing with delivery expected across Quarters Two and Three.

3. Updated Delivery Plan to Year End 2024/25

- 3.1 A revised delivery plan is currently being developed to reflect the updated local and national context and reflective of new priorities, including response to the SEND inspection, the LGA Peer Challenge Actions and agreed Health Inequalities Strategy as well as the continued critical emphasis on savings and budget delivery with reference to the finance update included elsewhere on Cabinet's agenda.
- 3.2 The following milestones are uncompleted at Quarter One and have been re-profiled to enable delivery:
- New LET'S Do It! Strategy
 - LET'S Do It! Workforce Strategy
 - Corporate Plan Briefing Session for Members
 - Completion of roadmap for integration of Housing Services
 - Social Value Strategy
- 3.3 A review of milestones in the 2024/25 has also taken place to reflect delivery of our MTFS and additional demands. This will be updated at the close of Quarter Two and presented to Cabinet in November.

4. Conclusion

- 4.1 As can be seen from this report, significant work has been undertaken against the delivery milestones in the Corporate Plan as agreed at Cabinet in April 2024. Whilst there has been some need to amend work programmes due to unanticipated demands, the totality of the Plan is still on track to be delivered in 2024/25.
- 4.2 The connection between the priorities of the Corporate Plan and the Medium Term Financial Strategy have been illustrated through the increased demand data for Children's Social Care, SEND, Adult Social Care and Housing, all of

which have placed in year pressures on the budget as reflected in the Budget Update Report received by Cabinet in July 2024. As such, further work is being undertaken to look at how work on these areas can be re-focused to reduce in-year projects and support the budget strategy. This will be presented in the updates to Cabinet in November.

Appendix One: Corporate Plan: Agreed Delivery Plan as at April 2024

	Quarter 1	Quarter 2	Quarter 3	Quarter 4
Sustainable Inclusive Growth	<ul style="list-style-type: none"> • Social value strategy • Roadmap for integration of Housing services approved • Local Plan Reg. 18 notification, Call for Sites and IA Scoping • 3 former council owned housing sites commence – c.300 houses/units • Strategic disposal of Spurr house (c.30 Units) procurement commences • Strategic partner procured for 100% affordable housing site (24 units) 	<ul style="list-style-type: none"> • Northern Gateway masterplan approved • Skills strategy launched • Bury Flexi Hall enabling works begin; operators advise on use • Delivery of integrated operating model for Housing services and mock inspection • Supported housing site (13 units) to commence on site • Housing scheme of 43 units inc.18 specialist start on site. 	<ul style="list-style-type: none"> • Prestwich Phase 1 build begins • Consult on draft local plan • Bury Market canopy construction begins • Radcliffe library temporarily relocated • Millgate planning submission Phase One • Strategic disposal of Humphrey House (c.65 Units) procurement commences. • 1 housing site complete with 30 houses/units 	<ul style="list-style-type: none"> • Northern Gateway phase 1 planning submitted by JV • Radcliffe enterprise centre complete • Bury flexi main works begin • Publish Local Plan • Strategic disposals: Fire station; & Radcliffe North Block • 1 town centre housing site – start on site, subject to planning (148 units) • Housing scheme for older people (43 units) to start on site.
Improving Children's Lives	<ul style="list-style-type: none"> • Radcliffe school build begins; Hub enabling works complete and main works commence • Edge of Care team launched • Chesham Family Hub offer • Review of Primary In Year Fair Access Protocol (IYFAP) Panel • Schools focus on Careers Information and Guidance (CIAG) and transition. • PSV monitoring report submission. • Finalise the implementation plan for Health Visitor (HV) service and begin HV recruitment. 	<ul style="list-style-type: none"> • STAR academy in Radcliffe opens in temporary accommodation • Family Safeguarding impact diagnostic • Revised Primary IYFAP (In Year Fair Access Protocol) policy launched • PSV monitoring report submission. 	<ul style="list-style-type: none"> • Establishment of 2nd Mockingbird constellation • Youth Justice Service review • Radcliffe Family Hub Offer • PSV monitoring report submission • SEND improvement planning review 	<ul style="list-style-type: none"> • Planning submitted for free Special School • PSV monitoring report submission. • Updated multi agency safeguarding arrangements published (Working Together)
Tackling Inequalities	<ul style="list-style-type: none"> • Initiation of Intermediate Care (IMC) Services review • Completion of ASC self-assessment for CQC readiness • Redbank 3G pitch complete 	<ul style="list-style-type: none"> • Neighbourhood model next steps including Housing integration. • Planning of IMC service review • Review of Adult Social Care (ASC) self-assessment for Care Quality Commission (CQC) readiness • Finalise plans for winter flu vaccination programme 	<ul style="list-style-type: none"> • New Bury Art Museum Roof commences • Leisure Centre costs and options appraisal complete • Implementation of IMC services review • Compile updated information return for CQC 	<ul style="list-style-type: none"> • Decision on future of Bury leisure services • Top Park 3G Pitch complete • Monitor and review progress of IMC services review • Review and refresh ASC self-assessment for CQC
Enablers	<ul style="list-style-type: none"> • Refreshed LET'S strategy • LET'S Do It! Workforce strategy • MTFS Delivery Plan approved, including updated transformation plans • Development plan for Cabinet & wider Elected Members launched 	<ul style="list-style-type: none"> • Finance improvement – updated including Unit 4 development & MTFS delivery • Updated Target Operating Model proposed 	<ul style="list-style-type: none"> • New Inclusion Strategy and Equality Objectives Launched 	<ul style="list-style-type: none"> • Planning for the 2025/26 Budget Complete

Appendix Two: Progress against Quarter One milestones

Quarter One: Progress on a Page		
Sustainable Inclusive Growth	Social Value Strategy	Work progressing but Member engagement session delayed. Now working towards sign off at November Cabinet
	Roadmap for integration of Housing services approved	Underway with full update to September Cabinet
	Local Plan Reg. 18 notification, Call for Sites and IA Scoping	Early engagement on Local Plan (Reg 18 notification, Call for Sites and IA Scoping) undertaken between 25 March and 6 May 2024.
	3 former council owned housing sites commence – c.300 houses/units	Development started
	Strategic disposal of Spurr house (c.30 Units) procurement commences	Disposal on track. Agent appointed to market site in Q2.
	Strategic partner procured for 100% affordable housing site (24 units)	Delays due to pre-election period
Improving Childrens Lives	Radcliffe school build begins; Hub enabling works complete and main works commence	Progressing on-track
	Edge of Care team launched	Change of approach to restructure team from traditional Social Work roles contributing to delay
	Chesham Family Hub offer	Issues with building possession (now resolved)
	Review of Primary In Year Fair Access Protocol (IYFAP) Panel	Wider consultation to progress in July
	Schools focus on Careers Information and Guidance (CIAG) and transition.	Monitoring visits with school taken place but some slight delays
	PSV monitoring report submission.	Submitted 29 May 2024
Tackling Inequalities	Finalise the implementation plan for Health Visitor (HV) service and begin HV recruitment.	Recruitment to commence immediately
	Initiation of Intermediate Care (IMC) Services review	Action plan prepared
	Completion of ASC self-assessment for CQC readiness	Summary and long term drafts prepared
	Redbank 3G pitch complete	Slightly delayed but due for completion mid-July
Enablers	Refreshed LET'S strategy	Deferred to Q2 due to timing of the General Election
	LET'S do it Workforce strategy	Work underway but delayed. Agile Working review to July Employment Panel. Strategy to follow in Q2
	MTFS delivery Plan approved, including updated transformation plans	The medium-term financial plan has been updated to reflect additional grant income from the settlement and a review on assumptions has taken place.
	Development plan for Cabinet & wider Elected Members launched	Approach agreed by Members Development Group. Launch delayed to July after election

Appendix Three: Key Performance Indicators

Inclusive Growth

Total planning applications received	Time Period & Figure	Q2 2022-23 228	Q3 2022-23 201	Q4 2022-23 198	Q1 2023-24 206	Q2 2023-24 208	Q3 2023-24 197	Q4 2023-24 177	Q1 2024-25 167
	Direction of Travel		↓	↓	↑	↑	↓	↓	↓
% of planning decisions granted	Time Period & Figure	Q2 2022-23 92%	Q3 2022-23 94%	Q4 2022-23 91%	Q1 2023-24 88%	Q2 2023-24 84%	Q3 2023-24 86%	Q4 2023-24 88%	Q1 2024-25 88%
	Direction of Travel		↑	↓	↓	↓	↑	↑	↔
Average waiting time on housing register (all applications) (snapshot)	Time Period & Figure	Nov 23 537	Dec 23 542	Jan 24 540	Feb 24 548	Mar 24 553	Apr 24 546	May 24 582	Jun 24 597
	Direction of Travel		↑	↓	↑	↑	↓	↑	↑
Number of rough sleepers currently being supported	Time Period & Figure	Nov 23 66	Dec 23 74	Jan 24 71	Feb 24 95	Mar 24 101	Apr 24 89	May 24 93	Jun 24 92
	Direction of Travel		↑	↓	↑	↑	↓	↑	↓
Number of households in temporary accommodation on last day of the month	Time Period & Figure	Nov 23 155	Dec 23 137	Jan 24 145	Feb 24 151	Mar 24 160	Apr 24 158	May 24 148	Jun 24 147
	Direction of Travel		↓	↑	↑	↑	↓	↓	↓
NOMIS Claimant Count	Time Period & Figure	Nov 23 4880	Dec 23 4920	Jan 24 4985	Feb 24 5160	Mar 24 5235	Apr 24 5265	May 24 5385	Jun 24 5570
	Direction of Travel		↑	↑	↑	↑	↑	↑	↑

Children and Young People

The % of pupils attending a good or better Primary School in Bury	Time Period & Figure	Nov 23 91.2%	Dec 23 91.7%	Jan 24 92.6%	Feb 24 92.6%	Mar 24 92.6%	Apr 24 92.8%	May 24 92.8%	Jun 24 92.8%
	Direction of Travel		↑	↑	↔	↔	↑	↔	↔
The % of pupils attending a good or better Secondary School in Bury	Time Period & Figure	Nov 23 59.4%	Dec 23 59.4%	Jan 24 59.4%	Feb 24 59.4%	Mar 24 59.2%	Apr 24 59.2%	May 24 59.2%	Jun 24 59.2%
	Direction of Travel		↔	↔	↔	↓	↔	↔	↔
% of Pupils in Bury Schools with an EHCP	Time Period & Figure	Apr 22 4.5%	Jul 22 4.63%	Oct 22 4.8%	Jan 23 4.9%	Apr 23 5.1%	Oct 23 5.5%	Jan 24 5.7%	Apr 24 5.9%
	Direction of Travel		↑	↑	↑	↑	↑	↑	↑
EHCP: Percent of Plans issued on time, compliance at 20 weeks	Time Period & Figure	Nov 23 92%	Dec 23 95%	Jan 24 86%	Feb 24 100%	Mar 24 100%	Apr 24 83%	May 24 97%	Jun 24 97%
	Direction of Travel		↑	↓	↑	↔	↓	↑	↔
Rate of CLA per 10,000 children (latest snapshot)	Time Period & Figure	Nov 23 83	Dec 23 82	Jan 24 80	Feb 24 79	Mar 24 79	Apr 24 77	May 24 77	Jun 24 78
	Direction of Travel		↓	↓	↓	↔	↓	↔	↑
Rate of CPP per 10,000 children aged 0-17 (latest)	Time Period & Figure	Nov 23 43	Dec 23 45	Jan 24 49	Feb 24 47	Mar 24 51	Apr 24 52	May 24 58	Jun 24 57
	Direction of Travel		↑	↑	↓	↑	↑	↑	↓
% of children accessing 2 year take up of free childcare	Time Period & Figure	Dec 21 86.1%	Apr 22 79%	Jul 22 77.6%	Dec 22 74.1%	Apr 23 68.5%	Jul 23 69.9%	Oct 23 84.7%	Jan 24 81.5%
	Direction of Travel		↓	↓	↓	↓	↑	↑	↓
Number of residential placements (codes K1, K2, R1 and S1)	Time Period & Figure	Nov 23 40	Dec 23 42	Jan 24 43	Feb 24 41	Mar 24 41	Apr 24 42	May 24 43	Jun 24 46
	Direction of Travel		↑	↑	↓	↓	↑	↑	↑
Percentage school attendance of children in Bury with an EHCP (all absences)	Time Period & Figure					2018-19 92.5%	2020-21 87.9%	2021-22 88.2%	2022-23 88.6%
	Direction of Travel						↓	↑	↑
CLA – Percentage of CLA in foster placements	Time Period & Figure	Nov 23 65%	Dec 23 63%	Jan 24 68%	Feb 24 68%	Mar 24 68%	Apr 24 69%	May 24 68%	Jun 24 69%
	Direction of Travel		↓	↑	↔	↔	↑	↓	↑

Adults

Proportion of completed Adult Social Care (ASC) annual reviews in a rolling 12 month period									
Direction of Travel			↔	↑	↑	↓	↑	↑	↑
Proportion of people receiving long-term adult social care in the community	Time Period & Figure				Q1 2023-24 70.8%	Q2 2023-24 71.5%	Q3 2023-24 72%	Q4 2023-24 71.3%	Q1 2024-25 70.9%
Direction of Travel						↑	↑	↓	↓
Number of people on waiting list for ASC needs assessment (snapshot last day of the month)	Time Period & Figure						Apr 24 111	May 24 100	Jun 24 90
Direction of Travel								↓	↓
Median number of days waiting for an ASC needs assessment	Time Period & Figure				Q1 2023-24 116	Q2 2023-24 87	Q3 2023-24 71	Q4 2023-24 57	Q1 2024-25 39
Direction of Travel						↓	↓	↓	↓
Proportion of people that were asked about their outcomes (ASC)	Time Period & Figure	Q2 2022-23 63%	Q3 2022-23 57%	Q4 2022-23 59%	Q1 2023-24 63%	Q2 2023-24 75%	Q3 2023-24 88%	Q4 2023-24 88%	Q1 2024-25 86%
Direction of Travel			↑	↑	↑	↑	↑	↔	↓
Of those who expressed outcomes the proportion of people who have their safeguarding outcomes fully or partially met	Time Period & Figure	Q2 2022-23 88%	Q3 2022-23 97%	Q4 2022-23 97%	Q1 2023-24 100%	Q2 2023-24 90%	Q3 2023-24 94%	Q4 2023-24 95%	Q1 2024-25 95%
Direction of Travel			↑	↔	↑	↓	↑	↑	↔
The proportion of people who received short-term services during the year where no further request was made for ongoing support	Time Period & Figure	Q2 2022-23 76%	Q3 2022-23 76%	Q4 2022-23 79%	Q1 2023-24 80%	Q2 2023-24 81%	Q3 2023-24 82%	Q4 2023-24 84%	Q1 2024-25 89%
Direction of Travel			↔	↑	↑	↑	↑	↑	↑
The proportion of older people (65+) who were still at home 91 days after discharge from hospital	Time Period & Figure			2018-19 83%	2019-20 81%	2020-21 77%	2021-22 87%	2022-23 87%	2023-24 86%
Direction of Travel					↓	↓	↑	↔	↓

Number of people trained in the progression model	Time Period & Figure								Q1 2024-25 38
	Direction of Travel								
The proportion of people and carers who use services who have found it easy to find information about services and/or support	Time Period & Figure			2018-19 67%	2019-20 71%	2020-21 69%	2021-22 67%	2022-23 64%	2023-24 66%
	Direction of Travel				↑	↓	↓	↓	↑
The proportion of people who use services, who reported that they had as much social contact as they would like	Time Period & Figure			2018-19 42%	2019-20 49%	2020-21 47%	2021-22 45%	2022-23 40%	2023-24 46%
	Direction of Travel				↑	↓	↓	↓	↑
Total number of new carers registered with Bury Carers' Hub	Time Period & Figure								Q1 2024-25 38
	Direction of Travel								

Operations

% of council vehicles changed to lower emission versions	Time Period & Figure					Mar 24 98%	Apr 24 98%	May 24 98%	Jun 24 98%
	Direction of Travel					↑	↔	↔	↔
Number of potholes reported	Time Period & Figure	Oct 23 47	Nov 23 103	Dec 23 142	Jan 24 424	Feb 24 475	Mar 24 450	Apr 24 404	Jun 24 174
	Direction of Travel		↑	↑	↑	↑	↓	↓	↓
Waste collection (tonnes)	Time Period & Figure	Nov 23 4701.98	Dec 23 3965.56	Jan 24 4994.7	Feb 24 4367.3	Mar 24 4475.3	Apr 24 4903.96	May 24 6079.34	Jun 24 4948.1
	Direction of Travel		↓	↑	↓	↑	↑	↑	↓
Number of missed bin collections per 100,000	Time Period & Figure	Nov 23 118	Dec 23 121	Jan 24 159	Feb 24 88	Mar 24 98	Apr 24 100	May 24 103	Jun 24 86
	Direction of Travel		↑	↑	↓	↑	↑	↑	↓
Proportion of household waste recycled	Time Period & Figure	Nov 23 50.8%	Dec 23 45.4%	Jan 24 51.2%	Feb 24 48.2%	Mar 24 48.5%	Apr 24 51.4%	May 24 57.0%	Jun 24 56.7%
	Direction of Travel		↓	↑	↓	↑	↑	↑	↓
The amount (tonnes) of residual household waste per household	Time Period & Figure	Q1 2022-23 85.79%	Q2 2022-23 85.44%	Q3 2022-23 84.32%	Q4 2022-23 89.03%	Q1 2023-24 89.02%	Q2 2023-24 87.68%	Q3 2023-24 86.81%	Q4 2023-24 89.46%
	Direction of Travel		↓	↓	↑	↓	↓	↓	↑
Average time taken to repair street lighting	Time Period & Figure	Oct 23 7.6	Nov 23 9.8	Dec 23 16.2	Jan 24 29.7	Feb 24 20	Mar 24 14.7	Apr 24 15.8	Jun 24 6.1
	Direction of Travel		↑	↑	↑	↓	↓	↑	↓
Highway repairs completed on time (%)	Time Period & Figure				Q1 2023-24 66%	Q2 2023-24 73%	Q3 2023-24 65%	Q4 2023-24 63%	Q1 2024-25 66%
	Direction of Travel					↑	↓	↓	↑
Number of leisure memberships	Time Period & Figure	Nov 23 3831	Dec 23 3592	Jan 24 3784	Feb 24 3829	Mar 24 3906	Apr 24 4000	May 24 4047	Jun 24 4036
	Direction of Travel		↓	↑	↑	↑	↑	↑	↓
Number of licensing applications processed	Time Period & Figure	Nov 23 268	Dec 23 137	Jan 24 182	Feb 24 174	Mar 24 179	Apr 24 193	May 24 206	Jun 24 197
	Direction of Travel		↓	↑	↓	↑	↑	↑	↓

Corporate Core

Contact centre – number of contacts received	Time Period & Figure	Nov 23 18519	Dec 23 14261	Jan 24 21042	Feb 24 16653	Mar 24 19053	Apr 24 22697	May 24 21582	Jun 24 20256
	Direction of Travel		↓	↑	↓	↑	↑	↓	↓
Sickness absence: average number of days lost per FTE per year (Bury Council)	Time Period & Figure	Nov 23 14.6	Dec 23 14.68	Jan 24 14.88	Feb 24 13.96	Mar 24 13.71	Apr 24 13.47	May 24 13.31	Jun 24 13.19
	Direction of Travel		↑	↑	↓	↓	↓	↓	↓
% Staff turnover (Bury Council)	Time Period & Figure	Nov 23 12.51	Dec 23 12.4	Jan 24 11.96	Feb 24 11.78	Mar 24 11.72	Apr 24 12.19	May 24 12.27	Jun 24 12.63
	Direction of Travel		↓	↓	↓	↓	↑	↑	↑
% of FOIs completed on time (Bury Council)	Time Period & Figure	Sep 23 100%	Oct 23 75%	Nov 23 80%	Dec 23 75%	Jan 24 81%	Feb 24 83%	Mar 24 91%	Apr 24 93%
	Direction of Travel		↓	↑	↓	↑	↑	↑	↑
% annual PDRs completed in previous 12 months (Bury Council)	Time Period & Figure	Nov 23 56.7%	Dec 23 59.2%	Jan 24 60.6%	Feb 24 63.8%	Mar 24 58.4%	Apr 24 58.6%	May 24 54.7%	Jun 24 53%
	Direction of Travel		↑	↑	↑	↓	↑	↓	↓

Links with the Corporate Priorities:

This report supplements the State of the Borough Outcomes Report in terms of providing further information on the contribution of the Council to the 2030 vision. The Corporate Plan priorities are linked to the seven objectives of the LET'S vision.

Equality Impact and Considerations:

This report demonstrates the impact of our activity on the users of council services and the impact on the broader community.

Environmental Impact and Considerations:

There are no specific environmental considerations within this report however the data tracks progress towards the environmental commitments within the Council's Corporate Plan.

Assessment and Mitigation of Risk:

Risk / Opportunity	Mitigation
Lack of capacity to deliver against the Corporate Plan priorities which reduces our ability to achieve the LET'S Vision	Further attention will be given to the activities rated as Amber in order to ensure that resources are used to appropriately to support priorities however in some cases reprofiling may be required on a case by case basis.

Legal Implications:

There are no legal implications however the regular reporting of performance is part of the Council's approach to good governance.

Financial Implications:

This report is reporting on the delivery of performance against the Council priorities set out in the corporate plan. The Corporate Plan is reviewed and produced annually in line with the budget setting process and the budget is developed to deliver the Council's priorities. There are no direct financial implications of this report as the budget to deliver the priorities are approved through Full Council.

Background papers:

Report to Cabinet, 17 April 2024: [Corporate Plan 2025/25](#)

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

Term	Meaning
CLA	Children Looked After
CPP	Child Protection Plan

CVD	Cardiovascular Disease
EET	Education, Employment, or Training
IMC	Intermediate Care
KPI	Key Performance Indicator
LGA	Local Government Association
MTFS	Medium Term Financial Strategy
SEND	Special Educational Needs and Disabilities

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Classification: Open	Decision Type: Non-Key
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Report to:	Overview & Scrutiny Committee	Date: 26 November 2024
Subject:	Local Government and Social Care Ombudsman Annual Review Letter 2023-24	
Report of	Director of Law & Democratic Services	

Summary

The purpose of this report is to set out findings and recommendations of the Local Government and Social Care Ombudsman for 2023-2024. Additional oversight and accountability for LGO supplied information is provided by the Council's Overview and Scrutiny Committee and Standards Committee.

Recommendation(s)

- (a) That the content of the Ombudsman's Annual Review Letter to the Council be noted by the Overview & Scrutiny Committee; and:-
- (b) That the complaints made to the Local Government Ombudsman referred to the Council during 2023/24 and their outcomes also be noted.

Report Author and Contact Details:

Name: Michael Cunliffe
 Position: Principal Democratic Services Officer
 Department: Legal and Democratic Services
 E-mail: m.cunliffe@bury.gov.uk

1. Background

- 1.1. The Council receives an Annual Report summarising all complaints dealt with by the Local Government and Social Care Ombudsman ("LGO"). This Report provides a brief commentary on the Ombudsman's Annual Review letter which is sent direct to the Council's Chief Executive, Leader and Chair of Overview & Scrutiny (Attached as Appendix 1). A report on this subject matter was also included at the Standards Committee meeting held on the 19th September 2024, which Members duly noted.

2. Ombudsman's Jurisdiction

- 2.1. The Local Government Act 1974 established the then Local Government Ombudsman for England and for Wales. The Act defines the main statutory functions:
 - to investigate complaints against councils and some other authorities
 - to investigate complaints about adult social care providers from people who arrange or fund their own adult social care
 - to provide advice and guidance on good administrative practice

The main activity under Part III of the 1974 Act is the investigation of complaints, which it states is limited to complaints from members of the public alleging they have suffered injustice as a result of maladministration and/or service failure. The LGO jurisdiction under Part III covers all local authorities (excluding town and parish councils). The LGO changed its name to the Local Government and Social Care Ombudsman in 2017 to reflect the full scope of their jurisdiction.

3. Complaints and Enquiries Received by the Ombudsman in 2023/24

The Ombudsman provided, statistics on how complaints upheld against the Council were remedied and those not pursued. This year's information again included a breakdown, showing the complaints and enquiries received and decisions made. Data can be viewed via the following link:- <https://www.lgo.org.uk/your-councils-performance/bury-metropolitan-borough-council/statistics#complaints-upheld>

- 3.1. The number of complaints and enquiries received for 23/24 as compared to 22/23 had increased slightly. Although this is a similar total in comparison to 19/20 which was pre Covid hit year.

2023-2024-	78
2022/2023-	72
2021/2022-	68
2020/2021 -	38 (Covid hit year)
2019/2020 -	73

- 3.2. The complaints received by the Ombudsman about the Council in 2023/24 were split across service areas as follows (Note- these are LGO designated service categories. These are compared with last year's figures:

Service Number of Complaints	2023/24	Comparison to previous year	2022/23
Adult Care Services	4	Decrease	10
Corporate & Other Services	7	Increase	4
Education & Children's Services	35	Increase	27
Environmental & Public Protection & Reg	6	Decrease	8
Highways & Transport	9	Increase	8
Planning & Development	3	Increase	1
Housing	6	Decrease	7
Benefits and Tax	7	No change	7
Other	1	Increase	0

- 3.3 In addition, it is worth noting that these figures may not be reflective of the number of complaints actually made to the Council.

4. Ombudsman Complaint Decisions

- 4.1. Details of the 23 decisions upheld and the required actions by the Council to remedy these can be viewed via the below link. The decision of "Upheld" is applied when the Ombudsman finds there is some fault in the way the Council acted – even if it has agreed to put things right during the course of the Ombudsman investigation; or had

already accepted it needed to remedy the situation before the complaint was apparent to the Ombudsman.

<https://www.lgo.org.uk/your-councils-performance/bury-metropolitan-borough-council/decisions/2023/u/Listing?t=both&fd=2023-04-01&td=2024-03-31&dc=u&aname=Bury%20Metropolitan%20Borough%20Council&atype=Metropolit%20n%20council&sortOrder=DESCENDING>

- 4.2. The LGO have advised on comparing statistics across the years and that in 2022-23 they changed their investigation processes. This contributed towards an increase in the average uphold rate across all complaints. Members should consider comparing individual Council uphold rates against the average rate rather than against previous years.

Decision of Ombudsman	2023/24	2022/23	2021/22
Investigated – Upheld	23	22	11
Investigated – Not Upheld	3	3	4

5. Education & Children's Services

- 5.1. In 2023-24 the LGO upheld 80% of the investigations carried out, up from 74% in 2022-23. The highest area of complaint across the Ombudsman's casework remains complaints about poor services for children and young people with Special Educational Needs and Disabilities. This area now dominates their casework, making up 26% of all complaints the service received in the period and 42% of all upheld complaints. The LGO found fault in 92% of the education cases investigated and the numbers are increasing rapidly.

6. Annual Review of Local Government Complaints in England for 2023-24

- 6.1 The LGO Annual Review of Local Government Complaints in England for 2023-2024 pulls together the national picture of trends and common issues that have arisen from complaints over the last year. (Attached as Appendix 2).
<https://www.lgo.org.uk/assets/attach/6627/Annual-Review-of-Local-Government-Complaints-2023-24.pdf>
- 6.2 During LGO investigations, it is not uncommon for them to uncover poor complaint handling practices by authorities. The LGO understand the financial challenges councils face, but it is ever more important to get the basics right and invest in complaints systems to capitalise on the learning that can be had from good complaints handling.
- 6.3 More concerningly the LGO Annual Review uncovered for the first time that more than one in five remedies (20.8%) by councils are being implemented later than agreed. This means that people, who have already gone through the process of complaining to their local authority and then to the Ombudsman, are waiting even longer for things to be put right.
- 6.4 27 public interest reports were issued nationally during 2023-24 with two being for Bury Council in relation to school transport and school admissions under the education category. These two reports were addressed at the February 2024 Cabinet meeting as per LGO recommendations and can be viewed:-

<https://www.lgo.org.uk/your-councils-performance/bury-metropolitan-borough-council/publicreports>

- 6.5 The Ombudsman was pleased to note however that to note the Council had now implemented all the agreed actions and has reviewed both policies. It also noted the positive work carried out consulting on the draft policy for school transport, which included engaging with parent groups and other stakeholders.

7 Faults

- 7.1 When recommending a remedy, the LGO seek to remedy the injustice caused as a result of identified fault. The Ombudsman's guidance on remedies states:
- For injustice such as avoidable distress we usually recommend a symbolic payment to acknowledge the impact of the fault as we cannot put the complainant in the position they would have been had the fault not occurred; and
 - Distress can include anxiety, uncertainty, lost opportunity and frustration
- 7.2 The LGO like many organisations have been focussed on doing the most they can with their resources, prioritising cases where it is in the public interest to investigate. As a result, they are less likely to carry out investigations into 'borderline' issues and are therefore finding a higher proportion of fault.
- 7.3 The LGO uphold rate has increased by 6% to 80% this year. The LGO confirms around 60% of all authorities against whom a remedy was required, have a late compliance registered against them.

8 Ombudsman's Annual Review Letter

- 8.1 The Annual Review letter provided an annual summary of statistics on the complaints made to the Local Government Ombudsman (LGO) about this Council to the year ending 31 March 2024.
- 8.2 The LGO has an interactive map of performance. The map shows annual performance data for all Councils in England, with links to published decision statements, public interest reports, annual letters and information about service improvements that have been agreed by each Council. The intention of this tool is to place a focus on the authority's compliance with the recommendations.
<https://www.lgo.org.uk/your-councils-performance/bury-metropolitan-borough-council/statistics#complaints-upheld>
- 8.3 It is intended that the information provided by the Ombudsman, set alongside the data the Council records about local complaints, will assist in assessing the Council's performance.

9 Other Information & Comparisons

- 9.1 It should also be acknowledged that complaints to the Ombudsman do not always involve the Council or its appeals processes of any wrongdoing; but that they come from people who would have liked something more, or better, or a different outcome. It is unlikely that public expectations of services will diminish in the short term and therefore there is no reason to suppose that complaints will fall significantly. Despite these challenges, Officers are making every effort to ensure that capacity to respond to the Ombudsman is maintained.

- 9.2 It is important that the Council takes even greater measures to ensure that it is able to evidence that it learns from complaints and uses this learning to improve and maintain the quality of the services it commissions and provides.
- 9.3 In comparison to other GM authorities, data patterns for 2023-24 are as follows:-

Authority	Bury	Rochdale	Bolton	Oldham
Complaints Upheld	23	5	9	12
Implemented recommendations	92% This compares to an average of 99% in similar authorities.	100%	100%	100%
Satisfactory remedy	9% This compares to an average of 14% in similar authorities.	0%	22%	42%

10 Future Developments and Improvements

- 10.1 In response to the public interest reports issued, Officers looked into the LGO process and the largest number of complaints were in Children's Services, sometimes involving the same complainant with multiple complaints. To help Officers maintain an accurate record and meet the required deadlines, a weekly matrix was produced by the Council's LGO link Officer. This was sent to relevant Officers and Directors to make them aware of live cases with deadlines for actions required and evidence to be produced for the LGO.
- 10.2 The LGO met with the Council in January 2024 to discuss concerns on complaint handling and communication. Further meetings have occurred throughout 2024 with no issues against the Council raised. Internal measures were introduced to hold regular meetings between the LGO Link Officer and Monitoring Officer to review and manage live cases. As detailed on page 2 of the LGO's annual report detailing the Council's performance, the LGO have welcomed significant strides the Council has now made to improve its complaint functions.
- 10.3 The Monitoring Officer now leads a centralised policy & complaints team that oversees all casework and compliance. Feedback from the LGO confirms that there are clear signs of improvement in the Council's performance. In the final months of the reporting year 23-24, no reports were received about delayed or incomplete responses to LGO enquiries, and compliance with recommendations is now being achieved in 100% of cases.
- 10.4 Additional staff training has been provided to Officers by attending LGO run training courses. The LGO and Council will continue to meet over the coming months to continue monitoring performance and it's expected that the data and report for 2024-2025 will demonstrate the improvements made.

- 10.5 The Monitoring Officer would continue to focus on improvements relating to compliance, and that proposals relating to the adoption of the Complaints Handling Code would be presented to Members before 2026.
- 10.6 Following the establishment of the Policy Compliance Team, enhanced reporting procedures have been implemented to ensure comprehensive oversight and accountability. The team will provide monthly updates to the Senior Leadership Group (SLG), offering timely insights into compliance progress and addressing emerging issues.

These reports will also be presented quarterly to SLG and relevant committees including, Corporate Governance and Audit, to ensure cross-departmental transparency and thorough examination of key compliance metrics.

An annual summary will be submitted to Cabinet, and if requested relevant scrutiny committees, providing a strategic overview of compliance achievements, challenges, and recommendations for ongoing improvements. These measures aim to strengthen governance, support informed decision-making, and promote continuous adherence to organisational policies.

17 July 2024

By email

Ms Ridsdale
Chief Executive
Bury Metropolitan Borough Council

Dear Ms Ridsdale

Annual Review letter 2023-24

I write to you with your annual summary of complaint statistics from the Local Government and Social Care Ombudsman for the year ending 31 March 2024. The information offers valuable insight about your organisation's approach to complaints, and I know you will consider it as part of your corporate governance processes. As such, I have sought to share this letter with the Leader of your Council and Chair of the appropriate Scrutiny Committee, to ensure effective ownership and oversight of complaint outcomes, which offer valuable opportunities to learn and improve. In addition, this year, we have encouraged Monitoring Officers to register to receive the letter directly, supporting their role to report the decisions we uphold to their council.

For most of the reporting year, Paul Najsarek steered the organisation during his tenure as interim Ombudsman, and I was delighted to take up the role of Ombudsman in February 2024. I look forward to working with you and colleagues across the local government sector to ensure we continue to harness the value of individual complaints and drive and promote systemic change and improvement across the local government landscape.

While I know this ambition will align with your own, I am aware of the difficult financial circumstances and service demands that make continuous improvement a challenging focus for the sector. However, we will continue to hold organisations to account through our investigations and recommend proportionate actions to remedy injustice. Despite the challenges, I have great confidence that you recognise the valuable contribution and insight complaints, and their swift resolution, offer to improve services for the public.

Complaint statistics

Our statistics focus on three key areas that help to assess your organisation's commitment to putting things right when they go wrong:

Complaints upheld - We uphold complaints when we find fault in an organisation's actions, including where the organisation accepted fault before we investigated. We include the total number of investigations completed to provide important context for the statistic. This year, we also provide the number of upheld complaints per 100,000 population.

Compliance with recommendations - We recommend ways for organisations to put things right when faults have caused injustice and monitor their compliance with our recommendations. Failure to comply is rare and a compliance rate below 100% is a cause for concern.

Satisfactory remedy provided by the authority - In these cases, the organisation upheld the complaint and we agreed with how it offered to put things right. We encourage the early resolution of complaints and give credit to organisations that accept fault and find appropriate ways to put things right.

Finally, we compare the three key annual statistics for your organisation with similar authorities to provide an average marker of performance. We do this for County Councils, District Councils, Metropolitan Boroughs, Unitary Councils, and London Boroughs.

Your annual data, and a copy of this letter, will be uploaded to our interactive map, [Your council's performance](#), on 24 July 2024. This useful tool places all our data and information about councils in one place. You can find the detail of the decisions we have made about your Council, read the public reports we have issued, and view the service improvements your Council has agreed to make as a result of our investigations, as well as previous annual review letters.

Your organisation's performance

During the year, we published two public reports about your Council. Both reports followed two previous investigations where the Council had agreed to update both [its transport to education policy for young adults](#) with special educational needs, and [its policy on arranging education for children who were unable to access their normal provision](#).

In both cases the Council did not implement the agreed recommendations, and we published the reports to highlight this. However, I am pleased to note the Council has now implemented all the agreed actions and has reviewed both policies. I also note the positive work it carried out consulting on its draft policy for school transport, which included engaging with parent groups and other stakeholders.

Continuing a trend we reflected on in last year's letter to you, between April and October last year we were concerned to note the number of cases where your Council would respond late to our enquiries or provide incomplete responses. Concerningly, we had to write to remind you of our power to issue a witness summons in four instances, before we received the information we required.

My predecessor was pleased to have the opportunity to meet with the Council in January this year to discuss concerns about its complaint handling and liaison with us. I welcome the significant strides the Council has now made to improve its complaint functions, with the Monitoring Officer leading a centralised complaints team that oversees all casework and compliance, and additional oversight and accountability provided by the Scrutiny Committee.

I am pleased to report that there are clear signs of improvement in the Council's performance; in the final months of the reporting year, I received no reports from my staff about delayed or incomplete responses to our enquiries, and compliance with our recommendations is being achieved in 100% of cases.

We will continue to meet with the Council over the coming months to continue to monitor performance and provide support where needed.

Supporting complaint and service improvement

In February, following a period of consultation, we launched the [Complaint Handling Code](#) for councils, setting out a clear process for responding to complaints effectively and fairly. It is aligned with the Code issued to housing authorities and landlords by the Housing Ombudsman Service and we encourage you to adopt the Code without undue delay. Twenty councils have volunteered to take part in an implementation pilot over the next two years that will develop further guidance and best practice.

The Code is issued to councils under our powers to provide guidance about good administrative practice. We expect councils to carefully consider the Code when developing policies and procedures and will begin considering it as part of our processes from April 2026 at the earliest.

The Code is considered good practice for all organisations we investigate (except where there are statutory complaint handling processes in place), and we may decide to issue it as guidance to other organisations in future.

Our successful complaint handling training programme continues to develop with new modules in Adult Social Care and Children's Services complaint handling available soon. All our courses include practical interactive workshops that help participants develop their complaint handling skills. We delivered 126 online workshops during the year, reaching more than 1,700 people. To find out more visit www.lgo.org.uk/training or get in touch at training@lgo.org.uk.

We were pleased to deliver four online complaint handling courses to your staff during the year. I welcome your Council's investment in good complaint handling training and trust the courses were useful to you.

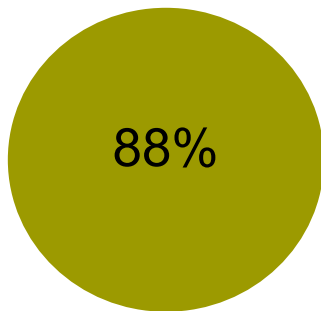
Returning to the theme of continuous improvement, we recognise the importance of reflecting on our own performance. With that in mind I encourage you to share your view of our organisation via this survey: <https://www.smartsurvey.co.uk/s/ombudsman/>. Your responses will help us to assess our impact and improve our offer to you. We want to gather a range of views and welcome multiple responses from organisations, so please do share the link with relevant colleagues.

Yours sincerely,



Amerdeep Somal
Local Government and Social Care Ombudsman
Chair, Commission for Local Administration in England

Complaints upheld



88% of complaints we investigated were upheld.

This compares to an average of **80%** in similar organisations.

23

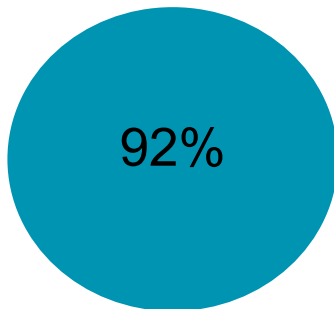
upheld decisions

This is 11.8 upheld decisions per 100,000 residents.

The average for authorities of this type is 4.4 upheld decisions per 100,000 residents.

Statistics are based on a total of **26** investigations for the period between 1 April 2023 to 31 March 2024

Compliance with Ombudsman recommendations



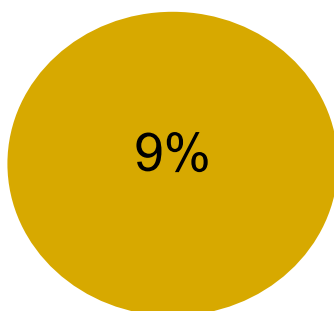
In **92%** of cases we were satisfied the organisation had successfully implemented our recommendations.

This compares to an average of **99%** in similar organisations.

Statistics are based on a total of **26** compliance outcomes for the period between 1 April 2023 to 31 March 2024

- Failure to comply with our recommendations is rare. An organisation with a compliance rate below 100% should scrutinise those complaints where it failed to comply and identify any learning.

Satisfactory remedy provided by the organisation



In **9%** of upheld cases we found the organisation had provided a satisfactory remedy before the complaint reached the Ombudsman.

This compares to an average of **14%** in similar organisations.

2

satisfactory remedy decisions

Statistics are based on a total of **23** upheld decisions for the period between 1 April 2023 to 31 March 2024

Annual Review of Local Government Complaints

July 2024



Ombudsman's foreword

I was delighted to be appointed to the role of Local Government and Social Care Ombudsman in February 2024 and am pleased to reflect on the year and present our Review of Local Government Complaints for 2023–24. Having previous experience of complaints in other sectors I am excited to work within the local government and social care sectors in a role that can bring about significant change for individuals and communities, both locally and nationally.

Observing the local government landscape, it is abundantly clear there are significant challenges, in particular the task of achieving financial stability when faced with rising demand on services. All authorities, regardless of type, size, or geography, are facing sizeable issues, but some concerns stand out as systemic; in particular, the strain on Special Educational Needs (SEN) & Disability Services. We have regularly highlighted the issues families face in getting the SEN support they are entitled to, and it is clear that action at a national policy level is needed and now.

The complaints that come to us provide great insight into individual organisations and the sector. Nationally, our data shows rising numbers of complaints received, an increase in the number of complaints we uphold, and it has highlighted ongoing issues within SEN, housing and adult social care services. The data we publish alongside this report, and [our interactive map](#) are great places to start to understand the local and national picture. This year we have included a new statistic for upheld complaints by population size. This gives an extra layer of local context to the statistics making it even simpler to compare authorities.

Our dual role is to provide personal redress and support sector improvement. Even in these challenging times, we remain committed to supporting individuals to seek redress and make proportionate recommendations to put things right. Importantly, we look beyond the personal remedy and make wider recommendations to prevent the same fault from affecting others. This is how to get maximum value from investigations, moving from the transactional processing of individual complaints to influencing system change and service improvement for longer term benefit.

This is why oversight of complaints is so important, and we are increasingly using our data to help authorities spot issues before they escalate. More broadly, we play an important role in supporting oversight of the sector by sharing data and working with national bodies and government departments to improve understanding of the challenges being faced. I encourage authorities to take a similar approach and to use complaints information to identify early warning signs of service failure. There are best practice resources later in this report that will help you to take valuable learning from complaints.

This year's report is focused on data that will help authorities to evaluate and benchmark their performance and resources to support better complaint management. We welcome your feedback on the report, which can be sent to Omblocalgovreview@lgo.org.uk

I thank my predecessor, Interim Ombudsman, Paul Najsarek, for leading the organisation for most of this reporting year and I look forward to working with colleagues across the local government sector to achieve our shared aims.

Amerdeep Somal
Local Government and
Social Care Ombudsman
July 2024

Observing the local government landscape, it is abundantly clear that there are significant challenges, in particular the task of achieving financial stability when faced with rising demand on services



2023-24 Data headlines



Complaints Received

17,937



Complaints Decided

17,126



Complaints Investigated

4,003



Complaints Upheld*

3,215



12%

Satisfactory remedies**



99.5%

Compliance with our
recommendations



80%

Uphold rate



5.6

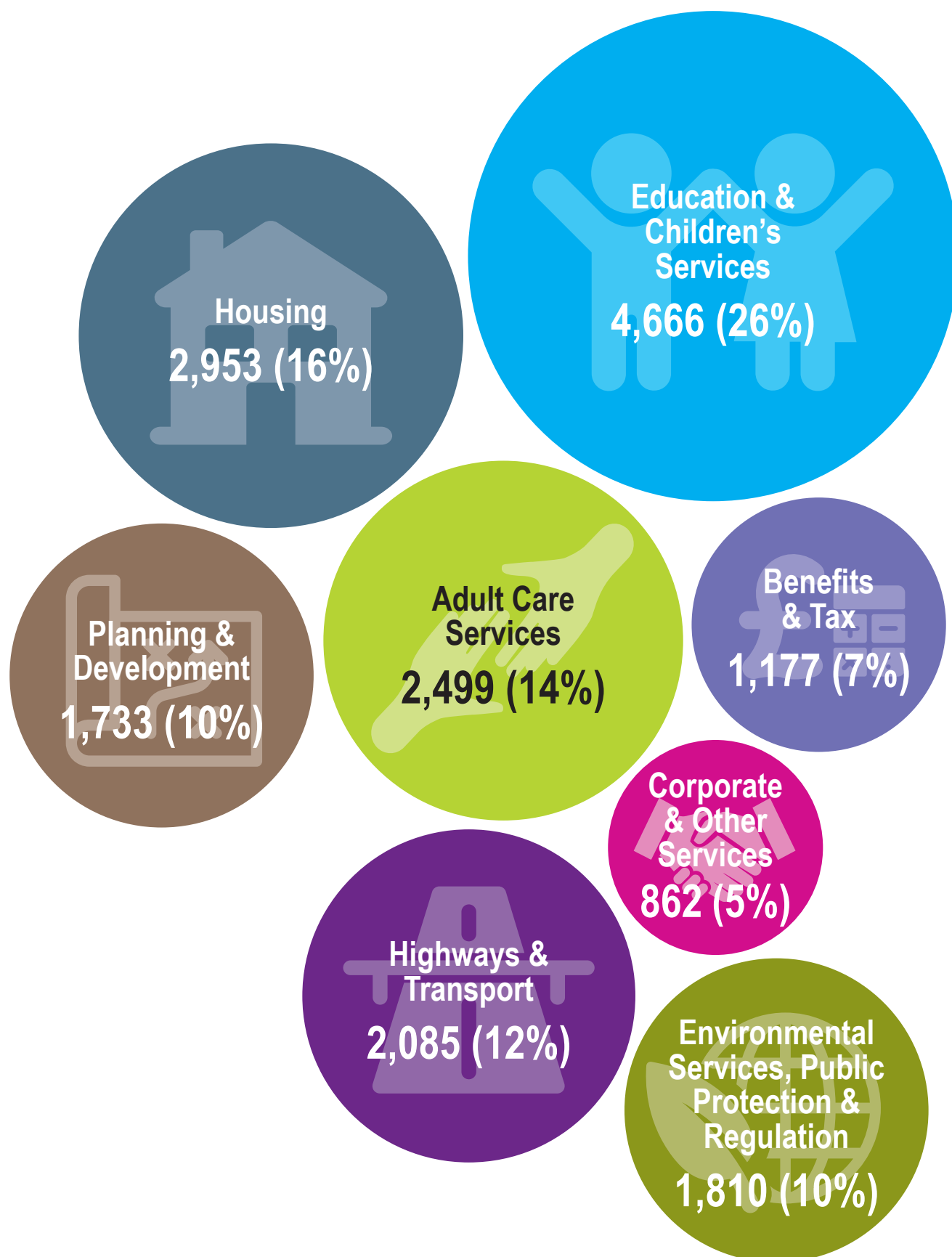
Upheld complaints per
100,000 residents***

* Includes cases where we found the organisation accepted fault early on.

** We agreed with how the authority had offered to put things right.

*** Includes only the following authority types: County Councils, District Councils, London Boroughs, Metropolitan Councils, Unitary Authorities.

Complaints and enquiries received



See pages 9–18 for data by service area and council type

Key service areas: the Ombudsman's view

Adult Social Care

Adult social care services continue to be in enormous demand. In 2023–24, 14% of all the complaints we received were about adult social care and we upheld 80% of the complaints we investigated. They show that discharging their statutory requirements and delivering services that people are entitled to is a significant challenge for local authorities across the country.

Cases are often complex across all age groups, requiring extensive interaction between professionals because of the wide range of organisations that are often involved in providing care. It is often assumed that the need for adult social care is predominantly amongst older people, but we see a significant proportion of cases that involve younger adults who need support to have an acceptable quality of life and enable them to play a meaningful role in society.

In 2023–24:

14% & **80%**
of the complaints we received were about adult social care. of the complaints we investigated were upheld.

Alongside the complexity of individual cases, the system itself is complicated and is a significant challenge for people to navigate at a difficult point in their lives.

The main issues we see in our casework are delays in the assessment of people's needs, a failure to put the individual at the heart of the process and in communicating with them, and their families, effectively.

Assessments are often delayed and, when they do happen, often focus on what fits in with the system's offer rather than the individual needs of the person as required by the Care Act. Families, and the

people receiving care, are often not communicated with in good time or effectively and can find the information they receive too complicated to understand or ask questions about.

We see staff shortages and a high turnover of staff resulting in disruption to care and, in some cases, confusion about financial arrangements and responsibilities. The lack of workforce resilience is having a significant impact on people in need of support across England.

The health and care system needs to prioritise communication with people who use its services. Doing so would not only improve people's experience of using the care system but also reduce the demand caused by a lack of information. When people understand what is happening and feel involved in their care, they are less likely to chase for updates or to raise their concerns as complaints. The issue of communication was highlighted in our joint report with the Parliamentary and Health Service Ombudsman '[People not structures](#)' released in July 2024.

Creating a sufficient social care workforce needs to be a national priority. The issue needs to be grasped firmly – with action prioritised – and a short, medium and long term approach developed to address the impact on people's lives when they need support the most.

Special Educational Needs

Our casework is dominated by complaints about special educational needs provision. Education complaints made up 26% of all the complaints we received in 2023–24 and were 42% of all the cases we upheld. We found fault in 92% of the education cases we investigated, and the numbers are increasing rapidly.

The key issues are failures by councils to carry out Education, Health and Care (EHC) Plan assessments

The issue of communication was highlighted in our joint report with the Parliamentary and Health Service Ombudsman '[People not structures](#)'





**We found fault in
92%
of the education complaints
we investigated.**

and reviews in good time and not providing the support stated in a EHC Plan once a child has one. These issues are often compounded by parents not receiving adequate information about what is happening to provide for their child's needs.

There has been no lack of comment from key players in this field, including the Education Select Committee, and in the media about the critical state of the support system for children with special educational needs and disabilities.

We have repeatedly made our position clear. The system is simply not working for children, families or local authorities: the money available is not sufficient to provide the services that children are entitled to, many organisations are severely understaffed and in many areas suitable and affordable support does not exist. It means young people, and their families, don't get the help they need and lose vital weeks, months and years of education and development as a result. They don't get that time back. No-one wins in the current system.

The issues within the wider special educational needs system are myriad and addressing them in isolation is not the answer. This crisis has been 10 years in the making; both councils and the government should have anticipated the issues, and planned for the future, when the Children and Families Act 2014 was brought in and demand for EHC Plans started to increase.

The required staff, including highly specialist roles like Educational Psychologists, cannot be trained overnight, and so this situation will not be resolved without significant input on a national scale.

The government must get a strong and comprehensive grip of this issue, right from reviewing the 2014 legislation through to ensuring the resources are in place, and retained, to support children how and when they need it. Special educational needs provision is an existential threat for the local authorities that provide children's services and, most importantly, affects the lives of thousands of children having long term effects on their aspirations and contribution to society.

Housing

The supply of suitable council-supplied housing, and supporting people at risk of homelessness, continues to be a challenge across the country

and is a rapidly growing area of our casework. In 2023–24, 16% of the complaints we received were related to housing and we upheld 84% of those we investigated. The issues are particularly acute in London, with a large proportion of our investigations into housing being in the capital.

We see numerous cases where people are wrongly being denied access to housing registers or being given lower priority than they should be. This is due to delays in reviewing and assessing their housing needs, and disagreements over their requirements and the connections they have to a local area. There are also delays due to councils not looking promptly at issues when they are raised.

In 2023–24:

16% & **84%**
of the cases we received were about housing. of the complaints we investigated were upheld.



We also see significant problems, again across the country but particularly in London, when people are homeless or threatened with homelessness. Councils sometimes fail to accept their duty to provide homelessness relief, causing some people to remain homeless longer than they should be. When families and individuals are placed in temporary accommodation it is often unsuitable, being too small, in disrepair or too far from schools and support networks, and they often end up staying there for far longer than they should.

All these issues, which are increasing at a rapid rate in our casework, indicate that some councils are failing to accept their duty to house people, sometimes by denying support incorrectly but more often denying the full level of support that people are entitled to. The lack of housing supply sits at the heart of this and is the likely reason for the approach of local authorities: there is simply not enough accommodation and housing, particularly in London, to meet demand and enable councils to meet the main housing duty.

A national approach to house building and social housing provision needs to be prioritised. This is not a quick fix, but sustainable and long-term solutions are required to address a situation that affects increasing numbers of people across the country and significantly hampers their life chances.

Enhancing resident satisfaction: best practice in complaint management

Listening to public concerns is an essential component of a well-run, accountable authority that is committed to public engagement, learning and improvement.

Putting things right when they go wrong

When we find fault, we make recommendations to put things right. These recommendations are non-binding yet, in almost all cases, authorities agree to comply with them. We were satisfied with authorities' compliance with our recommendations in 99.5% of cases.

There were 14 cases in which we were not satisfied the authority had complied with our recommendations. When this happens, we consider a range of actions, including issuing a public interest report and opening a new investigation into the authority's failure to provide the agreed remedy. Non-compliance is also reported publicly on our website.

Timely compliance is important; it helps to rebuild complainants' confidence when an organisation carries out recommendations within the agreed timeframe. In a fifth of cases, recommendations were not carried out on time and compliance was late. To ensure remedies are implemented on time, authorities should consider:

- The timescales proposed at the draft decision stage to ensure they are achievable
- Keeping track of agreed recommendations and informing us of any delays
- Letting us know as soon as a remedy is completed, and provide evidence
- Establishing processes that ensure apologies and payments to complainants are made promptly

Best practice: systems and oversight

We encourage officers and elected officials to use our guidance and the information we publish to implement effective processes and to determine the health of their local complaints system.

WHAT TO LOOK AT

- The [Complaint Handling Code](#), issued this year, sets out a process that allows organisations to respond to complaints effectively and fairly.

- Our [council performance map](#) places all our council complaint statistics in a single, interactive hub. It is a mine of searchable information and allows comparisons to be made between similar councils.
- Each council page also includes our annual review letters, links to decisions we have made, public interest reports published, and every service improvement a council has agreed to make.
- We also publish [data tables](#) providing complaints information at local authority level, which can be freely analysed and segmented.
- New [statutory Overview & Scrutiny guidance](#) recommends scrutiny committee work programmes are informed by the reports and recommendations we issue.

WHAT TO LOOK FOR

- **Uphold rates** show the proportion of investigations in which we find some fault and can indicate problems with services. How does your authority compare against the national averages or other similar authorities?
- **Offering a suitable remedy** to a complaint before it comes to us is a good sign your authority can accept fault and offer appropriate ways to put things right. How often does your authority do this, and how does it compare with others?
- **Compliance rates** show the proportion of cases in which we are satisfied our recommendations have been implemented (based on the evidence authorities give us). Compliance below 100% is rare. Does your authority have a 100% compliance rate – if not, what is it doing to scrutinise complaints where it failed to comply?
- **Service improvement recommendations** aim to prevent a fault from recurring and affecting others in the same way. Do you track the service improvements your authority agrees to make? How are they being implemented, and their impact monitored?

We want authorities to operate, and benefit from, excellent complaint systems. Where support is needed to achieve this, we offer online complaint handling training and can deliver bespoke training to target specific issues. To find out more visit www.lgo.org.uk/training.

Learning & improvement: public reports and good practice guides

We are one of the only Ombudsman schemes to [publish the decisions](#) we make. We do this to share learning and be transparent.

Cases that raise serious issues or highlight matters of public interest are issued as public interest reports. We published 27 **public interest reports** during the year, [listed at the end of this report](#).

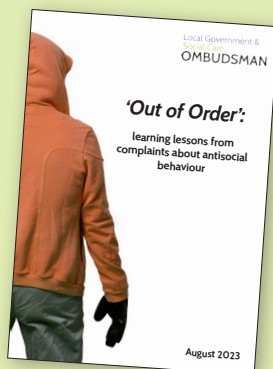
Focus Reports and **Good Practice Guides** collate case studies from our investigations to highlight either our most serious concerns or more specialist practitioner advice. During the year, we published:

Out of Order: Learning lessons from complaints about antisocial behaviour

August 2023

We uphold nearly three quarters of complaints about antisocial behaviour, and the report revealed some of the common issues we see, including delays responding to residents' calls for help or acting on evidence presented to them, laying down prescriptive rules about what types of concerns will be looked at, and failing to bring in other agencies, such as the police.

The report asks councils to comprehensively consider the range of tools available to tackle residents' concerns, including use of the Community Trigger, to review antisocial behaviour cases.



Parent Power: personal budgets in Education, Health, and Care (EHC) Plans

November 2023

We said that, too often, parents of children with special educational needs (SEN) and disabilities are not given a choice in how their children are supported because their local councils do not fully understand the personal budget process.

This report sets out the common problems we see – often rooted in poor communication and lengthy process delays and asks councils to review all policies and published information about personal budgets to ensure compliance with the law and guidance, and to set out clear agreements and arrangements for invoicing, payments, and reviews.

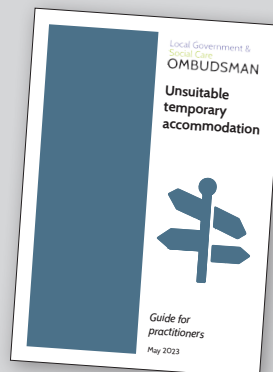


Unsuitable temporary accommodation

May 2023

Aimed at local authorities' housing and homelessness teams, this good practice guide offers advice on dealing with people who are owed the main housing duty and are occupying temporary accommodation that the council accepts is unsuitable.

The guide discusses the relevant law and guidance around temporary accommodation, explains our role and approach to complaints, and how we remedy injustice when we find an authority at fault.



In 2023–24:

We published

27

public interest reports,
listed at the end of
this report.



The role of the Ombudsman in 2024

The Local Government and Social Care Ombudsman has been putting problems right and improving public services for 50 years. We have a unique role in supporting people from all walks of life when the services they rely on from councils, social care support and a range of other organisations go wrong and have a real impact on their day to day lives.

The world is a very different place from when we were created in 1974 by the Local Government Act. In the last five decades we have evolved to become the efficient and focused organisation we are today. We help thousands of individuals to get justice every year and we increasingly change how organisations and whole systems deliver services, with a single decision often impacting hundreds or even thousands of people.

We help thousands of individuals to get justice every year and we increasingly change how organisations and whole systems deliver services

We know how much difference we can, and do, make to people's lives. That will always remain our core purpose. Our Corporate Plan, to be delivered over the next three years, will see us empower public services organisations to take on more ownership of providing good services, reach more of the people and communities who don't currently ask for our help, and play an increasing role in making whole systems better. We'll use our data more effectively and share it with more people and will strive to make our service better whilst ensuring the organisations we oversee make improvements too.

OUR SERVICE:

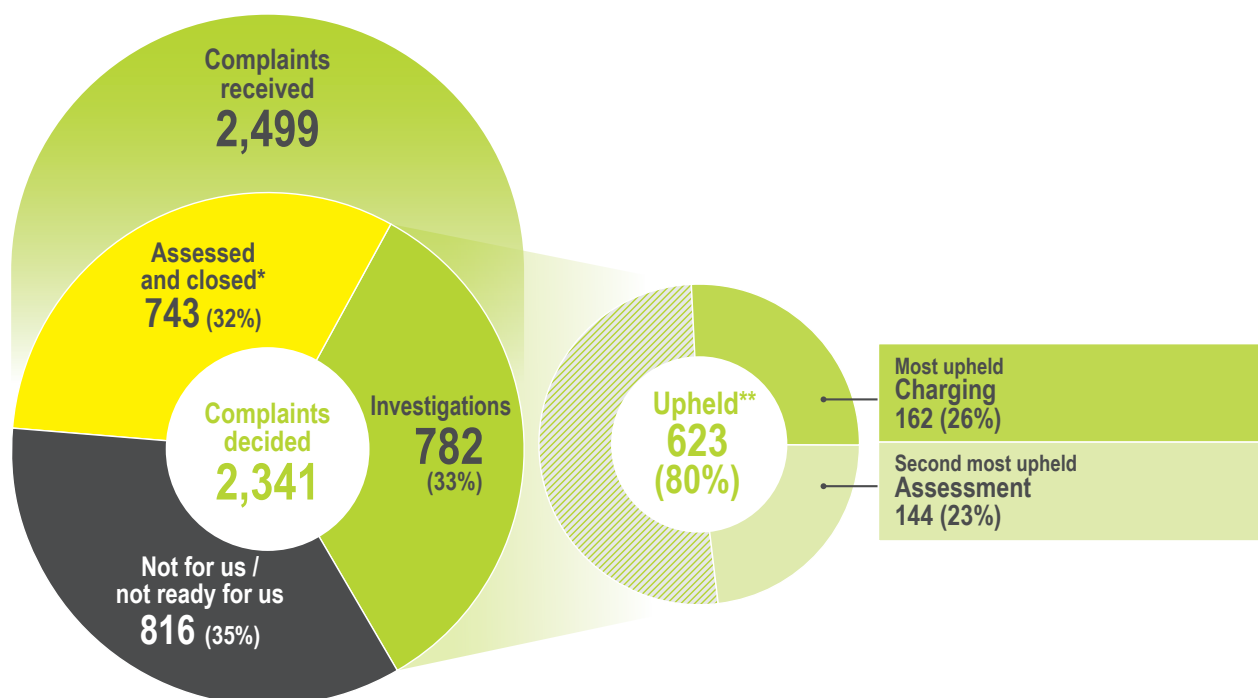
- We conduct independent, impartial investigations of complaints about service failure and maladministration.
- We look at individual complaints about councils, all adult social care providers and some other organisations providing local public services.
- We are a free service and investigate complaints in a fair and independent way – we do not take sides.
- Where we find fault, we make recommendations for remedy to redress injustice caused. Where the evidence supports it, we also recommend changes to policy and practice to address wider systemic failures and to improve the local resolution of complaints and service provision.

Our objectives over the next three years:

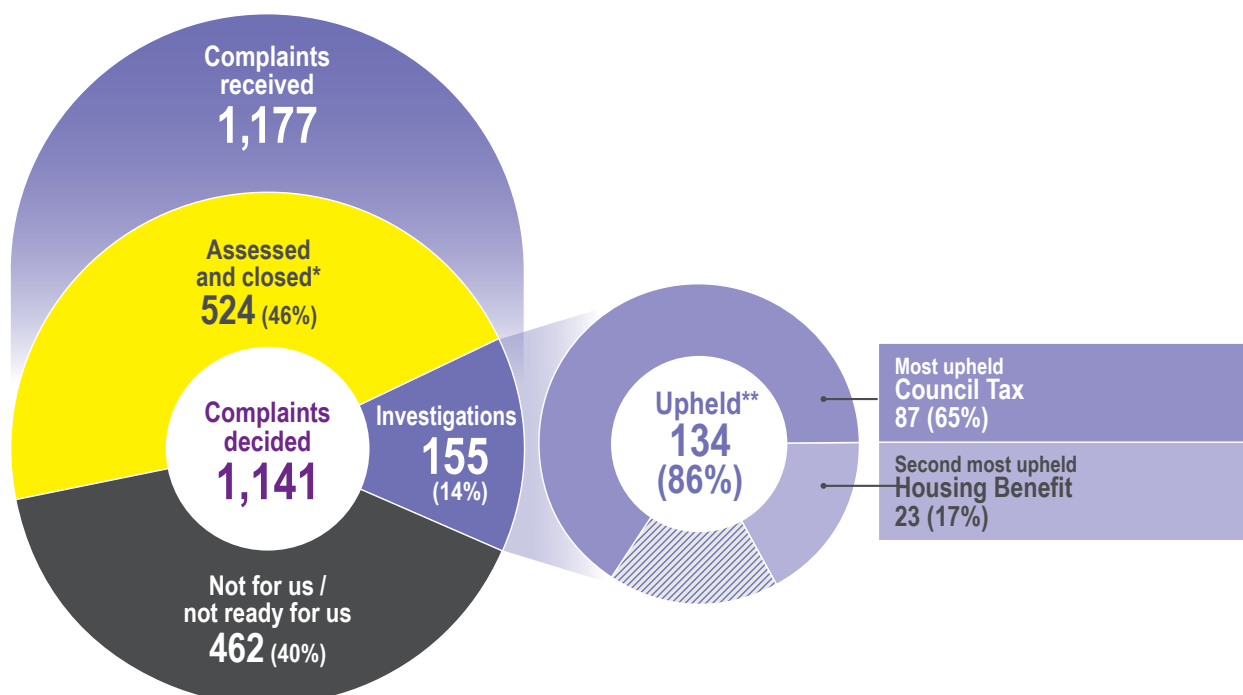
- ✓ We remedy injustice through impartial, fair and rigorous investigations
- ✓ Our services are easy to find and easy to use
- ✓ We use what we learn from complaints to help improve local services
- ✓ We are accountable to the public and use our resources efficiently

2023–24 statistics by service area

Adult Care Services



Benefits & Tax

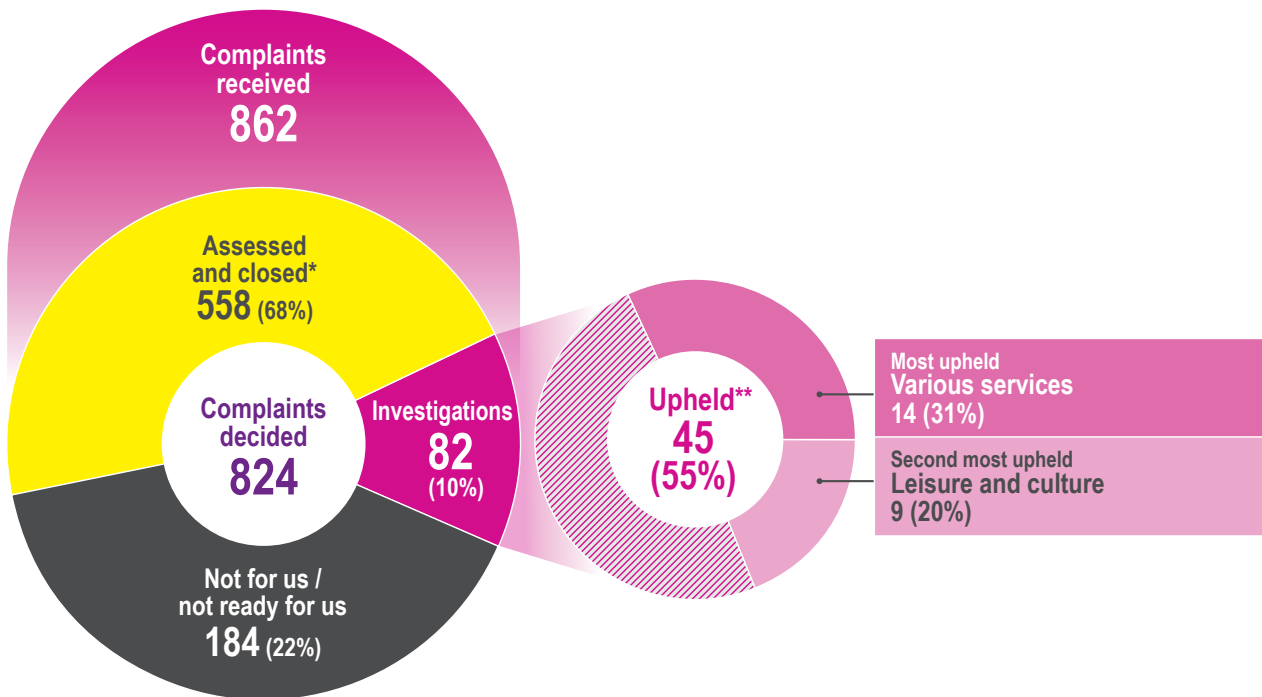


* Assessed and closed – we assessed the complaint but decided against carrying out a further investigation. This might be because the law says we're not allowed to investigate it, or because it would not be an effective use of public funds if we did.

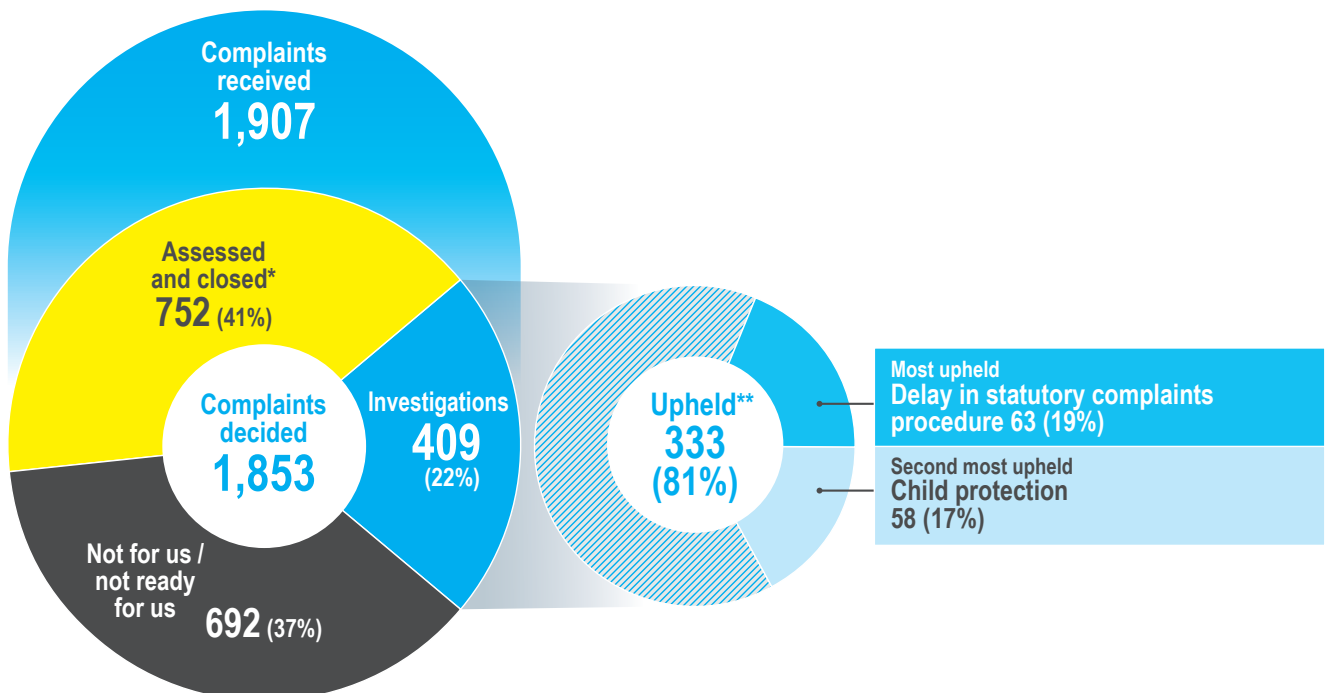
** Upheld: we completed an investigation and found evidence of fault, or we found the organisation accepted fault early on.

2023–24 statistics by service area

Corporate & Other Services



Children's Services

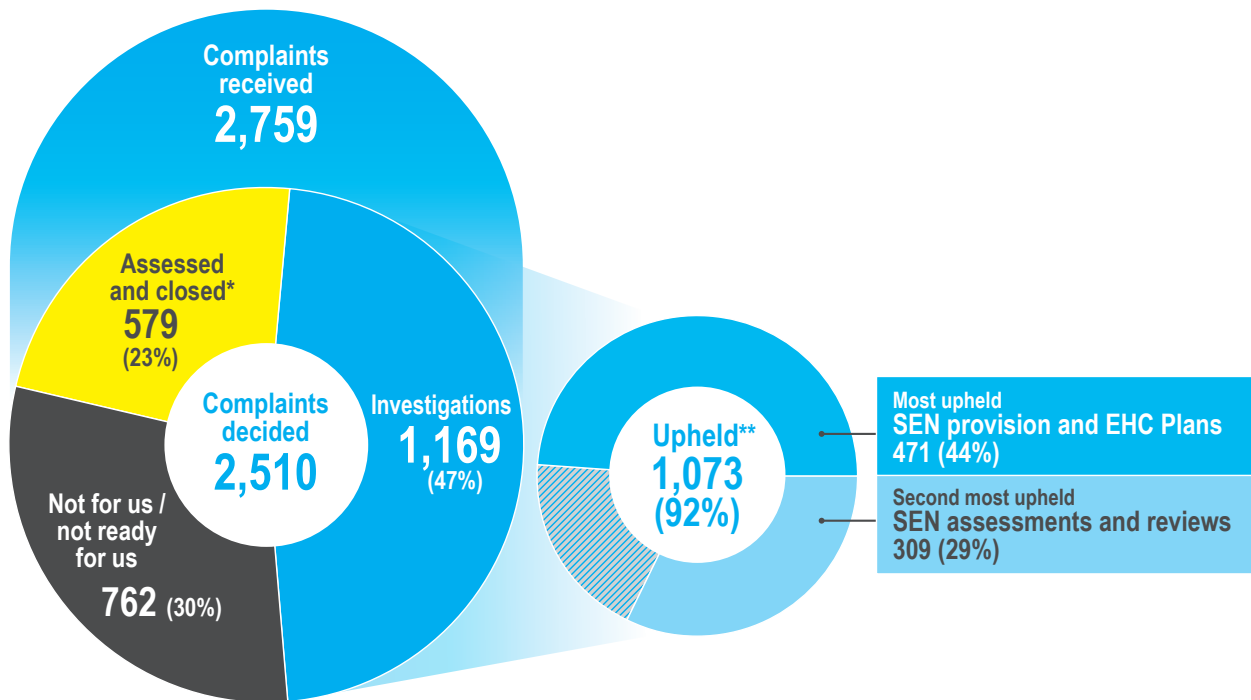


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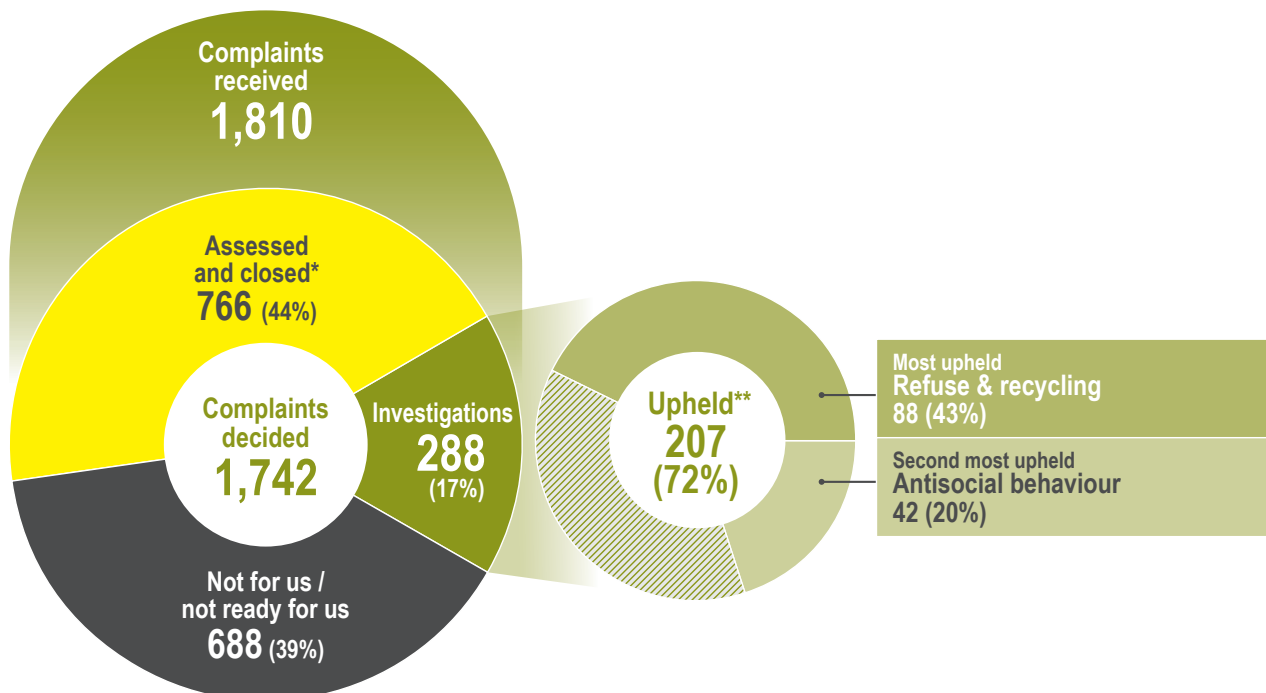
** Upheld: we completed an investigation and found evidence of fault, or we found the organisation accepted fault early on.

2023–24 statistics by service area

Education



Environmental Services, Public Protection & Regulation

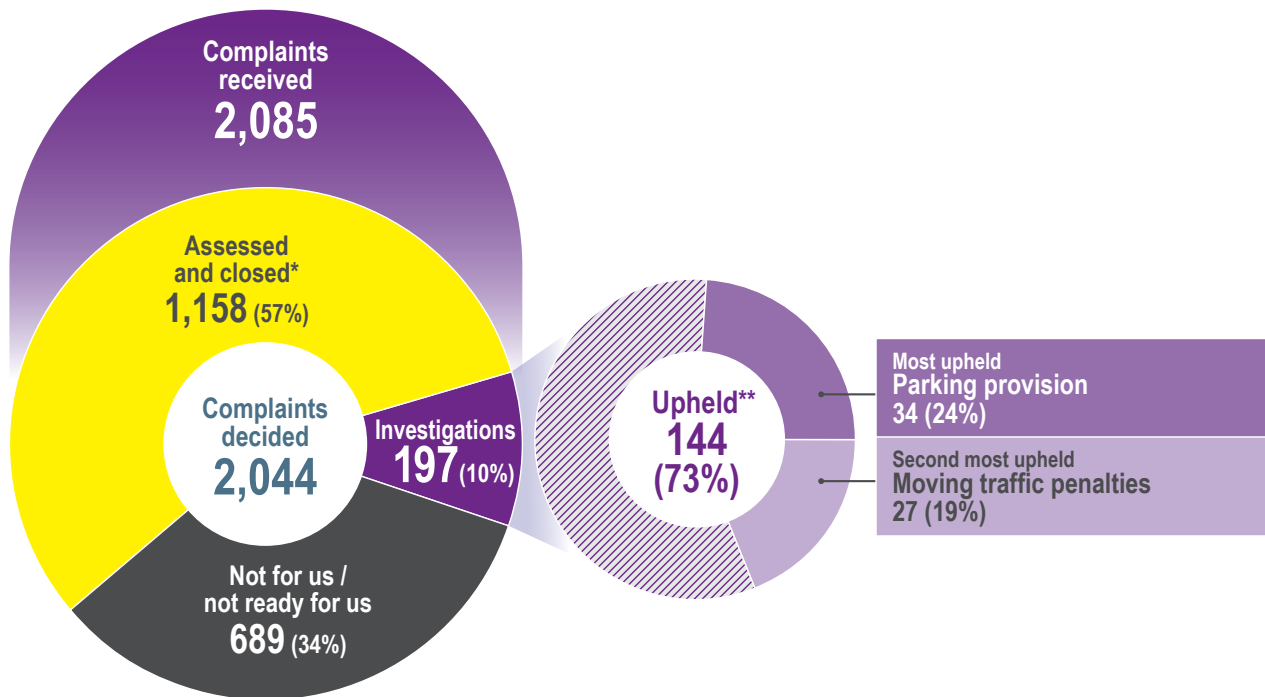


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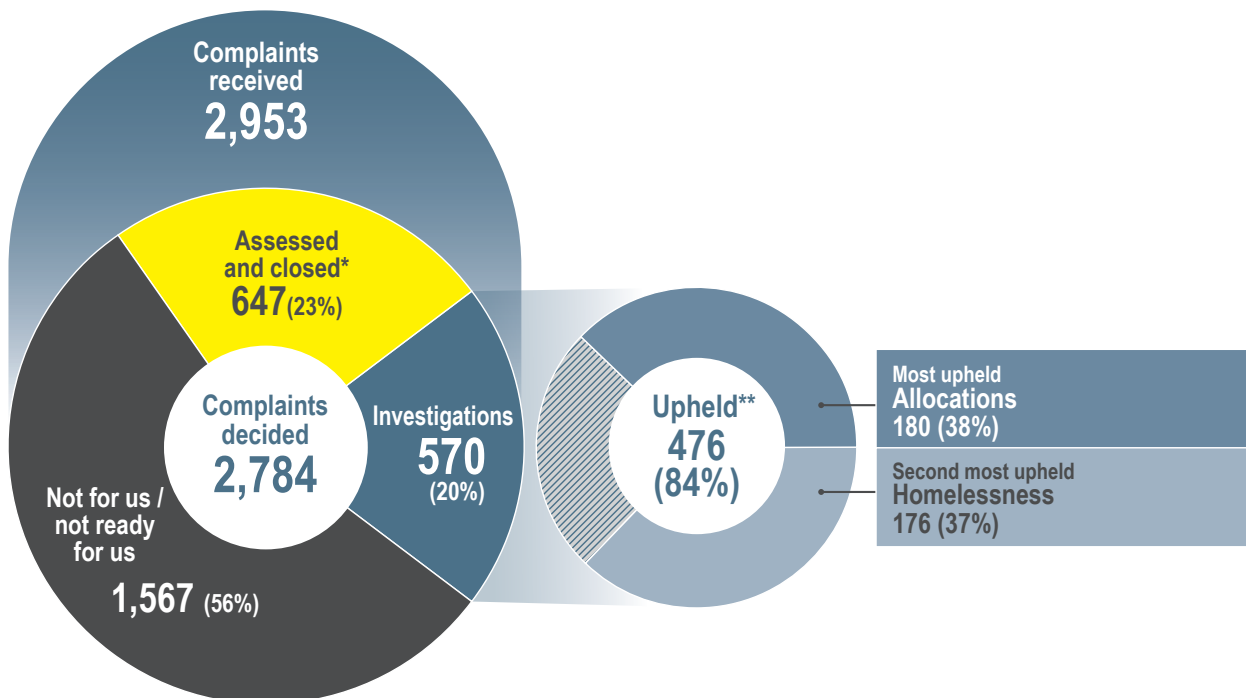
** Upheld: we completed an investigation and found evidence of fault, or we found the organisation accepted fault early on.

2023–24 statistics by service area

Highways & Transport



Housing

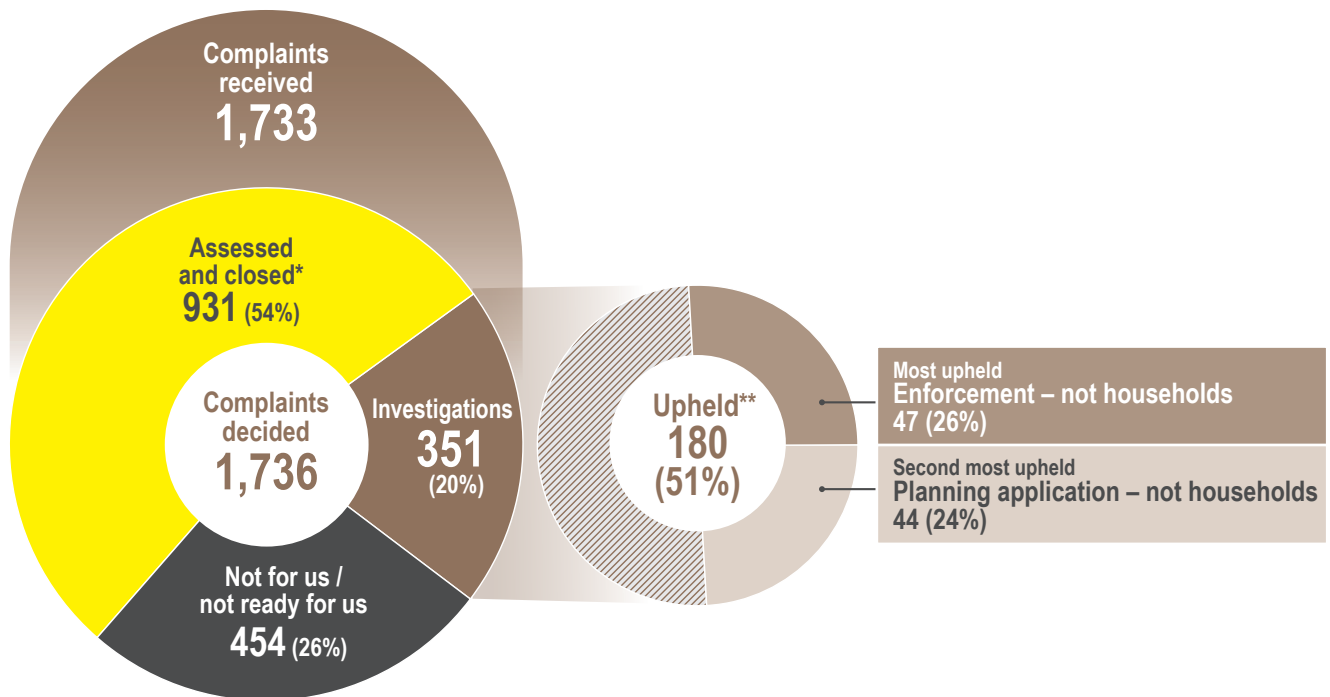


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2023–24 statistics by service area

Planning & Development

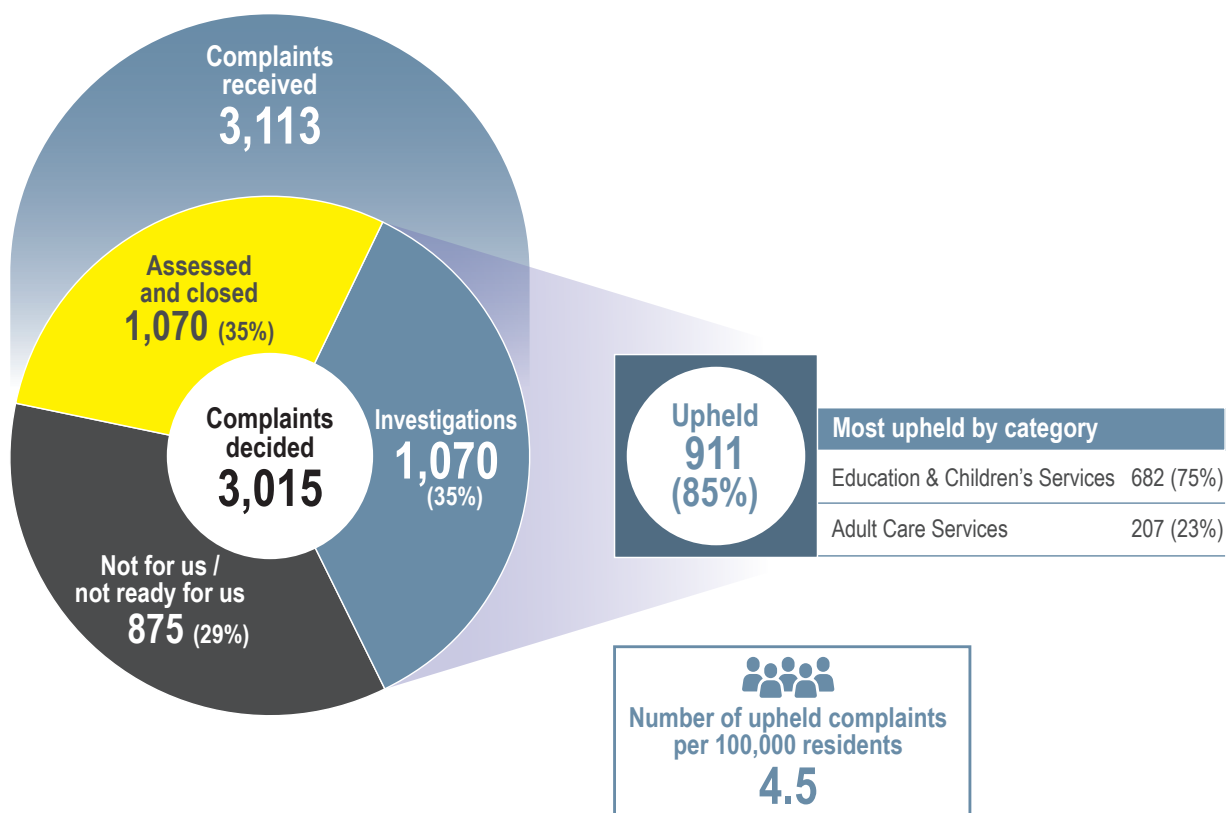


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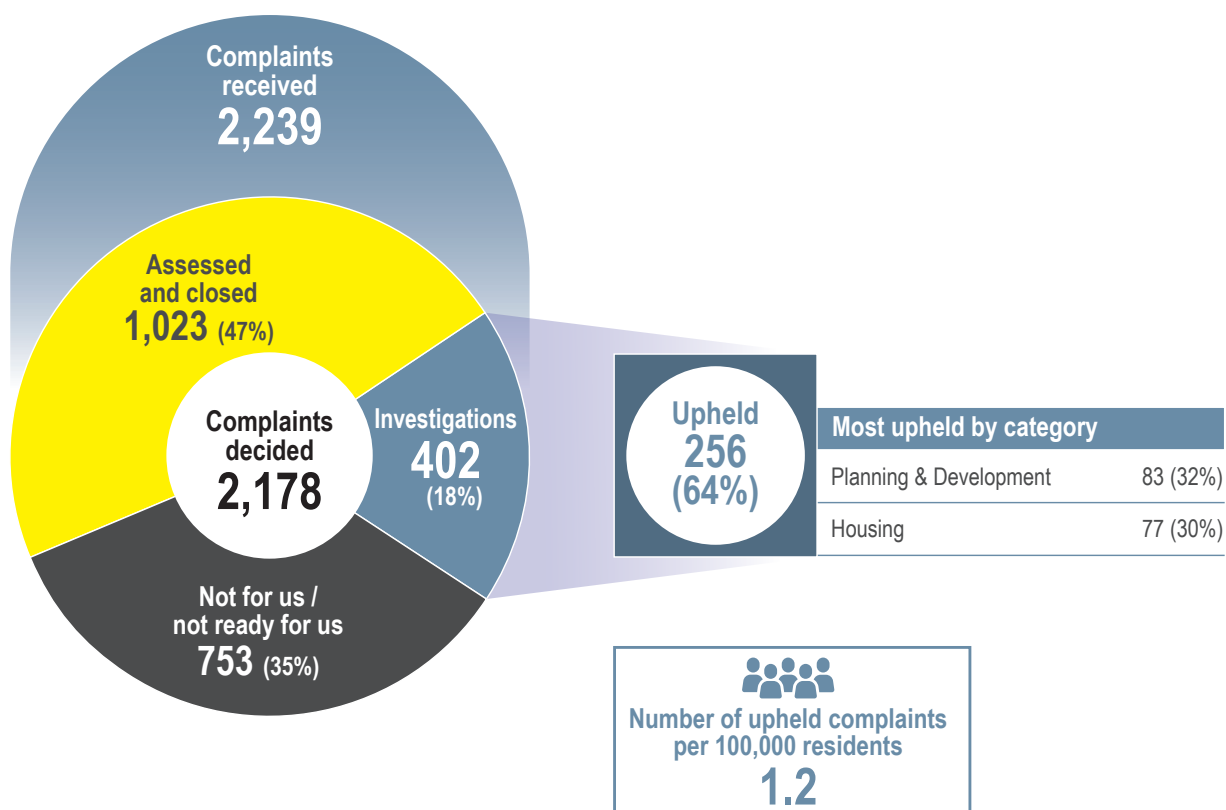
** Upheld: we completed an investigation and found evidence of fault, or we found the organisation accepted fault early on.

2023–24 statistics by authority type

County Councils

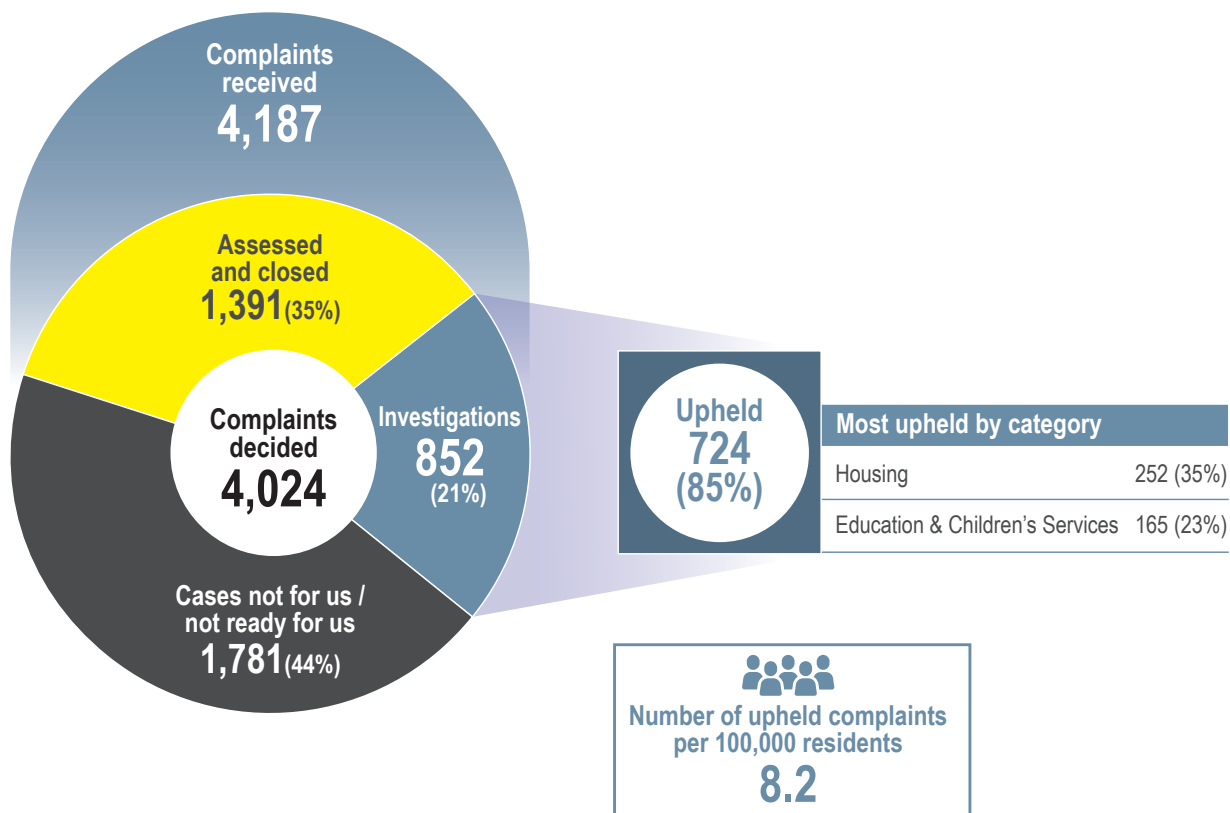


District and Borough Councils

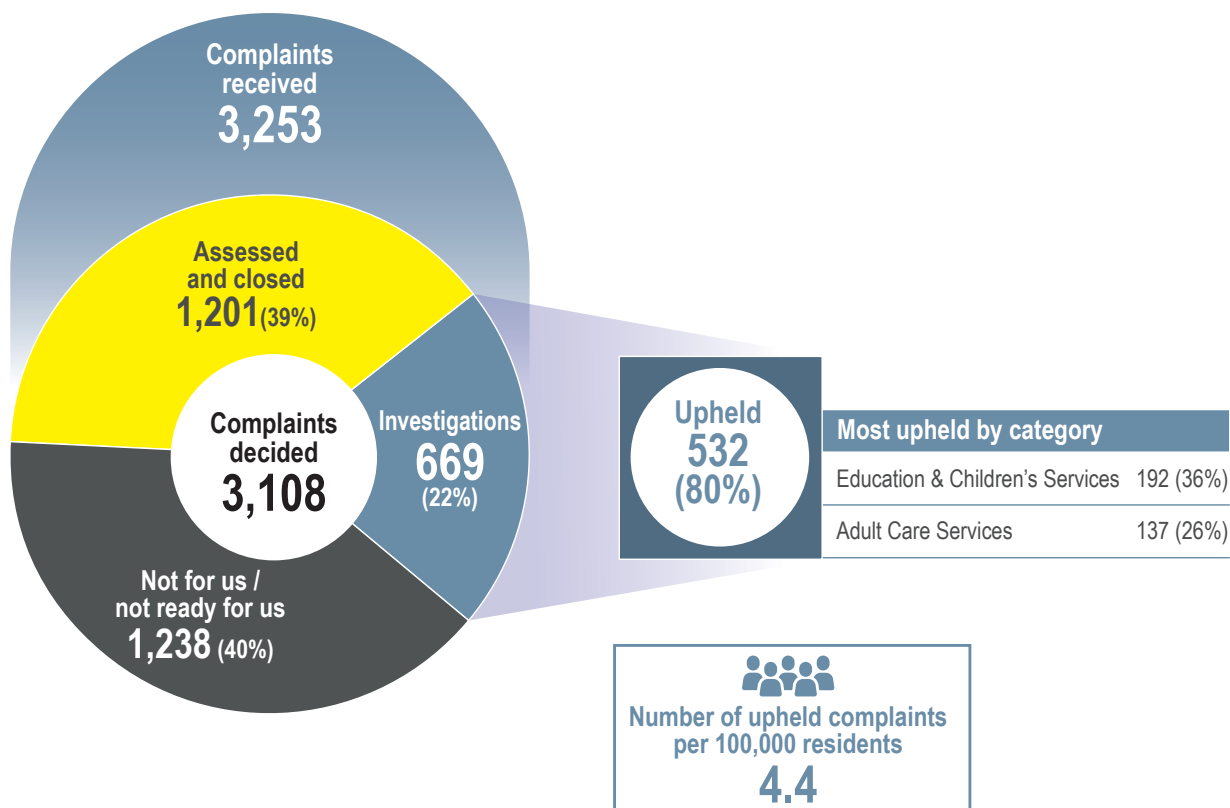


2023–24 statistics by authority type

London Boroughs

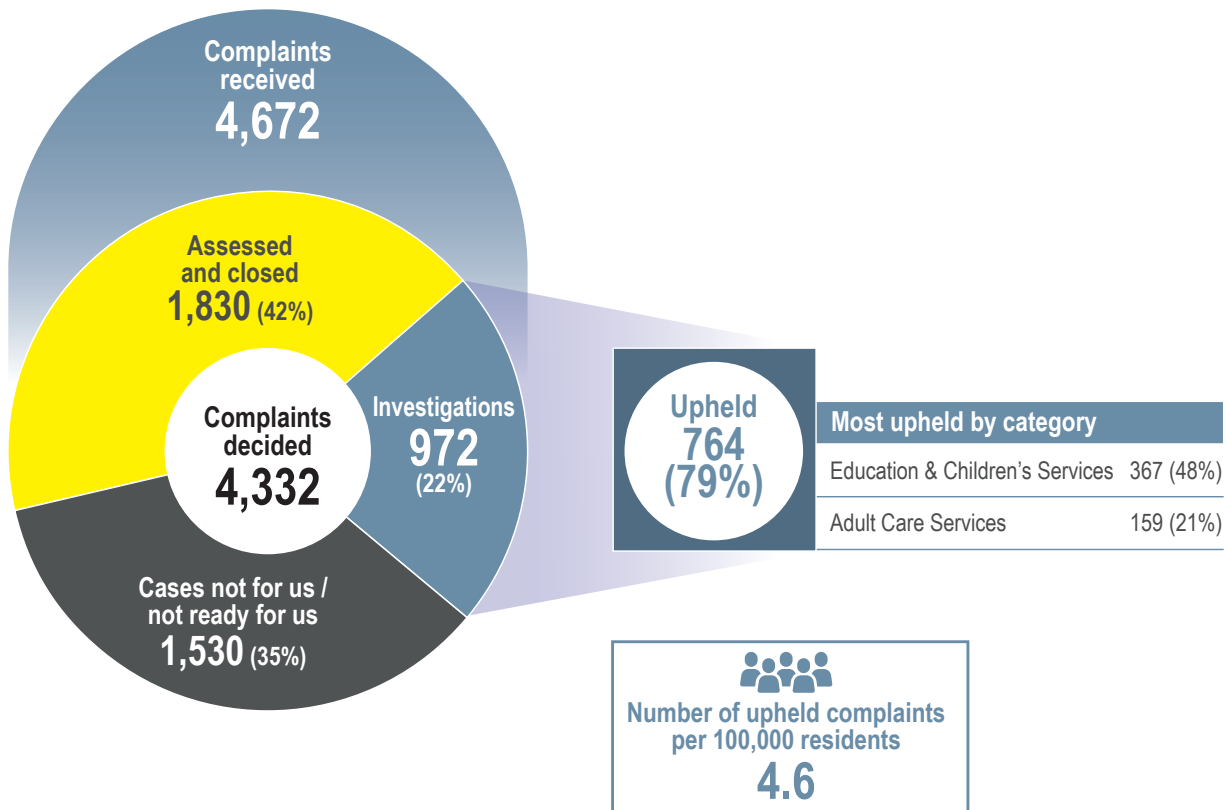


Metropolitan Councils





2023–24 statistics by authority type



Unitary Authorities





Public Interest Reports

We published 27 Public Interest Report in 2023/24. Links to the reports can be found below.

 Children's Services		
Cumberland Council (about former authority Cumbria County Council)	Delay in complaint investigation at stage 2	22012051
Devon County Council	Family and friends carers	23000973
South Gloucestershire Council	Disabled children	23005373
Westmorland & Furness Council (about former authority Cumbria County Council)	Delay in complaint investigation at stage 2	23000172

 Education		
Bury MBC	School transport	23005479
Bury MBC	School admissions	23006024
Kent County Council	Special educational needs	22003403
Leicestershire County Council	School transport	21018756
LB Wandsworth	Special educational needs	22015117
RB Kensington & Chelsea	Free early education entitlement	21012481
Stockton-on-Tees BC	School transport	22010732
Surrey County Council	Special educational needs	23000875

 Adult Care Services		
Calderdale MBC	Assessment & care plan	22008699
Cambridgeshire County Council	Medication prescribing	22010218
North Yorkshire Council (about former authority North Yorkshire County Council)	Charging	22013262
Sandwell MBC	Residential	2201078



Housing



LB Ealing	Homelessness	22002098
LB Lambeth	Homelessness	22007276
LB Waltham Forest	Homelessness	22012789
RB Kensington & Chelsea	Homelessness	23002077
Worcester City Council	Private housing	22002724



Environmental Services, Public Protection & Regulation



Brentwood Borough Council	Pollution	22008221
Gloucester City Council	Antisocial behaviour	22012725
Thurrock Council	Refuse and recycling	23000556



Highways & Transport



LB Newham	Public transport	22006753
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Benefits & Tax



LB Barnet	Council tax	21017371
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Corporate & Other Services



LB Islington	Stage 2 complaint backlog	22007259
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**Local Government & Social
Care Ombudsman**

PO Box 4771
Coventry
CV4 0EH

T: 0300 061 0614
W: www.lgo.org.uk

Local Government &
Social Care
OMBUDSMAN



Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 6 th November 2024
Subject:	Northern Gateway Development Framework Consultation Draft - Joint Supplementary Planning Document	
Report of	Leader and Cabinet Member for Strategic Growth	

Summary

1. The Draft Northern Gateway Development Framework (NGDF) sets out the masterplan and phasing strategy for the Northern Gateway site. This is the largest strategic employment site allocated through the Places for Everyone Joint Plan (PfE), which was adopted in March 2024. The site straddles both Bury and Rochdale boundaries and the Framework will be used to deliver development across both districts.
2. A key requirement of PfE Policy JPA1.1 is that any proposals within the Northern Gateway allocation must be in accordance with a comprehensive masterplan that has been agreed by Bury and Rochdale local planning authorities and that it shall include a design code and a clear phasing strategy.
3. The draft NGDF establishes the key principles for the development of the site and establishes a framework against which future planning applications on the site will be considered, sets out high level design principles and an approach to the delivery and phasing of infrastructure. In order to give the Framework additional planning weight in decision making, it is proposed that it is adopted as a Supplementary Planning Document (SPD).
4. Members are therefore being asked to approve the draft NGDF for an 8-week period of consultation in order to establish stakeholder views on its content. Following consultation, all representations received will be fully considered and changes made where appropriate before the SPD is brought back to Cabinet for approval to adopt.

Recommendation(s)

5. It is recommended that Cabinet:
 - i approves the draft Northern Gateway Development Framework (NGDF) SPD (Appendix 1) as the basis for public consultation for at least six weeks commencing in November 2024.

- ii Delegates approval to the Executive Director of Place to make minor non-material editorial amendments to the draft Northern Gateway Development Framework Supplementary Planning Document before consultation commences.

Reasons for recommendation(s)

- 6. To enable stakeholders to have the opportunity to provide comment on the draft Northern Gateway Development Framework and to comply with the statutory requirements on consultation.

Alternative options considered and rejected

- 7. To not approve the SPD for consultation. This would prevent stakeholders from commenting on the SPD and would prevent the Council from being able to proceed to adopt the SPD because it is a statutory requirement that such documents must be consulted on before adoption.

Report Author and Contact Details:

Name: Cris Logue

Position: Assistant Director (Strategy, Planning and Development)

Department: Business, Growth and Infrastructure

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

Background

- 8. The Places for Everyone Plan (PfE Plan) is a joint development plan document of nine Greater Manchester authorities (excluding Stockport) which was adopted on 21st March 2024.
- 9. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the employment led allocation at Northern Gateway (Heywood/Pilsworth) (PfE Policy JPA1.1), which straddles the districts of Bury and Rochdale and sits alongside the M62 and M66 motorways. The site is one of the largest strategic employment allocations in the country and represents a transformational opportunity to deliver unprecedented levels of investment, jobs, homes and community benefits.
- 10. Northern Gateway will be a key driver in delivery growth ambitions, to make Bury stand out as a place that is achieving faster economic growth than the national average, with lower than average levels of deprivation.

Northern Gateway Development Framework (NGDF)

- 11. Following its adoption on 21 March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan alongside the saved policies of the Unitary Development Plan (UDP) and the Greater Manchester Joint Minerals and Waste Plans.

12. A key requirement of PfE Policy JPA1.1 is that any proposals within the allocation must be in accordance with a comprehensive masterplan that has been agreed by Bury and Rochdale local planning authorities and that it shall include a design code and a clear phasing strategy in line with PfE Policy JP-D1 'Infrastructure Implementation'.
13. This requirement is a critical stage in providing a bridge between the allocation of the site in PfE and subsequent planning consent.
14. Supplementary planning documents (SPDs) build upon and provide more detailed advice or guidance on policies in an adopted development plan. They can be used to provide further guidance for development on specific sites, or on particular issues.
15. As they do not form part of the development plan, SPDs cannot introduce new planning policies into the development plan. However, they are a material consideration in decision-making.
16. The NGDF has been prepared as a Supplementary Planning Document (SPD) in accordance with the requirements of legislation and the National Planning Policy Framework (NPPF). Planning applications within the allocation will be required to align with the NGDF, including delivery of necessary and related infrastructure in a coordinated and timely manner.
17. This NGDF has been prepared jointly by Bury and Rochdale Councils with technical input from the Northern Gateway Development Vehicle LLP (NGDV) as the main site promoter and input from other landowners / stakeholders.

NGDF Role and Objectives

18. Once adopted, this NGDF will establish the key principles for the development of the site and establish a framework against which future planning applications on the site will be considered. It will also help Bury and Rochdale Councils to ensure that the ambitions for the site are realised and the benefits to the communities of Bury and Rochdale are maximised.
19. The draft NGDF will:
 - Set out the councils' vision and strategic objectives for the site shaped by public consultation and stakeholder collaboration
 - Facilitate a coordinated and comprehensive masterplanning approach, to be implemented consistently across multiple planning applications
 - Establish key development requirements that all planning applications relating to land within the site are expected to adhere to

- Provide an overarching spatial Development Framework to communicate development and design parameters, including land use, access, movement and green infrastructure
- Provide design principles and guidance, to inform the more detailed design considerations and approaches needed to deliver the Northern Gateway vision, and
- Describe the proposed approach towards delivery of physical infrastructure.

Scope and Content of the draft NGDF

20. Chapter 1 introduces Northern Gateway and the role and purpose of the SPD. Chapter 2 sets out the strategic planning context, including Places for Everyone Policy JPA1.1 and sets out how this site aligns with other corporate strategies and the pivotal role of this site within the wider Atom Valley Mayoral Development Zone (MDZ).
21. Linked to this, Chapter 3 sets out the vision and objectives relating to both this site and the wider Atom Valley MDZ. For Northern Gateway it identifies six 'Pillars of Development' and '12 Key Principles'. The delivery of these is integral to ensuring that the vision for Northern Gateway as a world-class business community that will help to drive inclusive growth and economic prosperity is achieved.
22. Chapter 4 identifies the economic, social and environmental outcomes that the delivery of the site is expected to achieve. In terms of the economic outcomes this is based on the delivery of a world-class employment park that attracts a number of quality businesses. The key social outcome is to deliver fully inclusive growth which has a permanent, positive impact on the surrounding area. In achieving these two outcomes, it is important that the delivery of development does not have a detrimental impact on the environment. This is to be achieved by maximising opportunities to provide net gains for biodiversity, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.
23. A detailed analysis of the site and its surroundings is provided in Chapter 5. This covers matters such as transport links, topography, ecology, heritage, utilities and noise/air pollution. This detailed assessment is fundamental in understanding how the site can be developed and concludes with a summary of the site opportunities and constraints. This chapter provides the key step to the subsequent chapters dealing with the requirements, proposals, parameters and guidance for new development.

24. Chapter 6 covers the key development principles for the site and illustrates how an understanding of the site, its constraints and opportunities, has informed a design approach which has resulted in the production of the illustrative Development Framework Plan which shows how the design principles can be realised spatially across the Northern Gateway site.
25. Chapter 7 identifies several different character areas across the site. The identification of character areas is important in a site as large as Northern Gateway to create an attractive, enjoyable and safe place which responds to key site attributes, constraints or proposed uses across different parts of the site.
26. Chapter 8 addresses the importance of embedding an approach to sustainable development in delivering Northern Gateway. This is necessary in order to meet Greater Manchester's ambition to become a carbon neutral city region by 2038. This ambition is supported by Bury and Rochdale Councils through respective declarations of climate emergencies.
27. Given the scale of the opportunity, full delivery of the site is expected to take place over a 20-year period. Development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach is needed to be responsive to opportunities. Chapter 9 sets out the key issues in terms of phasing and infrastructure that need to be considered. An Infrastructure, Phasing and Delivery Strategy will be produced alongside the SPD. However, as this strategy is likely to be updated regularly to reflect new information and available funding, it is proposed that is not included within the SPD but is instead a separate document produced through collaboration between the two Councils and key stakeholders.
28. Chapter 10 commits to a review of the NGDF should there be a change in circumstances which would have implications for the guidance provided in the NGDF.

Consultation and Adoption

29. In preparing this draft NGDF, there has been early engagement with a range of stakeholders. This has been crucial in gaining valuable information about long-term aspirations for the site and infrastructure required to deliver and achieve the full potential of the site. Dialogue will continue throughout the consultation process to help shape any revisions of the NGDF before it is approved.
30. The NGDF is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 which are reflected in

our Statement of Community Involvement. The Regulations set out that a draft SPD must be:

- Screened to determine whether Strategic Environmental Assessment or Habitat Regulation Assessment is required. The outcomes of the screening opinion will be published alongside the draft NGDF.
- Made available for public consultation for a 4-week minimum period.
- Made available for inspection, at a Council's principle office and at other places within its area as the local planning authority consider appropriate, during normal working hours.
- Made available as an online copy.

31. The NGDF will be prepared in accordance with these regulations. The Council's website will be used as the main point of contact for the formal consultation. The NGDF online consultation will be promoted via social media (Facebook and Twitter) to raise awareness of the proposals and to issue reminders of the consultation closing date. These should direct residents to the formal consultation website.
32. Printed copies of the NGDF will also be placed in key public buildings (Town Hall and libraries) to allow members of the public to participate in the consultation process.
33. Publicity materials including posters will be located at key locations to signpost residents to the on-line information or to view proposals in person.
- 5.1 Residents and businesses will be able to view and discuss the proposals with Council officers at two drop in sessions being held on:
 - 5.2 Wednesday 4th December – Unsworth Academy – 3:30pm – 7:30pm.
 - 5.3 Tuesday 10th December – The Old Police Station, Heywood – 3.30pm - 7.30pm
34. It is proposed that the final version of the NGDF is brought back to Cabinet in March 2025 to determine whether to adopt the NGDF, highlighting the responses received during consultation and any amendments made as a result.

Timescales

- 5.4 It is proposed that consultation on the draft NGDF takes place for at least six weeks commencing in November 2024.
 35. This would allow for consideration of comments received and for any amendments to the NGDF to be made before the final version is taken back for formal Cabinet approval in March 2025.
-

Links with the Corporate Priorities:

Please summarise how this links to the Let's Do It Strategy.

36. Places for Everyone forms part of Bury's statutory development plan. It sets 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 'Lets 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 provide an explanation of the outcome(s) of an initial or full EIA and make **specific reference regarding the protected characteristic of Looked After Children**. Intranet link to EIA documents is [here](#).*

37. The attached Equality Impact Assessment concludes that there are no negative impacts on equality and a positive impact recorded.

Environmental Impact and Considerations:

*Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact climate@bury.gov.uk for advice) and **Biodiversity** (contact c.m.wilkinson@bury.gov.uk for advice)*

38. Environmental impacts and concerns will be assessed and monitored as project delivery commences and will be in-line with existing Council policies. The Northern Gateway Development Framework will seek to meet policy requirements, including physical, social and environmental impacts including biodiversity net gain.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Stakeholders to not engage in the consultation on the draft Supplementary Planning Document.	The SPD is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 which are reflected in the Council's Statement of Community Involvement. However, the consultation process will be kept under review and will be adjusted if additional stakeholder engagement is required.

Legal Implications:

To be completed by the Council's Monitoring Officer.

39. The statutory requirements for the preparation of SPDs are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 and the "Consultation and Adoption" section of this report set out how these requirements are being followed. When consulting, the Council must also ensure it complies with its own Statement of Community Involvement. Before adoption of the SPD, Cabinet will need to consider the issues raised during the consultation and how those issues have been addressed. SPDs do not form part of the development plan so they cannot introduce new planning policies. They are however a material consideration in determining planning applications.

Financial Implications:

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

40. There are no financial implications arising directly from this report.

Appendices:

Appendix 1 – Northern Gateway Development Framework Consultation Draft Supplementary Planning Document

Background papers:

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

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

Term	Meaning
SPD	Supplementary Planning Document
PfE	Places for Everyone Joint Development Plan

Northern Gateway Development Framework (JPA1.1)

Supplementary Planning Document
CONSULTATION DRAFT

November 2024



ROCHDALE
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Council

Bury Council

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Department for Business Growth and
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Bury BL9 0EJ

planning.policy@bury.gov.uk

Rochdale Borough Council

Strategic Planning
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strategic.planning@rochdale.gov.uk

Date of issue
November 2024

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Contents

Foreword	4
1 Introduction	6
2 Strategic Policy Context	18
3 Vision and Strategic Objectives	32
4 Local and Strategic Outcomes	40
5 Understanding of the Site and Surroundings	48
6 Key Development Principles	76
7 Design Principles and Character Areas	92
8 Sustainability	122
9 Phasing, Infrastructure and Delivery	130
10 Review	140

Foreword

The recently approved Places for Everyone Joint Development Plan designates the Northern Gateway site for a primarily employment-focused development, with about 1.2 million square metres of space. This project is expected to create around 20,000 new jobs, benefitting residents of Bury, Rochdale, Greater Manchester, and surrounding areas.

The site is a key part of the Atom Valley Mayoral Development Zone, which was created to promote high-tech industries, innovations, and economic growth. Its goal is to position Greater Manchester as a leader in cutting-edge industries.

The Northern Gateway offers a truly transformative opportunity to reshape the local economy and create a lively, accessible, and dynamic business hub for various industries, including specialised areas for advanced manufacturing. It will feature a variety of building sizes and attract everything from new start-ups and growing local businesses to international companies looking to invest.

Northern Gateway is more than just a business hub. It offers the chance to build a new community, with new homes, green spaces, and transport infrastructure that will provide lasting benefits to the people of Bury, Rochdale, and beyond. This development aims to create a lasting legacy for future generations.

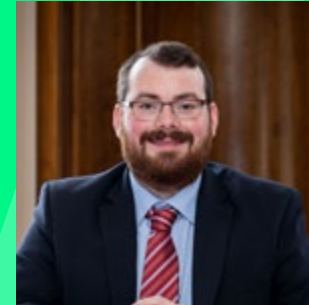
We (Bury Council and Rochdale Council) are proud to present the Draft Northern Gateway Development Framework, which outlines a clear plan, vision, and objectives for the site. This framework will set the guidelines for evaluating future planning applications and identify the essential infrastructure needed to support the site's long-term development.

"This is a true game-changer, a once in a lifetime opportunity to bring jobs and investment to our part of the world. It will play a crucial role in building prosperous communities in Bury and the wider area for generations to come"

Cllr Eamonn O'Brien, Leader of Bury Council

"The Northern Gateway, as part of the wider Atom Valley, presents us with a transformative opportunity to rebalance the Greater Manchester economy and bring thousands of high-quality jobs, improved transport links to surrounding areas and increased prosperity to the Rochdale borough and beyond."

Cllr Neil Emmott, Leader of Rochdale Council



Cllr Eamonn O'Brien, Leader of Bury Council



Cllr Neil Emmott, Leader of Rochdale Council

> Northern Gateway



Introduction

This draft Northern Gateway Development Framework (NGDF) relates to the Heywood/ Pilsworth (Northern Gateway) site



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01. Introduction

This draft Northern Gateway Development Framework (NGDF) relates to the Heywood/ Pilsworth (Northern Gateway) site, that is allocated for employment-led development under Policy JPA1.1 of the recently adopted Places for Everyone Joint Development Plan (PfE) and forms part of the wider ‘Northern Gateway’ development opportunity.

1.1 Northern Gateway comprises two PfE allocations within the wider North-East Growth corridor which straddle the districts of Bury and Rochdale:

- Heywood/Pilsworth – Policy JPA1.1, and
- Simister/Bowlee – Policy JPA1.2.

1.2 This draft NGDF relates solely to the JPA1.1 allocated site (hereafter known as ‘the site’). A separate development framework is to be prepared for the JPA1.2 allocation.

1.3 The role of the NGDF is to inform the preparation of the Design Code(s) and Infrastructure Phasing and Delivery Strategy (IPDS) for the site and to effectively bridge the gap between the allocation of the site in PfE and the subsequent detail of the development that will emerge through planning applications on the site.

1.4 The preparation of the NGDF and its supporting evidence has enabled key issues to be identified and addressed to the satisfaction of all parties at an early stage in the planning process. Fundamentally, the Development Framework establishes the parameters against which future planning applications will be considered and identifies the necessary infrastructure required to support the development of the site.

1.5 The NGDF has been prepared as a Supplementary Planning Document (SPD) and once adopted it will be a material consideration in the determination of all planning applications relating to the site.

1.6 The site straddles the administrative boundary of Bury and Rochdale and is positioned at a strategically important intersection around the M60, M62 and M66 motorways. It represents a highly accessible opportunity for growth in Greater Manchester with wider benefits on a regional and national level. It will enable the delivery of a large, nationally significant employment opportunity to attract high quality businesses and investment on the M62 corridor coupled with a significant number of new homes and supporting services and facilities.

1.7 A central theme of PfE's spatial strategy is to deliver inclusive growth across the city region complemented by a key aim to significantly boost the competitiveness of the northern parts of Greater Manchester. The scale and location of the site will help to deliver these fundamental objectives. It will help to rebalance the Greater Manchester economy, ensure PfE plays its part in driving growth within the north of England and significantly improve Greater Manchester's competitiveness both nationally and internationally.

1.8 This NGDF has been prepared jointly by Bury and Rochdale Councils (hereafter collectively referred to as 'the councils'), with technical input from the Northern Gateway Development Vehicle LLP (NGDV) as the main site promoter and input from other landowners / stakeholders, including National Highways and Transport for Greater Manchester (TfGM). This engagement has helped to identify and understand expectations and key issues around the delivery of the site during the early stages of preparing the NGDF and all parties are committed to securing the comprehensive development of the site.

The Purpose of the NGDF

Places for Everyone Context

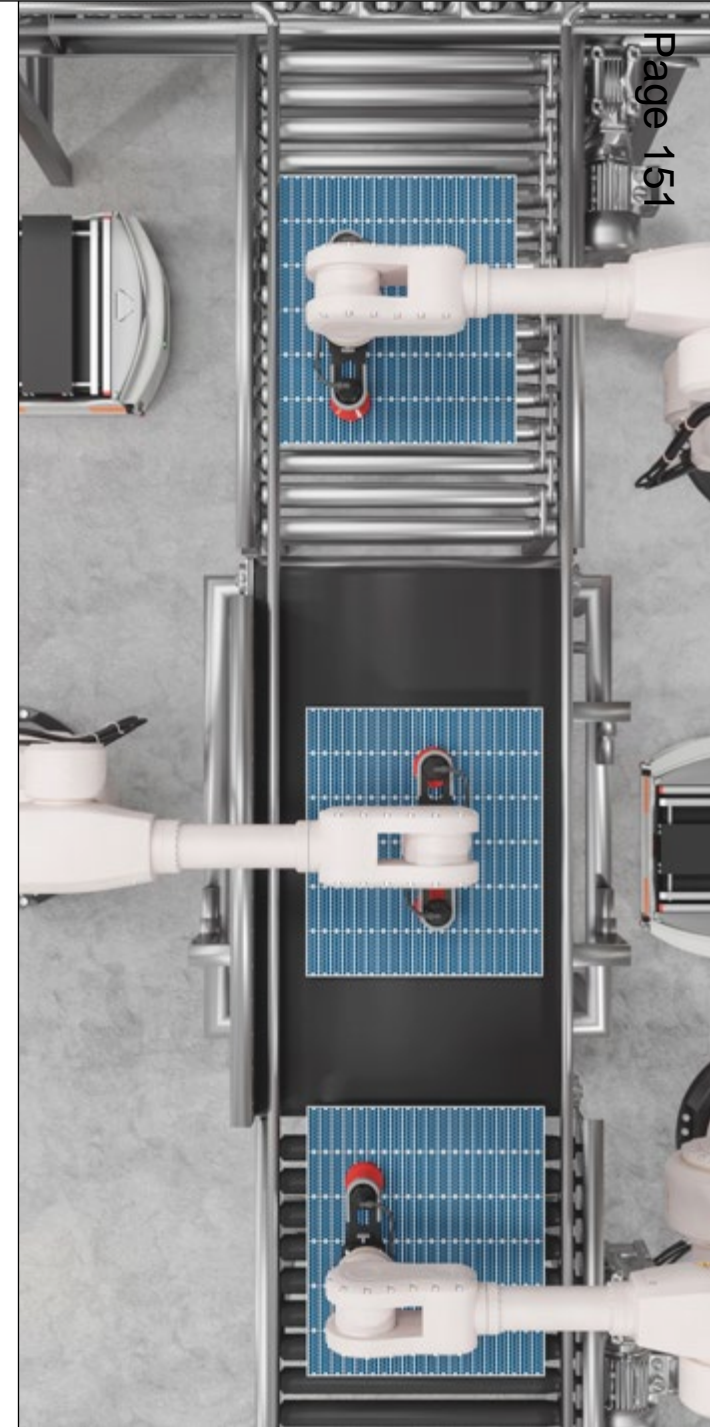
1.9 Places for Everyone (PfE) is a long-term plan of nine Greater Manchester authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. It was prepared by the Greater Manchester Combined Authority (GMCA) on behalf of the nine authorities and was adopted in March 2024.

1.10 PfE Policy JPA1.1 includes the following requirement:

"Development at this allocation will be required to be in accordance with a comprehensive masterplan, design code and infrastructure phasing and delivery strategy, in line with Policy JP-D1 'Infrastructure Implementation', that has been agreed with the local planning authorities."

1.11 This draft NGDF supplements PfE Policy JPA 1.1 and sets out a comprehensive Development Framework and high level design principles. Design Code(s) are expected to come forward at planning application stage.

1.12 A comprehensive Infrastructure Phasing and Delivery Strategy (IPDS) for the site is being prepared in accordance with the PfE Policy JPA1.1 and JP-D1 and should be read alongside the NGDF SPD. The IPDS will remain a 'living document' and will be subject to regular updates and amendments outside of the NGDF SPD process in order to be responsive to constraints and opportunities, and the availability of funding, as the site is brought forward.





NGDF Role and Objectives

1.13 Once adopted, this NGDF will establish the key principles for the development of the site and establish a framework against which future planning applications on the site will be considered. It will also help Bury and Rochdale Councils to ensure that the ambitions for the site are realised and the benefits to the communities of Bury and Rochdale are maximised.

1.14 This draft NGDF will:

- Set out the councils' vision and strategic objectives for the site shaped by public consultation and stakeholder collaboration
- Facilitate a coordinated and comprehensive masterplanning approach, to be implemented consistently across multiple planning applications
- Establish key development requirements that all planning applications relating to land within the site are expected to adhere to
- Provide an overarching spatial Development Framework to communicate development and design parameters, including land use, access, movement and green infrastructure
- Provide design principles and guidance, to inform the more detailed design considerations and approaches needed to deliver the Northern Gateway vision, and
- Describe the proposed approach towards delivery of physical infrastructure.

1.15 This NGDF has been produced in accordance with the requirements of legislation and the National Planning Policy Framework (NPPF).

1.16 This NGDF establishes a clear framework for development at the site and will be a material consideration in the determination of all future planning applications within the allocation boundary. In accordance with the adopted PpE, planning applications will be required to align with the Development Framework and supporting guidance set out in this NGDF including delivery of necessary and related infrastructure in a coordinated and timely manner.

NGDF Structure

1.17 This NGDF has been structured to reflect the sequence of key stages in its production, as follows:

- **Chapter 2** – Chapter 2 – Strategic Policy Context: In preparing the NGDF, consideration has been given to alignment of the site with national, regional and local policy.
- **Chapter 3** – Vision and Strategic Objectives: The overarching vision for the site and the strategic objectives which will help achieve the vision.
- **Chapter 4** – Local and Strategic Outcomes: An outline of the economic, social and environmental benefits the site will deliver.
- **Chapter 5** – Understanding the Site and Surroundings: Identifies the site within its wider strategic setting and sets out the site conditions. An overview of the planning policy context and planning history. Concluding with site constraints and opportunities.
- **Chapter 6** – Key Development Principles: An introduction to the Development Framework for the site and presentation of the key design principles.
- **Chapter 7** – Design Principles and Character Areas: Presentation of strategic design principles for a series of character areas within the site. This chapter presents a high-level framework to which future planning applications for individual phases must accord.
- **Chapter 8** – Sustainability: Sets out the expectations and likely benefits from the site with respect to net zero, carbon, energy, resource efficiency and climate resilience which, collectively, would make a significant contribution to climate change mitigation and address the impacts of climate change.
- **Chapter 9** – Phasing, Infrastructure and Delivery: Analysis of existing infrastructure including means of access, local and strategic highway network, community facilities and utilities / services. This chapter also includes details how the site will be delivered in the future and roles and responsibilities.
- **Chapter 10** – Monitoring and Review: An outline for the ongoing strategy for engagement with key stakeholders in line with the requirements of PfE Policy JP-D1 and commitments to monitoring and review.

SITE SIZE

634_{Ha}

LOCAL COMPARISON

560_{Ha} 260_{Ha}

MANCHESTER AIRPORT	HEATON PARK
(1.13x BIGGER)	(2.44x BIGGER)

UK COMPARISON

10.9_{Ha} 289_{Ha}

02 ARENA	CITY OF LONDON
(33.7x BIGGER)	(2.19x BIGGER)

Overview of the Site

1.18 The site covers an area of around 634 hectares (1,567 acres) and is positioned at a strategically important intersection directly to the east of the M66, directly to the north west of the M62 and north of the M60. The site straddles the administrative boundary of both Bury and Rochdale. 327 hectares of the site are within Bury and 307 hectares are within Rochdale.

1.19 The site is situated to the east of Bury and to the south of Heywood and is in close proximity to neighbouring town centres. From the centre of the site (approx. Birch Business Park), as the crow flies, the distances are as follows; Heywood (2.8km), Middleton (3.7km), Whitefield (4.2km), Bury (4.4km) and Rochdale (7.3km).

1.20 The site consists primarily of agricultural land. There are a number of farms within the site as well as Birch Business Park, Birch Motorway Services and Pike Fold Golf Course. Whittle Brook, running south east to north west through the site creates a clear division between the south western and central portion of the site. Moss Hall Road (changing to Whittle Lane to the south east) creates another clear division between the central and north eastern portion of the site.



1.21 The site is allocated for substantial employment-led development. This will be supported by new communities within the site as well as at Simister/Bowlee (JPA 1.2) which have transformational potential in enabling new housing, community facilities and new transport infrastructure to come forward in what is currently an area with significant pockets of high deprivation, low skills and worklessness.

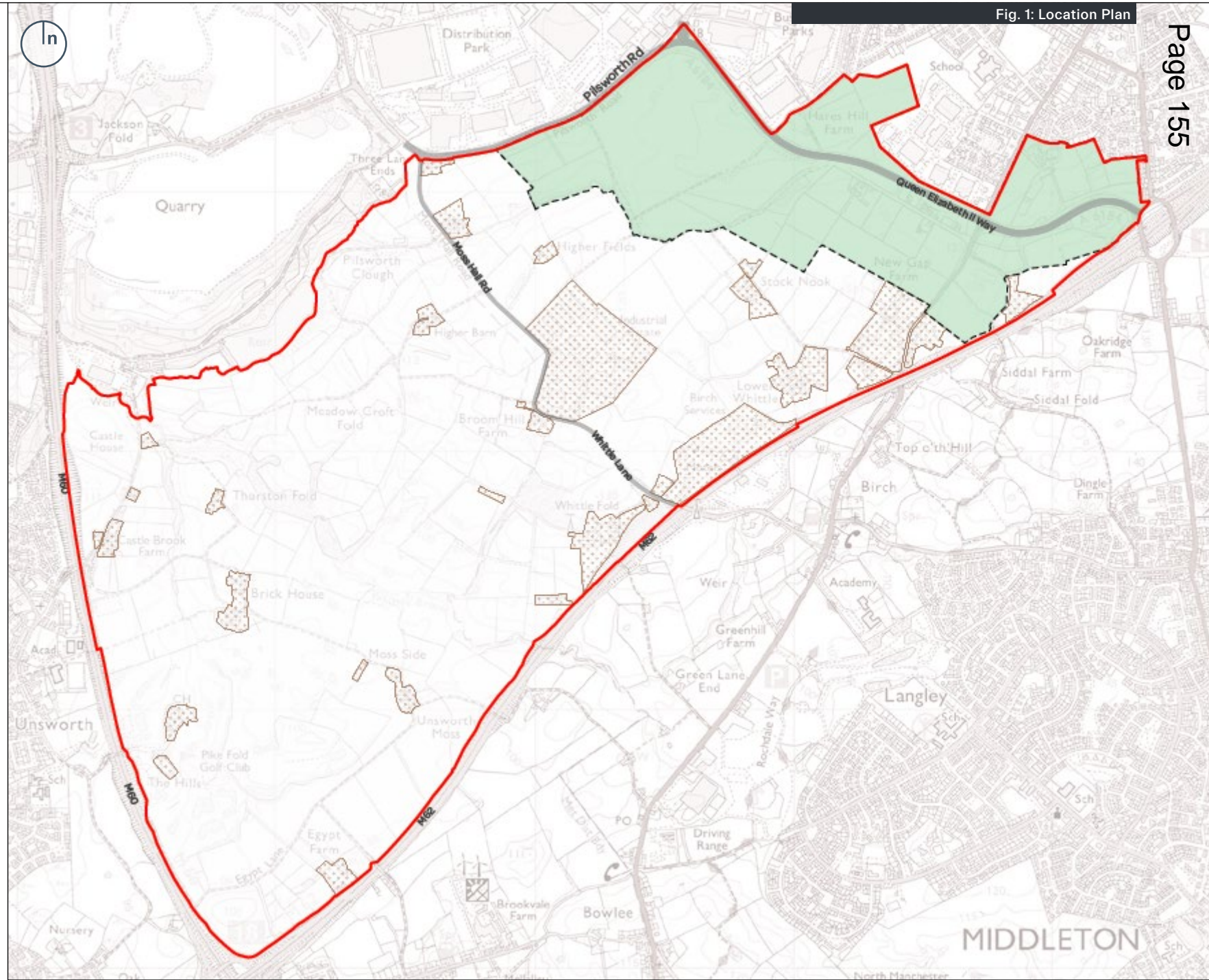
1.22 To be successful and sustainable, the employment and housing opportunities need to be accessible by a range of transport modes and be linked directly to existing and new communities in the surrounding area via new recreational routes and corridors of green infrastructure which in turn provide an attractive setting for development. Outside of the motorway network, much of the area proposed for development is currently served by an inadequate transport network and this will require substantial investment to improve connectivity, potentially including investment in rapid transit. The prospective residents will require new community facilities, and these will be provided in accessible locations within walking distance of homes.

1.23 Full delivery of the site is expected to extend beyond the PfE plan period (i.e. beyond 2039) and will need to incorporate extensive supporting infrastructure.

1.24 Part of the site is already being delivered in the form of the South Heywood development; a large mixed-use development which was approved in March 2020 and is currently under construction. This comprises the South Heywood employment area, 1,000 new homes and includes the recently built 2.2km link road, Queen Elizabeth II Way, which joins Junction 19 of the M62 motorway to existing employment areas off Pilsworth Road.

Fig. 1: Location Plan

-  Allocation Boundary
-  South Heywood Application Area
-  Existing Development
-  Existing Road





Boundaries








1.25 North west - The north western boundary of the site is defined by wooded vegetation and public footpaths along Hollins Brook, running adjacent to a series of fishing ponds and a reservoir. Beyond is Pilsworth quarry/landfill site and Heywood Distribution Park.

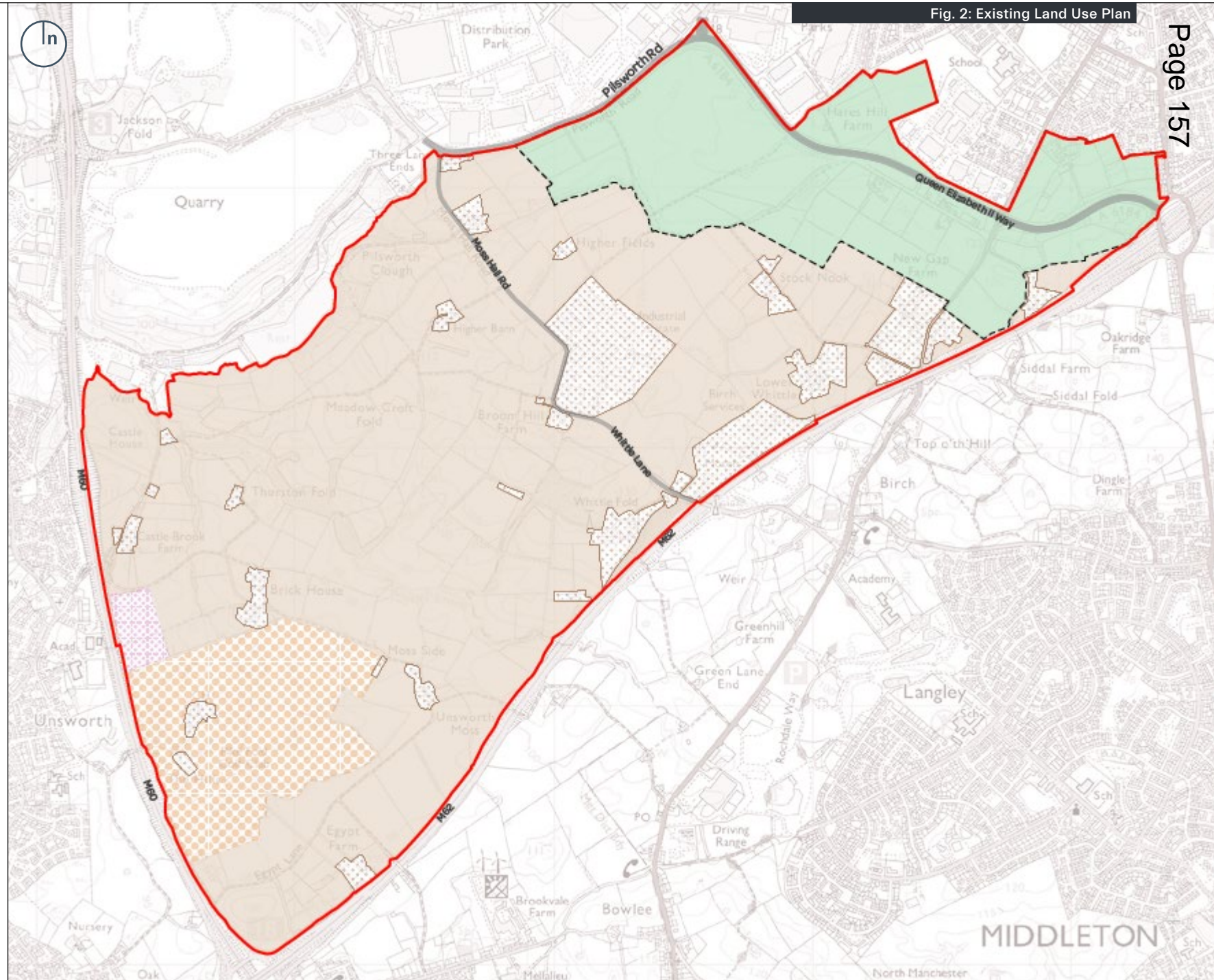
1.26 North east - The north eastern boundary is defined by the extent of the South Heywood Masterplan; beyond which is Heywood Distribution Park and existing residential development in Heywood.

1.27 South east - The M62 corridor, including Birch Services, runs along the entirety of the south eastern boundary. Beyond the M62 there is agricultural land, some of which forms part of the other site within the Northern Gateway allocation – known as Simister/Bowlee (Policy JP Allocation 1.2) – which is allocated for a 1,550 dwelling residential development, and the existing settlement of Simister.

1.28 West - The M66 corridor defines the western boundary, beyond which there is open space and existing residential communities of Unsworth and Whitefield within Bury.

Fig. 2: Existing Land Use Plan

-  Allocation Boundary
-  South Heywood Application Area
-  Existing Development
-  Existing Road
-  Agricultural Land
-  Recreational Land - Golf Course
-  Recreational Land - Sports Pitches



NEW EMPLOYMENT FLOORSPACE

 1.2m^{sqm}

NEW RESIDENTIAL HOMES

 1,200

GROSS DIRECT FTE JOBS CREATED

 21,455

NET ADDITIONAL CONSTRUCTION JOBS

 15,600

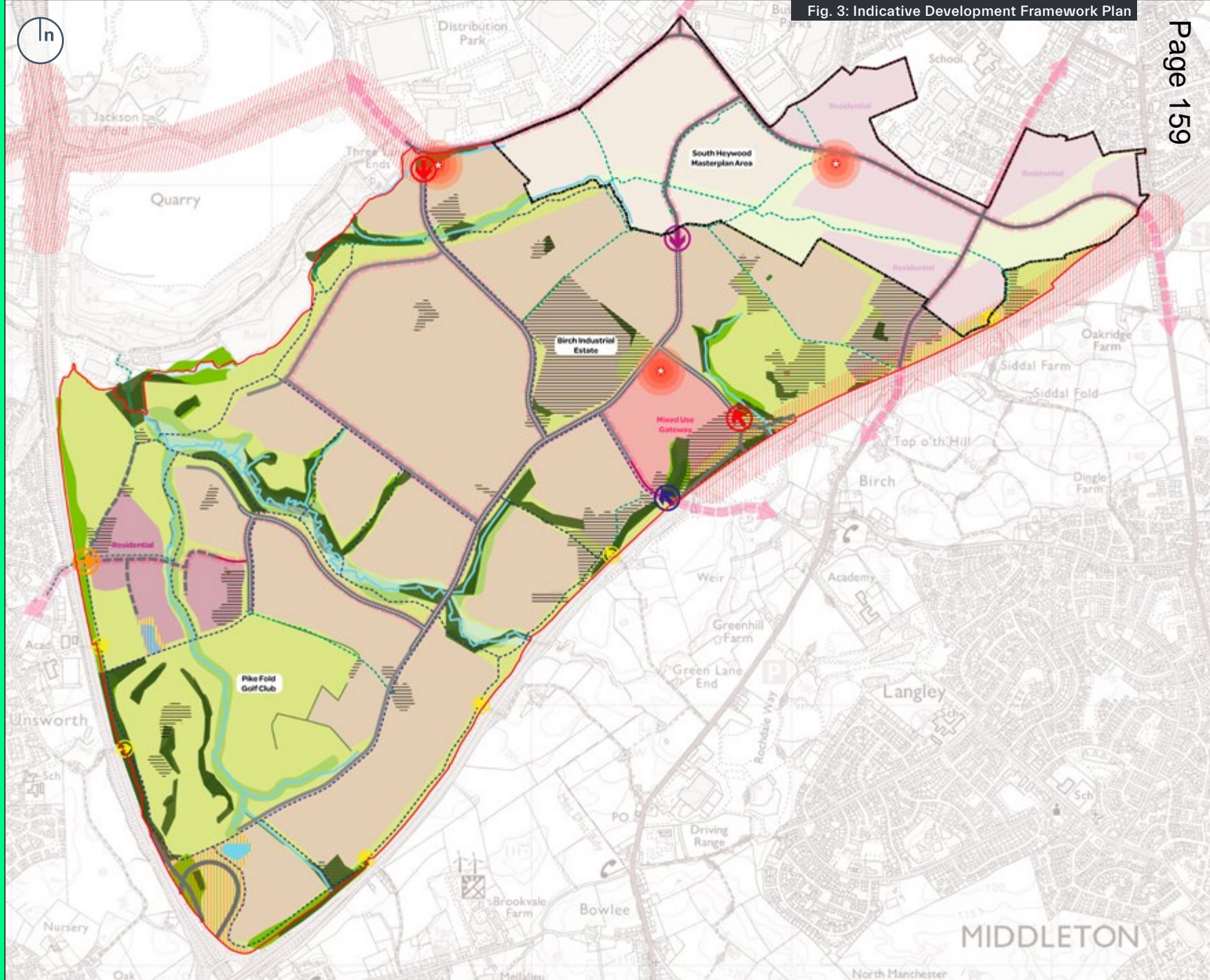
Northern Gateway Development Framework

1.29 Consistent with the Places for Everyone allocation, development at Northern Gateway, informed by the Northern Gateway Development Framework (NGDF), will deliver an employment-led, mixed-use development, comprising approximately 1,200,000 sqm of B2 / B8 floorspace (with around 935,000 sqm being delivered within the plan period), approximately 1,200 new homes, a new primary school and an appropriate range of supporting and ancillary services and facilities, such as a new local centre, hotel, leisure and conference facilities, as well as new and improved sustainable transport, active travel and highways infrastructure and multifunctional green and blue infrastructure.

Fig. 3: Indicative Development Framework Plan

- Allocation boundary
- Potential developable area
- Existing built development
- South Heywood Application area
- Green open space
- Woodland
- Woodland Riparian Corridor
- Woodland/Priority Habitat
- Watercourse
- Water body
- Listed Building (Grade II)
- Indicative Highway Improvement Area
- Proposed Access Point (all traffic)*
- Potential Access Point (all traffic)
- Access Point (no HGV)
- Access Point (Bus Only)
- Access Point (Pedestrian / cycle access)
- Primary Road (all traffic)
- Secondary Road (all traffic)
- Residential Road (no HGV)
- Bus Road (bus only)
- Retained Footpath
- Relocated/New Footpath & Cycle Route
- Employment uses
- Residential uses
- Mixed-use
- Gateway location
- Bus enabled route

* Proposed access point direct to Strategic Road Network



Strategic Policy Context

Places for Everyone (PfE) is a long-term joint development plan for nine Greater Manchester authorities for jobs, new homes, and sustainable growth.



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02. Strategic Policy Context

Planning Policy Context

Places for Everyone Joint Development Plan

2.1 Places for Everyone (PfE) is a long-term joint development plan for nine Greater Manchester authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. It has been produced by the Greater Manchester Combined Authority (GMCA) on behalf of the nine authorities and became part of the statutory Development Plan on 21st March 2024.

2.2 The PfE Joint Development Plan:

- sets out how the nine authorities should develop over the plan period to 2039
- identifies the amount of new development that will come forward across the nine authorities, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused
- supports the delivery of key infrastructure, such as transport and utilities
- protects the important environmental assets across the city region
- allocates sites for employment and housing outside of the existing urban area, and
- defines a new Green Belt boundary for Greater Manchester.

2.3 PfE highlights the opportunity for growth along the 'North-East Growth Corridor' (PfE Policy JP-Strat 7), focused on the M62 corridor from Junction 18 to Junction 21, extending across parts of Bury, Rochdale and Oldham. Three sites have been allocated as part of the North-East Growth corridor, two of which make up the 'Northern Gateway' (including the JPA1.1 site). The Policy also identifies the potential for growth at Kingsway Business Park. As set out below, the Atom Valley Mayoral Development Zone (MDZ) has been established to realise the potential of the North-East Growth Corridor.

2.4 PfE also proposes investment in new public transport infrastructure and routes to connect Bury and Rochdale Town Centres with the Northern Gateway sites and to Manchester City Centre. The North-East Growth Corridor can help to connect the eastern and central parts of the city region with economic growth and investment opportunities. The proposed new sustainable rapid mass transit corridor will provide improved accessibility and link employment opportunities within the cross-borough Northern Gateway sites.

Policy JP Allocation 1.1: Heywood / Pilsworth (Northern Gateway)

2.5 JPA1.1 Heywood / Pilsworth has been identified as a large, nationally significant location for new employment-led development within the Northern Gateway opportunity area between Bury and Rochdale.

2.6 PfE Policy JP Allocation 1.1 states:

Development at this allocation will be required to:

1. Be in accordance with a comprehensive masterplan, design code and infrastructure phasing and delivery strategy, in line with Policy JP-D1 'Infrastructure Implementation', that has been agreed with the local planning authorities;
2. Be of sufficient scale and quality to enable a significant rebalance in economic growth within the sub-region by boosting the competitiveness of the north of the conurbation and should;
3. Deliver a total of around 1,200,000 sqm of industrial and warehousing space (with around 935,000 sqm being delivered within the plan period). This should comprise a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors including the development of an Advanced Manufacturing Park;
4. Deliver around 1,000 additional homes along with a new primary school in the eastern part of the allocation to support the early delivery of the infrastructure and provide a buffer between existing housing and the new employment development;
5. Deliver around 200 new homes, which includes an appropriate mix of house types and sizes and the provision of plots for custom and self-build housing (subject to local demand, having regard to Bury's self-build register and other relevant evidence), in the west of the allocation off Castle Road ensuring that an appropriate buffer is incorporated to separate this part of the allocation from the wider employment area and that appropriate highways measures are in place to prevent the use of residential roads by traffic associated with the wider employment area;
6. Deliver an appropriate range of supporting and ancillary services and facilities, such as a new local centre, hotel, leisure and conference facilities. These should be in accessible locations and of a genuinely ancillary scale that is appropriate to the main employment use of the allocation;
7. Make provision for new and improved sustainable transport and highways infrastructure having regard to the indicative transport interventions set out in Appendix D in accordance with Policy JP-C8;
8. Make provision for affordable housing in accordance with local planning policy requirements;
9. Make financial contributions for offsite additional primary and secondary school provision to meet needs generated by the development in accordance with policy JP-P5;
10. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to local services, employment opportunities and over the M62 to proposed new development at Simister/Bowlee (JPA1.2);
11. Retain and enhance existing recreation facilities (including Castlebrook High School playing fields and Pike Fold Golf Course) or, where necessary, make provision for replacement facilities that are equivalent or better in terms of quantity and quality and in a suitable location;
12. Make provision for new, high quality, publicly accessible multi-functional green and blue infrastructure including the integration and enhancement of existing features such as Brightly Brook, Whittle Brook and Castle Brook;
13. Make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt in the vicinity of the site in accordance with Policy JP-G2;
14. Strengthen the boundary of the Green Belt to the north of the site around Pilsworth Cottages, Brightly Brook and Pilsworth Fisheries such that they will comprise physical features that are readily recognisable and likely to be permanent;
15. Ensure that any development is safe from and mitigates for potential flood risk from all sources including Whittle Brook, Castle Brook and Brightley Brook and does not increase the flood risk elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
16. Provide an appropriate buffer between the development and the motorway/local road network where required to serve multiple functions including air quality, noise, visual mitigation and high-quality landscaping;

17. Take appropriate account of relevant heritage assets, and their settings, including Brick Farmhouse and Lower Whittle Farmhouse Grade II Listed Buildings in accordance with Policy JP-P2;
18. Carry out a detailed assessment and evaluation of known and potential archaeological sites including Meadow Croft Farm, historic landscape features and built heritage assets, to establish specific requirements for the protection and enhancement of significant heritage assets;
19. Consider the extraction of any viable mineral resources within Mineral Safeguarding Areas, in accordance with Policy 8 of the Greater Manchester Joint Minerals Development Plan (or any relevant policies in subsequent minerals plans); and
20. Undertake hydrological and ground investigations to determine the extent and quality of any peat identified in the south-western part of the site to inform the potential for restoration and the comprehensive masterplanning of the site which should ensure that the loss or deterioration of any irreplaceable habitat is avoided.

Other PfE Policies

2.7 PfE also sets out a range of other policies relating to development management and technical / environmental matters which have also been taken into account in preparing this SPD.

Local Plan Policies

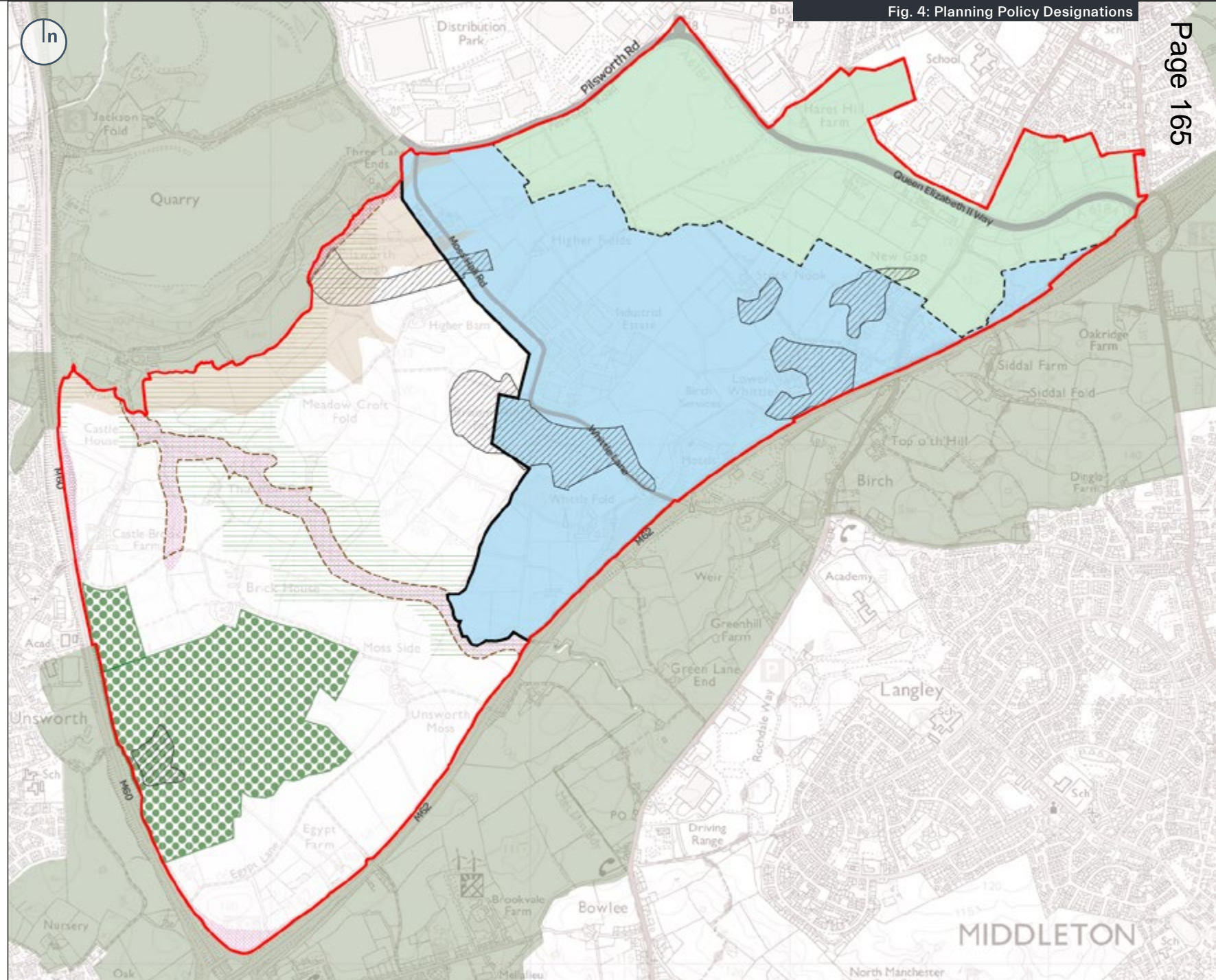
2.8 In addition to PfE, the adopted Local Plans for Bury and Rochdale also set out a range of policies relating to development management and technical / environmental matters which have also been taken into account in preparing this SPD. These include:

- Saved Policies of the Bury Unitary Development Plan (adopted 1997)
- The Rochdale Core Strategy (adopted 2016)
- Saved Policies of the Rochdale Unitary Development Plan (adopted 2006)
- The Greater Manchester Joint Waste Development Plan (adopted 2012)
- The Greater Manchester Joint Minerals Development Plan (adopted 2013)

2.9 Both councils have commenced preparation of new Local Plans that will support PfE and establish more detailed policy relating to development management and technical / environmental considerations.

Fig. 4: Planning Policy Designations

-  Allocation Boundary
-  South Heywood Application Area
-  Bury & Rochdale Boundary
-  PFE Green Belt
-  Protected Recreation
-  UDP River Valleys
-  UDP Wildlife Links & Corridors
-  Area of Search: Sand and Sandstone
-  PFE Green Infrastructure
-  PFE Urban Fringe Farmland
-  PFE Incised Urban Fringe Valleys
-  PFE Mosslands and Lowland Farmland
-  Existing Roads



National Planning Policy Framework & Planning Practice Guidance

2.10 The National Planning Policy Framework (December 2023) ('the NPPF') sets out the Government's planning policies for England and how these are expected to be applied, including guidance for plan-making and decision-making.

2.11 The NPPF confirms that in order to achieve sustainable development, the planning system has three overarching interdependent objectives, including:

- An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- An environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

2.12 This SPD has been prepared with full regard to the policies set out within the NPPF, as well as the Planning Practice Guidance which supports it.

2.13 The new Labour Government has recently completed consultation on proposed reforms to the NPPF and other changes to the planning system. It is currently anticipated that the amended NPPF will be published towards the end of 2024, or early in 2025. Once published, the amended NPPF will supersede the December 2023 version.



This SPD has been prepared with full regard to the policies set out within the NPPF, as well as the Planning Practice Guidance which supports it.



Atom Valley

2.14 Atom Valley is a Mayoral Development Zone (MDZ) within the Atom Valley Growth Location identified in Places for Everyone, and was established in August 2022 with the focus being on three key sites:

- Northern Gateway, in Rochdale and Bury
- Kingsway Park, in Rochdale
- Stakehill, in Rochdale and Oldham

2.15 The Atom Valley Growth Location is the single largest employment opportunity for the city-region. Collectively these three sites have the potential to provide 1.6 million square meters of employment space, generating 20,000 high-quality jobs and facilitating the construction of 7,000 new homes.

2.16 Atom Valley is led by a partnership of developers, industrialists, universities, and local government. The vision is to create an extensive and interconnected manufacturing “mega-cluster”, which builds on existing local strengths in advanced manufacturing, materials, and machinery in the local area. Bringing together world-class research, manufacturing, research and development, it aims to shape the future while levelling up communities.

2.17 Beyond providing ample space and opportunity, Atom Valley MDZ stands out as an unparalleled industrial development in the UK and beyond, thanks to the combination of Manchester’s leading research facilities and leisure opportunities. Situated at the heart of a vibrant city region, it fosters collaboration among businesses and institutions, with quick access to the motorway network and Manchester city centre just seven miles away.

2.18 As a long-term, large-scale regeneration endeavour, this project will play a pivotal role in levelling up the northeast of Greater Manchester and enhancing the overall prosperity of the city region.

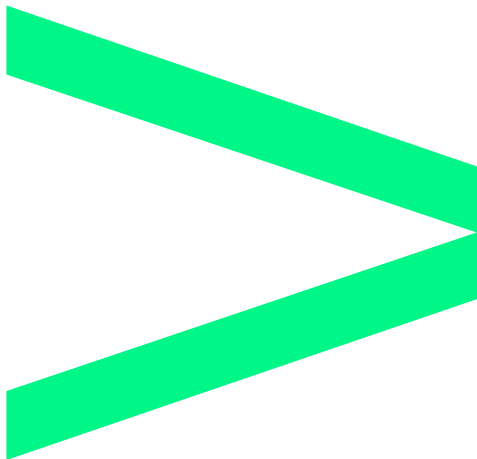
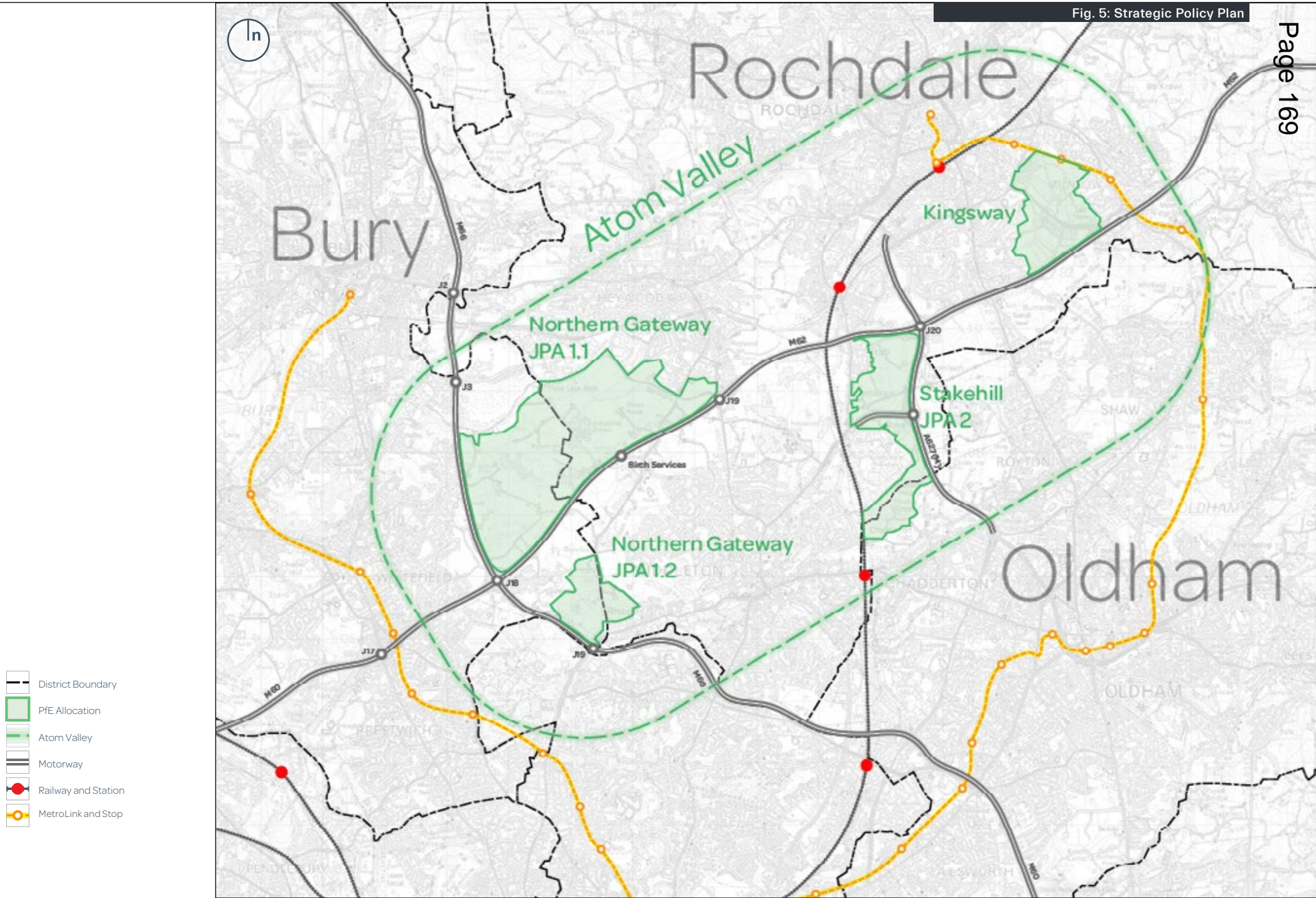


Fig. 5: Strategic Policy Plan



Alignment with Corporate Strategies

2.19 This NGDF has been prepared with full regard to the existing corporate strategies of Bury and Rochdale Councils, which are summarised below.

Bury 2030 Strategy, 'LET'S Do It!'

2.20 In July 2020, Bury Council and NHS Bury Integrated Care Partnership launched an ambitious community strategy, LET'S Do It!, which sets out a vision that by 2030 the borough of Bury will stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation.

2.21 The Let's Do It Strategy is underpinned by the guiding principles of:

- Local neighbourhoods: empowered residents, families and local communities within the townships at the heart of decision making to make a difference to people's lives.
- An enterprising spirit: Harnessing that spirit to raise aspirations, remove barriers, and maximise opportunities to grow and develop for local people and businesses.
- Delivering together: To deliver a new relationship between public services, communities and businesses which is based on co-design, accountability and shared decision making to focus on wellbeing, prevention, and early intervention.
- A strengths-based approach: a borough in which people are helped to make the best of themselves, by recognising and building on the strengths of all local children, families and communities and taking an evidence-led understanding of risk and impact to ensure the right intervention at the right time.

2.22 The Bury 2030 Strategy seeks to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity, which specifically includes land at Northern Gateway.

Bury's Economic Strategy 2024–2034

2.23 The Economic Strategy sets out the framework and priorities to guide and steer Bury Council and its partners collaborative approach to delivering a sustainable, competitive, inclusive and resilient local economy that fulfils its growth potential, while making a significant contribution to Greater Manchester's wider economic growth ambitions over the next decade and beyond.

2.24 Whilst Bury's economy is integral to supporting Greater Manchester's growth agenda, it is recognised that there is a distinct imbalance even within the Greater Manchester economy with economic output from the north of the conurbation, including Bury, falling behind that of the central and southern areas of Greater Manchester.

2.25 Through a clear, comprehensive and ambitious strategy, Bury is well placed to play a key role in driving forward sustainable economic growth in the borough and in Greater Manchester. This will be achieved through the realisation of identified key opportunities. For example, the realisation of significant new and higher-skilled employment opportunities through the release of employment land at Atom Valley / Northern Gateway, which presents a 'game changing' opportunity for Bury and for Greater Manchester.

Rochdale's 'People, Place and Planet Council Plan 2028'

2.26 Through this strategy Rochdale Council have set out an ambition to work collaboratively to reduce inequalities and deliver sustainable opportunities and services that will benefit our people, place and planet.

2.27 This is underpinned by various key priorities, which includes achieving a thriving, fairer and sustainable economy by providing space and support for high value business development, innovation and job creation; supporting people in attaining and maintaining good employment; creating more supply, quality and choice in the housing market (social and high value homes); and enhancing transport systems to make it easier for people to access services, jobs and amenities.

Greater Manchester Transport Strategy 2040

2.28 The Greater Manchester Transport Strategy 2040 sets out Greater Manchester's long-term ambition for transport, with a vision for the city region to have "world-class connections that support long-term sustainable economic growth and access to opportunity for all".

2.29 The strategy sets out a strong commitment to provide a transport system which: supports sustainable economic growth and the efficient and effective movement of people and goods; improves the quality of life for all by being integrated, affordable and reliable; protects the environment and supports the target to be net zero carbon by 2038 as well as improving air quality; and capitalises on new technology and innovation.

2.30 It sets a vision (referred to as the 'right mix vision') that 50% of all journeys in Greater Manchester are made by walking, cycling and public transport by 2040. This will mean one million more sustainable journeys every day enabling the delivery of a healthier, greener and more productive city region.

Northern Gateway Transport Framework

2.31 A Transport Framework is being developed specifically for Northern Gateway and will consider the potential and patronage for sustainable travel options to and from the site. A Transport Programme which includes sustainable transport schemes, associated phasing and possible funding sources for priority transport interventions will also be included within the Framework.

2.32 The framework will feed into the Northern Gateway Infrastructure Phasing and Delivery Strategy and planning applications will need to align with this strategy.

Bury Local Transport Strategy

2.33 The Bury Local Transport Strategy was approved by the Council in October 2023 and sets out a plan for transport investment in Bury for the next 20 years and beyond, covering all modes of travel in the borough. The strategy aligns with the 'Let's Do It' vision for Bury and the Greater Manchester Transport Strategy 2040 and will be used to help secure investment for transport in the Borough.

2.34 The strategy seeks to link residents to new opportunities and to deliver on the Council's inclusive growth ambitions by connecting people to jobs, education, leisure and tourism. Ensuring that Bury residents can access Northern Gateway and the potential new jobs is a key priority within the strategy. Key strategic transport interventions that are expected to be required to support delivery of the Northern Gateway site are also identified, including junction improvements for the M66 (junctions 2 and 3) to facilitate vehicular, public transport and active travel movement.

Rochdale Borough Transport Strategy

2.35 The Rochdale Borough Transport Strategy (2014 refresh) provides a framework to guide the development of transport improvements across the Borough for the period up to 2026. It seeks to ensure that, by 2026, the Borough has an affordable, sustainable, reliable, accessible and integrated transport network that offers travel choice for all, serves its communities, tackles air quality and climate change, enhances social inclusion, public health and supports economic growth and regeneration of the local area.

Planning History

2.36 In Bury, planning permission has not been granted for any significant uses within the site.

2.37 In April 2024, National Highways submitted an application seeking a Development Consent Order (DCO) for the M60 / M62 / M66 Simister Island Interchange, on the south western corner of the JPA1.1 site. The improvement scheme seeks to reduce peak congestion and facilitate future economic growth across Greater Manchester, including supporting the delivery of proposed development sites close to the M60 and M66. The application is currently under examination. If the DCO is made, it would allow National Highways to acquire compulsory interests in and rights over land, including parcels of land within the JPA1.1 site (temporarily and permanently).

2.38 In Rochdale, hybrid planning permission was originally granted in March 2020⁴ for land at South Heywood, within the northeastern part of the site:

- The ‘detailed’ component of the hybrid planning permission granted full planning permission for a new link road between Junction 19 of the M62 and Pilsworth Road, which has now been completed and is open for use (known as Queen Elizabeth II Way).
- The ‘outline’ component of the hybrid planning permission granted outline planning permission (with all matters reserved except for access) for a major mixed-use development comprising up to 135,460 sqm of employment floorspace (Use Classes B2/B8), 1,000 new homes, a new local centre and primary school and associated landscaping, sports pitches, drainage, ecological enhancements, cycleway and footpath linkages and ancillary infrastructure. Following the grant of reserved matters approval, the early phases of development are now under construction.

2.39 A further outline planning permission was granted in January 2023⁵ for an additional 40,000 sqm of employment floorspace (Use Class B8) on land within the South Heywood Masterplan Area. As a result, the total amount of employment floorspace approved at South Heywood is 175,460 sqm.

2.40 It is anticipated that the South Heywood Masterplan Area will continue to be brought forward through the aforementioned permissions, demonstrating compliance with the outline parameters, comprehensive planning condition requirements and approved Design Code, whilst providing infrastructure in line with the established S106 Legal Agreement.

4. RMBC ref. 16/01399/HYBR

5. RMBC ref. 22/01569/OUT



Vision and Strategic Objectives

Atom Valley and Northern Gateway represents a once in a generation opportunity for Greater Manchester



03

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03. Vision and Strategic Objectives

Atom Valley and Northern Gateway represents a once in a generation opportunity for Greater Manchester in the form of a nationally significant development capable of supporting the rebalancing of the national economy and providing transformative change to local communities and the wider region with regard to investment, jobs and skills.

Atom Valley Ambition

- **Goal:** Covering sites across Bury, Oldham and Rochdale, this vast employment opportunity will play a pivotal role in making Greater Manchester one of the best places in the world to grow up, get on and grow old.
- **Scope:** Spanning 1.6 million sqm of employment land and creating 7,000 low carbon homes, Atom Valley prioritises sustainable development and the creation of a lasting legacy of high-quality employment sites that will benefit local communities for years to come.
- **Impact:** Generating 20,000 high-quality jobs, fostering a skilled workforce to drive economic growth and innovation in advanced sustainable materials and providing flexible employment opportunity for a wide variety of other sectors and industries. Beyond sites, it transforms the fabric of the region, enhancing liveability and prosperity.
- **Objective:** Establish a nationally significant industry hub for levelling up, prioritising sustainability, innovation, and collaboration between manufacturing and logistics, with an Advanced Sustainable Materials Translational Research facility and Advanced Manufacturing Park.
- **Approach:** To develop a strong private-public partnership that will provide the necessary infrastructure to accommodate a diverse range of employment uses.
- **Outcome:** Atom Valley pioneers large-scale employment investment, fostering innovation and prosperity across the north of the Greater Manchester conurbation and beyond. As a nationally significant industry hub, Atom Valley accelerates national prosperity and champions the levelling up agenda, securing a legacy of holistic progress in economy, society, and environment.

Northern Gateway Strategic Development Vision

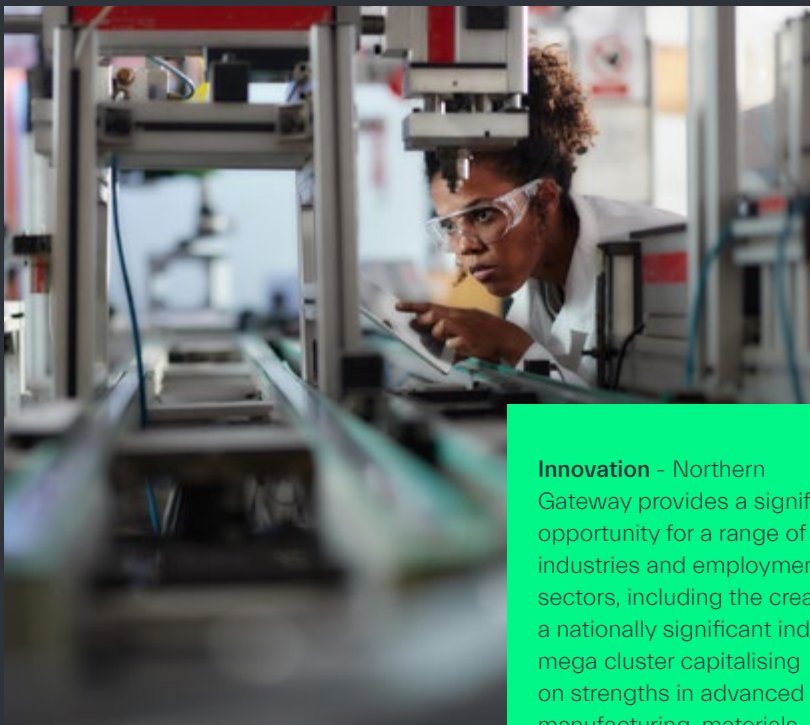
3.1 Northern Gateway will be a world-class business community that will help to drive inclusive growth and economic prosperity for Atom Valley and Greater Manchester by becoming the largest and most accessible employment opportunity in the region, delivering:

3.2 Significant investment into a range of industry sectors at both scale and pace, supporting the region's economy and resilience.

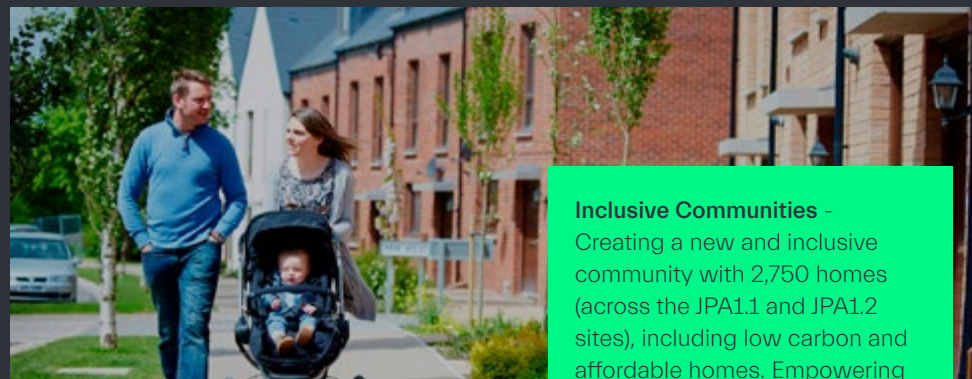
- A dynamic and thriving innovation hub for advanced materials and manufacturing, building on Greater Manchester's world leading strengths in this area.
- A vibrant and dynamic employment ecosystem where businesses and communities thrive, supported by sustainable transport connectivity and green and blue infrastructure networks.
- Flexibility and responsiveness to market demands and opportunities, and
- A truly integrated approach to partnership working with industry, universities, research partners and institutions, that will develop and harness the skills for the local workforce, establishing a legacy of excellence in training and skills, empowering existing communities as well as attracting and retaining top industry talent.



Northern Gateway: Pillars of development

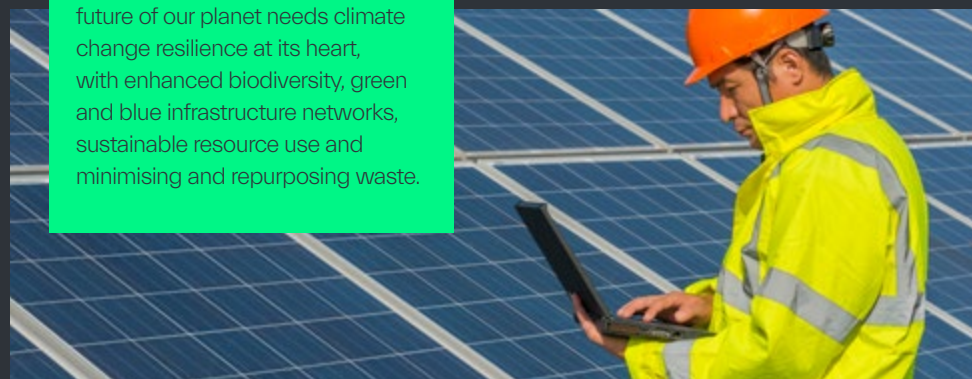


Innovation - Northern Gateway provides a significant opportunity for a range of industries and employment sectors, including the creation of a nationally significant industrial mega cluster capitalising on strengths in advanced manufacturing, materials, and machinery, enhancing national prosperity and delivering levelling up.



Inclusive Communities - Creating a new and inclusive community with 2,750 homes (across the JPA1.1 and JPA1.2 sites), including low carbon and affordable homes. Empowering local communities through skills development initiatives, fostering economic inclusivity and social mobility, helping to address national and regional inequalities.

Sustainability - Northern Gateway will contribute to Greater Manchester's commitment to be net zero carbon by 2038. The future of our planet needs climate change resilience at its heart, with enhanced biodiversity, green and blue infrastructure networks, sustainable resource use and minimising and repurposing waste.





Business and industry -

Northern Gateway will attract UK and international firms investing in new distribution and manufacturing premises, and SMEs scaling-up into modern premises, supply chains providing resilience to drive economic growth and spinouts and start-ups ready to move from the lab to the factory to benefit from international standard R&D and skills facilities.



Collaboration - Partnerships with Government, developers, industry, colleges and institutions will attract, retain and develop top talent. We will create a long-term legacy, driving skills and nurturing talent to deliver transformational change to the conurbation.



Connected Places - A modern, affordable and reliable public transport service, with active travel provision and enhancement, will provide a sustainable, connected network of travel routes, linking existing residential areas with new business premises and facilities, providing access to jobs and health and wellbeing benefits.

Northern Gateway: 12 key principles

- 1 Catalyst for Transformation:** Northern Gateway provides a significant opportunity for economic growth across various employment sectors, boosting the productivity and prosperity of the north of the city region.
- 2 Strategic Location:** Strategically positioned as a central driver of regional progress, leveraging its connectivity to become a focal point of economic activity within Greater Manchester. Its strategic location has the ability to attract national and inward investment from a multitude of sectors including advanced manufacturing, distribution and logistics.
- 3 Advanced Manufacturing:** Spearheading investment and innovation in advanced materials and manufacturing, building on Greater Manchester's world leading strengths in this area and creating a leading hub for innovation and sustainable industry growth.
- 4 Scalability and Adaptability:** Over 700 hectares providing unparalleled scalability and adaptability to meet the diverse needs of a range of industries and evolving market dynamics, ensuring flexibility and responsiveness to market demand.
- 5 Strategic Partnerships:** Collaboration between private investors, developers, funders, universities and agencies will cultivate innovation at Northern Gateway, driving inclusive growth and enhanced productivity across a multitude of sectors. Collaboration with Universities will be integral to enabling commercialisation of innovation at scale.
- 6 Focal Point & Hub:** Fostering collaboration and innovation among businesses, creating a vibrant ecosystem that attracts and nurtures talent, enhancing Greater Manchester's competitiveness, focused on a sustainable materials catapult.
- 7 Integrated Sustainability Approach:** Sustainability will be embedded across all aspects, from infrastructure to operations, demonstrating a commitment to environmental responsibility and BREEAM / Well / LEED-certified initiatives.
- 8 Job Creation and Skills Development:** Focus on creating job opportunities and empowering local communities through skills development initiatives, fostering inclusive growth and building a skills legacy for businesses and communities.
- 9 Integrated Transport Solutions:** Integrated public transport solutions will be implemented at Northern Gateway to improve accessibility and connectivity, offering efficient and sustainable transportation options for residents and workers and connecting to nearby communities.
- 10 Promotion of Active Travel:** Northern Gateway will deliver pedestrian-friendly pathways, cycling lanes, and green and blue spaces to promote active mobility, link surrounding communities and enhance connectivity, providing health and wellbeing benefits for local residents, future residents and workers.
- 11 Flexible Approach:** Northern Gateway will embrace a flexible approach, allowing for adaptable adjustments to meet the evolving needs and opportunities of Greater Manchester's dynamic landscape and to reflect the sheer scale of the site.
- 12 Maximising opportunities for existing communities:** Significant opportunity to deliver new jobs and economic growth in one of the regions most deprived areas through strategic partnerships, investment in skills and training and sustainable transport and active travel connectivity.



Local and Strategic Outcomes

The proposals will bring a range of benefits that will embrace the three pillars of sustainable development



04

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04. Local and Strategic Outcomes

The proposals will bring a range of benefits that will embrace the three pillars of sustainable development, as follows:

- **Economic:** Creating a world class employment park that attracts the very best logistics and manufacturing industries.
- **Social:** Delivering fully inclusive growth that delivers a permanent positive social legacy.
- **Environmental:** Ensuring the development will not have a detrimental impact on the environment by maximising opportunities to provide net gains for biodiversity, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.



Northern Gateway will evidently create significant economic benefits, however, both councils and Greater Manchester have documented the expectation that the breadth of benefits realised through new development will extend beyond the generation of jobs and associated investment in skills and training.

Economic Benefits

4.1 The preceding sections capture the scale and breadth of economic benefits that will be expected to be realised through the delivery of Atom Valley. The development of the site is expected to make a substantial contribution to the realisation of this vision and the aspiration to deliver new good quality jobs across the Atom Valley area.

4.2 It is recognised that the scale of new employment opportunities created on the site will build upon and benefit from close proximity to existing regionally renowned employment sites at Heywood Distribution Park and Pilsworth. The development of the site will also complement other key sites in the north of the sub-region such as Logistics North in Bolton. Cumulatively these employment areas will represent a significant concentration of employment opportunities for existing and future residents of Greater Manchester.

4.3 The strategies reviewed in Chapter 2 affirm the value of these jobs in ensuring a more positive future for the residents of Greater Manchester, and particularly those within the northern parts of the conurbation that are currently disengaged from the economy or are not realising the full extent of their potential economic contribution. This acknowledges the sustained challenges associated with inter-generational deprivation within communities near the proposed development.

4.4 These strategies also affirm the value placed on the creation of higher-value and higher-skilled jobs in addressing long-standing economic productivity inequalities within the conurbation and at a larger spatial scale. There is an expectation that the development will serve to attract business investment that will create the jobs required to increase the retention of highly skilled graduates and attract skilled labour to Greater Manchester.

4.5 The scale and make-up of the development floorspace to be accommodated will need to respond to market opportunities and occupier requirements and the type and number of jobs created will ultimately be dependent on the nature of the occupiers. However, it is expected, in the context of the above, that the development will provide the opportunity to create a breadth of jobs, including those in higher value sectors and those identified as Frontier or Growth Sectors through the strategies summarised in Chapter 2.

4.6 Proposals for development will be expected to provide a quantified estimate of the scale of employment opportunities that are anticipated to be realised through both the construction phase and (where relevant) the operational phase of the proposed development. Proposals should set out how the generation of employment opportunities will be expected to have a wider economic and social benefit for local communities.

GROSS DIRECT GVA PER ANNUM

£1,490m

ANNUAL BUSINESS RATE INCOME

£36.9m

ANNUAL COUNCIL TAX RECEIPTS

£2.7m

4.7 Through implementation of PfE Policy JP-J1 (Supporting Long-Term Economic Growth), the councils will support long-term job growth by seeking agreement with employers and developers to enter into local labour and training agreements through planning obligations and other mechanisms, where appropriate.

4.8 It is recognised, as described in Chapter 9 of this SPD, that the development will be progressed in phases over an extended period. The assessment of economic benefits and mechanisms for capturing these locally will need to demonstrate sufficient flexibility to respond to changing economic circumstances over time and recognise the opportunity to maintain a process of engagement with local stakeholders, including skills and education providers.

4.9 It is expected that consideration will be given as to how local stakeholders will continue to be engaged with through the development process.

Social Benefits

4.10 The proposed development at Northern Gateway will evidently create significant economic benefits, however, both councils and Greater Manchester have documented in respective (existing and emerging) Social Value Strategies or Policies the expectation that the breadth of benefits realised through new development will extend beyond the generation of jobs and associated investment in skills and training. This recognises that surrounding communities exhibit significant levels of high deprivation; the drivers of which are complex and multi-faceted.

4.11 Proposals will be expected to consider how the proposed development, including the construction phase, will contribute to the aspiration to foster inclusive growth by providing opportunities for disadvantaged and priority groups and supporting the empowerment of local communities.

4.12 New housing provided within the site will have an important role to play in addressing existing housing needs, which include for a range of types and tenures of housing. The provision of high-quality housing has significant social benefits which recognise the value associated with providing a stable home to families and individuals as well as financial benefits associated with more energy efficient housing.

4.13 The provision of new social infrastructure, including community facilities and recreational and leisure facilities, will provide enhanced provision for the new residential areas but also surrounding existing communities to benefit from. These facilities will need to take into consideration existing facilities in proximity and identified gaps in provision.

4.14 The proposed development will provide an important opportunity to enhance existing active travel networks and create new facilities and spaces to promote healthy lifestyles and contribute towards elevated wellbeing through the creation of positive working and leisure environments.

4.15 It will also provide an opportunity through the capturing of commitments to volunteering and support existing local community groups and organisations to build positive relationships between businesses and proximate local communities.

4.16 It is expected that proposals will consider in a proportionate way how the above opportunities will be supported through individual developments and how proposals have taken account of local issues identified by stakeholders and communities.



The provision of new social infrastructure, including community facilities and recreational and leisure facilities, will provide enhanced provision for the new residential areas but also surrounding existing communities.

Environmental Benefits

4.17 The delivery of a net zero and highly sustainable employment park will support green growth within the region and help attract innovative world-class industry.

4.18 Development of the site will support the environmental pillar of sustainability through application of the following PfE policies:

- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S3: Heat and Energy Networks
- Policy JP-S4: Flood Risk and the Water Environment, and
- Policy JP-S6: Resource Efficiency.

Mitigating Climate Change – Net Zero Carbon and Circular Economy

4.19 The site will support Greater Manchester's ambition to become a carbon neutral city-region by 2038 by seeking to achieve net zero carbon emission buildings in construction and operation, in line with the policy requirements of PfE Policies JP-S1 and JP-S2.

4.20 Operational energy use and carbon will be reduced as far as possible through:

- High levels of fabric efficiency
- All-electric building services strategy, utilising low carbon energy generation such as heat pumps (at network or individual building level)
- Maximising renewable energy generation on site through solar photovoltaic panels and a potential for building mounted micro wind-turbines, and
- Smart energy systems including metering, and the potential for energy storage.

4.21 Construction carbon emissions will be quantified, and minimised in accordance with the following:

- Lean design e.g. avoiding over-engineering and over-ordering
- Use of natural materials
- Lower carbon options such as steel manufactured using the 'electric arc furnace' process rather than blast furnace
- Use of local suppliers and labour where possible, and
- Reducing energy and water use on site and exploring alternatives to diesel use.

4.22 Carbon emissions will also be reduced by implementing circular economy measures, which will complement the above measures and are expected to include:

- Material efficiency
- Use of recycled materials and materials with a high recycled content
- Use of materials which can be repurposed or recycled at end of life
- Resource (energy and water) efficiency measures during construction and operation, and
- Reduction of waste generated during construction and operation, and diversion of residual waste from landfill.

4.23 The measures listed above will deliver a development which limits contribution to climate change and supports the transition to a net zero carbon future.

Adapting to Climate Change – Resilience

4.24 Greater Manchester will experience changes to climate in the future, including:

- Increased annual temperatures
- Increased winter rainfall, and
- Decreased summer rainfall.

4.25 All development within the site will be expected to incorporate measures which demonstrate adaptability and resilience to climate change including:

- Reducing overheating risk through passive measures prior to implementing active cooling
- Reducing flood risk through Sustainable Drainage Systems (SuDS), without significantly increasing embodied carbon emissions
- Incorporating green and blue infrastructure to mitigate overheating, flood risk, and contribute to biodiversity
- Minimising water use during operation through reducing water demand and incorporating rainwater or greywater harvesting, and
- Providing an appropriate landscaping strategy which supports local biodiversity suits current and future climate scenarios.

4.26 The measures listed above will deliver a development which is adaptable and resilient to climate change and limits environmental impacts to biodiversity, building occupants, and the local community.

Wider Environmental Benefits

4.27 The buildings delivered at the site will demonstrate environmental benefits through application of accreditation schemes such as BREEAM.

4.28 BREEAM considers the full range of environmental impacts to demonstrate how sustainability has been applied holistically, including:

- Management
- Health and Wellbeing
- Energy
- Transport
- Water
- Materials
- Waste
- Land Use and Ecology, and
- Pollution.

4.29 The environmental benefits of the site including net zero carbon, climate resilience and adaptation, and wider measures such as building accreditation will be delivered in combination with the economic and social benefits detailed above.



Understanding of the Site and Surroundings

This chapter represents an essential step between the Strategic Policy Context, Vision and Strategic Objectives and the Local and Strategic Outcomes



05

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This chapter represents an essential step between the Strategic Policy Context, Vision and Strategic Objectives and the Local and Strategic Outcomes set out in Chapters 1 - 4, and the requirements, proposals, parameters and guidance set out in Chapters 7 - 10.

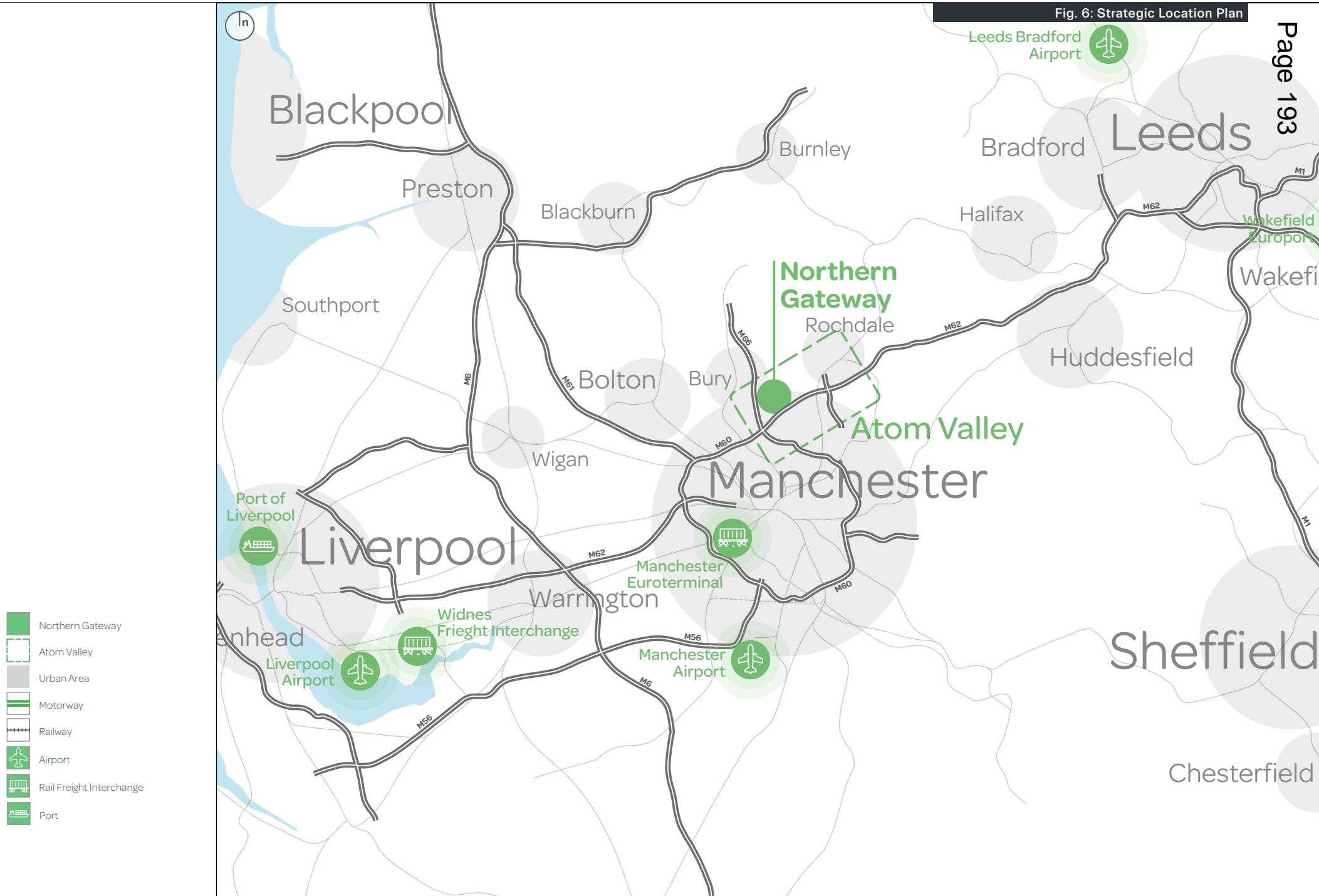
Strategic Location

5.1 Northern Gateway sits at a crucial juncture, encompassing the convergence of the M60, M62, and M66 motorways. This strategic and highly accessible location provides the site direct access to the UK motorway network. Within an hour's drive there are three major cities with international airports, two freight ports, and the West Coast Main Line, all supported by the strategic road network. The M60 facilitates connections to the rest of the Greater Manchester conurbation, as well as facilitating access into Manchester City Centre itself, just 7 miles away. The site benefits from being in close proximity to existing regionally renowned employment sites at Heywood Distribution Park and Pilsworth Industrial Estate.

5.2 Northern Gateway, alongside Kingsway Business Park and Stakehill, are within the Atom Valley, Manchester's Mayoral Development Zone (MDZ). Atom Valley is an ambitious employment initiative set to become an extensive and well-connected innovation cluster generating 20,000 high-quality jobs. Bringing together world-class research, manufacturing, and materials, it aims to shape the future while levelling up communities.

5.3 Frequent and wide-reaching rail services are available from Rochdale Station with direct connections to Manchester, Leeds, Chester and Blackburn. For rail freight, the site is 35 minutes from Manchester Euroterminal, 50 minutes from Wakefield Europort and two hours fifteen minutes from the Ham Hall (West Midlands) railhead.

Fig. 6: Strategic Location Plan



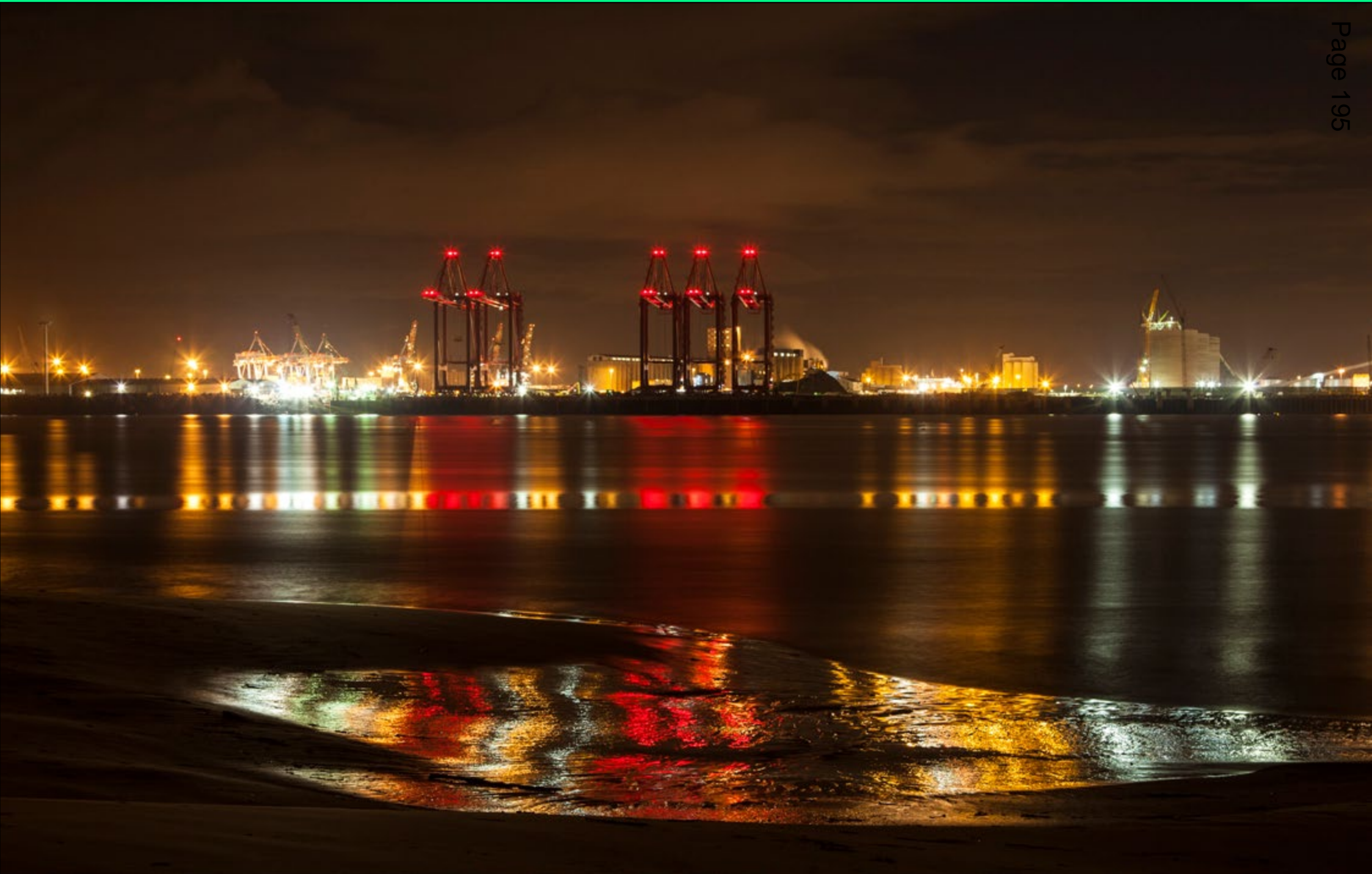
5.4 International and domestic flights and air cargo services are available from both Manchester Airport and Liverpool John Lennon Airport. As the UK's second-largest airport, Manchester currently handles around 100,000 tonnes of freight annually, connecting the North of England to c.200 destinations around the world. Manchester Airport lies approximately 23 miles away from the site, reachable within a 25-minute drive. In addition, Leeds Bradford Airport and Liverpool John Lennon Airport are both situated within an hour's drive from the site, offering further travel options.

5.5 Northern Gateway is around an hour's drive from the port of Liverpool and approximately two hours from Humberside's ports. Liverpool handles over 30 million tonnes of freight annually, although its new super port has recently opened to accommodate the world's largest container vessels, and Humberside has the main UK ports for a number of European, Scandinavian and Baltic destinations.

5.6 The Manchester Metrolink, renowned as the UK's largest light rail network, boasts several stations conveniently located within a short distance of the Northern Gateway, including Bury, Whitefield, and Rochdale Town Centre.

5.7 As part of the Greater Manchester Transport Strategy 2040, there is potential to introduce a Metro / tram-train service linking Bury and Rochdale, contingent upon securing funding and receiving approval based on the business case. This would utilise a section of the East Lancashire Railway, a leisure route between Heywood and Rawtenstall, which lies north of Heywood Distribution Park.

5.8 Rochdale and Bury stand as the nearest main town centres to Northern Gateway. Both boast lively and diverse retail options, complemented by an array of cultural attractions such as museums, art galleries and entertainment venues. Additionally, a multitude of dining and drinking establishments, and an indoor and outdoor market at Bury, add to the vibrant atmosphere. These towns also offer ample traditional community amenities, including schools, medical facilities, and green spaces. Heywood, which lies to the north of the site, provides a similar range of services on a more local scale.



Site Conditions

5.9 Analysis of the site has been undertaken to identify key constraints and opportunities associated with the site and its surrounding context. These constraints and opportunities form a strong evidence base to the plans and guidance included within this NGDF.

5.10 A diagrammatic summary of the opportunities to be maximised, and constraints to be considered arising from the technical assessments is set out in Figure SPD 5.7 at the end of this chapter.

Transport and Highways

5.11 The site is defined by a number of roads and highways along a majority of its boundaries as follows:

- M62 Motorway to the South
- M66 Motorway to the West
- Pilsworth Road to the North, and
- Queen Elizabeth II Way to the East.

5.12 In addition, the junction of the M62 and M66 with the M60 Motorway ('Simister Island') abuts the site to the South West and provides connections across Greater Manchester.

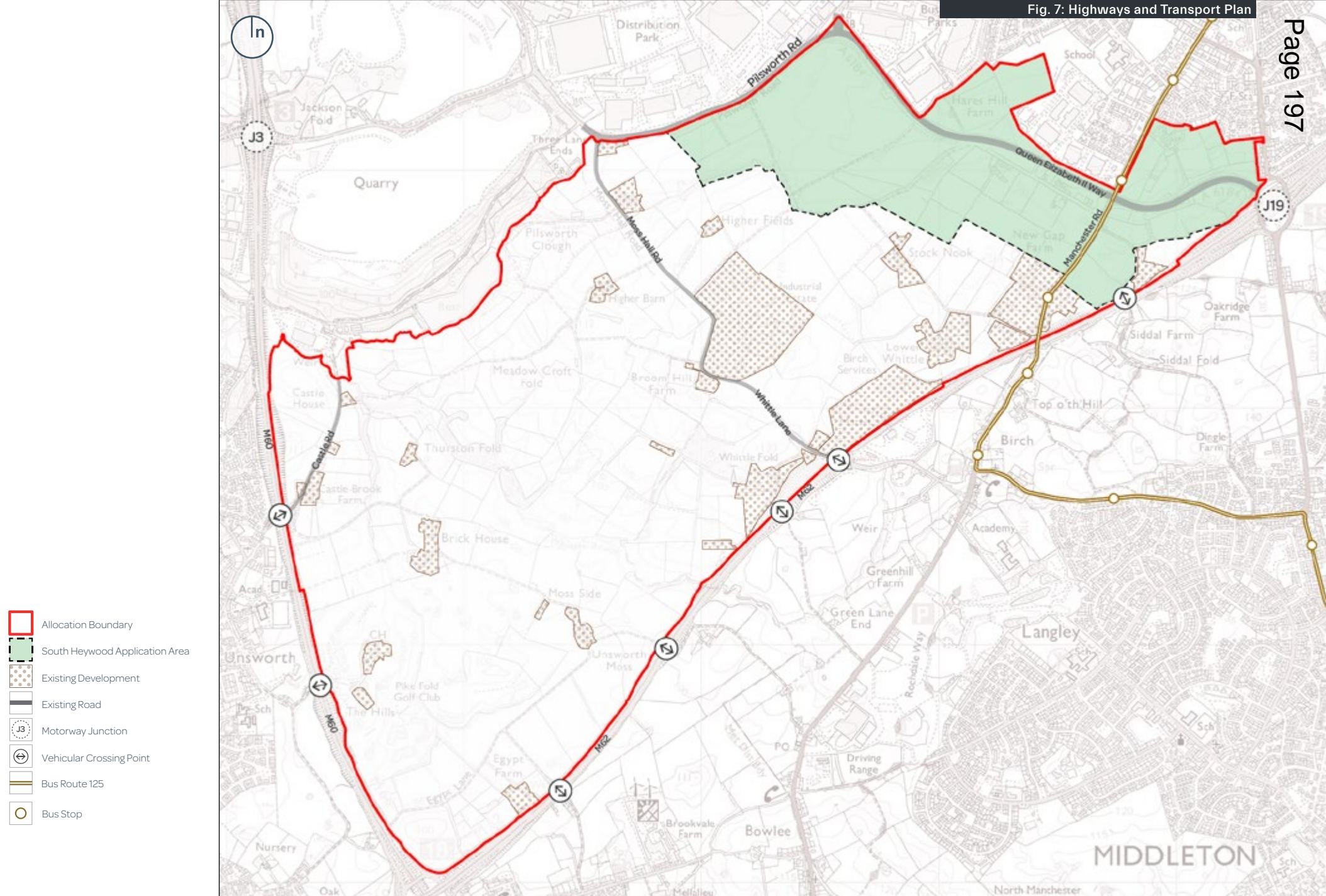
5.13 Access into the site is gained off Pilsworth Road along the site's northern boundary which provides direct access to Junction 3 of the M66 Motorway to those traveling north/south, and off Queen Elizabeth II Way along the site's eastern boundary which provides direct access to Junction 19 of the M62 Motorway to those travelling east/west.

5.14 Access into the site is also possible via Whittle Lane/ Moss Hall Road which runs north/south through the middle of the site, as well as Castle Road which crosses part of the site in the west and Manchester Road which crosses the eastern part of the site. Vehicle access into the site across the M62 Motorway is provided by Whittle Lane, Manchester Road and Queen Elizabeth II Way to the south, whilst Castle Road is the only vehicle access into the site over the M66 Motorway to the west.

5.15 There are a number of other existing vehicle crossing points which cross both the M62 and M66 Motorways into the site, but these are not designed for general traffic and provide 'access only' to a number of individual farms, dwellings and Pike Fold Golf Course. These crossing points are not deemed suitable for providing vehicular access for future proposals but will be retained for the purpose of providing pedestrian and cycle access across the motorways.

5.16 The 125 Bus Service which connects Heywood and Middleton is the only bus route which currently serves the site offering 1x hourly services in each direction. Other bus services are accessible in Heywood to the east and Unsworth to the west.

Fig. 7: Highways and Transport Plan



5.17 The approved South Heywood Masterplan currently being implemented in the easternmost part of the site includes provision for a number of new bus stops to accommodate new/extended bus routes in order to serve the development. This will likely significantly increase accessibility to the eastern part of the site in the next few years.

5.18 A number of proposals are currently being developed that have the potential to increase capacity on surrounding road and transport infrastructure. They include the following interventions:

- M66 Junction 3 / Pilsworth Road junction improvements
- M62 Junction 19 / A6046 Heywood junction improvements
- M66 Junction 2 / A58 localised junction improvements
- M66 Link Road, also known as the Western Links package and spans several road links and junction improvements east and west of M66 Junction 3
- Castle Road junction improvements, and
- Highway improvements on the local network.

5.19 In addition to the above, proposals to extend Junction 19 of the M62 are also in the early stages of development. Whilst the scale and form of such proposals are yet to be agreed, they have the potential to provide a new point of access into the southern part of the site providing direct access on to the M62.

5.20 Future proposals for the site will need to be developed in accordance with emerging highway infrastructure works and will therefore need to be drafted in consultation with key stakeholders including Highways England, Transport for Greater Manchester (TfGM) and local highways authorities. In accordance with the vision for Northern Gateway and wider strategic goals, proposals should also prioritise the promotion of more sustainable forms of transport and a model shift away from private road transport through the utilisation of high-quality public transport and active travel connections.

Public Footpaths

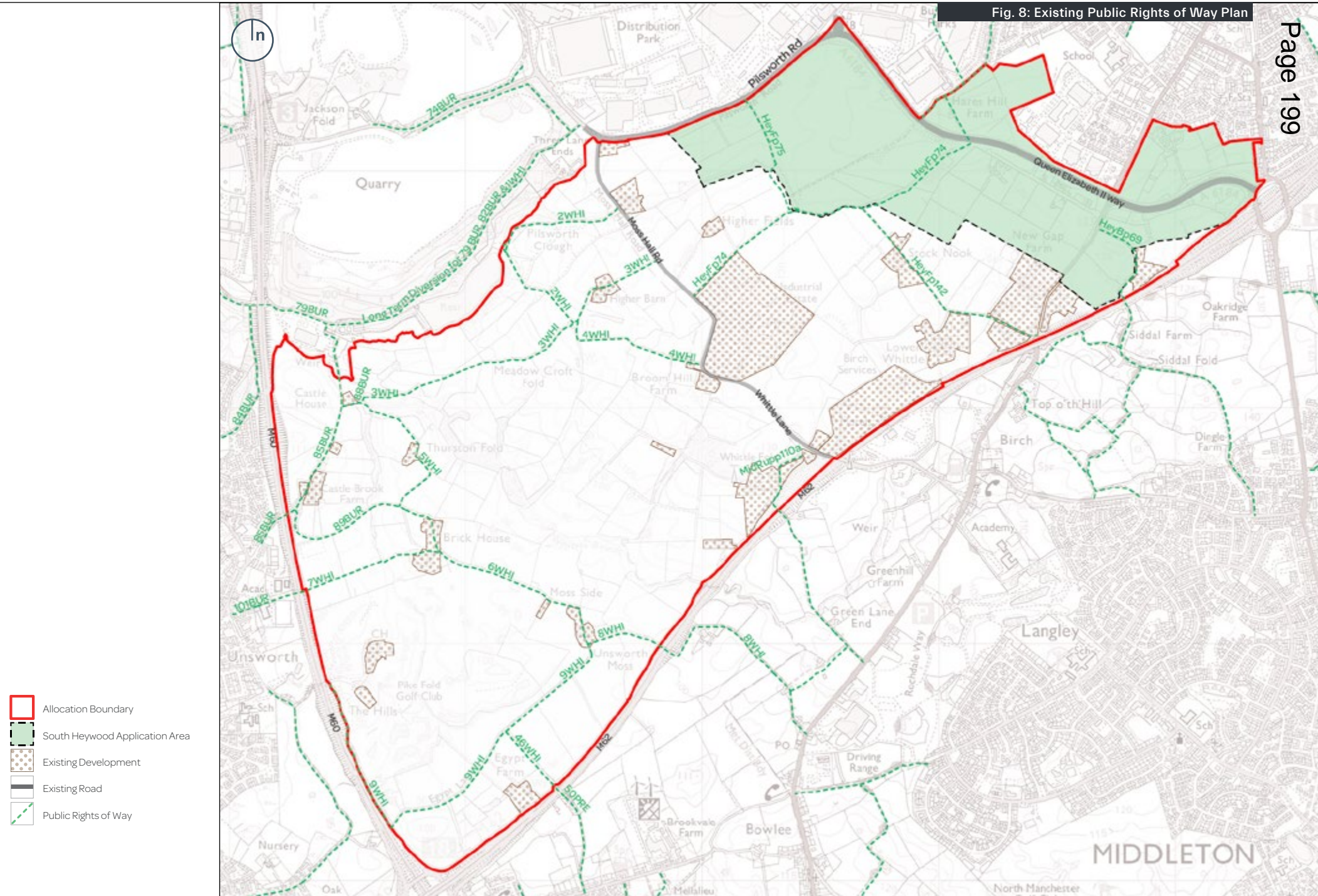
5.21 There are several Public Rights of Way (PRoW) crossing the site with many extending beyond the boundaries, forming good connectivity with the wider countryside, however the site is currently inadequately accessible for the local community as many of these routes are not readily identifiable on the ground, difficult to maintain, and provide reduced access for those with mobility issues, and are therefore infrequently used.

5.22 In the western extent of the site, the majority of the PRoW run along macadam surfaced farm access tracks. In the central extent of the site there is a good PRoW network, however in places these footpaths are unclear. Footpath 3WHI is a key link running across the centre of the site, connecting Castle Road to Moss Hall Road.

5.23 There are four PRoW footpaths which cross the M62 via single lane bridges, from east to west these are: MidFp114a, MidFp110 on Whittle Fold, 8WHI on Simon Lane and 46WHI on Egypt Lane linking the settlement of Simister to the site. Footpath 85BUR passes over the M66 on Castle Road whereas 7WHI passes underneath through Unsworth Academy grounds.

5.24 The aspiration at Northern Gateway is to create a permeable development, accessible to all, through the implementation of a well-maintained and high-quality footpath and cycleway network with retained and new links to the surrounding area. Where feasible, the existing PRoW should be retained in-situ, however it is expected that some footpaths may need to be diverted to facilitate development and take the opportunity to create a coherent and attractive footpath network.

Fig. 8: Existing Public Rights of Way Plan



Landscape and Visual Character

Landscape Designations

5.25 There are no World Heritage Sites, National Parks or National Landscapes (previously known as Areas of Outstanding Natural Beauty) located within close proximity of the site. Part of the site is currently located within a Special Landscape Area, as designated in the Bury Unitary Development Plan.

5.26 The site is located within National Character Area (NCA) 54 Manchester Pennine Fringe, with NCA 55 Manchester Conurbation located to the south.

5.27 The Greater Manchester Landscape Character and Sensitivity Report (2018) identifies the site as being located within three Landscape Character Types (LCTs); predominantly 'Mosslands and Lowland Farmland' and 'Urban Fringe Farmland', with the area around Brightley Brook to the north of the Site falling within 'Incised Urban Fringe Valleys'.

5.28 There are also three Landscape Character Areas (LCAs) within the site, namely LCA 25: River Roch, LCA 26: Prettywood, Pilsworth and Unsworth Moss, and LCA 27: Simister, Slattocks and Healds Green. The Greater Manchester Landscape Character and Sensitivity Report identifies LCA 25, associated with the River Roch, as having 'moderate to high' sensitivity to commercial development and 'moderate' sensitivity to residential development. It should be noted that only a small part of the site at the northern boundary around Brightley Brook falls within this LCA. LCA 26 and 27, which cover the majority of the site, are assessed as having 'moderate' sensitivity to both commercial and residential development.

Visual Baseline Summary

5.29 The surrounding views are an important aspect of the visual amenity of the site, with long distance views available to the north being a key characteristic. Local receptors within the site and outside the boundaries consist mainly of farms and associated residences, as well as users of the public footpath network through the site. Within the north eastern part of the site industrial units dominate views, giving an overall more industrial feel to this part of the site. The Pilsworth landfill site also forms a prominent feature on the skyline to the north.

5.30 The M62 forms a dominant feature in the view to the east/south-east along with its associated infrastructure and lighting. The vertical elements of pylons, telegraph poles and lighting columns are a continuing theme throughout the site.

5.31 Development at Northern Gateway should be incorporated successfully into the local landscape setting. This should be achieved through the provision of accessible and high quality green and blue infrastructure; and where possible, the retention, replacement and enhancement of the brooks and their u-shaped valleys, mature trees, hedgerows and woodland blocks.

5.32 Long distance views are available out of the site and across the site from the M62. Retention of such views should be considered where feasible to maintain the connection of the site to the wider landscape.



Topography

5.33 The topography of the site is situated within a transitional zone between elevated, open moorlands and densely populated urban areas on lower ground.

5.34 The southern extent of the site comprises mainly flat fields at a similar level to the adjacent M62 motorway allowing direct views between the site and motorway. A small area of localised mounding is present in the south-western extent of the site adjacent to the M62/M66/M60 junction. Pike Fold Golf Course is an undulating site with a parkland character.

5.35 The western extent of the site, between the M66 and Whittle Brook (with the exception of Pike Fold Golf Course mentioned above) comprises gently undulating fields dissected by Castle Brook heading south from Whittle Brook. Whittle Brook follows a wooded u-shaped valley as it dissects the site.

5.36 The mid-section of the site between Whittle Brook and Whittle Lane/Moss Hall Road comprises more undulating landform than the west, which rises above the adjacent motorway. The area has a more heavily vegetated feel and the change in landform enhances this characteristic. U-shaped valleys of the brooks add character to the site and create distinguishable features. Although the brook valleys are dry in some areas, the landform clearly shows their former presence.

5.37 The eastern extent of the site lies to the east of Whittle Lane/Moss Hall Road. Farm properties at Stock Nook and Lower Whittle accessed from Dr Fold Lane are located within undulating pastureland with outgrown hedge field boundaries creating a similar character to the midsection of the site. There are also linear groups of woodland. The landform begins to fall away to the north before rising again in this area, allowing long views in a northerly direction. The far eastern extent of the site comprises mainly flat fields which are currently under development as part of the approved South Heywood Masterplan.

5.38 The design of the site will be seeking to regrade topography and create development plateaus. A cut and fill balance should ensure to minimise the impact on the existing setting. The plateaus should provide scale and flexibility to unit sizes to attract a variety of occupiers whilst the distinguishable u-shaped valleys of the brooks should be retained to maintain these landscape features.

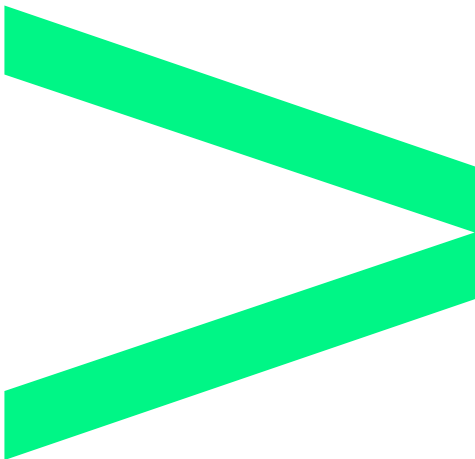





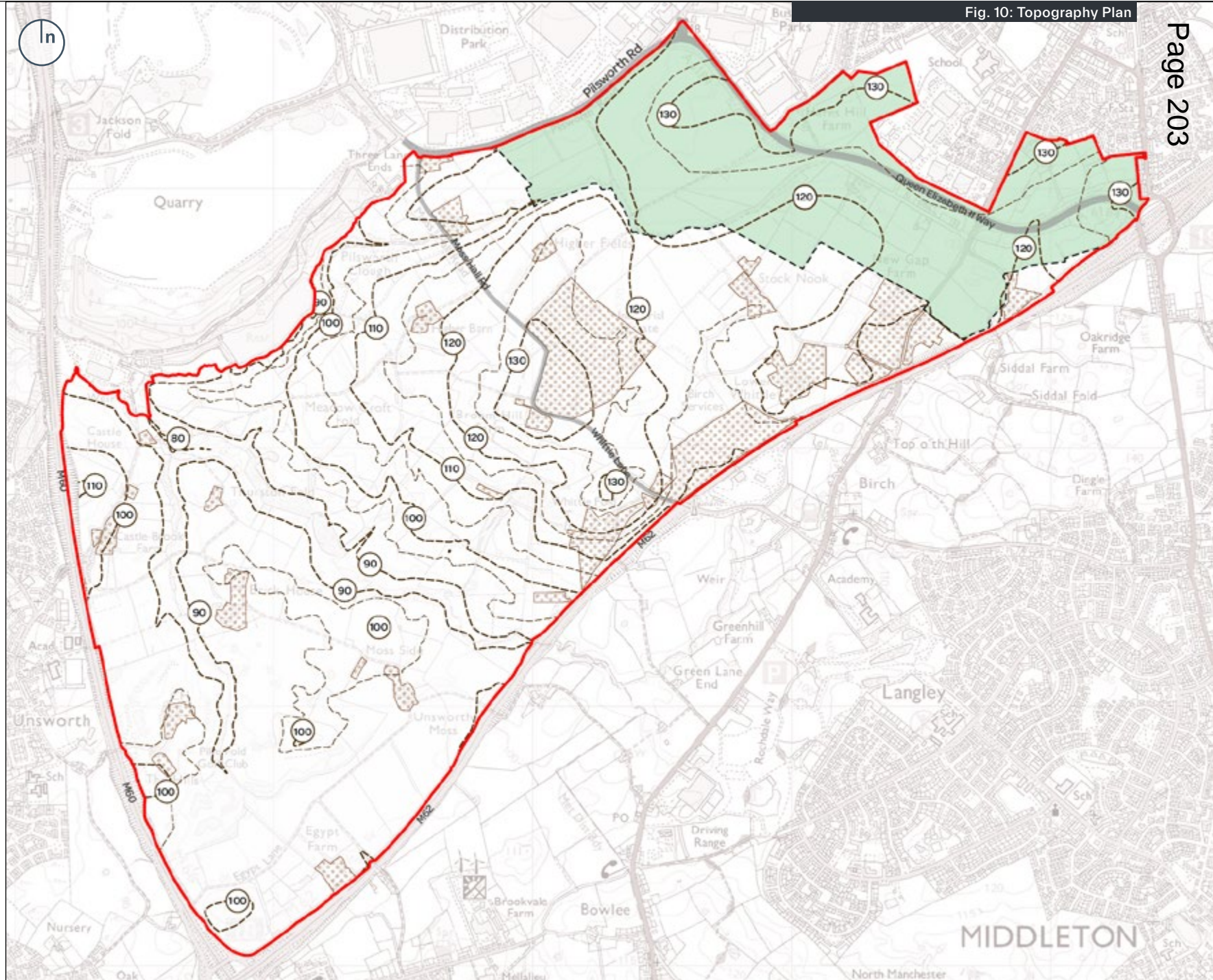


Fig. 10: Topography Plan

-  Allocation Boundary
-  South Heywood Application Area
-  Existing Development
-  Existing Road
-  Topography





Arboriculture

5.39 The site's existing tree stock comprises a mix of individual trees, collective groups of trees and pocket areas of woodland of largely good to moderate quality spread throughout the site. The majority of tree cover is situated within established field boundary hedgerows, with the addition of sporadic, incidental pockets of tree cover within the field parcels.

5.40 The most notable tree stock comprises areas of mature woodland that is situated on the banks and within influence of Whittle Brook as well as several mature individual specimen trees. The woodland provides a notable contribution to the site's landscape, whilst providing a natural habitat corridor through the western part of the site. Additionally, there are a number of spurs that veer off from the woodland to the east, all of which are of moderate to high quality.

5.41 Other notable tree covered areas are those that align the eastbound carriageway of the M62, and those that align the southbound carriage way of the M66. These trees provide a good buffer from the adjacent carriageways, in addition to contributing to the local landscape. Trees situated within the bounds of Pike Fold Golf Course broadly comprise linear strips of structural tree planting and sporadic crescents of trees aligning the fairways and greens respectively.

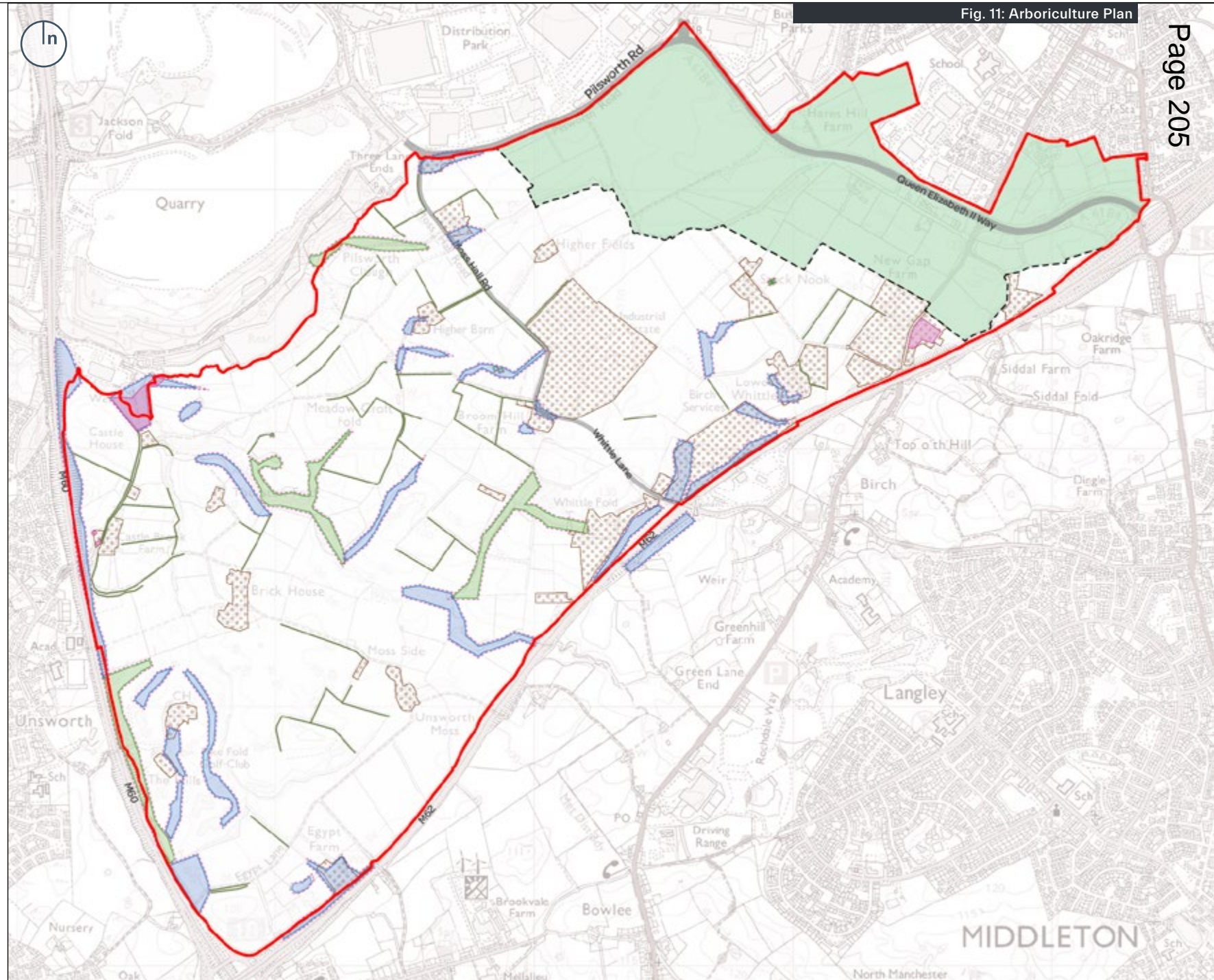
5.42 There is a vast network of hedgerows that span across the entire site, situated almost exclusively at the field parcel boundaries, or aligning the internal private access roads. These are of moderate quality in terms of their arboricultural merits, species diversity and contribution to habitat connectivity across the site.

5.43 A landscape-led approach should be applied to ensure the retention and enhancement of natural assets, where feasible, and their integration into the development. The existing mature tree cover and trees with notable amenity value should be used to inform the green infrastructure network within and across the site. Where natural assets can be retained, suitable development buffers should be applied.

5.44 Any tree and hedgerow losses should be mitigated on-site through the creation of new tree planting, woodland enhancement and hedgerow connections. Given the widespread nature of the site, there is an opportunity to increase and strengthen tree canopy and hedgerow cover across the site with new native planting set within a connected green infrastructure network.

Fig. 11: Arboriculture Plan

- Allocation Boundary
- South Heywood Application Area
- Existing Development
- Existing Road
- High Retention Value Trees and Hedgerow (CAT A) and associated Development Offset
- Moderate Retention Value Trees and Hedgerow (CAT B) and associated Development Offset
- Tree Preservation Order (TPO)
- Indicative Location of Established Hedgerow (CAT B - Moderate Retention Value)





Ecology

5.45 There are no European or Nationally designated sites within the site. The only European or Nationally designated site within 2km of the site is the Rochdale Canal Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI) which is located c. 1.8km to the east of the allocation boundary. There are two Local Nature Reserves (LNR) within a 2km radius of the site – Hopwood Woodlands LNR approximately 1.7km to the east and Hollins Vale LNR approximately 100m to the west on the other side of the M66. There are ten Sites of Biological Importance (SBI) within a 2km radius of the site. Pilsworth SBI lies to the immediate north of the site.

5.46 The site predominantly comprises improved grassland and occasional fields/areas of poor semi-improved grassland, both of which are of low ecological value. There are occasional fields/areas of semi-improved neutral grassland and areas of marshy grassland within parts of the site which had poor drainage, both of which are considered of good ecological value.

5.47 The most ecologically valuable habitats (in terms of intrinsic value and wider value to wildlife) are situated along the Whittle Brook and tributaries corridors supporting a mixture of woodland, scrub and riparian grassland habitat. Four broadleaved semi-natural woodlands, identified as Habitats of Principal Importance (HPI), are located along the site boundaries; two are mature woodlands associated with Pilsworth SBI located along the northern site boundary. The site also contains a number of open water ponds and a number of field ditches which provide good ecological value.

5.48 The scrub/grassland across the Whittle Brook and tributaries corridors have been demonstrated to support birds of conservation concern including Barn Owl and Grasshopper Warbler. The agricultural grassland has

also been shown to support ground-nesting birds of conservation concern such as Lapwing and Skylark. A number of the ponds have been shown to support or have potential to support Great Crested Newts. The site also is known to support a range of other protected and notable wildlife including farmland and wintering birds, roosting bats, badgers, brown hare and riparian mammals.

5.49 The ecological strategy for the site will target benefits for the above species and apply best practice principles of the mitigation hierarchy outlined in the GMCA's guidance for biodiversity net gain and also BS:42020: avoidance, minimisation, restoration, offsetting. The hierarchy should be applied at the earliest design stages.

5.50 It will be necessary for future development at Northern Gateway to compensate for habitat losses where avoidance and mitigation measures are not possible. Compensation should be provided on-site and only where it is robustly evidenced that this is not possible, off-site measures could be considered to ensure priority habitats expected for loss are compensated for on a like-for-like basis and development overall achieves a net gain in biodiversity in line with national and local policy requirements. Where any off-site compensation is demonstrated as being necessary, this should be secured in the local area wherever feasible.

5.51 Ecological improvements should include the retention and enhancement of the Whittle Brook and tributaries corridors and associated riparian habitats as well as areas of woodland in the site and alongside the motorway edges. Additional green infrastructure corridors should be created throughout the site which enhance habitat connectivity on site and to neighbouring habitats off-site. Future development should have regard to the Greater Manchester Local Nature Recovery Strategy and the potential opportunities to improve and join up wildlife sites which contribute to Greater Manchester's Nature Network. Development should be directed to lower value habitat areas whilst retaining those areas of most value wherever possible such as the ponds, watercourses and woodland. There must be an overall improvement in habitat value which should be supported with a management plan for the site to promote wildlife.

Flood Risk and Drainage

5.52 There are four watercourses within the site that are classified as Main Rivers. Whittle Brook flows from south east to north west across the site. Castle Brook flows south to north and converges with Whittle Brook and is renamed to Hollins Brook. Brightley Brook flows from east to west through the northern area of the site and also converges with Hollins Brook, a tributary of the River Roch.

5.53 Environment Agency mapping identifies that the majority of the site is located within Flood Zone 1 (i.e. land assessed as having a 0.1% or lower annual probability of river flooding). There are areas along the banks of both Whittle Brook and Brightley Brook that have been identified as areas of Flood Zone 3 (i.e. land with a 1% or higher annual probability of river flooding).

5.54 Analysis of the site concludes that flood risk to the development from existing fluvial (rivers and watercourses) sources is low. For mitigation, the watercourses should be retained and an 8m easement free from development should be applied to either side of the watercourses. The easements provide green/blue corridors along these channels providing an opportunity for SuDS features, biodiversity enhancements and recreational areas as well as flood risk mitigation.

5.55 Surface water flooding within the site is considered low risk. There is an intricate network of overland flows and ponding throughout the site (at various levels of risk) which drain overland into existing watercourses. The Development Framework should maintain the natural overland flow routes and design out the areas of ponding which would present a flood risk to structures in that area.

5.56 A surface water drainage strategy should promote the widescale use of sustainable drainage features in accordance with the CIRIA SuDS Manual. To ensure that flood risk is not increased at the site or elsewhere as a result of the development, surface water runoff from the development should be restricted to the existing greenfield runoff rate. Flood risk from the development should be mitigated through these features and water quality should be improved by following the recommendation for pollution prevention for large scale commercial/industrial schemes.

5.57 No public surface water sewers have been identified within the site. Surface water run-off will be discharged into the ground through multiple infiltration structures or to the watercourses within the site at the limiting discharge rates.

5.58 No public foul sewers were identified within the development boundary, therefore foul water will be pumped to a new or existing point of discharge specified by United Utilities, outside of the boundary of the site.

5.59 In line with PfE Policy JP-D1, engagement with United Utilities to develop an acceptable surface water and foul water drainage strategy for any future proposal will be required and is likely to include upgrades of the existing public sewer network and nearby Bury Wastewater Treatment Works.



Built Heritage

5.60 There are no World Heritage Sites, Scheduled Monuments, Registered Battlefields or Protected Wrecks within the site or in close proximity. There are six Listed Buildings, one Registered Park and Garden and one Conservation Area immediately surrounding the site. The Listed Buildings are all Grade II, and date from the postmedieval to the modern period, of which the below two are within the site:

- Brick Farmhouse (1067266) is a Grade II Listed Building. It is a presumed 17th century brick 2-storey building, with front rendering and 20th century renovation. It has a dated tablet inscribed 'Adam/Gafell/Octob 21/1981' and is thought to be the oldest brick-built farmhouse in the area. This lies on Griffe Lane in the west of the site.
- Lower Whittle Farmhouse (1068502) is a Grade II Listed Building and dates from the 17th century and is a timber-framed structure with substantial 18th century rebuilding of parts and 19th century renovations. This lies off Doctor Fold Lane in the east of the site.

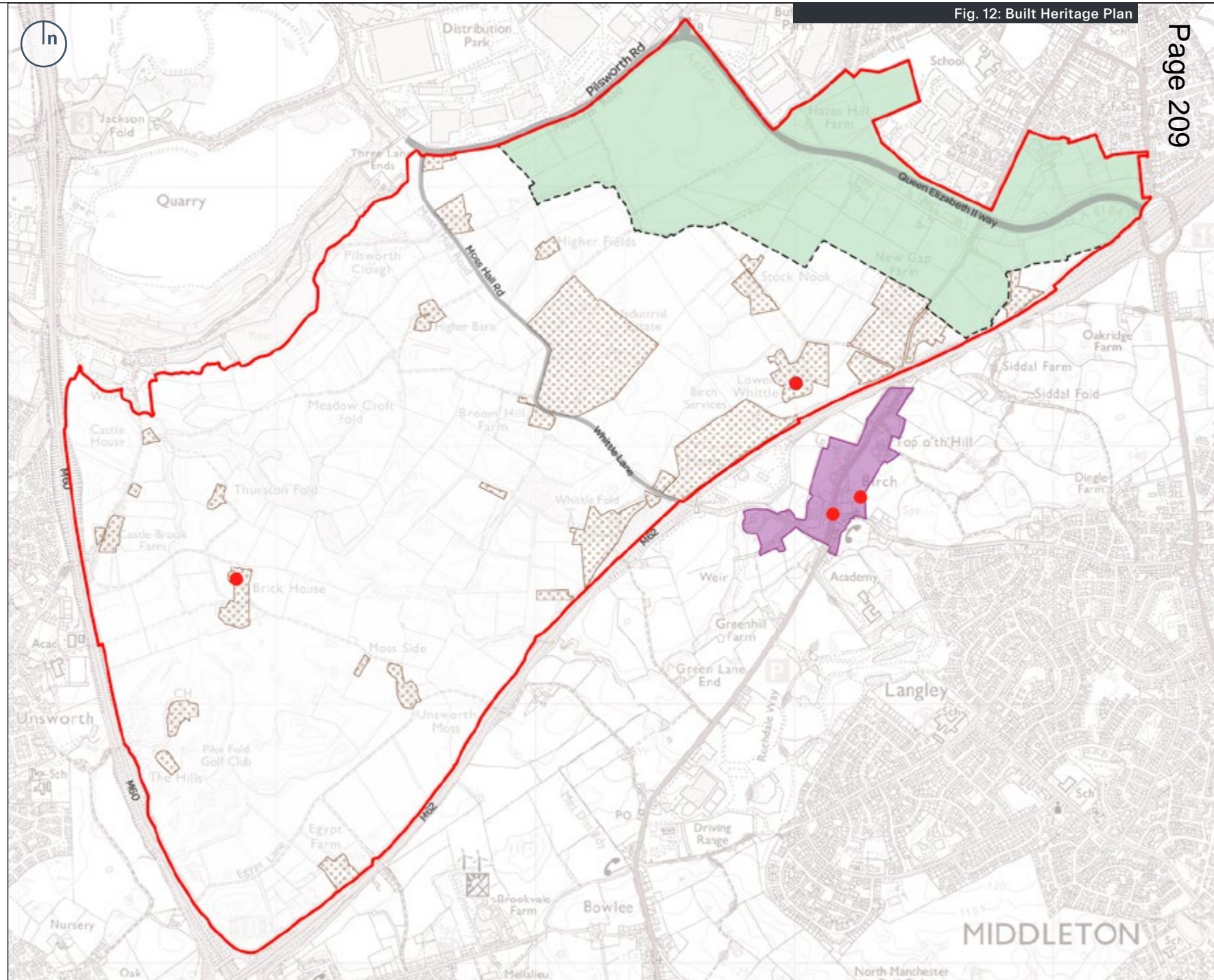
5.61 The Registered Park and Garden, Heaton Park (1000854), is Grade II registered and dates from the post-medieval period. The Conservation Area of Birch Village (DGM4496) is comprised of a characteristic combination of early 19th century industrial architecture and late 19th century high-quality Arts and Crafts style residences. Both designations are outside the site but within the 1km study area.

5.62 In addition, there are 13 Locally Listed Buildings (non-designated heritage assets) within the site and also 13 Greater Manchester Historic Environment Record (HER) entries with further entries sited just outside of the boundary to the site. Towards the centre of the site, one of the most significant Locally Listed Buildings within the site is Meadow Croft Fold, which includes a derelict two-storey Georgian farmhouse, with two brick-built threshing barns to the north. The farmhouse itself is currently in a poor condition after extensive fire damage.

5.63 Listed Buildings, and their setting, within the site should be incorporated into the Development Framework to preserve the heritage of the area. The potential impact of any development on designated assets within the 1km study area and surrounding landscape should be considered.

Fig. 12: Built Heritage Plan

- Allocation Boundary
- South Heywood Application Area
- Existing Development
- Existing Road
- Designated Heritage Assets
 - Conservation Area
 - Grade II Listed Building



Archaeology

5.64 There are no archaeological constraints that would preclude development of the site however, there are several areas of potential archaeological interest within the site.

- Meadow Croft Fold - Archaeological assessment of Meadow Croft Fold to date, including a programme of trial trenching and shovel Test Pitting, has confirmed this area as the site of a Medieval iron smelting works and small-scale settlement. Further mitigation in the form of a strip, map and record programme of works is recommended before development.
- Whittle Brook - Whittle Brook is a suggested iron smelting site based on the results of archaeological investigations in 1984. Whilst these investigations are not conclusive in proving that a bloomery (a type of furnace for smelting iron) existed here, it is a possibility.
- Unsworth Moss and Siddal Moor - Preserved organic palaeo environmental remains may be present at Unsworth Moss and Siddal Moor, due to the areas of peat and previously recorded deposits within the locality.
- Castle Brook - The earthwork remains at Castle Brook Farm may be indicative of a prehistoric settlement/camp, with the feature situated on a well-drained spur above Castle Brook.

5.65 In advance of development within the site further geophysical surveys, archaeological evaluation and palaeo environmental sampling would be undertaken as required and archaeological mitigation strategies may subsequently be required in agreement with GMAAS. Future development at the site will subsequently be informed by the results of this programme of archaeological works.

Utilities

5.66 The ability to provide key services for the site is a fundamental aspect of delivery and has been considered from the outset. The following summary sets out how the development can be served by sufficient electricity, gas, water and telecommunications, as well as identifying any existing services across the site that have informed the Development Framework.

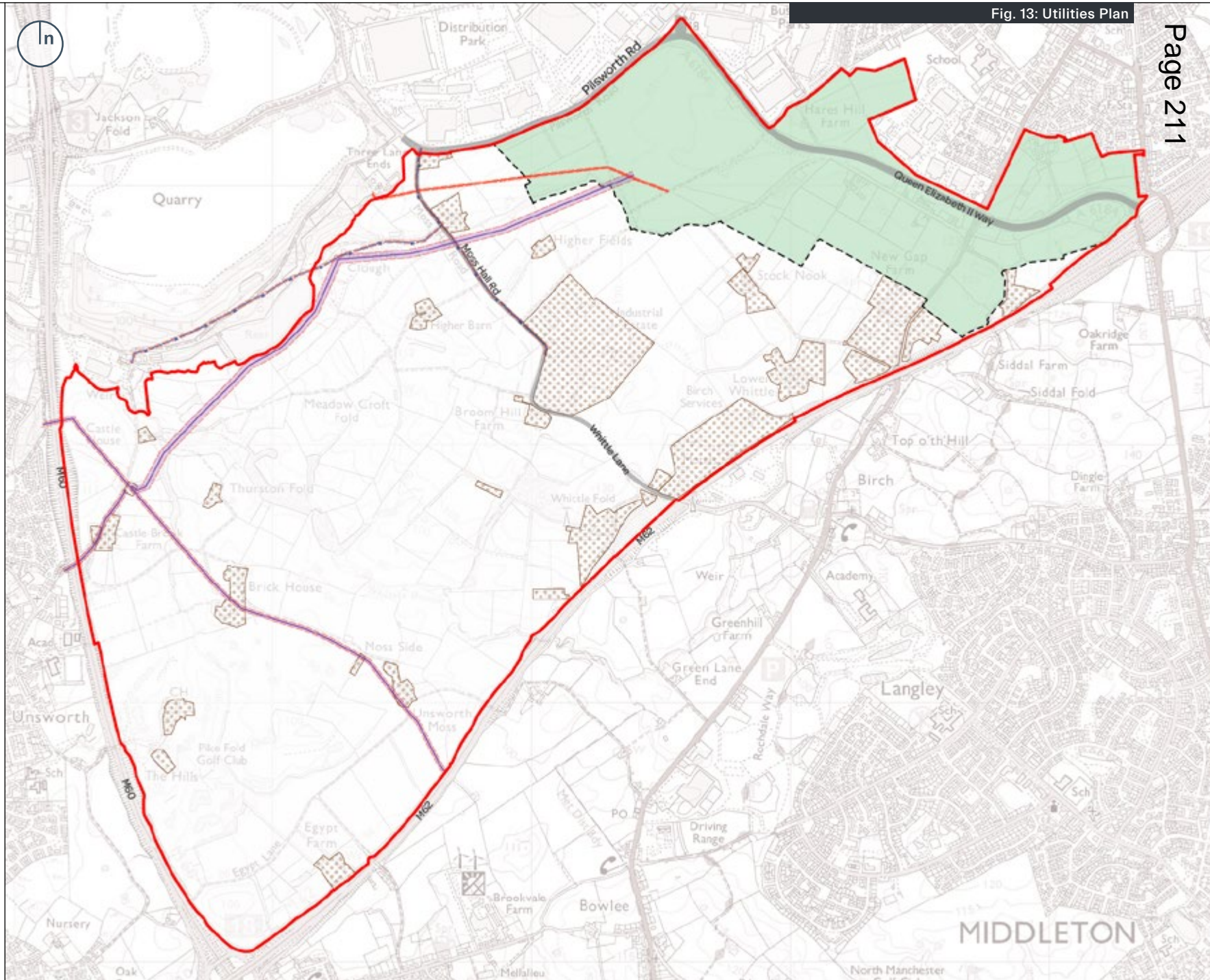
- Electricity – Through discussions with Electricity North West it is anticipated that a new primary 33kV substation will be required to serve the proposed development, and a Point of Connection has been identified by Electricity North West. From the new primary substation a further network of 11kV substations will be distributed throughout the site.
- Gas – There are localised high pressure gas mains within the site. The Warthfold – Middleton pipeline runs through the northern part of the site and is subject to an easement of 6 metres along with a building proximity distance restriction of 8 metres extending either side of the pipeline from the centre point. The Whitefield – Castleton pipeline runs from north west to south east across the site south of Whittle Brook to the M62. The pipeline is subject to a 12 metre easement along with a building proximity restriction of 15.5 metres extending either side of the pipeline. The Phillips Park intermediate pressure pipeline lies underneath Castle Road and is subject to an easement of 9 metres and

a building proximity restriction of 6 metre extending either side of the pipeline from the centre point. Cadent Gas have confirmed that the current mains have sufficient capacity to support the load required for the development without any reinforcement works. These are key constraints which have been accommodated within the Development Framework as Green Infrastructure and active travel corridors and should be incorporated in all future development at Northern Gateway.

- Water – There are two water mains running through the northern part of the site. There may be the potential to divert these to accommodate development and re-modelling works should be undertaken to provide a water supply within United Utilities standards of service which is suitable for the end use of the development.
- Telecommunications – Telecommunications are already being implemented through the South Heywood Development to provide BT Openreach and Virgin Media communication network coverage. The operators will extend their coverage to provide high speed data and fibre networks throughout the development. Further engagement with telecommunications groups will inform any potential new and upgraded infrastructure for mobile telecommunications to provide the new businesses, population and workforce, with reliable and high-speed connectivity.

Fig. 13: Utilities Plan

- Allocation Boundary
- South Heywood Application Area
- Existing Development
- Existing Road
- LHP Gas Line & Easement
- Water Trunk Mainline & Easement
- Water Dist. Mainline & Easement





Noise

5.67 Parts of the site are dominated by road traffic noise sources from the M62 to the south of the site and M66 to the west. Noise from farming, commercial and industrial uses are also present in parts, within isolated areas within and adjacent to the site. Generally, there are a limited number of noise sensitive receptors within and around the site however these include private residential premises.

5.68 The incorporation of key design measures will mitigate against any adverse noise impacts at Northern Gateway. Appropriate mitigation measures for the development may include adequate separation distances between 'noisy' employment uses and residential properties; or orientating service yards/access routes away from residential properties where possible, and the use of localised screening in the form of bunds or fences as well as restriction of deliveries / servicing times within areas closest to residents. Such mitigation should be considered at the outset of a design concept, and where proposed development is close to sensitive noise receptors (such as housing) then applicants should clearly demonstrate how noise mitigation has been carefully considered to protect the amenity of existing and future housing.

5.69 In addition to the relationship between the residential uses and the proposed employment uses, measures should be incorporated into the design of the new residential areas to provide mitigation to existing sources of noise, which is predominantly dominated by road traffic. Mitigation should include incorporation of a minimum stand-off distance of 50 metres from the nearest motorway carriageway, orientation of buildings towards noise sources (with gardens positioned to the rear to screen private external amenity areas) and the use of boundary treatments, such as bunds or barriers, between residential areas and motorway boundaries to provide additional screening from sources of transportation noise.

Air Quality

5.70 Motorway emissions associated with the M66 and M62 are considered the greatest source of emissions surrounding the site. Greater Manchester have declared an Air Quality Management Area for Nitrogen Dioxide (NO₂) attributed to the motorway network. Future development traffic has the potential to increase pollutant levels in the area and affect levels within the Air Quality Management Area. However, with the implementation of best practice air mitigation measures, in the form of sustainable transport options, it is not expected that there will be adverse effects in terms of air quality as a result of the development.

5.71 Any stand-off from the motorways required due to the noise constraints for residential elements of the scheme is likely to be sufficient as a form of mitigation for Air Quality for any future occupiers of dwellings. It is not considered that there are likely to be any air quality risks associated with the commercial aspect of the development. However, where possible, mitigation should be considered.

5.72 Opportunities exist to improve the environment with respect to air quality through the design of the scheme. This should include positioning sources of emissions (e.g. spine roads) away from sensitive receptors where feasible, the provision of green and blue infrastructure networks to provide health benefits to workers and residents and provision of Electric Vehicle “fast charge” points across the development. Additional measures should encourage sustainable means of transport, including cycling and walking, through the delivery of improved public transport infrastructure and layouts with good accessibility as well as a comprehensive Travel Plan to educate occupiers and encourage use of these measures.

Geo-Environmental

5.73 No geotechnical or geo-environmental constraints have been identified which would prevent future development of the site.

5.74 The site predominantly comprises agricultural land which is not expected to be significantly contaminated. The following potential geo-environmental contamination risks have been identified along with potential mitigation below:

- Pilsworth Landfill - Ground gas protection measures may be required for any new build residential properties.
- Historic area of bleach works in the north east of the site - Remediation of contamination and where possible reuse of the end material.
- Backfilled quarries/pits - Assessment of material and remediation and, where possible, re-use of material.
- Ground gas migration from mineworkings and generation from the peat - Grouting of mineworkings. Ground gas protection measures may be required in new build residential properties.
- Lignite in peat in the south west - Placement of lignite at depth if it is present near surface or removal off site.
- Potential for contamination of shallow groundwater - Consideration of contamination if shallow groundwater present in contaminated parts of the site

5.75 Intrusive ground investigation, assessment and detailed remediation to mitigate these risks should be undertaken before future development comes forward.

5.76 The British Geological Survey (BGS) geological map shows an area of peat deposits within the far south west corner of the site, as shown on Figure 15. However, two site investigations of this area have been undertaken which confirm that there are no peat deposits in the vast majority of this area. Peat deposits are limited to the east of the southbound slip road of the M66 and west of Egypt Lane. Within this area, peat is present in isolated locations to depths which are no greater than 0.75m below ground level (bgl) and in most cases far less. The limited presence of peat within the site will not provide a constraint in terms of geo-technical design and is unlikely to be significant in terms of loss of a soil resource.

Geo-Technical Summary

5.77 Geotechnical aspects to consider at the site include mining, compressible peat deposits, backfilled quarries and pits and groundwater presence. Intrusive investigation should be undertaken before future development comes forward to assess these aspects further and identify standard mitigation measures as required. The ground should be characterised for cut and fill works and for foundation design.

Site Constraints and Opportunities

5.78 As set out in previous sections, there are no known technical constraints which would preclude the proposed development of the site. The following constraints and opportunities have been important considerations in the design of the Development Framework Plan and should be considered in future development at the site.

Constraints

- Current capacity of the existing two main access points from the M62 J19 and Pilsworth Road.
- Mineshafts, probable shallow coal mine workings, within the northern area of the site.
- Watercourses across the site - Whittle Brook, Castle Brook and Brightley Brook with areas of Flood Zone 2 and 3 along their banks. Buffer zones should be applied.
- Mature trees, hedgerows and woodland blocks are present throughout the site. Where possible these should be retained and enhanced. Where retention is not possible, adequate compensation for any losses should be provided.
- Ecological habitats including ponds, trees, grasslands and buildings with bat potential. Mitigation required for the loss of great crested newt ponds/habitat (either on-site or through District Level Licensing), replacement roosts for bats (either through bespoke features or integrated within new built form) and greenspace for wildlife in general.
- Services across the site including localised high pressure gas mains in the northern and western parts of the site and water mains in the north.
- Existing Public Rights of Way across the site.
- Two Grade II Listed buildings - Lower Whittle Farmhouse and Brick Farmhouse.
- Long views available to Scout Moor and Holcombe Hill. Retention of such views should be considered where feasible to maintain the connection of the site to the wider landscape.
- Noise and air quality considerations from the proximity of the M62 and M66 motorways.
- The relationship with surrounding existing uses on the site and adjacent to the site.
- Minimise the effects of the development on residential properties situated within the site and the surrounding area considering their setting and views.



Opportunities

- Creation of a new brand and identity for the area/region.
- Employment led development with a strong sense of place to attract a wide range of business sectors and employment opportunities for all. The development will create a range of socio-economic benefits and add social value.
- High-quality market and affordable housing range.
- Sustainable design and construction through low carbon, resource efficient building design and the use of innovative energy technology to ensure the development is resilient to climate change now and in the future.
- New Community Infrastructure in the form of a new school and sports pitches at South Heywood and new areas of retail and other ancillary facilities.
- Creation of additional green infrastructure corridors throughout the site which enhance habitat connectivity on site and to neighbouring habitats off-site.
- Blue/green infrastructure opportunities along Whittle Brook and Brightley Brook for movement, recreation and enhanced biodiversity as well as sustainable drainage.
- Extend tree planting along the motorway corridors to serve a double purpose of enhancing landscape and visual amenity and promoting wildlife corridors.
- Areas of public recreation along Whittle Brook and Brightley Brook with connections to Pilsworth fisheries.
- Improved highways infrastructure at nearby local and strategic junctions.
- Improved transport infrastructure through a range of modes including potential introduction of Bus Rapid

Transit linking to local communities and travel hubs and circular bus routes around Northern Gateway based on quality bus corridor principles. Links to proposed key regional transport schemes such as Metrolink extension to Middleton, Rochdale - Heywood - Bury Tram/Train and Bus Rapid Transit connections to/from Manchester city centre.

- Improved Public Right of Way network with additional high-quality walking and cycling routes links throughout the Site to maximise site permeability and off-site connections to surrounding neighbourhoods.
- Develop a management plan for the site to promote green and blue infrastructure, nature conservation assets, habitats and wildlife which provides health benefits to workers and residents as well as creating a visually attractive environment.



Key Development Principles

This chapter illustrates how an understanding of the site, its constraints and opportunities, has informed a design approach which has result in the illustrative Development Framework Plan contained within this NGDF.



06

Atom
Vallée

06. Key Development Principles

This Chapter illustrates how an understanding of the site, its constraints and opportunities, has informed a design approach which has result in the illustrative Development Framework Plan contained within this NGDF.

6.1 The Design Approach and Development Framework Plan integrate the key influences and objectives identified within the strategic context and local planning policy framework (Chapter 2) and analysis of key issues and opportunities (Chapter 6). They expand upon and provide clarity on how our Vision and Strategic Objectives (Chapter 3) should be applied spatially as part of a joined-up and comprehensive Development Framework.

6.2 Development at the site will need to be delivered across a range of different land ownerships and through multiple planning applications. The NGDF and supporting Development Framework Plan is therefore intended to help to promote the delivery of a cohesive development across the entire site and avoid fragmented or piecemeal development and should be seen as a positive tool to help facilitate and expedite the planning and development process. Developers and their design teams should consider the design approach when bringing forward proposals for the site.



The NGDF and supporting Development Framework Plan is therefore intended to help to promote the delivery of a cohesive development across the entire site and avoid fragmented or piecemeal development and should be seen as a positive tool to help facilitate and expedite the planning and development process.

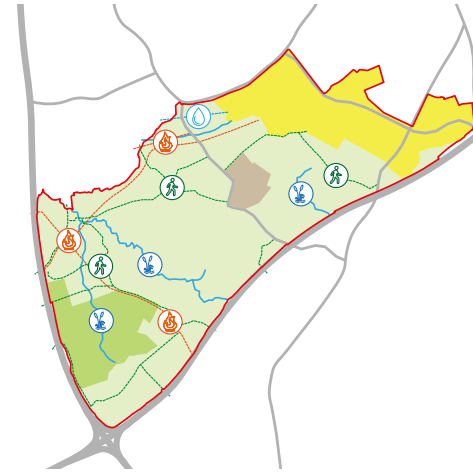


Design Approach



Step 1: Comprehensive Approach

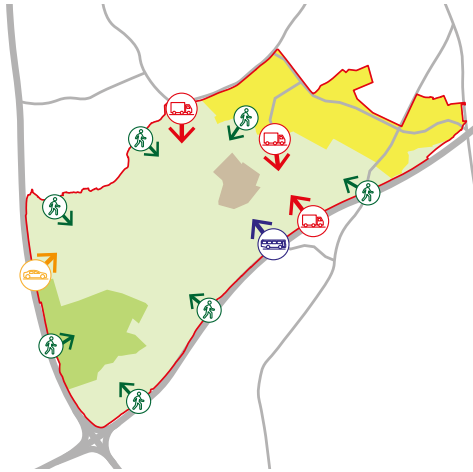
6.3 A comprehensive approach to the site considers the entire area within the allocation boundary as a single comprehensive entity. This approach has allowed for an illustrative Development Framework Plan to be developed in order to fully utilise and maximise the site's development potential.



Step 2: Spatial Constraints

6.4 A thorough analysis and plotting of the site's known physical constraints has been undertaken in order to recognise the spatial impact they have on the Development Framework Plan. This ensures that the design response is both site specific and responds to the site's constraints, ensuring a more sensitive and efficient approach towards addressing site characteristics and attributes.

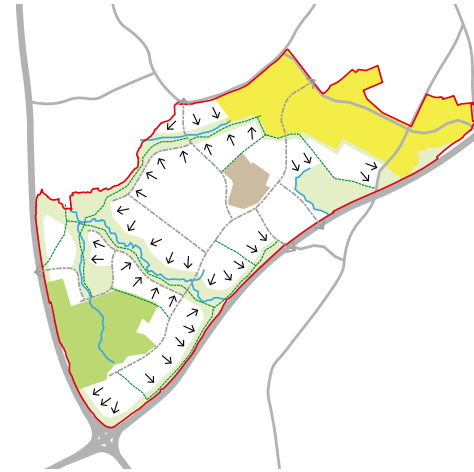
6.5 Site characteristics and known physical constraints, outlined in the previous chapters, include utilities, green and blue infrastructure, heritage assets and ground and mine-workings as well as surrounding land uses.



Step 3: Access

6.6 Appraising the existing points of access into the site and identifying potential additional points of access ensures opportunities to maximise levels of permeability and integration into the surrounding urban context are fully utilised. Current and potential future access points into the site have been identified and categorised as follows:

- Points of access suitable for all vehicular traffic.
- Points of access suitable for road-based traffic but with limitations on some types of traffic to limit impacts on surrounding communities, and
- Points of access suitable for pedestrian and/or cycle traffic, free of road-based traffic and prioritising safe pedestrian and cycle access in the site.



Step 4: Consolidation and Movement

6.7 Maximising the development potential of the site is achieved by consolidating - where possible - constraints and any proposed mitigation into a number of corridors through and around the site. This should help free up the type of large and flexible development plots required for large-scale employment uses associated with a site like Northern Gateway.

6.8 Access to these plots is then provided via a comprehensive and legible hierarchy of routes throughout the site to ensure vehicles, pedestrians and cyclists are directed conveniently, efficiently and safely to their destinations. The movement network should accord to the following principles:

- Prioritising the movement of pedestrians and cyclists over that of road-based traffic to ensure the delivery of an accessible, safe, enjoyable and healthy environment for those who use the Northern Gateway site.
- Ensuring development can be delivered in a phased approach and utilises as many points of access as possible in order to connect into surrounding transport corridors.
- Maximising permeability for vehicles, pedestrians and cyclists to integrate the site into the surrounding movement networks and minimising “dead-end” development.

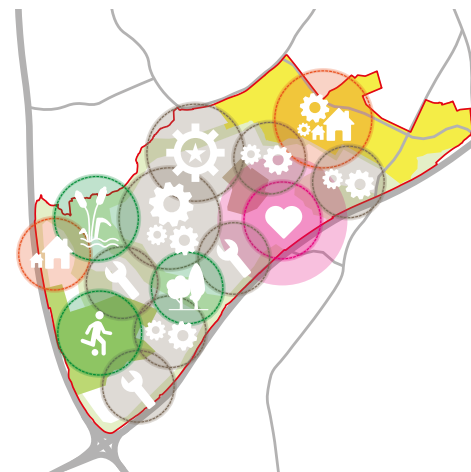


Step 5: Landscape

6.9 Adopting a ‘landscape-led’ approach at the site should ensure that development maximises its potential to deliver meaningful and significant benefits to surrounding communities and the wider region whilst also ensuring that negative impacts are mitigated wherever possible.

6.10 Implementing a site-wide network of connected green spaces and corridors will help to achieve the following:

- The creation of significant levels of high quality, meaningful and accessible recreation land for proposed and existing employees and residents.
- Retention of existing green assets where possible and integration within a series of structural green and blue landscaped corridors. Connected corridors can support local habitats and a cohesive wildlife movement network.
- A variety and extent of open spaces across the site allows for increased biodiversity and natural landscape value, meaningful sport and recreation benefit to local communities, promote health and well-being of residents and employees.
- The delivery of naturalised mitigation measures as a priority including drainage, noise and visual mitigation, and ecological mitigation and Biodiversity Net Gain (BNG).



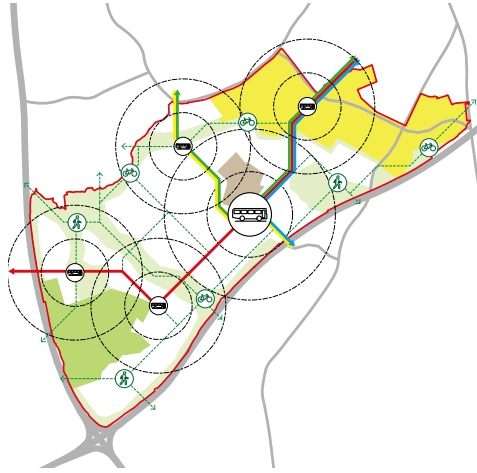
Step 6: Use and Gateways

6.11 Proposals at the site should fulfil the site’s role as a nationally significant and strategically important employment-led development. Opportunities should therefore be explored to ensure development at the site is vibrant, safe, sustainable and enjoyable through the introduction of supporting and complementary uses to ensure the site creates its own clear identity. These include:

- Maximising the potential associated with a development of this scale and critical mass, namely around the potential re-provision of the Birch Motorway Service Area (MSA) as part of a wider Mixed-Use Gateway to include other uses which

should support employment uses and act as a focal hub to the wider development.

- Provision of complementary housing provision, local centre, and other ancillary facilities.
- Ensuring a diverse range of different employment uses are catered for - such as Advanced Manufacturing - and are clustered in appropriate areas.
- Ensuring all uses are in a location and setting which is appropriate for that use whilst not negatively impacting on the delivery of surrounding development.
- Ensuring development is compliant with Policy JP Allocation 1.1 of Places for Everyone (2024).

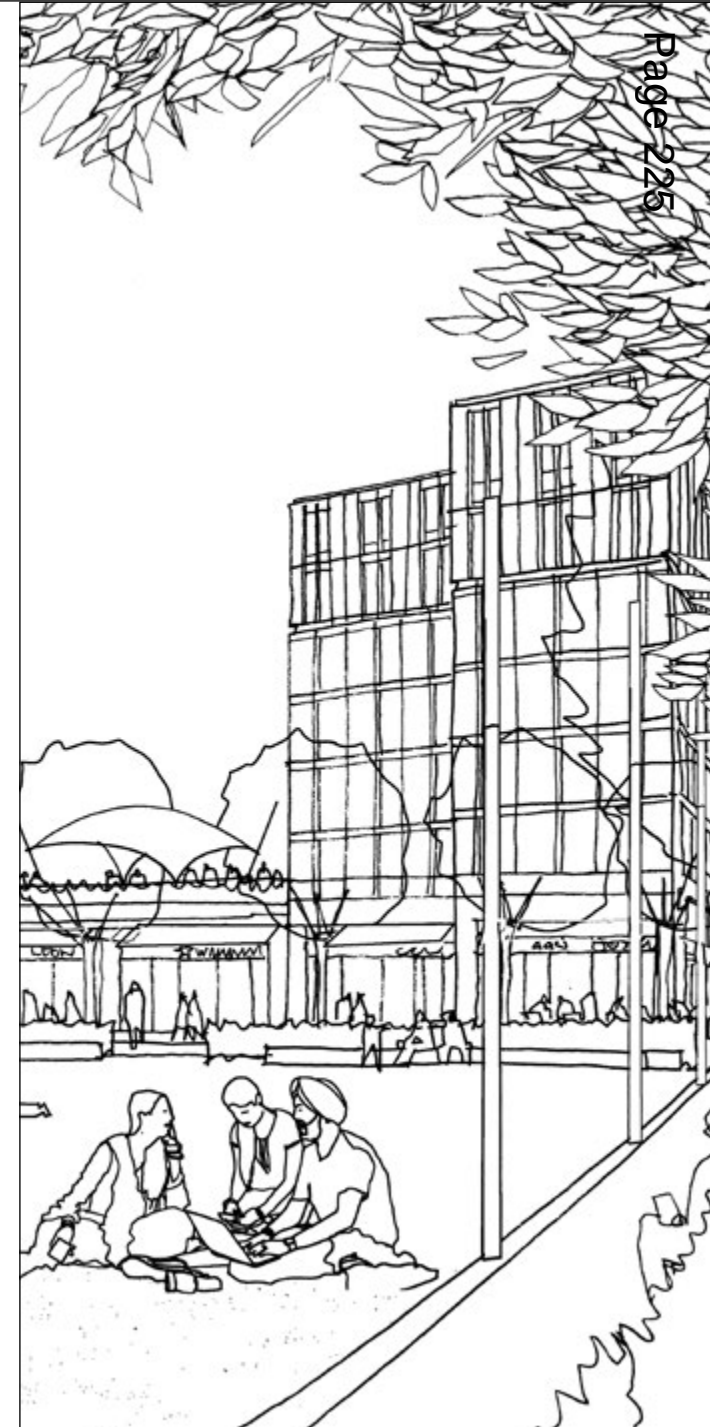


Step 7: Active Travel

6.12 Promoting a modal shift towards more sustainable forms of transport and promoting healthier transport options including walking and cycling is a central element in the delivery of sustainable development. Ensuring development prioritises Active Travel is therefore key.

6.13 A site-wide Active Travel Strategy should be adopted across the Northern Gateway site which prioritises the following:

- A permeable network of routes across the site able to accommodate a range of different bus routes allowing for the diversion of existing routes into the site as well as accommodating the needs of new bus routes in the future.
- The identification of a network of integrated 'Transport Hubs' and 'Transport Nodes' across the site enabling safe, easy and secure interchange between bus, cycle, scooter and walking, with a hub being accessible within a 10-minute walk of all parts of the site where possible in order to create a human scale and walkable development.
- Delivery of a comprehensive, site-wide Active Travel network providing accessible, safe and enjoyable routes for all.



Development Framework Plan

6.14 The Development Framework Plan is a culmination of the above Design Principles and is an indicative interpretation of how these design principles can be realised spatially across the Northern Gateway site.

6.15 It establishes the principal spatial components of development at Northern Gateway, including the extent of indicative development areas, land uses, areas of strategic open space, key access points and primary movement routes, and demonstrates how a high-quality, sensitive and site-specific response based around urban design best-practise can be delivered on the site.

6.16 The key elements of the Development Framework Plan are as follows:

- Delivery of around 1,200,000 sqm of high-quality employment space suitable for a range of employment uses including advanced manufacturing, industrial, storage and distribution, as well as around 1,200 new homes, consisting of around 1,000 new homes at South Heywood and around 200 new homes off Castle Road, alongside other ancillary uses.
- Delivery of a permeable, safe and legible network of routes across the site creating a highly accessible and sustainable development which fully integrates into surrounding movement and transport infrastructure and promotes sustainable transport choices.
- Delivery of a structured network of green and blue routes and spaces helping to provide a meaningful and accessible recreation resource to proposed and surrounding communities, helping to support and enhance local habitats and biodiversity, and provide naturalised mitigation helping limit any negative impacts the development of Northern Gateway may have on its surrounding context.

6.17 This Development Framework Plan is illustrative in nature and should be considered as such. It is intended to support the NGDF as an illustrative but realistic interpretation of how the design principles contained within this NGDF could be interpreted and delivered to help guide and inform future proposals for the site.

6.18 The Development Framework Plan is not technically exhaustive in its approach. Consequently, there may be other acceptable ways that the PfE policy requirements and the design principles contained within the NGDF can be interpreted and implemented which are in full accordance with the SPD but which may differ spatially from this Development Framework Plan.

6.19 The Development Framework Plan is based on a reasonable and the most up to date understanding of the site and its constraints available at the point of drafting this NGDF. Flowing from the Development Framework Plan are a series of plans relating to specific aspects of the Development Framework Plan.

- Allocation boundary
- Potential developable area
- Existing built development
- South Heywood Application area
- Green open space
- Woodland
- Woodland Riparian Corridor
- Woodland/Priority Habitat
- Watercourse
- Water body
- ★ Listed Building (Grade II)
- Indicative Highway Improvement Area
- ↑ Proposed Access Point (all traffic)*
- ↑ Potential Access Point (all traffic)
- ↑ Access Point (no HGV)
- ↑ Access Point (Bus Only)
- ↑ Access Point (Pedestrian / cycle access)
- Primary Road (all traffic)
- Secondary Road (all traffic)
- Residential Road (no HGV)
- Bus Road (bus only)
- Retained Footpath
- Relocated/New Footpath & Cycle Route
- Employment uses
- Residential uses
- Mixed-use
- Gateway location
- Bus enabled route

* Proposed access point direct to Strategic Road Network

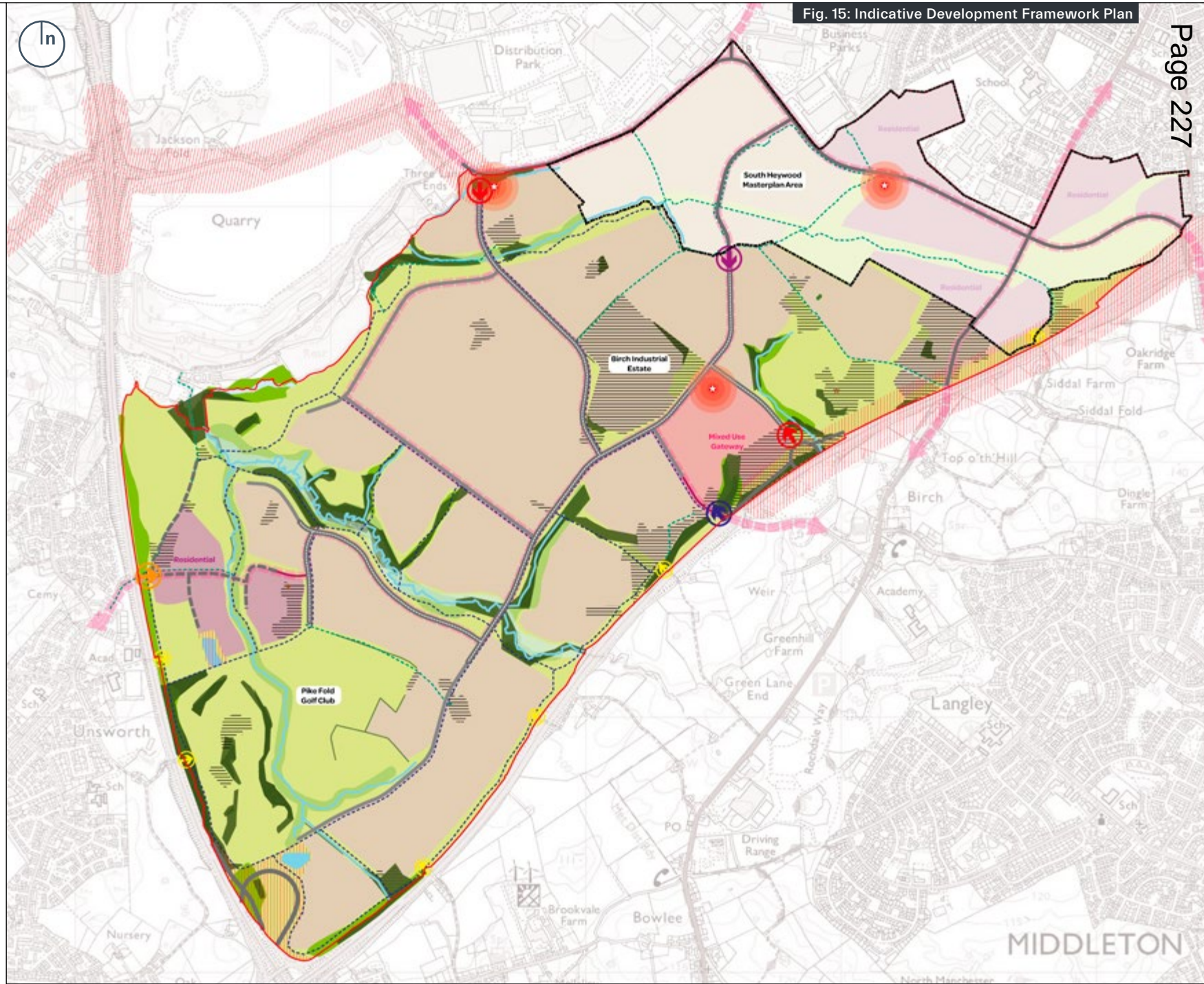


Fig. 15: Indicative Development Framework Plan

Development Framework Principles

Built Form and Uses

6.20 The NGDF delivers high-quality employment space suitable for a range of employment uses as well as around 1,200 new homes alongside other complementary and supporting uses to proposed and surrounding communities. The estimated 1,200,000 sqm of employment floorspace should attract a variety of growing and emerging business sectors including (but not limited to) advanced manufacturing, logistics, industrial, data centres, storage and distribution. The delivery of around 1,200 new homes, with a range of types, sizes and tenures, including affordable housing, should be supported by community infrastructure including a primary school, sports pitches, a local retail centre and public green space. The majority of the residential component (up to 1,000 dwellings) and up to 175,460 sqm of employment space is already consented and in the process of being delivered as part of the approved South Heywood Masterplan. In addition to South Heywood, around 200 further homes should be located to the west of the site along Castle Road.

6.21 Key to the Northern Gateway Vision is the delivery of a dynamic and thriving innovation hub for advanced materials and manufacturing, as well as the opportunity to embrace the site's scale in order to accommodate a potential 'giga-scale' employer.

6.22 In order to create a vibrant and dynamic employment ecosystem where businesses and communities interact and thrive, advanced manufacturing uses should be clustered together. The smaller scale form of buildings associated with this use are ideally suited for areas along linear parks and near existing development where they are less likely to have a negative impact on their surrounding context. An Advanced Manufacturing Corridor to the north of Birch Industrial Estate has therefore been identified allowing opportunities for this key use to be delivered in the initial phases of the wider Northern Gateway development, as well as being located in a prominent and highly accessible part of the site.

6.23 The Development Framework Plan has also been developed to accommodate a number of large plots which provide the flexibility required for large format industrial buildings. Plots to the west of Whittle Lane could be merged into a single plot in the event a giga-scale investment opportunity becomes available.

6.24 The site should feature distinctive architecture influenced by the site's vernacular strategically placed at key locations including key junctions and nodes, defining the development as a striking destination with a strong identity. These architectural features should contribute to branding Northern Gateway and the wider region. Active building uses should be clustered at gateways, transport nodes and along key routes and spaces throughout the development, ensuring buildings have a positive relationship with surrounding streets and public spaces where possible, contributing to a safe environment. Imaginative architectural solutions to large format industrial buildings should be explored including materiality, boundary treatments, increased visual permeability and dynamic lighting to better respond to surrounding context.








6.25 The Mixed-Use Gateway should act as a primary hub within the site. The Mixed-Use Gateway should contain a range of uses, potentially including a hotel and conference facilities, a gym and creche, as well as a repurposed Motorway Service Area (MSA) and other related and complementary uses which deliver a vibrant meeting place at the heart of the surrounding employment uses. This should be supplemented with a Transport Hub due to its location close to a main gateway into the site and the proposed public transport/active travel routes through the site utilising Whittle Lane. The architectural qualities and design should reflect the area's important role as both a primary hub and gateway.

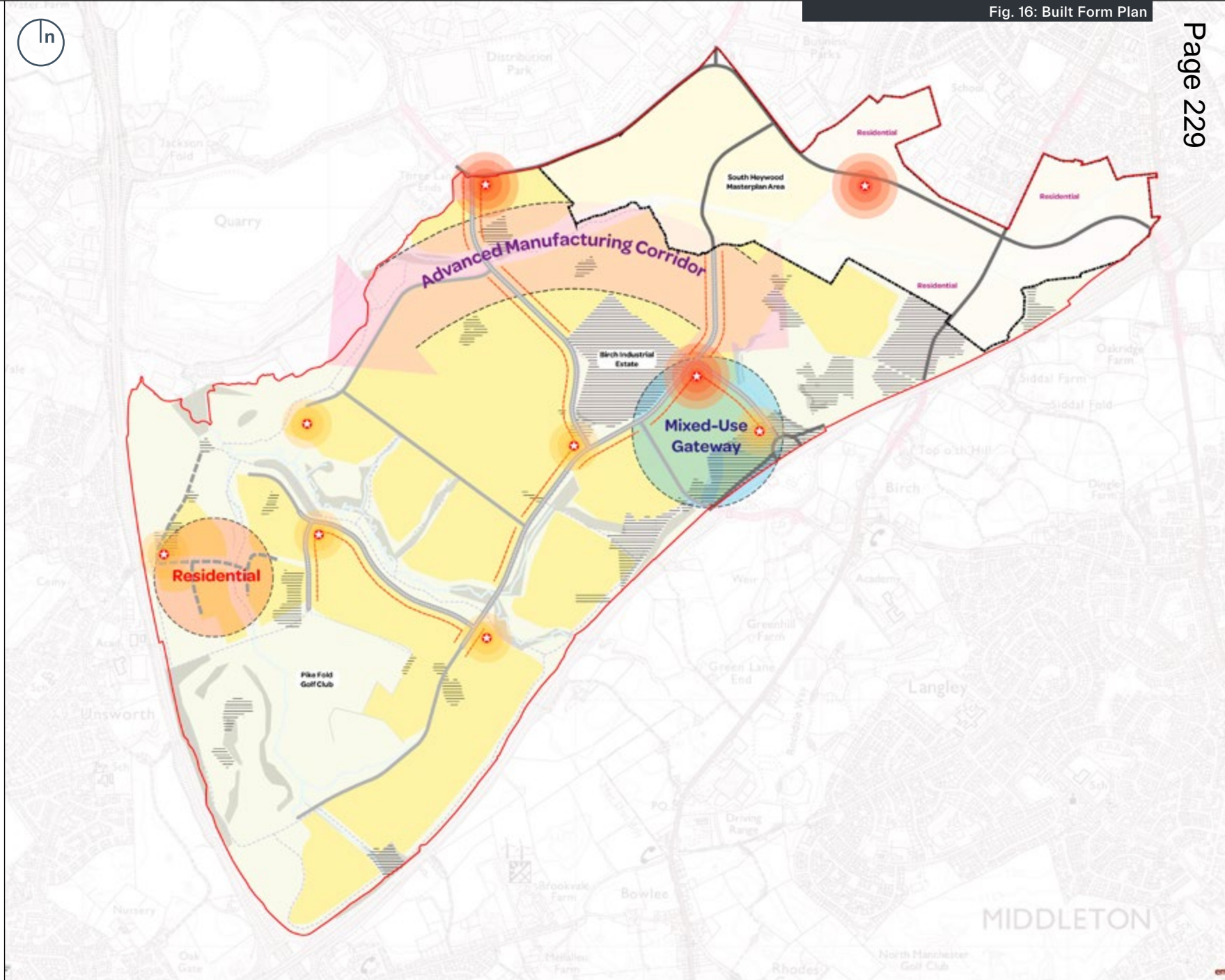
6.26 The South Heywood Local Centre is also another important hub within the site, designed to meet the specific needs of the proposed residential community within South Heywood and the wider area. This will contain a number of community uses, including convenience retail and a primary school, and supplemented with public transport and active travel connections.

6.27 Other gateway locations include the entrance to Castle Road residential area and Three Lanes End (the junction of Moss Hall Road and Pilsworth Road). These gateways could be defined by increases in building scale and architectural qualities to improve legibility as well as the potential for complementary uses.

6.28 Northern Gateway aspires to be one of the most sustainable employment locations in the country. Best practice standards in sustainable design and construction should maintain the aspiration to deliver a zero-carbon development through resource efficient building design and the use of innovative energy technology.

Fig. 16: Built Form Plan

-  Allocation boundary
-  Potential developable area
-  Existing built development
-  Primary Routes
-  Secondary Routes
-  Employment uses
-  Employment uses (Advance Manufacturing Focus)
-  Mixed-uses
-  Residential uses
-  Gateway location
-  Key location/junction
-  Key route frontage



Movement and Access

6.29 The site's location immediately adjacent to the M62, M60 and M66 Motorways is one of Northern Gateway's greatest assets with regard to its accessibility and connections to the surrounding region. Improvements to the M62 could include upgrades to Junction 19 which could create a new point of access into the site, with further improvements seeing additional capacity added to Junction 3 of the M66 and Simister Island Interchange. Various local road network improvements are also likely to be required to improve access and traffic flows.

6.30 The Development Framework Plan is based around a clear route hierarchy delivering a permeable, safe and legible network of routes across the site. This is based on a vision to create a highly accessible and sustainable development which fully integrates into surrounding movement and transport corridors and promotes sustainable transport choices. These routes have not yet been fixed but would be delivered in accordance with the clear route hierarchy.

6.31 Key to this vision is prioritising the safe movement of pedestrians and cyclists over that of road-based traffic whilst enabling the site to function efficiently as a high-quality employment site. Streets and public spaces should be designed to be accessible to all, with building orientation and design also being considered to maximise levels of activity and natural surveillance over streets and spaces. The design and layout of buildings should also promote Active Travel, with entrances direct and open, and cycle and car parking easily accessible and walkable.

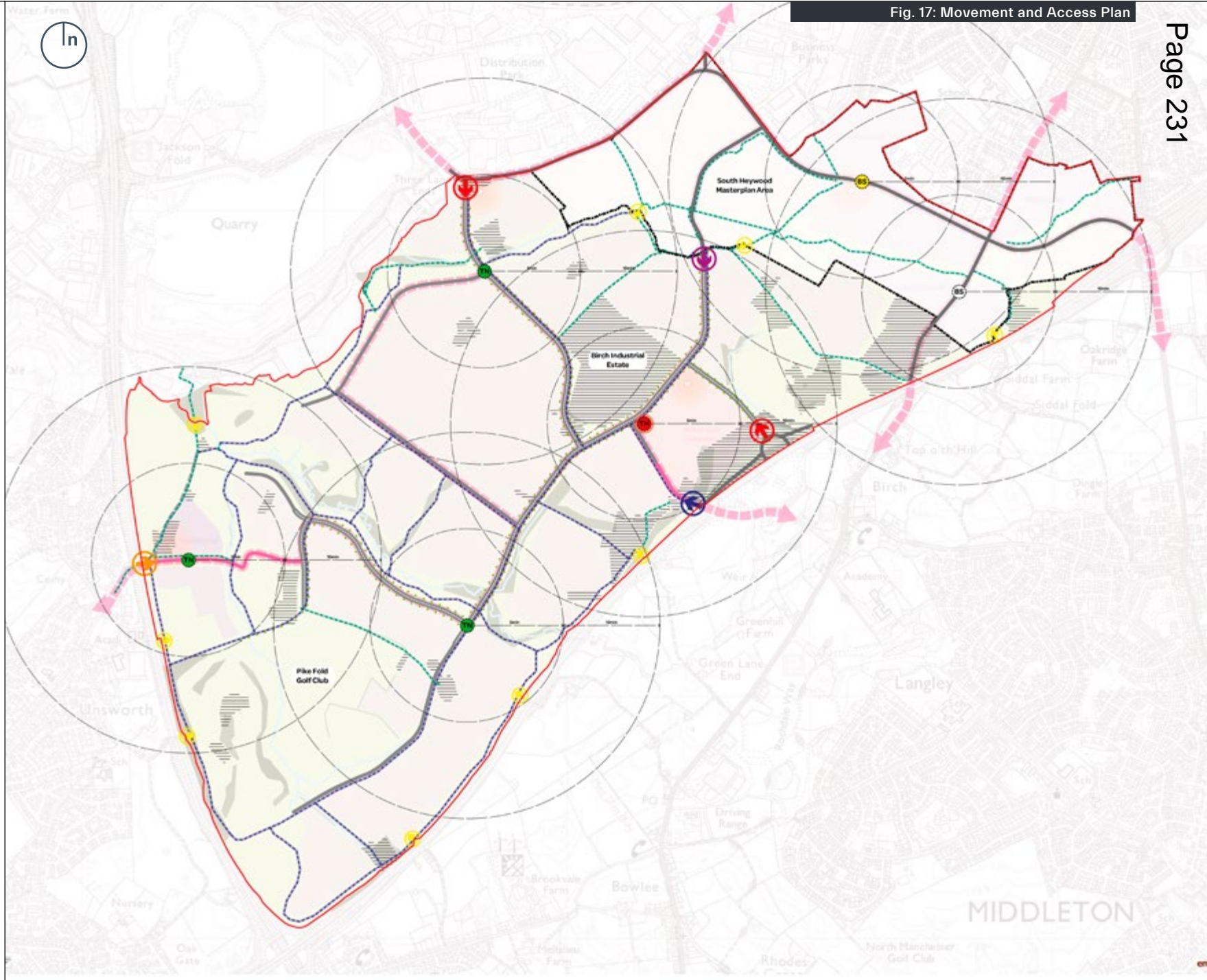
6.32 All streets across the site should be designed in accordance with Transport for Greater Manchester's (TfGM) Streets for All guidance as well as LTN 1/20 principles.

6.33 Promotion of a modal shift towards more sustainable forms of transport and healthier travel habits should also be a priority. Key to this will be a network of 'Transport Hubs' and 'Transport Nodes' across the site connected with a range of active travel links and routes. The scale and form of such Hubs and Nodes are yet to be determined but should provide access to a range of bus connections as well as safe and secure access to bike storage and change facilities, e-bike and e-scoots rental, and opportunities for park and ride to fully utilise first-mile and last-mile connectivity principles. The distribution and location of hubs and nodes should ensure as much of the site as possible is located within a 10-minute walking distance of either facility helping to create a walkable and accessible environment for all. The primary Transport Hub should be located within the Mixed-Use Gateway and be accessible to all bus routes passing through the site to surrounding transport hubs, whilst offering regular connections into surrounding Transport Nodes via local bus, cycle and walking connections. Transport Nodes should be located at key locations including the South Heywood Local Centre and Castle Road as well key junctions and nodal points across the site.

Where feasible, existing Public Rights of Way should be retained in-situ, however it is expected that some routes may need to be diverted to facilitate future development. When new routes are proposed, opportunities should be taken to create a coherent and attractive footpath and cycle network. Where possible, footpaths and cycle routes should be located within generous landscaped corridors thus promoting local opportunities for active recreation.

Fig. 17: Movement and Access Plan

- Allocation boundary
- ⬆ Proposed Access Point (all traffic)*
- ⬆ Potential Access Point (all traffic)
- ⬆ Access Point (no HGV)
- ⬆ Access Point (Bus Only)
- ⬆ Access Point (Pedestrian / cycle access)
- Primary Road (all traffic)
- Secondary Road (all traffic)
- Residential Road (no HGV)
- Bus Road (bus only)
- Retained Footpath
- Relocated/New Footpath & Cycle Route
- Bus enabled route
- Primary "Travel Hub"
- Secondary "Travel Node"
- BS Existing Bus Stop
- BS Proposed Bus Stop (Indicative location)
- 5/10 min walking distance



Landscape and Public Realm

6.34 A landscape-led approach to the Development Framework Plan should see the site contained within a high-quality parkland setting offering multiple benefits: for biodiversity and natural landscape; for sport and recreation; for sustainable water management and the health and well-being of employees, residents and the wider community. The delivery of the site should therefore open up substantial areas of public open space for all to enjoy. These should include a range of different typologies including formal managed areas of landscaping for amenity, sport and recreation, as well as naturalised areas of landscaping to support local wildlife, biodiversity and habitat creation across the entire site.

6.35 Green and blue infrastructure networks across the site should be formed through the retention of identified environmental features of the existing landscape. Valuable existing natural assets, such as the brooks and their u-shaped valleys, mature trees, hedgerows and woodland blocks should be retained where possible and integrated within a series of structural landscaped corridors. Formal and naturalised landscaped corridors should connect to public open space within the approved South Heywood Masterplan, Pilsworth Reservoir to the north and green spaces within the surrounding local area to ensure development at the site is incorporated successfully into the local landscape setting.

6.36 Connected structural landscaped corridors should protect the areas of highest ecological value and form a cohesive wildlife movement network which enhances habitat connectivity on site and to neighbouring habitats off-site. Ecological improvements should include the retention and enhancement of the Whittle Brook and tributaries corridors and associated riparian habitats as well as ponds, areas of woodland in the site and alongside the motorway edges. Ecological improvements should also see the installation of new attenuation basin wildlife ponds, extensive tree, hedgerow and scrub planting and enhancement of existing grassland. The Development Framework Plan allows for the delivery of ecological mitigation measures to achieve Biodiversity Net Gain (BNG) and deliver these in a phased manner as development comes forward.

6.37 The NGDF promotes and prioritises the delivery of naturalised and habitat friendly mitigation measures for drainage, land re-profiling, noise and visual matters over standard engineered solutions. Where possible, underground water drainage and storage should be avoided with the use of consolidated naturalised attenuation basins and open swales being encouraged. Engineered acoustic fences and built retaining features should also be discouraged over tree planting, earth bunds and landscaped reprofiling for site mitigation. This approach should help maximise opportunities to deliver areas of habitat and recreational value whilst also reducing ongoing maintenance burdens.

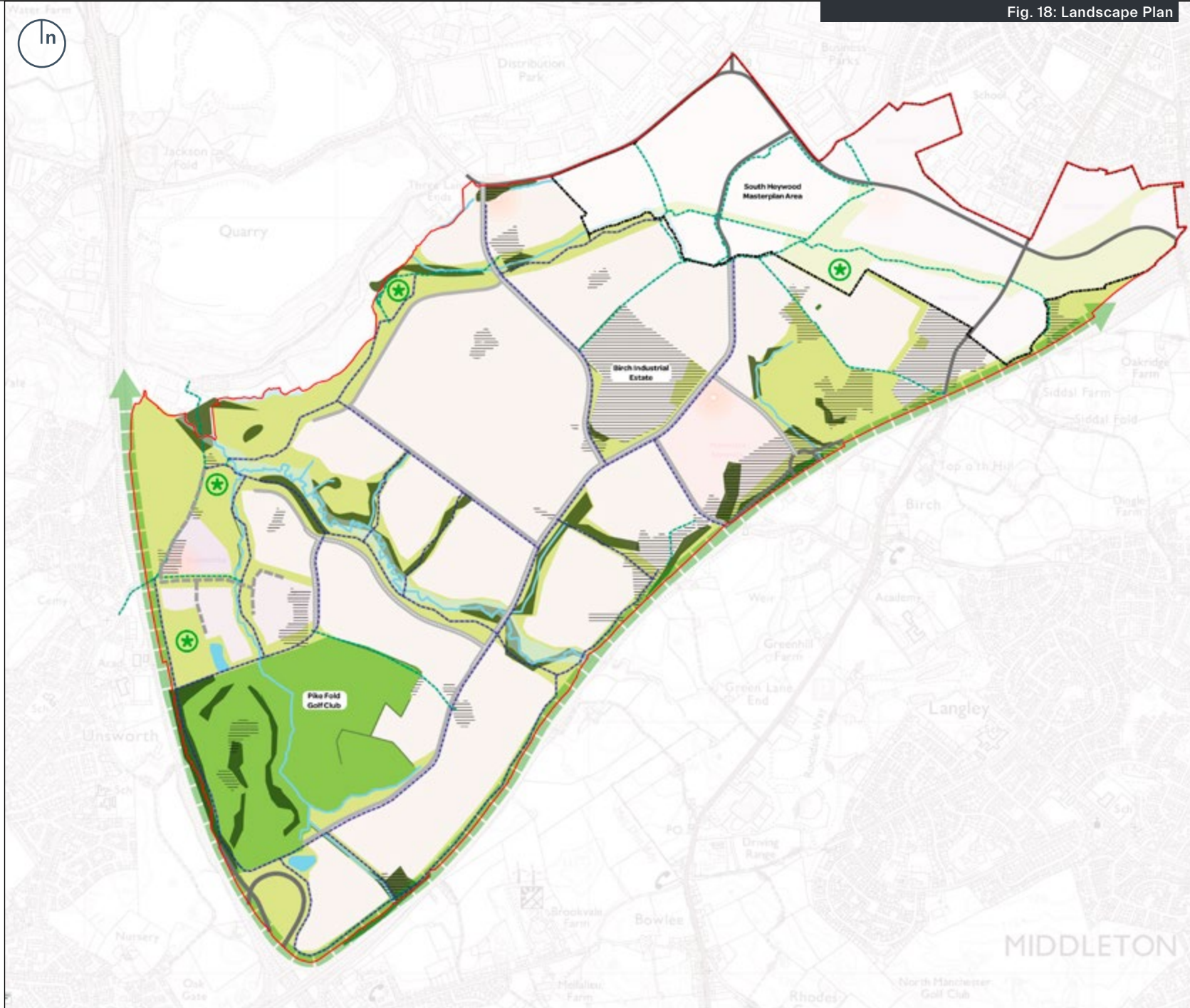
6.38 Areas of landscaping, habitat creation and recreation should not be limited purely to areas of open space. Opportunities should also be explored to utilise streets, pedestrian and cycle routes for the creation of green, blue and ecological corridors. Verges, planted boundary treatments and screening should also be utilised to contribute towards the sites wider Green Infrastructure. Features such as street running swales, rain beds and native habitat friendly shrub planting should be encouraged within the design of streets. Seating and rest areas should also be integrated into the design of streets to help promote active travel and support those with limited mobility.

6.39 The amalgamation of the built form within this ecologically rich, biodiverse setting should create a high quality and distinctive parkland destination focused on community interaction and sustainable movement. New areas of public open space embedded throughout the site could feature sports facilities, recreation hubs, walking and running trails, cycling routes, and event spaces, enriching the surrounding environment with diverse opportunities for leisure and activity.

6.40 The site should prioritise the provision of high-quality public realm providing safe, accessible and attractive streets and public spaces with a strong identity, character and a sense of place. The public realm should be activated through a range of uses to promote interaction and recreation. Measures to deter anti-social behaviour should be integrated into the design, employing both active and passive solutions such as activity, surveillance, lighting, strategic planting and appropriate materials.

Fig. 18: Landscape Plan

- Allocation boundary
- Potential developable area
- ▨ Existing built development
- Green open space
- Woodland
- Mitigation corridor
- Existing Golf Course
- Watercourse
- Water body
- Retained Footpath
- Relocated/New Footpath & Cycle Route
- ★ Community open space
- South Heywood open space



Design Principles and Character Areas

The Development Framework Plan demonstrates how Northern Gateway can be delivered, operate, and function



07

Atom
Vallée

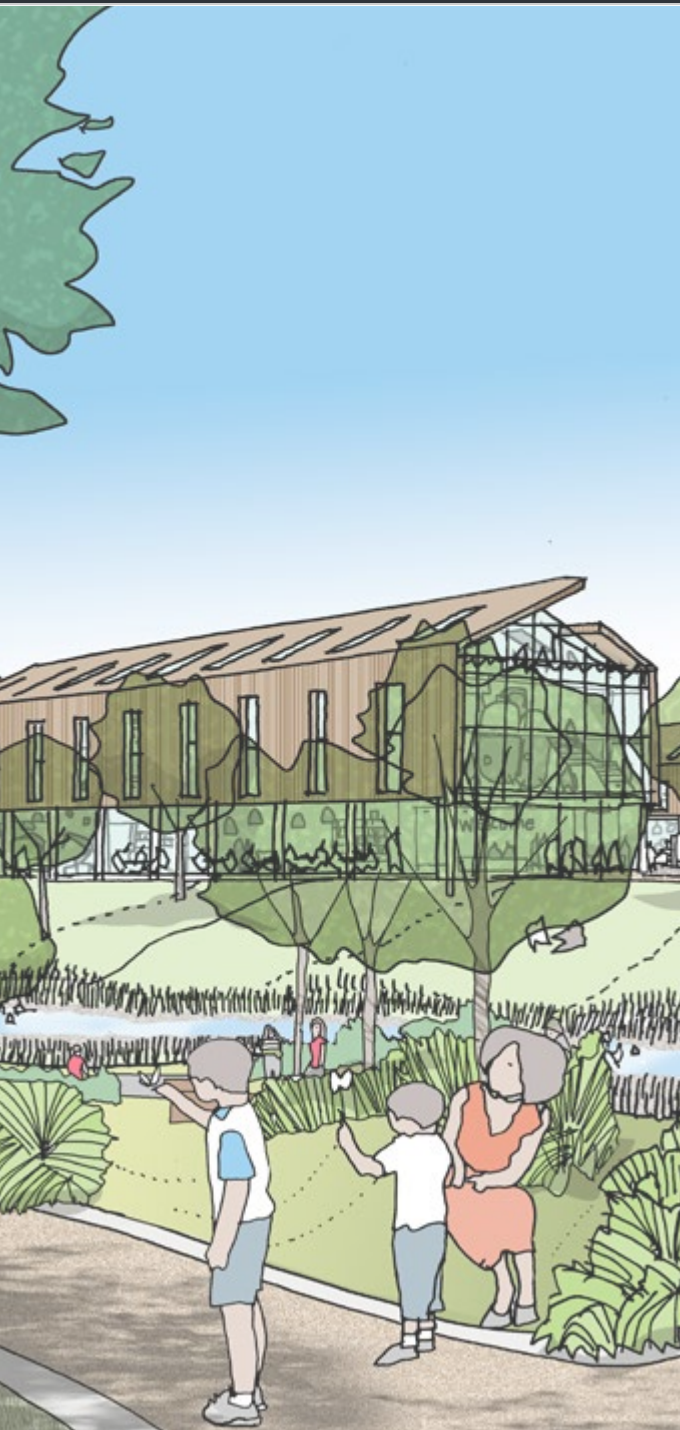
07. Design Principles and Character Areas

The Development Framework Plan demonstrates how Northern Gateway can be delivered, operate, and function in a spatial form that is policy compliant and technically sound. However, when implementing the vision for the site as a comprehensive, enjoyable and safe place which is unique to the site's attributes, it is key to explore the character and appearance of a place as well as how it functions.

7.1 With a site as large and complex as Northern Gateway, it is necessary to consider design principles in both a site-wide context as well as principles which are specific to only certain part(s) of the site. Future proposals for the Northern Gateway site need to be specific to both the wider Northern Gateway site as well as the specific design considerations relevant to individual parts of the site. When taking into consideration the number of constraints which need to be considered and the number of varying uses which will be accommodated on the site, some parts of the site will likely have completely different characteristics and functions compared to other parts of the site. This may be in response to key site attributes, constraints or proposed uses. These different areas are referred to as Character Areas.

7.2 The following chapter will discuss a range of design principles in both a site-wide and Character Area context.





7.3 The following site-wide design principles should be applied to all future development proposals within the Northern Gateway site regardless of their location with any given Character Area.⁶

Built form and Use

- Striking building forms, design and materiality should help create a distinctive destination with a clear identity and contribute to branding Northern Gateway and the wider region.
- Large format industrial buildings in key prominent locations should embrace innovative elevation design solutions in a way which breaks up their visual form and reduces their impact on the surroundings.
- Ensure building design and form provides a positive interface with proposed adjacent uses and spaces, as well as responding to existing constraints and characteristics.
- Ensure building typologies create a human scaled and comfortable environment with positive relationships with public spaces.
- Office elements, primary entrances and other active uses within buildings should face primary routes and public realm where possible for improved legibility and to maximise levels of natural surveillance and perceived safety and security.
- Build forms, scale, use and appearance should positively respond to gateway locations, key junctions and nodes where possible.

6. These design principles do not apply to the South Heywood Masterplan Area which is subject to its own Design Code.

Streets and Movement

- Primary Routes running through site should take the form of a boulevard incorporating segregated foot and cycleways as well as tree planted verges to ensure routes provide safe and enjoyable Active Travel Corridors which prioritises the movement of pedestrians and cyclists as well as fulfilling their function to serve surrounding proposed uses.
- Secondary Routes running through the site should take the form of green streets incorporating segregated foot and cycleways as well as suitable landscaping to ensure routes provide safe and enjoyable Active Travel Corridors which prioritises the movement of pedestrians and cyclists as well as fulfilling their function to serve surrounding proposed uses.
- Vehicle carriageways should be reduced in width at pedestrian and cyclist crossing points and along long stretches of road to help reduce traffic speeds and create a safe and attractive crossing point and prioritise the movement of pedestrians and cyclists. These should be marked with changes in surface materials and increased levels of tree/shrub planting.
- Where feasible, consolidation of parking should be explored to ensure efficient use of land and maximise space given to other features. Large areas of car parking should be located away from streets wherever possible, or include high levels of formal landscaping and suitable boundary treatments to break up large areas of hardstanding and create a positive interface and allow for natural surveillance with and over adjacent pedestrian/cycle routes.
- Service and good yards should be located away from streets wherever possible or be screened from public view through provision of suitable levels of landscape planting so not to have a negative impact on surrounding streets.
- All pedestrian and cycle routes throughout the site should be design to be accessible to all and well-lit to provide safe and easy movement for all throughout daytime and evening hours.

Landscape

- Ensure provision of a high-quality public realm providing safe, accessible and attractive public spaces with a strong identity, character and a sense of place.
- Maximise levels of natural surveillance over areas of public open space.
- Green and blue infrastructure networks across the site should be formed through the retention of identified environmental features of the existing landscape. Valuable existing natural assets should be retained where possible and integrated within a series of structural landscaped corridors.
- Retention of existing vegetation of value and considered within the parcel layout where possible.
- Tree and hedgerow planting to be included in all car parks to break up the visual mass of vehicles and create an overall consistency of urban greening within the development.
- Carriageway structure to include sufficiently sized landscaped verges for tree lined streets and naturalised linear swales or raingardens to manage rainwater run-off.
- Delivery of naturalised and habitat friendly mitigation measures for drainage, land re-profiling, noise and visual matters to be prioritised over standard engineered solutions.

Character Areas

7.4 Each Character Area responds to its unique physical setting and reflects key attributes from the surrounding area. This helps to create distinct and memorable places within the proposed development with its own clear identity whilst helping to improve legibility and improve navigation around such a large development. Whilst they may look, feel and operate differently from each other, it is important they tie-in together in other ways to ensure the Northern Gateway development as a whole appears as a single comprehensive development.

7.5 The Development Framework Plan for Northern Gateway can be divided into six Character Areas as follows:

- Mixed Use Gateway
- The Boulevard
- Core Development
- Urban Valley
- Boundary Corridors
- Castle Road

7.6 Each Character Area narrative below introduces the roles and high-level design aspirations for each Character Area and sets out key design principles which will help to guide future proposals for the site.

7.7 The objective behind this approach is to provide a coherent and cohesive design language across the entire site which is specific to the area and its existing character, and which allows the scheme to read as a single entity, whilst allowing future proposals to respond to key opportunities within the site, including gateways, improving legibility, providing suitable uses.

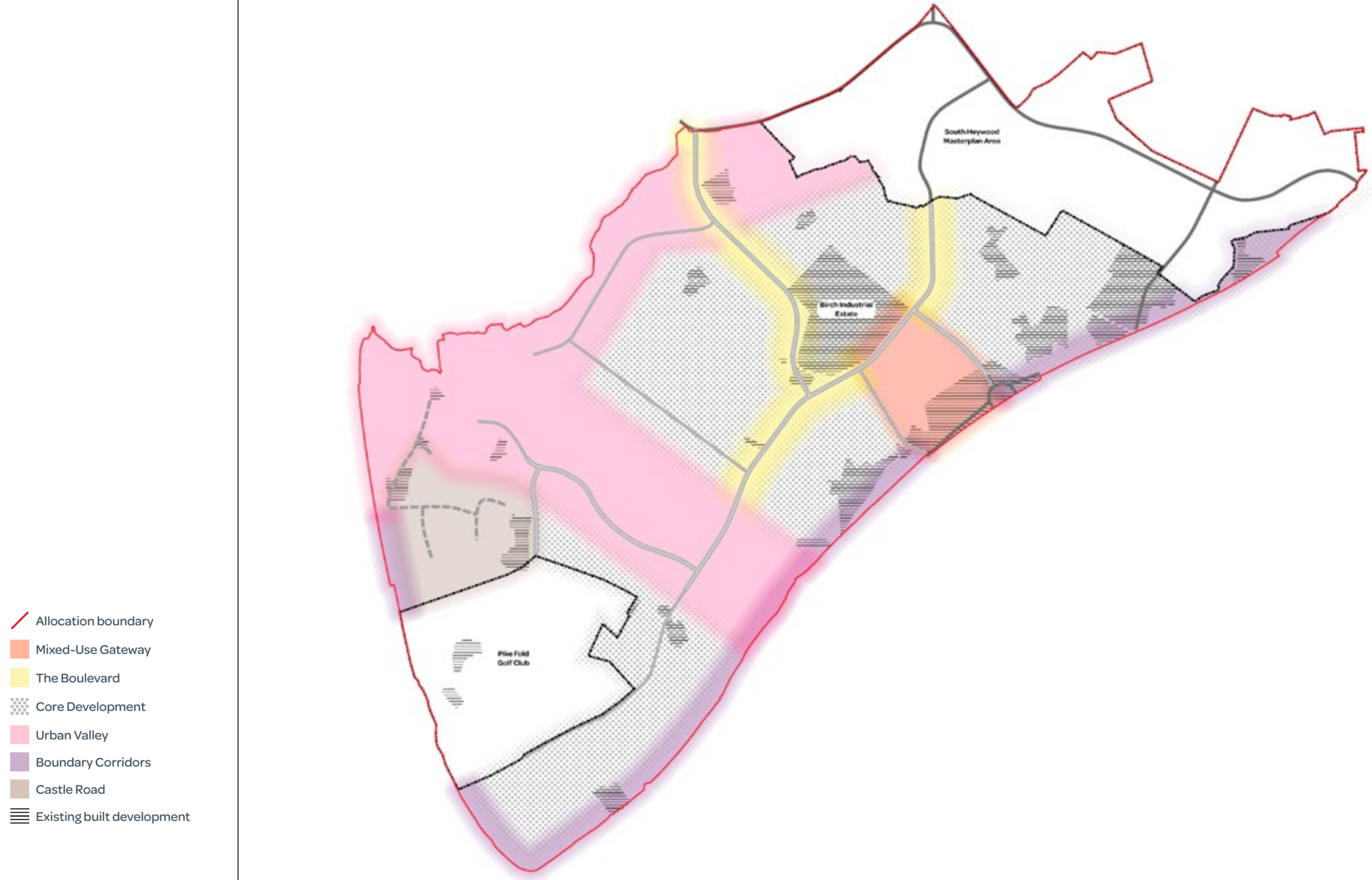
7.8 Character Areas do not have defined boundaries and commonly overlap. Larger development plots within the Development Framework Plan may include two or more Character Areas. In such situations, proposals should consider how the different Character Areas vary and ensure future proposals respond accordingly, especially along the boundaries of plots and their relationship with surrounding routes and open space.

7.9 The following section clearly set out how this should be achieved through a range of design principles, precedent images and indicative sketches to help inform future proposals. These are not designed to be exhaustive and are intended as high-level design principles on which future applications should be based.

7.10 Further detail supplementing these principles should be provided in the form of a detailed Design Code(s) which will need to accompany any future planning applications for development on the site. Such Design Codes should be drafted alongside consultation with officers and key stakeholders and demonstrate compliance with the design principles contained within this NGDF SPD and any other national and local planning and design policies and guidance relevant to that proposal.

7.11 Figure 19 shows the spatial distribution of the Character Areas across the site.

Fig. 19: Character Area Plan



Character Area 1 – Mixed Use Gateway



**The Mixed-Use Gateway
Character Area serves
as a primary point of
arrival and a central
focal point and meeting
place for Northern
Gateway.**

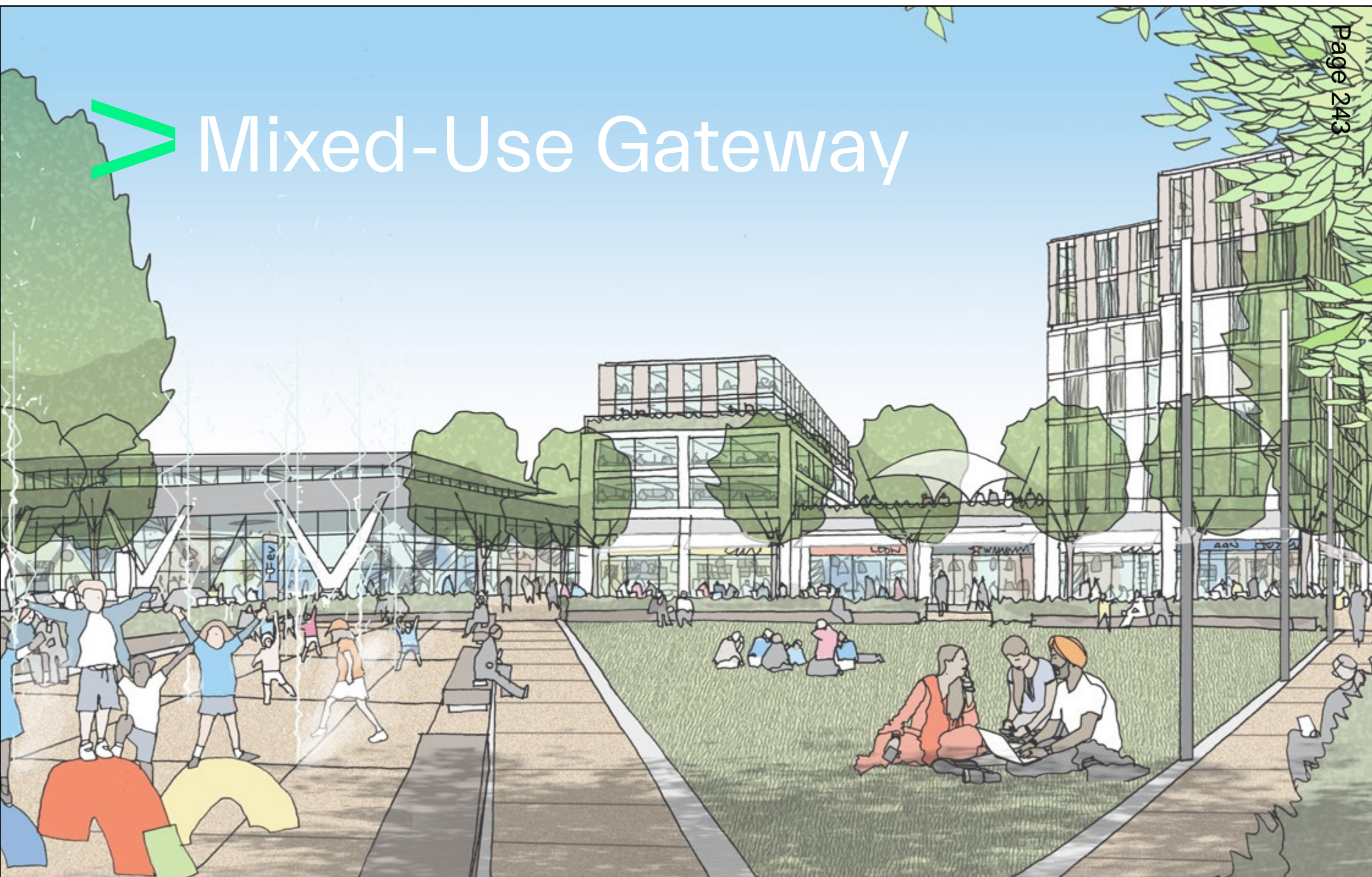
7.12 The Mixed-Use Gateway Character Area is located in a prominent and highly accessible part of the site near a potential new point of access from the M62. Its boundaries are defined by the M62 to the south and Birch Business Park to the north, a re-aligned Whittle Lane and Birch Farm marking the eastern and western edges, respectively.

7.13 The Mixed-Use Gateway Character Area serves as a primary point of arrival and a central focal point and meeting place for Northern Gateway. Highway improvements to the M62 should see upgrades to Junction 19 to establish a new point of access for motorway traffic. This area will include a Transport Hub which will provide both regular connections to wider Greater Manchester transport interchanges and regular shuttle bus connections to secondary travel nodes within Northern Gateway. The Transport Hub will also connect to active travel routes through the site utilising Whittle Lane.

7.14 The Mixed-Use Gateway will be the primary hub of the site, supporting the surrounding uses and complimenting the South Heywood Local Centre. It should contain a range of ancillary uses which could include a hotel and conference facilities, retail and commercial, a gym and creche, as well as a repurposed and innovative MSA and other related active uses to contribute to the delivery of a vibrant meeting place at the heart of surrounding employment uses.

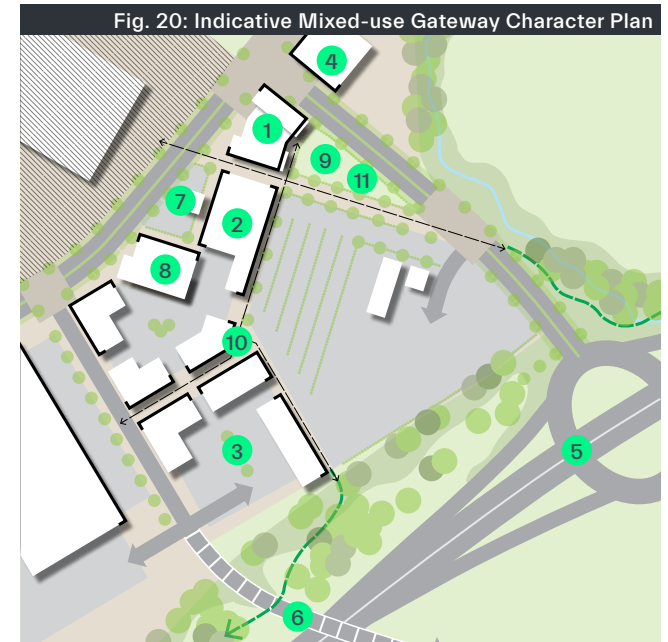
7.15 Both the architectural and public realm design should create a high-quality, distinctive destination with a clear identity and branding to reflect the character area's role as the primary centre of Northern Gateway. Highly prominent plots are to be utilised by key uses with increased building scale and activity to create a striking gateway entrance into Northern Gateway. The Mixed-Use Gateway should also promote human scaled features, have a high-quality and active public realm and benefit from green and blue infrastructure. An emphasis on comfort, relaxation, wellbeing and human need should have commercial benefits with visitors wanting to spend longer here.

> Mixed-Use Gateway



Mixed-use Gateway Key Design Principles

1. Maximise opportunities for distinctive architecture to reflect Mixed Use Gateway's role as the primary centre of the development and gateway for the wider development.
2. Mixed-Use Gateway should include provision for a range of potential complimentary and ancillary uses to the wider Northern Gateway development including provisions a new Motorway Service Area (MSA) a hotel and conference facilities, a gym and creche and other supporting retail/commercial uses.
3. Additional uses to be considered within the Mixed-Use Gateway could include smaller format and higher density employment uses and other complementary uses such as office, research, start-up, co-working and educational uses which can help complement the vibrant character of the Mixed-Use Gateway and utilise the areas high quality public transport links and accessibility.
4. Increase building scales to improve local legibility and have visual presence on the M62.
5. Potential highway improvements to M62 Junction 19 to establish a new primary point of entry into the site from the M62 Motorway.
6. Highway improvements to Whittle Lane to establish a new Active Travel route into the site connecting on to Heywood Old Road.
7. Allow for the provision of Primary Transport Hub accessible to all bus routes passing through Northern Gateway and regular connections to wider transport hubs within Greater Manchester.
8. Primary Transport Hub should provide regular shuttle bus connections to Secondary Travel Nodes within Northern Gateway as well as alternative Active Travel transport options such as e-scooters and e-bike rental and potential opportunities for an integrated parking facility/multi-storey car park to support potential park and ride services.
9. Include provision for the delivery of a formal recreation space or square including potential for seating, picnic space, play, water feature and relaxation which can act as a focal point to the Mixed-Use Gateway and for use by and accessible to all.
10. Routes and spaces through and around the Mixed-Use Gateway should be design to be safe and well-lit throughout daytime and evening hours, allow suitable areas for shelter from wind and whilst also allowing for outdoor seating/dining from surrounding F&B uses.
11. Areas of formal open spaces should be designed to be adaptable and suitable for a range of small-scale temporary uses including pop-up events and retailers.



Built Form and Use



Streets and Movement



Landscape



Character Area 2 – The Boulevard



7.16 The linear configuration of The Boulevard Character Area aligns along the Primary Routes throughout Northern Gateway and is primarily focused on land to the east of Whittle Brook.

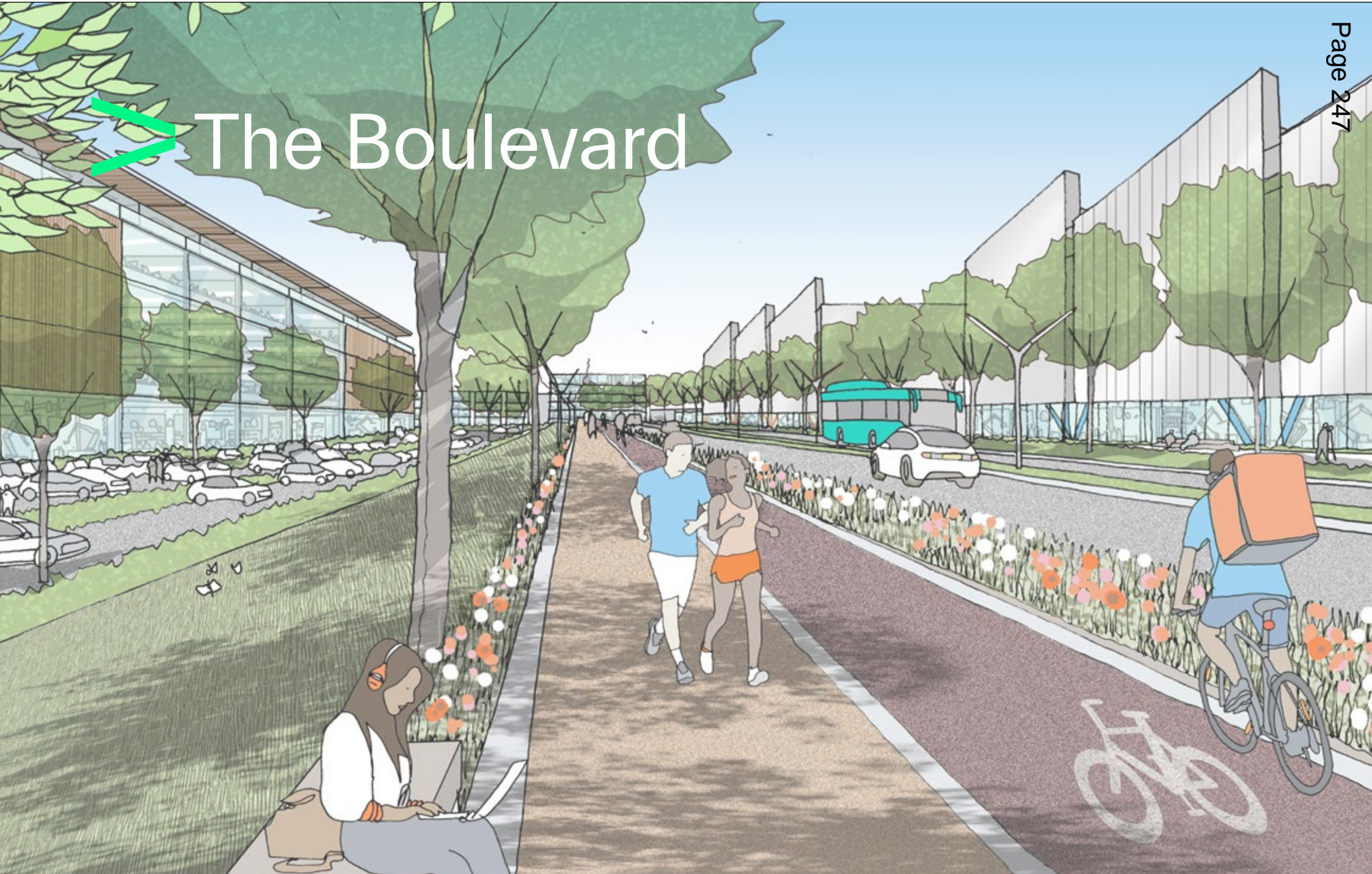
7.17 The Boulevard Character Area creates a highly prominent and accessible corridor that acts as the primary axis through the development and will form a spine for those moving through and within Northern Gateway. The Boulevard Character Area accommodates all vehicular traffic, supports sustainable public transport, and promotes active travel modes while establishing a high-quality public realm. Primary Routes running through The Boulevard incorporate Active Travel Corridors with segregated footpaths and cycleways and tree planted verges, ensuring these routes are safe and enjoyable and prioritise pedestrian and cyclist movement.

7.18 Along the Primary Route, a series of secondary gateways, key junctions and nodes introduce variation to the streetscape. Highly visible building facades in prominent locations to include innovative elevational solutions where possible, varying their forms, scales, uses, and appearances to aid orientation. The Boulevard Character Area includes the frontages of employment buildings situated along the Primary Route. Office elements, primary entrances, and other active uses within these buildings are designed to interact positively with the Primary Route and the surrounding public realm.



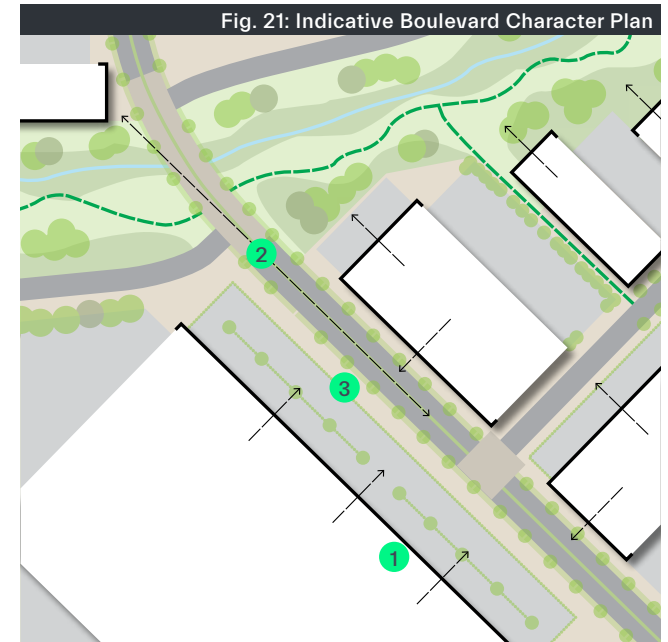
The Boulevard Character Area creates a highly prominent and accessible corridor that acts as the primary axis through the development.

> The Boulevard

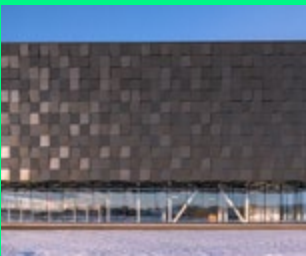


The Boulevard Key Design Principles

1. Ensure building design and form responds to the role of The Boulevard as the primary movement corridor through the site and will therefore be highly visible to those moving through and within the wider development.
2. Secondary Travel Nodes should provide regular shuttle bus connections around the wider Northern Gateway site as well as provision for alternative Active Travel transport options such as e-scooters and e-bike rental and potential opportunities for park and ride.
3. Boundary treatments along primary streets should be formal, low level and include high quality landscaping to ensure opportunities to maximise level of natural surveillance between surrounding uses and the street frontage. High level and visually impermeable boundary treatments along primary streets will only be permitted when screening service yards and should be screened by landscaping features.



Built Form and Use



Streets and Movement



Landscape



Character Area 3 – Core Development



7.19 The Core Development Character Area spans the entire site, encompassing all available land outside the other four other Character Areas. Consequently, this Character Area is divided into a series of smaller areas.

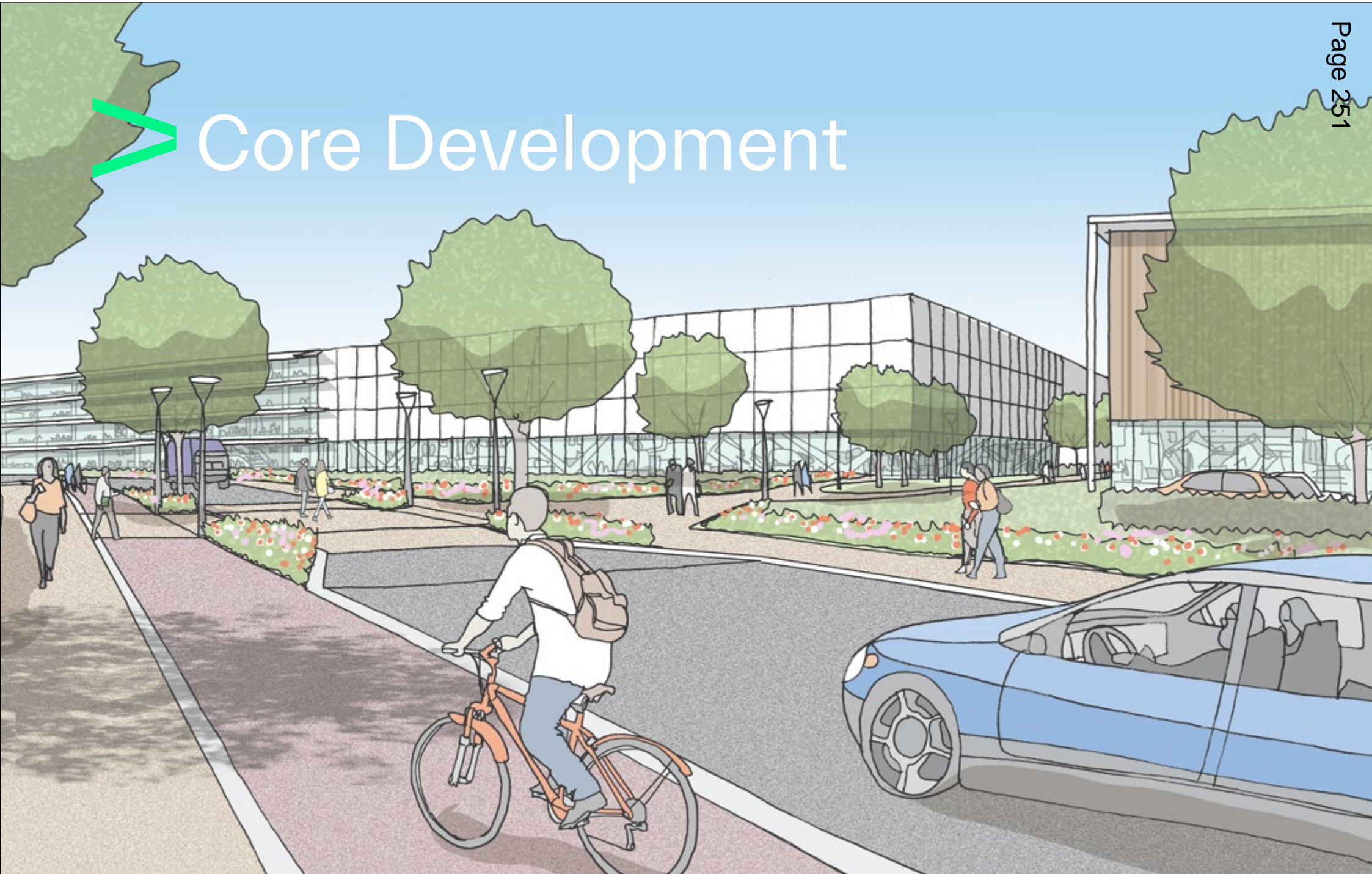
7.20 The Core Development Character Area serves as the functional employment element of Northern Gateway and provides the greatest flexibility for delivering development for a variety of growing and emerging business sectors. The Core Development Character Area aids the delivery of a dynamic and thriving innovation hub for advanced manufacturing, as well as the opportunity to embrace the sites scale in order to accommodate a potential ‘Giga-Scale Plus’ employer alongside logistics, industrial, storage and distribution sectors.

7.21 Secondary Routes running through the Core Development Character Area take the form of green streets incorporating segregated foot and cycleways as well as suitable landscaping to ensure routes are safe and enjoyable Active Travel Corridors. Additional footpaths and cycle routes run between development plots with suitable levels of natural surveillance to deliver a permeable and legible network of routes across the site.



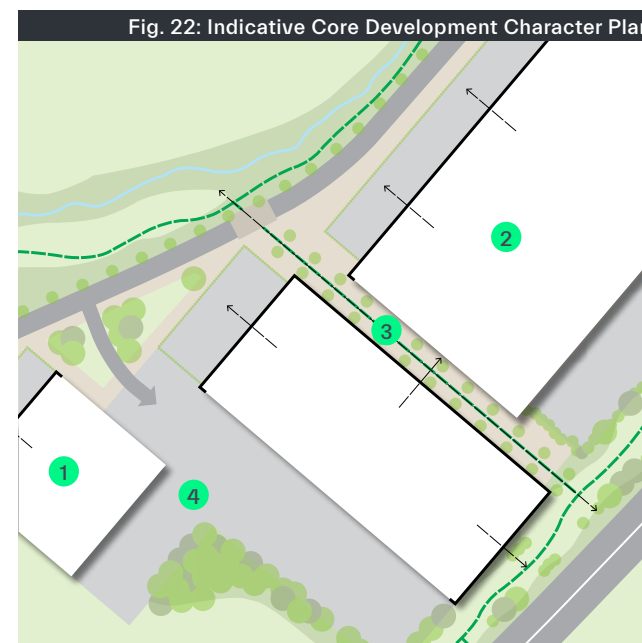
The Core Development Character Area aids the delivery of a dynamic and thriving innovation hub for advanced manufacturing, as well as the opportunity to embrace the sites scale in order to accommodate a potential ‘Giga-Scale Plus’ employer.

Core Development



Core Development Key Design Principles

1. The design of smaller format Advanced Manufacturing uses should be designed to promote dynamic and thriving innovation hubs for advanced materials and manufacturing. These should include premises of different sizes to attract varied scales of business and allow for the retention of business on-site as they grow. Development should also include a range of communal and co-working facilities to promote sharing, communication and innovation.
2. The design of larger format 'Giga-Scale Plus' should be designed to lessen their impact on the surrounding development where possible. It is possible that the site will attract large occupiers, where self-containment and security is likely to be important. In these instances, careful consideration should be given to ensure wider permeability with the rest of the site. This should utilise opportunities to integrate in with surrounding complementary uses, enable pedestrian and cycle permeability, and where possible, allow provide/enable shared facilities.
3. Due to the large format nature of employment-led developments such as Northern Gateway, where development allows, opportunities should be utilised to further improve permeability through the site with the introduction of additional pedestrian/cycle routes between development plots. These should be designed to include suitable levels of natural surveillance, landscape and be accessible to all users.
4. Where possible opportunities should be explored to consolidate parking and introduce shared/communal parking for smaller employment uses/buildings to reduce levels of hardstanding.



Built Form and Use



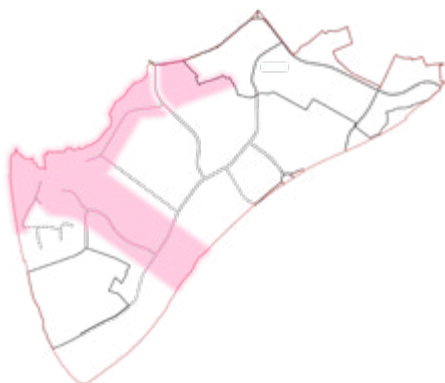
Streets and Movement



Landscape



Character Area 4 – Urban Valley



7.22 The Urban Valley Character Area aligns along the watercourses of Whittle Brook and Brightley Brook and captures development within the western extent of the northern boundary and a central region of Northern Gateway on a north-west to south-east axis.

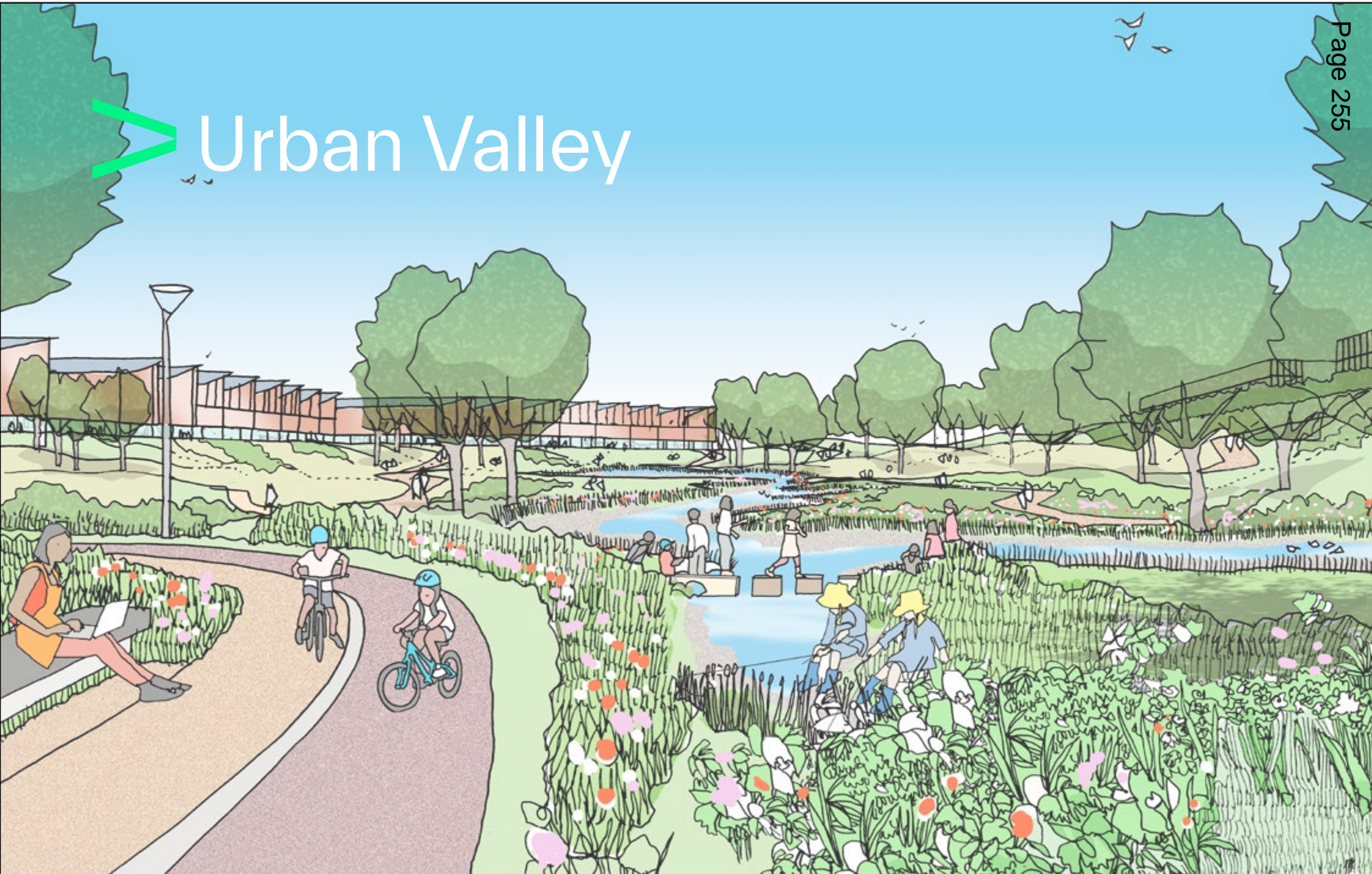
7.23 The Urban Valley Character Area forms a high-quality parkland setting to enable new areas of meaningful and accessible public open space with diverse opportunities for sport and recreation to bring about health and well-being benefits for employees, residents and the wider community. Development here is set within the landscape setting with building form, design and appearance having a positive impact on the area's role. Walking and running trails will meander throughout the Character Area with integrated community spaces and sport provision where compatible with ecological considerations. In connection with the Boundary Corridors Character Area, Whittle Valley protects areas of the highest ecological value and forms a cohesive wildlife movement and habitat network within Northern Gateway as well as connecting to green spaces within the surrounding local area to integrate with the wider landscape setting.

7.24 The existing brooks, their tributaries and u-shaped valleys alongside woodland blocks and riparian habitat are retained as far as possible and highlighted as distinguishing and mature landscape features. Supplementary landscape features to include naturalised and habitat friendly sustainable water management, land reprofiling solutions and further soft landscaping.



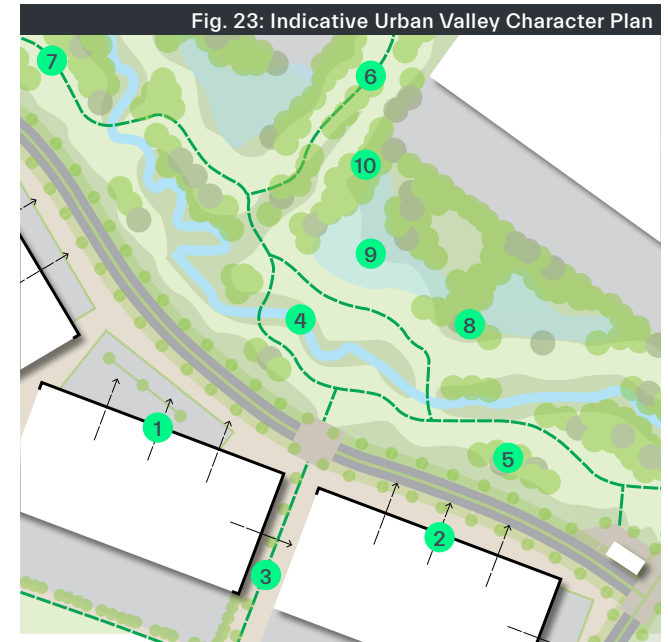
The Urban Valley Character Area forms a high-quality parkland setting to enable new areas of meaningful and accessible public open space.

> Urban Valley



Urban Valley Key Design Principles

1. Ensure building design and form responds to the role of the Urban Valley Character Area as containing some of the primary area of public open space across the site, as buildings will be highly visible to pedestrians and cyclists moving through and within the wider development.
2. Building elevations which front on to areas of public open space should embrace innovative design solutions in a way which breaks up their visual form, reduces their impacts on surrounding public spaces and maximises levels of natural surveillance.
3. Due to the large format nature of employment-led developments such as Northern Gateway, where development allows, opportunities should be utilised to further improve permeability through the site linking large areas of public open space with surrounding streets with the introduction of additional pedestrian/cycle routes between development plots. These should be designed to include suitable levels of natural surveillance, landscape and be and accessible to all users.
4. Provision of green and blue infrastructure network formed through retention of existing natural assets, in particular Whittle Brook, Castle Brook and Brightley Brook, and integration within a series of structural green and blue landscaped corridors.
5. Including landscaped corridors to form a high-quality parkland setting for Northern Gateway offering multiple benefits: for biodiversity and natural landscape; for sport and recreation; for sustainable water management and the health and well-being of employees, residents and the wider community.
6. Parkland setting should enable new areas of high quality, meaningful and accessible public open spaces with diverse opportunities for sport and recreation
7. Landscaped corridors should connect to public open space within the South Heywood Masterplan, Pilsworth Reservoir to the north and green spaces within the surrounding local area to integrate with the wider landscape setting.
8. Landscaped corridors should protect the areas of highest ecological value, increase habitat value with various landscape enhancements and form a cohesive wildlife movement network.
9. Inclusion of naturalised and habitat friendly sustainable drainage systems to manage rainwater run-off from hard paved spaces and buildings.
10. Deliver naturalised mitigation solutions to land reprofiling and retaining features and other site-wide infrastructure requirements.



Built Form and Use



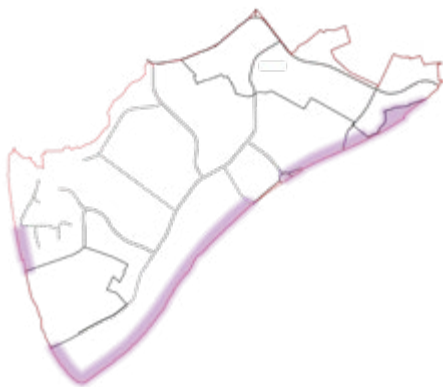
Streets and Movement



Landscape



Character Area 5 – Boundary Corridors



7.25 The Boundary Corridor Character Area bounds the M62 and M66 motorways. Its linear configuration extends along the majority of the southern and western boundary, excluding Pike Fold Golf Course, the existing playing fields and Castle Road proposed residential area.

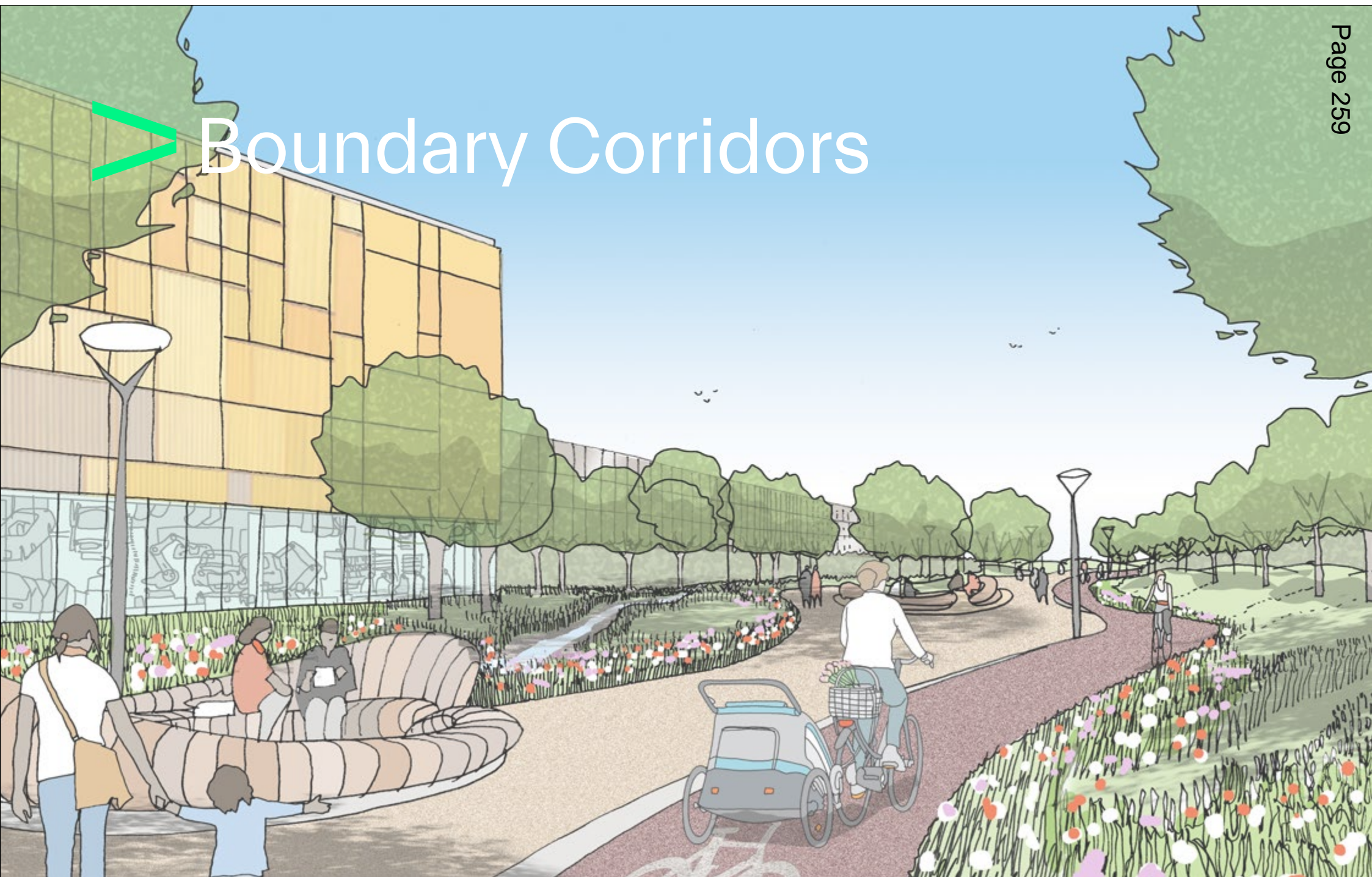
7.26 The Boundary Corridor Character Area recognises the opportunity to create a high-quality, safe and enjoyable peripheral linear public open space that offers numerous benefits. The corridor will connect number currently unlinked and poor-quality pedestrian and cycle routes which currently cross the motorways into the site to create a safe, attractive and legible network of routes. Existing tree belts should be reinforced with additional structural landscape planting, mitigating the impacts of the nearby M62 and M66. For cohesive habitat connection and wildlife movement benefits, the existing and proposed landscaping, combined with naturalised sustainable drainage systems, will strengthen and diversify the current habitats, thereby enhancing the ecological value of the site. For sport and recreational benefits, a perimeter pedestrian and cycle active travel network provides car-free travel routes, direct connections to existing links across the M62 and M66 and attractive running and walking trails.

7.27 The well-established and mature tree belts alongside the M62 and M66 are distinctive landscape features of the Character Area to be enhanced and extended with further structural landscape planting to cover the entirety of the motorway boundaries.



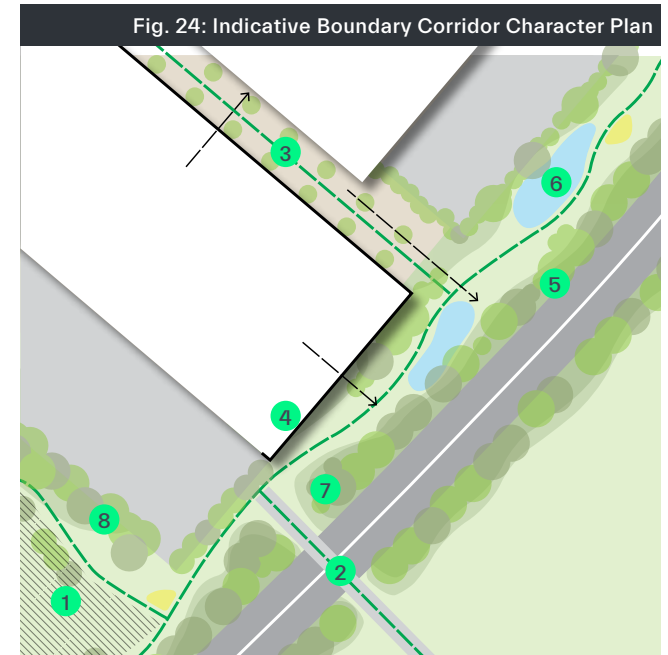
The Boundary Corridor Character Area recognises the opportunity to create a high-quality, safe and enjoyable peripheral linear public open space that offers numerous benefits.

> Boundary Corridors

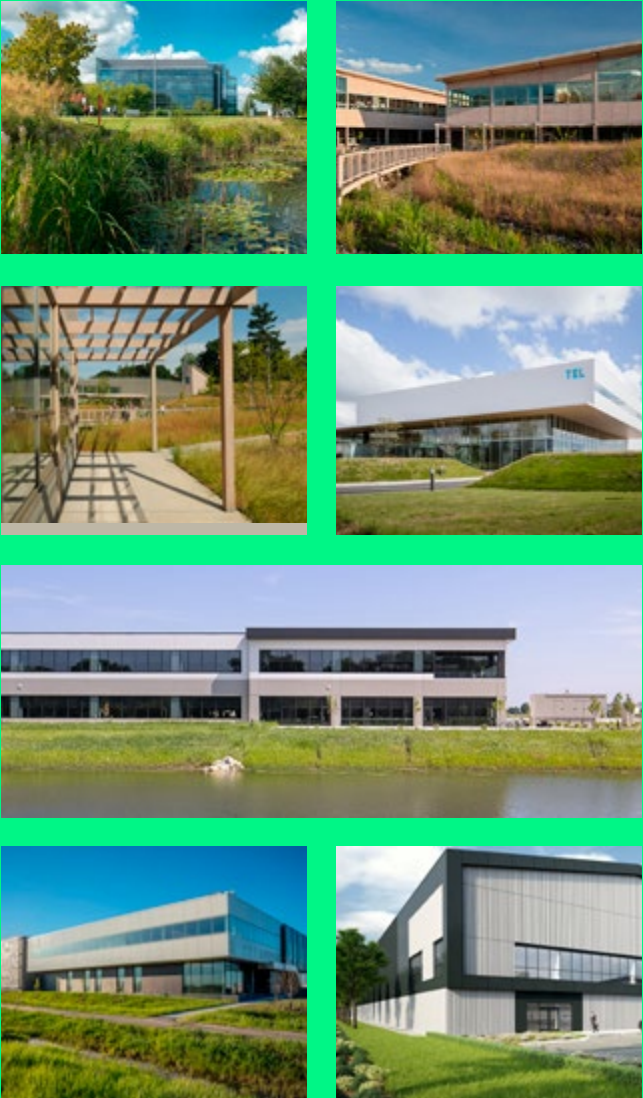


Boundary Corridors Key Design Principles

1. Building scale, use and form should be carefully considered where buildings sit in close proximity to adjacent proposed/existing residential uses in order to protect the amenity of residents.
2. Boundary Corridor will be largely free from road-based traffic and primarily take the form of pedestrian, cycle and Active Travel routes which connect into existing pedestrians/cycle routes across the M62 and M66 Motorways.
3. Due to the large format nature of employment-led developments such as Northern Gateway, where development allows, opportunities should be utilised to further improve permeability through the site with the introduction of additional pedestrian/cycle routes between development plots. These should offer direct routes and be designed to include suitable levels of natural surveillance, landscape and be accessible to all users.
4. Built form to be set back from the M62 and M66 motorways to retain the existing mature boundary vegetation. Additional native tree belt planting to strengthen and diversify the existing tree belts where there has been weakening of the landscape structure.
5. Strengthened Boundary Corridor vegetation provides multiple noise, air quality and visual amenity mitigation benefits from the proximity of the M62 and M66 motorways.
6. Inclusion of naturalised and habitat friendly sustainable drainage systems to manage rainwater run-off from hard paved spaces and buildings.
7. The delivery of naturalised mitigation measures within Boundary Corridors also enhances the site's ecological habitats, connected wildlife movement corridors and Biodiversity Net Gain (BNG) contribution.
8. Boundary Corridors, within Northern Gateway, of linear green spaces with vegetation screening form separation distances transitioning between employment development and residential development.



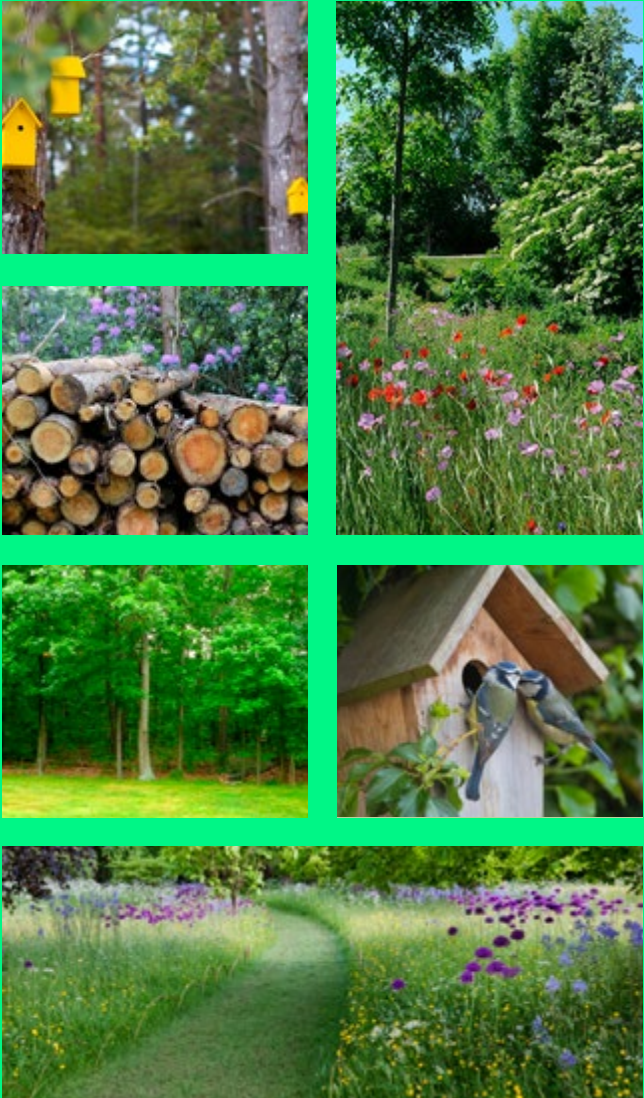
Built Form and Use



Streets and Movement



Landscape



Character Area 6 – Castle Road

7.28 Land to the west of the site, off Castle Road, provides the opportunity to bring forward new high quality residential development within the site and set a high benchmark for future residential development within the wider Atom Valley. A new active travel route running east-west through this character area will provide the key connection point for new and existing communities to access the employment opportunities provided within the site and also the high-quality parkland provided within the Urban Valley. Existing recreation facilities will be retained and enhanced and contributions toward education provision made.



Castle Road provides the opportunity to bring forward new high quality residential development within the site and set a high benchmark for future residential development.

Castle Road Key Design Principles

- Around 200 new homes, with the exact figure to be determined subject to infrastructure requirements.
- Provision of a range of house types, sizes and custom and self-build plots to create a vibrant and varied community. This should include affordable housing in line with the Councils' adopted policies and NPPF requirements and the density of development should be in line with PfE Policy JP-H4.
- Marker buildings should provide a gateway feature at the junction with Castle Road.
- Development blocks within the area should be orientated to promote east-west connectivity and ensure that streets and open spaces are active, overlooked and safe.
- Homes along the active travel route should create a strong frontage.
- Primary vehicular access to serve all residential parcels within this Character Area will be taken from Castle Road which will require a significant upgrade.
- Links to the existing Unsworth communities and into the wider employment site will be provided through the creation of a new active travel corridor through this Character Area. This route will be restricted to local bus services and will not provide connection for other vehicles between the employment and residential parts of the site.
- The movement network should encourage the use of public transport, walking and cycling ahead of the private car by providing direct linkages and improvements to the existing network
- Pedestrian and cycle routes through the site must offer logical and convenient connections to and between key destinations beyond the site boundary.
- Access to recreation provision must be considered when designing the street network.
- Existing road accessing Garlic must remain.
- The public realm throughout this character area should be high quality and help to foster a distinct identity which will also aid legibility.
- A variety of green spaces should be provided across the area ranging from private gardens, semi-private courtyard, pocket parks, informal areas of play to public open spaces. The incorporation of small-scale community orchards and allotments to aid health and well-being and enhance biodiversity will be encouraged.
- The design and integration of SuDs will be a key component in managing water across the area. Development should look to incorporate both soft and hard engineered features, which respond at various scales and include controls such as small-scale rain garden, swales, mini wetland and underground storage in addition to green roofs.

**Character
Precedents** 

Built Form and Use



Streets and Movement



Landscape



Sustainability

Greater Manchester's ambition is to become a carbon neutral city region by 2038.



08

Atom
Vallée

08. Sustainability

Greater Manchester’s ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury and Rochdale Councils through respective declarations of climate emergencies. Achieving this goal will reduce the need for buildings and homes to be retrofitted in the future to achieve carbon neutral goals set by Greater Manchester and the UK.

8.1 Strategic Objective 7 of PfE “playing our part in ensuring that Greater Manchester is a more resilient and carbon neutral city region” includes two specific themes of relevance to this chapter which are to:

- Promote carbon neutrality of new development by 2028, and
- Improve energy efficiency and the generation of renewable and low carbon energy.

8.2 The scale and location of the site provides an opportunity to demonstrate a commitment to net zero through the implementation of the policies within PfE and the ambitions of Bury and Rochdale Councils. The delivery of a net zero and highly sustainable employment park will support green growth within the region and help attract innovative world-class industry.

8.3 This chapter focusses on the expectations and likely benefits from the site with respect to net zero, carbon, energy, resource efficiency and climate resilience which, collectively, would make a significant contribution to climate change mitigation and address the impacts of climate change⁶. The specific policies within PfE that are relevant to this section are:

- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S3: Heat and Energy Networks
- Policy JP-S4: Flood Risk and the Water Environment, and
- Policy JP-S6: Resource Efficiency.



The scale and location of the site provides an opportunity to demonstrate a commitment to net zero through the implementation of the policies within PfE and the ambitions of Bury and Rochdale Councils.

6. The policy expectations set out in this section do not apply to the South Heywood Masterplan Area which is subject to sustainability standards set out in the conditions of the outline planning permission(s).

Carbon and Energy

8.4 Development at the site must adhere to Policy JP-S2 to demonstrate how net zero has been achieved where practical and viable. The policy requires the following:

- From adoption (2024) – regulated operational carbon emissions: When the amount of carbon emissions associated with the building's operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and / or off-site renewable energy sources, with any remaining carbon balance offset.
- From 2028 – the above plus all emissions 'in construction': When the amount of carbon emissions associated with a building's product and construction stages up to practical completion is zero or negative, through the use of offsets. For clarity, construction carbon is defined as life stages A1-A5.

8.5 The above definitions are adapted from the UKGBC Net Zero Carbon Buildings Framework.⁷ The UKGBC Framework is due to be superseded during 2024 by the emerging UK Net Zero Carbon Building Standard⁸ (UKNZCBS). Implications of this change will need to be addressed once the UKNZCBS is launched. However, initial recommendations of how the UKNZCBS can be addressed are set out within the relevant sections below.

⁷ UKGBC Net Zero Carbon Buildings Framework (2019)

⁸ UK Net Zero Carbon Building Standard

Net Zero in Operation

8.6 PfE Policy JP-S2 requires that regulated energy usage is minimised as far as possible on site in line with the following energy hierarchy:

- Minimise energy demand
- Maximise energy efficiency
- Use renewable energy
- Use low carbon energy, and
- Utilise other energy sources.

8.7 Policy JP-S2 also requires that, for non-domestic buildings, BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue is achieved, rising to BREEAM 'Outstanding' equivalent from 2028. This requirement therefore forms the basis for how much energy and carbon emissions should be minimised directly on site.

8.8 Residual emissions after reduction will then be offset where practical and viable via a fund which will be developed by GMCA, Bury and Rochdale Councils.

8.9 From 2025, development should also calculate and minimise carbon emissions from unregulated emissions alongside regulated emissions. It is not expected that emissions associated with unregulated energy will be offset.

8.10 It is expected that the energy strategy for the site will seek to be all-electric to ensure that energy demand is met through the increasingly decarbonising electricity grid. It is expected that heat pumps will be used to deliver the space heating and cooling demand.





8.11 It is expected that on-site renewable energy will be maximised as far as possible at the site, prioritising rooftop and ground mounted solar photovoltaics, and building mounted micro-wind turbines where appropriate, practical, and viable.

Net Zero in Construction

8.12 From 2026, Policy JP-S2 requires (where practicable and viable) all new development to achieve zero carbon in construction in line with the UKGBC Framework (as defined in Paragraph 8.5 (b)), in addition to regulated energy. Construction carbon emissions should be minimised as far as possible before residual carbon is offset.

8.13 Offsetting should be limited to buildings only, which aligns with the methodology within the UKGBC Framework and emerging UKNZCBS.

8.14 Reductions in construction carbon should focus on material efficiency (e.g. 'use less') in the first instance, before exploring the use of low carbon and innovative materials.

Carbon Offsetting

8.15 In collaboration with the GMCA, Bury and Rochdale Councils are developing a Carbon Offset Fund to enable applicants to contribute to and achieve net zero.

8.16 The fund is expected to be in place shortly and should be available for any relevant planning applications within the JPA1.1 site.

Heat and Energy Networks

8.17 The site has been identified as a Heat and Energy Network Opportunity Area. As such, it will be important to explore whether installation of a site-wide heat/energy network solution is practical, financially viable, and delivers the highest carbon savings over the course of its operation.

8.18 Opportunities for using waste heat locally should be explored.

8.19 Opportunities for smart energy networks should also be considered, including:

- Energy demand and generation balance
- Energy storage
- Microgrid(s), and
- Electric vehicle charging strategy (HGV, public, and private vehicles).
- If an applicant can demonstrate that an alternative energy strategy will deliver greater benefits, then this will be considered.

Resource Efficiency

8.20 Circular economy is a key part of Greater Manchester's ambition to be a carbon neutral and leading green city region by 2038, and Northern Gateway will have a role in supporting this.

8.21 PfE Policy JP-S6 (Resource Efficiency) requires development to use sustainable design and construction techniques to reduce carbon emissions, adapt and future proof to the impact of climate change, reduce and recycle waste and minimise water use.

8.22 It is expected that circular economy measures implemented in the development will include, but are not limited to:

- Material efficiency, minimising the quantity of materials used in construction
- Use of recycled materials and materials with a high recycled content
- Use of materials which can be repurposed or recycled at end of life
- Resource (energy and water) efficiency measures during construction and operation, and
- Reduction of waste generated during construction and operation, and diversion of residual waste from landfill.

Climate Resilience

8.23 Greater Manchester will experience changes to climate in the future, including:

- Increased annual temperatures
- Increased winter rainfall, and
- Decreased summer rainfall.

8.24 Impacts associated with the above changes to climate and measures to mitigate them are set out within PfE Policy JP-S4 and must be adhered to.

8.25 Development must demonstrate how climate adaptability and resilience measures have been incorporated through design measures which are appropriate for the JPA 1.1 site and its proposed use. Design measures expected to be implemented on site include:

- Reducing overheating risk through passive measures in the first instance, using active cooling where necessary.
- Reducing flood risk through Sustainable Drainage Systems (SuDS), without significantly increasing embodied carbon emissions.
- Incorporating green and blue infrastructure to mitigate overheating, flood risk, and contribute to biodiversity, whilst ensuring the design of built development also reduces wherever possible impacts on the surrounding natural environment.
- Minimising water use during operation through reducing water demand and incorporating rainwater or greywater harvesting, and
- Appropriate landscaping strategy which suits current and future climate scenarios and doesn't rely on mechanical irrigation.

Environmental Accreditation

8.26 As set out within Paragraph 8.8, development should achieve a minimum of BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue is achieved, rising to BREEAM 'Outstanding' equivalent from 2028.

8.27 BREEAM provides a holistic approach to demonstrating sustainability, including categories in Energy, Water, Materials, Waste, and Pollution. The assessment process provides a robust approach to carbon and energy, resource efficiency, and climate resilience.

8.28 Applicants are therefore encouraged to achieve full certification under BREEAM, to a rating of 'Excellent' as a minimum.

8.29 Where feasible and viable, additional accreditation is encouraged to demonstrate the sustainability credentials of the site. Accreditation could include but is not limited to ActiveScore, FitWel, and WELL.

8.30 Applicants are expected to maintain dialogue with the councils throughout the application process to ensure that the net zero and sustainability approaches are policy compliant and compatible with the ambitions of GM and Atom Valley.

8.31 The measures set out may need to be reviewed following industry updates including Future Building Standard, UKNZCBS, and any further updates in national legislation and guidance.



Phasing, Infrastructure and Delivery

This requires a coherent and coordinated approach to the provision of strategic infrastructure, through the direct delivery of on-site and off-site infrastructure, and through financial contributions.



09

Atom
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09. Phasing, Infrastructure and Delivery

The site is a large nationally significant location for new employment-led development. PfE anticipates the delivery of a total of around 1,200,000 sqm of industrial and warehousing space and around 1,200 homes. It is anticipated that the site has the potential to take approximately 20 years to be delivered, although the baseline assumption is that around 935,000 sqm of employment space will be delivered within the PfE plan period to 2039.

9.1 This requires a coherent and coordinated approach to the provision of strategic infrastructure, through the direct delivery of on-site and off-site infrastructure, and through financial contributions. These contributions will ensure delivery of the site provides mitigation for the impacts of the development on the surrounding communities and the environment, as well as achieving the full aspirations of PfE.

9.2 Planning permission has already been granted for up to 175,460 sqm of employment floorspace, 1,000 homes, a local centre, and a new primary school on the eastern part of the site at South Heywood, delivering an early phase of development. This chapter relates to the subsequent phasing and delivery of the remaining site.

9.3 A comprehensive Infrastructure Phasing and Delivery Strategy (IPDS) for the site has been prepared in accordance with the PfE Policy JPA1.1 and JP-D1 and should be read alongside the NGDF SPD. The IPDS will remain a 'living document' and will be subject to regular updates and amendments outside of the NGDF SPD process in order

to be responsive to constraints and opportunities, and the availability of funding, as the site is brought forward.

9.4 Planning applications within the site will be required to demonstrate how the proposed development would assist in the delivery of key infrastructure and not compromise or prejudice the comprehensive development of the site. The council(s) will need to be satisfied that development of individual parcels will not sterilise or frustrate delivery of other parts of the site and all parcels will need to be sufficiently coordinated with appropriate infrastructure delivered at the correct time to support comprehensive development. Planning applications will need to demonstrate alignment with the infrastructure requirements, delivery and phasing principles and programme set out in the IPDS. Piecemeal planning applications which fail to deliver or contribute towards the wider strategic infrastructure will be resisted.

9.5 It is not considered practical to provide for the full infrastructure requirements across the site as part of its early development, particularly because of the scale of the

site, scheme viability and longevity of its expected delivery. Therefore, infrastructure delivery will be phased through the development cycle of the site, as parcels and phases are brought forward or in response to opportunities. Opportunities to secure external funding for key infrastructure will also be pursued to expedite the delivery of the opportunity.

9.6 This includes the opportunity for the site to attract significant national and international investment, including a giga-scale opportunity. It is envisaged that the site will be promoted for such a giga opportunity and there is potential for this to be located within different parts of the site. If this opportunity does not come forward in the expected first phase of the site, then subsequent phases will still retain the potential. Implementing infrastructure throughout the site too early could constrain development parcels and investment opportunities of this scale.

9.7 The IPDS will be kept under review and updated to respond to changing needs and circumstances over time.

Phasing and Infrastructure

9.8 Given the scale of the opportunity, full delivery of the site is expected to take place over a 20-year period. Development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach is needed to be responsive to opportunities (which is one of the 12 key principles of the Northern Gateway Investment Zone summarised in Chapter 4 of this SPD).

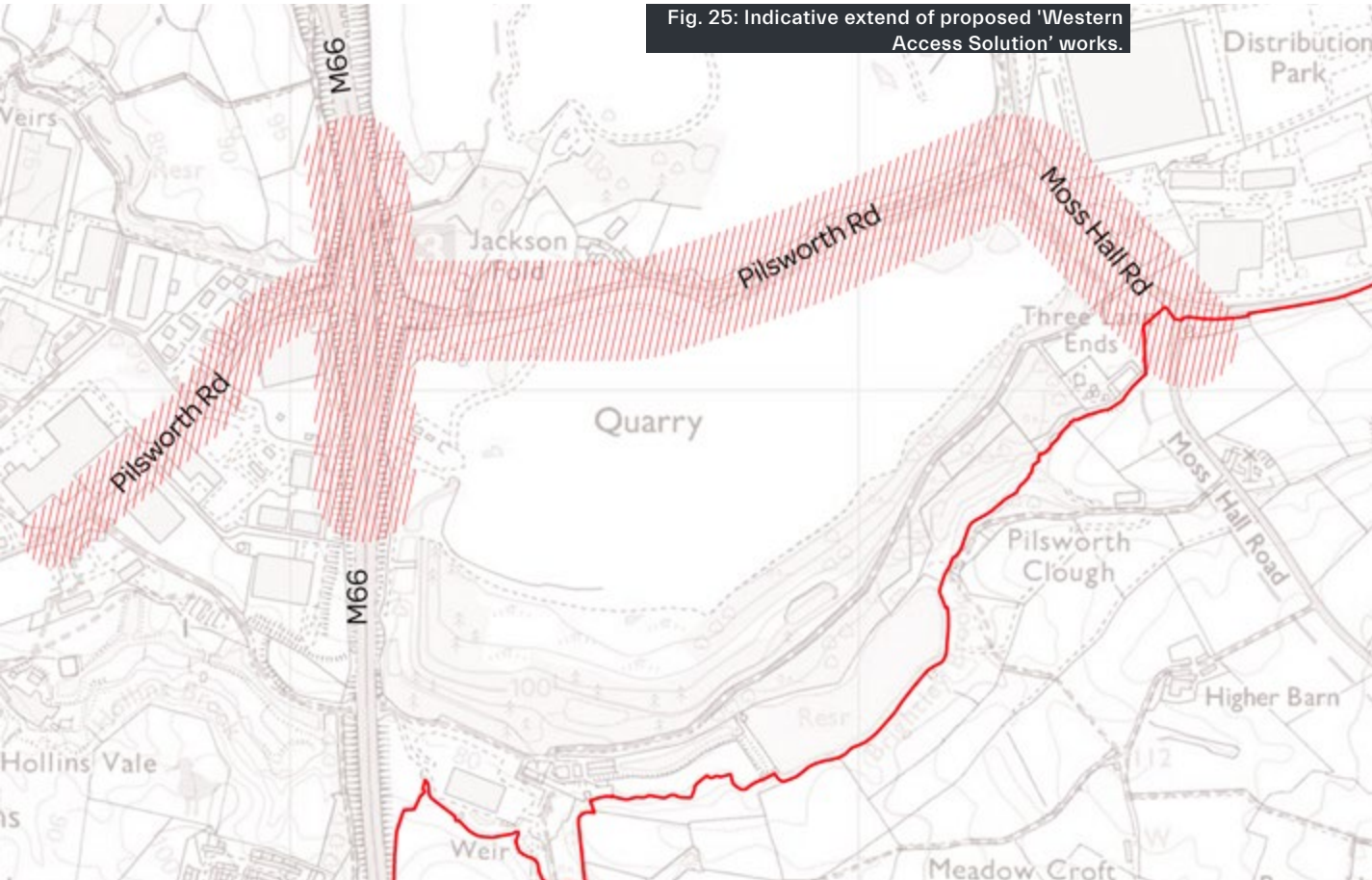
9.9 It is anticipated that there will be different phases across the lifespan of the development and over time the phasing may change and phases may emerge, depending upon the needs of future occupiers. The approach to phasing is not necessarily intended to be chronological, but rather reflects a natural and logical way the site will come forward given the existing infrastructure and the currently envisaged timing of delivery. This approach does not restrict the potential for latter phases to be accelerated where opportunities arise, or where infrastructure allows certain phases to be advanced earlier than currently envisaged.

9.10 The overall phasing of development, including the quantum of floorspace capable of being delivered within each phase, will be heavily influenced by the extent of available capacity within the surrounding strategic road network (SRN) and the implementation of necessary mitigation.

Initial Phase – Employment

9.11 It is proposed that the logical and natural first phase of development (after the consented South Heywood development) will stem from the existing highway infrastructure that already exists in and around the site. The extent of the first phase and rate of delivery will be principally driven by market demand.

9.12 Local highway upgrades are required to both the northern site entrance (Pilsworth Road/Moss Hall Road Junction (south)) and the existing spine road (Whittle Lane) running south through the site to allow initial phases of development in the northern part of the site which in effect will provide an extension to the existing built development and benefit from connection to existing infrastructure to commence.



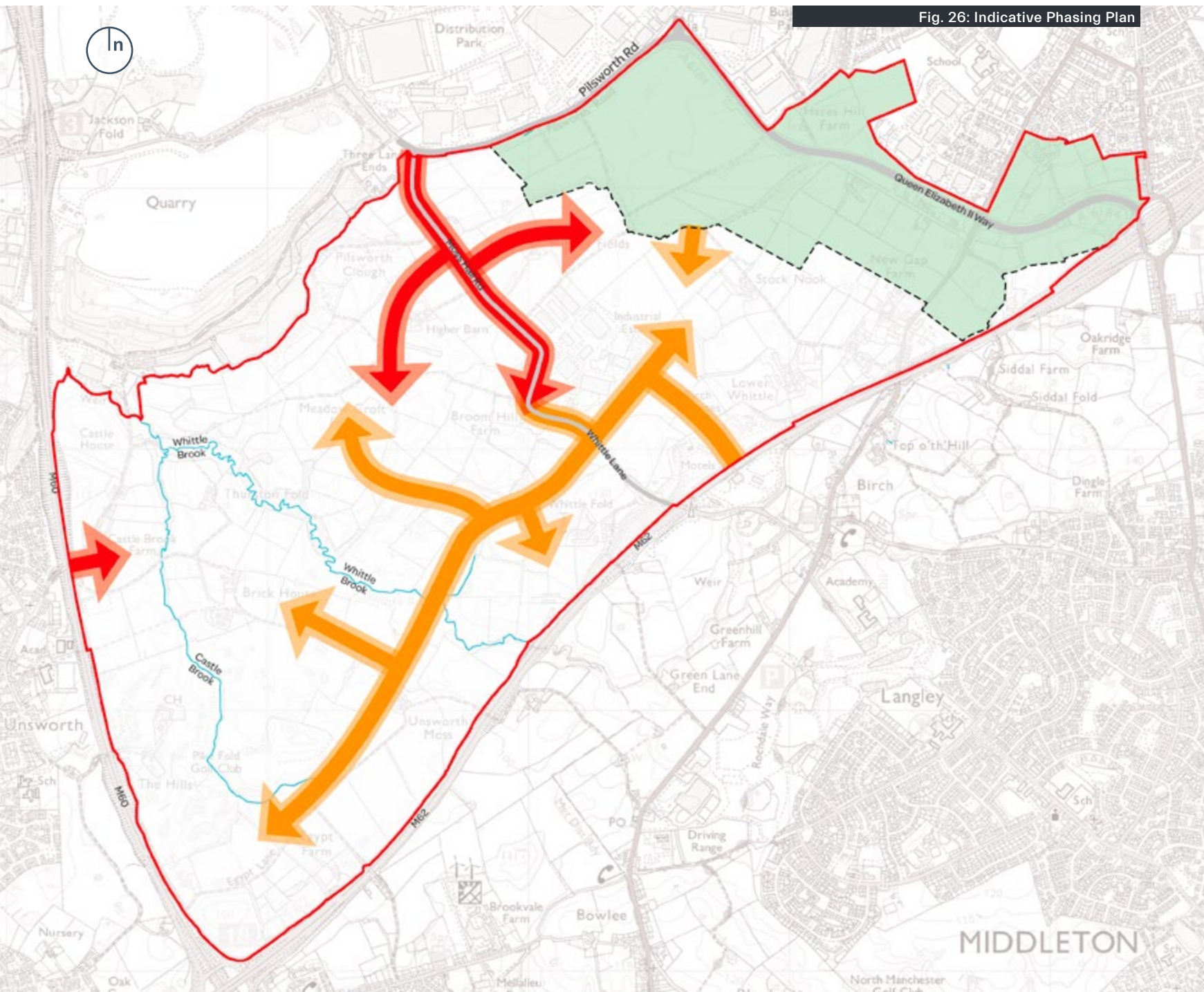


Fig. 26: Indicative Phasing Plan

- Allocation Boundary
- South Heywood Application Area
- Existing Road
- ➔ Initial Phases
- ➔ Later Phases

9.13 A package of active travel and public transport improvements will be required to connect with nearby communities and town centres. Early planning applications within the site should deliver these interventions in a way that is proportionate and that establishes the principle of the site being accessed in line with the sustainable transport hierarchy.

9.14 It is anticipated that the next phase of development opportunities will then be provided to the development plots to the east and west of the existing spine road, generally moving in a southerly direction from the Pilsworth Road/Moss Hall Road junction (south).

9.15 To connect these initial phases of development with the local highway network and the strategic road network, improvements to Moss Hall Lane, Pilsworth Road (East and West of the M66) and Junction 3 of the M66 will be required. This infrastructure project is known as the 'Western Access solution' and will allow for increased highway capacity as well as early provision of public transport and active travel links.

Initial Phase – Residential

9.16 Residential development in the western part of the allocation is also expected to come forward in the early phases of the development. However, this will be independent of the employment part of the site, albeit with longer term requirements to link this site with the wider development as it progresses – specifically with regards to active travel and public transport.

9.17 Primary access to serve the residential element will be taken from Castle Road and local highway upgrades at the junction between Castle Road and Pole Lane will be required to facilitate this access. A new active travel corridor from Castle Road and through the residential development will also be required as part of the residential phase, ensuring that land is safeguarded to provide connectivity to later phases of employment development outlined below.

Later Phases

9.18 As the employment development builds out from the north, further work will be undertaken to explore how later phases, and infrastructure, can be brought forward. Significant levels of investment in the SRN will be required and is likely to include a scheme of mitigation and improvement at Junction 3 of the M66 and Junction 19 of the M62. The exact requirements will be determined through joint working and detailed highways modelling with National Highways.

9.19 Public transport access from Bury and Rochdale to the site will be improved and could include:

- Introduction of local bus services to/from key communities around the site, including, Bury, Heywood, Middleton, Langley, Rochdale, Radcliffe, Whitefield and Prestwich, as well as wider connections to the City Centre, Oldham and Ramsbottom/Rossendale.
- Tram-train on the Bury-Heywood-Rochdale line to the north of the site.
- A spur into the Northern Gateway site from the Bury-Heywood-Rochdale tram-train line.
- Several active travel routes linking the site to surrounding communities and beyond, utilising existing crossing points across the strategic road network and potentially new crossing infrastructure.

9.20 Later phases will also require internal highways infrastructure, including at least one bridge over Whittle Brook to connect the parcels with the internal spine road.

9.21 Infrastructure in all phases must enable and link active travel and public transport connections throughout the whole site, including links through the residential component of the site although general traffic movement (including cars and HGVs) will not be permitted through this route..



Flexibility and Adaptability

9.22 Due to the scale and nature of the proposed uses, and the timescales within which it is anticipated to be delivered, the NGDF and associated Development Framework Plan needs to be robust as well as flexible. The NDGF provides suitable controls and principles to suitably guide future proposals and to manage design qualities, whilst being able to adapt to changing market conditions, context as well as occupier requirements. This includes factoring possible large investor requirements.

9.23 The employment uses envisaged for the site could take the form of a larger number of smaller commercial units or a smaller number of large commercial units and will be driven by market demands and the needs of tenants. These will often require large, plateaued development plots for maximum flexibility to respond to the varied needs of occupiers and tenants.

9.24 The scale of the site represents the largest new employment site in Greater Manchester and one of the few sites across the country with the potential to be able to accommodate a large investor 'Giga-scale Plus' opportunity. Such opportunities are significant and would need special consideration with regard to setting, impacts and form of any such development. In order to accommodate such an opportunity, the Development Framework Plan has been designed to allow a number of adjacent development plots to be merged into a single development plot whilst not having a material impact on the site-wide design principles and the wider vision.

Longer Term Development Potential

9.25 PfE policy JPA1.1 requires existing recreation facilities within the site (including Castlebrook High School (now Unsworth Academy) playing fields and Pike Fold Golf Course) to be retained and enhanced; or where necessary, for provision to be made for replacement facilities that are equivalent or better in terms of quantity and quality in a suitable location. In this context, the Development Framework Plan presented in this NGDF assumes that Pike Fold Golf Course and the adjacent playing fields will be retained.

9.26 Notwithstanding this, there may be an opportunity in the future for development to come forward on the Golf Course and playing fields, subject to an alternative re-provision. As such, the Development Framework Plan has been designed to ensure that development doesn't inhibit future development of the golf course and/or playing fields should that part of the site come forward for development. This includes providing suitable potential points of access and through routes to ensure that any future development of the existing recreation facilities reads as part of a single comprehensive development.

- Allocation boundary
- Potential developable area
- Existing built development
- South Heywood Application area
- Green open space
- Woodland
- Woodland Riparian Corridor
- Woodland/Priority Habitat
- Watercourse
- Water body
- ★ Listed Building (Grade II)
- Indicative Highway Improvement Area
- ↑ Proposed Access Point (all traffic)*
- ↑ Potential Access Point (all traffic)
- ↑ Access Point (no HGV)
- ↑ Access Point (Bus Only)
- ↑ Access Point (Pedestrian / cycle access)
- Primary Road (all traffic)
- Secondary Road (all traffic)
- Residential Road (no HGV)
- Bus Road (bus only)
- Retained Footpath
- Relocated/New Footpath & Cycle Route
- Employment uses
- Residential uses
- Mixed-use
- Gateway location
- Bus enabled route

*Proposed access point direct to Strategic Road Network

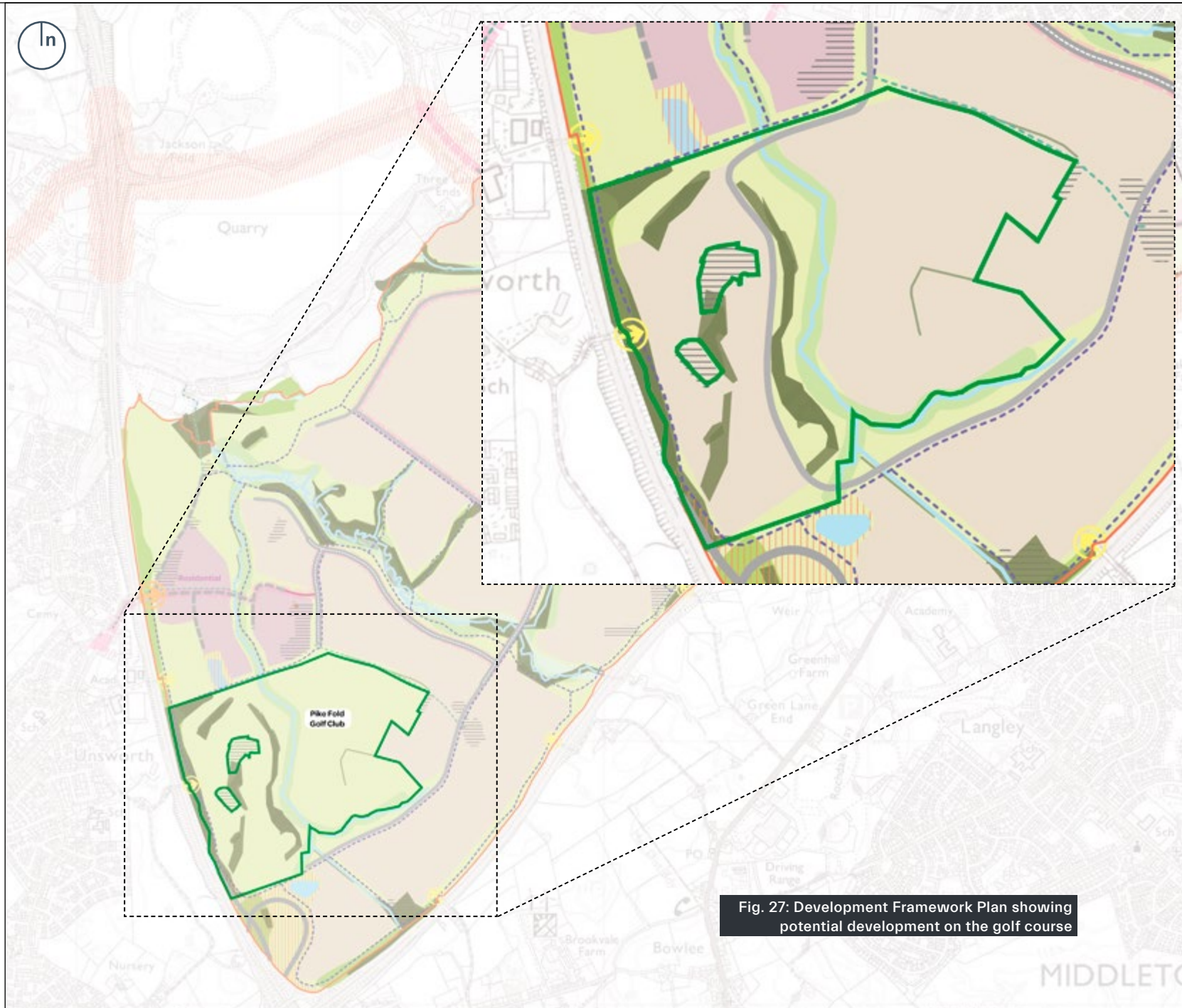


Fig. 27: Development Framework Plan showing potential development on the golf course

Site-Wide Infrastructure

9.27 Whilst the provision of new infrastructure is important, there may be existing infrastructure which is required to be diverted or amended as part of the proposed development. A coordinated approach to these works would be required to support delivery including:

- **Accessibility**
 - Active Travel
 - Public Transport
 - Road Network
- **Drainage and utilities**
 - The provision and diversion of water and drainage infrastructure
 - The provision and/or diversion of electricity/gas infrastructure
 - The provision or diversion of digital and telecommunications infrastructure
 - On site Energy
- **Strategic green infrastructure and biodiversity**
- **Community infrastructure**
- **Compensatory improvements to the environment quality and accessibility of land remaining in the Green Belt.**

Delivery and Funding

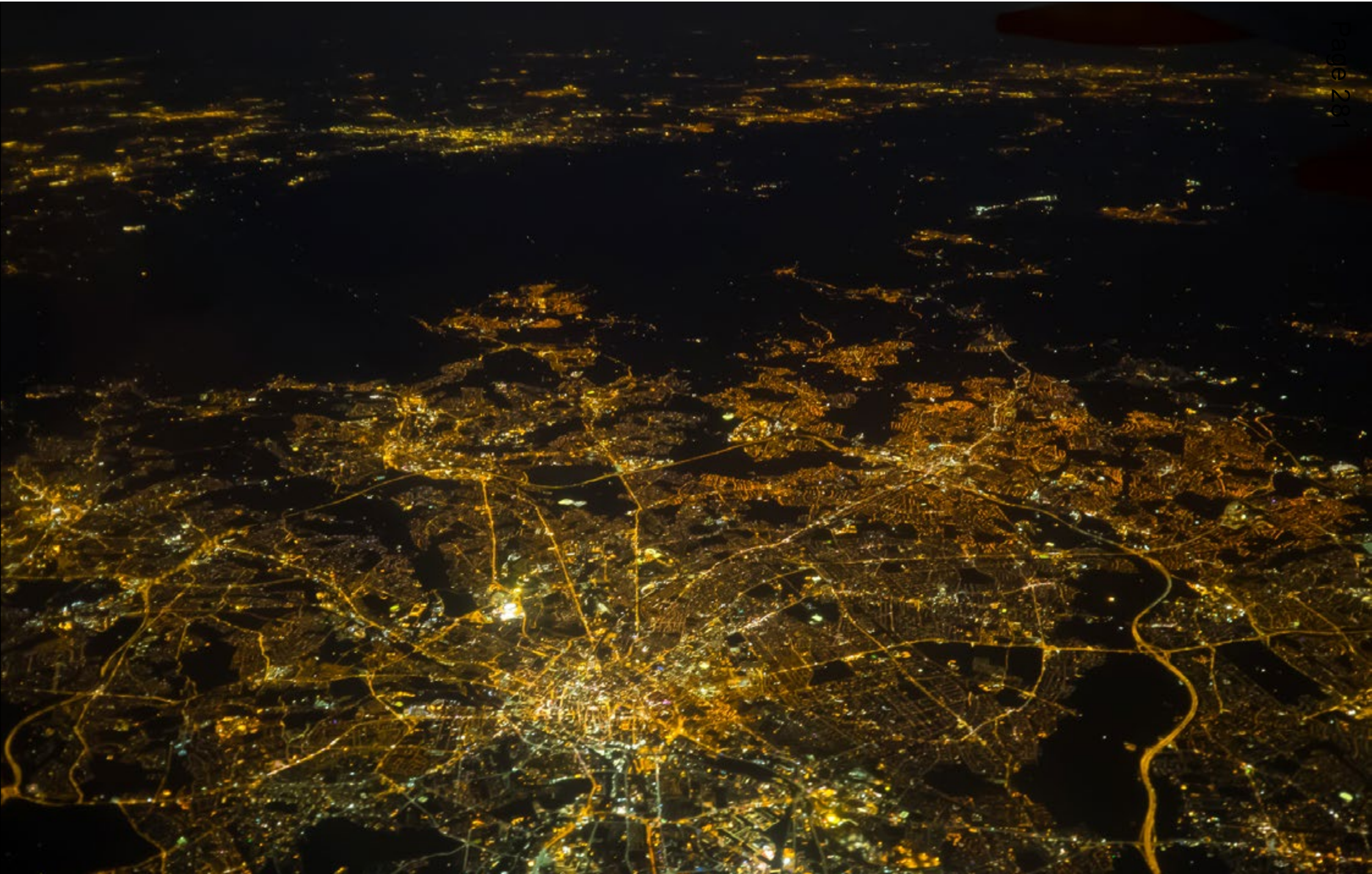
9.28 A range of delivery and funding mechanisms will be required, including:

- **Developer contributions secured via Section 106 Agreements:** Developer contributions and/or delivery of infrastructure in lieu will be secured to assist in mitigating the impact of the development (or relevant phase of the development). In line with the CIL Regulations, contributions will be sought where they are necessary to make the development applied for acceptable in planning terms, and fairly and reasonably related in scale to the development.
- **Public sector funding:** The scale of infrastructure required to realise the full potential of the site will require funding from the public sector. This funding is expected to help stimulate development and support the viable delivery of some of the key infrastructure required to realise delivery of the site.

9.29 An equalisation approach will be followed to ensure that the cost of infrastructure is shared across those benefiting from it. This approach seeks to avoid the costs falling disproportionately on early phases of development or being pushed back to later phases, which would be to the detriment of the comprehensive delivery of the site. Further details on how equalised infrastructure contributions will be calculated can be found in the IPDS.

9.30 There will also be infrastructure components that are specific to the parcels that make up the site. Pre-application discussions with the council(s) will identify parcel-specific infrastructure needs, which will be additional to those site-wide strategic infrastructure components that all development should contribute to.

9.31 Bury and Rochdale Councils, as the Local Planning Authorities, have statutory powers that can enable and facilitate the delivery of major and comprehensive development opportunities. In order to ensure that the public benefits afforded by a comprehensive approach to development are fully realised, where necessary the councils will consider the use of their statutory powers (including compulsory purchase powers (CPO) and the over-riding of third-party rights) to deliver the allocated development on a comprehensive basis.



Review

This NGDF SPD provides a clear vision and expectations for development and supporting infrastructure within the Northern Gateway JPA1.1 site.



10

Atom
Vallée

10. Review

This NGDF SPD provides a clear vision and expectations for development and supporting infrastructure within the Northern Gateway JPA1.1 site. However, if circumstances change and have implications for the guidance provided in the NGDF SPD, a review will be appropriate.

10.1 The scope and content of any review would be agreed between the councils and the updated NGDF SPD would be subject to a proportionate statutory and/or public/stakeholder consultation before being finalised. Thereafter, the updated Development Framework would be reported to a meeting of both Rochdale Borough Council and Bury Council Cabinets to seek approval.



For further information contact

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Turley