AGENDA FOR

CABINET

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To: All Members of Cabinet

Councillors : E O'Brien (Leader) (Chair), A Arif (Cabinet Member for Housing Services), R Gold (Cabinet Member for Communities and Inclusion), G McGill (Cabinet Member for Culture, Economy and Skills), C Morris (Cabinet Member for Regeneration and Growth), L Smith (Deputy Leader and Cabinet Member for Environment, Climate Change and Operations), T Tariq (Cabinet Member for Adult Care, Health and Public Service Reform), S Thorpe (Deputy Leader and Cabinet Member for Finance and Corporate Services) and S Walmsley (Cabinet Member for Children and Young People)

Dear Member/Colleague

Cabinet

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

Date:	Wednesday, 2 December 2026
Place:	Bury Town Hall
Time:	6.00 pm
Briefing Facilities:	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
Notes:	

AGENDA

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

Members of Cabinet are asked to consider whether they have an interest in any of the matters of the Agenda and, if so, to formally declare that interest.

3 PUBLIC QUESTION TIME

Questions are invited from members of the public about the work of the Cabinet.

Notice of any question must be given to Democratic Services by midday on Monday, 30 November 2026. Approximately 30 minutes will be set aside for Public Question Time, if required.

4 MEMBER QUESTION TIME

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

Notice of any Member question must be given to the Monitoring Officer by midday on Friday 27 November 2026.

5 MINUTES *(Pages 5 - 18)*

Minutes from the meeting held on 4 November 2026 are attached.

6 REGULATOR FOR SOCIAL HOUSING REGULATORY JUDGEMENT AND NEXT STEPS *(Pages 19 - 40)*

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

7 BURY TOWN CENTRE DELIVERY STRATEGY (PHASE 1) *(Pages 41 - 110)*

A report of the Cabinet Member for Regeneration and Growth is attached.

8 HRA CAPITAL INVESTMENT PROGRAMME 2026.2027. REQUEST TO ENTER AN EXTENSION OF CONTRACT WITH EMMANUAL WHITTAKER FOR INTERNAL REFURBISHMENT PROGRAMME. *(Pages 111 - 116)*

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

9 BURY LOCAL PLAN - DELEGATION OF AUTHORITY TO AGREE MODIFICATIONS ARISING DURING EXAMINATION *(Pages 117 - 124)*

A report of the Leader is attached

10 CORPORATE CORE STRUCTURE REVIEW *(Pages 125 - 148)*

A report of the Deputy Leader and Cabinet Member for Finance and Corporate Services is attached.

11 APPROVAL OF THE BURY COUNCILS HOMELESSNESS STRATEGY AND ACTION PLAN *(Pages 149 - 330)*

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

12 NORTHERN GATEWAY WESTERN ACCESS SCHEME *(Pages 331 - 402)*

A report of the Leader is attached.

13 CORPORATE PLAN Q2 2026-27 PERFORMANCE & DELIVERY *(Pages 403 - 430)*

A report of the Deputy Leader and Cabinet Member for Finance and Corporate Services is attached.

14 FINANCE Q2 *(Pages 431 - 474)*

A report of the Deputy Leader and Cabinet Member for Finance and Corporate Services is attached.

15 MINUTES OF ASSOCIATION OF GREATER MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED AUTHORITY *(Pages 475 - 496)*

To consider the minutes of meetings of the AGMA Executive Board and Greater Manchester Combined Authority held on 25 September 2026.

16 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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Agenda Item 5

Minutes of: **CABINET**

Date of Meeting: 4 November 2026

Present: Councillor E O'Brien (in the Chair)
Councillors A Arif, R Gold, G McGill, C Morris, L Smith, T Tariq, S Thorpe and S Walmsley

Also in attendance: Councillors S Arif, C Birchmore, J Rydeheard and D Vernon

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

Apologies for Absence: None

CA.98 APOLOGIES FOR ABSENCE

There were no apologies received.

CA.99 DECLARATIONS OF INTEREST

There were no declarations of interest.

CA.100 PUBLIC QUESTION TIME

There were two public questions submitted in advance of the meeting, neither member of the public was present, in line with the constitution, written responses will be provided to both residents.

No further members of the public attended the meeting.

CA.101 MEMBER QUESTION TIME

Councillor Staples Jones asked a question about the car parking consultation and mitigations that might be coming down the line such as enforcement or resident permits.

Responding Councillor L Smith commented that a full parking review has been commissioned that will look at parking sufficiency across the borough. This will look at where displacement may be and what can be done to support residents in each township. Councillor L Smith encouraged as many people as possible to complete the parking consultation to ensure their views are captured.

CA.102 MINUTES

It was agreed:

That the minutes of the meeting held on 14 October 2026 be approved as a correct record.

CA.103 CALL-IN - OBJECTIONS TO THE PROPOSED DISPOSAL OF PUBLIC OPEN SPACE - LAND ON THE NORTH SIDE OF MILTON ROAD, RADCLIFFE, BURY

The Leader reminded members that this item had been discussed and agreed at Cabinet on 14 October 2026 and subsequently called in by Overview and Scrutiny Committee.

The Leader suggested cabinet members take a short recess to review the additional report and objections that had been circulated to members.

Councillor Thorpe introduced the report which provides details of the objections received to the proposed disposal of Public Open Space (POS) of land on the North Side of Milton Road, Radcliffe, Bury. Councillor Thorpe highlighted that 28 objections from residents had not been include in the original report and therefore the decision amended by Cabinet on 16 October 2026 was flawed. The updated report contains the objections that had been missed and some additional objections received up to the last Cabinet meeting as recommended by the Overview and Scrutiny Committee.

Councillor O'Brien welcomed a position had been reached where the importance of shared space and community involvement is a more realistic option.

Councillor Rydeheard thanked officers for their work in reviewing and producing the updated reports and members who attended Overview and Scrutiny. Members of Overview and Scrutiny members had a wide ranging discussion, covered a lot of issues and agreed some proportionate recommendations for cabinet to consider.

Councillor Birchmore reminded members that the objections are coming from residents who live in the area who have concerns about the decisions being made by the council and expressed her concerns that the system let residents down.

Councillor O'Brien responded that if residents take the time to express their views, their voice should be heard during decision making and confirmed it was an error not to have the objections included in the original report.

Councillor Walmsley welcomed the scrutiny meeting and that the meeting showed how good scrutiny in Bury is. Discussions are under way to review how we can ensure these issues don't happen again.

Councillor O'Brien reminded members that the recommendations from Overview and Scrutiny Committee have been provided for Cabinet to consider and shape the decision to be taken.

The Monitoring Officer confirmed that the options are to confirm the original decision, amend the original decision or ask for further information. Members need to have regard to the recommendations from Overview and Scrutiny Committee when considering the decision

<u>Recommendations from Overview and Scrutiny</u>
Councillor O'Brien confirmed that Cabinet would accept the recommendations from the Overview and Scrutiny Committee being:

1. Cabinet to consider the 28 objections which were submitted prior to the consultation closure date of 24th September 2026, which were not provided in the original report to Cabinet.
2. That feedback from the event on the 29th September, alongside all other representations received up to 14th October 2026 (that being the date of the meeting of Cabinet in which the previous version of the report was considered), be considered by Cabinet in addition to the feedback received within the consultation period.

3. That a review is carried out to ensure that all consultation responses are dealt with appropriately to prevent a repetition of these issues and ensuring that responses are more appropriately and informatively grouped and presented to decision makers.
4. That, in addition to meeting statutory requirements for consultation in accordance with Sections 123(2A) and 127(3) of the Local Government Act 1972, the council carries out additional appropriate and localised consultation with the relevant communities affected for future development on this report and for future projects.
5. That pages 45-47 of the Overview and Scrutiny agenda pack, the full scrutiny report of Roger Frith dated 30th October 2026, prepared for the call-in meeting be provided to Cabinet for acknowledgement and consideration.

Members noted the recommendations from the Overview and Scrutiny Committee meeting held on 3 November 2026.

Decision(s)
Cabinet

- Reconsidered the decision made on the 14th October in light of the recommendations from Overview & Scrutiny and following consideration of the additional information set out in the report.
- Confirmed the original decision made by at the Cabinet meeting on 14 October 2026

Reasons for decision(s)

- The Council constitution requires that the decision is reconsidered as set out above.

Alternative options considered and rejected

- There are no alternative options as the Council is required to comply with it's constitution

CA.104 CALL-IN - NEW ASH GROVE ADDITIONAL PROVISION ACADEMY

Councillor Walmsley introduced the report and reminded members that the decision to call this item in was because it was subject to the call in of the previous item therefore although the decision was sound the decision needs to be reviewed in light of the previous cabinet discussion.

There were no recommendations from the Overview and Scrutiny meeting held on 3 November 2026.

There were no comments or questions from members

Decision(s)

- Approved the use of the Milton Road site (see appended site plan in Stage 3 Report) for the proposed new Ash Grove Alternative Provision (AP) Academy.
- Approved the current designs to be submitted for full Planning Approval.

- Approved the funding strategy detailed below for a budget of £17m and delegate spending authority to the Executive Director of Place in conjunction with Director of Law and Governance to oversee implementation of relevant contracts.
- Approved the Procurement strategy approach for the engagement of a suitable contractor/consultant team.

Reasons for decision(s)

- To ensure the Council complies with an academisation legal agreement entered into with the Oak Learning Partnership Trust by providing a permanent school facility by September 2028.
- Any delays in the proposed programme contained in the Stage 3 report could result in failure to deliver.
- It is possible that legal action may be taken if the Council does not meet its contracted legal obligations. OLP could also take actions to withdraw six-day provision and renegotiate any remaining placement costs. Ultimately, it would further compromise the lives of some of Bury's most vulnerable young people having had their previous Radcliffe sites relocated to the current temporary locations of New Kershaw and Whittaker Street.
- The additional cost in having to extend the rental agreements for the temporary modular buildings at Whittaker Street and New Kershaw to accommodate the Students at OLP Ash Grove beyond the agreed current two years could be at least £150,000.00 per annum.

CA.105 APPROVAL TO UNDERTAKE PUBLIC CONSULTATION TO INFORM THE DEVELOPMENT OF A LOCAL SUPPORTED HOUSING STRATEGY FOR BURY

Councillor A Arif introduced the report seeking approval to undertake a six-week public consultation and engagement programme to inform the development of a Local Supported Housing Strategy and accompanying five-year delivery plan for Bury.

Councillor Birchmore commented that this has clear aims objectives and proposed outcomes with stakeholders identified. A range of methodologies is included to maximise the reach of the consultation. Should there be a designated council lead to the consultation, how much are we paying for this work and how will the data be analysed?

Councillor A Arif responding confirmed there is no financial implication arising from this report. The delegated authority is for the Director Housing to ensure the consultation processes. The consultation has been designed to ensure as many residents as possible can participate.

Councillor Birchmore asked for clarification on how the council would ensure that the data is analysed properly to ensure all voices come through

Councillor A Arif confirmed she would pass this to Arc 4.

Councillor Rydeheard queried the agreement for Arc 4 to conduct this consultation and how there would be no further costs. Councillor Rydeheard also queried how the stakeholders were identified and what priority rating was given to each one.

Councillor A Arif confirmed that there were no further financial implications an any further work would be brought back to cabinet for approval.

Councillor O'Brien confirmed that the detailed information will be pulled out and sent to Councillor Rydeheard.

Councillor Rydeheard queried the priority rating for each stakeholder and what methodology was used to decide which stakeholders should and shouldn't be consulted with.

Councillor Arif confirmed this was a targeted consultation around current and future supported housing need, identifying gaps in provision, improving outcomes for residents and informing future planning, commissioning, and investment decisions across the supported housing sector.

Decision(s)
Cabinet:

- Approved the commencement of a six-week public consultation and engagement programme to support the co-production and development of a Local Supported Housing Strategy for Bury.
- Delegated authority to the Director of Housing to make any non-material amendments to the consultation and engagement programme, if required.
- Noted that following consultation and development of the Strategy, the proposed Local Supported Housing Strategy and five-year delivery plan will be presented to Cabinet for approval and adoption.

Reasons for decision(s)

- National guidance emphasises that Local Supported Housing Strategies should be evidence led and developed in partnership with organisations who commission, refer into, deliver and regulate supported housing, alongside people with lived experience of supported housing services.
- Undertaking a structured programme of consultation and engagement will strengthen the evidence base and ensure that local priorities are informed by both quantitative analysis and qualitative insight.
- Meaningful engagement with residents and stakeholders, will help the Council better understand experiences of supported housing, identify unmet and emerging needs, understand barriers to accessing accommodation and support, and identify opportunities to improve pathways, outcomes and service quality where required. The consultation findings will directly inform the strategic priorities, actions and outcome measures contained within the Local Supported Housing Strategy and five-year delivery plan.

Alternative option considered and rejected

- Develop the Local Supported Housing Strategy using existing evidence only, without a dedicated phase of public and lived experience consultation.
- This option has been rejected as it would not fully reflect the principles of coproduction set out within national guidance and may limit the Council's understanding of how supported housing services are experienced by residents and stakeholders. Quantitative evidence alone cannot adequately capture resident experiences, barriers to access, service quality issues, move-on challenges, aspirations for independent living or the outcomes achieved through supported housing.
- Failure to undertake meaningful engagement could result in missed opportunities to identify hidden demand, unmet need, service gaps, and

practical improvements that could strengthen future service planning and commissioning.
- A dedicated consultation and engagement programme is therefore considered essential to ensuring that the Strategy is robust, inclusive, evidence based and responsive to local needs.

CA.106 FAMILY SAFEGUARDING PARTNERSHIP AGREEMENT

Councillor Walmsley introduced the report seeking approval to renew our Family Safeguarding Partnership agreement for 12 months. The funding provided through the partnership agreement is essential to ensure we maintain fidelity to the model of practice, which lays the foundation for the Families First Partnership Programme. As we progress with implementation of the reforms, this may present alternative opportunities and funding sources for further continuation of the model.

Councillor Rydeheard queried the cost of the agreement to extend the contract for a further 12 months. Jeanette Richards, Executive Director Children and Young People confirmed it was exactly the same.

Councillor Thorpe suggested this was an investment rather than a cost given the significant savings this initiative is making in terms of children not going in to care.

Councillor Birchmore stated that this was a much more positive way of keeping families together.

Councillor S Arif queried whether the family first partnership was making a difference and how this could be demonstrated

Councillor Walmsley confirmed that we have had a 7% decrease in the number of children with protection plans which demonstrates the success of the model.

Jeanette Richards, Executive Director Children and Young People confirmed we are tracking the impact of the model of practice with 46 fewer children coming into public care which is directly linked to the impact of the model. We are also tracking the sustainability of positive outcomes measuring rereferral back to children's services. These outcomes are holding over time which further shows the positive impact of the model.

Decision(s)
Cabinet
- Approved that a new Family Safeguarding partnership agreement is drawn up between Bury Council and our safeguarding partners, specifically GM Integrated Care Board, Pennine Care NHS Foundation Trust, Probation Service, Early Break and Greater Manchester Police.
- Agreed to continued partnership funding for a further 12 months at a cost of £490,618, funded from Supporting Families reserves.

Reasons for decision(s)
- Since its implementation in 2023, the Family Safeguarding model of practice has supported children and families across Bury through multi-agency teams delivering support and intervention. These teams include social workers and child and family practitioners employed directly by Bury Council, as well as partner roles including mental health practitioners, drug and alcohol recovery workers, domestic abuse offers, domestic abuse practitioners and a clinical

psychologist who are employed by our partners in NHS, Early Break and Probation.

- These roles are required to continue to ensure continued fidelity to the Family Safeguarding model of practice. The number of practitioners in each role is based on a needs analysis that was completed alongside as part of the original implementation and planning which was supported by the Centre for Family Safeguarding Practice.
- When looking at the impact of Family Safeguarding since its implementation, data is now beginning to show improved outcomes for children and families in Bury, which are being sustained across 6, 12 and 18-month periods following referral. This is resulting in lower levels of escalation through the system and lower numbers of children and young people entering the care of the local authority. Alongside the statistics, feedback from families shows the value of this model of practice and the benefits of offering a multi-agency approach to support, help and protection, addressing the needs of the family in a holistic, strengths-based way.
- This is particularly pertinent as we move into implementing the national Families First Partnership Programme of reforms to social care, expanding our use of Family Safeguarding to create a seamless offer of support for families. The FFP model is designed so that family help is delivered by professionals (not all of whom are social qualified) and taking a whole family approach, working to address the issues facing the adults in the family and so is a good fit for the Family Safeguarding model.

<u>Alternative options considered and rejected</u>

- Option 1 - Discontinue funding to partners This would result in a loss of the multi-agency practitioners within the service and mean that Bury is no longer a Family Safeguarding authority. This was a key strand of the Council's Improvement Plan following the inadequate Ofsted inspection of 2021, and supported by the DfE under sector led improvement partner (SLIP) arrangements. This option risks losing the benefits achieved through the multi-disciplinary approach, resulting in poorer outcomes for children and families. This may also result in increased demand on statutory intervention including children subject to child protection plans and children entering care. This is inconsistent with the council's objective to offer the right level of support for children and families at the right time, in the most cost effective way. It would also remove the basis on which the Families First Programme implementation has been founded, which assumes a Family Safeguarding model of practice in its locality structures.
- Option 2 - Reduce funding levels Reducing funding would result in fewer practitioners available to support families. The number of practitioners in place was originally set by the Centre for Family Safeguarding who designed the model and considered the number of children open to social care at different levels of intervention. Reducing the number of practitioners would mean we no longer have fidelity with the Family Safeguarding model. The model of practice is based on families being able to access the support directly, without having to go on multiple pathways and referral routes.

CA.107 CLOSURE OF SIX TOWN HOUSING LTD - APPRAISAL OF STOCK OPTIONS & RECOMMENDATION FOR TRANSFER OF STHS FREEHOLD OWNED STOCK TO THE HRA - PART A

Councillor A Arif introduced the report seeking Cabinet approval in principle to transfer the majority of the housing stock owned by Six Town Housing Ltd (STH) into the Council's Housing Revenue Account (HRA) as part of the closure of STH. The transfer would exclude Sherbourne House.

Councillor Vernon queried what assurances are there, that transferring Six Town Housing will not create additional financial pressures for existing Council tenants.

Councillor A Arif confirmed that members could be assured that there would be no additional financial pressures.

Councillor Rydeheard questioned whether any projections or assessments have been completed and whether the request for exceptional financial support includes this.

Councillor O'Brien confirmed that the HRA would not require exceptional financial support. Bringing Six Town Housing in house has no implication on any discussion around exceptional financial support.

Councillor A Arif clarified that cabinet are only being asked to approve in principle and that a further detailed paper would be brought back to cabinet at a future meeting.

Councillor Thorpe reminded members that Exception Financial Support isn't asking for a grant or a loan, it's asking for more flexibility to enable us to balance our books, ideally by capital receipts being used more flexible.

Councillor Birchmore queried whether there was a break clause in the lease at Sherbourne House or whether it was fixed term agreement.

Stephen Tonge, Solicitor & Deputy Monitoring Officer confirmed that the lease runs until 2031 with no break clause available. If it gets to a point where making decisions on Sherborne House, we would have a responsibility to rehouse the residents living there.

Councillor A Arif confirmed that the preferred option for Sherbourne House would be to find an alternative registered provider.

Councillor S Arif queried what would happen if a suitable alternative provider could not be found.

Councillor A Arif confirmed that housing service and adult social care would work together to secure alternative supported accommodation for the residents.

Councillor Birchmore queried the funding by Homes England and whether we could guarantee transferring that from Six Town Housing to Bury Council.

Councillor A Arif agreed to provide a response to Councillor Birchmore outside the meeting.

<u>Decision(s)</u>
Cabinet

- Noted that STH Board have approved in principle the transfer of its housing stock to the Council subject to tenant consultation and full legal, financial, taxation, valuation and governance due diligence.
- Approved in principle the acquisition by the Council of the housing properties currently held by STH, but excluding the lease of Sherbourne House, subject to

the completion of STH's consultation with its tenants and full legal, financial, taxation, valuation and governance due diligence.

- Approved in principle that, subject to completion of the matters referred to in recommendation (b) and confirmation of a lawful and financially prudent transfer mechanism, the properties be held by the Council for housing purposes pursuant to Part II of the Housing Act 1985 and accounted for within the Housing Revenue Account where appropriate.
- Delegated authority to the Director of Housing, in consultation with the Cabinet Member for Housing, the Monitoring Officer and the Section 151 Officer, to develop and negotiate the detailed terms of the proposed transaction and to undertake all necessary due diligence.
- Noted that a further report will be brought to Cabinet seeking approval of the final transaction structure, financial implications, valuation arrangements, funding arrangements and any associated governance decisions including reporting on the outcomes from STH's consultation with affected tenants.
- If STH is unable to find an RP to take on the lease of Sherbourne House, approve that the Council's Housing Service and Adult Social Care Service shall work to rehouse the tenants of Sherborne House into alternative Specialised Supported Housing pursuant to the Council Local Housing Authority obligations.
- Noted that if STH is unable to find an RP to take on the lease of Sherbourne House then a further report will be brought to Cabinet regarding options for the Sherborne House lease upon its current tenants being rehoused (which is likely to include assignment to the Council but with change of use, prospects of securing an assignment to a third party or surrendering the lease with associated costs).

Alternative options considered and rejected

- The option to "do nothing" is not an option as Cabinet has already decided to close STH due to the regulatory risks identified in previous cabinet reports including that a disproportionate amount of resource is required to ensure that STH remains compliant with the Regulator for Social Housing's regulatory standards.

CA.108 GM JOINT MINERALS AND WASTE PLAN UPDATE

Councillor O'Brien introduced the report which provides an update to Cabinet on the production of the Greater Manchester Joint Minerals and Waste Plan and seeks to secure appropriate delegation to progress the plan in a timely manner

Councillor Vernon queried how Bury councillors and residents have a meaningful opportunity to influence the plan particularly around identification of sites.

Councillor O'Brien responding confirmed that a reduced timescale would not mean that there is less opportunity for elected members or members of the public to shape this plan. Councillor O'Brien committed to a briefing session for elected members on this topic.

Councillor Rydeheard requested clarification queried what a map of proposed minerals and waste plan policies

Councillor O'Brien confirmed his understanding was that the policies map is a physical description of where the mineral and waste is going to be.

Councillor S Arif requested confirmation that any proposed mineral or waste site in Bury will be subject to proper local consultation before a decision is made.

Councillor O'Brien confirmed that despite having a shorter timeframe to carry out this work, it will not compromise the engagement and decision making processes.

Decision(s)
Cabinet:

- Approved the decisions set out in the table at Appendix A.
- Approved the delegations to AGMA set out in the table at Appendix A and
- Approved delegated authority, to the extent not already captured by existing delegations or delegated to AGMA, to Executive Director of Place to take any executive decisions necessary for the Authority to progress through the plan making stages including those identified in the table at Appendix A.

Reasons for decision(s)

- The new plan making legislative framework requires certain decisions, such as ones in relation to the timetable to be made at speed. In addition, having agreed to produce a joint plan some of the required steps must be completed simultaneously by all of the authorities. The proposed delegations will enable the plan to be progressed in a timely fashion and in line with regulations. Not having appropriate delegations in place could result in difficulties in producing the plan to the 30-month timeline required by legislation.

Alternative options considered and rejected

- No alternative options considered.

CA.109 APPROVAL TO TENDER AND DELEGATE APPROVAL TO AWARD THE CONTRACT FOR VARIOUS EXTERNALLY FUNDED HIGHWAY IMPROVEMENT PROJECTS

Councillor Smith introduced the report seeking Cabinet approval to commence procurement activities and delegate authority to award delivery contracts for a programme of externally funded highways, active travel and public realm improvement schemes across the borough.

Councillor Birchmore queried who was funding this work, the Metrolink ramp that had been raised at a planning meeting, and the widening of the existing ramp at Water Street.

Councillor L Smith responding confirmed that these issues would be reviewed to ensure the plan reflects what has been agreed. This is grant funded money that is coming through for these schemes so permission is being sought to start moving forwards.

Councillor S Arif queried who would be responsible for ongoing maintenance and whether the council will face any additional costs.

Councillor Smith confirmed Bury Council would be responsible for maintenance. There won't be much additional costs but maintenance costs should be less than currently.

Decision(s)
Cabinet:

- Approved the issuing of the tender documents and completion of all procurement related activities for the following schemes to enable the progression of the various Final Business Cases. B
    - Bury Town Centre Streets for All (Phase 1)
    - Radcliffe Town Centre Streets for All (Phase 1)
    - Ramsbottom Town Centre Streets for All (Phase 1)
    - Radcliffe Metrolink Active Access Ramp Scheme
    - Parkhills Junction Improvements
    - Hinds Lane & Elton Bridge Development
    - Hollins Brow – Bus Pinch Points Improvements
- Delegated to the Director of Law & Governance authority to enter into relevant legal arrangements in accordance with the constitution in consultation with the Executive Director of Place, the Director of Finance and the Cabinet member for Environment, Climate Change & Operations.

Reasons for decision(s)

- To secure and deliver approximately £15 Million of external funding investment into Bury, providing improved accessibility, safety, connectivity and improvements to existing infrastructure across the borough.
- To fulfil the council's obligations set out in the signed development agreements made between Bury Council and Transport for Greater Manchester to progress the schemes.
- Delays in submitting and implementing the finalise business cases would risk funding withdrawal and impact the council's reputation with TfGM and the department for Transport. Potentially risking future funding allocations.

Alternative options considered and rejected

- Not proceeding with the schemes: This option was rejected as it would result in the loss of external funding and missed opportunities to improve accessibility, safety, connectivity and existing infrastructure within the Borough.

CA.110 PARKING STRATEGY AND DISTRICT CAR PARKING

Councillor L Smith introduced the report seeking Cabinet approval to undertake consultation on two key elements of an emerging borough wide Parking Strategy; the potential introduction of parking charges at 22 Council-owned car parks across district centres and the implementation of moving traffic enforcement powers already available to the Council under the Traffic Management Act 2004.

Councillor Rydeheard queried what external research has been done on similar schemes and how will those views be taken into account

Councillor L Smtih confirmed that this consultation is on the back of a review of the parking across the borough and will allow us to review parking for the different economies that operate in Bury.

Councillor O'Brien highlighted that there is a balance we need to meet between dealing with budget pressures and protecting the interests of towns.

Councillor Rydeheard highlighted that ten of the 22 proposed charges are in Radcliffe and that this seems to be disproportionate and queried what assessment of impact the new Hub in Radcliffe will have on this

Councillor L Smith reminded members that Radcliffe is changing and has had lots of development recently. We also need to ensure we have enough parking in the right places to make things work.

Councillor Birchmore queried free parking for a specific period of time, how the council will consult, what the methodology, outcomes and aims were, and the income from parking charges.

Councillor L Smith confirmed that the income is ringfenced for highways and road safety. Free parking option is not off the table and is part of the consultation. Trying to gather as much data as possible to help make these decisions.

Councillor S Arif queried what assurance can be given to disabled residents and those who rely on their cars and whether they would be affected by these proposal.

Councillor L Smith reminded members that the consultation is open to everyone to provide their feedback.

Decision(s)
Cabinet:

- Noted the principles for a borough wide parking strategy set out in section 8.
- Approved statutory consultation on proposals to introduce parking charges at the 22 Council car parks listed in Appendix 1, using the existing Bury Town Centre tariff structure set out in Appendix 2 as the baseline for consultation, with a minimum 21 day objection period in accordance with the Road Traffic Regulation Act 1984 and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- Delegated authority to the Executive Director of Place and the Director of Law and Governance and Director of Finance in consultation with the Cabinet Member for Environment, Climate Change and Operations, to agree the proposed tariffs, operating hours, concessions and payment arrangements, prepare the draft off street parking places order and carry out the statutory consultation.
- Approved a public consultation of at least six weeks on the proposed approach to implementing the Council's existing civil enforcement powers for moving traffic contraventions under Part 6 of the Traffic Management Act 2004.
- Delegated authority to the Executive Director of Place, the Director of Law and Governance and the Director of Finance in consultation with the Cabinet Member for Environment, Climate Change and Operations, to agree the moving traffic consultation materials and consultation arrangements.
- Required a further report to Cabinet before any parking order is made, parking charges are introduced or moving traffic enforcement begins. The report will set out the consultation responses, final proposals, financial implications, operational arrangements and proposed mitigation. 2.7 Note that the evidence and themes arising from the consultations will inform the emerging borough parking strategy.

Reasons for decision(s)

- An independent review of 39 Council owned off-street car parks identified a case for the introduction of charges at 22 locations, particularly where high occupancy and long stays reduce the availability of spaces. The Bury Town

Centre tariff structure provides an established and understood baseline which can be tested through consultation. The statutory parking order process requires publication and consultation on the detailed proposals, with a minimum 21 day period for objections and representations. This will allow residents, businesses and other users to comment before Cabinet makes a final decision.

- The Traffic Management Act 2004 places a network management duty on local traffic authorities. Proportionate civil enforcement of moving traffic restrictions can support that duty by improving compliance and traffic flow, reducing congestion and delay, improving bus journey reliability and creating safer conditions for pedestrians, cyclists and people using mobility aids. Better network performance may also help reduce avoidable vehicle emissions and allow the police to focus on other priorities. A minimum six week consultation will allow residents, businesses, road users and other stakeholders to comment on the proposed approach before Cabinet decides whether and how to proceed.

Alternative options considered and rejected

- Introducing district parking charges or moving traffic enforcement without consultation was rejected. Both proposals require public engagement, further evidence and a subsequent Cabinet decision.
- Maintaining the current arrangements was rejected because it would leave identified parking pressures unresolved and would not use the Council's existing moving traffic powers to address evidenced road safety and network management issues.

CA.111 UPDATE ON AMENDMENTS TO ANNUAL APPOINTMENTS

Councillor Thorpe introduced the report highlighting changes made to the annual appointments since the Annual Meeting of Councill on 20 May 2026.

There were no comments or questions from members.

Decision(s)
Cabinet

- notes the appointments and amendments to appointments made since the Annual Meeting of Council as set out in the report.

Reasons for decision(s)

- To update Cabinet on amendments to appointments to:
    - Regulatory Committees, Overview and Scrutiny Committees and other bodies
    - Outside bodies

Alternative options considered and rejected
N/A

CA.112 URGENT BUSINESS

There was no urgent business.

CA.113 EXCLUSION OF PRESS AND PUBLIC

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

CA.114 CLOSURE OF SIX TOWN HOUSING LTD - APPRAISAL OF STOCK OPTIONS & RECOMMENDATION FOR TRANSFER OF STHS FREEHOLD OWNED STOCK TO THE HRA - PART B

Councillor A Arif presented the Part B report which included the full financial details.

Decision(s)
Cabinet

- Note the update on STH viability concerns including the STH Board making a self-referral to the RSH in relation to its liquidity risk.
- Note the revised guidance from CT that considering the liquidity risk facing STH it is unlikely that options 1 and 2 as are now practical and timely options.

Reasons for recommendation(s)
Refer to Part A of the report

Alternative options considered and rejected
Refer to Part A of the report

COUNCILLOR E O'BRIEN
Chair

(Note: The meeting started at Time Not Specified and ended at Time Not Specified)

Agenda Item 6

classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Regulator for Social Housing Regulatory Judgement and Next Steps	
Report of	Cabinet Member for Housing Services	

Summary

1. The purpose of the report is to provide an update on the outcome of the recent housing regulatory inspection of Bury Housing Services carried out by the Regulator for Social Housing (RSH) over summer 2026 and to provide an update on the next steps.

2. The Council was advised by the Regulator on 22nd October 2026 that it had received a C3 rating with the judgement published on 11th November 2026. It was the Regulator's judgement that there were serious failings in how Bury Council was delivering the outcomes of the consumer standards and significant improvement was needed. A link to the judgement is attached at Appendix One.

3. At its feedback meeting on 22nd October, the Regulator noted the positive trajectory of the housing service since the Council took the management of the housing stock back in house. They also noted that plans were already underway to continue to improve performance in the identified areas of weakness.

4. The judgement provides external assurance on the direction of travel however the Council acknowledges that there is further work required to fully met the requirements of the standards and fulfil its aspiration to be a C1 rated provider.

Recommendation(s)

5. It is recommended that Cabinet:

   a. Note the outcome of the Regulator of Social Housing inspection for Bury Housing Services.
   b. Note the next steps in developing the Improvement Plan.
   c. Continue to provide oversight of the Improvement Plan and review progress on a timely basis.

Reasons for recommendation(s)

6. The recommendation is to ensure Cabinet is aware of the outcome of the inspection and to share the next steps.

Alternative options considered and rejected

7. No other options have been considered.

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Background

8. Following the Grenfell fire tragedy, the Social Housing (Regulation) Act 2023 brought in new powers for the RSH to carry out regular landlord inspections and the power to issue unlimited fines. In addition, the Act brought in reform of the following four Consumer Standards that aim to ensure that tenants have a safe, secure, and well-maintained homes, with clear communication and good service from the landlord:

- Safety and Quality Standard
- Transparency, Influence and Accountability Standard
- Tenancy Standard
- Neighbourhood and Community Standard

9. In 2023, Bury Council made the decision to bring the management of its housing stock back into the council following concerns about how its ALMO (Six Town Housing) was manging the stock. This decision was subject to a test of opinion with the tenants who fully supported the proposed transfer of their homes back to Council management. This work was completed in February 2024, and a full permanent Housing leadership team was in place by November 2025.

10. The Council made the decision to bring the management of the housing stock back in house when it became clear that performance on key compliance issues was not accurate and it could be no longer be assured of the validity of the data. This position was also influenced by a self-referral to the RSH by STH Ltd about fire safety compliance. There was also a lack of triangulation with feedback from what tenants were telling us about service quality and their lived experience.

11. After the return to Council management a detailed self-assessment and a mock inspection revealed evidence that the service was not meeting requirements of the consumer standards or best practice in a number of areas including:

- Fire safety, electrical safety, and gas safety
- Anti-social behaviour management

- Complaints handling
- Repairs and maintenance
- Caretaking and cleaning

12. Since February 2024, the service has been working hard to put in place the fundamentals to ensure that the Council can deliver an excellent housing service. This has included improving data quality and performance reporting, strengthening key teams, and bringing in external support to provide assurance and guide improvement in key areas.

Regulatory Inspection Framework

13. In May 2026, the Council received notification that it was being inspected by the RSH and following the submission of a significant amount of evidence to support the inspection and demonstrate the improvements made since bringing the stock back in house, the inspection took place from 20th – 22nd July 2026.

14. Following an inspection, landlords are given one of four ratings:

    a. C1 – overall the landlord is delivering the outcomes of the consumer standards. The landlord has demonstrated that it identifies when issues occur and puts plans in place to remedy and minimise reoccurrence.
    b. C2 – no failings but some weaknesses in the landlord delivering the outcomes of the consumer standards and improvement is needed.
    c. C3 – there are serious failings in the landlord delivering the outcomes of the consumer standards and significant improvement is needed.
    d. C4 – there are very serious failings in the landlord delivering the outcomes of the consumer standards. The landlord must make fundamental changes to that improved outcomes are delivered.

Bury Council Judgement

15. The Council was advised by the Regulator on 22nd October 2026 that it had received a C3 rating. It was the Regulator's judgement that there were serious failings in how Bury Council was delivering the outcomes of the consumer standards and significant improvement was needed.

16. Specifically, the Regulator found serious failings in the Safety and Quality Standard and the Transparency, Influence and Accountability Standard. They also found weaknesses requiring improvement in the delivery of some of the outcomes of the Neighbour and Community Standard. The judgement is linked in Appendix One. A summary of the judgement is provided below:

17. The outcomes of the regulatory judgement for each of the areas within the Safety and Quality standard are provided below:

    - Stock quality and decency – some weaknesses
    - Health and safety – serious failings
    - Repairs and maintenance – some weaknesses

- Damp and mould – serious failings
- Adaptations – serious failings

18. The outcomes of the regulatory judgement for each of the areas within the Transparency, Influence and Accountability standard are provided below;

- Diverse needs – some weaknesses
- Engagement with tenants – serious failings
- Service and performance information (including TSMs) – serious failings
- Complaint handling – some weaknesses
- Fairness and respect – some weaknesses

19. The outcomes of the regulatory Neighbourhood and Community standard are provided below:

- Safety of shared spaces – not actively assessed but no issues found
- Local co-operation – meeting expected outcomes
- Anti-social behaviour and hate incidents – some weaknesses
- Domestic Abuse – not actively assessed but no issues found

20. The Regulator judged that the Council was meeting expected standards for the overall Tenancy Standard.

21. The Regulator also provided more detailed feedback at the outcome meeting on 22nd October which is not included as part of the regulatory judgement. As part of this feedback they stated Bury Council had made significant progress in improving the housing service since it had been brought back in house and that they could see that fundamental changes had been put in place to bring the service closer to expected standards.

22. The Regulators were assured that Bury Council had a full understanding of the required outcomes and had improvement plans in place to address the issues but that the time of the inspection these plans were not yet embedded enough to show outcomes. They were assured that the Council had the leadership capacity and capability in place to continue to improve the service.

23. The Regulator also identified that data quality was a cross-cutting theme in the judgement and that it was not sufficiently robust to provide assurance. There was a specific ask that the Council looks at improving how data is audited and assure senior leaders and councillors of its accuracy. This should be linked to the upgrade of the Housing Management System and associated tasks to improve data quality and data governance.

24. Overall, they stated that the Inspection was reflective of a point in time, and they could see a positive trajectory of improvement which provides assurance that the Council will meet the requirements of the higher grades in the future, should current progress be maintained. The pace of that improvement will be

monitored through revised internal governance and through monthly review meetings with the Regulator.

The Council's Response

25. The Council accepts the finding of the Regulator and is committed to improving Housing Services to meet the expectations set out in the Consumer Standards and achieving the outcomes agreed with tenants through ongoing consultation on the vision for social housing.

26. As stated earlier in this report, the Council has been working to address longstanding problems since housing services returned but there is much more to do and these findings are already being used to accelerate improvement and provide a renewed focused on the issues that matter most to tenants.

27. Whilst still an area for improvement, a significant work has been undertaken against the **Safety and Quality Standard** including:

- Recruiting to a full, permanent compliance team which has been in place since February 2026
- Reviewing all compliance data to get to one version of the truth and introducing a new system to hold the data. Whilst work is still ongoing this has already led to improvement in data accuracy and accurate performance reporting.
- In February 2025 only 73% of the fire risk assessments had been completed. This is now at 100% compliance.
- Completing these assessments has increased the number of remedial actions however the latest data shows that the 2,800 actions reported to regulator in July has already been reduced to 2,424.
- There is a plan to address all high risk fire safety actions by the end of January 2027 and all other actions by the end of March 2027.
- In addition to the fire risk assessments, the service is now also 100% compliant on safety checks for lifts, asbestos and legionella
- Implementing the five year EICR checks to ensure compliance has increased from 86% to 97%.
- Gas Safety checks are at 99.85% with a strong no access process now in place.
- All remedial action identified as part of safety checks are now tracked through our compliance systems. Progress against remedial actions is reported monthly in housing portfolio to ensure oversight and assurance.

28. As part of setting new foundations for the Housing Service a data cleanse has been conducted of all information related to whether our homes meet the decent home standard to ensure it is accurate and correctly presented within the HRA 30-year business plan and associated capital programme. This has identified a more accurate picture of where homes may not meet the decent homes standard and where homes have had work that meet the decent

homes standard, but this had not been properly recorded. Where there were concerns about the data, additional decent homes surveys have been commissioned to verify the information and ensure accurate records.

29. During 2025/26 the service carried out a full review of our repairs and maintenance function and identified a number of key areas where it needed to improve. All repairs data and reporting was cleansed and reviewed to obtain a picture of performance that included both in house repairs and subcontractor repairs. Following this review and rapid response was put in place and has delivered a number of improvements including:

- Reduction in the repairs backlog - in January 2026 there was a work in progress list of 6,272, By end of September 2026 this was within target at 1,434.
- Improvements in communication with tenants about their repairs, including contacting every tenant once their repair is completed, has led to increased satisfaction and less call backs. All tenants who report dissatisfaction with their repair are now contacted to correct the issue.

30. Since STH was brought back in house, the service has made significant improvements in the caretaking and cleaning service including carrying out a full review of the service in consultation with tenants and putting in place a new service level agreement. As a result, satisfaction that the landlord keeps communal areas clean and well maintained increased from 55.16% in 2024/25 to 68.95% in 2025/26, an increase of 13.79%.

31. In relation to the **Neighbourhood and Community Standard**, in December 2025 the Council commissioned Housemark to carry out a review of the Housing ASB service as it was failing to meet both tenant expectations and the requirements of the consumer standards. There were long standing issues with case handling and management, and a lack of consistency when following polices and procedure which had been picked up through an internal review of complaints and tenant feedback.

32. As a result of this review, an extensive improvement plan has been implemented. The impact has been significant improvements in ASB case management including meeting target timescales, completing more meaningful risk assessments, and improving communication with the tenants, all of which were recognised by the Regulator as progress towards standards. As part of the implementation of these changes the Council has committed to attaining the Housemark accreditation for the ASB service.

33. In addition to the ASB review, Housemark were also commissioned to carry out a review of Housing’s complaint service due to a recognition of a poor complaint handling culture and the number of complaints that were being received compared to the other landlords. As a result of implementing the recommendations from this review, the number of complaints has increased from 62 complaints in 2025/26 to 180 complaints so far for 2026/27. This is much more aligned to sector norms. This increase in complaints shows increasing transparency and a culture of honesty which will continue to be

develop as the service embeds learnings from these complaints and feedback.

34. In relation to the **Transparency, Influence and Accountability Standard**, the Council recognises the extent of work required to regain the trust and confidence of tenants and to ensure that the voice of tenants is genuinely heard within the development of housing policy and the delivery of services.

35. Significant work is already underway with Housing Officers and the Tenant Engagement Service to review current structures and opportunities for engagement and to considerable enhance the range of ways in which the service interacts with tenants and hears the full range of lived experience from across all estates and types of housing.

36. During their visit, the regulator commented on the positive addition of Estate Action Days to the programme of engagement, and the plans to include ward walks for every estate over the next twelve months. Understanding more about tenants and their needs is a key commitment within the services Improvement Plan and the first in a series of Housing Engagement Days took place on the 10th November where over 1,000 properties were visited and over 400 visits completed.

37. The results of the judgement have been shared widely with tenants and have been discussed at the Housing Advisory Board which includes Tenant Representatives. At the session it was agreed that a full route and branch review of tenant engagement be undertaken with tenants themselves co-producing a new governance approach, using the findings of the recently completed TPAS (Tenant Participation Advisory Service) review as the starting point. An external facilitator has been appointed to support the review to ensure it is done independently, transparently, and robustly. The first workshop was held on the 23rd November with over 20 tenants attending and contributing to the design of the review.

38. Whilst the Council recognises there is a lot more to do against these standards, some signs of improvement are being seen within the Tenant Satisfaction measures. In terms of feeling secure in their homes, the percentage of tenants satisfied that their home is safe increased from 69.94% to 75.04%. The percentage of tenants satisfied with repairs has increased from 75% in 2024/25 to 82% to 2025/26, whilst those satisfied that their home is well maintained increased from 66.78% to 71.23%. Overall, the percentage of tenants satisfied with the overall service their landlord provides has increased 69% in 2024/25 to 73% in 2025/26.

Communication of the Regulatory Judgement

39. A number of communication activities took place following the immediate publication of the judgement including a briefing to all housing staff and all councillors were invited to a meeting to discuss the outcome on the day of release.

40. All tenants have been informed of the outcome via a letter sent through the digital messaging platform CX. The same letter and accompanying questions and answers has also been sent by post to all tenants. The judgement also went live on the Council's website alongside the letter to tenants and a number of questions and answers about what the judgement means for tenant. Once the Regulatory Improvement Plan has been agreed with the RSH this will also be published and share with tenants.

Regulatory Judgement Improvement Plan

41. As Bury Council have been graded as a C3 there will be intensive engagement with the RSH going forward in the form of monthly meetings. At the meetings they will seek assurance that we are making sufficient and timely progress to improve. This will include monitoring our plans for improvement and ensuring there are improved outcomes for tenants.

42. Bury Housing Services already has a substantial action plan in place to improve services. This action plan has been reviewed to ensure it covers all the feedback and areas for improvement from the regulatory judgement and the more detailed verbal feedback provided by the regulator. Specific milestones and linked resources have been assigned to each action to ensure pace and accountability across the service.

43. It is anticipated that a first meeting with the regulator will take place in December 2026, where we will discuss their expectations of the improvement plan. Once the improvement plan has been agreed with the regulator we will present the final improvement plan to Cabinet, HAB, staff and tenants.

Links with the Corporate Priorities:
Please summarise how this links to the Let's Do It Strategy.

44. Improving housing services for tenants is a key part of Bury Council's Let's Do It! Strategy both to improve services for all residents of Bury and to ensure the tenants voice is at the heart of service delivery and design. The regulatory judgement and associated improvement plan support us on our journey to this vision. It provides a sense check that we are heading in the right direction and that we have moved significant improvement since the management of the housing stock was brough back in house. We will use the regulatory judgement to continue to improve housing services for tenants.

Equality Impact and Considerations:

45. This is an update to Cabinet and as such no equality impact analysis is required. Future actions and activities arising from this update may require equality impact assessments where appropriate

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Environmental Impact and Considerations:

None as a result of this report

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Failure to meet the consumer standards	Housing Services improvement plan Monthly meetings with the RSH Improved internal audit to provide assurance on data New housing management system to improve data quality and governance
Risk to Bury Council's reputation	Press release and management of communication of the day of publication Information and questions and answers shared with tenants and members to address concerns

Procurement Implications:

46. Procurement will continue working with Housing to implement the required contracts to meet the relevant standards

Legal Implications:

47. Following an inspection by the Regulator of Social Housing ("RSH"), the Council received a Consumer Grade C3 judgement, indicating serious failings in parts of the Consumer Standards and that significant improvement is required.

48. Cabinet has strategic oversight of the Council's response and improvement programme, including monitoring progress, ensuring appropriate governance and resources are in place, and receiving assurance that the actions necessary to achieve compliance are being implemented.

49. The Council is a registered provider of social housing and is subject to the consumer regulatory regime established under the Housing and Regeneration Act 2008. The matters identified in the judgement relate to compliance with existing statutory and regulatory obligations, including those concerning tenant health and safety, housing condition, repairs and maintenance, tenant engagement, accessibility of information, complaints handling and service performance.

50. The recommendations within this report support the Council's ongoing improvement programme in response to the RSH judgement. Continued implementation and monitoring of improvement actions will assist the Council in demonstrating compliance with the Consumer Standards, strengthening assurance arrangements, and reducing regulatory risk. The RSH has confirmed that it is not currently proposing to exercise enforcement powers but will continue intensive engagement and monitoring of the Council's

progress. Failure to secure and maintain compliance may result in increased regulatory intervention in the future.

51. This report forms part of the Council's governance response to the judgement and supports Cabinet in discharging its strategic oversight responsibilities in relation to the Council's landlord function and compliance with the Consumer Standards

Financial Implications:

52. The report outlines the findings of the Regulator of Social Housing Judgement for the council, the below explains and identifies any financial implications arising from such judgement.

53. There is a detailed 30-year HRA Business Plan which underpins the long-term financial sustainability of the Housing Revenue Account and provides for the investment required to deliver service improvement and regulatory compliance. Over the next three years, the plan includes a significant capital investment programme c.£60m, focused on improving the condition of the housing stock and supporting progress towards the Decent Homes Standard.

54. Financial resources have been incorporated within both the revenue and capital plans to support delivery of the Housing Improvement Plan which will support in addressing the actions arising from the regulatory judgement. Work continues with Housing officers to strengthen financial planning and management, aligning resources with the improvement plan.

55. Whilst there will be ongoing financial pressures associated with delivering the improvement programme, resources are reflected within the current HRA Business Plan assumptions and will continue to be monitored through the Council's established budget monitoring and business planning processes.

56. The Council's ability to fund additional investment within the Housing Revenue Account (HRA) is financially constrained by the requirement for the HRA to remain self-financing and sustainable over the long term. As a result, the Housing Improvement Plan must be delivered within the affordability parameters of the existing 30-year HRA Business Plan, ensuring that investment priorities are balanced against the need to maintain a financially resilient, non-deficit business plan. This will require careful prioritisation of resources, robust financial management and ongoing review of investment assumptions to ensure regulatory compliance and service improvements are delivered in a sustainable and affordable manner.

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Appendix One: Regulatory judgement

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

Frequently Asked Questions - https://www.bury.gov.uk/housing/housing-services/about-us/improving-council-housing-services-in-bury/housing-inspection-frequently-asked-questions

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

Term	Meaning
TMC	Tenant Management Cooperative
ALMO	Arm's Length Management Organisation
RSH	Regulator for Social Housing
TPAS	Tenant Participation Advisory Service

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GOV•UK

Regulator of Social Housing

Decision

Bury Metropolitan Borough Council (00BM) - Regulatory Judgement: 11 November 2026

Published 11 November 2026

Applies to England

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OGL

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Our Judgement

	Grade/Judgement	Change	Date of assessment
Consumer	C3 Our judgement is that there are serious failings in the landlord delivering the outcomes of the consumer standards and significant improvement is needed.	First grading	November 2026

Reason for publication

We are publishing a regulatory judgement for Bury Metropolitan Borough Council (Bury MBC) following an inspection completed in November 2026.

This regulatory judgement confirms a consumer grading of C3. This is the first time we have issued a consumer grade in relation to this landlord.

Summary of the decision

From the evidence and assurance gained during the inspection, we have concluded that there are serious failings in how Bury MBC is delivering the outcomes of the consumer standards and significant improvement is needed, specifically in relation to outcomes in the Safety and Quality Standard and the Transparency, Influence and Accountability Standard. We also found weaknesses requiring improvement in how Bury MBC is delivering some of the outcomes of the Neighbourhood and Community Standard. Based on this assessment, we have concluded a C3 grade for Bury MBC.

How we reached our judgement

We carried out an inspection of Bury MBC to assess how well it is delivering the outcomes of our consumer standards as part of our planned regulatory inspection programme. During the inspection, we considered all four of the consumer standards: Neighbourhood and Community Standard, Safety and Quality Standard, Tenancy Standard, and the Transparency, Influence and Accountability Standard.

During the inspection we observed meetings of the Housing Advisory Board, Cabinet, and the Tenant Voice Complaints Group. We also met with tenants, officers and lead members, and reviewed a wide range of documents provided by Bury MBC.

Our regulatory judgement is based on a review of all the relevant information we obtained during the inspection as well as analysis of information supplied by Bury MBC in its regulatory returns and other regulatory engagement activity.

Summary of findings

Consumer – C3 – November 2026

The Safety and Quality Standard requires landlords to identify and meet all legal requirements that relate to the health and safety of tenants in their homes and communal areas and ensure that all required actions arising from legally required health and safety assessments are carried out within appropriate timescales. Bury MBC's reported health and safety compliance is good in most areas, including for homes managed on behalf of Bury MBC by the Springs Tenant Management Cooperative (Springs TMC). However, it could not provide sufficient assurance on the accuracy of health and safety compliance information, which we consider a serious failing. Bury MBC was also unable to evidence that all required actions arising from legally required health and safety assessments had been carried out in homes managed by Springs TMC.

In relation to fire safety, Bury MBC had more than 2,800 overdue fire remedial actions at the time of the inspection. Although most actions were assessed as medium or low risk, there is a lack of clarity about the length of

time they have been open. We will continue to engage with Bury MBC as it addresses the overdue fire remedial actions and gathers further assurance on the overall quality of its health and safety compliance information.

Bury MBC was also unable to provide sufficient assurance that it is meeting the legally required timescales to investigate, identify and repair hazards including damp and mould. Reporting against legal timescales is limited, including for homes managed by Springs TMC, although there is some evidence of recent improvement. Through our ongoing engagement, we will seek assurance that Bury MBC is making progress in improving outcomes for tenants in this area.

The Safety and Quality Standard also requires landlords to have an accurate, up to date and evidenced understanding of the condition of their homes and communal areas. This knowledge must reliably inform the provision of good quality, well maintained and safe homes for tenants, and landlords must ensure that tenants' homes meet the requirements of the Decent Homes Standard. At the time of the inspection, Bury MBC had up to date records for around 85% of its homes, based on physical assessment including use of the Housing Health and Safety Rating System to assess potential hazards. However, we found weaknesses in its approach to using the information it holds to reliably inform its planning and provision of good quality, well maintained and safe homes. We also identified that Bury MBC needs to strengthen its assurance that tenants' homes meet the Decent Homes Standard.

During the inspection, we observed significant fluctuations in its reported decency position, reflecting ongoing work to validate the information it holds. We saw evidence that Bury MBC has plans to improve the quality of the information it holds in relation to its homes, and how it is used to inform plans to provide good quality, well maintained and safe homes in the future. We will continue to engage with Bury MBC as it works to address the areas of weakness identified.

Bury MBC had recognised the need to improve the timeliness, effectiveness and efficiency of repairs and maintenance services provided to tenants prior to the inspection and was able to demonstrate that this had been an area of focus. During the inspection we saw evidence of a range of steps taken by Bury MBC in response to the issues identified, however processes and systems were still being embedded, and Bury MBC could not demonstrate that relevant outcomes have consistently improved for tenants. This is therefore an area of weakness. Bury MBC is not meeting targets in relation to timeliness of repairs, including in relation to aids and adaptations, and was unable to provide assurance on the accuracy of previously reported repairs performance due to historical data quality issues. However, Bury MBC did evidence that it is reducing its backlog of overdue repairs, that it is taking appropriate steps to address the issues identified with the quality of information, and that further service improvements are planned. We will continue to engage with Bury MBC as it delivers these improvements and

seek assurance of improved outcomes for tenants in relation to repairs and maintenance services, and aids and adaptations.

In relation to the Tenancy Standard, we have assurance that Bury MBC offers tenancies and terms of occupation that meet all applicable statutory and legal requirements and are compatible with the purpose of the accommodation, the needs of individual households, the sustainability of the community, and the efficient use of their homes. However, Bury MBC needs to strengthen its assurance that relevant tenancy management policies are accessible to all tenants.

The Neighbourhood and Community Standard requires landlords to work in partnership to promote positive outcomes for tenants. Through the inspection, we gained assurance that Bury MBC works with appropriate partners to deter and tackle anti-social behaviour and hate incidents in the neighbourhoods where they provide social housing. However, Bury MBC had identified prior to the inspection that significant improvement was needed to address longstanding issues in its approach to case handling, including inconsistent application of policies and procedures, and evidence that tenants affected by anti-social behaviour and hate incidents had not always been adequately supported. At the time of the inspection, Bury MBC was implementing plans for improvement developed with specialist external support, but these were not sufficiently embedded to demonstrate consistently improved outcomes for tenants and so this remains an area of weakness. We will monitor Bury MBC’s progress in delivering further improvements in this area.

The Transparency, Influence and Accountability Standard sets out the outcomes landlords must deliver about being open with tenants and treating them with fairness and respect so that tenants can access services, raise complaints, influence decision making and hold their landlord to account. We have concluded that there are serious failings in Bury MBC’s delivery of outcomes relating to engagement with tenants and service and performance information. We have also identified weaknesses relating to diverse needs and complaints handling. These failings and weaknesses undermine Bury MBC’s ability to demonstrate that it is treating all tenants with fairness and respect.

During the inspection we saw evidence of a range of mechanisms for collecting tenants’ views but Bury MBC could not provide assurance that these were providing meaningful opportunities for tenants to influence and scrutinise its strategies, policies and services. We consider this to be a serious failing. At the time of the inspection, Bury MBC’s main tenant engagement structures were being reviewed with external support, but we saw evidence of a breakdown in trust between tenants and Bury MBC, which was acting as a barrier to meaningful engagement. We will continue to work with Bury MBC as it develops and delivers plans for improvement in this area.

We found serious failings in how Bury MBC ensures that it provides accessible information about landlord services and its performance in the delivery of services to tenants. Bury MBC told us that it took a “website-first” approach to communications but could not provide assurance that tenants who do not engage digitally could reliably and consistently access accurate service information. We also found that performance information was not always shared in an accessible way to enable tenants to hold Bury MBC, as their landlord, to account. Following an external communications review, a communications plan had been developed prior to the inspection with delivery at an early stage.

During the inspection, we also identified that Bury MBC has failed to meet the technical and survey requirements of the Tenant Satisfaction Measures since their introduction due to a range of issues including the omission of subcontracted repairs from performance information. Through our ongoing engagement, we will seek assurance that Bury MBC is progressing the improvements identified through its communications review and taking the necessary steps to address the performance information issues identified through the inspection.

There are some weaknesses in Bury MBC’s delivery of the required outcomes relating to tenants’ diverse needs. Bury MBC is making progress in collecting tenant information although there are still gaps in its understanding. Bury MBC could not consistently evidence that communication with, and provision of information for tenants is appropriate to their needs, or that services are accessible for all tenants. We will engage with Bury MBC as it continues to develop its approach to assessing the fairness of outcomes for tenants and taking action to address identified inequities.

The Transparency, Influence and Accountability Standard requires landlords to ensure that complaints are addressed fairly, effectively and promptly. Although Bury MBC had identified this as an area requiring improvement prior to the inspection and has taken a number of actions in response, including a recently concluded external review, we identified weaknesses in this area. During the inspection we saw evidence that further improvements to increase the accessibility of the complaints process and consistency in the handling of complaints are planned, or in progress, and we will continue to engage with Bury MBC to seek assurance that change has been embedded to consistently improve outcomes for tenants.

Bury MBC has been engaging constructively with us, has demonstrated that it understands the issues it needs to address, and is taking action to rectify the failings and weaknesses identified. We will work with Bury MBC as it continues to address the issues set out in this judgement. Our engagement will be intensive, and we will seek assurance that it is making sufficient and timely progress, including ongoing monitoring of its plans for improvement. Our priority will be that risks to tenants are adequately managed and mitigated. We are not proposing to use our enforcement powers at this

stage but will keep this under review as Bury MBC seeks to resolve these issues.

Background to the judgement

About the landlord

Bury MBC is a metropolitan borough in Greater Manchester. It owns around 7,600 homes. Around 300 of these homes managed by Springs TMC.

Our role and regulatory approach

We regulate for a viable, efficient, and well governed social housing sector able to deliver quality homes and services for current and future tenants.

We regulate at the landlord level to drive improvement in how landlords operate. By landlord we mean a registered provider of social housing. These can either be local authorities, or private registered providers (other organisations registered with us such as non-profit housing associations, co-operatives, or profit-making organisations).

We set standards which state outcomes that landlords must deliver. The outcomes of our standards include both the required outcomes and specific expectations we set. Where we find there are significant failures in landlords which we consider to be material to the landlord's delivery of those outcomes, we hold them to account. Ultimately this provides protection for tenants' homes and services and achieves better outcomes for current and future tenants. It also contributes to a sustainable sector which can attract strong investment.

We have a different role for regulating local authorities than for other landlords. This is because we have a narrower role for local authorities and the Governance and Financial Viability Standard, and Value for Money Standard do not apply. Further detail on which standards apply to different landlords can be found on our standards page (https://www.gov.uk/government/collections/regulatory-standards-for-landlords).

We assess the performance of landlords through inspections and by reviewing data that landlords are required to submit to us. We also respond

where there is an issue or a potential issue that may be material to a landlord's delivery of the outcomes of our standards. We publish regulatory judgements that describe our view of landlords' performance with our standards. We also publish grades for landlords with more than 1,000 social housing homes.

The Housing Ombudsman deals with individual complaints. When individual complaints are referred to us, we investigate if we consider that the issue may be material to a landlord's delivery of the outcomes of our standards.

For more information about our approach to regulation, please see Regulating the standards. (https://www.gov.uk/government/collections/how-we-regulate)

Further information

- Regulating the standards (https://www.gov.uk/government/collections/how-we-regulate)
- Regulatory standards for landlords (https://www.gov.uk/government/collections/regulatory-standards-for-landlords)

Related documents

- Decent Homes Standard (https://www.gov.uk/government/publications/a-decent-home-definition-and-guidance)

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Agenda Item 7

Classification:	Decision Type:
Open	Non-Key

Report to:	Cabinet	2 December 2026
Subject:	Bury Town Centre Delivery Framework (Phase 1)	
Report of	Cabinet Member for Regeneration and Growth	

Summary

1. This report seeks Cabinet endorsement of the emerging Bury Town Centre Programme and approval of the Bury Town Centre Phase 1 Delivery Framework.

2. Since adoption of the Bury Town Centre Masterplan in 2022, significant progress has been made in developing a coordinated programme of regeneration activity across the town centre. This work has brought together a number of major projects and investment opportunities in an identified 'Phase 1' geography including Bury Market and Casewells, the Interchange redevelopment, Mill Gate regeneration, the South of Markets Area (SOMA) and Humphrey House, Pyramid Park and Q-Park redevelopment opportunities, alongside wider town centre infrastructure, movement and place-making initiatives.

3. The scale, complexity and interdependency of these projects have necessitated a programme-led approach to regeneration. Working with Greater Manchester Combined Authority (GMCA), Transport for Greater Manchester (TfGM), Bruntwood and other strategic partners, the Council has established governance, programme management, and delivery arrangements to coordinate investment, infrastructure planning, and regeneration activity across the town centre.

4. The Phase 1 Delivery Framework is a key output of this work. It was developed in recognition of the increasing scale, complexity, and interdependency of emerging regeneration activity. It is required to prioritise interventions, coordinate investment, align infrastructure and development activity, and provide a clear basis for decision-making, partnership working, and funding strategies.

5. The Framework recognises the progress made since 2022 and the scale of the emerging investment pipeline. It also identifies key areas requiring further work, particularly Angouleme Way and its crossings, subway improvements, Kay Gardens, market servicing and identity, town centre branding and wayfinding, the strategy for the Indoor Market, and the definition of the SOMA delivery brief.

6. The Framework sets out the next steps for delivery, including the implementation of short, medium, and long-term actions required to realise the vision for Bury Town Centre.

Recommendation(s)

It is recommended that Cabinet:

7. Endorse the establishment of the Bury Town Centre Programme as the Council's overarching regeneration programme for Bury Town Centre and note the extensive work undertaken with strategic partners to establish programme governance, delivery arrangements and a coordinated approach to regeneration.

8. Approve the Bury Town Centre Phase 1 Delivery Framework as the principal framework for coordinating regeneration, infrastructure, and investment activity within the Phase 1 regeneration area.

9. Endorse the principle that the Framework should remain live and adaptable, with individual projects continuing to be subject to their own delivery strategies, Cabinet approvals, consultation, planning applications, and funding decisions.

Reasons for recommendation(s)

10. To provide Cabinet with oversight of the progress made since adoption of the 2022 Town Centre Masterplan and secure endorsement of the Town Centre Programme, governance arrangements and coordinated delivery approach established to support regeneration activity.

11. To establish a single strategic framework for coordinating regeneration, infrastructure, and investment activity across the Phase 1 area, ensuring that major projects are planned and delivered in a coordinated manner.

12. To present a clear and investable proposition for Bury Town Centre to delivery partners, developers and funding bodies through a shared vision, delivery framework, and place-based approach.

13. To guide future design development, infrastructure planning, funding priorities, and programme sequencing whilst ensuring that movement, public realm, servicing, utilities, and wider site interdependencies are considered at a programme level rather than on an individual project basis.

Alternative options considered and rejected

14. *Do nothing*. This option was rejected as it would leave the emerging Town Centre Programme and associated regeneration projects to progress without an agreed framework for coordination. This would increase the risk of fragmented decision-making, uncoordinated infrastructure investment, missed funding opportunities and

reduced ability to manage interdependencies between key projects across the town centre.

15. Treat the Framework as a formal replacement or addendum to the 2022 Masterplan. This option is not proposed. The Framework is intended to support delivery of the approved Masterplan and the 2024 Mill Gate Strategic Regeneration Framework, rather than replace their strategic role. Unlike the main masterplan it will not carry material planning consideration.

16. Move forward on a site-by-site basis. This option was rejected as it would not provide the strategic oversight required to coordinate regeneration activity across the Phase 1 area. The proposed Delivery Framework enables infrastructure, movement, public realm, utilities, and investment priorities to be considered collectively across the programme.

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Background

Bury Town Centre Masterplan 2022

17. In 2022 the Council adopted the Bury Town Centre Masterplan, setting out a long-term vision for the future growth, regeneration, and transformation of the town centre.

18. The Masterplan established a 20-year vision for Bury Town Centre, centred on creating an attractive, thriving, and healthy place to live, work, study, and visit. It promotes a more diverse, low-carbon town centre based on culture, housing, connectivity, community, improved public realm and sustainable movement and reinforces Bury's role as a strategic centre within Greater Manchester.

Progress since 2022

19. There has been significant progress against interventions identified in the 2022 Masterplan. This includes the improvements to Bury Market with the development of Casewells and new market canopies, Mill Gate Joint Venture work, the selection

of a developer partner (Watson Homes) for Pyramid Park and Q-Park, and development of the Interchange proposals.

Development of the Town Centre Programme

20. Since the adoption of the 2022 Masterplan, a substantial pipeline of regeneration opportunities has emerged across Bury town centre. As these opportunities developed, it became increasingly clear that successful delivery could not be achieved through individual projects operating independently of one another.

21. The viability, infrastructure requirements, transport interventions, public realm improvements, and opportunities associated with these projects are closely interconnected. Delivery of one project will directly influence the success and viability of others. Recognising this, the Council has worked alongside GMCA and strategic partners to establish a programme-led approach to regeneration that brings together individual projects under a shared vision, governance structure, and delivery plan.

22. A key outcome of the programme development work has been the identification of a Phase 1 regeneration geography. The vision for Bury Town Centre extends well beyond this area, with significant opportunities continuing to emerge across the wider centre, including North of the Rock Area (NORA) and other strategic sites capable of delivering transformational change. However, Phase 1 has been identified as the area where investment and intervention can be most effectively concentrated in the short to medium term, creating visible change, unlocking development opportunities, and building on the momentum generated by recent successes.

23. By focusing efforts in this way, Phase 1 will act as a catalyst for the wider regeneration programme, helping to realise the full potential of Bury Town Centre as a vibrant destination to live, work, learn and visit.

    The Phase 1 area incorporates:
    - Interchange
    - Mill Gate, including Princess Parade
    - Bury Market, including the Indoor Market
    - SOMA and Humphrey House
    - Pyramid Park and Q-Park
    - Associated public realm and infrastructure interventions.

24. This approach is often described as a "concentric circles" model of regeneration whereby investment is deliberately concentrated within an interconnected core area to create momentum, confidence and market activity that can subsequently support wider regeneration across the remainder of the town centre.

Programme Governance and Delivery Arrangements

25. Alongside development of the Phase 1 regeneration area, the Council has undertaken significant work to establish governance and programme management arrangements capable of supporting long-term delivery.

    These arrangements have been designed to:
    - Coordinate regeneration projects across the town centre.
    - Manage project interdependencies.
    - Align funding opportunities.
    - Monitor programme risks and delivery performance.
    - Support strategic decision making.
    - Provide a mechanism for partner collaboration.

26. This approach has strengthened understanding of investment requirements, development constraints, and future delivery opportunities. The programme will continue to evolve as projects develop and further opportunities emerge.

Phase 1 Delivery Framework

27. The Phase 1 Delivery Framework has been prepared to provide a practical pathway for delivery of regeneration activity within the Phase 1 area. The Framework builds upon the strategic vision established through the 2022 Town Centre Masterplan and 2024 Mill Gate SRF and translates this into a coordinated programme of actions and interventions.

28. The Framework:
    - Establishes a shared vision for Phase 1 delivery.
    - Identifies key development opportunities.
    - Examines infrastructure requirements.
    - Assesses movement and connectivity improvements.
    - Considers public realm interventions.
    - Identifies development dependencies.
    - Establishes delivery priorities and translates them into an action plan.
    - Supports funding and investment discussions.
    - Provides an evidence base for future decision making.

29. The Framework is not intended to replace existing planning policy or statutory processes. Instead, it provides a coordinated approach to delivery across a range of interrelated projects and initiatives. It should also be noted that all illustrations are indicative only and any formalised plans will be subject to consultation and approvals.

Key Findings

30. The Framework identifies a significant, overlapping programme of transport, housing, retail, leisure and public realm investment. The four principal regeneration

areas are advancing, creating both an opportunity for transformational change and a need for close coordination.

Area	Strategic role
Bury Interchange	A major TfGM-led transport investment intended to create a modern multimodal gateway, improve the interchange between bus, Metrolink, walking and cycling, provide an active travel hub and unlock associated residential development. It will also include a new pedestrian bridge to and from Pyramid Park and Q-Park providing sustainable transport option to those living there and nearby.
Mill Gate	Joint venture proposals with Bruntwood include reconfiguration of the shopping centre, a new Market Square, improved active frontages, food and beverage and leisure uses, better connections and potential mixed-use development on released land. £24.2m of Good Growth funding has been secured for active travel and public realm improvements, including the demolition of Princess Parade to support the redevelopment of the retail centre and a new public square at the Mill Gate. Together with the £10m announced in the Government's 2026 Budget to secure the long-term future of the Indoor Market, these investments will strengthen Bury Market's role at the heart of a revitalised Market Quarter and reinforce its position as one of the town centre's key destinations.
Pyramid Park and Q-Park	Residential-led regeneration at the southern gateway, with Pyramid Park identified for 138 homes and Q-Park master-planned at 77 units with improved pedestrian and cycling links to the Interchange, Market, College and wider town centre.
SOMA / Humphrey House	An emerging residential neighbourhood opportunity south of the Market. The first phase is identified as having potential for 75-150+ homes, with growth up to 500+ homes when considering longer term opportunities.

31. The Framework identifies four strategic moves to coordinate successful regeneration in the Phase 1 area. These strategic moves promote bringing delivery forward at pace, with a clear focus on the relationships between projects, the infrastructure that connects them, and the public realm that makes them feel like one town centre.

Destination	Bury Market is the town's strongest destination asset, and this opportunity seeks to use it as the focal point of a distinctive Market Quarter, bringing together the Market, Market Square,

	Casewells, Kay Gardens and Mill Gate into a more connected and attractive visitor destination, whilst leveraging the Council's recently secured Government investment in the Indoor Market to strengthen its long-term role at the heart of the town centre. The ambition is to create a stronger town centre identity, better link Bury's cultural, heritage, leisure and retail offer, and establish Bury as a destination that attracts more visitors while adapting to changing trends in shopping, leisure and events over time.
Reconnect	Creating a town centre that is easier, safer and more attractive to move around. The strategy aims to overcome barriers such as Angouleme Way, improve connections between key destinations and neighbourhoods, and ensure major regeneration projects are integrated through a coherent network of streets, crossings and public spaces rather than functioning as isolated developments.
Grow	Use Bury's development pipeline to deliver new homes, employment, leisure, health and community spaces that create sustainable, well-connected neighbourhoods and support a larger town centre population. The focus is on ensuring growth reinforces Bury's market town character, reconnects existing communities and development opportunities south of Angouleme Way with the wider town centre, and is supported by the infrastructure, public realm and connectivity needed to create high-quality places.
Energy Ready	Ensuring Bury's utilities and energy infrastructure are planned strategically to support the town centre's major regeneration projects, including Interchange, SOMA, Mill Gate and Pyramid Park and Q-Park. The aim is to identify utility capacity requirements and constraints early, coordinate infrastructure investment across the whole town centre, and explore opportunities for low-carbon energy solutions, helping to support growth, minimise delivery risks and enable the programme to progress at pace.

Phase 1 Delivery Priorities

32. The Framework sets out phased priorities over the next decade, establishing the foundations for continued regeneration in the short term while supporting the longer-term transformation of Bury into a better connected, more sustainable and more attractive destination for residents, businesses and visitors.

Short-Term Priorities (Within 1 year)	• Continue to embed town centre governance, programme management and delivery coordination arrangements across the regeneration pipeline.

	• Establish and promote a coordinated "Brand Bury" identity, supported by improved wayfinding, signage, events and destination management activity. • Progress plans for the future of the Indoor Market, building on the Council's newly secured Government investment to support its long-term resilience and role within the Market Quarter. • Advance a movement and connectivity strategy for the town centre, including Angouleme Way, crossings, subways and active travel improvements. • Progress key regeneration projects including the Interchange, Pyramid Park and Q-Park and development proposals for SOMA and Humphrey House. • Commission a town centre car parking strategy to review existing provision, future demand and the implications of regeneration proposals across the Phase 1 area. • Establish a utilities and infrastructure programme to ensure energy, power, water and heat network opportunities can support future growth. • Work with NHS partners to explore "Health on the High Street" opportunities and assess the potential for enhanced healthcare and wellbeing provision within the town centre.
Medium-Term Priorities (Within 3 years)	• Deliver coordinated visitor routes, wayfinding and public realm improvements linking Bury Market, Interchange, Mill Gate, The Rock and surrounding destinations. • Support the opening and activation of the new Market Square and the continued development of a thriving Market Quarter. • Deliver improved crossings, infrastructure and public realm enhancements, strengthening connections across the town centre and surrounding communities. • Progress major regeneration schemes including Mill Gate, SOMA Phase 1 and residential development at Pyramid Park and Q-Park. • Secure utility reinforcements and infrastructure delivery agreements required to support housing and commercial growth.
Long-Term Priorities (Within 10 years)	• Establish Bury as a regionally recognised destination with a strong visitor economy and cultural offer. • Create integrated and connected neighbourhoods through the continued development of SOMA, Mill Gate and other strategic opportunity sites. • Transform Angouleme Way from a barrier into a connected, people-focused corridor and deliver a fully integrated town centre movement network.

	• Reinforce Bury Market and the Market Quarter as a regional destination and anchor attraction for Greater Manchester. • Bring forward further housing and regeneration opportunities, including longer-term development sites and land releases. • Deliver a resilient, low-carbon utilities and energy network capable of supporting long-term growth and investment.

Design principles

33. The Framework proposes a place-led approach grounded in Bury's market town character, historic street pattern and industrial heritage. New development should use familiar materials and a form and grain that are recognisably Bury, while allowing each neighbourhood to retain its own identity.

34. The design guidance supports well-designed medium-density neighbourhoods, including a mix of apartments, townhouses, mews and family housing. It promotes efficient use of land, housing choice, active and walkable streets, high-quality private and shared amenity, sustainable transport and public realm-led development.

Planning and governance context

35. The Framework is intended to sit alongside the 2022 Town Centre Masterplan and the 2024 Mill Gate Strategic Regeneration Framework. It should operate as a live and adaptable delivery document, capable of responding to the emerging Bury Local Plan, Places for Everyone and changes in national policy.

36. Approval of the Framework does not grant planning permission, approve individual delivery strategies or commit expenditure. Each project will remain subject to the relevant statutory processes, consultation, funding approvals and governance requirements.

Links with Corporate Priorities

37. The Town Centre Programme and Delivery Framework will guide and inform the future direction of activity within Bury Town Centre with the aim of creating a vibrant place that will benefit all of Bury's communities.

38. The outcomes that can be achieved will play a key role in delivering the Let's Do It! Strategy, and the four Bury 2030 principles that underpin it, as developments planned for Bury Town Centre will have a significant impact on the economic, environmental and social development of the Borough as a whole.

Priority	Contribution
Local neighbourhoods	Supports the delivery of new and more varied homes on sustainable brownfield sites, helping to create mixed

	and intergenerational communities within the town centre. The Framework promotes improved connectivity, public realm, active travel routes and access to services, ensuring that existing and future residents can benefit from a more attractive, inclusive and well-connected town centre environment. This approach helps to bring more people into the centre and provide better access to the full town centre amenity and services.
An enterprising spirit	Provides a clear and coordinated proposition for investment, helping to attract public and private sector funding and giving confidence to development partners. The programme supports diversification of the town centre economy through housing, retail, leisure, culture and commercial opportunities, while strengthening key destinations including Bury Market, Mill Gate and The Rock. Delivery of major regeneration projects will also create opportunities for local employment, skills development, apprenticeships and participation in local supply chains.
Delivering together	Embeds a collaborative, programme-led approach that brings together the Council, TfGM, GMCA, Bruntwood, Watson Homes, registered providers, businesses, education partners and local communities. The Framework establishes governance and delivery arrangements that enable partners to coordinate investment, infrastructure planning, funding opportunities and project delivery, helping to maximise the benefits of regeneration across the town centre.
A strengths-based approach	Builds on Bury's existing assets and competitive advantages, including Bury Market, the town's heritage and culture, strong transport connections, established retail destinations and local business base. The Framework seeks to reinforce these strengths through targeted investment and place-making, whilst continuing to engage communities, stakeholders and businesses in shaping the development of individual projects and neighbourhoods over time.

Equality Impact and Considerations

39. The existing template records that an initial equality impact screening identified no equality concerns at this stage. This position should be reviewed and confirmed before publication. Equality impacts will also need to be assessed through the development of individual projects, including accessibility, inclusive design, housing mix, movement and consultation arrangements.

40. The Framework seeks to address deprivation by strengthening connectivity within the town centre and improving access to jobs, services, public transport and community facilities for residents from surrounding neighbourhoods, supporting improved equality outcomes across Bury.

Environmental Impact and Considerations

41. The Framework supports brownfield regeneration, compact town centre living, public transport and active travel. Individual schemes will need to assess and mitigate ecological, environmental and construction impacts through the planning process, including biodiversity net gain and relevant local and national policy requirements.

42. The planning context also identifies net-zero carbon requirements and Bury Town Centre as a heat and energy network opportunity area. These matters should be considered as scheme designs, and infrastructure strategies develop.

Assessment and Mitigation of Risk

Risk / opportunity	Mitigation
Lack of coordination between projects	Use the Framework and Town Centre Delivery Group to manage interfaces, dependencies and programme sequencing.
Infrastructure gaps or unresolved highways constraints	Develop prioritised options and funding strategies for Angouleme Way, crossings, subways, public realm and servicing.
Funding and viability pressures	Maintain a phased and adaptable programme, develop robust business cases and use the Framework to support external funding discussions.
Changes to planning policy or statutory requirements	Keep the Framework under review and ensure each scheme responds to the adopted development plan and relevant national requirements.
Poor connectivity or public realm outcomes	Apply the place-based design principles consistently and assess movement, servicing and public realm across site boundaries.
Unclear destination identity and weak footfall	Develop a coordinated town centre brand, wayfinding, events and destination management approach with partners.

Consultation and stakeholder expectations	Confirm the proportionate consultation and communications approach and continue engagement through project development.
Delivery disruption across multiple live projects	Coordinate construction, access, servicing, communications and mitigation through programme-level governance and regular engagement of the council's Markets team, Millgate management and Bury College estates team.

Procurement Implications

43. Approval of the Framework does not itself procure works, services or a delivery partner. Any future commissions or procurements arising from the Framework will be undertaken in accordance with the Council's contract procedure rules and applicable procurement legislation.

Legal Implications

44. The Delivery Framework is a strategic document intended to guide and coordinate regeneration activity within Bury Town Centre. Approval of the Framework does not approve any specific land acquisition or disposal, planning application, procurement exercise, contract award, funding commitment or other legal transaction. Individual project brough forward under the Framework will be subject to their own legal property, planning, procurement and governance requirements and will require consideration through the appropriate decision-making processes. Accordingly, there are no specific implication arising directly from the recommendations contained in this report.

Financial Implications

45. This Delivery Framework provides strategic direction to the programme of works in Bury Town Centre. Each project will need to come forward within its own timeline with a resource plan and a funding package to be approved at the appropriate time. This strategic plan gives the principles that each future project should reside within.

    The resource to delivery this framework and master planning is provided form within existing resources.

Consultation and Communications

46. The Town Centre Programme and Delivery Framework have been developed through extensive engagement with Council services, partner organisations, and key stakeholders including Planning, Highways, Housing, Regeneration, Corporate Landlord, Markets, TfGM, Bruntwood and the BID.

47. In the route to Cabinet process, engagement has been undertaken with elected Members, Council officers, and key delivery partners. This engagement has been used to communicate the emerging vision for Bury Town Centre, test the proposed programme approach, and gather feedback on the content and recommendations of the Phase 1 Delivery Framework. The process has helped build a shared

understanding of the opportunities, challenges and delivery priorities across the town centre and has informed the final framework presented for approval.

48. The work builds upon engagement undertaken through the 2022 Town Centre Masterplan and 2024 Mill Gate SRF process together with ongoing engagement associated with individual regeneration projects.

49. The Council is developing a Communications Strategy for the Phase 1 projects. This will be key in coordinating progress across each of the key developments, to explain the overall programme, manage disruption, and build confidence among residents, businesses, visitors, and investors.

50. As implementation progresses, additional engagement and public consultation will be undertaken through project-specific processes, statutory planning procedures and partner engagement activities.

Next Steps

51. Embedding the Town Centre Programme governance arrangements and continuing to strengthen partnership working with GMCA, TfGM, Bruntwood and other key stakeholders.

52. Ensuring the programme is appropriately resourced to support delivery, including recruitment to the Head of Regeneration position and management of programme team succession arrangements.

53. Establishing a coordinated approach to programme finance and funding, including the management of grant funding, alignment of funding streams, and prioritisation of investment to support delivery of programme objectives.

54. Progressing the short-term actions identified within the Delivery Framework, including movement and connectivity studies, infrastructure planning, utilities assessments and place-making initiatives.

55. Supporting the advancement of key regeneration projects including Interchange, Mill Gate, SOMA and Humphrey House through the appropriate business case, planning, procurement and funding approval processes.

56. Continuing oversight of development of Pyramid Park and Q-Park working closely with the procured developer (Watson Homes) and incoming registered providers.

57. Maintaining the Delivery Framework as a live document, ensuring delivery priorities, infrastructure interventions and programme sequencing continue to respond to emerging opportunities, market conditions and partner requirements.

Appendices

Appendix 1: Bury Town Centre Phase 1 Delivery Framework, 08 October 2026.

Background papers

- Bury Town Centre Masterplan 2022.

- Bury Town Centre Masterplan Cabinet Report – 9 March 2022
- Mill Gate Strategic Regeneration Framework 2024
- Adoption of Mill Gate Regeneration Framework Cabinet Report – 13 March 2024
- Publication Bury Local Plan 2026.
- Places for Everyone Joint Development Plan.

Glossary of terms, abbreviations and acronyms

Term	Meaning
BID	Business Improvement District.
GMCA	Greater Manchester Combined Authority.
NORA	North of the Rock Area.
RP	Registered Provider.
SOMA	South of Markets Area.
SRF	Strategic Regeneration Framework.
TfGM	Transport for Greater Manchester.

BURY TOWN CENTRE

MASTERPLAN DELIVERY FRAMEWORK

Setting out the next transformational stages of growth and prosperity

Bury Council | MCAU | AECOM

Illustrative vision for the future of Bury Town Centre

FOREWORD

Looking Ahead:
A Word from Councillor Morris

Cabinet Member for Regeneration and Growth



Bury is entering an exciting new phase in the regeneration of our town centre, with a real opportunity to shape a town that is fit for the future and delivers for our communities.

I am proud that, working in partnership with key stakeholders, the Council is progressing an ambitious programme of investment and regeneration. We are backing our town, investing in its future and creating the conditions for sustainable growth, new opportunities and greater prosperity.

This builds on significant recent investment, including improvements to Bury Market with the new outdoor market canopies alongside Casewells, a £33m Levelling Up Fund-supported food hall and events destination.

With £10m successfully allocated for the Indoor Market from the 2026 Budget, we can secure its future. A further £24m from the Greater Manchester Combined Authority (GMCA) will support the initial redevelopment of the Mill Gate and the creation of a new civic square in Bury Town Centre.

The wider programme also includes the £90+m Interchange redevelopment and the delivery of around 1,000 mixed-tenure homes, beginning with brownfield developments at Pyramid Park and Q-Park.

Together, these investments are helping to create a town centre with renewed confidence and purpose. They will support our local economy, attract new businesses and investment, create jobs and bring more people into the heart of Bury.

Above all, they are about creating a town centre that people want to spend time in, and a place that is an asset to the communities it serves.

Importantly, this is a framework for delivery. It will help us and our partners make confident decisions, coordinate investment and ensure that individual projects contribute to a shared vision for the future of Bury.

I am ambitious for our town and believe we have a real opportunity to build on our strengths, unlock our potential and create a town centre that our residents can be proud of. This framework is an important step towards turning that ambition into reality, and I look forward to working with our partners and communities to make it happen.

CONTENTS

1. Purpose

2. Pipeline

3. Analysis

4. Delivery

1

Purpose

1.1. Executive Summary

1.2. The 2022 Masterplan

1.3. Achievements

Executive Summary

Bury Town Centre is entering a period of significant investment, with a number of major projects that have the potential to complement and reinforce one another, maximising their collective impact.

Following the establishment of **Bury's LET'S Do It! strategy** in 2020, driving inclusive growth and reducing deprivation across Bury, and the subsequent implementation of the **Bury Town Centre Masterplan in 2022**, a pipeline of significant projects is emerging including: a new Interchange, homes in Pyramid Park and Q-Park, a new Market Square, new homes in the town centre and wider public realm and connectivity projects.

This creates the **opportunity to move from a series of individual projects towards a connected town centre programme** which capitalises on the collective investment and commitments from Bury Council and its partners **for the betterment of Bury's people and economy**.



Figure 1: Aerial view of Bury Town Centre vision - **illustrative proposals only.**

PURPOSE

Building on the Masterplan

The 2022 Masterplan set out a 20-year vision for Bury Town Centre "Experience Bury: A Place to Discover More" aiming to create an attractive, thriving and healthy destination to live, work, study and visit.

A key outcome of the programme development work has been the identification of a Phase 1 regeneration geography.

The vision for Bury Town Centre extends well beyond this area, with significant opportunities continuing to emerge across the wider centre, including North of the Rock Area (NORA) and other strategic sites capable of delivering transformational change.

Phase 1 has been identified as the area where investment, intervention and programmes can be aligned to most effectively concentrate on in the short to medium term, creating visible change, unlocking development opportunities and building on the momentum generated by recent successes.

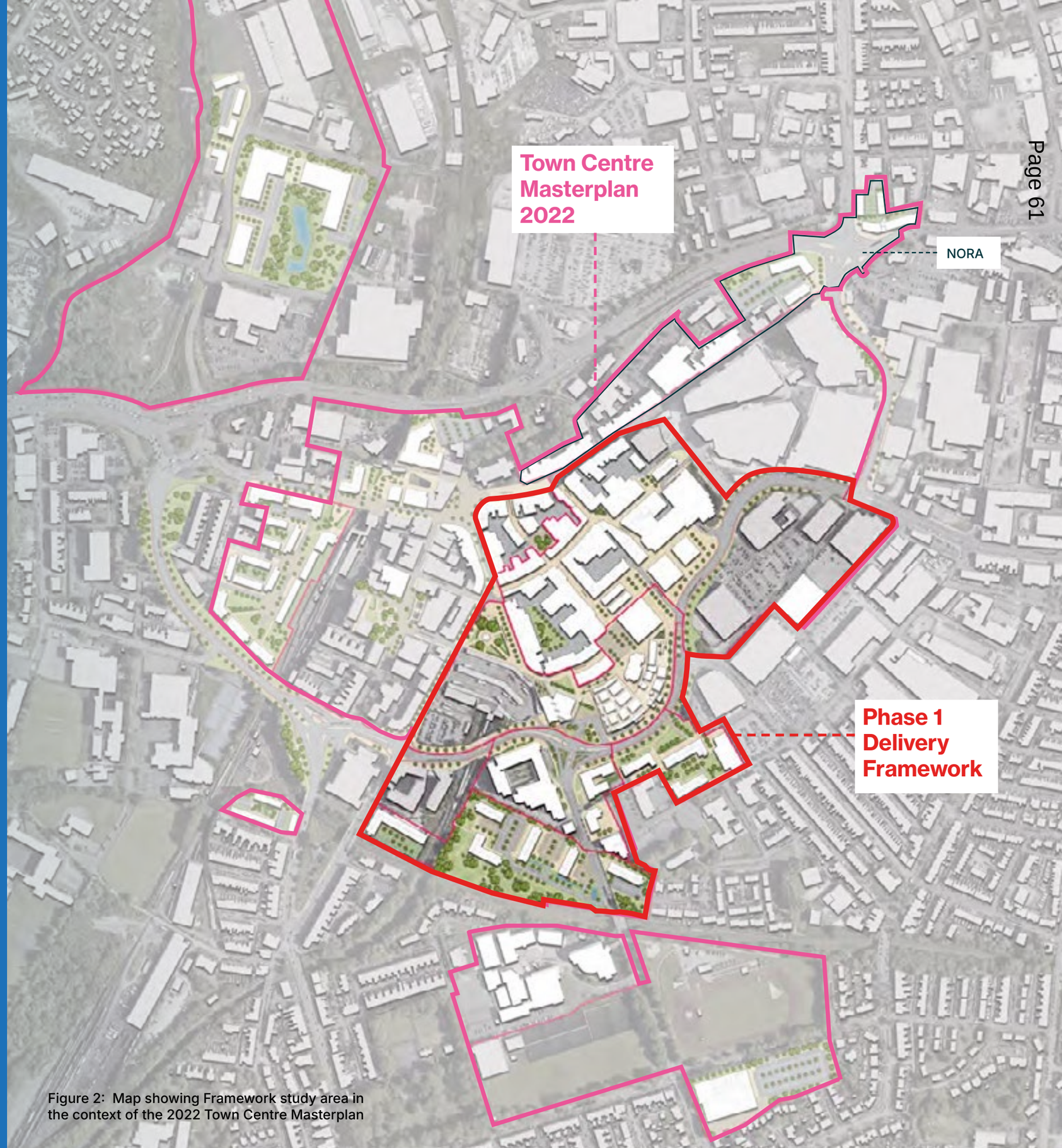


Figure 2: Map showing Framework study area in the context of the 2022 Town Centre Masterplan

PURPOSE

The purpose of this Phase 1 Delivery Framework is to identify how the town centre can thrive and to establish the sequence, dependencies and actions needed to make that positive change happen.

The framework starts with the long-term vision for the town centre, looks at today's position, and then organises a delivery plan, as illustrated in the diagram below.

Immediate task:

To establish the coordination, design principles, infrastructure evidence and early interventions that protect the programme already underway.

Medium-term:

To align investment in movement, public realm, markets and development so that individual projects reinforce one another.

Long-term:

The objective is a more connected, distinctive and sustainable town centre in which homes, investment, activity and infrastructure operate as one programme.

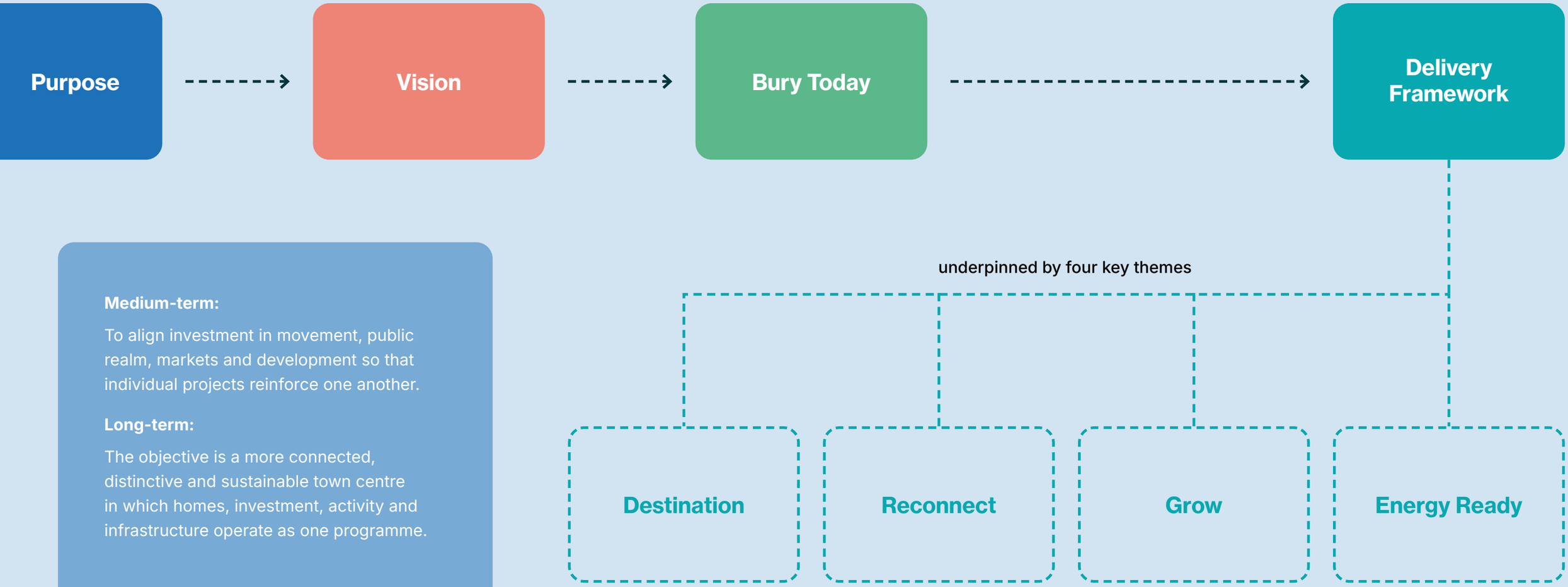


Figure 3: Aerial view of Bury Town Centre vision - **illustrative proposals only.**

100%
of short term targets have been **achieved by Bury Council**, as set out in the 2022 Masterplan.

100%
All town centre medium term targets are in progress . This document explores how these are brought forward holistically.

Short Term (-2025)

LET'S do it! We're doing it!

1. Installation of new street crossings ☑
2. Installation of elements of the Bee Network ☑
3. New College Health Innovation STEM Centre ☑
4. Development of the Flexi-Hall, now Casewells ☑
5. Improvements to Bury Market ☑
6. Progress designs for repurposing Mill Gate ☑
7. Car Parking Strategy to be undertaken ☑
8. Events programme underway ☑

Medium Term (-2030)

9. Redeveloped Interchange ☑
10. Development of Mill Gate ☑
11. Procurement partner for Southern Gateway sites ☑
12. Modernised Bury College Estate ☑
13. Indoor Market secured ☑

2

Pipeline

Major investment is planned in the town centre - described in the following chapters:

2.1. Investment Pipeline

2.2. New Interchange & Homes

2.3. Mill Gate - New Market Square

2.4. Mill Gate - Minden Parade

2.5. Pyramid Park & Q Park

2.6. SOMA

2.7. Vision Brought Together

Investment Pipeline

Bury Town Centre is a high-performing Greater Manchester (GM) shopping and visitor destination. It sits at the centre of a substantial, coordinated investment pipeline.

Anchoring the regeneration programme, the **£90m redevelopment of Bury Interchange** will create a flagship multimodal gateway, unlocking new homes and sustainable growth, enhanced connectivity and vibrant town centre living.

At the southern gateway, **Pyramid Park and Q-Park** area will deliver a vibrant new residential neighbourhood directly connected to the new Bury Interchange.

Backed by £24.2m of GMCA Good Growth Funding, the transformation of Mill Gate will commence with the delivery of a new Market Square, creating a focal point for a revitalised Market Quarter and strengthening pedestrian connections to The Rock with a further **£10m backing from government to secure the Indoor Market.**

Building on this momentum, mixed-use development opportunities are being explored, including land around the multi-storey car park supporting the long-term ambition to reposition Mill Gate as a vibrant, mixed-use destination.

Further studies are sought at **South of Markets Area** (SOMA) as a residential-led neighbourhood around the popular primary schools of St Maries and Holy Trinity in the foot steps of the 2022 Masterplan aspirations.

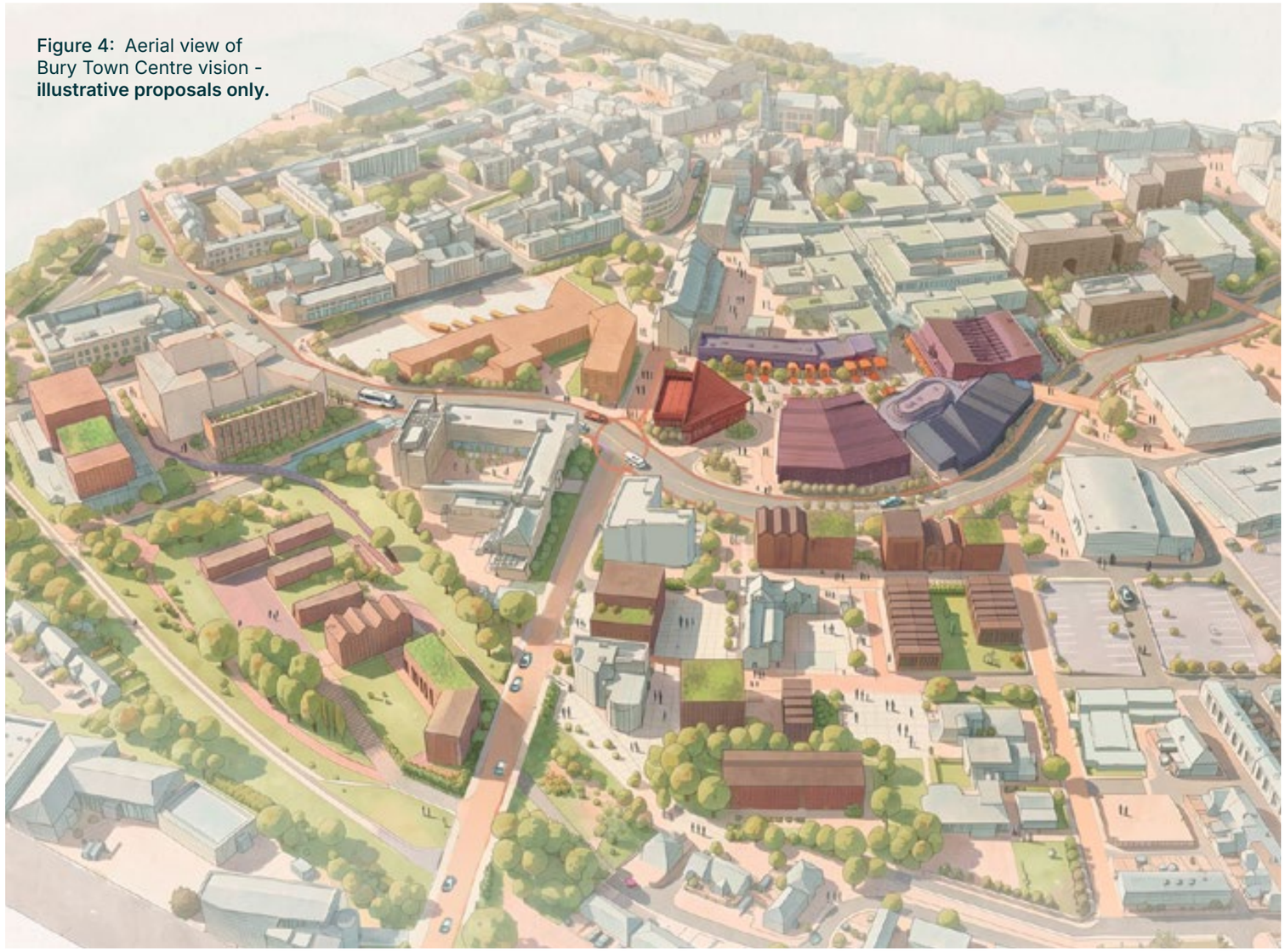


Figure 4: Aerial view of Bury Town Centre vision - **illustrative proposals only.**



Figure 5: **New TfGM bridge link**



Figure 6: **New Market Square Proposal**

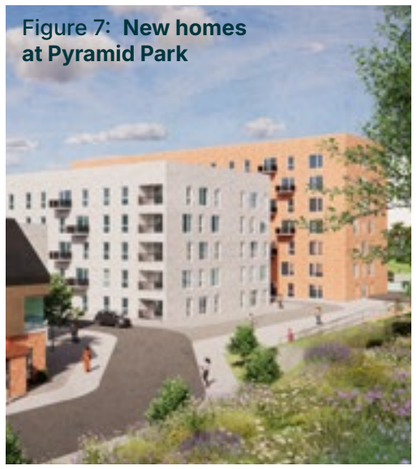


Figure 7: **New homes at Pyramid Park**

New Interchange

Bury is set to receive a transformational new transport hub, with investment of over £90 million to deliver a modern, people-friendly Interchange at the very heart of the town centre.

This is a once-in-a-generation investment reimagining Bury's principal gateway as a genuinely multimodal destination that brings bus, Metrolink, walking and cycling together in a single, connected space, consolidating over 13 million existing annual passenger movements while future-proofing capacity for growing demand.

Far more than a transport upgrade, this is a catalytic project for the wider town centre regeneration programme: unlocking new residential development, expanding walking and cycling provision and setting a new benchmark for how to people arrive in, move through, and experience Bury.



Figure 8: Illustrative aerial view of new Bury Interchange.

PIPELINE

Mill Gate

New Market Square

The announcement of the £24.2m Good Growth Fund will see a major new public square created through the demolition of the southern side of Princess Parade - equivalent to St Anne's Square, Manchester in scale - promising a step change in Bury's Town Centre offer, allowing quality food and drink, pop-ups and evening economy, underpinned by Casewells, to thrive.

Alongside this, the existing steel portico and canopy will be removed with upgraded shopfronts and façades along Princess Parade, together with new hard and soft landscaping and a shared surface for service vehicles.



Figure 9: Indicative aerial sketch of Mill Gate proposals - subject to change as the scheme develops.



Figure 10: Indicative aerial sketch for a thriving new market square anchoring Bury Markets, Casewells and Mill Gate

Minden Parade

The scheme opens up the existing mall entrance and glazing between the mall, Minden Parade and Market Parade, reinstating historic street patterns, improving walking routes from the Interchange through to The Rock.

Opportunities are being explored to relocate access to the Mill Gate multi-storey car park away from Clerke Street, enabling the creation of a more attractive, people-focused public space that prioritises pedestrian movement, safety and connectivity.

PIPELINE

Pyramid Park & Q-Park

Pyramid Park represents a landmark opportunity to transform underused brownfield land at Bury's southern gateway into a vibrant new residential neighbourhood.

Delivering over 200 new homes including affordable, specialist extra care and later living accomodation the town needs. The scheme has been designed in partnership with TfGM to maximise the retention of the parkland setting while accommodating land and infrastructure requirements for the future tram-train connection to Heywood and Rochdale via the Northern Gateway strategic employment site.

The scheme is designed around sustainable travel and direct pedestrian connections to the new Interchange, demonstrating what town-centre living can be while reducing reliance on the private car and activating streets throughout the day.

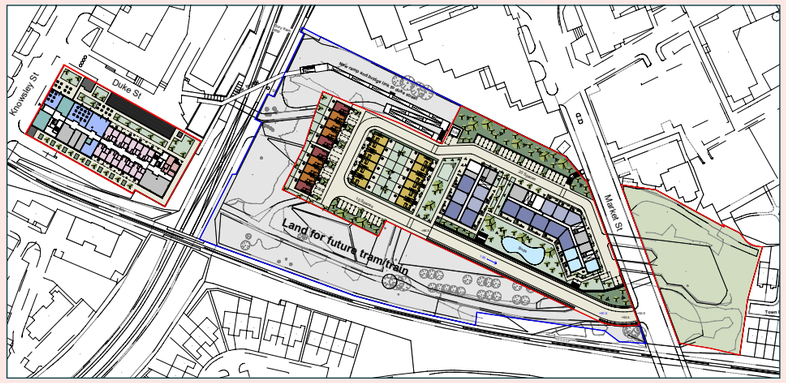


Figure 11: Illustrative site layout for the proposed Pyramid Park & Q-Park schemes – subject to change as the scheme develops.



Figure 12: Aerial view of Bury Town Centre vision - **illustrative proposals only.**

Humphrey House & SOMA

The South of Markets Area (SOMA) and Humphrey House represents a significant opportunity within Bury's housing investment pipeline.

Subject to further testing, initial proposals could deliver new homes and apartments that respond to Bury's historic townscape while strengthening connections between Bury Market, the town centre and areas to the south. Enhanced parking to the east of Edward Street could help drive footfall to Bury Market, Mill Gate and the wider town centre retail and leisure offer, supporting the local economy.

The first phase could deliver new homes, including a mix of apartments and urban family housing, alongside new public realm and park spaces. The proposals could make use of the area's historic street pattern, with streets such as Trinity and Cecil Streets providing important routes through the neighbourhood and helping to reconnect the development with surrounding communities and the town centre.

This area provides the potential to create a distinctive new quarter for Bury, bringing activity and investment to an underutilised part of the town centre, establishing a more connected, family-friendly, walkable neighbourhood connecting the Townside community to the south with the town centre.

Initial parking heat study maps suggest there is sufficient parking provision. A full assessment will need to be completed, ensuring no detriment and access to Bury Market and our town centre.



Figure 13: Indicative 2022 Masterplan proposals.

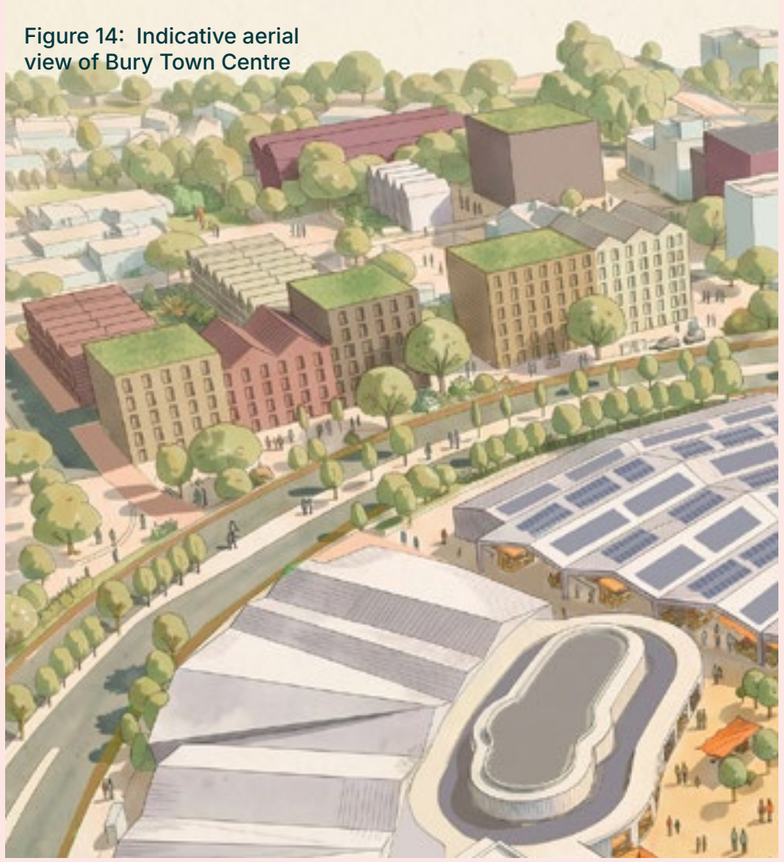


Figure 14: Indicative aerial view of Bury Town Centre

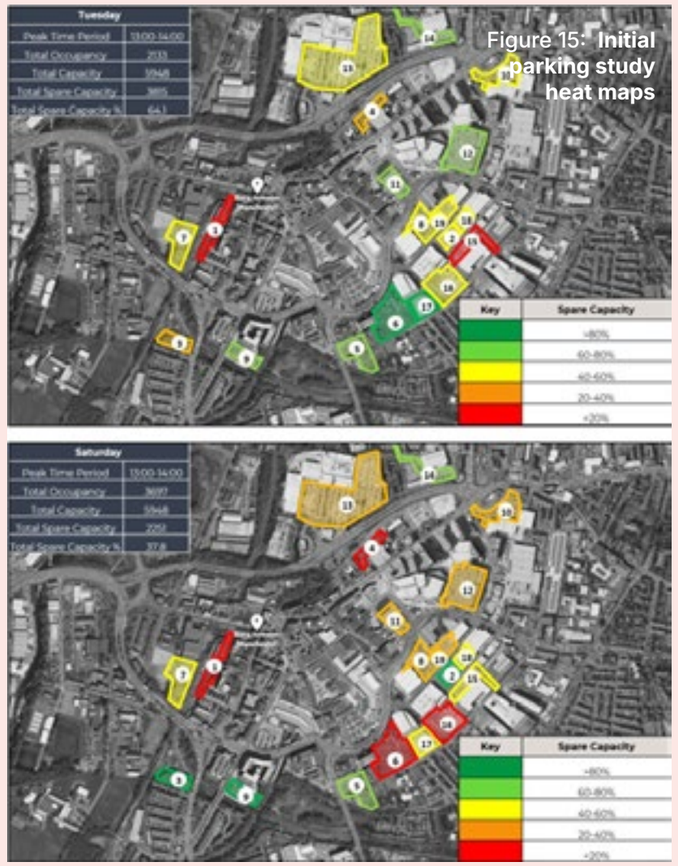


Figure 15: **Initial parking study heat maps**

Vision Brought Together

Taken together, Pyramid Park and Q-Park, the new TfGM-funded Interchange, SOMA and the Mill Gate reconfiguration represent nothing short of a step change for Bury - over £90 million of transport investment, more than 1,000 new homes across the pipeline, and a fundamentally reimagined heart to the town centre, all building on the genuine momentum already established by Casewells, Bury Market and Bury College's new Health and Digital Centre.

This is a rare and significant moment: four major regeneration sites, each individually transformational, are now progressing in parallel and it is precisely this convergence that makes now the critical point to step back and ask how they fit together.

Bury has the opportunity to create a genuinely coherent, connected and thriving town centre for generations to come.

Figure 16: Illustrative Aerial view of Bury Town Centre vision

3

Analysis

Given the significant investment pipeline, detailed analysis in this chapter identifies opportunities and challenges across four themes, setting a platform for delivery;

3.1. Destination

3.2. Reconnect

3.3. Grow

3.4. Energy Ready

ANALYSIS

Destination

Opportunity

The town centre has seen over 24% increase in footfall since 2023-24.

This is supported by the Bury Business Impovement District (BID), a business-led partnership that invests in promoting and enhancing the town.

Bury Market welcomes 150,000 visitors a week as one of the busiest markets in the UK, with Mill Gate Shopping Centre footfall of 12m per year as the highest town centre footfall in GM.

With further investment, a thriving Bury Market Quarter could drive the next phases of regeneration at the heart of a distinctive and thriving, market-led town centre.



Figure 21: **BID Shaun the Sheep Trail**



Figure 20: **New Market Square potential outlined red**



Figure 17: **Strong footfall fromThe Rock Shopping Centre**



Figure 18: Bury Market



Figure 19: Mill Gate

ANALYSIS

Destination

Challenge

Bury Market is a major asset within the town centre, but its wider destination appeal could be further enhanced.

- **Weak arrival and identity** - Bury Market lacks a distinctive presence and clear sense of arrival notable at Kay Gardens. Investing in the place will have lasting benefits.
- **Disconnected spaces** - Bury Market, Market Square, Casewells, Kay Gardens and Mill Gate do not yet work as a coherent Market Quarter. Reconnecting with intuitive, walkable and wheelable routes will improve footfall and convenience.
- **Underused assets** - surrounding spaces are not consistently contributing to the visitor experience.
- **Fragmented visitor offer** - unique assets such as markets, museum, theatre, leisure, heritage and events could work together better under a clear Bury brand.
- **Weak destination identity** - 'Brand Bury' and the town centre's visitor identity could be improved and amplified.
- **Operational constraints** - Servicing and operational requirements will need to be resolved alongside the significant regeneration investments.



Figure 22: Smarter Kay Gardens shop front design and signage, in keeping with the Conservation Area designation, could lift the look and feel of the place



Figure 23: The north face of Bury Market will soon face a bustling new Market Square - how could this be activated?



Figure 24: Minden Parade could be transformed as a safer place to walk and linger between Mill Gate, the car park and Rock.

Reconnect

Opportunity

Use the next phase of investment to make walking, cycling and public transport easier, while reconnecting the centre to surrounding existing and future communities south of Angouleme Way.



Figure 25: Safer, walking and wheeling example



Figure 26: Greener and biodeverse planting can buffer roads



Figure 27: Diagram layout of a better connected and greener town centre

ANALYSIS

Reconnect

Challenge

1. **Walking** between Bury Market, Interchange and Pyramid Park is currently poor, disorientating and unintuitive.
2. **Angouleme Way** creates a significant physical and environmental barrier, restricting the town's growth opportunity and disconnecting communities to the south from the town centre.
3. **Existing crossings and subways** do not provide a consistently safe, attractive and legible experience.
4. **Cycling infrastructure** is disconnected and inconsistently provided.
5. **Parking, servicing and vehicle movement** can conflict with pedestrian activity.
6. **Major projects risk becoming isolated** unless their movement and access requirements are coordinated.

Parking Utilisation Review

Initial studies suggest an excess of car parking across the Town Centre and some rebalancing and better utilisation may help facilitate development in the town centre core.

- There is potentially around **6,000 car parking spaces** in the town centre with a further 1,000 on-street parking spaces.
- A **surplus of car parking capacity has been identified between around 38% on market days and 64% on weekdays** equivalent to 2,260 empty spaces on market days and 3,820 spaces weekdays. This is despite parking pressures in popular areas.



Figure 28: The Angouleme Way barrier



Figure 29: Physical barriers work against people's movement needs



Figure 30: People in close proximity to poor roadside noise and air quality

ANALYSIS

Grow

Opportunity

Use Bury's emerging development pipeline to nurture an inclusive and sustainable town centre.

Major investment opens the door to wider growth and prosperity for Bury. As well as new homes this can include health investment (e.g. Health on the High Street), employment growth, improved education offer, leisure and community uses working together to create a sum greater than its parts.

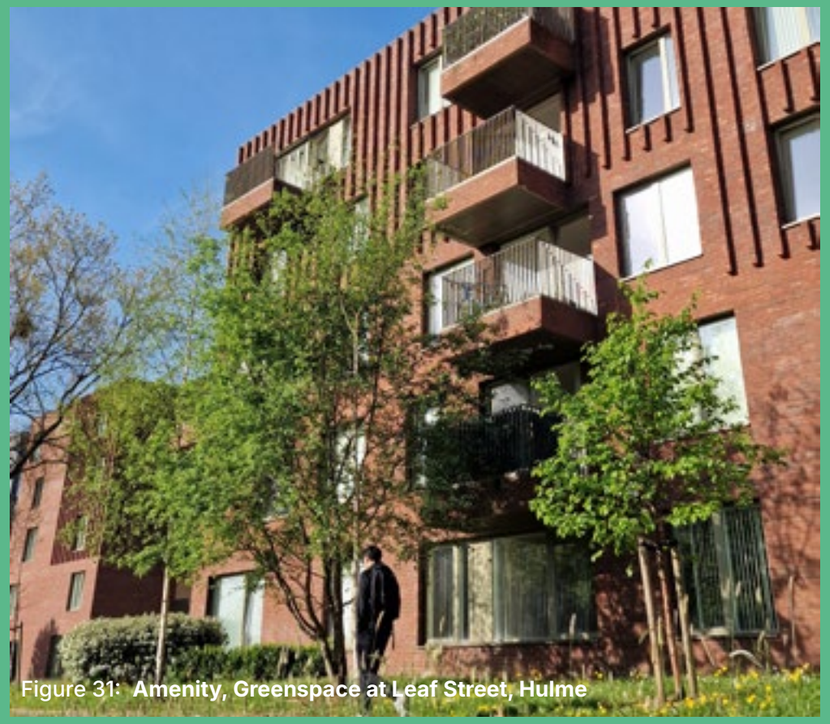


Figure 31: **Amenity, Greenspace at Leaf Street, Hulme**



Figure 32: Quality affordable homes in York

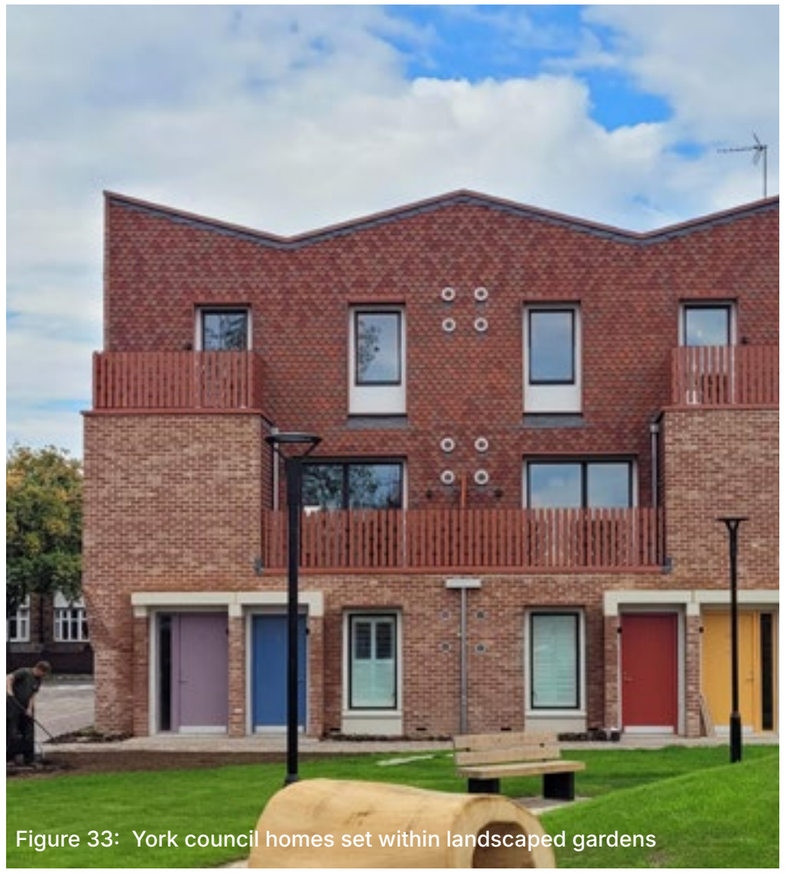


Figure 33: York council homes set within landscaped gardens



Figure 34: Front porches at Lumina Village, Old Trafford

ANALYSIS

Grow

Challenge

Bury faces distinct local challenges that demand an immediate, place-based response.

Tackling Local Deprivation: Bury Town Centre borders some of the borough's most deprived neighbourhoods (such as those south of Angouleme Way). Growth must act as an imperative mechanism to lift these communities by connecting them directly to new homes, jobs, and services.

Managing Retail Decline: Despite local strength, retail footfall remains a challenge nationally - the town centre must move into a diversified, mixed-use living destination without losing Bury's core commercial identity.

Overcoming Physical Severance: Major arterial barriers like Angouleme Way isolate new development sites (SOMA, Pyramid Park) from the town core, making pedestrian movement hostile and disconnected.

Balancing Density and Character: Meeting high-density targets such as 120 dwellings per hectare under Places for Everyone must be carefully balanced against preserving Bury's historic market-town grain, human scale, and distinctive roofscape.

Infrastructure Bottlenecks: Delivering up to 1,000 new homes requires coordinating complex utility capacities, drainage constraints, and parking transitions before construction starts to prevent isolated, stalled blocks.

ANALYSIS

Energy Ready

Opportunity

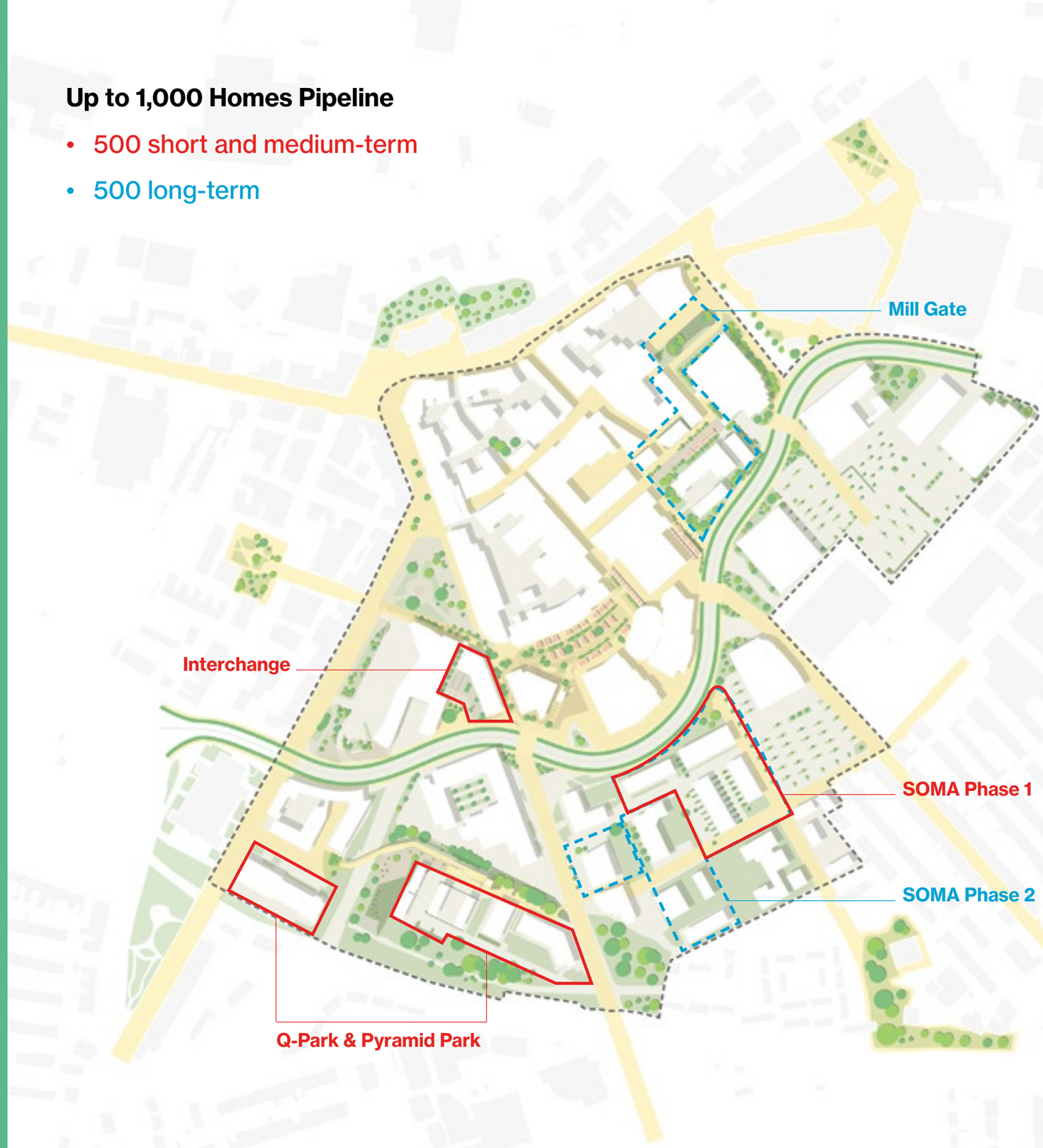
Utilities and energy infrastructure underpin every part of the investment pipeline. Getting this right early – rather than retrofitting it around committed schemes – is one of the most direct ways Bury can protect the pace of delivery across the Interchange, Mill Gate, SOMA, Pyramid Park and Q-Park.

Places for Everyone policy JP-S3 identifies Bury Town Centre as a designated heat and energy network opportunity area, and policy JP-S2 sets net-zero carbon requirements ahead of the incoming Future Homes and Buildings Standard, giving the town centre a genuine opportunity to plan a coordinated, low-carbon utilities and energy approach rather than a series of individual site solutions.

Bury Interchange, Pyramid Park, Q-Park residential phases are progressing into detailed design stages. Whilst SOMA and Mill Gate Phase 2 are still at the feasibility stage.

Up to 1,000 Homes Pipeline

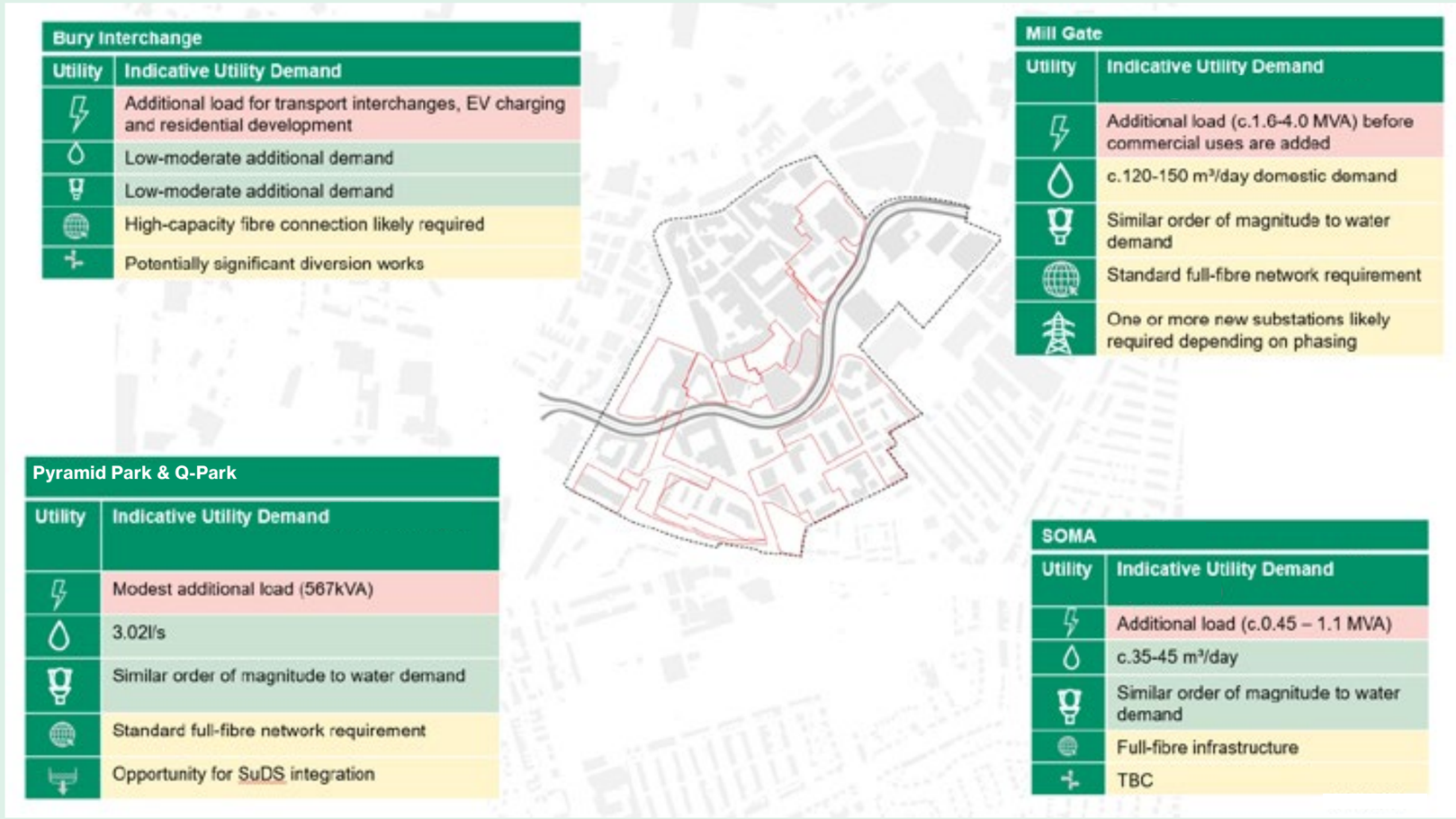
- 500 short and medium-term
- 500 long-term



Energy Ready

Challenge

- The **cumulative demand** generated by the Interchange, Mill Gate, SOMA, Pyramid Park and Q-Park, and how this aligns with the anticipated phasing of residential and commercial delivery, is not yet fully established.
- Total available capacity across the principal utilities has not been confirmed and is likely to require **further engagement with the Distribution Network Operators** and other statutory undertakers.
- It is not yet clear whether utilities represent a genuine constraint or dependency on the sequencing of any of the major projects, which is a critical gap given the pace at which delivery is progressing.
- **Reinforcement or new infrastructure, where required, can carry long lead-in times that need to be identified early** enough to avoid delaying committed schemes.
- The opportunity presented by Places for Everyone policy JP-S3, which designates Bury Town Centre as a **heat and energy network opportunity area**, has not yet been tested against the emerging development programme.



ANALYSIS

4

Delivery Plan

With opportunities and challenges identified, four themes for delivery are set out:

4.1 Destination

4.2 Connected

4.3 Grow

4.4 Energy Ready

DELIVERY

Delivery Framework

The following four strategic moves provide a framework for coordinating this change.

1. Destination **establishes the identity and activity** that will attract people.
2. Reconnect **makes it easier** for people **to move between destinations.**
3. Grow **provides the homes, population and investment**.
4. Energy **gives the programme the capacity**.

The immediate priority is to establish the coordination, design principles and early interventions that can unlock this wider programme.

For Bury, this means delivery beginning at pace, with a clear focus on the relationships between projects, the infrastructure that connects them and the public realm that makes them feel like one town centre.

Strategic Move	Short-term / 1 year	Medium-term / 3 years	Long-term / 5-10 years	
Destination	Brand Bury; wayfinding; events; Market identity	Visitor routes; Market frontage; destination management	Integrated visitor economy	Regional destination
	Kay Gardens plan; Indoor Market strategy; servicing;	Market Quarter; Square; activation	Integrated Market destination	Regional Market anchor
Reconnect	Interchange Planning Submission; Movement framework; Angouleme strategy; subway review	New Interchange; complete Crossings; public realm; active travel	Angouleme transformation	Fully connected town centre
Grow	Progress Pyramid Park & Q-Park; Explore bringing SOMA to market;	SOMA Phase 1; Mill Gate; Market Sq opens; Complete Pyramid Park & Q-Park Resi	New connected neighbourhoods	Wider land release
Energy	Demand/capacity assessment; DNO engagement; heat network testing	Reinforcement confirmed; first-phase delivery agreements	Infrastructure delivered ahead of peak demand	Resilient, low-carbon network supporting full build-out

4.1

Destination

ACTION 1 - Proactive Management

ACTION 2 - Optimal Visitor Experience

ACTION 3 - A Thriving Market Quarter

DELIVERY

4.1. Destination

Objectives

Create a distinctive, Bury Market destination that gives Bury a stronger identity and a clear role within the wider regional visitor economy.

1. **Promote Bury as a distinctive market-led destination.** Build on the strength and reputation of Bury Market and the new square to reinforce the town's identity and offer a stronger reason to visit, stay and return.
2. **Strengthen the relationship between Bury's assets** Ensure Bury Market, town centre, cultural, heritage and leisure assets contribute to a coherent overall destination.
3. **Create a destination that can evolve** Ensure the town centre can support changing patterns of trading, leisure, culture, events and visitor activity over time.
4. **Health on the High Street** Work with NHS partners to explore the potential for enhanced healthcare and wellbeing provision within the town centre.



DELIVERY

4.1. Destination

1. Proactive Management

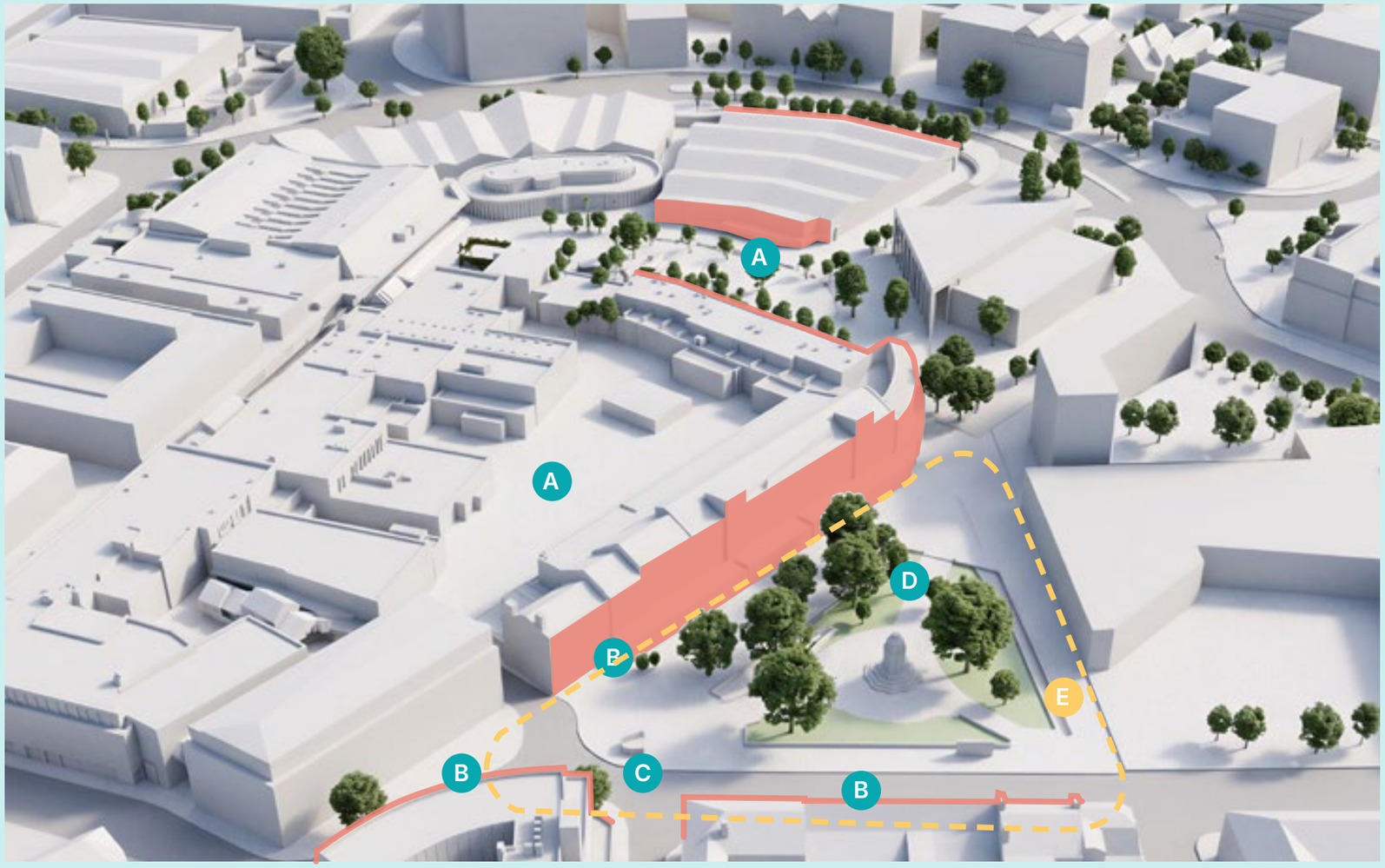
A. **Strengthen town centre management strategy with a clear charter under 'Brand Bury'** with potential support through the BID.

B. **Create and enforce a shop front Design Code for Bury and enforce Conservation Area mandate** e.g. for Kay Gardens.

C. **Control licensing of low grade retail** e.g. vape shops and alcoholic vendors.

D. **Manage anti-social behavior in identified hotspots**

E. **Invest in a high-quality Kay Gardens.** Decluttered and controlling vehicular access, inspired by Albert Square reconfiguration, Manchester.









DELIVERY

4.1. Destination

2. Visitor Experience

A. **Promote a distinctive and coordinated identity for Bury focusing on an outstanding visitor experience.**

B. **Clear visual branding and signage** linking Bury Market, town centre and wider visitor offer.

C. **Create a coordinated visitor/events programme** including art murals, meanwhile uses, lighting and family friendly activities.

D. **Build on Bury's Cultural Strategy** to energise events, develop meanwhile uses, art murals and light installations to amplify Bury's identity and experience.

Bury is fortunate to have an abundance of arts and cultural partners to support this, the next steps are to engage with these organisations to bring forward the vision of this delivery plan.

A



B



B



A



B



DELIVERY

4.1. Destination

3. Thriving Bury Market Quarter

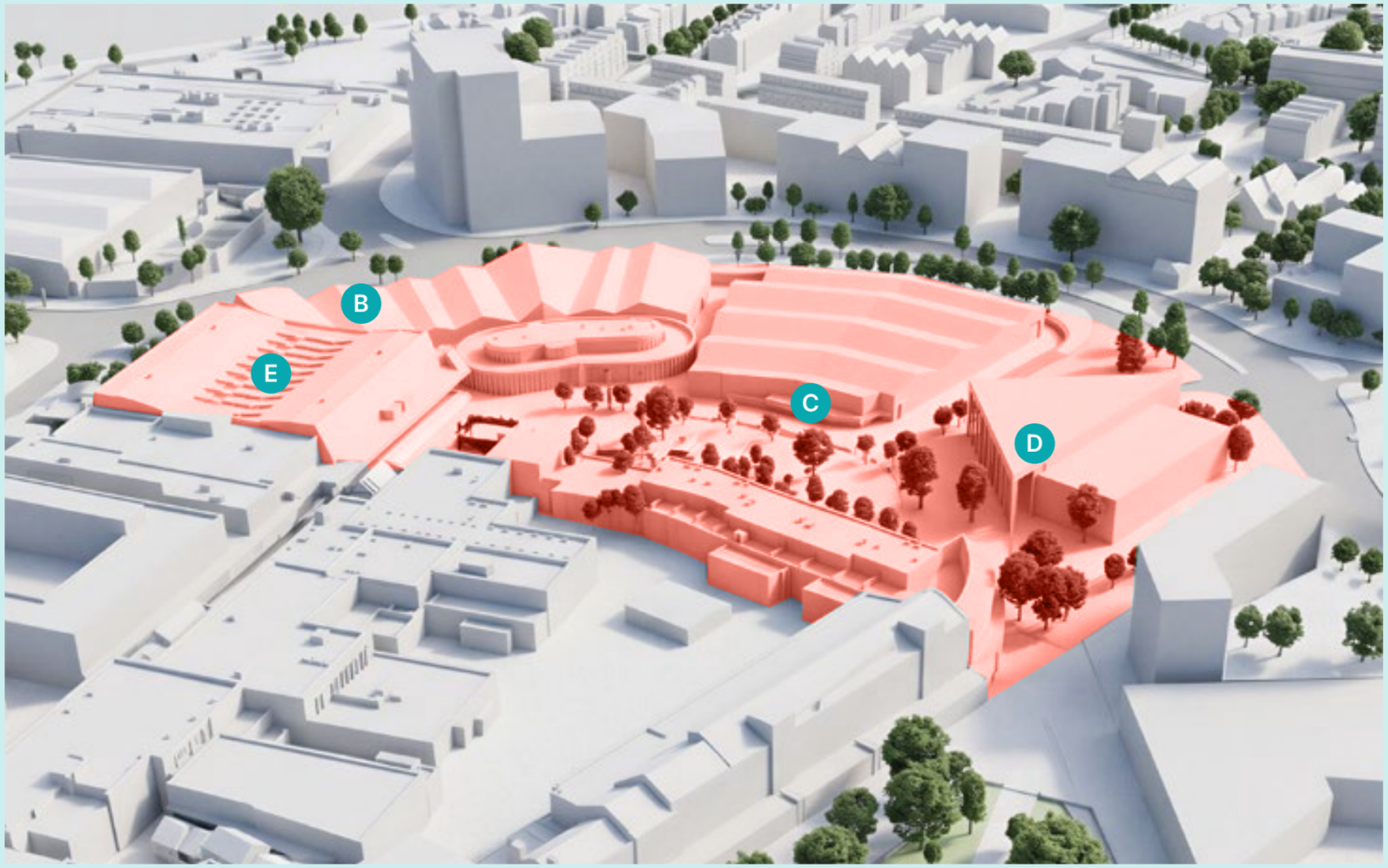
A. **Establish a governance structure to oversee developments within Bury Market Quarter.** Aim to cultivate a world-renowned destination on a par with famous European markets.

B. **Impovements to the remaining outdoor market stall** area outside of the new roof structure.

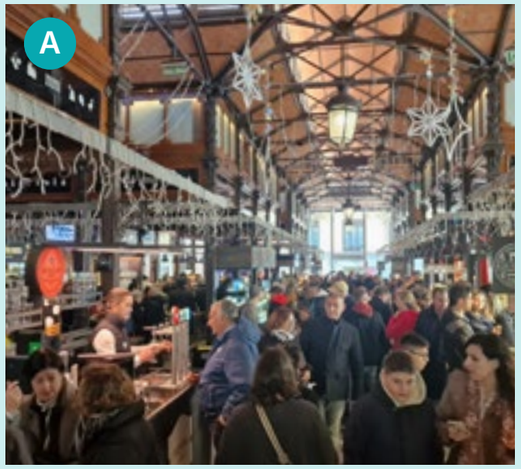
C. **Activate the back of house service elevation facing the outdoor market**, towards new market square.

D. **Embed Casewells** as a complementary offer and cornerstone of brand campaign.

E. **Leveraging the Council's £10m Government investment in the Indoor Market** to strengthen its long-term role at the heart of the town centre.









DELIVERY

4.1. Destination

Short-term Actions

Within 1 year

- Develop a coordinated Brand Bury Town Centre Plan with partners.
- Coordinate and grow the events and activation programme.
- Undertake a town centre wayfinding and signage audit.
- Develop a bold and vibrant Market signage and identity strategy.
- Integrate and nurture Casewells through coordinated events, meanwhile uses and communications.
- Establish a management plan for Kay Gardens and the new Market Square.
- Develop joined up design concept for both the new Market Square together with a revitalised Kay Gardens public realm.
- Establish a shop front design guide and enforce quality shop front design hand in glove with enforcing Conservation Area signage, heritage requirements, particularly to Kay Gardens.
- Indoor Market - leverage Government investment to confirm reactivation strategy and work through pre-construction design
- Work with NHS partners to explore "Health on the High Street" opportunities and assess the potential for enhanced healthcare and wellbeing provision within the town centre

Medium-term Actions

Within 3 years

- Market Square open – Market Quarter thriving.
- Coordinated town centre wayfinding delivered.
- Establish linked visitor routes between Bury Market, Interchange, Mill Gate, Casewells and Cultural Quarter.
- Embed Brand Bury within development, public realm and communications.
- A thriving evening and weekend programme for a wide range of audiences.
- Indoor Market execute reactivation strategy.

Long-term Actions

Within 10 years

- Extend the identity and quality of the town centre into emerging areas including SOMA and Pyramid Park.
- Use events and destination management to support new residential and commercial activity
- Ensure the town centre brand remains active and adaptable as the physical town centre changes.
- Expanded ambition for SOMA, NORA and other strategic growth areas.

4.2

Reconnect

ACTION 1 - People-First

ACTION 2 - Activate the Journey

ACTION 3 - Connected Communities

ACTION 4 - Transform Angouleme Way

ACTION 5 - Accessible Parking

DELIVERY

4.2. Reconnect

Objectives

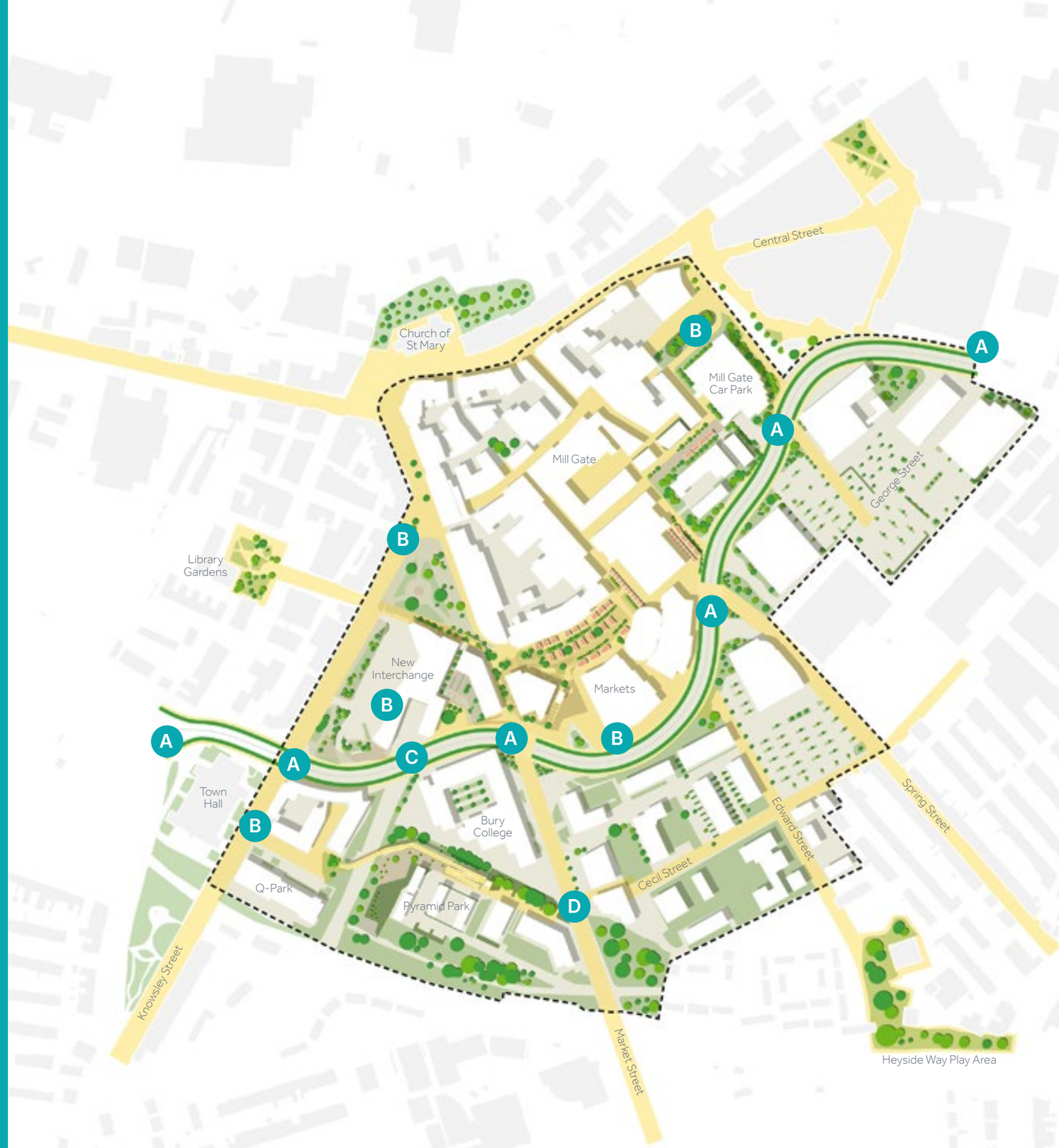
Reconnect Bury Town Centre with its surrounding communities and create a safer, more accessible and better-connected network of streets and spaces.

A. **Improve connectivity**
Create clear, intuitive connections between the town centre, surrounding neighbourhoods and key destinations.

B. **Prioritise people**
Make walking and cycling attractive and convenient, supported by public transport and a well-integrated movement network.

C. **Overcome barriers**
Address Angouleme Way and other physical barriers that currently sever communities and destinations.

D. **Create a coherent network**
Ensure streets, crossings, public spaces and development areas work together as part of one connected town-centre network.



4.2. Reconnect

1. People First

A. Create a safer, walkable and intuitive environment

Seek funding opportunities to better connect surrounding neighbourhoods to the town centre, prioritising pedestrians, families, active travel, where the car is guest.



Figure 36: Traffic calming, greening and active travel at Stretford Kingsway



Figure 37: Encouraging all ages to get active



Figure 39: 'Play on the way' balance beams and planting at Stretford Kingsway



Figure 38: Visual cues to reduce traffic speeds whilst accomodating cycles and pedestrians safely - the Netherlands

4.2. Reconnect

2. Activate the Journey

A. **Empower local communities to determine key areas where easier and safer walking, cycline and moving should be improved.**

B. **Commission a series of meanwhile and long-term art, lighting, and heritage installations.** Make key routes feel safer and more engaging. Possibility to add value in partnership with Bury's amazing cultural organisations and artists.



Figure 41: Commissioned art pieces to activate dead frontages

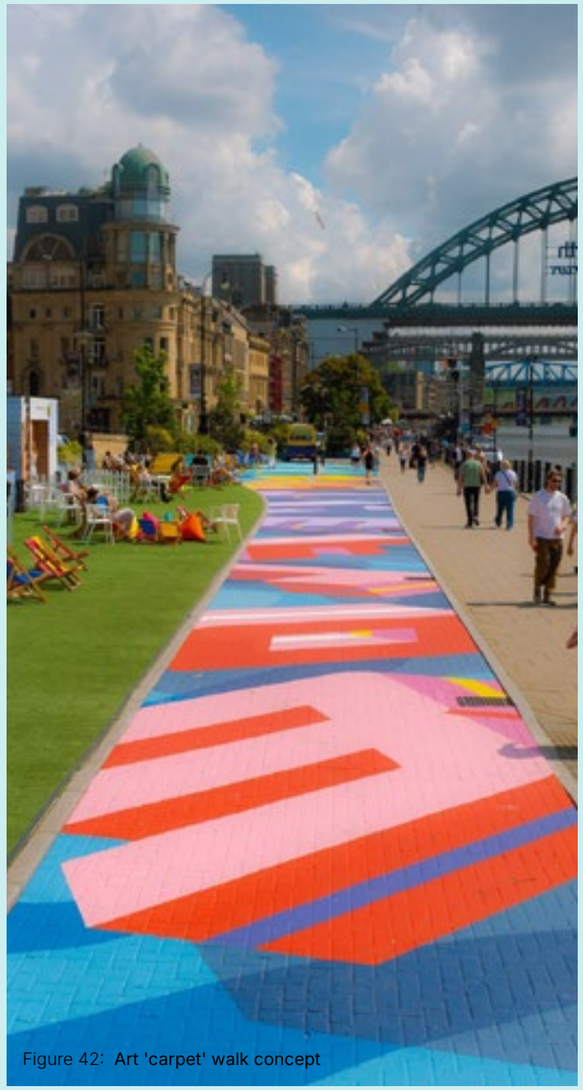


Figure 42: Art 'carpet' walk concept



Figure 43: **Bury BID's Shaun the Sheep trail**



Figure 44: **Dull rollershutter turned artpiece, Chorlton**



Figure 40: Lit viaduct trail, east Manchester

DELIVERY

4.2. Reconnect

3. Connect Communities

To successfully reconnect Bury Town Centre, improved infrastructure and public realm can be considered along the following key radial routes. Possible interventions could include;

A. **Market Street** improved pedestrian connectivity.

B. **Haymarket & Knowsley Streets** consider controling vehicluar access through the historic quarter, Kay Gardens and in front of the Town Hall to avoid rat-running.

C. **Edward Street** improved community connection south including subway lighting and art work.

D. **Spring Street** pedestrian crossing needed north-south. East-west into Market consider infilling the subway.

E. **George Street** Car Park safe walking route to Mill Gate. Clear parking signage needed.

With investment seen at Pyramid Park and Q-Park which is expected to stimulate further developer interest, it is **now time to turn the dial towards a safer, accessible environment,** starting with the immediate area of Angouleme Way which will ultimately help to unlock the next phase of development at SOMA.





Figure 47: Qulaity public realm, planting and spill out terraces for shops at Circle Square Manchester

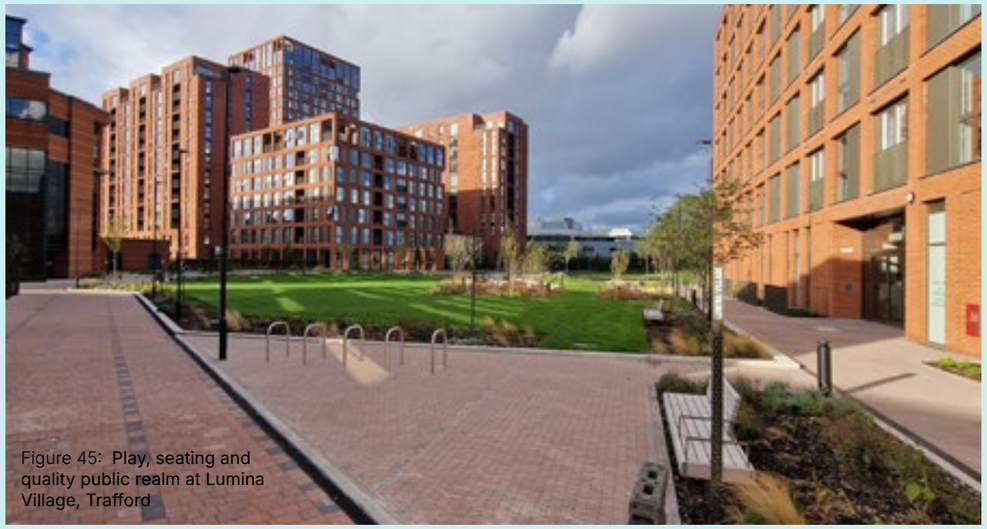


Figure 45: Play, seating and quality public realm at Lumina Village, Trafford



Figure 46: Qulaity walking and cycle routes, Stretford

DELIVERY

4.2. Reconnect

4. Transform Angouleme Way

This is a major barrier to growth and prosperity of the town. With investment in Bury College, Pyramid Park and Q-Park - now is the time to turn the dial towards a safer, accessible environment.

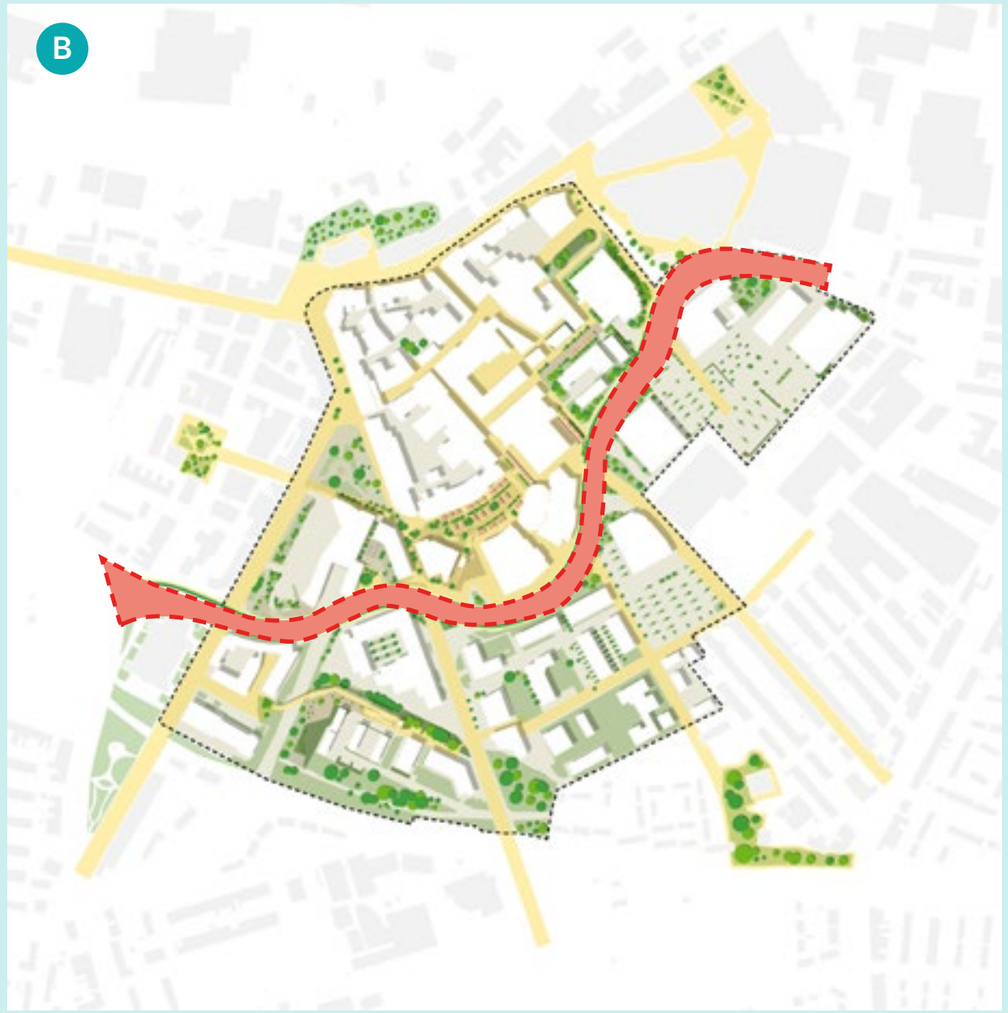
A. **Engage local stakeholders and communities** on the future vision of Angouleme Way.

B. **Commission a comprehensive vision** on how to improve pedestrian connectivity, public realm, landscape and active travel along Angouleme Way to create a safer, greener and more integrated town centre corridor.

C. **Identify short term actions**, such as reducing speed limits, improving crossings and consolidating service access points.







4. Transform Angouleme Way - *Case Studies*

Kingsway, Stretford

This road was a 4-5 lane highway through a district centre incorporated around the same time as Angouleme Way. In 2021, a people-led vision was co-designed with the local community to remove barriers, create safer, people-priority crossings, cycleways, play on the way, seating, greenery, flood resilience measures and slower moving traffic whilst retaining overall road capacity.

The scheme was completed in 2025 and has been a great success, winning several awards and importantly, endorsement from the community. Up to 750 new homes are under construction in the area.

Chapel Street, Salford

This major arterial road into Manchester shares similar vehicular movements per day to Angouleme Way. Over several years this has been gradually 'de-engineered' to become more people and plant friendly, with new cycleways offering safer travel and a buffer from vehicular noise and pollution.

Vehicular speeds have fallen creating a calmer and safer environment. Award-winning development has regenerated this corridor of Salford seen as an exemplar benchmark.


Kingsway, Stretford - 2012


Kingsway, Stretford - 2025


Chapel Street, Salford - 2012


Chapel Street, Salford - 2025

5. Improved Parking

Parking facilities need to be highly convenient, safe and accessible ensuring an excellent customer experience.

Convenient: Quality over quantity. Clear sign-posting, live capacity screens. Friendly, easy and affordable payment system. Green/biodiverse/flood resilience buffers qualify for funding.

Safe: Ensure allocated, direct walking routes into centre, enhanced pedestrian crossings covered by comprehensive lighting in the evenings.

Accessible: Adopt parking bay sizes fit for modern cars. Ensure ample disabled and family bay allocations. Level walking and wheeling routes.

Four key parking areas within 5 minute walk from the centre need investment:

A. Q-Park

Excellent location in modern complex and respected operator yet this is heavily under-utilised, exacerbated by poor building condition and prices triple that of Council parking rates. Facilities need investment – water leaking, lighting and signage to justify price. Consider greater parity between pricing systems.

B. Market Car Park

Add pedestrian walking routes and biodiverse/resilient planting. Improve subway lighting, signage and branding. Enlarge standard small parking bay sizes. Accessible disabled bays retained and enhanced.

C. George Street

Clarify confusion with adjacent private and Council car parking. Create safe walking routes into centre – north to Mill Gate and west to and across Spring Street.

D. Mill Gate

Plans underway to consolidate car access from Angouleme Way – calming Clerke street. Consider further enhancement to customer experience.











Indicative Regeneration Scenario

- New residential development may increase parking demand. Given the proximity of the interchange and the heart of the town, low levels of parking are envisaged.
- Q-Park, Mill Gate and George Street Car parks are under-utiised and well placed to absorb parking need. All lie within 5 minutes walk of Bury Market.
- A key action is to **improve these underutilised car parks** including improved lighting, signage, greening and safe, walkable routes to and from the town centre, making parking more convinient option for visitors.

DELIVERY

4.2. Reconnect

Short-term Actions

Within 1 year

- Work alongside the CRSTS funding Streets For All programme, developing a transformational plan for a safer, walkable and wheelable town centre environment including a re-balanced Angouleme Way vision woven into connecting the town centre to the southern neighbourhoods, particularly the environments of Silver, Market, Knowsley, Haymarket & Spring Streets.
- Kay Gardens – consider minimising vehicles passing though to release full potential as a key arrival point into Bury.
- Parking - detailed review of parking strategy for town centre.
- Knowsley Street – explore calming or eliminating vehicular cut-through route to protect civic frontage to Town Hall.
- Review the principal subway and road connections and crossing strategy and implement early wins such as lighting, artwork, signage.
- Action missing north-south Spring Street pedestrian crossing
- Assess east-west Spring Street subway replacement with a dedicated level crossing serving a revitalised George Street car park and communities south.
- Review the College cyclops crossing layout and develop an improved solution – potentially consolidating two crossings into one away from market service yard and towards Market Street axis.
- Cross Street – enhance pedestrian crossing and coordinate with new consolidated MSCP access.

Medium-term Actions

Within 3 years

- Improved road crossings and subway environments complete.
- Kay Gardens Haymarket Street calmed
- Connections between Pyramid Park, the Interchange, Market, Mill Gate and The Rock complete
- Improved College–Casewells connection.
- Deliver further Bee Network and active travel improvements.
- Rationalise vehicle and servicing movements where these conflict with pedestrian routes.

Long-term Actions

Within 10 years

- Deliver an integrated and people-focused Angouleme Way corridor.
- Establish a continuous network of high-quality pedestrian and cycle routes through the town centre.
- Establish Angouleme Way as a connected and integrated part of the town centre rather than a barrier.
- Complete the wider walking, cycling and public realm network.
- Ensure new development continues to reinforce the town centre's movement structure.

4.3

Grow

ACTION 1 - Engage

ACTION 2 - Set Design Parameters

ACTION 3 - Planning Ready

DELIVERY

4.3. Grow

Objectives

Create distinctive, sustainable and well-connected new neighbourhoods that extend and strengthen Bury Town Centre.

- **Deliver a diverse town-centre population** - provide a wider choice of homes, including family and later-living options.
- **Achieve the right scale and density** - support growth through medium-rise development that respects Bury's character.
- **Reconnect new and existing Bury** - extend the historic street pattern and strengthen connections between new neighbourhoods and the town centre.
- **Put quality at the heart of growth** - make public realm, active travel and green infrastructure fundamental to new development.
- **Coordinate growth with infrastructure** - ensure development is supported by the necessary movement, servicing, utilities and community infrastructure.



DELIVERY

4.3. Grow

1. Engage

A. **Define needs** of stakeholders **through local public consultation and local councillors** to flush out local touch points.

B. **Capitalise on Funding Streams,** such as Homes England, TfGM and GMCA to improve design outcomes.



Figure 48: Making space for people and pop-ups

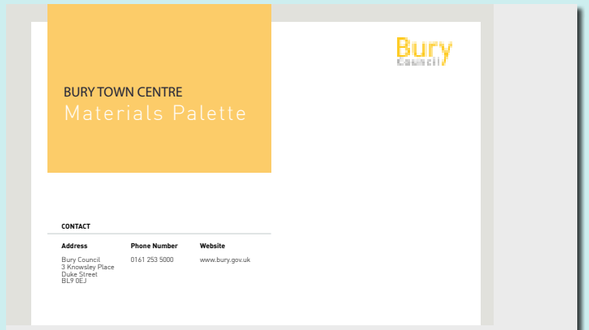


Figure 50: Consideration of public realm materiality



Figure 49: Bidwells Medium RIse Manifesto

2. Design Parameters

Create guidance for what represents good design for Bury and set clear expectations for new development. Three initial principles of good design are set out below.

A. Connected neighbourhoods

Bury itself is the starting point for new development. Its market-town character, historic street pattern and industrial heritage provide a strong foundation for creating new neighbourhoods that feel rooted in their place.

New development should draw on Bury's distinctive materials, intimate streets, urban grain and roofscape. Applied consistently rather than uniformly, these principles can allow Interchange, Mill Gate, SOMA, Pyramid Park and Q-Park to develop as a connected family of neighbourhoods - each with its own identity, but clearly part of Bury.



Figure 52: Vaux Home of 2030 competition, MawsonKerr Architects



Figure 51: Home of 2030 competition, MawsonKerr Architects

DELIVERY

4.3. Grow

B. Build family-friendly

New neighbourhoods should support a welcoming and sustainable town-centre population, with a genuine mix of homes and housing types.

Medium-density development — generally three to six storeys - can provide the scale needed to support growth while retaining a human, walkable character. Within the town centre core, this can support more compact apartment-led development, while areas such as SOMA and the town-centre fringe can accommodate more family-oriented homes.

Getting this right depends on flexibility, not rigid rulebooks. High-quality alternatives to the traditional private garden - including balconies, roof terraces and shared courtyards - can provide generous amenity when thoughtfully designed to protect privacy, daylight and quality of life.



Figure 53: **Low-energy quality homes and public realm in York, Mikael Riches**



Figure 54: **Duplex apartments with clear defensible space, Lumina Village**

C. Quality public realm & infrastructure

Growth should be supported by high-quality streets and spaces that make new neighbourhoods attractive, walkable and connected.

Public realm, active travel, green infrastructure and community infrastructure should be considered alongside development from the outset. With the Interchange, Metrolink and extensive bus network providing strong public transport connections, Bury is well placed to support more sustainable patterns of living and reconsider the role of parking within town-centre development.

The ambition is to prioritise high-quality public realm, active travel and good infrastructure as the foundation for compact, sustainable living, rather than treating them as constraints. New development should contribute positively to the wider town centre and create residential neighbourhoods that are distinctive, well-designed and unmistakably Bury.



Figure 56: **Ancoats Green new park and quality housing with active frontages**



Figure 55: **Inegrated play and greening with flood resilence built in and calmer roadways, Stretford**

4.3. Grow

3. Planning Ready

Policy Context Review

Initial discussions with Bury Planning and Development team identify the two key documents underpinning the Phase 1 Delivery Framework - the 2022 Town Centre Masterplan and the 2024 Mill Gate Strategic Regeneration Framework. These documents are not considered to conflict with emerging proposals, providing a supportive foundation as the framework progresses.

Phase 1 is seen as a 'Delivery Framework' compliant with the 2022 Masterplan and 2024 SRF.

Given the pace of change in both national policy (the Future Homes and Buildings Standard, incoming in 2027) and local policy (the Local Plan's progression through examination), it will be important for the Phase 1 Delivery Framework to remain a live, adaptable framework rather than a fixed document, capable of responding to policy as it firms up over the course of delivery.

The Places for Everyone Joint Development Plan, adopted by the nine Greater Manchester authorities in March 2024, now forms the strategic tier of the development plan, sitting alongside the emerging Bury Local Plan - which replacing the outdated 1997 Bury Unitary Development Plan.

Any Phase 1 proposals for Bury Town Centre need to be read against this evolving policy landscape, and early engagement with Bury Council's Planning team has confirmed the following key considerations.

A number of Places for Everyone policies bear directly on delivery in the Town Centre. Policy JP-H3 requires all new homes to meet nationally described space standards and Building Regulation M4(2) accessibility standards.

Policy JP-H4 sets an expectation that new housing in designated town centres, including Bury, should be delivered at a density of 120 dwellings per hectare, a figure higher than typical medium-density benchmarks and one that will shape unit mix, building form and typology choices across the Phase 1 sites.

Policy JP-S2 sets net-zero carbon requirements for new development, calibrated ahead of the incoming national Future Homes and Buildings Standard.

Policy JP-S3 identifies Bury Town Centre as a designated heat and energy network opportunity area, pointing towards shared or district-level energy infrastructure as part of the masterplan's approach.

Alongside these strategic policies, a suite of adopted Supplementary Planning Documents will inform delivery, including SPD1 (recreation contributions), SPD11 (parking standards), SPD12 (travel plans), SPD16 (design and layout of new development) and SPD17 (developer contributions for education), together with SPG5, which currently sets affordable housing requirements at 25% on sites of 25 or more units (20% for Build to Rent).

Parking requirements are expected to change under the emerging Local Plan policy LP-H4, which proposes a reduced 15% requirement in town centre locations, split 60% affordable/ social rent and 40% affordable home ownership recognising the particular viability challenges of town centre, higher-density development.

Implications of the National Planning Policy Framework

The revised National Planning Policy Framework (NPPF), published in August 2026, provides a supportive policy context for Bury's regeneration priorities. Its emphasis on making effective use of previously developed land, increasing housing delivery and revitalising town centres supports the redevelopment of key sites including Bury Interchange, Mill Gate, SOMA, Pyramid Park and Q-Park. It also reinforces the importance of adapting town centres to changing needs, diversifying uses and retaining distinctive assets such as Bury Market.

For Bury, this strengthens the case for a coordinated approach that brings new homes, employment, public realm and improved connectivity together. Development should make efficient use of land while responding to local character, heritage, infrastructure and sustainable transport needs. The Delivery Framework should remain aligned with the emerging Bury Local Plan and be reviewed as national and local planning policy evolves.

DELIVERY

4.3. Grow

Short-term Actions

Within 1 year

- Progress Interchange, Pyramid Park & Q-Park residential developments to Planning submission.
- Mobilise SOMA engagement, capacity studies and undertake soft-market testing with potential planning submission.

Medium-term Actions

Within 3 years

- Complete Pyramid Park, Q-Park
- SOMA residential developments underway
- Develop Mill Gate East residential proposals once all constraints are known
- Complete strong pedestrian and cycle connections between new neighbourhoods and the town centre.
- Use the first phases of development to establish the character and identity of the wider southern town centre.

Long-term Actions

Within 10 years

- Bring forward further opportunities for housing on under-used and Council-owned land
- Grow SOMA as a new, connected town centre neighbourhood.
- Continue residential delivery across Mill Gate.
- Strengthen links between new communities and Bury Market, education and cultural assets.
- Establish a larger, more diverse and more sustainable residential population at the heart of Bury.

4.4

Energy Ready

1 - Short Term

2 - Medium Term

3 - Long Term

DELIVERY

4.4. Energy Ready

Short-term Actions

Within 1 year

- Establish a utilities and energy infrastructure working group, reporting into the Town Centre Delivery Board and its interdependency and risk register.
- Complete the utilities demand and capacity assessment for the four major projects.
- Confirm total available supply and capacity from the relevant statutory undertakers for electricity, gas, water and wastewater.
- Identify known or potential capacity constraints and confirm whether these affect the sequencing or delivery of any major project.
- Confirm any reinforcement or new infrastructure requirements and their lead-in times, and agree these with the relevant statutory undertakers.
- Test the district heat and energy network opportunity identified under JP-S3 against the emerging phasing.
- Progress delivery agreements ahead of the first phases of development.
- Encourage use of renewable energy systems wherever possible such as photovoltaic solar panels.

Medium-term Actions

Within 3 years

- Align coordinated utilities and energy infrastructure works with the public realm, highways and active travel programme to avoid abortive costs.
- Ensure utilities and energy infrastructure keep pace with the full build-out of the Interchange, Mill Gate, SOMA and Pyramid Park.
- Deliver identified reinforcement or new infrastructure ahead of peak demand from the major development sites.

Long-term Actions

Within 10 years

- Progress a coordinated heat and energy network where this is confirmed as viable.
- Continue to monitor available capacity against the delivery programme as further phases come forward.
- Establish a resilient, low-carbon utilities and energy network that supports Bury's net-zero ambitions and continues to enable growth beyond the current programme.

So, what happens next?

NEXT STEPS

A Delivery Framework that starts at pace

- **Monitor the delivery programme and dependencies for the major investment projects.**
- **Complete the utilities demand/capacity work and establish whether any reinforcement or network intervention affects project sequencing.**
- **Agree the movement and public realm priorities that need to be delivered alongside the major development projects.**
- **Progress site brief, viability and delivery strategies for SOMA.**
- **Use the delivery matrix and 3D timeline as live programme-management tools, updating them as projects, funding and dependencies become firmer.**

NEXT STEPS

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20.11.2026

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Agenda Item 8

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	HRA Capital Investment Programme 2026.2027. Request to enter an extension of contract with Emanuel Whittaker Limited for internal refurbishment programme.	
Report of	Cabinet Member for Housing Services	

Summary

1. On 11th February 2026 Cabinet approved the Housing Revenue Account ("HRA") Capital Works Programme for 2026/27. A budget of £2,799,000 was allocated for Major Refurbishment Works - Kitchen & Kitchen Extraction. Additionally, £775,000 was allocated for Major Refurbishment Works - Bathrooms, W/C's and Showers etc.

2. This resulted in an overall budget provision of £3,574,000.

3. The purpose of the report is to seek formal approval of the following extension of contract award relating to the internal refurbishment programme. A contract extension award for Emanuel Whittaker Limited (Company number 00099243) in respect of Internals Ad Hoc Pack 1 (supply and fit): proposed extension of the existing contract on current Joint Contracts Tribunals (JCT) Measured Term Contract.

Recommendation(s)

4. That Cabinet approve:

4.1 The extension of the existing JCT Measured Term Contract with Emanuel Whittaker Limited for a period of 12 months from 16 February 2027 to 15 February 2028 in respect of the HRA Capital Investment Programme 2026-27 Ad Hoc Pack 1 (Supply and Fit).

Reasons for recommendation(s)

5. The primary reason for requesting extension of contract from Emanuel Whittaker Limited is to help ensure the effective and timely delivery of HRA capital investment relating to the internal elements to Bury Council Housing stock.

6. Property data and surveys indicate that internal elements are approaching renewal and upgrade. The investment helps ensure Decent Homes Standards (DHS) are met, and we continue to provide good quality, energy efficient, well maintained and safe homes.

Alternative options considered and rejected

7. Do nothing: The renewals are necessary to help achieve legislative requirements around DHS. Also, to improve facilities within the home to modern standards.

8. Deliver Inhouse: Due to the specialist scope of work within these contracts there is both a lack of suitable skills and capacity for the in-house contractor Repairs Direct).

Report Author and Contact Details:

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Department: Corporate Core
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Background

9. HRA Capital investment has been identified for our Council Housing stock relating to internal refurbishment. This includes the renewal of kitchens and bathrooms and associated works. Property and survey data indicates that 203 properties are due for kitchen and bathroom renewal.

10. The continuation of our investment programmes helps ensure we meet the Decent Homes Standard in terms of modern facilities and state of repair. The investment helps with meeting our obligations in the timely upkeep and maintenance of our tenant's homes, improved living conditions and bringing about positive outcomes.

11. The primary reason for requesting extension of contract from Emanuel Whittaker Limited is to help ensure the effective and timely delivery of HRA capital investment relating to internal elements to Bury Council Housing stock.

12. The original contract awarded to Emanuel Whittaker Limited for the Bury South area had a value of £855,589.06 (excluding VAT) and covered 93 properties which was approved by Cabinet in December 2025. As part of the proposed first one-year extension, it is intended that a further 203 properties are added to the programme at an additional value of £1,997,487.80 (excluding VAT). This would increase the total contract value to £2,853,076.86 (excluding VAT) and increase the total number of properties covered under the contract to 296 properties. The value now reflects the current scope of works identified through updated stock condition information and actual capital programme requirements for 2026/27.

13. The estimated value of the proposed works to be delivered through the contract extension is £1,997,487.80 (excluding VAT). The continued improvement of stock condition information enables investment decisions to be targeted towards properties where replacement works are required,

supporting efficient use of HRA resources and ensuring that capital investment is directed to the highest priorities.

Social value

14. All contracts will ensure that social value is maximised with project specific outcomes agreed at the contract award meetings. All contractors have a good track record of delivering social value through the contracts awarded through the procurement frameworks**.**

15. Social Value commitments, as part of the proposed contract extension period, the Council has requested that the contractor identify opportunities to additional commitments are voluntary and supplementary to the social value obligations included within the original tender submission and contract.

Links with the Corporate Priorities:

Let's Do It Strategy sets out the Council's corporate priorities. This contract will support delivery in two key areas:

Improved Quality of Life: These contracts help the Council in meeting the Regulator's Decent Homes Standard. Additionally, where renewal of the heating system is required, this can help reduce energy consumption and bills, with positive outcomes for our tenants, homes, and the environment.

2026 Vision and Aims: These contracts help move forward the continued HRA capital investment in the boroughs Council Housing stock. Additionally ensuring capital investment provides positive outcomes for our tenants and communities with the aim to help improve quality of living conditions and lessen the impact of Fuel Poverty and cost of living.

Equality Impact and Considerations:

16. This report does not require an EQIA. All contractors are required to provide relevant inclusion, equality and diversity polices and approach as part of the procurement process.

Environmental Impact and Considerations:

17. The Kitchen and Bathroom Replacement Programme is expected to have an overall positive environmental impact. The installation of modern kitchens, bathrooms, sanitaryware and ventilation systems will reduce maintenance requirements and support the long-term sustainability of the Council's housing stock.

Temporary environmental impacts arising from construction activities, including waste generation, noise, dust and vehicle emissions, will be managed through contractual requirements, good site practices, and

compliance with environmental legislation. Contractors will be required to maximise recycling opportunities and minimise waste sent to landfill.

The programme supports the Council's commitment to maintaining sustainable, efficient and safe homes for tenants whilst minimising environmental impacts during delivery.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Works identified as required though Stock condition and cross-referencing property data.	The Council aims to complete Stock condition surveys of properties, currently achieving 87% completion in the last five years. This data will help to identify priorities for forthcoming investment programmes. Full scoping has been carried out to identify the amount of works required to compile a valued tender for each contract to achieve accurate prices, VFM and social value from contractors. Cabinet approval will enable the Council to award the contract to address the required improvements.
Council Homes failing to meet Decent Homes Standard	The proposed contracts enable us to deliver improvements to Council homes that ensure our properties continue to meet the Decent Homes Standard and provide good quality, energy efficient, well maintained, and safe homes for our tenants.

Procurement Implications:
Emanuel Whittaker Limited were procured through a fully compliant framework in accordance with the Public Contracts Regulations 2015.

The procurement route complies with the Council's Contract Procedure Rules and relevant procurement legislation. The approach taken supports value for money, minimises procurement risk, and enables the timely delivery of the HRA Capital Investment Programme 2026/27 Internals - Kitchens & Bathrooms.

No further procurement implications.

Legal Implications:

The Council is permitted, by the terms of the original contract with Emanuel Whittaker Limited, which commenced on 16 February 2026 and was executed on 12 March 2026, to extend the contract for a 12-month period.

The original contract provisions also permit, if required by the Council and exercised in accordance with the contract terms, a further 12-month extension following the expiry of the current extension period.

Financial Implications:

The proposed one-year contract extension for a value of £1,997,487 to deliver works on 203 properties is within the approved 2026/27 HRA Capital Programme.

The HRA operates within a 30-year Business Plan, which underpins the delivery of the capital programme and provides for a rolling programme of investment in the housing stock. Capital expenditure is regularly reviewed throughout the year to ensure schemes remain affordable and deliverable, taking account of programme slippage, cash flow requirements, and available resources. The proposed extension is accommodated within the approved 2026/27 HRA capital budget and remains consistent with the assumptions in the HRA Business Plan.

Appendices:

None.

Background papers:

None.

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

Term	Meaning
HRA	Housing Revenue Account
DHS	Decent Homes Standards

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Agenda Item 9

Classification: Open	**Decision type:** Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Bury Local Plan - Delegation of authority to agree modifications arising during examination	
Report of	Leader of the Council	

Summary

1. Members will be aware that following consultation on the draft Local Plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 between March and May 2025, the Plan was revised to take account of representations received and was subsequently published for representations under Regulation 19 over an eight-week period ending 11 September 2026.

2. On 11 November 2026, approval was given by Full Council to submit the Local Plan, Policies Map, relevant supporting evidence and all representations received during the Regulation 19 stage to the Secretary of State for independent examination under Regulation 22. Officers are currently compiling the necessary documentation with a view to submitting later this month.

3. Following submission, an independent Planning Inspector(s) will be appointed by the Secretary of State to oversee an examination of the Plan to assess whether it has been prepared in accordance with legal requirements and whether it is sound.

4. During the examination process, the Inspector may identify matters that require changes to the submitted Local Plan. These may include Main Modifications necessary to make the Plan sound and legally compliant, together with additional modifications and consequential changes.

5. To ensure the examination process can proceed efficiently and without unnecessary delay, Cabinet approval is sought to authorise the Executive Director of Place, in consultation with the Leader of the Council and the Director of Law and Democratic Services, to agree any proposed modifications to the

Plan and associated examination documents where necessary to secure a sound and legally compliant Plan.

Recommendation(s)

6. It is recommended that Cabinet:

   a. Note that Full Council has approved the submission of the Bury Local Plan to the Secretary of State.

   b. Delegate authority to the Executive Director of Place, in consultation with the Leader of the Council and the Director of Law and Democratic Services, to agree proposed Main Modifications to the Publication Local Plan arising from the independent examination, where such modifications are considered necessary to address matters of soundness and/or legal compliance.

   c. Delegate authority to the Executive Director of Place to propose and agree any additional minor, typographical, factual, grammatical, formatting or consequential modifications to the Publication Local Plan which do not materially affect the policies of the Plan.

   d. Note that any proposed Main Modifications agreed by officers would require approval from Cabinet prior to being subject to further consultation and that any decision to adopt the Local Plan will remain a matter for Full Council in accordance with the Council's Constitution and the relevant statutory requirements.

Reasons for recommendation(s)

7. The examination process is iterative and may require changes to the submitted Local Plan to address matters identified by the appointed Inspector. Delegated authority will enable the Council to respond efficiently to matters arising during the examination and to agree the detailed wording of proposed Main Modifications within the timescales set by the Inspector.

8. It should be noted that any proposed Main Modifications agreed by officers would still need to be approved by Cabinet prior to being subject to further consultation as and when these are finalised by the Inspector.

9. In addition, any decision to adopt the Local Plan will remain a matter for Full Council in accordance with the Council's Constitution and the relevant statutory requirements.

Alternative options considered and rejected

10. To do nothing – In these circumstances, all proposed modifications and examination responses would need to be considered by Cabinet on a case-by-case basis. This option has been rejected as it would lead to delays in responding to requests from the Inspector and would be likely to adversely affect the progress of the examination.

Report Author and Contact Details:

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Background

11. The Government requires local planning authorities to prepare Local Plans that provide a long-term framework for managing growth and development and addressing economic, social and environmental priorities. The legislative requirements for preparing Bury's Local Plan are contained within the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012.

12. The Town and Country Planning (Local Planning) (England) Regulations 2026 came into force on 25 March 2026 and replaced the Town and Country Planning (Local Planning) (England) Regulations 2012, introducing the new local plan-making system. However, transitional arrangements allow local planning authorities that are sufficiently advanced in preparing a plan under the former system to continue doing so under the 2012 Regulations.

13. Such plans can continue through examination and adoption under the legacy system, provided they are submitted for examination by 31 December 2026. After that date, authorities will need to progress plan preparation under the new 2026 Regulations. The transitional arrangements therefore provide a final opportunity for plans that have already reached an advanced stage of preparation to complete the existing plan-making process rather than having to move into the new Gateway-based system.

14. The Bury Local Plan is progressing under the legacy system and sets out a framework to guide future growth and development across the Borough between 2022 and 2043. Once adopted, it will form a key part of Bury's statutory development plan alongside the adopted Places for Everyone Joint Development Plan, Greater Manchester Joint Minerals Plan and Greater Manchester Joint Waste Plan.

15. Consultation on the draft Local Plan was undertaken under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 between March and May 2025. Following consideration of all representations received and amendments to the Plan, it then progressed to Publication stage under Regulation 19.

16. Representations were invited on the Regulation 19 version of the Local Plan and its supporting evidence over an eight-week period, ending on 11 September 2026.

17. On 11 November 2026, Full Council approved submission of the Bury Local Plan to the Secretary of State for independent examination and this will be submitted in advance of the 31 December 2026 deadline for submitting Plans under the legacy system.

Examination process

18. Following submission to the Secretary of State, the Local Plan will be examined by an independent Planning Inspector(s) appointed by the Secretary of State. The purpose of the examination is to determine whether the Plan has been prepared in accordance with the relevant legal and procedural requirements and whether it is sound, having regard to the National Planning Policy Framework.

19. The examination will consider the representations received in response to Regulation 19 consultation on the Publication Local Plan, together with the Council’s evidence base and other supporting documentation.

20. The Inspector will issue guidance on the examination process, including whether hearing sessions are required and the matters and issues to be considered. The Council will need to respond to the Inspector’s questions and may be required to provide additional information, evidence or clarification. Where appropriate, the Council may also agree Statements of Common Ground or other documents with participants to assist the examination.

21. The Inspector will identify the matters and issues to be examined and may hold public hearing sessions to consider these in detail, with the Council, representors and other participants invited to contribute as appropriate.

22. During the examination, the Inspector may identify matters requiring clarification or further evidence and, where necessary, invite the Council to propose modifications to address any concerns. Any proposed modifications would need to be considered in accordance with the applicable examination procedures, including consultation where required. The Inspector will ultimately determine whether the Plan can be found sound, subject to any necessary modifications.

23. Following the examination, the Inspector will issue a report setting out their conclusions and recommendations. If the Plan is found sound (or could be found sound subject to modification) and the Council resolves to adopt it, the Local Plan will become part of the statutory development plan for the borough, providing part of the policy framework for determining planning applications and guiding future development.

Need for delegated authority

24. The examination process is iterative and often requires responses to be prepared and submitted within what are often tight timescales set by the Inspector.

25. Providing delegated authority to the Executive Director of Place will allow the Council to:

    - engage effectively with the Inspector throughout the examination process;
    - respond promptly to requests for information and evidence;
    - agree modifications where necessary to address soundness or legal compliance concerns; and
    - avoid delays that may otherwise arise through repeated committee reporting.

26. The proposed delegation represents an administrative mechanism for managing the examination process and does not remove the Inspector's independent responsibility for determining whether the Plan is sound and legally compliant.

Links with the Corporate Priorities:

27. The Bury Local Plan forms part of the Borough's statutory development plan and provides the policy framework for future development and investment. The Plan supports the delivery of the Council's wider strategic objectives relating to housing, economic growth, transport, health, environmental protection, town centres, infrastructure and place-making. The Local Plan's strategic objectives closely align with the priorities of the Let's Do It strategy.

Equality Impact and Considerations:

28. An Equality Impact Assessment has been carried out which concludes that this Cabinet decision is to agree to an administrative mechanism for managing the Local Plan examination process and will not impact on employees, the community/residents or other third parties.

Environmental Impact and Considerations:

29. This Cabinet decision is to agree to an administrative mechanism for managing the Local Plan examination process and will not result in any environmental impacts.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
The Inspector identifies soundness or legal compliance concerns that require amendments to the Plan.	Delegated authority enables modifications to be prepared and agreed in a timely manner.
Delays in responding to examination matters could prolong the examination timetable.	Delegated authority allows responses and modifications to be progressed without unnecessary procedural delay.
Failure to address issues identified by the Inspector could affect adoption of the Local Plan.	Continued engagement with the Inspector and implementation of appropriate modifications where necessary.

Procurement Implications:

No Procurement Implications

Legal Implications:

30. The examination of the Local Plan is undertaken in accordance with the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. The appointed Inspector will determine whether the Plan is legally compliant and sound. The delegation proposed within this report does not fetter the Inspector's role but enables the Council to respond appropriately to matters arising throughout the examination process.

Financial Implications:

31. There are no direct financial implications resulting from the recommendations in this report.

Appendices:

None

Background papers:

Publication Bury Local Plan and Policies Map.

Supporting evidence for the Bury Local Plan.

Local Plan (Publication) Cabinet Report 30/06/26.

Planning and Compulsory Purchase Act 2004

Town and Country Planning (Local Planning) (England) Regulations 2012.

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

Term	Meaning
Adoption	The formal process by which a Local Plan is approved by the Council and becomes part of the statutory development plan for the area.
Development Plan	The set of adopted planning documents used to determine planning applications. In Bury, this includes the Local Plan, Places for Everyone, the Greater Manchester Joint Minerals Plan and the Greater Manchester Joint Waste Plan.

Examination	The process through which a Planning Inspector appointed by the Secretary of State assesses whether a Local Plan has been prepared in accordance with legal requirements and is sound.
Local Plan	A statutory planning document prepared by a local planning authority which sets out the vision, strategic objectives, policies and site allocations to guide development within its area.
Publication Local Plan	The version of the Local Plan published under Regulation 19 for representations before submission for independent examination.
Soundness	The test applied during examination to determine whether a Local Plan is positively prepared, justified, effective and consistent with national policy.

Agenda Item 10

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Corporate Core Structure Review	
Report of	Deputy Leader and Cabinet Member for Finance and Corporate Services	

Summary

1. This report recommends a series of structural changes from within the Corporate Core which are designed to strengthen leadership capacity, increase focus on transformation, and support delivery of the Council's Medium Term Financial Strategy (MTFS) amid ongoing financial pressures.

2. The Council has made significant progress since the Local Government Association (LGA) Corporate Peer Challenge in 2021 and follow-up review in 2023. Since then, the Council has delivered a stronger, more focused transformation programme aligned to the MTFS and Council priorities however based on the Draft Budget position for 2026/27 this paper provides for additional focus on delivering the activity required to achieve financial sustainability.

3. The Executive Director (Strategy & Transformation) is currently responsible for all Corporate Core Services including council-wide transformation and Housing Services, following the insourcing of the ALMO. It is recommended that direct management responsibilities of this post are reduced and associated management efficiencies are made in order to:

    a. maximise the capacity of the postholder to focus on core transformation, which will be central to delivery of wider corporate priorities including delivery of the MTFS and Housing services improvement;
    b. bolster leadership capacity within the Operations department as part of its improvement journey; and
    c. establish an integrated portfolio of adult skills within the Place department, which will help to facilitate the response to the recommendations of the Milburn review.

4. If approved by Cabinet, the proposals will be presented to Trade Unions, and a 30-day consultation period will take place with affected employees. Final proposals, amended where appropriate following consultation feedback, will be submitted to the Cabinet Member for Finance and Corporate Services (Deputy Leader) for approval under the recommended proposal for delegation.

Recommendation(s)

5. Cabinet is recommended to agree to the commencement of formal consultation with affected staff on the proposed structural changes set out within the body of this report. Specifically, that:

   a) Authority is delegated to the Cabinet Member for Finance and Corporate Services in consultation with the Executive Director (Strategy & Transformation) and the Assistant Director (People, Inclusion and Culture), Monitoring Officer and S151 Officer to consider responses received from the consultation and agree a final proposed report.

   b) Where the changes from the proposals set out below are not substantive, the Cabinet Member for Finance and Corporate Services will agree implementation, where changes are substantive revised proposals will return to Cabinet for consideration and approval.

   c) The post of the Head of Customer Contact is deleted and the accountability for Customer Services is transferred from the Assistant Director (DDAT) to the Head of Corporate Collection and Support. It is recommended that this post is re-evaluated to become the Assistant Director (Customer Services).

   d) The Assistant Director (Public Protection & Resilience) and their current portfolio transfer to the leadership of the Executive Director (Place). It is recommended that this role takes on responsibility for the Waste Management and Transport Service and a new role of Assistant Director (Environment and Neighbourhood Services) is consulted on.

   e) The post of the Head of Waste Management and Transport is transferred to the Assistant Director (Environment and Neighbourhood Services).

   f) The leadership of the Adult Learning Service is transferred to the Place Directorate and that line management of the Head of Adult Learning is transferred to the Assistant Director of Regeneration (Economy & Business).

   g) The leadership of the Strategic Partnerships function is transferred to Health and Care, and that line management of the Strategic Partnerships Manager is moved to the Executive Director, Health and Adult Care.

Reasons for recommendation(s)

6. To ensure sufficient leadership capacity to deliver the Council’s current and emerging priorities, including the transformation and improvement plan required for the Medium-Term Financial Strategy.

Alternative options considered and rejected

7. Whilst it may be possible to maintain current arrangements it is not considered as an effective option given the increasing volume and complexity of organisational priorities.

8. Other options may be considered as a result of the consultation with staff.

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Background

9. Bury Council is currently delivering a significant phase of transformation in response to challenging financial pressures and increasingly complex demand for services across all Council functions. In order to be able to respond to these challenges effectively, Cabinet is asked to consider changes to the Corporate Core management structure to ensure a greater focus on the delivery of the Council's transformation and improvement programmes, and to strengthen leadership capacity across the organisation to match the requirements of key strategic priorities.

10. In 2021, a Local Government Association Corporate Peer Challenge recognised the distance travelled by the Council since the previous review in 2018 in terms of the establishment of a Corporate Core and the improved grip on governance and delivery and has put in place the framework agreed to deliver the MTFS including establishing a corporate transformation plan, resource and culture. This has also been achieved through reshaping the key enabling functions including finance, human resources and digital to better align to this work.

11. On their return visit in 2023, the LGA Peer Team commended the Council for the progress that had been made and recognised a "sharpened focus" which demonstrated that the Council had responded to the feedback from the initial review and taken action. The report concluded that further work be further strengthened to more closely align the transformation programme to the objectives of the MTFS, whilst remaining true to the priorities set out in the Corporate Plan, as well as the LET'S principles. This required a renewed focus on ensuring the right capacity and resource were in place, supported by appropriate strategic leadership.

12. In response to this, in April 2023, Bury Council's Cabinet agreed to create the new post of Executive Director (Strategy & Transformation) to provide overall leadership of the Corporate Core. The creation of this post served a dual purpose of delivering efficiencies through the deletion of the vacant post of Deputy Chief Executive and provided a single accountable lead for all Corporate Core Services to deliver against the LGA recommendations and to

ensure transformation and improvement had visible leadership within the Council.

13. In addition to leading Corporate Core Services, the postholder was also given responsibility for managing the in-sourcing of the Arm's Length Management Organisation for social housing to oversee the effective transfer and full integration of Housing Services into the Council. This action was brought forward to February 2024 due to concerns about the safety and standards of services being delivered by the ALMO and therefore this became a key priority for the Corporate Core during that period.

14. As noted elsewhere on this agenda, Housing Services have since had the first inspection from the Regulator of Social Housing under the new regulatory framework. The Regulator has given the Council a C3 rating, meaning that significant failings must be addressed in order to meet required standards. As such it remains important that the Executive Director (Strategy & Transformation) has enough capacity to be held accountable for the improvements in Housing, as well as the council-wide transformation and improvement programme.

15. To enable this, it is recommended to Cabinet that a series of changes are made to the structure of the Corporate Core. These movements will allow for a greater focus on the work required to deliver against the commitments within the Medium-Term Financial Strategy, but also to provide additional leadership capacity in other areas of the Council as set out below.

16. **Proposed Structural Changes**

17. This report requests that Cabinet approve the following recommendations in order to allow for the commencement of a formal consultation with affected staff. Whilst some of these changes are contained with the Corporate Core, others will impact other directorates as set out below. These changes are also illustrated in the structural charts included in Appendix One.

18. **Changes within the Corporate Core**

19. In the summer of 2026, the Head of Customer Contact left the Council. Since that time interim arrangements have been in place through the Head of Corporate Collection and Support to manage the Customer Contact Centre, including Reception. During this period improvements have been made to call response times and the resilience of operations within the contact centre. There have also been business benefits realised through closer working between the Contact Centre and the Corporate Collection and Support Team who have recently re-opened an in-person service within the Town Hall reception.

20. There is more work to do and during 2027/28 the telephony system and customer relationship management system will be re-tendered with a specification that provides for enhanced productivity through greater digital integration with other council systems and improved response times through

better call routing and the use of automated responses where appropriate. This is in line with the Council's Digital First; Not Digital Only strategy which encourages supporting residents with digital inclusion in order to be able to use on-line information and services more effectively and to ensure face-to-face options are always available for those who need it.

21. Therefore, it is recommended that these changes are made permanent and that the Head of Customer Contact post is deleted, representing a saving to the Council. Responsibility for the Contact Centre and Reception would be moved from the Assistant Director (DDAT) to the Head of Corporate Collection and Support. This change will also support the delivery of savings within the Medium-Term Financial Strategy which are predicated on further improvements within customer services through the new telephony contract referenced above.

22. To recognise the increased responsibility for delivering these outcomes it is recommended that the post of Head of Corporate Collection and Support be redesignated as Assistant Director (Customer Services) with the post revaluated accordingly. Should this proposal be approved the increase in grade will be funded from the savings achieved from deleting the post of Head of Customer Services and has been accounted for within the Draft Budget report presented to Cabinet in October 2026 in relation to efficiencies within customer services to be achieved through the digital improvements outlined above.

23. **Impact on the Place Directorate**

Operational Services

24. It is recognised that there already exists a strong alignment between the Public Protection & resilience Team and the Place Directorate, particularly in relation to the security of our buildings and infrastructure, enforcement and licencing and addressing fly tipping and environmental protection. To strengthen this work and provide additional capacity within the Place directorate, it is recommended that the reporting line for the Assistant Director (Public Protection & Resilience) is moved to the Executive Director (Place) and that the title of the role changes to Assistant Director (Environment and Neighbourhood Services).

25. The repositioning of this post within the Place department will provide increased capacity for leading improvements including greater alignment to the Council's neighbourhood model, a review of performance against service level agreements and providing for a more resident focused offer.

26. It is also recommended that the reporting line for the Head of Waste Management and Transport be changed to report into the Assistant Director (Environment and Neighbourhood Services). This will align the waste management and fly tipping functions under the same Assistant Director and allow for greater integration between the services.

Regeneration and Economic Development

27. The Council's All Age Work and Skills Strategy was launched in April 2025 and represented a significant step-change in a multi-agency approach to the delivery of the vision for Inclusive Economic Growth set out in the LET'S Do It! Strategy. As part of this work there has been greater alignment between the Economic Development function within the Council and the Adult Learning service which currently sits within the Corporate Core.

28. The Adult Learning service has transformed over recent years to offer more community based provision and to ensure that learning is focused on supporting residents into the labour market and gaining the skills needed to progress in employment. In November 2025, the service was inspected by Ofsted and was found to be meeting expected standards in three of the five areas that were inspected. The other two areas were judged to need attention. Whilst it was acknowledged that "Tutors create inclusive and respectful positive learning environments" it was noted that learners would benefit from more "planned careers advice and guidance to help them into employment or to realise their career aspirations."

29. To achieve this and to maximise the opportunities Bury has to capitalise on the increased devolution of funding for skills and employment, it is recommended that the line management of the Head of Adult Learning be moved to the Assistant Director of Regeneration (Economy & Business). This will allow for further integration of Adult Learning Services with the wider work and skills portfolio, including Working Well and our neighbourhood offer.

30. This is a timely move given the publication of the Milburn Review "From a Welfare State to a Working State" with the target of increasing in the number of young people who are not in education, employment, or training (NEET). Through the Bury Employment, Health, and Skills Task Group much work has already been done to build a high quality offer for all young people and adults looking for support with skills and employment. The Council teams within Education, Economic Development and Adult Learning already work closely on initiatives such as the opening of the Bury Works Neighbourhub, the first Work Well centre for the borough in the Millgate Shopping Centre. These proposals such to strengthen these arrangements through the alignment of line management and opportunities to further joint working.

31. **Links to Public Service Reform and impact on the Health & Care Directorate**

32. Since the launch of the LET'S Do It! Strategy significant work has been done to re-shape place based working and co-design the Council's neighbourhood model with partners and communities. This work on public service reform was again recognised by the Local Government Association during their visit in 2021 as "innovative and integrated". Since then, it has been recognised as the model for delivering the Living Well initiative in the borough, leveraging investment from the Live Well Communities Fund. This resulted in our Local

Infrastructure Organisation, the VCFA, being able to facilitate the opening of our first Live Well Centre in Whitefield earlier this year.

33. This work has been underpinned by the Council's strategic partnership function who, as a legacy from the Covid Community Hub funding, have been the catalyst for the establishment of the Public Sector Leadership Teams (PSLTs)in each neighbourhood area. During recent years there has been a much greater alignment between the PSLTs and the Integrated Neighbourhood Teams based within Health and Care. There have also been strengthened collaborations between the Community Safety Partnership and Health and Care, with the Executive Director (Health and Adult Care) now chairing the Domestic Abuse Partnership Board.

34. Therefore, it is recommended that the post of Strategic Partnership Manager is moved to report into the Executive Director (Health and Adult Care) to further align the work of the partnerships team with the wider prevention strategy and continued evolution of the Live Well model across the borough.

35. Structure charts illustrating the proposed changes are included in Appendix One.

36. **Consultation and Implementation**

37. Subject to approval by Cabinet the proposals set out in this report will be presented to Trade Union Colleagues at the next Local Government Services Consultation Meeting and agreement sought to start a period of 30 days consultation with affected staff. Following this, final proposals reflective of feedback from the consultation process, will be shared with the Cabinet Member for Finance and Corporate Services (Deputy Leader) for approval.

Links with the Corporate Priorities:
Please summarise how this links to the Let's Do It Strategy.

38. The proposed structural changes have been developed to ensure the most effective alignment of the Council's organisational structure and senior leadership capacity behind delivery of the Corporate Plan and the Medium-Term Financial Strategy.

Equality Impact and Considerations:

39. The proposed changes will be implemented in line with the Council's workforce policy framework which has been subject to appropriate equality analysis.

Environmental Impact and Considerations:

40. Not applicable

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The proposed structure does not effectively deliver on the Council's strategic priorities	The Chief Executive will continue to monitor the effectiveness of the Council's operating structure and bring forward further proposals if required.

Procurement Implications:

41. No Procurement Implications

Legal Implications:

42. Change of role from Assistant Director (Public Protection & Resilience) to Assistant Director (Environment and Neighbourhood Services) and Head of Customer Collections and Support to Assistant Director (Customer Services) would involve a change to an individual's contract of employment, such change will require consultation with the individual and variation to contract. This will be aimed to achieved by agreement. All consultation feedback will be considered in full prior to moving to implementation. Legal advice will be provided through out.

43. The new roles of Assistant Director (Environment and Neighbourhood Services) and Assistant Director (Customer Services) will be job evaluated and shared during the staff consultation period.

Financial Implications:

44. There are no financial implications arising directly from the proposed structural changes outlined in the report. Once approved, existing impacted service budgets will need to be transferred from Corporate Core to the receiving Directorates and the chart of accounts updated accordingly to support future financial reporting.

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

45. Appendix One: Structure Charts

Background papers:

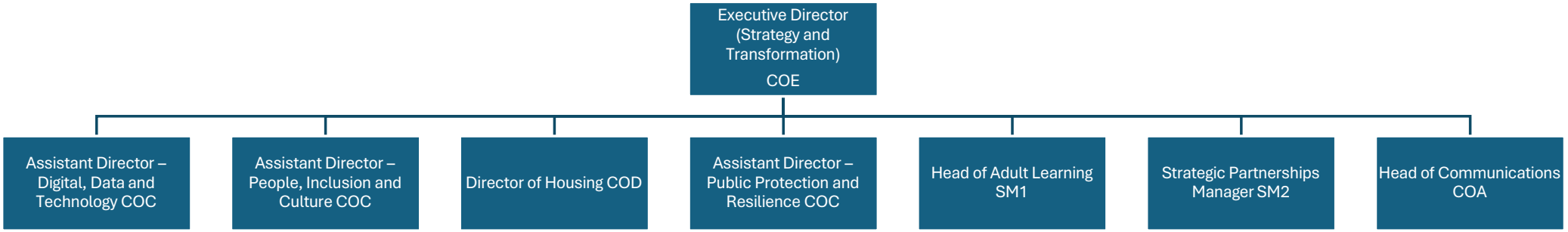
Please list any background documents to this report and include a hyperlink where possible.

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

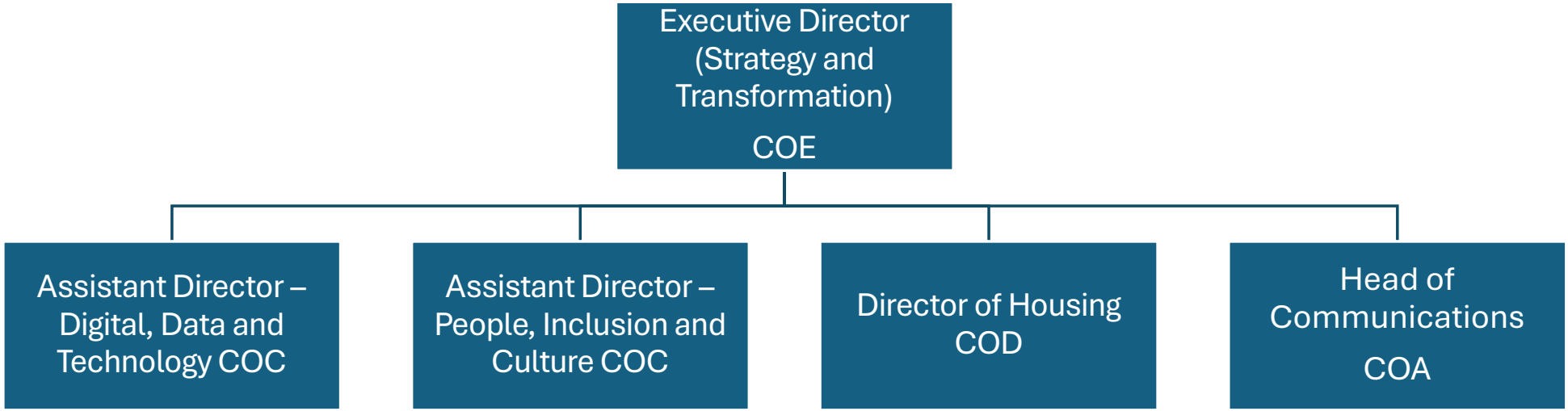
Term	Meaning

Appendix One: Structure Charts

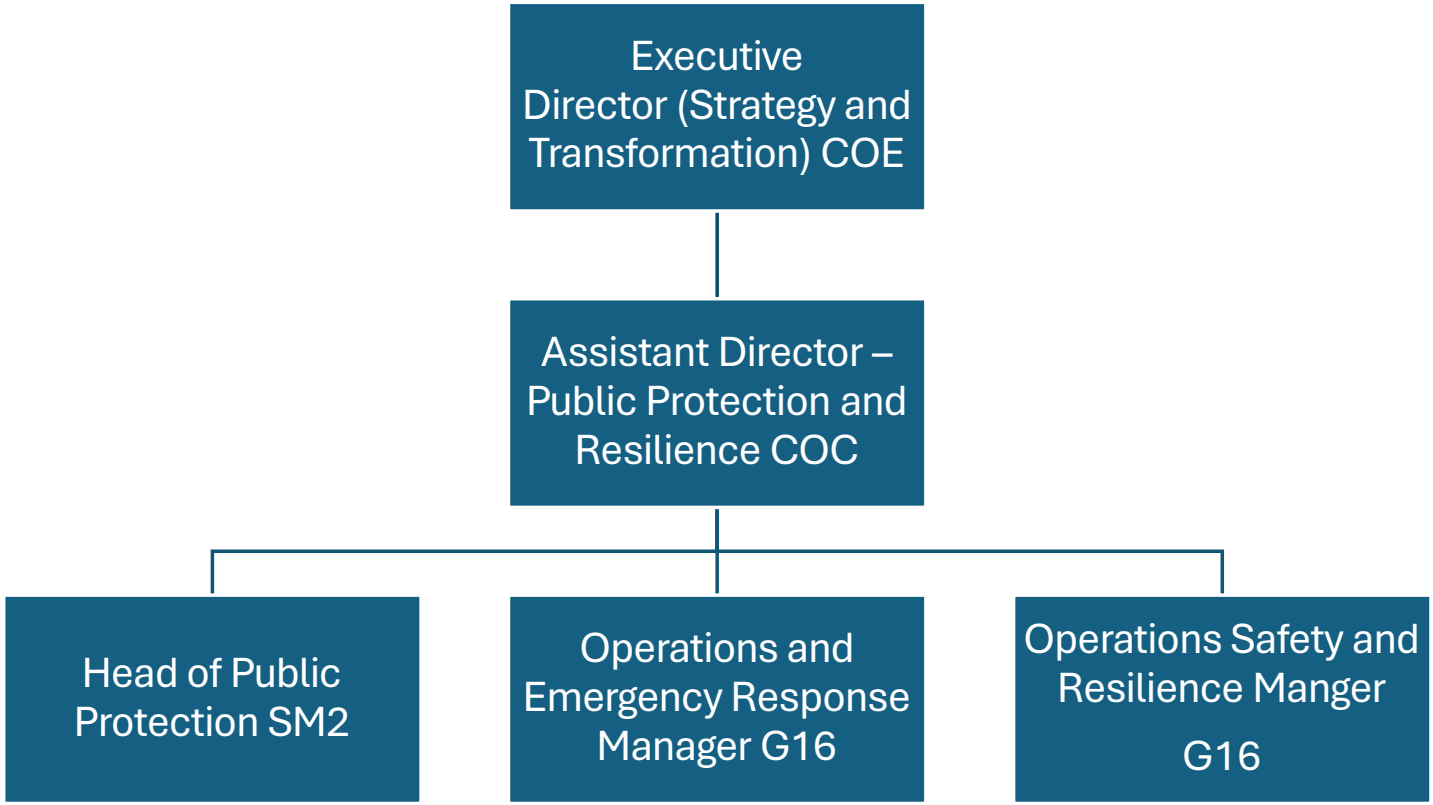
Corporate Core As Is



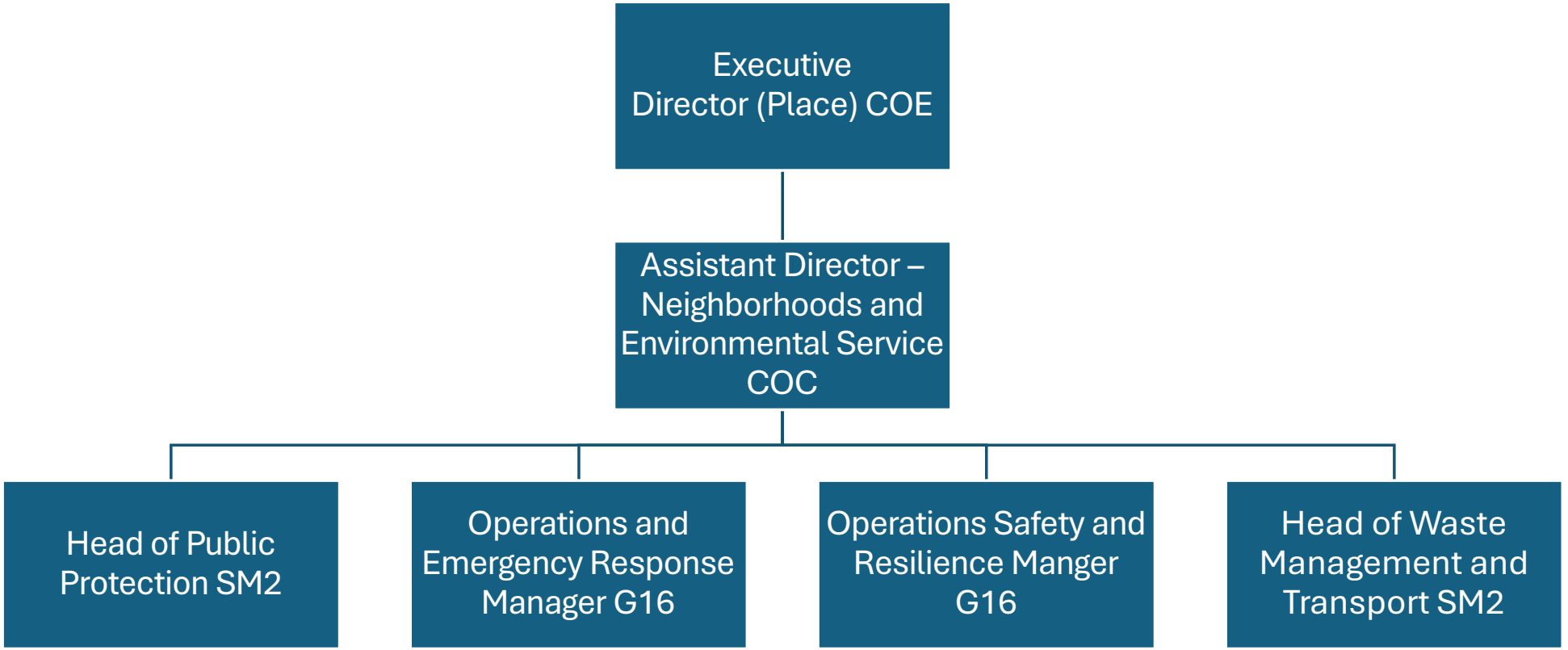
Corporate Core To Be



Public Protection and Resilience As Is



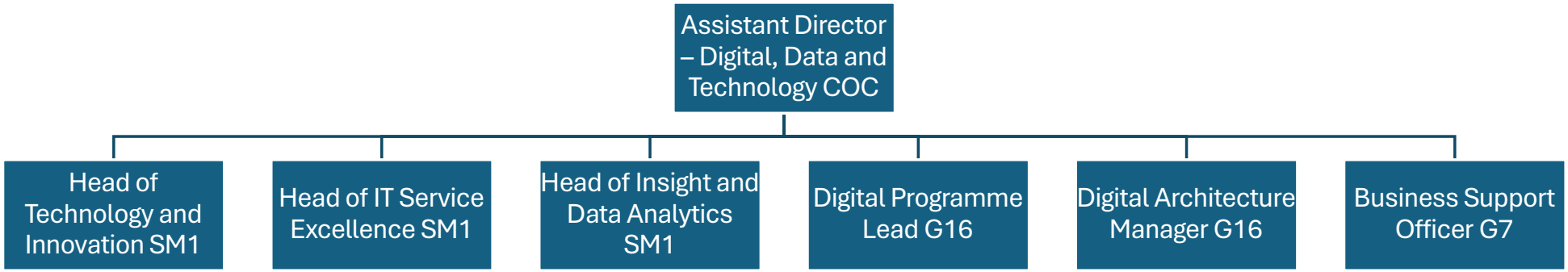
Public Protection and Resilience To Be



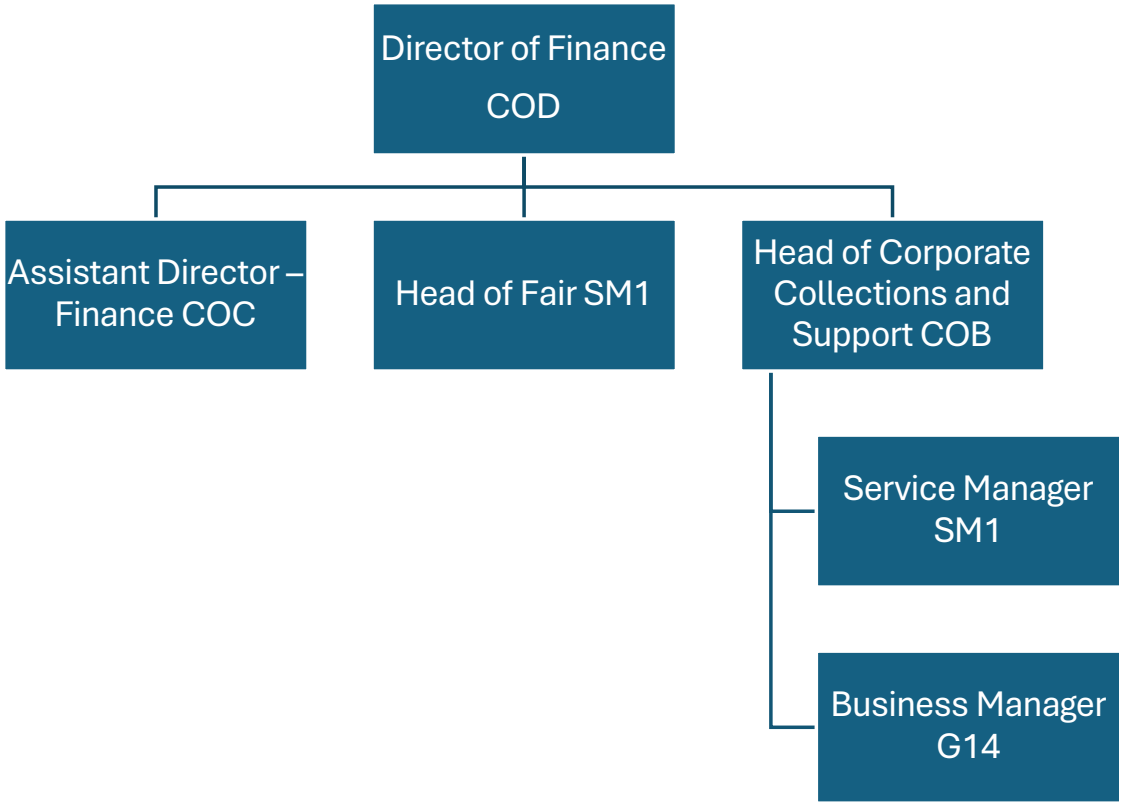
DDAT As Is


Assistant Director – Digital, Data and Technology COC
Head of Technology and Innovation SM1
Head of IT Service Excellence SM1
Head of Insight and Data Analytics SM1
Digital Programme Lead G16
Digital Architecture Manager G16
Business Support Officer G7
Head of Customer Contact SM1

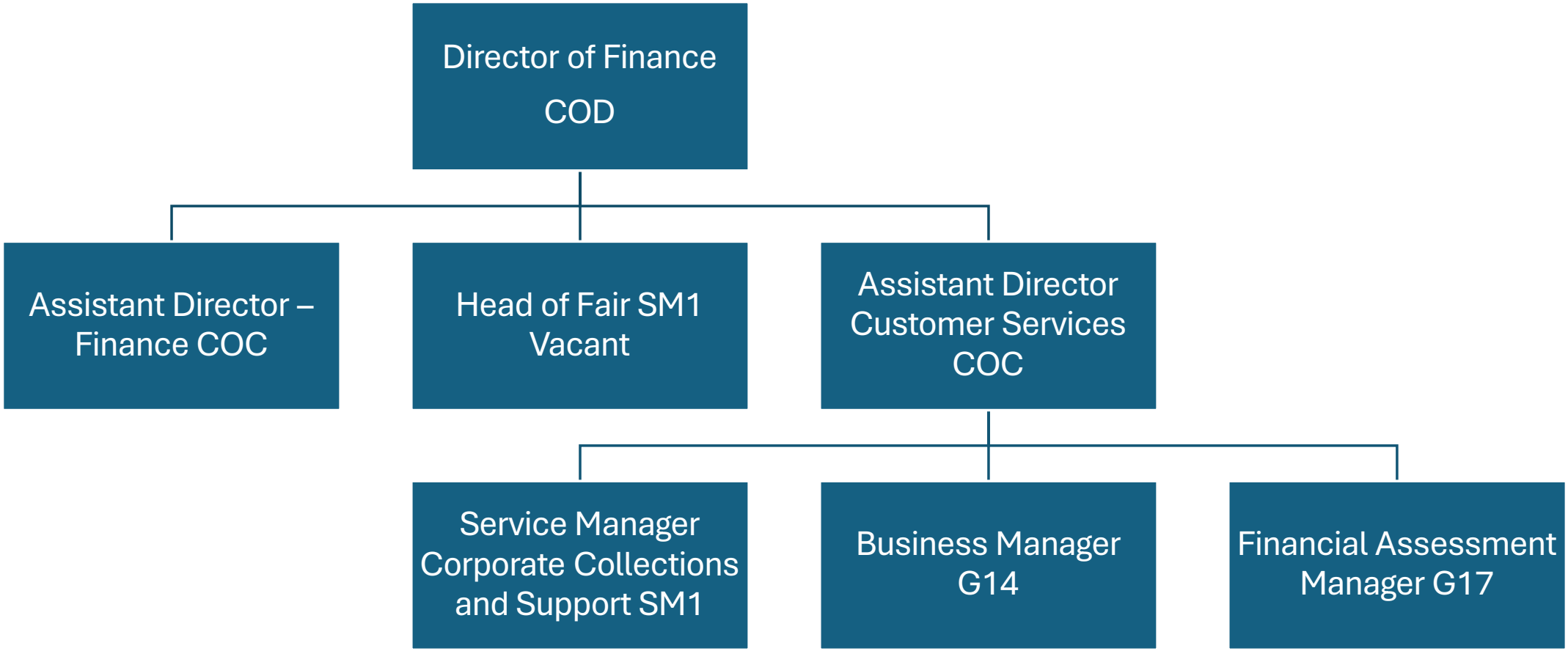
DDAT To Be


Assistant Director – Digital, Data and Technology COC
Head of Technology and Innovation SM1
Head of IT Service Excellence SM1
Head of Insight and Data Analytics SM1
Digital Programme Lead G16
Digital Architecture Manager G16
Business Support Officer G7

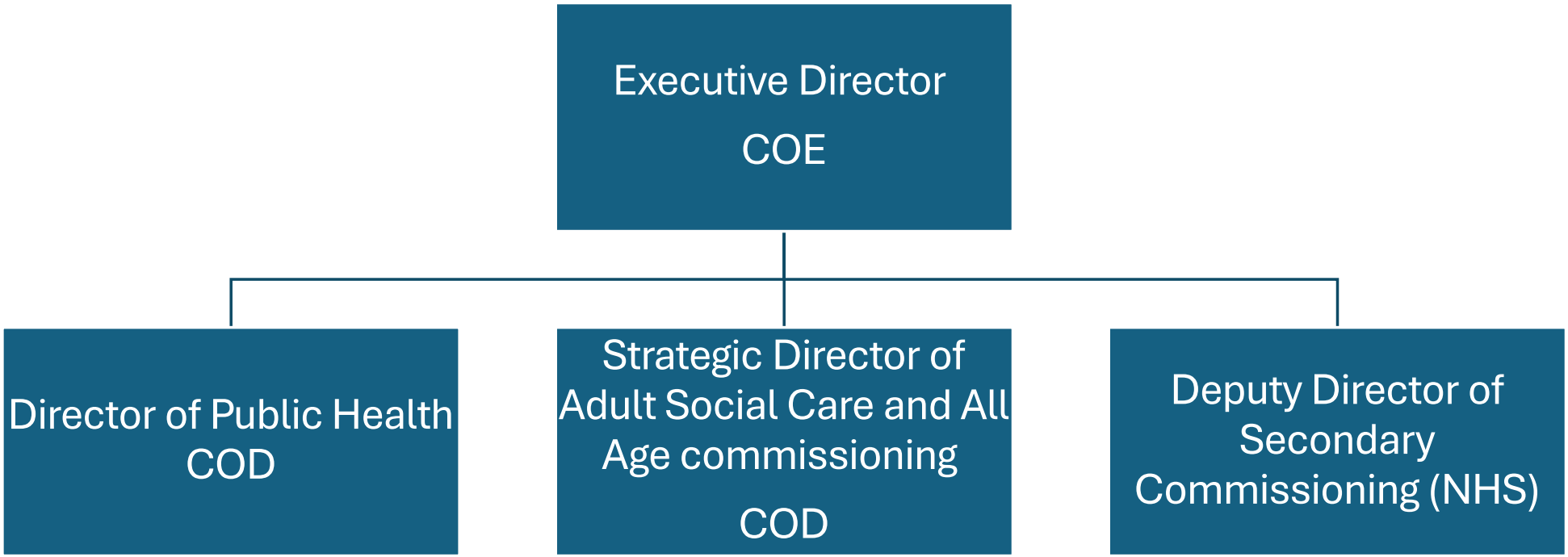
Corporate Collections As Is



Corporate Collections To Be



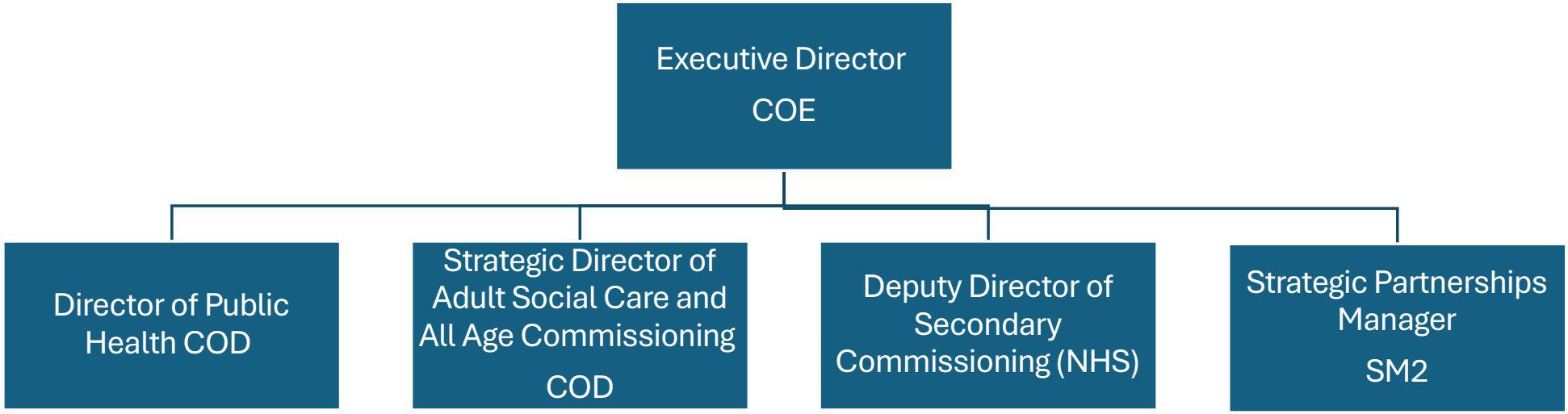
Health and Adult Care As Is



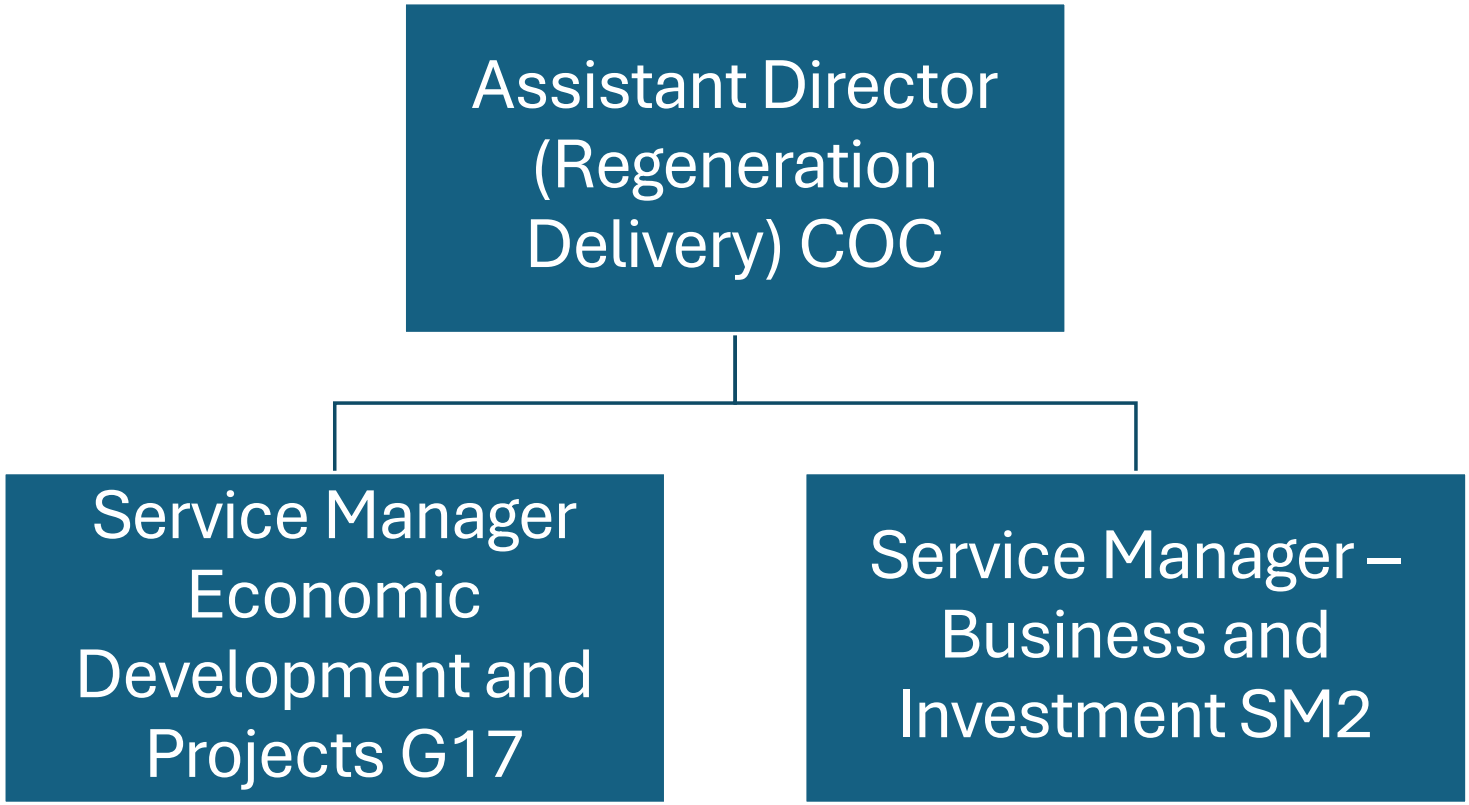
Strategic Partnership As Is



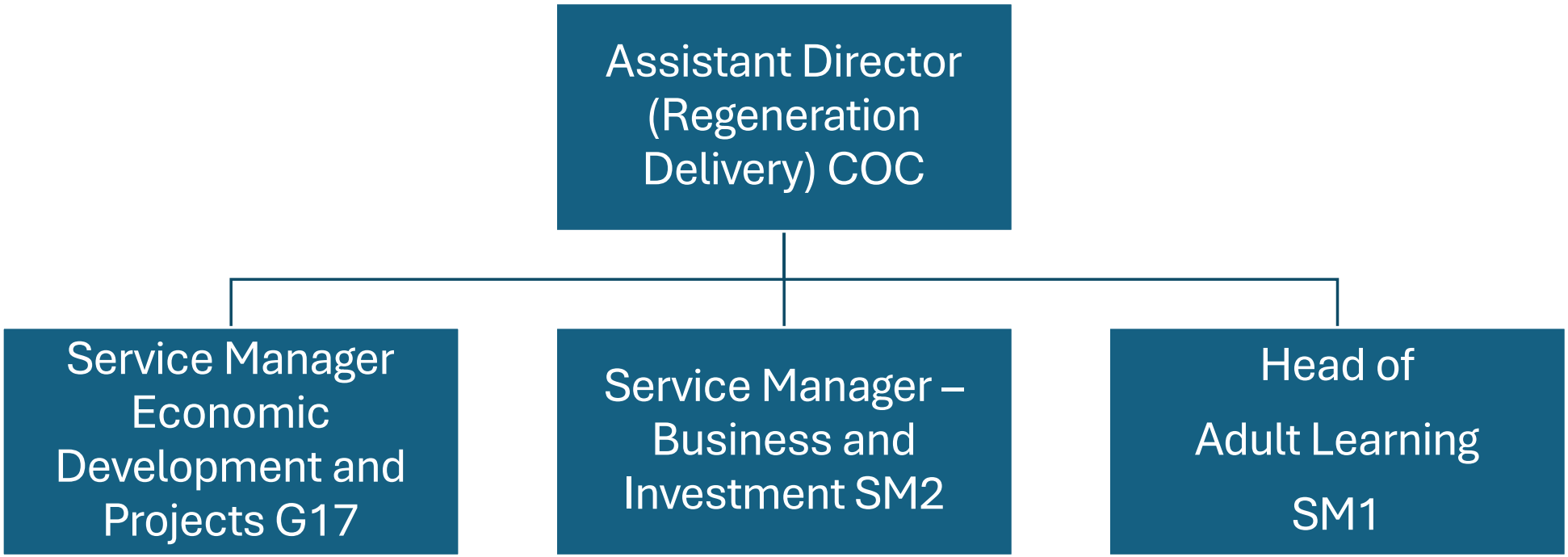
Health and Adult Care To Be



Regeneration (Skills and Growth) As Is



Regeneration (Skills and Growth) To Be



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Agenda Item 11

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 03 December 2026
Subject:	Approval of the Bury Councils Homelessness Strategy and Action Plan	
Report of	Cabinet Member of Housing Services	

1.0 Summary

1.1 In March 2025, a project group was established to undertake a comprehensive review of Bury Council's Homelessness Strategy 2022-2026. This included extensive stakeholder engagement and co-production activity with partners, services, and people with lived experience to help shape the priorities and actions within the new Homelessness Strategy.

1.2 The Homelessness Strategy provides a three-year, borough-wide framework for preventing and tackling homelessness. It ensures compliance with the statutory requirement to maintain a Homelessness Strategy and responds to recent Government expectations by setting out a clear action plan with defined outcomes.

1.3 Approval is sought to adopt the Homelessness Strategy and three-year action plan as the Council's strategic framework for homelessness. This will enable the publication of the homelessness review, strategy, action plan, and outcome measures, ensuring compliance with Ministry of Housing, Communities and Local Government (MHCLG) requirements.

1.4 The final draft Homelessness Strategy, three-year action plan and outcomes framework were presented to the Bury Homelessness Partnership, Bury Health and Wellbeing Board, and Bury Housing Advisory Board during November 2026 to support ongoing engagement, oversight, and delivery across the borough

2.0 Recommendation(s)

It is recommended that Cabinet:

2.1 Approve the adoption and publication of the Homelessness Strategy, homelessness review, three-year action plan, and local outcomes attached at appendices 1 - 4.

2.2 Delegate authority to the Director of Housing in consultation with the Cabinet Member for Housing to make minor amendments to the Homelessness Strategy, three-year action plan and outcome measures following approval,

where required to reflect changes in guidance, performance measures, or operational delivery arrangements.

3.0 Reasons for recommendation(s)

3.1 Local authorities have a statutory duty under the Homelessness Act 2002 to publish a Homelessness Strategy. In addition, authorities are expected to have a published action plan and outcomes framework in place by 2 December 2026.

3.2 The draft Homelessness Strategy, supporting homelessness review and three-year action plan have been developed through extensive stakeholder engagement, co-production, and the involvement of people with lived experience. This has provided a robust evidence base and informed the strategic priorities, actions and outcome measures contained within the documents.

3.3 The proposed governance arrangements and delivery framework will provide clear oversight, accountability, and performance monitoring of the three-year action plan, supporting the effective implementation of the Strategy and the achievement of its intended outcomes.

4.0 Alternative options considered and rejected

4.1 Retaining the existing Homelessness Strategy would result in the Council not meeting current statutory and national requirements, including the publication of an updated Homelessness Strategy, action plan, and outcomes framework by December 2026. This option is therefore not recommended.

4.2 This option has been rejected as the current strategy no longer reflects changes in national policy or the findings of the homelessness review undertaken in 2025- 2026. An updated strategy is required to ensure the Council's strategic approach remains relevant, evidence-based and aligned to current priorities and legislative expectation

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E-mail: A.Mullen@bury.gov.uk

5.0 Background

5.1 Local authorities have a legal duty under the Homelessness Act 2002 to publish a Homelessness Strategy. In addition, local authorities are now required to publish a supporting action plan and local outcomes framework aligned to the six national outcomes set by the Ministry of Housing, Communities and Local Government (MHCLG).

5.2 Bury Council's previous Homelessness Strategy covered the period 2022-2025 and complemented the Council's Housing Strategy. The development of that strategy involved extensive stakeholder engagement and co-production during the COVID-19 pandemic.

5.3 As the previous strategy reached the end of its lifespan, it was recognised that it no longer reflected current pressures, legislation, demand trends, and local priorities. A review was therefore undertaken to assess progress against the existing strategy and identify future priorities, alongside the development of a new Homelessness Strategy and three-year action plan.

5.4 In March 2025, a project group was established to lead a comprehensive programme of stakeholder engagement, co-production, and lived experience involvement. The purpose of this work was to review the achievements and challenges of the previous Homelessness Strategy, develop a robust evidence base, and co-produce a new Homelessness Strategy and three-year action plan that reflects local needs, emerging risks, and strategic priorities.

5.5 The Homelessness Review, strategy and action plan have been developed in accordance with the principles set out in Chapter 2 of the Homelessness Code of Guidance for Local Authorities through extensive stakeholder engagement, partnership working, co-production and lived experience involvement. This has provided a robust evidence base and informed the strategic priorities, actions and outcome measures contained within the final documents ensuring compliance with Ministry of Housing, Communities and Local Government (MHCLG) requirements.

5.6 The homelessness review, Homelessness Strategy and three-year action plan have also been informed by engagement with service users, people with lived experience of homelessness, residents of the borough and key stakeholders. This engagement has helped shape the strategic priorities, delivery actions and outcome measures that will guide homelessness prevention activity over the next three years.

5.7 Further to this, comprehensive literature reviews have been undertaken to ensure that the Homelessness Strategy reflects and aligns with local, regional, and national priorities. This has been supported by robust data analysis, needs assessments and evidence-led research to inform the development of the three-year action plan, delivery priorities, and outcome measures, ensuring resources are targeted towards areas of greatest need and impact.

5.8 Full evidence and feedback from this extensive stakeholder engagement, co-production, and lived experience involvement, together with the literature review, data analysis and needs assessment, is set out in Appendix 1 and 4: homelessness review and stakeholder engagement. This provides the evidence base that has informed the development of the Homelessness Strategy, three-year action plan, strategic priorities, delivery actions, and outcome measure.

6.0 Current Position

6.1 Following a comprehensive review of local homelessness, including stakeholder engagement, co-production, lived experience involvement, evidence analysis and a review of local, regional, and national priorities, a new Homelessness Strategy and three-year action plan have been developed.

6.2 The Homelessness Strategy has been designed to be concise and accessible, enabling residents and stakeholders to easily understand the Council's priorities and ambitions. Detailed evidence and findings are set out within the accompanying homelessness review document.

6.3 Analysis of the evidence, stakeholder engagement and lived experience feedback identified four strategic priorities: ***strengthening early intervention and prevention; ensuring access to safe, suitable, and quality accommodation; preventing and reducing rough sleeping; and providing the right support at the right time***. These priorities form the foundation of the Homelessness Strategy and three-year action plan.

6.4 The Homelessness Strategy is underpinned by a prevention framework that recognises homelessness prevention as a whole-system responsibility. The framework focuses on four stages: universal prevention, targeted prevention, crisis prevention, and recovery prevention, ensuring support is available from early intervention through to long-term housing sustainment. This approach supports the ambition to make homelessness rare, brief, and non-recurring, while improving outcomes for residents and reducing demand on public services.

6.5 The Homelessness Strategy places a strong emphasis on data, evidence, and digital innovation to strengthen understanding of homelessness and its root causes. Through data analysis, needs assessments and demand forecasting, the Strategy will support evidence-based decision making, identify future pressures and ensure resources are targeted effectively to improve outcomes and strengthen strategic planning.

6.6 We have also established six local outcome measures aligned to the six national homelessness outcomes set by the Ministry of Housing, Communities and Local Government (MHCLG). These outcome measures provide the framework through which progress against the Homelessness Strategy and action plan will be monitored and reported over the next three years.

Metric	Baseline	Checkpoint	Annual Checkpoint	Final Target	Direction
Rate of households in temporary accommodation with children per 1,000 households	2.9 per 1,000 (Sept 2025)	2.9 per 1,000 (Sept 2026)	2.6 per 1,000 (Sept 2027)	2.4 per 1,000 (Sept 2028)	17.2% Reduction
Number of families in Bed & Breakfast accommodation over 6 weeks	6 (Sept 2025)	4 (Sept 2026)	0 (Sept 2027)	0 (Sept 2028)	100% Reduction
Success at preventing and relieving homelessness	42% (Sept 2025)	46% (Sept 2026)	49% (Sept 2027)	52% (Sept 2028)	23.8% Increase
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	43% (Sept 2025)	33% (Sept 2026)	39% (Sept 2027)	45% (Sept 2028)	4.7% Increase
People who are sleeping rough long term	2 (Nov 2025)	2 (Nov 2026)	0 (Nov 2027)	0 (Nov 2028)	100% reduction
People sleeping rough on a single night	5 (Autumn 2025)	10 (Autumn 2026)	5 (Autumn 2027)	5 (Autumn 2028)	50% reduction

Whilst these six measures form the core performance framework, additional outcome measures and indicators will be developed through ongoing co-production and partnership working to ensure that the impact and benefits can be effectively evidenced

6.7 A three-year action plan has been developed, informed by the strategic priorities and evidence identified through the review process. The action plan provides a framework for delivery over the next three years; however, it is intended to evolve through ongoing collaboration with the Bury Homelessness Partnership and thematic working groups comprising partners, service areas, and people with lived experience. This approach will ensure that co-production remains central to implementation, with the design and delivery of actions shaped through continued partnership working and engagement.

6.8 The Bury Homelessness Partnership has played a central role in overseeing the development of the Homelessness Strategy and will continue to support its implementation. This will ensure that the voices of stakeholders and people with lived experience remain embedded throughout the delivery of the Strategy and action plan.

6.9 Bury Council's Health and Wellbeing Board has agreed to provide strategic oversight and governance of the Homelessness Strategy and three-year action plan. This will ensure clear accountability, alignment of priorities and a strong focus on prevention across the wider system. The arrangements will support a joined-up approach to homelessness, reinforcing the principle that preventing homelessness is a shared responsibility.

6.10 Strong governance, effective delivery and partnership working will be critical to the success of the Strategy and action plan. These arrangements will support the achievement of shared outcomes for residents, maximise social return of investment and strengthen the impact of integrating services across

the borough, ensuring that resources are targeted effectively and deliver improvements for our residents.

7.0 Next steps

7.1 Subject to Cabinet approval, the homelessness review, Homelessness Strategy, three-year action plan, and outcomes framework will be formally adopted and published in accordance with statutory requirements and MHCLG expectations.

7.2 The six local outcome measures will be embedded within performance management arrangements, with regular monitoring and reporting to track progress against the strategic priorities and delivery actions.

7.3 The Bury Homelessness Partnership will continue to provide partnership oversight and support implementation of the Strategy through ongoing stakeholder engagement, co-production, and lived experience involvement

7.4 Thematic working groups will be established to develop and deliver actions against each strategic priority, ensuring that partners, service areas, and people with lived experience remain central to implementation

7.5 The Health and Wellbeing Board will provide strategic oversight and governance, monitoring progress, strengthening accountability and ensuring alignment with wider borough priorities and prevention-focused approaches.

7.6 Quarterly review of progress will be undertaken to assess delivery against the action plan, outcomes framework and strategic priorities, with actions and performance measures refined where necessary to respond to emerging needs, evidence, and policy changes.

Links with the Corporate Priorities:

The Homelessness Strategy directly supports Bury Council's corporate priorities of Improving Children's Lives, Driving Inclusive Growth and Tackling Inequalities, whilst contributing to the Council's *Let's Do It!* vision. By strengthening homelessness prevention and reducing reliance on temporary accommodation, the Strategy will help more children and families access safe, stable housing, improving health, wellbeing, and life opportunities. Secure accommodation also enables residents to access employment, education and training, supporting greater economic participation and inclusive growth.

Through a prevention-focused and partnership-led approach, the Strategy will target support towards those most at risk of homelessness, rough sleeping, and multiple disadvantage, helping to reduce inequalities and improve outcomes for vulnerable residents across the borough.

The Strategy embraces the *Let's Do It!* approach by promoting shared responsibility, community involvement, and a whole-system response to homelessness. Through collaboration across housing, health, social care, criminal justice, the voluntary sector and local communities, the Strategy seeks to ensure that homelessness prevention is everyone's business and that residents receive the right support at the right time.

Equality Impact and Considerations:

An equality impact assessment has been completed for the homelessness strategy.

The Equality Impact Assessment (EqIA) concludes that the proposed adoption of the The overall strategy is anticipated to have an overall positive impact. Preventative actions and mitigations within the strategy offer characteristic based support to limit the potential disproportionate impacts each characteristic may face. Individual activities and actions within the strategy may require individual impact assessments to ensure these remain equitable and supportive.

Environmental Impact and Considerations:

Not required for this report

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Failure to deliver the priorities and actions set out within the Homelessness Strategy and three-year Action Plan.	Clear governance arrangements will be established through the Bury Homelessness Partnership and Health and Wellbeing Board, supported by regular performance monitoring and reporting.
Failure to meet statutory and national expectations relating to the publication and implementation of the Homelessness Strategy, Action Plan and Outcomes Framework	The Strategy, Action Plan and Outcomes Framework have been developed in line with the Homelessness Act 2002, Homelessness Code of Guidance and MHCLG requirements.
Increased homelessness demand and wider economic pressures may impact the achievement of strategic outcomes.	Ongoing needs assessments, demand forecasting and performance monitoring will enable early identification of pressures and inform service planning and resource allocation.
Insufficient partnership engagement could impact delivery of a whole-system approach to homelessness prevention.	Delivery will be supported through the Bury Homelessness Partnership, thematic working groups and continued co-production with partners and people with lived experience.
	The Strategy includes a clear outcomes framework, local performance

Failure to achieve intended outcomes for residents and vulnerable households	measures, and regular review arrangements to monitor progress.
Opportunity to strengthen prevention and reduce future demand on homelessness services	Implementation of the Strategy will support earlier intervention, improved partnership working and targeted prevention activity to make homelessness rare, brief, and non-recurring.
Opportunity to improve health, wellbeing, and wider social outcomes for residents.	A whole-system approach involving housing, health, social care, criminal justice, and voluntary sector partners will support better outcomes.

Procurement Implications

No direct impact however, procurement will continue to work the department to implement any of the required strategies

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Legal Implications:

Under the Homelessness Act 2002, the Council, as the local housing authority, is required to carry out periodic reviews of homelessness within its area and to publish a homelessness strategy based on the findings of those reviews. The strategy must be reviewed and republished at least every five years and must be considered in the exercise of the Council's housing functions.

Approval of the Homelessness Strategy will assist the Council in demonstrating compliance with its statutory duties and in providing a clear framework for the discharge of its homelessness and rough sleeping functions. The Strategy should also support delivery of the Council's duties under the homelessness legislation, including the prevention and relief duties introduced by the Homelessness Reduction Act 2017.

Section 3 of the Homelessness Act 2002 requires a local housing authority, before adopting or modifying a homelessness strategy, to consult:

- The social services authority for its district (if different from the housing authority).
- Voluntary organisations and other bodies working with people who are homeless or at risk of homelessness.
- Registered social landlords / registered providers operating in the district.
- Other public or local authorities considered appropriate.

- Other persons considered appropriate by the authority.

Guidance also encourages consulting people with lived experience of the issues covered by the Strategy.

The report author reports that the Council has undertaken the above consultancy in the development and preparation of the Strategy and outcomes of them are appended to the report.

In addition to the statutory requirement for a homelessness strategy, the Government has issued guidance and a national policy framework through its National Plan to End Homelessness which expects local authorities to develop and publish a supporting Action Plan and to monitor delivery against an outcomes framework. While these requirements are not currently statutory duties under the Homelessness Act 2002, compliance is expected and will be relevant to performance management, external assurance, funding arrangements, and the Council's ability to demonstrate alignment with national homelessness and rough sleeping objectives.

There are no immediate additional legal implications arising directly from adoption of the Strategy. However, any actions, policies, commissioning decisions or contractual arrangements implemented to deliver the Strategy must be undertaken in accordance with the Council's statutory powers and duties, including public law principles, equality duties under the Equality Act 2010, procurement requirements and relevant housing legislation.

Financial Implications:

There are no direct financial implications arising from the approval of this strategy. However, as specific initiatives and delivery plans are developed to support its objectives, any associated financial implications will be identified, evaluated, and considered through the Council's governance and budget processes.

The strategy sets out a clear ambition to reduce the use of temporary accommodation by increasing the number of people and families moving into settled housing. Over time, this should help mitigate the financial impact of Housing Benefit subsidy losses linked to temporary accommodation. Nevertheless, continued increases in demand mean that a preventative approach, focused on early support and intervention, will remain critical to achieving both service and financial sustainability.

Appendices:

Appendix 1 – Draft Homelessness review

Appendix 2 – Draft Homelessness strategy 2026- 2029

Appendix 3 – Draft action plan 2026-2029

Appendix 4 – Stakeholder engagement

Background papers:

Bury Homelessness strategy 2022–2025 - Homelessness strategy - Bury Council

Temporary Accommodation three-year delivery plan 2026-2029

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

Term	Meaning
MHCLG	Ministry of Housing, Communities and Local Government
NHS	National Health Service
B&B	Bed and Breakfast Accommodation
Homelessness Review	The statutory review of homelessness within the borough undertaken to inform the Homelessness Strategy
Homelessness Strategy	The Council's strategic framework for preventing and relieving homelessness
Three-Year Action Plan	The delivery plan setting out actions, measures, and responsibilities to achieve the objectives of the Homelessness Strategy
Outcomes Framework	The measures and indicators used to monitor progress against the Strategy and Action Plan
Co-production	An approach that involves residents, service users, partners, and people with lived experience in the design, development and delivery of services and strategies
Lived Experience	Knowledge and insight gained through direct personal experience of homelessness or housing insecurity
Bury Homelessness Partnership	The multi-agency partnership responsible for supporting delivery and oversight of homelessness priorities in the borough
Health and Wellbeing Board	The statutory partnership responsible for providing strategic leadership on health, wellbeing, and reducing inequalities across the borough
Registered Provider (RP)	A housing association or social housing provider registered with the Regulator of Social Housing

Bury Council's Homeless Strategy 2022-2025 Review

Amanda Mullen

Project Group

Esme Davis, Ellie Costello, Simon Farnworth, Melissa Clegg, Claire Rogan

Introduction

- In 2020 a new Housing Strategy was agreed for the Borough of Bury which included a commitment to end rough sleeping by 2024. Alongside this strategy, a Homelessness Strategy and Action Plan was co-produced with the Bury Homeless Partnership applying the Borough-Wide 'Let's Do it' ethos of prevention; early intervention and the targeting of public service resources for 2022-2025.
- The strategy built and expanded on the wonderful work that had been done to date. Homelessness remains high on the local and national agenda. The Strategy reflected the 'Everyone In' response to the COVID-19 pandemic and has shown what can be achieved in addressing rough sleeping with a joined-up person centred response, whilst helping people in transformative ways. The strategy set out a strategic vision, broken down into Prevention, Property, Person Promotion, Purpose, Place and Partnership with key pledges agreed by the Bury Homeless Partnership.
- The previous strategy has now come to an end, and there is a need to develop a new approach for the borough of Bury. In February 2025, a project group was formed to review the existing strategy and begin co-producing the future direction, including reflecting on what has been achieved so far. This review has involved gathering both quantitative data from our service delivery and qualitative insights from members of the Bury Homeless Partnership, as well as residents across the borough. To ensure a broad range of voices are represented in shaping the new strategy, the project group has facilitated four stakeholder engagement sessions, three lived experience workshops, and a public survey. These activities have helped to ensure that the perspectives of our partners and residents are meaningfully included in the development of the future strategy.

Bury Council

Who has participated in this full strategy review?

- Members of the Project Group
- Members of the Bury Homeless Partnership
- Homeless and Housing Option Service
- PRS Enforcement
- Cabinet Members
- Community Safety Partnership
- Strategic Housing
- Housing Services
- Performance Team
- Residents of the Borough (Families, Singles, Refugees, Prison Leavers)
- Greater Manchester Combined Authority
- Ministry of Housing , Community and Local Government
- Project Free - customers
- Caritas Red Door - customers
- Stepping Stone Projects – customers
- Red Cross- Customers

Bury Council

Review Summary

Bury, is in northern Greater Manchester near the Pennines, combining rural beauty with urban living close to Manchester and has population of 193,900. The borough includes six towns and is part of the Combined Authority.

This review of the Bury Councils Homelessness Strategy 2022-2025 was completed between March 2025- October 2025. There have been a time for significant changes for homelessness and housing related policies within this time. This review and development of the Bury Councils Homeless Strategy 2026-2028 should account for where possible:

- The Emerging National Homelessness Strategy that is being developed to address homelessness more effectively and will dictate the focus of MHCLG over the next few years. Strategically, the strategy will see a broader focus on homelessness compared to what we have seen previously.
- The Multi-Year Spending Review will consolidate funding streams for homelessness prevention and rough sleeping initiatives, providing a more stable financial framework for local authorities and greater flexibility over allocations.
- The Renters' Reform Act will enhance tenant rights and housing stability, which significant impacts the rental market and local housing policies -creating bubbles of increased demand in the short term.
- The Supported Housing (Regulatory Oversight) Act will place specific obligations on Local Authorities to ensure better oversight and quality of supported housing. This represents an opportunity to bring together commissioners, homelessness officers, revenue and benefits teams and other key stakeholders to develop a supported housing strategy for Bury.
- Pressure from the Home Office is likely to continue as the streamlined asylum process continues, presenting a mix of challenges to contend with. There is also a growing appetite for reforming and redesigning the asylum accommodation and support model, and the new Asylum Reform.
- Bury Councils Housing Strategy and Housing Strategy for additional needs, Domestic Abuse Strategy and Anti-Poverty strategy 2026.
- Greater Manchester's Combined Authority (GMCA) Mayor Housing First programme, supporting supply, standard and support and GM Live well model, integrating community- based health and wellbeing support through prevention
- UK Government Child Poverty Strategy, children in temporary accommodation and the national plan aimed at reducing child poverty and improving life chances.

Bury Council

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Bury Council

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Executive Summary

Partnership

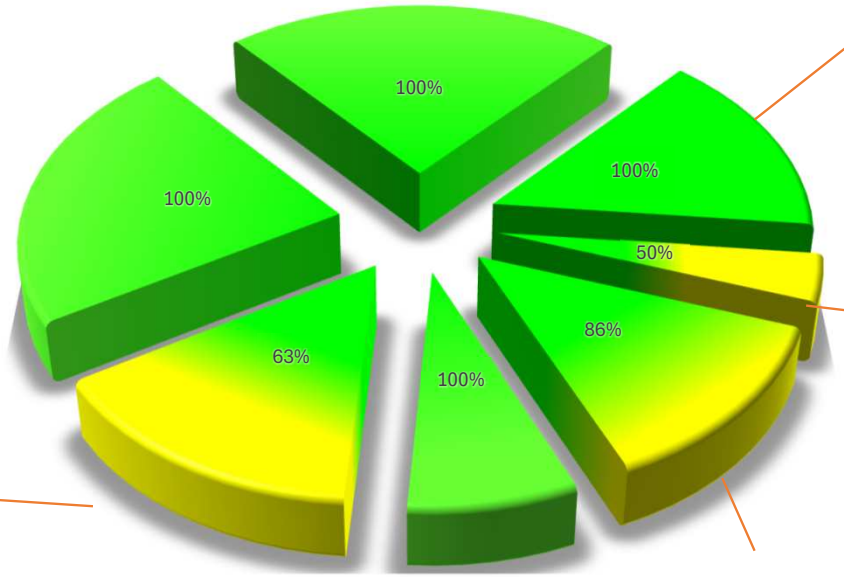
To continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles.

Property

Permanent and temporary provision that's affordable and suitable and supported when required.

Prevention

Preventing and stopping Homelessness both in a statutory and non-statutory way.



Place

Neighbourhood integration of service delivery. Public services, people, communities and businesses coming together for shared decision making and a Neighbourhood hub approach.

Person

Identifying then providing the required support with pathways.

Purpose

Giving homeless people a purpose and sense to improve their lives.

Promote

Proactive promotion and awareness of Homeless provision and services across the Borough.

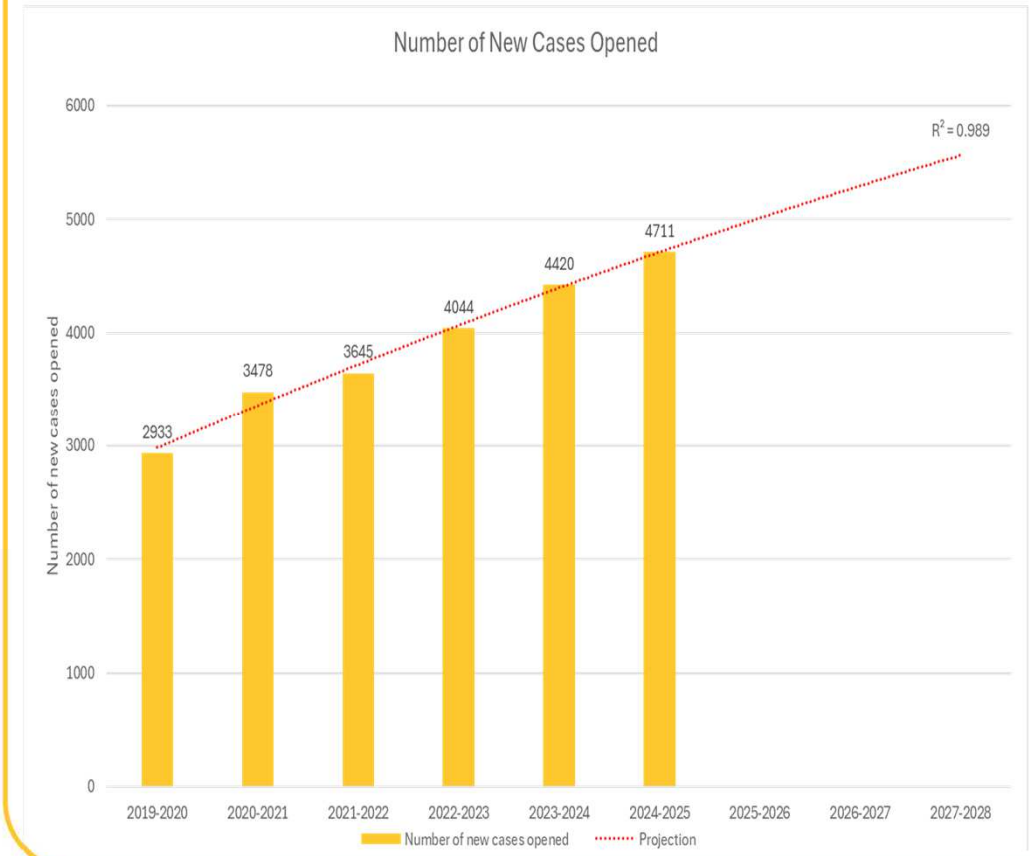
Bury Council

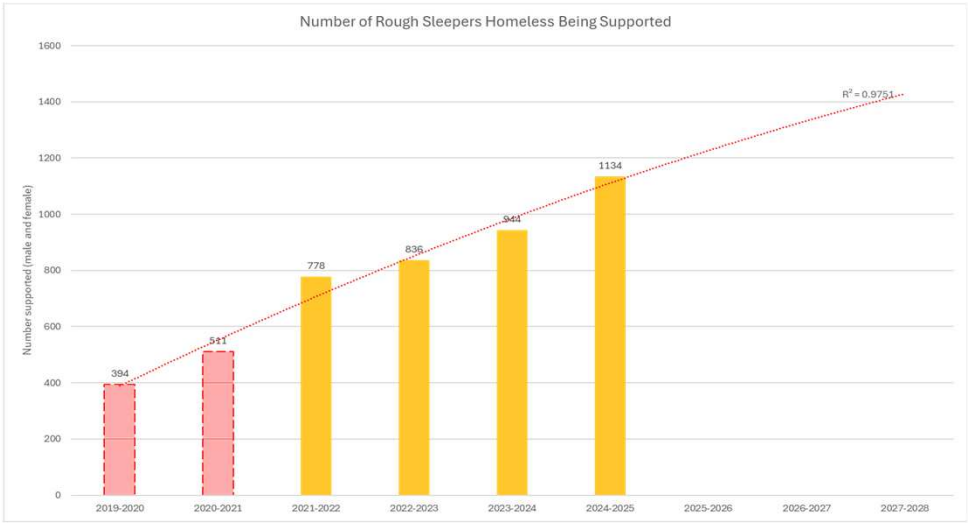
What our Stakeholders believe has been achieved and what still needs to be done?

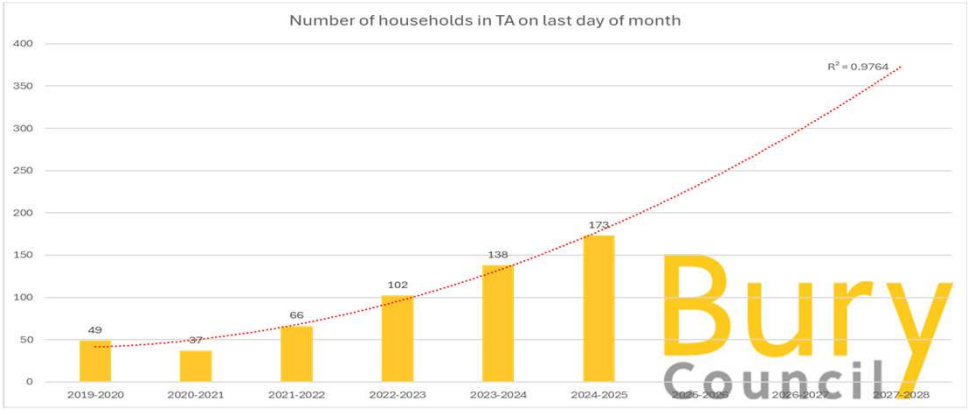
- We conducted a maturity assessment with the Bury Homeless Partnership and the Homeless and Housing Options Service. Members ranked each area "Getting Started, Making progress, Maturing or Matured". The Partnership has made significant progress in delivering the aims of the 2022–2025 strategy with all areas being ranked "making progress" or above
- The Maturity assessment established that the strategy had achieved the actions set out under Partnership, Place, Property and Purpose but identified a need to further invest in the promotion of homelessness services and ensuring that pathways and services are Person centred

Bury Council

Current and Previous Homelessness Pressures







Summary of Current and Previous Homelessness Pressures

Approaches to the service from 2022 to 2025:

Demand for Bury Council's Homeless Advice Service rose sharply due to the cost-of-living crisis and changes in Private Rented legislation, while staffing remained static. This placed pressure on services and led to increased use of interim accommodation and rough sleeping. Although statutory homelessness cases slightly declined in 2024–2025 (cases opened by the service), data shows that more people contacted the Homeless Assessment Service for support. These customers contacted the service once but did not respond to follow-up communications from the Homelessness team, resulting in their cases being closed. Data shows an increase in cases being closed due to lack of contact, a trend also confirmed by the GMCA Stocktake Report. It has been projected that demand may rise to 5,600 contacts by 2027–2028: an 18.9% increase from 2024–2025, if homelessness trends continue to be the same.

- The transition from prevention to relief has increased significantly, indicating that preventing cases from escalating is challenging. As a result, individuals are often owed a relief duty and are highly likely to be placed in temporary accommodation or experience rough sleeping

Placements into Temporary Accommodation:

- Following a significant rise in homelessness presentations, Bury Council expanded its supply of temporary accommodation in 2024–2025 by acquiring additional dispersed units. However, by 2023, existing accommodation could no longer meet growing demand. As a result, the use of bed and breakfast (B&B) placements peaked at 58; the highest recorded for the borough. This increase was linked to a rise in cases where a homelessness duty was owed, alongside limited staffing capacity to deliver early prevention work. Consequently, Bury was issued a B&B elimination plan by the MHCLG.
- Bury Council as of September 2025 have 222 households in temporary accommodation (401 children)109 families in dispersed stock, 26 singles and 24 families in bed and breakfast accommodation. 56 families in pay nightly accommodation and 8 singles in council commissioned service.
- It is forecasted that if there was a "do nothing attitude" and the council continue to place an average of 15 families in temporary accommodation per month, with only 8 families leaving temporary accommodation per month on average, in three years the Council will need an additional 109 properties, on top of the current 110 dispersed and 8 commissioned.

Bury Council

Rough Sleeping:

- Rough sleeping has risen significantly across the borough in recent years, with the highest numbers recorded in 2024. This mirrors regional and national trends, with the majority of those affected being males aged 30–45, including individuals recently granted leave to remain after leaving NASS accommodation. If current trends were to continue, rough sleeper supported by the team has been projected to increase to 1452 in 2027-2028 compared to 1134 in 204-2025 this is a 28.4% increase.

Asylum and Immigration:

- Bury Council's Asylum and Immigration Service leads on Home Office programmes including Homes for Ukraine, Afghan Relocation, and dispersed accommodation. The team works with GM partners and Serco to support asylum seekers and ensure safe integration. Once individuals receive leave to remain, they become eligible for resettlement support, particularly those issued with a Notice to Quit (NTQ). In 2023–2024, NTQ cases rose due to fast-track asylum decisions and the government's plan to close contingency hotels placing additional pressure on local services, with further demand expected.

Private Rented Service

- While Bury's Private Rented Service has had some success, it has not eased the pressure on homelessness prevention or move-on from temporary accommodation. Strengthening engagement with landlords is essential to improve access to housing options. Affordability remains a major barrier, with high upfront rent expectations limiting placements. Financial incentives are available, but uptake is low, though HMOs have helped single people. Looking ahead, the Renters Reform Bill may affect current schemes, creating further uncertainty and challenges in securing landlord participation.

Bury Council

Summary of Maturity Assessments

- Sessions were held with key partners, stakeholders, and the Homelessness and Housing Options team to assess progress against the Homeless Strategy 2022–2025.
- Both sessions reached similar conclusions, highlighting the need to better promote homelessness and housing services to a wider audience countering misinformation and helping partners like the NHS, DWP, ASC, CS, and education providers understand the housing landscape and identify early risks.
- There was a clear call for more community-led, accessible services beyond Bury Town Centre to support universal prevention. While person-centred approaches are growing, especially in the rough sleeper services, other frontline support can still feel transactional.
- Prevention remains reactive and overstretched, with upstream efforts focused on specific groups. Greater co-production is needed at decision-making levels to ensure people feel genuinely heard, as existing feedback channels don't always lead to meaningful change.

Bury Council

Summary of the People Survey and Co-production Feedback

The survey and co-production feedback reveal that homelessness in Bury is driven by a complex interplay of factors; including relationship breakdowns, financial hardship, and systemic barriers. Many individuals reported that temporary housing solutions are often inadequate, and the journey toward stability is both emotionally and physically exhausting. Support services vary significantly across different demographics, underscoring the need for inclusive, trauma-informed approaches.

Co-production sessions highlighted gaps in life skills support and called for more robust pathways to independence. Digital exclusion was identified as a barrier to accessing housing, with suggestions for app-based solutions to improve accessibility. Concerns were also raised about the rigidity of rough sleeper verification processes, with a call for more collaborative approaches.

Service users consistently expressed a desire to be treated with respect and individuality, and to be actively involved in shaping solutions. Top priorities identified include increasing the availability of recovery housing, ensuring fairer access to housing, and repurposing empty buildings. Additional needs include the provision of mentors with lived experience, simplified systems, and greater recognition of non-housing-related challenges that impact homelessness

Bury Council

Summary of Staff and Stakeholder Feedback

Families:

Improve the quality and safety of temporary accommodation, prioritising family-friendly spaces with privacy and cooking facilities. Repurpose empty homes and explore new build agreements for social housing. Tailor support to individual family needs with wraparound services, mentoring, and life skills training. Assign one advocate per family to reduce stress and ensure continuity, especially in cases of domestic abuse. Strengthen early intervention by spotting warning signs like rent arrears or school issues and improve cross-agency communication. Reduce stigma around support services and increase public awareness through schools and translated materials. Integrate housing, health, education, and social care with single points of contact and shared systems.

Singles:

Build trust through consistent staffing, respectful communication, and expanded outreach especially with peer mentors who have lived experience. Improve access to basic amenities and reduce stigma by renaming foodbanks as community shops. Simplify service language, use explainer videos, and introduce digital tools like empathetic AI chatbots. Create clear pathways to stable housing with goal-setting, follow-up, and support for practical barriers like transport and banking. Strengthen service integration through cross-sector training, stable staffing, and designated crisis roles. Support people with complex needs through tailored plans, embedded mental health workers, and hub-style accommodation. Provide dual-purpose housing for domestic abuse and substance misuse, with a single advocate to reduce trauma. Ensure veterans and LGBTQ+ individuals are supported with dignity and inclusive practices.

Bury Council

Summary of Partnership and Stakeholder Engagement

- Work with statutory and non-statutory partners to develop early prevention sign posting including in hubs and schools

- Improve the post homelessness offer to sustain tenancies and build independence
- Further training for person centred and trauma informed training led by people with lived experience

- Inclusive and accessible support for all homelessness customers

- Increase supply of Housing and provide suitable temporary accommodation
- Early prevention from homelessness

- Raising awareness of homelessness to school, colleges and wider community

Bury Council

Non-statutory Accommodation and Service Provision

- As part of Bury Council's Homelessness Strategy 2022–2025, key pledges were set out within its vision, including the commissioning of accommodation and support services to meet statutory requirements and prevent homelessness using local and regional grant funding. In addition to delivering these commitments, the Council successfully mobilised services beyond statutory and commissioned provision.
- These achievements were made possible through strong cross-departmental collaboration and partnership working with internal teams and external agencies. Without these efforts, homelessness and rough sleeping levels in the borough would have been significantly higher.
- This overview demonstrates the critical role these services have played and evidences the need to continue and strengthen this work moving forward. This is the Key findings and recommendations for this area.

- A Bed Every Night (ABEN)
- Rough Sleeper Accommodation Programme (RSAP/NSAP)
- Community Accommodation Tier 3 (CAS3)
- Housing First
- Bury Bridges Neighbourhood service
- Calico Floating Support and accommodation
- Accommodation for Ex-Offenders (AFEO)
- Safe Accommodation
- Young Persons accommodation

Key Recommendations

- TBC – This will be our priorties

Bury Council

National Strategic Context

- In 2023–24, the number of households with children who were either threatened with homelessness or already homeless increased by 3.9% compared to 2022–23. 62,200 households with children were owed a prevention duty in 2023–24, a 0.8% increase from 2022–23. 47,380 households with children were owed a relief duty in 2023–24, an 8.3% increase from 2022–23.
- In 2023–24, the number of single households who were either threatened with homelessness or already homeless increased by 9.9% compared to 2022–23. 83,930 single households were owed a prevention duty in 2023–24, a 4.6% increase from 2022–23. However, 130,930 single households were owed a relief duty in 2023–24, a 13.7% increase from 2022–23.
- As of 31st March 2024, 117,450 households were in temporary accommodation across England a 12.3% rise from 2023, continuing the sharp increase since 2022 driven by homelessness pressures and limited affordable housing.
- Households with children stood at 74,530 (a 14.7% increase), highlighting growing family homelessness. Single-person households stood at 42,920 (an 8.5% increase), reflecting ongoing challenges for individuals without dependents.



Bury Council

- In March 2025, an estimated 7,718 people slept rough in England, up 3% from December 2024 and 5% year-on-year. Of these, 32% were new to rough sleeping, while 36% were long-term rough sleepers, indicating entrenched homelessness. 16% were accommodated, and 13% returned to rough sleeping, with 30% of this group previously in settled housing. Additionally, 10% had recently left institutions, including 4% from prison and 4% from asylum support, highlighting vulnerabilities during transitions.

- In 2024, the UK received 84,200 asylum applications covering 108,100 individuals, marking the highest annual figures ever recorded. This upward trend continued into the year to June 2025, with 88,700 applications relating to 111,100 people. Over the past three years, the number of asylum applications has remained historically high, reflecting sustained pressure on the asylum system

Bury Council

Regional Strategic Context

The Greater Manchester Combined Authority (GMCA) is the strategic governing body for the Greater Manchester city-region, established in 2011. It brings together the ten local councils (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, and Wigan) and the Mayor of Greater Manchester to coordinate decisions on issues that affect the whole region



Tackling homelessness and rough sleeping is a key priority for the ten local authorities in Greater Manchester that are covered by Greater Manchester Combined Authority (GMCA). Bury welcomes the Greater Manchester Prevention Strategy 2021–26 and supports its missions to prevent homelessness.

Bury has played an active role in shaping Greater Manchester's new homelessness strategy for 2026 and beyond. The strategy will position Greater Manchester as a Housing First City Region, with a strong emphasis on prevention at every level. This includes upstream interventions, embedding the GM Live Well model, and improving connectivity across services. A key priority will also be strengthening the supply of temporary accommodation and move on to meet urgent needs.

Bury Council

Regional Temporary Accommodation Data

Number of **households in Temporary Accommodation** across **Greater Manchester** on the last day of **March 2025**

5,915

Number of **children in Temporary Accommodation** across **Greater Manchester** on the last day of **March 2025**

8,651

Number of **households in B&B accommodation** across **Greater Manchester** on the last day of **March 2025**

739

Households in Temporary Accommodation



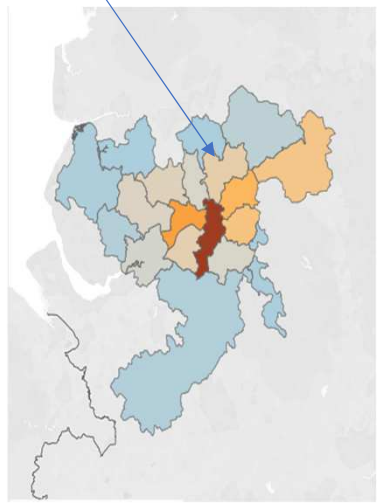
Children in Temporary Accommodation



Households in B&B accommodation



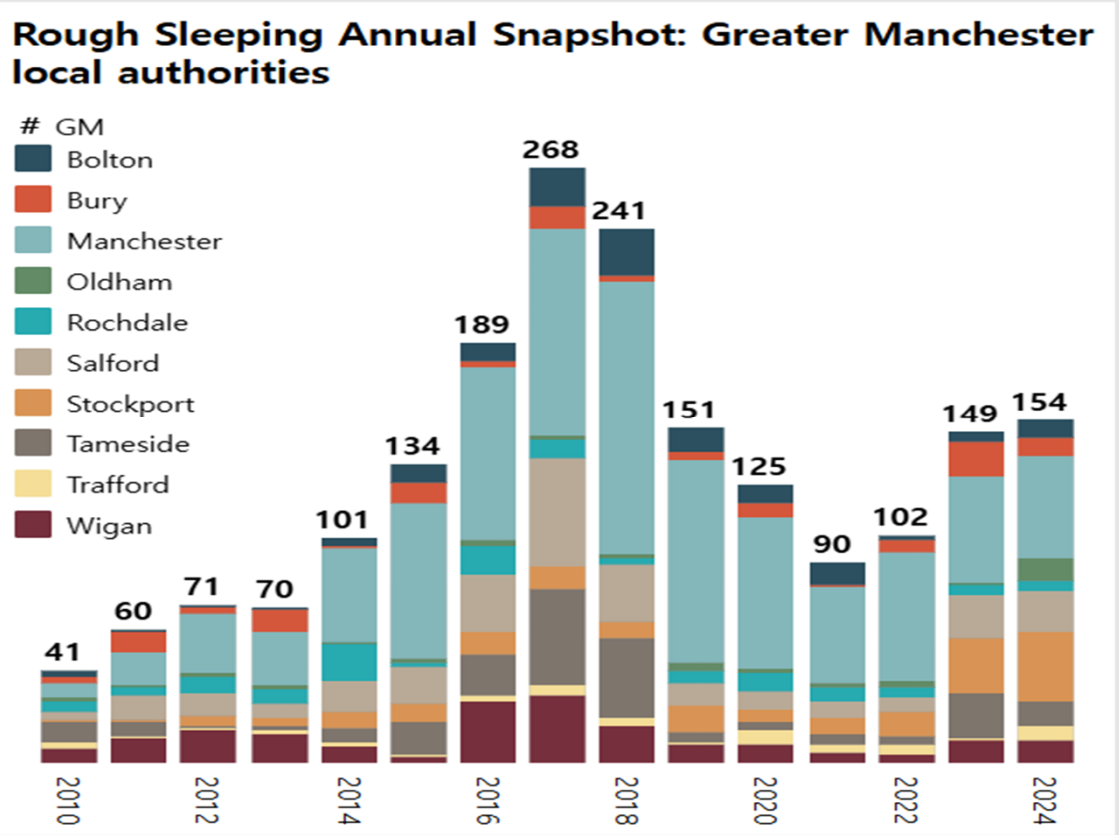
Bury – number of households in TA



On 31 March 2025, Bury recorded 197 households (339 children) in temporary accommodation. Of these, 60 households (approximately 30%) were placed in Bed and Breakfast accommodation. Trafford had 261 households in Temporary accommodation, Rochdale 280. 1678 households in the GM were placed Out of Borough.

Bury Council

Regional Rough Sleeping



Following a peak in 2017, the number of rough sleepers reduced steadily to 2021, but has steadily increased across Greater Manchester over the last three years.

Local authorities and partners working in the sector are increasingly faced with rising demand and shrinking resources, which have considerable implications on the use of temporary accommodation and local authority budgets.

In October 2025, Greater Manchester recorded 401 rough sleepers. Bury accounted for 32; higher than Rochdale's 28, which has higher population, and significantly above Trafford (10), despite similar population size. This places Bury among the boroughs with greater homelessness pressures, highlighting the need for targeted prevention and resource allocation.

Bury Council

Regional Asylum and Immigration Data

- Migration and the asylum system has had a significant impact on homelessness teams nationally over the last few years, because of dysfunction in the way the Home Office and its contractors have operated. Accelerated asylum processing has driven a significant amount of people into homelessness and rough sleeping, with a thirteenfold increase in refugee street homelessness seen across Greater Manchester at the peak in early 2024
- In March 2025, Greater Manchester reported that 65% of rough sleepers were non-EEA nationals, with Bury recording 23 confirmed rough sleepers, of which 5 (22%) were non-EEA, and Oldham reporting the highest proportion at 56%. By June 2025, the regional share of non-EEA rough sleepers declined to 19%, reflecting the slowdown in fast-track asylum decision-making that had driven homelessness spikes in 2024. Local figures show Bury at 20% and Oldham again highest at 39%, though both remain lower than June 2024 levels, indicating a downward trend but persistent localised pressure
- Asylum and Immigration data is classified as Official-Sensitive; therefore, this report provides a high-level overview and includes only the data that Bury is permitted to share

Bury Council

Local Strategic Context

Bury lies in the northern sector of Greater Manchester on the edge of the western Pennines. The town has a mix of beautiful rural villages and open countryside with breath taking views in the north, to urban living close to Manchester city centre in the south. The town has a proud military history and has always had a military connection with the Lancashire Fusiliers Regiment. The world famous and award winning Bury Market has been in operation for over 500 years and attracts visitors from across the UK. The town has a rich cultural offering, with museums and arts venues to explore. Bury was the Greater Manchester Town of Culture in 2021.

Bury Metropolitan Borough consists of six towns – Bury, Ramsbottom, Tottington, Radcliffe, Whitefield and Prestwich, and is one of ten councils that make up the Greater Manchester Combined Authority.



ry Council

Census Data Bury 2021

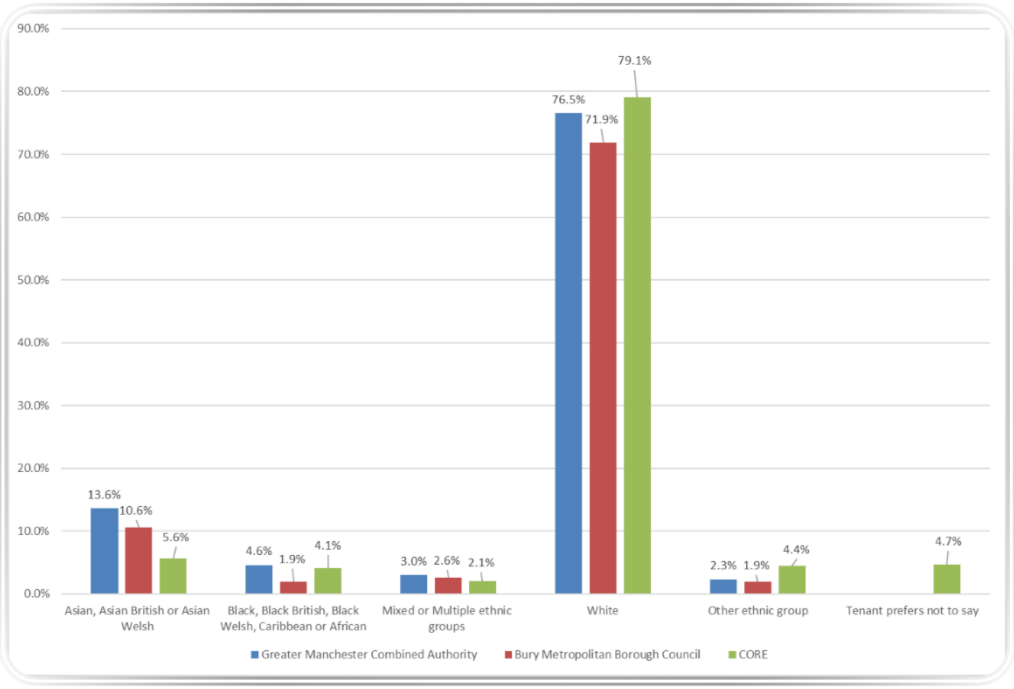
	2011 (%)	2021 (%)
0–4 years	6.6	5.8
5–9 years	6.0	6.4
10–15 years	7.4	7.9
16–19 years	4.9	4.5
20–24 years	5.8	4.9
25–34 years	12.5	12.9
35–49 years	22.1	19.6
50–64 years	18.7	19.7
65–74 years	8.8	10.0
75–84 years	5.2	6.1
85+ years	2.0	2.2

Metric	Value
Total Population	193,900
Population Growth	+4.8% since 2011
Households	80,695
Population Density	1,948.6 people/km²
Median Age	40 years

Ethnic Group	Percentage of Population
Asian, Asian British or Asian Welsh	10.6%
Black, Black British, Black Welsh, Caribbean or African	1.9%
Mixed or Multiple ethnic groups	2.6%
White	71.9%
Other ethnic group	1.9%

Bury Council

Comparison of Census Ethnicity and CORE Lets Data



Ethnic Group	Percentage of Bury Population	CORE lets
Asian, Asian British or Asian Welsh	10.6%	5.6%
Black, Black British, Black Welsh, Caribbean or African	1.9%	4.1%
Mixed or Multiple ethnic groups	2.6%	2.1%
White	71.9%	79.1%
Other ethnic group	1.9%	4.4%
Prefer not to say		4.7%

Let's to our properties generally match the ethnic demographics of bury.

Bury Council

Housing Tenure Trends 2011-2021

REGION/YEAR	OWNED (%)	SOCIAL RENT (%)	PRIVATE RENT (%)
England & Wales 2011	64.3	17.6	16.7
England & Wales 2021	62.5	17.1	20.3
Bury (approx.)	70.0	17.1	12.0

In Bury, the proportion of households renting from the council or local authority is similar to the national average. However, Bury has lower levels of other social rented and private rented housing, and higher levels of homeownership compared to England and Wales overall.

Rising Rental Housing

Households renting increased from 34.3% to 37.3%, showing growing reliance on rental homes.

Decline in Social Renting

Social rented sector slightly declined from 17.6% to 17.1%, indicating a possible lack of suitable stock due to the Right To Buy process.

Increase in Private Renting

Private renting rose sharply from 16.7% to 20.3%, reflecting greater dependence on private rental market.

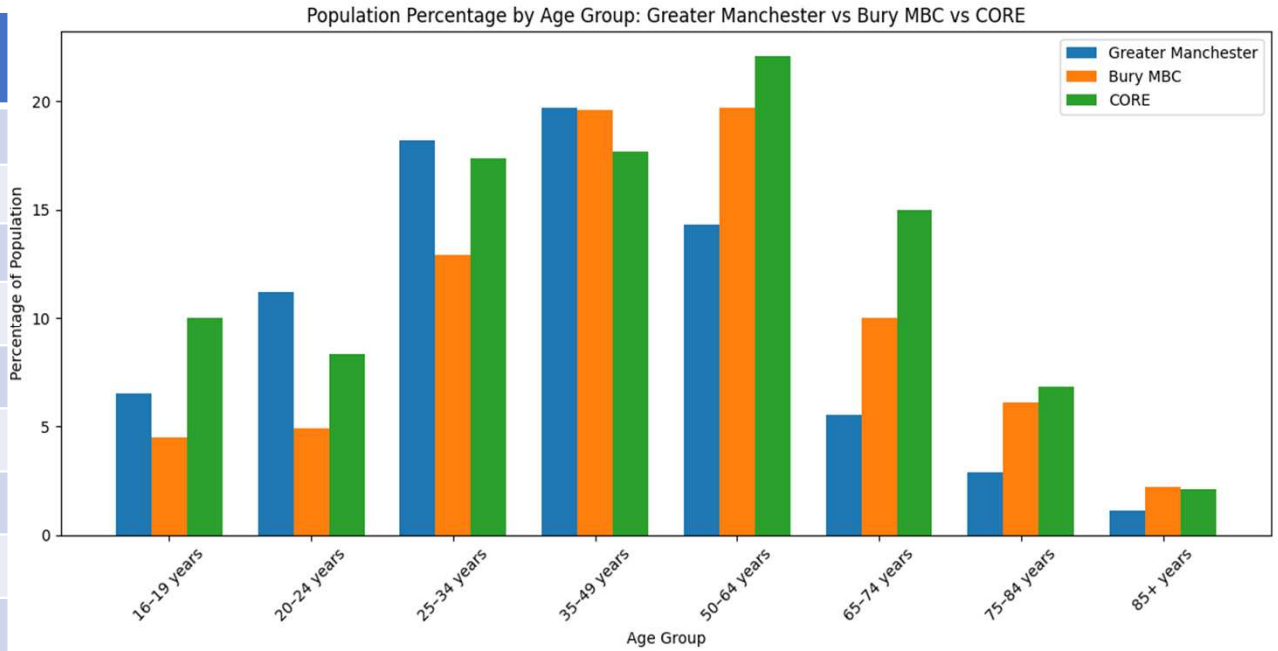
Declining Homeownership

Homeownership decreased from 64.3% to 62.5%, showing fewer owner-occupied homes over time.

Bury Council

Age and CORE Lettings

Age Group	Percentage of Bury Population	CORE Lets
0–4 years	5.8%	
5–9 years	6.4%	
10–15 years	7.9%	
16–19 years	4.5%	10.0%
20–24 years	4.9%	8.3%
25–34 years	12.9%	17.4%
35–49 years	19.6%	17.7%
50–64 years	19.7%	22.1%
65–74 years	10.0%	15.0%
75–84 years	6.1%	6.8%
85+ years	2.2%	2.1%

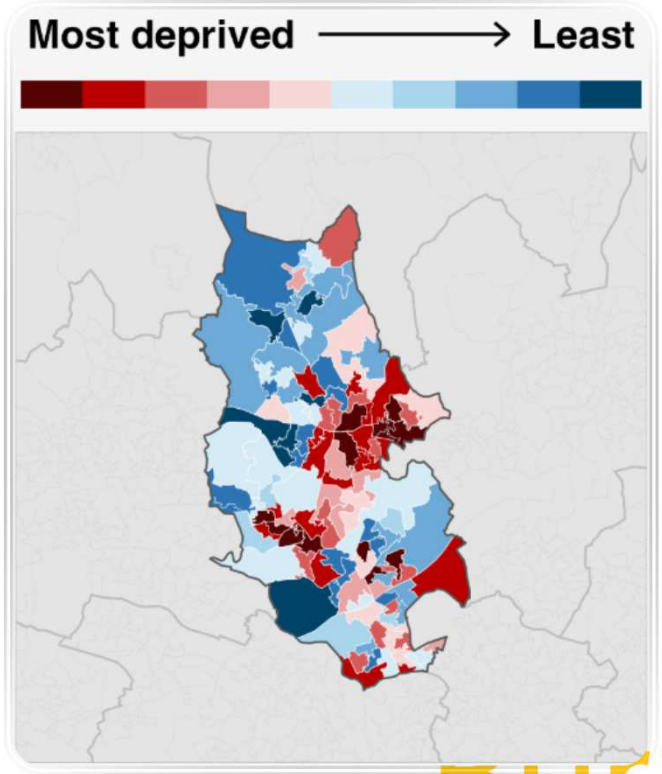


Younger people are overrepresented within our lets.

Bury Council

Indices of Multiple Deprivation

- In 2025, Bury is ranked 90 out of 296 Local Authorities (where 1 is the most deprived). In 2019, Bury was ranked 95 out of 317 Local Authorities (where 1 is the most deprived).
- The change from 2019 to 2025 appears to represent an increase in relative deprivation but it must be noted that there has been a decrease in the number of LAs.
- Out of the 10 local authorities in Greater Manchester (GM), Bury is ranked 8th most deprived overall (where 1st is the most deprived) in 2025.
- In 2019, of the 120 LSOAs in Bury, 12 were within the most deprived 10% in the country. These were mostly found near Bury town centre, and in the Radcliffe and Besses areas.
- When compared to 2019, there is an overall increase of 1 additional LSOA in 2025 that falls within the most deprived 10% in the country. Two LSOAs have moved from the most to second-most deprived decile, and three have moved from the second-most to most deprived decile.



Bury Council

Key Strategies and Polices Related to Homelessness

Corporate Priorities

The key objective is to deliver the housing strategy and achieve the milestones set out in the corporate plan, ensuring alignment with sustainable and inclusive growth priorities. The homelessness strategy will be integrated into this development to support the overarching corporate priority.

Bury Council's Housing Strategy

Bury Council and the Community Safety Partnership prioritise protecting people from harm and supporting victims of crime. Domestic abuse affects all parts of society, with severe long-term impacts. This strategy focuses on safe accommodation and associated support for those fleeing abuse, aiming to meet immediate needs, break the cycle of violence, and improve local provision

Let's do it Strategy

Sets out a clear ambition and delivery plan for the next 10 years. But it is not just a strategy for service improvement, it is a radical new proposition for community power; putting relationships first and creating a borough in which every single person plays their part.

Housing Strategy for People with Additional Needs

The Housing Strategy for people with additional needs sets out what the approach is when someone needs accommodation with additional support to help them stay local and live independently

Anti-Poverty

The strategy sets out the Council's and partnership actions which are to take place in immediate and short-medium term, to mitigate cost-of-living pressures in the Borough whilst striving towards delivering the outcomes set out in the Let’s Do It! Strategy. This allows for a co-ordinated, targeted approach, capturing progress on deliverables and provides a framework.

Bury Council

Allocation Policy

The Council is required under Section 167 of the Housing Act 1996 to have an allocation policy for determining the priorities and procedure to be followed in allocating housing accommodation. Transparency in the process is important, so that everybody is aware of what to expect.

Bury Councils Care Leaving Protocol

In 2024 a joint care leaving protocol was implemented by Children's social care and Homelessness Service.

Bury Councils 16/17 Protocol

This joint protocol has been developed to confirm our commitment to working together effectively in response to young people aged 16- and 17-year-olds who present as homeless or who are at risk of homelessness within Bury.

Family Safeguarding Model

Family Safeguarding is a whole family approach to working with children and families that supports parents to create sustained change for themselves and for their family. Family Safeguarding has been identified within the independent review of Children's Services 2022 as best practice.

Bed and Breakfast Elimination Plan

Bury Council has developed this plan with the aim to eliminate the use of Hotel's and B&B's for temporary accommodation. This plan focuses on targeted actions such as increasing prevention of homelessness, increase the temporary housing stock and create more efficient move on pathways.

GM Live Well

Greater Manchester's Live Well model delivers integrated, neighbourhood-based support to reduce health and social inequalities. It combines Live Well Centres, housing, employment, and wellbeing services through partnerships with statutory and voluntary sectors, focusing on prevention, resilience, and person-centred care.

Bury Council

Mayors GM Housing First (City Region)

The new 'Housing First' approach aims to address the main challenges for housing in Greater Manchester – poor living standards, especially in the private rented sector and low availability of truly-affordable housing – by implementing a collaborative, multi-agency approach that can address issues by developing tailored, whole-system solutions.

Ministry of Housing Homeless Prevention Strategy

The Government has taken a number of measures over the past year which includes, passage of the Renters' Rights Act, £1 billion pledged to prevent and end homelessness, and a further £86 million pledged last month to address winter pressures.

National rough sleeping strategy

Government Strategy: "Ending Rough Sleeping for Good" (2022–2025) Goals: Make rough sleeping rare, brief, and non-recurrent. Ensure no one sleeps rough, and everyone has a safe, stable place to live. Improve coordination across departments like DLUHC, DWP, Home Office, and DHSC.

Renters Reform Act

The Renters Rights Act 2025 aims to overhaul the private rented sector in the uk, providing renters with greater security, rights and protections.

Bury Council

Key Legislations

- Housing Act 1996 (Part 6 and Part 7)

  The primary Legislation governing both housing and homelessness. This sets out the Local Authorities duties.

- Homelessness Act 2002

  In addition to the Housing Act, this updated Legislation requires every Local Authority to conduct a homelessness review and publish a homelessness strategy at least every 5 years.

- Homelessness Reduction Act 2017

  Introduced major reform around the Local Authorities responsibility to help those threatened with homelessness via a prevention duty and introduced a higher level of support expectation from the Local Authority.

- Domestic Abuse Act 2021

  Amends Housing Act 1996 to give automatic priority need to victims of domestic abuse.

- Immigration and Asylum Act 1999

  Defines asylum seekers and sets out Home Office responsibility for providing accommodation and subsistence support while claims are processed.

Bury Council

Partnerships, Lived Experience and Co-Production – Full Review



The Current Partnership and Strategy



Maturity Assessment



'To Do' Feedback from Workshops



People Surveys



Lived Experience Co-production



Co-production of Future Strategy

Bury Council

Bury Homeless Partnership Working in Partnership

The Bury Homeless Partnership was established during the COVID-19 pandemic and played a key role in shaping the 2022–2025 Homeless Strategy. Its strength lies in consistent collaboration and a shared commitment to improving outcomes for those at risk of or experiencing homelessness. The partnership has provided a vital forum for reviewing progress, co-producing future initiatives, and striving for high-quality, person-centred services. Throughout the strategy review process, we have seen strong and sustained engagement from key partners and stakeholders. Their insights and lived experience have been instrumental in shaping our future priorities, ensuring the strategy reflects the needs of all services not just the local authority and drives meaningful, inclusive change across the system.



Bury Council

Strengthening of Partnership Working

The Bury Homeless Partnership is a collaborative network of local organisations, services, and stakeholders working together to prevent and reduce homelessness across the borough. It brings together housing providers, health and social care teams, voluntary sector organisations, and statutory services to deliver coordinated, person-centred support for individuals and families at risk of or experiencing homelessness.

Statutory & Local Authority Partners

- **Bury Council**
- Rough Sleepers Team
- Asylum and Migration Services
- Adult Safeguarding
- Domestic Abuse Services
- Housing Department

Probation Service

- Senior Probation Officer
- Homeless Prevention Team GMP
- Police Officers

Health & Support Services

- Achieve Services in Bury (drug and alcohol recovery)
- Public Protection Teams
- Calico Floating Support

Housing & Accommodation Providers

- Adullam Homes
- Stepping Stone Projects

Voluntary & Faith Sector

- British Red Cross
- Greater Together Manchester
- Local faith-based organisations

Partnership

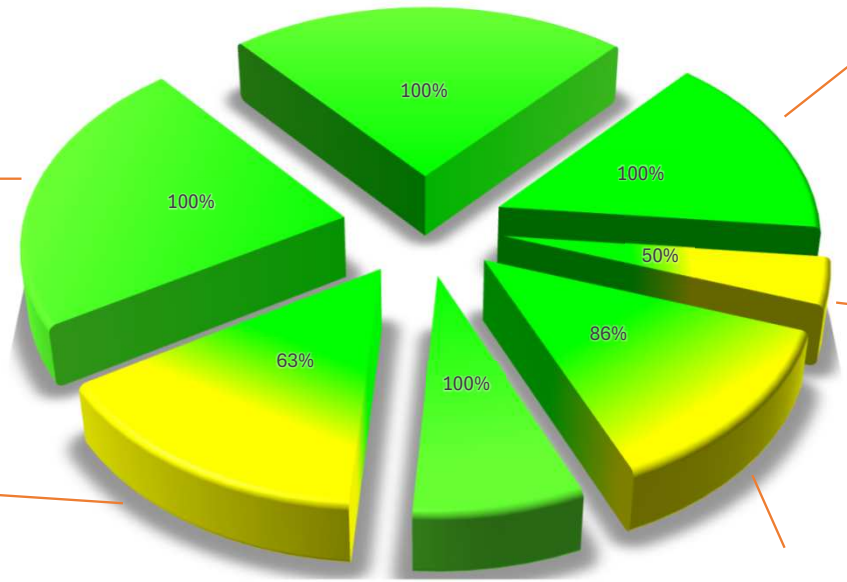
To continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles.

Property

Permanent and temporary provision that's affordable and suitable and supported when required.

Prevention

Preventing and stopping Homelessness both in a statutory and non-statutory way.



Place

Neighbourhood integration of service delivery. Public services, people, communities and businesses coming together for shared decision making and a Neighbourhood hub approach.

Person

Identifying then providing the required support with pathways.

Purpose

Giving homeless people a purpose and sense to improve their lives.

Promote

Proactive promotion and awareness of Homeless provision and services across the Borough.

Bury Council

Summary of Achieved Pledges

Prevention
Bury Council remains committed to preventing both statutory and non-statutory homelessness through early and proactive intervention. These pledges include acting quickly to help people stay in their homes, increasing awareness among young people, ensuring that no one is discharged from hospital or released from custody without a safe place to live, and providing early housing options for asylum seekers and members of the immigration community.

All actions outlined in the previous strategy were fully achieved. We strengthened hospital and prison discharge processes and enhanced support for care leavers, reducing the risk of homelessness at critical transition points through initiatives such as Delayed Transfer of Care (DTOC) and Prison Pathways. Tenancy sustainment was promoted through targeted interventions, whilst domestic abuse and outreach services were expanded in partnership with Calico and former Six Town Housing. Development of the Private Rented Sector and the Asylum and Immigration Services increased housing options, and statutory requirements were met in full, aligning with the GMCA Homelessness Prevention Strategy. Improvements in data recording and the introduction of Key Performance Indicators enabled more effective performance monitoring, supported by best practice models.

However, reflection highlights areas for further improvement. Quality assurance processes need strengthening, pathways should better reflect environmental factors, and a renewed focus on the private rented sector is essential. Exploring innovative approaches and working differently will be key to addressing future challenges and sustaining progress.

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Person

Bury Council previously pledged to identify individual needs and provide bespoke support. These commitments included ensuring that complex needs are recognised and addressed, with a particular focus on care leavers, asylum seekers, and refugees. We adopted a whole-family approach and worked to deliver joined-up services, co-producing support plans with individuals wherever possible. Peer support and lived experience were also embedded to strengthen engagement and outcomes.

A review of the current plan shows that 63% of actions have been achieved. Key successes include the development of prison pathways, ABEN meetings, improved mental health pathways, training on duty-to-refer obligations, and commissioning accommodation for under-35s (including CAS3 and RSAP schemes). However, some areas remain incomplete, particularly around communication, raising awareness of homelessness, and championing related work. These gaps highlight the need for stronger engagement and advocacy moving forward.

In reflection, a key priority is to review the support offer and clarify who we target. Data shows an increase in rough sleeping among people over 35 and prison leavers, highlighting the need for tailored interventions. Additional focus should be placed on raising awareness of homelessness and strengthening support for families, children, young people, and care leavers.

Bury Council

Property

Bury Council pledged to increase access to permanent and temporary, affordable, and sustainable housing, alongside support where needed. This included maximising move-on opportunities across both social and private sectors. Key commitments focused on influencing investment for social housing and meeting accommodation needs within the borough, delivering affordable housing through the Housing Strategy, developing the private rented sector, and providing a range of accessible housing options. Additional pledges included introducing varied models of temporary accommodation, promoting ethical lettings, and supporting tenancy sustainment.

Reviewing this key area, all actions were fully achieved. This included contributing to the Housing Strategy, developing the Empty Homes Strategy, and enhancing the Private Rented Service. Key developments involved introducing a lease-and-repair model, landlord incentives, landlord forums, and a step-down model to support sustainable housing solutions. It also included the commissioning of specialist provision for people fleeing domestic abuse, a floating support service to sustain tenancies, prison leaver, rough sleepers, complex needs, and the severe weather emergency provision (SWEP), which has continued to mature each year.

While this area achieved 100% of its planned actions, further work is needed as demand has shifted significantly since the original strategy, which this review highlights. Future priorities include; building on existing progress and aligning with regional and national approaches, consider long-term leasing options (10 years plus 1), exploring social enterprise models, and maintaining a strong focus on bringing empty homes back in to use. The upcoming Renter Reform Act must also be factored into planning. Above all, we should celebrate what has worked well and continue to grow and strengthen these successes

Bury Council

Promotion

Bury pledged to proactive promotion and awareness of Homeless provision and services across the Borough. Key pledges included continue to celebrate best practice amongst partners and service users, promote services within schools and colleges, improving polices and raising awareness.

Progress on this pledge was 63% complete. A key achievement was the establishment of the Bury Homeless Partnership; a collaborative network of over 45 organisations dedicated to supporting people experiencing homelessness in our community. Another significant milestone was the development of the Homelessness and Partnership webpage, providing a central resource for information and engagement.

Key recommendations include promoting and raising awareness of homelessness, with a particular focus on young people, while continuing to grow the partnership. There is also a need to review the webpage to ensure inclusivity for all. As we move toward a universal, upstream approach to prevention, promotion becomes critical for upskilling and increasing awareness not only among statutory and non-statutory services but also grassroots organisations. Strengthening connections between providers and the wider community will be essential to achieving this goal and embedding a live well model.

Bury Council

Purpose

Bury pledges to give homeless people a purpose and sense to improve their lives through meaningful interventions with a co-design approach, by connecting clients to a community hub and co-producing opportunities.

Under the 'Purpose' theme, 83% of actions were achieved. Key successes included commissioned providers delivering their own co-production groups within services, ensuring that customers' voices were captured and embedded into service design and delivery.

Key recommendation and lesson learned: Rather than assigning one organisation to deliver peer mentor opportunities, services within the partnership should develop this offer internally within their own organisations. This approach will embed peer support more effectively and ensure sustainability across the network.

Bury Council

Place

Bury Council pledged to integrate homelessness services within neighbourhoods, bringing public services, communities, and businesses together through co-design and shared accountability. This approach is built around neighbourhood hubs, fostering collaboration and joint decision-making to deliver more responsive and locally tailored support.

On review, 50% of actions in this area were completed. Key achievements included developing more community-based hubs, expanding food banks, drop-in service, outreach and strengthening joint working within these hubs. Progress was limited due to organisational transformation changes, which created barriers to full delivery.

When developing future strategies, a key recommendation is that we consider that programmes and priorities may change during delivery, which can impact key actions. To address this, aim for more flexible actions that allow integration and community-based approaches, ensuring adaptability throughout implementation.

Bury Council

Partnership

Bury pledged to continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles, from the overarching Borough Strategy "Let's do it!".

This pledge was fully achieved. Actions included delivering local outreach services within communities, supporting tenancy sustainment, and establishing key pathways for individuals with complex needs through frameworks such as Multi-Agency Public Protection Arrangements (MAPPA) and Multi-Agency Risk Assessment Conference (MARAC). Enterprise initiatives provided affordable accommodation and schemes like the Family Leasing Model, contributing to positive outcomes within the Housing Strategy. Collaborative efforts through the Bury Homeless Partnership and joint working strengthened wraparound support for those at risk of homelessness, rough sleeping, or already homeless.

Our key recommendation for future strategies is to build upon what has been achieved and continue to achieve more.

Bury Council

Current Strategy Review (Maturity Assessment)

- The current strategy 2022-2025 focused around the seven “P’s”; Prevention, Partnership, Place Person, Property, Purpose and Promote
- We conducted a maturity assessment with the Bury Homeless Partnership where members ranked each area on a rating scale: Getting Started, Making progress, maturing or matured. The Partnership has made significant progress in delivering the aims of the 2022–2025 strategy with all areas being ranked “making progress” or above
- Services such as CAS3, ABEN, and Calico Tenancy Support demonstrate effective integration and partnership working. Whilst multi-agency meetings and prison pathways are helping to identify risk earlier
- Bury has made progress in expanding property options through initiatives like PRS lease and repair, ABEN, RSAP, and SWEP

Bury Council

But there is more to do...

The assessment identified a need to further invest in the promotion of homelessness and housing services to a wider audience especially to counter misinformation and to support partners such as the National Health Service (NHS), Department for Work and Pensions (DWP), Adult Social Care (ASC), Children's Services (CS), schools and colleges to understand the housing market, identify risk of homelessness and be able to sign post to early advice. There is a clear request for more geographically dispersed, community-led, and accessible services outside of Bury Town Centre that can support universal prevention.

Whilst person-centred support is now more common, particularly seen in the rough sleeper services, members report that their service users still feel some frontline services are transactional.

Prevention remains too reactive, with services often stretched and struggling to meet complex needs. Upstream prevention is focused on certain groups such as care leavers and prison leavers.

More co-production is needed particularly at decision-making levels to ensure customers feel empowered and heard. While feedback mechanisms exist, there are concerns that they don’t always lead to change.

Bury Council

Bury Council's People Survey

In Summer 2025, we conducted a Lived Experience People Survey in Bury to better understand the demographics, personal journeys, and service interactions of individuals and families who have experienced homelessness. This initiative was driven by a commitment to amplify the voices of those directly affected and to inform future policy and service design with real-world insights.

Bury Council

Purpose

- Capture authentic experiences: By focusing on lived experience, the survey aimed to move beyond statistics and uncover the human stories behind homelessness.
- Identify service gaps: Understanding how individuals interacted with housing, health, and support services helped highlight areas where systems may be failing or succeeding.
- Support inclusive policymaking: Data from the survey provides a foundation for more empathetic and effective decision-making that reflects the needs of the community.

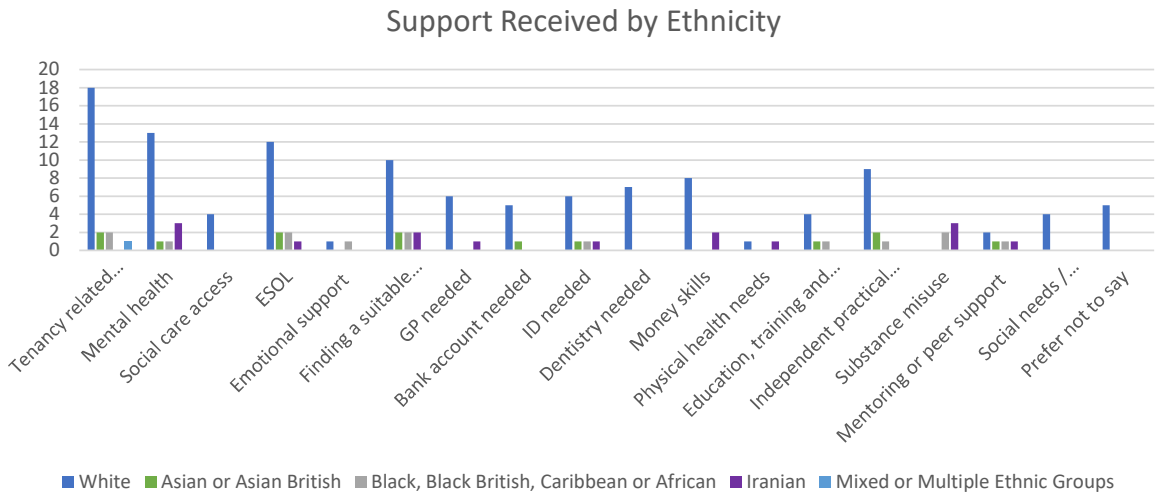
Key Areas

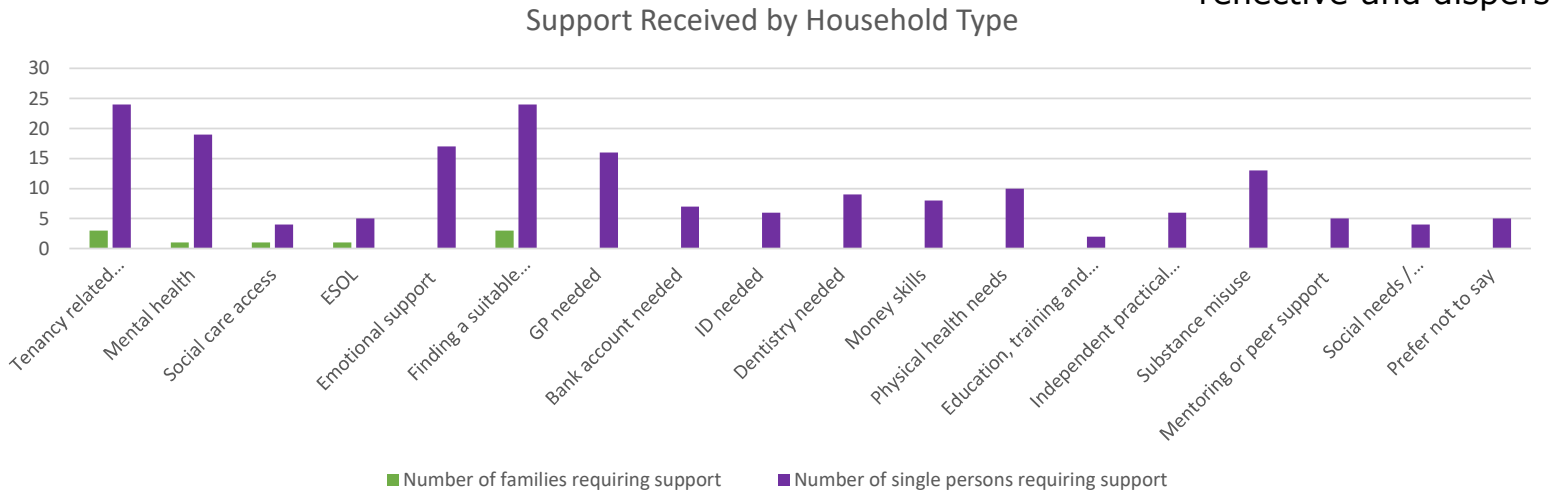
- Demographics: Age, gender, ethnicity, and other identifiers to understand who is most affected.
- Homeless Journey: Including length of time spent homeless, service involvement, and reflections on their experience.
- Service Engagement: Experiences with charities, outreach programmes, healthcare, and local authority support.
- Gaps and Future Recommendations: What services were missing or ineffective, and suggestions for how support could be improved going forward.

Importance

- Empowerment through participation: Giving people a platform to share their stories fosters dignity and inclusion.
- Reflecting on current provision: The findings offer a chance to review the existing support offer, identify missing gaps, and realign services with actual needs.
- Shaping future goals: Lived experience provides a powerful foundation for setting meaningful, person-centred goals that reflect the realities and aspirations of those who have experienced homelessness.

Bury Council





When we looked at the data for support received across different demographics, we came across two large gaps:

- Those who considered themselves 'White' accessed significantly more support services than all other ethnicities.
- Single presentations accessed significantly more support than families.

This leads us to question whether the support offer in Bury is adequate, reflective and dispersed.

Bury Council

People fed back about their experience and the support they received...

Overall, respondents identified Rough Sleeping (22%) and Waiting for a Long-Term Tenancy (22%) as the most prolonged stages of their journeys. For individuals with protected characteristics, however, the longest phases were Waiting for a Long-Term Tenancy (23%) and Supported Accommodation (23%). While it's well-established that securing a long-term tenancy is typically the most extended part of the process, it's notable that Rough Sleeping also emerged prominently. This suggests that people may perceive Rough Sleeping as particularly lengthy—not necessarily due to its duration, but because of the profound physical and emotional toll it takes.

21% said they had support needs that were not met and 100% of these individuals had disclosed these needs to a support service. This suggests that the issue lies not in identification or communication, but in the response and follow-through from support providers. Addressing this disconnect is essential for improving outcomes and trust in the system.

32% of individuals stated that they were still receiving support from services relating to homelessness and housing options, followed by 23% who stated they only received support for 1-3 months. The variation in support duration highlights the importance of tailoring service provision to individual circumstances. Ensuring that support is both flexible and responsive could help prevent early disengagement and promote more stable housing outcomes.

Those who had unmet needs broke these down as...



Unsuitable Placements

Size of properties and temporary placements

Lack of amenities



Ignorance

Reports of housing disrepair were not followed up

People asking for help felt ignored and a lack of faith



Unmet Needs

Lack of life skills and tenancy sustainment support

Promises were not followed through e.g. care act assessments

Bury Council

People were asked to describe their journey from beginning to end and the following key themes emerged...

Causes of Homelessness

- Family breakdowns (e.g., being kicked out, relationship breakdowns)
- Eviction or rent increases (e.g., landlord repossession, unaffordable rent)
- Mental health and substance misuse
- Loss of employment or income
- Bereavement (e.g., death of a parent or guardian)
- Domestic violence
- Leaving institutional care (e.g., prison, hospital, care system, Serco or Nass)

Types of Accommodation Experienced

- Rough sleeping (streets, parks, cars, tents)
- Sofa surfing (often for extended periods)
- Hotels and hostels (frequently described as unsafe or unsuitable)
- Temporary accommodation (some improvement, but often overcrowded or lacking facilities)
- Supported accommodation (e.g., Adullam, ABEN, often seen as a turning point)

Bury Council

Emotional and Physical Impact

- Mental health decline (stress, anxiety, depression, suicidal ideation)
- Physical health issues (pain, infections, sleep deprivation)
- Impact on children (fear, instability, disrupted education)
- Loss of dignity and autonomy (feeling ignored, unsupported, or unsafe)

Support Received

- Positive mentions of housing officers, support workers (e.g., Jan, Melissa, Tia)
- Mixed experiences with councils and social care (some felt abandoned or mistreated)
- Charities and outreach teams (e.g., Calico, Red Door, ABEN) often praised
- Legal action and advocacy in extreme cases

Bury Council

People were asked to describe their journey in three words...

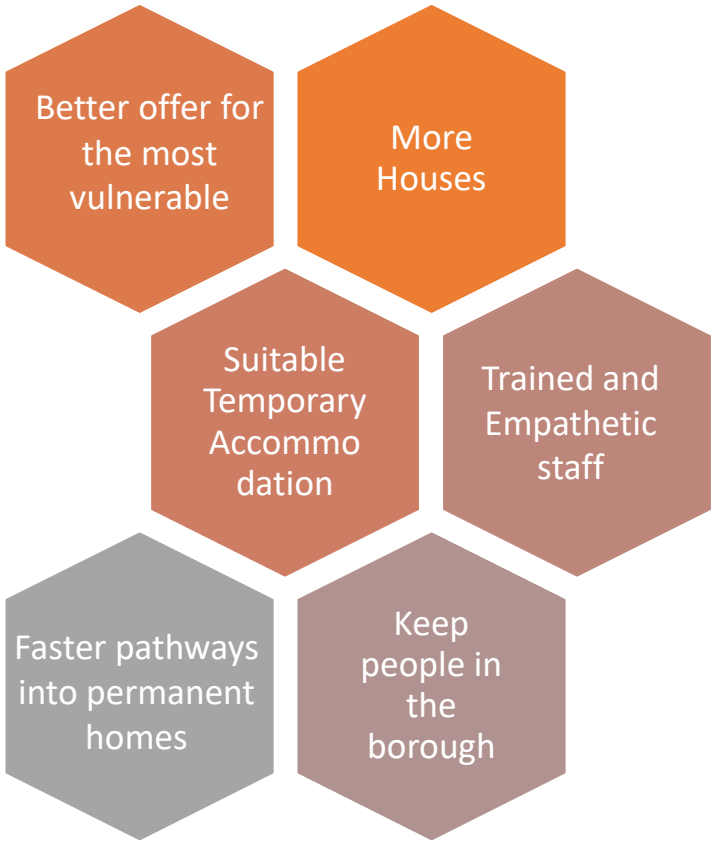
The coexistence of "stressful" with "good" and "helpful" implies that while the overall journey was difficult, there were impactful supports that made a difference. It may also reflect a sense of gratitude or resilience among respondents. This duality is important—it shows that services are making a positive impact, but also that the process remains emotionally taxing and could be improved.

These keywords highlight the importance of continuing to improve service delivery—not just in terms of access and outcomes, but also in reducing emotional strain. Building on what's perceived as "good" and "helpful" while addressing the sources of stress could lead to more compassionate and effective support systems.



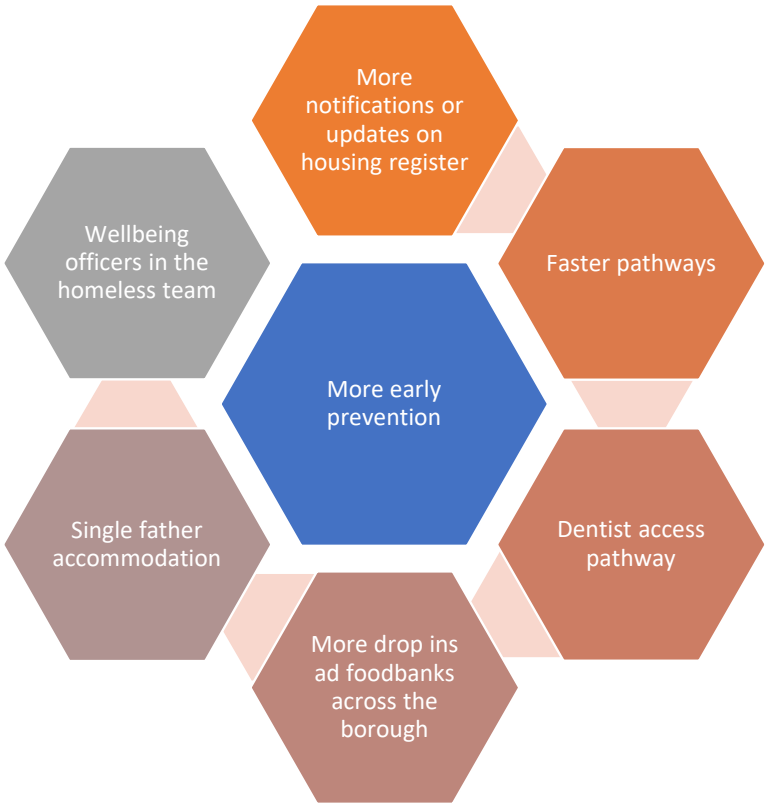
Bury Council

People were asked how homelessness and housing services in Bury could be better…



Bury Council

People were asked if there were any support services that were missing…



Bury Council

Key Findings and Areas to Consider

The survey paints a multifaceted picture of homelessness, revealing not just the structural challenges but the deeply personal toll it takes. Respondents highlighted a range of causes from relationship breakdowns and financial hardship to systemic barriers underscoring that homelessness is rarely the result of a single event.

Many individuals described navigating multiple forms of accommodation before reaching long-term housing, often cycling through temporary placements that added instability and stress. This journey was frequently described as emotionally and physically draining, with “stressful,” “good,” and “helpful” emerging as the most common descriptors capturing both the hardship and the moments of meaningful support. There was also significant mention of how temporary accommodation was often inadequate with little amenities.

However, the variation in support received across demographics was significant. It highlights the need for more inclusive services across the borough and tailored for different groups.

In summary, the findings call for a more coordinated, trauma-informed, and equitable approach to homelessness support one that not only addresses immediate housing needs but also responds to the emotional and practical realities of those affected.

Bury Council

Lived Experience Co-production

In September 2025, we built upon the foundations of an existing and successful co-production group made up of individuals with lived experience of prison pathways, homelessness, and recovery. By centring their voices, we were able to explore the realities of homelessness through a lens of personal insight and resilience. Their contributions shaped the direction of our survey and helped identify areas for improvement ensuring that the findings reflect not only data, but the lived truths behind it.

Bury Council

Key Issues Identified:

- Lack of Life Skills Support: Service users feel unprepared for independent living. Current systems are overwhelming and risk setting people up to fail. There is a strong need for more recovery accommodation where individuals can live and learn in a safe, supported environment.
- Digital Barriers to Housing Access: Many struggle to bid for properties due to limited internet access and mobile data. An app-based solution was suggested to guide users through the process.
- Rough Sleeper Verification: The current process is seen as too strict, often leaving individuals in unsafe situations just to be “seen” and verified.
- Respect and Individuality: Service users want to be treated as individuals, not as part of a one-size-fits-all approach. They value consultation and co-production and want services to listen to their lived experiences of addiction, substance misuse, and offending.

Top 3 Priorities Identified:

- More recovery houses.
- Fairer housing access e.g. first come, first served.
- Repurposing empty buildings for accommodation.

Additional Suggestions:

- Increase access to mentors and buddies with lived experience.
- Simplify processes current systems involve too many hoops to jump through.
- Recognise that while housing is a major barrier, it is not the only one.

Bury Council

Partners and Stakeholder Co-production

As the final phase of our co-production journey, we engaged directly with key partners and stakeholders to gather their ideas and insights. This collaborative effort focused on identifying practical, impactful measures to be implemented in the next iteration of the homelessness strategy. Their contributions are vital in shaping a responsive and inclusive approach that reflects the lived experiences, expertise, and priorities of those working across the sector.

Bury Council

Key Findings and Recommendations

Members of the Bury Homeless Parnership were provided with promoting questions that enabled conversation and debate about what is needed for the future of the strategy. Key cohorts were identified as important to include; young people, veterans, victims of domestic abuse, those with complex needs and refugees. Key areas of focus were identified:

Early Warning Signs & Prevention	Indicators include rent arrears, health decline, A&E visits, carer strain, antisocial behaviour, relationship breakdowns, and school attendance issues.	Services should intervene earlier by improving cross-agency communication, training frontline staff, and using data to identify risk patterns.	Reduce stigma around support services (e.g., rename food banks, promote community shops).
Education & Awareness	Increase homelessness education in schools and colleges.	Use school newsletters and drop-down days to share advice and resources.	Improve public access to translated materials and service information.
Service Integration & Collaboration	Strengthen links between housing, health, education, and social care.	Introduce single points of contact (SPOCs), shared consent forms, and regular networking.	Promote service offers in community spaces (GPs, schools, etc.).


Housing Solutions & Temporary Accommodation
Improve quality, safety, and transparency of temporary accommodation.
Prioritise family-friendly spaces with cooking facilities and privacy.
Explore use of empty homes, retirement properties, and new build agreements for social housing.
Family-Centred Support
Tailor services to individual family needs, avoiding stereotypes.
Provide wraparound support, peer mentoring, and life skills training.
Ensure transitional support when moving out of temporary housing.
Domestic Abuse & Stability
Assign a single advocate per family to reduce stress and improve continuity.
Create safe, stable housing options that empower recovery and independence.
Bury Council

Engagement & Trust Building

Ensure consistency in staffing and service delivery.

Expand outreach teams and peer mentor roles, especially those with lived experience.

Foster trust through friendly, respectful communication and multiple chances to engage.

Improve access to basic amenities (e.g., showers via leisure centres) and reduce stigma around foodbanks by renaming them as community shops.

Accessibility & Communication

Simplify language used in services (e.g., clarify terms like "relief duty").

Create explainer videos and accessible signposting platforms.

Introduce digital tools like an AI chatbot (e.g., "Bernard") to offer real-time, empathetic support.

Pathways to Stable Housing

Develop transitional pathways in supported accommodation with goal-setting and gradual independence.

Improve tenancy sustainment through longer-term follow-up and wraparound support.

Address practical barriers such as access to bank accounts, transport, and healthcare within accommodation settings.

Bury Council

Summary of Partnership and Stakeholder Engagement

Work with statutory and non-statutory partners to develop early prevention sign posting in hubs and schools
Improve the post homelessness offer to sustain tenancies and build independence
Further training for person-centred and trauma-informed training led by people with lived experience
Inclusive and accessible support for all homelessness customers
Increase supply of Housing and provide suitable temporary accommodation
Early prevention from homelessness
Raising awareness of homelessness to school, colleges and wider community

Bury Council

Current and Future Levels of Homelessness



Bury Council

CATEGORY	2022–2023	2023–2024	2024–2025
New referrals to the service	4044	4420	4711
Cases owed a Prevention duty	175	560	468
Cases owed a Relief duty	524	678	898
Families needing support	1088	934	868
Singles needing support	1917	1827	1787
Couples needing support	105	106	96
Prevention duty transferred to Relief	54	130	140

Homelessness Pressures (Front Door)

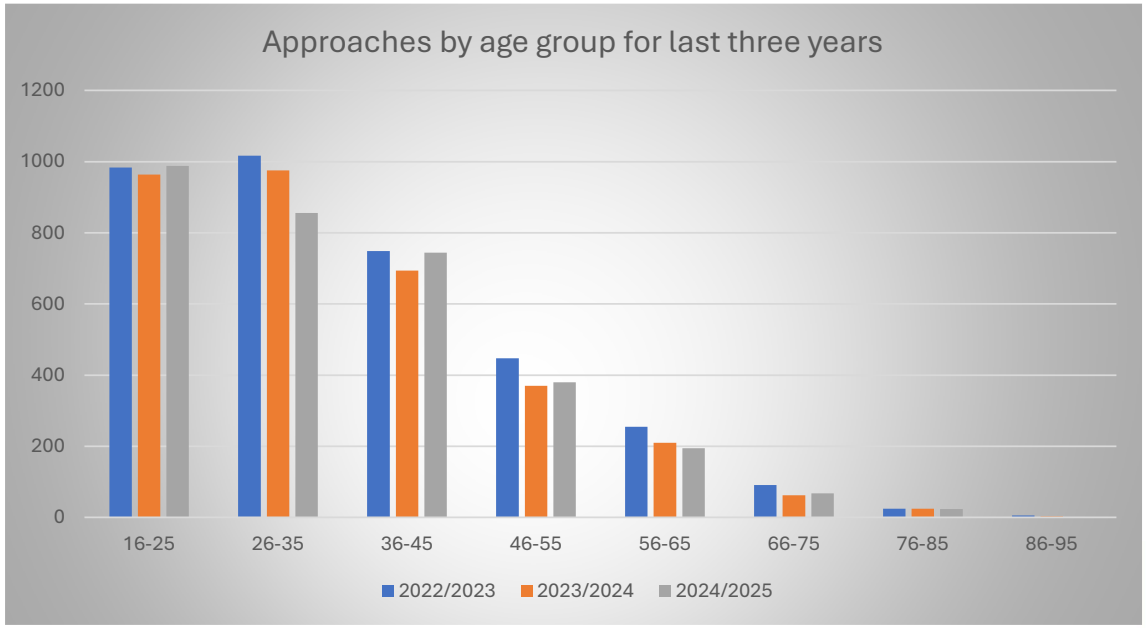
Since the COVID-19 recovery, Bury Council's Homeless Advice Service has seen a sharp rise in demand from 2022-2025 (appendix C) driven by the cost-of-living crisis and changes to private rented legislation. Despite this, staffing levels remain unchanged, increasing pressure on the team. Limited resources and a statutory 56-day prevention window under the Homelessness Reduction Act 2017 have led to more individuals and families requiring interim accommodation or experiencing rough sleeping across the borough.

In 2024–2025, data shows a slight decrease in statutory homelessness cases in Bury, yet there has been an increase in individuals contacting the Homeless Advice Service for support (see Appendix C). This may reflect non-engagement or individuals not recognising they are at crisis point, with cases being closed

Key Findings and Recommendations- This presents an opportunity to explore earlier, targeted interventions along a person or family's housing journey. This approach aligns with the Greater Manchester Combined Authority's Live Well Model and the evolving MHCLG framework, which encourages local authorities to rethink homelessness prevention. The focus is shifting toward innovative, early intervention strategies to reduce reliance on statutory homelessness services and avoid crisis-led responses.

Increase in homelessness for 35-45 and in work Poverty is increasing

	2022–2023 (%)	2023–2024 (%)	2024–2025 (%)
Left NASS accommodation	5.94	10.63	9.52
Care Leaver	8.54	8.21	7.74
LGBTQ	0.73	0.17	0.00
Veteran	0.81	4.62	2.50
Fleeing DA	5.94	8.08	11.80
In employment	12.37	12.70	15.64
Receiving UC	49.12	48.59	53.30



Bury Council

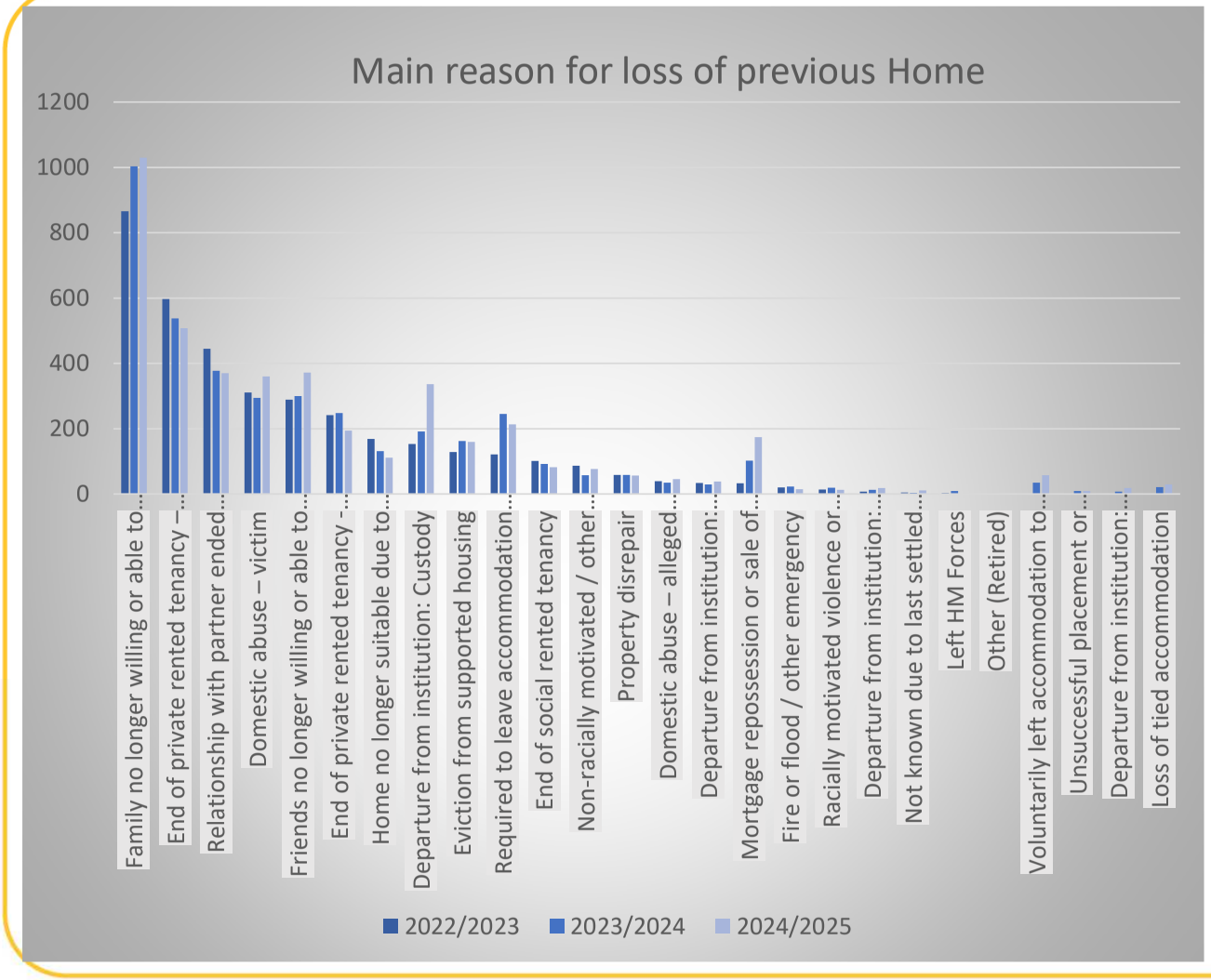
Support Needs of Homelessness Assessments

Data reporting has got better within the council but compared to commissioned services is under reported.

Key recommendations – quality data reporting for all services

Support needs	2022-2023	2023-2024	2024-2025
Mental Health	161	109	193
Substance use	27	24	27
Offending	3	40	69
Physical	263	255	282
learning	54	72	75

Bury Council



Reason for Homelessness

Top 3:

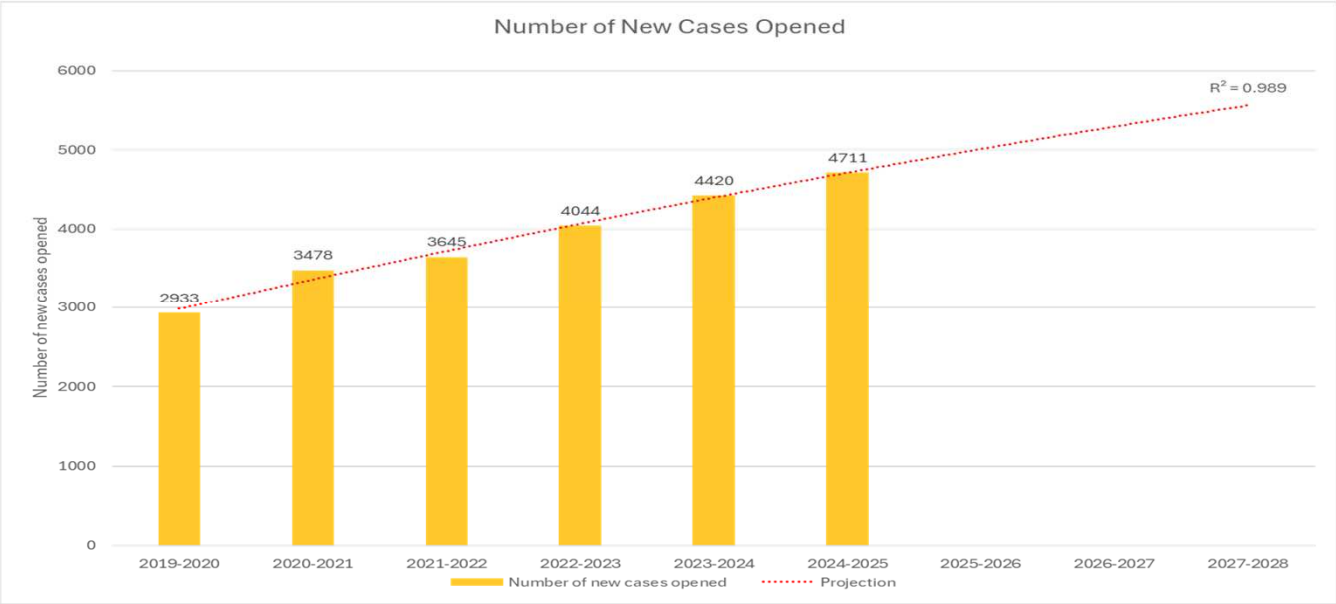
- Family no longer willing to accommodate
- End of Private Rented
- End of relationship with partner

•We expect changes as end of section 21 comes into force. More expectation with family as prevention.

Bury Council

New Homelessness Cases - 3 Year Projection

This chart shows the projected level of new homelessness cases that we could expect for the next three years if the trend continues as it is now. Not all these cases are owed a duty by the service. Approximate numbers based on projection:



2025-2026	5000
2026-2027	5300
2027-2028	5600

These projections have been created by using the statistical method that is embedded in Microsoft Excel. While this method is very accurate at finding the "best-fit" trendline from the given data it would require more data modelling to produce better case scenarios. There an many factors that can affect the number of cases being opened and it would need each of those factors being considered, to be able to say numbers could reduce if we applied certain mechanisms. For example, we have seen a rise over the last few years which could be due to wars in Europe and the middle east. If peace can be achieved that may mean we will see a lowering in cases being opened, but it is difficult to evidence this.

Poole Council

Overview

- It has been projected that if new homeless cases continue at this rate, then by 2027-2028 5600 customers will contact the service for some form of support, in comparison to 2024-2025 being 4711, an increase of 18.87% over three years
- Homeless case which have been accepted under prevention or relief have slightly decreased in 2024-2025, however customers accessing the homelessness service for support has increased
- Homelessness cases accepted under prevention or relief duties have slightly decreased in 2024–2025; however, the number of customers accessing the homelessness service for support has increased. Data shows a high number of cases being closed due to no contact or advice-only interventions, indicating that many households require some form of help at an early stage but do not continue to engage for ongoing support
- Engagement for support has continued to grow, with prevention cases increasing over the years following the mini-restructure of the homelessness team. Prevention outcomes have also shown a slight improvement since January 2025, driven by the introduction of targeted goals and the implementation of the bed and breakfast elimination plan, but still more to do
- In-work poverty is rising, as data shows that more individuals seeking homelessness support are employed, alongside an increase in mortgage repossessions contributing to homelessness presentations. However, data from other services is limited, for example applications for Discretionary Housing Payments (DHP) and Household Support Fund (HSF) do not consistently indicate whether applicants are homeless or at risk of homelessness

Bury Council

- The transition from prevention to relief has increased significantly, indicating that preventing cases from escalating is challenging. As a result, individuals are often owed a relief duty and are highly likely to be placed in temporary accommodation or experience rough sleeping
- Support needs and data quality are often inconsistent, leading to inaccuracies in recording trends. This makes it difficult to track an individual's journey through homelessness—such as services involved at presentation, support needs, and missing information—resulting in poor data that limits our ability to evidence where resources should be targeted for early prevention
- There has been a 228% rise in new prevention cases since end of 2023 (A1 in H-CLIC). Concurrent changes in underlying demographic data suggest there is a "new" cohort of households at risk of homelessness. These are, in large part, single adults (with or without children), often without additional support needs, unable to engage with PRS possibly due to financial pressures which have outgrown their income
- While other relief drivers have fallen recently, there has been a 160% increase in cases from asylum accommodation after June 2023. More relief duties are expiring after 56 days (R1), and there has been a 50% reduction in social rented accommodation (R2). H-CLIC data do not properly describe a large component of relief activities carried out (R3)
- High staff turnover and low retention have been an issue, with vacancies in key positions. This can create a vicious circle whereby understaffed teams are increasingly overwhelmed, leading to further attrition

Bury Council

- The team structure has been under-resourced as demand has increased, while resources have remained static: This makes the transition to more preventative work even more impressive, but also incredibly fragile at the same time
- Housing Options is becoming a front door for other forms of disadvantage: The team are not just responding to people's housing and economic challenges, but also supporting people experiencing multiple disadvantage, without the expertise and tools to do so. This includes poor mental health, substance misuse issues, interaction with the criminal justice system and the specific needs of non-UK nationals
- While there is multi-agency collaboration across other sources of support within the Council, it lacks coordination, which can create inefficiencies and siloes
- Bury has seen a significant acceleration in PRS rents in some areas, making it difficult for individuals to secure and sustain tenancies. Coupled with an increase in Section 21 evictions, this has created significant pressure on Housing Options teams
- Homelessness prevention typically starts and ends within the Housing Options office, where opportunities to embed good quality housing advice and prevention in the community may exist. Pre-pandemic, the service would co-locate and provide prevention support in community settings, but it has been difficult to prioritise this in recent years due to persistent demand pressures

Bury Council

Key Findings and Recommendations

- Make the most of the increase in Homelessness Prevention grant to ensure the Housing Options has the right number of staff and tools to carry out prevention work optimally: This represents a golden opportunity to further enhance successful interventions like mediation and PRS engagement, whilst aiming to design out some of the workforce capacity issues for 2026 onwards
- Refocus efforts on early prevention and community-based approaches by embedding the GM Live Well model, enabling universal and upstream prevention strategies. Consider embedding prevention frameworks and typology such as Universal, Target, Crisis, emergency and recovery prevention, used in other authorities
- Utilise the opportunities presented by changes in funding and strategy to re-engage key stakeholders in the Council's efforts to collectively prevent homelessness: Utilise engagement over the Bury Homelessness Prevention Strategy to elicit change.
- Within the service: Foster better coordination, co-location and a shared sense of mission across the rough sleeping, migration and the housing options team to ensure seamless support for individuals
- Encourage collective ownership of homelessness prevention across the council's functions beyond the existing team, up skilling agencies and the wider community in understanding prevention, giving them the tools and resources for universal prevention
- co-location or drop-ins of Housing Options staff at key community spaces. This could be targeted at neighbourhoods and community spaces in areas with a high prevalence of poverty, deprivation, homelessness and temporary accommodation use
- Consider, alongside Bury Homelessness Partnership, how targeted marketing and communications to landlords, residents and communities can help to disseminate sources of good quality housing advice: A well-thought-out campaign around homelessness could help to direct people to sources of advice and early help before they reach crisis point and, potentially, invite involvement of landlords, residents and community organisations to join in efforts to end homelessness

Bury Council

- Establish a data quality working group across all services to ensure accurate data collection and strengthen governance assurance. Expand this to wider service so Bury can evidence a true reflection of homelessness and when prevention was needed to build towards evidence base working and stronger understanding locally of the root causes of homelessness
- Conduct a review of customer journeys through homelessness to capture insights and develop a strategic plan focused on reducing and preventing homelessness in a cross-departmental way of working

Bury Council



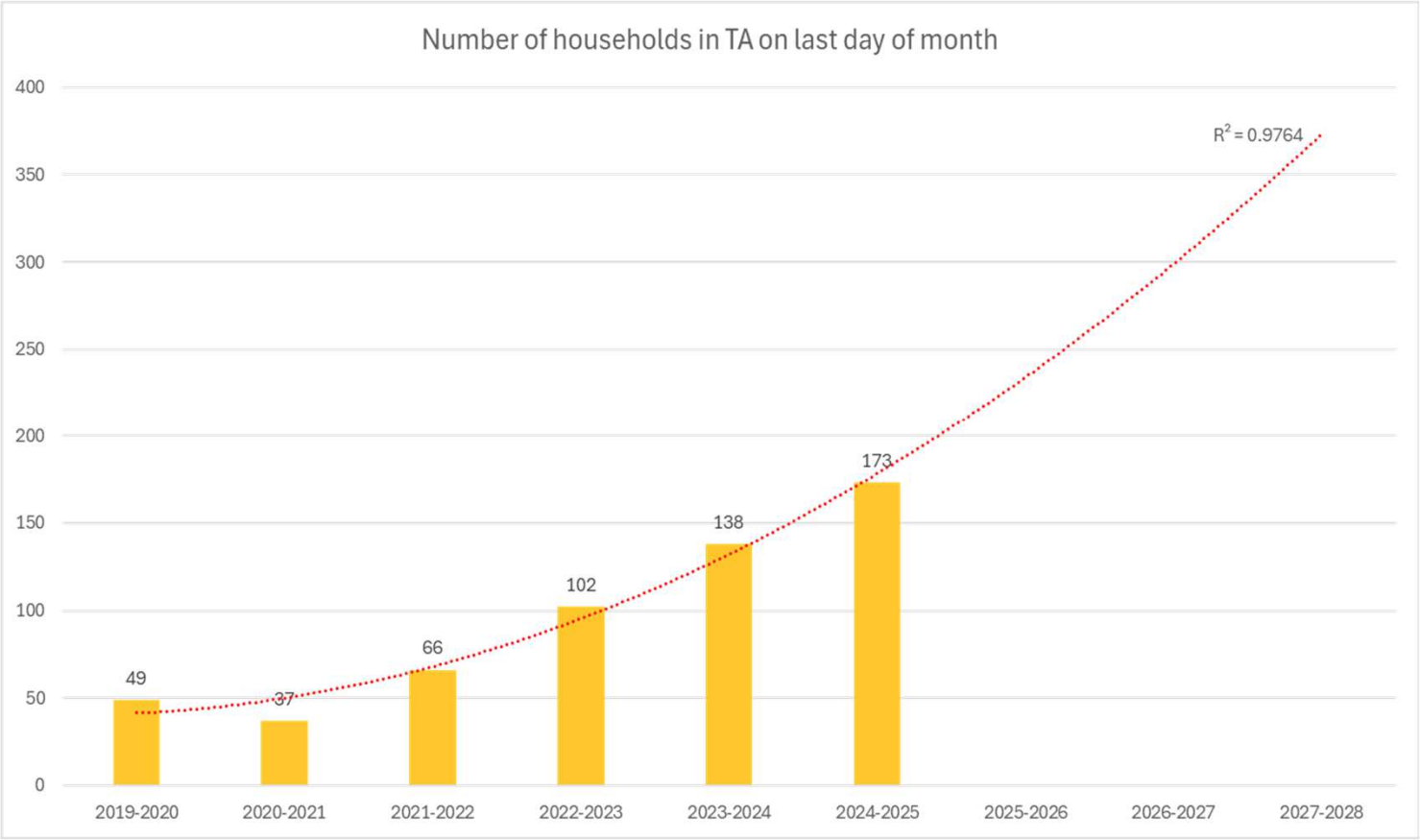
Temporary Accommodation and Housing Options

•**Temporary Accommodation (TA)** is the term used to describe accommodation secured by a local housing authority under their statutory homelessness functions. Most households in temporary accommodation have been placed under the main homelessness duty, but temporary accommodation is also provided during the relief stage to households who the local authority has reason to believe may have priority need, or on interim basis in other circumstances such as pending the outcome of a review on a homelessness decision.

•**Housing Options** leads on Bury Council Housing waiting list, Bury Councils Allocations Policy and Choice Base lettings

Bury Council

Households in Temporary Accommodation (Monthly Average) - 3 Year Projection



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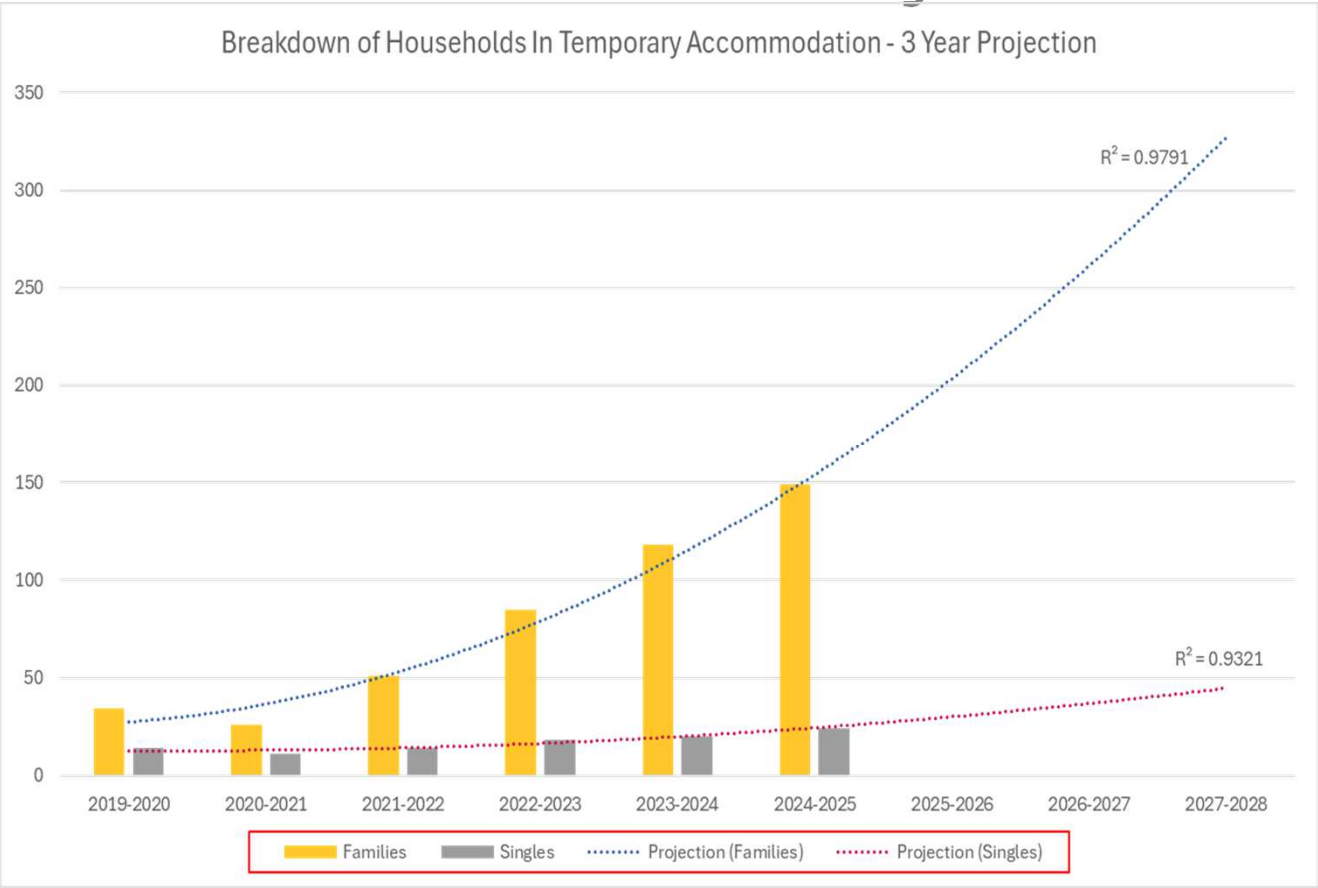
Breakdown of Households In Temporary Accommodation - 3 Year Projection



This chart demonstrates a much larger rate of increase in the number of families being supported with temporary accommodation than that of single people.

The small downturn in the trend in 2020-2021 is probably a result of the Government's "Everyone In" campaign which saw greater provision of TA and could have reduced the demand on Bury's TA service

Bury Council

Households Provided Interim Accommodation

BREAKDOWN OF HOUSEHOLDS	2022–2023	2023–2024	2024–2025
Families	132	178	230
Singles	62	74	123
Couples	3	7	4

Dispersed Accommodation Growth
Dispersed accommodation is the most used type within our borough, increasing steadily from 103 to 114 units over the reported periods.

Increase in Bed and Breakfast
Bed and Breakfast accommodation rose sharply from zero to 58 units, reflecting the increase in pressures of Homelessness cases.

Introduction of Step-Down
Step-down accommodation was introduced in 2023-2024 with 25 units, to reduce placements in Bed and Breakfast, as part of the B&B elimination plan.

Bury Council

DESTINATION	2022-2023	2023-2024	2024-2025
Social Housing	91	64	60
Not known	15	58	96
Supported accommodation	17	16	17
Return to family	7	13	8
RP Tenancy	15	7	13
Private rented	8	7	12

YEAR	AVERAGE LENGTH OF STAY (DAYS)
2022-2023	162
2023-2024	146
2024-2025	137

Overview

- Over the past three years, Bury Council has significantly increased its provision of temporary accommodation, relying heavily on bed and breakfast placements between 2022 and 2024. As part of this approach, the council introduced an additional 68 units of temporary accommodation and maintained an average of 22 bed and breakfast rooms. As of September 2025, there were 222 households in temporary accommodation, including 401 children. This comprises of 109 families in dispersed stock, 26 single individuals, 24 families in bed and breakfast accommodation, 56 families in pay-nightly accommodation, and 8 single individuals in council-commissioned services
- Data shows that in Bury, an average of 15 families are placed in temporary accommodation each month, while around 11 families leave some form of temporary accommodation. If these numbers remain the same and we take a "do nothing" approach to prevention or move-on options, projections indicate that within three years we would need an additional 109 properties on top of our current 110 dispersed stock. If the number of families requiring temporary accommodation were to increase by just one per month, the forecast rises significantly requiring over 189 additional properties, in addition to our existing stock
- Bury Council have seen a significant increase in singles who need to be provided interim accommodation in accordance with the Housing Act 1996. Customers placed will have some form of health need. However, throughout this exercise, it has been evidenced that we are unable to capture support needs due to recording of data through HCLIC. This is a regional trend as these question are not mandatory for HCLIC, but as service grow and we move to a universal prevention model, this data is key for future funding, commissioning and delivery of work
- The Homeless Families Leasing Scheme has helped to bring on new accommodation through lease and repair: This has strengthened relationships with Registered Providers, brought vacant stock back into use and reduced the need for families to go into B&Bs

Bury Council

- Data shows that the housing and support that is available in Bury is unevenly distributed across the borough: The distribution of affordable housing and TA can create a concentration of struggling households within neighbourhoods. At the same time, there are gaps and underserved areas within the community support offer
- Households previously mentioned are spending longer in temporary accommodation due to a lack of suitable move-on options. Although there was a slight decrease in waiting times during 2024/2025, current forecasts suggest that waiting times will increase again in 2025/2026
- There is limited availability of social housing in the borough, as highlighted within this report, and significant barriers to accessing private rented properties. This is largely due to the borough having the second highest private rental market in the region, which creates considerable challenges for households seeking accommodation
- As shown in the regional data, Bury has the highest number of out-of-borough placements from Greater Manchester localities, adding further pressure to an already imbalanced housing structure. This means Bury is not only competing with other GM boroughs for housing but also with government contracts for Home Office and prison accommodation
- The service are accommodating an average of 28 singles per month in expensive bed and breakfasts, who are in priority need. These singles tend to be of multi disadvantage, placed outside of the borough away from support networks
- In 2024/2025, Bury spent an additional £1.5 million on temporary accommodation. For 2025/2026, a budget of £1.5 million was set; however, forecasts indicate that spending could exceed this amount by a further £700,000 if plans are not implemented

Bury Council

Key Areas and Recommendations to Consider

- To develop a three-year temporary accommodation mobilisation plan and establish a pipeline of properties to bring into use for temporary housing, helping to manage current demand and reduce reliance on 22 bed and breakfast placements and 61 pay-nightly accommodations. Strategic plans have been implemented to achieve these unit targets, which will align with the new Housing Strategy
- To partner with registered providers and social enterprises to increase temporary accommodation. Commission both family and single-person accommodation. Collaborate with landlords to develop properties on behalf of the service. Utilise any forthcoming regional funding around temporary accommodation to further diversify the temporary accommodation offer: Including considering how this funding can be used to unlock properties in the PRS and empty homes (lease and repair, 10 plus 1)
- Develop a model that integrates different types of accommodation to reduce reliance on bed and breakfast as the primary option for temporary housing, by utilising dispersed stock. Ensure that standards align with the Decent Homes and GM Housing First (supply) and Good Landlord Charter
- Alongside the actions outlined above, there should be a commitment to getting back on track in preventing and ending homelessness in Bury. The right functions, ambitions, values, and culture are broadly in place, and with targeted changes and investment our work can progress
- The aim is to increase opportunities for households to move on from temporary accommodation by strengthening Bury's move on pathways for singles into central access point or single accommodation. For all households there will be focus on the Private Rented Offer and expanding the lease-and-repair scheme to provide more long-term accommodation options
- To strengthen move on meetings and quality assurance. Cases are to be reviewed weekly, to ensure that bids on properties are placed, move on into supported housing or PRS for singles is being explored and sourced to ensure quicker move on and overreliance on social housing
- Supported housing and housing-led dispersed options for single households experiencing multiple disadvantage who are unsuitable for other TA or ABEN

Bury Council

- Support within temporary accommodation should be reviewed to ensure all households have access to appropriate assistance and are able to connect with the community and grassroots services as a part of the enhanced Live Well model, helping to prevent repeat homelessness. Additionally, support with accessing employment is essential, as households are spending longer periods in temporary accommodation. This will enable them to maximise their income and improve their chances of securing private rented housing
- Continue to seek to recoup the cost of B&B placements via the housing benefit where practicable: This would unlock payments equivalent to the one-bedroom self-contained Local Housing Allowance rate based on the location of the property
- Introduce robust quality assurance for all the homeless service ensuring accurate data recording, regular checks of cases and audit tools
- Consider how the Homelessness Prevention uplift can support a reduction in TA demand, including bolstering the PRS offer and targeted prevention initiatives: Consider how increased resource can be targeted at reducing temporary accommodation demand and specifically B&B usage
- Review the data from the spend analysis (GMCA) to identify where the best value for money can be found within existing B&B providers: Review current spend and work with procurement colleagues and neighbouring local authorities to understand how to achieve better value for money
- To ensure that the priorities set out in the new Governments Children in Poverty strategy, children in temporary accommodation is embed in the services working practice, as well as cross departmental working

Bury Council

Year 1 26/27 Proposal	Units
Buy family properties (LAFH tranche 3)	6 external grant
Buy family properties (LAFH tranche 4) Year 1 outcome	3 external grant
Lease & repair properties (GMCA grant TBC)	6 external grant funding
Family properties with Irwell Valley	10 (160k cira) 5 years
Internal lease & repairs	6 (160k circa) 5 years
Total Year 1	31

This a confirmed three-year delivery plan aims to provide suitable and adequate temporary accommodation for residents while reducing the high costs associated with current reliance on bed and breakfast and nightly paid placements.

To achieve this, we must cap temporary accommodation usage, set clear prevention targets, and increase throughput by preventing at least one additional family per month from entering temporary housing and moving one additional family on. Based on current projections, If we "do nothing" we will require approximately 109 additional temporary accommodation units over the next three years. This approach is unsustainable for the borough, as it will further widen the gap between growing demand and limited supply

This approach focuses on creating a sustainable long-term vision for housing solutions through improved prevention and efficient resource management.

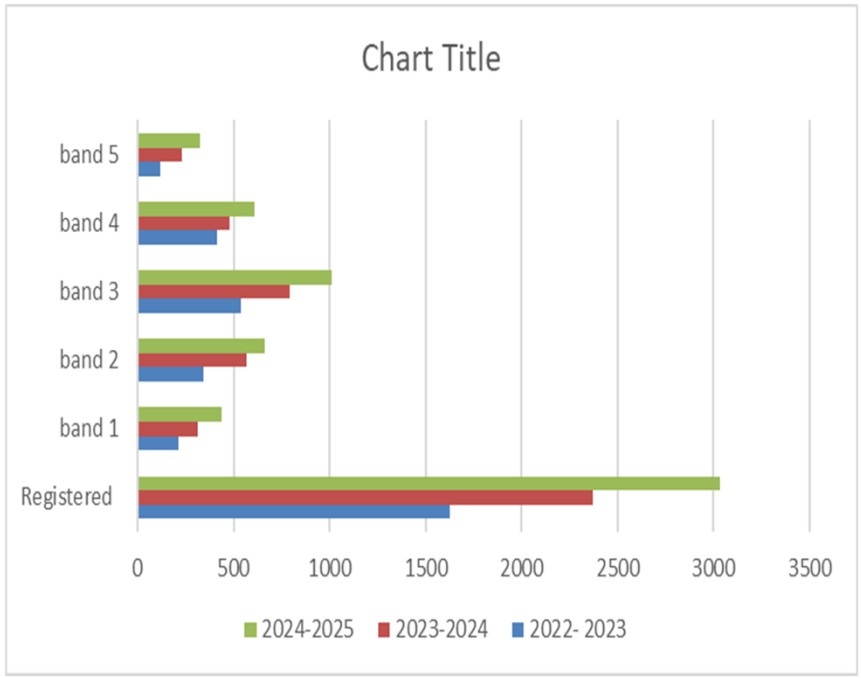
Bury Council

Year 2 27/28	Units
Family properties Silver Street (developer partnership)	12
Remaining lease & repair properties (GMCA)	9
Internal lease & repairs	7
Total Year 2	28

Year 3 28/26	Units
Acquire properties (LAFH round 4)Year 3 outcome	2
Total Year 2	2

Bury Council

Housing Options/Allocations

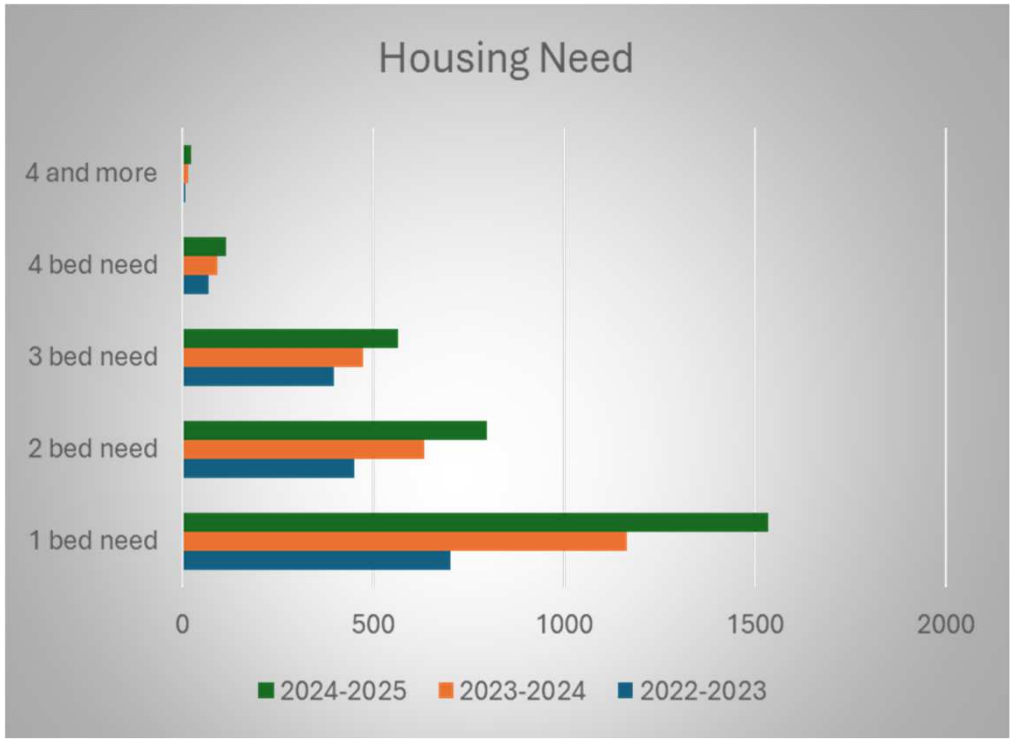


BED SIZE	AVERAGE WAITING TIME
1 bed	627
2 bed	733
3 bed	912
4 bed	980
5 bed	763

At the end of March 2025, 1890, people had been assessed of having a medical need.

Bury Council

Housing Needs and Stock



VOIDS ADVERTSIED
2024-2025

1 bed	536
2 bed	174
3 bed	25
4 bed	0

Bury Council

CORE Lets in 2024-25

Month	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Tenancy starts	31	28	22	45	30	30	27	28	29	22	14	33

Bury Council

Overview

- Housing shortages have created competing priorities across the Council: There are ethical and practical quandaries about how limited social housing stock is allocated; for example, having to choose between families in temporary accommodation, care leavers, and rough sleepers for a single property
- The Housing Options Service manages Bury Council's Housing Register and oversees the Allocation Policy. Key responsibilities include assessing housing applications, determining housing need, and registering eligible individuals and households. Available void properties are advertised via the Choice-Based Lettings (CBL) system
- There are currently 3,000 individuals and families on Bury's Housing Register a significant increase from previous years. This rise correlates with longer average waiting times for social housing. In September 2025, the service completed a data cleanse, which successfully reduced registrations to 1896
- Key data evidences that the Household breakdown and bedroom requirements outweighs current supply For instance, 1,000 families currently require three-bedroom properties, yet only 25 of these homes were available to let in 2024–2025. This reflects a sharp imbalance between supply and demand within the borough
- The shortage of suitable housing and the increasing number of applicants are placing mounting pressure on the service. As fewer properties become available, waiting times have increased, and applicants remain on the register for longer periods. An application backlog of four months has equated from the increase of homelessness, 1890 individuals assessed as having medical need and limited staffing capacity
- As part of the Housing Strategy, several properties have been delivered to support homelessness through the Affordable Housing Scheme. In 2022/23, 20 properties were completed and nominated (including 9 at The Mount, 2 at Waldmers Wood, and 9 at Holcombe Gardens). No new properties were added in 2023/24, while 2024/25 saw 10 properties at Waldmers Wood. Additionally, properties were brought back into stock for temporary use, with one property in 2022/23 and another in 2024/25

Bury Council

Key Recommendations

- This work must align with the forthcoming Housing Strategy and the Housing Strategy for those with Additional Needs, which will include a comprehensive needs assessment. Recommendations arising from that strategy will be integrated into the Homelessness Strategy, informing pledges and shaping future actions
- Review the direct let procedure to ensure fair and transparent allocation of properties across the borough.
- Assess housing application and property advertisement systems to enhance efficiency and speed through ICT-enabled digital transformation

Bury Council

Rough Sleepers and Outreach Service

Over the past three years, the rough sleeping landscape has shifted dramatically, with a confirmed year-on-year increase of just over 60% in the number of individuals sleeping rough. This sharp rise underscores the growing urgency for targeted interventions and more robust prevention strategies.

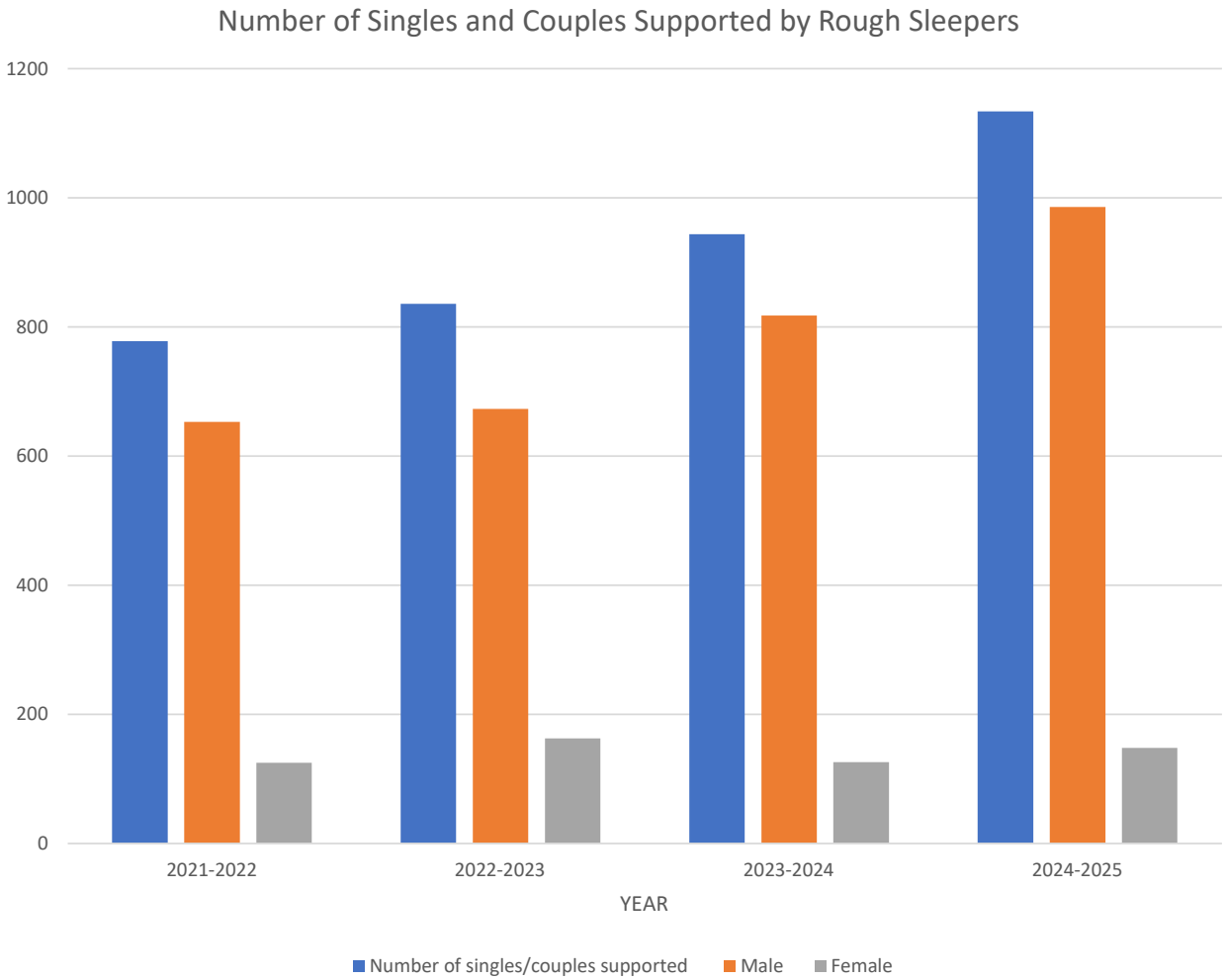
A notable trend within the data is the increase in rough sleepers with prison backgrounds, suggesting a need for stronger transitional support and housing pathways for individuals leaving custody. This aligns with wider concerns about gaps in post-release accommodation and the importance of services like CAS3. Encouragingly, the number of veterans and care leavers identified as rough sleeping remained below five in the last financial year. This reflects the positive impact of focused efforts on youth homelessness and improved pathways for those who have served in the armed forces - demonstrating that targeted, collaborative approaches can yield meaningful results.

However, the 2023–24 spike in rough sleepers leaving Serco-managed accommodation highlights the unintended consequences of the government's fast-track decision-making process. This surge points to the need for more coordinated exit planning and safeguards to prevent individuals from falling into homelessness following system-led transitions.

The team was recently strengthened from a Coordinator and two Outreach Workers in summer 2025 with the addition of an Integrated Support Navigator and an Early Intervention Worker. As the borough’s sole point of contact for individuals sleeping rough, the team plays a pivotal role in both immediate response and long-term support.

The service oversees commissioned accommodation pathways including ABEN, CAS3, RSAP, and Huntley House, while also pioneering collaborative initiatives with non-commissioned providers such as Calico and GCS to expand options and flexibility. Our street outreach is proactive and compassionate - engaging individuals where they are, building trust, and offering tailored support that reflects person-centered values.

Bury Council



Cases Supported by RSI

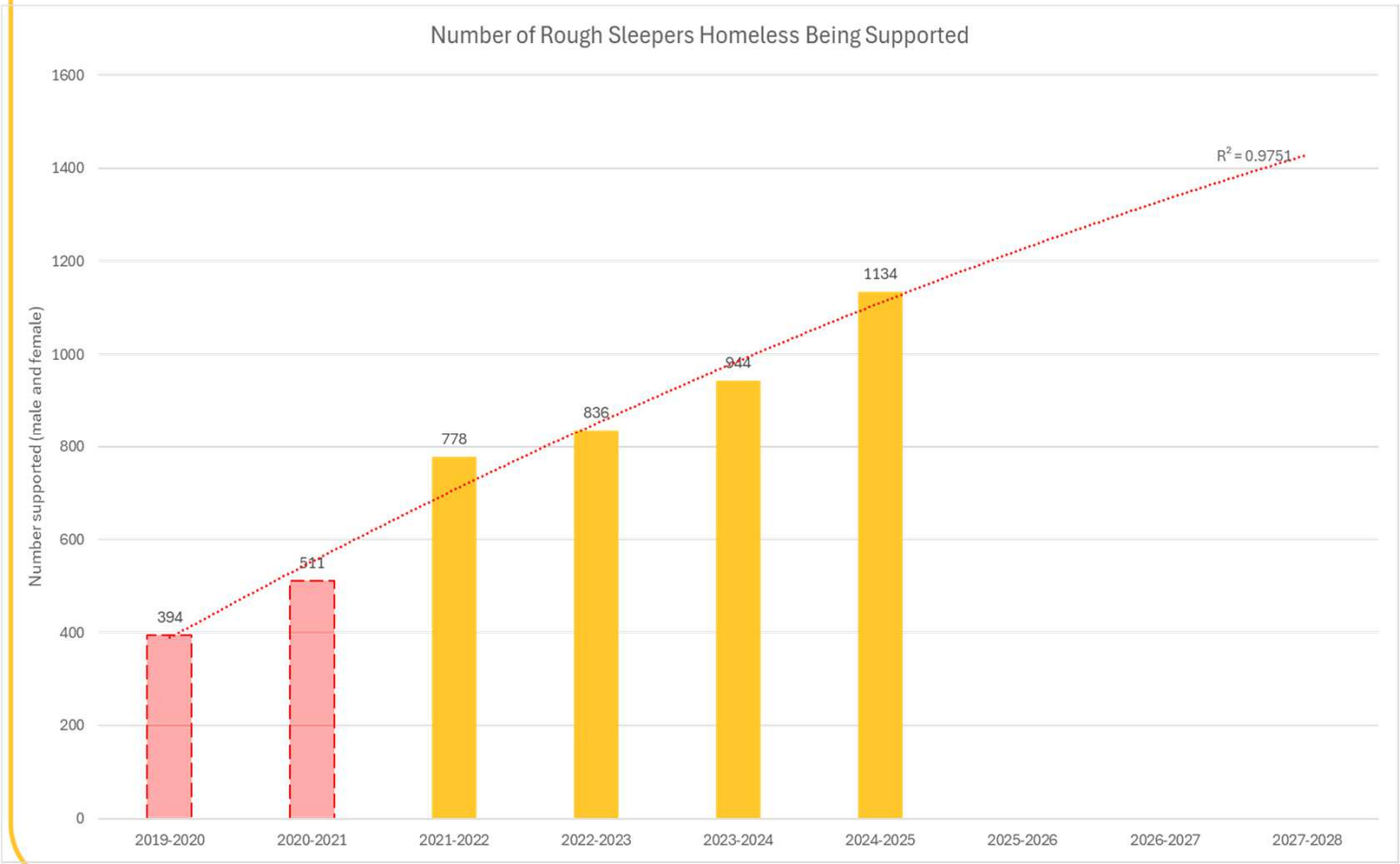
Over the past three years, the Rough Sleeper Team has demonstrated unwavering commitment to supporting individuals across the full spectrum of homelessness; those at risk, actively rough sleeping, and those transitioning through services. Their consistent presence in the community has positioned them as the sole dedicated service for this cohort within the borough, a role underscored by the significantly high volume of individuals supported.

Data trends reveal a year-on-year increase in the number of males accessing support, suggesting either a rise in male rough sleeping or improved engagement strategies. In contrast, the number of female service users has remained steady, which may reflect either a plateau in need or potential barriers to engagement that warrant further exploration.

This pattern highlights the importance of gender-responsive approaches and continued investment in outreach, prevention, and tailored support—ensuring that all individuals, regardless of background or circumstance, receive the help they need to exit homelessness sustainably.

Bury Council

Rough Sleepers Supported - 3 Year Projection



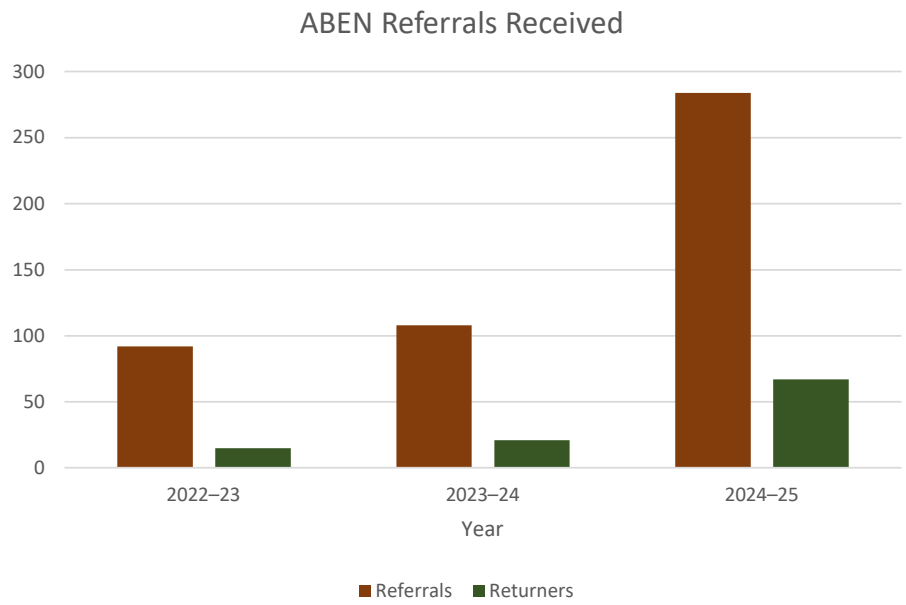
The first two data points in the chart have been generated by a regression calculation to give a broader dataset to base the projection on.

Again, this is the position we would be in if the current trend was to continue at the same rate, alternate scenarios would need to be derived from more complex modelling Approximate numbers :

2025-2026	1217
2026-2027	1335
2027-2028	1452

Bury Council

ABEN Referrals



The number of A Bed Every Night (ABEN) referrals received by the Rough Sleeper Team has steadily increased year-on-year, reflecting growing demand and improved outreach. However, the most striking trend is the sharp rise in the number of returners; individuals who have required multiple ABEN referrals over time. This suggests that while initial access to emergency accommodation is improving, many service users are either cycling back through the system, which highlights ongoing challenges in sustaining long-term housing outcomes and the need for more robust, wraparound support beyond the first point of contact. Alternatively, this trend may reflect the extended periods individuals spend rough sleeping, during which they engage with multiple organisations who subsequently re-refer them into the ABEN pathway.

Bury Council

- There is a high incidence of new rough sleepers in Bury (8.5 per month, c.f. 4.1 in comparators), which constitute 74% of the total monthly counts in 2024. 149 new rough sleepers have been recorded in monthly counts in 2024 in Bury, compared to 105 in Rochdale and 59 in Tameside. Long-term or returning rough sleeping rates are in line with comparators over the last 6 months. This suggests that relief services are effective in ending rough sleeping, prevention services are unable to reach the full volume of rough sleepers with successful intervention services
- Home Office streamlined decisions impacted rough sleeping figures significantly during 2023, however these number have slowly decreased, so we have less NON-EEA rough sleepers within the borough, but this is still an added pressure
- The rough sleeping team faces significant resource constraints, resulting in high caseloads and concerns about service sustainability. Individuals with multiple exclusions, including those with long-term or repeat rough sleeping histories, often have no available support. Emergency accommodation options like ABEN and SWEP remain limited in both location and suitability, failing to meet the needs of women, couples, and people with complex disadvantages
- The number of "target priority group" in the borough has increased with 6 being identified in 2022 compared to 22 being identified in 2025. These are people who have been sleeping rough for long periods of time, present with complex support needs and are experiencing multiple disadvantages. This group, and many other people sleeping rough, often have a history of failed tenancies or recurrent stays in temporary accommodation
- Lack of capacity in ABEN and a lower rate of turnover of bedspaces than other GM Local Authorities further exasperates pressure on the team. Bury typically houses 35-45 people in ABEN accommodation each month and sees longer length of stay than the GM average

Bury Council

- Bottlenecks mean that ABEN acts as a waiting room for supported housing: The current off-the-streets offer prioritises those experiencing the severest forms of disadvantage, meaning there is interdependence on the capacity of supported housing services, which are in short supply
- Bury has a committed outreach and in-reach function, which covers a lot of ground across the borough, responding to both urban and more rural rough sleeping to the best of its abilities. This is enhanced by the integration of the Dual Diagnosis service and strong relationships with local VCFSE partners
- The service have two rough sleeper outreach workers since Covid-19, where numbers were much lower, but no increase in external funding has been provided. As a result, staff face growing caseloads and extended outreach shifts, often lasting four hours during unsociable hours, to monitor known sleep sites and provide support to those at risk
- The number of rough sleepers accommodated through the ABEN provision has increased significantly. Without this support, rough sleeping figures would likely continue to rise, as ABEN plays a pivotal role in offering emergency accommodation. However, it is not always suitable for individuals with complex needs such as mental health issues, substance use, or offending behaviours. It is becoming more common for the service to see people experience longer periods of rough sleeping, specifically, among those whose needs cannot be met through the ABEN or other supported accommodation. This highlights the need for more targeted approaches to ensure that vulnerable individuals receive appropriate support and are not left without safe accommodation options

Bury Council

- Strong connections with local VCFSE partners, such as Red Door and other community organisations enable collaborative triage and response to rough sleeping risks. The team delivers thorough, person-centered risk assessments and tailored support plans for individuals at risk. A flexible approach to ongoing support ensures tenancy sustainment and prevents cliff edges, allowing people to access help whenever needed
- Whilst there is an open-ended approach to support, there is a lack of resettlement support for people moving on from temporary and emergency accommodation, which can affect the sustainability of tenancies following rough sleeping

Bury Council

Key Findings and Recommendations

Recommendation within the homelessness pressures of this report is key for reducing rough sleeping in the borough

- Whilst there are clear resource issues within the team, the frozen funding allocation under rough sleeping prevention and recovery grant means there is little national funding to bridge these gaps. The deployment of the Navigator funding has been challenging, and it may be sensible to utilise this to bolster the outreach team, potentially developing a role focused on in-reach and tenancy sustainment for those leaving ABEN
- Review current model which brings focus back to preventing those at risk of rough sleeping. Develop an early prevention worker role to provide proactive, community-based support for individuals at risk of homelessness or rough sleeping, including sofa surfers. This role should focus on targeted interventions to prevent crisis and promote housing stability, as well mobilising accommodation for those at risk
- Review the central access point service with partner agencies and move towards a panel meeting, ensuring that accommodation is allocated based on needs
- Foster better coordination between the Rough Sleeper Team, Migration Team and the Housing Options Team to ensure seamless support for individuals. This could be achieved by practical changes: Regular huddles, joint team meetings and development of a shared vision for homelessness prevention under the new homelessness prevention strategy for the borough
- Refresh a regular multi-agency panel looking at the target priority group and people most at risk of repeat rough sleeping, pull together a diverse group, including statutory and voluntary sector actors to identify the actions needed to resolve people's rough sleeping and ensure onward tenancy sustainment

Bury Council

- Use the proposed expansion of ABEN to diversify the emergency accommodation offer: Use the planned increase to address imbalances in the location of accommodation and specificity of the offer (e.g. more provision for women, couples, people experiencing long term rough sleeping)
- Use the re-launch of the Bury Homelessness and Migration Partnership to develop a more varied and diverse VCFSE offer, use the existing infrastructure to involve a wider range of organisations in rough sleeping prevention and crisis relief. Work closely with faith and community groups to understand their activities and utilise them for prevention efforts
- Consider how resettlement support can be embedded within existing outreach/in-reach and housing related support pathways: Understand how the developing step-down pathway at Huntley House and the existing floating support service can support people through the move on process from ABEN and temporary accommodation, to prevent a return to rough sleeping
- Utilise evidence from the Dual Diagnosis service and local relationships with Public Health colleagues to make the case for better integration of health services into rough sleeping support: Enhancing joint working and decision-making to embed inclusion health practises throughout accommodation provisions
- Involve people with lived experience of rough seeping in the development of the service: Use data from the forthcoming feedback questionnaire from people leaving ABEN to inform the continuous improvement of the rough sleeping offer and use the development of the homelessness prevention strategy and ongoing engagement with Bury Homelessness Partnership in the continuous improvement of the service
- Mobilise additional supported accommodation within the borough on an enhanced model, with no additional cost for the service. This will be agreed a new established supported accommodation panel, as part of the new supported accommodation act

Bury Council

- Mobilise additional supported accommodation within the borough using an enhanced service model, acknowledging the associated increased costs. This will be overseen and agreed upon by a newly established Supported Accommodation Panel, in line with the requirements of the new Supported Accommodation Act
- Strengthen access to private rented sector and HMO accommodation to deliver improved outcomes for single homelessness and rough sleepers. This should support move-on from both commissioned and non-commissioned temporary accommodation, creating sustainable housing pathways
- Strengthen single homelessness pathways such as the prison pathways, to ensure that all prison leavers are considered not just non-statutory singles. This will create a more inclusive and consistent approach to housing support for individuals leaving custody
- Develop and embed the social worker role funded by the RSPARG grant and changing future programme to deliver bespoke support for rough sleepers and those at risk. This role should focus on creating pathways into accommodation, health services, and tenancy sustainment, ensuring holistic and person-centred interventions for the priority group
- Consider active involvement in the new commissioning of young persons' accommodation to ensure local needs are represented and integrated into service planning
- Integrate GMCA-led initiatives such as Youth Pathfinders and Housing First into local delivery plans, ensuring a coordinated approach that provides tailored support for young people and those with complex needs

Bury Council

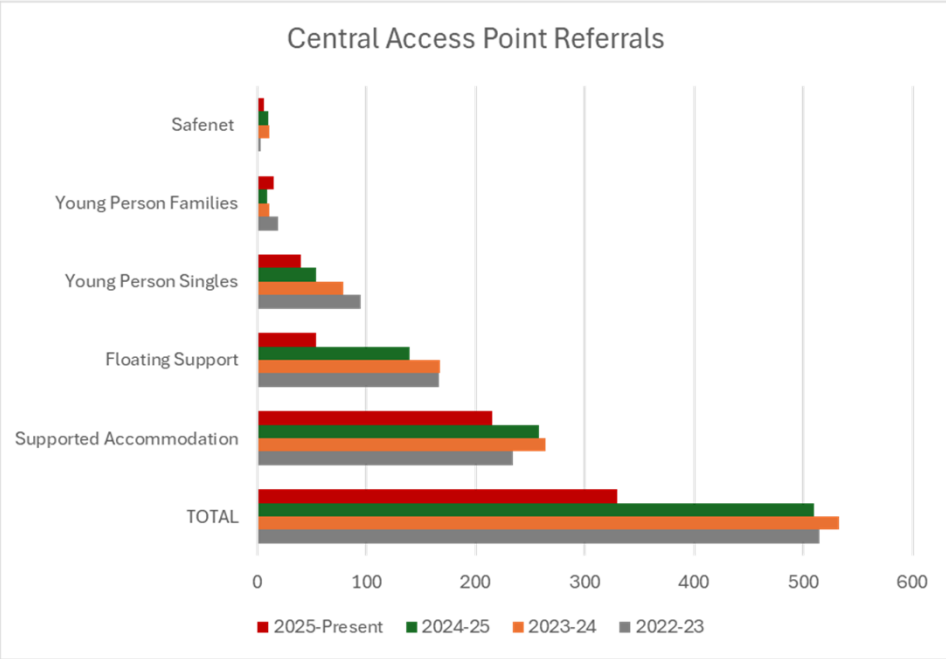
Non-statutory Accommodation and Services Provision

- As part of Bury Council's Homelessness Strategy 2022–2025, key pledges were set out within its vision, including the commissioning of accommodation and support services to meet statutory requirements and prevent homelessness using local and regional grant funding. In addition to delivering these commitments, the Council successfully mobilised services beyond statutory and commissioned provision
- These achievements were made possible through strong cross-departmental collaboration and partnership working with internal teams and external agencies. Without these efforts, homelessness and rough sleeping levels in the borough would have been significantly higher
- This overview demonstrates the critical role these services have played and evidences the need to continue and strengthen this work moving forward. This is the Key Findings and Recommendations for this area

Bury Council

Central Access Point

- While there was a slight reduction in CAP referrals from 2023–24 to 2024–25, current year trends suggest numbers will surpass both previous years. This rise may reflect increased awareness of available services, leading to more referrals, as well as a growing number of individuals in need of homelessness support. Notably, the highest demand is concentrated in referrals into supported accommodation and tenancy sustainment, underscoring the urgent need for a more inclusive accommodation offer that can meet diverse needs. To reduce repeat homelessness and promote long-term stability, robust support must be in place to equip individuals with the skills and confidence required for independent living.



Bury Council

Commissioned Services and Accommodation

Under the strategic pillars of Prevention, Partnership, Place, Property, Purpose, and Promote, Bury Council committed to mobilising services and accommodation to prevent homelessness and reduce rough sleeping.

This table provides a summary of the outcomes achieved by all services commissioned under Bury Council's Homeless Strategy for 2022–2025, in alignment with the objectives set out in the strategy's priorities.

The external funding received by government was specifically targeted at supporting single individuals aged 35 and over experiencing homelessness. This focus reflected the highest area of need in Bury at the time, particularly in response to the COVID-19 pandemic and the national "Everyone In" initiative led by central government.

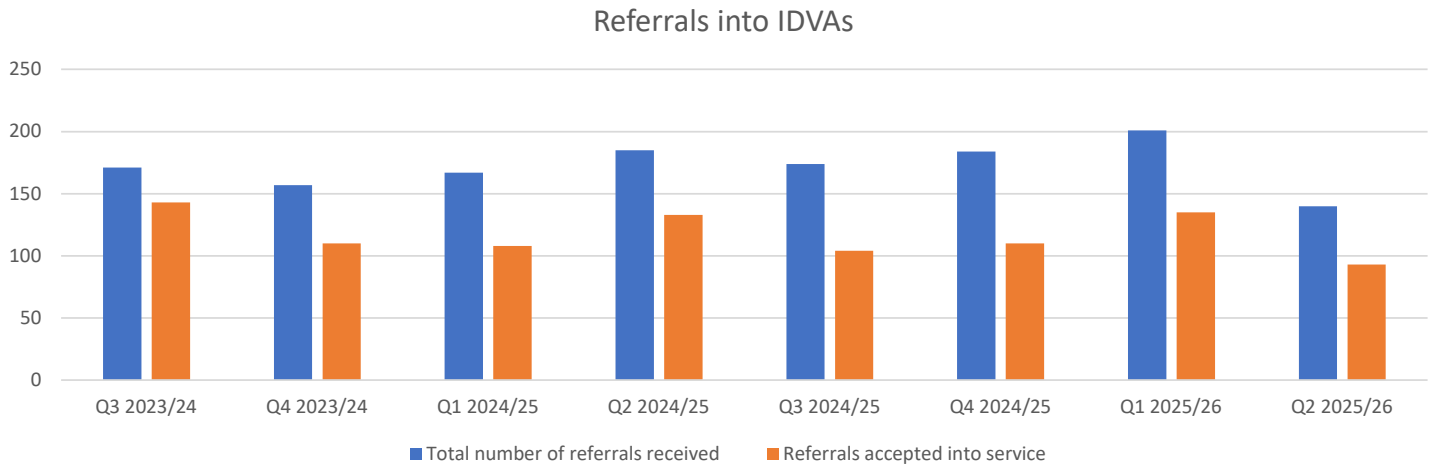
The data clearly demonstrates the value of commissioning these types of services, highlighting the positive outcomes achieved. When compared to the current number of singles presenting as either homeless or rough sleepers, the evidence strongly supports the continued commissioning of such services to meet ongoing need. The need for ongoing resettlement support in particular supporting RSAP and Calico floating support services.

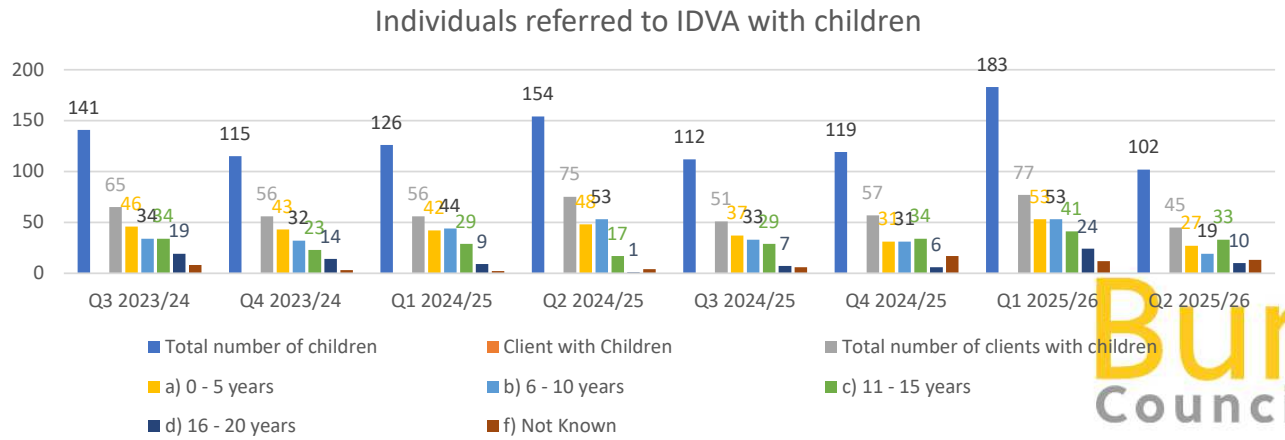
Service	2024-25	Outcomes
Calico Floating Support	46 families, 734 singles 105 couples	67% tenancy sustained
Calico Accommodation	42 accommodated – 29 units	14 long term move ons within theis period
ABEN	227 accommodated 22- 25	228 postive move ons 22-25
CAS 3	12 units of accommodation / 50 people	30 people successfully moved on to supported PRS or family and friends
Bury Bridges	57 units of accommodation	89 successful move ons
RSAP	10 units of accommodation / 16 people	4 people successfully moved on to PRS or family and friends

Bury Council

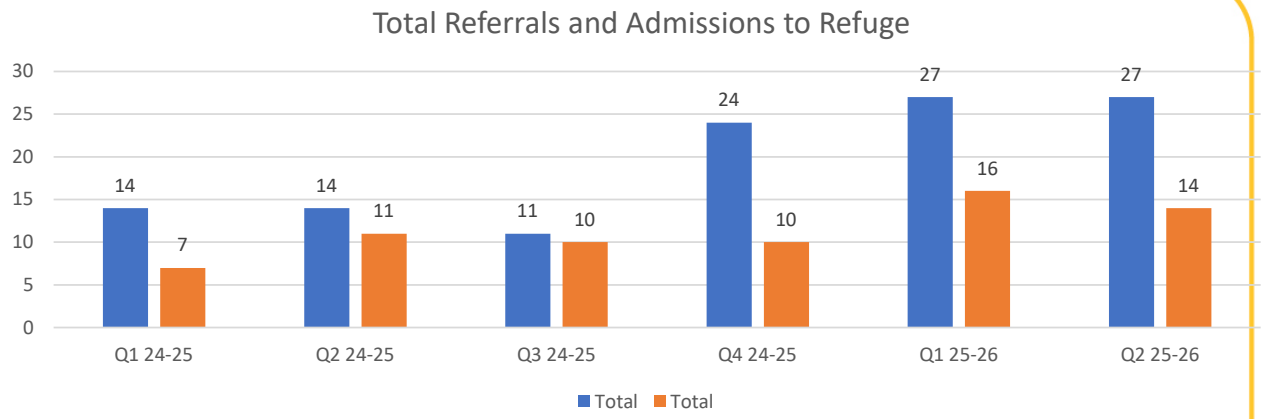
Domestic Abuse Services

SafeNet delivers Bury Council's Domestic Abuse/Independent Domestic Violence Advisor Service (IDVA). Data indicates a steady increase in both referrals received and referrals accepted, with forecasts for 2025/2026 expected to surpass the previous year. This trend highlights significant challenges and growing demand for domestic abuse support within the borough. Further detailed data can be found in the Domestic Abuse Strategy.



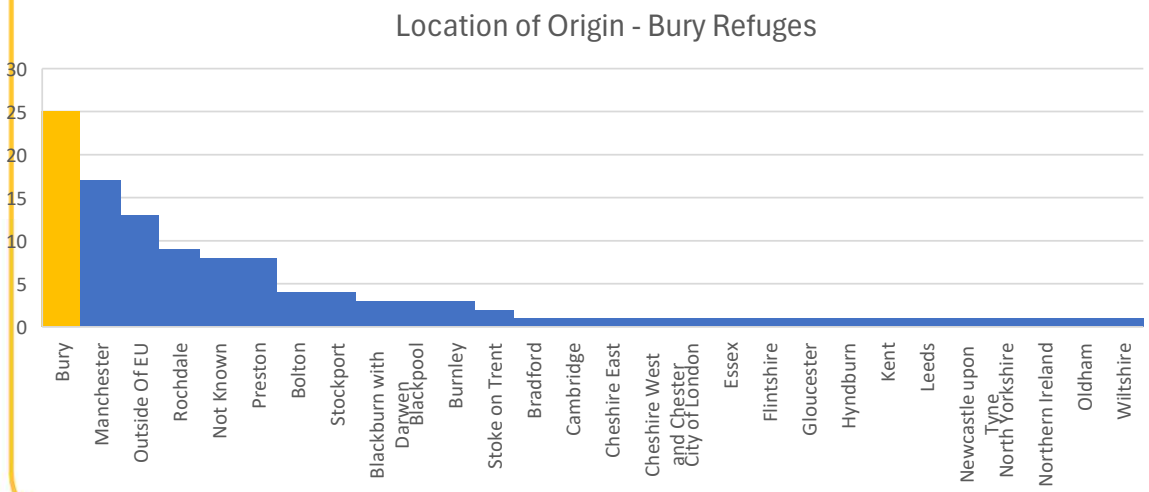


Under the Domestic Abuse Act 2021, local authorities in England have a statutory duty to ensure victims of domestic abuse and their children can access support within safe accommodation. Bury was allocated the new burdens funding to provide safe accommodation for residents who were residing in the borough who were fleeing Domestic abuse.

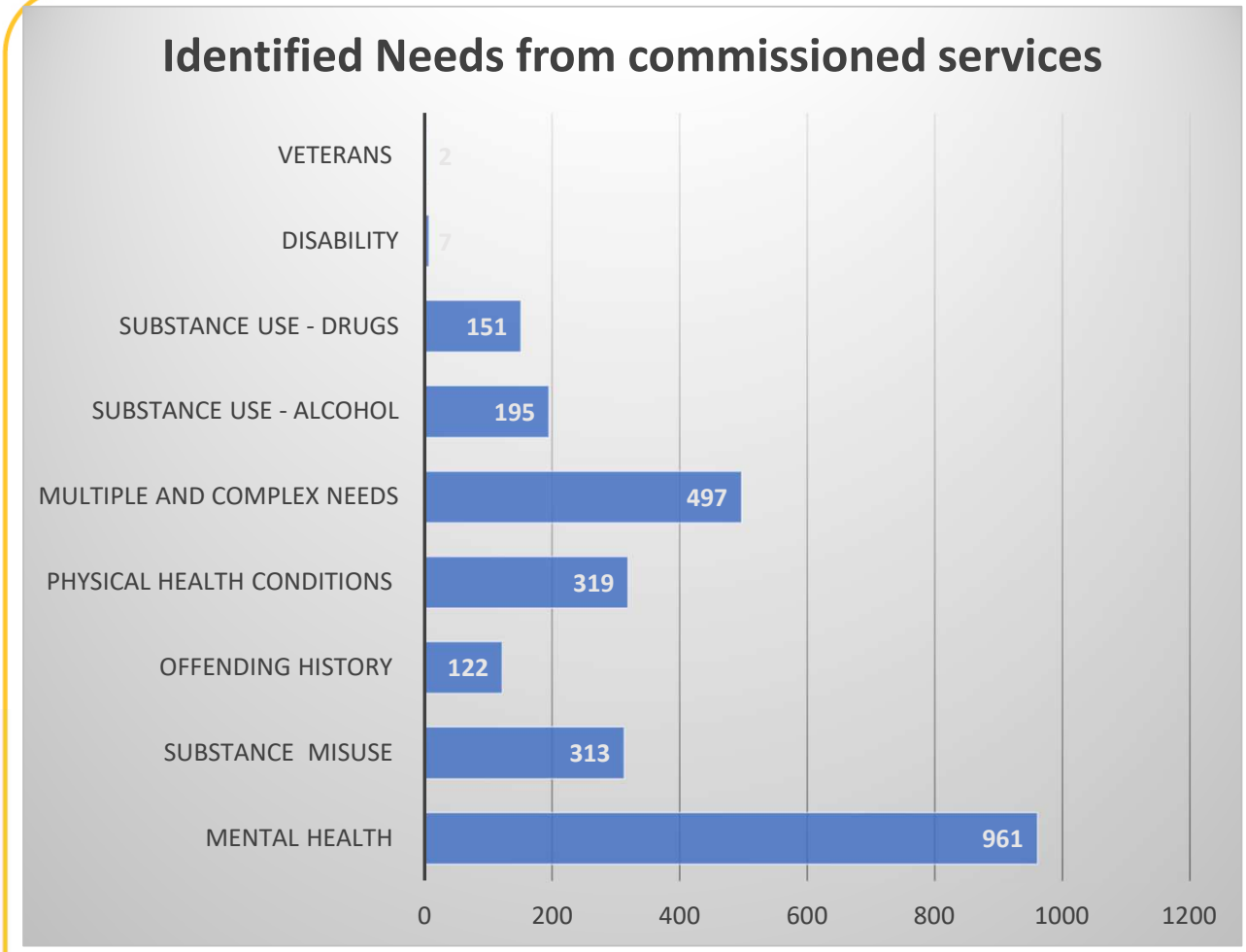


SafeNet delivers this service, and data shows a significant increase in referrals to the refuge, with a smaller proportion being admitted. This highlights a growing need for additional safe accommodation.

The second table illustrates the high number of Bury residents placed in the refuge as part of the agreed pathway but also raises questions regarding placements from other boroughs.



Bury Council



Services Commissioned by Bury Council 2022-2025

- Calico Floating Support
- Bury Bridges Accommodation
- ABEN
- RSAP
- Domestic Abuse Services
- Calico Accommodation
- Young Person Accommodation

Bury Council

- **A Bed Every Night (ABEN)** is a Greater Manchester initiative providing emergency accommodation and support for people experiencing rough sleeping or at risk of homelessness. It aims to offer safe, short-term housing alongside wraparound services to help individuals move towards stability
- **Community Accommodation Support Service 3 (CAS3)** is a Ministry of Justice-funded service providing up to 84 days of temporary accommodation and support for prison leavers at risk of homelessness. It aims to prevent rough sleeping, reduce reoffending, and create pathways to settled housing
- **Accommodation for Ex Offenders (AFEO)** is a government-funded scheme that provides housing support for prison leavers at risk of homelessness. It aims to reduce reoffending by offering stable accommodation and tailored support, helping individuals reintegrate into the community and access longer-term housing solutions
- **Housing First** is an evidence-based approach that prioritises providing permanent, stable housing to people experiencing homelessness, particularly those with complex needs. It offers wraparound support without preconditions, enabling individuals to sustain tenancies and improve health, wellbeing, and social inclusion
- **Rough Sleepers Accommodation Service/Next Step (RSAP/NSAP)** are government initiatives providing long-term housing and support for people who have experienced rough sleeping. They aim to deliver move-on accommodation with wraparound services, helping individuals transition from emergency provision into stable, independent living
- **Domestic Abuse/Safe Accommodation** services provide secure housing and specialist support for victims and their children. Funded under the Domestic Abuse Act, these services aim to ensure safety, recovery, and long-term stability through refuges, sanctuary schemes, and wraparound support
- **Calico Floating Support Service** in Bury helps individuals and families at risk of homelessness maintain or secure housing. It offers short-term accommodation and tailored support for tenancy sustainment, budgeting, and wellbeing, enabling successful move-on

Bury Council

- **Bury Bridges by Adullam Homes** offers supported accommodation for single homeless adults with complex needs. It provides short-term housing and tailored support to build independence and wellbeing, with referrals via Bury Council's Central Access Point
- **Castlecroft House, managed by Great Places,** provides supported accommodation for young people aged 16–25 experiencing homelessness. The scheme offers up to nine months of housing and tailored support to develop independent living skills and improve wellbeing, helping residents transition to long-term stability
- **Calico** provides short-term dispersed accommodation in Bury for individuals threatened with or experiencing homelessness. Alongside housing, the service offers tailored support for up to six months to help people develop independent living skills and successfully sustain future tenancies
- **The Homeless Families Leasing Scheme** is a GMCA-funded initiative designed to reduce reliance on costly and unsuitable temporary accommodation (like bed & breakfast) for homeless families. It provides grant funding to local authorities to lease properties for use as temporary accommodation
- **SafeNet delivers the IDVA service** in Bury on behalf of the Community Safety Partnership. They support victims and survivors of domestic abuse assessed as high or medium risk

Bury Council

Key Findings and Recommendations

- Extend key programmes and secure multi-year funding to extend ABEN, RSAP, AFEO programmes and continue partnership with Great Places on Housing First delivery
- Maximise accommodation opportunities. Explore options to increase single and family accommodation using models similar to NSAP acquisitions within the borough
- Create a three-year plan to expand supported accommodation with enhanced models for individuals with complex needs
- Align initiatives with the borough's housing strategy, ensuring provision for people with additional and complex needs
- Review access and partnership structures, assess Central Access Point functions and establish a needs-based partnership panel for improved coordination
- Focus on young people and homelessness. Participate in the neighbourhood and young person tender, prioritising homelessness prevention and youth-focused housing solutions
- Support safe accommodation delivery and oversee contractual delivery of refugee safe accommodation and internalise Safe Accommodation Worker role for better integration

Bury Council

Asylum and Immigration

The Asylum & Immigration Service is a dedicated team, committed to supporting individuals and families from diverse backgrounds as they navigate the challenges of resettlement and integration into our local community.

The team aim to provide compassionate, practical and tailored support to those seeking refuge and a fresh start in the UK. They work collaboratively with partners, communities and individuals to promote inclusion, independence and long-term stability.

Support for newly granted refugees: We assist individuals who have recently received a positive asylum decision, helping them transition from asylum accommodation, into independent living. This includes guidance on housing, benefits, healthcare and community integration.

Homes for Ukraine Scheme: We provide ongoing support to both Ukrainian guests and their UK hosts. The team helps ensure that placements are safe and sustainable whilst also offering advice on housing, employment and local services.

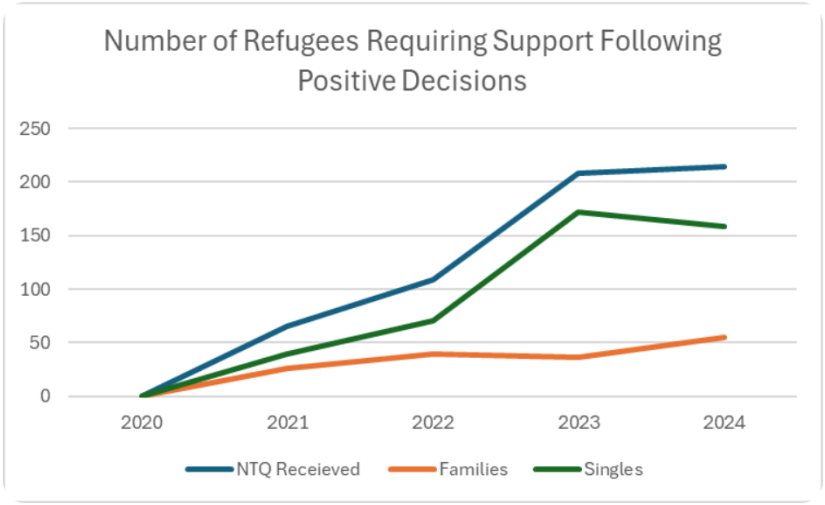
Afghan Relocation Programme: We support Afghan nationals who have arrived through the ARAP scheme, helping them settle into their new communities with access to housing, education, employment and health services.

Refugee Welcome Programme: Through this initiative, we help refugees and asylum seekers build skills and access employment opportunities. We work closely with local partners to offer training, language support and pathways into work and education.

British Chagossians: The team currently provides tailored support to a small number of Chagossian families with British citizenship, assisting with immigration matters as well as offering a resettlement package.

Bury Council

Serco Discontinuation Notices



Data indicates that, over the past 12 months, an average of 3 families leaving NASS accommodation have required temporary housing (out of an average of 15). This suggests that while asylum-related pressures contribute to demand, they are not the primary driver.

Home office streamlined decisions impacted rough sleeping figures significantly during 2023, however these number have slowly decreased, so there are less NON-EEA rough sleepers within the borough, but still an added pressure.

Bury Councils Asylum and Immigration Service lead on delivering polices and initiatives implemented by the Home Office, including Homes for Ukraine, Afghan Relocation Programme and dispersed accommodation.

One aspect of the service is to work alongside GM partners in relation to asylum seekers within the borough and Serco's contract, ensuring that asylum seekers are provided the support by Serco and are safely integrated within the borough. Once an asylum seeker receives their leave to remain, they are then eligible for support from our service. This team provide integration and resettlement support to individuals and families who have received a Notice Quit to leave (NTQ) there accommodation.

The graph provides an overview of number of NTQ to our service. In 2023–2024, there was a notable increase in demand due to the government's introduction of fast-track asylum decisions. This trend is expected to continue, driven by political pressures and the government's pledge to close all contingency hotels. These changes are placing additional strain on services, and we anticipate further challenges as more people exit asylum accommodation without suitable housing options in place.

Bury Council

Overview

- Migration and the asylum system has had a significant impact on homelessness teams nationally over the last few years because of dysfunction in the way the Home Office and its contractors have operated. Accelerated asylum processing has driven a significant amount of people into homelessness and rough sleeping, with a thirteenfold increase in refugee street homelessness seen across Greater Manchester at the peak in early 2024
- Bury is no exception to this trend. In Q2 of 2024, 15.6% of those owed a homelessness relief duty had done so following eviction from Home Office accommodation. Over the same period, no one in the same situation was owed a prevention duty, suggesting that the only option for this cohort is late intervention at present
- Bury has also experienced the impact of the Homes for Ukraine scheme, with 282 arrivals to the borough since 2022. The Homes for Ukraine process and Share system are integrated within the homelessness framework, creating additional pressures on local housing services
- Bury pledged 10 properties for Afghan citizens who worked for or with the UK Government in Afghanistan in exposed or meaningful roles
- All Local Authorities have faced underinvestment in support for migrants and non-UK nationals and are only relatively recently embedding specific migration roles within their services. Across GM and by necessity, these roles are generally embedded within Homelessness Teams. However, the resettlement of refugees and the inclusion of non-UK nationals is about far more than just housing and there is a need for a combined, local response that considers needs relating to English language, education, work and skills, health and social care etc

Bury Council

- In common with every Local Authority, the support process only begins at the point of eviction, making homelessness prevention difficult. Whilst there is gradual improvement in the relationship with Serco and the Home Office, it is difficult to do genuine prevention work
- There are missed opportunities to embed homelessness prevention and early housing advice within communities: The voluntary and community response for migrants are not as well understood or connected into the Council's work as they could be. If relationships and trust could be built, this might identify non-UK nationals at the point of sofa surfing, enabling earlier prevention work
- There has been no dedicated ABEN bedspaces for people with No Recourse to Public Funds (NRPF) within the borough. There is likely to be an increase in the number of people with restricted eligibility for public funds over the course of the next few years as the full effects of the accelerated asylum process is felt and the Asylum Reform. Not having bedspaces locally can limit the options to provide ongoing accommodation
- The (known) voluntary and community sector resource for non-UK nationals is scarce within the borough. The main voluntary offer comes from Red Cross and Eagle's Wing which provide a good standard of support
- Bury participated as a pilot area for the census, providing an opportunity to gain a deeper understanding of migrant street homelessness in the borough and to identify where individuals are currently accessing support. This will help improve the targeting of resources

Bury Council

Key Findings and Recommendations

- Consider how future funding streams (e.g. Dispersal Grant, HPG) can unlock additional capacity to support non-UK nationals: A modest increase in capacity could make a significant difference, particularly if targeted at increasing connection to VCFSE organisations to identify people at an earlier stage
- Invest in inclusion to drive earlier prevention and better housing outcomes: Align budgets (e.g. dispersal grant) to respond to migration needs and ensure resources for translation and interpreting services, enabling earlier identification of entitlements and housing needs both now and in the future
- Mobilise an ABEN offer for individuals with restricted eligibility, utilising the uplift from the 2025/26 ABEN Grant. Explore opportunities to expand this provision to other excluded groups, including women, and consider incorporating this into the multi-year grant delivery model once confirmed by GMCA
- Continue leveraging the Refugee Welcome Programme to strengthen internal collaboration, particularly with Work and Skills colleagues, and enhance engagement with the wider VCFSE sector supporting non-UK nationals. This approach provides an opportunity to integrate the migration offer across the organisation and broaden the portfolio of VCFSE partners, including those already contributing to homelessness prevention through other initiatives
- Continue to participate in the proposed Migrant Rough Sleeping Census
- Utilise the refresh of Bury Homelessness and Migration Partnership to bring migration-focused VCFSE organisations into strategic conversations: bring old and new voices into the development of the Bury Homelessness Prevention Partnership and the ongoing development of the network, recognising the significant crossover in the cohorts and work

Bury Council

- Lead the planning and preparation for the government's new asylum reform by acting as the primary point of contact for the local authority. Ensure the successful implementation of policy changes, legislative updates, and associated training to ensure compliance and readiness..
- Explore opportunities for greater integration between internal departments with an interest in migration and the dedicated Migration function. This approach would strengthen strategic alignment across the Council and could enable pooled investment. For example, Rochdale operates a matrix-managed, cross-departmental migration team that is embedded across multiple Local Authority functions, breaking down silos and delivering a holistic offer for non-UK nationals
- Continue to plan and prepare for the conclusion of the 18-month Homes for Ukraine VISA scheme, ensuring robust measures are in place to prevent any refugees from becoming homeless within the borough
- Deliver Local Authority Housing Fund (LAFH) rounds 3 and 4 to facilitate the resettlement of families arriving through the Afghan Relocation Programme, ensuring comprehensive wraparound integration support is provided to promote stability and inclusion
- Strengthen collaboration with the GM and Council's Migration community cohesion strategy

Bury Council

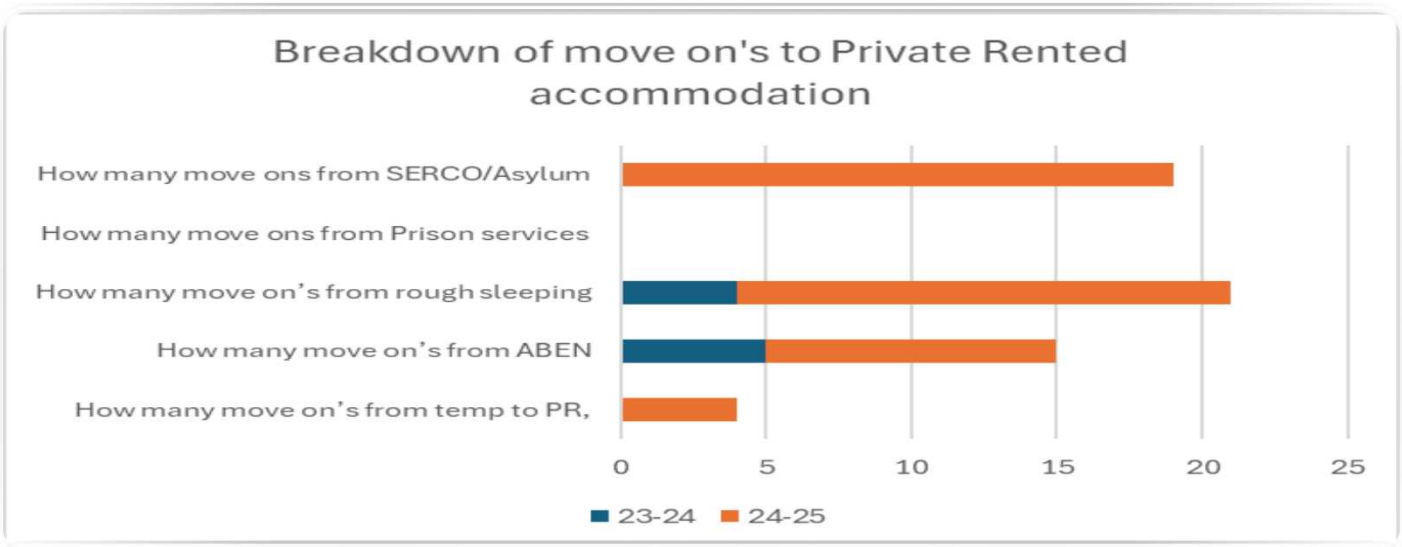
Private Rented Service

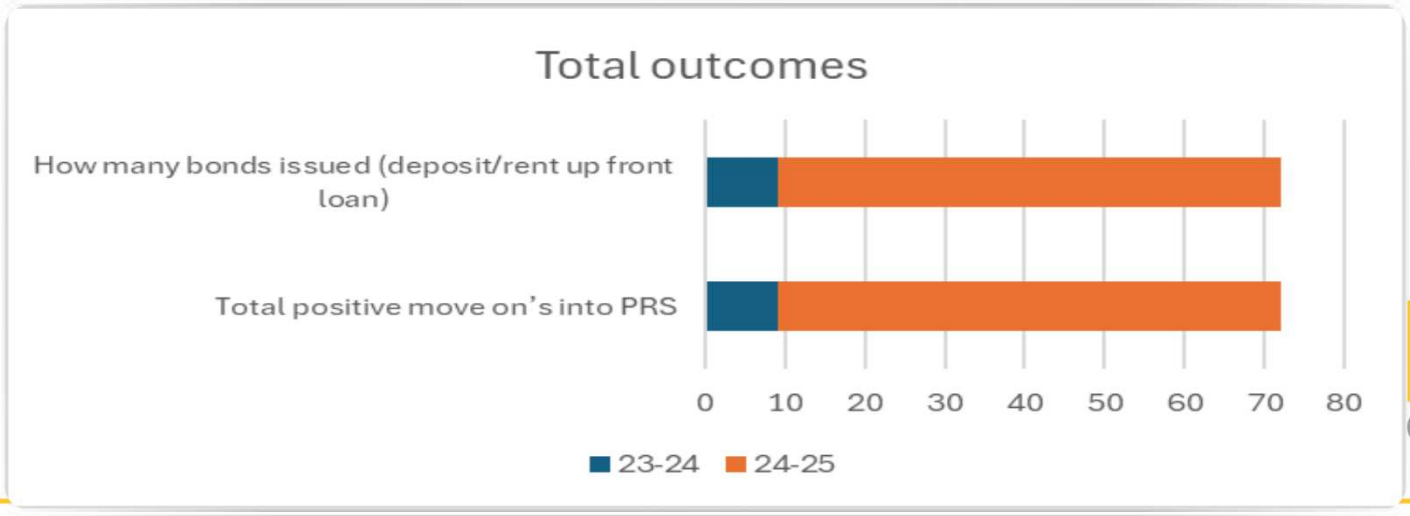
The service assists Bury residents engaged with Homeless and Housing teams in securing private rented accommodation. Support includes guidance on property applications, landlord engagement, and affordability assessments. Once a property is identified, the service facilitates the application process and liaises with agents and landlords to ensure a successful move. To remove financial barriers, the service offers 0% interest loans for initial costs such as the first month's rent and deposit. Property inspections are carried out to ensure compliance with the Decent Homes Standard, and post-move support includes utility setup and Universal Credit updates. In the past 12 months, the service has successfully supported 88 households into long-term, suitable private rented accommodation.

The service works with landlords, agents, and developers to secure properties for long-term lease agreements under the Council's Lease and Repair scheme. This involves identifying suitable properties, negotiating terms, and coordinating with Legal Services to finalise leases. Properties are then onboarded and integrated into Council stock for service needs. Loans for property improvements are also available. To date, five leases have been completed, with nine more in progress and additional negotiations underway.

The service collaborates with Homeless Department teams to provide tenancy advice and prevention support. It also partners with housing providers to source temporary and supported accommodation, contributing to the Council's plan to eliminate the use of bed and breakfast placement.

Bury Council





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Key Findings and Recommendations

- Market rents in Bury significantly exceed Local Housing Allowance rates by approximately £300 per bedroom, creating affordability barriers. Guarantor requirements are increasingly common among landlords and agents, often excluding applicants without suitable guarantors. Many single applicants resist shared housing options despite market realities. Payment delays are another challenge, as the service's process can take up to a week, conflicting with landlords' expectations for immediate payment. Finally, competition from temporary accommodation providers offering higher returns makes it difficult to secure properties for long-term leases, and on two occasions, properties in the pipeline were diverted to temporary providers
- The service is also implementing a Lease and Repair scheme, offering zero-interest loans to landlords. Progress has been slow, but properties are now in the pipeline, with a recent focus to target empty homes within the borough.
- To match fund certain posts to ensure key deliver of this priority service
- The service has delivered three successful Landlord forums in the borough offering free training to landlords, as well as promoting our incentive and lease and repair offer
- The Private Rented Service needs to strengthen its focus on engaging the private rented sector to expand move-on options, temporary accommodation, and supported housing supply. Affordability remains a key challenge, with landlords often expecting high upfront rent. While financial incentives are offered to both individuals and landlords, uptake remains low though outcomes are being achieved, particularly for single people due to the affordability of HMOs. The introduction of the Renters Reform Bill may impact current incentive schemes
- To review current incentive schemes, to ensure that the service offer gives people a reason to work with us and not other local authorities. To review prevention and move on pathways to reflect current and future environmental factors
- Collaborate to deliver the three-year mobilisation plan for temporary accommodation, sustain outcomes from the B&B elimination plan, and align with the Government's Child Poverty Strategy
- To develop stronger links with PRS enforcement and empty home service, cross departmental working, as well as embedding the Renter reform act stages for the council

Bury Council

GMCA Stocktake

Strengths

- An experienced, committed and capable outreach team. Managers enjoy strong partnerships with GMCA, other Local Authorities and MHCLG and are committed to collaborative approaches to ending homelessness
- The team conducts thorough and person-centred risk assessments and support planning for individuals at risk, ensuring tailored interventions.
- The growing Private Rented Sector (PRS) offer has unlocked new accommodation for move on from ABEN, temporary and other emergency accommodation
- Good connection to the local VCFSE offer and strong partnership. Lived experience at a strategic level could be improved

Challenges

- The team are not just responding to people's housing and economic challenges, but also supporting people experiencing multiple disadvantage, without the expertise and tools to do so
- There is a lack of coordination between council departments which can create inefficiencies and siloes
- The team structure feels under-resourced compared to other teams in GM as demand has increased, while resources have remained static. In common with many Housing Options services, high staff turnover and low retention have been an issue, with vacancies in key positions
- The housing and support that is available in Bury is unevenly distributed across the borough and not co-located
- Bury has seen a significant acceleration in PRS rents in some areas, making it difficult for individuals to secure and sustain tenancies. Coupled with limited social housing creating ethical and practical quandaries about how allocate between families in temporary accommodation, care leavers, and rough sleepers for a single property

Bury Council

GMCA Stocktake -Opportunities and Recommendations

- Better coordination with other functions and departments could help unpick some of the challenges identified. Encourage collective ownership of homelessness prevention across the council's functions beyond the existing team
- Better use of data and technology. Explore opportunities to connect key databases and case management systems
- Targeted marketing and communications to landlords, residents and communities can help to disseminate sources of good quality housing advice to support universal prevention
- Establish (or refresh) a regular multi-agency panel looking at the target priority group and people most at risk of repeat rough sleeping
- Consider how resettlement support can be embedded within existing outreach/in-reach and housing related support pathways. Consider developing peer mentor and peer-led support models with Bury Homelessness Partnership to promote tenancy sustainment
- Consider how to bring migration organisations into the strategic conversation and how to integrate into wider council services
- Take the opportunity of regional activity: Housing First city region, Live Well, pooled funding and flexibility via the Single Settlement, temporary accommodation fund, refugee welcome programme

Bury Council

Ministry of Housing, Communities and Local Government – Young Persons Review and Feeback

- Create a Joint Strategic Youth Homeless Board/Forum, with Children's, Adults, Housing Services and other key partners, as part of your Governance arrangements to provide oversight of action planning and delivery of your joint commitment to prevent youth homelessness
- Review sufficiency of suitable emergency accommodation to end use of unsuitable accommodation and jointly commission supported housing for young people, including those with unmet need
- Ensure your joint workforce practice aligns with your Joint Protocol for homeless 16/17-year-olds, through training, inductions, refreshers and operational oversight to test compliance. Include the importance of advocacy and introduce joint audits
- Launch your reviewed Housing and Leaving Care Protocol which includes your approach to transition planning, skills preparation, accommodation and support options, and the workforce trained to embed across teams
- Ensure Children's Services are clear on their Duty to Refer (DTR), as a public body, for those who may be homeless or threatened with homelessness in 56 days, and improve recording of DTR, whether this is received formally or informally, with consent

Bury Council

- Information and advice on your website offers generic factsheets and prevention of homelessness support is not explicit. Children in Care and Leaving Care services – Bury Council needs to be updated to reflect the Children & Social Work Act 2017 changes on extending support to age 25 regardless of education status
- The webpage could be strengthened on the prevention offer for ALL young people aged 18-25 and for 16/17-year-olds owed duties under CA89 and HA96 as amended by HRA2017. This could include Calico's homelessness prevention offer/contact details and Homelessness Assessment officers home visits and mediation activity
- Local arrangements should focus on identifying people at risk of homelessness as early as possible to maximise the opportunities to prevent homelessness
- Review and update staff knowledge to ensure all Children's Services staff, early help and MASH, are aware of their statutory duty to refer, and housing staff are identifying and recording ALL applications arising from DTR
- Strengthen Joint working between Homeless and Children's and review the young person and care leaving protocol

Young Persons voice

- Provide more support to identify the right accommodation at the right time
- More support while young people are on waiting lists for supported accommodation
- Consistent access to advocacy to help understand options and reduce feelings of being overwhelmed

Bury Council

This review has also considered data provided from the following reports...

- GMCA – Bury Councils Stocktake
- Bury Homeless Strategy and action plan 2022- 2025
- MHCLG – 24/25 Homelessness and Temporary Accommodation annual report
- MHCLG 24/25 Rough Sleepers annual report
- MHCLG Young Persons feedback for Bury Council

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Bury Councils Homelessness Strategy 2026-2029

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Author

Amanda Mullen Version 1 Draft

29th October 2026

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Introduction

Local authorities have a statutory duty to publish a Homelessness Strategy and, more recently, a Homelessness Action Plan aligned to national outcomes and local targets. These requirements support the ambition of making homelessness rare and, where it cannot be prevented, brief and non-recurring. Following the conclusion of Bury Councils previous Homelessness Strategy 2022-2025, work commenced in February 2025 to develop a new approach for Bury. A project group was established to review progress, analyse local data and housing needs, and identify opportunities for improvement. This was supported by extensive engagement with residents, people with lived experience of homelessness, partners and stakeholders through workshops, surveys and consultation activities. This strategy is the outcome of that evidence-based and co-produced process, with the full findings set out in a supporting review document. Covering the period 2026-2029, this strategy has been informed by data, local insight and lived experience to ensure services are shaped around the needs of our residents.

This strategy sets a clear direction for homelessness prevention, housing support and partnership working across Bury. Aligned with Bury's Let's Do It! vision, corporate priorities, the Greater Manchester Homelessness Strategy and national homelessness and rough sleeping priorities, it focuses on preventing homelessness wherever possible and ensuring that, where it cannot be prevented, it is brief, non-recurring and does not lead to rough sleeping. Running throughout this strategy is a golden thread of prevention, early intervention, housing stability and independence, connecting Bury's Housing Strategy, Supported Accommodation Strategy, Anti-Poverty Strategy, Domestic Abuse Strategy, Live Well approach and wider public service reform agenda. Together, these strategies recognise that homelessness is often linked to wider issues such as poverty, poor health, domestic abuse, family breakdown, social exclusion and multiple disadvantage, and that lasting solutions require a coordinated response across the whole system.

At the heart of the strategy is a commitment to working together. Through a whole-system approach, we will bring together residents, communities, housing providers, public services and voluntary sector organisations to tackle homelessness collectively. We are committed to ensuring all residents have access to safe, suitable and good-quality accommodation, supported by the right help at the right time. Recognising the impact housing instability has on children and families, we will work to reduce the use of temporary accommodation, and the length of time households spend there, particularly children, supporting our ambition to give every child the best start in life and helping to break cycles of disadvantage.

The strategy also reinforces Bury's commitment to preventing and reducing rough sleeping. We will move away from crisis-led responses that rely on people reaching visible homelessness before support is available and instead focus on earlier intervention. By strengthening prevention, accommodation and tenancy sustainment pathways, we will help people access support sooner and reduce the risk of homelessness becoming a recurring experience. Through stronger partnerships, better use of data and lived experience, we will improve our understanding of residents' journeys, target resources where they are needed most and address the wider causes of homelessness and disadvantage. In doing so, we will improve health and wellbeing, reduce inequalities, strengthen communities and support more residents to live safe, independent and fulfilling lives.

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Bury Councils Homelessness Strategy 2026-2029 Strategic Priorities

1.Strengthen prevention at the earliest opportunity

Prevent Homelessness at the earliest opportunity

Neighbourhood and one system way of working

improve Digital Governance and data

2. Ensure access to safe, decent and affordable accommodation

Expand our temporary accommodation ensuring this is decent quality support

Increase Access to Decent, suitable, affordable short-, medium- and long-term accommodation

Increase Access to Decent, suitable, affordable short-, medium- and long-term accommodation

3. Reduce rough sleeping within the borough

Prevent rough sleeping as early as possible

Reduce rough sleeping, short and long term

Break cycles of homelessness and repeat rough sleeping

4. Right support at the right time

We will Create a Local, Accessible and truly Person-Centred Support System

We will Deliver an Integrated One-System Approach

We will Use Insight, Evidence and Targeted Support to Improve Outcomes.

Consideration of strategic and legislative framework

This Homelessness Strategy has been developed about a range of local, regional, national, and legislative priorities to ensure it delivers statutory requirements, supports corporate objectives, and responds to the needs of Bury residents.

Corporate Plan: Aligns homelessness prevention and housing delivery with Bury's ambitions for sustainable and inclusive growth.

Housing Strategy: Supports the delivery of safe, affordable, and suitable housing for residents across the borough.

Domestic Abuse and Safe Accommodation Priorities: Strengthens support and accommodation pathways for those fleeing domestic abuse.

Anti-Poverty Strategy: Recognises the impact of financial hardship on housing stability and promotes early intervention and prevention.

Housing Allocation Policy: Ensures fair and transparent access to social housing for those in housing need.

Care Leavers Protocol: Improves outcomes for care-experienced young people through joint working and homelessness prevention.

16/17-Year-Old Protocol: Supports coordinated responses for young people who are homeless or at risk of homelessness.

Family Safeguarding Model: Promotes a whole-family approach to supporting sustainable change and reducing housing-related risks.

Bed and Breakfast Elimination Plan: Supports reducing the use of unsuitable temporary accommodation through prevention and increased housing options.

Housing Strategy for People with Additional Needs: Ensures housing solutions are accessible and tailored to residents requiring additional support.

Let's Do It! Strategy: Supports community resilience, prevention, and person-centred approaches to service delivery.

GM Live Well: Embeds integrated neighbourhood support that addresses housing, wellbeing, employment, and social inclusion.

Greater Manchester Housing First: Promotes housing-led solutions for residents with multiple and complex needs.

National Homelessness Prevention and Rough Sleeping Strategy: Supports the focus on early intervention, homelessness prevention, and reducing rough sleeping.

Renters' Rights Act: Reflects the changing legislative landscape within the private rented sector and the increased protections available to tenants.

Housing Act 1996 (Parts VI & VII): Provides the statutory framework for housing allocations and homelessness duties.

Homelessness Act 2002: Informs the requirement to review homelessness needs and publish a homelessness strategy.

Homelessness Reduction Act 2017: Underpins the strategy's strong emphasis on prevention and relief of homelessness.

Domestic Abuse Act 2021: Ensures appropriate recognition and support for victims of domestic abuse within homelessness services.

Immigration and Asylum Act 1999: Recognises the distinct housing responsibilities relating to asylum seekers and those with immigration considerations.

Public Service Reform Programme: Supports prevention, early intervention and integrated working across organisations, with a focus on improving outcomes for residents, reducing demand on acute services and delivering sustainable change through a whole-system approach.

Housing White Paper / Better Social Housing Review: Reinforces the importance of providing safe, decent and sustainable homes, improving resident outcomes, strengthening accountability and ensuring housing services respond effectively to the needs and experiences of residents

Public Service Reform Programme: Supports prevention, early intervention and integrated working across organisations, with a focus on improving outcomes for residents, reducing demand on acute services and delivering sustainable change through a whole-system approach.

Housing White Paper / Better Social Housing Review: Reinforces the importance of providing safe, decent and sustainable homes, improving resident outcomes, strengthening accountability and ensuring housing services respond effectively to the needs and experiences of residents

Collectively, these strategies, policies, and legislative requirements have shaped the priorities, objectives, and actions within this Homelessness Strategy, ensuring a comprehensive, partnership-led approach to preventing homelessness, improving housing outcomes, and supporting vulnerable residents across Bury.

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Prevention Framework

This strategy has been developed using a Universal, Targeted, Crisis and Recovery Prevention Framework, recognising that homelessness prevention is most effective when action is taken across the whole system and at different stages of need. Drawing on public health and early intervention principles, the framework enables us to move beyond a crisis-led approach by strengthening preventative support for all residents, providing targeted interventions for those at greater risk of homelessness, delivering timely and effective responses when homelessness occurs or is threatened, and supporting long-term recovery and housing sustainment. By structuring the strategy around these four interconnected stages, we have created a balanced and evidence-informed approach that seeks not only to reduce homelessness but also to address its underlying causes, promote resilience, and improve outcomes for individuals, families and communities.

Our strategic priorities and actions are organised around the four elements of the framework:



Universal Prevention – Early help and information available to all residents to prevent housing issues before they arise.

Targeted Prevention – Support for individuals or groups identified as being at higher risk of homelessness.

Crisis Prevention – Immediate intervention for households facing an imminent risk of homelessness or housing instability.

Non-Recurring Prevention – Long-term support that addresses underlying causes and reduces the risk of repeat homelessness.

By embedding this framework throughout the strategy, we aim to shift the focus from responding to homelessness in crisis to preventing it wherever possible, while ensuring that those who do experience homelessness receive the support they need to recover and thrive.

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Key Achievements from Bury Councils Homelessness Strategy 2022-2025

Who has participated in co-producing Bury Council Homelessness strategy 2026-2029

Members of the Project Group
Members of the Bury Homeless Partnership
Homeless and Housing Option Service
Bury councils Statutory and non stator services
Pennine care and Greater Manchester mental health services
Cabinet Members
Residents of the Borough (Families, Singles, Refugees, Prison Leavers)
Commissioned and Non-Commissioned Providers
Not for profit, Voluntary, faith organisations and community assests
Civil Services
Greater Manchester Combined Authority
Ministry of Housing , Community and Local Government

Engagement and co-production

The development of Bury's Homelessness Strategy 2026-2029 has been shaped through extensive engagement, consultation and co-production with stakeholders from across the borough and Greater Manchester. We have worked closely with the Homelessness Strategy Project Group, Bury Homeless Partnership, housing and homelessness services, statutory and voluntary sector organisations, health partners, commissioned providers, faith groups, elected members, residents and people with lived experience of homelessness. Engagement also included regional and national partners, including the Greater Manchester Combined Authority.

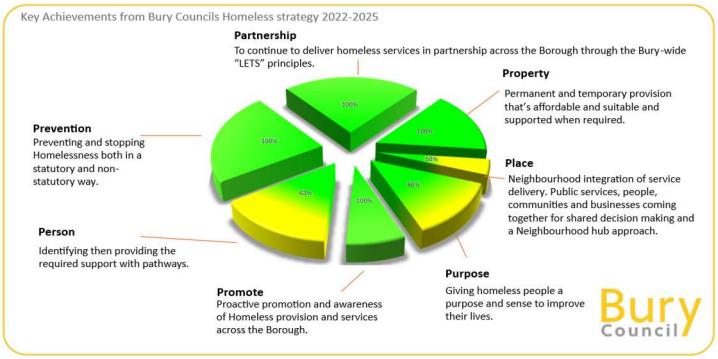
As part of the strategy review process, a series of workshops, maturity assessments and partnership discussions were undertaken to reflect on progress made under the previous Homelessness Strategy and identify future priorities. Whilst stakeholders recognised significant achievements in partnership working, accommodation provision, service integration and targeted pathways, they also highlighted the need to strengthen community awareness, universal prevention, early intervention and person-centred support that is shaped around individual needs and aspirations. People with lived experience played a central role in shaping the strategy. Through surveys, workshops

and co-production sessions, residents shared their experiences of homelessness, temporary accommodation and support services. When asked to describe their homelessness journey in three words, the most common responses were "stressful", "good" and "helpful". This important insight highlights both the challenges people face when experiencing homelessness and the positive impact services can have. Whilst homelessness remains an emotionally difficult experience, residents consistently recognised the value of the support they received. This reinforces the need to continue improving access to services, reducing barriers and building on what people describe as helpful, supportive and effective.

Residents consistently told us that services should be built around dignity, respect, trauma-informed practice and individual needs. Families, young people, care leavers, veterans, refugees, prison leavers and people experiencing multiple disadvantage highlighted the importance of earlier intervention, better access to accommodation and stronger links between housing, health, social care, education and community services. Partners reinforced the need for a whole-system approach, with greater emphasis on neighbourhood working, prevention, move-on pathways and tackling the wider causes of homelessness, including poverty, poor health and social exclusion. This feedback has directly shaped the priorities within this strategy and reaffirmed our commitment to prevention, partnership and housing stability.

A key achievement of the 2022-2025 Homelessness Strategy has been the development of Bury's Integrated Housing Support Offer, bringing together accommodation, support services and key partners to deliver coordinated, person-centred support. Through a One System Approach, housing, health, public health, adult social care, criminal justice, domestic abuse services, community organisations and accommodation providers now work more closely together to improve prevention, resettlement and tenancy sustainment outcomes. This integrated approach provides the foundation for the next phase of our work, ensuring residents receive the right support, at the right time and in the right place, helping prevent homelessness, reduce rough sleeping and support long-term independence.

- HOUSING FIRST
- A BED EVERY NIGHT (ABEN)
- ROUGH SLEEPER ACCOMMODATION PROGRAMME (RSAP/NSAP)



- COMMUNITY ACCOMMODATION SERVICE TIER 3 (CAS3)
- ACCOMMODATION FOR EX-OFFENDERS (AFEO)
- CALICO FLOATING SUPPORT & RESETTLEMENT
- DOMESTIC ABUSE SAFE ACCOMMODATION
- YOUNG PEOPLE'S & CARE LEAVER PATHWAYS
- MIGRATION, REFUGEE SUPPORT
- INTEGRATED HEALTH, WELLBEING & COMMUNITY SUPPORT

National Strategic Context

Nationally, homelessness continues to increase, driven by rising housing costs, affordability pressures, growing demand for temporary accommodation and wider economic challenges. Local authorities are supporting increasing numbers of households experiencing homelessness, rough sleeping and housing insecurity, placing significant pressure on housing and support services. Bury's response is shaped by national legislation, statutory duties and guidance issued by the Ministry of Housing, Communities and Local Government (MHCLG). This includes the Homelessness Reduction Act, rough sleeping initiatives and emerging national policy that places greater emphasis on prevention, early intervention and reducing reliance on temporary accommodation.



The Government's developing homelessness strategy signals a stronger focus on making homelessness rare, brief and non-recurring through earlier intervention, cross-government collaboration and improved housing pathways. These priorities closely align with Bury's prevention-first approach and One System model. Through this strategy, Bury will continue to respond to national expectations while delivering local solutions that strengthen prevention, reduce rough sleeping, increase access to safe and sustainable housing, and improve outcomes for residents across the borough.

Regional strategic context

The Greater Manchester Combined Authority (GMCA) brings together the ten Greater Manchester councils and the Mayor to coordinate action on shared priorities, including homelessness and rough sleeping. Bury supports Greater Manchester's prevention-led approach, focused on making homelessness rare, brief and non-recurring through early intervention, Housing First principles and whole-system working.

Like Bury, Greater Manchester faces increasing homelessness, rising use of temporary accommodation and growing housing affordability pressures. In response, partners across housing, health, social care, criminal justice and the voluntary sector are working together to strengthen prevention and improve housing pathways.Regional programmes, including Housing First, A Bed Every Night and GM Live Well, have demonstrated the value of partnership working and coordinated support. Bury has played an active role in shaping Greater Manchester's emerging homelessness strategy and supporting the development of new regional programmes focused on prevention, move-on accommodation, Housing First and system-wide reform.



Alignment with Greater Manchester priorities enables Bury to access regional funding, share best practice, influence policy development and strengthen housing pathways for residents. This supports our ambition to prevent homelessness earlier, reduce rough sleeping and ensure residents can access safe, suitable and sustainable homes.

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Local Strategic Context

Bury is located in the northern part of Greater Manchester and comprises six towns: Bury, Prestwich, Whitefield, Radcliffe, Ramsbottom and Tottington. As one of the ten local authorities within the Greater Manchester Combined Authority (GMCA), Bury benefits from strong regional partnerships whilst retaining its own unique identity. The borough combines urban communities in the south with rural and semi-rural areas in the north and is known for its rich cultural heritage, strong sense of community and role as Greater Manchester's Town of Culture 2021.



Like many areas across Greater Manchester and nationally, Bury is experiencing increasing housing and homelessness pressures. Demand for homelessness services continues to rise, driven by housing affordability challenges, increasing private sector rents, cost-of-living pressures and growing housing insecurity. As a result, more residents are seeking homelessness assistance and housing advice, with demand expected to continue increasing over the life of this strategy.

The increase in demand has placed significant pressure on temporary accommodation provision. Whilst the Council has expanded dispersed and commissioned accommodation, demand continues to exceed supply, resulting in greater use of emergency accommodation and longer stays in temporary housing due to limited affordable move-on options. Access to the private rented sector has also become increasingly challenging due to rising rents, affordability constraints and limited property availability.

Rough sleeping and homelessness amongst people with multiple and complex needs remain significant concerns. Many residents' experiencing homelessness faces a combination of mental ill-health, substance misuse, domestic abuse, offending histories, trauma, care experience or poverty, requiring coordinated support across housing, health, social care and community services. These challenges demonstrate that homelessness cannot be addressed through housing interventions alone. A whole-system approach is required, combining prevention, increased housing supply, effective partnership working and targeted support for those most at risk. This strategy aims to prevent homelessness wherever possible and, where it cannot be prevented, ensure that homelessness is brief, non-recurring and does not result in rough sleeping.

Bury is home to approximately 193,900 residents living within 80,695 households and has experienced population growth of 4.8% since 2011. The borough has a median age of 40 years, with the largest age group being adults aged 35-64 years. At the same

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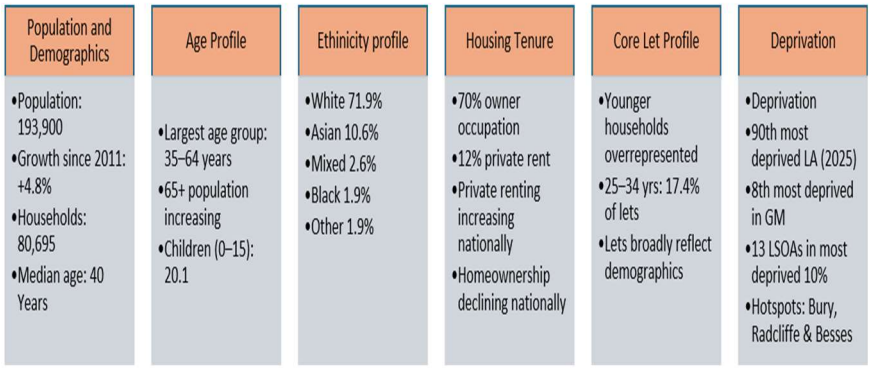

time, the population aged 65 and over is increasing, highlighting the need for housing that meets the needs of an ageing population.

Bury is home to a diverse population, with approximately 17.1% of residents from ethnic minority communities. A further 11.1% of residents did not report their ethnicity. Housing tenure is predominantly owner-occupation, accounting for around 70% of households. However, demand within the private rented sector continues to grow, reflecting national housing trends and ongoing affordability pressures.

The borough also experiences significant levels of deprivation, ranking amongst the more deprived local authority areas nationally. Thirteen Lower Super Output Areas fall within the most deprived 10% nationally, with the highest concentrations of deprivation found in parts of Bury, Radcliffe and Besses. These communities often experience poorer housing outcomes and increased risk of homelessness. Demand for affordable housing remains significant, particularly amongst younger households aged 25-34, who are overrepresented within social housing lettings. Together, these demographic, housing and socio-economic factors create increasing pressure on local housing services and provide important context for the priorities set out within this Homelessness and Rough Sleeping Strategy.

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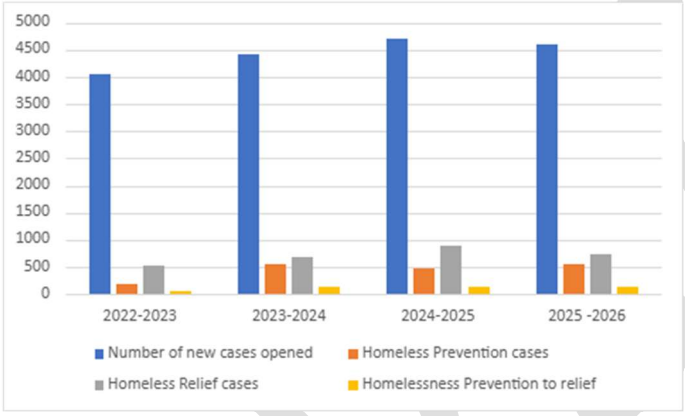
Current demand and pressures within Homelessness services

The section below provides a summary of the homelessness pressures experienced within Bury between 2022 and 2026. More detailed analysis, evidence and supporting data can be found within the accompanying Homelessness Review and Evidence Report, which sits alongside this strategy.

Approaches to the front door homeless service from 2022 to 2026

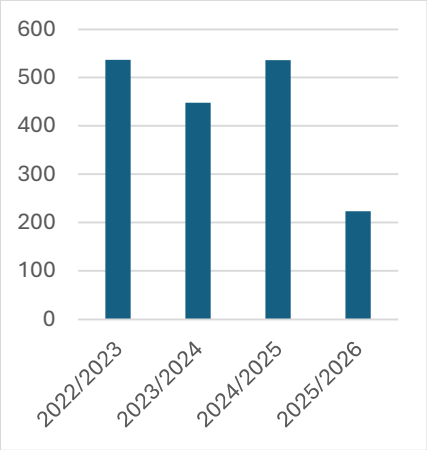
Demand for Bury Council's Homelessness Assessment and Advice Service has increased significantly in recent years, driven by the cost-of-living crisis, rising housing costs, affordability pressures within the private rented sector and legislative changes affecting housing security. During this period, staffing levels remained largely unchanged, placing additional pressure on frontline services and contributing to increased use of temporary accommodation and a greater risk of rough sleeping.



Whilst statutory homelessness cases have fluctuated, the overall number of residents contacting the service has continued to rise, increasing from approximately 4,000 contacts in 2022-23 to around 4,700 in 2024-25. Forecasts suggest demand could exceed 5,600 contacts by 2027-28, representing an increase of almost 19% from current levels if existing trends continue. Data indicates that many residents are contacting the service at an earlier stage of housing crisis. However, a growing number of enquiries are subsequently closed due to a lack of further contact from applicants, a trend also identified within the GMCA Homelessness Stocktake. This suggests that whilst demand for advice and assistance is increasing, some households may not be receiving support at the earliest opportunity or may disengage before a homelessness assessment can be completed.

The data also demonstrates an increasing number of households progressing from prevention to relief duties. Whilst prevention activity has increased, more residents are approaching services at a stage where homelessness can no longer be prevented, resulting in higher numbers being owed a relief duty. This reflects the growing complexity of housing need and the challenge of intervening early enough to prevent homelessness. Consequently, more households require temporary accommodation and face an increased risk of rough sleeping before suitable housing solutions can be secured. These trends reinforce the need for a whole-system, prevention-led approach that intervenes earlier and further upstream, while continuing to provide targeted support for those at risk, effective crisis responses and recovery-focused interventions. Through this approach, the strategy aims to ensure that homelessness is prevented wherever possible and, where it cannot be prevented, is brief, non-recurring and does not result in rough sleeping.

Placements into Temporary Accommodation 2022-2026



The number of households requiring temporary accommodation has increased significantly in recent years, reflecting rising homelessness pressures across the borough. As shown in Figure X, new placements into temporary accommodation increased from approximately 270 placements in 2022-23 to over 500 placements in 2025-26, representing an increase of almost 90% over a four-year period. This trend demonstrates the growing demand placed on homelessness services and the increasing difficulty in preventing homelessness before a housing crisis occurs.

In response to rising demand, Bury Council expanded its temporary accommodation portfolio through the acquisition of additional dispersed units. However, demand has continued to outstrip supply, with increasing numbers of households requiring accommodation and remaining in temporary housing for longer periods due to limited affordable move-on options. As a result, the use of bed and breakfast (B&B) accommodation increased significantly, peaking at 58 placements, the highest level recorded in the borough. This increase was driven by a rise in households owed a homelessness duty, growing complexity of need and limited capacity within the system to intervene early and prevent homelessness. Consequently, Bury was required to develop a B&B Elimination Plan with MHCLG.

As of September 2025, Bury Council was accommodating 222 households in temporary accommodation, including 401 dependent children. This included 109 families in dispersed accommodation, 56 families in nightly-paid accommodation, 24 families and 26 single people in B&B accommodation, and 8 single people in council-commissioned provision. These figures demonstrate both the scale of local demand and the significant pressures facing the temporary accommodation system. The profile of households requiring temporary accommodation has also become more complex. Increasing numbers of larger families, couples, individuals experiencing multiple disadvantage, and people with pets are requiring support, creating additional challenges in securing suitable accommodation and reducing the availability of appropriate placements. Without intervention, demand for temporary accommodation is forecast to continue increasing. Based on current trends, approximately 15 households enter temporary accommodation each month, whilst only 8 households move on into settled housing. If these trends continue, Bury Council will require an additional 109 temporary accommodation units over the next three years, on top of its current provision of 110 dispersed units and 8 commissioned units. This highlights the urgent need to increase accommodation supply, strengthen prevention activity and improve move-on pathways to reduce future demand and reliance on temporary accommodation.

Housing Options/Allocations

Access to social and affordable housing remains one of the most significant challenges within Bury. The Housing Options Service manages the Housing Register and Allocation Policy, assessing housing need and allocating available properties through the Choice

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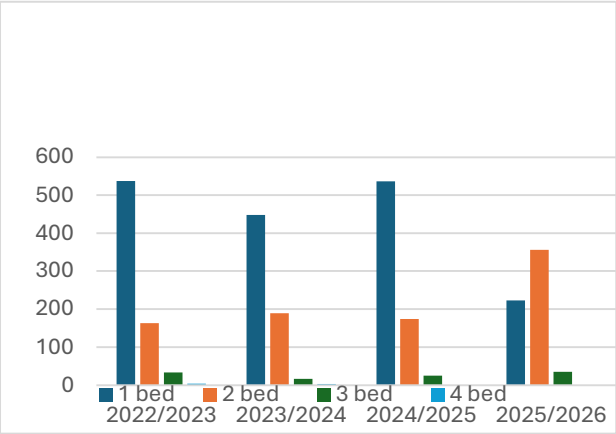
Based Lettings (CBL) system. Demand for social housing continues to exceed supply, placing increasing pressure on homelessness services and temporary accommodation.



By 2025, over 3,000 households were registered for social housing. Following a data cleansing exercise, this reduced to 1,896 active applicants, although demand remains significantly higher than the availability of affordable homes. The shortage is particularly acute for family accommodation, with around 1,000 households requiring a three-bedroom property, compared to only 25 three-bedroom homes becoming available during 2024-25.

Analysis of social housing lettings between 2022-23 and 2025-26 demonstrates a continuing shortage of larger family accommodation. Whilst the Council and Registered Providers have consistently let significant numbers of one-bedroom properties, ranging from approximately 445 to 535 lets per year, the number of three-bedroom properties available has remained extremely limited, averaging fewer than 35 lets annually. Four-bedroom properties have been virtually unavailable throughout the period. Although there was a notable increase in two-bedroom lettings during 2025-26, demand for family-sized housing continues to significantly exceed supply.

The limited availability of larger homes creates competing pressures across the housing system, requiring difficult decisions between families in temporary accommodation, care leavers, rough sleepers and other vulnerable households. Increasing demand, coupled with almost 1,900 applicants assessed as having a medical housing need, has also contributed to longer waiting times and service backlogs.

Despite these challenges, progress has been made through the delivery of new affordable housing and the acquisition of properties to support homelessness prevention and temporary accommodation. However, demand continues to outpace supply. Increasing the delivery of affordable housing, maximising the use of existing stock and securing additional family-sized accommodation will remain critical to reducing homelessness, supporting move-on from temporary accommodation and meeting housing need across Bury throughout the lifetime of this strategy.

Rough Sleeping

Rough sleeping has increased across the borough in recent years, with the highest levels recorded during 2024, reflecting both regional and national trends. Most people sleeping rough are males aged between 30 and 45 years, including individuals who have recently been granted leave to remain and have subsequently exited NASS accommodation. The

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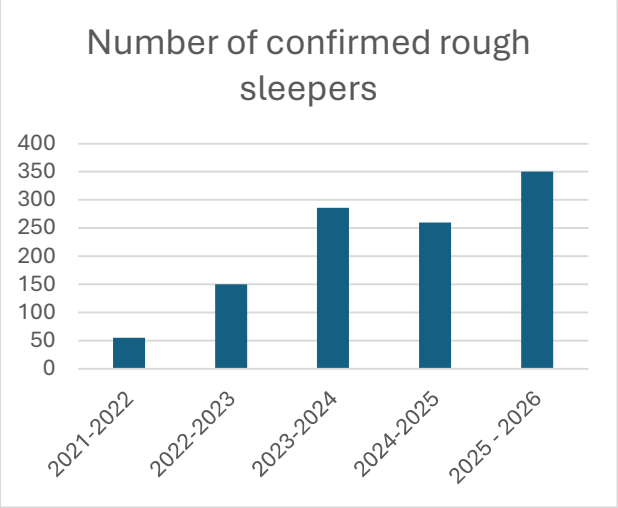

increasing complexity of need amongst this cohort continues to place pressure on homelessness, housing and support services.

There has also been a noticeable increase in presentations from priority groups and individuals experiencing multiple disadvantage, including people with co-occurring mental health and substance misuse needs, couples, and people with pets. These groups often face additional barriers when accessing accommodation and support services, making it more challenging to secure suitable placements and increasing the risk of prolonged homelessness and rough sleeping.

If current trends continue, the number of people supported through Bury's rough sleeping services is projected to increase from 1,134 in 2025-26 to 1,452 by 2027-28, representing an increase of 28.4%. This highlights the continued need for a coordinated approach focused on prevention, rapid intervention, access to appropriate accommodation and sustained support to address multiple disadvantage, prevent repeat homelessness and ensure rough sleeping is rare, brief and non-recurring.

Asylum and Immigration

Bury Council's Asylum and Immigration Service leads on a range of Home Office programmes, including Homes for Ukraine, the Afghan Resettlement Schemes and dispersed asylum accommodation. The service works closely with Greater Manchester partners, the Home Office and accommodation providers to support asylum seekers and promote successful integration within local communities.

Once individuals are granted refugee status or leave to remain, they are required to move on from asylum accommodation and access mainstream housing and support services. Those issued with a Notice to Quit (NTQ) often require intensive housing support within a short timeframe to prevent homelessness. Between 2023 and 2026, the number of NTQ cases increased significantly because of accelerated asylum decision making and the Government's programme to reduce the use of asylum hotels, creating additional pressure on housing, homelessness and support services across the borough. Bury has also experienced additional pressures arising from humanitarian resettlement programmes, including Homes for Ukraine, Afghan resettlement schemes and the arrival of British Nationals from the Chagos Islands. Whilst these programmes provide vital support to vulnerable households, they have increased demand for housing, homelessness prevention, temporary accommodation and wider integration services at a time when affordable housing availability remains constrained.

Nationally, asylum applications have remained at historically high levels, with demand expected to continue throughout the lifetime of this strategy. This is likely to result in further move-on pressures for local authorities as individuals and families transition from asylum accommodation into settled housing. Without effective move-on arrangements and coordinated partnership support, there is an increased risk of homelessness, rough sleeping and reliance on temporary accommodation. These pressures reinforce the need

for strong partnership working across housing, health, community and voluntary sector services to ensure that individuals and families can access sustainable housing pathways, integrate successfully into local communities and avoid homelessness.

Private Rented Service

The private rented sector plays a critical role in preventing homelessness and supporting move-on from temporary accommodation. However, access to private rented housing in Bury has become increasingly challenging due to rising rents, affordability pressures, increased competition for available properties and a limited supply of suitable homes. These factors have reduced housing options for many households and contributed to increased demand for homelessness services and temporary accommodation. Whilst Bury's Private Rented Sector Service has achieved positive outcomes by securing accommodation for households at risk of homelessness and strengthening relationships with local landlords, these successes have not been sufficient to offset the growing pressures within the housing market. Demand for private rented accommodation continues to exceed supply, limiting the ability to prevent homelessness and support households to move on from temporary accommodation.

Affordability remains one of the most significant barriers. High rental costs, increased deposit requirements and upfront rent expectations often prevent households from accessing available properties, particularly those on lower incomes or in receipt of benefits. Although the Council offers financial incentives and support packages to landlords, uptake has remained relatively low. Houses in Multiple Occupation (HMOs) have provided an important housing option for single people experiencing homelessness, but demand for this type of accommodation continues to grow.

Looking ahead, the implementation of the Renters' Rights Act is expected to bring significant reforms to the private rented sector, including increased tenant protections and the removal of Section 21 evictions. Whilst these changes have the potential to improve housing security and reduce some causes of homelessness, there remains uncertainty regarding the impact on landlord participation, property availability and existing homelessness prevention schemes. Continued engagement with landlords will therefore be essential to maximise housing options, increase access to private rented accommodation and support the delivery of the Council's homelessness prevention ambitions throughout 2026 and beyond.

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Priority One: Strengthening early intervention and prevention

Homelessness in Bury has changed significantly in recent years. Rising living costs, increasing private rented sector rents, in-work poverty, mortgage repossessions, domestic abuse, and pressures linked to migration and asylum have all contributed to growing housing insecurity across the borough. Demand for support continues to rise, with projections indicating that more than 5,600 households could require homelessness assistance by 2027/28, compared with 4,711 households in 2024/25. While statutory homelessness acceptances have remained relatively stable, increasing numbers of residents are approaching services for advice and support, highlighting both rising need and the value of early intervention before housing problems escalate into crisis.

Despite these challenges, Bury has made significant progress. Working alongside partners, the Council has delivered many of the commitments set out in the previous Homelessness Strategy. This includes strengthening prison and hospital discharge pathways, improving support for care leavers, expanding private rented sector housing options, enhancing rough sleeping services, developing migration and resettlement support, and introducing stronger performance and governance arrangements. Prevention activity has increased considerably, with more households receiving support before homelessness occurs. Improved partnership working and targeted interventions have also helped reduce reliance on unsuitable forms of temporary accommodation and improve outcomes for residents.

However, the evidence is clear that more needs to be done. Too many people still enter the homelessness system at a point of crisis, with increasing numbers progressing from prevention support into homelessness relief duties and temporary accommodation. Patterns of need are also changing, with growing numbers of single people experiencing housing insecurity, increasing financial hardship among working households, and rising demand from residents facing multiple disadvantage. Feedback from people with lived experience continues to demonstrate the profound impact homelessness can have on physical and mental health and future opportunities. For children and young people, these effects can be lifelong.

Over the lifetime of this strategy, Bury will strengthen its prevention-first approach, supporting the ambition that homelessness is rare, brief and non-recurring. Preventing homelessness is everyone's responsibility and requires a coordinated response across the whole system. Through Bury's neighbourhood model and Live Well approach, we will strengthen collaboration between Housing Services, Children's Services, Adult Social Care, Public Health, schools, health partners, the voluntary, community and faith sector, and key programmes such as Families First and anti-poverty initiatives. By working towards shared outcomes and accountability, partners will identify risks earlier and intervene sooner. This integrated approach will address the wider causes of homelessness, improve wellbeing and help more residents remain safely housed within their communities

Our focus will be on intervening as early as possible, preventing homelessness before crisis occurs, supporting residents to sustain accommodation and break cycles of homelessness. Attention will be given to families experiencing poverty, young people, care leavers, indviduals leaving institutions, domestic abuse survivors, veterans and residents facing multiple disadvantage. By strengthening prevention, making better use of data and evidence, and working collectively across the system, Bury will reduce

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inequalities, improve life chances and help more residents remain safely housed within their communities.

We will Prevent Homelessness at the earliest opportunity

Prevent homelessness earlier through proactive intervention and a Live Well approach.

Deliver a responsive, person centred and prevention-focused homelessness service that provides the right support at the right time.

Support residents to remain in their homes and sustain tenancies wherever possible.

Increase access to safe, affordable and sustainable housing options.

Improve outcomes for people with multiple disadvantage and those experiencing repeat homelessness.

Strengthen homelessness prevention through innovation, digital access, workforce development and effective use of funding

We will Deliver a Neighbourhood and one system way of working

Strengthen system-wide partnership working and shared accountability for homelessness prevention

Embed coordinated early intervention pathways for people at greatest risk of homelessness

Improve outcomes for children, young people and families through prevention-focused support.

Address poverty, inequality and multiple disadvantage through integrated support and resilience building programmes

We will embed digital governance and data

Harness digital innovation and AI to improve homelessness prevention, triage and service delivery.

Develop a single, integrated view of homelessness data to support better decision-making and performance management.

Use data, insight and predictive analytics to identify risk earlier and prevent homelessness before crisis point.

Strengthen performance, governance, audit and quality assurance arrangements to improve outcomes for residents.

Build an evidence-led understanding of homelessness needs and journeys to inform service design and system-wide responses

Success measures

Increased homelessness prevention and relief success rates.

Increased proportion of cases resolved at prevention stage rather than relief stage.

Reduction in households with children entering temporary accommodation.

Improved outcomes for households experiencing multiple disadvantage.

Reduction in rough sleeping and repeat homelessness.

Priority two: Ensure access to safe, suitable and quality accommodation

A safe and secure home is fundamental to health, wellbeing and independence. While preventing homelessness remains our priority, we recognise that homelessness cannot always be avoided. When it does occur, people should be able to access safe, suitable and affordable accommodation quickly, receive the right support, and move into settled housing as soon as possible. If homelessness cannot be prevented, it must be brief and non-recurring.

Increasing homelessness, rising private rents, limited affordable housing and pressure on social housing have created significant challenges across Bury. Temporary accommodation demand has almost doubled since 2022/23, with 222 households, including 401 children, living in temporary accommodation in September 2025. Demand continues to outstrip supply, placing increasing pressure on local services and accommodation options. Homelessness has a significant impact on individuals and families. Residents with lived experience describe the emotional, financial and health consequences of housing instability, while children can experience disruption to education, wellbeing and family life. Reducing time spent in temporary accommodation is therefore essential to improving outcomes and preventing longer-term disadvantage. Bury has responded positively by expanding temporary accommodation through acquisitions, commissioning, leasing arrangements and partnerships with housing providers. Investment in Housing First models, supported accommodation, floating support has strengthened support for residents with more complex needs, while reducing average lengths of stay in temporary accommodation despite rising demand.

Over the next three years, our focus will shift beyond temporary accommodation towards increasing access to settled and sustainable housing. Working alongside the Housing Strategy, Supported Accommodation Strategy and Housing Strategy for People with Additional Needs, we will increase the supply of affordable homes, improve move-on opportunities and strengthen pathways into long-term housing. We will continue to reduce reliance on unsuitable accommodation, maximise council assets, bring empty homes back into use and strengthen partnerships with Registered Providers, landlords and social enterprises. We will also expand private rented sector options through landlord engagement, lease and repair schemes, financial incentives and implementation of the Renters' Rights reforms.

Through Bury's One System approach, housing will be connected to health, employment, education, welfare support and Live Well services, ensuring residents can access the support needed to sustain their tenancy, achieve independence and build long-term stability.

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We will expand our temporary accommodation ensuring this is decent quality

Reduce the use of unsuitable accommodation and eliminate the need for unlawful bed and breakfast placements.

Increase the supply of affordable, high-quality temporary accommodation across the borough

Ensure all temporary accommodation is safe, compliant.

Strengthen partnership working to expand accommodation options for families, single people and those with multiple disadvantages.

Develop sustainable accommodation pathways that support residents to move on successfully into settled housing.

Maximise the use of assets, funding opportunities and income generation to increase accommodation supply and improve value for money.

Bring more homes into use through acquisition, leasing, empty homes initiatives and partnerships with landlords and registered providers.

We will increase access to decent, suitable, affordable short/medium and long-term accommodation

Increase access to a range of safe, affordable and sustainable housing options across all tenures.

Deliver the Homelessness Strategy and Housing Strategy in a coordinated way to increase housing supply, improve housing access and sustain tenancies.

Strengthen supported accommodation pathways in line with the Supported Accommodation Strategy, ensuring residents can access the right accommodation and support at the right time.

Improve move-on opportunities from temporary and supported accommodation into settled homes.

Reduce barriers to housing and improve accommodation outcomes for vulnerable residents, including those at risk of rough sleeping.

Work together to improve standards, security and access within the private rented sector

Develop an integrated housing pathway that supports residents from crisis through to long-term housing stability and independence

Allocate social and affordable housing fairly, transparently and according to housing need, making best use of available housing stock

Ensure residents can sustain long term accommodation, breaking cycles of homelessness

Increase successful move-on into suitable, affordable and settled accommodation that meets residents' needs.

Promote long-term tenancy sustainment and prevent repeat homelessness through effective support and early intervention.

Ensure that strength-based support is provided in all temporary and supported accommodation, connecting residents to community, employment and wellbeing opportunities.

Improve outcomes for children, young people and families and help break intergenerational cycles of homelessness and disadvantage

Success measures

Reduction in the number of children living in temporary accommodation.

Elimination of unsuitable nightly-paid accommodation by 2029.

Reduced use of bed and breakfast accommodation.

Reduced length of stay in temporary accommodation.

Increased move-on into settled housing.

Increased discharges of homelessness duty into sustainable accommodation, including the private rented sector.

Priority three: Prevent and reduce rough sleeping in the borough

Rough sleeping is one of the most visible and harmful forms of homelessness, often affecting people facing multiple and interconnected challenges, including poor mental health, substance misuse, domestic abuse, offending history, poverty and social exclusion. People who sleep rough experience some of the poorest health and wellbeing outcomes, making prevention and early intervention a key priority for Bury.
While homelessness prevention remains central to this strategy, this priority focuses specifically on people who are sleeping rough, at risk of rough sleeping, or experiencing severe and multiple disadvantage. Our ambition is not only to reduce rough sleeping but to ensure people can access the accommodation, support and opportunities needed to achieve long-term stability.

Demand for rough sleeping services continues to grow, with services supporting an increasingly diverse range of residents, including prison leavers, refugees, people with no recourse to public funds, couples, people with pets and those experiencing multiple disadvantage. The complexity of need is increasing, reinforcing the importance of flexible and person-centred responses that address both housing need and the wider factors contributing to homelessness. Bury has made significant progress in recent years. Through investment in services such as A Bed Every Night, Housing First, RSAP, NSAP, CAS3, AFEO, floating support and specialist domestic abuse accommodation, hundreds of residents have been supported away from rough sleeping and into stable accommodation. Alongside this, stronger partnership working across housing, public health, probation, adult social care, children's services and the voluntary sector have created a more integrated response for people with complex needs. Targeted prevention pathways have also strengthened support for prison leavers, hospital discharges, care leavers and migrants, reducing the risk of people leaving institutions directly into homelessness. Building on this progress, we will continue to develop flexible accommodation pathways, including support for residents who are not eligible for statutory homelessness assistance and those with no recourse to public funds.

Over the next three years, our focus will increasingly shift towards preventing rough sleeping before it occurs. Through earlier intervention, outreach, intelligence sharing and integrated working, we will identify risks sooner and provide support before crisis develops. Focus will be given to prison leavers, care leavers, hospital discharges and people experiencing repeat homelessness or multiple disadvantage. We will continue to strengthen access to emergency accommodation, Housing First models, supported accommodation, private rented sector options and tenancy sustainment support. Through Bury's One System Approach, Changing Futures programme and Enhanced Live Well model, residents will receive person-centred support that improves health, wellbeing, financial resilience, employment opportunities and community connections.

People with lived experience will remain central to service design and improvement. By combining housing-led approaches, early intervention and shared accountability across partners, Bury will continue to reduce rough sleeping, improve outcomes for residents and ensure that when rough sleeping does occur, it is brief, supported and non-recurring.

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We will prevent rough sleeping as early as possible

Identify people at risk of homelessness and rough sleeping earlier through predictive data, outreach and community-based prevention.

Strengthen prevention pathways for key groups including care leavers, prison leavers, hospital discharges, young people and those with complex needs.

Deliver coordinated, multi-agency interventions through a redesigned access and referral system focused on prevention first.

Embed homelessness prevention within wider anti-poverty, welfare, family support and community support services.

Provide flexible and accessible support within communities, ensuring services reach people before crisis occurs.

Work with statutory, voluntary, faith and community organisations to create a shared responsibility for preventing rough sleeping

Bring more homes into use through acquisition, leasing, empty homes initiatives and partnerships with landlords and registered providers.

We will reduce rough sleeping, short and long term

Deliver a coordinated one-system response that ensures people sleeping rough can access support, accommodation and services quickly.

Strengthen outreach, assessment and accommodation pathways to reduce the number of people sleeping rough.

Focus resources on those most at risk of repeat rough sleeping through targeted multi-agency case management

Expand access to emergency, supported and specialist accommodation for people with diverse and complex needs.

Improve access to health, mental health, substance misuse and inclusion health services through integrated support.

Maximise regional and Greater Manchester programmes and funding opportunities to improve outcomes for rough sleepers

We will break cycles of homelessness and rough sleeping

Increase access to long-term housing options, including private rented housing, HMOs and supported accommodation.

Strengthen move-on pathways from emergency, temporary and supported accommodation into settled homes.

Provide person-centred support that helps people sustain tenancies, improve wellbeing and achieve independence.
Use Housing First, tenancy sustainment and specialist support approaches for people with multiple and complex needs.

Work with people with lived experience to continuously improve services and ensure support reflects what people need.

Build resilient communities and strengthen connections to employment, health, welfare and local support networks to prevent homelessness from recurring

Success measures

Reduction in rough sleeping across the borough.

Reduced repeat rough sleeping.

Improved accommodation outcomes for individuals with multiple disadvantages.

Increased numbers accessing and sustaining settled accommodation.

Improved long-term tenancy sustainment and independence outcomes.

Priority four: Right support at the right time for all

Homelessness is rarely caused by a housing issue alone. For many residents in Bury, housing instability is linked to poverty, poor physical and mental health, domestic abuse, family breakdown, care and support needs, involvement with the criminal justice system and wider inequalities. Preventing homelessness therefore requires a coordinated approach that addresses the wider factors affecting people's lives, alongside access to suitable accommodation.

This priority supports Bury's Corporate Plan, public service reform agenda and Live Well vision, while reflecting the experiences of residents who have experienced homelessness. People with lived experience told us they want services that are easier to access, better connected and responsive to their individual circumstances. They want support available in their communities, at the right time and in the right place, reducing the need for residents to navigate complex systems or reach crisis point before receiving help. In response, we will strengthen our prevention-first approach, recognising that homelessness prevention is a shared responsibility across the whole system.

Over the next three years, we will build on Bury's Integrated Housing Support Model and One System Approach by aligning key local and national programmes, including Families First, GM Housing First, Live Well and Changing Futures. Through stronger collaboration between housing, health, Adult Social Care, Children's Services, Public Health, criminal justice partners and the voluntary, community and faith sector, we will identify risks earlier, intervene sooner and provide strengths-based and trauma-informed support that adapts to changing needs. We will strengthen our integrated neighbourhood housing support offer, ensuring residents experience a seamless journey through services and can access the support they need to sustain accommodation, improve wellbeing, access education, employment and training, and build stronger connections within their communities.

Alongside this, we will strengthen our understanding of homelessness through better use of data, insight and lived experience. This will help us understand residents' journeys, identify what interventions are most effective, target resources where they have the greatest impact and shape future commissioning decisions. People with lived experience will remain central to service design and improvement, helping us create a system that improves wellbeing, promotes independence and breaks cycles of homelessness, poverty and disadvantage across Bury.

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We will Create a Local, Accessible and truly Person-Centred Support System

Ensure residents can access support in their communities at the right time and in the right place, reducing reliance on traditional models.

Design services around the needs, strengths and circumstances of residents, recognising that one size does not fit all.

Deliver trauma-informed and strengths-based support that adapts to individual circumstances and changing needs.

Improve access to support for families, young people, vulnerable residents and those living in temporary accommodation, ensuring connections to education, employment, wellbeing and community opportunities.

Increase co-production and involvement of people with lived experience to shape services and improve outcomes

We will Use Insight, Evidence and Targeted Support to Improve Outcomes

Develop a stronger evidence base to understand the root causes of homelessness, the experiences of residents and the effectiveness of support services.

Improve our understanding of residents' journeys through homelessness services, identifying what support residents accessed before becoming homeless, what support contributes to positive outcomes and where gaps remain.

Use data, insight and lived experience to continuously improve services, shape future commissioning and ensure resources are targeted where they will have the greatest impact.

Services will co-produce and share joint outcomes, building a richer understanding of these long-term.

We will Deliver an Integrated One-System Approach

Strengthen our integrated neighbourhood housing support offer that brings together housing, health, social care, employment, criminal justice, community safety and voluntary sector partners.

Strengthen delivery of national and local programmes, across services to ensure residents experience a seamless journey through services and receive the right support at the right time.

Expand partnerships with community, faith and grassroots organisations, recognising their vital role in prevention, support, recovery and community connection.

Develop a whole-system approach to supporting residents from early prevention to crisis through to long-term independence.

Strengthen navigator and community-based support offers that help residents access and remain engaged with services.

Success measures

Increased tenancy sustainment.

Improved resident outcomes and wellbeing.
Increased access to support within local communities.

Stronger one-system partnership working.
Improved outcomes for residents with multiple disadvantage.

Services informed by evidence, insight and lived experience.

Governance and Measures of success

Delivering this strategy will require strong leadership, effective partnership working and shared accountability across the whole system. Homelessness is influenced by a range of social, economic and health factors and cannot be addressed by Housing Services alone. Success will depend on coordinated action between public services, housing providers, health partners, voluntary and community organisations, residents and people with lived experience. By working together around shared outcomes, we will prevent homelessness earlier, improve housing pathways and support residents to achieve long-term housing stability.

The Bury Homeless Partnership will remain central to coordinating delivery of the strategy. Bringing together statutory services, housing providers, commissioned services, health organisations, criminal justice partners and voluntary sector organisations, the partnership will monitor progress, identify challenges and drive continuous improvement. It will ensure homelessness prevention remains a shared priority and support collaborative action across the borough. Strategic oversight will be provided through the Bury Health and Wellbeing Board, recognising the strong relationship between homelessness, health inequalities and the wider determinants of wellbeing. Delivery will also align with the Housing Strategy, Anti-Poverty Strategy, Children's Services, Adult Social Care, Domestic Abuse Partnership and the wider Let's Do It! agenda, ensuring homelessness is embedded within broader plans to improve outcomes for residents.

Progress will be monitored through robust governance, performance management and quality assurance arrangements. Data, insight and performance information will be used to understand demand, identify emerging risks, measure outcomes and evaluate the impact of interventions. Regular reporting will support accountability, inform decision-making and ensure resources are targeted effectively. People with lived experience will remain central to delivery and continuous improvement. Co-production will continue throughout implementation, ensuring services remain accessible, responsive and focused on what matters most to residents. Feedback from residents and communities will be considered alongside performance data and operational insight to shape future priorities.

An annual review will assess progress against the strategy's priorities and outcomes, providing an opportunity to celebrate success, respond to emerging challenges and refresh actions where required. Through strong governance, effective performance management and collaborative delivery, Bury and its partners will remain focused on preventing homelessness, reducing rough sleeping and ensuring residents can access safe, suitable and sustainable accommodation

Outcomes and measuring success

Progress against this strategy will be measured through the six national homelessness outcome measures set by the Ministry of Housing, supported by locally agreed targets that reflect the scale of our ambition. In addition, we have developed a wider set of local outcomes aligned to our Housing Service Vision, Corporate Plan and commitment to prevention, early intervention and integrated working. Recognising that preventing homelessness is a shared responsibility, we will work with partners to co-produce common outcomes and measures of success, creating collective ownership, accountability and a one-system approach to improving outcomes for residents.

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The 6 Local Outcomes Framework outcomes/measures are:

1. Homelessness Prevention and Relief Success Rate
   The proportion of homelessness duties that result in prevention or relief being achieved.

2. Households with Children in Temporary Accommodation
   The number and rate of households with dependent children living in temporary accommodation.

3. Families in Bed and Breakfast Accommodation for More Than 6 Weeks
   The number of households with children or pregnant women placed in B&B accommodation beyond the statutory six-week limit.

4. People Sleeping Rough on a Single Night
   The number of people identified through the annual rough sleeping snapshot.

5. People Sleeping Rough Over the Month Who Are Long-Term Rough Sleepers
   The number of people rough sleeping during the month who meet the definition of long-term rough sleeping.

6. Prevention or Relief Success for People with Three or More Support Needs
   The proportion of households with multiple and complex needs for whom homelessness is successfully prevented or relieved.

Local success measures

- More households remain in their homes through earlier intervention and prevention activity, reducing the need for statutory homelessness support.
- A greater proportion of homelessness cases are resolved at the prevention stage, before a housing crisis escalates.
- Fewer households with children experience homelessness or require temporary accommodation.
- Fewer households live in temporary accommodation, with reduced lengths of stay and improved access to settled housing.
- The use of bed and breakfast and unsuitable nightly-paid accommodation continues to reduce, with a transition towards sustainable accommodation solutions.
- More households move successfully into long-term, settled accommodation, including social housing and the private rented sector.
- Fewer people sleep rough, with reductions in repeat rough sleeping and repeat homelessness.
- Residents experiencing multiple disadvantage achieve improved housing stability, wellbeing and accommodation outcomes.
- More residents access and sustain accommodation through coordinated housing, health, social care and support services.
- Increased tenancy sustainment, reducing repeat homelessness and helping residents maintain independence.
- Improved wellbeing, resilience and life opportunities for residents through access to the right support at the right time.
- Greater access to community-based support, enabling residents to live independently and remain connected to their local communities.

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- Stronger partnership working, shared accountability and collective ownership of homelessness prevention across the wider system.
- Better use of data, evidence, insight and lived experience to shape services, target resources and improve outcomes.
- Reduced demand on crisis services and public services through a preventative, whole-system approach that tackles the causes of homelessness rather than simply responding to it.

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Glossary of Terms

Term	Meaning
MHCLG	Ministry of Housing, Communities and Local Government.
NHS	National Health Service.
B&B	Bed and Breakfast Accommodation used as emergency temporary accommodation.
GMCA	Greater Manchester Combined Authority, comprising the ten Greater Manchester local authorities and the Mayor of Greater Manchester.
Registered Provider (RP)	A housing association or social housing provider registered with the Regulator of Social Housing.
Homelessness Review	The statutory review of homelessness within the borough undertaken to inform the Homelessness Strategy.
Homelessness Strategy	The Council's strategic framework for preventing and relieving homelessness.
Three-Year Action Plan	The delivery plan setting out actions, measures and responsibilities to achieve the objectives of the Homelessness Strategy.
Outcomes Framework	The measures and indicators used to monitor progress against the Strategy and Action Plan.
Co-production	An approach that involves residents, service users, partners and people with lived experience in the design, development and delivery of services and strategies.
Lived Experience	Knowledge and insight gained through direct personal experience of homelessness, rough sleeping or housing insecurity.
Bury Homelessness Partnership	The multi-agency partnership responsible for overseeing and supporting delivery of homelessness priorities across the borough.
Health and Wellbeing Board	The statutory partnership responsible for strategic leadership, improving health and wellbeing, and reducing inequalities across the borough.
Temporary Accommodation (TA)	Accommodation provided to households who are homeless while longer-term housing solutions are secured.

Homelessness Prevention	Activity aimed at helping households remain in accommodation or secure alternative housing before they become homeless.
Relief Duty	The statutory duty owed to eligible households who are already homeless to help them secure suitable accommodation.
Rough Sleeping	Sleeping, about to bed down, or sleeping in places not designed for habitation.
Housing First	A housing-led approach that provides settled accommodation alongside intensive and flexible support for people with multiple and complex needs.
Live Well	Greater Manchester's prevention and neighbourhood-based approach that connects residents to services, opportunities and community support to improve health, wellbeing and independence.
One System Approach	Bury's integrated approach to delivering coordinated support across housing, health, social care, criminal justice, voluntary and community sector organisations.
Multiple Disadvantage	The experience of overlapping challenges such as homelessness, poor mental health, substance misuse, domestic abuse, offending history, poverty or social exclusion.
Tenancy Sustainment	Support provided to help people maintain their accommodation and reduce the risk of homelessness.
Choice Based Lettings (CBL)	The system through which eligible households can bid for available social housing properties.
House in Multiple Occupation (HMO)	A property occupied by multiple households who share facilities such as kitchens or bathrooms.
Notice to Quit (NTQ)	Formal notice requiring a person to leave their accommodation.
Lower Super Output Area (LSOA)	A small statistical geographic area used by the Office for National Statistics to analyse population, deprivation, housing and health data.
Homelessness Reduction Act 2017	Legislation that strengthened local authorities' duties to prevent and relieve homelessness through earlier intervention.
Prevention Framework	The strategy's approach to addressing homelessness through universal, targeted, crisis and non-recurring prevention activities.
Domestic Abuse	Any incident or pattern of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are personally connected.

Supported Accommodation	Housing with support services designed to help residents develop the skills and stability needed to live independently.
Social Housing	Affordable rented housing provided by local authorities and Registered Providers.
Private Rented Sector (PRS)	Housing owned by private landlords and rented to tenants on a commercial basis.
Affordable Housing	Housing provided at below-market cost to help meet the needs of households whose housing needs are not met by the market.
Housing Need	The requirement for accommodation that is affordable, suitable and accessible to a household's circumstances.
Tenancy Ready	A programme or support activity that helps residents develop the skills and knowledge required to secure and sustain accommodation.
Multi-Agency Working	Collaborative working between organisations to improve outcomes for residents and address complex needs.

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Bury's Homelessness Strategy Delivery Plan: 2026 – 2029.

- This delivery plan has been developed in alignment with the emerging national homelessness and rough sleeping agenda and reflects the four priorities of Bury's Homelessness Strategy 2026-2029: Early intervention and prevention, access to safe and suitable accommodation, reducing rough sleeping, and ensuring people receive the right support at the right time.
- Progress reporting will focus not only on delivery against agreed actions and outcomes, but also on identifying barriers, risks and emerging pressures. Action leads will be expected to highlight mitigations, learning and opportunities for service improvement to support continuous development.
- This Plan complements, rather than duplicates, activity delivered through the Council's wider Housing Strategy and associated housing, accommodation and support programmes. Several linked strategies, plans and workstreams will contribute directly to the delivery of the Homelessness Strategy and its objectives, including:
    - Increasing the supply of affordable, sustainable and accessible housing through the Housing Strategy.
    - Delivering the Three-Year Temporary Accommodation Strategy and Action Plan, including increasing the supply of suitable temporary accommodation, improving quality and standards, strengthening procurement, placement and move-on arrangements, and reducing reliance on costly and unsuitable forms of temporary accommodation.
    - Implementing the B&B Elimination Plan to minimise and ultimately eliminate the use of bed and breakfast accommodation for families, except in genuine emergencies, and reduce reliance on B&B accommodation across all household groups.
    - Delivering a Supported Housing Needs Assessment and Supported Housing Strategy to ensure supported accommodation and support pathways meet current and future need, improve move-on opportunities and strengthen accommodation options for residents with additional support requirements.
    - Reviewing the Allocations Policy, housing register arrangements and wider access to settled housing to ensure available housing is used effectively, and households can access suitable accommodation as quickly as possible.
    - Delivering wider housing growth, regeneration and housing quality programmes that increase housing choice, improve affordability and support long-term housing stability for residents.

Together, these linked programmes will support delivery of the strategy's overarching ambition to make homelessness rare, brief and non-recurring, while ensuring residents can access safe, suitable and sustainable accommodation alongside the support they need to maintain it.

Priority 1: Strengthening Early Intervention and Prevention

The national plan places a strong emphasis on preventing homelessness before it happens. This theme focuses on identifying risk earlier, helping people stay in their homes wherever possible, and working with partners to provide support before housing problems reach crisis point.				
MHCLG Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead Officer**	**Timescale**
Embed a prevention-first approach by improving access to housing advice, support and early intervention services across communities, helping residents resolve housing issues before they escalate into homelessness	Complete a whole-service review of homelessness prevention and housing options functions, including organisational structure, service delivery model, staffing, skills and demand, and implement a redesigned service with specialist prevention roles aligned to local need and emerging priorities	A modern, responsive and prevention-led service that maximises early intervention opportunities, strengthens partnership working, improves performance and delivers better housing outcomes for residents	Head of Service – Homelessness Prevention & Housing Solutions	Mar 2027
	Establish a Homelessness Reduction Board to provide strategic oversight, governance and accountability for the delivery of the Homelessness & Rough Sleeping Strategy, monitoring performance, outcomes, risks and progress against agreed priorities across partner organisations	Establish a Homelessness Reduction Board to provide strategic oversight, governance and accountability for the delivery of the Homelessness & Rough Sleeping Strategy, monitoring performance, outcomes, risks and progress against agreed priorities across partner organisations	Head of Service Homelessness Prevention & Housing Solutions	Jun 2027

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	Review Duty to Refer and Duty to Collaborate arrangements with statutory and voluntary sector partners, identify gaps and barriers within current pathways, and implement improvements that strengthen early identification, referral quality, information sharing and joint working to prevent homelessness	Stronger multi-agency accountability and collaboration, ensuring housing needs are recognised and responded to effectively across the wider system	Homelessness Prevention & Housing Solutions Manager/Bury Homeless partnership/Lived in experience	Dec 2027
	Increase access to floating support through community-based delivery, outreach and strengthened referral pathways across partner agencies	More people maintain their accommodation, reduced homelessness from tenancy loss, and increased prevention through earlier access to support	Homeless Prevention& Housing Solutions Manager / Calico services	Mar 2028
	Strengthen partnership approaches that provide early financial intervention and practical support, including access to the Crisis and Resilience Fund, Welfare Hubs, debt advice, welfare benefits support, fuel poverty initiatives, employment assistance to maximise incomes	Earlier support for households experiencing financial hardship, improved income maximisation and financial resilience, reduced risk of homelessness, and increased housing stability.	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Early Prevention Officers / DWP / welfare team	Ongoing
	Review the usage of the Homelessness Prevention Fund to ensure resources are targeted effectively, deliver value for money and achieve sustainable housing outcomes, supported by a prevention evaluation framework that measures the effectiveness, cost-benefit and long-term impact of interventions to inform future investment and service delivery	Prevention resources are used effectively and strategically, delivering improved homelessness prevention outcomes, better value for money and greater understanding of which interventions have the most sustainable long-term impact	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Data Officer /	Sept 2027
	Review the accessibility of homelessness and housing advice services across all contact channels, including face-to-face appointments, telephone services, digital platforms, inbox management and written communications	Improved customer experience, increased accessibility and engagement with services, reduced barriers to accessing support, and earlier resolution of housing issues before they escalate into homelessness	Head of Service Homelessness Prevention & Housing Solutions / Service Manager	Dec 2027
	Review and refresh all customer-facing letters, templates and communications to ensure they are clear, accessible, consistent and written in plain English, helping residents understand their housing options, rights and responsibilities	Improved customer understanding, increased engagement with services, reduced confusion and complaints, and more informed decision-making by residents accessing housing support	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Communications teams / Bury Homeless partnership/ Lived experience	Mar 2027
	Implement a workforce development programme to strengthen trauma-informed, strengths-based and person-centred approaches across homelessness prevention services	Consistent delivery of high-quality, person-centred support that improves engagement and prevention outcomes	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / HR/shelter	Ongoing
	Ensure tailored advice and support is easily accessible for people leaving supported housing, care, hospital, prison and other institutional settings through reviewing integrated pathways	Increased prevention referrals and more direct moves into sustainable accommodation	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Bury Homeless partnership/Project Free/Childrens/NHS/ASC	Mar 2028

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	Conduct a full assessment of what advice and information is available to ensure it is accurate, accessible and easy to navigate through enhanced webpages, QR code-enabled resources.	Residents and professionals can easily access accurate housing advice through improved digital resources and a refreshed AdviceAid platform, enabling earlier access to the right support and increasing self-service	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Partner Agencies / Digital / Communications	Sept 2027
	Carry out a comprehensive review of the online housing advice tool, AdviceAid, enabling residents and professionals to access the right support at the earliest opportunity		Head of Service Homelessness Prevention & Housing Solutions / Service Managers	Mar 2027
Create a joined-up prevention system that brings together housing, health, public services and community partners to identify risk early, address the wider causes of homelessness and improve long-term housing stability	Embed partnership working across education, health, VCFSE organisations, community services and Council departments to improve homelessness prevention through targeted engagement, thematic focus groups, shared awareness activity and the development of early identification and referral mechanisms that enable housing risks to be identified and addressed at the earliest opportunity	Increased opportunities for prevention through earlier identification of housing issues across the wider Council system with targeted support	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Bury Homeless partnership/Partners / Lived experience/	Ongoing
	Align service delivery with Bury's LETS Tackle Poverty Strategy, ensuring housing interventions contribute to reducing poverty, financial exclusion and wider inequalities	A more joined-up approach to tackling poverty and homelessness, supporting improved housing stability and reducing the risk of homelessness across vulnerable households	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Public health/Anti poverty leads/welfare hub/live well	Ongoing
	Strengthen access to the Greater Manchester Youth Pathfinders programme and develop a targeted early intervention approach using predictive data and intelligence to identify young people at risk of homelessness and provide support before a housing crisis occurs	Earlier identification of young people at risk of homelessness, increased access to preventative support, reduced youth homelessness, and improved transitions into safe, stable and sustainable accommodation	Youth pathfinders/ Service Manager / Children Services	Mar 2028
	Work with Public Health, Live Well and wider partners to embed the Changing Futures and Enhanced Live Well programmes within homelessness prevention pathways, ensuring people experiencing multiple disadvantage receive targeted support	Earlier identification of housing need through targeted support that addresses the wider causes of homelessness and helps residents live independently	Public Health / Homelessness / Early Break / Project Free / Big life/Live well	Mar 2028
Use data and lived experience to drive improvement	Use data, insight and predictive analytics to identify households at risk of homelessness earlier, supported by the development of a homelessness prevention dashboard to monitor demand, trends, risk factors and outcomes, enabling targeted interventions before housing issues escalate into crisis	Earlier identification of risk, increased prevention activity, reduced crisis presentations, and improved housing outcomes for residents	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Performance Officer	Dec 2027
	Develop a stronger evidence-based understanding of homelessness demand, customer journeys and support needs through data analysis, customer	Services are informed by robust evidence, customer feedback and lived experience, resulting	Head of Service Homelessness Prevention &	Ongoing

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	insight and co-production. Engage regularly with people with lived experience, community groups and partners, and use learning from complaints, compliments, MP enquiries and other feedback to evaluate services, identify emerging needs	in more responsive, effective and person-centred homelessness prevention services	Housing Solutions / Service Manager / Performance Officer	
	Harness digital innovation, technology and AI to improve workforce capacity and productivity, increase homelessness prevention, enhance customer access whilst enabling faster identification of housing need and more effective targeted support	More efficient and responsive services, improved customer experience, earlier intervention opportunities, and better use of resources to prevent homelessness	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Performance Officer	Mar 2028
	Strengthen performance management, governance, audit and quality assurance arrangements to ensure services remain accountable, evidence-led and focused on delivering positive outcomes	Improved service quality, stronger accountability, greater value for money, and continuous improvement in homelessness prevention outcomes	Head of Service Homelessness Prevention & Housing Solutions / Service Manager / Performance Officer	Ongoing
	Introduce a programme of regular case file audits, percentage-based case checks and structured casework reviews to strengthen quality assurance, promote good practice, ensure compliance with statutory duties and identify learning opportunities that drive continuous improvement in homelessness prevention and customer outcomes	Improved consistency, quality and accountability in casework, leading to better decision-making, enhanced customer experiences, stronger compliance and improved homelessness prevention outcomes	Homelessness Prevention & Housing Solutions Manager	Jun 2027

Priority 2: Ensuring Access to Safe, Suitable and Quality Accommodation

Providing access to safe, decent and affordable accommodation is a key part of the national approach. This theme focuses on increasing housing options, improving the quality of temporary accommodation and helping people move into settled homes more quickly.				
MHCLG Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Ensure access to safe, suitable and sustainable temporary accommodation	Deliver the Council's Three-Year Temporary Accommodation Plan, including the acquisition, leasing, procurement, remodelling and optimisation of temporary accommodation stock, implementation of quality standards, and reduction of reliance on emergency and nightly-paid accommodation	An expanded supply of high-quality temporary accommodation, reduced use of costly emergency placements, improved resident outcomes and a more sustainable temporary accommodation system	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Procurement / regulatory Services / Legal /landlords/RP's/Revs and Bens	Ongoing
	Develop and implement a Temporary Accommodation Placement and Procurement Policy that sets out clear standards for sourcing, allocating and managing temporary accommodation, including suitability assessments, procurement arrangements, value for money requirements, location considerations and quality expectations	A transparent and consistent approach to procuring and allocating temporary accommodation that improves placement suitability, strengthens governance, supports financial sustainability and delivers better outcomes for residents	Head of Service Homelessness Prevention & Housing Solutions / Temporary Accommodation Manager	March 2027
	Implement the Council's B&B Elimination Plan, including increasing access to alternative temporary	The use of B&B accommodation is eliminated for families except in genuine emergencies and	Head of Service Homelessness Prevention &	Ongoing

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	accommodation, strengthening prevention and move-on activity, improving placement planning and introducing escalation arrangements to minimise and ultimately eliminate the use of B&B accommodation for families and reduce reliance for all households	significantly reduced across all household groups, ensuring residents are accommodated in more suitable and stable accommodation	Housing Solutions / all service managers	
	Deliver the Temporary Accommodation Quality Framework set out within the Three-Year Temporary Accommodation Plan, including regular inspections, compliance monitoring, resident feedback, provider performance management and continuous improvement activity	Safe, compliant and high-quality temporary accommodation that consistently meets resident needs and statutory requirements	Head of Service Homelessness Prevention & Housing Solutions / Temporary Accommodation Manager	Ongoing
	Implement a temporary accommodation pathway and move-on framework that supports households from placement through to settled housing, with clear expectations, support offers and planned move-on arrangements	Reduced lengths of stay in temporary accommodation, improved flow through the homelessness system and increased successful move-on into settled housing	Head of Service Homelessness Prevention & Housing Solutions / Temporary Accommodation Manager/move on officers	Dec 2027
	Develop and deliver the Greater Manchester Empty Homes Programme to bring long-term empty properties back into use as temporary accommodation, increasing the availability of high-quality housing and making better use of existing housing stock	More empty homes returned to use, increased access to suitable temporary accommodation, reduced reliance on costly emergency and nightly-paid accommodation, and improved value for money through the effective use of existing housing assets	Homeless/private rented, Empty Homes, GMCA, provate landlords	2026 - 2029
	Undertake a joint review with Children's Services of the 16/17 Joint Housing Protocol, Leaving Care arrangements and young people's accommodation pathways, enhancing the Leaving Care Panel to strengthen early identification, coordinated support and planned transitions into suitable accommodation	Reduced youth homelessness through earlier intervention, improved access to appropriate accommodation and support, and fewer young people experiencing repeat homelessness	Homeless / Commissioning / Children's services / VCFE/	Mar 2027
	Review and refresh the Temporary Accommodation Storage Policy to ensure households can access clear, consistent and affordable storage solutions where belongings cannot be accommodated, reducing barriers and preventing the loss of personal possessions during homelessness	Improved customer experience, reduced financial hardship and storage-related risks, and greater housing stability through consistent and person-centred storage arrangements	Head of Service Homelessness Prevention & Housing Solutions / Temporary Accommodation Manager / Homelessness Prevention & Housing Solutions Manager	Dec 2027
	Review and update Temporary Accommodation licence agreements to ensure they are legally compliant, clearly understood by residents, reflect service expectations and responsibilities, and support effective management of temporary accommodation placements	Clearer and more consistent arrangements for residents and the Council, improving compliance, reducing disputes and supporting the effective management of temporary accommodation	Temporary Accommodation Team / Registered Providers / Providers	Sept 2027
	Review and standardise behavioural agreements, placement documentation and all associated temporary accommodation paperwork to ensure they are clear, consistent, legally compliant and	Residents receive clear and consistent information about their placement, rights and responsibilities, supporting positive tenancy behaviour, reducing disputes and improving the management of temporary accommodation placements	Temporary Accommodation Manager	Sept 2027

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	support effective placement management and resident understanding			
	Review domestic abuse pathways and safe accommodation provision, including refuges, to ensure victims and survivors can access timely, appropriate and safe housing options, supported by effective partnership working, clear referral arrangements and trauma-informed support	Victims and survivors of domestic abuse can access safe accommodation and housing support more quickly, reducing the risk of homelessness and improving safety, wellbeing and long-term housing outcomes	Head of Service Homelessness Prevention & Housing Solutions / Temporary Accommodation Manager / Community Safety/SafeNet	Mar 2028
Increase access to suitable housing options	Review the Allocations Policy and wider housing allocations framework, assess the feasibility and benefits of introducing a Common Allocations Framework with housing partners, and procure and implement a modern housing register system that improves access, transparency, operational efficiency and customer experience	A fair, transparent and effective allocations system that makes best use of available housing stock, improves residents' access to appropriate housing, supports homelessness prevention and enables more informed decision-making through improved data and housing management processes	Head of Service Homelessness Prevention & Housing Solutions / Service Managers/Partners	Dec 2027
	Deliver the Housing Strategy, Homelessness Strategy and supported accommodation strategy in a coordinated way to increase housing supply, improve access to housing and support tenancy sustainment	A joined-up approach to increasing housing opportunities and reducing homelessness across the borough	Strategic Housing	Ongoing
	Work with Registered Providers and partners to improve access to accommodation for young people, families, single people and people with multiple or complex needs, while maximising funding opportunities and investment to expand housing options, increase accommodation supply	Improved access to suitable housing options for residents with varying needs and circumstances	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Adult Services / Commissioning	Dec 2027
Strengthen supported housing and move-on pathways	Strengthen move-on from supported housing, increasing the availability of suitable accommodation options and remove barriers to accessing settled housing, ensuring residents can progress into long-term housing stability	Improved flow through the homelessness system, reduced stays in temporary and supported accommodation, increased successful move-on outcomes, and more residents sustaining suitable long-term housing	Homeless/Rough sleepers, adult social care, NHS, public health, childrens, commissioned providers, vcfe, lived in experience	Dec 2027
	Review the Central Access Point (CAP) to ensure residents can access the right accommodation and support at the right time	Residents receive the right support, in the right place, at the right time, reducing crisis presentations, rough sleeping and repeat homelessness, while improving access to appropriate accommodation and enabling sustainable long-term housing outcomes.	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Adult Services / Commissioning	Mar 2027
	Ensure residents in temporary and supported accommodation receive strengths-based support that connects them to employment, education, health and community opportunities	Increased independence, improved wellbeing and better long-term housing outcomes, break intergeneration cycles of disadvantage	Temporary Accommodation Manager / Registered Providers / Partners	Ongoing
	Implement a supported housing quality and compliance framework with providers to ensure accommodation and support services meet regulatory requirements, agreed partnership standards and local expectations. Monitor	Supported housing provision is safe, high quality and fully compliant, with consistent standards across providers delivering improved outcomes for residents and stronger partnership accountability	Supported accommodation strategy lead Homelessness Prevention & Housing Solutions / Service	Mar 2028

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	performance, compliance and outcomes through partnership arrangements to promote accountability, continuous improvement and positive resident outcomes		Managers / Adult Services / Commissioning	
Improve quality, oversight and sustainment	Strengthen performance monitoring, governance and quality assurance arrangements across temporary accommodation, supported housing and move-on services	Improved standards, stronger accountability and continuous improvement across accommodation services	Temporary Accommodation Manager	Ongoing
	Implement fit-for-purpose temporary accommodation management systems and technology, including integrated rent accounting, placement management and performance reporting functionality, to improve oversight, financial management, operational efficiency and the effective delivery of temporary accommodation services	Temporary accommodation is managed more effectively through improved systems, accurate financial monitoring and enhanced operational oversight, supporting better decision-making, resource management and customer outcomes	Performance officer / Temporary Accommodation Manager	Dec 2027
	Collaborate with landlords, letting agents and partner organisations to increase the supply of good-quality private rented accommodation available to residents at risk of homelessness including for including care leavers, people with support needs and those at risk of rough sleeping	An increased supply of quality private rented homes available to residents at risk of homelessness, providing greater housing choice, reducing pressure on temporary accommodation and improving access to settled housing	Service Managers / PRS co-ordinator	Ongoing
Strengthen access to and standards within the Private Rented Sector (PRS)	Assess the need for a dedicated Private Rented Sector function, including the feasibility of a Social Lettings Agency model, to expand access to good quality private rented accommodation, strengthen landlord engagement and increase sustainable housing options for households at risk of homelessness	Improved access to the private rented sector, stronger relationships with landlords and a wider range of sustainable housing options, helping to prevent homelessness and reduce reliance on temporary accommodation	Head of Service Homelessness Prevention & Housing Solutions / Service Managers/PRS enforcement	Sept 2027
	Continuing implementing to legislative changes, including the Renters' Rights Act, ensuring services, policies and landlord engagement arrangements remain effective and compliant	Services, policies and partnerships remain compliant, responsive and fit for purpose, helping residents and landlords navigate legislative changes while supporting stable and sustainable tenancies	Homeless/PRS Service	ongoing
	Strengthen joint working between Housing Standards, Homelessness Services and landlords to identify and address property condition issues, tenancy risks and barriers to accommodation access	Earlier identification and resolution of housing risks, improved property standards, fewer tenancy failures and stronger pathways into and through the private rented sector	Homeless / PRS Team / Public service / Regulatory Services / Trading Standards	Three years
	Review our incentives and support packages that encourage landlords to work with the Council to prevent homelessness and assist households into accommodation	Stronger landlord partnerships, increased accommodation opportunities for residents at risk of homelessness, and greater use of prevention measures to avoid housing crises	Homeless / PRS Team / Public service / Regulatory Services	Three years
	Monitor trends, affordability pressures and tenancy loss within the private rented sector to inform service planning and prevention activity	Improved understanding of local housing pressures and trends, enabling earlier intervention, more targeted prevention activity, and	Homeless/PRS Service	Three years

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		better-informed commissioning, housing supply and service planning decisions that respond effectively to changing local need		

Priority 3: Preventing and Reducing Rough Sleeping in The Borough

The national ambition is to make rough sleeping rare, brief and non-recurring. This theme focuses on preventing people from sleeping rough, responding quickly when it does occur and ensuring people can access accommodation and support to avoid returning to the streets.				
MHCLG Metrics: 1 ☐ 2 ☐ 3 ☐ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Prevent rough sleeping before it happens – detailed actions are under priority one of this action plan	Review and redesign rough sleeping access, referral and assessment pathways to ensure services are easy to access and focused on prevention and early intervention	Faster access to support, reduced barriers to services and increased successful prevention outcomes	Homelessness Prevention & Housing Solutions managers / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	Mar 2027
	Work with statutory services, voluntary organisations, faith groups and community partners to develop a shared responsibility for preventing rough sleeping	Stronger partnership working, increased referrals and a coordinated approach to preventing rough sleeping across the borough	Bury Homeless partnership /Homelessness Prevention & Housing Solutions managers / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	Ongoing
	Expand access and remove barriers into off the street supported and specialist accommodation for people with multiple disadvantage	Reduced barriers to accommodation and support for people experiencing multiple disadvantage, increasing the prevention of rough sleeping and reducing repeat episodes of homelessness	Homeless / commissioned provider / Registered Providers	Ongoing
Reduce rough sleeping and break cycles of homelessness	Maximise funding opportunities and engage with both Greater Manchester and regional partnerships to strengthen local rough sleeping responses	Increased investment, expanded accommodation and support options, and improved outcomes for residents	Head of Service Homelessness Prevention & Housing Solutions / Service Managers/GMCA/MHCLG	Ongoing
	Maximise the use of national and regional initiatives, including A Bed Every Night, CAS3 and Rough Sleeping Accommodation Programmes (RSAPs), to provide accommodation and support for people at risk of or experiencing rough sleeping	Increased access to accommodation and support, reduced rough sleeping and repeat homelessness, and improved pathways into settled housing	Head of Service Homelessness Prevention & Housing Solutions / Service Managers / Rough Sleepers team /GMCA/MHCLG	Ongoing

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	Strengthen our local Housing First offer for people experiencing multiple disadvantage, providing intensive, person-centred support, practical assistance and early intervention to help people secure and sustain accommodation and improve wider life outcomes	Fewer repeat homelessness presentations, improved housing stability and independence, reduced demand on public services, and a strong social return on investment through better outcomes for residents with multiple disadvantage and lower long-term system costs	Homeless / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	Jun 2027
	Continue to develop Bury Integrated Inclusion Health offer for target priority groups, bringing dedicated social work capacity, health services and multi-agency interventions to support people experiencing homelessness, multiple disadvantage	Improved housing stability, health and wellbeing outcomes, reduced repeat homelessness and rough sleeping, increased independence and engagement with services, and reduced demand on health, social care and wider public services	Homeless / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	Aug 2027
	Deliver the National Rough Sleeping Programme Phase one, two and three which focus on rough sleepers experiencing multiple disadvantage	Reduced rough sleeping and long term rough sleeping, increased access to settled accommodation, and improved housing stability for vulnerable residents	Homeless/rough sleepers, adult social care, public health, VCFE, commissioners, gmca, lived in experience, stategic housing/capital	Ongoing

Priority 4: The Right Support at the Right Time for All

The national ambition is to make rough sleeping rare, brief and non-recurring. This theme focuses on preventing people from sleeping rough, responding quickly when it does occur and ensuring people can access accommodation and support to avoid returning to the streets.				
LOF Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Deliver an integrated one-system approach	Strengthen neighbourhood-based and multi-agency support arrangements by bringing together housing, health, social care, employment, criminal justice, community safety, Public Health, Live Well and voluntary sector partners	Residents experience a coordinated and seamless response, receiving the right support at the right time	Homeless/rough sleepers / adult social care / VCFSE / GMCA / lived experience / Public Health	Ongoing
	Strengthen and expand Burys integrated housing support service that provides coordinated support from prevention and crisis response	Reduced duplication between services, improved partnership working and better resident outcomes	Homeless / ASC / Children's Services / MOJ / VCFE / Commissioned providers / Public health	Sept 2028
	Expand partnerships with community, faith and grassroots organisations and strengthen navigator and keyworker support to help residents access and remain engaged with services	Increased engagement with support services, stronger community connections and improved tenancy sustainment	Bury Homeless partnership/Lived in experience	Ongoing
Use evidence, insight and outcomes to drive improvement	Develop a homelessness outcomes and insight framework that tracks residents' journeys, analyses the causes and impact of homelessness, and identifies gaps in provision and unmet need	Improved understanding of homelessness in Bury and stronger evidence to inform future decisions, commissioning and investment	Service Managers / Performance officer/Partners	Sept 2027
	Work with partners to develop shared outcomes and use data, performance monitoring, evaluation and lived experience feedback to measure the impact of	Evidence-led services that deliver improved outcomes for residents and demonstrate the impact of homelessness prevention activity	Service managers / Performance officer /Partners	Mar 2028

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	homelessness interventions, inform service improvement and target resources effectively			
Create, accessible and person-centred support system	Continue to deliver the Greater Manchester Work and Skills Programme- re-commisson, supporting asylum seekers, refugees and other newly settled residents to access employment, training, skills development and volunteering opportunities that promote independence and integration	Improved access to employment and skills opportunities, increased financial independence, stronger community integration, and reduced risk of homelessness through sustainable pathways into work and settled housing	Homeless/Asylum / VCFE / GMCA, RSMP	Feb 2027
	Embed Bury's Families First approach within homelessness prevention and housing support services, ensuring families receive coordinated, whole-family support through a one-system approach that brings together housing, children's services, education, health and community partners	Earlier identification of housing need, improved outcomes for children and families, reduced family homelessness, and stronger partnership working that addresses the underlying causes of housing instability before crisis occurs	Homeless / Children's / Public Health / ASC	Mar 2028

Governance and Measuring Success

Delivery of this Action Plan will be supported by strong governance, effective partnership working and clear accountability across the homelessness system. A Homelessness Prevention Board will be established to oversee delivery of the strategy, monitor progress against agreed actions and outcomes, identify risks and barriers to delivery, and drive continuous improvement across all priorities. The Board will bring together key partners from housing, health, social care, children's services, the voluntary and community sector, Registered Providers and other relevant stakeholders to coordinate activity and maintain collective ownership of outcomes.

Oversight and challenge will also be provided through existing governance arrangements, including the Homelessness Partnership, Health and Wellbeing Board and the Housing Advisory Board, ensuring homelessness prevention remains connected to wider health, housing and community priorities. Regular reporting through these structures will support transparency, accountability and strategic oversight of progress.

Performance will be monitored through a combination of quantitative and qualitative measures, including service performance data, quality assurance activity, case audits, thematic reviews, customer feedback and engagement with people with lived experience. Alongside ongoing monitoring, an annual delivery and performance tracker will be produced to provide a comprehensive assessment of progress against agreed actions and outcomes, highlight achievements, identify barriers and risks to delivery, and set out corrective actions where improvement is required.

An annual review of the Action Plan will evaluate overall progress, refresh priorities where necessary and ensure continued focus on preventing homelessness, reducing rough sleeping, improving access to suitable accommodation and delivering sustainable housing outcomes for residents. The Local Outcomes Framework set out below will provide the basis for measuring impact and assessing progress against the strategy's objectives.

Target checkpoints:

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Metric	Baseline	Checkpoint	Annual Checkpoint	Final Target	Direction
Rate of households in temporary accommodation with children per 1,000 households	2.9 per 1,000 (Sept 2025)	2.9 per 1,000 (Sept 2026)	2.6 per 1,000 (Sept 2027)	2.4 per 1,000 (Sept 2028)	17.2% Reduction
Number of families in Bed & Breakfast accommodation over 6 weeks	6 (Sept 2025)	4 (Sept 2026	0 (Sept 2027)	0 (Sept 2028)	100% Reduction
Success at preventing and relieving homelessness	42% (Sept 2025)	46% (Sept 2026)	49% (Sept 2027	52% (Sept 2028)	23.8% Increase
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	43% (Sept 2025)	33% (Sept 2026)	39% (Sept 2027)	45% (Sept 2028)	4.7% Increase
People who are sleeping rough long term	2 (Nov 2025)	2 (Nov 2026)	0 (Nov 2027)	0 (Nov 2028)	100% reduction
People sleeping rough on a single night	5 (Autumn 2025)	TBC (Autumn 2026)	TBC (Autumn 2027)	TBC (Autumn 2028)	

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Stakeholder Engagement, Lived Experience and Maturity Assessment Summary

Introduction

Stakeholder engagement and co-production were central to the development of the Strategy. Six stakeholder engagement workshops were undertaken with public services, housing providers, commissioned services and voluntary, community and faith sector organisations through the Bury Homeless Partnership and wider partnership forums. These sessions reviewed delivery of the previous Strategy, completed a homelessness maturity assessment and identified priorities for future action. Five lived experience workshops were undertaken with residents who had experienced homelessness, rough sleeping, prison release, recovery pathways and housing insecurity. Participants shared what had worked well, barriers they had experienced and opportunities to improve support. Feedback highlighted the importance of early intervention, trauma-informed practice, tenancy sustainment, life skills support and stronger involvement of people with lived experience in shaping services.

A public survey was also undertaken to gather wider resident feedback and identify priorities for the future Strategy. Further consultation was undertaken through the Health and Wellbeing Board, elected members, strategic leadership arrangements, Greater Manchester Combined Authority partners and key housing stakeholders to ensure alignment with wider housing, health and wellbeing priorities.

Outcomes (summarised)

Maturity Assessment Summary –Review of Bury Homelessness strategy 2022-2025

A structured Homelessness Strategy Maturity Assessment was undertaken with members of the Bury Homeless Partnership, key stakeholders and the Homelessness and Housing Options Service to review delivery of the 2022-2025 Homelessness Strategy. Participants assessed progress across the seven strategic themes of Prevention, Person, Property, Promote, Purpose, Place and Partnership using a maturity framework ranging from "Getting Started" to "Matured". The assessment concluded that significant progress had been made across all themes, with each area assessed as either making progress, maturing or matured. Partnership, Property, Purpose and Prevention were identified as strengths, reflecting the successful development of homelessness pathways, accommodation provision, partnership structures and prevention activity.

The assessment also identified several opportunities for further development. Partners highlighted the need to improve awareness and promotion of homelessness services across the wider system, ensuring organisations such as health services, education providers, Adult Social Care and community partners have a stronger understanding of homelessness risks and routes into support. Feedback emphasised the importance of expanding community-based and neighbourhood prevention approaches beyond Bury Town Centre, improving accessibility of services and strengthening universal prevention activity. While person-centred approaches have become increasingly embedded across homelessness services, particularly within rough sleeping provision, partners identified that some services can still feel transactional and would benefit from further trauma-informed and strengths-based approaches.

The maturity assessment further highlighted the importance of strengthening co-production arrangements within strategic decision-making structures. Whilst engagement mechanisms currently exist, stakeholders felt that people with lived experience should have a more influential role in shaping future priorities, service design and system-wide improvement activity. The findings directly informed the development of the new Strategy's priorities, governance arrangements and commitment to prevention, partnership working and continuous improvement

Lived Experience and Co-Production Summary

Co-production and lived experience engagement formed a central part of the Strategy review process. To support development of the new Strategy, Bury facilitated four lived experience workshops, a borough-wide people survey and targeted co-production activity involving individuals with experience of homelessness, public services, community-based services, rough sleeping, recovery, prison pathways, temporary accommodation and housing insecurity. The engagement sought to capture personal experiences of homelessness, understand barriers within the current system and identify opportunities for improvement.

People with lived experience consistently described homelessness as being driven by a combination of factors including relationship breakdown, financial hardship, domestic abuse, poor mental health, substance misuse, loss of employment and transitions from institutions such as prison, care, hospital and asylum accommodation. Many participants described homelessness as an emotionally and physically exhausting experience, often characterised by prolonged periods of rough sleeping, temporary accommodation and uncertainty whilst waiting for settled housing. The survey identified important themes around service accessibility and inclusion. Participants highlighted concerns regarding

unsuitable temporary accommodation, stuck in supported accommodation, lack of amenities, digital exclusion, complexity of systems and difficulties accessing housing opportunities. Feedback showed that whilst many residents valued the support received from housing staff, outreach teams and voluntary sector organisations, some individuals felt their wider support needs were not fully addressed despite disclosing them to services. The findings reinforced the need for more personalised, trauma-informed and holistic support that recognises the wider factors contributing to homelessness.

Co-production workshops identified several priority areas for future improvement, including greater access to recovery-focused accommodation, stronger life skills and tenancy sustainment support, simpler and more accessible housing systems, better access to digital services, increased peer mentoring opportunities, services designed around the individual and stronger involvement of people with lived experience in service design. Participants also identified the need for more flexible approaches to rough sleeper verification, improved communication and clearer pathways into settled housing.

A recurring message throughout all engagement activity was the importance of dignity, respect and meaningful involvement. Participants expressed a desire not only to access services but to actively influence how they are designed and delivered. As a result, the Strategy commits to embedding ongoing co-production throughout implementation, with people who have lived experience helping to shape delivery plans, outcomes, service development and future policy decisions.

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Agenda Item 12

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Northern Gateway Western Access scheme: Approval to investigate the indicative deployment of Compulsory Purchase Order (CPO) powers to facilitate scheme delivery	
Report of	Leader	

Summary

1. The Western Access scheme (Pilsworth Road Corridor Improvements) is a cross-boundary scheme with Rochdale Council, and will provide the necessary off-site, highway and transportation infrastructure required to access the early development phases of the Northern Gateway Investment Zone (IZ) site (JPA 1.1 allocation). The construction of the Northern Gateway Western Access (NGWA) scheme will create the potential capacity to unlock the initial phases of employment generating uses on the IZ site, supporting the creation of high quality, employment floor space, including space within the advanced manufacturing and foundational sectors.

2. NGWA scheme delivery is being funded by the Greater Manchester Combined Authority (GMCA) utilising Investment Zone grant funding (£10M). In addition to this IZ grant, Good Growth Funding (£52.1M) has also been indicatively allocated by GMCA to support scheme delivery.

3. The delivery of the NGWA scheme, including any associated enabling and temporary works that may be needed to facilitate construction, will require the acquisition of third party owned land and property interests.

4. In order to maintain the good progress made so far during the pre-construction stage and to avoid any programme delays that would impact on the timely delivery of the NGWA scheme in line public grant funding requirements, Cabinet approval is now requested to investigate the potential use of Compulsory Purchase Order (CPO) powers needed to support any land acquisitions prior to scheme construction. Investigations into the indicative use of CPO powers and any associated preparatory work to inform the possible use of CPO at a later date, will be progressed in parallel with the process to acquire land and all relevant interests by early, proactive negotiation.

5. An indicative CPO area map (showing the indicative CPO red line boundary) is included with this report (Appendix 1). The proposed investigations into the potential use of CPO powers and the finalisation of NGWA scheme preliminary designs, will include (amongst other activities) finalising a CPO

red line boundary and production of an associated CPO area map and Schedule of Interests. Confirmation of this CPO red line boundary, CPO area map and the Schedule of Interests is anticipated to be completed by early Spring 2027 and will be subject of a future Cabinet report which would include the findings of the investigations into the potential use by the Council its statutory CPO powers and if relevant, a recommendation seeking delegated approval to seal a CPO Order.

6. In line with the above summary and as detailed in the main body of this report, Cabinet approval of the following recommendations is now sought:

Recommendation(s)

7. It is recommended that Cabinet:

   a. Approves investigations being undertaken by Officers into the indicative use of Compulsory Purchase Order (CPO) powers under Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) and section 13 of the Local Government (Misc. Provisions) Act 1976 and all other enabling powers as appropriate in relation to the purchase of land and all relevant interests and rights which are necessary to implement the delivery of the Northern Gateway Western Access scheme, shown in the indicative CPO Map within Appendix 1.

   b. Agree in principle to the Council making use of Compulsory Purchase Order's (CPO) under the statutory powers in Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) and section 13 of the Local Government (Misc. Provisions) Act 1976, to be used if negotiated acquisition cannot be achieved within reasonable timescales, is considered as necessary, in the public interest and to facilitate the carrying out of development, re-development or improvement on or in relation to the land, to acquire all property and other proprietary interests on the land, to implement the delivery of the Northern Gateway Western Access scheme, shown in the indicative CPO Map within Appendix 1.

   c. In the event that Cabinet agree recommendation 1 above to delegate authority to the Executive Director of Place to undertake all necessary preparatory work, including surveys, land referencing to identify all the landowners, unregistered land and any rights such as mines and minerals, access rights, wayleaves and easements including those with statutory undertakers, valuations, legal advice, and engagement with affected parties, and the acquiring of properties and proprietary interests within the CPO Map of the Order Land by agreement.

   d. Note that a further report will be brought to Cabinet together with the relevant documentation such as the Statement of Reasons, to seek

formal approval to make, confirm and implement the CPO, should it be necessary and the relevant tests under section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) and section 13 of the Local Government (Misc. Provisions) Act 1976 be evidenced to be in accordance Ministry of Housing, Communities and Local Government Guidance.

e. That the future Cabinet report will be also set out the findings of the investigations as to the use of CPO powers, with a view to seeking:

    i. Cabinet approval of a confirmed CPO Area Map with a CPO red line boundary and schedule of interests, CPO Statement of Reasons and Equality Impact Assessment.

    ii. Delegated authority to the Director of Law and Democratic Services in consultation with the Executive Director of Place and Director of Finance and the Leader to finalise the red line boundary and to make, confirm and seal a CPO Order under Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) and section 13 of the Local Government (Misc. Provisions) Act 1976.

    iii. Delegated authority to the Director of Law and Democratic Services in consultation with the Executive Director of Place and Director of Finance and the Leader, to progress any other relevant details, legal and funding agreements to enable the acquisition of relevant interests and rights; and

    iv. Cabinet approval of a land acquisition budget and programme.

    v. Cabinet approval to appropriate the land if required to obtain and over-ride relevant rights.

Reasons for recommendation(s)

1. The Western Access scheme (Pilsworth Road Corridor Improvements) is a cross-boundary scheme with Rochdale Council, and will provide the necessary off-site, highway and transportation infrastructure required to access the early development phases of the Northern Gateway Investment Zone (IZ) site (JPA 1.1 allocation). The construction of the Western Access scheme will create the capacity to unlock the Northern Gateway development’s initial phases of employment generating uses and support the creation of high quality, employment floor space, including space within the advanced manufacturing and foundational sectors.

2. There continues to be an urgent need to swiftly and flexibly progress the development of the Western Access scheme to achieve the challenging grant funding milestones and outputs which govern the utilisation of the IZ grant. These GFA milestones and outputs include the finalisation of the Western Access scheme's preliminary designs by early 2027, production of the scheme detailed/ technical designs and costings and Full Business Case by summer 2028, and construction start on site by autumn 2028. The timely public acquisition of third party owned land and associated interests prior to construction will therefore be required to ensure progress is maintained with achieving the challenging grant funding requirements including a construction start by autumn 2028.

3. Whilst compulsory purchase should be the last option used to acquire land and relevant associated interests in order to facilitate development, compulsory purchase does provide certainty that any land required can be delivered for the scheme within a defined timescale and at a reasonable cost. It should never be seen as a first option, and acquisition by agreement should take priority. However, government guidance supports the use of compulsory purchase and recognises that, due to the time taken to make and confirm a compulsory purchase order, the compulsory purchase process may be run in parallel with other efforts to acquire interests in property through negotiation and agreement. Investigations into the potential use of CPO powers in relation to the purchase of land and all relevant associated interests which are necessary to implement the delivery of the Northern Gateway Western Access scheme, should therefore be undertaken in a timely manner alongside negotiations to acquire land through agreement.

Alternative options considered and rejected

4. Delaying investigations into the potential use of CPO powers that would run alongside parallel negotiations to acquire land through agreement, will risk on-going efforts to achieve the objectives sought through the challenging Investment Zone and Good Growth grant funding requirements, including agreement of a Full Business Case by summer 2028 and ensuring a construction start by autumn 2028. Failure to achieve grant funding milestones would in turn delay scheme delivery and jeopardise the utilisation of the grant funding. Non-compliance with funding requirements and associated grant funding agreement milestones would present a significant risk to the receipt and utilisation of Investment Zone and Good Growth grant funding.

5. That the recommendations are not approved. This would jeopardise the delivery of the Western Access scheme, which in turn would impact on unlocking the early phases of the Northern Gateway site development. The

delivery of the Western Access scheme is critical to providing the necessary highway capacity and associated sustainable transportation improvements required to unlock the initial phases of Northern Gateway for a national-scale employment opportunity.

6. Seeking to acquire land and all relevant interests by agreement through negotiation without undertaking parallel investigations into the potential use of CPO powers, would risk significant delays with the delivery of the Western Access scheme. This would erode confidence in the Council's ability to deliver a key strategic priority for both Bury Council and its strategic partners, including Rochdale Borough Council, Greater Manchester Combined Authority, Transport for Greater Manchester and National Highways. Delaying the delivery of the Western Access scheme would undermine supporting the delivery of a number of major, corporate strategies and Team Bury initiatives including the Council's 'Let's Do It' Vision and Strategy, Northern Gateway Strategic Development Vision, Atom Valley MDZ Vision and Mayoral Development Corporation, Northern Gateway Development Framework (supplementary planning document), Bury's Economic Strategy, the emergent Greater Manchester Transport Strategy, amongst others.

7. When developing the Land Acquisition Strategy, consideration has been given to an alternative option using the statutory CPO enabling powers which are vested in the Greater Manchester Mayor and the Atom Valley Northern Gateway Mayoral Development Corporation (MDC). The Greater Manchester Mayor has the rights to use the statutory power of compulsory purchase, as an acquiring authority by virtue of the enabling powers under its establishment pursuant to the Local Democracy, Economic Development and Construction Act 2009 and the Greater Manchester Combined Authority Order 2011, and more particularly the Northern Gateway MDC from the enabling power of section 207 of the Localism Act. These powers enable the Mayor/ MDC to promote a CPO under section 226 of the Town and Country Planning Act 1990, through the same CPO process and with the same requirements as the Council. However, the MDC's CPO powers are circumscribed under its constitution which require the MDC to have also received the express consent of the GMCA for their use. In addition, the MDC constitution also requires it to have consulted with the GM Mayor and Councils in the use of MDC CPO powers within their respective administrative areas. This 'consultation' would also require Council endorsement of the approach using a report to Cabinet in any event and by doing so would be adding a secondary layer in the CPO process.

8. In addition to the above, other issues would also need to be addressed in respect to the pursuit of an alternative MDC CPO led approach. These include ensuring that all the necessary professional legal, land assembly and CPO staff resources are all in place within Rochdale Council who is acting as the MDC 'host authority'. At the present time, the arrangements for a 'hosting

agreement' between the MDC and Rochdale are still in preparation. Similarly, transferring CPO workstream activities to the MDC 'host' authority would also introduce other risks and complexities in terms of the co-ordination of a CPO workstream led by a third party 'host' whilst also attempting to maintain alignment with the pre-construction programme and construction delivery of the wider WA scheme by Bury and Balfour Beatty. As indicated in Table 1 of this report (CPO Programme - section 37 below), the timeframes associated with the Council led CPO approach also currently neatly align with the overarching Western Access pre-construction and construction delivery programme. Moving to an alternative MDC CPO route at the current stage of the process would introduce delays into what is already a challenging delivery timeframe.

9. A further consideration concerns the IZ grant funding - which is precluded on conditions, outputs, timeframes and cash flow draw-downs – governed by the Grant Funding Agreement in place between GMCA and Bury Council (see Section 22 below of this report). The IZ grant provides for a 'realistic' estimated CPO budget that is already in place, and which has been carefully prepared based on the expert advice of the Council's CPO team (see Table 2 of this report, Section 41 below), to cover the forecast CPO/ land acquisition costs. In this regard, transferring to an alternative MDC CPO led approach would raise a series of grant funding and associated commercial related risks and issues that would also need to be addressed.

10. The Council led Land Acquisition and CPO approach set out in this Cabinet report represents the well-established, 'tried and tested' CPO route; one that would also offer lowest risk to securing an eventual successful CPO and one that is appropriate for a strategic transportation scheme of this nature.

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Background

11. **Strategic Planning and Northern Gateway:** The Greater Manchester Places for Everyone Plan (PfE) is the Joint Development Plan Document for nine Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) covering the plan period 2022-2039. PfE is the strategic spatial plan for its nine constituent boroughs, including Bury, and as such, sets out the collective planning policy framework. All policies and allocations within the plan are 'strategic', including the

Northern Gateway development area which is allocated as site JPA 1.1. At the Full Council meeting on 20th March 2024, Bury Council approved to the formal adoption of the PfE (see Background documents).

12. The Northern Gateway (JPA 1.1) represents Bury's key opportunity for new inward investment, economic growth, and job creation. 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. Northern Gateway will be a key driver in the delivery of Bury's 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. The JPA 1.1 site is a transformational opportunity to deliver around 1.2 million sq.m. of employment floorspace and around 19,000 quality jobs that would be accessible to Bury residents.

13. Following PfE formal adoption in March 2024, the Northern Gateway Development Framework (NGDF) Supplementary Planning Document (SPD) was prepared jointly by Bury and Rochdale Councils with technical input from the Northern Gateway Development Vehicle LLP (NGDV) as the main site promoter and also input from other landowners/ stakeholders. The NGDF SPD was subsequently adopted by Bury Cabinet on 5th March 2025 (see Background documents). The NGDF SPD establishes a framework against which any planning applications on the Northern Gateway JPA 1.1 strategic site will be considered, setting out high level design principles and an approach to the delivery and phasing of infrastructure on and off site.

14. **Western Access scheme:** The Northern Gateway Western Access scheme (Pilsworth Road Corridor Improvements) is a cross-boundary scheme with Rochdale Council. The Western Access scheme (NGWA) will provide the necessary off-site, highway and transportation infrastructure required to create the necessary highway capacity needed to access the early development phases of the Northern Gateway Investment Zone (IZ) site (JPA 1.1 allocation). The construction of the Western Access scheme will create the potential capacity to unlock up to circa 600,000 sq/m of employment generating uses and support the creation of high quality, employment floor space, including space within the advanced manufacturing and foundational sectors. In this regard, the NGWA project will seek to achieve the following scheme objectives, including:

    - Developing a cost-effective scheme which demonstrates Value for Money that will facilitate the build out of the Northern Gateway (JPA1.1) early phases of development.

    - Developing a scheme that provides additional capacity to enhance journey time reliability for all modes, mitigate the impact of traffic flows associated with Northern Gateway, improves safety for all and enhances sustainable travel opportunities delivering connectivities for all required modes including active travel, passenger transport bus priority measures.

- Delivering social value benefits to the surrounding community and the local economy

15. To expedite the design and delivery of the NGWA scheme and in line with the strict Investment Zone grant funding requirements and milestones, Balfour Beatty Civil Engineering Ltd was appointed by Bury Council in May 2025 as the Western Access scheme's Main (Design and Build) Construction Contractor (see Background documents). Since then, Balfour Beatty (and its Design Partner, Sweco UK Limited) have worked at pace to progress the initial pre-construction scheme work packages. To date, these have included the completion of scheme design optioneering and proportionate transport modelling during summer - autumn 2025, the identification and endorsement of a scheme Preferred Way Forward (proof of concept design) between December 2025 - January 2026, the preparation of scheme Concept Designs (RIBA 2 stage) during February 2026 and subsequently, the production of draft Preliminary Designs (RIBA 3 stage) in September - October 2026. The preparation of the draft Preliminary Designs was also informed by detailed strategic, junction and local simulation transport modelling which was also conducted over the same period.

16. In conjunction with the design and modelling activity described above, Balfour Beatty has also substantively progressed the development of a scheme Outline Business Case which will be finalised in January in readiness for submission for approval in February 2027. Preparation of scheme Detailed / Technical Designs (RIBA 4 stage) and a Full Business Case will then take place during 2027, with scheme construction delivery currently planned to start by autumn 2028.

17. The NGWA scheme will provide the necessary off-site, highway and transportation infrastructure required to create the highway capacity needed to access the early development phases of the Northern Gateway Investment Zone (IZ) site (JPA 1.1 allocation). A high-level summary of the proposed improvements can be summarised as follows:

- Deliver improvements at key junctions on the road and motorway networks:
  - Asda (Pilsworth Retail Park) roundabout upgrade,
  - M66 Junction 3 motorway slip roads, including additional on/ off slip lanes
  - Pilsworth Road / Moss Hall Road (Great Bear) signal-controlled junction upgrade;

- Construction of a continuous shared-active travel route facility along the length of the Corridor between the Pilsworth Road/ Moss Hall Road (Great Bear) junction and west of M66 Junction 3;

- Construction of a shared-use route beneath the M66 Junction 3 bridge structure, including dedicated safe crossing points on the slip roads for pedestrians and cyclists;

- Extend and widen existing footway and cycleways in other locations, including adjacent to Pilsworth Road west, Roach Bank Road;

- Carriageway reconstruction including existing drainage system upgrade and constructing wider carriageway widths supporting future network maintenance and resilience, including Pilsworth Road east;

- Reduce speed limits, west of the M66 junction;

- Improve existing road signage and markings; and

- Improve road user visibility.

18. It should be noted that Rochdale Council and the Rochdale Development Agency are leading on the delivery of planned improvements at the Brightley Brook / Moss Hall Lane junction. The Brightley Brook Junction Improvement scheme (BBJIS) is being delivered separately by Rochdale Council utilising City Region Sustainable Transport Settlement (CRSTS) grant funding. Whilst the BBJIS will deliver upgrades at the Moss Hall Road/ Brightley Brook junction which connect directly into the proposed spine road onto the JPA 1.1 Northern Gateway site, the BBJIS is outside the project scope of the Northern Gateway Western Access scheme that is being led by Bury Council in partnership with Rochdale Council. In this regard, a cut-off point between the NGWA and BBJIS schemes at a mid-point location on Moss Hall Road has previously been agreed between Bury and Rochdale Councils. In line with this, the BBJIS therefore falls outside the indicative CPO area and associated indicative CPO red line boundary (Appendix 1) and does not form part of the scope and recommendations of this Cabinet report.

19. **Western Access Public Consultations:** The draft Preliminary Designs are currently subject to formal review by key public stakeholders (including Bury and Rochdale Council Highways Authorities, Transport for Greater Manchester (TfGM), and National Highways). In parallel with this design review activity, public consultations and engagement with businesses and other stakeholder interests are also currently taking place over a 6-week period between 9th November to 21st December 2026. Feedback received during the public consultation and stakeholder engagement exercise will be reflected in the finalised Outline Business Case. Public consultation responses will also help to further inform the finalisation of the scheme Preliminary Designs which in turn will also feed into and assist with activities to confirm a finalised CPO Map (showing the CPO red line boundary). The Western Access scheme public consultation builds on earlier Northern Gateway JPA 1.1 public engagement exercises, including the Northern Gateway Development Framework (NGDF) Supplementary Planning Document which was consulted upon between November 2024 to January 2025. The results of the NGDF public engagement were presented in a report to Cabinet on 5th March 2025, where the NGDF was also adopted (see Background documents).

20. The development of the draft Preliminary Designs has been used to inform the identification of an indicative CPO Map for the scheme (encompassing the indicative red line boundary of the scheme development area and associated indicative temporary works areas required to facilitate enabling and construction related activities). Temporary works areas include indicative site compound locations which are also shown on the indicative CPO boundary. The indicative CPO Map is included as Appendix 1. The indicative justification for the choice and location of site compounds is included as Appendix 2 to this report. The availability, land requirements and means of securing the temporary occupation of any indicative compound locations, including any satellite compounds, remain subject to further investigation at the next stage as the construction logistics strategy develops.

21. Pending completion of the draft Preliminary Design formal review period and receipt of the public and stakeholder consultation feedback in mid-December 2026, a CPO area map (incorporating the CPO red line boundary, temporary works areas, and compound locations) will then be confirmed. The confirmed CPO area map will be presented to Cabinet for approval in a future report over the coming months (currently anticipated early spring 2027).

22. **Western Access Funding:** As the lead authority for the scheme delivery and grant recipient, Bury Council has secured £10 million Investment Zone (IZ) Grant Funding from GMCA to help contribute towards the cost of delivering the NGWA scheme's pre-construction activities and construction works. An initial tranche of the IZ grant funding (£800k revenue grant) was accepted by Cabinet in November 2024 (see Background documents), and an associated Grant Funding Agreement (GFA) governing the utilisation of this funding was signed between the Council and the GMCA in February 2025. A second tranche of IZ grant (£700k revenue grant) was subsequently released to the Council and in association with this, a Deed of Variation to the original GFA was signed in September 2025. The final tranche of the IZ grant funding (£8.5 million) has also now been made available by GMCA and a new GFA was signed between the two parties in early October 2026 in respect to its utilisation. Cabinet resolved to accept this £8.5 million grant allocation into the Council's Capital Programme on 14th October 2026 (see Background documents).

23. In addition to the £10 million IZ grant funding, in early April 2026, Bury Council received an indicative allocation of grant funding (£52.1 million) from Greater Manchester's Good Growth Fund to contribute towards NGWA scheme preconstruction and construction costs. GMCA's Good Growth Fund has been established to help drive regional economic growth such as through supporting major infrastructure schemes which in turn will support unlocking development and investment in key sectors such as innovation and advanced manufacturing. The Good Growth Funding allocation is in place and is contingent on the agreement of a suitable grant recovery mechanism with developers of the Northern Gateway JPA 1.1 site. The on-going work and associated commercial due diligence to implement this funding agreement with developers is being led by GMCA.

24. In line with the recommendations of this Cabinet report, if investigations conclude it to be appropriate, then a further update about the Western Access CPO budget (see paragraph 36 below) and Western Access scheme funding will be included in a future report to be brought to Cabinet which will seek formal approval to make, confirm and implement the CPO, subject to being satisfied that the appropriate statutory tests are met, being demonstrating deliverability of the scheme which includes no funding impediment to scheme delivery, and satisfaction of the public interest test.

25. **Western Access Planning Strategy**: The NGWA planning strategy continues to be developed and will be informed pending further feedback from Bury and Rochdale Councils' Local Planning Authorities (LPAs). In support of this work, the project team has formally submitted pre-applications seeking planning advice from both LPAs in connection with the NGWA scheme development proposals. In addition to this, a request has also been submitted to both LPAs for a Screening Opinion under Regulation 6(1) of The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (i.e.. the EIA Regulations). The purpose of seeking a Screening Opinion request is to determine whether the NGWA scheme development constitutes EIA development as defined by the EIA Regulations. The outcome of this exercise will in turn define the planning strategy for the scheme including whether the NGWA scheme proposed development should be progressed under permitted development (General Permitted Development Order) regulations or alternatively if a full planning application may be required. The work to determine the planning strategy for the NGWA scheme will also help to inform the associated investigations into the potential use of CPO powers.

26. **Western Access Land Acquisition and CPO Strategy**

27. **Legal CPO Specialist Appointment:** In June 2026, the Council appointed a Legal Land Acquisition Specialist and associated professional team, to co-ordinate and lead the development and implementation of a Land Acquisition and Compulsory Purchase Strategy. The procurement and appointment of the Legal Specialist Lead Advisor was co-ordinated by the Council's Economy and Environment Legal Team in line with Council delegated authority requirements and the North West Legal Consortium (NWLC) Public Sector Framework was utilised.

28. DWF Law LLP was appointed as the Legal Specialist Lead Advisor together with its consultant professional team comprising Montague Evans LLP (providing associated legal, surveying/ valuation specialist inputs), and TerraQuest (as land referencing specialists). The general scope of services for the Land Acquisition and CPO Strategy commission is outlined as follows:

    - Prepare and implement Land Acquisition and CPO Strategy, including advising and initiating a programme of "twin tracking" activities that support (i) the negotiated Voluntary Acquisition of land, and is (ii) backed up by an appropriate CPO process;

- Undertake Land Title Review and Prepare an Overview Report of the relevant freehold and leasehold titles;
- In support of the above, undertake Land Referencing Mapping including accurately identifying and mapping all up-to-date legal interests, occupiers, rights, and restrictions impacted by the scheme;
- Prepare CPO Map (including CPO red line plan)
- Prepare Property Cost Estimates including land plot valuations to support voluntary acquisitions and inform a realistic CPO budget;
- Provision of Strategic Land Assembly and redline CPO Advice including reviewing and confirming the legal sufficiency of the land take CPO red line, ensuring consistency with land interests, statutory requirements, and evidence;
- Prepare and undertake an on-going programme of proactive engagement and consultation activities with all identified legal interests who have been identified and whose interests will impact the scheme proposals;
- Prepare CPO Statement of Reasons and accompanying CPO schedule of interests;
- Preparation and serve the CPO and associated documents where necessary and submitting the CPO to the Secretary of State for confirmation if required;
- Provide Legal review of all formal letters/ correspondence and notices drafted by Land Referencing Agents for publication in newspapers and for CPO service;
- Prepare and issue land access licences to support pre-construction and construction activities including for example, ecology surveys, other non-intrusive surveys, and ground investigations / intrusive surveys.

29. **Land Acquisition Strategy:** The Land Acquisition and CPO Strategy is included as Appendix 3 to this report and recognises the fact that a combination of private treaty negotiations and use of CPO powers will likely be needed to assemble the land and rights required for the scheme. The key principles underpinning Land Acquisition and CPO Strategy are summarised as follows:

30. **Acquisition by Agreement:** Whilst it is likely that a combination of private treaty negotiations and use of CPO powers will be required to assemble the land and rights required for the delivery of the NGWA scheme. The Council should make all reasonable efforts to acquire land by agreement and details of all efforts would be made available in the event of any CPO process being required. Acquisition by agreement provides the Council with the opportunity to secure the necessary agreement with parties owning interests in the required land, and as an option this should be fully exhausted by the Council. Compulsory purchase should therefore be the last option used to acquire land to facilitate development. Whilst compulsory purchase provides certainty that land can be delivered for the scheme within a defined timescale and at a

reasonable cost, compulsory purchase should only be used when all other options to acquire land by agreement have failed. It should never be seen as a first option, and acquisition by agreement should take priority.

31. The benefits to landowners and occupiers by the Council seeking to acquire land through agreement are that it allows for a greater level of flexibility between the parties on timing (for vacant possession) and the payment of consideration which can be made in stages and/or at milestones. The benefit of this approach to the Council is that it avoids committing to upfront land purchases through the securing of option agreements and allows for the scheme to be constructed whilst under option and the Council only acquiring the land it needs for the final highway scheme. Any temporary land requirements can be factored into option agreements. It is also anticipated that the Council would look to enter Compound Licence arrangements with owners in respect to securing temporary compound areas required for the construction stage, rather than using CPO powers (which are a last resort). The need for, location of and land take associated with each of the indicative proposed compound areas will be reviewed as the CPO investigations progress at the next stage and as the construction logistics strategy develops.

32. **Compulsory Purchase:** It is recognised that the use of CPO powers is a last resort and, in these circumstances, the main benefit of the use of compulsory purchase is the certainty of being able to obtain vacant possession. The current CPO strategy is for the regeneration powers within the Town and Country Planning Act 1990 (as amended) to underpin the use of the statutory powers. However once final preliminary design development is undertaken, and the planning strategy finalised it may become apparent that the more appropriate legal mechanism may be the powers included within sections 239, 240 and 246 of the Highways Act 1980.

33. Once the Compulsory Purchase Order is confirmed, and the legal challenge period has passed, notices can be served, and a date for vacant possession is fixed. Despite the relatively long process for making and confirming an Order, use of an Order may also have benefits in terms of securing a site within a shorter amount of time than by private treaty negotiations.

34. A key benefit for any property interests affected in the use of compulsory purchase is that it provides a clearly defined statutory system for any objections to be heard prior to confirmation, and a statutory framework for compensation for any losses once a CPO is confirmed including the determination by a Tribunal in the event that compensation cannot be agreed.

35. Risks associated with the use of compulsory purchase include the time taken to conclude the statutory process, the cost of the making and confirmation of a CPO, and the level of uncertainty which exists until the Order is confirmed. However, given the challenging NGWA scheme delivery timeframes, and the nature of the NGWA development proposals, the Land Acquisition Strategy for assembling the land and rights needed for delivering a scheme of this nature, therefore comprises a combination of private treaty negotiations and use of CPO powers. In this regard, compulsory purchase provides certainty

that land can be delivered for the scheme within a defined timescale and at a reasonable cost, whilst also acknowledging that compulsory purchase should only be used when all other options have failed. It should never be seen as a first option, and acquisition by agreement should take priority.

36. Government guidance supports the use of compulsory purchase. It recognises that, due to the time taken to make and confirm a compulsory purchase order, it may be appropriate to run the compulsory purchase process in parallel with other efforts to acquire interests in property. This can also help to demonstrate the seriousness of the Council and can help to move negotiations forward.

37. **Programme:** An indicative Land Acquisition and CPO programme is outlined in Table 1 below, including the 'critical path' of CPO key activities and indicative timeframe for their completion, which are summarised as follows:

Table 1: Indicative Land Acquisition/ CPO programme:

Land Acquisition/ CPO Key Activities	**Indicative Timeframe for Completion**
Undertake land searches, identify properties for CPO in line with finalisation of Preliminary Designs	End December 2026
Preliminary Design agreed confirming land requirements, OBC approved	End February 2027
Council confirms officers able to use the statutory powers to make a CPO	Early February 2027
Draft CPO Statement of Reasons	End May 2027
Land Referencing	End May 2027
CPO Schedule of Interests confirmed	End May 2027
CPO Map confirmed	End May 2027
Make CPO	End May 2027
Submit CPO to Secretary of State for Confirmation	End May 2027
Site and individual notices of the proposed order sent to landowners and statutory bodies	End May 2027
Objection Period (21 days)	End June 2027
Public notice to hold a Public Inquiry	July 2027
Prepare statement of Case to support the use of CPO powers	End August 2027
Prepare evidence to support the use of CPO powers	End September 2027
Modifications to the CPO redline boundary	End September 2027
Rebuttal to evidence from objectors	End Oct 2027
Public Inquiry	End November 2027 – May 2028
Secretary of State Decision	End March 2028

Notice of Decision	End March 2028
Challenge Period	Mid-May 2028
Make GVD	Mid-May 2028
Vesting Period (post Full Business Case)	Mid-August 2028
Land available for construction	Mid-August 2028

38. The CPO indicative programme showing a critical path of CPO activities, has been prepared collectively by the Council project team, its professional team of Legal specialists and the Council's Main Construction contractor (Balfour Beatty). The CPO indicative programme aligns with the current pre-construction programme. This indicative CPO programme currently demonstrates that, subject to there being no delays to the pre-construction programme and CPO process, that any private land that may be required for scheme delivery could feasibly be acquired and made available in line with the start of scheme construction by autumn 2028. If there are no objections to the making of the CPO, then a Public Inquiry will not be required and with the Secretary of State's agreement the Council may be able to self-confirm the CPO.

39. The indicative CPO programme will continue to be monitored over the coming months as the pre-construction period progresses and a further update will be presented as part of a future report to be brought to Cabinet which will seek formal approval to make, confirm and implement the CPO, subject to satisfying the appropriate CPO tests.

40. As previously noted, and in line with the twin track approach to land acquisition and CPO, throughout the above CPO process, the Council and its legal professional advisors will continue to negotiate with landowners with a view to acquiring land through voluntary agreement.

41. **Setting a Realistic Budget:** The Land Acquisition and CPO strategy is underpinned by a realistic, estimated land acquisition budget which has been prepared in line with property cost estimates (i.e.. individual, plot by plot land and property valuations undertaken by the Legal specialist team in line with the compensation code and CPO Public Inquiry cost estimate). The property cost estimates have been based on the NGWA scheme development area as reflected in the draft Preliminary Designs, indicative CPO map red line boundary and associated schedule of property interests. The property cost estimate total is included in Table 2 below (Estimated CPO Budget).

42. The land needed for the NGWA scheme is characterised by strips of verges, woodland screening and other minor land parcels adjoining the publicly adopted highway which therefore is of limited commercial value. Whilst the land acquisition budget is reflective of this situation, it has also been prepared in the knowledge that when making future financial offers to any owners who are directly impacted by the scheme's permanent and temporary works, the Council should be prepared to offer a commercial sum which is not only reflective of its value on a per square metre basis but also acknowledging any

potential impact to owners' business operations, such as disturbance, continuity of access or any other practical considerations.

43. The land acquisition and CPO budget is also reflective of temporary land requirements (i.e.. temporary works areas, contractor compounds etc) needed to facilitate the scheme. In this regard, the land acquisition strategy advises that the Council should seek to enter into lease agreements with the identified parties paying a monthly sum (rent) based on a discounted industrial land value related to their intended use. Any such lease agreements should be suitably flexible to ensure they can be extended and/or ended early depending on the circumstances of the NGWA construction delivery programme.

44. The Land Acquisition and CPO budget estimate provides a guide to the quantum of compensation which may be payable following the exercise of CPO powers. The budget estimate shown in the Table 2 can be accommodated within the NGWA scheme overall budget and in line with the scheme cash flow. The estimated CPO Land Acquisition and CPO budget is summarised in Table 2 as follows:

Table 2 – CPO Budget Estimate:

Cost Item	**Estimated Cost**
Property Cost Estimate	£632,664
Temporary Works / Site Compound estimate	£126,532
CPO Public Inquiry	£500,000
Total:	**£1,259,196**

45. A further update about the Land Acquisition and CPO budget will be presented as part of a future report to be brought to Cabinet which will seek formal approval to make, confirm, and implement the CPO, subject to satisfying the appropriate CPO tests.

46. **Public Sector Equality Statement:** It is important that the Council fulfils its duty under the Equality Act 2010, including section 149, by identifying those persons with protected characteristics likely to be affected by the NGWA scheme and to determine the impacts and mitigation measures available when considering whether to utilise CPO powers. In support of this, a draft Equalities Impact Assessment (EqIA) has been prepared in compliance with this requirement and in line with the Council's own equality policy requirements. The EqIA considers how certain groups of people might be affected by Cabinet's decisions in respect of the recommendations contained in this CPO report and sets out any mitigating actions to ensure these persons are not unfairly or disproportionately disadvantaged by the process. The draft EqIA demonstrates that there will be some impacts (both positive and negative) on groups or individuals with protected characteristics and as such the Council will seek to mitigate these impacts through specific activities. The

draft EqIA is included as Appendix 4 to this report (and referenced in the Equality Impact section in this Cabinet report).

47. In line with good practice, the EqIA should be regarded as a living document which will be updated and acted upon throughout the land acquisition and CPO process. A further update to the draft EqIA will be presented as part of a future report to be brought to Cabinet which will seek formal approval to make, confirm, and implement the CPO, subject to satisfying the appropriate CPO tests. The Council as a condition precedent to a final decision to make a CPO will need to be able to demonstrate that project officers have met the public sector equality duty. In doing so, project officers will need to be satisfied that the Council has had due regard to any identified negative impact upon any protected social groups and has considered the scope to mitigate or alleviate such impacts as part of the way in which the NGWA scheme is promoted and delivered. In addition to this, a formal update would also be expected to be prepared immediately prior to any potential, future CPO Inquiry. This will provide any Inquiry with confidence that the Council has not only assessed Equalities Impacts but sought to address them. If there is no Inquiry there is no need for a formal update as there won't be a 'decision' required. However, the spirit and intention of what the EqIA is seeking to achieve will remain and be acted upon.

48. **Rights of the Individual, Human Rights:** Section 6 of the Human Rights Act 1998 prohibits public authorities from acting in a way that is incompatible with the “European Convention on Human Rights”. Various Convention rights are likely to be relevant to the Compulsory Purchase Order, including:

    (i) Entitlement to a fair and public hearing in the determination of a person's civil and political rights (Convention Article 6) - this includes property rights and can include opportunities to be heard in the consultation process.

    (ii) Rights to respect for private and family life and home (Convention Article 8) - Such rights may be restricted if the infringement is legitimate and fair and proportionate in the public interest.

    (iii) Peaceful enjoyment of possessions (First Protocol Article 1) - This right includes the right to peaceful enjoyment of property and is subject to the Council`s right to enforce such laws as it deems necessary to control the use of property in accordance with the general interest.

    (iv) Right to life - in respect of which the likely health impacts of the proposals will need to be taken into account in evaluating the scheme (Conversion Article 2).

49. The European Court has recognised that "regard must be had to the fair balance that has to be struck between the competing interests of the individual and of the community as a whole". Both public and private interests are to be considered in the exercise of the Council's compulsory purchase powers and duties as a local planning authority. Any interference with a Convention right must be necessary and proportionate. If compulsory

purchase powers are required, the Legal specialist advisors and project officers are of the view that in pursuing a CPO, careful consideration will be given to the balance to be struck between individual rights and the wider public interest. Any interference with Convention rights would need to be justified to secure the economic and physical and regeneration that the NGWA scheme will bring.

50. Appropriate compensation will be available to those entitled to claim it under the relevant provisions of the compulsory purchase national compensation code, and allowance of this has been made in the preparation of a realistic land acquisition and CPO budget (current estimate as shown in Table 1 above).

51. The Council as a condition precedent to a final decision to make a CPO will need to be able to demonstrate that that the NGWA scheme is in the public interest and this outweighs any harm that may be caused by the use of compulsory purchase powers to acquire and interfere with third party land and rights needed for the project and that any interference with any human rights protected by the Human Rights Act 1998 and the European Convention on Human Rights is considered to be justifiable in order to secure the public benefits that the NGWA scheme will bring to the community and wider area.

52. **Next Steps - Investigations as to CPO powers**:

53. In line with the recommendations contained in this Cabinet report and subject to Cabinet's approval of these recommendations, a series of investigations will be undertaken by officers into the indicative use of Compulsory Purchase Order (CPO) powers and all other enabling powers as appropriate in relation to the purchase of land and all relevant interests and rights which are necessary to implement the delivery of the Northern Gateway Western Access scheme.

54. An update about the outcome of these investigations will be included in a future report to be brought to Cabinet which will seek formal approval to make, confirm and implement the CPO, subject to satisfying the appropriate CPO tests as outlined in central government guidance. In outline, the investigations into the indicative use of CPO powers will include the following activities:

    a. Discussions including those with landowners and statutory authorities such as National Highways to progress any negotiations to support securing land and rights necessary to develop the scheme through agreement, including the timely accessing of land for the progression of surveys.

    b. Update Land Referencing review of the land titles information collected to ensure it is up to date so that the relevant interests and rights are included within the redline boundary:

c. Refine and confirm a realistic CPO budget: review of the CPO acquisition strategy and proposed acquisition budget to align with the land referencing investigations, consultation discussions, and programme timeframes.

d. Update and confirm CPO Map (including CPO red line boundary): To align with consultation discussions and the land referencing updates.

e. Update and confirm CPO Schedule of Interests: To align with consultation discussions and the land referencing updates.

f. Prepare draft Statement of Reasons (including any Side Road Orders that may be required): A Statement of Reasons explains the reasons behind the decision to undertake the use of the CPO powers the deliverability of the scheme and how the legal tests are met.

g. Update CPO Programme: To ensure that the programme aligns with the consultation and land negotiations and any updated construction programme.

h. Update draft Equality Impact Assessment: The EqIA is constantly reviewed and updated throughout the programme to ensure that the Council's statutory duties are met.

i. Review the underlying assumptions to the scheme such as the traffic modelling to ensure the evidence base is updated.

Links with the Corporate Priorities:

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

1. A key part of the *Places for Everyone 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 plan sets out strategic site allocations that will guide future growth and development in the Borough. The *'Let's Do It'* strategy specifically refers to *Places for Everyone* as having a key role to play in the delivery of its objectives and priorities, in addition to the Corporate Plan 2024/25 seeks to deliver the Vision for 2030 which is for the Council to Achieve Economic Growth.

2. As Bury's largest employment allocation within the *Places for Everyone Plan*, Northern Gateway (JPA 1.1 Investment Zone site allocation) supports delivery of the Vision 2030 and 'Let's Do It!' to stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation through the development of employment space to enable job creation and upskilling of residents, leading to economic growth:

Local – The Western Access scheme will create the necessary highway capacity and transportation improvements (including active travel / public transport) required to unlock the early phase delivery of the Northern Gateway Investment Zone site (JPA 1.1). By providing the catalyst for the development of the site this will support generating jobs for local people, enhancing opportunities for economic regeneration and providing links with existing and new communities.

Enterprise - The Northern Gateway project will drive economic growth and inclusion by creating more employment space for existing businesses to expand into and to encourage more local, national and international businesses to open in the Borough; helping to ensure residents have the best chance to access good jobs.

Together – Ensuring sustainable / multi-modal access into the site to maximise inclusivity and access to opportunities for members of the local community and working with partners to maximise social value opportunities to shape outcomes.

Strength - The Northern Gateway project will provide space for new and expanding local business within a site that is well connected to local communities. This will provide opportunities for community wealth building through new business start-ups, increased local spend and the adoption of new skills whilst providing opportunity for all through provision of sustainable transport modes (multi-modal / active travel, public transport).

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****. There must be a signed off EIA template appended with a full analysis or explanation as to why an analysis is not needed for the report to be put forward to Cabinet. Sign off to be completed by the Council's Equality, Diversity and Inclusion (EDI) Manager (contact l.cawley@bury.gov.uk for advice).*

3. It is important that the Council fulfils its duty under the Equality Act 2010, including section 149, by identifying those persons with protected characteristics likely to be affected by the NGWA scheme and to determine the impacts and mitigation measures available when considering whether to utilise CPO powers. In support of this, a draft Equalities Impact Assessment (EqIA) has been prepared in compliance with this requirement and in line with the Council's own equality policy requirements. The draft EqIA is attached as Appendix 4 to this report, and in line with good practice, will be updated as the scheme pre-construction stage activities and associated land acquisition and CPO activities progress. A further update will be presented as part of a future report to be brought to Cabinet which will seek formal approval to make,

confirm, and implement the CPO, subject to satisfying the appropriate CPO tests.

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 S.Tinsley@bury.gov.uk and Dennis.whittle@bury.gov.uk for advice)*

4. Environmental impacts will continue to be assessed and monitored as the NGWA scheme delivery continues to progress through the on-going Outline Business Case / Preliminary Design stage. This includes consideration of the Environmental Impact Assessment (EIA) regulations as part of the development of the scheme planning strategy. A programme of ecological, environmental, and other surveys, and assessments of Biodiversity Net Gain requirements and Carbon Assessments are also currently being undertaken for the purposes of informing the scheme OBC. The NGWA scheme Preliminary Designs and associated scheme red line boundary have been carefully prepared to minimise environmental impacts and on impacting private land ownerships adjacent to the existing publicly adopted highway. The Northern Gateway Development Framework will seek to meet policy requirements, including physical, social, and environmental impacts including biodiversity net gain. The development of the Western Access scheme OBC / Preliminary Designs (RIBA 3 planning designs) and subsequent FBC / Detailed RIBA 4 technical designs will be prepared within this policy context.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Reputational / Stakeholder Confidence in the ability of Bury Council to deliver objectives undermined	• Appointing expert / experienced Legal Land Acquisition Specialist Lead and associated professional team of valuers/ surveyors and land referencing specialists, Main Contractor, Design Partner, and project delivery team, including External Professional Team • Effective project management structures and Northern Gateway/ MDC governance in place

	• Effective contract and cost / budget management, including realistic CPO budget estimate aligned to overall scheme budget and scheme Cash Flow developed and monitored • Ongoing proactive approach to risk management • Funding, Planning, Stakeholder / Communication Strategies developing • Appropriate legal and procurement support in place
Programme Delays to construction delivery programme	• Indicative Land Acquisition and CPO programme prepared in conjunction with Main Contractor • Indicative CPO programme aligns with pre-construction programme • Regular monitoring of indicative CPO programme and Main Contractor delivery programme
Delivery Site conditions / utilities – adverse / unforeseen site conditions and utilities requiring diverting / upgrading	• Land Acquisition Strategy supports early engagement with landowners, including securing site access to land for investigations, including as part of on-going OBC development
Design complexity – lack of clarity in objectives and operational requirements	• Design optioneering completed, PWF endorsed and draft Preliminary Designs prepared in line with clear scheme objectives and operational requirements • Scheme red line boundary and associated indicative CPO Map prepared in line with draft Prelim Designs that minimise third party/ private land take, environmental impacts • On-going, proactive involvement with scheme partners inc. BC, RBC, National Highways, TfGM during pre-construction stages • Clear objectives setting (planning, highways / public transport operations, transport modelling, compliance etc)

	• Early engagement and consultation with private landowners, businesses
Permissions – delays securing planning, highways approvals, private landowner consents	• Early, on-going involvement with Bury Council and Rochdale Council planning and highways teams to define requirements, agreed determination process. Cross boundary Working Group • Early, on-going involvement with National Highways (Western Access / M66 J3 interface) • Early engagement with private landowners to support securing land purchases by negotiated agreement • Emerging planning strategy aligned with delivery strategy and land acquisition / CPO strategy
Funding / Budget Project costs – risk that costs increase above projections	• IZ Grant Funding Agreement in place and IZ grant (£10M available) • Good Growth Funding indicative allocation (£52.1M) in place • Realistic CPO estimated budget prepared by CPO valuation specialists • Appropriate cost consultancy / cash flow modelling support in place • Appropriate Contingency and Risk allowances • Agreed competitively tendered Procurement Framework rates utilised to appoint Legal specialist team • Funding Strategy under development (including claw back funding mechanisms)

Procurement Implications:

5. There are no specific procurement implications in relation to this report.

Legal Implications:

6. The report does not seek authority to make a Compulsory Purchase Order ("CPO"), but to undertake the investigations and preparatory work necessary to determine whether compulsory acquisition powers may be required to facilitate delivery of the Northern Gateway Western Access Scheme.

   Officers have considered the potential use of both Bury Council's compulsory purchase powers and those available to the Northern Gateway Mayoral Development Corporation ("MDC"). Whilst the MDC possesses powers of compulsory acquisition through its statutory and constitutional framework, officers consider that a Council-led approach currently represents the most appropriate and lowest-risk delivery model, having regard to the Council's role as local highway authority, accountable body for grant funding, and the project delivery body for the scheme.

   Cabinet should note that the exercise of MDC compulsory purchase powers is subject to the governance arrangements set out within the MDC's constitutional framework, including the requirement for appropriate approvals and consultation with constituent authorities. Consultation with Bury Council would likely require consideration through the Council's decision-making processes, however the MDC remains a lawful alternative acquiring authority.

   The statutory power under which any future CPO may be promoted has not yet been determined. Further work is required to establish whether any future acquisition would most appropriately proceed under the Highways Act 1980, the Town and Country Planning Act 1990, or other enabling powers, having regard to the final scheme design, planning position and land requirements.

   Should a future decision be taken to progress a CPO, the Council will need to demonstrate a compelling case in the public interest, sufficient funding and deliverability, compliance with the Human Rights Act 1998 and Equality Act 2010, and that reasonable steps have been taken to acquire interests by agreement before compulsory powers are exercised. A further report will therefore be required before any decision is taken to make a CPO.

   The Council must also ensure that all funding, land assembly, and commercial arrangements associated with the project comply with the Subsidy Control Act 2022 and any applicable grant funding requirements.

Financial Implications:

7. The recommendations at this stage do not commit the Council to undertake a CPO process and therefore no funding is committed at this stage.

8. At a future decision to progress a CPO the Council will need to demonstrate that there is a reasonable prospect of the scheme proceeding, this considers a designed deliverable scheme, sufficiently advanced funding arrangements and no obvious barriers that would prevent delivery in a reasonable timeframe after the CPO is made.
9. Future cabinet reports seeking more binding commitments to a CPO will need to demonstrate this deliverability to substantiate the recommendations.

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Appendix 1 – Indicative CPO Map

Appendix 2 – Site Compound indicative justification

Appendix 3 – NGWA Land Acquisition Strategy (final draft)

Appendix 4 – Draft EqIA

Background papers:

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

Place for Everyone Plan adoption – Bury Council Full Council report (20th March 2024) - Final PfE Adoption v1.pdf

Northern Gateway JPA 1.1 Development Framework Supplementary Planning Document adoption – Bury Council Cabinet report (5th March 2025) - Northern Gateway Development Framework SPD.pdf

Balfour Beatty UK Limited appointment to undertake initial pre-construction stages – Bury Council Cabinet report (12th February 2025) - Northern Gateway - Western Access Scheme Pre-Construction Stage Contract Award v04.pdf

Balfour Beatty UK Limited approval of Main Pre-Construction and Construction Contract, and Stage 2B pre-construction contract sum – Bury Council Cabinet report (3rd December 2025) - Northern Gateway Western Access Scheme.pdf

Balfour Beatty UK Limited approval of Stage 3 pre-construction contract sum – Bury Council Cabinet report (14th October 2026) - 3. Northern Gateway Western Access Cabinet Report - 14.10.26.pdf

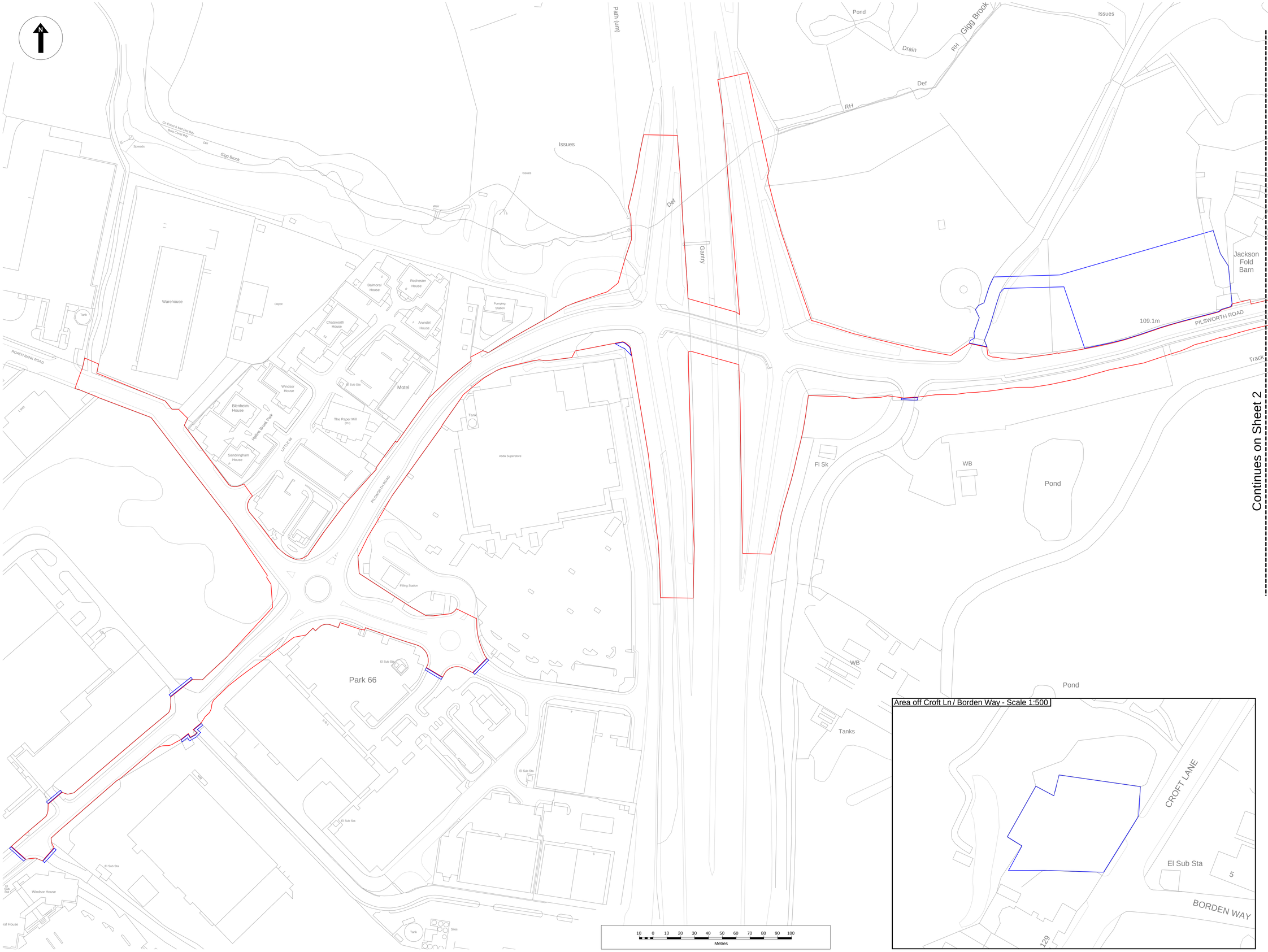
Acceptance of Investment Zone grant funding (initial grant funding tranche) – Bury Council Cabinet report (6th November 2024) - Northern Gateway - IZ Funding Atom Valley SOBC Part A.pdf

Acceptance of Investment Zone grant funding (final grant funding tranche) – Bury Council Cabinet report (14th October 2026) - 3. Northern Gateway Western Access Cabinet Report - 14.10.26.pdf

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

Term	Meaning
CPO	Compulsory Purchase Order
RIBA	Royal Institute of British Architects (stages of development)
OBC	Outline Business Case
FBC	Full Business Case
NEC 4	New Engineering Contract series 4
PSC	Professional Service Contract
ECC	Engineering and Construction Contract (NEC4)
IZ	Investment Zone
PfE	Places for Everyone Plan
SPD	Supplementary Planning Document
EIA	Environmental Impact Assessment Regulations
MDC	Mayoral Development Corporation (Atom Valley/ Northern Gateway)

Northern Western Gateway - Working Areas and Compounds (Sheet 1 of 2)



Area off Croft Ln / Borden Way - Scale 1:500

Produced by: TerraQuest Solutions Limited
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Key:
- Indicative CPO Boundary
- Indicative Working Compounds

Business Unit:			Status:	
Land Referencing			Draft	
Approved By	**Date Approved**	**Checked By**	**Date Checked**	**Drawn By**	**Date Drawn**
CLJ	05/11/2026	BMC	03/11/2026	HDA	03/11/2026

Title: Northern Western Gateway Working Areas and Compounds (Sheet 1 of 2)

Date of Issue:	Project Code:	Scale:
5 November 2026	DMON401-0242	1:1,250 @A1

Drawing Reference:	Version:
DMON401-0242/000280	1.0

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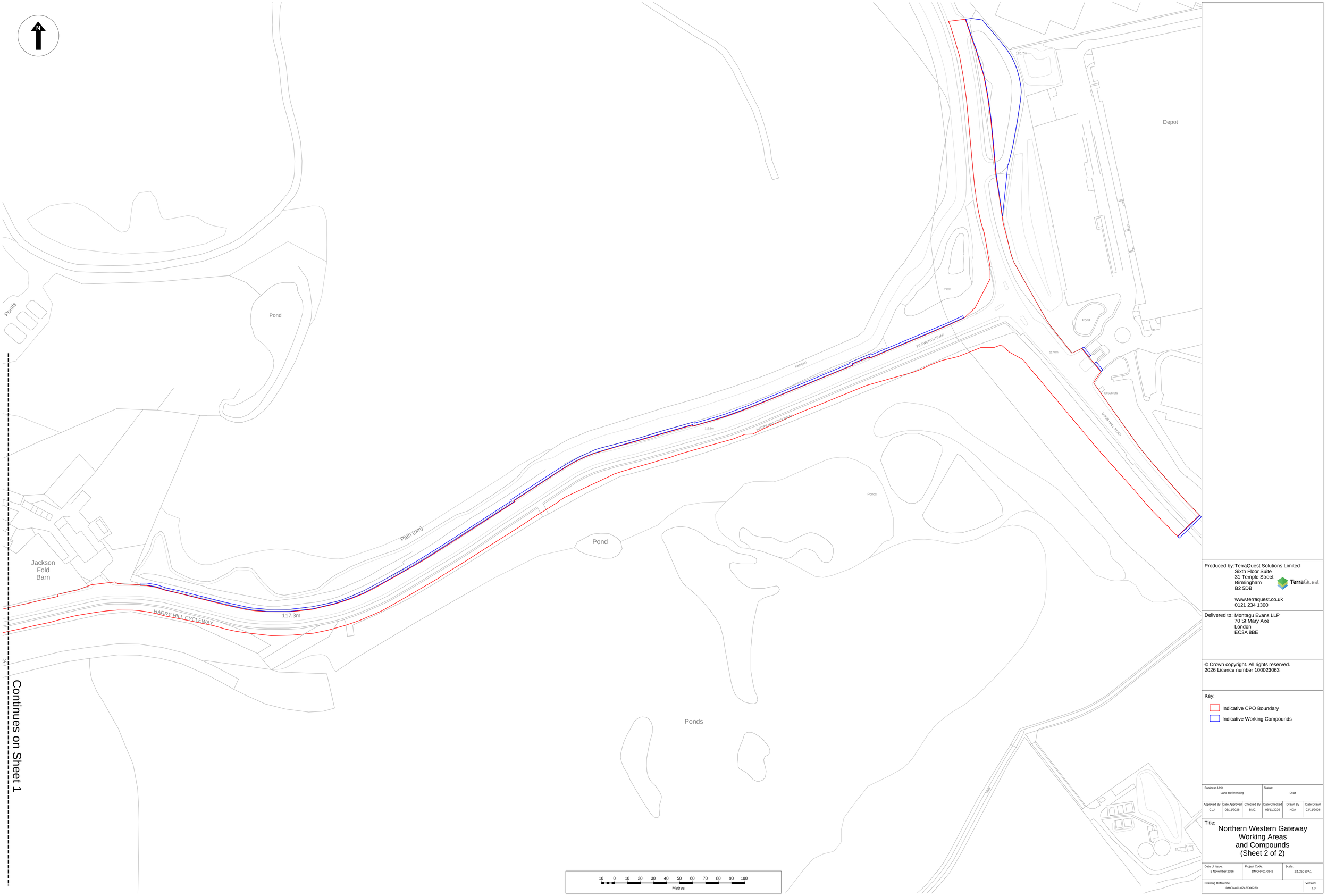
Northern Western Gateway - Working Areas and Compounds (Sheet 2 of 2)



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Key:

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- Indicative Working Compounds

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Land Referencing			Draft		
Approved By	**Date Approved**	**Checked By**	**Date Checked**	**Drawn By**	**Date Drawn**
CLJ	05/11/2026	BMC	03/11/2026	HDA	03/11/2026

Title: Northern Western Gateway Working Areas and Compounds (Sheet 2 of 2)

Date of Issue:	Project Code:	Scale:
5 November 2026	DMON401-0242	1:1,250 @A1

Drawing Reference:	Version:
DMON401-0242/000280	1.0

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NORTHERN GATEWAY WESTERN ACCESS (NGWA)

Indicative Justification

Jackson Fold Farm Construction Compound

Document status: Draft for review

Purpose: Narrative supporting inclusion of Jackson Fold Farm in the CPO for the site compound

Date: 10 November 2026

Prepared as an indicative justification for the scheme legal team. It explains the options considered and why Jackson Fold Farm is currently preferred; it is not intended to be a formal binding assessment.

Contents

1. Executive Summary

2. Purpose and Background

3. Compound Requirements and Land Minimisation

4. Alternative Site Assessment Methodology

5. Assessment of Alternative Options

6. Scoring Matrix

7. Detailed Rationale for Scores

8. Preferred Site Justification

9. Temporary Use and Reinstatement

10. Conclusion and Summary Position

1. Executive Summary

This indicative justification has been prepared to support the scheme solicitor's request for an explanation of why Jackson Fold Farm is proposed for inclusion in the CPO as the site compound. It summarises the alternative options considered and why Jackson Fold Farm is currently preferred.

The project has investigated five potential compound options: nearby commercial and industrial units; Northern Gateway Joint Venture land; Albany International land west of M66 Junction 3; the landfill site south of Pilsworth Road; and Jackson Fold Farm. The alternatives each present material constraints relating to availability, capacity, operational conflict, environmental risk, commercial deliverability or programme certainty.

In parallel, the project team has reviewed and reduced the proposed compound footprint to the smallest area considered necessary to support safe and efficient construction delivery. On the information currently available, Jackson Fold Farm offers the strongest combination of immediate proximity to the scheme, sufficient size, existing bell-mouth access, comparatively limited enabling works, programme certainty and deliverability. This note is intended to support the current CPO narrative and should not be treated as a formal binding assessment.

In addition to the principal compound at Jackson Fold Farm, the construction strategy identifies two preferred satellite locations: Croft Lane, opposite Borden Way, for the western works, and the maintenance area at Moss Hall Lane / Great Bear Junction for the eastern works. M66 Junction 3 provides a natural logistical split between these areas. The satellites would perform limited, location-specific functions that cannot be delivered efficiently from the principal compound alone, potentially including short-term welfare provision, secure storage, small-scale material laydown, plant holding and local site management. The strategy and location-specific rationale are set out in Section 3.1.

The satellite compounds would not duplicate the full facilities provided at Jackson Fold Farm. Their size, duration and facilities would be restricted to the minimum reasonably required for the relevant construction activities. The need for, location of and land take associated with each satellite compound will be reviewed as the design, construction phasing and logistics strategy develop.

2. Purpose and Background

The NGWA scheme requires a construction compound to provide a controlled base for the management and delivery of the works. The compound is anticipated to be required from the planned commencement of construction in Summer 2028 for a period of approximately two years.

The purpose of this indicative justification is to show, in narrative form, that reasonable alternatives have been explored, that the amount of land sought has been challenged and minimised, and that Jackson Fold Farm is the most suitable and deliverable option currently identified for the site compound. The alternative-site assessment and scoring matrix in Sections 4–8 concern the principal compound. Section 3.1 separately explains the supporting satellite compound strategy and the preferred locations serving the western and eastern works.

3. Compound Requirements and Land Minimisation

The operational requirements for the compound have been revisited to ensure that temporary land take is limited to the minimum reasonably practicable area. The footprint has been reduced and refined to accommodate only the facilities necessary for safe and effective construction delivery.

The minimum functional requirements are expected to include:

- site offices and meeting facilities;
- welfare facilities for the construction workforce;
- secure plant, equipment and materials storage;
- material laydown and controlled delivery areas;

- operational parking and vehicle circulation;
- segregated pedestrian and vehicle movements; and
- space required for safe site management, emergency access and statutory compliance.

The land minimisation review will also consider the principal compound and the two satellite compounds together. The allocation of facilities between them will be reviewed to avoid unnecessary duplication and to limit the combined temporary land take, while retaining the facilities needed for safe and effective delivery at each work front.

The final land plan should demonstrate how the revised footprint corresponds with these minimum functions and should identify any areas retained for safety, drainage, access, ecological mitigation or other essential purposes.

3.1 Satellite Compound Strategy

The construction of the scheme will extend over a significant geographical area, with M66 Junction 3 providing a natural logistical split between the eastern and western sections of the works. Provision of two satellite compounds, one serving each side of the project, is therefore considered the most practical approach to supporting local construction activities alongside the principal compound at Jackson Fold Farm.

The satellite compounds would reduce unnecessary movements of plant, materials and personnel across the full length of the scheme. This is expected to improve operational efficiency, reduce construction traffic on the local highway network and limit interaction with local businesses, deliveries and members of the public. They would also provide flexibility for night-time works or other restricted working periods by allowing resources to be positioned closer to the relevant work areas.

Alternative locations have been considered, but suitable sites close to the works are limited by surrounding residential and commercial development. Leasing existing industrial units has also been considered. However, securing suitable premises in advance of the planned Summer 2028 construction start, and retaining them for the required occupation period, presents commercial and availability uncertainty.

3.1.1 West Satellite Compound

Preferred location: Croft Lane, opposite Borden Way

Suitable locations at the western end of the scheme are particularly restricted by surrounding residential and business areas. Existing industrial units available to let have been considered, but there is limited certainty that suitable premises could be secured and retained for the required construction period.

Land adjacent to Albany International was also considered. This land is now understood to form part of a planning pre-application associated with a proposed Lidl development, reducing confidence in its suitability and availability for temporary compound use. This understanding remains subject to confirmation of the planning position and the land concerned. Other potential locations were considered too far from the works to provide an effective satellite facility.

The Croft Lane site would provide a strategically located base for the western works. In particular, it would:

- reduce construction vehicle movements across the wider project;
- reduce the mixing of construction traffic with existing business and delivery traffic;
- provide convenient access for plant, materials and site personnel working on the western section;
- support night-time works by allowing plant and resources to be based closer to the work area;
- reduce internal travel and haulage distances; and
- improve the overall efficiency and safety of construction logistics.

With M66 Junction 3 effectively dividing the eastern and western construction areas, Croft Lane provides a logical operational base for the western works.

3.1.2 East Satellite Compound

Preferred location: Maintenance area, Moss Hall Lane / Great Bear Junction

Options serving the eastern section are similarly limited. Existing industrial premises have been considered, but suitable leased accommodation sufficiently close to the works cannot presently be relied upon for the required construction period. Other potential locations identified in the wider area are considered too remote and would result in additional construction vehicle movements.

The maintenance area at Moss Hall Lane / Great Bear Junction would provide a strategically located facility from which the eastern works could be serviced. Positioning plant, materials and personnel close to those work areas would reduce travel distances and unnecessary construction traffic across the remainder of the scheme.

3.1.3 Overall justification and relationship to the principal compound

The proposed two-satellite-compound arrangement responds to the geographical extent of the scheme and the limited availability of suitable land. Using M66 Junction 3 as the operational split, satellite facilities at Croft Lane and Moss Hall Lane / Great Bear Junction would allow each part of the scheme to be serviced locally.

This arrangement would complement, rather than replace, the principal compound at Jackson Fold Farm. Compared with relying on the principal compound alone or on more remote facilities, it is expected to reduce construction traffic travelling across the project, minimise interaction with residential and commercial traffic, improve the servicing of night-time works and provide a more efficient and resilient construction logistics strategy.

The preferred satellite locations remain subject to confirmation as the design, construction phasing and logistics strategy develop. Their functions, footprints and occupation periods would be restricted to the minimum reasonably required, without duplicating the full facilities provided at the principal compound.

4. Alternative Site Assessment Methodology

Potential compound options have been considered against a consistent set of criteria. The scoring is included as a simple comparison aid for this indicative justification. It reflects project judgement based on the information currently available and should be revisited if further site-specific information becomes available.

4.1 Assessment criteria

Criterion	Definition
Availability and programme certainty	Ability to secure and retain the site for the anticipated 2028 start and approximately two-year occupation period.
Capacity and operational suitability	Ability to accommodate the reduced minimum compound requirements safely and efficiently.
Proximity to the works	Location relative to the main work fronts and the effect on workforce, plant and material movements.
Access and logistics	Suitability of access, internal circulation and logistics for construction traffic, deliveries and plant.

Criterion	Definition
Environmental and community impact	Potential temporary effects on land, environmental receptors, neighbouring occupiers and local communities.
Deliverability and risk	Overall certainty of securing, preparing, operating and reinstating the site without unacceptable programme or commercial risk.

4.2 Scoring scale

Score	Rating	Meaning
1	Poor	Fundamental constraint or insufficient evidence to provide confidence.
2	Significant constraints	Material uncertainty or constraints that substantially reduce deliverability.
3	Acceptable	Potentially workable, but with limitations or further mitigation required.
4	Good	Generally suitable, with manageable constraints or limited outstanding confirmation.
5	Excellent	Strongly satisfies the criterion with a high level of confidence.

Note: A score of 0 may be used where an option has been declined, is unavailable or cannot be relied upon for the relevant criterion.

5. Assessment of Alternative Options

5.1 Nearby commercial and industrial units

Existing commercial and industrial premises were investigated as an alternative compound solution. Possible business units were identified, but availability cannot be confirmed for a Summer 2028 start or the anticipated two-year occupation. Units vacant now may be let, reoccupied or repurposed before mobilisation.

Securing premises materially in advance of operational need, and ahead of entering into the relevant construction contract, would create significant political and commercial risk, including avoidable holding costs and potential challenge over proportionality. The ability of any unit to accommodate the full reduced compound requirement, including laydown, welfare, parking, deliveries and safe circulation, is also unconfirmed. This option therefore lacks the certainty needed for the 2028 construction start.

5.2 Northern Gateway Joint Venture land

Northern Gateway Joint Venture land was explored as a potential option, including the possibility of a compound that could later support Joint Venture development activity. However, the Joint Venture has declined to make the land available for the NGWA scheme. The option therefore cannot provide the certainty required for construction mobilisation and has been discounted.

5.3 Albany International land west of M66 Junction 3

Albany International land west of M66 Junction 3 was considered as a potential alternative. However, the available area is understood to be insufficient to accommodate the likely compound requirements. The site is also

located within a busy commercial and retail estate, creating potential conflicts with existing commercial activity, customer traffic and servicing arrangements. These constraints would materially reduce operational suitability and deliverability.

5.4 Landfill site south of Pilsworth Road

The landfill site south of Pilsworth Road was also considered. Methane seepage is understood to be present, meaning that capping, remediation and control measures would likely be required before the land could safely accommodate a temporary construction compound. The site also remains in active landfill use, which would create operational interface risks between compound activities and landfill operations. These issues would add cost, complexity and programme risk and would require additional controls that are disproportionate to the temporary compound use required by the scheme.

5.5 Jackson Fold Farm

Jackson Fold Farm is the preferred location. It is immediately adjacent to the NGWA works, is of sufficient size for the reduced compound requirement and benefits from an existing bell-mouth access arrangement. These factors support efficient construction delivery and reduce avoidable plant, material and workforce movements.

The required footprint has been reduced to the minimum practicable area. Compared with the alternatives, the existing access and comparatively limited enabling works make Jackson Fold Farm the most deliverable option, subject to appropriate construction controls, schedule of condition and reinstatement strategy.

6. Scoring Matrix

The comparative scores below reflect the current level of information and certainty. They should be treated as preliminary and subject to update if further site-specific information becomes available.

Assessment criterion	Commercial / industrial units	Northern Gateway Joint Venture land	Albany International land west of M66 Junction 3	Landfill site south of Pilsworth Road	Jackson Fold Farm
Availability and programme certainty	1	0	2	2	4
Capacity and operational suitability	2	4	1	2	5
Proximity to the works	3	4	3	4	5
Access and logistics	3	4	2	2	5
Environmental and community impact	4	4	2	1	3
Deliverability and risk	2	2	2	1	5
Total score	**15 / 30**	**18 / 30**	**12 / 30**	**12 / 30**	**27 / 30**

7. Detailed Rationale for Scores

7.1 Nearby commercial and industrial units

Availability and programme certainty - Score 1. Availability for a Summer 2028 start and approximately two-year occupation is unconfirmed. Units vacant now may not remain available.

Capacity and operational suitability - Score 2. It is unconfirmed whether any unit could accommodate the full reduced compound requirement, including laydown, welfare, parking, deliveries and safe circulation.

Proximity to the works - Score 3. Nearby premises could be workable, but they do not demonstrate the immediate operational relationship provided by Jackson Fold Farm.

Access and logistics - Score 3. Established access may exist, but route suitability, deliveries, plant movements and external circulation have not been verified.

Environmental and community impact - Score 4. Use of existing premises could avoid temporary occupation of additional undeveloped land, although local operational impacts remain untested.

Deliverability and risk - Score 2. Future availability, lease terms and suitability are unresolved. Securing units so far ahead of need and before the construction contract would also create significant political and commercial risk, including holding costs and potential challenge over proportionality.

7.2 Northern Gateway Joint Venture land

Availability and programme certainty - Score 0. The Joint Venture has declined to make the land available for the NGWA scheme. The option therefore cannot be relied upon for mobilisation or programme planning.

Capacity and operational suitability - Score 4. A shared construction facility could potentially accommodate the NGWA requirements and avoid duplication. The score assumes potential suitability only and remains subject to confirmation of available space, operational interfaces and site rules.

Proximity to the works - Score 4. A compound within the wider Northern Gateway development area would be expected to be reasonably located in relation to the NGWA works. The exact location and resulting travel distances have not yet been confirmed.

Access and logistics - Score 4. A shared development compound may benefit from construction access and established logistics arrangements. However, priority, capacity, delivery booking, security and interface arrangements remain unconfirmed.

Environmental and community impact - Score 4. Sharing facilities could reduce duplication and cumulative temporary land take. The score recognises this potential benefit, subject to confirmation that the shared operation would not intensify impacts at the host location.

Deliverability and risk - Score 2. The option depends on third-party agreement that has not been secured. It therefore carries significant delivery risk notwithstanding its potential operational benefits.

7.3 Albany International land west of M66 Junction 3

Availability and programme certainty - Score 2. The land has been identified as a potential alternative, but no confirmed basis for occupation has been established and its suitability is materially constrained by available area and existing estate operations.

Capacity and operational suitability - Score 1. The available area is understood to be insufficient to accommodate the likely compound requirements. This represents a fundamental operational constraint.

Proximity to the works - Score 3. The site is within the wider area of the scheme but does not provide the same immediate adjacency or direct operational relationship as Jackson Fold Farm.

Access and logistics - Score 2. The site is located within a busy commercial and retail estate. Compound traffic would risk conflicts with existing commercial activity, customer traffic and servicing arrangements.

Environmental and community impact - Score 2. Use of the site could introduce disruption within an established commercial and retail environment, including potential effects on neighbouring occupiers, customers and servicing operations.

Deliverability and risk - Score 2. The combination of insufficient area and conflicts with existing estate activity creates material deliverability and programme risk.

7.4 Landfill site south of Pilsworth Road

Availability and programme certainty - Score 2. The site cannot be treated as a straightforward compound option because it remains in active landfill use and would require further controls before temporary occupation could be considered.

Capacity and operational suitability - Score 2. The presence of landfill operations, methane seepage and likely need for capping, remediation and control measures would constrain safe and efficient compound use.

Proximity to the works - Score 4. The site is south of Pilsworth Road and is therefore within the local area of the works, but proximity does not overcome the environmental, operational and interface constraints.

Access and logistics - Score 2. Active landfill operations would create interface risks with construction compound traffic, deliveries and workforce movements, requiring additional controls and restrictions.

Environmental and community impact - Score 1. Understood methane seepage and the likely need for capping, remediation and control measures create material health, safety and environmental constraints before the land could be used as a temporary compound.

Deliverability and risk - Score 1. The need for remediation, controls and interface management would add cost, complexity and programme risk that are disproportionate to the temporary compound use required by the scheme.

7.5 Jackson Fold Farm

Availability and programme certainty - Score 4. The site is being progressed through the temporary land acquisition process, providing a defined mechanism to secure the land for the required construction period and offering the highest current level of programme certainty.

Capacity and operational suitability - Score 5. The site can accommodate the project compound requirements, and the footprint has been reviewed and reduced to the smallest area considered necessary. This provides a single principal location for the essential operational functions, complemented by satellite facilities for limited, location-specific support closer to the eastern and western work fronts.

Proximity to the works - Score 5. The site is positioned immediately adjacent to the NGWA works and provides an efficient base for access to the construction area, reducing unnecessary workforce, plant and material movements.

Access and logistics - Score 5. The existing bell-mouth access arrangement provides a practical basis for compound access, subject to final access and logistics confirmation. The site is assessed as offering an effective construction base with comparatively limited enabling works when compared with the more constrained alternatives.

Environmental and community impact - Score 3. The option requires temporary occupation of land and therefore has an impact that must be managed. The reduced footprint, traffic management requirements, centralised compound arrangement, temporary nature of the use and proposed reinstatement support a good rather than excellent score.

Deliverability and risk - Score 5. The acquisition route and project control over the site provide the strongest current basis for mobilisation, secure operation and continuity for the planned construction period, subject to statutory approvals and mitigation commitments.

8. Preferred Site Justification

Jackson Fold Farm is the preferred site and scores 27 out of 30. The alternatives score lower: Northern Gateway Joint Venture land 18 out of 30, commercial and industrial units 15 out of 30, Albany International land west of M66 Junction 3 12 out of 30 and the landfill site south of Pilsworth Road 12 out of 30.

The main differentiator is deliverability. Jackson Fold Farm is immediately adjacent to the scheme, large enough for the reduced footprint, served by an existing bell-mouth access and expected to require comparatively limited enabling works.

The position should be reviewed if a material alternative becomes confirmed and demonstrably deliverable before the CPO case is finalised. On the current information, however, Jackson Fold Farm remains the most robust compound solution.

9. Temporary Use and Reinstatement

The land at Jackson Fold Farm would be required temporarily for the construction phase of the NGWA scheme. The compound would be established, operated and removed in accordance with the relevant approvals and agreed construction controls.

The reinstatement approach should be informed by pre-entry surveys and an agreed schedule of condition. On completion, temporary facilities, hardstandings and services would be removed unless otherwise agreed, and the land reinstated in accordance with the approved strategy and landowner requirements.

10. Conclusion and Summary Position

The project has investigated five reasonable compound options. Commercial and industrial units lack availability certainty and would create political and commercial risk if secured too far in advance. Northern Gateway Joint Venture land has been declined. Albany International land is constrained by insufficient area and estate conflicts. The landfill site presents methane, remediation, active landfill, interface, cost and programme risks.

Jackson Fold Farm remains the highest-scoring and most deliverable option because it is adjacent to the works, of sufficient size, accessed by an existing bell-mouth and expected to require comparatively limited enabling works.

The summary position for the purposes of this indicative justification is that Jackson Fold Farm should continue to be progressed as the preferred compound location for inclusion in the CPO, on the basis that the temporary land take is necessary, proportionate, time limited and minimised, subject to any further site-specific information that becomes available as the acquisition case develops. The supporting satellite strategy identifies Croft Lane, opposite Borden Way, and the maintenance area at Moss Hall Lane / Great Bear Junction as the preferred locations for local support to the western and eastern works respectively. Their availability, land requirements and means of securing temporary occupation remain to be confirmed as the construction logistics strategy develops.

Northern Gateway, Western Access Land Assembly & CPO Strategy

For Bury Council

28th September 2026

Authorisation Sheet

Document Title:	Land Assembly & CPO Strategy
Document Purpose:	Prepared and submitted to Bury Council to inform their Land Acquisition and CPO Strategy

Version Control

Date	Status	Comments
13th July 2026	V1 Draft	First draft issued to DWF for review
1st September 2026	V2 Draft	Second draft issued to wider team for review
28th September 2026	Final Draft	Final draft

Produced by (who is the author of the document):

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Final sign-off by:

Name / Organisation	Title(s)	Date(s)
Simon Mole	CPO Specialist – Montagu Evans	

Introduction and Background

The Northern Gateway Western Access Scheme is a major highway infrastructure project being developed to provide the initial transport access to the Northern Gateway employment site (part of the wider Atom Valley Mayoral Development Zone) on the boundary of Bury and Rochdale in Greater Manchester.

The Western Access Scheme, also known as the Pilsworth Road Corridor Improvements, comprises highway and transport upgrades needed to unlock the early phases of the Northern Gateway development. It is being promoted jointly by Bury Council and Rochdale Council.

Northern Gateway is one of the UK's largest proposed employment-led developments, located around the M62, M66 and M60 motorway corridors near Heywood and Pilsworth. The scheme is intended to deliver significant employment space, attract advanced manufacturing and logistics businesses, and create thousands of jobs

Overview of Scheme & Purpose of the Report

Montagu Evans and DWF are working in partnership with Bury Council, Balfour Beatty and their advisory team ("the Council") to deliver the scheme.

A plan of the proposed site is attached at **Appendix 1** to this document.

This Land Assembly and CPO Strategy report sets out a land acquisition strategy to facilitate the timely acquisition of land and the most appropriate method of acquisition in varying circumstances.

Summary of Land Acquisition and CPO Process

There are three principal options for acquisition available to the Council to ensure vacant possession of the land required for the project:

i) Acquisition of interests by private treaty negotiation and agreement;
ii) Utilising Landlord & Tenant powers where the Council owns a superior interest;
iii) Use of Compulsory Purchase Powers

Acquisition by Agreement

This option provides the Council with the opportunity to secure the necessary agreement with parties owning interests in the required land.

The benefits to landowners and occupiers are that it allows for a greater level of flexibility between the parties on timing (for vacant possession) and the payment of consideration which can be made in stages and/or at milestones.

The benefit to the Council is that it avoids committing to upfront land purchases through the securing of option agreements and allows for the scheme to be constructed whilst under option and the Council only acquiring the land it needs for the final highway scheme. Any temporary land requirements can be factored into the option agreement.

In any event, the Council should be committed to make all reasonable efforts to acquire land by agreement and details of all efforts would be made available in the event of any CPO process being required. This option should be fully exhausted by the Council and all events captured in a tracker.

It should be underpinned by a realistic land acquisition budget.

Use of Landlord & Tenant Powers

Where the Council owns a superior interest, inferior leasehold interests may be acquired using Landlord and Tenant powers. This can either be through redevelopment break clauses in existing leases, or through the refusal of a request to renew a lease due to the redevelopment. The main benefit to the Council undertaking land assembly is that compensation liabilities can be significantly reduced in line with either the agreed terms in the lease or the statutory compensation of multiples of rateable value under Landlord & Tenant legislation.

In addition, where leases are expiring, it may be possible to remove any land needed for the scheme before re-granting a new lease.

We are not aware there are any interests owned by the Council which are subject to occupational leases.

Use of Compulsory Purchase Powers

Local Highways Authorities have powers available for the compulsory acquisition of land and the creation of new rights under the Highways Act 1980.

Acquisition for construction and improvement of highways

The principal power is section 239 Highways Act 1980, which allows a highway authority to acquire land compulsorily for:

- Construction of a new highway maintainable at public expense.
- Improvement of an existing highway.
- Associated facilities and works required for the highway scheme

Ancillary land

Under section 240 Highways Act 1980, a highway authority can acquire land needed in connection with the construction or improvement of a highway, not just the highway footprint itself. This can include land for:

- Construction compounds.
- Environmental mitigation.
- Drainage infrastructure.
- Engineering works.
- Other land required to facilitate delivery of the scheme.

Land for mitigation and environmental works

Section 246 Highways Act 1980 allows a highway authority to acquire land outside the highway boundary to:

- Reduce adverse impacts of the highway.
- Undertake landscaping.
- Create environmental buffers.
- Carry out ecological mitigation.
- Improve the surroundings of the highway.

For major road projects this can significantly extend beyond the carriageway corridor

The planning framework providing the justification for an order should be as detailed as possible to demonstrate that there are no planning or other impediments to the implementation of the scheme.

It may not always be possible to wait until the full details of the scheme have been designed, and planning permission obtained, before proceeding with the CPO. In all such cases the responsibility will lie with the Acquiring Authority to put forward a compelling case for acquisition in advance of resolving all the uncertainties.

The Council should explore with its legal advisors the prospects of using its CPO powers under the Highways Act 1980 as this is likely to be the most appropriate power available to the Council for this scheme.

However, in order to justify the use of Highways Act powers, there needs to be an existing highway need to acquire the land such as capacity enhancements relating to existing traffic or related matters.

If the need for the scheme is linked to new development(s) which has not yet been constructed, then it may be more appropriate to consider the use of Town and Country Planning Act (TCPA) powers. To authorise the making and implementation of a CPO under the TCPA the Council must be satisfied the use of the powers will facilitate the development, redevelopment or improvement of land, and that it is likely to contribute towards the promotion or improvement of the economic, social and environmental well-being of the area (s226(1)(a) of the TCPA).

The Council must be satisfied that there is a compelling case in the public interest, that the use of the powers is proportionate, and that the public benefits associated with the proposed regeneration

will clearly outweigh the interference with the rights of those affected. CPO is a last resort, and early proactive engagement is therefore extremely important. Another legal test is whether the properties sought to be acquired are necessary to implement a deliverable development proposal.

It is recommended the Council considers the justification and need for the scheme at an early stage.

CPO – General

The main benefit of the use of compulsory purchase is the certainty of being able to obtain vacant possession. Once the Order is confirmed, and the legal challenge period has passed, notices can be served, and a date for vacant possession is fixed. Despite the relatively long process for making and confirming an Order, use of an Order may also have benefits in terms of securing a site within a shorter amount of time than by private treaty negotiations.

It would appear at first that there are no benefits for the owners of property interests affected in the use of compulsory purchase. However, there is a clearly defined statutory system for their objections to be heard prior to confirmation, and a statutory framework for compensation for their losses once the Order is confirmed including the determination by a Tribunal where compensation cannot be agreed.

The potential difficulties in the use of compulsory purchase include the time taken to conclude the statutory process, the expense of the making and confirmation of an Order, and the level of uncertainty which exists until the order is confirmed. However, there is a place for its use as part of the overall land acquisition strategy and for a scheme of this nature it is almost inevitable.

Land and Works Agreements

Certain special kinds of land are afforded some protection against compulsory acquisition (including compulsory acquisition of new rights across them) by providing that the confirmation of a compulsory purchase order including such land may be subject to special parliamentary procedure. These include land owned by a statutory undertaker for the purposes of their undertaking such as electricity undertakers and other utilities such as water companies and telecommunications companies.

Under section 16 of the Acquisition of Land Act 1981, statutory undertakers who wish to object to the inclusion in a compulsory purchase order of land which they have acquired for the purposes of their undertaking, may make representations to ‘the appropriate minister.

It is crucial to firstly identify and then negotiate early with statutory undertakers to alleviate any concerns they may have to avoid them raising representations to the Order. The land referencing exercise will determine the existence of statutory undertaker interests and assets within the development site and ME will engage with them positively to enter into agreements as requested.

Early engagement with National Highways is advisable in the context of this scheme both as one of the landowners in the area and in respect of the purpose of the scheme and its technical design. It is likely a bespoke Property and Protective Provisions agreement will be required with National Highways in order to regulate the occupation and use of their land for the scheme.

Other statutory undertakers may have apparatus which may be impacted and it is recommended any such assets are identified and engagement with the appropriate authority is undertaken as soon as possible.

Approach to Affected Parties

In the main, the scheme requires the widening of existing highways, including private highways. The land to the west of the M66 (Pilsworth) is owned by investment owners and/or owner occupiers of adjoining business and retail parks. The land needed for the scheme is generally strips of verges, woodland screening and other land adjoining the highway which is likely to be of limited value.

In making offers to these owners, the Council should be prepared to offer a commercial sum which is not necessarily reflective of its value on a per square metre basis (e.g. a fixed payment of £5,000). These parties are likely to be more concerned as to the potential impact to their business operations during the schemes. The Council should expect to offer financial undertakings as to disturbance payments in the event the highway is stopped up and/or other unforeseen circumstances such as the severing of utility supplies.

For the land to the east of the M66, most of this land is in a single ownership (Wilton Estates) albeit subject to leasehold interests. For this land we suggest the Council seeks to acquire the land needed for the scheme at a nominal amount given the wider benefits to the landowner in undertaking the highways works. For other landowners to the east of the M66, the Council should expect a similar approach as outlined above in terms of making commercial offers in addition to providing undertakings as to continuity of access and other practical matters.

For temporary land requirements, the Council should seek to enter into lease agreements with the identified parties paying a monthly sum (rent) based on a discounted industrial land value related to their intended use (e.g. parking and storage). The agreement should be suitably flexible to ensure it can be extended and/or ended early depending on the construction programme.

CPO Order Making

It is likely that a combination of private treaty negotiations and use of CPO powers will be required to assemble the land and rights required for the scheme.

Prior to exercising any CPO powers, it is vital to have a schedule showing a comprehensive list of all required property interests within the proposed CPO site. This will require a comprehensive land referencing exercise to determine all the affected properties and the various sub-interests and occupiers, and this process is currently underway.

The Council will prepare a CPO Schedule and Map as part of the Order submission which includes full details of all owners and occupiers affected by the proposals. This is a specialist area of work which will need to be undertaken by Land Referencing Consultants, and it will be necessary for the Council to obtain a cabinet resolution to enable the serving of Requisition for Information forms on identified parties.

As part of the preparation for the use of CPO powers, the Council will need to demonstrate that it has fully consulted on its proposed scheme and has looked at a number of different options before deciding on an optimum scheme. There should be sound wellbeing grounds for choosing one option

Land Acquisition Challenges

- Key challenges
- Consenting Requirements
- European Convention on Human Rights (ECHR)

Compulsory purchase should be the last option used to acquire land in order to facilitate development. Whilst it provides certainty that land can be delivered for the scheme within a defined timescale and at a reasonable cost, compulsory purchase should only be used when all other options have failed. It should never be seen as a first option, and acquisition by agreement should take priority.

However, government guidance supports the use of compulsory purchase. It recognises that, due to the time taken to make and confirm a compulsory purchase order, it may be appropriate to run the compulsory purchase process in parallel with other efforts to acquire interests in property. This can also help to demonstrate the seriousness of the Council and can help to move negotiations forward.

Where compulsory purchase powers are used, those affected will be entitled to compensation under the statutory code. This may include persons who are displaced from land (occupiers) and others who have no interest in the land but may be affected by the construction of the scheme or its subsequent use.

The Council will keep an accurate record of all discussions and negotiations with affected parties. This may be required by internal Council processes and is also important to demonstrate the Council has made reasonable attempts to acquire interests by negotiation as part of preparing the Statement of Case if a Public Inquiry is required.

In deciding whether to confirm a CPO made under sections 239, 240 and 246 of the Highways Act 1980 the Secretary of State will consider the following:

- whether there is a compelling case in the public interest. This could include:
    - improving highway safety;
    - Reducing congestion;
    - Improve network resilience;
    - Unlock development;
    - Support economic growth;
    - Promote sustainable transport objectives; and
    - Deliver wider planning and regeneration benefits;
- whether the acquisition of the land is necessary;

- that there is a realistic prospect of the scheme proceeding including details of approved funding, business cases, and political support; and

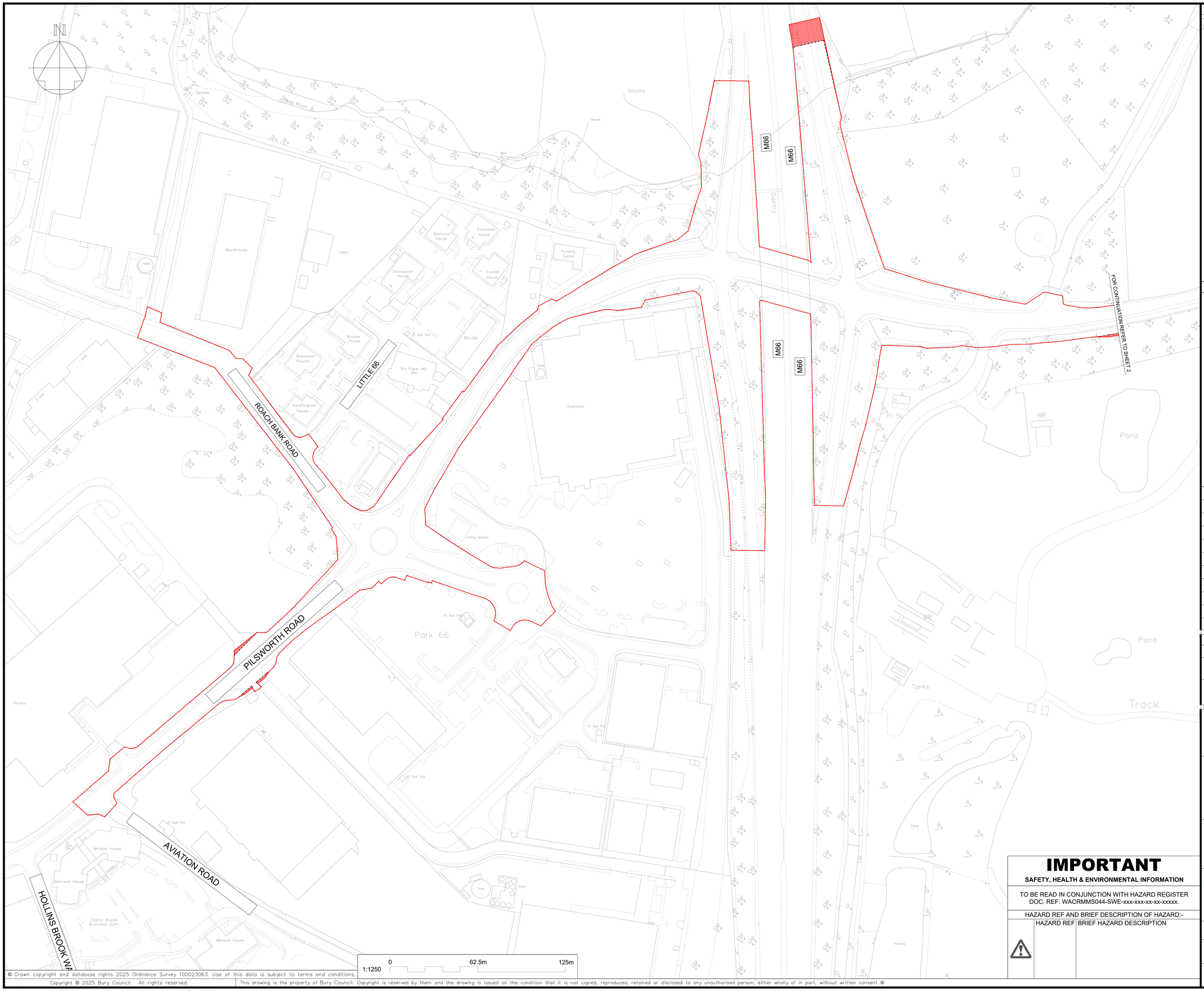
- the potential financial viability of the scheme for which the land is being acquired.

Negotiations and CPO Programme

Action – Private Treaty Negotiations	Action - CPO	Month
Confirm scope of site surveys Draft and issue Non-Intrusive/Intrusive Survey Licence		1
	Commence Land Referencing	1
Negotiate and agree terms for Licence	If agreement not forthcoming, implement S172 of Housing & Planning Act powers	2
Undertake programme of surveys to inform red line acquisition boundary		3-6
Red line acquisition boundary 'fixed'	Obtain Council approval to use CPO powers	6
Confirm with landowners and agree fee undertakings		6
Review site valuation reports and review position with the Council	Update and complete land referencing process, including preparation of CPO Schedule and Map	6-7
Prepare and issue draft heads of terms		7
Negotiate heads of terms including landowner meetings. Exchange new heads of terms with concessions and consider accommodation works for benefit of landowner retained land.	Prepare Statement of Reasons and draft CPO	7-10 11
	Council submits CPO for Confirmation by SoS for Transport	12
	Serve all necessary notices including newspapers and site adverts	12
	Review objections and receive confirmation for need for Inquiry	12-14
Agree terms and any accommodation works for the benefit of the landowner's retained land	Continue negotiations with landowners	12-18
Prepare final terms and plans	Public Inquiry	18
Instruct legal and deal with legal queries		18

	CPO Confirmed	21
	Vesting of CPO Land and issuing of Notices to Treat	24

Appendix 1 – Red Line Boundary Plan



NOTES

1. DO NOT SCALE FROM THIS DRAWING.
2. DRAWING NOT TO BE USED FOR CONSTRUCTION PURPOSES.

KEY TO SYMBOLS

- RED LINE BOUNDARY
- PROPOSED SITE COMPOUNDS
- PREVIOUS RED LINE BOUNDARY (24/07/2026)
- ADDITIONAL RED LINE BOUNDARY EXTENTS

Rev	Description	Date
P01	FIRST ISSUE	04/06/26
P02	UPDATES FOLLOWING DESIGN CHANGES	24/07/26
P03	UPDATES FOLLOWING DESIGN CHANGE	25/09/26

Current Issue Signatures

Author:	Checker:	Approver:
LWil	PKol	ITur

Purpose of Issue: FOR INFORMATION

Approval Status: DRAFT

Status: S2

Project: NORTHERN GATEWAY WESTERN ACCESS

Title: RED LINE BOUNDARY PREFERRED WAY FORWARD SHEET 1 OF 2

Bury COUNCIL

Balfour Beatty SWECO

Scale: 1:1250

Original Size: A1

Drawing No: WACRMMS044-SWE-HGN-XX-DR-CH-00025

Project Number: WACRMMS044

Rev: P03

IMPORTANT

SAFETY, HEALTH & ENVIRONMENTAL INFORMATION

TO BE READ IN CONJUNCTION WITH HAZARD REGISTER DOC. REF: WACRMMS044-SWE-xxx-xxx-xx-xx-xxxxx.

HAZARD REF AND BRIEF DESCRIPTION OF HAZARD:-

	HAZARD REF	BRIEF HAZARD DESCRIPTION
⚠		

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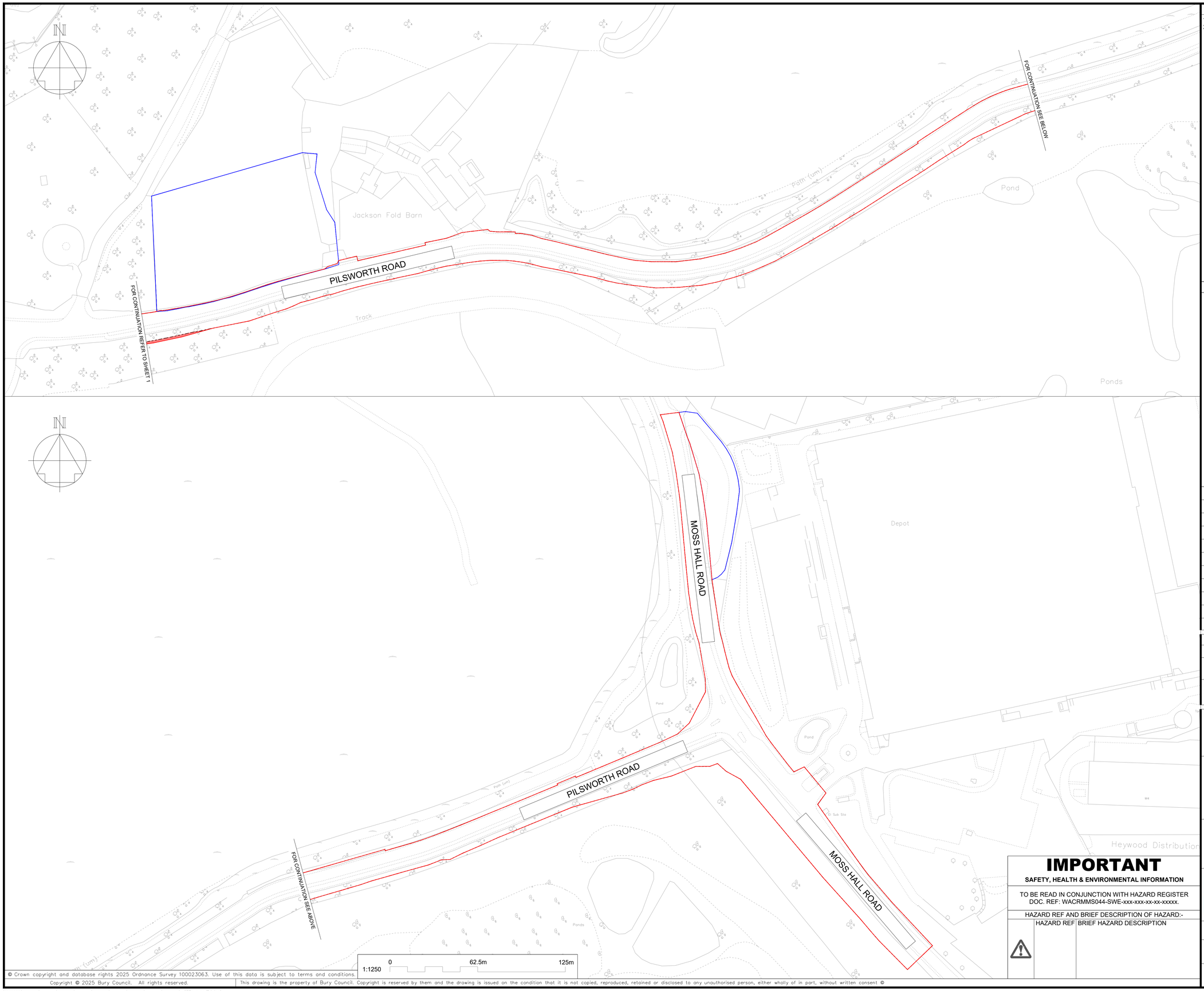

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HAZARD REF AND BRIEF DESCRIPTION OF HAZARD:-

HAZARD REF	BRIEF HAZARD DESCRIPTION

Scale: 1:1250 | Original Size: A1

Drawing No: WACRMMS044-SWE-HGN-XX-DR-CH-00026

Project Number: WACRMMS044 | Rev: P03

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Equality Impact Analysis

This equality impact analysis establishes the likely effects both positive and negative and potential unintended consequences that decisions, policies, projects and practices can have on people at risk of discrimination, harassment and victimisation. The analysis considers documentary evidence, data and information from stakeholder engagement/consultation to manage risk and to understand the actual or potential effect of activity, including both positive and adverse impacts, on those affected by the activity being considered.

To support completion of this analysis tool, please refer to the equality impact analysis guidance.

Section 1 – Analysis Details (Page 5 of the guidance document)

Name of Policy/Project/Decision	Northern Gateway Western Access
Lead Officer (SRO or Assistant Director/Director)	Richard Binks, Assistant Director
Department/Team	Major Projects, Place Department
Proposed Implementation Date	2nd December 2026
Author of the EqIA	Richard Spensley / Elena Fox
Date of the EqIA	13.10.2026

1.1 What is the main purpose of the proposed policy/project/decision and intended outcomes?
The Western Access scheme (Pilsworth Road Corridor Improvements) is a cross-boundary scheme with Rochdale Council, and will provide the necessary off-site, highway and transportation infrastructure required to access the early development phases of the Northern Gateway Investment Zone (IZ) site (JPA 1.1 allocation). The construction of the Northern Gateway Western Access (NGWA) scheme will create the potential capacity to unlock the initial phases of employment generating uses on the IZ site, supporting the creation of high quality, employment floor space, including space within the advanced manufacturing and foundational sectors. The December 2026 NGWA Cabinet Report includes relevant background reports and appendices.

Section 2 – Impact Assessment (Pages 6 to 10 of the guidance document)

2.1 Who could the proposed activity likely have an impact on?
Employees (Businesses): **Yes** Community/Residents: **Yes** Third parties such as suppliers, providers and voluntary organisations: **Yes** **If the answer to all three questions is 'no' there is no need to continue with this analysis.**

2.2 Evidence to support the analysis. Include documentary evidence, data and stakeholder information/consultation
Documentary Evidence: **Walking, cycling horse riding assessment:** A policy review has identified an overarching opportunity to provide high-quality, safe active travel infrastructure to access the JPA 1.1 site and the broader Northern Gateway Development. The policy review also demonstrates an opportunity to improve active travel provision that supports broader network connectivity and integration, in line with TfGM's 'Right Mix' aspirations and Draft Greater Manchester Transport Strategy 2050. **file:///Western%20Access\Walking,%20Cycling%20and%20Horse%20Riding%20Assessment.pdf** **Appraisal Specification Report:** An Appraisal Specification Report (ASR) has been prepared to set out the planned approach towards the appraisal of the Northern Gateway Western Access (NGWA) at the Outline Business Case (OBC) stage. The ASR forms part of the appraisal process as defined by the Department for Transport (DfT) in the Transport Analysis Guidance (TAG): The Transport Appraisal Process (May 2018).

An ASR is produced to clarify the methodology and scope for further appraisal of a small number of better performing scheme options to enable decision-makers to make a 'rational and auditable decisions' about whether to proceed with intervention. Analysis focuses upon estimating the likely performance and impact of intervention in adequate detail.

Data:

Bury Ward Profiler - Bury Ward Profiler | Bury Directory

Stakeholder information/consultation:

A stakeholder engagement plan has been agreed by Bury Council with input from officers from Rochdale Council. Consideration has been given on how to effectively raise widespread awareness of the project, encourage buy-in, provide clear messaging, and obtain meaningful feedback from stakeholders and the public to inform the Preliminary designs including the Outline Business Case (OBC) and the emerging planning strategy.

Extensive stakeholder mapping has also been undertaken to identity the range of local and strategic stakeholders who may be interested or affected by the scheme proposals. The project team also regularly engage around proximate schemes, including with National Highways regarding Simister Island and Rochdale Council regarding the Brightley Brook project. This ensures all public communications are coordinated.

Link to:
file:///C:\Users\E.Fox\OneDrive%20-%20Bury%20Council\Western%20Access\Stakeholder%20Engagement%20Plan.docx

2.3 The Socio-Economic Duty. Could the proposed activity have an effect on?

People with low incomes **Yes**

Geographical areas of deprivation **Yes**

Does the activity include services or functions that will be based or delivered in localised areas (Wards/LSOAs)? **Yes**

If yes, which What is the Index of Multiple Deprivation score for these areas?

Hollins / Pilsworth – 6
Simister - 2

If score is 3 or higher, has consideration been given to basing the service/function in a more deprived area? **N/A**

How could the activity contribute to the reduction of deprivation in the local area or for low-income people affected?

Delivery of Northern Gateway is expected to extend beyond the PfE plan period (i.e. beyond 2039) and will need extensive supporting infrastructure. Development is expected to create 19,600 new fte jobs (KPMG) and 15,600 additional construction jobs (Atom Valley SOBC, 2023) during the delivery phase – around 1.5% of the 1,350,000 existing jobs across Greater Manchester.

Northern Gateway will also deliver a significant quantum of new homes. The table below breaks these down by site, and provides a total over the Northern Gateway MDC area:

Site	**Number of New Homes**
JPA1.1 (excl. South Heywood)	400
JPA1.1 (South Heywood only)	1,000
Total JPA1.1	1,400
JPA1.2	1,550
TOTAL (Northern Gateway MDC area)*	2,950

To support local people to be able to receive the benefits associated with Northern Gateway site, and in recognition of the cross-boundary nature of the Northern Gateway programme, the Northern Gateway Social Value Strategy and related Delivery Plan were developed and adopted by both Bury and Rochdale Councils' Cabinets in November 2025. The Strategy and Delivery plan set out the strategic approach to social value and aligns the social value priorities of the Northern Gateway 'GM family' which includes Bury Council, Rochdale Council, GMCA and TfGM. The two documents seek to maximise the social value potential which could be realised from the scale and longevity of the development of Northern Gateway and ensure tangible and quantifiable outcomes for the communities and businesses of Bury and Rochdale

2.4 Accessibility (Fully describe/explain yes or no answers and mitigations to be considered if answering no)	
If physical spaces/locations are involved, are they fully accessible?	Yes
Does the physical space have adjustable lighting, temperature control and quiet spaces?	NA
If geographical locations are involved are these serviced by varied and affordable transport links	Yes
Are the opening times/availability of the service varied, flexible and mindful of religious observances?	NA
Is there suitable access and usage provision for those who are digitally excluded?	NA
Do all related documents/webpages meet the council's Accessible Document Standards?	Yes
Is there access to translation or interpretation (including instant BSL) services where required?	Yes

2.5 Identifying impacts (If the statement applies to a characteristic mark with an X – this suggests an impact)														
Consider these statements in relation to the characteristics. Mark the relevant box if the statement applies to the characteristic. Marked boxes indicate a potential impact. Detail this impact, evidence to demonstrate the impact, mitigations and impact level in section 2.6 **Could the activity:**	**Age**	**Carers**	**Care exp. children**	**Care Leavers**	**Disability**	**Transgender**	**Marriage & CP**	**Neurodiversity**	**Pregnancy & Maternity**	**Race**	**Religion & belief**	**Sex**	**Sexual orientation**	**Veterans**
Cause worsening of access, experience or outcome of any services, healthcare, transport, buildings or environments?														
Worsen health (physical or mental) and/or wellbeing of a group?														
Worsen access to education, employment or training?														
Make unsafe or increase the risk of hate towards a group?														
Affect public attitudes towards an equality group?														
Affect participation in the democratic running of the council or society?														

2.6 Characteristic	Describe the potential impact	Evidence (from 2.2) to demonstrate this impact	Mitigations to reduce negative impacts or improve activity	Impact level after mitigations Positive, Neutral, Negative
Age	Older people may experience greater travel disruption when accessing community facilities such as supermarkets, pharmacies and health centres during the construction period of the NGWA scheme.	In the Unsworth ward, the 22.8% of the total resident population are aged 65 or over. In the Unsworth ward, 2.8% of the total resident population is aged 85 and over.	Public consultations on the scheme's preliminary designs and proposed construction approach will be carried out to ensure that the public's views are considered. During construction appropriate signage will be in place to ensure that road users are aware of upcoming traffic works and any relevant closures, this will allow road users to plan their journeys accordingly. Post construction the scheme will provide greater opportunity for safer, more convenient and accessible travel. Bury Council will provide communications material ahead of, and during key milestones of the construction period to ensure that groups	To be kept under review.

			with of this characteristic are informed.	
Carers	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exist, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.
Care Exp. children	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users	To be kept under review.

			to access the Northern Gateway site via sustainable modes. Through the Northern Gateway Social Value Strategy, it is intended that Care Leavers, and Care Experienced Young People will be a priority group for social value activity that may improve their access to skills or training opportunities.	
Care Leavers	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.

			Through the Northern Gateway Social Value Strategy, it is intended that Care Leavers, and Care Experienced Young People will be a priority group for social value activity that may improve their access to skills or training opportunities.	
Disability	There are opportunities within this project to make the Pilsworth Road Corridor more accessible, safer and convenient to people with disabilities. People with disabilities may experience greater travel disruption when accessing community facilities such as supermarkets, pharmacies and health centres during the construction period of the NGWA scheme.	19.1% of people in Unsworth reported having a limiting long-term illness of disability.	Public consultations on the scheme's preliminary designs and proposed construction approach will be carried out to ensure that the public's views are considered. Alternative formats of consultation materials will be made available upon request. During construction appropriate signage will be in place to ensure that road users are aware of upcoming traffic works and any relevant closures, this will allow road users to plan their journeys accordingly. The active travel upgrades that will be provided by the	To be kept under review.

			Western Access scheme provide an opportunity for improved journeys along corridor.	
Transgender	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.
Neurodiversity	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development.	To be kept under review.

			The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	
Pregnancy & Maternity	Pregnant people or those on maternity leave may experience greater travel disruption when accessing community facilities such as supermarkets, pharmacies and health centres during the construction period of the NGWA scheme.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.
Race	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development.	To be kept under review.

	The Pilsworth Road Corridor is a space which is open to and inclusive of all.		The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	
Religion & Belief	Religious groups may experience travel disruption when accessing community facilities or places of worship during the construction period of the NGWA scheme.		Public consultations on the scheme's preliminary designs and proposed construction approach will be carried out to ensure that the public's views are considered. During construction appropriate signage will be in place to ensure that road users are aware of upcoming traffic works and any relevant closures, this will allow road users to plan their journeys accordingly. Post construction the scheme will provide greater opportunity for safer, more convenient and accessible travel. Bury Council will provide communications material	To be kept under review.

			ahead of, and during key milestones of the construction period to ensure that groups with of this characteristic are informed.	
Sex	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.
Sexual Orientation	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development.	To be kept under review.

			The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	
Veterans	It is unlikely there will be any negative impacts for this characteristic post construction. This will be kept under review as scheme designs progress.		The NGWA scheme is intended to improve highways capacity to allow local people to access high-quality employment and training on the initial phases of the Northern Gateway development. The scheme will include Active Travel provision that does not currently exists, to allow users to access the Northern Gateway site via sustainable modes.	To be kept under review.

Actions required to mitigate/reduce/eliminate negative impacts or to complete the analysis

2.7 Characteristics	Action	Action Owner	Completion Date
Age / Disability	Proactive communications from Bury Council to make road users aware of upcoming / ongoing works.	Bury Council	Construction completion
Age / Disability	Robust traffic management measures to ensure diversions / PROW are adequately signposted.	Balfour Beatty	Construction completion

Disability	Look into clear signage and way finding (for those with disabilities or ESL).	Bury Council	Ongoing
All	Review of demographic data collected via public consultations to track if participation is reflective of the population of the local area. It will also be key to consider whether the views of people with a particular protected characteristics differ from those of people who do not share those characteristics. This is an important part of the consultation process, as it can help identify unintended impacts, barriers, or perspectives that may not otherwise have been considered.	Bury Council	Ongoing
All	Awareness of opening times for community facilities and services.	Balfour Beatty	Ongoing
All	Proactive engagement by the project team throughout the duration of the public consultation, to ensure that effected landowners are engaged and consulted upon.	Bury Council	Ongoing

Section 3 - Impact Risk

Establish the level of risk to people and organisations arising from identified impacts, with additional actions completed to mitigate/reduce/eliminate negative impacts.

3.1 Identifying risk level (Pages 10 - 12 of the guidance document)

Impact x Likelihood = Score			Likelihood of negative impact			
			1	2	3	4
			Unlikely	Possible	Likely	Very likely
Negative Impact	4	Very High	4	8	12	16
	3	High	3	6	9	12

	2	Medium	2	4	6	8
	1	Low	1	2	3	4
	0	Positive / No impact	0	0	0	0

Risk Level	No Risk = 0	Low Risk = 1 - 4	Medium Risk = 5 – 7	High Risk = 8 - 16

3.2 Level of risk identified	During Construction: Low Risk – Whilst road users will likely face increased travel disruption during the construction period, it is intended that with the planned mitigations, it will not cause any discrimination. This will be kept under review. Post Construction: Low Risk
3.3 Reasons for risk level calculation	It is considered that the general planned activity along the Pilsworth Road Corridor is Low Risk.

Section 4 - Analysis Decision (Page 11 of the guidance document)

4.1 Analysis Decision	X	Reasons for This Decision
There is no negative impact therefore the activity will proceed		
There are low impacts or risks identified which can be mitigated or managed to reduce the risks and activity will proceed	X	With the appropriate mitigations it is anticipated that construction of the Westen Access scheme will be low risk. The scheme is intended to unlock the initial phases of development of Northern Gateway and

		provide local people with access to high-quality jobs and training opportunities.
There are medium to high risks identified which cannot be mitigated following careful and thorough consideration. The activity will proceed with caution and this risk recorded on the risk register, ensuring continual review		

Section 5 – Sign Off and Revisions (Page 11 of the guidance document)

5.1 Sign Off	Name	Date	Comments
Lead Officer/SRO/Project Manager			
EDI	L. Cawley	02/11/26	QA Complete: Initial potential impacts have been identified which will be mitigated through planning works. It is unlikely this activity will have a significant impact specific to characteristics during works due to the local geography however this analysis will be reviewed on completion of the consultation and throughout the project to ensure potential impacts are considered throughout the works.

EqIA Revision Log

5.2 Revision Date	Revision By	Revision Details

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Agenda Item 13

Classification: Open	Decision Type: Non-Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Corporate Plan Q2 2026-27 Performance & Delivery	
Report of	Deputy Leader and Cabinet Member for Finance and Corporate Services	

Summary

1. In April 2026, Cabinet approved the Council's Corporate Plan for 2026-27. 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.

2. This report provides an overview of progress during Quarter Two (July to September 2026) and demonstrates continued positive progress in delivery of the Council's Corporate Plan.

3. Of the 31 objectives monitored through the Corporate Plan, 21 are assessed as on track and 9 are progressing with mitigating actions in place and 1 assessed as presenting a significant delivery risk. This is the same risk identified in the Quarter 1 position.

4. Performance data presents a mixed but generally positive picture with improvements across a number of key measures and continued progress in delivering priority projects and programmes.

Recommendation(s)

5. Cabinet is asked to:
   a. Note the Quarter Two position on progress against the Corporate Plan 2026-27.

Reasons for recommendation(s)

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

Alternative options considered and rejected

7. Not applicable.

Report Author and Contact Details:
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Position: Performance & Intelligence Manager
Department: Corporate Core

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Background

8. The 2026-27 Corporate Plan was agreed by Cabinet in April 2026 and sets out the Council's strategic priorities and delivery objectives for the year. The final version of the Plan is available in Appendix One.

9. Quarter 2 demonstrates continued positive progress in delivery of the Council's Corporate Plan. Of the 31 objectives monitored through the Corporate Plan, 21 are assessed as on track and 9 are progressing with mitigating actions in place and 1 assessed as presenting a significant delivery risk. This is the same risk identified in the Quarter 1 position.

10. Performance data presents a mixed but generally positive picture, with improvements across a number of key measures and continued progress in delivering priority projects and programmes. Significant achievements have been made across regeneration, education, neighbourhood working, housing, health and organisational improvement activity.

11. While challenges remain in relation to housing demand, homelessness, workforce wellbeing and some complex transformation programmes, mitigating actions are in place and progress continues across all priority areas.

Driving Inclusive Growth

12. Performance against this priority remains strong, with six objectives on track and four progressing with mitigating actions. Significant progress has been made across regeneration, planning, infrastructure and town centre development activity.

13. Quarter 2 has seen continued advancement of major regeneration schemes, including completion of the Prestwich Travel Hub, progression of strategic housing developments, delivery of CRSTS-funded transport programmes and completion of consultation on the Publication Local Plan.

14. Housing delivery remains strong, with 312 annual housing completions recorded across the borough and 96% of housing completions delivered on brownfield land, significantly supporting the Council's regeneration ambitions and making effective use of previously developed sites. In addition, 88 new affordable homes have been completed, representing a substantial increase from the previous year.

15. Planning performance remains robust, with 86% of planning decisions granted and 100% of major development applications determined within statutory timescales or agreed extensions, demonstrating an efficient planning service that supports investment and development.

16. Environmental sustainability indicators continue to improve. 81% of street lighting has now been converted to LED technology, supporting reductions in energy consumption and carbon emissions. Waste collection volumes remain broadly stable at 5,177 tonnes, whilst the proportion of waste recycled stands at 48.4%, reflecting continued resident participation in recycling services. Household food waste contamination remains low at 8.7%.

17. Highway maintenance performance is mixed. Whilst 645 potholes were repaired during the period and 72% of highway repairs were completed on time, the number of potholes reported increased to 262.

18. Key achievements during Quarter 2 include:

- Completion and handover of the Prestwich Travel Hub.
- Completion and handover of the Radcliff STAR Academy High School development.
- Completion of consultation on the Publication Local Plan.
- Progression of town centre regeneration programmes across the borough.
- Continued implementation of the Bury Town Centre Masterplan and housing delivery programme.
- Adoption and implementation of strategic development frameworks including Elton Reservoir, Walshaw and Simister/Bowlee.
- Continued progress on the Waste Management Strategy and borough-wide Parking Strategy.
- Approval of governance arrangements associated with Pride in Place.

19. Residents will have seen:

- Completion of major elements of the Prestwich Travel Hub and associated public realm improvements.
- Ongoing regeneration activity across Bury, Prestwich, Radcliffe, Whitefield and Ramsbottom.
- Visible progress on active travel and transport infrastructure schemes.
- Further housing and development activity across key growth sites.
- Consultation and engagement opportunities relating to future development and transport proposals.

20. Four objectives remain amber and continue to be actively managed. These principally relate to:

- Prestwich regeneration programme dependencies.
- Atom Valley governance and partnership arrangements.
- Sustainability projects including heat network development and EV infrastructure delivery.
- External partner dependencies affecting elements of the Bury Interchange programme.

21. Mitigating actions are in place across all projects and no objective within this priority area is currently assessed as high risk.

Improving Children's Lives

22. Performance against this priority has improved since Quarter 1, with six objectives now on track and two progressing with mitigating actions. Progress has continued across Family Hubs, SEND reform, educational inclusion and early help transformation.

23. Strong partnership working across education settings and children's services continues to support the delivery of improved outcomes for children and young people, with the first meeting of the Education and Inclusion Board, the second meeting of the SEND Improvement and Reform Partnership Board and the upcoming Bury Leadership Conference – all important fora for shared strategic local leadership across the sector. The strength of local strategic leadership has been recognised with the DfE agreement of the local plan for implementation of the national SEND reforms, which in turn unlocked substantial funding from the DfE to reduce the Direct Schools Grant deficit by 90% (£18,356,391).

24. Early years performance remains a significant strength. 99% of childcare providers are rated Good or Outstanding by Ofsted, maintaining exceptionally high-quality provision across the borough. In addition, 65.2% of children are assessed as ready for school, which is a slight improving trajectory from the previous year.

25. Access to childcare remains comparatively strong, with 62.1% of eligible children accessing their entitlement, this continues to be monitored through the service to ensure equitable uptake of the offer.

26. Demand indicators across children's social care present a mixed picture. Rates of Child Protection Plans have reduced to 46 per 10,000 children, whilst the rate of Children in Need has increased to 304 per 10,000. The rate of Children Looked After remains comparatively stable at 81 per 10,000 children. The number of children in residential children's homes, the most important driver for council spend, remains steady and comparatively low (3rd lowest in the North West region), supported by active planning and review for individual children within Children's Services.

27. Key achievements include:

- DfE agreement of Bury's plan for implementation of the national SEND reforms unlocked a grant of £18,356,391 from the DfE to reduce the Direct Schools Grant deficit by 90%.
- In the year to date, 14 children have been supported to leave residential care, with 3 young people stepping down into foster care and one successfully reunified with their parents.

- Successful review and transformation of the Multi-Agency Support and Safeguarding Hub (MASSH), supporting more timely review of requests for support for vulnerable children and families.
- Establishing a standalone Bury Youth Justice Service, following successful disaggregation of the joint Bury-Rochdale service, to provide more local tailored support for some of Bury's most vulnerable adolescents.
- Delivery of family, school, parenting and SEND sessions to progress the GLD plan.
- Early Help services now being delivered to families from the Whitefield Live Well Centre following opening in the summer.
- Continued mobilisation and development of Family Hub provision.
- Planning for the implementation of the national reform programme Families First is accelerating, with consultation with workers on new team structures and new ways of working being tested.
- Additional specialist school capacity and completion of key education capital projects.
- Development of Education and Inclusion governance arrangements.

28. Children, young people and families will have seen:

- Expanded Family Hub activity and support services.
- New and enhanced educational provision.
- Increased visibility of youth support and prevention services.
- Continued support for children and young people with SEND.
- Greater collaboration between schools, communities and children's services.

29. Two objectives remain amber:

- Delivery of aspects of the Best Start in Life programme.
- Residential and foster care sufficiency arrangements.

30. Recovery and improvement plans remain in place, with ongoing progress being monitored through established governance arrangements.

Tackling Inequalities

31. Five objectives are on track and two are progressing with mitigating actions. Delivery has continued across Live Well, neighbourhood working, employment support, health improvement and Adult Social Care transformation programmes. Challenges remain in relation to housing demand and homelessness, although strategic development work has continued throughout the quarter.

32. Health and wellbeing indicators show encouraging performance. 93.5% of adult social care providers are rated Good or Outstanding by the Care Quality Commission, and smoking prevalence amongst routine and manual workers has fallen to 16.7%, supporting the Council's wider public health objectives.

33. Adult Social care performance remains largely stable. The proportion of assessments requiring no further support after short-term intervention stands at 86.2%, whilst 71.1% of people receiving long-term adult social care continue to live in the community, helping residents maintain independence.

34. A positive improvement can be seen in the proportion of council housing failing the Decent Homes Standard, which has reduced from 18.7% to 15.5%. Housing complaint compliance remains exceptionally high at 99.9%.

35. However, homelessness pressures remain one of the most significant challenges within the performance framework. Although the number of people rough sleeping reduced to 22, the number of statutory homelessness cases remains high at 962. Demand for temporary accommodation continues, with 10 families placed in bed and breakfast accommodation for more than six weeks. Positively, 15 households were prevented from becoming homeless, and 95 rough sleepers were supported into accommodation, demonstrating the effectiveness of preventative and support interventions despite sustained demand pressures.

36. Key achievements include:

- Continued implementation of Live Well in Whitefield.
- Expansion of neighbourhood-based working arrangements.
- Delivery of employment support through Economic Inactivity and Work Well programmes.
- Progression of Housing Strategy and Homelessness Strategy development.
- Successful completion of the housing services inspection and commencement of associated improvement activity.
- Delivery of Health Inequalities Strategy actions.
- Continued Adult Social Care transformation activity and strengths-based approaches.

37. Residents will have seen:

- Increasing availability of neighbourhood-based support and services.
- Greater visibility of Live Well activity across communities.
- Employment and skills support delivered through local initiatives.
- Health improvement campaigns and community wellbeing activity.
- Further engagement on housing and homelessness priorities.

38. Two objectives remain amber:

- Embedding and maturing neighbourhood integration arrangements.
- Completion and adoption of the Housing and Homelessness Strategies.

39. Demand pressures relating to housing need, homelessness and temporary accommodation continue to require close monitoring, with increasing use of

Bed & Breakfast accommodation reflecting sustained demand, challenging housing market conditions and limited availability of suitable accommodation. Mitigating actions include delivery of the B&B Elimination Plan, a review of homelessness and housing options services to strengthen prevention and early intervention, and continued partnership activity to support the objectives of the Rough Sleeping Programme by increasing access to appropriate accommodation and sustainable move-on opportunities.

Organisational Enablers

40. Performance has strengthened during Quarter 2. Four objectives are on track and two are progressing with mitigating actions. The Finance Improvement Plan remains at red despite strengthened governance arrangements and implementation of a revised delivery plan. Further mitigations are required to support this to stay on track.

41. Progress continues across workforce development, financial sustainability, digital transformation, estates management and equality, diversity and inclusion. Customer service performance also improved during the quarter, with more calls being answered within 10 minutes despite increased demand. This represents a positive shift in the resident experience and reflects operational improvements across customer contact services.

42. Performance across organisational measures is mixed. Staff wellbeing remains stable, with average sickness absence at 15.3 days per FTE but this is still high compared to previous trends. Contact volumes have reduced to 22,800 contacts received, potentially reflecting improved digital access and service resolution.

43. However, workforce stability remains a challenge. Staff turnover has increased to 12.5%, triggering an amber status and suggesting ongoing recruitment and retention pressures across parts of the organisation.

44. Quarter 2 achievements include:

- Development of budget proposals and medium-term financial planning.
- Continued implementation of the Finance Improvement Plan and transformation activity.
- Approval and implementation of revised financial regulations.
- Progression of workforce strategy and organisational development initiatives.
- Advancement of Artificial Intelligence and Digital Roadmap priorities.
- Continued delivery of Equality, Diversity and Inclusion actions.
- Progression of corporate and commercial estate priorities.

45. Residents will have experienced:

- Continued improvements in service accessibility and digital capability.

- Improved responsiveness when contacting the Council, with more calls being answered within 10 minutes despite increased demand for services.
- Ongoing organisational improvement activity supporting service effectiveness.
- Delivery of services within an increasingly challenging financial environment.
- Further work to improve inclusion, accessibility and community cohesion.

46. One objective remains amber:

- Elements of the Digital Roadmap programme, including Housing QL implementation.

47. One objective remains red:

- Delivery of the Finance Improvement Plan, including Unit4 implementation.

48. Whilst these programmes continue to present challenges, strengthened governance and delivery planning provide confidence that progress is being made and risks are being actively managed.

Conclusion

49. Quarter 2 demonstrates continued positive delivery of the Corporate Plan, with the number of objectives assessed as on track increasing and one objective currently reporting a significant delivery risk. This is the same risk identified in the Quarter 1 position.

50. Strong progress has been achieved across regeneration, education, Live Well implementation, neighbourhood working and organisational improvement programmes. Residents continue to see visible investment in communities, improved accessibility to services and delivery against the Council's key priorities.

51. Challenges remain in several complex areas, particularly housing demand, homelessness, workforce wellbeing and major transformation programmes. However, mitigating actions are in place and the overall Quarter 2 position remains positive, providing confidence in the Council's ability to continue delivering the ambitions set out within the Corporate Plan.

Links with the Corporate Priorities:

52. This report supplements the LET’s Do It! 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:

53. An EIA was completed with the finalisation of the Corporate Plan for 2026-2027 ensuring inclusion was at the heart of it. The corporate plan is set out to improve outcomes for all residents with equity and inclusion threaded throughout. The plan has no negative impacts however activities within the plan will require individual EQIAs to ensure equity and inclusion is carried through from this plan into the activities and outcomes. This report demonstrates the continuing commitment to inclusion in all that we do as a Council.

Environmental Impact and Considerations:

54. 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	Maintain effective workforce and resource planning, prioritisation and performance management processes to ensure available capacity is focused on delivering Corporate Plan priorities and achieving the LET'S Vision.

Procurement Implications:

55. There are no procurement implications arising directly from this report

Legal Implications:

56. There are no legal implications arising directly from this report

Financial Implications:

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

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Appendix One – Corporate Plan 2026-27 on a page
Appendix Two – Corporate Plan 2026-27 Q2 Delivery Summary
Appendix Three - Corporate Plan 2026-27 Q2 Performance Dashboards

Background papers:

Corporate Plan 2026-27 Cabinet Report
https://councildecisions.bury.gov.uk/documents/s49331/Corporate%20Plan%202026-27.pdf

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

Term	Meaning
ASC	Adult Social Care
AI	Artificial Intelligence
Best Start in Life	A programme focused on improving early childhood development and outcomes for children and families
CQC	Care Quality Commission
CRSTS	City Region Sustainable Transport Settlement
CVD	Cardiovascular Disease
EDI	Equality, Diversity and Inclusion
EIA / EQIA	Equality Impact Assessment
ERP	Enterprise Resource Planning
EV	Electric Vehicle
Family Hubs	Neighbourhood-based services bringing together support for children, young people and families
Finance Improvement Plan	The Council's programme to strengthen financial management, governance, systems and processes
GM	Greater Manchester
HR	Human Resources
LET'S Do It!	Bury's long-term community strategy and vision for the borough to 2030
Live Well	A neighbourhood-based approach to improving wellbeing through community support, services and opportunities
MTFS	Medium Term Financial Strategy
NEET	Not in Education, Employment or Training
NHS	National Health Service
PDT	Performance, Delivery and Transformation Board
QL	The Housing Management System used by Housing Services
RAG	Red, Amber, Green performance status used to indicate progress and risk
SEND	Special Educational Needs and Disabilities
SEMH	Social, Emotional and Mental Health
STAR Chamber	Corporate challenge and assurance process used to review service performance, priorities and resources
TfGM	Transport for Greater Manchester
Unit4	The Council's Enterprise Resource Planning (ERP) and finance system
VCFA	Voluntary, Community and Faith Alliance
YJS	Youth Justice Service

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2030 Vision	Council Priorities and Key Objectives – LET'S do it! 2026-27		
Achieving Inclusive Economic Growth and Reducing Deprivation LET'S Values & Behaviours	**Driving Inclusive Growth** • Open the **Radcliffe Hub**, **Radcliffe Enterprise Centre** and **STAR Academy High School**; progress the delivery of brownfield housing at East Lancashire Paper Mill; deliver CRSTS[1] funded transport infrastructure improvements and the plan for **Pride in Place**. • Complete Phase 1A (Travel Hub) of the **Prestwich** Village Regeneration Scheme and progress of Phase 1B (commercial and community space) to secure planning permission, demolish the Longfield Centre and start on site with delivery of the commercial and residential phase. • Launch the **Atom Valley Northern Gateway Mayoral Development Corporation** to progress the first phase of employment land and advance the **Western Access** highways infrastructure. • Update and progress the **Bury town centre masterplan**, including opening **Casewells** (Flexi Hall); supporting the TfGM rebuild of the **Bury Interchange** and advancing residential development across **Mill Gate**, the South of Markets area and **Pyramid Park**. • Following consultation, approve the **Bury Local Plan** subject to government examination. • Consult on, and adopt, the development frameworks for **Elton Reservoir, Walshaw** and **Simister/Bowlee**. Advance infrastructure planning to support future development to deliver around 6,000 new homes. • Progress the delivery of the **Whitefield and Ramsbottom Town Plans** and make use of Economic Development Regeneration Grant Funding to improve public realm, increase footfall and create vibrant town centres. • Deliver our **Annual Sustainability Plan and Climate Change Strategy** including EV[2] Charging point network and exploring design stage options for a Heat Network in Bury Town Centre. • Create a new **Waste Management Strategy** to increase recycling rates and meet national reforms. • Develop a borough-wide **Parking Strategy** that addresses capacity and cost across each neighbourhood.	**Improving Children's Lives** • Implement **Best Start in Life** including delivery of the local plan to improve Good Levels of Development. • As part of our 2030 commitment to establish a family hub in every neighbourhood, in this year we will step up **family hub delivery** at the LiveWell centre in **Whitefield** and from the **Radcliffe** Hub. • Deliver the **Families First** Partnership Programme by restructuring our support services, establishing **Family Help** teams and multi-agency child protection teams to deliver an end-to-end model of support to children and families. • Strengthen the **school led improvement system** by engaging all education settings in Bury to improve outcomes for children. • Transform and improve how we support **children with additional educational needs and disabilities** in Bury by implementing the national SEND reforms in partnership with NHS and education providers. • Build **new schools** Ashgrove (PRU), Redvales (SEMH primary) and increase specialist sufficiency within existing schools to provide enough high-quality and financially sustainable places in local settings to meet demand. • Establish a bespoke adolescent offer incorporating the return of **Youth Justice** services to Bury. • Increase the number and quality of local family-based and **residential homes** for children in care.	**Tackling Inequalities** • Accelerate **team working** maturity in each of our 5 neighbourhoods, connecting to the NHS reform programme of neighbourhood working in adults and designing multi-agency working in children's services. • Implement **Live Well in Whitefield** including the Live Well Centre operating by July 2026 and supporting voluntary sector infrastructure and investment in community capacity building. • Develop **Live Well in Radcliffe** connected to the hub opening, investment in the primary care centre and aligned to the family hub, and working with the Voluntary Community Faith Alliance (VCFA) to implement the Bury Fund to strengthen voluntary and community sector capacity. • Increase **working age employment** rates by implementing Work Well, NEET-reduction activity and the Economic Inactivity Trailblazer. • Reshape Bury's **Housing Strategy** to include increased quality of social and private housing, delivery of more affordable housing and improvements in homelessness prevention and support. • Implement the **Bury health inequalities strategy** including focus on tobacco control, physical activity, CVD[3] prevention, and screening and immunisation uptake, and report progress. • **Deliver Adult Social Care Business and transformation plan** reflecting learning from the CQC[4] review and with a further focus on strengths-based working, co-production and user engagement.
	Enablers • Deliver the **2026/27 Budget** and develop a strategy for Medium Term Financial Sustainability. • Complete the **Finance Improvement Plan** through implementing the finance restructure and new procurement operating model, achieving the upgrade of Unit 4 (core finance system) upgrade, and strengthened governance. • Develop a **Workforce Strategy** to drive high performance, talent management and improved HR policies and processes. • Implement the **Digital Roadmap** including upgrades to Unit 4; Liquid Logic and Housing QL systems and develop a strategy for appropriate use of Artificial Intelligence to improve productivity. • Finalise the **Estates Strategy** for the improvement of operating our corporate and commercial estate. • Progress **Equality, Diversity & Inclusion** priorities through becoming a neuro inclusive employer; championing anti-racism and promoting community cohesion.		

[1] City Region Sustainable Transport Settlements
[2] Electric vehicle
[3] Cardiovascular Disease
[4] Care Quality Commission

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Appendix Two: Corporate Plan 2026-27 Q2 Delivery Summary

Key:	On track - all milestones achieved	Not on track - risk addressed	Not on track - risk identified

Obj. Ref.	Priority	Objective	Quarter 2 Objective RAG Rating
1	Driving Inclusive Growth	Open the Radcliffe Hub, Radcliffe Enterprise Centre and STAR Academy High School; progress the delivery of brownfield housing at East Lancashire Paper Mill; deliver CRSTS funded transport infrastructure improvements and the plan for Pride in Place.	
2	Driving Inclusive Growth	Complete Phase 1A (Travel Hub) of the Prestwich Village Regeneration Scheme and progress Phase 1B (commercial and community space) to secure planning permission, demolish the Longfield Centre and start on site with delivery of the commercial and residential phase.	
3	Driving Inclusive Growth	Launch the Atom Valley Northern Gateway Mayoral Development Corporation to progress the first phase of employment land and advance the Western Access transportation infrastructure.	
4	Driving Inclusive Growth	Update and progress the Bury town centre masterplan, including opening Casewells (Flexi Hall); supporting the TfGM rebuild of the Bury Interchange and advancing residential development across Mill Gate, the South of Markets area and Pyramid Park.	
5	Driving Inclusive Growth	Consult on the Publication Local Plan and submit to the Secretary of state	
6	Driving Inclusive Growth	Review and take to Cabinet for approval and adoption the development frameworks for Elton Reservoir, Walshaw and Simister/Bowlee. Advance infrastructure planning to support future development to deliver around 6,000 new homes.	
7	Driving Inclusive Growth	Progress the delivery of the Whitefield and Ramsbottom Town Plans and make use of Economic Development Regeneration Grant Funding to improve public realm, increase footfall and create vibrant town centres.	

8	Driving Inclusive Growth	Deliver our Annual Sustainability Plan and Climate Change Strategy including EV charging point network and exploring design stage options for a Heat Network in Bury Town Centre.	
9	Driving Inclusive Growth	Create a new Waste Management Strategy to increase recycling rates and meet national reforms.	
10	Driving Inclusive Growth	Develop a boroughwide Parking Strategy that addresses capacity and cost across each neighbourhood.	
11	Improving Children's Lives	Implement Best Start in Life including delivery of the local plan to improve Good Levels of Development.	
12	Improving Children's Lives	As part of our 2030 commitment to establish a family hub in every neighbourhood, step up family hub delivery at the Live Well centre in Whitefield and from the Radcliffe Hub.	
13	Improving Children's Lives	Deliver the Families First Partnership Programme by restructuring our support services, establishing Family Help teams and multi-agency child protection teams to deliver an end-to-end model of support to children and families.	
14	Improving Children's Lives	Strengthen the school led improvement system by engaging all education settings in Bury to improve outcomes for children.	
15	Improving Children's Lives	Transform and improve how we support children with additional educational needs and disabilities in Bury by implementing the national SEND Reforms in partnership with NHS and education providers	
16	Improving Children's Lives	Build new schools Ashgrove (AP Academy), Willow Grove (Redvales SEMH secondary) and increase specialist sufficiency within existing schools to provide enough high-quality and financially sustainable places in local settings to meet demand.	
17	Improving Children's Lives	Establish a bespoke adolescent offer incorporating the return of Youth Justice services to Bury.	
18	Improving Children's Lives	Increase the number and quality of local family-based and residential homes for children in care.	
19	Tackling Inequalities	Accelerate team working maturity in each of our 5 neighbourhoods, connecting to the NHS reform programme of neighbourhood working in adults and designing multi-agency working in children's services.	

20	Tackling Inequalities	Implement Live Well in Whitefield including the Live Well Centre operating by July 2026 and supporting voluntary sector infrastructure and investment in community capacity building.	
21	Tackling Inequalities	Develop Live Well in Radcliffe connected to the hub opening, investment in the primary care centre and aligned to the family hub, and working with the Voluntary Community Faith Alliance (VCFA) to implement the Bury Fund to strengthen voluntary and community sector capacity.	
22	Tackling Inequalities	Increase working age employment rates by implementing Work Well, NEET reduction activity and the Economic Inactivity Trailblazer.	
23	Tackling Inequalities	Develop a new Bury Housing Strategy to include increased quality of social and private housing, delivery of more affordable housing and improvements in homelessness prevention and support.	
24	Tackling Inequalities	Implement the Bury health inequalities strategy including focus on tobacco control, physical activity, CVD prevention, and screening and immunisation uptake and report progress.	
25	Tackling Inequalities	Deliver Adult Social Care Business and transformation plan reflecting learning from the CQC review and with a further focus on strengths-based working, co-production and user engagement.	
26	Enablers	Deliver the 2026/27 Budget and develop a strategy for Medium Term Financial Sustainability.	
27	Enablers	Complete the Finance Improvement Plan through implementing the finance restructure and new procurement operating model, achieving the upgrade of Unit 4 (core finance system) and strengthened governance.	
28	Enablers	Develop a Workforce Strategy to drive high performance, talent management and improved HR policies and processes.	
29	Enablers	Implement the Digital Roadmap including upgrades to key business systems; Unit 4, Liquid Logic, Controcc, iTrent and Housing QL systems and develop a strategy for appropriate use of Artificial Intelligence to improve productivity.	

30	Enablers	Finalise the Estates Strategy for the improvement of operating our corporate and commercial estate.	
31	Enablers	Progress Equality, Diversity & Inclusion priorities through becoming a neuro inclusive employer; championing anti-racism and promoting community cohesion.	

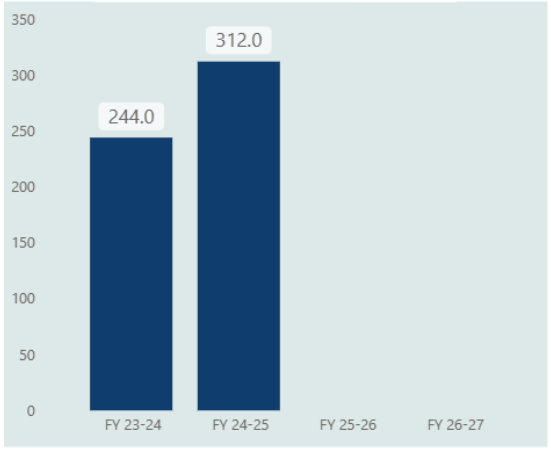
Appendix Three: Corporate Plan 2026-27 Q2 Performance Dashboards

Driving Inclusive Growth

Annual housing completions boroughwide

NA

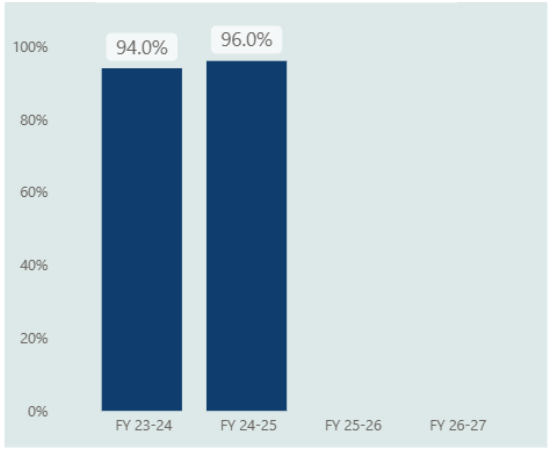
NA 312.0



% Housing completions on brownfield land boroughwide

High is good

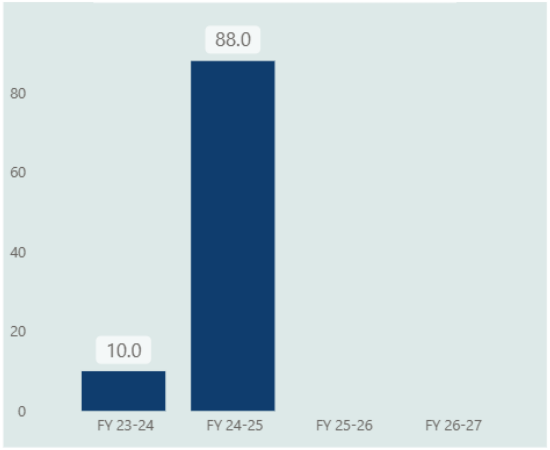
NA 96.0%



Number of housing units completed in the borough which are affordable

High is good

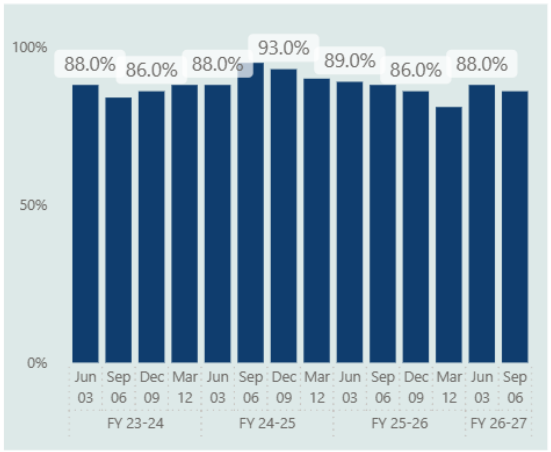
G 88.0



% of planning decisions granted

NA

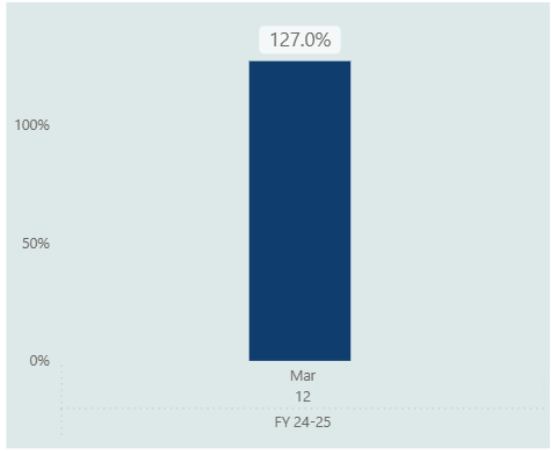
NA 86.0%



Housing delivery against Local Plan target (%)

High is good

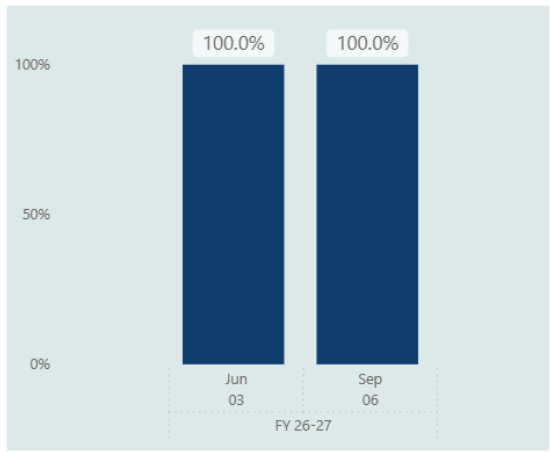
NA 127.0%



Percentage of all major development planning applications decided within 13 weeks or agreed time

NA

NA 100.0%

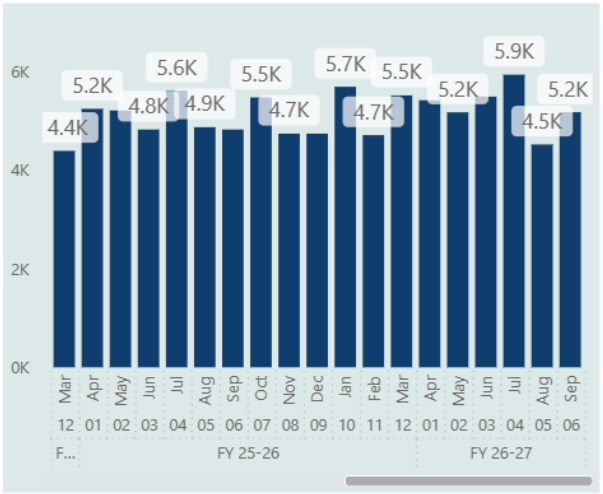


Waste Collection (tonnes)

NA

NA

5177.4

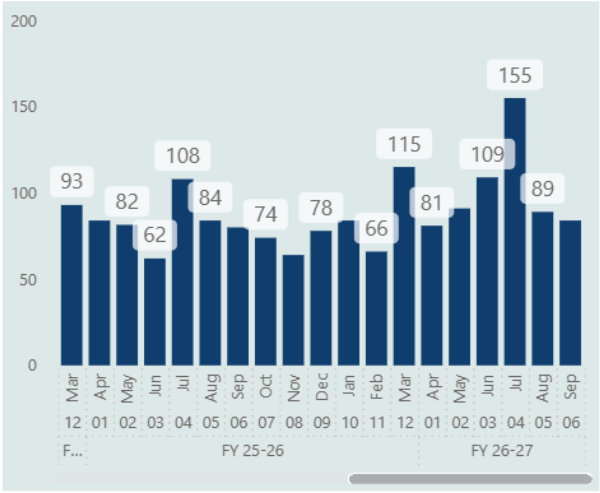


Number of missed bin collections per 100,000

Low is good

NA

84.0

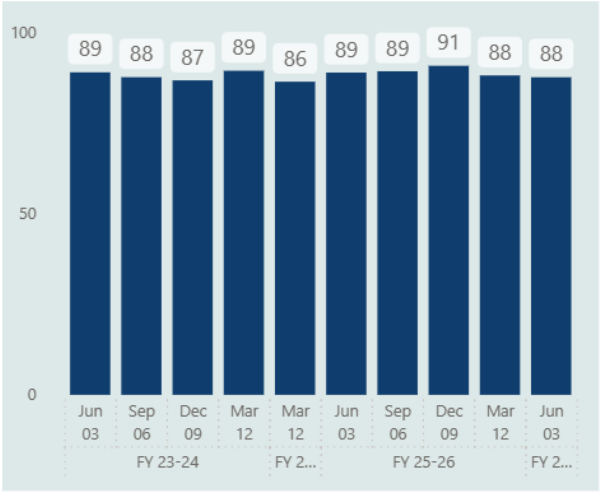


The amount (tonnes) of residual household waste per household

NA

NA

87.7

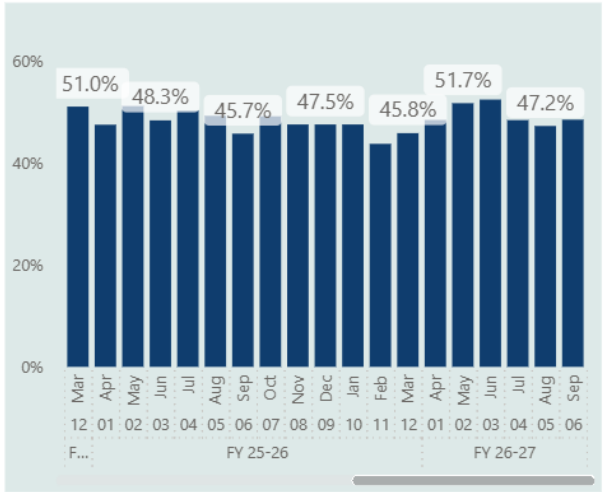


Proportion of household waste recycled

High is good

NA

48.4%

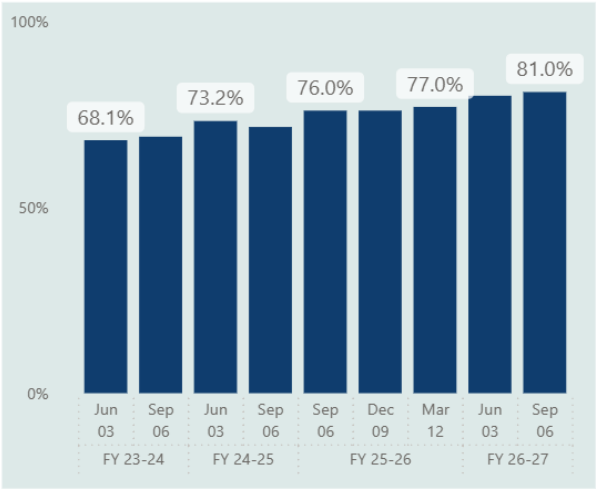


% of street lighting converted to LED

High is good

NA

81.0%

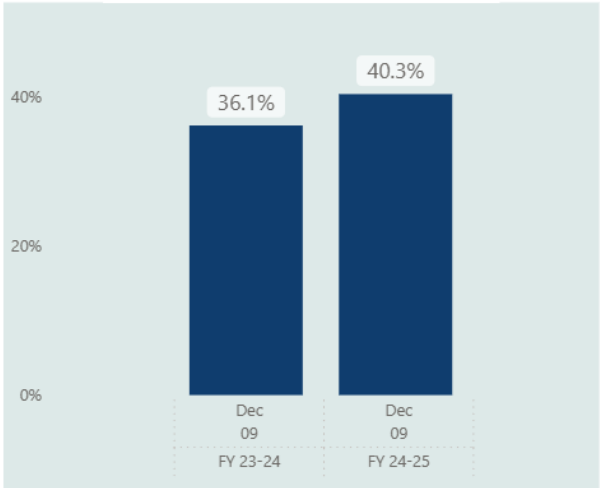


Energy efficiency of housing in the borough (% Band A-C)

High is good

NA

40.3%

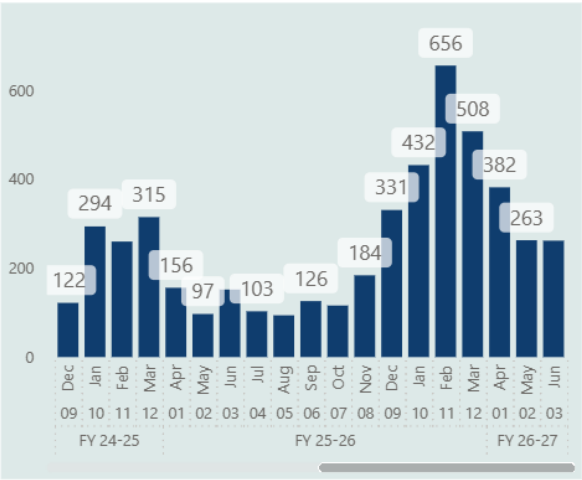


Number of potholes reported

NA

NA

262.0

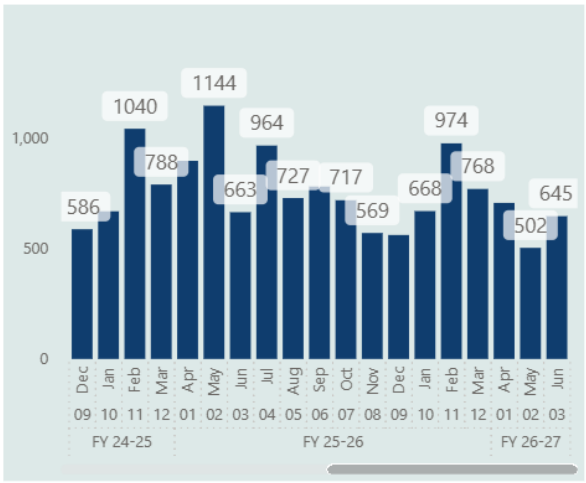


Number of potholes repaired

NA

NA

645.0



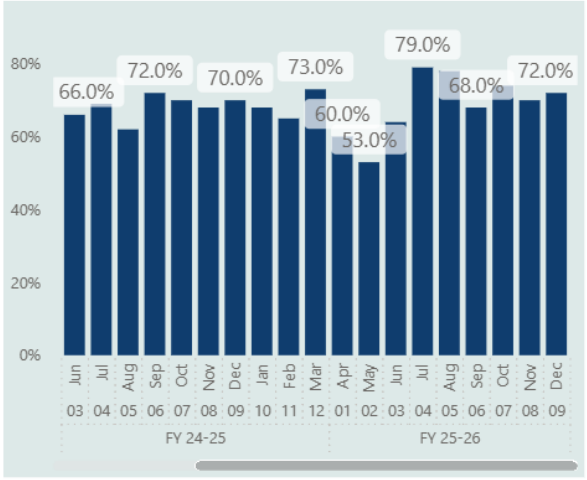
Highway repairs completed on time (%)

High is good

NA

NA

72.0%



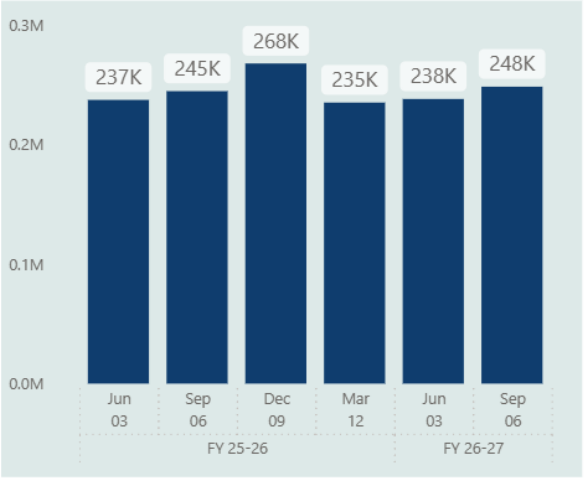
Market footfall - number of people attended Bury Market (fish and meat hall)

High is good

NA

NA

248.3K

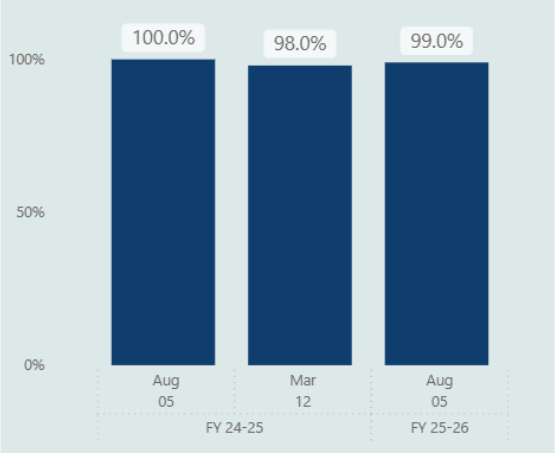


% of good and outstanding Ofsted outcomes for Early Years provision

High is good

NA

99.0%

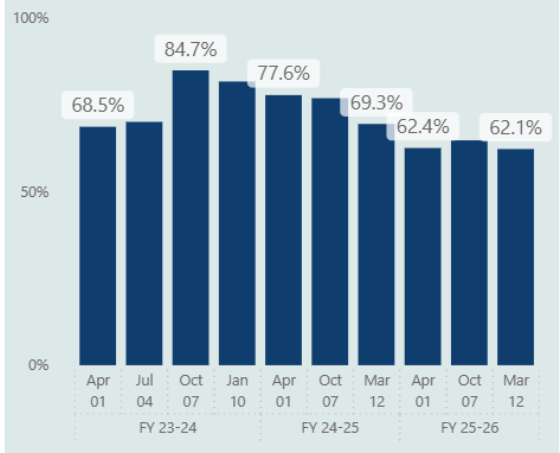


% of children accessing 2 year take up of free childcare

High is good

NA

62.1%

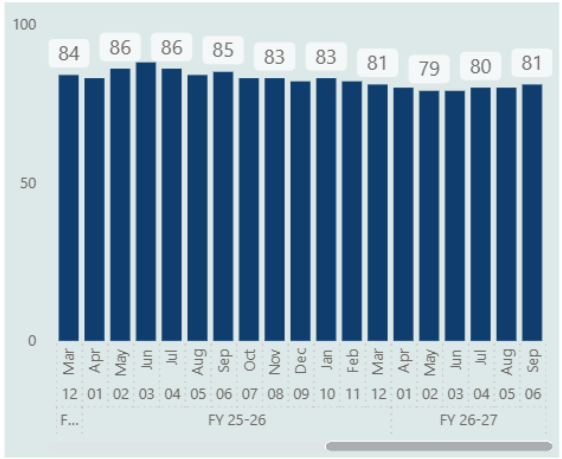


Rate of CLA per 10,000 children aged 0-17 (latest snapshot)

NA

NA

81.0

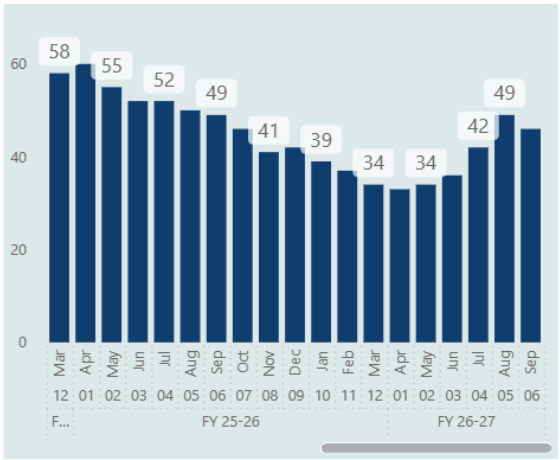


Rate of CPP per 10,000 children aged 0-17 (latest)

NA

NA

46.0

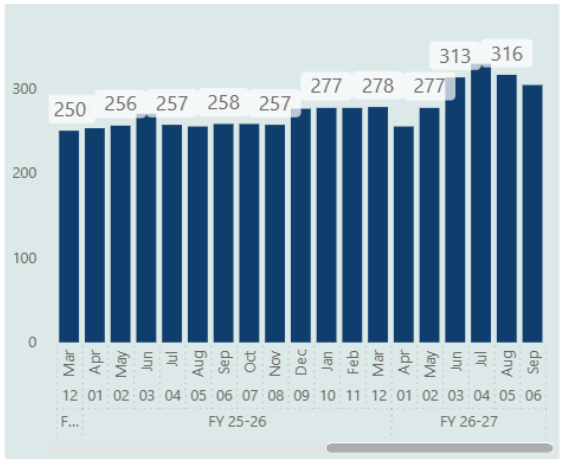


Rate of open CIN per 10,000 children aged 0-17 (latest)

NA

NA

304.0



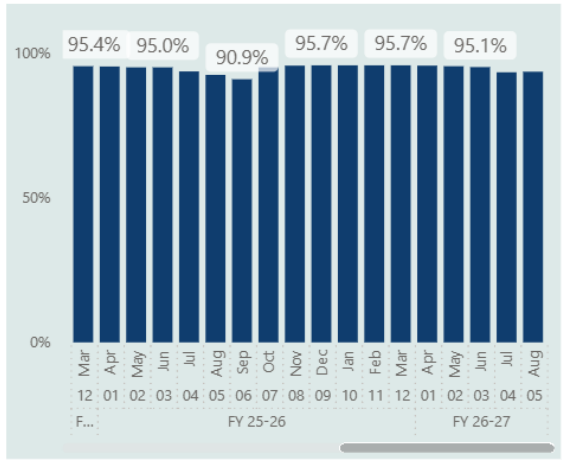
Education, Employment, or Training (EET) of 16-17 year olds (%)

High is good

NA

NA

93.5%

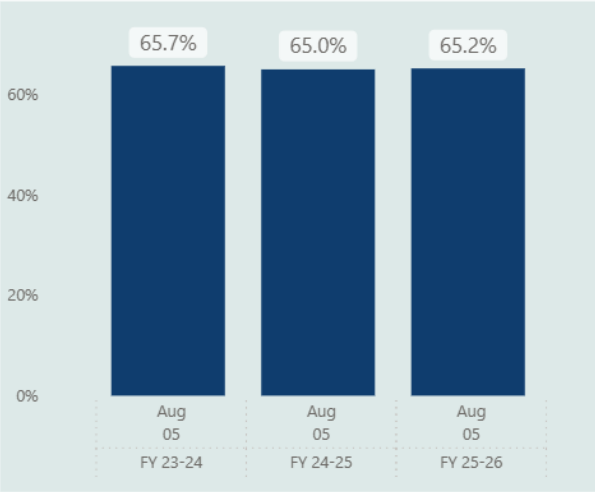


% of children defined as ready for school

High is good

NA

65.2%

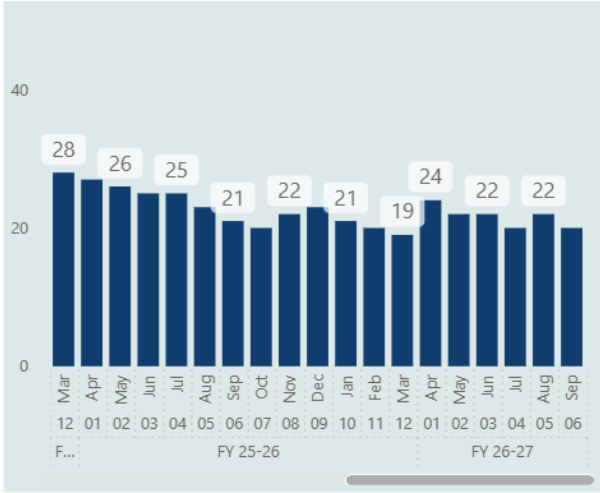


Re-referrals: children with a previous referral within 12 months of their latest referral (last 6 months)

Low is good

NA

20.0

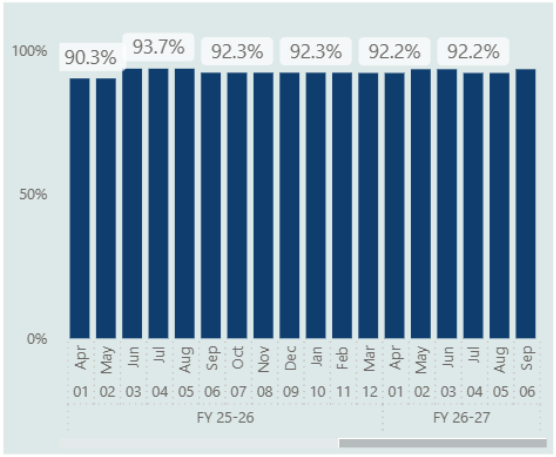


The percentage of adult social care providers rated good or outstanding by CQC

High is good

NA

93.5%

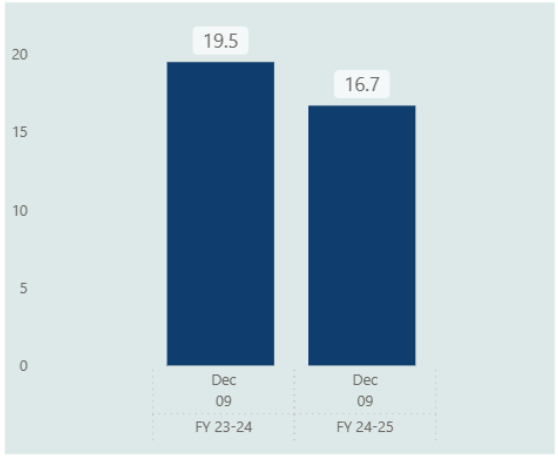


Smoking prevalence in adults in routine and manual occupations - 3 year period

Low is good

NA

16.7

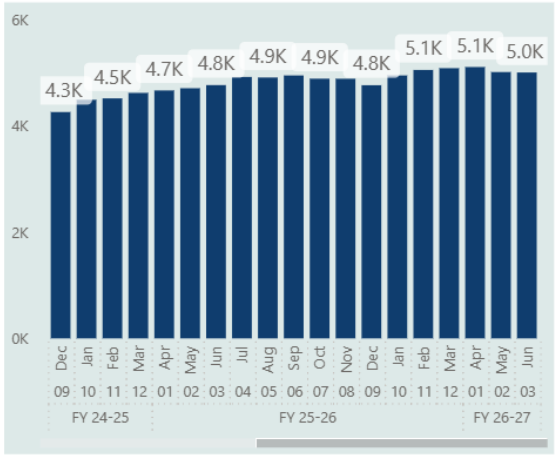


Number of leisure memberships

High is good

NA

5013.0

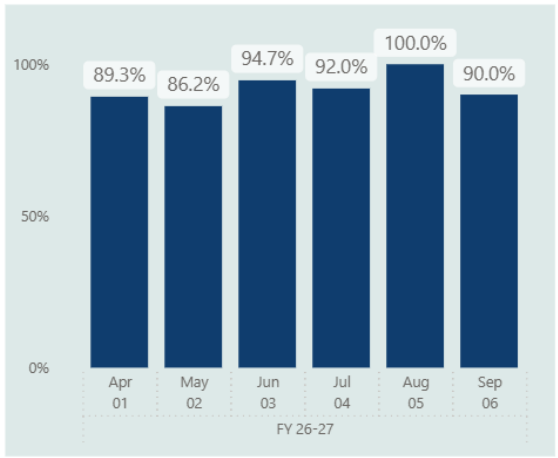


Proportion of section 42 safeguarding enquiries where a risk was identified and the reported outcome was that the risk was reduced or removed

High is good

NA

90.0%



Number of visitors - Arts and Museums

High is good

NA

1712.0



Number of visitors - leisure

High is good

NA

48.2K

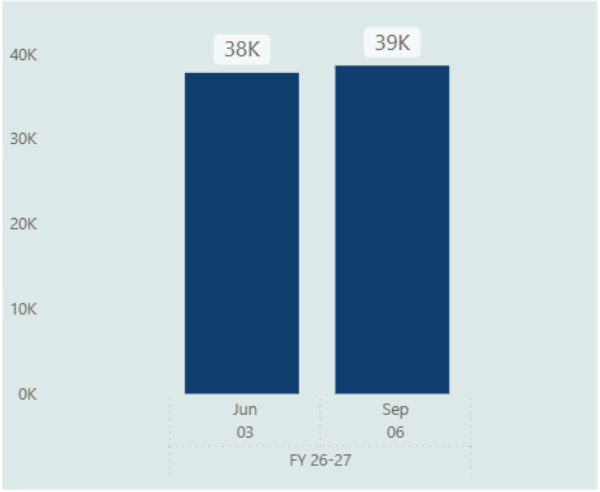


Number of visitors - Libraries + archives

High is good

NA

38.6K

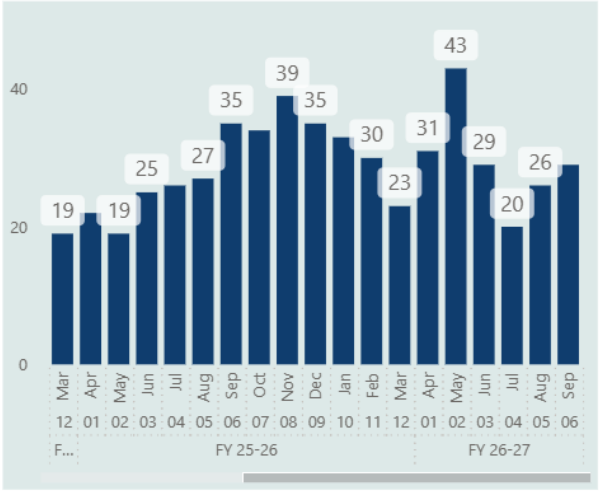


Median number of days waiting for an ASC needs assessment

Low is good

NA

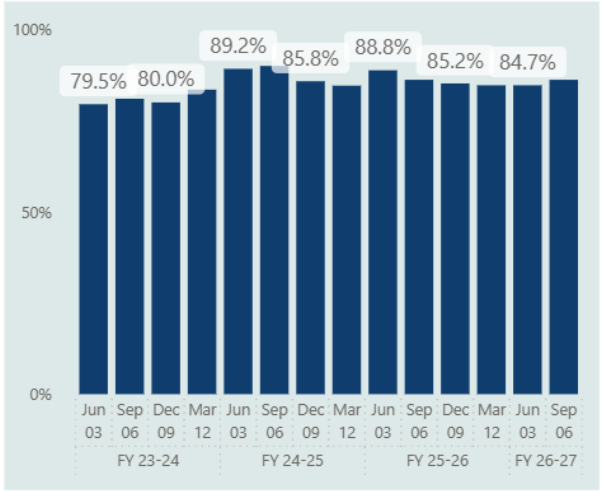
29.0



ASCOF 2A - The proportion of people who received short-term services during the year - where no further request was made for ongoing support

NA

86.2%

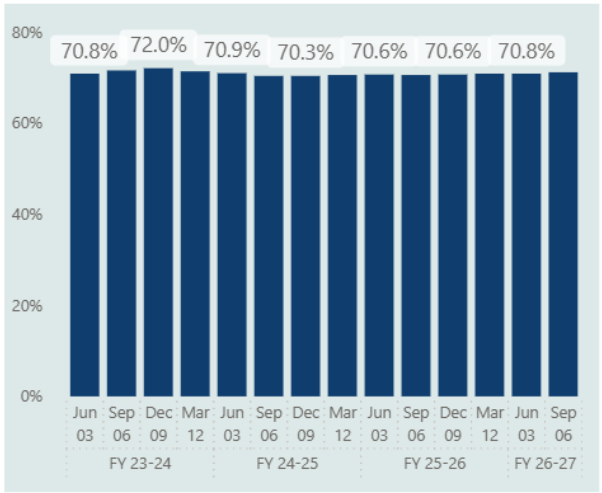


Proportion of people receiving long-term adult social care in the community

High is good

NA

71.1%

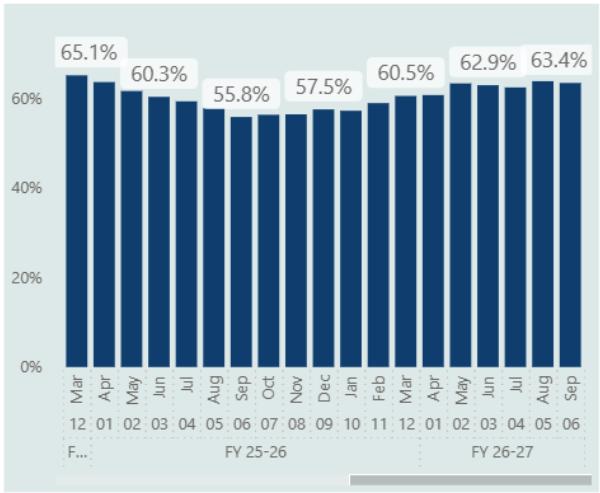


Proportion of completed Adult Social Care (ASC) annual reviews in a rolling 12 month period

High is good

NA

63.4%

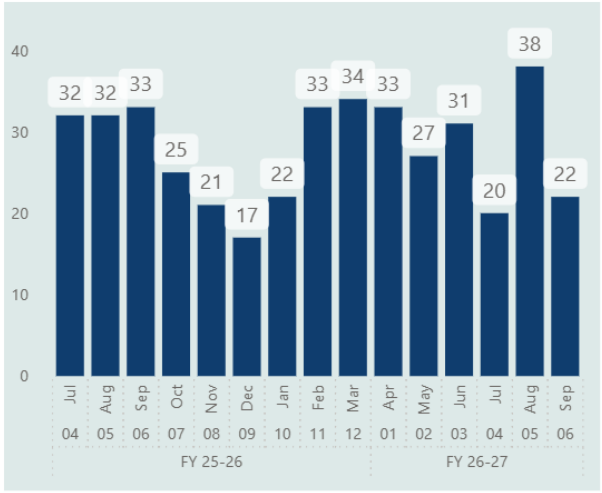


Number of people rough sleeping

Low is good

NA

22.0

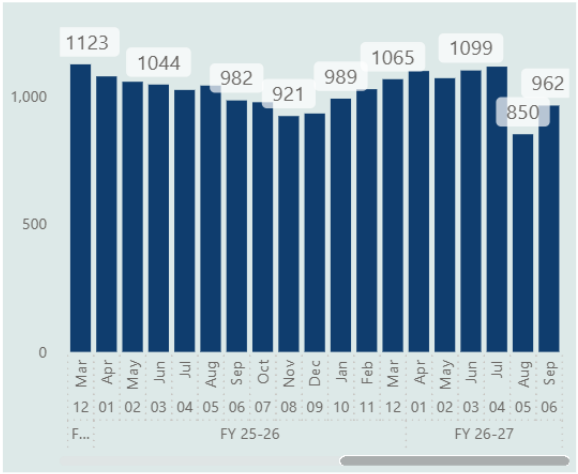


Number of statutory homeless cases open on the last day of the month

Low is good

R

962.0

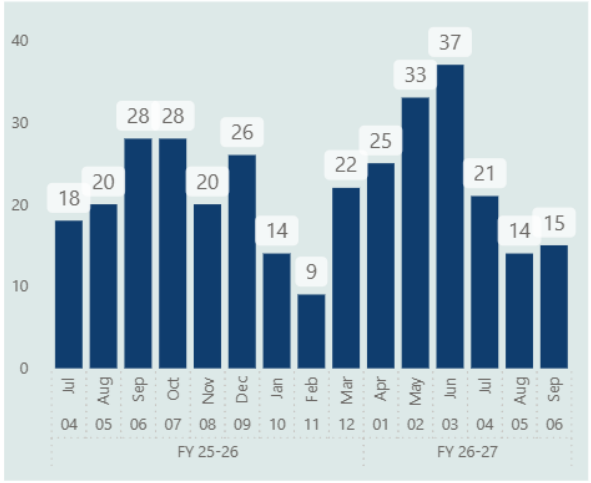


Number of people prevented from becoming homeless

High is good

NA

15.0

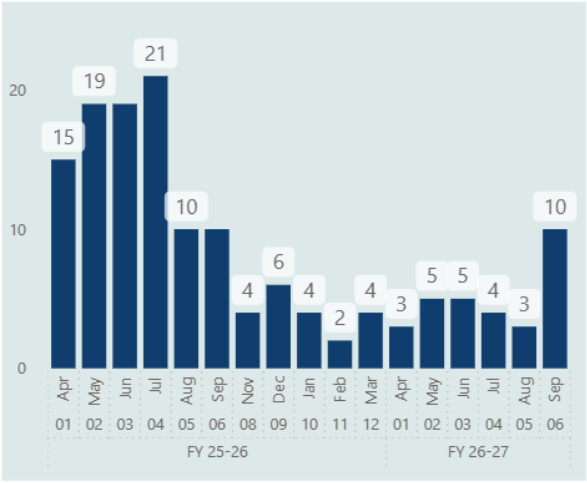


Number of families in b&b accomodation over 6 weeks

Low is good

NA

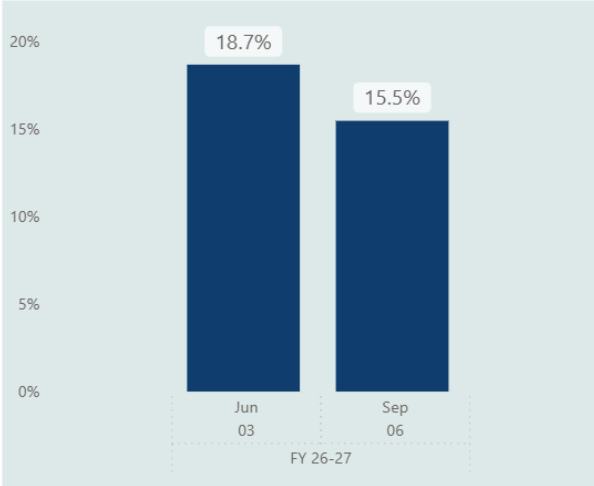
10.0



% of social housing that does not meet the decent homes standard

Low is good

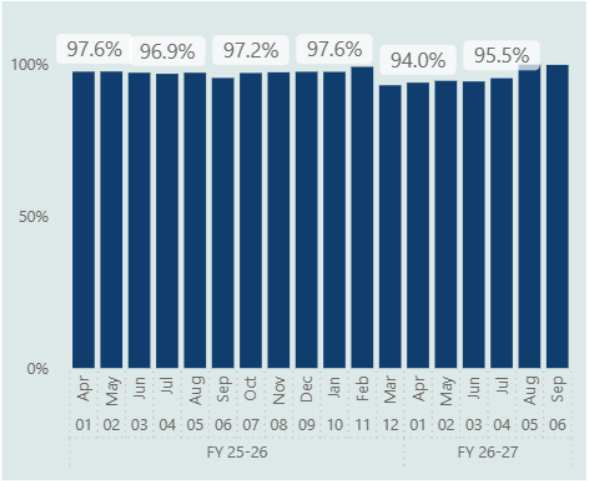
15.5%



Overall Housing Stock Compliance (%)

High is good

99.9%

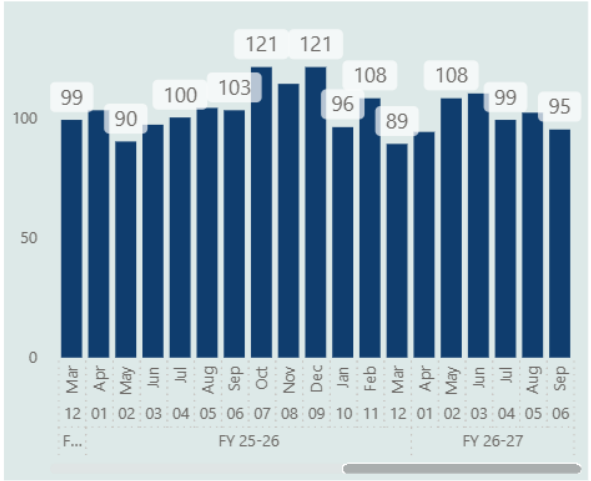


Number of rough sleepers currently being supported

High is good

NA

95.0



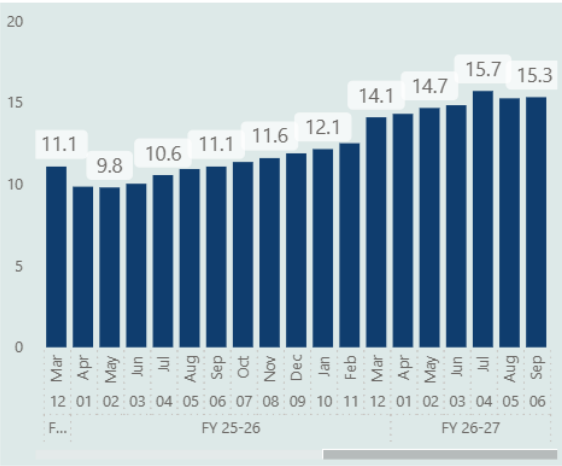
Enablers

Sickness absence: average number of days lost per FTE per year (Bury Council)

Low is good

G

15.3

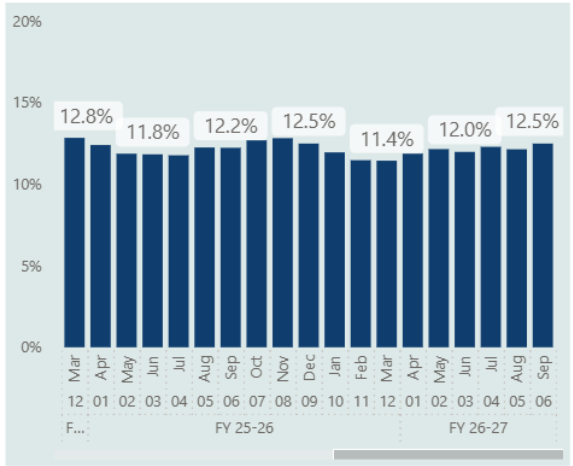


% Staff turnover (Bury Council)

Low is good

A

12.5%

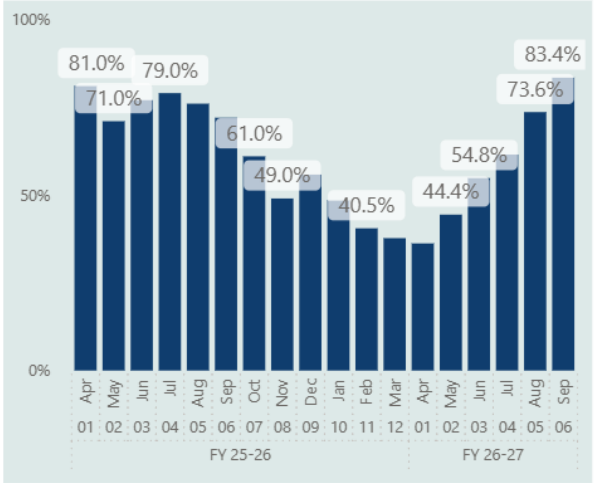


Contact centre – percentage of calls answered within 10 minutes

High is good

NA

83.4%



Number of Fixed Penalty Notices (FPNs) issued for fly tipping

NA

NA

3.0

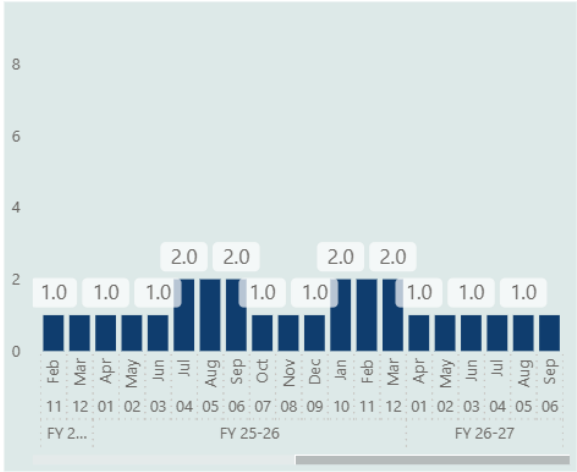


Number of ongoing prosecutions for fly tipping

NA

NA

1.0

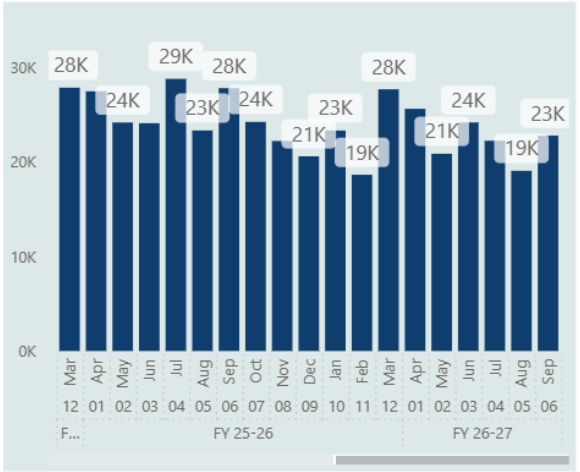


Contact centre – number of contacts received

Low is good

G

22.8K



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Agenda Item 14

Classification:	Decision Type:
Open	Non-Key

Report to:	Cabinet	**Date:** 02 December 2026
Subject:	Finance Update Report – 2026/27 Quarter 2 Position	
Report of	Cabinet Member for Finance and Corporate Services	

Summary

This report provides an update to Cabinet on the council's forecast Quarter 2 position across the General Fund revenue and capital budgets, Housing Revenue Account (HRA) and DSG (Dedicated Schools Grant).

The 2026/27 General Fund is currently forecasting an overspend of £8.218m at Quarter 2, equating to 3.26% of the net revenue budget. This is a £2.527m adverse movement compared to the Quarter 1 forecast overspend of £5.691m. The Quarter 2 forecast is based on the financial position at the end of September and incorporates assumptions relating to current expenditure, anticipated service demand, known cost pressures, service intelligence, and the deliverability of planned savings. Whilst forecasts are more robust at this stage of the financial year, a degree of uncertainty remains, particularly in relation to demand-led services. Sector-wide pressures continue, most notably within Adult and Children's Social Care; however, the Council is committed to identifying and implementing mitigating actions to reduce the forecast overspend and deliver an improved financial position at year-end. Further detail on the forecast position is set out in Section 1.

The 2026/27 budget includes approved savings of £16.566m. In addition, £4.294m of unachieved savings from 2025/26 have been carried forward, bringing the total savings requirement for 2026/27 to £20.860m. Of this total £13.461m (64.5%) is forecast to be delivered through the original savings plans, with a further £5.642m (27.0%) expected to be achieved through in-year mitigations. This leaves a forecast shortfall of £1.757m (8.4%) of which £1.256m (71.5%) relates to Children and Young People. Further details on savings delivery are provided in Section 2.

Following the approved use of £3.977m of reserves to support the 2026/27 budget, the current forecast overspend of £8.218m would reduce the balance on the Budget Stabilisation Reserve to £3.588m. This would significantly weaken the Council's financial resilience and its ability to manage future in-year budget pressures or funding shortfalls. The position is unsustainable both in-year and potentially increasing the MTFS funding gap if not addressed and highlights the urgent need to deliver planned savings and identify further savings and mitigations that will reduce the forecast overspend and resulting requirement for further reserves funding. Current actions being undertaken include delays to recruitment to vacant posts where it is assessed as appropriate to do so and additional spend controls in relation to discretionary expenditure. Further detail on the reserves position is provided in Section 3.

At Quarter 2 it is proposed to increase the 2026/27 Capital Programme from £132.440m approved at Quarter 1 to £132.663m. This represents a net increase of £0.223m, comprising of £0.377m rephased into 2027/28 offset by additions of £0.600m. Of the additional schemes, £0.153m will be funded from additional prudential borrowing, with the remaining schemes funded from external resources. Further detail

on the capital programme performance is provided in Section 4. There is currently an ongoing exercise to refresh the Capital Programme and consequently a revised Capital Programme will be reported at Quarter 3 following a detailed assessment of in-year deliverability.

The forecast Quarter 2 position on the Collection Fund (Section 5), Housing Revenue Account (HRA) (Section 6) and Dedicated Schools Grant (DSG) (Section 7) are also provided in the body of the report. See Appendix 1 for an update on the Council's Prudential Indicators.

Recommendation(s)

Cabinet is asked to:

- Note the 2026/27 forecast revenue Quarter 2 position of a £8.218m overspend (3.26%) against a net budget of £252.135m.

- Note the forecast reduction in General Fund and Earmarked Reserves of £14.858m (33.6%) and forecast closing balance at 31 March 2027 of £29.386m.

- Note the total forecast delivery of savings in 2026/27 of £19.103m (91.6%) against a target of £20.860m, including unachieved savings carried forward from 2025/26. This results in a forecast shortfall of £1.757m (8.4%).

- Note a net increase of £0.223m to the 2026/27 Capital Programme, comprising of £0.600m of additional schemes in 2026/27, offset by £0.377m rephased into 2027/28.

- Approval to recommend to Council the inclusion of an additional £0.153m of additional prudential borrowing for 2026/27.

- Note the 2026/27 forecast Quarter 2 position for the Collection Fund.

- Note the 2026/27 forecast Quarter 2 position for the Housing Revenue Account (HRA).

- Note the 2026/27 forecast Quarter 2 position for the Dedicated Schools Grant (DSG).

- Note the Quarter 2 Prudential Indicator position.

Reasons for recommendation(s)

To note the forecast Quarter 2 finance position for 2026/27.

Alternative options considered and rejected
N/A

Report Author and Contact Details:

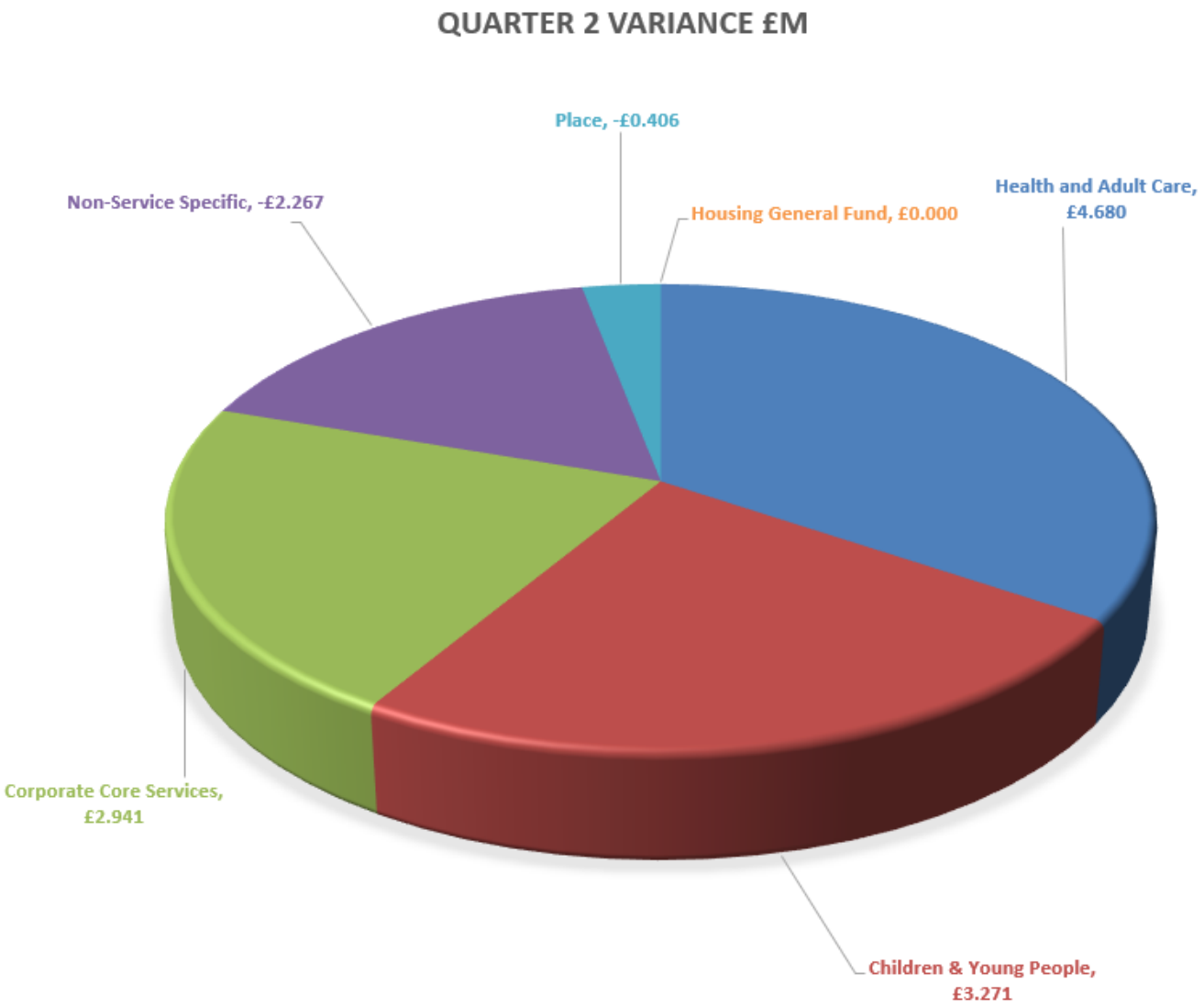
Name: *Neil Kissock*

Position: *Director of Finance*
Department: *Corporate Core* Department
E-mail: N.Kissock@bury.gov.uk

1. 2026/27 Revenue Forecast Quarter 2 Position

1.1. The Quarter 2 General Fund revenue forecast is an adverse variance of £8.218m, equivalent to 3.26% of the net revenue budget of £252.135m and represents an adverse movement of £2.527m from the position reported at Quarter 1. To offset this overspend, a further drawdown of £8.218m from the Budget Stabilisation Reserve would be required, in addition to the £3.977m approved as part of the 2026/27 budget setting process. Further details on the Council's reserve position are provided in Section 3.

2026/27 Quarter 2 Forecast Outturn	Revised Budget £m	Quarter 2 Forecast Outturn £m	Quarter 2 Forecast Variance £m	Forecast Variance %	Quarter 1 Forecast Variance £m	Quarter 1 to Quarter 2 Movement £m
Directorate:						
Health and Adult Care	£101.391	£106.071	£4.680	4.62%	£2.543	£2.137
Children & Young People	£67.229	£70.499	£3.271	4.87%	£2.212	£1.059
Corporate Core	£30.845	£33.786	£2.941	9.53%	£2.131	£0.809
Non-Service Specific	£38.505	£36.238	(£2.267)	-5.89%	(£0.985)	(£1.282)
Place	£14.244	£13.838	(£0.406)	-2.85%	(£0.209)	(£0.197)
Housing General Fund	(£0.080)	(£0.080)	-	0.00%	-	-
NET REVENUE BUDGET	**£252.135**	**£260.353**	**£8.218**	**3.26%**	**£5.691**	**£2.527**
Funding:						
Council Tax	(£124.998)	(£124.998)	-		-	-
Business Rates	(£109.326)	(£109.326)	-		-	-
Government Funding Grants	(£13.834)	(£13.834)	-		-	-
FUNDING	**(£248.158)**	**(£248.158)**	**-**		**-**	**-**
Use of Reserves:						
Budget Stabilisation Reserve	(£3.977)	(£3.977)	-		-	-
USE OF RESERVES	**(£3.977)**	**(£3.977)**	**-**		**-**	**-**
BUDGET POSITION	**-**	**£8.218**	**£8.218**	**3.26%**	**£5.691**	**£2.527**



Details of the significant variances include:

1.2. **Health and Adult Care** Directorate has a forecast adverse variance of £4.680m (4.62%) representing an adverse movement of £2.137m on the reported Quarter 1 position of £2.543m. The Quarter 2 position is due to:

1.2.1. **Care in the Community** has a £4.735m (7.35%) forecast adverse variance, an adverse movement of £2.111m on the Quarter 1 position, driven by care package costs and increasing complexity of packages across several settings:

- Supporting Living
- Nursing Homes
- Direct Payments
- Domiciliary care

The forecast pressures on care packages remains an ongoing sector-wide issue with many councils forecasting significant overspends in this area and follows on from a £6m overspend on community care packages in 2025/26.

The increase in the forecast overspend since Quarter 1 is largely due to reduced assumptions on client contribution income and delayed achievement of contract savings. The contract savings are anticipated to be achieved in full in 2027/28. The underlying overspend continues to be driven by demand for community care packages and increasing package complexity, particularly within Supported Living and other high-cost care settings.

Mitigating Actions from Quarter 2 to year end
The directorate continues to actively manage the forecast position. It is pursuing a range of mitigating actions:

- **Direct Payment recoveries** - The Quarter 2 forecast now includes an additional £0.500m of Direct Payment recoveries in line with in-year trends. Further review of direct payment managed accounts is being undertaken to identify possible additional recoveries
  .
- **Vacancy management** - Vacancy controls remain in place and are reflected in the Quarter 2 forecast position. Further opportunities to manage vacancies will be considered where this can be achieved without impacting statutory service delivery.

- **Demand management** - Robust scrutiny of care package growth continues through existing approval and Peer Verification processes. From November on-wards focus is being applied to Supported Living packages, where demand and package costs continue to increase.

- **Delivery of savings** - The Quarter 2 forecast assumes current care package commitments will reduce by £2.438m between Quarter 2 and year end. The forecast also assumes further demographic growth of £0.964m, including transition costs, during the remainder of the year. This means the forecasted position already assumes ContrOCC expenditure commitment will reduce by a net of £1.474m before year end. Delivery of savings will continue to be closely monitored alongside emerging demand pressures.

1.2.2. **Wellness** has forecast a £0.676m (31.29%) adverse variance, a favourable movement of £0.105m from the reported Quarter 1 position. The variance is largely driven by higher than anticipated costs resulting from the delayed re-opening of the Radcliffe centre and underperformance on income budget targets at the Ramsbottom centre. The service is pursuing mitigating actions to reduce the forecast pressure which, as things stand, remains ongoing in nature and, unless addressed through recurring savings or increased income, will continue to place pressure on future years' budgets and contribute to the Council's medium-term funding gap.

1.2.3. **Departmental Support Services** has a £0.192m (6.87%) forecast adverse variance, an adverse movement of £0.036m on the position reported at Quarter 1. The Quarter 2 position is driven by legal costs charged to the Improvement and Delivery service (£0.161m).

1.2.4. **Commissioning & Procurement** has a £0.229m (2.17%) forecast adverse variance; an adverse movement of £0.072m from the Quarter 1 position due to:

- Pressures in the Carers service of £0.068m (16.3%) largely driven by forecast pressures on Self-Directed Support Payments of £0.179m partially offset by a favourable variance on Personal Budgets of £0.066m and account closure clawback of £0.060m.
- Pressure in the Persona Contract of £0.172m (2.98%) due to an uplift in the contract value of 5%, which was agreed in July, compared to 1% uplift estimated in the Medium-Term Financial Strategy (MTFS)
- Strategic Safeguarding team pressures of £0.079m (15.67%), primarily in relation to an increased contribution to the Business Intelligence and Safeguarding Partnership.

1.2.5. **Adult Social Care Operations** has a £1.114m (13.09%) forecast favourable variance which is largely in line with the position reported at Quarter 1. The Quarter 2 position is due to staffing vacancies within:

- Assessment and Care Management team.
- Integrated Neighbourhood team.
- Community Mental Health team.

1.2.6. Savings put forward by the service in the MTFS are forecast to be achieved in year but are not currently sufficient to fully offset the rising demand for, and cost of, care packages.

1.3. **Children and Young People Directorate** has a forecast £3.271m (4.87%) adverse variance against budget, an increased pressure of £1.060m from Quarter 1, due to:

1.3.1. **Children's residential placements** including Children with Disabilities has a forecast adverse variance of £1.815m (11.2%), a favourable movement of £0.097m from the position reported at Quarter 1. The projected overspend is largely driven by an estimated £1.706m increase in costs in relation to increased average prices against budget and £0.052m due to placement numbers being one higher than budgeted for.

Increased Mother & Baby placements have a forecast £0.057m adverse variance.

1.3.2. Within the Quarter 1 forecast was an assumed demand increase in residential placements of one additional average cost placement per month (£1.412m). The service has placed 5 new residential placements in the past month, a far greater number than compared to recent trends which has effectively utilised £0.716m of this forecast assumed demand increase. This has resulted in a remaining forecast of £0.696m for assumed demand increases for the remainder of the year which equates to 3.8 average cost placements for 6 months. If new placements exceed this level, it will result in an adverse variance and worsen the overall forecast position.

1.3.3. Overall though, the service has successfully stabilised the high-risk volatility in residential placements during Quarter 2, absorbing five critical new entries with acute needs whilst maintaining both the volume and financial forecast from Quarter 1. Planned and phased step downs from residential settings have been key activities which have enabled the stable forecast position. This does leave a significant challenge for the remainder of the year where the service will need to keep demand requirements to a minimum where operationally possible.

1.3.4. Although additional growth was added to the 2026/27 budget to meet demand, inflation and price increases, the service is still reporting a significant pressure due to significant increases in the average prices. In addition, further challenges are anticipated this financial year due to some of the savings related projects not yet being fully in place, however, the directorate are continuing to aim to get the spends in this area and other placements in line with budget. The area continues to be subject to detailed intensive oversight as part of the monthly monitoring process taking account of the materiality, complexity, volatility and external market pressures inherent in this budget area. Despite these obvious pressures this is still £0.097m improvement on the Quarter 1 report.

1.3.5. Wherever possible, the service will continue to mitigate risks around increased complex cases. Rigorous monitoring frameworks, proactive placement reviews and planning will be supported by the agreed increase in commissioning resource to support analysing other market opportunities, to reflect the service as being one of the continuing highest revenue risks to the council. There is potential for a number of young people to move to step down placements during 2026/27 that can support this continued progress. The service and directorate are reviewing potential opportunities of contributions from partner agencies where relevant to placements.

1.3.6. **Independent Fostering Agency placements** has a forecast adverse variance of £1.156m (27.1%) an adverse movement of £0.130m on the reported Quarter 1 position. This is due to the average number of placements being forecasted at over 12 higher, on average, than the 78 budgeted across 2026/27 (£0.700m) and average prices have significantly increased (£0.456m). The service will look to review budget expectations in conjunction with residential and MTFS factors already built into placements 2026/27 and manage this alongside the Residential

placement reviews and monitoring and align budgets alongside their sufficiency and modelling projections for this and future years.

1.3.7. **In-house fostering**, friends & family and Staying Put placements are forecasting a £0.401m combined adverse variance (10.6%), an adverse movement of £0.213m from the reported Quarter 1 position. Primarily due to an increase in average placement fees and allowances. This is due to price increases (£0.252m) and demand being 168 placements against a budget of 160 (£0.149m). Whilst this is resulting in an adverse variance in this area, it represents a positive outcome overall as it is helping to mitigate greater cost pressures within residential placements. The directorate are monitoring regional and national fostering developments and the potential budget implications of those. The Directorate will investigate both this and the above budget implications for in-year and MTFS implications.

1.3.8. **Legal services** required for children and young people and their families are forecasting a pressure of £0.349m (29.4%), a favourable movement of £0.070m from the reported Quarter 1 position. This is due to demand remaining at elevated levels, with the significant growth experienced during 2025/26 continuing into 2026/27. Although budget growth was included in the 2026/27 budget, the service continues to manage both legacy cases and current demand creating ongoing budget pressures. Work is underway across both directorates to review legal processes and operating models, as well as strengthen permanent recruitment, with the aim of reducing costs and ensuring a more sustainable service model going forward.

1.3.9. **Property charges** within CYP directorate are forecasting an adverse variance of £0.132m and adverse movement of £0.043m from the reported Quarter 1 position. This is primarily due to historical challenges in the sale of one property that is incurring security and other costs.

1.3.10. **Children with Disabilities (CWD) service** is forecasting an adverse variance of £0.121m (3.2%), an adverse movement of £0.035m from the reported Quarter 1 position. This is due to increased demand of 29 placements on average over budget of 210 (£0.463m) offset by lower-than-average budgeted costs of (£0.317m). This service is undergoing audit reviews across both support packages and direct payments.

1.3.11. **Education and Inclusion services** are forecasting favourable variances of £0.357m (3.2%) due to over achievement of vacancy factors due to temporary staffing, non-recurrent changes across the service thus improving the forecast for the current year. The Directorate are forecasting that the majority of these variations are one-off in nature.

1.3.12. **The Adoption service** is forecasting a favourable variance of £0.149m (11.6%) a favourable movement of £0.049m from Quarter 1 report due to a further reduction of placement numbers and the respective allowances paid out. This includes contribution to our lead partner authority, Bolton.

1.3.13. **The Through Care service** is forecasting a favourable variance of £0.099m (4.7%). This is an adverse movement of £0.189m from the Quarter 1 reported figure due to numbers increasing above budgeted levels. On average the forecast demand is 2 placements higher than budget levels (pressure of £0.156m) offset by the estimated current average price being lower than budget due to reducing prices from placements including implementation of block bed contract (saving £0.256m).

1.3.14. **The Emergency Duty team service** is forecasting a favourable variance of £0.079m, a reduction of £0.059m from the Q1 reported position. The overall position is due to a forecast reduction on staffing costs linked to changes in the service delivery model.

1.4. **Corporate Core Directorate** has a forecast £2.941m (9.53%) adverse variance which is an adverse movement of £0.809m from the position reported and Quarter 1. The variance is due to:

1.4.1. **Finance** is reporting a forecast adverse variance of £0.810m, (19.1%), an adverse movement of £0.800m from the position reported at Quarter 1. The variance is due to a delay in implementing a planned restructure, resulting in the continued use of agency staff for longer than originally planned. Implementation of the restructure and related permanent recruitment will be undertaken in quarter 3.

1.4.2. **People and Inclusion** are reporting a forecast adverse variance of £0.735m (33.0%), which is a favourable movement of £0.066m from the position reported at Quarter 1. The variance is due to a loss of income of £0.431m resulting from schools converting into academies and an overall overspend of staff and agency costs of £0.274m which accrued earlier in the year pending the appointment of the permanent Assistant Director and whilst an associated restructure was being embedded. The service will continue to review staffing costs and income generation opportunities throughout the year to help reduce the forecast overspend. There are other small offsetting overspends of £0.030m.

1.4.3. The **Corporate Collection and Support Service** has a forecast adverse variance of £0.734m (31.5%), an adverse movement of £0.253m from the position reported at Quarter 1. Both the variance and movement from Quarter 1 are largely due to £0.280m in staffing, £0.245m in printing and postage, £0.243m in licensing and software, which is offset by some minor underspends £0.034m. The service is working hard to find improvements through AI and other technologies to minimise overspends and improve income collection which will help the council's overall financial position.

1.4.4. **Legal and Democratic** is a forecast adverse variance of £0.377m (6.5%); largely unchanged from the Quarter 1 forecast. This is due to:

- Legal service is reliant on locum solicitors to cover some permanent vacancies due to the service struggling to recruit, resulting in a net

overspend of £0.381m;

- Democratic service has a favourable variance of £0.206m, largely due to underspends on members' expenses;
- Elections and governance service is reporting an adverse variance of £0.194m as we have held three elections so far (Tottington and Moorside elections plus the local elections in May).
- Coroners Court is currently reporting a favourable variance of £0.135m, Rochdale Council as the lead are due to provide an updated forecast in November;
- The Registrar's service is reporting an adverse variance of £0.146m. This consists of staffing pressures of £0.040m, additional spend on suppliers and services due to cemetery supplies and out-of-hours labour costs £0.128m but somewhat offset by additional income of £0.025m.

1.4.5. **Emergency Response and resilience** has a forecast £0.282m (47.3%) favourable variance, a favourable movement of £0.179m from the position reported at Quarter 1. This is due to additional income being achieved.

1.4.6. **Fraud, Audit, Insurance & Risk (FAIR)** has a forecast adverse variance of £0.217m (5.5%), an adverse movement of £0.156m from the position reported at Quarter 1 which is largely due to an unavoidable increase in insurance premiums.

1.4.7. **Housing Options & Needs** is a forecast favourable variance of £0.159m (5.6%), an adverse movement of £0.073m from the position reported at Quarter 1 which is driven by the expected benefits of a number of initiatives currently being implemented across the service.

1.4.8. **Procurement** has a forecast adverse variance of £0.156m (30.3%), an adverse movement of £0.054m from the position reported at Quarter 1. This is largely driven by interim staff being in place, pending the implementation of the new structure, which is expected to be fully implemented by the end of the year.

1.4.9. **Senior Management** is forecasting an adverse variance of £0.136m (149.1%), largely unchanged from the position reported at Quarter 1 due to staffing costs and reduction in costs charged to the Housing Revenue Account as a result in the change of responsibilities.

1.4.10. **Health & Environmental Protection** is a forecast adverse variance of £0.115m (9.2%), due to a mixture of small variances consisting of staffing related pressures (£0.025m), additional CIVICA license cost and professional fees (£0.075m) and other minor variances (£0.015m).

1.4.11. There are several other areas with minor favourable variances totalling £0.112m.

1.5. **Non-Service Specific Directorate** is forecasting a favourable variance of £2.267m (5.89%) which is a favourable movement of £1.282m from the position reported at Quarter 1. The variance is arising from the following:

1.5.1. Reflected within the Non-Service Specific forecast is an estimated remaining financial benefit of £1.333m arising from introducing a short delay in the recruitment process where it is assessed as being appropriate to do so. This has been reduced by 1/3 from the £2.000m expected at Quarter 1 as the initial associated savings are being reflected within the individual service areas impacted.

1.5.2. The impact of recruitment delays is partially offset by a forecast pressure of £1.015m relating to increased **borrowing costs**. This pressure primarily reflects unavoidable refinancing of maturing loans during 2026/27 at higher interest rates, driven by the prevailing interest rate environment. In addition, the further borrowing to support delivery of the approved capital programme has increased financing costs due to borrowing rates being higher than were assumed in the budget and are contributing to the forecast overspend. A reduction in interest rates prior to future refinancing, together with any additional slippage in borrowing funded capital projects into 2027/28, would reduce this pressure.

1.5.3. A favourable movement of £0.709m in comparison to Quarter 1 has been identified following a review of various charges levied by GMCA/AGMA such as, the Transport Levy.

1.5.4. The 3.3% NJC pay award for 2026/27 agreed in August resulted in a favourable variance to budget of £0.463m.

1.5.5. Within this budget, two approved savings are currently forecast to be unachieved. However, the adverse impact of the shortfall has been mitigated through the identification of offsetting non-recurrent underspends.

- Underachievement of **housing integration savings** £1.610m – this represents a recurring pressure from 2025/26 where the saving was not delivered and remains unmet in 2026/27. The original saving of £3m has been part-delivered through a detailed review of general fund costs that are legitimately charged to the Housing Revenue Account. Since Quarter 1, a further detailed review has been undertaken to identify additional efficiencies across HRA and General Fund services; however, no further opportunities have been identified. Consequently, the remaining undelivered saving of £1.610m is not considered achievable and has therefore been removed from the 2027/28 Draft Budget approved by Cabinet on 14 October 2026.
- Underachievement of **Unit 4 savings** £0.753m. Delivery of this saving has been delayed due to a delay in the implementation of the new system to April 2027, with the saving now expected to be delivered in 2027/28

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1.6. The **Place Directorate** has a £0.406m (2.85%) favourable variance which is a further improvement on the £0.209m (1.52%) favourable variance reported at Quarter 1. The variance is due to:

1.6.1. **Waste, Transport and Stores** has a forecast adverse variance of £0.259m (4.6%) within a minimal movement of £0.015m from Quarter 1

forecasts primarily due to several vacant posts being filled by agency staff, leading to increased staffing costs.

1.6.2. **Economic Regeneration and Capital Growth** has a forecast adverse variance of £0.259m (691.1%), a £0.131m favourable movement from the reported position in Quarter 1 largely due to a reforecast in expected staffing costs to deliver the FAP project. The variance is due to Future Assets Plan (FAP) costs which are not currently funded within the budget.

1.6.3. **Street Scene Maintenance** has a forecast favourable variance of £0.236m (4.6%), a favourable movement of £0.070m from the reported position in Quarter 1 mainly attributable to the HRA Grounds Maintenance contract, alongside more efficient waste removal arrangements. The variance relates to staffing and street lighting energy due to reductions in unit price and efficiency savings.

1.6.4. **Commercial Services** has a forecast favourable variance of £0.149m (16.2%) due to additional relief income for premises with a standard Service Level Agreement (SLA) requesting cover for periods of absence in caretaking and cleaning.

1.6.5. A forecast favourable variance of £0.366m (47.9%) in **Engineers.** The additional favourable variance of £0.255m in addition to the forecast of £0.111m reported at Quarter 1 is primarily due to several vacant posts within the traffic management structure (£0.020m), a decrease in the forecasted expenditure on the parking contract (£0.060m), and an increase in income on departmental parking permits (£0.097m) and PCNs (£0.067m).

1.6.6. A forecast favourable variance of £0.191m (5.2%) in **Facilities Management.** The adverse movement of £0.263m from last Quarter is made up of a favourable movement of £0.102m in Admin Buildings mainly in relation to reducing central recharge costs from other departments due to building closures, and a £0.365m adverse movement in Design and Project Management from re-forecasting capital recharges reflecting a lower number of capital schemes being delivered (£0.136m) and increased expenditure in Supplies and Services (£0.188m) in direct correlation to the reduction in capital scheme delivery.

1.7. Staffing costs

1.7.1. The directorate's projected outturns include variances relating to staffing and agency costs, as set out in the tables below. The Council's total staffing budget of £107.909m includes a savings target of £6.506m linked to the vacancy factor, three days unpaid leave and annual leave purchase schemes. Directorates are currently forecast to achieve the savings target and deliver an additional favourable variance of £6.017m against the staffing budget. Of this, £1.333m is currently reflected in the Non-Service Specific forecast, representing the estimated financial benefit arising from recruitment delays across the Council.

1.7.2. However, the £6.017m favourable variance on staffing budgets is offset by a significant forecast overspend on agency costs of £8.318m, resulting in a net adverse variance of £2.301m, an increase of £2.336m from the position reported at Quarter 1 across both staffing and agency budgets.

1.7.3. The main variances from Quarter 1 to Quarter 2 lie predominantly with Corporate Core and Adults Social Care:

- Within Health and Adult Care, the favourable movement is due to the realignment of Radcliffe Leisure Centre's budget. The delayed re-opening of the site has led to staffing underspends; however, this underspend is offset with a forecast underachievement in income.
- Within Corporate Core, agency engagement has been extended across various services from September to March due to delays in implementing restructures.

1.7.4. Recognising that the council's forecast overspend is being impacted by increasing spend on agency staff and the resulting premium often then paid above council salary levels, officers are currently undertaking a detailed review of all agency staff engagements that will focus on actions to reduce the level of agency staff spend built into the current forecast and improve the council's in-year financial position. The financial implications of the Voluntary Severance Scheme are also in the process of being finalised and will be factored into, and improve, the Q3 financial position to be reported to a future Cabinet meeting.

2026/27 Month 6 Forecast	Staffing Budget £m	Staffing forecast £m	Q2 Staffing Variance £m	Q1 Staffing Variance £m	Q1-Q2 Movement £m	Vacancy / leave savings target achieved £m
Directorate:						
Health and Adult Care	£29.749	£27.570	(£2.180)	(£0.975)	(£1.205)	(£1.870)
Children & Young People	£26.352	£25.619	(£0.733)	(£1.524)	£0.791	(£0.953)
Corporate Core	£29.137	£28.475	(£0.662)	(£0.694)	£0.031	(£1.962)
Non-Service Specific	£0.463	(£1.333)	(£1.796)	(£2.000)	£0.204	-
Place	£22.208	£21.563	(£0.645)	(£0.704)	£0.059	(£1.721)

Housing General Fund	-	-	-	-	-	-
NET REVENUE BUDGET	**£107.909**	**£101.892**	**(£6.017)**	**(£5.897)**	**(£0.120)**	**(£6.506)**

2026/27 Month 6 Forecast	**Agency Budget** **£m**	**Agency Forecast** **£m**	**Q2 Agency Variance** **£m**	**Q1 Agency Variance** **£m**	**Q1-Q2 Movement** **£m**	**Net Staffing/ Agency Variance** **£m**
Directorate:						
Health and Adult Care	£0.786	£1.407	£0.621	£0.709	(£0.088)	(£1.559)
Children & Young People	£0.229	£2.177	£1.948	£1.069	£0.879	£1.215
Corporate Core	£0.220	£5.003	£4.783	£3.324	£1.459	£4.121
Non-Service Specific	-	-	-	-	-	(£1.796)
Place	£0.731	£1.696	£0.965	£0.759	£0.206	£0.320
Housing General Fund	-	-	-	-	-	-
NET REVENUE BUDGET	**£1.966**	**£10.283**	**£8.318**	**£5.862**	**£2.456**	**£2.301**

Outlook

1.8. Whilst anticipated demand and inflationary pressures were incorporated into the 2026/27 budget based on the information available at the time, the Council is currently forecasting a significant overspend of £8.218m. This position reflects continued financial pressures arising from increasing demand for services, inflationary impacts and income volatility. When considered alongside the Council's limited level of reserves, the current forecast reinforces the need for urgent action to strengthen financial control, mitigate in-year pressures and protect the Council's longer-term financial sustainability.

1.9. In response to the forecast overspend at Quarter 1, management implemented a short recruitment delay on vacant posts where it is assessed as appropriate to do so and through mitigations will not have a significant impact on team workloads and service delivery. The estimated financial benefit of this measure is reflected within the figures presented in this report. However, despite these measures the forecast overspend has increased from Quarter 1 by £2.527m. Consequently, the Council will identify further in-year mitigating actions to reduce the in-year pressure and will report the impact of these measures at Quarter 3. These include reducing agency spend, the outcome of the Voluntary Severance Scheme and working with Directorate Management Teams to identify and implement additional cost saving measures over the remaining financial year. Given the proportion of the budget that supports Adults and Children's Social Care and their contribution to the forecast overspend position, both areas will also remain under detailed financial scrutiny.

1.10. Since Quarter 1 significant progress has been made in developing the Council's financial strategy for 2027/28 and beyond. The key assumptions underpinning the Medium-Term Financial Strategy (MTFS) have been refreshed and a draft MTFS was approved by Cabinet in October 2026. In recognition of the scale of the financial pressures facing the Council, opportunities for Exceptional Financial Support (EFS) from MHCLG are being actively explored. These actions represent important steps towards restoring financial sustainability and strengthening the Council's longer-term resilience.

1.11. Further work is continuing across the organisation to identify and deliver recurring savings, improve operational efficiency and reduce expenditure. All budgets remain under review, with services expected to challenge existing spending assumptions, identify opportunities for transformation and ensure resources are directed towards the Council's key priorities. This work will continue throughout the remainder of the financial year and will inform future iterations of the MTFS.

2. Savings

2.1. The 2026/27 savings programme totals £16.566m. In addition, £4.294m of unachieved savings from 2025/26 have been carried forward into 2026/27. This results in a total savings requirement of £20.860m for 2026/27.

2.2. At Quarter 2 it is forecast that £13.461m (64.5%) of savings will be delivered from the original saving proposals and a further £5.642m (27.0%) from mitigations. Total savings delivery is therefore forecast at £19.103m (91.6%) against the overall target of £20.860m, leaving a shortfall of £1.757m (8.4%). This is a favourable movement of £0.569m from Quarter 1. This shortfall contributes to the overall Quarter 2 revenue pressure of £8.218m, and work is continuing to both identify further in-year mitigations and bring forward the delivery of approved savings that are currently assessed as being delayed wherever possible.

2.3. Of the total forecast savings shortfall of £1.757m, £1.256m (71.5%) relates to Children and Young People. The service will continue to focus on delivering approved savings proposals and have worked through numerous efficiencies to deliver against those which are most challenging. This work continues alongside reviewing the complex placements that continue at very high cost and pursuing the required contributions from partners.

2026/27 Savings Programme	Directorate	Unachieved 2025/26 Savings £m	2026/27 Savings Programme £m	Total 2026/27 savings to be delivered £m	Quarter 2 Forecast £m	Mitigations £m	Quarter 2 Forecast Variance (over)/ underachievement £m	Quarter 1 Variance £m	Q1-Q2 Movement £m
Single Handed Care Trial	HAC	(£0.100)	-	**(£0.100)**	(£0.100)	-	-	-	-
ASC Community Care budget realignment	HAC	(£0.352)	-	**(£0.352)**	(£0.352)	-	-	-	-
Persona - remodel of supported living hours	HAC	(£0.005)	-	**(£0.005)**	(£0.005)	-	-	-	-
Maximising charges for Deferred Payments	HAC	(£0.004)	-	**(£0.004)**	(£0.004)	-	-	-	-
Saving Already Agreed - Development of Wider Learning Disabilities Strategy for Age 14-25 Cohort	HAC	-	(£0.220)	**(£0.220)**	(£0.220)	-	-	-	-
HAC Strategic Workforce Review	HAC	-	(£0.061)	**(£0.061)**	(£0.061)	-	-	-	-
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)**	(£0.250)	-	-	-	-
Persona - employability	HAC	-	(£0.050)	**(£0.050)**	(£0.050)	-	-	-	-
Persona - Willow Street (6 flats for decant from dispersed accommodation)	HAC	-	(£0.100)	**(£0.100)**	(£0.100)	-	-	-	-
Rapid Response Assessment software - Technological efficiencies	HAC	-	(£0.009)	**(£0.009)**	(£0.009)	-	-	-	-
BEST - review charges	HAC	-	(£0.010)	**(£0.010)**	(£0.010)	-	-	-	-
BEST - introduce card payments	HAC	-	(£0.003)	**(£0.003)**	(£0.003)	-	-	-	-
Community Equipment - procurement review	HAC	-	(£0.020)	**(£0.020)**	(£0.020)	-	-	-	-
Community Equipment - Reconfigure out of hours service	HAC	-	(£0.038)	**(£0.038)**	(£0.038)	-	-	-	-
Telecare - target new customers	HAC	-	(£0.035)	**(£0.035)**	(£0.035)	-	-	-	-
Telecare - tech first approach	HAC	-	(£0.030)	**(£0.030)**	(£0.030)	-	-	-	-
Falcon & Griffin - review of rotas	HAC	-	(£0.015)	**(£0.015)**	(£0.015)	-	-	-	-

2026/27 Savings Programme	Directorate	Unachieved 2025/26 Savings £m	2026/27 Savings Programme £m	Total 2026/27 savings to be delivered £m	Quarter 2 Forecast £m	Mitigations £m	Quarter 2 Forecast Variance (over)/ underachievement £m	Quarter 1 Variance £m	Q1-Q2 Movement £m
Commissioned Services - review of client contribution limit for day services	HAC	-	(£0.253)	**(£0.253)**	(£0.253)	-	-	-	-
IMPOWER review	HAC	-	(£0.667)	**(£0.667)**	(£0.667)	-	-	-	-
IMPOWER review	HAC	-	(£1.000)	**(£1.000)**	(£1.000)	-	-	-	-
Persona Supported living rate review	HAC	-	(£0.250)	**(£0.250)**	(£0.250)	-	-	-	-
Retender of Neighbourhood housing support contract	HAC	-	(£0.047)	**(£0.047)**	(£0.047)	-	-	-	-
Reduction of Leisure council subsidy	HAC	-	(£0.125)	**(£0.125)**	(£0.125)	-	-	-	-
Live Well GM Delivery partner - funding for role	HAC	-	(£0.027)	**(£0.027)**	(£0.027)	-	-	-	-
Live Well restructure	HAC	-	(£0.100)	**(£0.100)**	(£0.100)	-	-	-	-
HAC Subtotal		**(£0.461)**	**(£4.510)**	**(£4.971)**	**(£4.971)**	**-**	**-**		
Therapeutic support team for Children in Care	CYP	(£0.195)	-	**(£0.195)**	-	(£0.195)	-	-	-
Victoria Family Centre delivery model review	CYP	-	(£0.050)	**(£0.050)**	(£0.050)		-	-	-
Support at home reduced demand	CYP	-	(£0.035)	**(£0.035)**	(£0.035)		-	-	-
School Improvement Service - reduction due to academisation	CYP	-	(£0.100)	**(£0.100)**	-	(£0.100)	-	-	-
Governance Support - full recovery from schools	CYP	-	(£0.109)	**(£0.109)**		(£0.109)	-	-	-
Business Support Use of Magic Notes software	CYP	-	(£0.100)	**(£0.100)**	(£0.100)		-	-	-
CSE Team - small restructure	CYP	-	(£0.035)	**(£0.035)**	(£0.014)		£0.021	£0.035	(£0.014)
Residential homes / CWD - step down of residential placements	CYP	-	(£1.000)	**(£1.000)**	(£1.000)	(£0.900)	(£0.900)	-	(£0.900)
Various Building costs	CYP	-	(£0.100)	**(£0.100)**	-		£0.100	£0.100	-
Foster Carers	CYP	(£0.180)	(£0.100)	**(£0.280)**		(£0.180)	£0.100	-	£0.100
Family Safeguarding Model	CYP	(£0.100)	(£0.050)	**(£0.150)**	-	(£0.100)	£0.050	-	£0.050

2026/27 Savings Programme	Directorate	Unachieved 2025/26 Savings £m	2026/27 Savings Programme £m	Total 2026/27 savings to be delivered £m	Quarter 2 Forecast £m	Mitigations £m	Quarter 2 Forecast Variance (over)/ underachievement £m	Quarter 1 Variance £m	Q1-Q2 Movement £m
Edge of Care	CYP	(£0.494)	(£0.106)	**(£0.600)**		(£0.494)	£0.106	-	£0.106
Creation of Council-Owned Residential Children's Homes	CYP		(£0.400)	**(£0.400)**	-	(£0.400)	-	£0.400	(£0.400)
Reconnect - step down from residential care	CYP	(£0.176)	(£1.892)	**(£2.068)**	(£0.807)	(£0.176)	£1.085	-	£1.085
Progressing the Edge of Care Service Review	CYP	(£0.506)	(£0.694)	**(£1.200)**		(£0.506)	£0.694	£1.200	(£0.506)
CYP Subtotal		**(£1.651)**	**(£4.771)**	**(£6.422)**	**(£2.006)**	**(£3.160)**	**£1.256**	**£1.735**	**(£0.479)**
Temporary Accommodation demand reduction	CCS	-	(£0.377)	**(£0.377)**	(£0.377)	-	-	-	-
Staffing changes - use of HPG funding	CCS	-	(£0.053)	**(£0.053)**	(£0.053)	-	-	-	-
HR Staffing savings	CCS	-	(£0.075)	**(£0.075)**	(£0.075)	-	-	-	-
Review of payroll transactional charges	CCS	-	(£0.050)	**(£0.050)**	(£0.050)	-	-	-	-
FAIR - invest to save Fraud officer reduce expenditure leakage	CCS	-	(£0.050)	**(£0.050)**	(£0.050)	-	-	-	-
Law & Democratic services - reduction in external agency staff	CCS	-	(£0.100)	**(£0.100)**		-	£0.100	£0.100	-
Law & Democratic services - burial service fees	CCS	-	(£0.040)	**(£0.040)**	(£0.040)	-	-	-	-
Strategic Partnerships staffing reduction	CCS	-	(£0.050)	**(£0.050)**	(£0.024)	-	£0.026	£0.026	-
Strategic Workforce review	CCS	-	(£2.000)	**(£2.000)**	(£2.000)	-	-	-	-
Reduction in Third party spend	CCS	-	(£1.000)	**(£1.000)**	(£1.000)	-	-	-	-
Strategic Workforce review	CCS	-	(£1.000)	**(£1.000)**	(£1.000)	-	-	-	-
IT Supplier Review [Digital]	CCS	-	(£0.050)	**(£0.050)**	(£0.050)	-	-	-	-
IT licence Review [Digital]	CCS	-	(£0.025)	**(£0.025)**	(£0.025)	-	-	-	-
Unit 4 Reimplementation & Transformation Review	CCS	(£0.100)	(£0.853)	**(£0.953)**	-	(£0.753)	£0.200	£0.200	-
Contact Centre Review [Digital]	CCS	-	(£0.100)	**(£0.100)**	(£0.100)	-	-	-	-

2026/27 Savings Programme	Directorate	Unachieved 2025/26 Savings £m	2026/27 Savings Programme £m	Total 2026/27 savings to be delivered £m	Quarter 2 Forecast £m	Mitigations £m	Quarter 2 Forecast Variance (over)/ underachievement £m	Quarter 1 Variance £m	Q1-Q2 Movement £m
Corporate Core Structures including homelessness and housing options review and integration of communities	CCS	-	(£0.122)	**(£0.122)**	(£0.122)	-	-	-	-
Corporate Core Subtotal		**(£0.100)**	**(£5.945)**	**(£6.045)**	**(£4.966)**	**(£0.753)**	**£0.326**	**£0.326**	**-**
Debt refinancing	NSS	-	(£0.500)	**(£0.500)**	(£0.500)	-	-	-	-
Contract Efficiencies	NSS	(£0.400)	(£0.350)	**(£0.750)**	(£0.750)	-	-	-	-
Integration of Housing	NSS	(£1.610)		**(£1.610)**	-	(£1.610)	-	-	-
NSS Subtotal		**(£2.010)**	**(£0.850)**	**(£2.860)**	**(£1.250)**	**(£1.610)**	**-**	**-**	**-**
Fleet Function Review	PLA	(£0.070)		**(£0.070)**	-	-	£0.070	£0.070	-
Organisation Delivery Model Review	PLA	-	(£0.055)	**(£0.055)**	-	-	£0.055	£0.055	-
Stores Function Review	PLA	-	(£0.050)	**(£0.050)**	-	-	£0.050	£0.050	-
Explore Advertising opportunities on highway network	PLA	-	(£0.050)	**(£0.050)**	(£0.050)	-	-	-	-
Car Park Charges Review	PLA	(£0.002)	(£0.126)	**(£0.128)**	(£0.118)	(£0.010)	-	(£0.019)	£0.019
Light Reduction - Trim and Dim	PLA	-	(£0.209)	**(£0.209)**	(£0.100)	(£0.109)	-	£0.109	(£0.109)
PLACE Subtotal		**(£0.072)**	**(£0.490)**	**(£0.562)**	**(£0.268)**	**(£0.119)**	**£0.175**	**£0.265**	**(£0.090)**
TOTAL SAVINGS PROGRAMME		**(£4.294)**	**(£16.566)**	**(£20.860)**	**(£13.461)**	**(£5.642)**	**£1.757**	**£2.326**	**(£0.569)**

3. Reserves

3.1. The table below shows the balance on reserves as at 31 March 2026 of £44.244m compared to the forecast year-end balance as at 31 March 2027 of £29.386m as at Quarter 2. This represents a forecast decrease of £14.858m, equating to a 33.7% reduction in reserves.

Table 4: General Fund Reserves			**Balance at 31 March 2026 £m**	**Forecast Movement 2026/27 £m**	**Balance at 31 March 2027 £m**
General Fund			**(£10.000)**	**-**	**(£10.000)**
Directorate Reserves			**(£2.517)**	**£0.459**	**(£2.058)**
Corporate Reserves	Investment	Invest to Save	(£1.974)	-	(£1.974)
Corporate Reserves	Investment	Regeneration	(£0.001)	-	(£0.001)
Corporate Reserves	Investment	Transformation	(£0.838)	£0.601	(£0.237)
Corporate Reserves	Risk	Volatility/Demand	-	-	-
Corporate Reserves	Risk	Insurance	(£1.985)	-	(£1.985)
Corporate Reserves	Risk	DSG	(£4.000)	-	(£4.000)
Corporate Reserves	Stabilisation	Net Budget	(£15.737)	£12.149	(£3.588)
Corporate Reserves	Stabilisation	Funding	(£1.542)	-	(£1.542)
Corporate Reserves			**(£26.077)**	**£12.750**	**(£13.327)**
External Funding			**(£5.650)**	**£1.649**	**(£4.001)**
GF RESERVES TOTAL			**(£44.244)**	**£14.858**	**(£29.386)**

*Opening balance increase by £0.138m to reflect a retrospective 2025/26 accounting adjustment.

3.2. Following the approved use of £3.977m of reserves to support the 2026/27 budget, the current forecast overspend of £8.218m would leave only £3.588m in the Budget Stabilisation Reserve. This would significantly reduce the Council's financial resilience and its ability to manage future in-year budget pressures or funding shortfalls. The position is unsustainable and highlights the urgent need to deliver planned savings and identify further recurring budget reductions.

3.3. This level of reduction presents a significant financial risk and is not sustainable. The significant use of reserves to support the revenue budget over recent years reflects the underlying and ongoing budget pressures which need to be addressed through the identification and delivery of additional savings that will enable a balanced budget. Further management action will be required during the year to reduce the overspend and ensure a balanced year-end position.

3.4. The level of general fund reserves balances held from 31 March 2024 to the forecast for 31 March 2027 can be seen in the table below which clearly demonstrates the rate of depletion of available reserves is not sustainable.

General Fund Reserves		Balance at 31 March 2024 £m	Balance at 31 March 2025 £m	Balance at 31 March 2026 £m	Forecast Balance at 31 March 2027 £m
General Fund		**(£10.000)**	**(£10.000)**	**(£10.000)**	**(£10.000)**
Directorate Reserves		**(£3.225)**	**(£4.013)**	**(£2.517)**	**(£2.058)**
Investment	Invest to Save	(£1.519)	(£1.958)	(£1.974)	(£1.974)
Investment	Regeneration	-	(£0.020)	(£0.001)	(£0.001)
Investment	Transformation	(£0.838)	(£0.838)	(£0.838)	(£0.237)
Risk	Volatility/Demand	-	-	-	-
Risk	Insurance	(£4.664)	(£4.905)	(£1.985)	(£1.985)
Risk	DSG	(£6.000)	(£6.000)	(£4.000)	(£4.000)
Stabilisation Reserves	Net Budget	(£43.341)	(£25.638)	(£15.737)	(£3.588)
Stabilisation Reserves	Funding	(£7.193)	(£1.542)	(£1.542)	(£1.542)
Corporate Reserves		**(£63.555)**	**(£40.901)**	**(£26.077)**	**(£13.327)**
External Funding		**(£13.634)**	**(£8.701)**	**(£5.650)**	**(£4.001)**
GF RESERVES TOTAL		**(£90.414)**	**(£63.615)**	**(£44.244)**	**(£29.386)**
Annual Reduction in reserves (£m)		**-**	**£26.799**	**£19.371**	**£14.858**
Annual reduction in reserves (%)		**-**	**29.6%**	**30.5%**	**33.6%**

4. 2026/27 Capital Programme Quarter 2

4.1. The Council's Capital Programme is set on a three-year rolling basis and the programme for 2026/27 to 2028/29 was approved by Budget Council in February 2026, as follows:

2026/27 £110.212m

2027/28 £48.775m

2028/29 £27.549m

4.2. The September Cabinet meeting agreed a net increase of £22.228m to the 2026/27 Capital budget resulting in a revised Capital Programme at Quarter 1 of £132.440m.

4.3. The Capital Programme has been further updated to reflect several additions and rephasing adjustments identified at Quarter 2. The revisions to the Capital budget are detailed below and as follows:

Regeneration & Housing

Prestwich Travel Hub – In July 2026 Cabinet approved £0.153m of prudential borrowing to complete the Prestwich Travel Hub.

Homeless Accommodation Scheme – Receipt of £0.447m Ministry of Housing, Communities and Local Government (MHCLG) grant to fund the Homeless Accommodation Scheme.

Corporate Property & Estates

Bury Art Gallery & Museum – Progress on the roof replacement project has been impacted by design development and planning delays. As a result, expenditure funded by the Arts Council grant has been reprofiled, with £0.377m now expected to be incurred in 2027/28. This reflects a revised delivery timetable for the scheme and ensures that external grant funding remains aligned to the updated project schedule.

4.4. The net impact of these changes is an increase of £0.223m, Table 1 below summarises the net increase and the associated funding.

Capital Programme Amendments – Quarter 2		**Total additions / (re-phases) at Quarter 2 (£m)**
Capital Theme	**Capital Scheme**	
Regeneration	Prestwich Travel Hub	£0.153
Regeneration	Homeless Accommodation Scheme	£0.447
Corporate Property and Estates	Bury Art Gallery and Museum roof replacement	(£0.377)
Increase/(Decrease) Net to Capital budget		**£0.223**
Prudential Borrowing – Prestwich Travel Hub		£0.153

External Funding – Homeless Accommodation Scheme	£0.447
External Funding – Bury Art Gallery & Museum	(0.377)
Increase/(Decrease) to Funding	**£0.223**

4.5. Table 2 details the revised £132.663m 2026/27 Capital Programme at Quarter 2, the General Fund and Housing Revenue Account split is analysed as follows:

- £96.448m relates to General Fund Capital Programme schemes
- £36.215m relates to Housing Revenue Account (HRA) schemes.

4.6. Alongside the rephased expenditure and additional funding set out in Table 1 there is currently an ongoing exercise to refresh the Capital Programme and consequently a revised Capital Programme will be reported at Quarter 3 following a detailed assessment of in-year deliverability.

Capital Programme Summary – Quarter 2	**Approved Quarter 1 Programme Revised £m**	**Proposed Quarter 2 Programme Updates £m**	**Proposed Revised Programme at Quarter 2 £m**
Capital Expenditure by Theme			
Regeneration and Housing	25.239	0.600	25.839
Schools	27.149		27.149
Highways	28.702		28.702
Environmental & Communities Projects	1.618		1.618
Corporate Property & Estates	7.267	(0.377)	6.890
Transport Fleet Management	0.500		0.500
ICT & Digital Transformation	1.500		1.500
Organisation Redesign & Transformation	4.249		4.249
General Fund Expenditure Subtotal	**96.225**	**0.223**	**96.448**
HRA Expenditure Subtotal	**36.215**	**-**	**36.215**
Total Council Expenditure	**132.440**	**0.223**	**132.663**
Financing the Capital Programme			
Prudential Borrowing	38.480	0.153	38.633
External Funding	56.987	0.070	57.057
Capital Receipts	0.708		0.708
General Fund RCCO	0.050		0.050
General Fund Financing Subtotal	**96.225**	**0.223**	**96.448**
Prudential Borrowing HRA	15.280		15.280
External Funding HRA	0.150		0.150
Capital Receipts HRA	3.118		3.118
Housing Revenue Account DRF/MRR	17.667		17.667
HRA Financing Subtotal	**36.215**	**0.000**	**36.215**
Total Council Expenditure	**132.440**	**0.223**	**132.663**

4.7. This report seeks Cabinet approval to recommend to Council the inclusion of an additional £0.153m of Prudential borrowing (approved at July 2026 Cabinet) to support the Prestwich Travel Hub, and its implications for the 2026/27 revenue budget that arise from financing costs and an increased Minimum Revenue Provision

4.8. The Treasury Management budget in Quarter 2 is forecasting a pressure of £1.015m and consequently the additional borrowing approved will increase the Council's financing costs and place further pressure on the in-year treasury management budget. Any additional costs will need to be reflected within the Council's Medium Term Financial Strategy and will increase the 2027/28 budget gap.

2026/27 Capital Programme Delivery

4.9. The monitoring of the Capital Programme is undertaken throughout the year by the Council's Finance Team, working closely with operational services and respective project managers through monthly monitoring sessions.

4.10. Capital expenditure incurred up to 30 September 2026 totals £40.559m, representing 31% of the revised programme value of £132.663m. This expenditure reflects payments made by the Council for capital related goods, works and services between 1 April 2026 and 30 September 2026. A summary of expenditure to date is set out in Table 3 below.

Table 3 **Description**	**2026/27 Capital Programme**		**In-Year Performance**	
	Approved Quarter 1 Programme	**Revised Programme at Quarter 2**	**Actual Spend at Quarter 2**	**Actual Spend at Quarter 2**
	£m	***£m***	***£m***	***%***
Capital Expenditure by Theme				
Regeneration and Housing	£25.239	**£25.839**	£13.729	53%
Schools	£27.149	**£27.149**	£7.894	29%
Highways	£28.702	**£28.702**	£8.542	30%
Environmental & Communities Projects	£1.618	**£1.618**	£0.304	19%
Corporate Property & Estates	£7.267	**£6.890**	£0.238	3%
Transport Fleet Management	£0.500	**£0.500**	£0.411	82%
ICT & Digital Transformation	£1.500	**£1.500**	£0.850	57%
Organisation Redesign & Transformation	£4.249	**£4.249**	£0.770	18%
Subtotal General Fund Expenditure	**£96.225**	**£96.448**	**£32.748**	**34%**
Subtotal Housing Revenue Account Expenditure	**£36.215**	**£36.215**	**£7.811**	**22%**
Total Council Expenditure	**£132.440**	**£132.663**	**£40.559**	**31%**

Financing the Capital Programme			
Prudential Borrowing	£30.480	**£38.633**	
External Funding	£48.590	**£57.057**	
Capital Receipts	£0.708	**£0.708**	
General Fund RCCO	£0.050	**£0.050**	
General Fund Financing Subtotal	**£96.225**	**£96.448**	
Prudential Borrowing HRA	£15.280	**£15.280**	
External Funding HRA	£0.150	**£0.150**	
Capital Receipts HRA	£3.118	**£3.118**	
Housing Revenue Account DRF/MRR	£17.667	**£17.667**	
HRA Financing Subtotal	**£36.215**	**£36.215**	
Total Council Financing	**£132.440**	**£132.663**	

5. Collection Fund Outturn Position

5.1. The increasing prominence of council tax and business rates funding council services means that the collection fund is closely monitored on an ongoing basis. The Quarter 2 position on the collection fund is an in-year deficit of £2.597m, with a residual deficit brought forward from 2025/26 of £2.223m (this is the difference between the statutory estimated deficit as at 15 January 2025 and the outturn position). This brings the overall forecast to a net deficit of £4.821m. The Council's share of the deficit is £4.546m and Greater Manchester Combined Authority's share is £0.274m (for Police and Fire and Rescue Services).

5.2. The proportionate shares for Business Rates and Council Tax mean that Greater Manchester Combined Authority have a 1% share of Business Rates and a 16% share of Council Tax, whereas the Council have a 99% share of Business Rates and 84% share of Council Tax.

5.3. The main movements which are resulting in the deficit position of £4.821m (Bury share £4.546m) are shown below.

2026/27 Surplus/(Deficit) on Collection Fund	**Council Tax £m**	**NNDR £m**	**TOTAL £m**
2025/26 Surplus/(Deficit) Balance b/f	**(£2.483)**	**£0.260**	**(£2.223)**
2026/27			
Income	£150.795	£51.173	**£201.967**
Section 31 grants		£16.367	**£16.367**
Contributions towards Previous Year's Deficit:			
Bury MBC	£0.000	£0.000	**£0.000**
Police and Crime Commissioner	£0.000		**£0.000**
General Mayoral - Fire and Rescue Service	£0.000	£0.000	**£0.000**
Total Income	**£150.795**	**£67.540**	**£218.334**
Precepts and Demands on Collection Fund:			
Bury MBC	(£124.224)	(£68.801)	**(£193.025)**
Police and Crime Commissioner	(£16.750)		**(£16.750)**
General Mayoral - Fire and Rescue Service	(£9.038)	(£0.695)	**(£9.733)**
Disregards: Renewable Energy		£0.000	**£0.000**
Cost of Collection		(£0.229)	**(£0.229)**
Transitional Protection Payments		£2.625	**£2.625**
Impairment of Debts/Appeals:			
Write-offs of Uncollectable Amounts	(£0.125)	(£0.050)	**(£0.174)**

(Increase)/Decrease in the Allowance for Impairment of Arrears	£1.254	£0.570	**£1.824**
(Increase)/Decrease in the Allowance for Impairment of Appeals		(£1.545)	**(£1.545)**
Payment of Previous Year's Surplus:			
Bury MBC	(£0.774)	(£2.972)	**(£3.746)**
Police and Crime Commissioner	(£0.103)		**(£0.103)**
General Mayoral - Fire and Rescue Service	(£0.046)	(£0.030)	**(£0.076)**
Total Expenditure	**(£149.806)**	**(£71.126)**	**(£220.932)**
2026-27 In-Year Surplus/(Deficit)	**£0.988**	**(£3.586)**	**(£2.597)**
Surplus/(Deficit) as at 31.03.2027	**(£1.495)**	**(£3.326)**	**(£4.821)**

Share of the 2026/27 Surplus/(Deficit)	**Council Tax £m**	**NNDR £m**	**TOTAL £m**
Bury MBC	(£1.253)	(£3.293)	**(£4.546)**
Police and Crime Commissioner	(£0.167)		**(£0.167)**
General Mayoral - Fire and Rescue Service	(£0.074)	(£0.033)	**(£0.107)**
Surplus/(Deficit) as at 31.03.2027	**(£1.495)**	**(£3.326)**	**(£4.821)**

5.4. The £4.821m forecast deficit on the collection fund mainly reflects the impact of the variance created by the payment of the estimated surplus position for 2025/26 of £3.924m (being paid per Regulations in 2026/27) and the actual 2025/26 outturn deficit position of £2.223m brought forward into 2026/27.

5.5. The position also reflects a decrease in the allowance for impairment of arrears. The Council is continuing to take action to reduce arrears across both Council Tax and Business Rates.

5.6. The current in year collection for Council Tax is forecast to fall below the budgeted collection rate of 98%, largely due to the cost-of-living pressures affecting residents.

Collection Rates	**Council Tax %**	**NNDR %**
2026/27 Target collection rate	98.00	98.00
2025/26	95.26	96.87
2024/25	95.59	96.55
2023/24	95.25	93.88
2022/23	94.99	92.73
2021/22	95.77	93.73
2020/21	96.01	87.63

2019/20	96.39	95.37
2018/19	96.49	96.23
2017/18	96.62	96.04

5.7. Despite the in-year collection forecast rate being below the budgeted rate, the Council's recent performance compares favourably with regional trend, with a net improvement in Council Tax collection rates over the last three years and a strong increase in Business Rates over the same period.

6. Housing Revenue Account (HRA) Outturn position

6.1. The table below shows the overall Quarter 2 forecast position on the HRA for 2026/27, which is an adverse variance of £0.076m, this represents an adverse movement of £0.135m from the (£0.059m) reported at Quarter 1.

HRA INCOME AND EXPENDITURE STATEMENT	2026/27 Revised Budget	2026/27 Quarter 2 Forecast	2026/27 Quarter 2 Variance	2026/27 Quarter 1 Variance	Q1 - Q2 Movement
	£m	£m	£m	£m	£m
INCOME					
Dwelling Rents	(£38.634)	(£38.363)	£0.271	£0.228	£0.043
Non-dwelling Rents	(£0.219)	(£0.164)	£0.055	£0.038	£0.017
Other Charges for Services and Facilities	(£1.126)	(£1.129)	(£0.003)	(£0.019)	£0.016
Contributions Towards Expenditure	(£0.005)	£0.001	£0.006	-	£0.006
Total Income	**(£39.984)**	**(£39.655)**	**£0.329**	**£0.247**	**£0.082**
EXPENDITURE					
Repairs and Maintenance	£11.409	£12.176	£0.766	(£0.050)	£0.816
Supervision and Management	£12.699	£11.636	(£1.064)	(£0.287)	(£0.777)
Special Services	£1.333	£1.366	£0.033	£0.032	£0.001
Rents, Rates, Taxes, and Other Charges	£0.200	£0.200	-	-	-
Depreciation of Non-Current Assets	£9.167	£9.167	-	-	-
Debt Management Expenses	£0.045	£0.045	£0.000	-	£0.000
Movement in Provision for Bad Debts	£0.565	£0.565	-	-	-
Total Expenditure	**£35.419**	**£35.154**	**(£0.264)**	**(£0.305)**	**£0.041**
HRA Services' Share of Corporate and Democratic Core	£0.384	£0.395	£0.011	-	£0.011
Net Income or Expenditure of HRA Services	**(£4.181)**	**(£4.106)**	**£0.076**	**(£0.059)**	**£0.135**
Interest Payable and Similar Charges	£5.248	£5.248	-	-	-
Interest and investment income	(£0.664)	(£0.664)	-	-	-
(Surplus) or Deficit for the Year on HRA Services	**£0.403**	**£0.478**	**£0.076**	**(£0.059)**	**£0.135**
APPROPRIATIONS					
Reversal of Depreciation	(£9.167)	(£9.167)	-	-	-
Transfer to the Major Repairs Reserve	£9.167	£9.167	-	-	-
Repayment of Arranged Loans	£0.178	£0.178	-	-	-
Capital Expenditure Funded by the HRA	£8.500	£8.500	-	-	-
Total Appropriations	**£8.678**	**£8.678**	**-**	**-**	**-**

6.2. The current forecast position for the HRA will slightly increase the contribution from the HRA Reserve that was budgeted to be required for 2026/27 by £0.076m.

Details of significant variances include:

6.2.1. Supervision and Management has a forecast favourable variance of £1.064m (8.4%), a favourable movement of £0.776m from the variance reported at Quarter 1. Several factors are affecting the variance from budget including:

- Delays in recruiting staff to vacancies which generates some short-term savings, currently estimated at £0.216m.
- Expected savings of £0.874m in relation to review of central and other internal recharges.

6.2.2. Repairs and Maintenance – is forecasting an adverse variance of £0.766m (6.7%) an increase of £0.816m on the favourable variance reported at Quarter 1. The main causes of the overspend and adverse movement are:

- Disrepair costs – there has been a national trend seeing increasing numbers of disrepair claims being made. The adverse variance in 2025/26 was £0.276m, and although additional resources were put into the 2026/27 budget, the number of claims and resulting legal costs over the past 12 months is unprecedented. Current forecast adverse variance of £0.257m in total against Disrepair budgets (73.8%).
- Vacancies – the service are having trouble recruiting to established posts due to shortages in certain specialisms resulting in premiums being paid for agency staff. In addition, some specialisms, which are currently in demand, cannot be carried out by in house staff and must be covered by sub-contractors. Current favourable variance on salary costs of £0.905m (19.3%). This is partially offset by use of agency staffing forecasting an adverse variance of £0.400m for the year.
- Sub-contractor spend – The challenges associated with maintaining adequate in-house staffing levels have resulted in significant underspends; however, they have also increased reliance on outsourced subcontractors, giving rise to additional cost pressures. Analysis and mitigation activity undertaken during the first few months of the year has not yet delivered any significant financial improvements. Nevertheless, this work remains ongoing, and it is anticipated that further variances can be contained as the year progresses. Current forecast is for an adverse variance of £0.977m on sub-contractor budgets (58.0%).

6.2.3. Dwelling rents – At this stage there is a forecast adverse variance of £0.271m (0.74%) an increase of £0.228m on the forecast reported variance at Quarter 1. The main reason for this is the increased number of Right to Buy (RTB) sales which completed during the first half of the year, total 36 against a full-year budgeted forecast of 18, leaving less rent available for collection. The upside however is that the authority will receive a higher level of Capital Receipts than budgeted for, with which to support future HRA development opportunities.

6.2.4. Service Charges are forecasting to be on budget however work is

continuing to ensure the HRA are levying the right level of charges across the service.

6.2.5. Non-Dwelling Rents are currently forecasting an adverse variance of £0.055m (25%), further work is required to determine whether this variance is a short-term pressure or indicative of a longer-term budget issue.

6.2.6. Special Services forecasting small overspend of £0.032m due to some additional revenue compliance costs having to be met.

6.3. The revised HRA Capital Programme including slippage from 2025/26 is £36.215m as detailed in the table below. At Quarter 2 the forecast spend is a favourable variance of £4.587m, an increase of £0.139m from the £4.448m reported at Quarter 1.

2026/27 HRA CAPITAL PROGRAMME	2026/27 Revised Budget	2026/27 Quarter 2 Forecast	2026/27 Quarter 2 Variance	2026/27 Quarter 1 Variance	Q1 - Q2 Movement
	£m	£m	£m	£m	£m
CAPITAL EXPENDITURE					
Major Works & Improvements	£17.175	£12.792	(£4.383)	(£4.068)	(£0.315)
Other Capital Spend	£5.945	£6.253	£0.308	-	£0.308
New Build Development Costs	£3.118	£3.118	-	-	-
Disabled Adaptations	£1.598	£1.635	£0.037	(£0.380)	£0.417
Carbon Reduction Schemes	£8.379	£7.830	(£0.549)	-	(£0.549)
Total Capital Expenditure	**£36.215**	**£31.628**	**(£4.587)**	**(£4.448)**	**(£0.139)**
CAPITAL FINANCING					
Prudential Borrowing	(£15.280)	(£10.693)	£4.587	£4.448	£0.139
External Funding	(£0.150)	(£0.150)	-	-	-
Capital Receipts	(£3.118)	(£3.118)	-	-	-
HRA Direct Revenue Financing	(£8.500)	(£8.500)	-	-	-
HRA Major Repairs Reserve	(£9.167)	(£9.167)	-	-	-
Total Capital Financing	**(£36.215)**	**(£31.628)**	**£4.587**	**£4.448**	**£0.139**

6.4. The HRA Reserve movements are detailed in the table below. When the budget was approved in February 2026, the closing HRA balance was forecast to be £18.386m. However, outturn performance was better than anticipated, resulting in an actual HRA balance of £19.861m as at 31 March 2026.

MOVEMENT on the HRA RESERVE	2026/27 Feb 26 Budget	2026/27 Quarter 2 Forecast	2026/27 Quarter 2 Variance	2026/27 Quarter 1 Variance	Q1 - Q2 Movement
	£m	£m	£m	£m	£m
Balance on the HRA at the End of the Previous Reporting Period	**(£18.386)**	**(£19.861)**	**(£1.475)**	**(£1.475)**	**-**
(Surplus) or Deficit for the Year on the HRA Income and Expenditure Statement	£0.403	£0.478	£0.076	(£0.059)	£0.135
Appropriations	£8.678	£8.678	-	-	-
Net (Increase) or Decrease before Transfers to or from Reserves	**£9.080**	**£9.156**	**(£1.399)**	**(£1.534)**	**£0.135**
Transfers to/(from) Earmarked Reserves	-	-	-	-	-
(Increase) or Decrease in Year on the HRA	**£9.080**	**£9.156**	**(£1.399)**	**(£1.534)**	**£0.135**
Balance on the HRA at the End of the Current Reporting Period	**(£9.306)**	**(£10.705)**	**(£1.399)**	**(£1.534)**	**£0.135**

7. Dedicated Schools Grant Forecast Outturn

7.1. The DSG is broken down into 4 components and Bury's allocations from March 2026 publications before recoupment and deductions for 2026/27 are as follows:

Quarter 2 DSG Monitoring	Budget (£m)	Q2 Forecast (£m)	Q2 Variance (£m)	Q1 Variance (£m)	Q1 - Q2 Movement (£m)
High Needs Block	£45.926	£58.150	£12.224	£10.287	£1.937
Early Years Block	£39.465	£39.465	-	-	-
Schools Block	£177.333	£177.333	-	-	-
Central School Services Block	£1.175	£1.160	(£0.015)	-	(£0.015)
Early Years Block DSG Adj 2025/26	-	£0.882	£0.882	-	£0.882
Total	**£263.898**	**£276.989**	**£13.091**	**£10.287**	**£2.804**

7.2. The main reasons for variance between Quarter 1 and Quarter 2 is primarily due to an increases in the cost and demand for Independent (Out Borough) Special Schools.

7.3. Due to DfE funding mechanisms, an Early Years DSG funding deduction of £0.882m also occurred in July 2026, which relates to the underspend reported as part of the Council's 2025/26 outturn report, and balances over the two financial years.

7.4. The Schools Block and Early Years Block are almost entirely passported to schools and early years providers. The Central Services Block is used to fund central services funded by Bury. There is little variance in this area.

7.5. The major risk to the Council is the High Needs Block (HNB) with spending and allocations are subject to numerous funding regulations. These regulations are described in full within the Department of Education (DfE) High Needs Funding Guidance, which can be found via this link - High needs funding: 2026 to 2027 operational guide - GOV.UK

7.6. The HNB covers Special Educational Needs (SEN) funding for pupils aged 0 to 25 irrespective of which setting they attend. There remains significant ongoing financial pressure facing the HNB block as the demand and costs continue to rise as the number of children and young people with EHCPs continues to grow, but the HNB funding from DfE has not kept pace and increased in line with this growth, creating DSG deficits across many Councils. The broad headings for the HNB 2026/27 budget and forecast outturn position are shown below

	2026/27

High Needs Block (HNB)	Forecast £m
Specials Schools and Pupil Referral Unit (PRU)	18.254
Resourced Provision within Mainstream Schools	2.228
Early Years Funding	0.365
SEN Funding within Mainstream Funding (EHCP's)	11.659
Independent (Out Borough) Special Schools	17.210
Post 16 Commissioned Places	2.400
Alternative Provision	4.333
SEN Support Services	1.702
Total Expenditure	**58.150**
High Needs Block Allocation	(45.576)
School Block Transfer	(0.350)
Total Income	**(45.926)**
Balance	12.224
Deficit b/fwd. from 2025/26	**20.285**
High Needs Stability Grant 2026/27	**(18.356)**
Forecast in year deficit	**13.091**
Estimated deficit c/fwd to 2027/28	**15.019**

7.7. In February 2026, the DfE announced the introduction of the High Needs Stability Grant (HNSG) for Autumn 2026, which will fund 90% of the DSG Unusable Reserve at the end of 2025/26, subject to an approval local SEND reform plan. Currently there is a DSG statutory override, which is a temporary accounting rule in England that allows local authorities to separate DSG deficits from their main revenue budgets. This protection prevents councils from breaching their legal duty to set a balanced budget.

7.8. The council recently received approval from the DfE of our Local SEND reform plan, and £18.356m of HNSG will be received by 30 November 2026 to contribute to the historic DSG deficit.

7.9. Whilst the HNSG is welcome, the pressure upon SEND and the HNB remains a national issue with funding reform is required due to the significant in year overspend within the HNB forecast. Maintaining the current level of funding and anticipating future demand pressures, a draft DSG forecast has been provided to show the projected impact of demand far exceeding resourcing inclusive of the 90% HNSG funding.

Year	Opening Deficit Balance	In Year Deficit	90% HNSG	Total DSG Deficit
	£m	£m	£m	£m
2026/27	20.285	13.091	-18.356	15.019
2027/28	15.015	17.407	-13.517	18.905
2028/29	18.909	23.217	-17.015	25.111

7.10. The overall DSG deficit at the beginning of the 2026/27 financial year was

£20.285m. The service continues to work on making savings where possible, whilst continuing to face increasing demand, which is a national pressure. The forecast 2026/27 in year DSG deficit position is £13.091m, with a total DSG deficit of £15.019m (including HNSG allocation).

7.11. Many local authorities continue to face serious budgetary pressures and deficits which have been building over several years due to:

- The HNB allocations not being increased for the rises in pupil numbers.
- The percentage of pupils with SEN needs has been increasing but has not been reflected within allocations.
- The HNB becoming responsible for 19- to 25-year-olds without any additional funding.
- LA's own provision being at capacity meaning there is more reliance on expensive independent special school's fees.
- Inflationary pressures being greater than the increase in HNB funding

Appendix 1: Prudential Indicators Quarter 2 2026/27

The Authority measures and manages its capital expenditure, borrowing and commercial and service investments (where applicable) with references to the following indicators.

It is now a requirement of the CIPFA Prudential Code that these are reported on a quarterly basis.

Capital Expenditure: The Authority has undertaken and is planning capital expenditure as summarised below:

Table 1: Capital Expenditure

Description	2025/26 actual	2026/27	2027/28	2028/29

General Fund services	81.240	96.448	28.028	11.080
Council housing (HRA)	19.174	36.215	23.056	16.549
Non-Financial Investments	0.000	0.000	0.000	0.000
Total	**100.413**	**132.663**	**51.084**	**27.629**

The original forecast for 2026/27 approved as part of the Capital Strategy 2026/27-2028/29 on 25 February 2026 was £110.212.

Capital Financing Requirement: The Authority's cumulative outstanding amount of debt finance is measured by the capital financing requirement (CFR). This increases with new debt-financed capital expenditure and reduces with Minimum Revenue Provision (MRP), Loan Repayments and capital receipts used to replace debt.

Table 2: Capital Financing Requirement

Description	31.3.2026 actual	31.3.2027 forecast	31.3.2028 forecast	31.3.2029 forecast
General Fund services	244.564	283.507	287,791	291.869
Council housing (HRA)	127.324	137.902	142.766	149.590
Non-Financial Investments	65.683	63.519	62.986	62.437
Other Debt Liabilities	9.958	9.129	8.258	7.344
Capital Financing Requirement	**447.529**	**494.056**	**501.801**	**511.239**

Gross Debt and the Capital Financing Requirement: Statutory guidance is that debt should remain below the capital financing requirement, except in the short term. The Authority has complied and expects to continue to comply with this requirement in the medium term as is shown below.

Table 3: Gross Debt and Capital Financing Requirement

Description	31.3.2026 actual	31.3.2027 forecast	31.3.2028 forecast	31.3.2029 forecast
Debt (incl. PFI & leases)	365.671	374.148	307.076	267.553
Capital Financing Requirement	447.529	494.056	501.801	511.239

Debt and the Authorised Limit and Operational Boundary: The Authority is legally obliged to set an affordable borrowing limit (also termed the Authorised Limit for external debt) each year. In line with statutory guidance, a lower "operational boundary" is also set as a warning level should debt approach

the limit.

Table 4: Debt and the Authorised Limit and Operational Boundary

Description	Debt at 30.09.26	Maximum debt Q2 2026/27	2026/27 Authorised Limit	2026/27 Operational Boundary	Complied With Y/N
Borrowing	393.910	439.303	495.523	485.523	
PFI and Finance Leases	9.958	9.958	10.129	9.129	
Total debt	**403.868**	**449.261**	**505.652**	**494.652**	**Yes**

Since the operational boundary is a management tool for in-year monitoring it is not significant if the boundary is breached on occasions due to variations in cash flow, and this is not counted as a compliance failure.

Proportion of Financing Costs to Net Revenue Stream: Although capital expenditure is not charged directly to the revenue budget, interest payable on loans and MRP/Loan Repayments are charged to revenue.

The net annual charge is known as financing costs; this is compared to the net revenue stream i.e. the amount funded from Council Tax, business rates and general government grants.

Table 5: Proportion of Financing Costs to Net Revenue Stream

Description	2025/26 actual	2026/27 forecast	2027/28 forecast	2028/29 forecast
Proportion of net revenue stream (General Fund)	2.41%	3.81%	2.34%	2.63%
Proportion of net revenue stream (HRA)	9.99%	11.82%	13.63%	13.92%

Treasury Management Indicators:

Maturity structure of borrowing: This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of borrowing will be:

Table 6 Maturity Structure of fixed rate borrowing

Maturity structure of fixed rate borrowing	30/09/26 £m	31/09/26 %	31/03/27 Forecast £m	31/03/27 Forecast %
Under 12 months	**35.500**	9%	**47.000**	13%
12 months and within 24 months	**22.000**	6%	**35.000**	9%
24 months and within 5 years	**90.000**	23%	**98.000**	26%
5 years and within 10 years	**128.785**	33%	**104.342**	28%
10 years and Over	**117.575**	30%	**89.256**	24%
Total Debt	**£393.910**	**100.00%**	**£373.598**	**100.00%**

Liability Benchmark: This indicator compares the Authority's actual existing borrowing against a liability benchmark that has been calculated to show the lowest risk level of borrowing. The liability benchmark is an important tool to help establish whether the Council is likely to be a long-term borrower or long-term investor in the future and so shape its strategic focus and decision making. It represents an estimate of the cumulative amount of external borrowing the Council must hold to fund its current capital and revenue plans while keeping treasury investments at the minimum level of £10m required to manage day-to-day cash flow.

Table 7 Liability Benchmark:

Description	31-Mar-2026 Actual £m	31-Mar-2027 Forecast £m	31-Mar-2028 Forecast £m
Loans CFR	£437.200	£502.300	£517.200
Less: Balance sheet resources	(£86.100)	(£86.100)	(£86.100)
Net loans requirement	**£351.100**	**£416.200**	**£431.100**
Plus: Liquidity allowance	£10.000	£10.000	£10.000
Liability benchmark	**£361.100**	**£426.200**	**£441.100**
Existing borrowing	**£365.671**	**£373.600**	**£307.100**

Following on from the medium-term forecast above, the long-term liability benchmark assumes capital expenditure funded by borrowing of £53.996m in 26/27 followed by £13.364m in 27/28 and £15.324m in 28/29 ~~£15m a year in 27/28 and 28/29,~~

Minimum Revenue Provision on new capital expenditure is based on a 25-year asset life. Income, expenditure and reserves all increasing by inflation of 2.5% p.a. This is shown in the chart below.

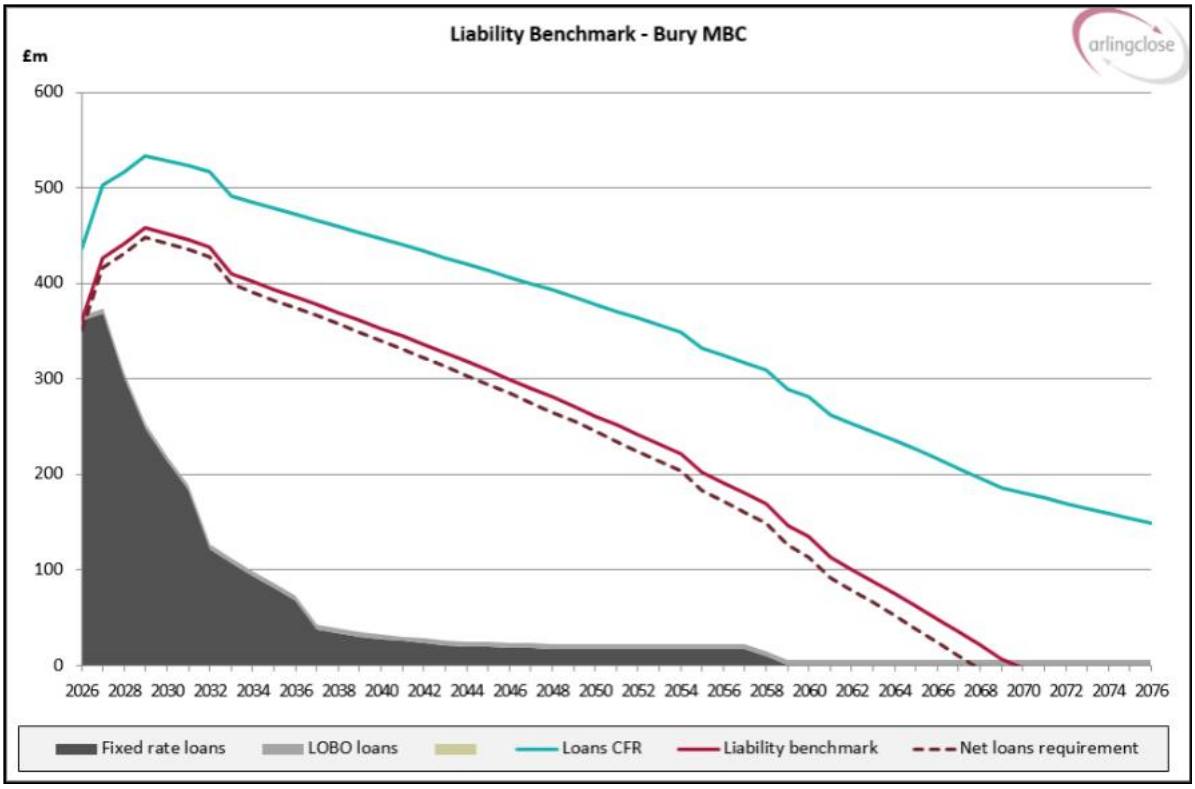

Chart Key:

Fixed rate loans - The grey shaded area represents the Council's existing loans and shows their current maturity profile.

Loans CFR - The blue line is calculated in accordance with the loans CFR definition in the Prudential Code and represents the Council's underlying need to borrow for capital spending that has not yet been financed by other means.

Net Loans Requirement - The dotted red line is based upon the CFR but factors in other balance sheet resources, such as cash-backed reserves and working capital. These balances improve the Council's cash position and enable it to maintain an under-borrowed position by not externally borrowing up to the full CFR, thus saving on interest costs. Should these resources decrease (for example if reserves are used up) then this line will be raised closer to the loans CFR suggesting that more borrowing is needed.

Liability Benchmark - The solid red line is the Council's net loans requirement plus short-term liquidity allowance (a notional buffer of £10m) for cashflow purposes. This is the level of borrowing the Council will need in order to maintain this desired cash position.

Links with the Corporate Priorities:

Financial management is a key part of the council's overall governance and control arrangements and the close monitoring of agreed income and expenditure; revised forecasts of future budget pressures and opportunities; and regular reporting of these issues underpin the council's three clear corporate priorities as set out in the Let's Do It Strategy that will deliver financial sustainability for the Council.

Equality Impact and Considerations:

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

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

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

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

Environmental Impact and Considerations:

This is a finance update report as such there are no environmental impacts associated with this report.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The Council has insufficient funds to support its expenditure.	Regular reporting and tight budgetary control by budget holders support the Council in managing the overall financial risks and financial planning for the Council.

Legal Implications:

This report provides Members with details of the quarter two financial position; there are no specific legal considerations in this report.

Financial Implications:

The financial implications are included within the Report.

Appendices: Appendix 1 - Prudential Indicators Quarter 2

Background papers:

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

The Council's Revenue Budget and Medium Term Financial Plan
Finance Update Report - 2026/27 Quarter 1 Position

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

Term	Meaning
CIPFA	Chartered Institute of Public Finance and Accountancy
DfE	Department for Education
DRF	Direct Revenue Financing
DSG	Dedicated Schools Grant
EHCP	Education, Health and Care Plan
GMCA	Greater Manchester Combined Authority
LGFS	Local Government Finance Settlement
MRR	Major Repairs Reserve
MTFS	Medium Term Financial Strategy
NNDR	National Non-Domestic Rates
PRU	Pupil Referral Unit
PSV	Project Safety Valve
RCCO	Revenue Contributions to Capital Outlay
SEN	Special Educational Needs

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Agenda Item 15

MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY HELD ON FRIDAY 25TH SEPTEMBER 2026 AT WIGAN TOWN HALL

PRESENT

GM Mayor	Mayor Bev Craig (In the Chair)
GMCA	Deputy Mayor Kate Green
Bolton	Councillor Akhtar Zaman
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Garry Bridges
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Stockport	Councillor Mark Roberts
Tameside	Councillor Andrew Mclaren
Trafford	Councillor Tom Ross
Wigan	Councillor Nazia Rehman

ALSO IN ATTENDANCE:

Chair of Innovation GM	Andrew Hodgson
Director of Innovation GM	David Levene

OFFICERS IN ATTENDANCE:

Interim Group Chief Executive Officer	Andrew Lightfoot
Deputy Group Monitoring Officer	Melinda Edwards
Group Chief Finance Officer	Steve Wilson
GMCA Secretary	Sarah Horseman
Bolton	Lee Fallows
Bury	Lynne Ridsdale
Manchester	Tom Stannard
Oldham	Shelley Kipling
Rochdale	Kuiama Thompson

Salford	Stephen Young
Stockport	Michael Cullen
Tameside	Emma Alexander
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
TfGM	Steve Warrener
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 79/26 APOLOGIES

That apologies be received from Councillor Eleanor Wills (Tameside), with Councillor Andrew Mclaren attending as substitute. Apologies were also received from Sue Johnson (Bolton) with Lee Fallows substituting, and Julie Murphy (Rochdale) with Kuiama Thompson substituting.

GMCA 80/26 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Mayor Bev Craig welcomed members to the meeting and outlined progress on shared priorities, including the announced extension of bus travel provision to young people aged 11–16 from January 2027, housing delivery and additional Homes England funding for affordable homes. The Mayor thanked the ten local authorities and Combined Authority staff for supporting the Cost-of-Living Summit, which had brought together almost 300 representatives from businesses, charities, public services and community organisations.

The Mayor referred to reports of a disrupted planned attack targeting Jewish communities in Greater Manchester and expressed solidarity with those affected. The Mayor and Deputy Mayor would continue working with council leaders to tackle antisemitism and support community safety. Arrangements would also be made to mark the first anniversary of the Heaton Park Synagogue terrorist attack.

Members were invited to note the revised portfolio arrangements for the year ahead and Councillor Garry Bridges was welcomed to his first meeting of the GMCA as the Leader of Manchester City Council.

RESOLVED /-

1. That the following Portfolio Leaders were announced:

Portfolio	Leader	Portfolio	Leader
Healthy Lives	Mayor of GM, Bev Craig,	**Technical Education & Skills**	Eamonn O'Brien
Safer and Stronger Communities	Deputy Mayor Kate Green	**Anti-poverty, Equalities & Communities**	Eleanor Wills
Housing First	City Mayor Paul Dennett	**Digital City Region**	Akhtar Zaman
Economy, Good Growth & Business	Garry Bridges	**Culture**	Neil Emmott
Transport, Clean Air and Green City Region	Tom Ross	**Resources and Investment**	Nazia Rehman
Children and Young People	Mark Roberts		

2. That the GMCA welcomed Cllr Garry Bridges to his first meeting as the new Leader of Manchester City Council.

GMCA 81/26 DECLARATIONS OF INTEREST

RESOLVED /-

1. That it be noted that no declarations of interest were received.

GMCA 82/26 MINUTES OF THE GMCA MEETING HELD ON 10 JULY 2026

RESOLVED /-

1. That the minutes of the GMCA meeting held on 10 July 2026 be approved.

GMCA 83/26 MINUTES OF THE BEE NETWORK COMMITTEE MEETING HELD ON 25 JUNE 2026

RESOLVED /-

1. That the proceedings of the Bee Network Committee held on 25 June 2026 be noted.

GMCA 84/26 MINUTES OF THE AUDIT COMMITTEE MEETING HELD ON 22 JULY 2026

RESOLVED /-

1. That the proceedings of the Audit Committee held on 22 July 2026 be noted.
2. That the amendments to the Audit Committee Terms of Reference, as recommended by the Audit Committee, be approved as follows:
   Receive the annual report of the Chair of the TfGM Audit, Risk and Assurance Committee and a summary of the meetings of the Committee as, amongst other things, a means of providing assurance with regard to TfGM's internal control environment and risk management framework for the management of operational risk.

GMCA 85/26 MINUTES OF THE WASTE & RECYCLING COMMITTEE MEETING HELD ON 22 JULY 2026

RESOLVED /-

1. That the proceedings of the Waste & Recycling Committee held on 22 July 2026 be noted.
2. That the appointment of Councillor Alan Quinn as Chair and Councillor Stephen Adshead as Vice Chair of the GMCA Waste and Recycling Committee, on the recommendation of the Committee, be approved.

GMCA 86/26 MINUTES OF THE GMCA RESOURCES COMMITTEE MEETING HELD ON 28 AUGUST 2026

RESOLVED /-

1. That the proceedings of the GMCA Resources Committee held on 28 August 2026 be noted.

GMCA 87/26 APPOINTMENT OF INTERIM GROUP CHIEF EXECUTIVE

Mayor Bev Craig presented a report requesting that the GMCA approve the interim appointment to the role of Group Chief Executive GMCA, Fire & TfGM, following consideration and a recommendation to approve by Resources Committee on 28th August 2026.

RESOLVED /-

1. That the appointment of Andrew Lightfoot to the role of Interim Group Chief Executive Officer for the GMCA, Fire and TfGM, with effect from 28 August 2026, at the salary set out in paragraph 4, be approved.
2. That Andrew Lightfoot, as Interim Group Chief Executive Officer, be designated as the statutory Head of Paid Service for the GMCA in accordance with s4 Local Government & Housing Act 1989.

3. That Andrew Lightfoot, as Interim Group Chief Executive Officer, be appointed as the Combined Authority Returning Officer for any Combined Authority election taking place after commencement of his appointment.
4. That Andrew Lightfoot, as Interim Group Chief Executive Officer, be appointed as the Director General of TfGM in accordance with the provisions of the Transport Act 1968.

GMCA 88/26 APPOINTMENTS TO GREATER MANCHESTER BODIES

Members considered a report setting out additional appointments to committees and other bodies.

Councillor Roberts requested a written explanation from the Monitoring Officer of how committee places had been allocated, following a change to the expected Liberal Democrat representation on the Bee Network Committee. It was agreed that officers would liaise with Councillor Roberts to confirm the political balance calculation process that had been followed.

RESOLVED /-

1. That the appointment of Councillor Arooj Shah (Lab) as the member and Councillor Elaine Taylor (Lab) as the substitute member to the Greater Manchester Combined Authority, by Oldham MBC, be noted.
2. That the appointment of Councillor Abdul Jabbar (Lab), as the member and Councillor Ken Rustidge (Lab) as the substitute member, nominated by Oldham MBC, to the GMCA Waste & Recycling Committee be approved.
3. That the appointment of Councillor Tom Ross, as the GMCA member, and Councillor Garry Bridges, to be the substitute GMCA member, on the Bee Network Committee be approved.
4. That the appointment of Councillor Andrew Brooks (Reform), as the member, and Councillor Jon Ford (Reform) as the substitute member, from Oldham MBC, to the Bee Network Committee, be noted.

5. That the appointment of Councillor Rachel Wise (Lab), Stockport, to replace Councillor Christine Roberts (Lab), Wigan, to the GMCA Overview & Scrutiny Committee, be approved.
6. That the appointment of Councillor Barbara Brownridge (Lab) as the member, and Councillor Ken Rustidge (Lab), as the substitute member, nominated by Oldham MBC, to the GMCA Overview & Scrutiny Committee, be approved.
7. That the appointment of Councillor Kamran Ghafoor (Oldham Group), as the member and Councillor Aisha Kouser (Oldham Group) as the substitute member, nominated by Oldham MBC, to the Culture & Social Impact Fund Committee, be approved.
8. That the appointment of Councillor Abdul Jabbar (Lab), nominated by Oldham MBC, to the GM Green City Region Board, be approved.
9. That the appointment of Councillor Helen Bishop (Lib Dem), nominated by Oldham MBC, to the GMCA Children's Board, be approved.
10. That the appointment of Councillor Andrew Brooks (Reform) as the member and Councillor Peter Klonowski (Reform) as the substitute member, from Oldham MBC to the GM Air Quality Administration Committee, be noted.
11. That the appointment of Councillor Max Woodvine (Con), as the member and Councillor Beth Sharp (Con) as the substitute member, from Oldham MBC, to the GM Clean Air Scrutiny Committee, be noted.
12. That the appointment of Councillor Paul Taylor (Reform) and Councillor Mark Wilkinson (Reform), from Oldham MBC to the Police, Crime & Fire Panel, be noted.
13. That the appointment of Councillor Paul Taylor (Reform), from Oldham MBC, to the Police, Crime & Fire Steering Group, be noted.
14. That the appointment of Councillor Arooj Shah (Lab), as the member and Councillor Barbara Brownridge (Lab) as the substitute member, from Oldham MBC, to the GM Integrated Care Partnership Board, be noted.

GMCA 89/26 GREATER MANCHESTER GOOD GROWTH FUND SEPTEMBER ALLOCATIONS

Mayor Bev Craig and Deputy Mayor of the GMCA Paul Dennett presented a report setting out recommendations for a new package of investments to support city centre

densification, unlocking growth through transport infrastructure, accelerating innovation, and increasing the delivery of social and affordable homes. The report also launched a new Good Growth Fund (GGF) partnership approach with social & affordable housing providers, creating a longer-term framework to support delivery of GM's genuinely affordable housing ambitions.

Alongside these proposed investments, the report provided an update on the progress and delivery of existing GGF-funded projects and sought approval to a number of proposed changes to previously agreed allocations. It also outlined recent GGF allocations made under previously agreed delegations.

The Mayor reported that the Fund had grown to £2 billion, with approximately £900 million beginning to be allocated. The approach sought to provide long-term investment certainty, attract additional investment and ensure that all boroughs benefited from growth beyond what the market alone would deliver.

The proposals covered transport, city densification, social and affordable housing, commercial premises and innovation. Investment was intended to support wider outcomes through the Good Landlord Charter, Good Employment Charter and employment opportunities for young people. A clearer statement of the Fund's good growth commitments would be brought together in the coming months. The Mayor also referred to the Homes England Strategic Partnership Fund, which was expected to support up to 4,000 social and affordable homes across Greater Manchester.

Members supported an integrated approach to placemaking that combined economic, social and environmental objectives and reflected the priorities of all ten local authorities. It was reported that, since February 2026, £110 million had already been approved to support approximately 900 homes, including 847 for social rent. Members stressed the importance of tackling the housing and homelessness crisis alongside transport and regeneration investment.

The discussion also highlighted the following local examples and priorities:

- In Wigan, the Cotton Works redevelopment near Wigan Pier was expected to provide more than 900 homes alongside a hotel, food hall, commercial workspace, leisure facilities and retirement living, while restoring historic mill buildings and bringing vacant brownfield land back into use.
- In Tameside, members highlighted 35 social rented homes in Ashton and reported that 200 social homes were being delivered across the borough. Strategic acquisitions were also expected to support employment opportunities.
- In Manchester, Victoria North had the potential to deliver up to 15,000 homes as part of a wider community, including green spaces, schools and health provision. Members also welcomed the CyanLines project's contribution to opening up waterways and improving the urban environment, together with investment in innovation.
- Members highlighted the potential for flexible, long-term collaboration between local, regional and national government to support regeneration in town centres. Upfront costs, inflation and the development of viable business cases remained significant challenges.

In concluding, the Mayor emphasised the need for a strong pipeline of schemes across every borough, linking housing, active travel, commercial development and innovation to jobs, investment and thriving communities.

RESOLVED /-

1. That the indicative allocation of £52.7m, to the recommended Transport projects, which will unlock 4 transformational growth projects across GM, as set out within the report, be approved.
2. That the indicative allocation of £49.8m, to the recommended City Densification Fund projects, supporting delivery of 729 new homes, subject to the conditions set out within the report, be approved.
3. That the indicative allocation of £25.69m, to the recommended Innovation projects, which will unlock 3 key innovations projects across GM, as set out within the report, be approved.
4. That the indicative allocation of £19m, to the recommended subsidised loan project, as set out within this report, supporting the delivery of 60 new homes, be approved.

5. That the indicative allocation of £3.96m, to the recommended Social and Affordable Housing project, supporting delivery of 144 affordable homes, as set out within the report, be approved.
6. That the amendments to previously approved Good Growth Fund allocations and funding arrangements for existing schemes, as set out within the report, be approved.
7. That the launch of the Good Growth Fund partnership approach with housing providers to support social and affordable housing delivery be noted.
8. That the scheme approved under the Social & Affordable homes pilot via delegated authority since the last CA report be noted.
9. That the approval of the investment into the acquisition of the Ashton Strategic Acquisition under delegated authority, as set out in the report, be noted.
10. That approval of the terms of a further Strategic Acquisition in Tameside be delegated to the Interim Group Chief Executive and Group Chief Finance Officer.
11. That the update on the approach to securing social value through the Good Growth Fund, as set out within the report, be noted.
12. That the prioritisation methodologies used to appraise the funding allocations recommended in the report, as set out in Appendix 1 be noted and have been publicly available at https://www.greatermanchester-ca.gov.uk/what-we-do/economy/greater-manchester-good-growth-fund throughout the call period.

GMCA 90/26 CAPITAL PROGRAMME OUTTURN 2025/26

Councillor Nazia Rehman, Portfolio Lead for Resources & Investment presented a report informing members of the Capital Outturn for 2025/2026.

RESOLVED /-

That the 2025/26 actual outturn capital expenditure of £497.6m, compared to the forecast position of £585.9m presented to GMCA on 13 February 2026, be noted.

GMCA 91/26 CAPITAL UPDATE QUARTER 1 2026/27

Councillor Nazia Rehman, Portfolio Lead for Resources & Investment presented a report updating members in relation to the GMCA's 2026/27 capital expenditure programme.

RESOLVED /-

1. That the current 2026/27 forecast of £968.8m, compared to the 2026/27 budget of £1,106.8m, be noted.
2. That the addition of £2.1m to the capital programme for the Investment team be approved.
3. That the addition of £50.5m to the capital programme for the Environment team be approved.
4. That the addition of £0.7m to the capital programme for the Regional Care Co-operative Accommodation Project be approved.
5. That the addition of £0.7m to the capital programme for the Digital team be approved.
6. That the addition of £3.0m to the capital programme for the Education, Work and Skills team be approved.
7. That the addition of £1.8m to the capital programme for the Waste and Resources team be approved.

GMCA 92/26 REVENUE OUTTURN 2025/26

Councillor Nazia Rehman, Portfolio Lead for Resources & Investment presented a report informing members of the Greater Manchester Combined Authority of the revenue outturn position for 2025/26.

RESOLVED /-

1. That it be noted that the GMCA General Budget revenue outturn position for 2025/26 was breakeven after transfers to/from earmarked reserves.
2. That it be noted that the Mayoral General Budget revenue outturn position for 2025/26 was breakeven after transfers to/from earmarked reserves.

3. That it be noted that the Mayoral General Budget – GM Fire & Rescue revenue outturn position for 2025/26 was breakeven after transfers to/from earmarked reserves.
4. That it be noted that the Waste and Resourcing revenue outturn position for 2025/26 was breakeven after transfers to/from earmarked reserves.
5. That it be noted that the GMCA Transport and TfGM revenue outturn positions for 2025/26 were breakeven after transfers to/from earmarked reserves.
6. That it be noted that the final position was subject to the submission of the audited accounts to be reported to the GMCA Audit Committee.

GMCA 93/26 REVENUE UPDATE QUARTER 1 2026/27

Councillor Nazia Rehman, Portfolio Lead for Resources & Investment presented a report informing members of the Greater Manchester Combined Authority financial position at the end of June 2026 (Quarter 1) and the forecast revenue outturn position for the 2026/27 financial year.

RESOLVED /-

1. That the forecast position at 30 June 2026 be noted.

GMCA 94/26 ANNUAL TREASURY MANAGEMENT REVIEW 2025/26

Councillor Nazia Rehman, Portfolio Lead for Resources & Investment presented a report informing members of the annual treasury management review of activities and the actual prudential and treasury indicators for 2025/26 as required by regulations issued under the Local Government Act 2003.

RESOLVED /-

1. That the Annual Treasury Management Review 2025/26 be approved.

GMCA 95/26 ROUGH SLEEPING FUNDING 2026/27

Deputy Mayor of the GMCA, Paul Dennett, provided an update to Leaders on the recently announced rough sleeping funding and initial plans for deployment across

Greater Manchester. This programme provides an opportunity to go further and faster on the GMS ambition to ensure that rough sleeping is a rare, brief and non-recurring experience in Greater Manchester.

Mayor Dennett outlined the pressures affecting homelessness, including accelerated asylum processes, a reported increase in section 21 no-fault evictions ahead of the Renters' Rights Act receiving Royal Assent, and the loss of affordable housing through Right to Buy and Right to Acquire. He reported that approximately 40% of homes purchased through Right to Buy subsequently entered the private rented sector, often at significantly higher rents. The annual rough sleeping count in Greater Manchester had fallen from 268 in 2017 to 89 in 2021, but had subsequently risen to 197 in 2025. Greater Manchester was however continuing to perform better than the trends in England and the North West.

The CA's role in supporting districts' statutory responsibilities through commissioning, data and intelligence, consistent standards and engagement with government was highlighted. Delivery included A Bed Every Night, Housing First, the Homelessness Inclusion Health Service, social workers embedded within rough sleeping outreach teams, local rough sleeping infrastructure and the enhanced LiveWell offer. The importance of person-centred, trauma-informed services integrating accommodation with mental health, drug and alcohol support and access to general practitioners was emphasised.

It was reported that from national funding of £442 million, Greater Manchester had an allocation of £16.95 million, comprising £6.1 million in phase one and £10.85 million in phase two. The proposals sought to allocate funding for 2026/27 only. Allocations for 2027/28 remained indicative and would be considered through the task and finish group, informed by learning from delivery.

The Chair called for collective action across the Combined Authority, all ten local authorities, the NHS and other agencies. The proposed homelessness and rough sleeping task and finish group was asked to maintain innovation, drawing on previous learning and the development of A Bed Every Night and Housing First. Particular emphasis was placed on aligning mental health and addiction services, avoiding siloed provision and developing an enhanced A Bed Every Night offer.

RESOLVED /-

1. That the national funding programme's adoption of the A Bed Every Night approach to tackling rough sleeping be noted.
2. That the 2026/27 rough sleeping funding allocations across Greater Manchester be noted.
3. That the establishment of a Task and Finish Group to design and mobilise the Rough Sleeping Programme from 2027 onwards be noted that the commitment of strong local authority engagement in the process be noted.
4. That the commitment to tackling rough sleeping in Greater Manchester be reaffirmed, using GM's position as a leading region on this agenda to drive further progress locally and to go further and faster with our ambitions.

GMCA 96/26 GREATER MANCHESTER INTERNATIONAL STRATEGY DELIVERY PLAN

Mayor Bev Craig presented a report seeking approval for the Greater Manchester International Strategy Delivery Plan Overview 2026-2028, setting out the proposed priorities, delivery framework and strategic outcomes that would guide Greater Manchester's international activity over the period.

The Delivery Plan would support the implementation of the Greater Manchester Strategy by aligning international activity to the city-region's wider ambitions for inclusive growth, innovation, sustainability and global influence, while strengthening Greater Manchester's position as an internationally connected and competitive city-region.

Mayor Paul Dennett highlighted the opening of the Yangzhou Scholars Garden at RHS Bridgewater and its contribution to longstanding international and cultural relationships. Thanks were placed on record to the late Dr Lee Kai Hung, his family and the Lee Kai Hung Foundation for supporting the garden, the Chinese Culture Gallery in Manchester and local universities.

RESOLVED /-

1. That the Greater Manchester International Strategy Delivery Plan Overview 2026–2028 be approved.

2. That the priorities, delivery framework and strategic outcomes, set out in the plan, be endorsed.
3. That it be noted that the plan will guide Greater Manchester's international activity over the 2026–2028 period in support of the Greater Manchester Strategy.

GMCA 97/26 GREATER MANCHESTER LOCAL INNOVATION PLAN

Mayor Bev Craig presented a report providing an overview of the refreshed Greater Manchester Innovation Plan (GMIP), its purpose and how it related to the Greater Manchester Strategy and other key documents.

The GMIP built upon the co-designed approach initiated in 2022 with industry and universities. The Chair emphasised the role of innovation and frontier sectors in supporting economic growth that benefited residents across the city region and invited the Chair and Director of Innovation GM to contribute to the item.

The independent Chair of Innovation GM presented the ten-year plan, which aimed to establish GM as a globally recognised centre for innovation. Its principal themes were strengthening industrial and commercial partnerships, commercialising research and innovation, and ensuring that all boroughs and communities shared in the social, environmental and economic benefits.

Members were advised that the plan was intended to be launched at the Growth Company's Innovation Conference on 21 October, followed by development of a partnership action plan. Members welcomed the progress made through existing partnerships and stressed the importance of translating the high-level ambitions into delivery.

It was questioned whether the partnership model sufficiently reflected the voluntary, community, faith and social enterprise sector. Highlighting innovation for the public good and the need to assess who benefited, including its contribution to jobs, apprenticeships, opportunities for young people not in education, employment or training, and tackling poverty.

The independent Chair supported the inclusion of social innovation and accessible language. Consultation had included the voluntary and third sectors, and further work

would be undertaken with Mayor Dennett and the Salford team to reflect these issues in the action plan.

A further question concerned how the plan's economic and social impacts would be measured, communicated and reported. It was confirmed that outputs and monitoring arrangements had not yet been agreed and would be developed through the action-planning process with members, partners and central government. Measures would need to extend beyond economic outputs, and the narrative should be understandable to a wider audience.

RESOLVED /-

That the final version of the Greater Manchester Innovation Plan be approved for publication.

GMCA 98/26 OLDHAM MAYORAL DEVELOPMENT CORPORATION CONSULTATION OUTCOME – APPROVAL TO DESIGNATE

Mayor Bev Craig presented a report setting out the results of the consultation on the Mayor's proposals to designate a Mayoral development area in Oldham and establish a Mayoral Development Corporation (MDC) for that area, seeking GMCA approval for the next steps in the process.

Councillor Arooj Shah welcomed progress towards establishing the MDC. She highlighted the potential to deliver much-needed homes and improve health outcomes through sports and health facilities. She reported support from over 84% of consultation respondents and welcomed the contribution of young people, who recognised the proposals' potential impact on their future.

RESOLVED /-

1. That the results of the consultation exercise in respect of the Mayor's proposals to designate a Mayoral development area in Oldham and establish a Mayoral Development Corporation for that area be noted.
2. That it be noted that a statutory consultation has taken place with all GM constituent councils and each Member of Parliament whose parliamentary constituency was contained in any part of the area.

3. That the Mayor's response to the consultation be noted.
4. That it be noted that Oldham Council approved the proposal to designate the area under delegated authority 7th September.
5. That the proposal by the Mayor to designate the area, as identified on the plan at Appendix 1, as a Mayoral Development Area, be approved.
6. That it be noted that if the GMCA approves the Mayor's proposal, as set out at recommendation 5, the Mayor shall publicise the designation, notify the Secretary of State of the designation and the name to be given to the Mayoral Development as follows: "Oldham Mayoral Development Corporation"

GMCA 99/26 ASHTON & STALYBRIDGE MAYORAL DEVELOPMENT CORPORATION CONSULTATION OUTCOME – APPROVAL TO DESIGNATE

Mayor Bev Craig presented a report setting out the results of the consultation on the Mayor's proposals to designate a Mayoral development area in Ashton & Stalybridge and establish a Mayoral Development Corporation (MDC) for that area, seeking GMCA approval for the next steps in the process.

Councillor Andrew McLaren reported that Tameside's Cabinet had approved the proposals the previous month. The development potential was described as upwards of 3,000 homes, alongside wider regeneration and benefits across Tameside. Strong rail links to Manchester were highlighted, with stated journey times to Victoria of nine minutes from Ashton and 13 minutes from Stalybridge.

RESOLVED /-

1. That the results of the consultation exercise in respect of the Mayor's proposals to designate a Mayoral development area in Ashton & Stalybridge and establish a Mayoral Development Corporation for that area be noted.
2. That it be noted that a statutory consultation has taken place with all GM constituent councils and each Member of Parliament whose parliamentary constituency was contained in any part of the area.
3. That the Mayor's response to the consultation be noted.

4. That it be noted that Tameside Council approved the proposal to designate the area under delegated authority on 26 August 2026.
5. That the proposal by the Mayor to designate the area, as identified on the plan at Appendix 1, as a Mayoral Development Area, be approved.
6. That it be noted that if the GMCA approves the Mayor's proposal, as set out at recommendation 5, the Mayor shall publicise the designation, notify the Secretary of State of the designation and the name to be given to the Mayoral Development as follows: "Ashton & Stalybridge Mayoral Development Corporation"

GMCA 100/26 MIDDLETON MAYORAL DEVELOPMENT CORPORATION CONSULTATION OUTCOME – APPROVAL TO DESIGNATE

Mayor Bev Craig presented a report setting out the results of the consultation on the Mayor's proposals to designate a Mayoral development area in Middleton and establish a Mayoral Development Corporation (MDC) for that area, seeking GMCA approval for the next steps in the process.

Councillor Neil Emmott outlined a community-led, bottom-up approach to the proposed Middleton MDC, involving the local community and voluntary sector. A major consultation event at Middleton Arena had attracted 500 people. The acquisition of Warwick Mill was welcomed as an opportunity to address a longstanding regeneration issue.

RESOLVED /-

1. That the results of the consultation exercise in respect of the Mayor's proposals to designate a Mayoral development area in Middleton and establish a Mayoral Development Corporation for that area be noted.
2. That it be noted that a statutory consultation has taken place with all GM constituent councils and each Member of Parliament whose parliamentary constituency was contained any part of the area.
3. That the Mayor's response to the consultation be noted.
4. That it be noted that Rochdale Council will consider if they support the proposal at their meeting on 29th September 2026.

5. That subject to Rochdale Council endorsing the proposal on 29th September 2026, by the Mayor to designate the area, as identified on the plan at Appendix 1, as a Mayoral Development Area, that approval be given.
6. That it be noted that if the GMCA approves the Mayor's proposal as set out at recommendation 5 and Rochdale Council endorse the proposal at their meeting on 29th September, the Mayor shall publicise the designation, notify the Secretary of State of the designation and the name to be given to the Mayoral Development Corporation, as follows: "Middleton Co-operative Mayoral Development Corporation".

GMCA 101/26 BOLTON MAYORAL DEVELOPMENT CORPORATION CONSULTATION OUTCOME – APPROVAL TO DESIGNATE

Mayor Bev Craig presented a report setting out the results of the consultation on the Mayor's proposals to designate a Mayoral development area in Bolton and establish a Mayoral Development Corporation (MDC) for that area, seeking GMCA approval for the next steps in the process.

Councillor Akhtar Zaman noted that Bolton's proposals covered 13 sites and envisaged over 2,000 new homes, 31,000 square metres of employment space, 300 hotel bed spaces and new hospitality, community and leisure provision. Benefits would include the establishing of a dedicated delivery vehicle for long-term town-centre transformation and attracting investment. The MDC would bring together Bolton Council, GMCA, public bodies, investors and development partners, providing additional capacity, expertise and coordination to accelerate regeneration. Private investment alongside public funding would be essential to achieving the proposed scale of change.

RESOLVED /-

1. That the results of the consultation exercise in respect of the Mayor's proposals to designate a Mayoral development area in Bolton
and establish a Mayoral Development Corporation for that area be noted.

2. That it be noted that a statutory consultation has taken place with all GM constituent councils and each Member of Parliament whose parliamentary constituency was contained any part of the area.
3. That the Mayor's response to the consultation be noted.
4. That it be noted that Bolton Council will consider if they support the proposal at their meeting on 28th September 2026.
5. That subject to Bolton Council endorsing the proposal on 28th September 2026, by the Mayor to designate the area, as identified on the plan at Appendix 1, as a Mayoral Development Area, that approval be given.
6. That it be noted that if the GMCA approves the Mayor's proposal as set out at recommendation 5 and Bolton Council endorse the proposal at their meeting on 28th September, the Mayor shall publicise the designation, notify the Secretary of State of the designation and the name to be given to the Mayoral Development Corporation, as follows: ": "Bolton Town Centre Mayoral Development Corporation".

GMCA 102/26 TRANSPORT AND NET ZERO

Mayor Bev Craig presented a report that updated on progress in delivering the Greater Manchester Strategy 2025–2035 commitment to a greener, fairer city-region through the transition towards the UK's first fully integrated, zero-emission public transport system by 2030, including the use of long-term renewable energy to power Metrolink and progress in decarbonising the Bee Network bus fleet.

Councillor Tom Ross reported that the Bee Network Committee had discussed the item the previous day and welcomed both the power purchase agreement, which would support renewable electricity, and continued decarbonisation of the bus fleet.

RESOLVED /-

1. That progress in delivering the Greater Manchester Strategy 2025–2035 commitment to a greener, fairer city-region, including the transition towards the UK's first fully integrated, zero-emission public transport system by 2030, be noted.

2. That the selection of a preferred supplier and proposed signature of a 15-year Power Purchase Agreement to provide renewable energy for a level of consumption similar to that of the Metrolink network for up to 20 years, acting as a pathfinder for future clean energy arrangements as electricity demand increases across the Bee Network, be noted.
3. That continued progress in decarbonising the Bee Network bus fleet through the franchised network be noted.
4. That it be noted that these measures support Greater Manchester's carbon neutrality commitment by 2038 and provide practical delivery of the Mayor's Bee Network and net zero ambitions.

GMCA 103/26 TRANSPORT PIPELINE FUNDING ALLOCATIONS

Mayor Bev Craig presented a report that provided an overview of the current position in relation to the transport infrastructure pipeline and brings forward a number of recommendations in relation to current and future revenue and capital allocations to optimise scheme development and delivery.

Mayor Craig stated that no existing programme had been unfunded, defunded, reprioritised or changed as a result. The allocation would enable councils to plan maintenance and resurfacing more effectively, rather than relying on repeated pothole repairs. Investment in highways would complement continued expansion of the Bee Network and walking and cycling infrastructure. Representations to government on fair and sustainable local government funding would continue.

Councillor Tom Ross reported that the Bee Network Committee had considered the item for noting. The simplification of revenue development funding was welcomed. Although questions had been raised about the process, the additional highways funding was broadly welcomed as a significant uplift to local capital budgets.

The proposed allocation of a further £1.5 million of unallocated active travel funding was also highlighted, supporting measures including crossings and school streets.

Members welcomed the additional resources in the context of financial pressures on local authorities and residents' concerns about road conditions, emphasising the value of directing funding back to districts.

RESOLVED /-

1. That the current transport infrastructure pipeline position be noted.
2. That the recommendation in relation to the consolidation of revenue funding in order to support future scheme development be approved.
3. That the allocation of the current circa £60m capital headroom in the Highways Portfolio to the 10 local authorities to support highways maintenance, utilising the previously agreed formulae, be approved.
4. That the allocation of Active Travel funding to support the Active Travel programme be approved.

GMCA 104/26 EXCLUSION OF THE PRESS AND PUBLIC

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

GMCA 105/26 GOOD GROWTH FUND ALLOCATIONS

RESOLVED /-

1. That the contents of the report be noted.