Public Document Pack

GOVERNANCE, STRATEGY AND RESOURCES SCRUTINY BOARD
Agenda

Date	Monday 28th September 2026
Time	6.00 pm
Venue	Room 2, Level 2, JR Clynes Building, Cultural Quarter, Greaves Street, Oldham, OL1 1AL
Notes	1. Declarations of Interest- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Alex Bougatef or Constitutional Services at least 24 hours in advance of the meeting. 2. Further information regarding this meeting is available from Constitutional Services, email: constitutional.services@oldham.gov.uk 3. Public Questions - Any Member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the contact officer by 12.00 noon on Wednesday, 23rd September 2026. 4. Filming - The Council, members of the public and the press may record/film/photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Constitutional Services Officer who will instruct that they are not included in the filming. Please note that anyone using recording equipment both audio and visual will not be permitted to leave the equipment in the room where a private meeting is held.

Item No

1 Apologies For Absence

2 Urgent Business

Urgent business, if any, introduced by the Chair

3 Declarations of Interest

To receive Declarations of Interest in any matter to be discussed at the meeting.

4 Minutes (Pages 5 - 8)

The Minutes of the Governance, Strategy and Resources Scrutiny Board held on 24th March 2026 are attached for approval.

5 Public Question Time

To receive Questions from the Public, in accordance with the Council's Constitution.

6 Oldham Local Heritage List (Pages 9 - 20)

Approval is sought to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local Heritage List.

7 Oldham Heat Network - Local Development Order Public Consultation (Pages 21 - 44)

Approval is sought to publicly consult on the draft Local Development Order associated with the Oldham District Heat Network.

8 Oldham Heat Network - Zonal Boundary Consultation (Pages 45 - 52)

Approval is sought to publicly consult on the draft Zonal Boundary associated with the Oldham District Heat Network Zone

9 Sites of biological importance update (Pages 53 - 66)

To consider the adoption of changes to the Sites of Biological Importance (SBI) within the Borough

10 Parent Infant Mental Health Services (Pages 67 - 76)

To seek approval to extend the Parent Infant Mental Health Service (PIMHS) as part of the Family Hubs and Best Start in Life offer.

11 Parental Advocacy Tender (Pages 77 - 90)

Approval is sought to undertake a robust and transparent commissioning and procurement exercise to commission a new service, Parental Advocacy.

12 Delegated Authority for Funding and Recruitment of Key Roles to Strengthen Early Identification and Preventative Support through the Best Start in Life Programme (Pages 91 - 104)

Approval is sought for the funding and recruitment to key roles to strengthen early identification and preventative support through the Best Start in Life Programme.

13 Extend the Changing Futures to support the Enhanced Live Well Model as prescribed by GMCA (Pages 105 - 140)

To approve funding programmes from the Greater Manchester Combined Authority

14 Future Oldham Community Leisure Model (Pages 141 - 152)

To consider a future operating model for Oldham Community Leisure (Part A report)

15 DPDA Life of Client (LOC) Extension Report - Domestic Property Disability Adaptations (Pages 153 - 166)

To seek approval for the exercise of the available two-year extension option within the Domestic Property Disability Adaptations (DPDA) Life of Client Framework Agreement (part A report)

16 Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2028 (Pages 167 - 172)

To scrutinise a report seeking approval to extend the three Accommodation Based Service contracts (Generic, Young People's and Women's Services) for a further 12 months from 1 April 2027 to 31 March 2028 (part A report)

17 Award of LEVI Contract - preferred supplier (Pages 173 - 180)

To approve the award of the Local Electric Vehicle Infrastructure (LEVI) contract to the preferred supplier (Paet A report).

18 Work Programme

Report to follow

19 Key Decision Document (Pages 181 - 190)

To note proposed upcoming key decisions

20 Exclusion of the Press and Public

To consider that the press and public be excluded from the meeting for the

following four items of business, pursuant to Section 100A(4) of the Local Government Act 1972 on the grounds that discussions may involve the likely disclosure of exempt information, under paragraph 3 as defined in the provisions of Part 1 of Schedule 12A of the Act, to the Local Government Act 1972 and public interest would not be served in publishing the information.

21 Future Delivery Model for Oldham Leisure Services (Pages 191 - 208)

To consider confidential recommendations, in relation to item 14.

22 Contract Extension – Domestic Property Disability Adaptions (DPDA) Framework – Life of Client (Pages 209 - 220)

To consider confidential recommendations, in relation to item 15.

23 Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2028 (Pages 221 - 232)

To consider confidential recommendations, in relation to item 16.

24 Local Electric Vehicle Infrastructure (LEVI) (Pages 233 - 246)

To consider confidential recommendations, in relation to item 17.

GOVERNANCE, STRATEGY AND RESOURCES SCRUTINY BOARD
24/03/2026 at 6.00 pm

Oldham Council

Present: Councillor McLaren (Chair)
Councillors Aslam, Iqbal (Substitute) and Rustidge (Vice-Chair)

Also in Attendance:

Alex Bougatef	Director of Legal
Eleanor Devlin	Assistant Director of Workforce and Organisational Culture
Mark Edmondson	Assistant Director of Revenues and Benefits
Matthew Gratton	Director of Digital
Fiona Greenway	Director of Resources
Jack Grennan	Constitutional Services
Vickie Lambert	Finance Services
Fran Lautman	Assistant Director of Customer Experience
Lee Walsh	Director of Finance

1 **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Chauhan, Cosgrove (Councillor Iqbal substituting), Hughes, Ibrahim, Kenyon, Lancaster and Marland.

2 **URGENT BUSINESS**

There were no items of urgent business received.

3 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions received for the Board to consider.

5 **MINUTES**

RESOLVED that the minutes of the meetings of the Governance Strategy and Resources Scrutiny Board held on 28th January 2026 and 5th February 2026 be approved as a correct record.

6 **PERFORMANCE ASSURANCE REPORT Q3 2025/26**

The Report was presented by the Directors and officers of the relevant departments. Members queried the Customer Feedback report and it was highlighted that the report had been presented at a previous meeting of the Scrutiny Board. Members also sought clarity as to the difference between calls offered versus calls handled, and this was explained.

Members queried how Oldham performed on sickness absence in relation to other local authorities and it was highlighted that whilst there was not a local authority sickness absence rate to measure from, Oldham was not an outlier compared to available statistics. Seasonal trends between Q2 and Q3 were also discussed.

Members noted the drop in agency spending, highlighting that this was positive. Members also highlighted the differences between Freedom of Information requests, Subject Access requests and requests for disclosure.

Members queried around the setting of budgets, and it was highlighted that the multi-year settlement had been helpful. Members noted the changes in circumstances for those on universal credit and asked about the increase and whether there were any common themes that could be learned from. It was noted that these cases were mostly due to wage differences, highlighting that fluctuating wages need to be changed each time which creates a higher volume of work for the team. Members also asked about the impact of the Employment Rights Act, and it was noted that the legislation come into effect yet but that the work was ongoing.

Members noted the extra benefits that were being brought in for residents by the Revenue and Benefits team. Members also highlighted the average time taken to process claims and changes in circumstances, noting the difficulties that residents might face, and it was noted that these times included following up to ask for further information. Members also confirmed that changes in circumstances would be retrospective from the day of the change.

Members queried the percentage of council tax collected, and it was noted that this figure would be on target at the end of Q4 and that it was a cumulative figure. Members also queried member standards and asked whether there were any common themes. It was noted that the complaints were on a variety of issues and that the national framework for standards was weak. It was highlighted that the current date being given by the government for the new standards framework was near the end of 2026 or start of 2027, but noted that the Council is doing other work to be proactive in the meantime, such as the member/officer protocol.

Members welcomed the new cybersecurity programmes, and it was noted that this was security monitoring not only the council's own systems but any global threats and trends. It was noted that the Council faces between 200 to 1500 attacks a day, which required a constant and dedicated cybersecurity system. It was highlighted that there were a variety of themes for attacks, from financial to general disruption, and that the Council was resilient and were prepared for worst-case scenarios. Members highlighted the Red statistics on page 45 of the agenda pack, and it was noted that the Subject Access Requests (SARs) were a result of the complexity of the cases and the redactions required. It was noted that there had been an uptake in the number of FOI requests received which could be creating time issues due to the volume of requests.

Members queried the 'school activity' in relation to recruitments, and it was highlighted that this was in reference to the Council's

vacancy freeze which didn't cover schools. Members also noted the 'time taken to hire', and it was highlighted that this was from the date the vacancy was advertised and included the onboarding period and any notice period that new starters would have.

Members noted the 50% increase in employment relations cases, and it was noted that this was due to better reporting. Members also noted the low percentage of new starters completing inductions, and it was highlighted that this was due to a move from online inductions to in person ones, which was still being embedded.

Members highlighted 251 residents had been offered support to claim pension credits, asking how many of these had made successful claims. It was noted that 22 had received them currently but that not all the data was back in yet. Members also noted the warm packs and financial support work being offered by the service. Members also highlighted the success of the welfare provision support.

RESOLVED: That the Scrutiny Board note the directorate outcomes identified, celebrate areas of good or improved performance and considered areas for review (good or poor) that could produce organisational learning.

7 **REVENUE MONITOR AND CAPITAL INVESTMENT PROGRAMME 2025/26 - MONTH 10**

The Director of Finance and the Finance manager presented the Month 10 update, noting that there had been a significant reduction in the adverse variance of around £10.2m from Month 9, mainly due to the work having been done on the capitalisation of interest costs for assets under construction. It was noted that this would be a one-off payment. It was highlighted that reductions were mostly on track and that those that were not on track were being monitored.

Members thanked the Finance team for their work, particularly around protecting reserves. Members queried the reliance on mitigations and whether these were reviewed. It was noted that these were continuously reviewed with lots of work ongoing.

Members queried the mitigations around Children's Services and what the issues were around foster care. It was noted that the main issues were around competition but that this was a national issue. Members also asked what the risk of inflation could be, and it was noted that a buffer for inflation was built into the forecasting.

RESOLVED: That members noted the contents of the report, the forecast revenue position at the end of Month 10 at £4.946m and the general revenue usable reserves position for 2025/26.

8 **WORK PROGRAMME**

RESOLVED: That the Governance, Strategy and Resources Scrutiny Board's Work Programme for 2025/26 be noted.

9 **KEY DECISION DOCUMENT**

The Scrutiny Board considered the Key Decision Document, which records key decisions that the authority is due to take.

RESOLVED: That the Key Decision Document be noted.

10 **RULE 13 AND 14**

There were no Rule 13 or 14 decisions to be considered.

The meeting started at 6.05 pm and ended at 7.10 pm

Emergency Powers Decision Report

Oldham Local Heritage List

Decision Maker: Chief Executive

Service Area: Planning & Development
Directorate: Place
Report Author: Peter Richards, Assistant Director for Planning & Development
Email: peter.richards@oldham.gov.uk

Date of Decision: 5 October 2026

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1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

To give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local Heritage List.

3. Reason for urgency

One of Oldham's defining characteristics is its heritage, most often found in the buildings and built environment still remaining from Oldham's past. Whilst some historic buildings are considered of such historic value that they are "Listed" by Historic England, many other historic buildings do not benefit from such protection but are still an irreplaceable resource worthy of conservation.

In this context, the creation of a Local Heritage List for Oldham will help to protect those non-Listed historic assets from inappropriate development that would unnecessarily harm their historic character and value.

As such, the consultation on this Local Heritage List is a necessary next step in adopting such a list that will then be used in decision-making on planning applications and local policy setting.

Local Listing can also strengthen eligibility for grant funding from various heritage bodies to help preserve the buildings whilst maintaining a modern use.

4. Risk(s) of not taking the decision

Not taking forward the Local Heritage List will mean that information on non-designated heritage assets will be less accessible to the public and applicants, and will not support a positive strategy to preserve and enhance heritage assets through the planning and development process (such as at planning application stage)

5. Financial impact if decision not taken forward

At this stage, the decision does not result in any direct financial implications for the council beyond the staffing and minor consultation costs covered through existing revenue budgets in the service. Local Listing recognises assets of local heritage value but, as these are non-designated and non-statutory, it does not automatically require spending or create financial obligations for the Council on assets it may own.

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 14 September 2026
Comments

The report seeks approval to undertake public consultation on the proposed List of Heritage Assets and the accompanying guidance note, which will inform future revisions to the Local Heritage List.

The proposal is expected to incur only minimal costs associated with the publication and display of gazetteers in local libraries. At this stage, there are no significant direct financial implications arising from the recommendations within this report. Local Listing is a non-statutory designation that recognises assets of local heritage significance and does not, in itself, create financial obligations or expenditure commitments for the Council.

There may be potential indirect financial implications for Council-owned assets included on the Local Heritage List where future maintenance, alteration, or development works are proposed. Any associated costs would arise only if such works were undertaken and would be considered through established asset management, maintenance, or capital programme processes.

Conversely, inclusion on the Local Heritage List may strengthen the eligibility of assets for external heritage funding opportunities. This could assist in securing grant funding from relevant bodies and help offset future costs associated with the repair, restoration, or conservation of locally listed assets.

b. Monitoring Officer

Name: Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

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Report to CABINET

Oldham Local Heritage List

Officer Contact: Emma Barton, Executive Director of Place (Deputy Chief Executive)

Report Author: Clare Davison, Senior Planning Policy Officer
Email: clare.davison@oldham.gov.uk

21 September 2026

Reason for Decision

This report seeks approval to undertake public consultation on a List of Local Heritage Assets, and the accompanying guidance note on the future revision of the Local Heritage List.

Recommendations

To approve public consultation on the List of Local Heritage Assets and the accompanying guidance note on the future revision of the Local Heritage List.

21 September 2026

Oldham Local Heritage List

1 **Background**

1.1 Heritage assets are an irreplaceable resource that should be conserved in a manner appropriate to their significance so they can be enjoyed for their contribution to quality of life.

1.2 Oldham, with its hugely significant industrial past, is rich in history and heritage with both designated and non-designated assets.

1.3 National Planning Policy Framework (NPPF) 2024 makes clear in the definition of heritage assets that this includes non-designated heritage assets: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

1.4 Chapter 16 of NPPF states that Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

1.5 NPPF requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

1.6 A review of NPPF is underway. Whilst the final NPPF is yet to be published the draft version makes clear through draft Policy HE1 that development plans should be supported by a Local List to identify non-designated heritage assets that are important to the local community.

1.7 In 2021, Oldham Council was selected as a pilot area as part of the Greater Manchester Local Heritage List for the Local List Campaign funded by the Ministry of Housing, Communities & Local Government (MHCLG). The project was also supported by Historic England, the Greater Manchester Combined Authority (GMCA) and managed by the Greater Manchester Archaeological Advisory Service (GMAAS).

1.8 An initial tranche of heritage assets potentially meriting consideration for inclusion on Oldham's Local Heritage List (hereon referred to as the Local List), was drawn up using existing entries on the Historic Environment Record (HER). In addition to those already on the HER, the Oldham Town Centre Conservation Area Appraisal and Management Plan also identified buildings for inclusion on a potential local list. Furthermore, GMAAS also collated a list of possible mills to assess using the Mills Survey (2016) and the Oldham Mills Strategy (2022).

1.9 Nominations for a draft List of Local Heritage Assets were assessed and compiled following an extended public consultation period between September 2021 and February 2022. Consultation included a dedicated website platform where nominations could be received, supported by communications, information boards and leaflets distributed as part of Oldham Histories Festival. Parish Councils, civic societies, local historic societies and other interest groups were contacted.

1.10 Nominations were received from communities in Oldham, with a strong response from across Saddleworth. The nominations were assessed and the lists compiled by GMAAS.

1.11 Following the nomination period, GMAAS collated a series of gazetteers of the nominations. The gazetteers have been organised by ward, and each entry includes a summary of the information that has now been recorded in the HER. The current Gazetteers cover:

1. Alexandra and St Mary's
2. Chadderton North
3. Chadderton South
4. Failsworth East
5. Failsworth West
6. Hollinwood
7. Medlock Vale and Bardsley
8. Royton
9. Saddleworth North
10. Saddleworth South
11. Saddleworth West and Lees
12. Shaw and Crompton
13. St James and Waterhead
14. Werneth and Coldhurst

1.12 The nominations were assessed against the nine criteria as shown in the Guidance for future revision of the Local List in Table 1 and includes:

- Historic Interest
- Architectural Interest
- Local Interest
- Landmark Status
- Aesthetic Interest
- Group Value
- Social or Communal Value
- Rarity
- Archaeological Interest

1.13 A local listing panel was arranged to verify the nominations. This consisted of GMAAS, two volunteers from heritage societies and Council officers. The Panels took place over five dates between June and July 2025.

1.14 The exercise has resulted in a total of 280 assets being proposed on the Local List. These range from public houses, places of worship and associated buildings, cemetery buildings, parks, milestones, canal locks, bridges and war memorials.

1.15 Of the 280 assets, 50 falls within Oldham Council's ownership. The Council has a duty to conserve heritage assets in line with national planning policy. These assets are non-designated heritage assets regardless of whether they are included on a Local List, but Local Listing makes the process of identifying non-designated heritage assets easier and more accessible. However, non-designated assets are not statutory and are not protected by legislation i.e. they do not have the same level of protection as listed assets.

1.16 Inclusion on a Local List does not have any direct financial implications but there may be some indirect costs as works are needed such as maintenance – traditional materials may be required for repairs, for instance, to ensure that the historic character of the asset isn't degraded, for example replacement windows requiring a joiner to repair rather than replacement with uPVC frame. It is not anticipated that any further security for assets would be required.

1.17 For some works a heritage statement will need to be commissioned to support any planning applications for alterations to a Locally Listed asset depending on the proposal. However again this may be requested even if the asset is not included on the Local List as the planning officer may recognise that the asset has heritage value.

1.18 Equally, Local Listing can strengthen eligibility for grant funding from various heritage bodies.

1.19 At this stage this report seeks to carry out public consultation and a further report to approve the final local List will follow.

1.20 The decision links to a Great Place to Live by conserving and celebrating Oldham's historic environment. The reuse of assets is also good for the environment in terms of saving energy related to construction and the minerals needed and so in this way it also contributes towards Green and Growing.

1.21 In terms of the purpose of the report there are limited implications for:

(a) Community Cohesion Implications, including crime and disorder implications under Section 17 of the Crime and Disorder Act 1998. N/A
(b) Risk Assessments – Some assets may fall under Council ownership (see above section).
(c) If relevant, Co-operative Implications, Human Resource Implications, IT implications, Property Implications, Procurement Implications and Environment and Health and Safety Implications. As above. In addition, the Local List would be published on the Council's website.

2 Current Position

2.1 Approval is now sought to carry out public consultation on the Local List, alongside the guidance note on the future revision of the Local List.

2.2 It is considered good practice to consult on the Draft Local List, particularly with the owners of assets, before formalising and adopting the Local List.

2.3 As such, Strategic Planning intends to carry out public consultation on the Local List for eight weeks. This will involve writing to the owners of assets to make them aware their asset has heritage value and explain what Local Listing means. The intention is also to display site notices and publish the draft Heritage List consisting of Gazetteers, maps and scores on Oldham Council's website, place copies of the relevant Gazetteers in the most relevant

library e.g. copies of Gazetteers covering Saddleworth in the Greenfield, Uppermill and Delph Libraries.

2.4 An asset being on the Local List is seen as positive and something that owners and the Borough can be proud of. However, if anyone wishes to request that an asset is removed from the Local List this request must be made in writing and supported by evidence to demonstrate that the asset does not meet the selection criteria and combined score of at least 9 to merit inclusion on the Local List.

2.5 A draft guidance note on the future revision of the Local List has been prepared and views are welcome on this as part of the public consultation.

2.6 The note outlines that non-designated heritage assets can be identified through various sources of information, including:

- Local and Neighbourhood Plans;
- Historic environment assessments;
- Conservation area appraisals and reviews;
- Decision-making on planning applications;
- HER held by GMAAS; and
- Nominations by the public.

2.7 In the future nominations by the public must be made by completing the nomination form in Appendix 3 of the guidance and considering which of the criteria the entry meets against the criteria set out in Table 1 of the guidance. The nomination form when finalised will be available on the Heritage and Conservation page of the Oldham Council's website as a separate form/ web-form.

2.8 Requests to remove assets from the Local List must be made in writing and supported by evidence to demonstrate that the asset does not meet the selection criteria and no longer merits inclusion on the Local List.

2.9 The guidance explains where nominations should be sent to and outlines that the Council will review all nominations for the Local List approximately every two years. This period of time reflects the fact that the Council is quite heavily dependent on GMAAS undertaking the analysis and assessment in the absence of conservation officers.

2.10 Candidates will be scored on a scale of 0 to 3 for each of the nine criteria by GMAAS in consultation with the Local List Panel. Nominations that score a combined total of 9 or above will be considered sufficient to progress to validation.

2.11 The guidance note sets out the process for considering nominations.

2.12 It also outlines how inclusion on the Local List affects development. The inclusion of an asset on a Local List is a 'non-statutory' designation, which does not affect permitted development rights. The Local List is not intended to cause a barrier to development. It seeks to encourage the re-use of existing buildings, structures and sites which contribute to the local distinctiveness and character of an area and ensure that new development is sensitive to their setting.

2.13 The Local List will provide clarity for owners, the local community, developers and officers, so that they are aware of the interest of a heritage asset as early as possible. Identification on the Local List will also highlight that development proposals affecting heritage assets and their settings will need to be supported by a Heritage Impact Assessment proportionate to the work proposed and significance of the asset. The Local List will require the integration

of heritage considerations, early in the design process to minimise harm and identify enhancement opportunities.

2.14 Where planning permission for work is required, the significance of the non-designated heritage asset, including its setting, will be taken into consideration in determining the planning application.

2.15 The guidance will be updated when the Local List is finalised, with feedback from the Public Consultation and published.

3 Options/Alternatives

3.1 **Option 1:** To give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This decision will mean that Oldham is recognizing, celebrating and making information on non-designated heritage assets worthy of inclusion on the Local List accessible to the public and is in line with proposed changes to national planning policy, specifically stating for development plans to be supported by a Local List to identify non-designated heritage assets that are important to the local community. There are no disadvantages to this option.

Option 2: To not give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This will mean that a Local List is not progressed which will make information on non-designated heritage assets less accessible to the public and applicants and will not support a positive strategy for heritage. There are no advantages.

4 Preferred Option

4.1 To give approval to carry out public consultation on the List of Heritage Assets and the accompanying guidance note on the future revision of the Local List. This decision will mean that Oldham is recognising, celebrating and making information on non-designated heritage assets worthy of inclusion on the Local List accessible to the public and is in line with proposed changes to national planning policy, specifically stating for development plans to be supported by a Local List to identify non-designated heritage assets that are important to the local community. There are no disadvantages to this option.

5 Consultation

5.1 An extended public consultation took place between September 2021 and February 2022. Consultation included a dedicated website platform where nominations could be received, supported by communications, information boards and leaflets distributed as part of Oldham Histories Festival. Parish Councils, civic societies, local historic societies and other interest groups were contacted.

5.2 This report seeks approval to carry out public consultation for eight weeks.

6 Financial Implications

6.1 The proposal will incur minimal printing costs, as gazetteers will be published and displayed in libraries. Postage costs for owner notifications are estimated at around £255, alongside minor mileage costs for erecting site notices. These costs will be met from the existing budget within the Strategic Planning Service

6.2 At this stage, the report does not result in any direct financial implications. Local Listing recognises assets of local heritage value but, as these are non-designated and non-

statutory, it does not automatically require spending or create financial obligations for the Council.

6.3 There may be potential indirect financial implications for Council owned assets in the future should works or alterations be proposed. These could include the need for traditional materials or specialist repairs to preserve historic character, and in some cases the commissioning of heritage statements to support planning applications.

6.4 Any such costs would only arise if works are undertaken and would be considered through existing asset management, maintenance, or capital works.

6.5 In addition, inclusion on the Local List may support eligibility for external heritage grant funding from relevant funding bodies. This has the potential to help offset future repair, restoration, or conservation costs associated with locally listed assets.

(Mohammed Hussain)

7 Legal Implications

7.1 Non-designated heritage assets are locally-identified buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets. It is important that decisions on inclusion in the Local Heritage List of are best made on the basis of published criteria, publicly available, so that clarity and certainty on the location and significance of the asset is available for communities, developers and decision-makers, therefore ensuring that they are given due consideration when change is proposed.

(A Evans)

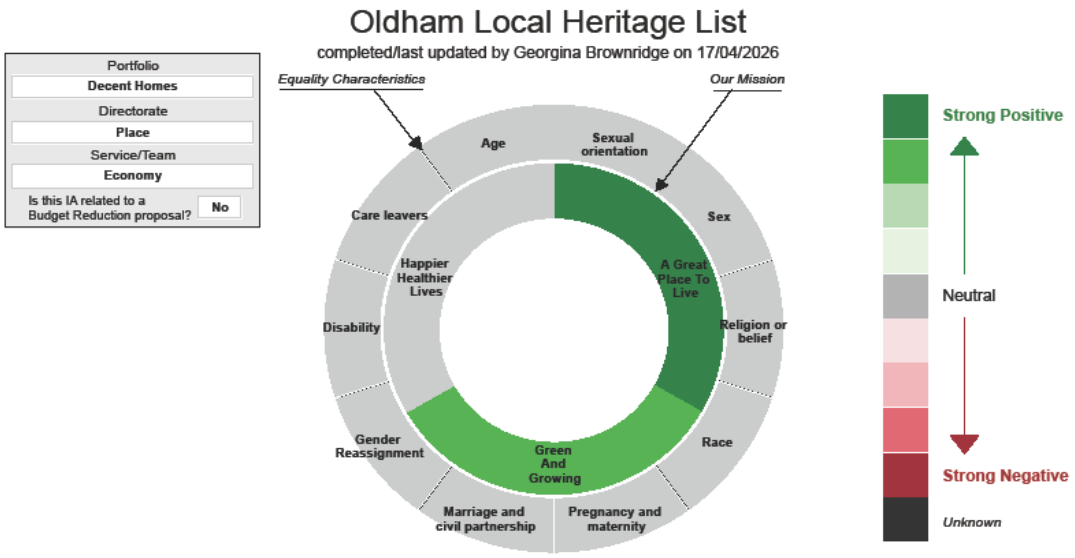
8. Procurement Implications

8.1 There are no immediate procurement implications at this stage.

(Tom Pyne – Head of Procurement)

9 Equality Impact, including implications for Children and Young People

9.1 No – see impact assessment below.



10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 RBO-09-26

12 **Background Papers**
N/A

13 **Appendices**

13.1 Appendix 1a Alexandra and St Mary's Gazetteer of Validated Candidates
Appendix 1b Chadderton North Gazetteer of Validated Candidates
Appendix 1c Chadderton South Gazetteer of Validated Candidates
Appendix 1d Failsworth East Gazetteer of Validated Candidates
Appendix 1e Failsworth West Gazetteer of Validated Candidates
Appendix 1f Hollinwood Gazetteer of Validated Candidates
Appendix 1g Medlock Vale and Bardsley Gazetteer of Validated Candidates
Appendix 1h Royton Gazetteer of Validated Candidates
Appendix 1i Saddleworth North Gazetteer of Validated Candidates
Appendix 1j Saddleworth South Gazetteer of Validated Candidates
Appendix 1k Saddleworth West and Lees Gazetteer of Validated Candidates
Appendix 1l Shaw and Crompton Gazetteer of Validated Candidates
Appendix 1m St James and Waterhead Gazetteer of Validated Candidates
Appendix 1n Werneth and Coldhurst Gazetteer of Validated Candidates

13.2 Appendix 2 Oldham Candidate Scores

13.3 Appendix 3 Guidance note on the future revision of the Local Heritage List

Emergency Powers Decision Report

Heat Network LDO

Decision Maker: Chief Executive

Service Area: Growth
Directorate: Place & Economic Growth
Report Author: Andrew Hunt, Green Energy & Sustainability Manager
Email: andrew.hunt@oldham.gov.uk

Date of Decision: 5 October 2026

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1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

Cabinet's approval to publicly consult on the draft Local Development Order associated with the Oldham District Heat Network.

3. Reason for urgency

The District Heat Network project is the 'anchor' project in the Council's current live procurement of a Strategic Energy Partner for Oldham Borough. Progressing a Local Development Order is a key workstream for the project which could impact on the success of the current tender.

4. Risk(s) of not taking the decision

That bidders to the current live Strategic Energy Partnership tender may not find Oldham's 'anchor' heat network project as commercially attractive as with an LDO in place.

5. Financial impact if decision not taken forward

Costs associated with a potentially failed Strategic Energy Partnership project development and procurement exercise.

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 14 September 2026
Comments:

The recommendation to undertake consultation on the draft Local Development Order for the Oldham District Heat Network does not give rise to any additional financial implications. All costs associated with the consultation process, including officer time, will be met from within existing approved budgets and resources.

b. Monitoring Officer

Name: Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

Report to CABINET

A Local Development Order for Oldham District Heat Network

Officer Contact: Emma Barton, Deputy Chief Executive - Place

Report Author: Peter Richards, Assistant Director for Planning & Development

Email: peter.richards@oldham.gov.uk

19 October 2026

Reason for Decision

The purpose of this report is to seek Cabinet's approval to publicly consult on the draft Local Development Order associated with the Oldham District Heat Network.

Recommendations

That the draft Local Development Order and Statement of Reason (provided at Appendices A and B) be approved for public consultation.

A Local Development Order for Oldham District Heat Network

1 **Background**

1.1 Oldham Council is seeking to establish a Strategic Energy Partnership with a commercial infrastructure provider. The 'anchor' project for the Partnership will be the £27m Oldham Town Centre Heat Network, which will serve a range of Council buildings, The Oldham College, the new Muse housing developments and other new developments across the town centre. The new heat network is intended to also incorporate the existing heat network at St Mary's, which is currently owned by First Choice Homes Oldham. The new extended heat network will utilise local heat sources such as air source, biomass, minewater source and wastewater source to provide energy security and heat cost stability to town centre businesses and residents. The heat network will be fully funded by the Council's Strategic Energy Partner.

1.2 In order to deliver this network, work to lay pipes in the ground across the town centre will be rolled out over a period of time. Such works constitute "development" under planning legislation and require planning permission. However, it would be inefficient (both in terms of cost, time and council staff resource) to require a planning application each time a set of works was being brought forward to lay pipes for the Heat Network. As such, it is proposed to adopt a Local Development Order (LDO).

1.3 LDOs provide planning permission for specified types of development in defined locations over a set period of time. They are flexible and locally determined tools that Local Planning Authorities can use to help accelerate the delivery of appropriate development in the right places by de-risking the planning process. They can play an important role in incentivising development by simplifying the planning process, therefore providing more certainty to investors and making investment more attractive.

1.4 In effect, an LDO grants advance permission for a specific type of development. If a proposed development fits the exact criteria, conditions, and parameters set out in the LDO document, it is automatically granted planning permission. This generates time and cost savings. Instead of the standard eight-week (or longer) wait for a full planning application, applicants typically only need to submit a quick pre-development notification to confirm compliance, and this often removes or reduces the need to pay planning application fees and limits the costly consultancy fees typically associated with drawing up planning applications.

1.5 Much of the works related to the District Heat Network involve multiple smaller installations of sections of infrastructure primarily under the ground, and so it would generate the need for a planning application for each section of installation every time a contractor needed to make the installations, which in turn would generate a vast amount of work (and cost) for contractors and the local planning authority alike. Therefore, an LDO significantly simplifies this process, making it clear what works can be done under the LDO without planning permission being required, and the contractor would simply need to submit details of how their works comply with the LDO for the local planning authority to check and ratify those details.

1.6 Any significant works not covered by the LDO (for example, the central Energy Centre for the District Heat Network, which will involve a new building above ground) would still require

a separate planning permission, but the LDO would allow the Council and appointed Partners to start delivering the wider network of infrastructure (pipes under the ground) as soon as they are ready to.

2 Current Position

2.1 At this point in time, the decision required is one to agree to publicly consult on the draft LDO. Once the consultation has concluded, if the Council wishes to proceed with the LDO (with any amendments generated as a result of the consultation) that would also normally require a Cabinet decision to adopt the LDO and bring it into force.

2.2 As such, a draft LDO has been prepared for consultation and is appended to this report at Appendix A. Alongside this, the council must publish a "Statement of Reasons" describing and justifying the proposed LDO. This is attached to this report at Appendix B.

3 Options/Alternatives

3.1 Option A – to consult on a draft LDO for infrastructure works related to the Oldham District Heat Network

As set out above, this would allow for a more efficient process related to satisfying the Planning requirement associated with create such infrastructure.

3.2 Option B – to not consult on a draft LDO for infrastructure works related to the Oldham District Heat Network

Under this option, the Council and their partners would need to apply for planning permission each time a section of the infrastructure needed to be brought forward. It would not be practical to have one, large planning permission for the whole network, as detailed design and planning for each section would come forward piece by piece. Therefore, there is the risk that the overall delivery of the network could be complicated or delayed by the requirement to submit a planning application for each set of works.

4 Preferred Option

4.1 Option A is the preferred option for the reasons set out above.

5 Consultation

5.1 Public consultation will be carried out by the Council with the support of the consultants who are advising on the District Heat Network, with publicity covering the whole borough and interested parties able to view and comment on the proposals on the Council's online engagement platform. Paper copies of documents will also be available at public locations in accordance with the Statement of Community Involvement, and comments received by post will also be accepted for those unable to use online means.

6 Financial Implications

6.1 There are no additional financial implications associated with consulting on the draft Local Development Order for the Oldham District Heat Network. All staff time and associated costs will be met from existing resources.

(Mohammed Hussain)

7 **Legal Implications**

7.1 Section 61A of the Town and Country Planning Act 1990 allows a local planning authority by a local development order to grant planning permission for development specified in the order and for development of any class so specified. Planning permission granted by a local development order may be granted unconditionally or subject to conditions or limitations specified in the order. The local development order must be adopted by resolution of the local planning authority and the local planning authority must submit a copy of the order to the Secretary of State as soon after the adoption as is reasonably practicable. Under section 61B the Secretary of State has the power to revoke a local development order at any time if he/she thinks it is expedient to do so.

(A Evans)

8. **Procurement Implications**

8.1 N/A

9 **Equality Impact, including implications for Children and Young People**

9.1 Yes – whilst the consultation on an LDO in and of itself would not directly impact those with protected characteristics, including children and young people, the introduction of the District Heat Network may have impacts. The assessment provided at Appendix C addresses this impact.

10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 FCR-26-26

12 **Background Papers**

N/A

13 **Appendices**

A – Draft Local Development Order for consultation

B – Statement of Reasons

C – Impact Assessment

Appendix A – Draft Local Development Order for consultation

Oldham Council

Oldham Heat Network Local Development Order (LDO)

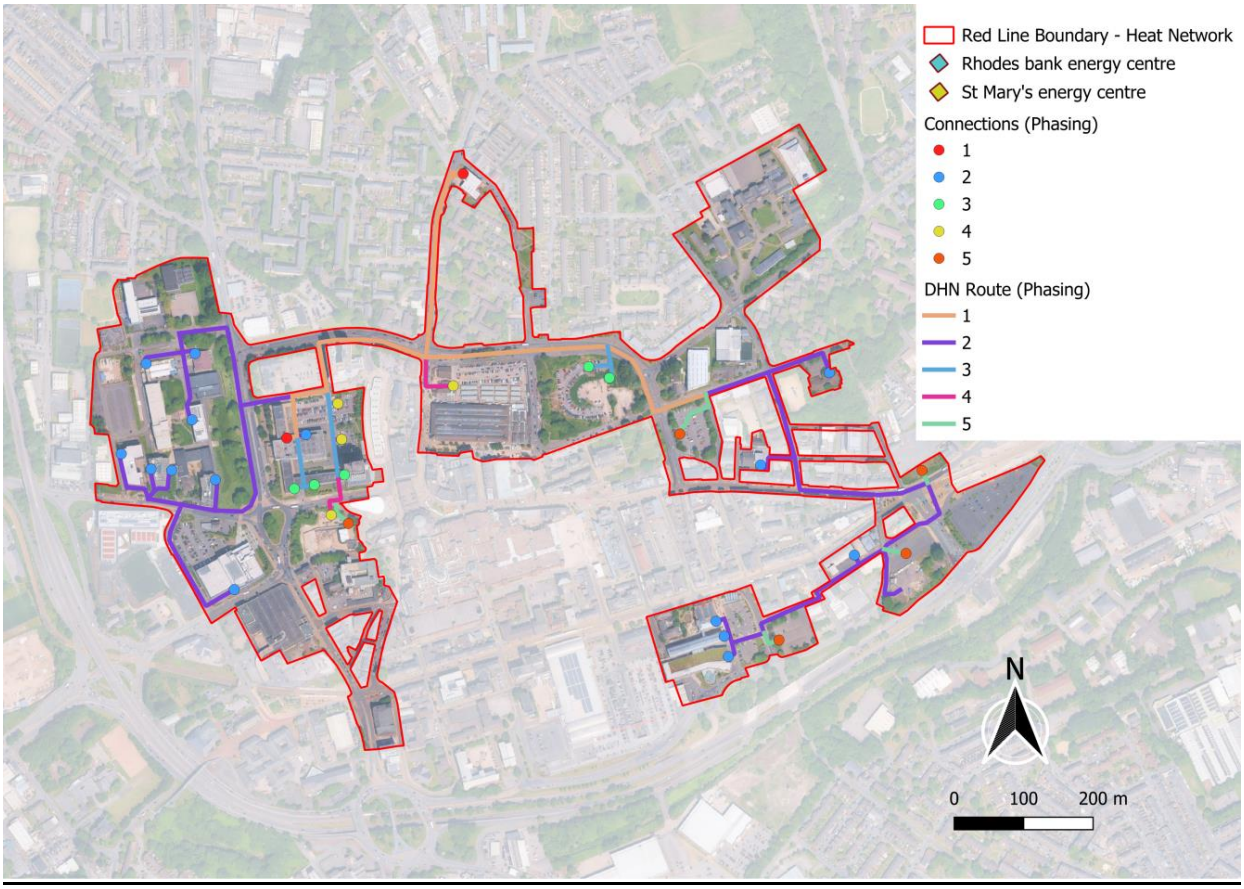
In pursuance of the powers of the Town and Country Planning Act 1990 (as amended), Oldham Council hereby gives notice that planning permission has been approved for the carrying out of the development described, subject to compliance with the conditions listed.

Description of Development

This Local Development Order (LDO) grants permitted development rights for the installation (whether temporary or otherwise), inspection, maintenance, alteration, replacement, repair and removal of a heating transmission and distribution system and ancillary infrastructure comprising of pipes, cables, wires, ducting, valve chambers and heat exchange equipment, including ancillary above ground infrastructure such as informational signage, cabinets, buildings, structures and enclosures reasonably necessary for the purpose of the development permitted, together with any engineering operations and reinstatement works reasonably necessary for the purpose of the development permitted within the defined areas of land Oldham as shown on the attached Order map ('the Order Map'), subject to conditions.

The LDO grants planning permission for the development of a District Heating Network (DHN) comprising of pipes, cables and wires, heat exchange equipment, street furniture, informational signage and ancillary engineering works within defined areas of land in the area of Oldham Council and shown on the Order Map (Figure 1 below) subject to conditions.

Figure 1 – Order map



Permitted Development

Development comprising the installation (whether temporary or otherwise), inspection, maintenance, alteration, replacement, repair and removal of a heating transmission and distribution system and ancillary infrastructure including above ground infrastructure together with reasonably necessary engineering operations and reinstatement works over, on or under defined areas of land as shown on the Order Map.

Restrictions on Development

Development is not permitted by this Order where:

a) any above ground cabinets, buildings, structures or enclosures would be greater than 3.0m in height above ground level or greater than 105 cubic metres in external volume; or

b) any trench depth exceeds 3m and trench width exceeds 4m; or

c) any pipework installed above ground is greater than 100 metres in length; or

d) the installation constitutes EIA development as defined by Regulation 2(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017; or

e) any development is within 50m of a Site of Special Scientific Interest; or

f) any development is on previously undeveloped land within 200m of a Site of Special Scientific Interest; or

g) any development within 500m of the Severn Estuary Ramsar Site, Severn Estuary Special Area of Conservation or Severn Estuary Special Protection Area; or

h) any above ground infrastructure would;

i) within the curtilage of a listed building; or

ii) be within the boundary of a Scheduled Monument, Registered Historic Park and Garden, Conservation Area or the curtilage of a Listed Building unless agreed in writing with the Local Planning Authority pursuant to condition [6] to this Order; or

i) the installation would be on a site designated as a Site of Special Scientific Interest, Ramsar Site, Site of Nature Conservation Interest, Special Area of Conservation, Special Protection Area, Regionally Important Geological Site or Local Nature Reserve pursuant to condition [5] to this Order; or

j) within areas to which a Direction under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015) is in force, the development is of a type described in that Direction.

k) any development would be on a site identified as a district park, local park, woodland or playing field.

Conditions

In these conditions:

‘the Order’ means the Oldham Heat Network local development order.

‘the Order Map’ means the map attached to this Order identifying the land subject to the Order and relevant planning and policy designations as may be updated from time to time.

‘the development’ means the development authorised by the Order as set out above.

‘the Local Planning Authority’ means Oldham Council.

‘Protected Sites’ include Sites of Special Scientific Interest, Ramsar Sites, Sites of Nature Conservation Interest, Special Areas of Conservation, Special Protection Areas, Regionally Important Geological Sites and Local Nature Reserves

‘Protected Species’ as defined in the Wildlife and Countryside Act 1981 (as amended), Conservation of Habitats and Species Regulations 2017 (as amended), Protection of Badgers Act 1992, Wild Mammals (Protection) Act 1996 and the Natural Environment and Rural Communities Act 2006.

The above development is permitted subject to the following conditions:

1. Expiry

Subject to any subsequent decision by the Local Planning Authority relating to its withdrawal, modification or extension, this Order shall expire after twenty years from the date of its adoption.

Reason: To ensure that the development is commenced and completed within a reasonable period of time.

Informative: Development permitted by this Order may be completed if it has been commenced in accordance with the terms of this Order before the expiry, modification or withdrawal or extension.

2. Design

Prior to the commencement of development, the colour and materials of any above ground infrastructure shall be specified and agreed in writing with the Local Planning Authority.

Reason: To minimise the visual impact of new development within the defined area for the Order in line with Policy 20 of the Development Plan Document Joint Core Strategy and Development Management Policies 2011.

3. Trees and Hedgerows

There shall be no lopping, topping, root reduction or removal of trees or hedgerows to accommodate the installation unless previously agreed in writing by the Local Planning Authority.

Reason: To ensure adequate protection of existing trees and hedgerows in line with Policies 6 & 21 of the Development Plan Document Joint Core Strategy and Development Management Policies 2011, and Policy JP-G7 of Places for Everyone joint Development Plan 2024.

4. Tree and Hedgerow Maintenance

If within a period of five years from the date of the planting of any tree, hedge or shrub or any replacement associated with development permitted by this Order (within the area shown on the attached Order Map) it is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or diseased, another tree, hedge or shrub of the same species and size as that originally planted shall be planted in the same location no later than the first available planting season, unless the Local Planning Authority agrees in writing that a different species, size and / or location may be substituted.

Reason: To ensure adequate protection of existing trees and hedgerows in line with Policies 6 & 21 of the Development Plan Document Joint Core Strategy and Development

Management Policies 2011, and Policy JP-G7 of Places for Everyone joint Development Plan 2024.

5. Biodiversity, Protected Species and Protected Sites

Where the installation is likely to cause a significantly adverse impact (as identified in consultation with an appropriately experienced ecologist) on (a) any green space(s) outside of the highway boundary (as shown on the Order Map) and (b) any protected species and/or (c) any protected sites, relevant surveys and proposals for mitigation and habitat reinstatement shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of that part of development. The development shall be carried out in accordance with approved details.

Reason: To avoid impacts on protected species and sites and ensure no net loss of biodiversity and ensure works are carried out to avoid adverse harm to protected species in accordance with paragraph 174 of the National Planning Policy Framework and Policy 21 of the Development Plan Document Joint Core Strategy and Development Management Policies 2011.

Informative: This condition is to be read alongside Part I restriction (i). Protected sites include Sites of Special Scientific Interest, Ramsar Sites, Sites of Nature Conservation Interest, Special Areas of Conservation, Special Protection Areas and Local Nature Reserves. Relevant surveys may include a Phase 1 Habitat Survey or a Preliminary Ecological Appraisal although these are not exhaustive and other surveys may be required.

6. Development within the boundary of a Scheduled Monument, Registered Historic Park and Garden, Conservation Area or curtilage of a Listed Building

No above ground development shall be carried out within the boundary of a Scheduled Monument, Registered Historic Park and Garden, Conservation Area or the curtilage of a Listed Building unless the location, design and materials of any above ground development or structures has previously been agreed in writing by the Local Planning Authority.

Reason: To minimise visual impact of new development against heritage assets in accordance with Policy 24 of the Development Plan Document Joint Core Strategy and Development Management Policies 2011; Policy JP-G7 of Places for Everyone joint Development Plan 2024; and to ensure development does not affect a listed building in accordance with Regulation 38(12)(a) of the Town and Country Planning (Development Management Procedure) (England) Order 2015.

7. Archaeology

No works shall take place until the developer has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure that archaeological remains and features are recorded prior to their disruption and to ensure new development safeguards or enhances heritage assets and the character and setting of areas of acknowledged importance such as archaeological remains in accordance with Policy 24 of the Development Plan Document Joint Core Strategy and Development Management Policies 2011, and Policy JP-P2: Heritage of Places for Everyone Joint Development Plan 2024.

8. Completion of a Programme of Archaeological Works

Within ninety days of the completion of each phase of development, the provision must be made to the Local Planning Authority for the analysis, publication and dissemination of results and archive deposition of the site investigation and post investigation assessment that has been completed in accordance with the programme set out in the Written Scheme of Investigation pursuant to condition [7].

Reason: To ensure that archaeological remains and features are recorded and published prior to their destruction.

9. Contaminated Land

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be implemented as approved, and a verification report submitted for approval.

Reason: To ensure that risks from land contamination both during the construction phase and to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. To ensure development is sited and designed in a way as to avoid adversely impacting upon creating exposure to contaminated land. To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site. This is in line with paragraph 196 of the National Planning Policy Framework.

10. Importation of Soils

Before each phase of development, any soil or soil-forming materials brought to site for use in soft landscaping, public open space or for filling and level raising shall be tested for contamination and suitability for use before any such materials are imported onto the site or used.

The methodology for such testing shall include information on the source of the materials, sampling frequency, testing schedules and criteria against which the analytical results will be assessed (as determined by a risk assessment) and testing shall then be carried out by a suitably qualified professional in accordance with such methodology.

Verification of compliance with the requirements of this condition [10] shall be submitted to and approved in writing by the Local Planning Authority prior to these materials being imported onto the site.

Reason: To ensure that contamination soils are not imported to the site and that the development shall be suitable for use with respect to land contamination.

11. Construction Environmental Management Plan

No development shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and been approved in writing by the Local Planning Authority. The plan should include the use of the best practice techniques to reduce and mitigate the effects of traffic, noise, vibration, dust and light pollution.

As a minimum, the CEMP must include individual phasing elements including;

(i) Extent of each phase on a scale plan

(ii) Confirmation that no phase will exceed 1 hectare at any one time, when considered individually or combined with other phases

(iii) Timescale for each phase

(iv) Inclusion of any above ground infrastructure for each phase

(v) A programme for the anticipated start and completion dates for each phase

(vi) Any known or anticipated highway closures or restrictions including any known or anticipated highway closures or restrictions that may impact on the strategic road network and its junctions related to each phase

(vii) Proposed route required for a specified phase

(viii) Construction hours

(ix) A scheme to manage construction activities and the storage of any chemicals including -

- securing any required de-watering of the site

- securing the protection of licenced and un-licenced sources of water

- securing the maintenance of any identified spring-fed flows

- securing the protection of groundwater dependent terrestrial ecosystems

Reason: In the interests of the amenities of surrounding occupiers during the construction of the development.

Informative: National Joint Utilities Group (NJUG) Guidelines should be adhered to when undertaking works permitted by this Order. Relevant undertakers and asset owners must be contacted for departing from the NJUG Guidelines.

12. High Risk Coal Mining Areas

Within the defined Development High Risk Area prescribed by The Coal Authority, prior to works commencing on that phase of the development, the following details shall be submitted to and approved in writing by the Local Planning Authority: a) a risk assessment highlighting the risk to the development, neighbouring occupiers, public safety, highway users and contractors from the coal mining legacy features present within the defined Development High Risk Area; and b) details of any mitigation measures necessary to allow development to proceed. The works shall be carried out in accordance with the approved details.

Reason: In the interests of public safety.

13. Post Construction

Within sixty working days of completion of any works, details shall be provided to the Local Planning Authority providing the date of completion and a map showing the geographical position of the completed works. This detail shall include:

(i) The location and route of the network;

(ii) The depth of the network;

(iii) The location of any above ground infrastructure; and

(iv) The location of any chambers

Reason: In the interests of the safe operation of the adopted highway and to allow the Local Planning Authority to monitor the take up and implementation of the development permitted by this Order.

14. Reinstatement

Prior to the expiry of ninety working days from the date of completion of the installation, maintenance or replacement works, the site shall be reinstated to the condition which existed prior to such works taking place unless an extension of time or variation in approach is granted in writing by the local planning authority.

Reason: To ensure that all land over the Oldham Heat Network is reinstated promptly and to an appropriate standard.

15. Biodiversity Net Gain Condition

Paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 states that planning permission is deemed to have been granted subject to the "biodiversity gain condition" which means development granted by this notice must not begin unless:

(a) a Biodiversity Gain Plan has been submitted to the planning authority for the relevant phase of development, and
(b) the planning authority has approved the plan, or
(c) the development is exempt from the biodiversity gain condition

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, is Sheffield City Council.

If the onsite habitat includes irreplaceable habitat (within the meaning of the Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024) there are additional requirements for the content and approval of Biodiversity Gain Plans.

If this permission which has been granted has the effect of requiring or permitting the development to proceed in phases. The modifications in respect of the biodiversity gain condition which are set out in Part 2 of the Biodiversity Gain (Town and Country Planning) (Modifications and Amendments) (England) Regulations 2024 would apply if the permission were subject to the biodiversity gain condition. In summary: Biodiversity gain plans would be required to be submitted to, and approved by, the planning authority before development may be begun (the overall plan), and before each phase of development may be begun (phase plans).

Advice about how to prepare a Biodiversity Gain Plan and a template can be found at Submit a biodiversity gain plan - GOV.UK (www.gov.uk).

The Biodiversity Gain Plan should be submitted as an 'application for approval of details reserved by condition following grant of planning permission' via the Planning Portal.

There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These can be found at: Biodiversity net gain - GOV.UK (www.gov.uk)

Informatives

Environmental Impact Assessment (EIA)

The proposed development subject to this LDO has been Screened for EIA purposes which indicates the proposals, alone and cumulatively, would not result in significant environmental effects, having had full regard to its characteristics, location, and types and characteristics of the potential impact/s. Regard has also been had to the conditions and mitigation measures. As significant environmental effects are not likely, the proposed LDO does not fall to be considered as EIA development.

Other Statutory Requirements

Whilst the Order grants planning permission for certain types of development as described, it does not grant any other consents that may be required under other legislation.

It will remain the responsibility of the developers to comply with all relevant legislation. Failure to comply with all relevant statutory requirements could result in development being unlawful or enforcement action being taken by Bristol City Council or other appropriate persons or bodies.

This legislation includes, but is not limited to, the following (as may be amended or re-enacted from time to time):

- The Ancient Monuments and Archaeological Areas Act 1979;
- The Highways Act 1980;
- Wildlife and Countryside Act 1981;
- Planning (Listed Buildings and Conservation Areas) Act 1990;
- Planning (Hazardous Substances) Act 1990;
- The Planning (Hazardous Substances) Regulations 1992;
- New Roads and Street Works Act 1991;
- The Hedgerow Regulations 1997;
- The Town and Country Planning (Tree Preservation) (England) Regulations 2012;
- The Town and Country Planning (Control of Advertisements) (England) Regulations 2007;
- The Building Regulations 2010;
- The Environmental Permitting (England and Wales) Regulations 2016;
- Conservation of Habitats and Species Regulations 2017;
- The Environment Act 2021; and
- Rules and Guidance issued by the Health and Safety Executive.

Procedure for Written Approval

A fee is payable to the Local Planning Authority in connection with any applications for written approval from the Local Planning Authority pursuant to this Order.

Timeframes for Local Planning Authority Approval

Where the Local Planning Authority's written approval is required pursuant to conditions 2, 3, 5, 7, 10, 11, 12 & 15to this Order the development must not begin or continue (as applicable) before the occurrence of one of the following –

(a) the receipt by the applicant from the Local Planning Authority of a written notice giving its approval of details submitted under this Order; or

(b) the expiry of [28] days following the date on which the application for written approval was received by the Local Planning Authority without the Local Planning Authority notifying the applicant as to whether approval is given or refused.

Monitoring and Review

The Order Map shall be kept under review and updated periodically by the Local Planning Authority to ensure it reflects the up to date planning and policy designations from time to time.

This Order shall be reviewed by the Local Planning Authority at five year intervals from the date on which it is made to ensure the objectives of the Order are being achieved and that it remains expedient for the proper planning of the area having regard to the development plan and other material planning considerations.

Appendix B – Statement of Reasons

Oldham Metropolitan Borough Council

District Heating Network Local Development Order (ref xx)

Town and Country Planning Act 1990 (as amended)

Statement of Reasons

Description of Development Permitted by this Local Development Order

1. The Local Development Order ("LDO") grants planning permission for the development of a District Heating Network (DHN) comprising of pipes, cables and wires, heat exchange equipment, street furniture, informational signage and ancillary engineering works within defined areas of land in the Metropolitan Borough of Oldham and shown on the attached map (ref xx), subject to conditions.

Justification for creating this Local Development Order

2. The principal aim of the LDO is to encourage the uptake and implementation of a DHN in accordance with Oldham Joint Core Strategy and Development Management Policies ("Local Plan") Policy 18 Energy; Oldham Emerging Local Plan Policy OTC1; Places for Everyone Policy JP-S3 Heat and Energy Networks; and the UK Clean Growth Strategy.

3. Oldham has been identified through the Advanced Zoning Programme as one of 19 areas for new zonal-scale heat networks. This programme is backed by national government to support areas in participating on a national programme of heat decarbonisation.

4. Oldham Metropolitan Borough Council ("Council") is determined to promote and support the development of an ambitious, Borough-wide DHN. By distributing heat to multiple users through a underground pipe network, several thousand homes and businesses can be connected to remote sustainable heat sources. This can be produced through connecting to the existing St Mary's heat network and the creation of a new energy centre at Rhodes Bank in the south of the town centre. This creates an opportunity for the creation of large volumes of heat, close to the densely developed urban area.

5. The Energy Masterplan identifies a realistic strategic network that could be developed over the long-term to supply circa 94MW of connected load with circa 28.5 MW of heat capacity from low carbon generation sources, articulating how a critical piece of infrastructure could help deliver the Council's carbon reduction and regeneration ambitions.

6. As part of the Department for Energy Security & Net Zero (DESNZ) Heat Network Zoning for Oldham, AECOM (as the appointed consultant) have identified three opportunity areas for heat network zones: Oldham Town Centre, Shaw, and Failsworth. These areas include a range of heat sources for this long-term project,

including Royal Oldham Hospital, Spindles Shopping Centre, and hundreds of development sites and existing buildings that could connect to make use of the heat. In simple terms, 28.5 MW of low carbon generation would provide enough heat for approximately 23,500 average homes.

7. The short-term priority for the Council is to build an initial network to supply heat from the existing St Mary's network and a new energy centre at Rhodes Bank to Oldham town centre in order to generate confidence in heat networks and allow expansion to further buildings and zones.

8. In addition, the key anticipated benefits are:

- Creation of construction and maintenance jobs;
- Supporting regeneration of Oldham town centre;
- Greater retention of wealth within the local economy;
- Demonstration of the benefits of district heating with a view to persuading public and private sector partners to connect;
- Initiation of a strategic network to allow the Council to implement Core Strategy Policy 18 Energy and Places for Everyone Policy JP-S3, allowing new developments to connect and providing an outlet for heat from proposed waste/energy activities in Oldham town centre, Shaw, and Failsworth; and,
- Improved comfort levels in flats and more controllable heating.

9. The Council regards the DHN as the key to unlocking long-term decarbonisation of heat in the Borough. DHN pipes can last up to 80 years, offering long term potential for future expansion to connect low carbon heat sources to dense town centre heat loads and industrial areas, principally by means of underground pipes.

10. The Council declared a climate emergency in July 2019. The Council is committed to the Borough being carbon neutral by 2030, with the Green New Deal outlining how low carbon heat networks can set the foundation to meeting this target, as well as attracting inward investment.

11. At a city region level Greater Manchester Combined Authority declared a climate emergency in 2019 and published a second Five-Year Environment Plan (2025 - 2030). This Plan outlines ambitions to become a carbon neutral region by 2038.

12. The LDO will help realise this goal through the Town Centre, Shaw, Failsworth and surrounding areas, in addition to preparing for evolving national regulation and zoning policies.

13. The LDO will offer certainty for those persons or businesses seeking to create or connect to the DHN by removing the requirement to obtain express planning permission in certain circumstances (set out in the LDO), subject to the specified exclusions (also set out in the LDO). Such permitted works are similar to those undertaken by statutory undertakers.

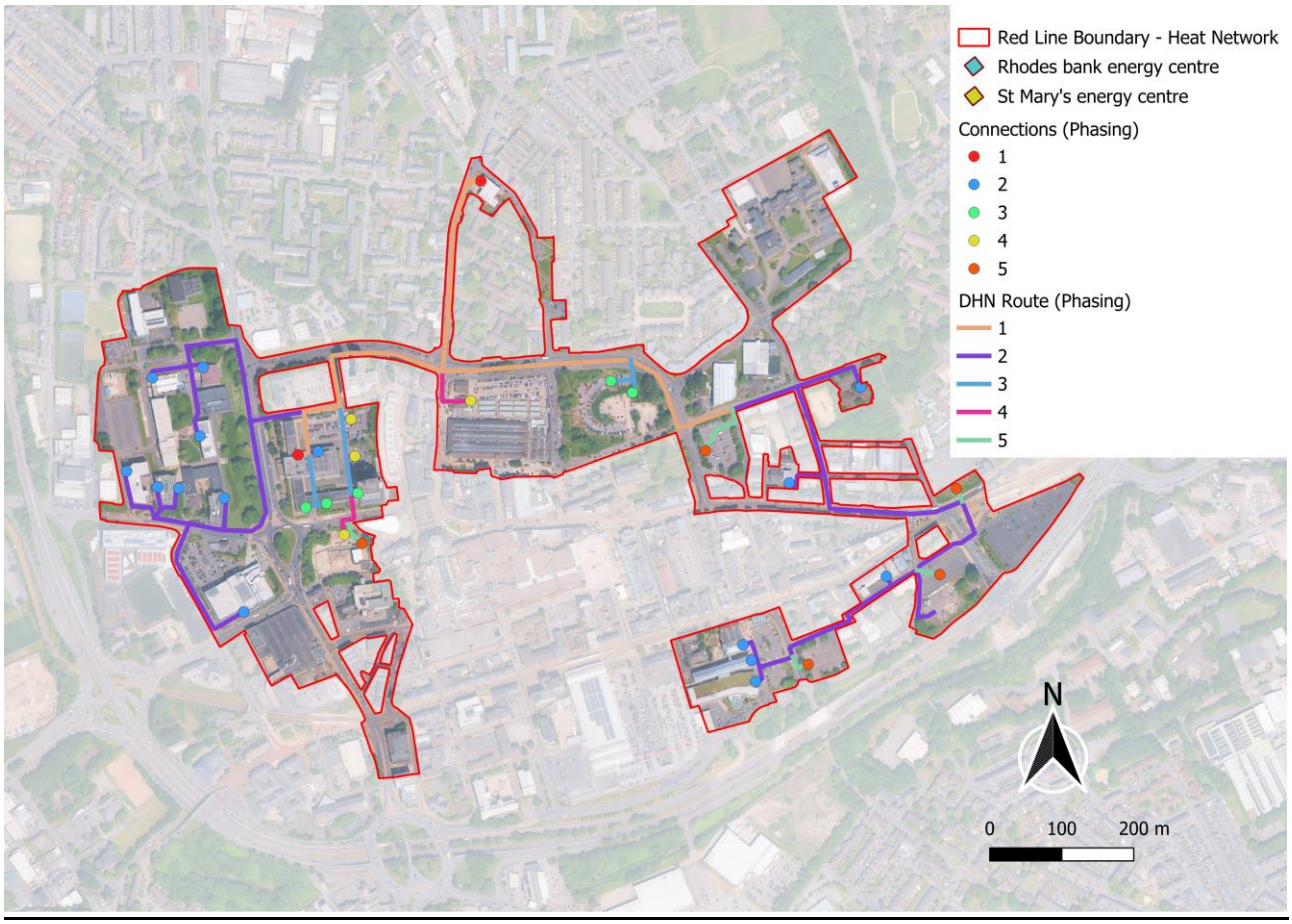
14. Furthermore, it ensures the planning system further facilitates delivery of the aspirations of the Council and wider community to deliver green energy facilities within the area, whilst retaining important safeguards over the appearance of installations. Planning permission is still required for large structures and development affecting listed buildings and development within the curtilage of

listed buildings which are excluded from the scope of the LDO. These measures will ensure that the LDO does not have a detrimental impact on the most valuable heritage assets.

15. Heritage assets within a Conservation Area will be protected by an additional restriction on the cubic volume and size of above ground structures. A more relaxed limit will apply in those areas not designated as a Conservation Area.

16. The LDO areas shown on Figure 1 below principally concern those areas of the public adopted highway, Council controlled land, large public institutions, Oldham Town Centre, and areas of high density of industrial units. The heat density mapping which informed heat zone opportunity areas has identified these to be the most suitable and likely location for creation or extension of a DHN.

Figure 1 – Order Map



Statement of Policies that this Local Development Order will implement

17. The LDO is consistent with and will help deliver a number of national and local planning policies and guidance.

18. The National Planning Policy Framework (NPPF) 2024 advises that local planning authorities should consider using Local Development Orders to set the planning framework for areas or categories of development, where the impacts would be acceptable, and in particular where this would promote economic, social or

environmental gains for the area, such as boosting enterprise and promoting low carbon technologies to reduce the impacts and mitigate the effects of climate change. In particular, the framework states that local planning authorities should actively support energy efficiency improvements and have a positive strategy to promote renewables.

19. Section 182 of the Planning Act 2008 puts a legal duty on local authorities to include policies on climate change mitigation and adaptation in Development Plan Documents. Section 14 of the National Planning Policy Framework (NPPF) 2024 details how the planning system should support the transition to net zero by 2050 and take full account of all climate impacts including overheating, water scarcity, storm and flood risks and coastal change. Paragraph 161 requires the planning system to help to:

    Shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

20. Paragraph 164 states that new development should be planned for in ways that:

    a) avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and

    b) can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.

21. Paragraph 165 states that to help increase the use and supply of renewable and low carbon energy and heat, plans should:

    a) provide a positive strategy for energy from these sources, that maximises the potential for suitable development, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts);

    b) consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development; and

    c) identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for

co-locating potential heat customers and suppliers.

22. The LDO accords and assists with implementation of Local Plan policies as follows:

Oldham Joint Core Strategy and Development Management Policies 2011

Policy 1: Climate Change and Sustainable Development

Development should adapt to and mitigate against climate change and address the low carbon agenda, contribute towards sustainable development, help create a sense of place, improve the quality of life for residents and visitors, and enhance the borough's image.

Policy 4: Promoting Sustainable Regeneration and Prosperity

Oldham will encourage and support sustainable, low carbon economic regeneration, diversification, growth and prosperity. The council will promote and support the development of a range of low carbon industries that contribute towards sustainable regeneration and prosperity across the borough by working with developers and partners, where appropriate.

Policy 18: Energy

Green energy will be promoted by reducing energy consumption and increasing energy conservation through sustainable construction, renewable technologies and low carbon energy. It will promote and facilitate appropriate viable green energy proposals to reduce carbon emissions whilst also reducing fuel poverty.

All developments over 1,000 square metres or ten dwellings and above are required to reduce energy emissions in line with targets of:

	Target Area 1 Network Expansion Area: Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling	**Target Area 2 Electricity intense area: Locations where the predominant building type has all electric services, resulting in higher associated carbon dioxide (CO2) emissions**	**Target Area 3 Micro generation area: Locations where lower densities and a fragmented mix of uses tend to favour building scale solutions**
Minimum Carbon Dioxide Reduction Requirements	Connect to a Combined Heat and Power (CHP) / district heating network	+ 17% increase on Part L for domestic; and + 10% increase on Part L for non-domestic buildings	+ 15% increase on Part L for domestic and non domestic buildings
Maximum Carbon	Up to 73%	Up to 56% for domestic buildings Up to 28% for	Up to 49% for domestic buildings; and Up to 42

Dioxide Reduction Requirements		non-domestic buildings	% for non domestic buildings

Where possible, new development will be required to connect or make contributions to existing or future decentralized heat or power schemes. Where possible new development will be used to help improve energy efficiency and increase decentralised, low-carbon energy supplies to existing buildings.

Within the borough the following strategic areas may have a role to play in achieving an increase in the level of decentralised, low carbon and renewable supply available, subject to appropriate planning and other considerations including environmental and health impacts:

- Oldham Town Centre.
- The centres of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill.
- Business and employment areas (i.e. Hollinwood, Foxdenton).
- Regeneration areas, including Housing Market Renewal areas.

Where suitable and appropriate, proposals for low carbon, decentralised and renewable energy, including any ancillary infrastructure, will be permitted in accordance with national and local policies. A development proposal must be acceptable taking into account the number, size, scale, siting and cumulative impacts of green energy schemes in terms of:

i. natural resources, including air and water quality, soil including peat which can act as an important carbon sink and mineral sterilisation; and
ii. aviation and highways safety; and
iii. existing transmitting or receiving systems; and
iv. shadow flicker, electromagnetic interference or reflected light; and
v. public access to the countryside, including footpath and bridleway users; and
vi. high quality design; and
vii. residential and workplace amenity or human health; and
viii. the visual amenity of the local area, including the sensitivity of local landscape character, through the number, scale, size and siting of renewable energy infrastructure, such as wind turbines, impact on the skyline, cumulative impact or the need for new power lines for connection to the supply grid; and
ix. biodiversity, nature conservation and the historic environment; and
x. the openness and visual amenity of the Green Belt; and
xi. the statutory purposes of the Peak District National Park.

Where proposals are likely to result in an unacceptable impact, the harm must be minimised through appropriate and effective mitigation measures, to be agreed by the council, otherwise permission will not be granted.

Places for Everyone Joint Development Plan 2024

Policy JP-S1: Sustainable Development

Greater Manchester will be carbon neutral by 2038 which it will meet through a variety of measures including through the delivery of renewable and low carbon energy schemes.

Policy JP-S2: Carbon and Energy

The aim of delivering a carbon neutral Greater Manchester no later than 2038, with a dramatic reduction in greenhouse gas emissions, will be supported through a range of measures including:

- Promoting and retrofitting of existing buildings to improve energy efficiency and generate renewable and low carbon energy, heating and cooling.
- Taking a positive approach to renewable and low carbon energy schemes, particularly schemes that are led by, or meet the needs of local communities.
- New development needs to consider the energy hierarchy of:
  - i. Minimise energy demand;
  - ii. Maximise energy efficiency;
  - iii. Use renewable energy;
  - iv. Use low carbon energy; and
  - v. Utilise other energy sources.
- Where practicable, prioritise connection to a renewable energy/heating/cooling network in the first instance or a low carbon energy/heating/cooling network that is adaptable to non-fossil fuels at a later date.
- For non-residential developments, achieve at least BREEAM excellent standard.

Policy JP-S3: Heat and Energy Networks

Support for the provision of decentralised energy infrastructure to meet objectives for low carbon growth, carbon reductions and an increase in local energy regeneration. The following measures will help to achieve this:

1. Delivery of renewable and low carbon energy schemes will be supported with particular emphasis on the use of decentralised energy networks in areas identified as “Heat and Energy Network Opportunity Areas.
2. Within the identified “Heat and Energy Network Opportunity Areas” it is expected that:
   - a. new residential development of 10 or more dwellings and other development over 1,000 sqm floorspace shall:
     - i. Connect to an existing or planned heat/energy network or be designed to enable future connection (where within 500m of such a network); and/or
     - ii. Install a site-wide or communal heat/energy network solution.
   - b. An expectation that new industrial development will demonstrate that opportunities for using waste heat locally have been fully examined, and included in proposals;
   - c. An expectation that where publicly-owned buildings and assets adjoin new major development sites, opportunities for these buildings and assets to connect to site-wide proposals will be considered; and
   - d. An expectation that any site-wide networks will be designed so as to enable future expansion to adjoining buildings or assets as appropriate.

Policy JP-J1: Supporting Long-Term Economic Growth

To support a thriving, inclusive and productive economy, emphasis will be on a range of measures including grasping the economic opportunities from the global transition to a low carbon economy.

Legal advice

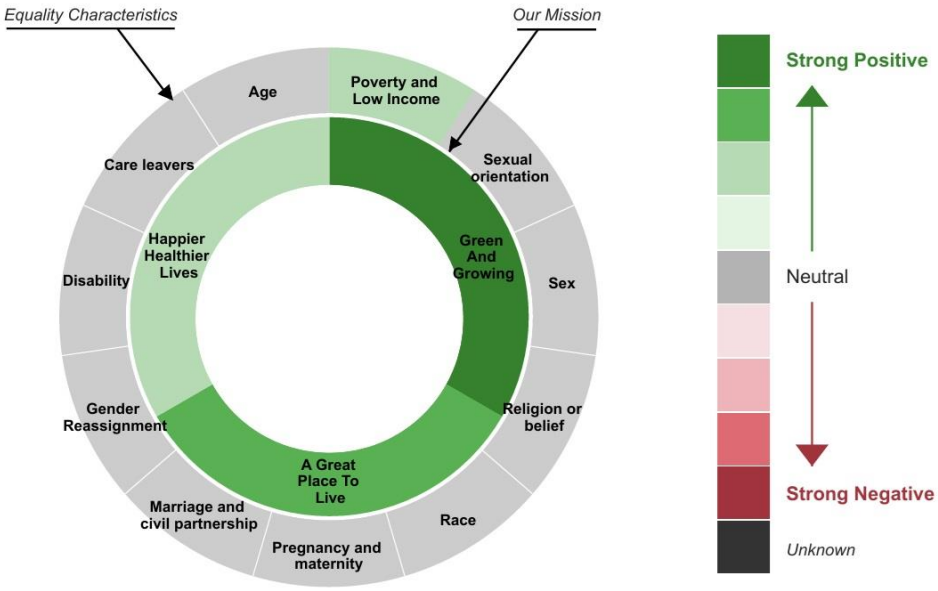
The LDO has been reviewed by the Council's legal department who confirm that it complies with the statutory requirements as set out in the Town and Country Planning Act 1990 (as amended) and Planning and Compulsory Purchase Act 2004 and requirements of current Government guidance.

Appendix C – Equality Impact Assessment

Portfolio
Growth
Directorate
Place
Service/Team
Growth
Is this IA related to a Budget Reduction proposal? **No**

Oldham Heat Network

completed/last updated by Andrew Hunt on 29/07/2026



Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Happier Healthier Lives	Moderate Positive	Possible	Long Term	2	The project will help to stabilise energy costs for Town Centre residents and so help to control levels of fuel poverty
A Great Place To Live	Moderate Positive	Very Likely	Long Term	4	The project will provide a critical piece of energy infrastructure to support the wider regeneration of Oldham Town Centre
Green And Growing	Strong Positive	Very Likely	Long Term	8	The project will make a major contribution to energy security and carbon emissions reduction through the provision of locally sourced, sustainable heat to town centre businesses and residents

Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Neutral	Very Likely	Long Term	0	
Care leavers	Neutral	Very Likely	Long Term	0	
Disability	Neutral	Very Likely	Long Term	0	
Gender Reassignment	Neutral	Very Likely	Long Term	0	
Marriage and civil partnership	Neutral	Very Likely	Long Term	0	
Pregnancy and maternity	Neutral	Very Likely	Long Term	0	
Race	Neutral	Very Likely	Long Term	0	
Religion or belief	Neutral	Very Likely	Long Term	0	
Sex	Neutral	Very Likely	Long Term	0	
Sexual orientation	Neutral	Very Likely	Long Term	0	
Poverty and Low Income	Moderate Positive	Possible	Long Term	2	The Outline Business Case for the project shows an expected fall in the price of heat to social housing customers at St Mary's

Emergency Powers Decision Report

Zonal Boundary Consultation

Decision Maker: Chief Executive

Service Area: Growth
Directorate: Place & Economic Growth
Report Author: Andrew Hunt, Green Energy & Sustainability Manager
Email: andrew.hunt@oldham.gov.uk

Date of Decision: 5 October 2026

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1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

Cabinet's approval to publicly consult on the draft Zonal Boundary associated with the Oldham District Heat Network Zone which will be designated as part of forthcoming national Heat Network Zoning legislation.

3. Reason for urgency

Carrying out a Zonal Boundary Consultation is a key activity under the national Advanced Zoning Programme in which Oldham is a Tier 1 participant along with Stockport and Trafford and for which Oldham currently has a live procurement for a heat network development partner. Completion of this activity is also required for Oldham to progress implementation of a new Zoning Co-ordination Body alongside Trafford and Stockport, working with the GM Combined Authority and DESNZ.

4. Risk(s) of not taking the decision

Oldham will not be able to confer heat network zone development rights to our future procured development partner under the new national heat network zoning legislation if the Zoning Boundary Consultation is not carried out.

5. Financial impact if decision not taken forward

Costs associated with a potentially failed heat network development partner procurement exercise and potential loss of grant funding associated with the Zoning Co-ordination Body design and implementation work with GMCA and DESNZ.

6. Statutory Officer clearances

a. Section 151 Officer

Name: Lee Walsh
Date 14 September 2026
Comments:

The recommendation to undertake consultation on the draft Zonal Boundary Consultation for the Oldham District Heat Network does not give rise to any additional financial implications. All costs associated with the consultation process, including officer time, will be met from within existing approved budgets and resources.

b. Monitoring Officer

Name: Alex Bougatef
Date: 14 September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

Report to CABINET

Zonal Boundary Consultation for Oldham District Heat Network

Officer Contact: Emma Barton, Executive Director of Place (Deputy Chief Executive)

Report Author: Andrew Hunt, Green Energy & Sustainability Manager

Email: Andrew.hunt@oldham.gov.uk

21 September 2026

Reason for Decision

The purpose of this report is to seek Cabinet's approval to publicly consult on the draft Zonal Boundary associated with the Oldham District Heat Network Zone which will be designated as part of forthcoming national Heat Network Zoning legislation.

Recommendations

1. That the draft Zonal Boundary (provided at Appendix A) be approved for public consultation.
2. That once the Zonal Boundary Consultation is complete, authority be delegated for implementation of the results of the consultation and finalisation of the Zonal Boundary to the Deputy Chief Executive (Place) in consultation with the Leader of the Council and Directors of Legal Services and Growth, in line with any adopted process in respect of the forthcoming Zoning Co-ordination Body

Zonal Boundary Consultation for Oldham District Heat Network

1 **Background**

1.1 Oldham Council is seeking to establish a Strategic Energy Partnership. The 'anchor' project for the Partnership will be the £27m Oldham Town Centre Heat Network, which will serve a range of Council buildings, The Oldham College, the new Muse housing developments and other new developments across the town centre. The new heat network is intended to also incorporate the existing heat network at St Mary's, which is currently owned by First Choice Homes Oldham. The new extended heat network will utilise local heat sources such as air source, biomass, minewater source and wastewater source to provide energy security and heat cost stability to town centre businesses and residents.

1.2 This £27m town centre heat network is intended to constitute the "Reference Scheme" for a much larger district heat network across a new Heat Network Zone in Oldham. In autumn 2026, new national legislation will create new Heat Network Zones across the UK, where feasibility work has shown that district heating is the most cost-effective solution for providing locally sourced, sustainable heat for public, commercial and residential buildings. The new national legislation will introduce powers for large heat users and new developments within Heat Network Zones to be mandated to connect to heat networks. Oldham's Heat Network Zone is centred around Oldham Town Centre and the Outline Business Case for this Heat Network Zone shows potential for around £265m of heat network infrastructure.

1.3 Oldham is one of three Greater Manchester Local Authorities (along with Trafford and Stockport) taking part in the national Advanced Zoning Programme (AZP) for Heat Networks, working with the GM Combined Authority (GMCA) and the Department for Energy Security and Net Zero (DESNZ). As part of this programme, it is intended that Oldham's Strategic Energy Partner (currently in procurement) will inherit the rights to develop Oldham's Heat Network Zone.

1.4 Oldham Council is also participating in the design process for a new Zoning Co-ordination Body (ZCB) to administer the development of Heat Network Zones in the. Design work so far will aim to establish GMCA as the primary ZCB, with decision-making authority on specific local Heat Network Zones to be delegated to individual AZP Local Authorities including Oldham Council. The GMCA has submitted to DESNZ an indicative request for funding to resource the ZCB within GMCA and the three AZP Local Authorities of £4.5m for the first three years of operation. The ZCB will oversee the designation of the Heat Network Zones and various required activities associated with the development of the Heat Network Zones, including enforcement of heat network connections for large energy users and new developments.

1.5 One of the required activities before a Heat Network Zone can be formally designated is that the proposed Zonal Boundary should be subject to a public consultation. Once the Zone is designated, all qualifying buildings with the Zone will be mandated to connect to heat networks. This report therefore seeks approval for Oldham Council to carry out a public consultation in respect of the proposed boundary for the Oldham AZP Zone.

2 Current Position

2.1 At this point in time, the decision required is one to agree to publicly consult on the draft Zonal Boundary. Once the consultation has concluded and the results of the consultation incorporated into the final Zonal Boundary, it is expected that a further Cabinet decision would be required to implement the Zonal Boundary as part of the expected wider Zoning Co-ordination Body approvals process which will be approved separately via future decisions at GMCA and Oldham Council Cabinet, along with a resourcing budget. However, this report seeks delegated approval for the Zonal Boundary implementation process once the consultation is complete and ZCB process approved.

2.2 A map of the draft Zonal Boundary is included in this report at Appendix A.

3 Options/Alternatives

3.1 Option 1 – Approve a public consultation on the draft Zonal Boundary for the AZP Heat Network Zone in Oldham. Under this option, the Council will be able to progress work to designate Oldham's Heat Network Zone under the forthcoming national Heat Network Zoning legislation and remain compliant with the requirements of the forthcoming Zoning Co-ordination Body, as well as maximising the probability that the Council's procured Strategic Energy Partner will inherit the rights to develop the Heat Network Zone in Oldham.

3.2 Option 2 – Do not approve a public consultation on the draft Zonal Boundary for the AZP Heat Network Zone in Oldham. Under this option, the Council will not be able to progress work to designate Oldham's Heat Network Zone under the forthcoming national Heat Network Zoning legislation and will not be able to remain compliant with the requirements of the forthcoming Zoning Co-ordination Body. Consequently it will not be possible for Oldham's procured Strategic Energy Partner to inherit the rights to develop the Zone in Oldham, significantly limiting the potential local economic benefits associated with investment in this key energy infrastructure.

4 Preferred Option

4.1 Option 1 – Approve a public consultation on the draft Zonal Boundary for the AZP Heat Network Zone in Oldham. Under this option, the Council will be able to progress work to designate Oldham's Heat Network Zone under the forthcoming national Heat Network Zoning legislation and remain compliant with the requirements of the forthcoming Zoning Co-ordination Body, as well as maximising the probability that the Council's procured Strategic Energy Partner will inherit the rights to develop the Heat Network Zone in Oldham.

5 Consultation

5.1 Public consultation will be carried out by the Council with the support of the consultants who are advising on the District Heat Network.

6 Financial Implications

6.1 Approval to progress to a public consultation on the draft Zonal Boundary for the AZP Heat Network Zone will have minimal financial implications.

6.2 Any costs incurred will be funded from within existing budget provision.
[John Hoskins]

7 Legal Implications

7.1 Procurement has confirmed that this is not a procurement matter. The Report seeks approval to undertake a public consultation. Responsibility for the consultation process, decision making route and proposed delegations rests with the Report author and sponsoring service who should ensure these matters are appropriately reflected within the Report and comply with any applicable statutory, constitutional and governance requirements.

7.2 Any future procurement or contractual arrangements relating to the Strategic Energy Partnership and/or Heat Network Zone will be subject to separate governance and approval processes

[Sukie Kaur – Solicitor]

8. **Procurement Implications**

8.1 N/A

9 **Equality Impact, including implications for Children and Young People**

9.1 EIA provided at Appendix B.

10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 FCR-27-26

12 **Background Papers**

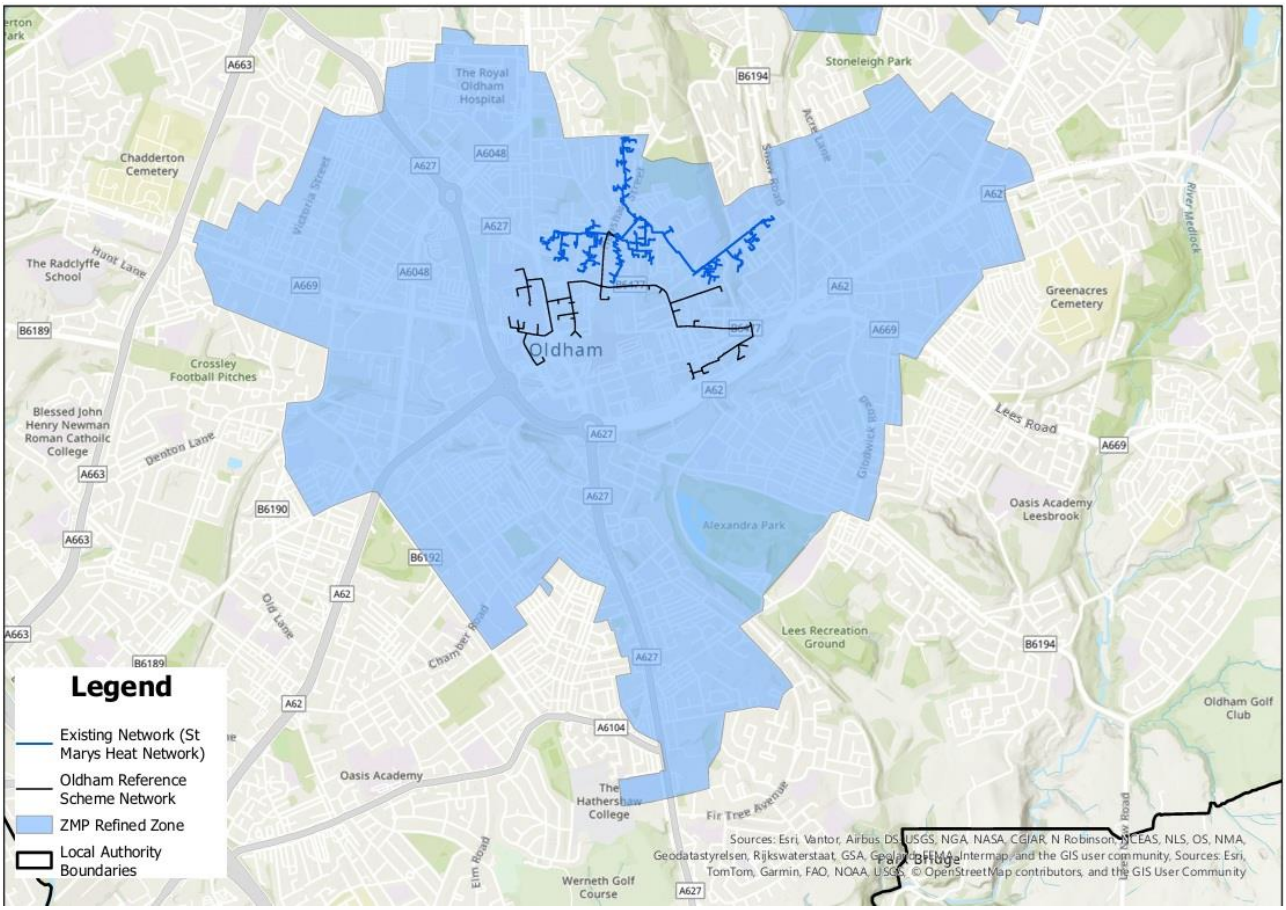
N/A

13 **Appendices**

A – Draft Zonal Boundary for consultation

B – Equality Impact Assessment

Appendix A – Draft Zonal Boundary for consultation



Appendix B – Equality Impact Assessment

Portfolio
Growth
Directorate
Place
Service/Team
Growth
Is this IA related to a Budget Reduction proposal? **No**

Oldham Heat Network

completed/last updated by Andrew Hunt on 29/07/2026

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Happier Healthier Lives	Moderate Positive	Possible	Long Term	2	The project will help to stabilise energy costs for Town Centre residents and so help to control levels of fuel poverty
A Great Place To Live	Moderate Positive	Very Likely	Long Term	4	The project will provide a critical piece of energy infrastructure to support the wider regeneration of Oldham Town Centre
Green And Growing	Strong Positive	Very Likely	Long Term	8	The project will make a major contribution to energy security and carbon emissions reduction through the provision of locally sourced, sustainable heat to town centre businesses and residents

Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Neutral	Very Likely	Long Term	0	
Care leavers	Neutral	Very Likely	Long Term	0	
Disability	Neutral	Very Likely	Long Term	0	
Gender Reassignment	Neutral	Very Likely	Long Term	0	
Marriage and civil partnership	Neutral	Very Likely	Long Term	0	
Pregnancy and maternity	Neutral	Very Likely	Long Term	0	
Race	Neutral	Very Likely	Long Term	0	
Religion or belief	Neutral	Very Likely	Long Term	0	
Sex	Neutral	Very Likely	Long Term	0	
Sexual orientation	Neutral	Very Likely	Long Term	0	
Poverty and Low Income	Moderate Positive	Possible	Long Term	2	The Outline Business Case for the project shows an expected fall in the price of heat to social housing customers at St Mary's

Emergency Powers Decision Report

Sites of Biological Importance Update

Decision Maker: Chief Executive

Service Area: Planning & Development
Directorate: Place
Report Author: Peter Richards, Assistant Director for Planning & Development
Email: peter.richards@oldham.gov.uk

Date of Decision: 5 October 2026

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1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

To adopt changes to the Sites of Biological Importance (SBI) within the Borough, including boundary changes at Fennifield Lilly Pond and Castleshaw Pasture.

3. Reason for urgency

SBIs play an important role in maintaining and improving important habitats in the borough, and their designations and boundaries are necessary to help inform robust planning decisions on applications within or near to the SBIs. As such, any updates to the SBIs in the borough need to be adopted in a timely manner to ensure that planning decisions are being made on the up-to-date boundaries and information on SBIs. Therefore, this decision should not be delayed.

4. Risk(s) of not taking the decision

The risks of not adopting the changes to the SBIs will result in the Council failing to utilise the most recent and up-to-date specialist ecological advice available. This may result in the Council determining planning applications, formulating policy, or providing advice based on out-of-date information and evidence. The Council may also be failing in its Biodiversity Duty and failing to have regard to the GM Local Nature Recovery Strategy (LNRS).

5. Financial impact if decision not taken forward

The proposed SBI boundary changes relate to land that is not in the ownership of the Council and, as such, do not result in any direct financial implications for the council.

6. Statutory Officer clearances

a. Section 151 Officer

Name: Lee Walsh
Date 14 September 2026
Comments

This decision seeks approval to incorporate changes to Sites of Biological Importance (SBI), including boundary amendments, within the Borough. As the proposed changes relate solely to land that is not in Council ownership, there are no direct financial implications arising from this proposal.

b. Monitoring Officer

Name: Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

Report to CABINET

Sites of Biological Importance Update

Portfolio Holder:

Officer Contact: Emma Barton, Deputy Chief Executive – Place

Report Author: Reuben Passi, Graduate Planning Officer
Email: reuben.passi@oldham.gov.uk

21 September 2026

Reason for Decision

The reason for this decision is to adopt changes which have occurred to Sites of Biological Importance (SBI), including boundary changes, within the Borough.

Appendix 1 provides maps of the revised SBI boundaries (Fennifield Lily Pond and Castleshaw Pasture). These changes are outlined in Appendix 2 and 3 alongside details of the SBIs reviewed.

Recommendations

1. To adopt the changes to the Sites of Biological Importance (SBI), including their boundaries (at Fennifield Lilly Pond and Castleshaw Pasture) within the Borough, as outlined in Appendix 1, 2 and 3; and to

2. Note the District Synopsis and District Fact Sheet.

Site of Biological Importance Update

1 **Background**

1.1 The Greater Manchester Ecology Unit (GMEU) periodically surveys SBI's across Greater Manchester as part of a continuous process and notifies the Council when there are changes that need to be made to the designations. There may be boundary or grade changes, or where new sites are identified, or existing sites deleted.

1.2 The report links to the Council priorities of a 'Great Place to Live' and 'Green and Growing', in that it looks to protect SBIs which are a local nature designation.

1.3 In terms of implications, the risks of not adopting the changes to the SBIs will result in the Council failing to utilise the most recent and up-to-date specialist ecological advice available. This may result in the Council determining planning applications, formulating policy, or providing advice based on out-of-date information and evidence. The Council may also be failing in its Biodiversity Duty and failing to have regard to the GM Local Nature Recovery Strategy (LNRS).

2 **Current Position**

2.1 This report outlines changes to SBIs from site surveys carried out by GMEU in 2023 (received 2026). GMEU have always reported after the survey year, but this gap has increased.

2.2 During the review period, no sites were removed from the Register.

2.3 Castleshaw Pasture gained 3.8ha of additional grassland habitat. The site was also upgraded from a Grade B to a Grade A due to the quality and rarity of the grassland habitat. The site is not in Council ownership and is within the Green Belt and partly within the Scheduled Ancient Monument.

2.4 Fennifield Lilly Pond lost 0.3ha due to the loss of a pond to natural succession and lack of management. The site is not in Council ownership.

2.5 Kenworthy Gardens were also visited to be assessed for SBI potential, but it did not currently meet the SBI Guidelines criteria.

2.6 Crime Lake & Fairbottom Branch Canal, Field by White Brook and Dick Clough were reviewed but had no significant changes since their last review and no updated citations were required so only a monitoring form was completed

2.7 Overall, there has been a net gain in the hectarage of SBIs by 3.5ha (0.1%) since the 2022 review. Oldham has a total of 40 SBIs (one being within the Peak District National Park), which has increased overtime from 18 since 1984.

3 **Options/Alternatives**

3.1 **Option 1 -** To adopt the changes to the Sites of Biological Importance (SBI), including their boundaries (at Fennifield Lilly Pond and Castleshaw Pasture) within the borough, as outlined in Appendix 1, 2 and 3. The advantage of this option is that any SBI additions will be subject to the principles set out in National Planning Policy Framework (NPPF) to avoid, mitigate and as a last resort compensate any harm. It will also contribute to the GM Local Nature Recovery Strategy (LNRS) Target 1: To increase the amount of land

designated for nature by 5,000ha by 2035, growing this from 11% to 15% of the city-region. There are no disadvantages to this option.

3.2 **Option 2** – To not adopt changes to Sites of Biological Importance (SBI), including their boundaries within the borough (at Fennifield Lilly Pond and Castleshaw Pature), as outlined in Appendix 1, 2 and 3. The disadvantage is that the boundary additions will not have been designated and therefore the full extent of the SBI's may not be given due consideration under NPPF, Places for Everyone (PfE) and the Local Plan. This option would not contribute to the LNRS Target 1: To increase the amount of land designated for nature by 5,000ha by 2035, growing this from 11% to 15% of the city-region. There are no advantages to this option.

4 Preferred Option

4.1 Option 1 is the preferred option - to adopt the changes to the Sites of Biological Importance (SBI), including their boundaries (at Fennifield Lilly Pond and Castleshaw Pasture) within the borough, as outlined in Appendix 1, 2 and 3.

5 Consultation

5.1 No consultation undertaken. When surveying sites GMEU follow the guidelines set out in the GMEU 'SBI Selection Guidelines'[1]. This Report is presented in an open and transparent manner.

6 Financial Implications

6.1 The proposed SBI boundary changes relate to land that is not in the ownership of the Council and, as such, do not result in any direct financial implications. (Mohammed Hussain)

7 Legal Implications

7.1 Designating land as a Site of Biological Importance enables appropriate planning policies in the NPPF and the Council's Local Plan to be applied in respect of planning applications affecting the land. In accordance with the scheme of delegation for Local Development Framework matters, updates to the Sites of Biological Importance can be regarded as part of the evidence base for the Local Plan and therefore the report can be approved by the Portfolio Member in consultation with the Executive Director. (A Evans)

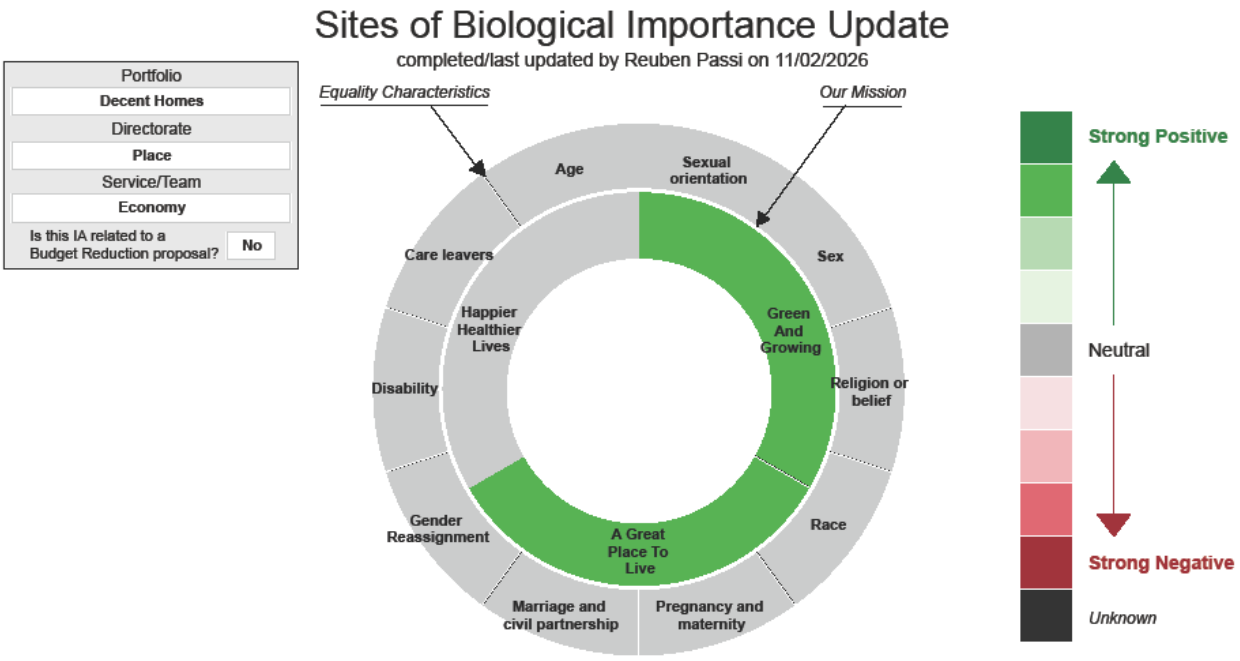
8. Procurement Implications

8.1 None. (SKapoor- Commercial Procurement Unit)

9 Equality Impact, including implications for Children and Young People

9.1 No. Please see Impact Assessment below.

[1] The SBI Selection Guidelines are available at https://gmlrc.org/sites_of_biological_importance/.



10 **Key Decision**

10.1 Yes.

11 **Key Decision Reference**

11.1 RBO-05-26.

12 **Background Papers**

12.1 Sites of Biological Importance Selection Guidelines (2024) - https://gmlrc.org/sites_of_biological_importance/.

13 **Appendices**

13.1 Appendix 1 - Maps of SBIs at Castleshaw Pasture and Fennifield Lilly Pond.

Appendix 2 - District Synopsis.

Appendix 3 – District Fact Sheet.

SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, Tameside, SK16 4LA
(Private & Confidential)

Greater Manchester Ecology Unit

Site Name: Castleshaw Pasture		**District:** Oldham
Location: Castleshaw	**Grid Ref:** SD998094	**Grade:** A

SITE LOCATION MAP (1:10000)

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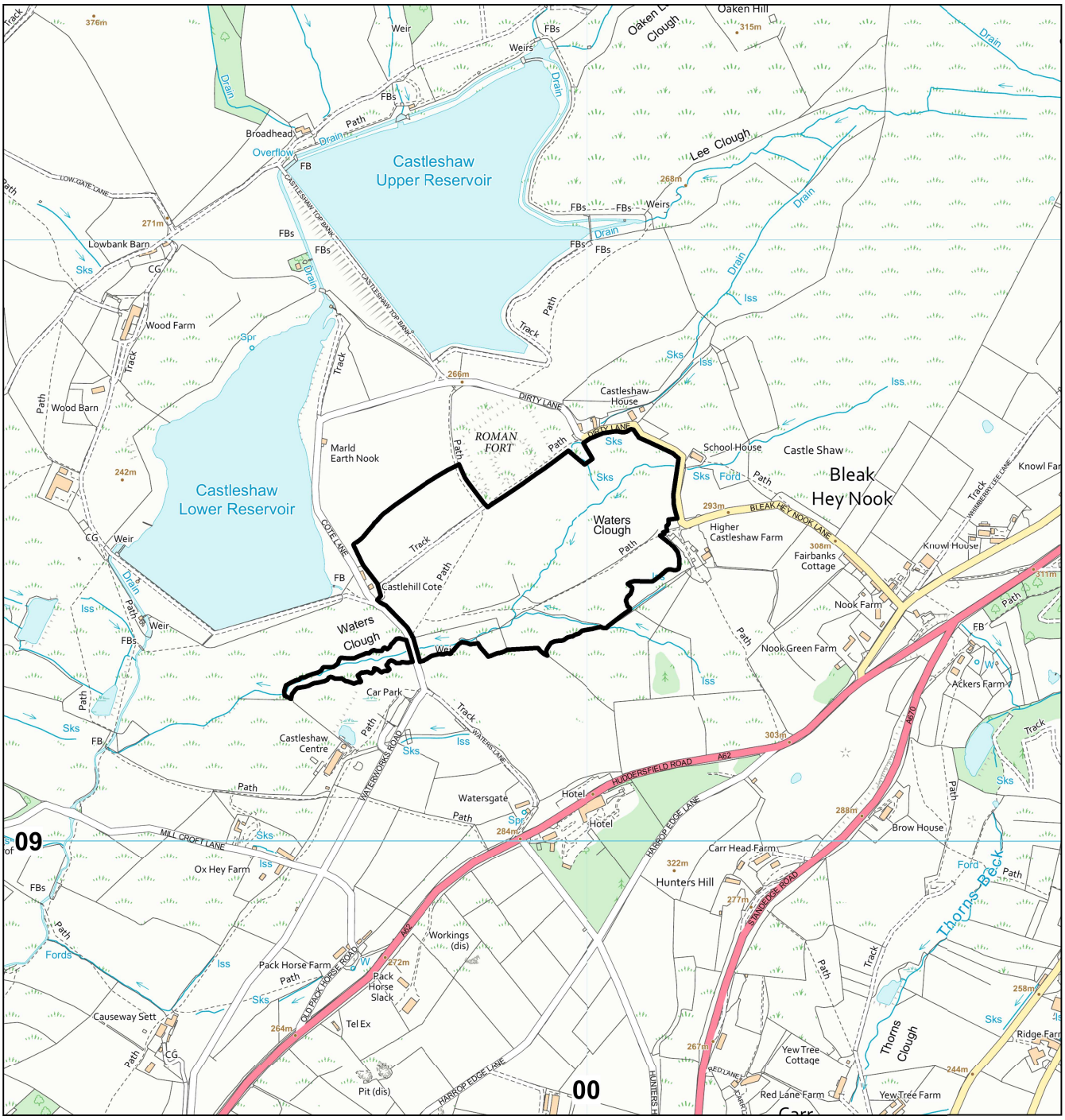

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SITES OF BIOLOGICAL IMPORTANCE IN GREATER MANCHESTER
Greater Manchester Ecology Unit
Dukinfield Town Hall, King Street, Dukinfield, SK16 4LA
(Private & Confidential)

Greater Manchester Ecology Unit

Site Name: Fennifield Lilly Pond		**District:** Oldham
Location: Bardsley	**Grid Ref:** SD932015	**Grade:** C

SITE LOCATION MAP (1:10,000)
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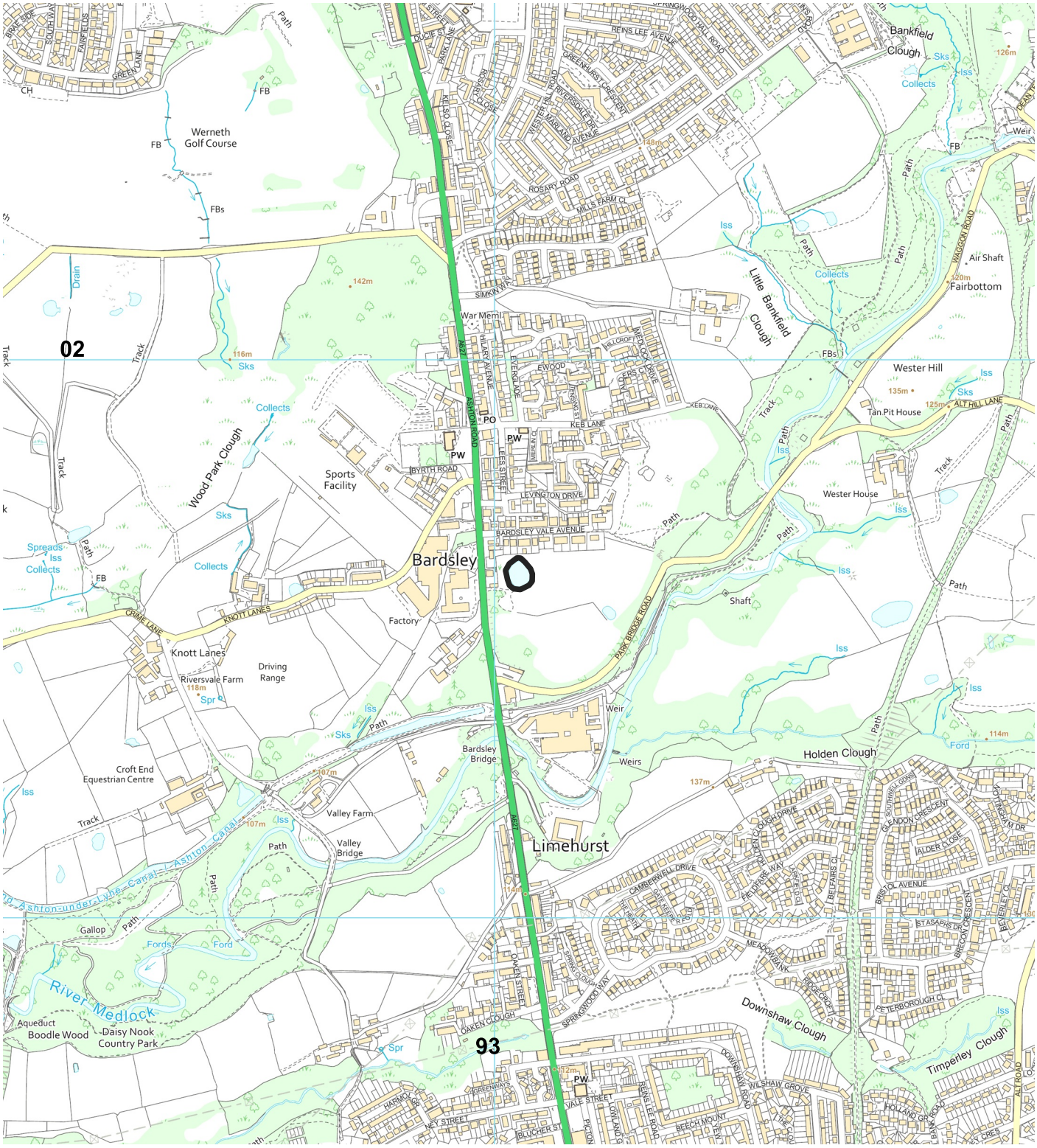

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SBI REVIEW - 2023

OLDHAM – DISTRICT SYNOPSIS

Greater Manchester Ecology Unit

In the review year January – December 2023, the Ecology Unit visited 6 SBIs and potential SBIs, representing some 15% of Oldham's SBIs.

During the review period, no sites were added to or removed from the Register.

Castleshaw Pasture gained 3.8ha of additional grassland habitat. The site was also upgraded to A due the quality and rarity of the grassland habitat.

Fennifield Lilly Pond lost 0.3ha due to the loss of a pond to natural succession and lack of management.

The following sites had no significant changes since their last review and no updated citations were required so only a monitoring form was completed: **Crime Lake & Fairbottom Branch Canal**, **Field by White Brook** and **Dick Clough**.

Kenworthy Gardens were also visited to be assessed for SBI potential but it did not currently meet the SBI Guidelines criteria (2016).

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SITES OF BIOLOGICAL IMPORTANCE IN OLDHAM
2023 REVIEW

Greater Manchester Ecology Unit

DISTRICT FACT SHEET (All areas in hectares)

OLDHAM

				Net Change 2022 – 2023	
	1984	**2022**	**2023**	**No.**	**%**
TOTAL NUMBER OF SBIS	18	40	40	-	-
TOTAL AREA OF SBIS	142.4	3468.8	3472.3	+3.5	+0.1
TOTAL NUMBER GRADE A	2	10	11	+1	+10
TOTAL AREA GRADE A	29.8	3288.3	3302.2	13.9	+0.4
TOTAL NUMBER GRADE B	5	17	16	-1	-5.9
TOTAL AREA GRADE B	62.1	138.3	128.2	-10.1	-7.3
TOTAL NUMBER GRADE C	11	13	13	-	-
TOTAL AREA GRADE C	50.5	42.2	41.9	-0.3	-0.7

Grid Ref	**Change in Grade of existing SBI**	**2022**	**2023**
SD998094	Castleshaw Pasture	B	A

Grid Ref	**New Sites**	**Grade**	**Area**
-	-	-	-

Grid Ref	**Site Deleted in Part or in Total**	**Grade**	**Area lost**	**Present Total**
SD932015	Fennifield Lily Pond	C	0.3	0.2

Grid Ref	**Partial Gains**	**Grade**	**Area Ganed**	**Present Total**
SD998094	Castleshaw Pasture	A	3.8	13.9

Grid Ref	**Site visited with no change/change to description only**
SD920010	Crime Lake & Fairbottom Branch Canal
SE005057	Field by White Brook
SE008046	Dick Clough

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Emergency Powers Decision Report

Oldham Council

Parent Infant Mental Health Service (PIMHS)

Decision Maker: Shelley Kipling, Chief Executive

Service Area: Children's Services Integration
Directorate: Children and Young People
Report Author: Chantelle Fraser, Commissioning Officer CYP, Ryan Rothery, Best Start in Life Programme Manager
Email: Chantelle.fraser@oldham.gov.uk

Date of Decision: 17 October 2026

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1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

Oldham Council currently commissions Pennine Care NHS Foundation Trust to deliver the Parent Infant Mental Health Service (PIMHS) as part of the Family Hubs and Best Start in Life offer. The current contract expires on 6 January 2027 and contains no option to extend.

The service is performing well and provides specialist clinical support for vulnerable families. To ensure continuity of service delivery and retain the skilled clinical workforce, it is proposed that the Council undertakes a Provider Selection Regime (PSR) Direct Award Process C. This is considered the most appropriate procurement route for a health-based service of this nature. Awarding a further one-year contract will avoid disruption to families accessing the service and provide time to review and develop longer-term commissioning arrangements, taking account of the confirmation of Best Start in Life grant funding through to 2029.

Recommendation: Approve the completion of a Provider Selection Regime (PSR) Direct Award Process C for the Parent Infant Mental Health Service for a period of one year from 7 January 2027 to 6 January 2028, total value £261,000.00. Approve the use of Best Start in Life funding to support the contract award. Delegate authority to the Director to award the contract following the successful completion of the PSR process.

3. Reason for urgency

The current contract expires on 6 January 2027 and does not contain an option to extend. To enable sufficient time to complete the Provider Selection Regime (PSR) Direct Award Process C, issue the required notices and complete governance processes ahead of the contract expiry date, a decision is required before the next Cabinet meeting. Failure to do so could result in delays to the procurement process and a potential interruption to service delivery.

4. Risk(s) of not taking the decision

Failure to take a decision could result in delays to the procurement process and a potential interruption to service delivery. There is also a risk that specialist clinical staff employed within the service would seek alternative employment, resulting in the loss of valuable expertise, established relationships and local knowledge.

5. Financial impact if decision not taken forward

Failure to approve the proposed PSR Direct Award Process C may result in additional costs associated with recommissioning and mobilising a new service provider. The loss of preventative early intervention support could also increase demand for higher-cost specialist and statutory services across health and children's services. The proposed contract will be funded through the Best Start in Life grant and is contained within the approved funding allocation. Failure to utilise this funding for its intended purpose may impact the delivery of Best Start in Life programme outcomes and reduce the availability of specialist support for families.

Any underspend in the Best Start in Life grant in 2026/27 could be clawed back by DfE.

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 14 September 2026
Comments

The preferred option is to approve the award of a one-year contract for the provision of the Parent Infant Mental Health Service (PIMHS), following completion of the procurement process, with an estimated contract value of £261k. The contract will be funded from the Best Start in Life Grant for which the Council has formally accepted the funding allocation for the period 2026/27 to 2028/29, amounting to £5.633 million in total.
The full cost of the contract has been incorporated within the planned programme of activity funded through the grant. As a result, the proposal will not create any additional revenue pressures on the Council's General Fund.
Any future commissioning arrangements and associated financial commitments beyond the proposed one-year contract term will be subject to separate consideration and approval through the appropriate governance processes.

b. Monitoring Officer

Name Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed

a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

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Report to CABINET

Parent Infant Mental Health Service (PIMHS)

Portfolio Holder:

Officer Contact: Julie Daniels, Executive Director Children and Young People

Report Author: Chantelle Fraser, Commissioning Officer CYP,
Ryan Rothery, Best Start in Life Programme Manager
Email: Chantelle.fraser@oldham.gov.uk

19 October 2026

Reason for Decision

Oldham Council currently commissions Pennine Care NHS Foundation Trust to deliver the Parent Infant Mental Health Service (PIMHS) as part of the Family Hubs and Best Start in Life offer. The current contract expires on 6 January 2027 and contains no option to extend.

The service is performing well and provides specialist clinical support for vulnerable families. To ensure continuity of service delivery and retain the skilled clinical workforce, it is proposed that the Council undertakes a Provider Selection Regime (PSR) Direct Award Process C.
This is considered the most appropriate procurement route for a health-based service of this nature.

Awarding a further one-year contract will avoid disruption to families accessing the service and provide time to review and develop longer-term commissioning arrangements, taking account of the confirmation of Best Start in Life grant funding through to 2029.

Recommendations

- Approve the completion of a Provider Selection Regime (PSR) Direct Award Process C for the Parent Infant Mental Health Service for a period of one year from 7 January 2027 to 6 January 2028, total value of £261,000.00.
- Approve the use of Best Start in Life funding to support the contract award.
- Delegate authority to the Executive Director of Children and Young People to award the contract following the successful completion of the PSR process.

Parent Infant Mental Health Service (PIMHS)

1 Background

1.1 Oldham Council commissions Pennine Care NHS Foundation Trust to deliver the Parent Infant Mental Health Service (PIMHS) as part of the Family Hubs and Best Start in Life offer. The service provides specialist support to expectant parents, parents, carers and infants where there are concerns relating to parent-infant relationships and infant mental health.

1.2 Approval was given for the current contract to commence on 1 April 2023, however, mobilisation was delayed due to challenges in recruiting suitably qualified clinical staff. The service subsequently commenced delivery in January 2024.

1.3 The current contract was awarded for a three-year period with a total contract value of £701,236.00. The contract is due to expire on 6 January 2027 and does not include an option to extend.

1.4 The service provides a valued and important element of the Family Hubs offer, supporting some of Oldham's most vulnerable families during the earliest stages of a child's life. Performance against the contract specification and is being monitored, and the specification is currently under review as part of wider commissioning intentions to ensure future service delivery aligns with local priorities and needs.

1.5 Family Hubs and Best Start in Life funding has now been confirmed through to 2029, providing an opportunity to review the commissioning arrangements for Parent Infant Mental Health Services in Oldham.

2 Current Position

2.1 As the service is health-related and delivered by specialist clinical practitioners, the most appropriate route to secure continuity of provision is through the Provider Selection Regime (PSR) Direct Award Process C.

2.2 The proposed approach would enable the Council to award a further one-year contract to Pennine Care NHS Foundation Trust, subject to the successful completion of the PSR process. This would minimise the risk of disruption to service delivery, support retention of specialist staff and ensure continued access to support for children and families.

2.3 The PSR process will require the publication of an Intention to Award Notice and an assessment of the provider against the applicable key criteria, including quality, service performance, outcomes achieved, value and the provider's ability to continue meeting the requirements of the service specification. The assessment will be undertaken by officers from the service area, commissioning and procurement.

2.4 The proposed contract period would run from 7 January 2027 to 6 January 2028 at an annual cost of £261,000.00, funded through the Best Start in Life grant.

2.5 During the contract period, a review of future commissioning arrangements will be undertaken. This will include engagement with key partners and stakeholders to develop a sustainable service model and commissioning approach that continues to meet the needs of Oldham children, parents and families beyond January 2028.

3 Options/Alternatives

3.1 **Option 1:** Approve the completion of a Provider Selection Regime (PSR) Direct Award Process C for the Parent Infant Mental Health Service for a period of one year from 7 January 2027 to 6 January 2028, total value of £261,000.00. Approve the use of Best Start in Life funding to support the contract award. Delegate authority to the Director to award the contract following the successful completion of the PSR process.

3.2 **Option 2:** Allow the current contract to expire on 6 January 2027 and do not consider future commissioning arrangements. This option is not recommended as it would create a gap in the provision of Parent Infant Mental Health Services for vulnerable families in Oldham. There is also a significant risk that the specialist clinical workforce currently delivering the service would be lost, along with valuable knowledge and relationships developed within the Oldham locality. Any future procurement process would require time to complete and, should a new provider be appointed, there would be a further mobilisation period to recruit and train staff, resulting in potential disruption to service delivery and reduced support for families.

3.3 **Option 3:** Undertake a full competitive tender process. This option is not recommended. Whilst a competitive procurement could test the market, it may result in disruption to a well-performing service and the loss of a skilled clinical workforce with established relationships and knowledge of the Oldham locality. Furthermore, the development of the future service specification is still underway as part of wider considerations regarding the long-term delivery model for Family Hubs and Best Start in Life services. It would therefore not be timely to undertake a full competitive procurement until this work has been completed and future commissioning intentions have been agreed.

4 Preferred Option

4.1 **Option 1:** Approve the completion of a Provider Selection Regime (PSR) Direct Award Process C for the Parent Infant Mental Health Service for a period of one year from 7 January 2027 to 6 January 2028, total value of £261,000.00. Approve the use of Best Start in Life funding to support the contract award. Delegate authority to the Executive Director of Children and Young People to award the contract following the successful completion of the PSR process.

5 Consultation

5.1 Family Hubs Parent Panels form part of the ongoing consultation and co-production process for Family Hubs services. Feedback gathered from parents and carers is used to inform service development and ensure provision continues to reflect the needs and experiences of families in Oldham.

6 Financial Implications

6.1 The preferred option is to approve the award of a one-year contract, having followed the procurement process outlined in section 6.5 below for the Parent Infant Mental Health Service (PIMHS) from 7 January 2027 to 6 January 2028 with an estimated total value of £261,000.00.

6.2 The cost of the contract will be funded from the Best Start in Life Grant in the relevant financial year. The report Oldham Strategy – Giving Every Child the Best Start in Life, approved by Cabinet on 23 February 2026, formally accepted the funding allocated to Oldham for the three financial years 2026/27 to 2028/29, with a total value of £5,633,300.00.

6.3 The recommended option has been fully factored into the planned expenditure associated with the delivery of the programme of work funded through the grant and can therefore be accommodated within the approved budget allocation. Consequently, there are no additional revenue pressures on the Council's General Fund and no requirement for additional budget provision.

6.4 Approval of the contract award will ensure the continued delivery of a specialist clinical service supporting vulnerable children and families and will avoid the financial and operational risks associated with a break in service provision, including potential loss of skilled clinical staff, additional recruitment and mobilisation costs, and disruption to service users.

6.5 The proposed procurement route, through the Provider Selection Regime (PSR) Direct Award Process C, provides value for money by maintaining an established, well-performing service while allowing time for the Council to review and develop longer-term commissioning arrangements in light of the confirmed Best Start in Life funding through to 2029. Any future commissioning arrangements and associated financial commitments beyond the proposed one-year contract period will be subject to separate approval and consideration through the Council's budget-setting and governance processes.

6.6 There are no capital implications arising from this report.

Vicki Hayes – Senior Accountant 14/8/26

7 Legal Implications

7.1 In line with the position as outlined by Procurement below, the proposal to renew the contract by a fresh direct award is lawful and is permitted under the Contract Procedure Rule on the basis of being compliant with legislation.

Bryan Boese – solicitor 26/08/2026

8. Procurement Implications

8.1 PIMHS was previously awarded under a PSR Direct Award Option C, and based on its CPV (Common Procurement Vocabulary) code would have to follow PSR legislation again.

Direct award process C may be used when all the following apply:

- the relevant authority is not required to follow direct award processes A or B
- the term of an existing contract is due to expire and the relevant authority proposes a new contract to replace that existing contract at the end of its term
- the proposed contracting arrangements are not changing considerably from the existing contracting arrangements
- the relevant authority is of the view that the existing provider (or group of providers) is satisfying the existing contract and will likely satisfy the proposed contract to a sufficient standard

The authority is not required to follow processes A or B, there is an existing contract that is due to expire, the proposed arrangement are not changing considerably, and the authority is of the view that the existing provider is satisfying the existing contract and will likely satisfy the proposed contract to a sufficient standard. Based on this the proposed approach would be complaint.

James England – Procurement Manager 26/08/2026

9 Equality Impact, including implications for Children and Young People

9.1 Equality Impact Assessment in Appendices. The Parent Infant Mental Health Service supports expectant parents, parents, carers and infants including families who may

experience disadvantage, vulnerability or additional needs. The proposed contract award will ensure continuity of a service that provides equitable access to specialist support and contributes to improving outcomes for children and families. As this proposal is to continue an existing service with no significant change to the service model or eligibility criteria, no adverse equality impacts have been identified.

10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 CYP-07-26

12 **Background Papers**

12.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act :

File Ref : Oldham Strategy - Giving every child the best start in life
Officer Name : Ryan Rothery, Best Start in Life Programme Manager
Contact Email: Ryan.rothery@oldham.gov.uk

13 **Appendices**

13.1 Equality Impact Assessment.

IAReport_PIMHS.pdf

Signed _____ Executive Director/Deputy Chief Executive	Dated _____

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Emergency Powers Decision Report

Parental Advocacy Service Tender

Decision Maker: Chief Executive

Service Area: Children's Services Integration
Directorate: Children and Young People
Report Author: Laura Farnworth Children's Commissioning Strategic Manager, Nick Whitbread, Assistant Director Corporate Parenting
Email: laura.farnworth@oldham.gov.uk

Date of Decision: 19 October 2026

1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

Permission is sought to undertake a robust and transparent commissioning and procurement exercise to commission a new service, Parental Advocacy.

The service will have a funding envelope of £83,000 per annum and will be awarded as a two-year contract with the option to extend for up to an additional one-year dependent on funding availability.

The Parental Advocacy service will be funded through Families First Partnership Grant to support and empower parents to fully understand processes, plans and decisions, enabling them to fully participate in Family Help assessments, child in need planning, child protection processes and Family Group Decision Making.

Recommendation **-** Approve the design, tender and contract award to the highest scoring bidder, of a new service, Parental Advocacy. The service will have a maximum funding envelope of £83,000 per annum as part of Oldham's Families First Partnership Programme with an initial contract period of two years from 1 April 2027 to 31 March 2029 with the option to extend for a further one year up until 31 March 2030 subject to funding being available and the service still meeting need.

3. Reason for urgency

The Children's Wellbeing and Schools Act 2026 places local authorities under a statutory duty to offer Family Group Decision-Making (FGDM) to all parents of children at risk of entering care, and to put independent advocacy support in place. Through Families First Partnership (FFP) work, there is an opportunity to design and commission a new service to support Oldham's families to help meet this statutory duty. The budget identified for this service is from an underspend in the FFP grant and must be fully committed by 31 March 2027.

4. Risk(s) of not taking the decision

Without a Parental Advocacy service, vulnerable parents in Oldham will not have access to the full support they need. This could lead to families requiring higher level, costly interventions and could result in more children being brought into the care of the local authority.

The FFP grant underspend could be clawed back by the Département for Education if the council cannot demonstrate that it is fully committed by 31 March 2027.

5. Financial impact if decision not taken forward

The council could lose the funding for the service if the DfE were to claw back any underspend from the FFP grant. Some children and young people could be brought into the care of the local authority at a very high cost without adequate advocacy support.

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 14 September 2026
Comments

The preferred option is to approve the design, procurement and award of a new Parental Advocacy Service for an initial two-year contract period commencing on 1 April 2027, with the option to extend for a further one year, subject to the availability of funding.

The contract will be funded from the Children's, Families and Youth Grant through the Families First Partnership Programme (FFPP), with a maximum annual contract value of £83,000. There is sufficient funding available within the approved grant allocation to support the contract through to 31 March 2029. Any decision to exercise the option to extend the contract beyond this date would be subject to confirmation of funding availability and approval through a separate report.

b. Monitoring Officer

Name: Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

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Principal Decision Report

Subject:	Parental Advocacy Service Tender
Decision maker: **Senior Officer:**	Shelley Kipling, Chief Executive Julie Daniels Executive Director Children and Young People (DCS)
Decision date:	9 September 2026
Report author:	Laura Farnworth Children's Commissioning Strategic Manager Nick Whitbread Assistant Director Corporate Parenting
Ward (s):	n/a

Reason for decision

Permission is sought to undertake a robust and transparent commissioning and procurement exercise, overseen by a project board including children, young people and families, to commission a new service, Parental Advocacy.

The service will have a funding envelope of £83,000 per annum and will be awarded as a two-year contract with the option to extend for up to an additional one-year dependent on funding availability.

The Parental Advocacy service will be funded through the Families First Partnership (FFP) Grant to support and empower parents to fully understand processes, plans and decisions, enabling them to fully participate in Family Help assessments, child in need planning, child protection processes and Family Group Decision Making.

Recommendation(s)

<u>Option One</u>

Approve the design, tender and contract award to the highest scoring bidder, of a new service, Parental Advocacy. The service will have a maximum funding envelope of £83,000 per annum as part of Oldham's Families First Partnership Programme with an initial contract period of two years from 1 April 2027 to 31 March 2029 with the option of a possible extension period of one year up until 31 March 2030.

Background

The Role of Parental Advocacy

Parental advocacy aligns strongly with the principles and ambitions of FFP and can be used to support in delivering these reforms.

Parental advocacy can:

- Help parents understand processes, plans and decisions, enabling informed participation in Family Help assessments, child in need planning, child protection processes and Family Group Decision Making.
- Strengthen the voice of families, ensuring parents' views, wishes and strengths are clearly represented and considered in decision-making.
- Promote genuine co-production, supporting the FFP expectation that families are partners in planning rather than passive recipients of services.
- Build trust between families and professionals, helping to reduce conflict and improve engagement with services.
- Support early resolution of concerns, reducing escalation to complaints, disputes or more intensive statutory intervention.
- Improve access and inclusion, particularly for parents who may face barriers related to language, disability, literacy, mental health, or previous negative experiences of services.
- Contribute to family-led planning, helping families prepare for and engage effectively in Family Group Decision Making and the development of Family Network Support Plans.

Parental Advocacy has been piloted in a number of Local Authorities across the UK through the Families First for Children Pathfinder Programme and has received positive feedback. It is often delivered by peer supporters who have lived experience of child protection.

The Children's Wellbeing and Schools Act 2026 places local authorities under a statutory duty to offer Family Group Decision-Making (FGDM) to all parents of children at risk of entering care, and to put independent advocacy support in place.Through Families First Partnership work, there is an opportunity to design and commission a new service to support Oldham’s families.

On 12 August 2026, Children and Young People DMT gave approval to procure a bespoke training package from an organisation called Relational Activism to support ongoing FFP development in Oldham. One strand of this training focuses on Parental Advocacy which would support the commissioning of this new service.

The development and tender of the service would be overseen by a project board including young people and families and tendered via an open, transparent full procurement and commissioning process via the procurement portal, The Chest. The new service will be funded through FFP and will meet DfE requirements as part of FFP developments.

Alternative option(s) to be considered

Option One (recommended)

Approve the design, tender and contract award of a new service, Parental Advocacy. The service will have a maximum funding envelope of £83,000 per annum as part of Oldham's Families First Partnership Programme with an initial contract period of two years from 1 April 2027 to 31 March 2029 with the option of a one year extension period up until 31 March 2030 subject to funding being available and the service still meeting need.

This option is recommended as it will provide timely support for Oldham's most vulnerable families and will ensure Oldham fully delivers the DfE Families First Partnership Programme requirements and its statutory duties under the Children's Wellbeing and Schools Act 2026.

Option Two

Go out to tender for the Parental Advocacy Service as outlined in Option One but delay the start of the commissioning process and have a start date for the service of 1 July 2027.

This option would allow a longer design phase which would be beneficial as the project board would be able to work with Relational Activism on the service design, specification and tender questions. However, it is a risk as the funding envelope has been sourced from the FFP budget and the council needs to demonstrate that these funds are fully committed by 31 March 2027. This would result in different time frames for contracts for both Children's and Parental Advocacy, making it more complex to align the services in the future if a decision was taken to do so.

Option Three

Do not develop and commission a Parental Advocacy service in Oldham. This option is not recommended as it puts the council at risk of failing to deliver to the FFP requirements set out by the DfE.

Consultation

As part of the FFP reforms, consultation has taken place with Oldham families across the borough. Information collected will be used to shape the service specification. The whole project will be co-produced and have involvement from children, young people and families including service design, evaluating bids and contract monitoring.

Risks

- Few, if any, high-quality bids received for the services. This can be mitigated by ensuring the specification is appropriate. A Meet the Market event has also taken place to stimulate interest.
- Risk of losing funds from the FFP budget if monies are not fully committed by 31 March 2027.

- Risk of not being able to meet the timelines for the tender causing the service start date to be delayed. This can be mitigated by the project being overseen by the project board to ensure it moves at pace.
- Failure to deliver the FFP programme in line with DfE requirements if we do not commission a Parental Advocacy service.

Implications

<table>
<tr><td>Financial</td><td>The preferred option 1 is to approve the design, tender and contract award of a new service, Parental Advocacy, for an initial contract period of 2 years commencing 1 April 2027 with an option to extend 1 year subject to funding.

The maximum amount of funding is £83k per annum which is qualifying expenditure against the Children's, Families and Youth grant – Families First Partnership Programme. The funding for FFPP was included in the Local Government Financial Settlement; £3.495m 2026/27 & 2027/28, £2.587m 2028/29.

There are adequate financial resources remaining to fund the contract to March 2029 however the option to extend 1 year to March 2030 would be subject to a further report.

(Nicola Harrop – Finance Manager)</td></tr>
<tr><td>Legal</td><td>The proposal is lawful and complies with the Contract Procedure Rules. The services may be in scope of the light touch regime which has a Procurement Act 2023 threshold of £655, 000.

Bryan Boese - solicitor</td></tr>
<tr><td>Procurement</td><td>Based on a spend of £166k (if not inc VAT then £199,200 inc VAT) this would be in the £100k to threshold.
This value is below the PA23 threshold (£207k).

The following thresholds are calculated as including VAT
<table>
<tr><th>Contract Value</th><th>Procurement Activity</th><th>Instructions</th><th>Minimum Requirement for Advertising the Opportunity</th></tr>
<tr><td>Between £100,000 and Procurement Regulations threshold for Supplies, Works and Services or Concessions</td><td>Formal Open Tender Process</td><td>Service Area to contact the Commercial Procurement Unit who will conduct an appropriate procurement procedure in accordance with these Contract Procedure Rules. Tenders to be conducted in accordance with Rule 6.</td><td>The Chest and Contracts Finder</td></tr>
</table></td></tr>
</table>

	As an open tender is being proposed this aligns with the requirements of the CPRs. James England – Procurement Manager
H.R	There are therefore no anticipated impacts on the Council's staffing establishment, organisational structure, terms and conditions of employment, or existing workforce arrangements. No TUPE implications have been identified at this stage as this is a new service being commissioned rather than a service currently delivered by Council employees. N.Needham - Workforce Business Partner – 14.08.2026
Equality impact including implications for Children and Young People	The completed Equality Impact Assessment shows no negative impacts for residents. A copy is included in Appendix 1.

Background Papers under Section 100D of the Local Government Act 1972

None

Appendix

1. Equality Impact Assessment

IAReport_ParentalAdvocacyNewServiceT

Report author sign-off	Laura Farnworth
Role	Children’s Commissioning Strategic Manager
Date of sign-off	27 August 2026

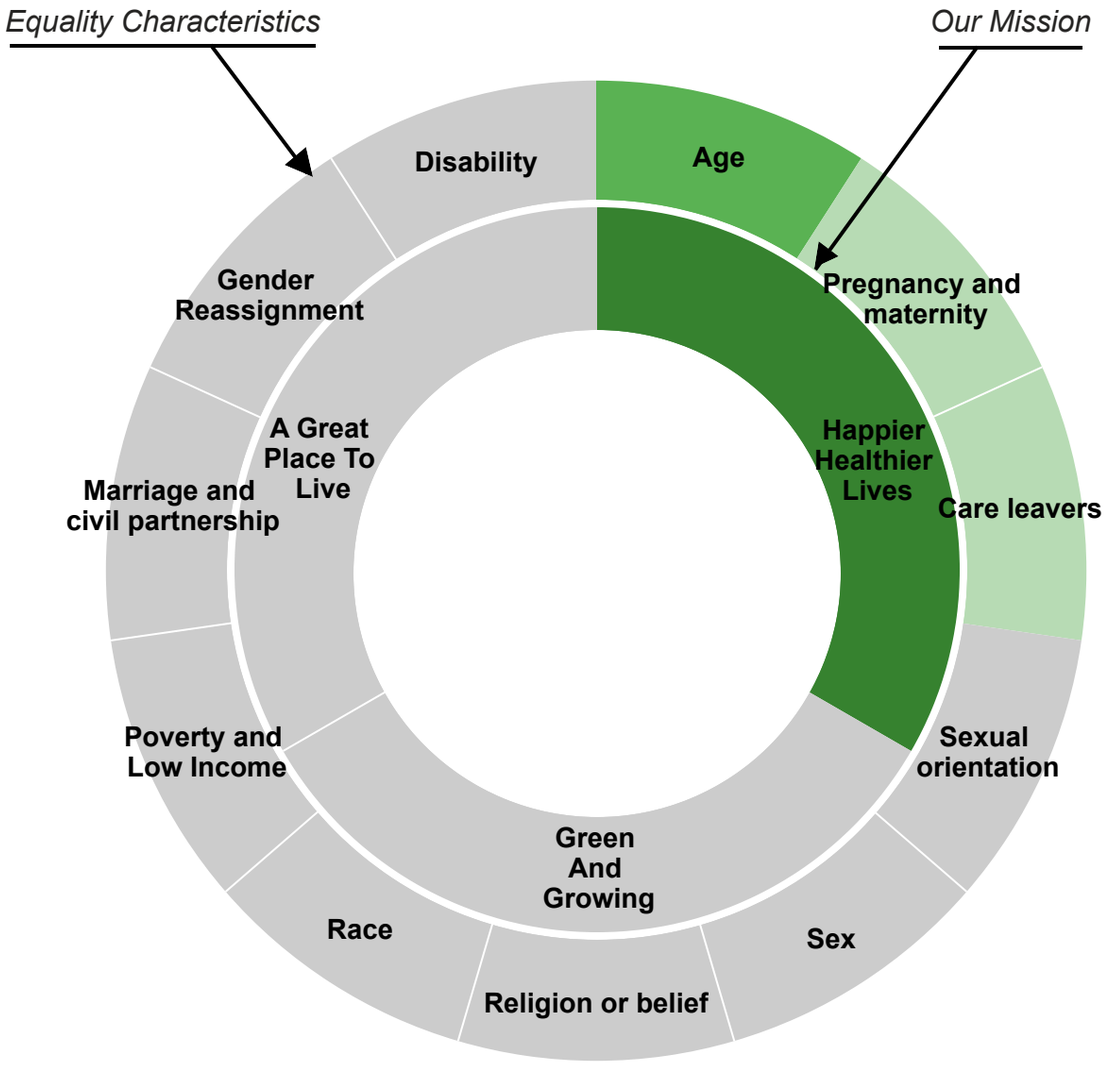
Approval	
Officer approval sign-off	Julie Daniels
Role	Executive Director, Children and Young People (DCS)
Date of sign-off	

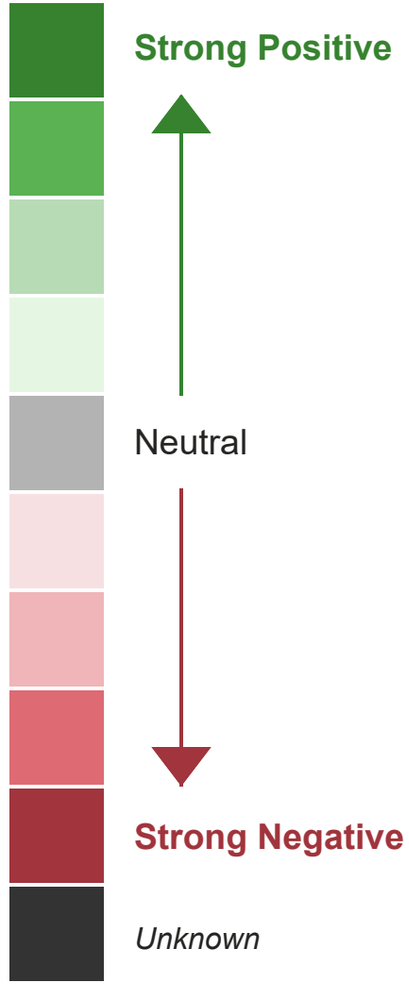
Approval	
Officer approval sign-off	Shelley Kipling
Role	Chief Executive
Date of sign-off	

Parental Advocacy New Service Tender

completed/last updated by Laura Farnworth on 27/08/2026

Portfolio
Children and Young People
Directorate
Children & Young People
Service/Team
Children's Social Care
Is this IA related to a Budget Reduction proposal? **No**





Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Disability	Neutral	Possible	Long Term	0	
Gender Reassignment	Neutral	Possible	Long Term	0	
Marriage and civil partnership	Neutral	Possible	Long Term	0	
Poverty and Low Income	Neutral	Possible	Long Term	0	
Race	Neutral	Possible	Long Term	0	
Religion or belief	Neutral	Possible	Long Term	0	
Sex	Neutral	Possible	Long Term	0	
Sexual orientation	Neutral	Possible	Long Term	0	
Care leavers	Moderate Positive	Possible	Long Term	2	Parental advocates are often care experienced peer supporters. The new service may be able to offer volunteering/employment opportunities to some of our care leavers.
Pregnancy and maternity	Moderate Positive	Possible	Long Term	2	Pregnant mothers whose unborn children are involved with Children's Social Care will be able to access support from an advocate which is likely to improve outcomes for the child and have a positive impact on the mental health of the mother.
Age	Moderate Positive	Very Likely	Long Term	4	This new service will support parents who's children are involved with children's social care to be fully involved in deciosn making regarding their chaild. This will have a long term positive impact on those CYP whose parents engage and could result in some families ramaining togther..

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
A Great Place To Live	Neutral	Possible	Long Term	0	
Green And Growing	Neutral	Possible	Long Term	0	
Happier Healthier Lives	Strong Positive	Very Likely	Long Term	8	Parents who engage with the Advocacy service will be better equipped to support their child/ren and could result in families remaining together and better outcomes for all.

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Emergency Powers Decision Report

Funding and Recruitment of Key Roles to Strengthen Early Identification and Preventative Support through the Best Start in Life Programme

Decision Maker: Shelley Kipling, Chief Executive

Service Area: Children's Services Integration
Directorate: Children and Young People
Report Author: Ryan Rothery, Best Start in Life Programme Manager
Email: ryan.rothery@oldham.gov.uk

Date of Decision: 5 October 2026

1. Power to make the decision

The decision is being taken under the authorisation contained in Section 9C – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council Constitution for the Chief Executive to take any emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

The Department for Education has awarded Oldham Council an additional ringfenced Children with Additional Needs allocation of £1,756,100 across the period 2026/27 to 2028/29 as part of the Best Start in Life Programme. The funding is intended to strengthen early identification, intervention and inclusion support for babies and young children with emerging additional needs.

To support delivery of the programme and ensure compliance with Department for Education grant conditions, approval is sought to:

- Accept the additional Children with Additional Needs funding allocation of £1,756,100.
- Create and recruit to 1 Integrated Team Manager post (Grade 10, permanent post), 5 Early Years Quality Practitioner posts (Grade 5) and 7 Best Start Inclusion Practitioner posts (Grade 5) until 31 March 2029.
- Delegate authority to the Executive Director for Children and Young People, in consultation with the Director of Finance, to determine the allocation of the remaining Children with Additional Needs funding in accordance with programme priorities and Department for Education grant conditions.

3. Reason for urgency

Confirmation of the Children with Additional Needs funding allocation has been received from the Department for Education and the funding is subject to grant conditions requiring delivery arrangements to be mobilised within the funding period. The recruitment of a minimum of seven Best Start Inclusion Practitioners is a specific requirement of the Children with Additional Needs programme and forms part of Oldham's agreed delivery commitments.

A decision is required urgently to allow recruitment processes to commence, enabling posts to be established from December 2026 and ensuring sufficient time to recruit, induct and deploy staff to support children and families. Delay would reduce the available delivery period, impact programme mobilisation and risk undermining the achievement of programme outcomes relating to early identification, intervention, inclusion and school readiness.

4. Risk(s) of not taking the decision

Failure to approve the recommendation would result in a significant risk of non-compliance with Department for Education grant requirements and may affect Oldham's ability to deliver the Children with Additional Needs workstream.

The Best Start Inclusion Practitioner roles are a mandatory element of the Department for Education's Children with Additional Needs programme. Delays in recruitment may result in increased competition for suitably qualified candidates as recruitment progresses across Greater Manchester, potentially affecting the Council's ability to appoint high-quality applicants and mobilise the programme within the required timescales.

There is a risk that opportunities to identify developmental concerns and emerging special educational needs at the earliest stage would be missed, reducing the effectiveness of preventative support and impacting outcomes for children and families. Delays in recruitment would also reduce workforce capacity across Family Hubs, Early Years and SEND services and limit the Council's ability to improve school readiness and inclusion outcomes.

Failure to mobilise the programme at pace may also reduce the impact of the investment and result in missed opportunities to improve outcomes for babies, young children and their families across Oldham.

5. Financial impact if decision not taken forward

The Department for Education has awarded Oldham £1,756,100 of ringfenced Children with Additional Needs funding for the period 2026/27 to 2028/29. The funding must be used in accordance with grant conditions to support delivery of the Children with Additional Needs workstream.

Failure to approve the recommendations may result in delays to programme delivery, reduced utilisation of the grant and an increased risk that funding conditions are not fully met. This could impact Oldham's ability to deliver the intended benefits of the programme and may jeopardise future funding opportunities.

The proposed staffing model is fully funded from the Children with Additional Needs allocation and Early Years DSG resources. No additional pressure will be placed upon the Council's General Fund. The staffing commitment across the programme period is estimated at £1,485,073, leaving approximately £444,060 available to support wider programme priorities in accordance with Department for Education requirements.

Whilst there is a potential risk of future workforce costs should funding cease, this risk is considered manageable. The posts are funded through ringfenced grant and DSG resources, with workforce and financial planning arrangements in place to review ongoing service requirements, future funding opportunities and redeployment options prior to the end of the funding period. The Council has significant experience of managing time-limited externally funded programmes and mitigating associated workforce risks.

Any underspend in the Best Start in Life grant in 2026/27 could be clawed back by DfE.

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 15 September 2026
Comments

This report seeks approval to accept an additional £1.756m Children with Additional Needs allocation from the Department for Education for the period 2026/27 to 2028/29. While the funding will support service delivery during this period, there is a potential financial risk associated with ongoing workforce costs should future funding not continue beyond the current allocation. The Council has considerable experience in managing externally funded, time-limited programmes and mitigating the associated workforce implications. Any residual financial impact arising from the cessation of funding would be considered as part of future budget-setting processes.

b. Monitoring Officer

Name :Alex Bougatef
Date: 15th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year so it is not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed, as the Council has failed at successive meetings to do so. For the reasons given in the report an urgent decision is required and the matter cannot await the appointment of a Leader and Deputy Leader at some undetermined future date.

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Oldham Council

Report to CABINET

Funding and Recruitment of Key Roles to Strengthen Early Identification and Preventative Support through the Best Start in Life Programme

Officer Contact: Julie Daniels, Executive Director for Children and Young People

Report Author: Ryan Rothery, Best Start in Life Programme Manager

Email: ryan.rothery@oldham.gov.uk

5th October 2026

Reason for Decision

Oldham is committed to ensuring that every child grows up healthy, happy and ready to learn, supported by services that give families the right help at the right time. This ambition is reflected within Oldham's Best Start in Life Strategy and Corporate Plan priorities around prevention, reducing inequalities and delivering healthier, happier lives.

The Department for Education has awarded Oldham an additional ringfenced Children with Additional Needs allocation of £1,756,100 across the period 2026-2029. The report seeks to comply with DfE grant conditions, mobilise delivery at pace and strengthen support for babies and young children with emerging additional needs. The proposal provides the workforce capacity required to improve early identification, intervention, inclusion and school readiness outcomes whilst ensuring effective governance and oversight of the funding allocation. A full breakdown of Oldham's funding allocation can be found in Appendix B of this report.

Failure to implement the proposal risks under-delivery of grant requirements, reduced impact from the investment and missed opportunities to improve outcomes for children and families.

Recommendations

It is recommended that Cabinet:

- Accept the additional £1,756,100 Children with Additional Needs allocation awarded to Oldham by the DfE through the Best Start in Life programme.

- Approve the creation and recruitment of 1 Integrated Team Manager post (Grade 10), 5 Early Years Quality Practitioner posts (Grade 5) and 7 Best Start Inclusion Practitioner posts (Grade 5) funded through the Children with Additional Needs allocation to 31 March 2029.

- To delegate authority for the allocation of the remaining funding to the Executive Director Children and Young People, in consultation with the Director of Finance.

1 Background

1.1 Oldham is committed to ensuring that every child grows up healthy, happy and ready to learn, supported by services that give families the right help at the right time. This ambition is reflected within Oldham's Best Start in Life Strategy and Corporate Plan priorities around prevention, reducing inequalities and delivering healthier, happier lives. Oldham's Best Start in Life Strategy, as approved by Cabinet in February 2026, can be accessed through Appendix A of this report.

1.2 Programme Investment

Following Cabinet approval of Oldham's Best Start in Life, Family Hubs and Healthy Babies allocation in February 2026, the Department for Education subsequently awarded Oldham an additional ringfenced Children with Additional Needs allocation of £1,756,100 across the period 2026-2029.

The funding allocation is as follows:

Financial Year	Allocation
2026/27	£418,100
2027/28	£669,000
2028/29	£669,000
Total	£1,756,100

The funding is ringfenced and must be used in accordance with DfE grant conditions to support delivery of the Children with Additional Needs workstream.

1.3 Contribution to Corporate Priorities

The proposal will contribute directly to Oldham's Corporate Plan by:

- Supporting healthier, happier lives through improved child development and school readiness.
- Reducing inequalities through earlier support for children and families experiencing disadvantage.
- Strengthening prevention and early intervention across Family Hubs and the wider early years system.
- Building workforce capability and system capacity to improve outcomes for children with emerging additional needs.

1.4 National and Local Priorities

- The Department for Education's Best Start in Life programme.
- Oldham's Best Start in Life Strategy and Delivery Plan.
- Family Hubs and Start for Life priorities.
- The Families First Partnership programme.
- Emerging SEND reforms and the development of preventative, community-based support models.
- Oldham's ambition to improve Good Level of Development outcomes and school readiness by 2028.

2 Current Position

2.1 National guidance requires local authorities to use the Children with Additional Needs funding to strengthen early identification, intervention and inclusion support for babies and young children with additional needs.

2.2 While Oldham has strong Family Hub and Early Years provision, partners have identified opportunities to strengthen:

- Early identification of developmental concerns.
- Inclusive practice across Family Hubs and early years settings.
- Workforce capability.
- Support for children with emerging SEND.
- School readiness outcomes.
- Integration between Family Hubs, Early Years, SEND and health services.

2.3 To address these priorities, Oldham proposes an integrated workforce model consisting of:

Best Start Inclusion Practitioners
Seven Best Start Inclusion Practitioners to be embedded within Family Hubs to deliver targeted interventions for babies and young children with emerging developmental, social, emotional, communication and inclusion needs. The roles will provide early

intervention support, work directly with families and strengthen pathways into universal and specialist support. The recruitment of a minimum of seven Best Start Inclusion Practitioners is a mandatory requirement set by the Department for Education (DfE) and forms a condition of Oldham's acceptance of the ringfenced Children with Additional Needs funding.

Early Years Quality Practitioners
Five district-based Early Years Quality Practitioners to work across schools, private, voluntary and independent settings, childminders and Family Hubs to improve quality of provision, workforce capability, early identification and school readiness. The roles will provide coaching, modelling, workforce development and quality improvement support across the borough.

Integrated Team Manager
A dedicated Integrated Team Manager to provide strategic leadership and operational management across the Children with Additional Needs workforce. The role will oversee performance, quality assurance, partnership working and implementation of Early Years, Family Hubs and SEND priorities. The post will ensure a coordinated borough-wide approach and maximise the impact of the practitioner workforce.

2.4 Sustainability of the Proposed Workforce

Whilst there is a potential risk of redundancy and associated costs at the end of the funding period, this risk is considered manageable. The Integrated Team Manager post will be funded through Early Years Dedicated Schools Grant (DSG) resources and supports an ongoing area of service delivery.

It should be noted that the Government has indicated its intention to consult on future arrangements for funding local authority early years responsibilities. Whilst funding for these functions is expected to continue, the Council will keep the outcome of any consultation and implications for future funding arrangements under review.

The remaining practitioner posts will be funded through the time-limited Children with Additional Needs allocation and will be established on a fixed-term basis until 31 March 2029. Prior to the end of the funding period, workforce and financial planning will be undertaken to review ongoing service requirements, future funding opportunities and redeployment options. The Council has considerable experience of managing externally funded programmes through fixed-term appointments, with employees typically securing alternative roles before funding periods conclude.

Given the strategic importance of these roles in supporting early identification, inclusion and school readiness outcomes, any future decision regarding continuation of the posts beyond March 2029 will be considered through the Council’s normal budget-setting process. Should funding not be extended and no suitable alternative funding source be identified, any resulting workforce implications will be managed in accordance with the Council’s established policies and procedures.

Together, these roles will create additional capacity to deliver DfE expectations, support earlier identification of children with emerging additional needs, strengthen inclusion across Family Hubs and early years settings, and improve developmental outcomes and school readiness across Oldham.

3 Options / Alternatives

3.1 Option One

Approve acceptance of the Children with Additional Needs allocation, recruitment to the proposed posts and delegate authority for allocation of the remaining funding to the Executive Director of Children and Young People, in consultation with the Director of Finance.

3.2 Option Two

Do not approve acceptance of the funding, creation of the posts or delegated authority arrangements.

4 Preferred Option

4.1 Option One is the preferred option.

This option enables Oldham to comply with DfE grant conditions, mobilise delivery at pace and strengthen support for babies and young children with emerging additional needs. It provides the workforce capacity required to improve early identification, intervention, inclusion and school readiness outcomes whilst ensuring effective governance and oversight of the funding allocation.

Failure to implement the proposal risks under-delivery of grant requirements, reduced impact from the investment and missed opportunities to improve outcomes for children and families.

5 Consultation

5.1 Development of Oldham's Best Start in Life Programme is overseen through established multi-agency governance arrangements, including the Best Start in Life and Family Hubs Board and Family Hubs partnership structures. The proposed workforce model has been developed with input from Early Years, Family Hubs, SEND, education, health and children's services partners and reflects priorities identified through the Children with Additional Needs workstream

6 Financial Implications

6.1 The report seeks approval to accept an additional **£1,756,100** Children with Additional Needs allocation from the Department for Education covering the financial years 2026/27 to 2028/29.

6.2 The Department for Education (DfE) has awarded Oldham Council a ringfenced Children with Additional Needs (CAN) allocation of **£1,756,100** as part of the Best Start in Life Programme for the period **2026/27 to 2028/29**. Accordingly, the funding must be used in accordance with DfE grant conditions to support delivery of the Children with Additional Needs workstream. The funding profile is as per the table below:

Financial Year	Funding Allocation
2026/27	£418,100
2027/28	£669,000
2028/29	£669,000
Total	**£1,756,100**

6.3 The report seeks approval to establish **13.0 FTE fixed-term posts** to support delivery of the programme, comprising 1x Integrated Team Manager (Grade 10), 5 x Early Years Quality Practitioners (Grade 5) and 7 x Best Start Inclusion Practitioners (Grade 5). The Integrated Team Manager post will be funded from the Early Years DSG budget. The remaining posts will be funded from the CAN allocation. Costs shown below include employer on-costs and estimated annual pay inflation. No additional General Fund resources are required.

Post	Grade	SCP	FTE	2026/27 (£)	2027/28 (£)	2028/29 (£)	Total
Early Years Quality Practitioners	Grade 5	23	5	74,883	232,100	239,700	546,683
Best Start Inclusion Practitioners	Grade 5	23	7	104,837	324,940	335,580	765,357
Integrated Team Manager	Grade 10	43	1	23,703	73,450	75,880	173,033
Total			**13**	**203,423**	**630,490**	**651,160**	**1,485,073**

The staffing costs included within the 2026/27 financial year are based on an assumed implementation date of **1 December 2026** and are therefore calculated on a **pro-rata basis** for the period to 31 March 2027. The costs for 2027/28 and 2028/29 reflect a full-year establishment. Actual expenditure in 2026/27 will be dependent upon recruitment timelines and appointment dates; however, any underspend arising from delays in recruitment will remain within the Children with Additional Needs programme and be utilised to support delivery of the workstream in accordance with Department for Education grant conditions

6.4 The total staffing commitment over the life of the programme is **£1,485,073**, of which **£1,312,040** will be funded from the Children with Additional Needs grant and **£173,033** will be funded from Early Years DSG resources. As the total CAN allocation is **£1,756,100**, this will leave approximately **£444,060** available to support the wider objectives of the Children with Additional Needs workstream, subject to ongoing programme requirements and compliance with DfE grant conditions.

6.5 In accordance with the final recommendation, delegated authority is sought for the Executive Director of Children and Young People, in consultation with the Director of Finance, to determine the detailed allocation of the remaining funding in line with programme priorities and DfE grant conditions.

6.6 As the CAN funding is time-limited and the posts are being established on a fixed-term basis aligned to the grant period, the financial risk to the Council is limited. However, should the funding cease, reduce or not be extended beyond 31 March 2029, any decision to retain the posts would require identification of alternative funding sources. If no alternative funding is available, redundancy and associated termination costs may arise, and cannot be funded by the grant and would therefore need to be met by the service in accordance with the Council's established policies and procedures.

6.7 Notwithstanding, the proposal is financially sustainable within the current funding arrangements, with the Integrated Team Manager post funded from Early Years DSG resources and the remaining posts funded from the CAN grant allocation. The principal ongoing financial risk relates to future changes in Early Years DSG funding levels. Should DSG allocations reduce significantly, the affordability of the DSG-funded post would be reviewed through the Council's established budget-setting and workforce planning processes, with any resulting staffing implications managed in accordance with Council policies and procedures.

Beststart.familyhubs Funding letter.pdf

Vicki Hayes – Senior Accountant 3/9/26

7 Legal and Procurement Implications

7.1 There is no legal impediment to this proposal provided the Service complies with the Council’s Recruitment and Selection Policy and that at the end of the cycle the Service in conjunction with HR manage appropriately the ending of any Fixed Term Contract.

Teresa Harrison – Employment Solicitor 7/9/26

8 Procurement Implications

8.1 There are no procurement implications with accepting money into the council.

8.2 There are no procurement implications if the staff team are employed directly by the council, either permanently or on fixed term contracts. If however interim staff are used them the CPRs will apply and CPU will need to be contacted.

8.3 Delegated Authority does not override the CPRs, so any commitment of spend, whether via delegated authority or not, will still need to be compliant with the CPRs, and CPU will need to be consulted on a case-by-case basis if spend it going to a supplier, and a DDR likely needed to capture comments for these instances.
James England – Procurement Manager

9 HR Implications

9.1 The proposed acceptance of the Children with Additional Needs (CAN) funding and the creation of 13 fixed-term posts will have a number of workforce implications.

The funding provides an opportunity to increase workforce capacity and capability across Early Years, Family Hubs and SEND services, enabling the Council to strengthen early intervention, inclusion and support for children with emerging additional needs. The proposed establishment of one Integrated Team Manager (Grade 10), five Early Years Quality Practitioners (Grade 5) and seven Best Start Inclusion Practitioners (Grade 5) will create additional staffing capacity to deliver the objectives of the Best Start in Life programme and support the Council's preventative approach.

As the funding is ringfenced and time limited until 31 March 2029, all posts should be established on a fixed-term basis linked to the duration of the grant funding. Employees appointed to these roles should be made aware at the point of appointment that the posts are dependent on external funding and may cease when the funding period ends unless alternative funding is identified. Due to the nature of the posts being fixed term, the service are to be mindful of the possibility of redundancy payments at the end of the contracts.

Recruitment to the new posts will be undertaken in accordance with the Council's Recruitment and Selection Policy and procedures. Consideration should be given to any suitable employees within the Council who may be at risk of redundancy or

eligible for redeployment at the time recruitment takes place. Any appointments will be subject to the appropriate pre-employment checks.

The creation of the new workforce will require management capacity, induction, supervision, performance management and ongoing professional development arrangements. The proposed Integrated Team Manager role will provide operational leadership and oversight of the practitioner workforce, helping to ensure effective deployment, quality assurance and performance management.

The proposals are not expected to have any adverse impact on existing employees and do not require consultation under organisational change procedures. However, should the funding cease or not be extended beyond March 2029, workforce implications will need to be considered at that time, including redeployment opportunities and any potential redundancy liabilities in accordance with the Council's policies and employment legislation.

Subject to confirmation that the full employment costs, including salary, on-costs, training and any associated employment liabilities, can be met from the approved grant allocation, HR has no objections to the recommendations contained within this report.

N.Needham – Workforce Business Partner – 04.09.2026

10 Equality Impact, including implications for Children and Young People

10.1 The proposal is expected to have a positive impact on children and families across Oldham. The full Equality Impact Assessment is available in Appendix C.

11 Key Decision

11.1 Yes

12 Key Decision Reference

12.1 CYP-12-26

13 Background Papers

13.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

None

14 Appendices

14.1 Appendix A: Oldham Best Start in Life Strategic and Operational Plan

Cabinet report Best Start in Life Strategy

14.2 Appendix B: Confirmation of Oldham Best Start in Life Funding Arrangements

Confirmation%20of %20Oldham%20Best

14.3 Appendix C: Equality Impact Assessment for Children and Young People

BSiL - Equality Impact Assessment.c

Emergency Powers Decision Report

Oldham Council

The expansion of the Changing Futures program to The Enhanced Live Well

Decision Maker: Chief Executive

Service Area: Adult Social Care

Directorate: Adult Social Care
Report Author: Joanne Donaldson Head of Service or Discharge and Early intervention.

Email: jayne.ratcliffe@oldham.gov.uk

Date of Decision: 05/10/2026

1. **Power to make the decision**

   The decision is being taken under authorisation contained in Section 9C (4) – Delegations to Specific Officers of Part 3 (Responsibility for Functions) of the Council's Constitution, which permits the Chief Executive to take emergency decisions in respect of the Council's executive functions which cannot be delayed until the next Cabinet meeting.

2. Decision Sought

The decision maker is being asked to approve:

- The acceptance of the £600,000 per annum of the Enhanced Live Well Grant as identified in the Cabinet Report for the Enhanced Live Well Service provided by the Greater Manchester Combined Authority (GMCA).
- Authority is sought for the Director of Adult Social care (DASS) to accept the Grant in its entirety.
- Seeks approval for the continuation of the existing Changing Futures Team for a further three years, following the end of the national Changing Future programme.
- Create two additional fixed-term posts to strengthen delivery of the Enhanced Live Well Model.
- For Adult Social Care to commission Voluntary Community Faith, and Social Enterprise (VCFSE) support services to support vulnerable residents to remain independent, safe and well in the community.
- Provide continued support for residents experiencing multiple disadvantage, including homelessness, substance misuse, mental ill health, domestic abuse, offending, and other complex vulnerabilities.

3. Reason for urgency

The Changing Futures Programme ended on 1 April 2026, and a decision is required to ensure continuity of support for some of Oldham's most vulnerable residents and avoid disruption to established services, relationships and referral pathways. The GMCA funding is available now to implement the Enhanced Live Well Model and must be mobilised to maintain capacity, retain the experienced workforce, and meet Greater Manchester's requirements for delivering a prevention-focused, integrated approach to supporting people experiencing multiple disadvantage.

Delay could result in loss of specialist support, increased pressure on statutory services, and missed opportunities to secure improved outcomes and cost avoidance for residents and public services.

4. Risk(s) of not taking the decision

- Loss of revenue through not accepting the grant
- Impact on the demand management objectives Adult Social Care Directorate
- Delay the implementation of the Enhanced Live Well model as part of the Live Well Neighbourhood Model
- Increased risk of harm to residents if the support is not readily available.

5. Financial impact if decision is not taken forward

- Loss of revenue through not accepting the grant
- Impact on the demand management objectives Adult Social Care Directorate

6. Statutory Officer clearances

a. Section 151 Officer

Name Lee Walsh
Date 11 September 2026
Comments

It is recommended that the Council accepts the £600,000 Enhanced Live Well Grant and continues delivery of the service model established through the Changing Futures Programme within Adult Social Care. Any delay in accepting the external funding from the Greater Manchester Combined Authority (GMCA) could create additional service and budgetary pressures for the Adult Social Care Directorate.

b. Monitoring Officer

Name: Alex Bougatef
Date: 11th September 2026
Comments:

The exercise of emergency powers should be undertaken in consultation with the Leader or Deputy Leader of the Council. However, the Council has not yet appointed a Leader or Deputy Leader for the current municipal year; it is therefore not possible to consult them. In addition, there is no certainty about when a Leader or Deputy Leader will be appointed as the Council has failed at successive meetings to do so. For the reasons given in the report, an urgent decision relating to the report is required, and it cannot wait until the appointment of a Leader and Deputy Leader at some undetermined future date.

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Report to CABINET

Extending the Changing Futures to support the Enhanced Live Well Model as prescribed by Greater Manchester Combined Authority (GMCA)

Officer Contact: Jayne Ratcliffe, Director of Adult Social Care (DASS)

Report Author: Joanne Donaldson, Head of Service for Discharge and Early Intervention

Email: Joanne.donaldson@oldham.gov.uk

Reason for Decision

This decision seeks approval to extend the Changing Futures Team to support delivery of the Enhanced Live Well Model prescribed by the Greater Manchester Combined Authority (GMCA) following the end of the national Changing Futures Programme on 1 April 2026. The proposal will maintain continuity of support for residents with multiple and complex needs, increase Local Authority staffing capacity to support implementation, and enable the future development of VCFSE and outreach services as part of the wider Greater Manchester Live Well Neighbourhoods Model.

Executive Summary

The Greater Manchester Combined Authority (GMCA) has allocated £600,000 per year for three years to Oldham to implement the Enhanced Live Well Model. Approximately 50% of the funding (with flexibility) must be invested in voluntary, community, faith and social enterprise (VCFSE) partners, with the remainder supporting the Local Authority team, including a data and performance function.

This proposal seeks approval to use the Local Authority allocation (approximately £300,000 per year) to maintain the existing Changing Futures Team and create two new fixed-term posts for three years. The cost of maintaining the existing team and funding the two additional posts is estimated at £342,000 per year. An additional £8,000 per year is requested to cover associated costs, including travel, emergency accommodation, IT equipment and DBS checks.

The remaining funding will be allocated to VCFSE partners to recruit specialist recovery outreach workers, peer support workers and support co-production activity, working collaboratively through the Live Well partnership.

Recommendations

It is recommended that Cabinet approves:

- The Director of Adult Social Care (DASS) accepting the Enhanced Live Well Grant in full of the Greater Manchester Combined Authority (GMCA).
- The extension of the Changing Futures Team for a further three years.
- The creation of 2 additional Changing Futures staff to support the delivery of the Enhanced Live Well Model.
- The continued provision of support for people experiencing multiple disadvantage, including homelessness, substance misuse, mental ill health, offending, domestic abuse, sex work, child removal, physical health needs, learning disabilities, neurodivergence, and care leaver status.

The Changing Futures team will also continue supporting individuals affected by reductions in preventative services and survivors of child sexual exploitation (CSE) who meet the service criteria.

A key priority of the Enhanced Live Well Model is supporting people who disengage early from substance misuse treatment. GMCA data shows that, in 2024/25, around one-quarter of opiate users left treatment unsuccessfully, with 66% doing so within their first year and 53% within their first three months of treatment. This proposal will strengthen Oldham's ability to engage and retain this cohort, alongside other residents experiencing multiple disadvantage.

1 Background

1.1 The Changing Futures program was a £92 million pound initiative between the Government and the National Lottery Community Fund. It sought to test innovative approaches to improving the outcomes for people experiencing multiple disadvantages including homelessness, drug and/or alcohol problems, mental health problems, domestic abuse and contact with the criminal justice system.

The systemic shift from Changing Futures to the Greater Manchester Live Well commitment is a system change program on three levels. On an individual level it is a better coordinated approach to help stabilize and improve outcomes for adults experiencing multiple disadvantages through a team of dedicated frontline workers in line with the principles of an enhanced live well offer.

1.2 At a service level, the programme promotes greater integration and collaboration through stronger partnerships and shared learning. Previous delivery has demonstrated the importance of Adult Social Care as a key strategic and operational partner. The programme will strengthen these connections through team integration, embedded roles and local governance arrangements. The aim is also to move from a fragmented range of services to a more consistent and connected offer. This will include closer alignment with other multiple disadvantage programmes, including Inclusion Health Services and a GP-led Multiple Disadvantage Support Programme commissioned by GMCA across Prevention Demonstrator Sites.

1.3 At a system level, the programme seeks to identify and address barriers that prevent services from responding effectively to people experiencing multiple disadvantages. GMCA requires areas to demonstrate how a prevention-focused, integrated model can improve outcomes. This will be supported through enhanced data collection, a co-produced Outcomes Star, and system change monitoring to evidence impact on both individuals and services.

2 Current Position

2.1 The Changing Futures Team works alongside partner services, including the Rough Sleepers Accommodation Programme (RSAP) and Move-On Navigators, to support people with multiple and complex needs who are often unable to engage with traditional services due to high levels of risk, vulnerability and exploitation.

2.2 The team compliments statutory provision by supporting some of the most vulnerable residents who may not meet Care Act eligibility thresholds but remain at significant risk of harm. Through the Making Every Adult Matter (MEAM) Panel, the team coordinates support for people experiencing multiple disadvantage, complementing the Tiered Risk Assessment Management (TRAM) process and the Complex and High-Risk Panel (CaHRP). Referrals are received from a range of services, including for survivors of child sexual exploitation (CSE), enabling tailored, multi-agency support.

2.3 The Team Manager currently acts as the link between risk management forums, ensuring cases are escalated and de-escalated appropriately. It is proposed that the new Grade 9 Senior Practitioner will take responsibility for coordinating the MEAM Panel, providing the link between MEAM, TRAM and CaHRP, supporting the team with complex cases and supervision, and leading on data collection, analysis and reporting. The role will also support integrated working across the wider Live Well neighbourhood model.

2.4 Current data held by the service is described below;

Name of Changing Futures Programme:	Oldham
	Since 01/04/2026
Total beneficiaries	
How many people in total have you supported since the beginning of the project?	215
How many people are you currently supporting (at end of period)?	82
How many people have you supported in total, in the period?	90
How many people have left or disengaged from the programme in the period?	8
Disadvantages	
Of those that you have supported in the period, how many needed support related to the following:	
Domestic abuse	52
Contact with the criminal justice system	47
Homelessness or rough sleeping	67
Mental health	83
Drug and alcohol problems	80
Of those that you have supported in the last quarter, how many needed support with 3 or more of the 5 elements of multiple disadvantage?	75
Leaving or disengaging from the programme	
How many beneficiaries have left or disengaged for the following reason:	
Support no longer required	3
Receiving appropriate support outside of the programme	1
Left the area	0
Cannot be reached/no response to engagement efforts	2
Cannot be reached due to contact with criminal justice system, hospitalisation etc.	1
Consent to be part of the programme withdrawn	0
Deceased	0
Other	1
Of those that have left, how many were on the programme for the following time:	
0 to 3 months	0
3 months to 6 months	1
6 months to 9 months	3
9 months to 12 months	1
more than 12 months	3

3 Cost Benefit Analysis

3.1 Over a six-month period, the service has supported 40 residents. Based on an average of three interactions per resident, the estimated cost to the wider system would have been £446,400. With Changing Futures intervention and coordinated support, the actual cost was £117,500, resulting in an estimated cost avoidance of £328,900. This analysis is based on partner referral data and demonstrates the value of early intervention, coordinated multi-agency support, and a prevention-focused approach.

4 Options/Alternatives

4.1 Option 1: (Preferred option)

Approve the extension of the Changing Futures Team and create additional roles within the team to maximise the benefits of the service. This will strengthen delivery

of the Enhanced Live Well Model and support additional VCFSE outreach activity aligned to the Live Well Neighbourhoods Model.

Option 2: Discontinue and relaunch the service under a new model. However, this would disrupt the existing relationships, referral pathways and support arrangements. Grant conditions would still require funding to be invested in Local Authority staffing as well as VCFSE provision, limiting the benefits of this option.

5 Financial Implications

5.1 The preferred option is Option 1, which supports acceptance of the Enhanced Live Well Grant and continuation of the service model developed through the Changing Futures Programme. Approval is sought to accept the grant for a further three-year period, with funding of £600,000 per annum allocated to the Council.

5.2 The current team consists of 1.0 FTE Grade 6 and 4.0 FTE Grade 5 posts at an annual cost of £228,000, including on costs. To strengthen delivery of the Enhanced Live Well Model, it is proposed to establish 1.0 FTE Grade 9 Senior Practitioner and 1.0 FTE Grade 5 Support Worker posts at an additional annual cost of £114,000. The total staffing cost would therefore be £342,000 per annum.

5.3 A further £8,000 per annum is requested to cover non-pay costs, including travel and mileage, employee expenses, IT equipment, DBS checks, and office supplies. The remaining £250,000 per annum will be allocated to VCFSE partners to support the recruitment of specialist recovery outreach workers, lived-experience peer support workers, and co-production activity. This will be developed collaboratively with commissioning colleagues through the Live Well Partnership.

5.4 The proposed annual budget is set out below and will be replicated in 2027/28 and 2028/29:

Purpose	Budget
Staffing Costs	£342,000
Non-Pay Expenditure	£8,000
VCFSE Partner Provision	£250,000
Total Cost	**£600,000**
Funding Source	**Budget**
Enhanced Live Well Grant	**£600,000**

5.5 The grant agreement does not specify whether any unspent funding must be returned to GMCA or may be carried forward into future financial years.

Danny Jackson, Finance Manager (ASC) (25th June 2026)

6 Legal Implications

6.1 The Changing Futures Service provides support to a wide group of people experiencing multiple disadvantages including Homelessness, drug and/or alcohol

problems, mental health problems, domestic abuse and contact with the criminal justice system. The support provided through this service has shown improvements for people in physical health, mental health and ability to cope without misusing drugs or alcohol. The service provides support to vulnerable individuals and without this service, pressure would be placed on existing statutory services which have a duty to provide, and which have existing pressures.

Salma Yasmeen - ASC Solicitor (14th July 2026)

7 HR Implications

7.1 The proposal has a number of workforce implications that require consideration:

The proposal includes the creation of one Grade 9 Senior Practitioner post and one Grade 5 Support Worker post, both of which will be funded through external grant funding and established on fixed-term contracts for a period of three years. The service is to be mindful that when ending a fixed term contract with an employee who has over 2 years' service, a redundancy payment may be required if the employee does not find suitable alternative employment through redeployment.

Existing employees within the Changing Futures team will continue in post through the extension of the funding arrangement. Appropriate contractual arrangements should be reviewed to ensure that fixed-term employment status and funding arrangements are clearly reflected via the workforce change process.

The Grade 9 Senior Practitioner role represents a new management and supervisory position with responsibility for the day-to-day coordination of the team, staff supervision, performance management, complex case oversight, and data analysis requirements. A job evaluation should be completed (or confirmed if already undertaken) to ensure the proposed grading aligns with the responsibilities of the role.

Recruitment to the newly established posts will need to be undertaken in accordance with the Council's Recruitment and Selection Policy, including consideration of any redeployment obligations before external advertisement.

The continuation of externally funded posts presents a future workforce risk should funding cease after the three-year funding period. The service should therefore ensure employees are aware of the fixed-term nature of the funding and that workforce planning arrangements are in place to manage any potential end-of-funding implications.

The proposal supports the Council's strategic workforce objectives by sustaining specialist capacity within a service that supports vulnerable residents, promotes partnership working and delivers preventative interventions across multiple agencies.

No significant employee relations issues have been identified arising from this proposal. However, ongoing managerial support, supervision and well-being arrangements should continue to be in place given the complex and often challenging nature of the client group supported by the service.

Overall, from an HR perspective, the proposal is supported subject to appropriate recruitment processes, job evaluation arrangements, funding-based contractual provisions, and ongoing workforce planning being implemented.

Natasha Needham – Workforce Business Partner – 25.06.2026

8. Equality Impact, including implications for Children and Young People

8.1 N/A

9 Key Decision

9.1 Yes

10 Key Decision Reference

10.1 HSC-14-27

11 Background Papers

11.1 N/A

12 Appendices

12.1 Appendix 1 – Getting more support – An enhanced Live Well offer for people facing multiple disadvantage

12.2 Appendix 2 - Directly supporting adults experiencing Multiple Disadvantage - Policy & Strategic Background

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Directly supporting adults experiencing Multiple Disadvantage

Policy & Strategic Background

In Greater Manchester there are an estimated 120,000 people experiencing Multiple Disadvantage. This is defined as a combination of homelessness, substance misuse, mental health issues, domestic abuse and contact with the criminal justice system.

As part of Greater Manchester's Live Well commitment to provide everyday support in every community, we are building on existing programmes of work (Changing Futures, Housing First, Co-occurring Conditions and Focused Care), to ensure an enhanced live well offer is available for people experiencing multiple disadvantage.

This is a systems change programme which should have an impact at an individual level, service level and system level.

- Individual Level- A better coordinated approach helps stabilise and then improve outcomes for adults experiencing multiple disadvantage.
- Service Level- Improved integration and collaboration across different services, through lasting partnerships and shared learning
- System Level- Identify and address system barriers which prevent us from responding effectively to those experiencing Multiple Disadvantage.

Through our integrated, community-based, person-centred delivery model, Live Well, we aim to show what this shift can achieve and create a blueprint for other authorities across the country. Three boroughs in Greater Manchester will be taking our enhanced Live Well offer further by accelerating local delivery, helping to show how embedding prevention within mainstream local delivery can improve outcomes for residents and generate savings.

Greater Manchester has been named a national 'Prevention Demonstrator' and at the same time will also receive additional resources from MHCLG to accelerate delivery of our Enhanced Live Well offer in at least 3 areas (noting all GM areas will be developing at different stages). These opportunities mean that we will be able do two things:

- Significantly mature and broaden our delivery model for those experiencing multiple disadvantage to incorporate a wider and more comprehensive offer across statutory and VSFE provision
- Accelerate integration of the offer into a wider public service delivery model as part of Live Well and the Prevention Demonstrator building a significant evidence base through robust evaluation.

Target Population

Multiple disadvantage can be defined as adults experiencing three or more of the following five: homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system. This programme should be designed to be accessible and inclusive for

anyone facing multiple disadvantage. This accessibility can be achieved by co-designing the service with a diverse range of people with lived experience of multiple disadvantage.

However, one initial key cohort of people facing Multiple Disadvantage that has been identified as a focus for support, is those who initially access substance misuse treatment but leave treatment early and fall through the net of support. Retaining people in treatment is critical to achieving recovery and reducing drug-related deaths. In 2024/25, around a quarter of GM opiate users (24% - 1,693/9,257) left treatment as a result of an 'unsuccessful completion'. Of these, 66% occurred within a year of entering treatment with 53% of these happening within three months.

Programme Model

Individual Level

A **team of dedicated frontline workers** supporting people experiencing Multiple Disadvantage in line with the principles of an enhanced live well offer

- A core team of key worker
- diverse team that reflects the community
- Low caseloads
- A permanent multidisciplinary team
- Regular MDT case reviews
- Tools to measure person-centred outcomes
- Co-location wherever possible
- Established systems for info sharing
- Clear shared policies
- A shared process for referral review
- Governance rooted in a shared approach
- Strong relationships

Service Level

The programme should be delivered by some combination of VCSE and statutory services, with approximately **50% of the funding going directly to VCFSE organisations and 50% supporting core public service transformation and delivery.**

Previous delivery of this work has evidenced the **importance of Adult Social Care as a key strategic and operational partner**. Therefore, effective delivery of the programme should be done in a way which strengthens this connection. This may come from the team sitting within Adult Social care, key embedded roles within Adult Social Care, or connection via the local governance process.

There is also recognition that this programme is not the only model of support for people facing Multiple Disadvantage. Our intention is to move away from a patchwork of support, to a consistent, connected offer. Prevention demonstrator sites will be leading this through **connection with other Multiple Disadvantage support programmes,** moving towards integrated teams. This will include connection to co-occurring conditions workers as part of the inclusion health service and a GP-led Multiple Disadvantage support programme, which GMCA will be commissioning centrally across the Prevention demonstrator sites.

System Level

As a leading area, it is essential that we are able to capture evidence to show how a prevention-first integrated model of public services can deliver better outcomes. We will work with all areas to adopt new methods to understand the impact of support on individuals and the systems, e.g. through a co-produced outcome star and systems change log.

For prevention demonstrator sites, a proportion of the additional funding should be committed to **dedicated evaluation and data capacity embedded at a local level**. This resource should be at least 0.6 FTE, with the recommendation that this is concentrated in a single role with protected time for this work. This resource is expected to:

- Build capacity to do specific work evidencing the medium- and long-term impact- e.g. cost benefit analysis and impact on service demand
- Engage in work to explore 'missingness', who the service is failing to engage and feedback loops to address system and service redesign.
- GMCA will support this additional requirement, through building partnership and connection with GMCA colleagues, wider academic and learning partnerships, and GM spaces. We'd welcome conversations about how this will be best supported within your area.

As with previous iterations of this funding, co-production and lived experience involvement are a core. A proportion of this funding should be used to **facilitate local lived experience involvement**

- Support and engage people with lived experience of multiple disadvantage to be part of co-production work
- Work with us to create more opportunities for people with lived experience to have their voices heard
- Ensure people with lived experience are involved in this programme's decision-making processes
- Connect to GM Multiple Disadvantage coproduction spaces

<u>Outcomes</u>

As outlined above we will seek to build a strong evidence base about

- Who we engage with
- The impact of support on individuals and the systems, e.g. through a co-produced outcome star and systems change log
- Exploring the medium- and long-term impact- e.g. cost benefit analysis or impact on service demand
- Exploring 'missingness', who the service is failing to engage, and feedback loops to address system and service redesign.

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Getting more support

An enhanced **Live Well** offer for people facing multiple disadvantage

LIVE WELL
DOING THINGS DIFFERENTLY WITH GREATER MANCHESTER'S COMMUNITIES

Introduction

An enhanced Live Well offer recognises that many people need additional, intensive support to live well and to thrive within a universal, community-led and cross-sector system of support.

These are people who often face multiple, intersecting challenges and struggle to navigate support as it is currently organised. This can lead to poor outcomes and repeated signposting. People experiencing multiple disadvantage often live with several connected issues at the same time. Many are known to different services but without one coordinated plan, and struggle to engage with systems not designed around their lives.

As a result, they are passed between services, face rigid eligibility rules and receive crisis-driven care instead of early help. This leads to poorer outcomes, repeated trauma and rising pressures across A&E, housing, mental health, social care and criminal justice. Staff often feel stretched holding risk without the right structures, and the system carries high costs.

In Greater Manchester, this affects a significant cohort. GM analysis suggests at least 120,000 people are experiencing some form of multiple disadvantage, many with long-term or recurrent needs. A key priority group are people facing combinations of homelessness, substance misuse, mental health issues, domestic abuse and criminal justice contact.

Without an integrated response, people can become stuck in cycles of crisis, out-of-area placements and delayed discharge, increasing pressure on acute services and driving avoidable costs.

Recognising this, Greater Manchester has committed – through GM Live Well and wider public service reform – to improving support for people with co-occurring housing, mental health and substance use needs. This is at the heart of the enhanced Live Well offer.

Enhanced Live Well will build directly on the wider ambition of Live Well, Greater Manchester's commitment to ensuring great everyday support is available in every neighbourhood. As a key mayoral manifesto commitment from Andy Burnham, GM Live Well reimagines health, social and employment support from the ground up, led by communities and enabled by a more connected and preventative system focused on reducing inequalities. It is built on Live Well Centres, Spaces, Offers and an Optimum Neighbourhood Model, supported by a thriving and well-resourced VCFSE sector, a skilled Live Well workforce and a shared culture of prevention.

How the enhanced Live Well offer has developed

This document sets out the emerging enhanced Live Well offer, a shared framework for supporting people experiencing multiple disadvantage.

The approach draws on learning from programmes including Supporting Families, the Rough Sleeper Initiative, the Housing First programme, Working Well, Focused Care, Co-occurring Conditions, and the Changing Futures programme. These programmes have played an important role in developing more consistent, joined-up practice across organisations and localities.

The offer has also been shaped through extensive co-design with programme teams, cross-sector partners, the Unseen Voices Panel (including people with lived experience of multiple disadvantage) and a wide range of community voices and practitioners. This ensures the framework is rooted in lived experience and reflects what matters most to the people directly involved.

This document aims to support everyone working with people facing multiple disadvantage, from frontline practitioners to those shaping local approaches.

It is intended to help localities develop their own approach to Enhanced Live Well, building consistent, relationship-based support for those who need it most while connecting into the wider GM Live Well model.

How Enhanced Live Well connects to the Live Well Hallmarks

Enhanced Live Well will be one of the core Live Well Offers within GM Live Well. It is designed to sit alongside Live Well Centres, Live Well Spaces, with the wider Live Well Neighbourhood approach, providing intensive, relationship-based support for people facing the highest barriers.

While Centres, Spaces and universal Offers provide accessible, everyday support, Enhanced Live Well brings an additional layer of skilled, multidisciplinary help for people experiencing multiple disadvantage. It connects directly into each of the Live Well hallmarks, strengthening the neighbourhood model, deepening prevention, and ensuring no one falls between services.

A core Live Well Offer

Enhanced Live Well is one of the Live Well Offers, providing specialised, intensive support for people experiencing multiple disadvantage.

Operates within
Live Well Neighbourhoods

Enhanced Live Well is a core part of the wider Live Well Neighbourhood. This work cannot be done by a single team in isolation: it relies on strong connections with local services, community organisations and wider partners. Together, teams spot challenges earlier, coordinate support around people's lives and respond to the most complex needs in a joined-up, preventative way.

Connects with
Live Well Spaces

Enhanced Live Well Teams help people engage with community-led Spaces for relationship-building, group activities, peer support and safe connection. Some Spaces will be specifically tailored to people experiencing multiple disadvantage, forming a core part of the enhanced Live Well offer. Others will be universal community Spaces that teams help people to access as confidence and stability grow.

Links into
Live Well Centres

Centres provide trusted, accessible bases for outreach and appointments. Many people experiencing Multiple Disadvantage may struggle to engage with a Live Well centre without support. Enhanced Live Well Teams work alongside Centres to connect people straight into universal support.

Three features of the enhanced Live Well approach

People's lives don't fit into single services or neat pathways.

That is why the enhanced Live Well model will bring together three features that work as one approach:

1

Enhanced Live Well Teams

A core team of key workers supported by a wider multidisciplinary group who operate as one team. They provide joined-up, flexible support that responds to all parts of someone's life. Key workers bring the time, skill and capacity to build deep, trusting relationships and stay with people through complexity — often going beyond traditional 1-1 support.

2

Person-centred practice

Support shaped around each person's needs, strengths and goals. Built on trust, trauma-responsive, psychologically-informed and anti-racist practice, and the leadership of people with lived experience.

3

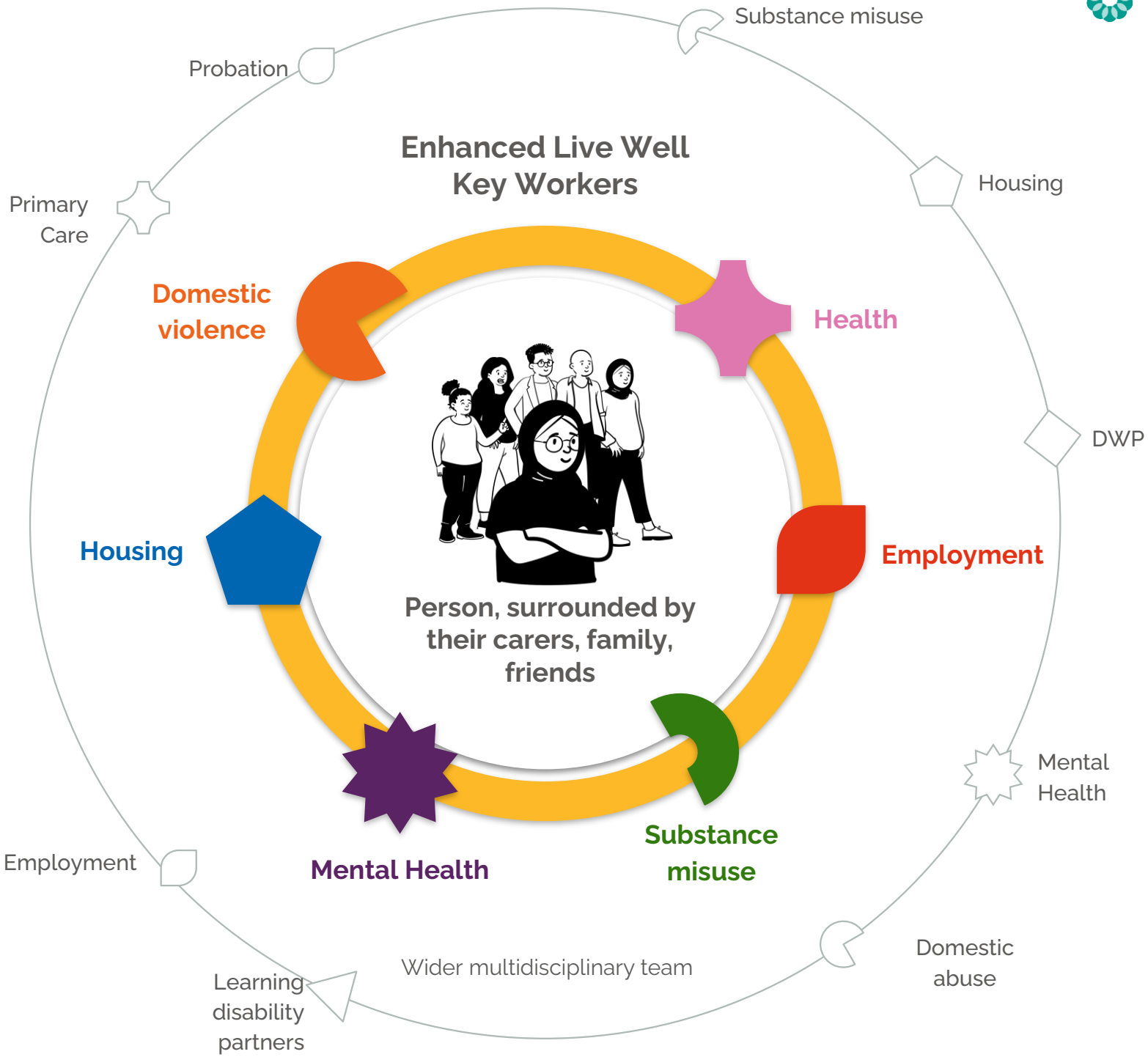
Part of an integrated neighbourhood approach

Teams working within a wider neighbourhood system so support is connected, preventative and rooted in community life.

The **Enhanced** Live Well offer

.As Enhanced Live Well key workers we will stay alongside you, doing our best to provide first-hand support across different specialist areas of expertise.

Our strong links with a wider multidisciplinary team mean that we can quickly 'pull in' support from partners without just referring you on."



1

Enhanced Live Well Teams

Enhanced Live Well Teams bring together a core team of key workers with a wider group of multidisciplinary partners from across the system. Together they form a joined-up team that provides co-ordinated support across all parts of someone's life. The team offers consistent, long-term, preventative support and helps people facing multiple disadvantage

A core team of Enhanced Live Well Key Workers

A dedicated team of skilled key workers employed by the local authority and the VCSE sector. They bring a mix of skills across health, housing, education, employment, lived experience and peer support, allowing them to respond to different yet connected needs. The team has low caseloads, giving workers the time to build consistent, trusted relationships. The team reflects the communities they support and provides long-term, preventative, person-centred support. They act as navigators, trusted companions and problem-solvers, using their judgement to work flexibly and alongside people.

A wider multidisciplinary team (MDT) offering connected support

Around the core team sits a permanent multidisciplinary team made up of partners across the system including housing, mental health, substance use, primary care, probation, DWP, domestic abuse, employment, learning disability support and more. The MDT meets regularly for case reviews and joint planning, sharing information and agreeing clear actions together. They have strong relationships and work as one team to offer preventative, joined-up support. The MDT can pull in specialist services as needed, using collaborative referrals. They respond early, bring in the right partners at the right time and provide co-ordinated support.

A shared way of working

Enhanced Live Well Teams work to a shared purpose, values and principles, backed by collective governance that brings partners together around one approach. The team is trusted to make joint decisions, share accountability and hold risk together. Shared policies, procedures and data-sharing agreements make support consistent so people aren't passed from service to service. Staff work as one joined-up team across statutory and voluntary sectors, offering seamless transitions and shared ownership of each person's journey. Training, reflective practice and a culture of learning support the workforce, and partners work together to identify where services themselves create barriers and take action to remove them.

Key components

A core team of key workers
employed by both the local authority, primary care and/or VCSE sector, with skills across housing, health, substance use, employment and peer support

A diverse team that reflects the community
supported by inclusive recruitment and lived experience representation

Low caseloads
to enable intensive, relationship-based working

A permanent multidisciplinary team involving housing, mental health, substance use, primary care, probation, DWP, domestic abuse, employment and learning disability partners

Regular MDT case reviews,
at least fortnightly, with shared planning and clear agreed actions

Tools to measure and track person-centred outcomes,
address barriers and improve support pathways

Co-location wherever possible,
with regular opportunities to build strong relationships, including team-building days and shared time together

Established systems for information sharing,
data-sharing agreements and joint support planning

Clear shared policies,
procedures and partnership agreements that set out one approach

A shared process for referral review
and decision-making, where partners actively connect and collaborate to build relationships across the system—not just pass people on

Governance rooted in a single shared approach,
held by the VCSE or LA depending on employment arrangements, and strengthened by lived experience leadership. Teams are empowered to take, share and hold risk

Strong relationships between statutory and voluntary services, with proactive effort to maintain respect and trust

2

Person centered practice

Person-centred practice sits at the heart of the enhanced Live Well Offer. Support is built around what matters to the person. Workers take time to build trust, work flexibly and meet people where they are. The approach is trauma-responsive, gender-responsive and anti-racist, recognising the realities shaped by people's histories, cultures and identities. Lived experience is embedded in design and delivery, helping the team work in ways that feel human, empowering and honest.

Person-centred and flexible approaches

Enhanced Live Well Teams use person-led, strengths-based approaches that give people space to decide what they want to focus on. Workers start where people are, often with simple, practical support that builds trust. They take small steps at the person's pace, without pushing system priorities or a set timetable. Support is flexible, relational and responsive — whether that means going for a chat, helping with a PIP form or seizing the moment when someone feels ready to make a change. Workers offer proactive and assertive outreach, including follow-up when people disengage, meet people in places they feel comfortable and work at a pace that suits them. Support recognises that progress is not linear, people may step back, disengage or take a break without questions asked, and workers remain consistently present so there is always a stable relationship to return to. They offer persistent support where the door doesn't close and workers have the permission and autonomy to work beyond traditional role boundaries.

Trauma-responsive, gender-specific and anti-racist practice

Support is shaped by an understanding of trauma and how it affects behaviour, trust and engagement. Workers are curious, transparent and non-judgemental, recognising that distress can show up in different ways. The approach is gender-specific where needed, especially for women whose experiences of violence, abuse, child removal or criminalisation shape how safe they feel with services. Teams work in anti-racist ways, recognising how discrimination, racism and migration experiences shape people's lives and their relationship with services. Where appropriate, teams create specific spaces for different groups to feel understood and supported - for example those with experience of homelessness or rough sleeping. Workers are trained on an ongoing basis, reflective and confident in taking a harm reduction approach.

Lived experience shapes design, delivery and evaluation

Lived experience runs through the enhanced Live Well model. People with lived experience are part of the workforce, design, delivery and decision-making. Their insight accelerates trust and strengthens problem-solving from a real-life perspective. Workers with lived experience are well supported, valued and fairly paid. Enhanced Live Well also aims to champion progression and development pathways, ensuring people with lived experience can grow into senior and leadership roles so the workforce reflects the communities it serves at every level. There are multiple ways for people to contribute through mentoring, co-production, lived experience forums, service improvement and recruitment. The approach values both lived and learned experience, with power shared and decisions made transparently. Lived experience also plays a vital role in holding the wider system to account — highlighting where support isn't working and driving improvements. Barriers are removed so people can stay connected to support for as long as they need.

Key components

Person-led support
where workers start with what matters to the person and build plans around their needs, priorities and goals. Support delivered in person-friendly venues and familiar community spaces.

Support is not time limited.
Workers and the person agree together what a natural and appropriate end to their support looks like, with light-touch check-ins as needed and a clear understanding that the door remains open and that people can return if circumstances change.

Proactive outreach delivered in the community,
including in supported accommodation, street-based settings and targeted work with A&E, probation and VCSE partners.

Workers trusted with autonomy
to provide needs-led support, with space to build trust, no time limits and acceptance that progress is non-linear.

Trauma-responsive practice built into the model,
with workers trained to recognise how trauma affects behaviour, trust and engagement, and to create psychologically safe relationships and environments where people feel respected, believed and in control.

Gender-specific support available,
including access to women-only workers for those who need it, support for men, and support that is inclusive of trans and non-binary people, recognising their specific experiences and safety needs.

Workers trained to respond to different forms of inequality, including racism, domestic and sexual abuse, LGBTQ+ identities and structural barriers, with training that is ongoing and reflective.

Transparent and shared systems for information sharing
and support planning, with people involved in decisions about their information, including how it is captured, shared and communicated in formats that meet their preferences.

Lived experience roles built into the workforce, with fair pay and opportunities to contribute through mentoring, service improvement, recruitment and decision making. They are supported through training and appropriate supervision.

Clear policies and procedures
that enable person-centred and trauma-responsive working, written clearly and accessibly, outlining what must/should/could happen and how people can challenge or escalate concerns.

3

Part of an integrated neighbourhood approach

Enhanced Live Well Teams are embedded within Live Well Neighbourhoods. They work within a connected system of statutory services, the VCFSE sector, primary care, and specialist support including drug and alcohol services, housing, adult social care, community safety, probation, GMP, DWP, domestic abuse services and more.

Working in this shared neighbourhood footprint — whilst recognising that people move across neighbourhoods and interact with multiple services — allows teams to deepen preventative and collaborative work, respond earlier and 'pull in' support at critical moments. They link into existing neighbourhood partnership structures and work closely with Live Well Centres and Spaces, creating smooth routes into the universal offer.

Working as part of one neighbourhood system

Enhanced Live Well Teams form one part of a wider neighbourhood support system, working alongside statutory services, VCFSE organisations, community groups and the Live Well universal offer. They link into neighbourhood partnership structures, working alongside primary care networks, housing partners, community safety teams and the wider Live Well workforce. People are connected straight into the right support, including Live Well centers and Spaces. Workers can quickly pull in housing, mental health, drug and alcohol, primary care and community support without multiple referrals or assessments. The approach values and invests in VCFSE organisations and community groups, recognising their crucial role in neighbourhood-level prevention and connection.

Enhanced Live Well Teams also strengthen the wider system: their specialist insight and practice can be drawn on by other neighbourhood workers — offering guidance, problem-solving and support in huddles or partnership forums, even where they are not taking someone onto their caseload. This makes the enhanced Live Well offer an asset to the whole neighbourhood, not only to the people they work with directly.

Shared approaches and resources enable integration

Neighbourhood approaches take account of how people move across boundaries, where they spend time and how their lives intersect with multiple services. A set of neighbourhood-level enablers makes this integrated working possible. Shared workforce models, shared budgets and information-sharing arrangements allow teams to respond collectively rather than in silos. Joint training across sectors, including trauma-responsive and anti-racist practice, strengthens confidence, consistency and connection. Pooled resources, integrated commissioning and aligned urgent and crisis pathways help prevent repeat A&E use and ensure follow-up care happens in the community.

Influencing wider system change

Enhanced Live Well Teams play a key role in shaping and improving the wider Live Well Neighbourhood approach. Real-time learning from complex casework helps identify barriers in policy, practice, funding and commissioning, and supports partners to make changes that improve outcomes. Teams contribute to neighbourhood and place-based discussions, and feed into neighbourhood learning loops, helping to strengthen pathways, improve accessibility and champion lived experience. This influence extends across sectors, supporting a shift towards prevention, inclusion and flexible, person-led practice across the whole system.

Key components

Enhanced Live Well Teams contribute into place-based governance that provides space for more formal integrated governance and more informal participatory decision-making, shared learning and cross-boundary leadership.

Seamless links to Live Well Centres and Spaces, including warm handovers, proactive accompaniment and tailored transition support to ensure people can genuinely access and sustain engagement with the universal Live Well offer. Staff build confidence and trust so that universal services feel safe and accessible.

Shared budgets, pooled resources and integrated commissioning to enable joined-up responses and reduce duplication.

Information-sharing arrangements and joint systems that allow workers to plan and act together, including building a shared understanding of how many people are experiencing multiple disadvantage.

Joint training across sectors, including trauma-responsive, strengths-based and anti-racist practice, to build a consistent approach.

Clear local crisis and urgent care pathways that connect A&E, mental health, primary care and neighbourhood teams.

Strong relationships with primary care networks, housing, adult social care, community safety, drug and alcohol services and other local partners.

Investment in VCFSE organisations and community groups as core neighbourhood partners, including lived experience-led services.

Staff working together to identify where their own services are creating barriers and take action to remove them.

Regular and meaningful opportunities for people to share their experiences and shape support, recognising that the realities of multiple disadvantage shift over time.

Being welcomed

Proactive outreach

Team members go to people where they are — e.g. in Live Well Centres, housing, health settings, A&E or community venues.

Introduction

People can be introduced by another service or person, or seek support themselves through a community venue or online.

Exploring support

Assessment and planning

The key worker and the person take time to build trust and work together to develop a strengths-based goals plan. Any urgent risks are addressed straight away with immediate wrap-around support.

MDT review

The person is allocated to a key worker during the MDT. If people are better supported by another offer, they are introduced to another team.

Providing persistent and consistent support

The team provides flexible, person-centred, strengths-based support that follows people's changing needs and goals. Progress is reviewed in MDT meetings, and the key worker may change as the person's needs evolve. Support accepts that progress isn't linear: people may step back or take a break, and workers remain a consistent, trusted presence throughout.

- Practical, hands-on support
- Staying safe
- Peer support
- Improving physical health
- Housing and stability
- Strengthening wellbeing and resilience
- Healthy relationships and social connection
- Creative and meaningful activities
- Building positive futures
- Support in moments of crisis

Moving Forwards

Working towards a natural endpoint together

Agreeing an end point together, while making it clear the door is always open. Offering light follow-up to check in on how things are going.

Supporting others

Encouraging people to support others if they want to — through mentoring, peer support, co-production, volunteering or lived experience roles.

Celebrating and reflecting

Celebrating achievements and progress, and reflecting together on what could have been better, with any actions picked up straight away.

Practical, hands-on support

Addressing basic needs such as housing, health, money, benefits, food, digital access, independent living and occupational therapy. Providing everyday, human-level help including attending appointments together, filling out forms, paperwork, budgeting and communication support.

Peer support

Opportunities to connect with others and give and receive support through peer groups, lived experience forums, Live Well Spaces and local community groups.

Improving physical health

Support to manage physical health conditions, including help with GP care, health appointments, medication reviews, managing long-term conditions, and accessing drug and alcohol support or harm reduction.

Creative and meaningful activities

Supporting people to find new things that bring enjoyment, purpose and routine — creative groups, physical activity, community clubs, walking groups, cooking, gardening or music. This includes helping people build confidence, explore what interests them, and develop new skills that may lead to volunteering or employment opportunities where appropriate.

Support in moments of crisis

Help to manage crises early and respond quickly. This includes immediate practical help, safety planning, harm reduction, urgent mental or physical health support, and rapid access to the right partners.

Staying safe

Support to stay safe at home and in the community, including safety planning, harm reduction, managing risks of exploitation, domestic abuse or violence, and navigating justice, probation or court processes when needed.

Housing and stability

Support to find and keep safe accommodation, resolve housing issues and prevent homelessness. This may include help with applications, temporary accommodation, tenancy sustainment, landlord conversations, supported housing and managing the risk of eviction.

Strengthening wellbeing and resilience

Support to understand and manage mental health, build coping strategies and prevent crises. This may include psychological or trauma-responsive support, therapy, emotional regulation, advocacy and help with medication management.

Healthy relationships and social connection

Support to build or rebuild safe, healthy relationships, strengthen social networks and feel part of a community. This may include befriending, coaching, carers' support or help staying safe in relationships.

Building positive futures

Exploring strengths, interests and hopes for the future. This can involve trying new activities, reconnecting with passions, accessing education, training, volunteering or work when the person is ready. It may also include engaging in creative co-production processes to shape and improve the system.

Illustrative personas

The following illustrative personas bring the enhanced Live Well offer to life.

While not real individuals, they are grounded in the real experiences, insights and evidence shared through the existing multiple disadvantage support programmes. They reflect the kinds of journeys people take — and the impact that consistent, relationship-based support can make.

Maria

Oldham

Maria, 43, lives in Oldham after years of unstable housing, domestic abuse and long-term alcohol use.

She had repeatedly been "bounced" between services because her needs didn't neatly fit thresholds. Like many women experiencing multiple disadvantage, she felt judged and was reluctant to work with male workers, shaped by trauma and child removal in the past.

Through the enhanced Live Well offer, Maria was introduced to a women-only key worker with lived experience. Their early meetings involved simple, relationship-building activities — a brew, a chat, a walk — giving Maria space to decide what she wanted to focus on rather than being pushed towards a service-led plan.

When Maria finally felt ready to reduce her drinking, the team acted immediately. Her key worker coordinated an MDT meeting, secured an appointment with drug and alcohol services, and helped her move into safer temporary accommodation. Acting at the right moment was critical, preventing a return to crisis.

'Having "one trusted person who doesn't give up" allowed her to believe change was possible.'

Today, Maria is sustaining her tenancy, attending women's peer support, and has rebuilt contact with her daughter. She says having "one trusted person who doesn't give up" allowed her to believe change was possible.

Darren

Wigan

Darren, 32, has lived in Wigan all his life. He experienced childhood trauma, poor mental health, and periods of rough sleeping.

Known to several services, he struggled to engage and often appeared "non-compliant" — a common challenge for people whose trauma shapes how they trust and connect with professionals.

Enhanced Live Well allocated Darren a key worker with a small caseload who had time to build a slow, steady relationship. Much of their early work involved everyday connection — chatting over Xbox and a brew. This informal support eventually led Darren to disclose a major trauma he had never spoken about before, something that only surfaced because the relationship felt safe.

When Darren later faced a housing crisis, the team coordinated rapid MDT support. Housing colleagues, primary care and substance use workers came together, preventing eviction and securing a harm reduction plan tailored to his needs.

'Darren disclosed a major trauma he had never spoken about before, something that only surfaced because the relationship felt safe.'

Although Darren's progress hasn't been linear, he remains stably housed and now initiates conversations about his goals — a shift his worker attributes to persistence, "no such thing as not engaging," and a genuinely person-led approach.

Aamina

Manchester

Aamina, 28, lives in East Manchester. After years of sofa surfing, anxiety, and problematic drug use, she frequently attended A&E in crisis.

Her GP, concerned about repeated unplanned appointments and the lack of coordinated support around her, pulled in the right support, tapping into the local enhanced Live Well offer.

Through the enhanced Live Well offer, Aamina was welcomed via a warm handover at her GP practice and connected immediately to a key worker based within the practice. They began with what mattered to her: feeling safe and gaining stability. Her worker supported her to engage consistently with primary care, complete benefits forms, and attend appointments together — practical, everyday help that built trust.

A coordinated MDT wrapped support around her. Housing colleagues helped her move into supported accommodation; mental health partners offered input when she felt ready; and a peer mentor from a lived experience organisation encouraged her to join creative and social groups that helped reduce isolation.

'Enhanced Live Well began with what mattered to her: feeling safe and getting some stability.'

A year on, Aamina has not presented at A&E for six months, is managing her anxiety with support, and volunteers weekly at a women's community space. She describes Enhanced Live Well as "the first time my GP, my key worker and everyone else felt like one team."

Learning in real time

Enhanced Live Well is an emergent, evolving offer — shaped through years of learning across programmes such as Housing First, Supporting Families, Working Well, Focused Care and Changing Futures. Together, these programmes have built a rich foundation of practice and insight across Greater Manchester, each contributing valuable approaches to supporting people experiencing multiple disadvantage.

Enhanced Live Well builds on this collective strength, bringing greater alignment and coherence so that people can expect a consistent, joined-up, preventative offer wherever they live. By drawing on what works, grounding the model in lived experience, and working collaboratively across sectors and localities, we can shape a shared framework that grows stronger through real-time learning, co-design and iteration across GM.

The following resources provide further guidance, evidence and inspiration. They show how the principles of Enhanced Live Well are already being put into practice — and how, together, we can keep growing a system that is truly community-led and system-enabled:

- Read the Live Well Hallmarks Document
- Learn more about Unseen Voices Panel (Lived Experience Forum)
- Find out more about the Housing First Programme
- More details about Changing Futures
- Dual Diagnosis | Greater Manchester Mental Health NHS FT

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Report to CABINET

Future Delivery Model for Oldham Leisure Services – Part A

Portfolio Holder:
None at current time

Officer Contact: Rebecca Fletcher, Director of Public Health

Report Author: Pritesh Patel, Sports Leisure and Wellbeing Service Manager

21 September 2026

Reason for Decision
The council is required to decide on the most appropriate future delivery model for our leisure services to ensure long-term financial sustainability, operational resilience and full alignment with our corporate, and health & well-being priorities, including tackling inactivity and inequalities in our communities.
The current arrangements with Oldham Active (also known at Oldham Community Leisure Limited – OCL) are approaching a transition point, hence needing a clear strategic decision that benefits our residents and Oldham.
This decision represents a strategic choice, not a default about how the Council secures both commercial discipline, growth and public value in the management of a key public asset.

Executive Summary
This report sets out the findings of the interim review into the future delivery of Oldham's leisure services and seeks approval to advance a preferred option.

The review has considered four models:
- in-house delivery,
- a Council owned organisation such as a Local Authority Controlled Trading Company (LATCo),
- a joint venture company (discounted at an early stage),
- and a competitive procurement process.

Each option has been assessed against financial, operational, governance and strategic criteria.
Leisure provision and the current provider, Oldham Active, are a core part of Oldham's prevention infrastructure, supporting health improvement, inclusion, community cohesion and demand reduction across the wider system.

The assessment and review concludes that a Council owned organisation provides the optimal model, giving the council the commercial grip it needs without losing democratic control of a strategic public asset.

Recommendations

Cabinet is asked to:

1. Approve the development of a Council owned organisation as the preferred delivery model in principle for the future delivery of Oldham's Leisure services, following consideration of the options set out in this report.
2. *Financial information included in Part B of the report*
3. Delegate authority to the Director of Public Health, Director of Finance, & Director of Legal in consultation with Chief Executive (CEX) and Leader, to proceed with the necessary work to establish the most appropriate Council owned organisation.
4. Delegate authority to the Director of Legal or their nominated officer to undertake all required legal processes

A Council owned organisation presents the strongest option, retaining Council ownership and strategic control, whilst providing greater operational flexibility, commercial capability and opportunity for income generation. It aligns with a popular model across Greater Manchester and wider, and it offers a platform for transformation, innovation and improved performance and outcomes.

Whilst a Council owned organisation introduces initial set up costs and governance arrangements to be worked through, these are considered manageable through robust business planning, governance arrangements and oversight. On balance, progressing a Council owned organisation to full business case stage provides the strongest opportunity to deliver a sustainable, modern, and integrated leisure offer to benefit our residents, and our commercial considerations.

Future Delivery Model for Oldham Leisure Services

1 Background

1.1 In December 2012 Cabinet approved the recommendation to appoint Oldham Community Leisure Limited (OCL) as the preferred bidder for a new 10 plus 5-year contract to operate and manage the Council's leisure facilities. OCL was appointed under a contract for services which commenced on 1 April 2013 ("Contract"). Prior to the expiry of the initial term of the Contract (March 2023), the Council exercised the right to extend the term for an additional 5 years. This was done in line with prior Cabinet approval, and the contract was extended for a period of up to 5 years up to 31 March 2028.

1.2 OCL has responsibility for the management, operation, and development of six facilities under the Contract, which include Council owned leisure centres, swimming pools and synthetic pitches in Oldham. It also delivers a wider community offer and has a vision of "Inspiring people to live active healthy lives" and to "Create an environment in which sport, active recreation and leisure are integrated into the lifestyles of all Oldham residents, in order that community cohesion and health benefits are continually improving."

1.3 The contractual relationship between the Council and OCL aligns with broader Council priorities, Public Health goals and social development objectives to reduce inequalities in Oldham, including working collaboratively with partners to tackle health inequalities and improve mental health and wellbeing through activity.

1.4 Beyond the requirements of the Contract, OCL deliver a lot of additional work to support our residents and the aims of the council, including reducing inequalities. Some of the programmes and initiatives delivered by OCL include:

(a) Exercise Referral for a variety of conditions including Musculoskeletal, Mental Health, Obesity and Blood Pressure.
(b) REACH scheme specifically for Cardiac & Pulmonary patients.
(c) Falls Prevention including community classes.
(d) Free Swimming lessons for adult non-swimmers.
(e) Co-location of midwifery services & social prescribing.
(f) Welcome to Oldham scheme, providing free access for those facing financial hardship.
(g) Plus 1 card for Carers, allowing free access for those providing support to those who would otherwise struggle to access services.
(h) Friday Club (to reduce isolation).
(i) Regular apprenticeships and work experience opportunities to tackle worklessness.

1.1 OCL is an Oldham organisation which employs around 280 members of staff including full-time, part-time and regular casuals. Over 70% of the OCL workforce are Oldham residents.

1.2 The Council works closely with OCL to ensure that the outputs and outcomes that OCL is obliged to deliver under the Contract are met and that continuous improvement is achieved throughout the Contract Period.

1.3 A performance monitoring system is in place with the aim of providing reasonable and prudent checks, while focusing on KPIs which confirm that a high quality of service is being delivered and measuring the contribution of the service to the Council's outcomes. OCL are performing well.

1.4 *Financial information included in Part B of the report*.

1.5 The Council is at a key decision point regarding the future of leisure provision, with a requirement to ensure financial sustainability, alignment with council and health & wellbeing priorities, and long-term resilience.

1.6 An external consultant has led an interim review of current position and all possible options. They have consulted internally, externally, and gained valuable insight from other regional and national partners. They provided four options.

- Council owned organisation (such as LATCo)
- Competitive Procurement
- In-house Delivery
- Joint Venture Company (JVC)

1.7 The Contract links to Corporate missions, as follows:

- Healthier, Happier Lives
- Great Place to Live

1.8 The Contract also links to the following corporate behaviors too:

- Work with a resident focus
- Support local leaders
- Committed to the borough
- Deliver high performance
- Take ownership and drive change.

2 Current Position

2.1 Oldham's leisure services are delivered through OCL, and they are performing well

- Strong participation levels (over 1.5 million visits annually, and growing year on year)
- High-quality delivery, facilities, and customer satisfaction
- Significant additional social value delivery aligned to priorities and health outcome
- *Financial information included in Part B of the report*

2.2 The Contract between Oldham Council and OCL is a 10 + 5-year contract which is due to end on 31 March 2028. Prior approval was given by Cabinet to undertake negotiations with OCL to utilise the available 5-year Contract extension and to vary the Contract to include a small number of agreed additions in terms of social value and to update the list of Facilities.

2.3 *Financial information included in Part B of the report*

2.4 OCL have consistently met and exceeded the requirements of the Contract and have provided above and beyond in terms of social value as well as their positive engagement in supporting the health and wellbeing of our residents, and wider council priorities.

2.5 Usage numbers have continued to rise year on year, and in 2025/26 we saw over 1.5 million visits across all six facilities.

2.6 Leisure provision in Oldham plays a critical role in

- Prevention of ill health and the costs associated with this
- Supporting mental wellbeing
- Reducing inequalities
- Strengthening communities

2.7 The Contract expires in March 2028. A re-procurement exercise is anticipated to take between 18 months and two years, so the Council needs to determine its preferred model going forward as soon as possible. Options considered include Council owned organisation (such as a LATCo), Competitive procurement, Inhouse delivery, and a Joint Venture Company (JVC). This is now an urgent matter, depending on the option chosen, especially if we were to decide on a full procurement route.

2.8 *Financial information included in Part B of the report*.

2.9 *Financial information included in Part B of the report*.

2.10 *Financial information included in Part B of the report*

2.11 *Financial information included in Part B of the report*.

2.12 Oldham Active has delivered well against the current contract and has provided significant additional social value for Oldham residents. The decision now required is a strategic one about the most appropriate future delivery model after the current contract period, taking account of financial sustainability, public value, governance, market conditions and the Council's long-term ambitions for leisure as part of the wider prevention system.

2.13 As mentioned above, an external consultant has led an interim review of current position and all possible options. They have consulted internally, externally, and gained valuable insight from other regional and national partners. They provided four options.

3 Options/Alternatives

3.1 Option 1 – Council owned organisation (such as LATCo)

3.1.1 A Council owned organisation represents an arm's length Council owned company, operating under company law with defined governance arrangements as set out by the Council. A Council owned organisation would operate with commercial flexibility within a strong governance framework.

3.1.2 Key Strengths

- Retains Council ownership and strategic control
- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*
- Supports integration with health and prevention system.
- Enables operational flexibility and faster decision making in a dynamic environment, where it is important to respond to markets trends
- Provides opportunity for cultural and Organisational transformation, setting us up for the future.
- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*

Key Risks (manageable)

- *Financial information included in Part B of the report*
- Governance complexity and requirement for strong stakeholder function (from the outset)
- Council retains strategic & financial risk as underwriter
- *Financial information included in Part B of the report*

3.1.3 Provides balance between control and flexibility, unlike both in-house and outsourced models.

3.1.4 Enables innovation, partnerships, and income diversification as well as aligning with industry precedent

3.1.5 Creates a platform for integrating leisure with the wider health system further, while maintaining commercial discipline. It also offers greater ability to reshape workforce models and service delivery to match residents demands.

3.1.6 *Financial information included in Part B of the report*.

3.2 Option 2 – Competitive Procurement

3.2.1 Advantages

- Established and widely used model
- Strong performance management through contracts and performance management

Key Risks / Challenges

- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*
- Less direct Council control over delivery model
- Reduced flexibility to integrate with wider council and Oldham priorities
- Council retains reputational and strategic risk regardless

3.2.2 A proven model, but less aligned with Oldham ambitions for integration, control and long-term system transformation and sustainability

3.3 Option 3 – In-house Delivery

3.3.1 Advantages

- Direct Council control
- Strong alignment with Council and Public Health priorities and outcomes
- *Financial information included in Part B of the report*

Key Risks / Challenges

- *Financial information included in Part B of the report*
- *Financial information included in Part B of the report*
- Requirements to build additional support and resource in some areas will be required.

3.3.2 *Financial information included in Part B of the report*.

3.4 Option 4 – Joint Venture Company (JVC)

3.4.1 This was discounted at an early stage of the interim review and is considered disproportionate in complexity and cost relative to contract scale. The conclusion was, although thoroughly considered, it was not recommended.

3.5 Comparative summary

Financial information included in Part B of the report

The comparison shows that while all options are viable, each alternative is weaker than a Council owned organisation across the key decision criteria, particularly in terms of finance, control, flexibility and local priorities.
Competitive procurement remains a legitimate delivery route and has been used successfully in other areas. However, in Oldham's current context it presents some material disadvantages. These include the cost & timescale, market uncertainty, potential profit loss from Oldham, reduced flexibility after a contract is awarded, and the fact that the Council would still retain strategic and reputational risk.
On balance

4 **Preferred Option**

4.1 Option 1 – Council owned organisation (such as LATCo)

4.1.1 While the interim review identifies procurement as an established model, further strategic considerations and local landscape supports progressing a Council owned organisation option due to. It achieves the optimal balance across key criteria:

4.1.2 Alignment with Council Priorities

- Maintains alignment with health, wellbeing, and inequality reduction objectives for Oldham
- Enables stronger place-based integration than outsourced models and allows us to truly be community needs led.

4.1.3 The current provider has demonstrated a strong commitment to collaborative working across health, wellbeing, and wider public services / priorities. A council-owned organisational model offers an opportunity to retain and strengthen these collaborative approaches, helping to maximise the contribution to leisure services make to prevention, reducing inequalities, improving outcomes for Oldham residents, and income generation to benefit Oldham, not external shareholders.

4.1.4 *Financial information included in Part B of the report*

4.1.5 Control and Governance

4.1.6 The LATCo would not operate independently of Council control. As sole shareholder, the Council would retain strategic control through a formal shareholder agreement, reserved matters, annual business plan approval, open-book financial reporting, a performance framework and clear escalation and intervention rights. The Council would also determine the governance structure, including board appointments, reporting arrangements, audit and risk requirements, and the matters that must return to the Council for approval.

4.1.7 This means the LATCo would have sufficient operational flexibility to run services commercially and respond to residents' needs, while remaining accountable to the Council

for delivery, financial performance, social value and alignment with Oldham's wider priorities. This flexibility would enable the organisation to respond more quickly to market conditions, customer demand, partnership opportunities, and emerging service requirements than would typically be achievable through traditional local authority processes. In summary:

- Maintains Council ownership and oversight
- Business plan approval which allows structured performance management via contractual and shareholder / board arrangements.
- Open book financial reporting
- Clear intervention and escalation powers
- Avoids full reliance on external providers.
- Flexibility to move and respond at speed.

4.1.8 Sector Alignment

- Provides confidence in viability and market precedent.

4.1.9 Summary Table

Criteria	**Council owned organisation Position**
Financial sustainability	Avoids collective procurement costs
Commercial capability	Flexible, responsive operating model with capabilities to grow income
Democratic control	Full council ownership
Health & Prevention	Strong alignment with priorities
Local value	Reinvestment into Oldham
Deliverability	Achievable within timeline

4.1.10 Why now.

4.1.11 The timing of this decision is important. The current contract is due to expire in 2028. While this may appear some distance away, the scale and complexity of procurement, mobilisation, and implementation means decisions need to be taken now to ensure sufficient time for a robust and well-planned process. This is not a reaction to an immediate issue, but a proactive decision to protect continuity of service and secure the best long-term outcome for residents and the Council.

4.1.12 Key considerations include:

- Protecting service continuity – Early decision-making reduces the risk of service disruption at contract expiry and provides certainty for staff, partners, customers and stakeholders.
- Allowing sufficient lead-in time if the preferred choice – A procurement exercise of this scale requires significant planning, market engagement, evaluation, governance approvals and mobilisation activity. Delaying decisions would reduce the time available to complete these activities effectively.
- Building on a strong foundation – The existing system provides an opportunity to review what is working well and identify areas for improvement, ensuring any future arrangements maximise value and impact.
- Designing the future model by choice rather than necessity – Acting now enables the Council to consider options strategically, align with corporate priorities and shape the future service model from a position of strength, rather than being driven by contractual deadlines.
- Managing financial and operational risk – Early planning allows for thorough due diligence, market testing and financial assessment, helping to secure best value and avoid the increased costs or compromises that can arise from late decision-making.

- Protecting the Council's reputation – Demonstrating forward planning and good governance provides assurance that the Council is managing public assets and services responsibly, while maintaining high-quality provision for residents.

4.1.13 The preferred model should support continued focus on affordable and inclusive access to leisure services. This includes swimming, physical activity, targeted support for inactive residents, programmes for older people, children and young people, disabled residents, carers, women and girls, and people living in communities with poorer health outcomes. A Council owned organisation model provides an opportunity to build these priorities into the business plan and performance framework from the outset, so that commercial improvement and social value are pursued together rather than separately.

4.1.14 The preferred option which is recommended to Council is Option 1. This option would include Council agreeing to the following steps:

- Approve the development of a Council owned organisation as the preferred delivery model in principle for the future delivery of Oldham's leisure services, following consideration of the options set out in this report. Accept and agree to the recommendation for us to move forward with the most appropriate Council owned organisation model.

- *Financial information included in Part B of the report*.

- Delegate authority to the Director of Public Health, Director of Finance, & Director of Legal in consultation with Chief Executive (CEX) and Leader, to proceed with the necessary work to establish the most appropriate Council owned organisation.

- Delegate authority to the Director of Legal or their nominated officer to undertake all required legal processes.

- *Financial information included in Part B of the report*.

5 Consultation

5.1 We have had an external consultant who has supported our consultation with all relevant parties and other organisations who have moved forward with various models for their leisure services across Greater Manchester and wider. They have also consulted with Oldham Active, our current leisure provider.

6 Financial Implications

6.1 *Financial information included in Part B of the report*.

6.2 *Financial information included in Part B of the report*.

6.3 *Financial information included in Part B of the report*.

6.4 *Financial information included in Part B of the report*.

6.5 *Financial information included in Part B of the report*.

6.6 *Financial information included in Part B of the report*.

6.7 A further report will be presented to Cabinet upon completion of the detailed business case setting out the full financial appraisal, implementation costs, risks, funding arrangements and cost-benefit analysis of the available options before any final decision is taken regarding implementation of the preferred delivery model.

7 Legal Implications

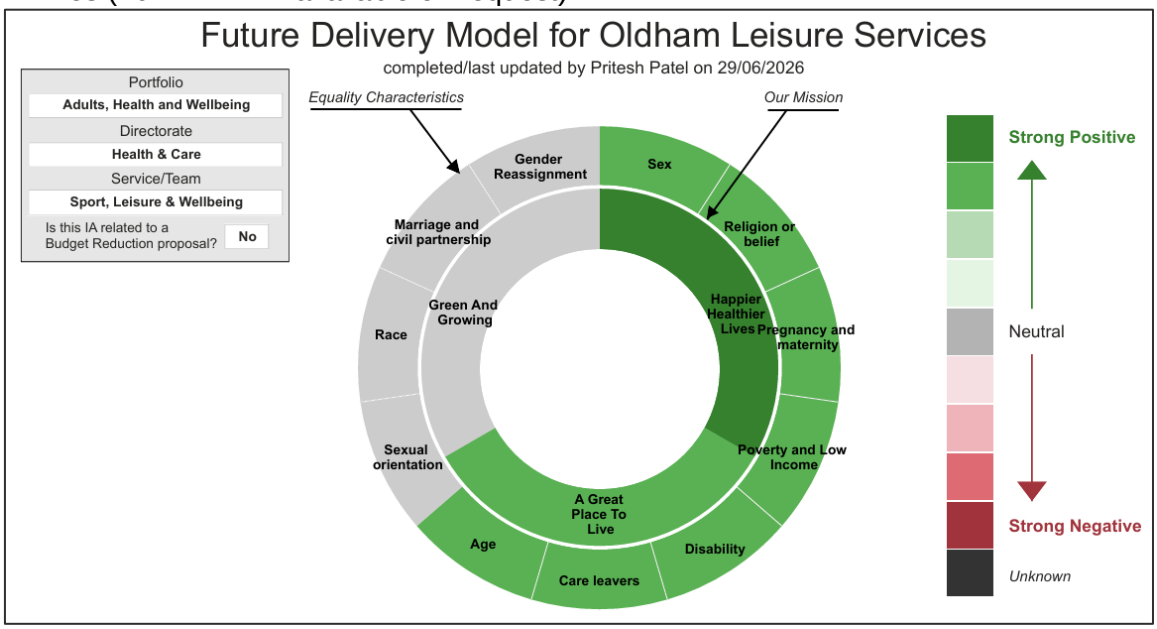
7.1 The proposal to establish a trading company is within scope of the powers of the Council. Section 1 of the Localism Act 2021 gives Local Authorities a general power of competence to do anything which an individual may do for the benefit of the authority, its area or persons resident or present in their area.
Financial information included in Part B of the report

8. Procurement Implications

8.1 Procurement have had minimal time to comment on this report. However, the various models and their procurement implications are set out in the main body of the report. The Procurement Team are committed to working closely with Public Health and other colleagues to work through the procurement detail moving forward (depending on the route/option taken).

9 Equality Impact, including implications for Children and Young People

9.1 Yes (Full EIA PDF available on request)



10 Key Decision

10.1 Yes

11 Key Decision Reference

11.1 HSC-06-26

12 Background Papers

12.1 OCL Contract Extension (March 2023)

12.2 OCL Future Model (March 2025)

13 Appendices

13.1 None

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Contract Extension – Domestic Property Disability Adaptions (DPDA) Framework – Life of Client

Portfolio Holder: currently vacant

Officer Contact: Jayne Ratcliffe, Director of Adults Social Services

Report Author: Ayshia Akhtar, Commissioning Manager, ASC Commissioning and Market Management

DATE: 21st September 2026

Reason for Decision

Approval is requested to exercise the compliant extension options for a further two-year period for the providers currently delivering the Domestic Property Disability Adaptations (DPDA) Life of Client Framework.

This service is jointly commissioned by Oldham and Tameside, with Oldham acting as the lead commissioner. It provides specialist adaptation equipment to support disabled residents across both boroughs.

The service is funded via the locality's allocation of the Disabled Facilities Grant (DFG) and enables individuals to remain safe, independent, and living within their own homes and communities, a key element of the Adult Social Care vision of *supporting people to be independent, healthy, safe and well*.

The Framework was awarded following a compliant procurement exercise in 2023 and commenced between 1st October 2023 for Lot 2 and Lot 3, and 1st November 2023 for Lot 1. The Framework was established for an initial three-year period with the option to extend for two further periods of 12 months.

The DPDA Framework covers the provision, installation, servicing, maintenance, and removal of specialist equipment including stairlifts, ceiling track hoists, free-standing gantry hoists, step lifts, and through-floor lifts.

Following ongoing contract monitoring and performance review, all providers have delivered services to a satisfactory standard, with no significant performance, quality, contractual, or safeguarding concerns identified. Tameside Metropolitan Borough Council, as a partner authority to the Framework, has confirmed its agreement to utilise the available extension period.

Approval is therefore sought to exercise the contractual extension option for a further two-year period, ensuring continuity of service, value for money, and stability for residents requiring essential adaptations.

Executive Summary

The Domestic Property Disability Adaptations (DPDA) Life of Client Framework supports disabled adults and children by providing specialist equipment and adaptations that allow them to remain independent and safely access all areas of their homes.

The Framework consists of three Lots:

Lot	Description	Awarded To	Start Date	Current Expiry Date	Extension Expiry Date
Lot 1	Straight and Curved Stair Lifts	Provider A	01/11/2023	31/10/2026	31/10/2028
Lot 2	Ceiling Track Hoists and Free-Standing Gantry Hoists	Provider B	01/10/2023	30/09/2026	30/09/2028
Lot 3	Step Lifts and Through-Floor Lifts	Provider C	01/10/2023	30/09/2026	30/09/2028

The DPDA Life of Client Framework supports the Council's strategic objectives of promoting independence, reducing reliance on residential care, preventing hospital admissions, and supporting timely discharge from hospital settings.

Contract performance has been closely monitored throughout the contract period. All providers have consistently met service requirements, demonstrated responsiveness to referrals, maintained regulatory compliance, and continued to provide value for money.

The Framework has experienced increasing demand year-on-year, demonstrating the ongoing importance of this provision.

Approval is sought to activate the available two-year extension option, extending the contracts until September/October 2028 as per the table above.

Recommendations

Option 2 is the Preferred Option

1. Approve the exercise of the available two-year extension option contained within the Domestic Property Disability Adaptations (DPDA) Framework Agreement.

2. Approve the continuation of the following contracts:

Lot	Provider	Current Expiry Date	Revised Expiry Date
Lot 1	Provider A	31-Oct-26	31-Oct-28
Lot 2	Provider B	30-Sep-26	30-Sep-28
Lot 3	Provider C	30-Sep-26	30-Sep-28

1 Background

1.1 Domestic Property Disability Adaptations (DPDA) Life of Client Framework

1.2 The Domestic Property Disability Adaptations (DPDA) Life of Client Framework was commissioned jointly by Oldham and Tameside Council, with Oldham being lead commissioners to ensure continued access to specialist adaptation equipment for residents with disabilities.

1.3 The purpose of the Framework is to provide:

- Stairlifts
- Ceiling track hoists
- Free-standing gantry hoists
- Through-floor lifts
- Step lifts
- Maintenance and servicing arrangements
- Removal and replacement where required

1.4 These adaptations play a critical role in enabling residents to remain living independently within their own homes and communities whilst reducing pressure on health and social care

services.

1.5 On 30th August 2023, approval was granted to award and enter into Framework Agreements with the above successful contractors.

1.6 The Framework commenced between 1st October 2023 for Lot 2 and Lot 3, and 1st November 2023 for Lot 1 and was awarded for an initial term of three years with provision for two additional one-year extensions.

1.7 This service is strategically important as it directly supports the Council's statutory duties under the Care Act 2014 and plays a vital role in helping residents maintain their independence and remain safely within their own homes.

1.8 The provision of specialist adaptations contributes to effective hospital discharge pathways, reduces the likelihood of avoidable admissions to residential care, and supports the delivery of Disabled Facilities Grant (DFG) objectives. It is also essential in meeting the adaptation requirements of both children's and adult social care services, ensuring that individuals with disabilities and long-term health conditions can access safe, suitable, and accessible living environments.

1.9 Without timely access to these specialist adaptations, many residents would face increased risks to their safety, wellbeing, and independence, potentially resulting in greater reliance on health and social care services.

2 Current Position

2.1 The Equipment and Adaption Team has regularly reviewed provider performance throughout the contract term.

2.2 No significant concerns have been identified regarding:

- Service quality
- Installation timescales
- Contract compliance
- Health and safety standards
- Customer satisfaction
- Financial stability

2.3 All contractors continue to perform satisfactorily and there are no concerns that would justify undertaking a re-procurement exercise at this time.

2.4 The demand for specialist adaptation equipment continues to increase. Data for the last 5 financial years are included below, * part-year activity to date.

Provider A (Lot 1)		
Year	**Number Installed**	**Value**
2023/24	27	£129,656
2024/25	55	£277,029.90

2025/26	98	£406,649.66
2026/27*	7	£27,348.80

Provider B (Lot 2)		
Year	**Number Installed**	**Value**
2023/24	10	£26,530.50
2024/25	35	£96,160.50
2025/26	46	£111,028.22
2026/27*	2	£5,573.75

Provider C (Lot 3)		
Year	**Number Installed**	**Value**
2023/24	4	£63,937.15
2024/25	7	£107,721.19
2025/26	3	£61,895.00
2026/27*	1	£17,249.00

2.5 The data demonstrates sustained use of the Framework and highlights the increasing demand for disability adaptations across the borough.

2.6 The current budgets for these services are:

Type of Works	2025/26 Budget	Proposed 2026/27 Budget
Major Adaptations – Stairlifts	£395,000	£400,000
Major Adaptations – Ceiling Track Hoists	£111,000	£120,000

2.7 Expenditure on stairlift and ceiling track hoist installations during 2025/26 remained broadly aligned with the approved budgets. Demand for stairlift installations was higher than anticipated, resulting in a small overspend. Expenditure on ceiling track hoists remained within the approved budget allocation.

2.8 The overspend on stairlifts has been managed through the wider Disabled Facilities Grant (DFG) programme and existing budget management arrangements, ensuring the continued delivery of essential adaptations without creating additional financial pressure on the overall service budget.

Adaptation Type	Budget 2025/26 (£)	Actual Expenditure (£)	Variance (£)	Variance (%)
Stairlifts	395,000.00	406,649.66	11,649.66	2.90%
Ceiling Track Hoists	111,000.00	111,028.22	28.22	0.00%
Total	**506,000.00**	**517,677.88**	**11,677.88**	**2.30%**

2.9 Whilst activity levels continue to increase, the proposed budgets for 2026/27 are considered sufficient based on current forecasting, available DFG funding, and planned budget growth. Extending the existing framework will ensure continuity of provision and value for money whilst allowing demand and expenditure trends to continue to be monitored.

2.10 Tameside Metropolitan Borough Council have confirmed their support for exercising the available extension period and have raised no concerns regarding contractor performance.

3 Options/Alternatives

Option 1: Allow the existing contracts to expire

Allowing the contracts to expire without replacement would create significant risks to service continuity and the Council's ability to meeting its statutory duties.

Option 2: Exercise the two-year extension option (Preferred option)

Approve the contractual extension provision for all three lots.

This approach will ensure continuity of service for residents, retain the expertise and knowledge of the incumbent providers, and avoid the time and costs associated with undertaking a new procurement exercise at this stage. Extending the existing arrangements also represents value for money by maintaining stable service delivery within an established contractual framework and minimising disruption for residents who rely on these services. Furthermore, this option has the support of both Oldham and Tameside Councils, providing a collaborative and consistent approach across the partnership area.

Option 3: Retender the Framework

Undertake a new procurement exercise before the current contracts expire.

Whilst this option remains available, there are currently no performance concerns with the existing providers and no identified service gaps that would necessitate a re-procurement exercise.

Retendering at the stage would create unnecessary procurement and administrative burden for both councils and providers.

4 Preferred Option

4.1 Option 2 – Exercise the two-year extension option (Preferred option)

4.2 This option aligns with statutory obligations, providing an effective and essential service for disabled residents across Oldham and Tameside. Contract performance has been positive, demand continues to increase, and no concerns have been identified with any of the providers. The exercise of the available two-year extension represents the most appropriate and cost-effective option to ensure continuity of service provision through to 2028.

5 Consultation

5.1 Consultation has taken place with the incumbent providers, who have confirmed their agreement to the proposed two-year extension. The providers remain committed to continuing service delivery under the existing contractual arrangements and have indicated their willingness to extend the contracts for the additional term. This support provides assurance that service continuity can be maintained without disruption while enabling both Oldham and Tameside Councils to continue to meet the needs of residents effectively.

6 Financial Implications

6.1 The proposed contract extensions represent capital expenditure and will be charge against the People - Disabled Facilities Grant (DFG) within the approved capital programme.

6.2 Officers will continue to monitor the quality and value for money and the budget remaining within the overall DFG budget. The tenders are to be let on the basis that it is expected that DFG funding will be available for the foreseeable future.

Jit Kara – Senior Accountant

7 Legal Implications

7.1 As the extensions are being exercised in accordance with the extension provisions contained within the Framework Agreements and do not alter the overall nature of the contracts, it is therefore permissible under Regulation 72(1)(a) of the Public Contracts Regulations 2015.

Pamela Nsofor - Solicitor

8 Procurement Implications

8.1 The Authority proposes to extend the Contract for a period of Two years pursuant to Regulation 72 1 (a) of the Public Contracts Regulations 2015. The extension is permitted

because it was expressly provided for in the original procurement documents and clause 2.2 of the Contracts. The extension does not alter the overall nature of the Contract and is being exercised in accordance with the conditions specified in the original Contract documentation.

Ankur Patel - Interim Category Manager

9 **Human Resources implications**

9.1 N/A

10 **Equality Impact, including implications for Children and Young People**

10.1 Yes

11 **Key Decision**

11.1 Yes

12 **Key Decision Reference**

12.1 HSC-14-26

13 **Background Papers**

13.1 N/A

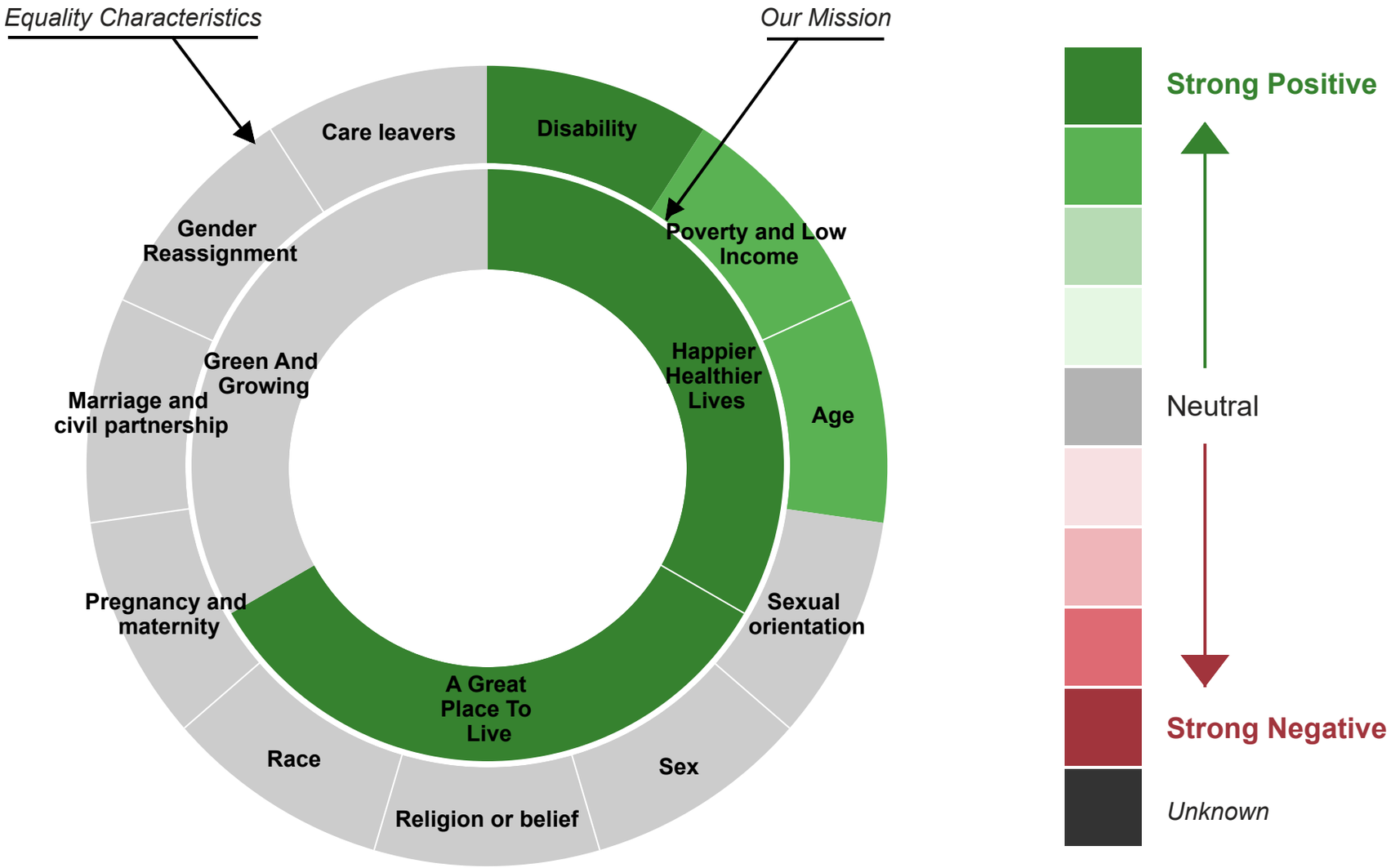
14 **Appendices**

14.1 None

Contract Extension – Domestic Property Disability Adaptions (DPDA) Fr…

Ayshia Akhtar : in progress

Portfolio
Adults, Health and Wellbeing
Directorate
Health & Care
Service/Team
Adult Social Care
Is this IA related to a Budget Reduction proposal? **No**



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Care leavers	Neutral	Very Likely	Long Term	0	
Gender Reassignment	Neutral	Very Likely	Long Term	0	
Marriage and civil partnership	Neutral	Very Likely	Long Term	0	
Pregnancy and maternity	Neutral	Very Likely	Long Term	0	
Race	Neutral	Very Likely	Long Term	0	
Religion or belief	Neutral	Very Likely	Long Term	0	
Sex	Neutral	Very Likely	Long Term	0	
Sexual orientation	Neutral	Very Likely	Long Term	0	
Age	Moderate Positive	Very Likely	Long Term	4	The framework supports older people and younger residents with disabilities to remain safe and independent at home through access to specialist adaptations.
Poverty and Low Income	Moderate Positive	Very Likely	Long Term	4	Adaptations are funded through the Disabled Facilities Grant, reducing financial barriers and supporting residents to remain in their own homes.
Disability	Strong Positive	Very Likely	Long Term	8	The framework directly benefits disabled residents by providing equipment and adaptations that improve accessibility, independence, safety and quality of life.

Our Mission / Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Green And Growing	Neutral	Possible	Long Term	0	The extension maintains existing service provision with no significant environmental impact identified.
A Great Place To Live	Strong Positive	Very Likely	Long Term	8	The framework enables residents to remain safely in suitable homes and communities, supporting independence and wellbeing.
Happier Healthier Lives	Strong Positive	Very Likely	Long Term	8	The service supports independence, prevents accidents, reduces hospital admissions and contributes to improved health outcomes.

Negative Impacts

Category	Impact	Likely	Duration	Impact Score	What action can be taken to mitigate the potential negative impacts?	Action(s)	Owner(s)	Timescale(s)	If the negative impacts can't be mitigated, why should the project/decision proceed?

Strong Positive Impacts that are Possible

Category	Impact	Likely	Duration	Impact Score	What action can be taken to increase the likelihood that positive impacts are realised?	Action(s)	Owner(s)	Timescale(s)

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Oldham Council

PART A - Report to CABINET 12th October 2026

Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2028

Portfolio Holder:
TBC

Officer Contact: Neil Consterdine – Director of Communities

Report Author: Simon Shuttleworth – Service Manager for Strategic Housing Recovery

Reason for Decision

To approve the modification and extension of three Accommodation Based Service contracts for a further 12 months from 1 April 2027 to 31 March 2028, in accordance with Regulation 72 of the Public Contracts Regulations 2015, pending implementation of the new national supported housing regulatory framework, completion of the Council's Supported Housing Needs Assessment, and publication of a new Supported Housing Strategy for Oldham.

Recommendations

Cabinet is requested to:

1. Approve the modification and extension of the following Accommodation Based Service contracts for a period of 12 months from 1 April 2027 to 31 March 2028:
    - Lot 1 – Generic Service – Regenda Limited (delivered by Petrus)
    - Lot 2 – Young People's Service – Depaul UK
    - Lot 3 – Women's Service – Regenda Limited (delivered by Safenet)

2. Approve the use of Regulation 72(1)(b) of the Public Contracts Regulations 2015 to enable the contract modifications.
3. Delegate authority to the Deputy Chief Executive (Place), following consultation with Legal and Procurement Services, to finalise and execute all necessary contractual documentation, including agreement of any inflationary uplift required to

support service delivery during 2027/28.

4. Note that the Council intends to undertake a future commissioning exercise following completion of the Supported Housing Needs Assessment, publication of a Supported Housing Strategy and confirmation of the national supported housing regulatory framework.

Cabinet 12th October 2026

Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2028

1 **Background**

1.1 Oldham Council currently commissions three Accommodation Based Services which provide short-term supported housing to vulnerable residents who are homeless or have experienced housing-related crisis:

Lot	Service	Provider
Lot 1	Generic Service	Regenda Ltd (delivered by Petrus)
Lot 2	Young People's Service	Depaul UK
Lot 3	Women's Service	Regenda Ltd (delivered by Safenet)
		Total

These services provide accommodation and intensive support to individuals experiencing homelessness or housing crisis, including due to domestic abuse, poor mental health, substance misuse and other challenges. Their primary purpose is to stabilise individuals, improve independence and facilitate planned moves into settled housing.

The contracts originally sat with Adult Social Care, but now sit within Housing, and form a key component of the Council's homelessness prevention and temporary accommodation provision.

2 **Current Position**

2.1 **Supported Housing Regulatory changes**

The supported housing sector is currently undergoing the most significant regulatory reform in a generation following the introduction of the Supported Housing (Regulatory Oversight) Act 2023. The Act was introduced in response to concerns regarding poor-quality exempt accommodation and aims to establish a consistent national framework for supported housing provision.

The Government has now confirmed its intention to introduce:

- National Supported Housing Standards
- A licensing regime for supported housing providers
- New local authority duties to assess need and develop Supported Housing Strategies
- New oversight and enforcement arrangements
- Proposed links between Housing Benefit eligibility and compliance with the new standards and licensing requirements

Guidance issued to local authorities requires councils to undertake supported housing needs assessments and publish a Local Supported Housing Strategy by 31 March 2027, and the Council is currently taking this work forward. Whilst Government has published its consultation response, key information is still unclear. Current sector guidance indicates

that the licensing regime and wider regulatory requirements are unlikely to be fully operational before mid-2027 at the earliest.

As a result, there remains uncertainty regarding:

- Final regulatory requirements
- Licensing conditions
- Future commissioning expectations
- Property and service standards
- Housing Benefit implications
- The effect of the new regime on existing service models

Why Recommissioning at this time does not represent best value

A full procurement exercise during 2026/27 would require providers to bid against a service specification based on a legislative and regulatory framework that has not yet been fully defined or implemented. This creates significant uncertainty for both the Council and potential providers.

Providers would therefore be required to make assumptions regarding future operating requirements and compliance obligations. This uncertainty may reduce market confidence, limit competition and increase the likelihood of providers pricing additional risk into their submissions. There is also a risk that services commissioned now would require substantial redesign or variation once the new supported housing regulatory framework is implemented.

As noted, the Council is currently undertaking a supported housing needs assessment, to inform the development of the new Supported Housing Strategy required by legislation. This work will provide the evidence base to inform future commissioning intentions, service models and investment priorities. Undertaking a procurement exercise before this work is completed could result in services being commissioned that do not fully reflect identified need, emerging strategic priorities or future regulatory requirements. There is a risk that:

- Services commissioned now could need re-design shortly after mobilisation.
- New providers may submit bids based on assumptions that are subsequently overtaken by legislation.
- Contract specifications developed now could quickly become non-compliant with future national standards or licensing requirements.
- The Council's Supported Housing Strategy may identify different commissioning priorities once the needs assessment has been completed.

Proceeding to tender before the regulatory and strategic position is fully established would therefore create avoidable financial risk, additional administration and potential service instability. Extending the existing arrangements for a further 12 months would:

- Maintain continuity of support for vulnerable residents.
- Protect current accommodation capacity at a time of continuing homelessness and wider housing pressures.
- Allow the Council to complete its supported housing needs assessment and Supported Housing Strategy.
- Enable future commissioning arrangements to align fully with the new regulatory regime and evidence of local need.
- Support stronger market engagement and more informed commissioning decisions.
- Avoid the cost and disruption associated with a short-term procurement exercise that may require revisiting within a relatively short timescale.

This extension would place the Council in the strongest position to undertake a future procurement exercise against a clear regulatory framework and robust evidence base, increasing the likelihood of safeguarding existing support for vulnerable residents, and achieving best value over the longer term.

Service Continuity Considerations

The three Accommodation Based Services contracts support some of the Borough's most vulnerable residents, and form a critical component of the wider homelessness prevention and housing support system. The services assist the Council in meeting its statutory homelessness duties by providing accommodation and intensive support to individuals who are homeless or at risk of homelessness, enabling planned moves into settled accommodation and reducing the likelihood of repeat homelessness.

The services also provide an important alternative to more costly forms of temporary accommodation and help manage demand across wider housing, health and support services. Maintaining capacity during a period of sustained homelessness pressure is therefore an important consideration in ensuring the continued effectiveness of the Council's homelessness response.

Failure to extend the contracts could result in:

- Loss of supported accommodation capacity.
- Increased homelessness presentations and demand on temporary accommodation.
- Disruption for existing residents.
- Increased overall costs to the Council.

The current providers continue to deliver established services with strong local knowledge, referral pathways and operational relationships across housing, social care and health partners. Extending the contracts will provide stability for residents and providers, while the Council completes its supported housing needs assessment and develops a supported housing strategy. This approach will ensure that any future recommissioning exercise is informed by a comprehensive understanding of local need and aligned with the emerging national supported housing framework.

3 **Options/Alternatives**

3.1 The options and alternatives are detailed in the confidential report at Part B

4 **Preferred Option and recommendation**

4.1 Cabinet is requested to:

1. Approve the modification and extension of the following Accommodation Based Service contracts for a period of 12 months from 1 April 2027 to 31 March 2028:
    - Lot 1 – Generic Service – Regenda Limited (delivered by Petrus)
    - Lot 2 – Young People's Service – Depaul UK
    - Lot 3 – Women's Service – Regenda Limited (delivered by Safenet)

2. Approve the use of Regulation 72(1)(b) of the Public Contracts Regulations 2015 to enable the contract modifications.

3. Delegate authority to the Deputy Chief Executive (Place), following consultation with Legal and Procurement Services, to finalise and execute all necessary

contractual documentation, including agreement of any inflationary uplift required to support service delivery during 2027/28.

4. Note that the Council intends to undertake a future commissioning exercise following completion of the Supported Housing Needs Assessment, publication of a Supported Housing Strategy and confirmation of the national supported housing regulatory framework.

5 **Consultation**

5.1 Consultation has taken place with the current providers, Procurement and Legal colleagues, in order to establish the appropriate, compliant route forward.

6 **Financial Implications**

6.1 The Financial Implications are detailed in the confidential report at Part B

7 **Legal Implications**

7.1 The Legal Implications are detailed in the confidential report at Part B

8. **Procurement Implications**

8.1 The Procurement Implications are detailed in the confidential report at Part B

9 **Equality Impact, including implications for Children and Young People**

9.1 No, but will be considered as part of the review for future commissioning arrangements.

10 **Key Decision**

10.1 Yes

11 **Key Decision Reference**

11.1 Key decision reference is HNS-07-26

12 **Background Papers**

12.1 Previous Cabinet paper to extend:

Extend the contract term for delivery of Accommodation Based Services PART A.pdf

13 **Appendices**

13.1 N/A

Oldham Council

Report to CABINET – Part A

Local Electric Vehicle Infrastructure (LEVI)

Senior Responsible Officer:
Emma Barton – Deputy Chief Executive, Place

Officer Contact:
Nasir Dad – Director of Environment

Report Author:
Daniel Meadowcroft – Highways Lead & Monitoring Officer

5 October 2026

Reason for Decision

The Local Electric Vehicle Infrastructure (LEVI) Project was launched by the Office for Zero Emission Vehicles (OZEV) to deliver a step change in the deployment of local electric vehicle charging infrastructure (EVCI) across England.

The LEVI programme objective is to encourage Charge Point Operators (CPOs) to supply, install, and operate Electric Vehicle Infrastructure (EVI) in areas that are presently not commercially attractive, through the provision of subsidies.

Transport for Greater Manchester (TfGM) and all ten Greater Manchester (GM) Authorities are collaborating on this project, to maximise CPO investment and reducing the number of tenders CPOs would otherwise need to respond to. EVCI is to be focused on areas lacking off-street parking or public EVI within a 5-minute walk.

This report seeks approval for Oldham Council to authorise TfGM to award the contract for the Local Electric Vehicle Infrastructure (LEVI) project to the preferred supplier following a fully compliant procurement process led by TfGM, and for Oldham to be a signatory to both the concession contract and the GM Authority Agreement, so that we can benefit from this contract arrangement.

In addition, the part b report provides clarity on the financial / commercial arrangements associated with current TfGM provided electric vehicle chargers on Oldham Council land and discusses the merits as to whether or not this arrangement should be continued / extended.

Recommendations

This report seeks approval for the following:

1. To agree that TfGM awards the LEVI contract to the preferred supplier

2. To agree that Oldham Council be a signatory to the contract and the GMCA Agreement

3. To consider the content of the part b report which includes financial and commercial information relating to the proposed and current electric vehicle charging infrastructure across Oldham.

Award of contract to preferred supplier for Local Electric Vehicle Infrastructure project

1 Background

1.1 The Local Electric Vehicle Infrastructure (LEVI) Project was launched by the Office for Zero Emission Vehicles (OZEV) to deliver a step change in the deployment of local electric vehicle charging infrastructure (EVCI) across England.

1.2 The LEVI programme objective is to encourage Chargepoint Operators (CPOs) to supply, install, and operate Electric Vehicle Infrastructure (EVI) in areas that are presently not commercially attractive, through the provision of subsidies. OZEV has recommended achieving this by utilising a concession contract. TfGM and all 10 Greater Manchester (GM) Authorities are collaborating on this project, to maximise CPO investment and reducing the number of tenders CPOs would otherwise need to respond to. EVCI is to be focused on areas lacking off-street parking or public EVI within a 5-minute walk.

1.3 Transport for Greater Manchester TfGM successfully bid for LEVI funding and was awarded £16.158m from the Department for Transport's (DfT) OZEV LEVI Fund. Oldham Council's allocation of LEVI funding is £1,563,174.

1.4 Greater Manchester authorities also have City Regional Sustainable Transport Settlement (CRSTS) specifically for EVI investment. This funding was originally identified for the purpose of match-funding against bids for central government funding. The LEVI funding that has been awarded did not require match funding and therefore the CRSTS funding was allocated to local authorities to part-fund projects with chargepoint operators to help deliver charging in underserved areas that are otherwise less attractive to commercial operators.

1.5 Oldham Council's CRSTS allocation is £689,577. £110,000 of this funding has been allocated to fund an EVI resource in the Council to deliver the LEVI project. Since the purpose and objectives of the LEVI and CRSTS funding are broadly similar, several GM authorities, including Oldham, have included their CRSTS allocation in the LEVI project. The contract award therefore includes the remaining £579,577 of Oldham's CRSTS funding.

1.6 TfGM has been developing the contract strategy and tender pack, collectively with all ten Greater Manchester Local Authorities, in line with OZEV's direction and guidance. Officers from Bury, Manchester, Stockport, and Trafford represented the GM Authorities on the Tender Evaluation Panel.

1.7 The LEVI project will help provide publicly accessible charging infrastructure to residents who do not have access to charging at home. There are many properties across Oldham that do not benefit from off-street parking and are therefore unable to charge a vehicle near to their home.

1.8 By installing publicly accessible infrastructure near to residents' homes, this will remove barriers to making the switch to electric vehicles for people who are not able to charge at home. This switch will help to reduce vehicle emissions in the borough and contribute to Oldham Council's environmental objectives.

Risks

1.9 There is a section of the population who oppose the switch to electric vehicles, so there is a likelihood that some people will oppose the installation of EVCI near to their homes.

1.10 There are many terraced streets in Oldham where there is more demand for on-street parking than there is capacity. As the infrastructure will be installed in residential areas, there is a risk that some residents who are non-EV owners will consider the infrastructure to be effectively removing car parking from general use, solely for the benefit of EV users, especially if there are few existing EV users in the area.

1.11 This risk will have to be managed through communication and sensitive selection of sites wherever possible.

1.12 The government has a commitment to phasing out the sales of new combustion-engine cars from 2030. This phase-out will result in a gradual reduction in the number of petrol and diesel cars available on the secondhand market and the laws of supply and demand means that those which do remain available to purchase, may increase in price, leaving EVs as the only practical option.

1.13 The risk in not installing EVCI near to people's homes is that people would have limited access to charging and consequently another barrier to vehicle ownership and the social and economic advantages that this brings. As time passes, the likely higher costs due to the reduced availability of combustion engine vehicles could result in vehicle ownership being out of reach for more and more of our most disadvantaged residents. This would, in turn, harm the local economy as affected residents will be excluded from employment opportunities that are not easily reached by public transport. This would put residents at risk of not being able to reach their full earning potential, and perpetuating social and economic exclusion for our poorest residents.

2 Current Position

2.1 The procurement exercise was a Competitive Flexible procedure under the new Procurement Act 2023, which included a two-stage process for a 20-year bespoke concession contract covering design, construction, operation, and maintenance. It is supported by an Authority Agreement, which establishes the formal relationship between the GM Authorities to be implemented upon contract award.

2.2 TfGM undertook a prior market engagement exercise on the government's Find a Tender website (https://www.find-tender.service.gov.uk/Notice/027236-2024).

2.3 The first stage of the tender process was a Procurement Specific Questionnaire (PSQ) which was advertised on the Pro-Contract Portal (ref. DN782439). The Top five shortlisted suppliers who scored the highest at the PSQ stage were taken forward to the main tender stage and their responses were received by the deadline of 8 December 2025. The key objective of the tender evaluation exercise was to recommend a preferred supplier who has the capability, capacity, economic and financial standing to deliver the LEVI programme of works.

2.4 After receiving the Main Tender responses an internal review of the LEVI procurement, TfGM identified that some aspects of the tender documentation and process required clarification and improvement to ensure that all shortlisted bidders were assessed on a clear and consistent basis, that solutions more closely matched TfGM's strategic aims and that bids were deliverable. These aspects related particularly to the installation period, the period

of grant funding and the feasibility of implementation programmes having regard to TfGM and GM Local Authorities constraints.

2.5 Therefore, TfGM decided to rewind the procurement to the stage immediately following PSQ selection and issued a clarified and amended Invitation to Tender to the existing shortlisted bidders in May 2026.

2.6 Following the decision to rerun the main tender, the top five shortlisted suppliers who scored the highest at the PSQ stage were taken forward to the main tender stage and their responses were received by the deadline of 29 June 2026. Two shortlisted suppliers decided not to proceed to main tender stage due to lack of resource or wider market challenges.

2.7 The key objective of the tender evaluation exercise was to recommend a preferred supplier who has the capability, capacity, economic and financial standing to deliver the LEVI programme of works.

2.8 All evaluators (representatives from TfGM, Bury, Manchester, Stockport and Trafford) were briefed and completed an independent assessment of each tender response that was received against a pre-defined evaluation criteria that was published in the evaluation matrix. The scores were compiled and moderated with the results recommending the Preferred Supplier.

2.9 Once approved by all GM authorities, TfGM will notify the successful and unsuccessful suppliers and publish the contract market notice, starting an 8-day standstill period. If there are no challenges, the contract with the service provider and GM authorities will be finalised.

3 Other relevant considerations

3.1 There is currently existing electric vehicle charging infrastructure (EVCI) on Council land which was installed by Be.EV under a contract managed by TfGM.

3.2 TfGM has several host agreements with Oldham Council to permit TfGM to host the chargers under their contract on Council land. The host agreements expire on 5 December 2026. However, there is the option to extend the agreements should the Council wish to do so. This is set out in more detail in the part b report, as Oldham Council must give consideration as to whether it wishes to extend the agreement or allow it to expire.

3.3 If the agreement is allowed to expire, under the terms, at the end of the agreement, TfGM must remove the equipment and return the site in a “good condition” to Oldham Council within a reasonable period.

3.4 Allowing the agreement to expire would free up sites in Oldham to enable new charging infrastructure to be installed under the LEVI contract. Although this approach would require money to be spent, Oldham Council will receive income from any chargers to be installed under the terms of the concession contract, whereas under the terms of the host agreements with TfGM, the Council does not receive any income.

3.5 The Council would receive an income through the concession contract, and the older existing chargers would be replaced with more up-to-date infrastructure. However, this would also divert a small portion of the LEVI investment to locations that are already served with Electric Vehicle Chargers which were funded by public money.

4 Options/Alternatives

4.1 **Option 1** – to agree that TfGM award the contract to the preferred supplier, for Oldham Council to be a signatory to the contract and GM Authority Agreement, and agree **not** to extend the host agreements with TfGM.

4.2 **Option 2** – to agree that TfGM award the contract to the preferred supplier, for Oldham Council to be a signatory to the contract and GM Authority Agreement, and **to agree in principle** to extend the host agreements with TfGM, subject to the terms of the extended agreement being to the satisfaction of the Council.

4.3 **Option 3** – not to award the contract to the preferred supplier and to agree in principle to the host agreements with TfGM, subject to the terms of the extended agreement being to the satisfaction of the Council.

5 Preferred Option

5.1 The preferred option is Option 1 – that the contract be awarded to the preferred supplier, that Oldham Council be a signatory to the contract and GM Authority Agreement, and to **not** extend the host agreements with TfGM. This would result in TfGM's chargers being removed from Council sites, giving the Council the option to replace them with new chargers as part of this contract, and generate an income stream for the Council from the replacement chargers.

6 Consultation

6.1 TfGM have provided updates to Members at key stages throughout the procurement process.

7 Financial Implications

7.1 The decision to award the contract to the preferred supplier does not have direct financial implications for the council.

7.2 The proposed expenditure to provide publicly accessible charging infrastructure to residents who do not have access to charging at home is capital expenditure. The expenditure is funded by the City Region Sustainable Transport Settlement grant. The money is held by Transport for Greater Manchester and will be paid directly to the supplier.

7.3 Further financial and commercial details are set out in the part b report.

8 Legal Implications

8.1 The proposal is lawful and in line with the Contract Procedure Rules. Oldham Council is party to the concession contract procured by Transport for Greater Manchester and appears to have been compliantly conducted. The council is party to the GM Authority Agreement which describes the arrangements for co-operation of the GM local authorities. The council has agreed to act as the concession contract manager in the eighth year following commencement, and also agrees to participate following prescribed standards.

9. Procurement Implications

9.1 A search of the Find a Tender Service has identified the relevant procurement UK4 Tender Notice, published on 29 July 2025: *Greater Manchester Region Local Electric Vehicle Infrastructure (LEVI) - Concession Contract*, Notice Identifier: 2025/S 000-044041, ProContract Reference: DN782439. The procurement procedure used by Transport for Greater Manchester (TfGM) was a two-stage Competitive Flexible Procedure to let a concession contract pursuant to Section 8 of the Procurement Act 2023 for a term of 20 years. Clause 7.3.4 which provides for Oldham Council to be the contract manager for one year in the eighth year following Commencement. Also, Oldham Council commits to following the requirements contained in Schedule 2 Part B for the general operation of the contract.

9.2 The UK4 Tender Notice identifies Oldham Council as a participating authority within the procurement. While the Council was not involved in the evaluation of tenders, participation in the procurement reflects the collaborative approach adopted across Greater Manchester authorities and led by TfGM.

9.3 The proposed approach involves the Council entering directly into a long-term concession contract and assuming the associated rights and obligations of a contracting party for the duration of the agreement. It is understood that, as part of the wider governance, legal and commercial review arrangements supporting the procurement in 2025, TfGM obtained legal advice/input on behalf of Oldham Council in relation to the contract documentation: recommended proceeding with the documentation on the basis that legal advice had confirmed that the requirements of the Procurement Act 2023 had been appropriately reflected within the revisions.

9.4 TfGM managed the procurement process, evaluation process and assessment of the preferred supplier, however information, assurances and recommendations provided through TfGM's governance, evaluation and approval processes, together with the information presented within this report provide assurance that due process has been followed.

9.5 Subject to the Council being satisfied that the information and assurances available provide an appropriate basis for decision-making, use of a TfGM-led procurement would typically represent a compliant route to market where the Council has been identified as a participating authority and its requirements have been accounted for.

10 Equality Impact, including implications for Children and Young People

10.1 Yes – See Appendix A

11 Key Decision

11.1 Yes

12 Key Decision Reference

12.1 NEI-13-25

13 Background Papers

13.1 Background papers are included in the part b report

14 Appendices

14.1 Appendix A – Equality Impact Assessment (TfGM)

Part C - Schedule B - Appendix 4 - EQIA.

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
CYP-08-26	Acceptance and delivery of Department for Education Fostering Programme Funding	Executive Director Children and Young People (Director of Childrens Services)	September 2026	Cabinet
Description: The report is seeking to approve Oldham's participation in the Greater Manchester End to End Fostering Recruitment model. This demonstrates Oldham's full commitment to the initiative of recruiting more foster carers to support our most vulnerable children in the borough.				
NEI-12-26	CRSTS Bus & Highway Improvement Funding - Grant Acceptance Report	Executive Director Place (Deputy Chief Executive)	September 2026	Cabinet
Description:				
NEI-01-26	Active Oldham Strategic Partnership Agreement	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
CYP-07-26	Best Start in Life Parent and Infant Mental Health Services	Executive Director Children and Young People (Director of Childrens Services)	October 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description:				
FCR-16-26	Capital and Revenue Outturn 2025/26	Director of Finance	October 2026	Cabinet
Description: The report provides Cabinet with an overview of the Council's revenue budget position for 2025/26.				
FCR-30-26	Contract Renewal for IDOX		October 2026	Cabinet
Description:				
HSC-14-26	Domestic Property Disabled Adaptations (DPDA) Life of Client Extension Report		October 2026	Cabinet
Description:				
HSC-14-27	Extending the Changing Futures to support the Enhanced Live Well Model	Director of Adult Social Care (DASS)	October 2026	Cabinet
Description:				
HSC-06-26	Future Oldham Community Leisure Model		October 2026	Cabinet
Description:				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
NEI-11-26	Highways Asset Professional Services Contract	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
NEI-13-25	Local Electric Vehicle Infrastructure Contract Award	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description: This report provides an update on the Greater Manchester (GM) Local Electric Vehicle Infrastructure (LEVI) procurement, notes the identification of a Preferred Supplier by Transport for Greater Manchester (TfGM), and sets out the next steps and key dates.				
NEI-10-26	Oldham Council Policy : Civil penalties for civil contraventions or as an alternative to prosecution	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
FCR-26-26	Oldham Heat Network - Local Development Order Public Consultation	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
FCR-27-26	Oldham Heat Network - Zonal Boundary Consultation	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description:				
RBO-09-26	Oldham Local Heritage List	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
RBO-13-26	Prudential Building Stabilisation	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description: To approve works to the Prudential Building				
CYP-12-26	Recruitment of Key Roles to Strengthen Early Identification and Preventative Support through the Best Start in Life Programme	Executive Director Children and Young People (Director of Childrens Services)	October 2026	Chief Executive
Description:				
RBO-05-26	Sites of Biological Importance Update	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: To adopt changes which have occurred to Sites of Biological Importance (SBI), including boundary changes, within the borough. Appendix 1 provides maps of the revised SBI boundaries (at Fennifield Lily Pond and Castleshaw Pasture). These changes are outlined in Appendix 2 and 3 alongside details of the SBIs reviewed. Public Appendix 1 - Maps of SBIs at Castleshaw Pasture and Fennifield Lilly Pond. Appendix 2 - District Synopsis. Appendix 3 – District Fact Sheet.				
NEI-01-26	United Utilities Plc Partnership Agreement	Executive Director Place (Deputy Chief Executive)	October 2026	Cabinet
Description:				
NEI-13-26 **New!**	Cloud hosted parking enforcement solution	Director of Environment	November 2026	Cabinet
Description: To seek approval to procure and implement a modern, cloud hosted parking enforcement solution that enables digital service delivery, improves operational efficiency, and meets future service delivery requirements.				
FCR-25-26	Digital and Data Strategy Documents	Director of Adult Social Care (DASS)	November 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: The purpose of these strategies is to guide the digital transformation of council operations, empower the workforce, and deliver resident-focused results, aligning with national digital strategies and local economic priorities. The aim being to become a leading smart borough, where digital technologies, data-driven insights, and intelligent infrastructure create a connected, sustainable, and inclusive Oldham, empowering residents, businesses, and communities to thrive**.**				
HSC-18-26 **New!**	Domestic Property Disability Adaptations Bathing Services	Executive Director Health & Care (Deputy Chief Executive)	November 2026	Cabinet
Description: Decision to award the contract for the provision of DPDA Bathing Services following completion of an open procurement process. Approval is sought to award the contract to the successful bidders and to enter into the contractual arrangements in accordance with the outcome of the procurement evaluation.				
HNS-07-26	Extend the contract term for delivery of Accommodation Based Services for 12 months until 31st March 2028		November 2026	Cabinet
Description:				
FCR-24-26	Firewall Colocation Hosting & Data Centre Exit		November 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: This report seeks executive approval to proceed with establishing a resilient colocation hosting service for Oldham Council firewalls at Tameside and Salford data centres. This approach enhances continuity, strengthens security, and reduces single-site dependency by leveraging two geographically diverse, enterprise-grade facilities. This also facilitates the final exit from the Civic Centre Data Centre. Implementing this service will provide a stable, scalable platform for critical network infrastructure and ensure the Council's firewall estate is protected, resilient, and future-ready.				
CYP-10-26	High Needs Provision Capital Allocation Funding - Oldham College	Executive Director Children and Young People (Director of Childrens Services)	Before November 2026	Cabinet
Description:				
CYP-09-26	High Needs Provision Capital Allocation Funding - St Agnes Church of England Primary	Executive Director Children and Young People (Director of Childrens Services)	Before November 2026	Cabinet
Description:				
CYP-11-26	High Needs Provision Capital Allocation Funding - St Thomas Church of England Primary Moorside	Executive Director Children and Young People (Director of Childrens Services)	Before November 2026	Cabinet
Description:				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
FCR-23-26	Local Area Network (LAN) Refresh		November 2026	Cabinet
Description: This report seeks executive approval to proceed with the replacement of ageing LAN switches across Oldham Council sites. The current infrastructure is increasingly prone to faults, lacks modern security capabilities, and cannot support the performance requirements of upcoming digital services. Upgrading these switches will improve network reliability, strengthen cybersecurity, and ensure the Council can deliver resilient, future-ready services to staff and residents.				
HSC-15-26	Poppyfield House and Willow House	Director of Adult Social Care (DASS)	November 2026	Cabinet
Description:				
FCR-22-26	Public Desktop Hardware Refresh		November 2026	Cabinet
Description: This report seeks executive approval to procure and replace old Windows 10 public access desktop computers at libraries, lifelong learning, Access Oldham, Housing Needs and other service areas. These computers provide access to online Council services, digital forms, learning platforms, job search tools, email, document production, public browsing, printing and other essential community functions.				
CYP-13-26 **New!**	Staying Close Delivery Plan Funding	Executive Director Children and Young People (Director of Childrens Services)	November 2026	Cabinet

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
Description: Staying Close helps care leavers transition to independent living by providing high quality accommodation and practical or emotional support to young people.				
NEI-14-26 **New!**	Youth Futures Hubs and Local Youth Transformation programme – grant acceptance	Executive Director Place (Deputy Chief Executive)	November 2026	Cabinet
Description:				
FCR-28-26	Zoning Co-ordination Body	Executive Director Place (Deputy Chief Executive)	November 2026	Cabinet
Description: Approval of grant acceptance				
HNS-09-26 **New!**	Approval of the 2026/27 Rough Sleeping Programme Grant and Proposed Expenditure.	Director of Communities	November 2026	Cabinet
Description:				
FCR-29-26	Green Heat Network Fund	Executive Director Place (Deputy Chief Executive)	November 2026	Cabinet
Description: Grant Acceptance				

KEY DECISION DOCUMENT – COVERING DECISIONS TO BE TAKEN FROM 1 OCTOBER 2026

Key Decision Reference	Subject Area For Decision	Led By	Decision Date	Decision Taker
HNS-06-26	Homelessness Strategy	Director of Communities	November 2026	Chief Executive
Description:				
FCR-06-26	Non-Domestic Rate Relief Policy Review	Director of Finance	February 2027	Cabinet
Description:				

Key:

New! - indicates an item that has been added this month

Notes:

1. The procedure for requesting details of documents listed to be submitted to decision takers for consideration is to contact the Contact Officer contained within the Key Decision Sheet for that item. The contact address for documents is Oldham Council, J.R Clynes Building, Greaves Street, Oldham, OL1 1AL. Other documents relevant to those matters may be submitted to the decision maker.
2. Where on a Key Decision Sheet the Decision Taker is Cabinet, the list of its Members are as follows:
3. Full Key Decision details (including documents to be submitted to the decision maker for consideration, specific contact officer details and notification on if a report if likely to be considered in private) can be found via the online published plan at: http://committees.oldham.gov.uk/mgListPlans.aspx?RPId=144&RD=0

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