

Levelling Up Fund Bid – Bury Market and Flexi Hall

BID SUMMARY

Please provide an overview of the bid proposal

The project comprises a single, transformational scheme at the heart of Bury Town Centre. It will deliver essential improvements to Bury Market as part of a vision led regeneration initiative that will also deliver a new flexible venue as a focus for leisure, events, and enterprise. The scheme will be set within a high-quality public realm to promote enhanced integration with established assets. Bury is famous for its Market, which was voted Britain's favourite market in 2019. It plays a vital role for local customers and traders, while also drawing visitors from afar. Effective management of the Market by Bury Council has been a key factor in its long-term success. However, the last refurbishment was undertaken in 1999 and the facilities are in desperate need of investment.

Since these works, the dynamics of the town centre have changed, and coordination with other assets including the Interchange and The Rock shopping centre needs to be much stronger. The current configuration contributes to pinch points and the existing offer lacks cultural activity to stimulate a night-time economy, which Bury is lacking. Given the fabric and condition of the buildings shown below, there is a need for immediate public sector investment to sustain this crucial community asset, or risk Bury losing its focal attraction (150,000 visitors weekly).

The town contains pockets of serious deprivation and experiences well-documented issues of falling footfall and increasing vacancies. Town centre regeneration is needed to level up key communities that rely on the Market offer. The site's scale, location and reputation mean this is a significant opportunity to regenerate Bury through a single investment; a prospect that cannot be missed.

Based on this clearly evidenced need, the project proposes to deliver the following:

- Market improvement works –sustain and enhance the market, including (i) installation of new roof; (ii) reconfiguration of existing spaces to create higher quality environment; (iii) access and servicing improvements to aid circulation; (iv) measures to support decarbonisation; and (v) backlog of repairs and maintenance.
- Flexihall – the creation of a high quality, flexible facility at a key gateway to enhance cultural, leisure and hospitality offer. The facilities will support a range of business and community organisations and will be actively managed as part of a coordinated town centre offer.

- Public realm and linkages – following the clearance of out-dated retail and ancillary accommodation, a new public realm environment will be created to link the Market and adjacent infrastructure including Bury Interchange, Bury College, and other civic infrastructure.
- Supporting activities – a range of complementary measures aimed at diversifying the market demographic by delivering a programme of high-quality events, addressing barriers to enterprise, and promoting resident wellbeing. The scope of these measures will be further refined through the development of the bid.

Please set out the value of capital grant being requested from UK Government

£20 million

Please specify the proportion of funding requested for each of the Fund's three investment themes

Regeneration and town centre	67%
Cultural	33%

STRATEGIC FIT

Have any MPs formally endorsed this bid?

A letter of endorsement has been provided by James Daly MP, elected as the Conservative MP for the Bury North Constituency at the 2019 General Election. As part of this unequivocal support, his letter identifies:

- Traders were concerned about the ageing nature of the customer base and the need to generate radical plans to not just sustain trade but plan to grow.
- A Markets Task Force was formed by Bury Council, and it was undertaken as a cross-party endeavour. The Task Force worked closely with the Market traders and took evidence from across the UK on successful approaches to regeneration.
- There will be significant benefit to local residents both in maintaining a vibrant and busy market that is a large employer in its own right and a location ideal for those wanting to start or establish new businesses.
- The new Flexi Hall will ensure that the Town Centre becomes a destination of choice for all residents, able to access the appropriate range of amenities they require, widen the range of business, leisure and cultural opportunities which have been under- represented.

Please provide evidence of the local challenges/barriers to growth and context that the bid is seeking to respond to

A range of challenges constrain the town, which underpin the ranking of Bury as a priority category 1.

Socio-economic factors

Bury contains pockets of severe and entrenched deprivation, including around the town centre. The main destination around Bury Market and Millgate shopping centre is ranked in the top 10% most deprived parts of the country, including income, employment, health, and crime domains. Town centres, as the main hub of activity for communities, should lead progress for inclusive growth across themes within the Levelling Up Fund prospectus. Therefore, this area requires regeneration to level up the region and country.

Bury suffers deprivation from barriers to employment. A component of this, Bury has a high proportion of residents with no recognised qualifications (9.1% compared to 8.7% regionally and 7.7% nationally). This skill deficiency was highlighted during the Covid-19 pandemic, as a significant part of the community lacked the skills to operate virtually. Employment barriers and low skills contribute to a productivity deficit

Health of the High Street

Bury town centre has attracted significant investment, including the private sector led Rock shopping centre. However, because of local and wider market trends, the centre is approaching a tipping point, linked to the following challenges:

- **Changing patterns of retail** - Bury's economy is more reliant on retail than average. In 2019, 12.0% of employment in Bury was supported by the retail sector, compared to 9.9% in the North West and 9.2% in Great Britain. Consistent with wider trends, retail activity has declined in Bury – it represented 13.4% of employment in 2015. Unemployment statistics suggest the pandemic and policy response have further accelerated decline. Given the high proportion of independent businesses and the limited disposable income of the catchment, Bury remains highly vulnerable to further 'shocks'.
- **Lack of night-time economy** - Bury attracts substantial footfall during the day. Visitors tend to arrive early and in significant numbers, with 150,000 thousand people per week visiting Market Hall, Fish and Meat Hall and Millgate. However, the town lacks the range of cultural and leisure venues needed to sustain an active night-time economy. As such, a high proportion of residents rely on the offer in adjacent centres. Local employment in the cultural and hospitality sectors is substantially lower than GM and national levels.
- **Bury Market decline** – while it remains a vital attraction, the quality of the facilities at Bury Market has declined. It is now contributing to the decreasing value of leases and visitor numbers – creating concerns for its long-term financial sustainability. In addition, the market area is constrained, with limited capacity to allow traders to grow. The immediate environment has stagnated contributing to a relatively poor urban environment – belying its importance to Bury. Pedestrians have no real sense of arrival on approach, nor are directed to points of clear reference or linkages with other assets.

The scale, location and reputation of the Market means there is a real, attainable opportunity to address local challenges such as high deprivation, low skills/productivity, and a diversification of the economy.

Explain why Government investment is needed (what is the market failure)?

Longstanding proposals for improvements to Bury Market have been constrained by key market failures. These include:

- **Externalities** – the negative impact of under-investment in the town centre on activity and footfall, resulting in reduced spend and a vicious circle of decline.
- **Imperfect information** – potential investment cannot make informed decision on the potential of the Market and town centre offer due to limited firsthand information.

- **Market power** – the lack of competition in the market means Bury Market can sustain apparent success without investment.
- **Public goods** – enhancing public spaces are typically underprovided as they are non-excludable in supply and non-rival in demand; and
- **Coordination problems** – there are several potential beneficiaries who can act as a barrier to development, as stakeholders seek to maximise direct benefits.

In the absence of government-supported investment, the Market will enter managed decline, with significant repercussions for the wider high street, as the Council is does not have the financial capacity to support the necessary works. Additionally, the 16 Version 1 – March 2021 opportunity to utilise a significant town centre gateway site to stimulate a Covid-19 recovery will be missed.

The rationale for public intervention is based on:

- **Economic efficiency** – The market conditions means that several failures have arisen, preventing the delivery of a coherent and comprehensive intervention as a driver of wider investment and focus for cultural activity.
- **Operational and financial performance** – Bury’s focal community asset is suffering from budgetary constraints whereby without intervention, its long-term financial sustainability is at serious risk.
- **Social equity** – Bury town centre suffers deprivation, particularly crime and barriers to employment, which will continue without intervention.

Please set out a clear explanation on what you are proposing to invest in and why the proposed interventions in the bid will address those challenges and barriers with evidence to support that explanation. As part of this, we would expect to understand the rationale for the location.

Intervention As set out in the bid summary, the project proposes to invest in:

- Market improvement works – a range of works to sustain and enhance the existing market.
- Flexihall – the creation of a high quality, flexible facility at a key gateway to the town centre, supporting an enhanced cultural, leisure and hospitality offer.
- Public realm and linkages – a new public realm environment will be created to establish clear linkages between the Market and adjacent infrastructure.
- Supporting activities – a range of complementary measures to diversify market demographic, including events, business enterprise and resident support.

Alignment of interventions to challenges

These interventions will regenerate Bury's focal asset.

Therefore, based on the local challenges and a thorough workshop process with key officers, these interventions will look to:

- Sustain Bury Market as an important community asset and focal point.
- Town centre regeneration, including improved integration and coordination.
- Strengthen the cultural and leisure offer within the town.
- Improve pathways to skills and enterprise facilities.
- Promote of wellbeing, mental health, and healthy eating.

From these themes, the following objectives for the project have been established:

1. Safeguard the existing strengths and current customer base of Bury Market, whilst widening the appeal to all residents in the borough.
2. Link the market to other developments in the town centre through improved public realm, wayfinding, access, offering and marketing
3. Deliver a variety of flexible spaces that support an enhanced cultural offer including an extended events programme, recreation, and hospitality, working with new and established small local businesses in these sectors.
4. Provide flexible new and reconfigured facilities within the town centre that support enterprise and entrepreneurship, working with schools, colleges, and businesses to widen participation, appeal, and visibility of activities.
5. Establish a programme of resident support including employment services, leisure activities, group workshops and catering events.

The diagram below demonstrates why the interventions in the bid will address the main challenge and the evidence to support this.

Intervention	Bury Market Decline	Lack of night-time economy	Declining influence of retail	Skills and productivity issues	High deprivation	Impact	Evidence
Market improvement works including new roof and backlog of repairs	✓✓✓	-	✓✓	-	✓✓	Modern refurbishment provides facility with resilience and addresses concerns of market traders and visitors relating to quality of facilities	i) Engagement with BMTA identified required maintenance works and roof repairs ii) Bury Market Research Report - both users and traders recognised need for better weather protection and layout iii) Survey data - quality of facilities ranked worst out of all questions
New public realm to establish clear linkages between the Market and adjacent infrastructure	✓✓✓	✓	✓	✓	✓	New access points, wayfinding and digital marketing of the facility increases the footfall to the market by addressing concerns on promotion, layout and open spaces	i) Bury Market Research Report - both users and traders recognised need for better promotion, linkages and layout ii) Bury College have voiced clear support for the project
High-quality, flexible facility to enhance cultural, leisure and hospitality offer	✓	✓✓✓	✓✓✓	-	✓✓	Growth of a cultural sectoral and bustling town centre which increases the number and value of visits whilst improving the perception and pride	i) Public consultation feedback on civic and cultural venues highlighted the need for more flexibility in the events space ii) Success of multiple nearby events such as Bolton Food festival and Radcliffe Market iii) Young local residents desire cultural events, shown by their current out-commuting to nearby towns
High-quality flexible facility to support a range of business, education and community organisations	✓	✓✓	✓✓	✓✓✓	✓✓✓	Increased start-ups and businesses resulting in greater prosperity, opportunities and innovation	i) Bury College have voiced their commitment to collaboration to improve educational outcomes for students and adults ii) Community groups have identified issues on current provision compared to their need and Covid-19 demonstrated the need for digital skills improvements iii) Pre-covid, workers met in cafes to co-work due to lack of incubator space
Complementary measures aimed at addressing barriers to enterprise and promoting resident wellbeing	✓	-	✓	✓✓	✓✓✓	Improved health outcomes and enhanced prosperity in Bury leading to a more thriving town centre	i) Community groups have identified issues on current provision ii) IMD Deprivation identifies these communities suffer from barriers to employment and poor health outcomes iii) Aligns with specific measures within Bury Food Strategy, Healthy Eating and Bury Integrated wellness

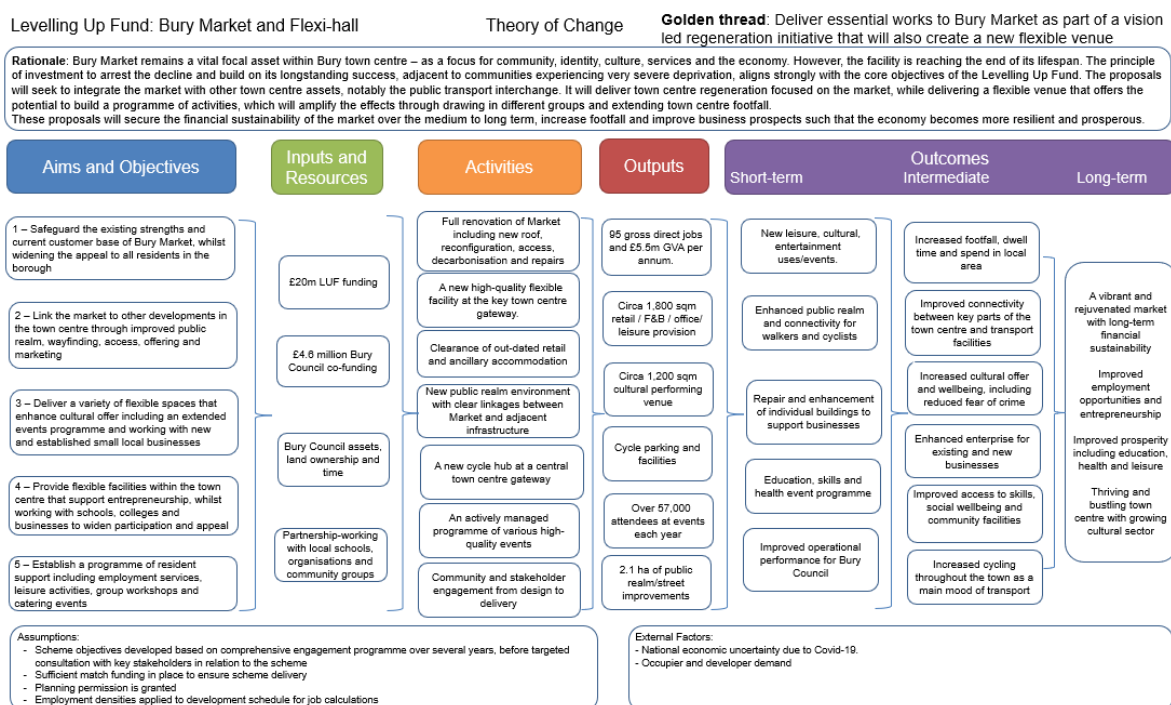
Summary

The principle of investment to arrest the decline and build on its longstanding success, adjacent to communities experiencing very severe deprivation, aligns strongly with the core objectives of the Levelling Up Fund.

The proposals will seek to enhance the integration of the market with other town centre assets, notably the public transport interchange. It will deliver town centre regeneration focused on the market, while delivering a flexible venue that builds a programme of activities to draw in different groups and extend town centre footfall.

These proposals will secure the financial sustainability of the market over the medium to long-term, increase footfall across the town and improve the business opportunities in Bury such that the economy becomes more resilient and prosperous. Several similar case studies, such as the nearby Radcliffe Market, have been successful in achieving these desired impacts and the proposals directly reflect the need identified by market engagement and research.

Please explain how you will deliver the outputs and confirm how results are likely to flow from the interventions



The socio-economic context of the project is as follows:

- Decline of Bury Market's facilities whereby the buildings are decaying rapidly and are in need of investment to sustain operation, whilst the Market does not link to the Bury Interchange or surrounding assets despite its location.
- Bury Market and the town as a whole lacks a night-time economy despite a fairly youthful population, leading to residents consuming entertainment and culture elsewhere in Greater Manchester.

- The influence of retail across Bury is falling and the economy cannot rely on this sector alone therefore, there is a need to diversify through other focal town centre uses such as business, culture, leisure, and education.
- Bury has low productivity in comparison to local areas and the country, likely due to the poor qualification profile in the area – this is a critical building block for levelling up and must be addressed. 20 Version 1 – March 2021
- Bury suffers from pockets of severe deprivation with high crime and health deprivation.

The interventions have been developed in order to directly address these issues. Through the £20m LUF funding, Bury Council co-funding, Bury Council assets and land ownership, and partnership-working, the following outputs will be delivered:

- New retail, F&B, office, incubator, or community provision.
- New designated cultural and entertainment space.
- Regenerated public realm and designated cycle hub.
- A wide number of attendees from new events; and
- Generation of new direct jobs and increased gross GVA per annum.

These outputs will lead to the short-term impacts identified in the Theory of Change above. The new venue will support a programme of cultural and entertainment events, as well as community support for health and education. The regeneration of the market and creation of the Flexi-hall will result in the repair of individual buildings and reduced barriers to entry for new businesses, as well as improved operational performance for the Council. The new public realm and cycle hub will create linkages to surrounding assets and infrastructure.

The programme of cultural and entertainment events will improve the cultural offer thus increasing footfall, dwell time and spend in the local area. The programme of health and education provision will increase access to skills, social wellbeing, and community facilities. The repair of individual buildings and new co-working provision will enhance enterprise for new and existing businesses. The new linkages and public realm will improve connectivity between key parts of the town and public transport facilities particularly for walking and cycling, whilst reducing fear of crime due to better navigation and less vacant premises.

The long-term outcomes of these short and medium-term outcomes are as follows:

- A vibrant, rejuvenated market with long-term financial sustainability.
- Improved employment opportunities and entrepreneurship.
- Improved prosperity in Bury including education and health.
- A thriving and bustling town centre with a growing cultural centre.

Explain how your bid aligns to and supports relevant local strategies (such as Local Plans, local economic strategies, or Local Transport Plans) and local objectives for investment, improving infrastructure and levelling up.

Bury Local Plan

Bury's Local Plan has a series of topic papers to lead development in the town. The project directly addresses the identified issues:

- **Health and wellbeing:** The borough has pockets of deprivation and poor health outcomes, compounded by many community facilities which are in poor condition and in need of investment. The project epitomises these issues, redeveloping a declining key asset within one of the most deprived parts of the country in order to level up the region.
- **Economy and Employment:** Low quality employment opportunities leading to well-educated residents commuting out of the borough to work. There are opportunities to amend this within growth sectors of science, digital and creative. The enterprise and skills provision in the project provides high-quality working space to support digital and creative industries, helping to retain local workers within the borough.
- **Town Centres and Main Town Centre Uses:** Key issues include varying levels of vitality, leisure offer becoming increasingly important with tourist sector making a significant contribution to the wider economy, and a need to attract and retain talented workforce. The project increases the vitality across Bury town centre, promote tourism uses and entrepreneurial activity.

Bury Town Centre Evening and Night Time Economy Strategy

Strategy includes a vision that “the evening and night-time economy will enhance Bury Town Centre, helping to create a stimulating destination providing a safe, secure environment, with a vibrant choice and rich mix of entertainment and activity. The offer will change seamlessly throughout the evening, appealing to a range of age groups”. Four objectives have been identified to stimulate this economy, which the project directly aligns with:

- ‘Wellbeing – a welcoming, clean and safe town centre’. This project increases levels of public utilities and creates partnerships with local groups/businesses/schools to promote wellbeing standards.
- ‘Movement – a secure pattern of arrival, circulation and departure’. This is a key challenge for Bury Market. The public realm and linkages directly address this barrier to growth.
- ‘Appeal – a vibrant choice and rich mix on entertainment and activity’. Bury currently faces a lack of cultural venues and high-quality F&B destinations and therefore, the project aims to widely expand this offer.

- ‘Place – a stimulating destination and a vital place’. Bury Market represents the most appropriate clustering of activity, whilst the enhanced approaches create safer linkages to public transport and surrounding assets.

Bury Cultural Economic Strategy

Strategy aims to extend the cultural offer to support a diverse evening and night-time economy. The project supports the three key objectives of building Bury’s reputation as a cultural centre, developing talent and entrepreneurship through necessary skills provision, and working with partners to achieve sustained growth.

Bury Food Strategy

Strategy aims for Bury to be at the forefront of promoting and celebrating good food for all, through a knowledgeable, connected, supported and vibrant food culture. The project includes provision to improve the diet and knowledge of lower-income groups to level up the area.

Other local strategies

- Town Centre Masterplan
- Growth Plan
- Let’s do it!
- Healthy Eating
- Integrated Wellness

Explain how the bid aligns to and supports the UK Government policy objectives, legal and statutory commitments, such as delivering Net Zero carbon emissions and improving air quality

The project aligns directly with multiple UK policy objectives as follows:

- **Net zero carbon legislation:** the project will deliver clean growth which contributes to the UK target of net zero emissions by 2050 through a strong coordinating role to maximise benefits and mitigate potential impacts. As part of the market improvement works, specific measures are identified to support the decarbonisation and modernisation of an historic town asset. Additionally, the new pedestrian pathways and immediate access to bus, cycle and train routes means sustainable travel is heavily promoted.
- **Levelling up:** As signalled by this Fund, the Government has a significant commitment for regional growth to support ‘levelling up’ across the country. Bury is ranked as a priority 1 category with pockets of serious deprivation, including the entire town centre area which is ranked in the 1st to 3rd deciles on the IMD.
- **Covid-19 recovery:** The coordinated intervention will accelerate a much-needed stimulation to Bury’s main economic asset, driving growth throughout

the town and becoming an exemplar project for the area as part of the country's effort to 'Build Back Better',

- **Global Britain:** In the face of Brexit, the UK wishes to “continue to be open, inclusive and outward facing; free trading; assertive in standing up for British interests and values; and resolute in boosting our international standing and influence”. Bury Market has an international reputation and draws visitors from afar. The promotion of this asset, together with a new flexible enterprise facility, will deliver new opportunities for trade.

Where applicable explain how the bid complements / or aligns to and supports other investments from different funding streams

There are ongoing works in the surrounding area to improve the movement of pedestrians and traffic such that the town centre becomes a more attractive place to visit and stay. The Bury Market and Flexi-hall proposals directly aligns with these investments as the project will greatly enhance the accessibility to the town, link the market to other developments and improve the offering for visitors.

For example, Bury Council are working in conjunction with Transport for Greater Manchester to improve the crossing facilities at the junction of Angouleme Way/Market Street/Murray Road. The layout of the junction is being altered to improve the pedestrian crossing facilities. A dedicated crossing facility for cyclists will also be constructed. The main construction works started in May 2021 and will last approximately 16 weeks. These works and the Bury Market proposals will both complement each other, as each scheme involves strong active mode components whereby the overall impact will be greater than the sum of its parts. The plans at Bury Market involve a cycling hub with cycle parking and pathways, as well as a reconfigured layout of the town centre to ease movement.

Bury Council have also been utilising the Public Sector Decarbonisation Grant Scheme to install energy efficiency measures throughout their portfolio of assets across the borough. This funding is supporting Bury's push to become net zero in line with government guidance. The Bury Market and Flexi-hall Market incorporates several decarbonisation measures to ensure the buildings are energy efficient, aligning with recent investments.

VALUE FOR MONEY

Please use up to date evidence to demonstrate the scale and significance of local problems and issues

Bury's priority 1 designation highlights the significant need for levelling up.

Socio-economic

Bury lacks employment in high-value sectors and cultural sectors, reflecting a lack of opportunities. Additionally, the dominant retail sector has declined recently, suggesting a need for regeneration and diversification.

The figures on the proportion of residents with no qualifications suggest Bury's skill gap is increasing, whilst the region and country have partly addressed these deficiencies. Skills issues create barriers to employment, where Bury is the 61st most deprived local authority in England.

Bury Market

Bury Market drives footfall in the town centre on its operating days, particularly Saturday. However, town centre footfall suffers on its closed days and in the evening. Bury Market needs to capitalise on its central location to create a resilient town centre.

A venue study for Bury Market highlights the potential to address the cultural employment and night-time economy deficiency in the town.

A modern cultural facility will help to diversify visitors. As demonstrated by a Leeds University's survey, around 53% of visitors to Bury Market are aged 60 and above.

The local area has low median house prices and commercial values, given its central, accessible location.

Bury's financial performance has fallen consistently recently. Public investment is a necessity sustain town's major economic asset.

Bids should demonstrate the quality assurance of data analysis and evidence for explaining the scale and significance of local problems and issues. Please demonstrate how any data, surveys and evidence is robust, up to date and unbiased.

Up to date sources

A robust evidence base is required to provide a comprehensive understanding of local context and to articulates local strengths, challenges, and opportunities in order that interventions are targeted appropriately to meet need and gaps in existing provision. The evidence base has been gathered through desktop research, supported by case studies and consultation documents.

A range of the latest publicly available sources have been used:

- APS (2020),
- BRES (2020),
- IMD (2019)
- LUF: Prioritisation of places methodology note (2021)
- ONS GVA by Local Authority (2018),
- ONS Claimant Count (2021)
- ONS House Prices Statistics (2020)
- HM Land Registry – Price Paid Data (2020)
- Leeds University: The community value of Bury Market (2020):
- CBRE: Mobile Data Town Centre Insights (2021)
- Bridget Baker Consulting: Venue Study for Bury Market (2021)

Data robustness and unbiasedness

To ensure robustness, multiple sources have been examined to verify the same conclusions are arising. The overarching issues facing Bury has been developed by national public statistics, supported by bespoke reports to illustrate how Bury Market plays a role in the wider issues for the town. Certain public sources, such as IMD, ONS House Prices, Annual Population Survey, allow sub-local areas to be examined to cross-check findings from reports.

The unbiased of evidence presented from official public sources has been continually verified before submission, considered the primary resource for data in the UK for its thoroughness. Additionally, sources such as ABS and Claimant Count have been compared to IMD rankings to ensure consistency in findings.

In terms of the professional reports utilised, multiple methods were used to ensure their robustness and unbiasedness:

- Each of the reports present their methodology, which has been cross-examined by specialists from AMION Consulting as well as Bury Council.
- The professional reports and survey can be assured against each other. Leeds University and CBRE studies highlighted similar issues in terms of elderly demographic, lack of night-time economy and local catchment areas despite vastly different data collection approaches.
- Each of the corporations are renowned for their attention to detail:
 - o Leeds University's study was funded by the ESRC to enable a multidisciplinary team of academics, think tanks and trader organisations to undertake a wide-ranging study (25 interviews, 6 workshops, 3 case studies and 500 survey responses) with the aim of

improving evidence base for research on markets. 29 Version 1 –
March 2021

- o CBRE is a global commercial real estate firm. Their report simply presents findings from mobile data to show the patterns of movement. Their method has been continually used across studies.

- o Bridget Baker Consulting has more than 30 years' experience in the hospitality sector and are experienced in market demand studies and business plans. They were commissioned after a robust procurement process. Thus, they are well positioned to provide evidence on the potential facility.

Lastly, an extensive engagement process between AMION, Bury and key stakeholders has been undertaken to confirm the findings are unbiased and mirror specialist local knowledge.

Please demonstrate that data and evidence chosen is appropriate to the area of influence of the interventions.

Of key importance assessing the employment and economic impact of the proposals on the local economy is the extent to which new activity is truly additional, in other words it does not simply displace existing activity. **It is important to understand who is likely to benefit from the impacts generated and the degree to which further demand and investment is stimulated.** One of these key elements to understand is leakage: the proportion of outputs that benefits those outside the project's target area or group.

This additionality assessment informed the area of influence and thus the geographical level of data and evidence within this bid. Bury Market is the focal economic asset for the entire borough as well as drawing in visitors for afar, as shown by the below catchment areas from CBRE. Additionally, over half of jobs in Bury are occupied by local residents. Therefore, evidence has been predominantly presented at the Bury Local Authority level, with comparisons against the regional and national averages to display the **inequalities that need levelling up in Bury.**

However, it is also worth highlighting the Market has a more significant impact on its immediate surrounding area. To understand the nuances of the town centre socio-economic context, the market's role in this context and the extreme deprivation surrounding the site, bespoke data has also been presented at the sub-local level.

Lastly, given a rationale for public intervention is to ensure the financial sustainability of the asset, evidence and data relating to the Market's performance is necessary to demonstrate this need.

Please provide analysis and evidence to demonstrate how the proposal will address existing or anticipated future problems. Quantifiable impacts should usually be forecasted using a suitable model

The proposed interventions are expected to contribute significantly to addressing existing/anticipated problems. The effect of the proposed interventions in addressing existing or future problems is outlined within the Theory of Change for the scheme.

The analysis undertaken reflects a series of impacts that will have positive outcomes both within the town and in the surrounding area.

Problems	Response	Quantified impacts
<p>Decline of Bury Market whereby economic performance is falling, the buildings are reaching the end of their lifespan and there is a lack of clear reference or linkages with other assets.</p>	<p>A range of works to sustain and enhance the existing market, including (i) installation of a new roof; (ii) reconfiguration of existing spaces to create a higher quality environment; (iii) access and servicing improvements to aid circulation; (iv) measures to support decarbonisation; and (v) works to address a backlog of repairs and maintenance.</p> <p>Clearance of out-dated retail and ancillary accommodation, a new public realm environment will be created to establish clear linkages</p>	<ul style="list-style-type: none"> • Bury Market income and lease data • Leeds University's findings on the effects of budget cuts, repairs, and leases • CBRE footfall data on market versus non-market days • AMION CBA model includes LVU and wider LVU benefit estimates • AMION CBA model includes employment calculations based on guidance densities • AMION CBA model includes amenity benefits of public spaces • Bury Council projections for carbon savings, which have been monetised in AMION CBA Model
<p>Declining influence of retail prior to Covid-19 which has been accelerated further due to pandemic and policy response. Given the high proportion of independent businesses, alongside the limited disposable income of the immediate catchment, Bury town centre remains vulnerable to further 'shocks'</p>	<p>Creation of a high quality, flexible facility at a key gateway to the town centre, supporting an enhanced cultural, leisure and hospitality offer. The facilities will support a range of business and community organisations and will be actively managed as part of a coordinated town centre offer.</p>	<ul style="list-style-type: none"> • Bridget Baker Consulting projections for the potential of events in this location • Leeds University's data on per capita spending, reasons for visits, type of spending and user reviews • Leeds University and CBRE's data on demographic groups at the Market • AMION CBA model includes labour supply and wage premia benefits of new commercial uses. • AMION CBA model includes benefits arising from events.
<p>High deprivation, including high crime rates, low level qualifications, low productivity, and poor health outcomes</p>	<p>New flexible facility will support a range of business and community organisations and will be actively managed as part of a coordinated town centre offer.</p> <p>Range of complementary measures aimed diversifying the market demographic, delivering a programme of high-quality events, addressing barriers to enterprise, and promoting resident wellbeing.</p>	<ul style="list-style-type: none"> • Bridget Baker Consulting projections for capacity of educational, charity and community events in this location • Engagement findings with Bury College and other key community/education assets. • AMION CBA model includes benefits arising from basic skills and development learning • AMION CBA model includes benefits arising from volunteers • AMION CBA model includes benefits arising from improved health outcomes

The types of economic impacts considered and quantified take account of these factors with guidance-based additionality being one of the most important approaches used. Taking the impacts arising from the creation of an incubation facility, for example, these capture the additional impacts with respect to jobs and Gross Value Added (GVA) that the LUF intervention will generate. What is important is to identify the deadweight position (the outcomes that will be realised without intervention) before quantifying the impacts that will be achieved over and above this. Displacement, leakage, and multiplier factors are also taken account before the final additionality totals are quantified. These are reported in monetary (e.g., additional GVA) and quantitative (e.g., additional employment) terms in the analysis with additionality-compliant monetary benefits also included in the Benefit Cost Ratios (BCRs) reported below.

All quantified impacts are captured in an 'additionality' model that complies with both modelling best practice and additionality guidance (specifically DCLG's Appraisal Guide).

Please describe how the economic benefits have been estimated. These must be categorised according to different impact. Depending on the nature of intervention, there could be land value uplift, air quality benefits, reduce journey times, support economic growth, support employment, or reduce carbon emissions.

Additionality

Of key importance in assessing the impact of the proposals is the extent to which new activity is truly additional, in other words it does not simply displace existing activity. The approach to assessing the net additional local impact of a project is shown diagrammatically below. Overall, an additionality rate of 50% has been applied to the benefits.

Economic Benefits

The framework for assessing the economic benefits of the Bury Market development programme has been developed having regard to the HM Treasury Green Book, guidance published by MHCLG and other government departments.

Reflecting the diverse nature of the interventions and their expected impacts, as well as the existing conditions within Bury, a wider range of benefits have been assessed. Following published guidance, this has included the consideration of the following benefits within the BCR:

- **Land value uplift** – Analysis of changes in land values, which reflect the economic efficiency benefits of converting land into a more productive use.

The existing land value is subtracted from the more value of the more productive use.

- **Wider land value uplift** – Wider placemaking effects for the proposed development which the funding programme will facilitate have been estimated using Valuation Office Agency (VOA) data for commercial analysis and Council Tax band data for the residential value assessment. Primary and secondary catchment areas have been defined for the interventions. The primary catchment area is immediately adjacent to interventions, whilst the secondary area covers a wider area which is calculated to be influenced by transformational investment.
- **Amenity benefits** – Consistent with the MHCLG Appraisal Guide.
- **Crime cost savings** – These benefits relate to a reduction in the number of recorded offences within the immediate area due to the high-quality development. The estimated costs to society of each crime type are applied to the reduction in crime, comprising of costs incurred in anticipation of crime, as a consequence of crime, and in response to crime. These costs are taken from the Home Office Research Report and have been updated to 2021/22 prices.
- **Carbon savings** – The value of the carbon saving has been estimated relative to a Building Regulations compliant new development delivering equivalent outputs. The value of the carbon saving has been estimated having regard to short-term traded carbon values.
- **Labour Market** – benefits associated with the job creation and reduction in barriers to employment for local workers. In line with MHCLG guidance, a local GVA per worker figure has been applied to the jobs taken up by new entrants.
- **Events** – Benefits associated with the value from visitors attending events have been estimated based on events advice, developed by Bridget Baker Consulting. Allowance has been made for the well-being benefits enjoyed by attendees at these events, having regard to benchmark values derived from 2014 research published by DCMS.
- **Education** – These benefits relate to the digital skills and educational programmes that can be delivered within the Flexi-hall. The benefits have been estimated through a wage premium from achieving basic and development skills as set out by BEIS, using the expected outputs from the facility.
- **Volunteering** – Benefits associated with the wellbeing value from volunteering at community and cultural events held at the Flexi-hall. The capacity for volunteers has been calculated by Bridget Baker Consulting.
- **Health** – The Flexi-hall will hold health and wellbeing events, particularly around healthy lifestyles, physical activity, and diet..

In addition, a second BCR has been presented including distributional analysis – to reflect the larger benefits generated in a more deprived part of the country, aligning with the Levelling Up rationale.

- **Distributional analysis** –The approach used to calculate these is that set out in the HM Treasury Green Book, based on equalised disposable household income and welfare weights (the estimate of the marginal utility of income).

Please describe what other non-monetised impacts the bid will have and provide a summary of how these have been assessed.

In order to analyse unquantifiable effects, an assessment of the wider benefits associated has been undertaken through a scoring and weighting framework.

Potential wider benefits include:

- **Active mode:** the proposals include provision for a cycle hub with parking and changing facilities. This hub will greatly increase cycle uptake, causing improvements mode shift, health, and journey quality.
- **Image, perception, and vitality:** the scheme will sustain and greatly enhance the town's central economic asset to greatly enhance the image of the area as a business location and tourism destination.
- **Agglomeration:** a consistent feature of modern economies is the concentration of economic activity in certain locations, most often cities or urban areas.
- **City living:** The new high-quality facilities delivered by the Levelling Up Fund will result in a more attractive location for city living, as residents will have immediate access to cultural, entertainment and retail provision.
- **Reduced disruption:** Currently, Bury Market continually requires repair and maintenance works to ensure it can function competently. This project will ensure Bury Market's long-term sustainability which will not require significant financial upkeep and disruption to market operations.
- **Local food produce:** Bury Market is already well-known for its local fish, meat, fruit, and vegetable offer. The enhanced Market will allow these stalls to continue, whilst the Flexi-hall will allow an expanded offer to include a range of local dining options.

The intervention is likely to deliver significant additional benefits in all areas, particularly image and active mode, above the Do Nothing (minor maintenance works).

Weighting and scoring of the qualitative benefits					
Wider benefit	Weight	Do Nothing		Intervention option	
		Score	Weighted score	Score	Weighted score
Active mode	30%	4	1.2	9	2.7
Image, perception, vitality	30%	4	1.2	10	3.0
Agglomeration	15%	6	0.9	8	1.2
Local food produce	15%	8	1.2	9	1.4
Reduced disruption	5%	4	0.2	8	0.4
City living	5%	4	0.2	6	0.3
Total	100%	30	4.9	50	9.0

DELIVERABILITY

Please summarise your commercial structure, risk allocation and procurement strategy which sets out the rationale for the strategy selected and other options considered and discounted. The procurement route should also be set out with an explanation as to why it is appropriate for a bid of the scale and nature submitted.

Overview

As part of the project development, Bury Council have appraised various procurement strategies available to deliver the proposed Bury Market and Flexi-hall works.

Having appraised the various strategies available, the most appropriate strategy is a two stage Design & Build strategy.

Option selection process

The parties in the construction industry can be engaged and brought together to provide services in a variety of quite different ways. Differing procurement methods are ideal for some aspects of typical client demand, whilst being less appropriate for others. There is no panacea - no single procurement strategy can be suitable for every case; therefore, to determine the correct procurement path, it is necessary to consider the priority objectives for the project and assess them against the characteristics of each procurement path.

The following analysis presents the characteristics of potential procurement strategies and their likelihood of success in meeting the client's objectives. The key options are:

- Traditional procurement.
- Design & Build (single-stage and two-stage).
- Management Contracting.
- Construction Management.
- Design, Manage & Construct with GMP.
- Partnering.

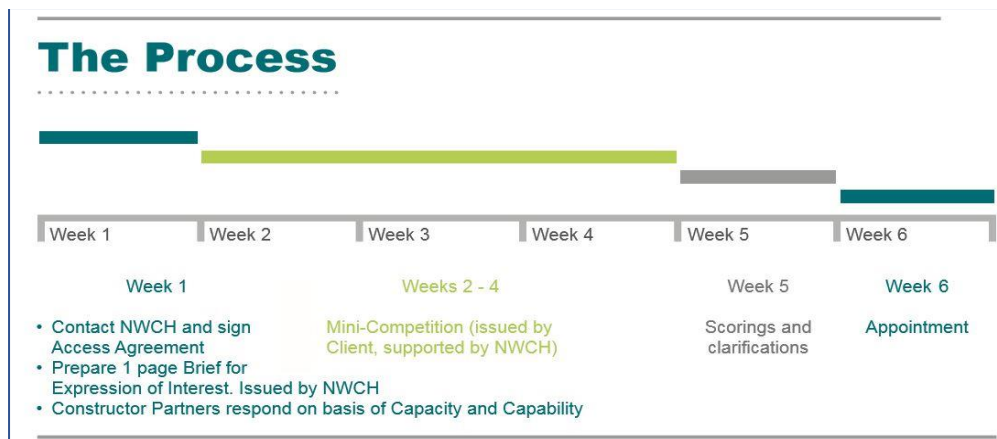
These options were considered within a quantitative appraisal framework. The framework was based upon the key objectives of the Council. As is made clear in the following table, a D&B approach can be demonstrated to be the more preferable of the options available, with a two-stage rather than single-stage process being the more appropriate tender strategy.

Objectives	Traditional	D&B (single stage)	D&B (two stage)	Management Contract	Construction Management	DMC with GMP	Partnering	Comments/Assumptions
Programme Certainty	1	2	3	2	2	3	3	Consideration of phased design timescales
Risk Transfer	2	3	3	1	1	3	2	
Early Contractor Involvement	1	2	3	1	1	2	2	
Cost Certainty (Post-Contract)	1	3	3	1	1	3	1	Minimal client change
Design Control	3	2	2	3	3	2	2	Tender on controlled information
Durable/ Maintainable Product	3	3	2	3	3	1	3	Define parameters before tender
Total Score	11	15	16	11	11	14	13	

Procurement frameworks

Timescales required to complete an open tender of this nature would not readily align with the construction programme aspirations of in-year spend and Project progress. Procurement frameworks provide access to OJEU compliant pre-qualified contractors, via a methodology intended to streamline the procurement process, increasing efficiency and productivity. Several framework options exist for the Council to procure a contractor from: Northwest Construction Hub, Procure 22 and Scape Group National Framework.

The process of the NWCH is shown below, with the initial stage to undertake soft-marketing testing via Expressions of Interest. The Council already have undertaken soft market testing with six contractors, via the NWCH Framework. Capability Statements have been returned and have evidenced the required experience, resources, and competencies necessary to deliver the project. A procurement strategy based around engagement with the NWCH Framework and early soft market-testing engagement with possible contractors, will contribute toward mitigating this risk to the Project and maintaining the programme.



Contracts

Although the JCT suite offers the CE contract which would promote partnering and incentivisation (key tenets of public procurement strategies), its use is not prevalent in the procurement of public sector construction works. The market is familiar with NEC forms, and they are now considered to be the go-to contract for the procurement of public sector projects in the UK.

Please summarise the delivery plan

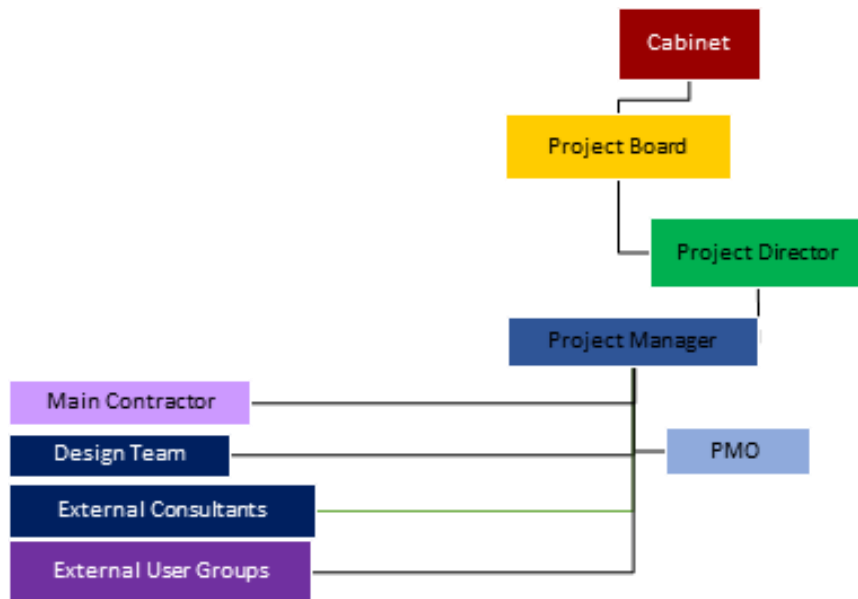
The project has been developed by the project management team at Bury Council with consultants from AMION Consulting and Just H Architects. Due to this, and the established track record of Bury Council and the project team, we are confident works will be delivered in line with timescales and main outputs.

However, there are some key strategic dependencies:

- **Acquisitions** – certain privately owned assets need to be acquired to enable delivery. Discussions and negotiations with landowners have begun and are being carefully managed.
- **Planning consent** – the Flexi-hall works require planning permission from the local planning authority. The team will ensure early engagement with pre-applications. The local planning authority has signalled they are supportive of the plans.
- **Finance** – the project is dependent on the award of the Levelling Up Fund investment and the co-funding from Bury Council. The Council has signalled their intention to significantly contribute to the project.

Roles and responsibilities

The below diagram demonstrates the governance structure for the project.



The Project Board is accountable for the success of the project. They support and assist the Project Director (Senior Responsible Officer/ SRO) to collectively monitor and control the project's overall progress.

The Project Director has delegated powers to 'sign off' on behalf of the Project Board for all financial and project approvals as detailed in the Council's Scheme of Delegations and SFIs.

The Project Manager has responsibility for day-to-day control of the project and has the authority to make decisions in line with policies agreed by the Project Board and for spending within approved budgets. Where unforeseen issues arise, the Project Manager discusses it in the first instance with the Project Director, who will either approve appropriate action or refer to the Project Board.

Additional scrutiny is provided at meetings between the Project Board and Council's Cabinet. Formal reports are presented to this group when additional authorisation is required.

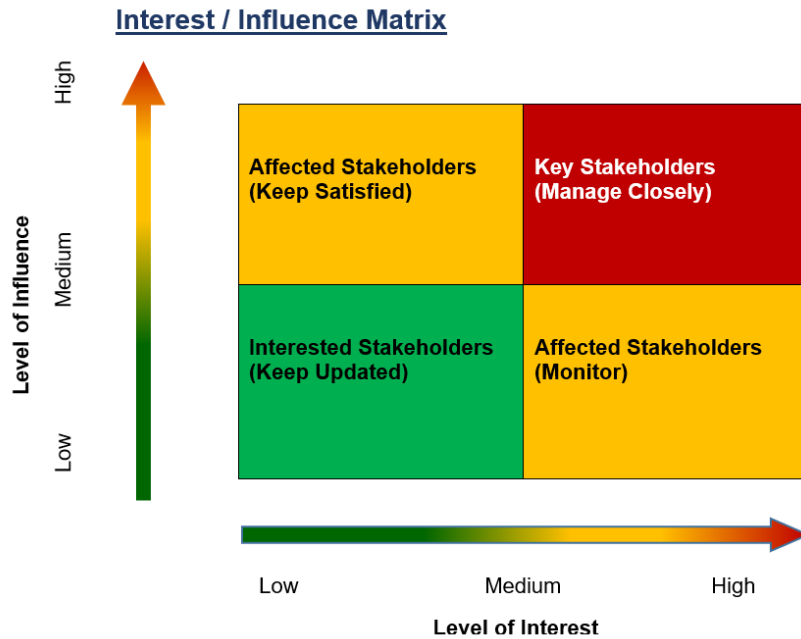
Engagement and benefits realisation

The Project Manager is responsible for the:

- i) The successful management of the project brief through design, construction, and handover.
- ii) The successful management of issues and disruption resulting from the construction, handover, and occupation

The project team, communications team and PMO will be jointly responsible for raising internal and external awareness and support for the project.

To successfully fulfil the aims of this strategy, a full list of anyone that can affect or is affected by the project has been compiled.



Can you demonstrate ability to begin delivery on the ground in 2021-22?

Yes

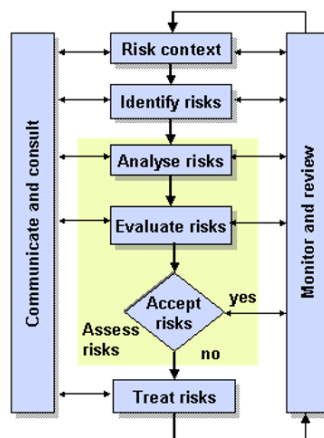
Risk Management: Places are asked to set out a detailed risk assessment which sets out:

- the barriers and level of risk to the delivery of your bid
- appropriate and effective arrangements for managing and mitigating this risk.
- a clear understanding on roles / responsibilities for risk

Overview

Risk management is a process that allows individual risk events and overall risk to be understood and managed proactively, optimising success by minimising threats and maximising opportunities.

The risk management process is as follows:



These phases are facilitated on the Project Programme by the Risk Manager, holding regular risk reviews with the Risk Owners so that up-to-date information is always available to the Programme Director and the other members of the Project and Programme Board.

The Risk Manager will ensure that all Project team members are aware of the requirements and responsibilities of the Risk Management process and to this end will make available Risk Management Procedures, which will provide detailed instructions on how to perform each step.

Level of risk and mitigations

The BMBC corporate risk register has been adopted for this project. Assessment of risk is undertaken according to the matrix shown below.

Risk Rating Matrix - Risk Quantification			Likelihood				
			1	2	3	4	5
			Rare	Unlikely	Possible	Likely	Almost Certain
Consequence	5	Catastrophic	5	10	15	20	25
	4	Major	4	8	12	16	20
	3	Moderate	3	6	9	12	15
	2	Minor	2	4	6	8	10
	1	Negligible	1	2	3	4	5

Matrix 1 – Risk Assessment

In conjunction with the Risk Manager, the Risk Owner estimates the probability of the Risk occurring, according to the following definitions:

- **Almost Certain** >95%
- **Likely** >50%
- **Possible** <50%
- **Unlikely** <10%
- **Rare** < 5%

Assuming it will occur, the impact of each Risk is then judged according to the following definitions.

	Schedule slippage	Cost increase	Resulting Performance
Catastrophic	> 12 months	> 1m	>75%
Major	> 6 months	> 500k	>80%
Moderate	< 6 months	> 200k	>85%
Minor	< 3 months	< 50k	>90%
Negligible	< 1 month	< 20k	> 95%

The Impact on performance is assessed by considering the percentage reduction compared with the requirement as currently agreed with the Council stakeholders. A

worst-case impact is used, after the separate assessment of schedule, cost, and performance.

Based on this qualitative assessment summarised in the risk register, the main delivery risks are as follows, with their mitigations also provided:

- Asbestos risk of buildings that are subject to works due to impact on budget.
 - **Risk Owner:** BGI
 - **Mitigation:** Asbestos survey to be undertaken. Allocation included within cost plan.

- Once buildings are purchased, there are holding costs such as security, maintenance, insurance, and rates of land that is acquired. These costs will erode the land value if they are prolonged.
 - **Risk Owner:** BGI
 - **Mitigation:** Acquisition due diligence to provide a budget of these costs. Current cost plans include suitable allowances for surveys, holding costs and contingency.

These mitigations will be implemented by the Risk Owner as soon as circumstances allow, with oversight from the Risk Manager.

Monitoring and Evaluation Plan: Please set out proportionate plans for M&E

Bid level M&E objectives and research questions

Benefits management, monitoring and evaluation will be carried out by the Zoo in collaboration with the Council to understand the success of interventions, whether they are achieving desired outcomes, and how and why this is the case. The key research questions which will inform the M&E approach will include:

- Whether the rationale for intervention continued to apply during the implementation phase.
- Whether assumptions underpinning the Theory of Change and leading to benefits held in practice.
- The extent to which outputs and outcomes can be attributed to LUF interventions; and
- The impact of the LUF programme and whether it provides value for money.

Outline of bid level M&E approach

M&E will be undertaken in line with guidance issued by MHCLG. The approach will ensure that all those involved in delivering the LUF-funded projects will have a clear understanding of the benefits to be achieved and the mechanisms through which these benefits will arise. The approach will set out the expected timeline over which benefits will arise, identify how these benefits will contribute towards the achievement of the LUF objectives, and include a process for reviewing and updating benefits realisation plans if proposed interventions change.

Key stages include:

- **Gateway reviews for key decisions in line with milestones, outputs, and outcomes**
- **Agreement of key research questions**
- **Profiling and monitoring benefits** - a clear profile of benefits will be outlined for each project, including baseline position, financial spend targets, target delivery schedule, key milestones, and target output forecasts. Specific KPIs will be identified to ensure targets are achieved within set delivery schedules. A benefit plan will be completed which includes a description of the realised benefits, the quantifiable, financial gain of the benefit, the metrics used to measure the scale of the benefit, the main beneficiaries of the project and the duration.
- **Realising benefits** – identified project staff will track the progress of benefit realisation, ensuring benefits remain relevant, deliverable, and valid. Benefits will be agreed as being realised when the expected measurement of change has been achieved. It will be the responsibility of the project manager to ensure that the targets are achieved as planned.
- **Monitoring and review** - The approach will be proportionate to the resource invested in each intervention, making efficient use of existing capacity, data, and expertise. This will inform decisions about the shape of the project and highlight areas where additional resource / capacity is required, enabling remedial action to be taken if interventions are not delivering the desired outputs. Data collected will feed into the evaluation.
- **Evaluation** – the evaluation will consider how the programme has worked from a delivery perspective and through the experience of stakeholders.

Overview of key metrics

The table below sets out the key performance indicators that have been identified to track progress of the LUF programme. It includes sources for monitoring each objective, the frequency of collection and responsibility for this. Regular monitoring updates, in terms of milestones and achievement of outputs, will be provided monthly to the Programme Manager and Project Board to inform an ongoing review of the project's delivery.

Monitoring framework - indicators			
Objectives	Indicators and Source	Frequency	Responsibility
Safeguard current customer base of Bury Market, whilst widening the appeal	Footfall	Quarterly monitoring reports	Bury Council
	Per capita spend.		
	Repeat visits.	Annual surveys	
	Catchment of visitors		
	Positive visitor surveys		

Link the market to other developments	<p>Visitor numbers</p> <p>Positive consumer surveys</p> <p>Positive business surveys</p> <p>Joint programmes</p> <p>Marketing campaigns</p>	<p>Quarterly monitoring reports</p> <p>Annual surveys</p>	Bury Council
Deliver a variety of flexible spaces to enhance cultural offer	<p>Number of new events</p> <p>Variety of events</p> <p>Number of attendees</p> <p>Catchment of attendees</p> <p>Local businesses supported.</p>	<p>Quarterly monitoring reports</p> <p>Leasing data from Flexi-hall</p> <p>Events monitoring</p>	Bury Council
Support entrepreneurship whilst working with schools, colleges, and businesses	<p>Uptake of business space</p> <p>Number of workers within facility</p> <p>Educational course starts and course completions.</p> <p>Partnerships with colleges, schools, and businesses</p> <p>Number of community events</p>	<p>Quarterly monitoring reports</p> <p>Leasing data</p> <p>Partner schools and colleges data</p>	<p>Bury Council</p> <p>Partner schools and colleges</p>
Establish a programme of resident support	<p>Resident surveys</p> <p>Attendees at events</p> <p>Unemployment rates</p> <p>Alcohol / drug statistics</p> <p>General health outcomes</p> <p>Crime statistics</p> <p>Cycling uptake</p>	<p>Quarterly monitoring reports</p> <p>National statistics</p> <p>Yearly surveys</p>	Bury Council

The following indicators will also be monitored on a six-monthly basis:

- Project spend (total, co-funding, co-funding committed)
- Project delivery (number of projects started on time, completed, completed on budget, completed on time)
- Delivery capacity (staff and budget invested)
- Outcomes (jobs created and safeguarded)

Resourcing and governance arrangements

Resource has been allocated for the following M&E activities:

- Time to gather, verify and report the required monitoring information to MHCLG.
- Purchase of data / commissioning of surveys and data gathering by market research or other specialist companies (e.g., on vacancies, rental levels etc)
- Independent set-piece evaluation studies at interim and impact evaluation stages, ensuring an objective and robust assessment of progress and enabling all stakeholders to provide their views.

Appointed individuals within Bury Council will have overall responsibility for oversight and reporting on performance to MHCLG. Day to day responsibility for monitoring and performance management will be allocated amongst the project management team, with the team also having responsibility for reporting on finance and spend and wider outcomes achieved. Appropriate CRM systems will be established prior to project implementation where necessary. Gateway reviews within the project governance structure will be used to ensure the project remains on time and budget.

Regular feedback will be given to partners and stakeholders on the progress and performance of the project. This may include focus groups or meetings to discuss any issues identified during the monitoring of the project.

DECLARATIONS

Senior Responsible Owner Declaration

As Senior Responsible Owner for Radcliffe Hub I hereby submit this request for approval to UKG on behalf of Bury Council and confirm that I have the necessary authority to do so.

I confirm that Bury Metropolitan Borough Council will have all the necessary statutory powers and other relevant consents in place to ensure the planned timescales in the application can be realised.

Geoff Little

Chief Finance Officer Declaration

As Chief Finance Officer for Bury Council I declare that the scheme cost estimates quoted in this bid are accurate to the best of my knowledge and that Bury Council.

- has allocated sufficient budget to deliver this scheme on the basis of its proposed funding contribution.
- accepts responsibility for meeting any costs over and above the UKG contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties.
- accepts responsibility for meeting any ongoing revenue requirements in relation to the scheme.
- accepts that no further increase in UKG funding will be considered beyond the maximum contribution requested and that no UKG funding will be provided after 2024-25
- confirm that the authority commits to ensure successful bids will deliver value for money or best value.
- confirms that the authority has the necessary governance / assurance arrangements in place and that all legal and other statutory obligations and consents will be adhered to.

Sam Evans