



## **Executive**

Date: Wednesday, 13 December 2023  
Time: 2.00 pm  
Venue: Council Antechamber, Level 2, Town Hall Extension

This is a **combined agenda** for information only.

### **Access to the Antechamber**

Public access to the Council Antechamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. **There is no public access from any other entrance.**

### **Filming and broadcast of the meeting**

Meetings of the Executive are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

## **Membership of the Executive**

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### **Councillors**

Craig (Chair), Akbar, Bridges, Hacking, Igbon, Midgley, Rahman, Rawlins, T Robinson and White

## **Membership of the Consultative Panel**

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### **Councillors**

Ahmed Ali, Butt, Chambers, Douglas, Foley, Johnson, Leech, Lynch and Moran

The Consultative Panel has a standing invitation to attend meetings of the Executive. The Members of the Panel may speak at these meetings but cannot vote on the decisions taken at the meetings.

## Agenda

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- 1. Appeals**  
To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.
- 2. Interests**  
To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.
- 3. Minutes**  
To approve as a correct record the minutes of the meeting held on 15 November 2023. 5 - 16
- 4. Our Manchester Progress Update** **All Wards**  
Report of the Chief Executive attached 17 - 26
- 5. Homelessness & Rough Sleeping Strategy 2024/27** **All Wards**  
Report of the Strategic Director (Neighbourhoods) attached 27 - 122
- 6. Single Use Plastics Action Plan and Policy** **All Wards**  
Report of the Deputy Chief Executive and City Treasurer attached 123 - 146
- 7. Victoria North Development Area Business Plan 2: Dantzic Street Plots** **Cheetham**  
Report of the Strategic Director (Growth and Development) attached 147 - 160
- 8. Victoria North - The Proposed City of Manchester (Dantzic Street) Compulsory Purchase Order 2023** **Cheetham**  
Report of the Strategic Director (Growth and Development) attached 161 - 204
- 9. Large Scale Renewable Energy Generation - PPA Purchase (Part A)** **All Wards**  
Report of the Deputy Chief Executive and City Treasurer attached 205 - 214
- 10. Exclusion of the Public**  
The officers consider that the following item or items contains exempt information as provided for in the Local Government Access to Information Act and that the public interest in

maintaining the exemption outweighs the public interest in disclosing the information. The Executive is recommended to agree the necessary resolutions excluding the public from the meeting during consideration of these items. At the time this agenda is published no representations have been made that this part of the meeting should be open to the public.

**11. Large Scale Renewable Energy Generation - PPA Purchase (Part B)**

Report of the Deputy Chief Executive and City Treasurer attached

**All Wards**  
215 - 236

## Information about the Executive

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The Executive is made up of 10 Councillors: the Leader and two Deputy Leaders of the Council and 7 Executive Members with responsibility for: Early Years, Children and Young People; Health Manchester and Adult Social Care; Finance and Resources; Environment and Transport; Vibrant Neighbourhoods; Housing and Development; and Skills, Employment and Leisure. The Leader of the Council chairs the meetings of the Executive

The Executive has full authority for implementing the Council's Budgetary and Policy Framework, and this means that most of its decisions do not need approval by Council, although they may still be subject to detailed review through the Council's overview and scrutiny procedures.

It is the Council's policy to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to a strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public and the press are asked to leave.

Joanne Roney OBE  
Chief Executive  
Level 3, Town Hall Extension,  
Albert Square,  
Manchester, M60 2LA

## Further Information

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For help, advice and information about this meeting please contact the Committee Officer:

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## Executive

### Minutes of the meeting held on Wednesday, 15 November 2023

**Present:** Councillor Craig (Chair)

**Councillors:** Akbar, Bridges, Hacking, Midgley, Rahman, Rawlins, T Robinson and White

**Also present as Members of the Standing Consultative Panel:**

**Councillors:** Ahmed Ali, Butt, Chambers, Douglas, Foley, Johnson, Leech, Lynch and Moran

**Apologies:** Councillor Igbon

#### Exe/23/95 Minutes

#### Decision

The Executive approve as a correct record the minutes of the meeting on 18 October 2023.

#### Exe/23/96 Our Manchester Progress Update

The Executive considered a report of the Chief Executive which provided an update on key areas of progress against the Our Manchester Strategy – Forward to 2025 which reset Manchester’s priorities for the next five years to ensure the Council could still achieve the city’s ambition set out in the Our Manchester Strategy 2016 – 2025.

The Executive Member for Housing and Development reported that Manchester had secured more than £3 million to support housing projects across the city which were bringing long-term brownfield land back into use. The funding, through Round 2 of the Government’s Brownfield Land Release Fund, would help build 210 homes in total, 119 of which would be affordable housing at sites across north and east Manchester, and one city centre site. 81 of the affordable homes being supported through the new brownfield funding were part of the Council’s Project 500 initiative which would be capped at the Manchester Living Rent.

The Deputy Leader (statutory) reported that the Council had begun a major conversation with Manchester people to inform the city’s 10 year cultural strategy. It was intended that the decade-long plan would build on the investments in culture which the city had made, building on the existing cultural vibrancy and extending its reach further.

The Deputy Leader reported that Warm Welcome spaces were again being provided for Manchester residents this autumn and winter as part of the Council’s cost-of-living support for residents. The City’s 22 libraries were again operating as warm welcome spaces, providing somewhere people could get out of the cold, especially if they were worried about heating costs and a range of other support was also available for people who needed it. In addition to the libraries, there were dozens of other

community and volunteer-led spaces are joining the offer of support this year. All these spaces were free to access and people could stay as long as they like during opening hours.

The Deputy Leader also reported that a year on from Manchester receiving initial Living Wage City accreditation, the number of employers paying the Real Living Wage has increased to 282, a rise of more than 50% which had exceeded the target set for both 2023 and 2024. Within newly accredited Real Wage employers, the number of jobs uplifted to a real wage had increased by more than 9,000 people – exceeding the 2023 target of 6,056 employees. Citywide, the number of people employed or contacted by Real Living Wage employers had increased by 13.2% since this time last year, with the proportion of jobs employed by accredited Living Wage employers increasing from 16.3% to 18.4%.

The Executive Member for Environment and Transport reported on the Council's emerging Tree and Woodland Action Plan. A council commissioned Growing Manchester's Trees study, had looked at how the city's treescape had evolved and how it could be improved and concluded that there was significant scope to increase the city's tree canopy cover from its current level of almost 19% of tree cover to almost 22%. The draft Tree and Woodland Action Plan envisaged the Council working with organisations and other stakeholders across the city towards that goal, which it was estimated would require 64,000 new trees, equivalent to 320 hectares of extra tree cover or an area the size of 600 football pitches.

The Executive Member for Environment and Transport also reported that the latest data showed that the Oxford Road cycle route was more popular than ever with the millionth journey of the year being recorded on 20 October 2023 – a month earlier than last year. The cycleway was a flagship of the Council's ambition to improve cycling provision throughout the city as part of an effort to encourage active travel for shorter journeys, contributing towards the city's goal of becoming zero carbon by 2038 or earlier. At the same time, the route had improved the experience for pedestrians and created new public realm and green spaces.

Councillor Leech sought clarification as to whether the funding for bringing long-term brownfield land back into use was sufficient to address all brownfield sites and whether those that had been identified so far for remediation works were the most contaminated. He also sought clarification in respect of the Tree and Woodland Action Plan as to whether any consideration would be given to the retention of existing trees not subject to preservation orders as well as the planting of new trees

Councillor Johnson sought clarification as to the overall timescale for the Tree and Woodland Action Plan.

## **Decision**

The Executive note the report.

**Exe/23/97 Revenue Budget Monitoring (P6)**

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which outlined the projected revenue outturn position for 2023/24, based on expenditure and income activity as at the end of September 2023 and future projections.

The Executive Member for Finance and Resources advise that the current budget monitoring forecast was an overspend of £3.5m and there were considerable risks to the position relating to the impact of rising demand and increasing costs. The main pressures were being felt in the social care budgets reflecting the national pressures in the health and social care sector and trends being experienced across most social care providing local authorities.

The Children's Directorate was facing an overspend of £4.8m due to increased external residential costs, home to school transport demand, workforce and price pressures and overspends in Localities and Fostering workforce budgets. The biggest pressure related to external residential placements and increased complexity of need of the current cohort with placement costs having increased by 47% in the current financial year.

The Adults Services Directorate was forecasting and overspend of £1.6m, driven by long term care placements and cost pressures which are outpacing demand management interventions. Neighbourhoods Directorate was also forecasting an overspend of £1.6m in relation to shortfalls of income in markets and car parking as income levels had failed to recover since the pandemic and alternative locations for the Christmas markets had not replaced the losses incurred at Albert Square.

These pressures were partly offset by a forecast £2m utilities underspend due to the new contract for electricity, underspends of £1m in Public Health, arising from the confirmation of external funding, £1.2m income in Growth and Development due to increased rental income in the investment estate, revised recruitment assumptions and planning fee income and £0.4m in the Corporate Core, mainly due staffing underspends.

Of the £25.2m of savings agreed as part of the 2023/24 budget process, £15.1m (60%) were on track for delivery, £1.5m (6%) were risk rated medium, and £8.5m (34%) rated high risk in terms of the likelihood of delivery. Officers were working to identify alternative savings where original plans might not be achieved or delayed.

It was also reported that the 2023/24 pay award had been agreed and budget allocations would be reported in the next revenue monitoring update.

In addition, a small number of Additional Revenue Grants had been awarded since the 2023/24 budget was set and were now reflected in the revised budget position.

The Executive Member for Finance and Resources noted although significant progress had been made in bringing the position closer to balanced, continued vigilance was needed, given there were significant uncertainties and risks to the position as demand and inflationary pressures could increase. Any overspend this

year would be a direct call on the General Fund reserve which would need to be reimbursed in future years. In addition, any ongoing impact of the pressures faced this year would need to be addressed in the 2024/25 budget. It was therefore important mitigations continued to be identified to bring forecast spend back in line with the available budget.

Councillor Leech queried if there was any potential for economies of scale across Greater Manchester to address the budget pressures with Children's Services and whether any consideration had been made to looking to provide additional places at appropriate schools to alleviate the budget pressures on the home to school transport service.

In relation to car parking income, Councillor Leech sought clarification as to whether it was ever likely that this income would return to pre-covid levels or if not, whether it would more appropriate to re-adjust the budget income for this service rather than continue to use reserves to make up for the shortfall. He also sought clarification of how likely it was for those proposed savings rated as high risk to be achieved within the current financial year.

Councillor Johnson queried what levers the Council could utilise to help address the challenges that were being faced in recruiting to certain vacant posts across Directorates.

## **Decisions**

The Executive:-

- (1) Note the global forecast outturn position which is showing a £3.5m overspend.
- (2) Approve the use of revenue grant funding as detailed below and outlined in paragraph 2.9 of the report:-
  - Chief Executives – Electoral Integrity Programme - £25k
  - APDS Pilot: Off street car park and kerbside availability project - £200k
  - Purchase of Assheton archive collection - £102k
  - Early years supplementary grant - £1.886m

## **Exe/23/98 Capital Programme Monitoring (P6) and Update**

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which provided an update on progress against the delivery of the 2023/24 capital programme to the end of September 2023, the latest forecast of capital expenditure and the major variances since the Capital Programme Outturn report submitted in September 2023 and the proposed financing of capital expenditure for 2023/24 and affordability of the Capital Programme.

The Executive Member for Finance and Resources advised that the latest forecast of expenditure for 2023/24 was £401.0m compared to the current approved budget of £496.3m. Spend as of 30 September 2023 was £141.7m. The main variances related to the Asset Management Programme, Back of Ancoats Mobility Hub and Public Realm, Our Town Hall Refurbishment, This City Housing Delivery Vehicle,



Public Sector Housing Programme, Social Housing Decarbonisation Fund and Varley Street SEND Secondary School. These variances mostly related to timing differences meaning reprofiling would be required.

A more focussed look at the top 10 projects was provided in Appendix A. These projects covered 47% of the total programme. The programme also contained some budgets yet to be allocated to specific projects but reserved for a particular purpose. These would be allocated once the specific schemes were progressed and approved, or in the case of inflation the business case showing the impact of inflationary pressures on a scheme completed. They would also then be subject to approval through the Council's capital approval process.

It had previously been reported that many projects in the capital programme had faced an extremely challenging two year period with intense pressures on cost due to extraordinary levels of inflation and unprecedented pressure on the supply chain (labour and materials availability). These pressures continued to be seen and remained a significant risk across the capital programme. Inflation in the UK in the 12 months to September 2023, as measured through CPI, was currently 6.7%, which was static from August 2023, but down from 6.8% in July and from a recent peak of 11.1% in October 2022. Whilst this showed a downward trend which was expected to continue, the figure remained relatively elevated.

The current forecasts showed that the financing costs remained affordable within the revenue budget available including reserves. The capital financing reserves would start to be drawn down to meet the costs associated with the borrowing by 2026/27, however, the model was based on a significant number of assumptions, including the timing of future borrowing and forecast future interest rates and the position was subject to change.

In addition, it was reported that there were schemes that had been developed or had received external funding that were now ready for inclusion in the Capital Programme. The proposals which required Council approval were those which were funded by the use of reserves above a cumulative total of £10 million, where the use of borrowing was required or a virement exceeded £1m. These included the following proposed changes:-

- Children's Services - Levenshulme High School for Girls – 2024 Expansion. A budget increase of £2.5m was requested, funded by borrowing, to deliver an additional 100 places of secondary education for Manchester residents at Levenshulme High School, increasing the total capacity of the school from 1,000 to 1,100 places
- Children's Services – Chorlton High School (CHS) South – 2024 Expansion. . A budget increase of £4.2m was requested, funded by borrowing, to deliver an additional 150 places of secondary education for Manchester residents at CHS South by creating additional classrooms within a new teaching block
- Growth and Development - Carbon Reduction Programme 2024-25. A budget increase of £0.5m was requested, funded by borrowing on a invest to save basis, to allow for further surveys to be commissioned across the Councils corporate estate to allow for the creation of a 15-year fully costed roadmap to zero carbon.

The proposals which only required Executive approval were those which were funded by the use of external resources, use of capital receipts, use of reserves below £10.0m, where the proposal could be funded from existing revenue budgets or where the use of borrowing on a spend to save basis is required. The following proposals required Executive approval for changes to the City Council's capital programme:-

- ICT – Next Generation End User Experience. A revenue budget increase of £0.068m was requested, funded from the Capital Fund reserve, to upgrade all end user devices to windows 11, which was required as windows 10 would be at end of life in 2025.
- Private Sector Housing – Disabled Facilities Grant (DFG). A capital budget increase of £3.166m was requested, funded by £0.740m Government Grant and £2.426m external contribution, to facilitate home adaptations for people with disabilities to enable them to live as independently and safely as possible in their homes.
- Growth and Development - New Smithfield Market. A Capital budget of £0.248m in was requested, funded by £0.124m RCCO from the New Smithfield Market reserve fund and £0.124m Capital Receipts, to contribute to the unidentified ground remediation costs which had been arisen during the demolition process by the incoming tenants.
- Highways Services - Patching Defect Repairs 2023-24 additional funding. A capital budget increase of £1.5m was requested, funded by external contribution, to continue with the delivery of the patching programme to fulfil the Council's legal obligation to maintain the carriageway and footway network by repairing actionable defects identified during safety inspections.

The report also provided an update on delivery of the Manchester Cycleway Construction (Fallowfield Loop and Yellow Brick Road) following a successful bid for £2.52m funding from Tranche 4 of the Department for Transport Active Travel Fund (ATF4).

Councillor Leech welcomed the additional funding for highways patch defect repairs and queried if this would be deliverable within the current financial year. He also sought clarification as to whether officers were confident that the Factory project would be delivered on budget without the need for any further budget increases.

#### **Decisions:-**

The Executive:-

- (1) Note the Progress against the delivery of the 2023/24 capital programme to the end of September 2023
- (2) Recommends that the Council approve the following changes to the Council's capital programme:-
  - Children's Services - Levenshulme High School for Girls – 2024 Expansion. A budget increase of £2.5m funded by borrowing

- Children's Services – Chorlton High School (CHS) South – 2024 Expansion. . A budget increase of £4.2m funded by borrowing
- Growth and Development - Carbon Reduction Programme 2024-25. A budget increase of £0.5m funded by borrowing on a invest to save basis

(3) Approve the following changes to the Council's capital programme:-

- ICT – Next Generation End User Experience. A revenue budget increase of £0.068m funded from the Capital Fund reserve.
- Private Sector Housing – Disabled Facilities Grant (DFG). A capital budget increase of £3.166m funded by £0.740m Government Grant and £2.426m external contribution.
- Growth and Development - New Smithfield Market. A capital budget increase of £0.248m, funded by £0.124m RCCO from the New Smithfield Market reserve fund and £0.124m Capital Receipts.
- Highways Services - Patching Defect Repairs 2023-24 additional funding. A capital budget increase of £1.5m funded by external contribution.

### **Exe/23/99 Investing in Success: An Economic Strategy for Manchester**

The Executive considered a report of the Strategic Director (Growth and Development), which proposed a new Economic Strategy for Manchester, including a description of the economic context and the development process.

The Leader reported that Manchester had an ambition to grow in a fairer and more sustainable way whilst ensuring the city's economy remained competitive, diverse and dynamic. As such, a new Economic Strategy for Manchester had been developed that set out how Manchester would continue to achieve economic growth whilst ensuring that the benefits of growth were felt more evenly across the city.

The proposed strategy was built on a robust evidence base that took into account a range of information and perspectives. It showed that economic growth had been beneficial for Manchester, and that in many ways the city had economically outperformed its UK and international comparators. At the same time it recognised that growth also created new challenges for the city, but that only by becoming a wealthier and more prosperous place could the city resolve some of the most difficult challenges it faced.

The vision for the strategy was to see Manchester's economy function as a net-contributor to UK GDP and provide the best possible opportunities for our residents. In doing so, the strategy aimed to create an economy that:-

- Was thriving and performing as well as the best international comparators;
- Created great opportunities for people who live here;
- Attracted the best of global business and talent;
- Helped increase social mobility for our residents; and
- Was resilient to future shocks and a changing climate and capitalised on the opportunities created by the transition to net-zero

The full strategy and its objectives were detailed in appendix 1 to the report. The objectives were fundamentally structured under five themes:-

- I. Use investment and development to drive inclusive growth;
- II. Nurture thriving, productive and innovative sectors;
- III. Develop world class infrastructure, places and talent;
- IV. Transition to a zero carbon and resilient economy; and
- V. Include more people in economic opportunity

The strategy would ultimately be accountable to the Our Manchester Forum, the group which oversaw delivery of the Our Manchester Strategy, and which was made up of leaders from across the city. It would also report periodically to the Council's Economy and Regeneration Scrutiny Committee. To measure success and track progress, indicators that helped illustrate Manchester's economic performance against national trends had been identified, which would also help judge the extent to which Manchester residents were evenly benefitting from growth.

The full strategy would be designed and published by the end of November 2023 with a launch event taking place towards the end of the month.

Councillor Leech welcomed the strategy and the plans for additional 10,000 affordable homes referenced within it, but noted that this would not address the total number of affordable homes needed for Manchester residents. He also sought clarification as to whether the priorities within the strategy had an equal ranking in relation to their delivery.

Councillor Johnson sought clarification as to what steps could be taken to mitigate the carbon impact on the city's economic growth.

## **Decision**

The Executive agree to adopt the new Economic Strategy for Manchester.

### **Exe/23/100 ACES European Capital of Cycling**

The Executive considered a report of the Strategic Director (Neighbourhoods), which provided an overview of Manchester's bid to become ACES European Capital of Cycling for 2024.

The Executive Member for Skills, Culture and Leisure advised that ACES Europe had identified and invited Manchester to become a candidate for its inaugural European Capital of Cycling 2024 and expressed that Manchester would be a strong candidate. The accolade had not been awarded previously, therefore if Manchester were successful, the city would be the first European city to be awarded the title. The opportunity could also be used as a catalyst to transform and enhance the city's cycling offer, enabling Manchester to expand and grow its cycling provision.

The outcome of Manchester's submission would be announced at the ACES Europe Gala event in Brussels, which would take place in early December. If successful in securing the award, Manchester's Capital of Cycling year would commence in

January 2024 for 12 months and leave a long-lasting legacy for cycling in Manchester and a programme of events was being developed to drive community activation, identifying existing programmes to build on and new interventions which encouraged active travel and widen participation in cycling.

The Executive Member for Skills, Culture and Leisure advised that should the bid be successful, the Council would develop a year-long campaign with the objective of raising the profile of Manchester's world class cycling facilities, driving participation with community groups and facilities, as well as highlighting the investment and delivery of cycling infrastructure.

Councillor Leech sought clarification that if the bid was successful, this would result in potential more external funding becoming available for cycling within the city. He also sought an assurance that there would not be any additional revenue or capital costs to deliver Manchester's ambition to expand and grow its cycling provision.

### **Decision**

The Executive endorse Manchester's bids to become ACES European Capital of Cycling for 2024.

### **Exe/23/101 Manchester Local Care Organisation Commissioning Plan**

The Executive considered a report of the Executive Director ( Adult Social Services), which provided an update on the Manchester Local Care Organisation (MLCO) Commissioning Plan and how responsive commissioning had evolved over the past two years as part of Better Outcomes Better Lives Transformation Programme.

The Executive Member for Healthy Manchester and Adult Social Services advised that the Plan was the second iteration following the first publication in October 2021, as part of the Better Outcomes Better Lives transformation programme and the development of the 'Responsive Commissioning' Workstream.

To this effect, the Commissioning Plan was an engagement tool, particularly for the external care marketplace to share the vision, priorities and direction of travel within the commissioning landscape within the spirit of coproduction and working together with partners, stakeholders and providers to deliver high quality, safe and effective care for Manchester residents.

The MLCO Commissioning Board met monthly and ensured oversight of the delivery of the Plan. There were a high number of actions for delivery – 58 in total, and progress was measured on a quarterly basis via the Board.

### **Decision**

The Executive note the report.

### **Exe/23/102 Hackney Carriage Fare review - outcome of consultation on proposed fare increases**

The Executive considered a report of the Strategic Director (Growth and Development), which sought approval to agree increases to Hackney Carriage Fare Tariffs following the outcome of recent consultation on the proposals.

It was noted that seven written objections to the proposed fare changes had been received. The reasons given for not agreeing with the proposed increase were:-

- Private hire companies were cheaper and therefore the increase would mean more lost business;
- Customer feedback to drivers was that they were expensive anyway;
- Upfront flag was too high and could have an adverse effect; and
- The cost of other public transport was getting cheaper so it was believed this will kill the trade

Whilst being mindful of the ongoing cost of living for the public, the proposed fare changes were believed to represent a balance between a reasonable payment for a hackney carriage journey and income for the driver and proprietor. The proposed tariff was also comparable with other core cities.

The Licensing & Appeals Committee had endorsed the proposed increases at its meeting on 23 October 2023

### **Decisions**

The Executive:-

(1) Agree the following increases:-

- An increase in the unit cost per mile on all tariffs by 8%
- An increase in the waiting time fare by 23%
- An increase in the Day flag tariff to £3.40
- An increase in the Night flag tariff to £3.80

(2) Note that Officers will make arrangements with the meter companies to reconfigure Taximeters.

### **Exe/23/103 Manchester's new ageing strategy, Manchester: a city for life 2023-2028**

The Executive considered a report of the Director of Public Health, which sought approval of a details of a new age friendly strategy *Manchester: a city for life 2023-2028*, which was scheduled to be officially launched on 28 November 2023.

The Executive Member for Healthy Manchester and Adult Social Care advised that the new strategy had been produced following extensive engagement with the Age Friendly Manchester (AFM) Older People's Board (the Board), with people aged over 50 at the Age Friendly Assembly (the Assembly) and direct collaboration with key

strategic partners, services, and frontline workers. The strategy was fully aligned to the Making Manchester Fairer Action Plan and Anti-Poverty Strategy (2022-2027).

The new strategy built on previous progress and looked to a vision for Manchester over the next five years, while proposing a series of immediate and preventative responses to address the ongoing impact of the pandemic and the ensuing cost-of-living crisis on the over 50s. It outlined a series of priorities and commitments to drive better outcomes so that more people could age well in place with increased financial security.

Drawing on eight key features which went towards making an age friendly city as identified by the World Health Organization, Manchester had identified the following four key themes that the new strategy would look to address:

- Being Heard and Age Equality
- Age Friendly Neighbourhoods where we can all Age in Place
- Age Friendly Services that support us to Age Well
- Work and Money

The delivery plan to accompany the strategy was being finalised and would be presented to the Communities and Equalities Scrutiny Committee in draft form in December 2023, with the final version issued in January 2024. The delivery plan was essentially the mechanism through which the Making Manchester Fairer ambitions were realised for people aged over 50. The delivery plan would have a specific focus on issues such as social isolation, volunteering, digital inclusion, climate change and have a read across to other key developments such as the work of the Manchester Dementia Steering Group.

### **Decision**

The Executive approve and endorse the strategy.

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**Manchester City Council  
Report for Information**

**Report to:** Executive – 13 December 2023

**Subject:** Our Manchester Progress Update

**Report of:** The Chief Executive

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**Summary**

The report provides an update on key areas of progress against the Our Manchester Strategy – Forward to 2025 which resets Manchester’s priorities for the next five years to ensure we can still achieve the city’s ambition set out in the Our Manchester Strategy 2016 – 2025

**Recommendations**

The Executive is requested to note the update provided in the report.

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**Wards Affected – All**

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|--|--|
| <b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city                            |  |
| <b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments |  |

| <b>Our Manchester Strategy outcomes</b>   | <b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>  |
|---|---|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The work to reset the Our Manchester Strategy considered all five of the Strategy’s existing themes to ensure the city achieves its aims. The themes are retained within the final reset Strategy, Forward to 2025. |
| A highly skilled city: world class and home grown talent sustaining the city’s economic success                   |   |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    |   |

|   |  |
|---|--|
| A liveable and low carbon city: a destination of choice to live, visit, work  |  |
| A connected city: world class infrastructure and connectivity to drive growth |  |

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

None

### **Financial Consequences – Capital**

None

### **Contact Officers:**

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

*Executive Report – 17th February 2021 - Our Manchester Strategy – Forward to 2025*

## **1.0 Introduction**

- 1.1 This is the latest in an ongoing series of reports highlighting examples of areas where strong progress is being made against key strategic themes identified in the Our Manchester Strategy.

## **2.0 Wythenshawe regeneration**

- 2.1 Plans for the regeneration of Wythenshawe town centre have been bolstered with the confirmation of £20 million funding from the Government's Levelling Up Fund.
- 2.2 The money has been awarded by the Department of Levelling Up, Homes and (DLUHC) as part of the third round of national funding in recognition of the progress already made on proposals for Wythenshawe Civic, the high quality of the planned project and the fact it is ready to deliver.
- 2.3 The Council is currently going through a formal tender process to find a joint venture partner to drive the 'once-in-a-generation' programme of investment over the next 10 to 15 years.
- 2.4 The opportunity is to transform the 1970s shopping centre and surrounding areas through an aspirational project that will deliver a new public square, new shops, net zero carbon commercial, community and cultural space, and around 1,600 new homes built on Council-owned land. The housing will be a mix of tenures including affordable rent and shared ownership options.
- 2.5 Since acquiring the Civic shopping centre in 2022, the Council has undertaken a period of consultation with local people and businesses. The feedback collected from the local engagement exercise informed a new development masterplan that was agreed and adopted by the Council's executive in January this year.
- 2.6 A separate process is also ongoing to begin a feasibility study to develop the cultural hub with support from a specialist partner to ensure it delivers for the community.
- 2.7 The successful joint venture partner who will deliver the regeneration programme in full will be announced in late spring 2024.

### **Relates to Our Manchester Strategy themes:**

- Thriving and Sustainable City
- Liveable and Zero Carbon City
- Progressive and Equitable City

## **3.0 Single Homelessness Accommodation Programme (SHAP)**

- 3.1 The Council has secured more than £5 million new funding to provide extra supported housing to help people sleeping rough move off and stay off the streets.

- 3.2 The Council has succeeded in an application for £5.2 million of funding from the Department for Levelling Up, Housing and Communities' Single Homelessness Accommodation Programme (SHAP.)
- 3.3 Working in partnership with housing and support providers Humankind, Jigsaw and Great Places, the Council will oversee the creation of 42 units of supported housing across three scheme for single people with a history of rough sleeping and longer-term support needs.
- 3.4 People will stay in this accommodation and receive personalised support until they are ready to take the next step to independent living.
- 3.5 The funding covers both the cost of creating the accommodation, which must be completed by March 2025 latest, and revenue funding to help run it for its first three years.

**Relates to Our Manchester Strategy themes:**

- Progressive and Equitable City
- Thriving and Sustainable City

**4.0 Joint Targeted Area Inspection**

- 4.1 A Joint Targeted Area Inspection of multi-agency working to safeguard young people at risk of serious violence or criminal exploitation has praised their effectiveness.
- 4.2 The results of a Joint Targeted Area Inspection of Manchester – carried out jointly by inspectors from Ofsted, the Care Quality Commission (CQC), His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMIFRCS) and His Majesty's Inspectorate of Probation (HMIP) over five days in October – were published at the end of last month.
- 4.3 The headline findings of the detailed inspection note the strength of multi-agency arrangements between Manchester City Council, Greater Manchester Police, schools, health agencies and other partner organisations such as the Greater Manchester Violence Reduction Unit and the voluntary and community sector in preventing and tackling serious youth violence and criminal exploitation – including early intervention initiatives to identify those at risk and put measures in place to support them.
- 4.4 The oversight role of the city's Community Safety Partnership working collaboratively with Manchester Safeguarding Partnership to ensure the right focus on children affected by serious youth violence is also acknowledged.
- 4.5 Inspectors described the work of Manchester's Complex Safeguarding Hub as "strong and effective." The Hub is where police officers, social workers, health professional and other experts work alongside each other to identify those at risk of serious youth violence and/or criminal exploitation and put intervention

measures in place (often working with wider families as well as the individual young person) to prevent harm.

- 4.6 Giving their overall findings, Inspectors said: “Effective and mature partnership arrangements between agencies are supporting a co-ordinated and comprehensive multi-agency response to serious youth violence. A strong learning culture enables the partnership to identify where improvements are needed and work together to address these. There is a well-understood strategy in place and much purposeful activity which is reducing risks to children. There is an increasingly strong focus on prevention and early intervention to tackle serious youth violence in Manchester. There are a significant number of innovative interventions and projects which are making a positive difference for children.”
- 4.7 While recognising the strength of partnerships, the report also identified areas for improvement. These included enhanced multi-agency evaluation of projects to understand better how they work together as part of an overall system and more consistency in information recording and sharing between partners.
- 4.8 The format of Joint Targeted Area Inspection reports is such that no overall “grade” is given but rather an overall assessment including strengths and areas for improvement.

**Relates to Our Manchester Strategy themes:**

- Progressive and Equitable City
- Thriving and Sustainable City
- Highly Skilled City

**5.0 CDP climate action A-list**

- 5.1 Manchester has retained its high placing on a global list recognising cities that are showing leadership on environmental action and transparency.
- 5.2 The list compiled by global not-for-profit environmental organisation CDP rated almost 1,000 cities around the world on the actions they are taking to combat climate change, while adapting to its unavoidable impacts.
- 5.3 For the second year in a row Manchester has received the top score – an A rating – which means it is rated as being one of the cities in the forefront of building momentum in taking climate mitigation and adaptation measures. Only just over one in 10 cities – 119 worldwide – made it to the A List, announced last month.
- 5.4 CDP say that A List cities demonstrate their climate leadership through concerted and effective action, just as national governments will be asked to do at COP28. They are taking four times as many mitigation and adaptation measures as non A List cities.
- 5.5 For more details visit <https://www.cdp.net/en/cities/cities-scores>

**Relates to Our Manchester Strategy themes:**

- Liveable and Zero Carbon City

**6.0 English National Opera**

6.1 English National Opera (ENO) has announced a new working partnership with Greater Manchester, which will culminate in the city becoming the new main base for the opera company by 2029.

6.2 The announcement follows an agreement reached with Arts Council England in July in which £24m was awarded to ENO to enable the organisation to develop an artistic programme in a new base outside London during the 2024-26 period. It will develop significant performance and learning activity in Greater Manchester, while still delivering an opera season every year in its London home, as it works towards establishing a new main base by 2029.

6.3 ENO cited Manchester's thriving cultural ecosystem as a key factor in its decision, as well as the chance to inspire and work with new audiences and communities and scope for exciting and ambitious new collaborations around new innovations in opera.

6.4 The ENO will not have its own venue but will perform at existing venues such as Aviva Studios, linking in with its Factory Academy training programme, and the Lowry Theatre in Salford.

**Relates to Our Manchester Strategy themes:**

- Thriving and Sustainable City
- Highly Skilled City
- Liveable and Zero Carbon City
- Progressive and Equitable City

**7.0 Manchester Foyer**

7.1 Manchester Foyer, a leading provider of housing and support services for young people in the city, has marked its 25<sup>th</sup> anniversary.

7.2 Since opening its doors in 1998, Manchester Foyer has provided a safe and supportive environment for more than 1,000 young people. Many of these young people come from challenging backgrounds and have experienced difficulties early in life, such as family breakdowns, abusive environments, mental health issues, or substance abuse. The Foyer is committed to providing these young people with the support they need to achieve their full potential and live independent, happy, and fulfilling lives.

7.3 Manchester Foyer provides 61 self-contained flats for people aged between 16 – 25 years old. In 2022, they were re-accredited by the Foyer Federation as Operationally Strong/Strategically Strong – the highest Grade the Foyer Federation award.

- 7.4 Manchester Foyer is run by Mosscafe St Vincent's Housing Group (MSV). Earlier this year, MSV also opened The Lodge – a disused student accommodation block in Hulme incorporating seven stylish shared living and kitchen spaces and 30 en-suite bedrooms. Demand for supported accommodation is steadily rising, and the project is part of the Children's Services Reform Partnership Programme, established by Manchester City Council to develop a range of provisions for the over 16s in partnership with ethical providers.
- 7.5 The scheme also aligns with the Greater Manchester Care Leavers Pledge, which has been signed by Local Authorities and Housing Providers across Greater Manchester (GMCA and GMHP).

**Relates to Our Manchester Strategy themes:**

- Progressive and Equitable City
- Thriving and Sustainable City
- Highly Skilled City

**8.0 Selective Licensing**

- 8.1 Proposals are being brought forward for a raft of new Selective Licensing schemes to improve private rented sector housing standards in Manchester.
- 8.2 Nine new Selective Licensing areas across six wards – covering 1,872 private rented sector homes - have been proposed and are set to be subject to local consultation next year once Executive approval has been sought.
- 8.3 The fourth phase Selective Licensing could include a total of 1,872 PRS homes:
- Whiteway Street area in Harpurhey (129 PRS properties)
  - Leng Road / Melrose Street / Droylsden Road– Miles Platting & Newton Heath (269 PRS properties)
  - Scotland Street area – Miles Platting & Newton Heath (98 PRS properties)
  - Viscount Street area - Moss Side (116 PRS properties)
  - Heald Grove area – Moss Side (23 PRS properties)
  - Enver Road area – Crumpsall (151 PRS properties)
  - Heathcote Road / Sanby Road area – Longsight (192 PRS properties)
  - Northmoor Road area – Longsight (471 PRS properties)
  - Flats above shops and Esmond Road / Avondale Street area – Cheetham Hill (423 PRS properties)
- 8.4 These areas have been chosen following a 'hotspot' mapping exercise that looked at areas of the city where licensing could make a positive impact on those communities – and where they meet the criteria for a Selective Licensing scheme.

- 8.5 Selective Licensing allows Councils to require landlords of all private rented properties to obtain a licence in a particular area and is intended to address the impact of poor-quality homes and management standards.
- 8.6 Licensing can be introduced if an area is experiencing significant and persistent problems caused by antisocial behaviour, poor property conditions, high levels of migration, high levels of deprivation, high levels of crime, low housing demand – or is likely to become such an area.
- 8.5 There are currently eight live Selective Licensing schemes across the city – along with four previous schemes that were completed earlier this year or earlier. So far 3,240 properties across the city have been licensed under current and past schemes.
- 8.6 Evaluation data for schemes in Moss Side and Rusholme and Old Moat and Moston, which ended in January 2023 and April 2023 respectively, show the impact they have had.
- 8.7 Across these three licensing areas, 1,515 properties have been granted licenses following which 500 compliance inspections were carried out that ensured these homes were of a good standard and managed correctly.
- 8.8 And following changes to Houses in Multiple Occupation (HMO) licensing in 2018 to include smaller properties, the selective schemes also led to an additional 142 properties being licensed under HMO legislation.
- 8.9 Following intensive compliance inspections, officers found that 10% of the properties visited were non-compliant (i.e. a serious hazard was found using the housing health and safety rating system (HHSRS)) and 65% were found to have lower category hazards.
- 8.10 In total, 54 serious hazards were found – including fire safety issues, excessive cold or fall risks associated with stairs or steps. 1,342 other hazards were identified – including damp and mould, fire safety, and electrical issues.
- 8.11 In these cases, appropriate timescales were agreed with the landlord to complete works or future action would be taken against them.
- 8.12 As a result, 93 housing related enforcement notices were issued by the Council against landlords, mandating improvements to be made at their properties. And 971 enforcement actions were served for environmental issues, such as litter, pest problems and other waste control incidents.
- 8.13 Legal action via Civil Penalty Notice (CPNs) were issued against 15 landlords for either failing to apply for a licence or for non-compliance with enforcement notices served under the Housing Act 2004.
- 8.14 A total of £71,799.00 was handed out through fines – and a further £14,532 was charged to landlords for officer time related to processing Housing Act Enforcement Notices.



**Relates to Our Manchester Strategy themes:**

- Thriving and Sustainable City
- Liveable and Zero Carbon City
- Progressive and Equitable City

**9.0 Contributing to a Zero-Carbon City**

9.1 Achieving Manchester's zero carbon target has been reflected throughout the work on the Our Manchester Strategy reset, with sustainability being a key horizontal theme throughout. Forward to 2025 restates Manchester's commitment to achieving our zero carbon ambition by 2038 at the latest.

**10.0 Contributing to the Our Manchester Strategy**

10.1 The reset of the Our Manchester Strategy will ensure that the city achieves its vision. The five themes have been retained in the reset Strategy, with the new priorities streamlined under the themes.

**11.0 Key Policies and Considerations**

11.1 There are no particular equal opportunities issues, risk management issues, or legal issues that arise from the recommendations in this report.

**12.0 Recommendations**

12.1 The Executive is requested to note the update provided in the report.

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## Manchester City Council Report for Resolution

**Report to:** The Executive – 13 December 2023

**Subject:** Manchester Homelessness & Rough Sleeping Strategy 2024-2027

**Report of:** Strategic Director – Neighbourhoods  
Director of Housing Services  
Assistant Director – Homelessness

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### Summary

The purpose of this report is to present the Homelessness & Rough Sleeping Strategy for Manchester (2024-2027). It will replace the existing homelessness strategy which covers the period 2018-2023 and expires at the end of Dec 2023. It is a legal requirement for the Council to publish a strategy, informed by a homeless review, at least once every five years and the strategy will provide the Council and its' partners with a strategic direction and framework to achieve the city priority of reducing homelessness and rough sleeping.

The strategy builds on the existing aims and overarching city-wide vision. To make:

- Homelessness a **Rare** occurrence: increasing prevention and earlier intervention at a community level
- Homelessness as **Brief** as possible: improving temporary and supported accommodation so it becomes a positive experience.
- Experience of homelessness is **Unrepeated**: increasing access to settled homes and the right support at the right time.

It is a partnership strategy, developed in collaboration and co-produced with Manchester's Homelessness Service as well as wider Council Services including Adults & Children Services, Strategic Housing, Reform and Innovation, Health Services and the Manchester Homelessness Partnership (MHP) which consists of voluntary, community and faith organisations, statutory organisations and businesses as well as individuals with personal insight into homelessness.

At the heart of the Strategy are people, with an ambition to achieve better outcomes for everyone, where every contact counts and those who are vulnerably housed or groups who are disproportionately impacted by homelessness are reached in the first instance. It is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives

The Homelessness Strategy complements other existing Manchester Strategies, in particular the Housing Strategy and Making Manchester Fairer Framework, and will have a dynamic action plan sitting alongside it to provide the governance and operational framework to ensure the vision of the Strategy is achieved.

## Recommendations

The Executive is recommended to consider and adopt the Manchester Homelessness & Rough Sleeping Strategy (2024-2027)

### Wards Affected: All

|   |   |
|---|---|
| <p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>                              | <p>Good quality and affordable homes reduce carbon emissions.</p>   |
| <p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p> | <p>The housing disadvantages suffered by some individuals or groups were comprehensively evidenced in the Marmot Report 'Build Back Fairer in Greater Manchester: Heath Equity and Dignified Lives'. It has since been acknowledged that housing inequality in Manchester is directly related to the disadvantages suffered by some individuals or groups because of their characteristics.</p> <p>The work of the Homeless Service in helping people retain their existing accommodation or find alternatives that are affordable to them meets our public sector equality duty and broader equality commitments.</p> <p>The people sleeping rough in our city are the most vulnerable and marginalised cohort of people in the city and helping them to find dignified and supportive accommodation meets our moral and statutory duty.</p> <p>The implementation of this strategy will inform and improve our understanding of any inequality related to individuals and families requiring health care, accommodation, support and specialist accommodation and also supported accommodation because of their</p> |

|  |   |
|--|---|
|  | <p>characteristics and address those inequalities.</p> <p>The Homelessness &amp; Rough Sleeping Strategy will work in conjunction with other strategies, including the Housing Strategy, Enabling Independent Accommodation Strategy and the Making Manchester Fairer to address health inequalities across Manchester to tackle social determinants of health to identify the needs of people from protected or disadvantaged groups where these are different from the needs of other people by increasing the supply of suitable accommodation.</p> <p>An Equality Impact Assessment (EIA) for the Strategy has been completed and can be found in Appendix 1. The EIA is a document we will continue to work on and strengthen over the course of the Strategy.</p> |
|--|---|

| <b>Manchester Strategy outcomes</b>   | <b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>  |
|---|---|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | <p>The Homelessness &amp; Rough Sleeping Strategy sets out our ambitions to ensure that homelessness is rare, brief and unrepeatable and that the needs of people requiring accommodation and support to either remain in their existing home, move on in to settled accommodation in a planned way or within supported accommodation is appropriate to their needs.</p> <p>Having good quality accommodation will help people to thrive.<br/>Reducing the number of people who are homeless or placing them in appropriate accommodation with help to access employment and learning opportunities will contribute to Manchester becoming a thriving and sustainable city.</p> |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | Having accommodation that people can access, in areas where they have a support network to help them, and their   |

|  |  |
|--|--|
|  | children, into education or employment will help grow talent in the city.  |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities | Having good quality accommodation in our communities improves the environment people live in and helps them to make a positive contribution. |
| A liveable and low carbon city: a destination of choice to live, visit, work                                   | Ensuring properties are a good quality and high standard will reduce the need to heat properties and therefore reduce energy waste.          |
| A connected city: world class infrastructure and connectivity to drive growth                                  | Housing infrastructure is central to Manchester's inclusive growth ambitions   |

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

#### **Financial Consequences – Revenue**

There are no direct revenue consequences to the Council arising from this report

#### **Financial Consequences – Capital**

There are no direct capital consequences to the Council arising from this report

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#### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

The Manchester Homelessness and Rough Sleeper Strategy:

[https://secure.manchester.gov.uk/downloads/download/5665/homelessness\\_strategy](https://secure.manchester.gov.uk/downloads/download/5665/homelessness_strategy)

Neighbourhoods and Environment Scrutiny Committee - 2<sup>nd</sup> December 2020 - Update on Homelessness in the City of Manchester

Communities and Equalities Scrutiny Committee – 21<sup>st</sup> June 2022 – Homelessness Update

Communities and Equalities Scrutiny Committee – February 2022 – Homelessness Update

Communities and Equalities Scrutiny Committee – 11<sup>th</sup> October 2022 – Homelessness

Communities and Equalities Scrutiny Committee – 10<sup>th</sup> January 2023 – An update report on the homeless service.

Communities and Equalities Scrutiny Committee – 20<sup>th</sup> June 2023 – An update report on the Homeless Service

Communities and Equalities Scrutiny Committee – 10<sup>th</sup> October 2023 - An update report on the Homeless Service

## **1.0 Introduction**

- 1.1 This report seeks approval of the Homelessness & Rough Sleeping Strategy for Manchester (2024 – 2027) which will replace the existing Strategy. It is a legal requirement for Housing Authorities to publish a Strategy every five years as a minimum, having completed a review into current and future homelessness in their area.
- 1.2 The Strategy has been informed by the Homeless Review which captured the current need, trends over the term of the previous Strategy, existing levels and availability of accommodation.
- 1.3 The final draft of the strategy has been developed following co-production and extensive consultation and will provide a strategic direction and framework for the Council and partners to follow in reducing homelessness and rough sleeping in Manchester.

## **2.0 Legislation and Guidance on Homeless Strategies**

- 2.1 Section 3 of the Homelessness Act (2002) states that a Local Authority must formulate a strategy for:
  - (a) preventing homelessness in the district;
  - (b) securing that sufficient accommodation is and will be available for people in the district who are or may become homeless; and,
  - (c) securing the satisfactory provision of support for people in the district who are or may become homeless or who have been homeless and need support to prevent them becoming homeless again.
- 2.2 The homelessness strategy may include specific objectives to be pursued, and specific action planned to be taken by
  - (a) the functions of the authority as a local housing authority; or
  - (b) the functions of the social services authority for the district.
- 2.3 A homelessness strategy may also include provision relating to specific action which the authority expects to be taken:-
  - (a) by any public authority with functions which are capable of contributing to the achievement of any of the objectives; or
  - (b) by any voluntary organisation or other person whose activities are capable of contributing to the achievement of any of those objectives.
- 2.4 When developing their homelessness strategy, local authorities will wish to look beyond the statutory requirements to consider the economic and social reasons for investing in activities that prevent homelessness.
- 2.5 The current Homelessness Strategy for Manchester covers the period 2018-2023 and expires at the end of Dec 2023. As per legislative guidance, a review of the current strategy has been undertaken, which included analysis of



data and key performance measures that the Council report to Government on.

- 2.6 The new strategy was developed based upon the national guidance and legislation outlined above and follows the recommended structure: what can the Council do; what can other public bodies do; and what can the voluntary sector do to prevent and end homelessness.

### 3.0 The Strategy

- 3.1 The three-year vision of the Manchester Homelessness & Rough Sleeping Strategy (2024-2027) is to make:

- Homelessness a **Rare** occurrence: increasing prevention and earlier intervention at a community level
- Homelessness as **Brief** as possible: improving temporary and supported accommodation so it becomes a positive experience.
- Experience of homelessness is **Unrepeated**: increasing access to settled homes and the right support at the right time.

- 3.2 Building on the Council's recent success in reducing rough sleeping, eliminating the use of bed and breakfast for families, and providing more suitable and affordable accommodation for our diverse communities, the strategy places greater emphasis on:

- The impact of homelessness on children and families,
- How best to improve homelessness services for all Manchester residents
- How to address health inequalities that our residents are faced with.
- Reducing the number of placements made outside of Manchester.

- 3.3 It continues the strong emphasis that has been developed over the past 12 months of:

- Ensuring there are no families in Bed and Breakfast accommodation unless in exceptional circumstances and then for no longer than six weeks
- Increasing prevention of homelessness,
- Minimising people's experience of sleeping rough

- 3.4 The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives

- 3.5 The four principles capture the breadth of homelessness and rough sleeping in Manchester and are the foundation to meet the vision of the strategy, but it is also recognised that access to all statutory and non-statutory services is the golden thread that sits across all four principles.

3.6 Although Local Authorities hold the statutory responsibility for having a Homelessness and Rough Sleeping Strategy, as a partnership it is recognised that this is a City wide strategy and that in order to achieve the vision set out in the strategy close working, collaboration and co-production are key to success to delivery and making a positive impact to the lives of all Manchester residents.

#### 4.0 Consultation

4.1 The Strategy has been developed through co-production and consultation with the Manchester Homeless Partnership through both virtual and in-person sessions. It was formally consulted on from the 18th September 2023 until the 15th October 2023. Registered providers, health colleagues and wider statutory and voluntary sector organisations have had separate and collective consultation sessions.

4.2 People with lived experience of homelessness and those living in homeless accommodation have both co-produced and been consulted via a specially designed questionnaire that was appropriate for the audience and a workshop session at the Manchester Homeless Partnership open Board on September 25<sup>th</sup> 2023.

4.3 A Microsoft form for online responses was designed and open for responses during the formal consultation period of 18th September 2023 until the 15th October 2023.

4.4 There have been two Member consultations, in-person on the 27th September 2023 and online on the 12th October 2023. The strategy was presented to Communities and Equalities Scrutiny on the 10th October 2023 for comments.

4.5 The consultation asked three key questions on each of the four principles outlines in section 3.4 above:

- **What does the Council need to do?** As the Council holds the statutory homeless responsibility, this section is focused on the Homelessness service but there is an acknowledgement that delivery of services involves cross-council involvement
- **What can partners do?** Which includes:
  - Wider Council services
  - Homelessness partners
  - Statutory Sector
  - Voluntary, Community, Faith and Social Enterprise (VCFSE) sector
- **What does success look like?**

4.6 The Success measures identified within the Strategy are in line with statutory Government returns. The development of an action plan will operationalise the Strategy and success measures, making it quantifiable. This will underpin all four principles, driving change across the city. The plan will be dynamic,

flexible and resilient to the changes that will occur during the course of the Strategy.

## **5.0 Resource Implications**

- 5.1 The national legislation and guidance states that the financial resources available to meet demand must be considered when developing a strategy and action plan. The Strategy is therefore written in the context of anticipating increasing demand across the lifetime of the strategy within a very challenging financial position. Actions identified and included within the strategy's action plan will be realistic within the resources available.
- 5.2 This is an over-arching Strategy with a three-year term so there are no immediate resource implications for the Council, however, some initiatives within the Strategy will have their respective resourcing implications. The Strategy aims to bring the wide range of partners across the city to effectively work together to use their collective resources to deliver on the ambitions within the strategy.
- 5.3 The existing service, and the ambitions set out within the strategy, are funded through a mixture of Council, DLUHC and GMCA funding. The three largest grants the Council receives are the Homelessness Prevention Grant, the Rough Sleeping Initiative and A Bed Every Night funding. Some of these Grants may end within the lifetime of the strategy, and the operational impacts of this will be managed through the Strategy's action plan, taking into account the financial position at the time.
- 5.4 Temporary accommodation is one of the largest costs incurred by the Council, exacerbated by accommodation costs being higher than the maximum level of housing benefit subsidy the Council receives. The Strategy and subsequent action plan is therefore focused upon prevention and early intervention to reduce the number of people accessing homeless services by tackling the root causes of homelessness. The Strategy also includes asks of Government to assist in system change to reduce many of the national reasons why people become homeless.
- 5.5 The review has shown that the cumulative impacts of austerity and the cost-of-living crisis has had a persistent adverse effect on the housing market and has exacerbated hardship for local communities, especially those with the least resources. Throughout the lifetime of the Strategy, Manchester services will continue to operate in this challenging context. It is important to note that significant budget challenges may well occur over the duration of the Strategy.

## **6.0 Key risks and mitigation**

- 6.1 As mentioned above, the Strategy is written in the context of a frequently changing national and local backdrop, where people are impacted with homelessness by the cost-of-living crisis, cumulative austerity, rising interest rates, housing market growth, and availability of suitable and affordable accommodation.

- 6.2 The main risk is the Strategy does not meet the demands placed upon the homeless service and needed levels of available accommodation are not able to be met. This risk has been minimised through extensive consultation throughout the development of the Strategy and the dynamic action plan will be flexible and adaptable to manage future demand and concerns.
- 6.3 There are a number of issues that are not within the control of Manchester City Council or partners which increase the probability of homelessness. The resources available to manage demand are also outside of the Council's control. During consultation it was recommended that 'Asks' of National Government were included, a suggestion which was taken on board. The strategy therefore includes specific "Asks" of National Government and Greater Manchester Combined Authority. In summary these include:
- 6.4 Central Government Asks:
- Unfreezing of the Local Housing Allowance
  - Lifting of the benefit cap and underoccupancy charge
  - Paying the Homeless Prevention Grant in line with the agreed formula
  - Allowing people who are seeking asylum the right to work
  - Removing the shared room rate for under 35-year-olds
  - Ending Section 21, no fault evictions
  - Removing the subsidy loss for Local Authorities
  - Fund Local Authorities and Registered Providers to build more social rent housing to ease the housing crisis
  - Restricting privately sourced temporary accommodation to other options (e.g. Home Office asylum use).
- 6.5 Greater Manchester Combined Authority Asks:
- Lead a funded programme of work to make better use of Long-term vacant dwellings back in to use
  - Regional Mayor to put forward a strong case to DLUHC to increase the Homelessness Prevention Grant
  - The Good Landlord Scheme (GLS) budget of £1.5 million to be used to strengthen and focus enforcement capacity to help redress enforcement resource constraints at a Local Authority level.
- 6.6 To ensure any future risks are identified and mitigated, governance of the Strategy and action plan will be kept under regularly review through the Place Called Home Project Board, and the Manchester Homeless Partnership.
- 7.0 Measuring Success, Implementation and Governance**
- 7.1 The 'A Place Called Home' Project Board, which has representation from all relevant Council services and Manchester Homelessness Partnership Board, will oversee the strategy implementation and quarterly monitoring of performance on the objectives set.

7.2 The action plan is in development and will be dynamic to ensure it remains relevant across the three-year period. The Council's homelessness service will be responsible for development and administration of the action plan, ensuring the actions are SMART and targets and measures of success are based on evidence. The action plan will be split into three key areas and follow the legislative guidance of:

- what can the Council do;
- what can other public bodies do;
- and what can the voluntary sector do.

7.3 Therefore, the action plan in its entirety will be owned by all Council services, public and voluntary sector partners, via the Manchester Homelessness Partnership and other forums. A good example of this is the Manchester Health and Homelessness Task Group co-chaired by the Director of Adults Social Services and Director of Public Health. This Task Group brings together service leads from Manchester University NHS Hospitals Foundation Trust (MFT), Greater Manchester Mental Health NHS Foundation Trust (GMMH), GPs and primary care providers such as Urban Village Medical Practice, Change Grow Live (the provider of drug and alcohol services) and VCSE organisations such as Mustard Tree. The group will oversee their section of the Action Plan and the Manchester Health Scrutiny Committee will be updated on progress.

7.4 The accountability and delivery of actions remains the responsibility of all partners as all partners will have actions within the plan. Reporting on the action plan will be via the relevant governance structures within the Manchester Homeless Partnership, and the Partnership Board will hold all partners to account.

## **8.0 Recommendations**

8.1 Following support from the Communities and Equalities Scrutiny Committee – (October 2023) and considering the above, the Executive are asked to approve the Homelessness & Rough Sleeping Strategy 2024-2027.

Appendix 1

# Equality Impact Assessment

## 1. Tell us about your service

|   |  |
|---|--|
| My Directorate                              | Neighbourhoods                           |
| My Service                                  | Homelessness                             |
| My team / section                           | Transformation & Performance             |
| The name of the function being analysed     | Homelessness and Rough Sleeping Strategy |
| Who is completing the assessment?           | Martin Jennings                          |
| Who is the lead manager for the assessment? | Shuff Tariq                              |

## 2. Tell us about the activity that you're analysing

Briefly describe the main aims and objectives of your policy, project, service redesign or strategy, including outlining at a high level if it has implications for other areas of the Council's work and priorities.

This Strategy places strong emphasis on ensuring we maintain a position of increasing prevention of homelessness, reducing rough sleeping, not placing families in bed and breakfast accommodation, reducing the number of accommodation placements made outside of Manchester and providing more suitable and affordable accommodation for households.

To help achieve this we are working in close partnership with Early Help, schools and health services to tackle health inequalities and with the Voluntary, Community, Faith and Social Enterprise (VCFSE) sector to provide a robust approach to prevention.

The strategy aims to make:

- Homelessness a rare occurrence: increasing prevention and earlier intervention at a community level
- Homelessness as brief as possible: improving temporary and supported accommodation so it becomes a positive experience
- Experience of homelessness unrepeated: increasing access to settled homes and the right support at the right time.

Our strategy has direct alignments with the following Manchester strategies:

- Our Manchester - outlining plans to improve the lives of the people of Manchester.
- Making Manchester Fairer - addressing health inequalities across Manchester
- Manchester Anti-Poverty Strategy - tackling poverty, its causes, and consequences
- Manchester Housing Strategy 2022-32
- Domestic Abuse Strategy
- Children and Young People's Plan
- Enabling Independence Accommodation Strategy - setting out a partnership approach to improving housing with care and support options

And will influence:

- Joint Strategic Needs Assessment Topic Report on Homelessness and Health - collating the data and evidence base on the health of people and families experiencing homelessness and the services that support this group in Manchester.
- Communities of Identity report - exploring the inequalities faced by specific communities within the city.
- Mental Well-being Strategy - focusing on prevention, lower-level mental illness, emotional wellbeing and tackling inequalities of all ages.
- LGBTQ+ Communities Deep Dive - exploring the inequalities faced by LGBTQ+ communities and the support provided by Council services to improve access, experience, and outcomes.
- Bringing Services Together for People in Places - a shared Manchester collaborative approach that delivers services around the person

There has been co-production of this strategy, involving partners across the sector and people with lived experience. Co-production of an action plan sitting alongside the strategy will involve people with lived experience and with all characteristics.

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home). The principles offer a thematic and solution-focused response to ending homelessness in Manchester.

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives

Access to services has been identified as the golden thread, running throughout the four principles and will be a cross-cutting theme on the action plan.

The strategy will ensure that residents of Manchester have access to information, advice, and support. How, when and where our residents access services are essential components of making all services inclusive.

We want our residents to be able to access the right service(s) at the right time and recognise the importance of a diverse range of access routes that reflect residents' differing needs.

### 3. Analysing the impact on equality

Will the policy, strategy, project, service redesign being assessed here... (Tick all that apply):

|  |   |
|--|---|
| Remove or minimise disadvantages suffered by individuals or groups because of their characteristics.                                       | X |
| Meet the needs of people from protected or disadvantaged groups where these are different from the needs of other people                   | X |
| Promote diversity and encourage people from protected or disadvantaged groups to participate in activities where they are underrepresented | X |



Describe how you've reached your conclusion and what evidence it's based on (500 words max).

The aims and objectives of the Homelessness & Rough Sleeping Strategy is to ensure the service is accessible to all residents of Manchester and the right support is provided to individuals who are homeless, threatened with homelessness or may be sleeping rough regardless of protected characteristics.

The current Service Improvement Plan will support the Homelessness & Rough Sleeping Strategy and is focused on key areas of the Service:

- Access to Homelessness service to increase prevention and reduce the numbers in Temporary Accommodation
- Reduce the numbers of people sleeping rough
- Work to a functional zero where no families are in B&B for 6 weeks or longer and where placements are made there is planned move in place from the start.
- Reduce the number of singles in B&B

Priority actions being undertaken are:

1. Deliver an immediate accessible housing solutions service using different channels/at range of locations including access to telephone with a dedicated line for Young People
2. Ensure that the off the street emergency accommodation is offered to people sleeping rough, with a quicker process to undertake homelessness assessments
3. Deliver a housing support service that targets support at priority points and is tailored to meet individual needs
4. Offer of Private Rented Sector accommodation to prevent and relieve homelessness along with support where required

To deliver all elements of the Homelessness & Rough Sleeping Strategy, there is a change in the way services are delivered and the approach of staff. Through weekly briefings and case reviews staff are being trained and empowered to use all resources available to them, making quicker and legislatively correct decisions. This is an incremental service change where people are working differently – Transformation and service improvement is a culture change which will support the delivery of the Strategy.

Data sets from Homeless presentations across the directorate, occupancy records, support needs are key to guiding and developing this activity. Evidence based practice shows us that a person centered approach works better than a front door statutory assessment or formulaic approach to providing services.

Considering which group/s you have identified the policy, project, strategy or service redesign as being relevant to, complete the table below. Be brief with your answers

and only complete them for the group/s relevant to your activity. If you identify any actions to address impacts, list these in Annex 1 along with responsible officers and timescales for each action.

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|  | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/> 2) does it meet needs that are different from other people's<br/> 3) does it promote diversity or encourages participation</p> | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p> | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/> 2) should or could this be improved</p> |
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| <p><u>Age (older people)</u></p> | <p>Reduce the use of Temporary Accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are older.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed an increase in the number of people presenting as homelessness who were 65+</p> | <p>Working with Adult Services to ensure residents have access to Extra Care schemes and Retirement living etc. We are also undertaking homelessness housing needs assessment working with strategic Housing.</p> <p>Many settled accommodation blocks are for over 55's and therefore it is often quicker to move into settled accommodation</p> <p>Where someone is not of retirement age we are offering accommodation that is suitable for their needs.</p> |
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| <p><u>Age (children and young people)</u></p> | <p>Reduce the use of Temporary Accommodation &amp; B&amp;B placements across all applicants.</p> <p>Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are younger.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed, at its peak, the total number of children in Temporary Accommodation was over 4000.</p> | <p>The service that works with 18+ years old young people has been brought back in house and the Council are now directly working with this cohort to offer support and accommodation that helps meet the individual needs of this cohort.</p> <p>The service commissions and provides a number of specialist accommodation options for young people and will re-commission in the lifetime of the strategy</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep young people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> <p>A direct phone line has been created for Young People as we recognise that the main number is difficult for them to come through on.</p> <p>In addition to this the service are working with MCA (Manchester Communication Academy) School on early intervention and identification of families who are living in poor conditions and maybe at risk of homelessness. A number of young people in temporary accommodation are in north of the city and therefore may access this school pyramid.</p> |
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| <p><u>Disability (including continuing health conditions)</u></p> | <p>Reduce the use of inaccessible temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who have visible or hidden disabilities.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed the number of people requiring adapted properties has increased.</p> <p>Information from Manchester Move shows that people who require adapted properties often wait longer for accommodation that is suitable.</p> | <p>The service works closely with both children and adult social services. Accommodation is provided to suit the needs of the individual/family and bespoke accommodation is sourced.</p> <p>We are also working with Strategic Housing to ensure the Enabling Independence Accommodation Strategy takes into account the accommodation and support needs and requirements of people who are homeless as well as having needs such as autism, learning difficulties, acquired brain injury, mental health concerns and physical needs.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> <p>Actions to deliver the strategy are being developed and consideration will be given to all characteristics</p> |
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|                    | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p>  |
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| <p><u>Race</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of race, ethnicity, or background.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed there has been an increase in the number of presentations from ethnic minority communities.</p> <p>The Making Manchester Fairer Strategy and approach informs what we know about disparities and how systemic racism and discrimination impacts racially minoritised communities in relation to homelessness.</p> | <p>Close working with language line. Providing domestic abuse specialist services such as Saheli.</p> <p>Specific homelessness services/projects for Asylum and Refugees.</p> <p>Commissioned services such as Boaz Trust, GMIAU (GM Immigration Aid Unit) and Rainbow Haven.</p> <p>The Strategy is framed around Making Manchester Fairer and addressing inequalities for all our communities. The Strategy aligns to Making Manchester Fairer in relation to health inequalities.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |

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|                   | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b>Sex</b></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of sex.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed that domestic abuse presentations have increased by 13% for those owed a prevention duty and 60% for those owed a relief duty.</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Womens Direct Access, domestic abuse and IDVA Services, Mash, Mens Room.</p> <p>The Service undertook a Womens Census to understand the behaviours and patterns of women sleeping rough as the number of women sleeping rough is under-represented. This information will feed into the action plan</p> <p>The service is assessing how Sanctuary (target hardening) can be better used as a prevention option.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |



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|                                  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Sexual Orientation</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of sexual orientation.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed there has been an increase in the number of presentations in this cohort at all homelessness duty stages. The biggest increase has been in people prefer not to say</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Albert Kennedy, and the LGBTQ+ ABEN Scheme</p> <p>As part of the Strategy Action Plan we need to better understand our data and work with specialised partners to ensure people feel safe and comfortable to share their details if that is one of the current barriers.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Marriage / civil partnership</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their marital status.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed that this is an area where our data is poor. This may be due to the way in which the question is asked as whether someone is married, in a civil partnership or cohabiting does not impact on how they would be accommodated.</p> | <p>All services are available to couples who are together regardless of whether they are married or in a civil partnership. The Statutory duty would remain to house them as a family unit.</p> <p>As part of the Strategy Action Plan we need to better understand our data and work with specialised partners to ensure that people feel safe and comfortable to share their details if that is one of the current barriers.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|                                     | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Pregnancy / maternity</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough who are pregnant.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> | <p>Services are available for expectant mothers/families. The Statutory duty would remain to house them as a family unit in appropriate accommodation with the right specialised support.</p> <p>The service works closely with health services (e.g nurses/ midwives/ health visitors, children and adult services etc).</p> <p>Specialist accommodation for young women who are pregnant is commissioned in the service and will be recommissioned during the life of the strategy</p> <p>As part of the Strategy Action Plan there may be some specific actions that are identified to support women who are pregnant or on maternity.</p> <p>Looking at prevention options such use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are asked to leave is a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|                                   | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b>Gender Reassignment</b></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their gender reassignment.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p><a href="https://endhomelessness.org/wp-content/uploads/2020/07/Trans-Homelessness-Brief-July-2020.pdf">https://endhomelessness.org/wp-content/uploads/2020/07/Trans-Homelessness-Brief-July-2020.pdf</a></p> <p>Data shows the number of people who identify as transgender approaching the service is increasing, although still small.</p> <p>Partnership meetings are being conducted with specialist services such as the LGBT Foundation and the Equality and Diversity team to ensure work is evidence based and informed by the lived experiences of transgender people. The Homelessness directorate is a key representative on the pan</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Albert Kennedy, and ABEN LGBTQ+ Schemes.</p> <p>The Statutory duty would remain to house people in appropriate accommodation with the right specialised support.</p> <p>Looking at prevention options such as the use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|  | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/> 2) does it meet needs that are different from other people's<br/> 3) does it promote diversity or encourages participation</p> | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p> | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/> 2) should or could this be improved</p> |
|  | <p>organisation Trans Inclusive Working Group, and it has been an advocate for the implementation of trans inclusive policies.</p>   |   |   |

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|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Faith / religion / belief</u></p>  | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their faith.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> | <p>The Statutory duty would remain to house people in appropriate accommodation with the right specialised support and where accommodation is available we always consider proximity to a place of worship.</p> <p>To ensure services are accessible we are flexible to accommodate days of worship and various forms of contact (face to face / phone / online) are made available.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave is a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |
| <p><u>Additional Characteristics</u></p> |  |  |   |  |

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|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>People living in poverty</u></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are living in poverty.</p> | <p>A full review of the last Homelessness Strategy period showed that there has been an increase of households presenting as homeless that are in full-time employment.</p> <p>Alignment to the Anti-Poverty Strategy and Homelessness Strategy and membership of the Homeless Partnership with VCSE's and other statutory agencies.</p> | <p>Using the Homelessness Prevention Fund to enable people to continue to live in their homes (where safe and appropriate to do so) e.g. paying off rent arrears as a result of cost of living/increasing energy costs etc whilst retaining their banding on the Housing Register.</p> |  |

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|                      | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Carers</u></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are carers.</p> | <p>Alignment to the Enabling Independence Accommodation Strategy</p> | <p>Provide services online, phone and face to face to allow people to access them around their caring duties.</p> <p>Ensure that we are not digitally excluding any of our residents.</p> <p>Accommodate people appropriately taking into account any caring responsibilities they may have that will affect the household unit.</p> |  |



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|                                      | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>                               |  | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b><u>Homeless people</u></b></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough.</p> | <p>Alignment to all Corporate Priorities and Strategies and membership of the Homeless Partnership with VCSE's and other statutory agencies.</p> <p>A full review of the last Homelessness Strategy period showed an increase of 30% of presentations being owed a homelessness duty from both people who are homeless, and those who are at risk of homelessness.</p> | <p>The Homeless and Rough Sleeping strategy is aimed at this cohort and improving the service for them. This includes redesigning the service to improve access and developing a range of support and accommodation services to support residents faced with homelessness.</p> |   |

|  | <u>1. What is the impact of your proposal on this group?</u><br><br>1) does your proposal remove or minimise disadvantage for each group<br>2) does it meet needs that are different from other people's<br>3) does it promote diversity or encourages participation  |  | <u>2. What evidence have you used to reach this assessment?</u><br><br>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes   | <u>3. What actions could be taken to address the impacts?</u><br><br>1) to what extent does this proposal meet our equality duties<br>2) should or could this be improved |
|--|---|--|---|---|
| <b>Ex-Armed Forces veterans and families</b> | Reduce the use of temporary accommodation and B&B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.<br><br>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are ex-armed forces veterans and their families. | Alignment to all Armed Forces Covenant, Housing Allocations Policy and Homelessness Strategy and membership of Homeless partnership with VCSE's and other statutory agencies.<br><br>A full review of the last Homelessness Strategy period showed that presentations from this cohort have increased by 50% over the period, although actual numbers remain very low. | Veterans have reasonable preference on Allocations Policy.<br><br>The Statutory duty would remain to house them in appropriate accommodation with the right specialised support.<br><br>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register. |   |

|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p> | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p>  |
|--|---|--|---|
| <p><b>Care-experienced young people and care-leavers</b></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness and have experience of the care system.</p> | <p>A full review of the last Homelessness Strategy period showed that those from Care owed a relief duty had increased over 130% during the last strategy period.</p>                                  | <p>Care leavers who are 18-21 should always be priority need and should not be found intentionally homeless.</p> <p>Through case checks, if a care leaver maybe intentionally homeless all cases will be discussed with service managers / SMT.</p> <p>Services are commissioned for young people and care leavers can access this supported accommodation.</p> <p>Care leavers have reasonable preference on Allocations Policy.</p> |

#### 4. Quality Assurance - Equality, Diversity and Inclusion Team

Send your draft EqIA to the EDI Team inbox - [equalitiesteam@manchester.gov.uk](mailto:equalitiesteam@manchester.gov.uk) using **EqIA Advice – Your Service Name**. in the subject line.

|                       |              |                       |            |
|-----------------------|--------------|-----------------------|------------|
| <b>EDI Team: Name</b> | Sharmila Kar | <b>Date reviewed:</b> | 24/11/2023 |
|-----------------------|--------------|-----------------------|------------|

#### 5. Head of Service Approval

Your completed analysis needs to be signed off by your Head of Service.

|                   |  |                   |   |
|-------------------|--|-------------------|---|
| <b>Name:</b>      | Rob McCartney                            | <b>Date:</b>      | 27/11/2023                                      |
| <b>Job title:</b> | Assistant Director,<br>Homeless Services | <b>Signature:</b> | Signature redacted pfor<br>publictaion purposes |

#### Annex 1 – Actions Log

Use this table to list the actions you have identified to mitigate and adverse risks, detailing who will be responsible for completing these and setting clear timescales for delivery. Your actions will be reviewed at 6 months and 12 months to assess progress.

| <u>Actions identified in your EqIA</u> | <u>Responsible officer / team for delivery</u> | <u>Timescale for delivery</u> | <u>Comments</u> |
|--|--|-------------------------------|-----------------|
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Appendix 1

# Equality Impact Assessment

## 1. Tell us about your service

|   |  |
|---|--|
| My Directorate                              | Neighbourhoods                           |
| My Service                                  | Homelessness                             |
| My team / section                           | Transformation & Performance             |
| The name of the function being analysed     | Homelessness and Rough Sleeping Strategy |
| Who is completing the assessment?           | Martin Jennings                          |
| Who is the lead manager for the assessment? | Shuff Tariq                              |

## 2. Tell us about the activity that you're analysing

Briefly describe the main aims and objectives of your policy, project, service redesign or strategy, including outlining at a high level if it has implications for other areas of the Council's work and priorities.

This Strategy places strong emphasis on ensuring we maintain a position of increasing prevention of homelessness, reducing rough sleeping, not placing families in bed and breakfast accommodation, reducing the number of accommodation placements made outside of Manchester and providing more suitable and affordable accommodation for households.

To help achieve this we are working in close partnership with Early Help, schools and health services to tackle health inequalities and with the Voluntary, Community, Faith and Social Enterprise (VCFSE) sector to provide a robust approach to prevention.

The strategy aims to make:

- Homelessness a rare occurrence: increasing prevention and earlier intervention at a community level
- Homelessness as brief as possible: improving temporary and supported accommodation so it becomes a positive experience
- Experience of homelessness unrepeated: increasing access to settled homes and the right support at the right time.

Our strategy has direct alignments with the following Manchester strategies:

- Our Manchester - outlining plans to improve the lives of the people of Manchester.
- Making Manchester Fairer - addressing health inequalities across Manchester
- Manchester Anti-Poverty Strategy - tackling poverty, its causes, and consequences
- Manchester Housing Strategy 2022-32
- Domestic Abuse Strategy
- Children and Young People's Plan
- Enabling Independence Accommodation Strategy - setting out a partnership approach to improving housing with care and support options

And will influence:

- Joint Strategic Needs Assessment Topic Report on Homelessness and Health - collating the data and evidence base on the health of people and families experiencing homelessness and the services that support this group in Manchester.
- Communities of Identity report - exploring the inequalities faced by specific communities within the city.
- Mental Well-being Strategy - focusing on prevention, lower-level mental illness, emotional wellbeing and tackling inequalities of all ages.
- LGBTQ+ Communities Deep Dive - exploring the inequalities faced by LGBTQ+ communities and the support provided by Council services to improve access, experience, and outcomes.
- Bringing Services Together for People in Places - a shared Manchester collaborative approach that delivers services around the person

There has been co-production of this strategy, involving partners across the sector and people with lived experience. Co-production of an action plan sitting alongside the strategy will involve people with lived experience and with all characteristics.

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home). The principles offer a thematic and solution-focused response to ending homelessness in Manchester.

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives

Access to services has been identified as the golden thread, running throughout the four principles and will be a cross-cutting theme on the action plan.

The strategy will ensure that residents of Manchester have access to information, advice, and support. How, when and where our residents access services are essential components of making all services inclusive.

We want our residents to be able to access the right service(s) at the right time and recognise the importance of a diverse range of access routes that reflect residents' differing needs.

### 3. Analysing the impact on equality

Will the policy, strategy, project, service redesign being assessed here... (Tick all that apply):

|  |   |
|--|---|
| Remove or minimise disadvantages suffered by individuals or groups because of their characteristics.                                       | X |
| Meet the needs of people from protected or disadvantaged groups where these are different from the needs of other people                   | X |
| Promote diversity and encourage people from protected or disadvantaged groups to participate in activities where they are underrepresented | X |

Describe how you've reached your conclusion and what evidence it's based on (500 words max).

The aims and objectives of the Homelessness & Rough Sleeping Strategy is to ensure the service is accessible to all residents of Manchester and the right support is provided to individuals who are homeless, threatened with homelessness or may be sleeping rough regardless of protected characteristics.

The current Service Improvement Plan will support the Homelessness & Rough Sleeping Strategy and is focused on key areas of the Service:

- Access to Homelessness service to increase prevention and reduce the numbers in Temporary Accommodation
- Reduce the numbers of people sleeping rough
- Work to a functional zero where no families are in B&B for 6 weeks or longer and where placements are made there is planned move in place from the start.
- Reduce the number of singles in B&B

Priority actions being undertaken are:

1. Deliver an immediate accessible housing solutions service using different channels/at range of locations including access to telephone with a dedicated line for Young People
2. Ensure that the off the street emergency accommodation is offered to people sleeping rough, with a quicker process to undertake homelessness assessments
3. Deliver a housing support service that targets support at priority points and is tailored to meet individual needs
4. Offer of Private Rented Sector accommodation to prevent and relieve homelessness along with support where required

To deliver all elements of the Homelessness & Rough Sleeping Strategy, there is a change in the way services are delivered and the approach of staff. Through weekly briefings and case reviews staff are being trained and empowered to use all resources available to them, making quicker and legislatively correct decisions. This is an incremental service change where people are working differently – Transformation and service improvement is a culture change which will support the delivery of the Strategy.

Data sets from Homeless presentations across the directorate, occupancy records, support needs are key to guiding and developing this activity. Evidence based practice shows us that a person centered approach works better than a front door statutory assessment or formulaic approach to providing services.

Considering which group/s you have identified the policy, project, strategy or service redesign as being relevant to, complete the table below. Be brief with your answers



and only complete them for the group/s relevant to your activity. If you identify any actions to address impacts, list these in Annex 1 along with responsible officers and timescales for each action.

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|  | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p> | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p> | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
|--|--|---|---|

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| <p><u>Age (older people)</u></p> | <p>Reduce the use of Temporary Accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are older.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed an increase in the number of people presenting as homelessness who were 65+</p> | <p>Working with Adult Services to ensure residents have access to Extra Care schemes and Retirement living etc. We are also undertaking homelessness housing needs assessment working with strategic Housing.</p> <p>Many settled accommodation blocks are for over 55's and therefore it is often quicker to move into settled accommodation</p> <p>Where someone is not of retirement age we are offering accommodation that is suitable for their needs.</p> |
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| <p><u>Age (children and young people)</u></p> | <p>Reduce the use of Temporary Accommodation &amp; B&amp;B placements across all applicants.</p> <p>Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are younger.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed, at its peak, the total number of children in Temporary Accommodation was over 4000.</p> | <p>The service that works with 18+ years old young people has been brought back in house and the Council are now directly working with this cohort to offer support and accommodation that helps meet the individual needs of this cohort.</p> <p>The service commissions and provides a number of specialist accommodation options for young people and will re-commission in the lifetime of the strategy</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep young people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> <p>A direct phone line has been created for Young People as we recognise that the main number is difficult for them to come through on.</p> <p>In addition to this the service are working with MCA (Manchester Communication Academy) School on early intervention and identification of families who are living in poor conditions and maybe at risk of homelessness. A number of young people in temporary accommodation are in north of the city and therefore may access this school pyramid.</p> |
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| <p><u>Disability (including continuing health conditions)</u></p> | <p>Reduce the use of inaccessible temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who have visible or hidden disabilities.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed the number of people requiring adapted properties has increased.</p> <p>Information from Manchester Move shows that people who require adapted properties often wait longer for accommodation that is suitable.</p> | <p>The service works closely with both children and adult social services. Accommodation is provided to suit the needs of the individual/family and bespoke accommodation is sourced.</p> <p>We are also working with Strategic Housing to ensure the Enabling Independence Accommodation Strategy takes into account the accommodation and support needs and requirements of people who are homeless as well as having needs such as autism, learning difficulties, acquired brain injury, mental health concerns and physical needs.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> <p>Actions to deliver the strategy are being developed and consideration will be given to all characteristics</p> |
|---|---|---|---|

|             | <u>1. What is the impact of your proposal on this group?</u><br>1) does your proposal remove or minimise disadvantage for each group<br>2) does it meet needs that are different from other people's<br>3) does it promote diversity or encourages participation   |  | <u>2. What evidence have you used to reach this assessment?</u><br><br>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes  | <u>3. What actions could be taken to address the impacts?</u><br><br>1) to what extent does this proposal meet our equality duties<br>2) should or could this be improved |
|-------------|--|--|--|---|
| <u>Race</u> | Reduce the use of temporary accommodation & B&B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.<br><br>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of race, ethnicity, or background. | Data sets from Homeless presentations across the directorate, occupancy records, support needs.<br><br>A full review of the last Homelessness Strategy period showed there has been an increase in the number of presentations from ethnic minority communities.<br><br>The Making Manchester Fairer Strategy and approach informs what we know about disparities and how systemic racism and discrimination impacts racially minoritised communities in relation to homelessness. | Close working with language line. Providing domestic abuse specialist services such as Saheli.<br><br>Specific homelessness services/projects for Asylum and Refugees.<br><br>Commissioned services such as Boaz Trust, GMIAU (GM Immigration Aid Unit) and Rainbow Haven.<br><br>The Strategy is framed around Making Manchester Fairer and addressing inequalities for all our communities. The Strategy aligns to Making Manchester Fairer in relation to health inequalities.<br><br>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register. |   |

|            | <u>1. What is the impact of your proposal on this group?</u><br>1) does your proposal remove or minimise disadvantage for each group<br>2) does it meet needs that are different from other people's<br>3) does it promote diversity or encourages participation   |  | <u>2. What evidence have you used to reach this assessment?</u><br>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes   | <u>3. What actions could be taken to address the impacts?</u><br>1) to what extent does this proposal meet our equality duties<br>2) should or could this be improved |
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| <b>Sex</b> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of sex.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed that domestic abuse presentations have increased by 13% for those owed a prevention duty and 60% for those owed a relief duty.</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Womens Direct Access, domestic abuse and IDVA Services, Mash, Mens Room.</p> <p>The Service undertook a Womens Census to understand the behaviours and patterns of women sleeping rough as the number of women sleeping rough is under-represented. This information will feed into the action plan</p> <p>The service is assessing how Sanctuary (target hardening) can be better used as a prevention option.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |   |

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|   | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |   | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b><u>Sexual Orientation</u></b></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of sexual orientation.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed there has been an increase in the number of presentations in this cohort at all homelessness duty stages. The biggest increase has been in people prefer not to say</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Albert Kennedy, and the LGBTQ+ ABEN Scheme</p> <p>As part of the Strategy Action Plan we need to better understand our data and work with specialised partners to ensure people feel safe and comfortable to share their details if that is one of the current barriers.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |   |



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|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Marriage / civil partnership</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their marital status.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p>A full review of the last Homelessness Strategy period showed that this is an area where our data is poor. This may be due to the way in which the question is asked as whether someone is married, in a civil partnership or cohabiting does not impact on how they would be accommodated.</p> | <p>All services are available to couples who are together regardless of whether they are married or in a civil partnership. The Statutory duty would remain to house them as a family unit.</p> <p>As part of the Strategy Action Plan we need to better understand our data and work with specialised partners to ensure that people feel safe and comfortable to share their details if that is one of the current barriers.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|                                     | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Pregnancy / maternity</u></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough who are pregnant.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> | <p>Services are available for expectant mothers/families. The Statutory duty would remain to house them as a family unit in appropriate accommodation with the right specialised support.</p> <p>The service works closely with health services (e.g nurses/ midwives/ health visitors, children and adult services etc).</p> <p>Specialist accommodation for young women who are pregnant is commissioned in the service and will be recommissioned during the life of the strategy</p> <p>As part of the Strategy Action Plan there may be some specific actions that are identified to support women who are pregnant or on maternity.</p> <p>Looking at prevention options such use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are asked to leave is a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|                                   | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b>Gender Reassignment</b></p> | <p>Reduce the use of temporary accommodation &amp; B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their gender reassignment.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> <p><a href="https://endhomelessness.org/wp-content/uploads/2020/07/Trans-Homelessness-Brief-July-2020.pdf">https://endhomelessness.org/wp-content/uploads/2020/07/Trans-Homelessness-Brief-July-2020.pdf</a></p> <p>Data shows the number of people who identify as transgender approaching the service is increasing, although still small.</p> <p>Partnership meetings are being conducted with specialist services such as the LGBT Foundation and the Equality and Diversity team to ensure work is evidence based and informed by the lived experiences of transgender people. The Homelessness directorate is a key representative on the pan</p> | <p>Specific homelessness services/projects (commissioned and non-commissioned) such as Albert Kennedy, and ABEN LGBTQ+ Schemes.</p> <p>The Statutory duty would remain to house people in appropriate accommodation with the right specialised support.</p> <p>Looking at prevention options such as the use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |

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|  | <p><b><u>1. What is the impact of your proposal on this group?</u></b></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/> 2) does it meet needs that are different from other people's<br/> 3) does it promote diversity or encourages participation</p> | <p><b><u>2. What evidence have you used to reach this assessment?</u></b></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p> | <p><b><u>3. What actions could be taken to address the impacts?</u></b></p> <p>1) to what extent does this proposal meet our equality duties<br/> 2) should or could this be improved</p> |
|  |  | <p>organisation Trans Inclusive Working Group, and it has been an advocate for the implementation of trans inclusive policies.</p>  |   |

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|--|--|--|---|--|
|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Faith / religion / belief</u></p>  | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough regardless of their faith.</p> | <p>Data sets from Homeless presentations across the directorate, occupancy records, support needs.</p> | <p>The Statutory duty would remain to house people in appropriate accommodation with the right specialised support and where accommodation is available we always consider proximity to a place of worship.</p> <p>To ensure services are accessible we are flexible to accommodate days of worship and various forms of contact (face to face / phone / online) are made available.</p> <p>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave is a result of financial pressure whilst retaining their banding on the Housing Register.</p> |  |
| <p><u>Additional Characteristics</u></p> |  |  |   |  |

|  |  |  |  |  |
|--|--|--|--|--|
|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>  |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>People living in poverty</u></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are living in poverty.</p> | <p>A full review of the last Homelessness Strategy period showed that there has been an increase of households presenting as homeless that are in full-time employment.</p> <p>Alignment to the Anti-Poverty Strategy and Homelessness Strategy and membership of the Homeless Partnership with VCSE's and other statutory agencies.</p> | <p>Using the Homelessness Prevention Fund to enable people to continue to live in their homes (where safe and appropriate to do so) e.g. paying off rent arrears as a result of cost of living/increasing energy costs etc whilst retaining their banding on the Housing Register.</p> |  |

|                      |   |  |  |  |
|----------------------|---|--|--|--|
|                      | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Carers</u></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are carers.</p> | <p>Alignment to the Enabling Independence Accommodation Strategy</p> | <p>Provide services online, phone and face to face to allow people to access them around their caring duties.</p> <p>Ensure that we are not digitally excluding any of our residents.</p> <p>Accommodate people appropriately taking into account any caring responsibilities they may have that will affect the household unit.</p> |  |

|                               |  |  |  |  |
|-------------------------------|--|--|--|--|
|                               | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>                                      |  | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>   | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><u>Homeless people</u></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough.</p> | <p>Alignment to all Corporate Priorities and Strategies and membership of the Homeless Partnership with VCSE's and other statutory agencies.</p> <p>A full review of the last Homelessness Strategy period showed an increase of 30% of presentations being owed a homelessness duty from both people who are homeless, and those who are at risk of homelessness.</p> | <p>The Homeless and Rough Sleeping strategy is aimed at this cohort and improving the service for them. This includes redesigning the service to improve access and developing a range of support and accommodation services to support residents faced with homelessness.</p> |  |



|  | <u>1. What is the impact of your proposal on this group?</u><br><br>1) does your proposal remove or minimise disadvantage for each group<br>2) does it meet needs that are different from other people's<br>3) does it promote diversity or encourages participation  |  | <u>2. What evidence have you used to reach this assessment?</u><br><br>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes   | <u>3. What actions could be taken to address the impacts?</u><br><br>1) to what extent does this proposal meet our equality duties<br>2) should or could this be improved |
|--|---|--|---|---|
| <b>Ex-Armed Forces veterans and families</b> | Reduce the use of temporary accommodation and B&B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.<br><br>Improving access to services for individuals who are homeless, at threat of homelessness or sleeping rough including those who are ex-armed forces veterans and their families. | Alignment to all Armed Forces Covenant, Housing Allocations Policy and Homelessness Strategy and membership of Homeless partnership with VCSE's and other statutory agencies.<br><br>A full review of the last Homelessness Strategy period showed that presentations from this cohort have increased by 50% over the period, although actual numbers remain very low. | Veterans have reasonable preference on Allocations Policy.<br><br>The Statutory duty would remain to house them in appropriate accommodation with the right specialised support.<br><br>Looking at prevention options such as use of Homelessness Prevention Fund as a financial incentive to keep people in their homes if they are being asked to leave as a result of financial pressure whilst retaining their banding on the Housing Register. |   |

|  |   |   |   |  |
|--|---|---|---|--|
|  | <p><u>1. What is the impact of your proposal on this group?</u></p> <p>1) does your proposal remove or minimise disadvantage for each group<br/>                 2) does it meet needs that are different from other people's<br/>                 3) does it promote diversity or encourages participation</p>   |   | <p><u>2. What evidence have you used to reach this assessment?</u></p> <p>Evidence could include customer profile data, demographic information, research, or engagement and consultation outcomes</p>  | <p><u>3. What actions could be taken to address the impacts?</u></p> <p>1) to what extent does this proposal meet our equality duties<br/>                 2) should or could this be improved</p> |
| <p><b>Care-experienced young people and care-leavers</b></p> | <p>Reduce the use of temporary accommodation and B&amp;B placements across all applicants. Ensuring that individual circumstances are considered to enable the right support, advice and accommodation is accessible to them.</p> <p>Improving access to services for individuals who are homeless, at threat of homelessness and have experience of the care system.</p> | <p>A full review of the last Homelessness Strategy period showed that those from Care owed a relief duty had increased over 130% during the last strategy period.</p> | <p>Care leavers who are 18-21 should always be priority need and should not be found intentionally homeless.</p> <p>Through case checks, if a care leaver maybe intentionally homeless all cases will be discussed with service managers / SMT.</p> <p>Services are commissioned for young people and care leavers can access this supported accommodation.</p> <p>Care leavers have reasonable preference on Allocations Policy.</p> |  |

#### 4. Quality Assurance - Equality, Diversity and Inclusion Team

Send your draft EqIA to the EDI Team inbox - [equalitiesteam@manchester.gov.uk](mailto:equalitiesteam@manchester.gov.uk) using **EqIA Advice – Your Service Name**. in the subject line.

|                       |              |                       |            |
|-----------------------|--------------|-----------------------|------------|
| <b>EDI Team: Name</b> | Sharmila Kar | <b>Date reviewed:</b> | 24/11/2023 |
|-----------------------|--------------|-----------------------|------------|

#### 5. Head of Service Approval

Your completed analysis needs to be signed off by your Head of Service.

|                   |  |                   |   |
|-------------------|--|-------------------|---|
| <b>Name:</b>      | Rob McCartney                            | <b>Date:</b>      | 27/11/2023                                      |
| <b>Job title:</b> | Assistant Director,<br>Homeless Services | <b>Signature:</b> | Signature redacted pfor<br>publictaion purposes |

#### Annex 1 – Actions Log

Use this table to list the actions you have identified to mitigate and adverse risks, detailing who will be responsible for completing these and setting clear timescales for delivery. Your actions will be reviewed at 6 months and 12 months to assess progress.

| <u>Actions identified in your EqIA</u> | <u>Responsible officer / team for delivery</u> | <u>Timescale for delivery</u> | <u>Comments</u> |
|--|--|-------------------------------|-----------------|
|  |  |                               |                 |
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Manchester  
Homelessness and  
Rough Sleeping  
Strategy

2024–2027



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# Foreword

In Manchester, a place to call home is what we all want for ourselves, our children, and our loved ones. To have the best start in life, a safe, secure and comfortable home in which to live, work and play is an essential part of the human experience that should be available to everyone. Good housing provides the bedrock for good health, good education, good jobs and a good life.

Due to the cumulative impact of austerity, COVID-19, cost-of-living increases, and the national housing crisis, this is simply not the case for far too many people. This needs to change; together we can achieve this change.

We are proud to be launching our new Homelessness and Rough Sleeping Strategy 2024–27. We have included the views of residents, colleagues, and partners on how, collectively, we can continue to turn the tide in Manchester. Our new three-year strategy and action plan aims to tackle inequality, and places greater emphasis on the impact of homelessness on children and families. The supporting action plan will have a positive impact on our aim to tackle homelessness head on and to support residents to maintain or find a place to call home.

Our strategy places strong emphasis on ensuring we maintain a position of increasing prevention of homelessness, reducing rough sleeping, maintaining a position of not placing families in bed and breakfast accommodation, reducing the number of accommodation placements we make outside of Manchester and providing more suitable and affordable accommodation for our diverse communities. To help achieve this we are working in close partnership with Early Help, schools, with health services to tackle health inequalities and with the Voluntary, Community, Faith, and Social Enterprise (VCFSE) sector to provide a robust approach to prevention work.

This is a strategy for and developed by Manchester – a city with a diverse population. Where suitable, the action plan will adopt localised approaches to reflect the diverse needs of the city.

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives.

We are determined to make homelessness in Manchester rare, brief and unrepeatable. With demand rising, there is a greater pressure on existing and future resources available to the Council and our partners across the city however, together we will do everything in our power and continue our mission of working towards ending homelessness in all its forms.

Councillor Joanna Midgley

# Complementary strategies

Our strategy has direct alignments with the following Manchester strategies:

- **Our Manchester** – outlining plans to improve the lives of the people of Manchester putting equality, inclusion and sustainability centre stage – with renewed focus on young people, our economy, health, housing, our environment and infrastructure
- **Making Manchester Fairer** – addressing health inequalities across Manchester to tackle social determinants of health
- **Manchester Anti-Poverty Strategy** – tackling poverty, its causes, and consequences
- **Manchester Housing Strategy 2022–32** – a long-term vision on how best to deliver the city’s housing priorities and objectives
- **Domestic Abuse Strategy** – improving the lives of those affected by domestic abuse
- **Adverse Childhood Experience (ACE)-aware and trauma informed city 2019-24** – practitioners working in a trauma informed way and applying an ACE lens to ensure their practice is informed by trauma
- **Children and Young People’s Plan** – ensuring children and young people can enjoy a safe, happy, healthy and successful future
- **Enabling Independence Accommodation Strategy** – setting out a partnership approach to improving housing with care and support options to meet people’s needs and better enable their independence.

And will influence:

- **Joint Strategic Needs Assessment Topic Report on Homelessness and Health** – collating an evidence base on the health of people and families experiencing homelessness and the services that support this group in Manchester
- **Communities of Identity report** – exploring the inequalities faced by specific communities within the city
- **LGBTQ+ Communities Deep Dive** – exploring the inequalities faced by LGBTQ+ communities and the support provided by Council services to improve access, experience, and outcomes
- **Mental Well-being Strategy** – focusing on prevention, lower-level mental illness, emotional wellbeing and tackling inequalities of all ages
- **Bringing Services Together for People in Places** – a shared Manchester collaborative approach that delivers services around the person, with a flexible place-based workforce, breaking down silos and building on strengths within communities, supporting every resident to thrive.



## Manchester Housing Strategy

The Manchester Housing Strategy (2022–2032) sets out the long-term vision on how best to deliver the city’s housing priorities and objectives based around the following four priorities:<sup>1</sup>

1. Increase affordable housing supply and build more new homes for all residents
2. Work to end homelessness and ensure housing is affordable and accessible to all
3. Address inequalities and create neighbourhoods and homes where people want to live
4. Address the sustainability and zero carbon challenges in new and existing housing stock.

Sitting underneath each priority are a series of measurable objectives including the headline target of delivering 36,000 new homes including 10,000 new affordable homes by 2032.

Annual monitoring report findings provide additional context to the landscape of homelessness and rough sleeping in Manchester.<sup>2</sup>

Findings include:

- Following the freeze on Local Housing Allowance (LHA) rates at 2019–20 levels, average rent in all wards is now above the LHA rate and in many locations, there is a growing gap between the LHA rate and 80% of market rent
- The number of homes let to households in Priority Bands 1-3 through the Housing Register has fallen from 2,314 in 2021–22 (97%) to 2,057 in 2022–23 (93%). This decline is in line with the long-term trend in the availability and reduced turnover of social housing and is further evidence of the pressing need to increase affordable housing delivery across the city.

Councils have a legislative duty to assess, and if appropriate, accommodate vulnerable residents. The scale of the financial pressure on Councils is significant and increasing on an ongoing basis.

Despite the challenging economic climate, Manchester’s residential pipeline is showing signs of resilience. There are currently over 11,800 new homes under construction including over 1,500 affordable homes plus a further c.11,200 with full planning permission (including c.1,600 affordable) – the majority of which are expected to come forward in 2022–2027. Once built, these homes will take us to around 75% of the 36,000 homes target and 38% of the 10,000 affordable homes target respectively.

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1 Source: [Manchester Housing Strategy \(2022–2032\)](#)

2 Source: [Manchester Housing Strategy \(2022–2032\) – Annual Monitoring Report](#)

## Making Manchester Fairer

Making Manchester Fairer is Manchester City Council’s five-year action plan to address health inequalities in the city focussing on the social determinants of health.

The need to tackle inequalities in the city continues to be a corporate and political priority in the wake of the COVID-19 pandemic, the cost-of-living crisis and housing crisis.

The Making Manchester Fairer strategy and approach are crucial drivers for this strategy, as all 8 thematic areas intersect with this strategies’ four principles.<sup>3</sup>

See [Appendix A](#) for more on the Making Manchester Fairer thematic areas.

We know that:

- Poor-quality and inaccessible housing is harmful to physical and mental health and widens health inequalities
- Unaffordable housing contributes to poverty and mental ill health and can lead to homelessness
- Poverty in Manchester is distributed unevenly, with certain groups and communities disproportionately affected.<sup>4</sup>

Homelessness and lack of housing security manifests in different ways for different communities and some communities are disproportionately affected. For example:

- There was a significant increase in Asian/Asian British and Mixed/Multiple ethnic groups owed a prevention or relief duty, with increases of 73% and 69% respectively over the last strategy period, compared to 51% for all applicants.<sup>5</sup> This translated into a significant increase in Mixed/Multiple ethnic group households in temporary accommodation, but for Asian/Asian British households an increase in temporary accommodation was only seen for families with dependent children.
- People owed a homeless duty in Manchester with recorded support needs of physical ill health and disability increased by 103% over the previous strategy period.<sup>6</sup> This is a major cause for concern as people with poor physical and mental health are more likely to present as homeless or end up in unstable accommodation settings. There is a lack of suitably adapted accommodation for people with disabilities both for temporary and settled accommodation.
- The number of children in temporary accommodation doubled over the previous strategy period, peaking at 4,424 in January 2023.<sup>7</sup> This contravenes the Making Manchester Fairer theme of giving children and young people the best start in life.

3 Source: [Making Manchester Fairer Plan](#)

4 This includes but is not limited to: communities experiencing racial inequalities, particularly Black, Bangladeshi and Pakistani residents; women, disabled people, older people, children and young people; and residents in certain spatial areas, particularly north Manchester, east Manchester and Wythenshawe.

5 Source: [Appendix 2 – The Equalities Data Table](#) from Communities and Equalities Scrutiny Committee – 10 October 2023

6 Source: Statutory homelessness statistics from [Homelessness statistics – GOV.UK \(www.gov.uk\)](#)

7 Source: Manchester City Council Homelessness Case Management System – Locata (HPA2)

Alongside this strategy, Equality Impact Assessments will analyse how the city's diverse or vulnerable groups are affected, to ensure there are no negative impacts upon our communities. Findings will be shared with partners to inform the development of service provision, as well as informing the strategy action plan and evidence-based interventions.

The ways in which different forms of marginalisation, prejudice and oppression can combine in certain contexts – known as 'intersectionality' – have in recent years become more widely acknowledged though still overlooked by many health researchers, policy makers and practitioners. For example, trans young people who have been rejected by their families and are consequently struggling to find somewhere to live, and trans young people from certain ethnic, cultural and/or religious backgrounds are likely to need more help.

Intersectional data tells a nuanced story that better reflects the overlapping experiences of peoples' everyday lives. An intersectional approach to data collection (both qualitative and quantitative) is fundamental to raise awareness, demonstrate where problems exist, challenge misinformation, galvanise communities and holds decision-makers to account. This can only be achieved in a meaningful way, which brings everyone on board, when intersectionality is embedded throughout the life journey of data, from its collection to use for action.

# Vision

It is a legal requirement for Housing Authorities to publish a strategy every five years as a minimum, having completed a review into current and future homelessness.

The Homelessness and Rough Sleeping Strategy 2024–27 has been co-produced with the Manchester Homelessness Partnership. All partners agree that the strategy must continue to set out the citywide vision to work towards **ending homelessness in Manchester**.

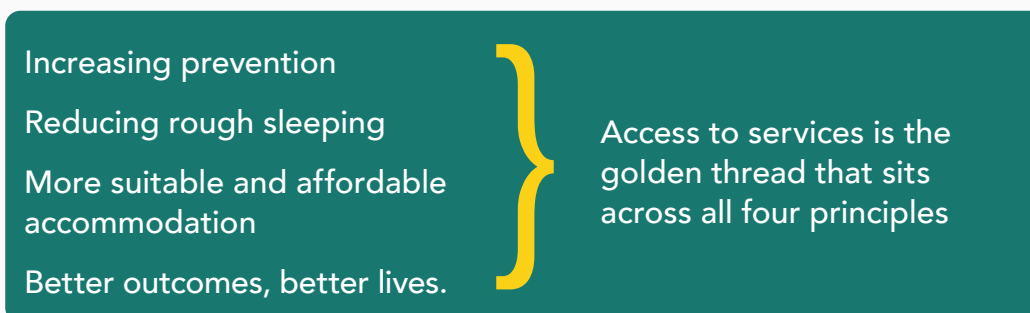
The strategy aims to make:

- Homelessness a **rare** occurrence: increasing prevention and earlier intervention at a community level
- Homelessness as **brief** as possible: improving temporary and supported accommodation so it becomes a positive experience
- Experience of homelessness **unrepeated**: increasing access to settled homes and the right support at the right time.

## A Place Called Home: principles for homelessness

The strategy is framed around the four principles of Manchester City Council’s Homelessness Transformation Programme (A Place Called Home). The principles offer a thematic and solution-focused response to working towards ending homelessness in Manchester.

More information on each principle is set out on pages (18–34).



### A Place Called Home: principles

Homelessness for any period of time can have a devastating impact on individuals and families.

The Council and partners across the city are absolutely committed in their mission to prevent homelessness in all its forms and to ensure residents have a place to call home.

## Access to services

Access to services has been identified as the golden thread, running throughout the four principles and will be a cross-cutting theme on the action plan.

Together we want to ensure that residents of Manchester have access to information, advice, and support. We want our residents to be able to access the right service(s) at the right time, via a 'no wrong door approach' and recognise the importance of a diverse range of access routes that reflect residents' differing needs.

How, when and where our residents access services are essential components of making all services inclusive. Things we will consider when reviewing or designing new services include:

- **How** – Developing multi-channel access points including face to face / telephone / video appointments, drop ins, webchat and a digital offer that meet the needs of diverse communities and actively tackle inequalities within the city. This includes overcoming language and other access barriers to deliver information and advice in accessible formats and ensuring that services are culturally competent and inclusive
- **When** – Developing access at the point of need and at times that meet diverse resident needs (including out of hours), as well as exploring opportunities to provide more upstream support in a preventative way
- **Where** – Exploring how to take support out into the community in order deliver services in places that people already visit such as schools, GP surgeries, and places of worship. This includes a spatial focus to delivery, that focuses resources in areas most impacted by inequality, and developing an offer that is responsive to the changing needs and demographics of the city.

We will be placing a stronger emphasis on understanding what is preventing or excluding people from accessing services e.g. settled address requirements, trust in services, language, and cultural-perceptions.

## Ways of working

We are continuously reflecting upon our ways of working. This involves reviewing who is 'round the table' via increasing diversity of representation on working groups, panels and boards etc. including people with lived experience of homelessness and a greater representation of those working with families.

The sector is learning from best practice to shape our ways of working, this includes:

**Manchester Homelessness Partnership's Coproduction Action Group** aims to consistently create space for the involvement of people accessing services at all levels of decision-making and delivery. The action group wants to make working in a co-produced way second nature for groups across the Manchester Homelessness Partnership and wider city, supportively and collaboratively addressing the power balance between people accessing services and those delivering them.

Over the next strategy period, the Coproduction Action Group aims to create co-produced training workshops and 'best practice' guides to support organisations in embedding co-production, and act as a welcoming and open space for people to come for advice and support on how to do this.

**Public Service Reform** – Manchester has an excellent track record of Public Service Reform (PSR). This is driving forward change within the Council and across the city, developing new ways of working and designing innovative service models. PSR is the long-term strategic approach to changing the way that the Council delivers services in the future to achieve improved outcomes for our residents. The intention is to provide a single, seamless resident journey – all ages, all-purpose – supporting every resident to thrive.

There are some key principles which inform PSR ways of working as we continue long-term work with partners to reform our public services. These include taking person centred and strengths-based approaches, putting community voice at the heart of service design and delivery, and multi-agency collaborative working.

**Case conferencing** – The Council is leading on a case conferencing approach which involves focusing on individual support and housing needs. The approach involves bringing together expertise through collaboration with internal and external partners to find the best solution for individuals. This has been particularly successful for cases requiring a multi-agency response in order to support households to secure new accommodation or retain existing accommodation. Hospital discharge, prison release and school-led panels have brought statutory and non-statutory services together to respond flexibly and creatively for our residents.

## National context

The landscape of homelessness is evolving quickly – shaped by the cumulative impact of austerity, welfare reform, COVID-19, cost-of-living increases, and the national housing crisis.

The enactment of the Welfare Reform Act 2012 has impacted the increasing number of people who have become homeless nationally via the following:

- Universal Credit – A single payment generally made direct to the applicant, which covers some or part of any housing costs. The failure of benefit rates keeping up with market rental values, may lead to rent arrears and can contribute towards the on-going cost of living crisis. For some households in temporary accommodation the Local Housing Allowance rates have been frozen at 2011 levels, therefore exacerbating issues around affordability
- The under-35 shared-room rate – which restricts more people to a very low rate as well as putting homelessness services under pressure to find affordable shared properties for people to move on to
- Underoccupancy charge – which reduces the maximum amount of rent people could be covered by Universal Credit or housing benefit
- The introduction of the benefit cap – which limits the overall amount that people can claim if they're unemployed by reducing their Universal Credit housing element.

Most recently, the cost-of-living crisis has resulted in more contributing factors, increasing the risk of homelessness and a lack of affordable housing has created a perfect storm for people who were already struggling with unrelenting pressure.

The following timeline highlights the key political, social, legislative, and economic changes since the publication of the last strategy. All of which – directly or indirectly – have contributed, or will contribute, to homelessness nationally: See [Appendix B](#) for full details.

| Year | Key changes   |
|------|---|
| 2018 | <ul style="list-style-type: none"> <li>– Homelessness Reduction Act</li> <li>– Rough Sleeper Initiative</li> </ul>  |
| 2020 | <ul style="list-style-type: none"> <li>– COVID-19</li> <li>– Local Housing Allowance rates frozen</li> </ul>  |
| 2021 | <ul style="list-style-type: none"> <li>– Domestic Abuse Act</li> </ul>  |
| 2022 | <ul style="list-style-type: none"> <li>– Unstable international conflict</li> </ul>   |
| 2023 | <ul style="list-style-type: none"> <li>– Renters Reform Act</li> <li>– Asylum case processing</li> <li>– Supported Housing (Regulatory Oversight) Act</li> <li>– Social Housing (Regulation) Act</li> </ul> |

Headline measures for homelessness and rough sleeping over the past five years (1 April 2018 to 31 March 2023) in England are as follows:

- **Homeless assessments** – the number of households assessed remained relatively stable between 70,000 and 80,000 per quarter
- **Temporary accommodation** – households in all types of temporary accommodation increased by 26%
- **Bed and breakfast accommodation:**
  - Households in bed and breakfast accommodation increased by 107%
  - Families in bed and breakfast accommodation for more than six weeks increased by 83%
- **Rough sleeping** – the single-night count of people sleeping rough decreased from 2018 to 2021, and then increased in 2022 by 26%.

There was a spike in use of bed and breakfast accommodation during the pandemic due to Everybody In, which reduced as soon as pandemic restrictions ended. However, nationally numbers in temporary accommodation and bed and breakfast accommodation have been increasing significantly.

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

It must be recognised that the national government holds the most significant power in preventing homelessness especially when it comes to legislation, policies, and funding.

Therefore, Manchester has the following specific asks of National Government:

- Immediately unfreeze and uprate Local Housing Allowance
- Lifting of the benefit cap and underoccupancy charge
- Paying the Homeless Prevention Grant in line with the agreed formula
- Allowing people who are seeking asylum the right to work
- Removing the shared room rate for under 35-year-olds
- Ending Section 21, no fault evictions
- Removing the subsidy loss for local authorities
- Fund local authorities and registered providers to build more social rent housing to ease the housing crisis
- Restricting privately sourced temporary accommodation to other options (eg. Home Office asylum use)
- Ensure Local Authorities are adequately funded to meet local pressures and demand.



# Greater Manchester context

Tackling homelessness and rough sleeping is a key priority for the ten local authorities in Greater Manchester that are covered by Greater Manchester Combined Authority (GMCA).

Manchester City Council and the Manchester Homelessness Partnership welcomes the Greater Manchester Prevention Strategy 2021–26 and supports its missions to prevent homelessness:

- Mission 1:** Everyone can access and sustain a home that is safe, decent, accessible and affordable
- Mission 2:** Everyone leaves our places of care with a safe place to go
- Mission 3:** Everyone can access good-quality advice, advocacy and support to prevent homelessness
- Mission 4:** People experiencing homelessness have respite, recovery and reconnection support
- Mission 5:** Homelessness is never an entrenched or repeat experience

The Greater Manchester Homelessness Programme Board and Greater Manchester Homelessness Action Network are examples of strategic homelessness forums that operate across the city region.

The GMCA strategic team complement and add value to work led by homeless services within each local authority area. This includes:

- **Housing First** – A partnership approach delivering a Housing First model to help find safe and secure accommodation for people facing multiple disadvantage
- **A Bed Every Night** – A cross-sector scheme aiming to provide a bed and personal support for anyone who is sleeping rough or at imminent risk of sleeping rough in Greater Manchester
- **GM Young Peron’s Homeless Prevention Pathfinder** – A programme aiming to prevent 18–35-year-olds from becoming homelessness, supporting them to sustain an existing tenancy or move into new accommodation whilst building a greater understanding of the pathways to homelessness to inform system wide change
- **Community Accommodation Service – Tier 3 (CAS-3)** – Co-commissioned by GMCA and Greater Manchester Probation Service, CAS-3 provides temporary accommodation for up to 84 nights for homeless prison leavers and assistance to help them move into settled accommodation
- **Restricted Eligibility Support Services** – Delivering legal advice and support (including training and volunteering) to non-UK nationals and those restricted from services due to their immigration status.

The Greater Manchester Trailblazer Devolution Deal (March 2023) provides GMCA with greater control than ever before and includes devolving £150 million brownfield funding to drive placemaking, housing, commercial development and urban regeneration that will support the delivery of 7000 homes over the next three years. In addition, there is £3.9 million to eliminate the use of bed and breakfast accommodation for homeless families in Greater Manchester.

A Good Landlord’s Charter will be co-produced with stakeholders across the housing sector and will reaffirm Greater Manchester’s commitment to deliver safe, decent, and affordable housing for all residents, and acknowledge that housing is fundamental to people’s health and wellbeing.

Some actions in the Manchester Homelessness and Rough Sleeping Strategy action plan will require a collaborative solution at a city region level however, as with National Government that are some specific asks of GMCA.

## Asks of GMCA

- Lead a funded programme of work to make better use of long-term vacant dwellings, bringing property back into residential use
- Regional Mayor to put forward a strong case to DLUHC to increase Homelessness Prevention Grant
- The Good Landlord Scheme (GLS) budget of £1.5 million to be used to strengthen and focus enforcement capacity to help redress enforcement resource constraints at a local authority level.

## Manchester Homelessness Partnership

The Manchester Homelessness Partnership upholds the vision to deliver real change for people who are homeless by using the assets of all partners in the city.

In 2016, members set in motion their cross-community approach to ending homelessness. Those visiting Manchester’s homelessness services from within the sector often express they are inspired by the city’s pioneering partnership approach.

The Partnership unites people with personal experience of homelessness, with organisations from different sectors to co-produce solutions to end homelessness. The Partnership influences and has connections with multi-disciplinary and strategic forums involving representation from Manchester City Council and the Greater Manchester Combined Authority.

- The Action Groups talk to the Manchester Homelessness Partnership Board and vice versa
- The Board then sponsors asks around systems change and removing barriers across the city.

The Action Groups operate an open membership and actively involve people who are or have been homeless in the planning, design and evaluation of services. The action groups tackle specific challenges that people who are homeless may face and offer a voice to women, LGBTQIA+ people, and those experiencing restricted eligibility or subject to immigration restrictions, which is not always heard.

The Board includes Manchester residents that have experienced homelessness, poverty, and exclusion, and consists of voluntary, community and faith organisations, statutory organisations and businesses with personal insight into homelessness.

# Key findings from the review of homelessness and rough sleeping in Manchester

The following findings are taken from the strategy review for the previous Manchester Homelessness Strategy 2018-2023. The review includes statutory homelessness statistics, rough sleeping snapshot statistics and rough sleeping management information submitted to Government (Department for Levelling Up, Housing and Communities – DLUHC).<sup>8</sup>

We understand the landscape of evidence held by statutory and non-statutory partners is vast. The Manchester Homelessness Partnership is developing approaches to improving data sharing, to support evidence-informed decision-making across the sector.

Headline measures for homelessness and rough sleeping in Manchester for the last strategy period<sup>9</sup> are as follows:<sup>10</sup>

## Homeless applications

Of the local authorities that submitted data, Manchester opened the highest number of homeless applications in England (6,660) between 1 April 2021 and 31 March 2022. The strategy period has seen an increase in the number of homeless applications opened in Manchester, with the number of cases assessed as being owed a homeless duty<sup>11</sup> following that trend.

## Reasons for loss of settled home

Manchester reflects the national trend in the reasons for loss of settled home.

The top five recorded reasons in Manchester are:

1. Family or friends no longer willing or able to accommodate
2. End of private rented tenancy – assured short-hold tenancy
3. Domestic abuse
4. Relationship with partner ended (non-violent breakdown)
5. End of private rented tenancy – not assured shorthold tenancy

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8 Source: Homelessness statistics from [Homelessness statistics – GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/homelessness-statistics)

9 Due to changes in national reporting and availability of data, the review covers a shorter timeframe. 'Strategy period' dates cover 1 April 2019 to 31 March 2023, rather than the full period covered by the previous strategy (1 January 2018 to 31 December 2023). Any other timeframes are otherwise specified.

10 Source: Statutory homelessness statistics from [Homelessness statistics - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/homelessness-statistics)

11 If households are assessed as being eligible for assistance and homeless, or threatened with homelessness then they will be owed a prevention or relief duty.

The categories above have remained the same over the strategy period, with slight fluctuation in order. 'Family or friends no longer willing or able to accommodate' has remained at the top of the list, and it increased significantly during the COVID-19 pandemic.

## People sleeping rough

The number of people sleeping rough<sup>12</sup> is either counted or estimated by local authorities across the UK between 1 October and 30 November each year. The number of people sleeping rough in Manchester has decreased from 123 people seen bedded down in one night in November 2018 to 58 people seen bedded in November 2022.<sup>13</sup>

Since November 2020, Manchester has also conducted bimonthly street counts (once every two months). The bimonthly count data shows that rough sleeping fluctuates seasonally – more people are found sleeping rough in the summer and fewer in winter.<sup>14</sup> A bimonthly count undertaken at the end of October 2023 showed there were 52 people sleeping rough in Manchester

Further review findings are included in the [four principles sections](#).

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12 People sleeping rough are defined as those sleeping or about to bed down in open air locations and other places including tents and make shift shelters. The snapshot does not include people in hostels or shelters, or those in recreational or organised protest, squatter or traveller campsites. The snapshot records only those people seen, or thought to be, sleeping rough on a single night. The snapshot does not include everyone in an area with a history of sleeping rough, or everyone sleeping rough in areas across the October to November period.

13 Source: Rough sleeping snapshot statistics from [Homelessness statistics – GOV.UK \(www.gov.uk\)](#)

14 Rough sleeping management information from [Homelessness statistics – GOV.UK \(www.gov.uk\)](#)

# The four principles

## 1. Increasing prevention

Supporting people at risk of becoming homeless and/or ensuring people at risk of homelessness can stay in their existing home or make a planned move to alternative accommodation

### Early help and prevention

We know there is more we can do to support our residents and stop them from tipping into crisis. Manchester services are being more pro-active by placing greater emphasis on early help and prevention.

In the context of homelessness, early help and prevention means supporting people in a range of circumstances before they might be considered (by themselves or those around them) at risk of becoming homeless. This also includes having access to the right advice at the right time. Some of the most common preventable pathways to homelessness include people who:

- Are in rent or mortgage arrears
- Have recently been issued a Section 21 notice – a no fault eviction notice
- Are living in accommodation with disrepair issues
- Are experiencing a relationship breakdown
- Are experiencing restricted eligibility or subject to immigration restrictions
- Are due to be discharged from hospital or leaving prison without accommodation arrangements.

Early help and prevention reduces impact on the individual, reflected in the lesser complexity of intervention required at an earlier stage, than if circumstances were to escalate and reach crisis.

### Manchester Communications Academy

Schools know all too well how housing issues can damage students' school life and the wider welfare of their whole families. All 17 local schools in our working group have many students whose families are homeless – or at risk of becoming homeless, in temporary accommodation or in poor rented housing.

That's why we've come together – with training from partners Shelter – to better understand housing systems and processes, so we can effectively 'triage' any housing issues our students' families are facing to get them fast, effective support to stop things getting worse and to minimize the impact on schooling.

In just one year we've set up direct referrals for close to 100 of our families to specialist partners in this working group including Shelter, the Council, Citizens Advice Manchester, Greater Manchester Tenants Union, homelessness prevention charity Mustard Tree and the Shared Health homelessness health support foundation.

**David is a great example we're proud to have supported.**

He was already a carer for his seriously ill mum, so preparing for GCSEs was tough. Then, on the day before his first exam, the family was forced into hotel accommodation.

The calm atmosphere David needed to revise and prepare had gone. During five weeks of exams, the family were moved into five different hotels as they waited for temporary accommodation.

These hotels were spread over Greater Manchester – far from the school where he was sitting his exams – yet another stress added to his young life at such a critical time.

We supported David and his family through this crisis as best we could. For instance, navigating new public transport routes from far-flung parts of Oldham and Salford to get to his exams was never going to be good for David's results – let alone the family finances – so we arranged a taxi to get him home and back into school again the following morning.

David is a brilliant example of the incredible strength and resilience our students show. We're so proud that despite all that was going on, this young man went on to receive a fantastic set of GCSEs that will improve his prospects and make him a valuable member of Manchester's workforce.

He is a great example of how homelessness is never an isolated problem – it always comes alongside other issues that our students and their families will be facing, including poverty, health concerns or family breakdown. Co-ordinating our approach and creating direct, speedy links to the right support is at least minimising the complex impact that housing need has on families like David's.

### Prevention of homelessness

The prevention of homelessness is defined as ensuring people at risk of homelessness can stay in their existing home or make a planned move to alternative accommodation.

Alternative accommodation must be:

- Suited to the households' needs (see [page 26](#) on housing needs)
- Affordable (see [page 26](#) on affordable accommodation)
- A medium-long term solution. Accommodation must be suitable for a minimum of six months
- Safe. The Council and some registered providers operate a Sanctuary scheme/Target Hardening schemes that makes the victim/survivors home more secure, so they feel safer and don't necessarily have to move homes)
- Include a support offer if required (see [page 28](#) on support offers).

Homelessness can sometimes be prevented when the individual stays with family and friends, whilst other accommodation and/or support arrangements are being made. This is a short-term solution and therefore not included in the list above.

Many existing services are pivoting their service focus upstream towards preventative outcomes. Prevention work heavily relies on a range of specialist support and advice across Manchester, including a range of specialist support from partners including social housing providers, voluntary, community and faith organisations. Prevention solutions need to be person-centred and are best-placed embedded in communities via organisations that residents trust.

Many services, both within the Council as well as external, are best placed to identify early signs and triggers which could lead to someone becoming homeless. Knowing the signs and having clear referral routes into specialist accommodation and support services is imperative to improving prevention-based outcomes.

In instances where homelessness is prevented, it is critical that residents receive continuity of support services, allowing them to sustain tenancies and live independent lives.

### **Housing Solutions Service**

University student Maria shared her privately rented home with her daughter and dependent brother. When her landlord sent an eviction notice for rent arrears, she came to Housing Solutions for help.

The arrears had built up when Maria was switched from housing benefit to Universal Credit, leaving her owing nearly £2,000.

Housing Solutions worked with Maria and her landlord on how to stop the eviction – which the landlord agreed to do if the arrears could be cleared.

A detailed income and outgoings plan helped clarify Maria's position. It showed she would struggle to offer the landlord an acceptable repayment plan.

But thanks to the Homelessness Prevention Fund – which can be used to stop evictions with one-off payments for qualifying tenants – Maria was able to pay some of her arrears at once and offer a repayment plan to the landlord for the remainder.

The landlord agreed, and renewed Maria's tenancy for a further 12 months.

Housing Solutions' support didn't stop there: we future-proofed Maria's tenancy by correcting her benefits to make sure she can afford her rent in future.

This thorough and timely approach to housing problems has not only prevented three people becoming homeless, it has given Maria's dependents more security and Maria herself now has the stability and peace of mind she needs to complete her university studies and become part of Manchester's high-skill workforce.



**Increasing Prevention review findings:**

Manchester opened more homeless applications at the relief duty than prevention duty, indicating a weighting towards cases where it was deemed homelessness could not be prevented.<sup>15</sup> This pattern is close to the national average, however local authorities such as Leeds have much lower relief duty figures, this could be interpreted as showing they have focused more on prevention activities.

- Manchester is currently working towards achieving higher homeless prevention outcomes. The Prevention Action Group meets monthly and is attended by organisations who can contribute their knowledge and experience to achieve positive outcomes on an operational level as well influencing strategic change in their organisation
- End of private rented tenancy (assured shorthold tenancy) is on track to become the top recorded reason for loss of settled home. This upwards projection follows a sharp decrease in cases due to legislative changes in response to COVID-19, including a ban on evictions, but cases have steadily recovered, exceeding pre-pandemic levels, and are on track to become the top reason for loss of settled home
- Manchester calls for Government to end Section 21, no fault evictions.

In instances where homelessness was prevented,<sup>16</sup> there was an even split between people staying in their existing accommodation and finding new accommodation. When new accommodation is found, this is more often in the private rented sector than the social rented sector.

(See [page 26](#) on increased use of the private rented sector and the Good Landlord’s Charter).

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15 H-Click homelessness data – [Homelessness statistics – GOV.UK \(www.gov.uk\)](#)

16 Prevention duty discharges resulting in a settled accommodation outcome.

## 2. Reducing rough sleeping

Providing a range of advice, accommodation, and support services to people sleeping rough so they can move away from the streets and access and sustain long term, settled accommodation

Rough sleeping is perhaps the most visible form of homelessness and can have long term detrimental impacts on an individual's health and well-being. Reducing rough sleeping and breaking the cycle of homelessness requires the right support at the right time to help people make the transition from the street into settled accommodation. We aim to do this by quickly identifying those people who are sleeping rough, helping them into accommodation, and putting in place longer term support so that they are less likely to return to the streets.

The needs of people experiencing long-term homelessness and those new to rough sleeping can be different and require a different response. For those people new to rough sleeping, a quick response is needed to get them into accommodation and linked in with advice and support to prevent them from becoming entrenched in rough sleeping.

Many people with prolonged or repeat experiences of rough sleeping may face a range of complex health and social issues, which are likely to get worse the longer they are street homeless. They may need support around substance misuse and mental health, often at the same time. Some will have a diagnosis of cognitive impairment that affects their social functioning and decision making, and multiple experiences of harm, exclusion and adversity often means an inability to engage with mainstream services.

Collaboration, partnership, and multi-agency working is at the heart of our work to reduce rough sleeping, involving amongst others health services, housing providers, and the voluntary, community and faith sectors. An effective response requires a range of agencies coming together in a coordinated way, delivering advice and practical support as well as wrap around, personalised support to enable long term recovery.

### Street Engagement Hub

The Hub is a partnership of voluntary organisations, the Council, the police and other key agencies giving practical support and advice for people on Manchester's streets who may be homeless or sleeping rough. This includes:

- Basic wound care
- Mental health support
- Alcohol and drug use support
- Support applying for identification and bank accounts
- Accommodation
- Moving from begging to selling the Big Issue
- Referral to other organisations
- Money and debt advice
- Providing a safe space.

Voluntary partners at the Street Engagement Hub currently include Coffee4Craig, Riverside, Mustard Tree, St John Ambulance, and the Big Life Company.

**Mustafa**

We first met Mustafa, a refugee from Sudan, at the hub in 2022. What happened to him in Sudan left him with post-traumatic stress disorder and he has real trouble trusting anyone. For instance, he often won't sign paperwork – which has stopped his housing payment claims.

So, he's slept rough for several years in Manchester, and despite being offered accommodation, he rarely stays anywhere for long. His English isn't great, and engagement with him has been on-and-off.

But Mustafa has always worked well with ASBAT (Antisocial Behaviour Action Team), and he's built a level of trust which recently meant the team could refer him to the multi-agency prevention and support service (MAPS) for residents with complex support needs who are aren't getting the right help, despite lots of contact with different services.

Thanks to an Arabic-speaking, dedicated worker at MAPS, Mustafa is now developing a support package that he thinks would work for him. It's early days, but with frequent lifts to the HUB thanks to the ASBAT team and the police – the outlook for Mustafa is looking more positive.

**Ryan**

We'd seen Ryan once at the Hub in 2022, but he'd never returned for any of the support offered.

He arrived in Manchester as a student four years before, but gradually fell out of education and into drug addiction, and for the past three years he'd been sofa-surfing, and more recently sleeping rough in the Hulme area.

We'd recently had reports of rough sleepers around the Mancunian Way in Hulme and during one of our Wednesday outreach sessions we found Ryan sleeping under the flyover. We invited him to come to the HUB the following day and he turned up to take advantage of six different services on offer!

By the time Ryan left us that day he'd had an appointment to re-instate his benefits, an offer of accommodation, a 'script' from Change Grow Live who work with anyone looking to make positive changes to their drug use, a wound on his knee seen to by St John Ambulance and he'd attended a probation appointment, as well as signing up with homelessness prevention charity Mustard Tree for a food parcel.

We know help is most effective if people on the street are identified and engaged with quickly and assertively, as well as the importance of establishing trusting relationships with those who are the most vulnerable and entrenched. The Council's Rough Sleeping Support Service, working closely with partners, will continue to deliver an effective, flexible street-based outreach service to ensure that people spend as little time as possible on the streets, and that they can access accommodation and the tailored support that they need. The team consists of Outreach Engagement Officers, Navigators, Housing Solutions Officers, and Social Workers who will conduct crucial safeguarding work and complete Care Act assessments with people.

**Social Worker Fiona's view**

George has been homeless, on and off, for almost 20 years. He's 71 years old, has no drug or alcohol issues and in recent years has been sleeping at the Airport, spending his days in St Ann's Square or the Library. Despite attempts, he was distrustful of services and wouldn't engage.

About six months ago I opened a social work case on George and began trying more proactively to engage with him, seeking him out at the Library or the Airport. I'd try telling him his housing options, but he'd always just say, "I'm sorting it".

George has some health problems and was registered with Urban Village, the medical practice specialising in health for homeless people, but even when the GP bus was outside the library, he wouldn't go in.

I kept persisting, and finally, a couple of months ago, I bumped into George outside the Town Hall. He had all his worldly belongings in one bag-for-life. He said, "Could you help me a bit?"

I knew that if he went into homeless accommodation I'd lose him again – he'd been there before and didn't feel safe. I went straight to Tesco and got him a phone to keep us in touch this time. I then booked him into a Travel Lodge for a few days while I quickly tried find him an over-55's neighbourhood apartment. We got one that was fully furnished – but only available for six weeks.

George seemed overwhelmed by all this and for the first time started to open up and trust me.

He told me how he'd been severely sexually abused as a child. He said he'd always lived with his mum but when she died, he lost the family home.

A few weeks later – a lucky break – I managed to secure a permanent tenancy for George at the same accommodation he was already settling into! I liaised with Manchester's great homeless charities and the Council's welfare provision, and we furnished his apartment with everything he needs, including a new fridge and cooker.

This has been a huge transition for George, and he's had some ups and downs, but he's now settled and has friends in his new home who he likes to have breakfast with.

He's rung me every day since then, saying things like "Fiona, I'm just smiling my head off!"

George is also now going to the GP every week to get his health sorted. He's organised his own bills and a bus pass – he's self-caring and loves to cook. He tells me he just gets into bed every night and just chuckles.

We have identified 66 people in Manchester (the Target Priority Group) who have been sleeping rough for long periods of time and present with complex support needs and are experiencing multiple disadvantages. This group, and many other people sleeping rough, often have a history of failed tenancies or recurrent stays in temporary accommodation, and we need to identify the right housing and support solutions for them that will lead to recovery

and long-term independence. There are existing pathways into longer-term supported housing such as the Protect Programme, Housing First, commissioned Housing Related Support, and the Rough Sleeping Accommodation Programme, which can provide people with intensive, wrap around support, and support that follows them between accommodation placements.

But we know there is a need for additional, longer term supported housing schemes, including accommodation that is accessible to people with limited mobility, and more women-only provision. The lack of appropriate accommodation, including longer term settled housing, can act as a barrier to getting people off the streets. We also recognise that there are gaps in specialist mental health provision for homeless people.

### Reducing rough sleeping review findings:<sup>17</sup>

Throughout the previous strategy period, around a third of people sleeping rough each financial quarter have been new to sleeping on the streets. The remaining two thirds are already known to Manchester City Council's Rough Sleeping Support Service. However, the number of new people sleeping on the streets has increased, showing the need for early intervention and prevention.<sup>18</sup>

- Manchester City Council and partners are increasing efforts to identify those at risk of sleeping rough, and provide them with advice so that we can prevent people from sleeping rough in the first place. For example, Manchester City Council took part in a pilot for a rough sleeping risk assessment tool and is embedding this into the Housing Solutions Service to identify and offer extra support for people at high risk of rough sleeping
- The Rough Sleeping Support Service co-ordinates a weekly multi-disciplinary team meeting to discuss plans for people new to sleeping rough and has developed new pathways into private rented sector accommodation for people with low support needs. A rapid, off the street accommodation offer is in place to minimise the time people are on the street
- Manchester is leading the way in accommodating and supporting people who are not eligible under homelessness legislation, as well as refugees who were recently granted leave to remain from an area outside of Manchester. The Rough Sleeping Support Service has developed pathways into the private rented sector for refugees sleeping rough in Manchester and is working with local community groups to improve opportunities for people recently granted leave to remain.

Around 15% of people seen bedded down are female. However, we know this is likely to be an underestimate, as women are more likely to remain hidden when sleeping rough.

- In September 2023 Manchester took part in the women's rough sleeping census. Findings from this will reveal the true scale of women's rough sleeping in Manchester and inform the design of outreach, accommodation and support services for women going forward.

The age profile of people found sleeping rough has got younger: the most common age groups are now 25–35 and 35–45 (previously 35–45 and 45–55). Housing options for this group are limited due to lower Local Housing Allowance rates for people aged under 35.

<sup>17</sup> Source: Unless otherwise specified, these statistics are taken from the GMCA rough sleeping case recording system, GM Think

<sup>18</sup> Source: Rough sleeping management information from [Homelessness statistics – GOV.UK \(www.gov.uk\)](https://www.gov.uk/homelessness-statistics)

### 3. More suitable and affordable accommodation

#### Increasing access to settled homes for people at risk of, or experiencing homelessness

Relieving homelessness under this principle starts with increasing access to settled homes. (See [page 4](#) for delivery and allocation of new homes in Manchester).

Settled homes (including temporary accommodation, social housing, or private rented sector properties) must be:<sup>19</sup>

- **Suited to the households' needs** – Space and arrangement, for households with particular medical and/or physical needs, social considerations etc.
- **Affordable to the household** – Accommodation needs to be financially sustainable, taking all financial resources available into account
- **A medium-long term solution** – Accommodation must be suitable for a minimum of six months
- **Accompanied with a support offer if required** – eg. floating support, housing related support, resettlement support etc.
- **Of good quality** and compliant with national standards and guidelines.

The Council strives to rehouse individuals and families close to their support networks in Manchester, however it is not always safe or feasible to do so. Accommodation options are always approached on a case-by-case basis.

Manchester is undertaking an internal Housing Needs Assessment to ascertain the different types, sizes and number of homes needed in the city. Findings will inform the Enabling Independence Accommodation Strategy, which sets out a partnership approach to improving housing with care and support options to meet people's needs and better enable their independence. The Housing Needs Assessment will calculate a pipeline of additional homelessness accommodation including evidenced need for homelessness accommodation alongside learning disability, autism, mental health, Extra Care and care leaver accommodation.

Manchester is already making greater use of its private rented sector. The Council has changed the Allocation Policy to enable households to take a private rented sector property and keep their banding on the housing register, thereby freeing space within temporary accommodation. Feedback from residents who have experienced homelessness revealed interest in greater use of the private rented sector to relieve homelessness but voiced scepticism around private landlords and housing conditions. It is anticipated the Good Landlord's Charter may support increased appropriate use of the private rented sector across Greater Manchester, as a solution to relieving homelessness.

There is a need for emergency accommodation and temporary housing provision to continue moving people through homelessness as quickly as possible. Bed and Breakfast accommodation (a type of temporary accommodation) is never classed as suitable for people

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<sup>19</sup> The [Homelessness code of guidance for local authorities](#) gives national guidance.

with family commitments. A study undertaken by Shared Health Foundation for states that 'Children living in [temporary accommodation] are at greater risk of suffering from poor health, social and educational outcomes, with indirect consequences to their emotional well-being and mental health.'<sup>20</sup> The action plan will take a closer look at the experience of homelessness for children and families.

### **Morning Star**

Bed and breakfast accommodation (B&B) is known to be one of the least suitable options for those in housing need, often lacking kitchens or private bathrooms. Efforts are made not to use B&Bs routinely or for long periods, and the Council is developing a range of alternatives, inviting partners – such as the charitable organisation Caritas – to run the accommodation.

In 2022 the Council worked with Caritas to develop this kind of new alternative to B&B accommodation at its Morning Star hostel. The aim was to reduce numbers of single homeless people in unsupported B&Bs and instead provide high-quality, supported accommodation giving those in priority need support to move on to a permanent home or longer-term supported accommodation more quickly.

For this programme, Caritas upgraded 20 rooms in its hostel for single homeless men in priority need. Along with more en-suite bathrooms, a new self-catering kitchen, refurbished bedrooms and an outdoor gym and allotment garden, Caritas built support offices and staffed them with a new team trained in complex needs, strengths-based working, and reducing evictions.

#### **Mr A was one of their first residents.**

He'd become homeless when his relationship broke down and his poor health put him in priority need, but he'd gone into a B&B where he spent over a year with limited support.

One day he dropped into the Caritas Cornerstone Day Centre. Staff helped him with practical things including laundry, food parcels, and hot meals.

He'd lost weight due to his living conditions which had affected both his physical and mental health. Cornerstone staff knew of a vacant room at Morning Star's new scheme and asked Mr A if he'd like to transfer there. He was very keen, and the Council helped organise his move on the same day.

Mr A's support at Morning Star meant he could register with the on-site GP and see the visiting nurse and mental health worker. At Cornerstone he joined in several activities and soon reported an improvement in his mental health.

He met regularly with his support worker at Morning Star and together they applied for longer-term supported housing for him. He has now successfully moved on but still enjoys the activities and support at Cornerstone – continuity that he finds very beneficial.

When he gets his own tenancy, this continuing homelessness prevention support at Cornerstone will help make sure that Mr A doesn't become homeless again.

<sup>20</sup> Source: '[Call for evidence findings: summary, analysis of themes and call to action](#)', APPG for Households in Temporary Accommodation

### Support offers

There is a wide range of support available for singles, couples and families experiencing various forms of homelessness. This includes, but is not limited to support via:

- Housing Related Support in commissioned accommodation
- Accommodation Support in hostels
- Floating Support in dispersed temporary accommodation
- Resettlement support in private rented sector/registered social landlord tenancies
- Wrap around, multi-agency support for people sleeping rough – which is fixed to the person, not accommodation.

Advice services and specialist support services is delivered by in-house support workers, commissioned providers and partners across Manchester.

### Accommodation pathways

The current lack of suitable and affordable accommodation provides a challenge for the sector, resulting in some individuals and families deemed ready to move on, being stuck in temporary accommodation, supported housing or in hospitals.

#### Accommodation for Ex-Offenders

##### Jamie

The Accommodation for ex-Offenders (AfEO) programme aims to reduce reoffending and homelessness by supporting ex-offenders who might otherwise become homeless to get a privately rented home.

Manchester has the best national AfEO results, with 157 private rentals in 2022/23.

Jamie was one of last year's success stories. He's now independently managing his own tenancy close to his family. Here's our checklist of how we got him there:

- we developed a rapport with Jamie, building a trust-based relationship.
- we helped him identify his needs, gave advice and referred him to the right services.
- we helped fix some financial difficulties, registered him with a foodbank and gave him budgeting advice
- we referred Jamie to the homelessness prevention charity Mustard Tree for a £60 voucher for essentials
- we supported regular contact with his Probation Officer around risk and substance misuse issues.
- Jamie made regular contact with his landlord to make sure there were no issues.
- we listened when Jamie said he'd like to live closer to his support networks and helped him get on the housing register where the independent living skills he'd developed with us helped him get the home of his own, close to family and friends, that he wanted.



**More suitable and affordable accommodation review findings:**

Compared to other Core Cities<sup>21</sup>, Manchester has the highest number of temporary accommodation per 1,000 households: an increase of over 50% during the strategy period. However, Manchester is currently reducing the number of people in bed and breakfast accommodation, while other local authorities are increasing it in the current climate.

The number of children in temporary accommodation doubled over the previous strategy period, peaking at 4,424 in January 2023. As of the end of June 2023, the number in Manchester has decreased to 3,830, a reduction of 13% since January 2023. Bed and Breakfast accommodation (a type of temporary accommodation) is never classed as suitable, especially for children and families.

On 3 October 2022, there were 12,806 long-term vacant dwellings across Greater Manchester, demonstrating a wasted housing resource across Greater Manchester.<sup>22</sup>

An ask of Greater Manchester Combined Authority is to lead a funded programme of work to make better use of Long-term vacant dwellings back in to use.

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21 Core Cities include: Belfast, Birmingham, Bristol, Cardiff, Glasgow, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield

22 Source: Local authority housing data – [www.gov.uk/housing-local-and-community/housing-and-communities](https://www.gov.uk/housing-local-and-community/housing-and-communities)

## 4. Better outcomes, better lives

Ensuring we redress structural and systemic inequalities which might require us to equalise access to services to ensure equal opportunity across our communities.

Drawing on the Making Manchester Fairer framework, better outcomes better lives is about removing inequalities to achieve a fairer Manchester – where people at risk of, or experiencing homelessness have the best chance of better life outcomes.<sup>23</sup>

Better life outcomes include:<sup>24</sup>



**Giving children and young people the best start in life.**



**Lifting low-income households out of poverty and debt.**



**Cutting unemployment and creating good jobs.**



**Preventing illness and early death from big killers – heart disease, lung disease, diabetes and cancer.**



**Improving housing and creating safe, warm and affordable homes.**



**Improving our environment and surroundings in the areas where we live, transport, and tackling climate change.**



**Fighting systemic and structural discrimination and racism.**



**Strengthening community power and social connections.**

The better outcomes, better lives principle is about creating homelessness services that are equitable – services which are:

- Strengths based
- Person centred
- Trauma responsive
- Culturally safe and responsive
- Anti-racist
- Accessible.

<sup>23</sup> Source: [Making Manchester Fairer: Tackling Health Inequalities in Manchester 2022/2027](#)

<sup>24</sup> Making Manchester Fairer identifies eight themes we need to take action on to tackle health inequalities.

### **LGBTQ A Bed Every Night Service: Tom Takes Back control**

Tom arrived at our specialised LGBTQ supported accommodation, quiet and timid, struggling with a drug habit, in need of support with housing and mental health. To fund his habit, he'd been engaging in sex work. His situation was precarious, and he needed support to break this cycle and get back control of his finances and life.

Tom's support started with budgeting and organising his finances. Accommodation staff worked closely with him to create a budget plan, ensuring sufficient funds for bills, household essentials, and food.

After a few months living there, Tom had his money under control. He no longer felt the need to continue sex working and stopped socialising with the people introducing him to drug use.

TOM was transforming from the quiet and timid individual we first met, into a more confident person with clear goals. With our help, Tom was reassessed for ADHD – the attention deficit hyperactivity disorder he'd been diagnosed with as a child. We supported him to contact a GP about his mental health concerns, resulting in proper medication and counselling.

Over his two years with us Tom made remarkable progress and successfully moved to a non-supported 'next-steps' home – while keeping his essential support in place. Here he also benefits from support from BeWell whose non-medical approach to support suits his developing sense of community and helps keep him feeling well and connected. We also arranged a HumanKind referral for Tom – guidance and emotional support for those with complex health needs.

With his finances stable thanks to Personal Independence Payments and Universal Credit, Tom is actively looking for his own independent tenancy with minimal future support needs.

His journey from supported to non-supported housing is testament to his determination and the support from accommodation staff. Through careful budgeting, personal development, and improved mental health management, Tom has made significant strides towards achieving independence and self-sufficiency. His success story serves as an inspiration and demonstrates the positive impact of holistic support in transitional housing.

We look forward to seeing Tom thrive in his new living arrangements and continue his journey towards a bright and independent future.

The better outcomes better lives principle recognises and is focused on communities and individuals who are disproportionately affected by homelessness or whose experience may be noticeably different from others.

Homelessness and lack of housing security manifests in very different ways for communities, and individual circumstances affect people's ability to find suitable housing and to remain housed. The banner of better outcomes better lives is fairly new to Manchester's homelessness sector, but its ways of working are clearly visible via:

- **Research into our communities** – Including a Joint Strategic Needs Assessment Topic Report on Homelessness and Health, Communities of Identity report, LGBTQIA+ Communities Deep Dive
- **Multi-agency collaboration** – Working in partnership with all sectors including Adults Services, Early Help, Children and Families Services, all health services, housing, homelessness, and the Voluntary, Community, Faith, and Social Enterprise (VCFSE) sector
- **Training** – Joint training with partners (mentioned above).

There is more exploratory work to be done around homelessness pathways of known groups including care leavers, refugees and asylum seekers, non-UK Nationals, women, Black and Asian households, ill-health/vulnerable patient groups, LGBTQIA+ people and people with disabilities. Any findings will support future service provision.

The Making Manchester Fairer principles for delivery will play a role in developing services that have a:

- Proportionate universalism and focus on equity
- Respond to and learn from impact of COVID-19
- Tailor to reflect the needs of Manchester
- Collaboration, creativity and whole system approach
- Monitor and evaluate to ensure we are making Manchester fairer – narrowing gaps within Manchester as well as regional and national averages
- Take a life course approach with action on health inequalities starting before birth and right through to focus on ageing and specific needs of older people.

### **A Bed Every Night Women’s Service: Ann and Her baby**

Nine-weeks pregnant Ann was referred to the female-only A Bed Every Night scheme from hospital where she was having leg surgery after being hit by a car.

She’d been rough sleeping in the city centre and there were concerns about her mental health, earlier suicide attempts, levels of substance misuse and dependence on prescription medication.

In addition, Ann had a history of domestic abuse with various perpetrators and had been referred to safeguarding. An assault by an ex-partner was discussed at MARAC – a multi-agency risk assessment conference where information is shared on the highest risk domestic abuse cases.

All these factors contributed to Ann’s chaotic lifestyle and were the catalyst for six months of concentrated support from accommodation staff and Ann’s support agencies, which started with referrals to a specialist midwife and children’s services.

Working closely together, each support element had a tailored plan for Ann, with clear objectives and regular reports.

Her unborn child was already being supported too – with child protection planning from all the agencies involved including children’s services, the homeless mental health team, specialist midwives, Manchester’s thriving babies scheme which intervenes and supports at an early stage potentially vulnerable prospective parents, Change, Grow, Live, who work with those looking to make positive changes to their drug use, and, of course, the accommodation staff themselves.

Ann responded positively to this cohesive support and settled into her accommodation with regular visits from professionals.

As Ann progressed through her pregnancy, she reached a point where children’s services and the core agencies felt that she’d be able to care for her baby in appropriately supported family accommodation. Accommodation staff worked with the Council to secure Ann a place at a local family unit, and she moved there in her 33rd week of pregnancy.

Ann continues to work with agencies and has ongoing staff support at her new home. When it is born, both Ann and her baby will have the maximum opportunity to thrive together with child protection measures and tailored support continuing through their first years together.

### Better outcomes better lives review findings:<sup>25</sup>

The top three support needs<sup>26</sup> of people owed a homeless duty in Manchester and the percentage increase since 2018:

| Position | Support need                                 | Increase |
|----------|--|----------|
| 1        | History of mental health problems            | 56%      |
| 2        | Physical ill health and disability           | 103%     |
| 3        | At risk of or has experienced domestic abuse | 97%      |

People owed a homeless duty in Manchester with recorded support needs of physical ill health and disability increased by 103% over the previous strategy period.<sup>27</sup> This is a major cause for concern as people with poor physical and mental health are more likely to present as homeless or end up in unstable accommodation settings. There is a lack of suitably adapted accommodation for people with disabilities both for temporary and settled accommodation.

<sup>25</sup> Source: Statutory homelessness statistics from [Homelessness statistics – GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/homelessness-statistics).

<sup>26</sup> Where a local authority is satisfied that a homeless applicant is eligible and either homeless or threatened with homelessness, it must complete a ‘holistic and comprehensive’ assessment of their needs, including support needs.

<sup>27</sup> Source: Statutory homelessness statistics from [Homelessness statistics – GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/homelessness-statistics)

The top three increases in support need recorded:

| Position | Support need         | Increase |
|----------|----------------------|----------|
| 1        | Old age              | 225%     |
| 2        | Care leaver aged 21+ | 125%     |
| 3        | Former asylum seeker | 121%     |

Alongside this strategy, Equality Impact Assessments will analyse how the city’s diverse or vulnerable groups are affected, to ensure there are no negative impacts upon our communities. Findings will be shared with partners to inform the development of service provision, as well as informing the strategy action plan and evidence-based interventions.

(See [page 6](#) for more information on Making Manchester Fairer strategy and approach.)

# What next?

We are proud to say this strategy has been co-produced with Manchester City Council services and the Manchester Homelessness Partnership, including the Voluntary, Community, Faith, and Social Enterprise (VCFSE) sector.

We accept that homelessness is an everchanging landscape, bringing new challenges all the time, and that making homelessness entirely a thing of the past may not be achievable in the lifetime of this strategy – nonetheless, working towards ending homelessness in Manchester is the vision we strive for.

## Action plan

The Manchester Homelessness and Rough Sleeping Strategy 2024-27 is supported by a dynamic three-year action plan:<sup>28</sup>

- Dynamic by design – flexible and resilient to the changes that will occur during the course of the strategy
- Dynamic in its implementation – capturing activity across the city, by Council services, and public and voluntary sector partners.

The action plan is owned by all Manchester City Council services, and public and voluntary sector partners, via the Manchester Homelessness Partnership.

The action plan follows national guidance and legislation, in that actions can be split into three key areas:

- What can the Council do
- What can other public bodies do
- What can the voluntary sector do.

We expect many actions will involve collaboration and partnership work between one or more of the above, as well as across different sectors.

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<sup>28</sup> The action plan is being developed at the point of publication. Partners have agreed to review actions in April 2024 before launching the action plan.

# Appendix

## Appendix A

### Making Manchester Fairer – Delivery plan themes and principles

| Themes   | Principles for delivery  |
|--|--|
| <ul style="list-style-type: none"> <li>– Poverty, income and debt</li> <li>– Work and employment</li> <li>– Prevention of ill health and preventable deaths</li> <li>– Homes and Housing</li> <li>– Places, transport and climate change</li> <li>– Systemic and structural racism and discrimination</li> <li>– Communities and power.</li> </ul> | <ul style="list-style-type: none"> <li>– Proportionate universalism and focus on equity</li> <li>– Respond to and learn from impact of COVID-19</li> <li>– Tailor to reflect the needs of Manchester</li> <li>– Collaboration, creativity and whole system approach</li> <li>– Monitor and evaluate to ensure we are making Manchester fairer – narrowing gaps within Manchester as well as regional and national averages</li> <li>– Take a life course approach with action on health inequalities starting before birth and right through to focus on ageing and specific needs of older people.</li> </ul> |



## Appendix B

Heading needed for accessibility

| Year | Heading needed here  |
|------|--|
| 2018 | <ul style="list-style-type: none"> <li>– <b>Homelessness Reduction Act</b> – introduced new legal duties, including the prevention and relief of homelessness and the development of Personal Housing Plans. The Act places a duty on assisting more single people experiencing homelessness and ensuring they receive help</li> <li>– <b>Launch of the Rough Sleeper Initiative</b> – key funding programme to reduce incidences of rough sleeping by funding additional bed spaces and tailored support. This includes helping individuals find work, manage their finances and access mental and physical health services</li> </ul>  |
| 2020 | <ul style="list-style-type: none"> <li>– <b>COVID-19</b> – led to embargo on evictions, and once lifted led to an increase in the number of homeless applications</li> <li>– <b>Local Housing Allowance</b> – the Local Housing Allowance rates have been frozen since April 2020 and no longer covers the true cost of renting in the private sector</li> </ul>   |
| 2021 | <ul style="list-style-type: none"> <li>– <b>Domestic Abuse Act</b> – grants ‘priority need’ to people who are homeless as a result of being a survivor of domestic abuse and Councils have a duty to find accommodation for people who are homeless as a result of domestic abuse</li> </ul>   |
| 2022 | <ul style="list-style-type: none"> <li>– <b>Unstable international conflict</b> – has led to an increase in migration to the United Kingdom from Afghanistan, Ukraine and via the asylum route. This has led to increased demand for housing in areas of the country where people want to settle and places greater pressures on an already limited resource</li> </ul>  |
| 2023 | <ul style="list-style-type: none"> <li>– <b>Renters Reform Bill</b> – proposed Abolition of Section 21, which has still not been implemented, is leading to a rapid rise in homeless applications and Section 21 notices</li> <li>– <b>Asylum case processing</b> – the increasing number of expected asylum seekers will result in a higher number of homeless applications being taken from people given leave to remain. This may potentially result in an increase in the number of people sleeping rough with no leave to remain</li> <li>– <b>Supported Housing (Regulatory Oversight) Act</b> – broadly welcomed but capacity and resources are key to delivery. A key requirement of the Act will require local authorities to produce a supported housing strategy</li> <li>– <b>Social Housing (Regulation) Act</b> – broadly welcomed but capacity and resources are key to delivery as the Act involves increased regulation of social landlords (including local authorities) and to hold landlords to account with regular inspections.</li> </ul> |



**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 December 2023

**Subject:** Avoidable Single Use Plastic Free by 2024: Action Plan

**Report of:** The Deputy Chief Executive and City Treasurer

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### Summary

Manchester City Council has made a commitment to eradicate avoidable single-use plastic (SUP) on the public estate, along with influencing in order to change behaviour across the city by December 2024.

This report provides an update on work being undertaken across the Council on Single Use Plastics (SUPs) as part of action within the Council's Climate Change Action Plan 2020-25, which includes work to develop the 'Avoidable Single Use Plastic Free Action Plan' and 'Single Use Plastics Policy'.

### Recommendations

It is recommended that the Executive endorse the approach set out in the 'Avoidable Single Use Plastic Free Action Plan' – referred to as SUP Action Plan in this report – and the Single Use Plastics Policy.

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### Wards Affected - All

|   |  |
|---|--|
| <p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>                              | <p>The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25</p>   |
| <p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p> | <p>Actions set out in the Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of climate action across the city, focusing on the areas such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.</p> |

| <b>Manchester Strategy outcomes</b>   | <b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>  |
|---|---|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this will give the city opportunities in the green technology and services sector.                                     |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport, improved air quality and easy access to green spaces.   |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | Becoming a zero carbon city will help to make the city a more attractive place for people to live, work, visit and study.   |
| A connected city: world class infrastructure and connectivity to drive growth                                     | A zero carbon transport system would create a world class business environment to drive sustainable economic growth.  |

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

It is not expected that there will be any financial consequences to the Revenue budget that should arise from the content of this report.

### **Financial Consequences – Capital**

It is not expected that there will be any financial consequences to the Capital budget that should arise from the content of this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

*Manchester City Council Climate Change Action Plan 2020-25*  
*Manchester City Council Climate Emergency Declaration July 2019*  
*Manchester Climate Change Framework 2020-25 Updated 2022*  
*Manchester City Council: Progress to date on the Council's commitments on Single Use Plastics (SUPs) December 2022*  
*Manchester City Council: Progress to date on the Council's commitments on Single Use Plastics (SUPs) October 2023*

## 1. Introduction

- 1.1. The Council has committed to the GM Plastic Free Pact to eradicate avoidable single use plastic (SUP) by the end of 2024, which has been reflected in the Council's Climate Change Action Plan 2020-25.
- 1.2. A dedicated resource has been allocated to this area of work (since 2022) to drive engagement across the organisation to deliver on this commitment. A SUP Working Group, with representation across all Directorates is now in place. The Group have developed an Action Plan that sets out progress to date along with further actions needed.
- 1.3. This is applicable to eradication of avoidable single-use plastic (SUP) on the Council's estate, along with action externally to fulfil the Council's leadership role in influencing behaviour change across the city.

## 2. Background

- 2.1. The Council committed to take action on SUP in signing the GM Plastic Free Pact in 2019: to eradicate avoidable single use plastic by the end of 2024. Our commitment has been reflected in the MCC Climate Change Action Plan 2020-25 (CCAP) under Workstream 3: Reducing Consumption Based Emissions and Influencing Suppliers. Our pledge is to eradicate avoidable SUPs.
- 2.2. Our definition of avoidable is where an item is non-essential or where there is a viable alternative, such as a reusable item. At this time, not all SUPs in use will be avoidable.
- 2.3. A post was established in 2022 to lead on the Council's work to reduce SUPs. Since then, scoping has been carried out to identify progress, SUPs still in use across the public estate and opportunities for the Council to influence across the wider city. A SUP working group has been established and a SUP Action Plan drafted (see Appendix). Manchester City Council has a real opportunity to lead in Greater Manchester and nationally on this agenda.
- 2.4. The Environment, Climate Change and Neighbourhoods Scrutiny Committee have been updated on progress in December 2022 (on initial scoping and early wins) and in October 2023 (on establishment of Working Group and Action Plan development; national ban on SUPs; and communication and engagement within and beyond the Council).
- 2.5. Leadership support has been secured to ensure Senior Managers across MCC are championing this. This will further enable and encourage officers to embed actions needed to meet the SUP 2024 commitment, as well as embed SUP reduction as a standard way of working.
- 2.6. A summary on key issues with plastic usage and waste:
  - It contributes significantly to global pollution, as well as climate change (as plastics are made using crude oil).

- Items such as plastic bags can block waterways and sewers, leading to an increased risk of local flooding.
- It causes a major risk, sometimes fatal, to many marine species who mistake plastic objects for food and/or can become entangled in plastic waste.
- SUP items are often difficult to recycle, so often end up as landfill or burnable waste.
- Plastic waste as litter isn't biodegradable so will take hundreds of years to decompose into tiny pieces known as microplastics, potentially releasing embedded chemicals also.
- Microplastics (from degradation of larger pieces of waste plastic) have now been found in our food, waterways, clouds and the human bloodstream.

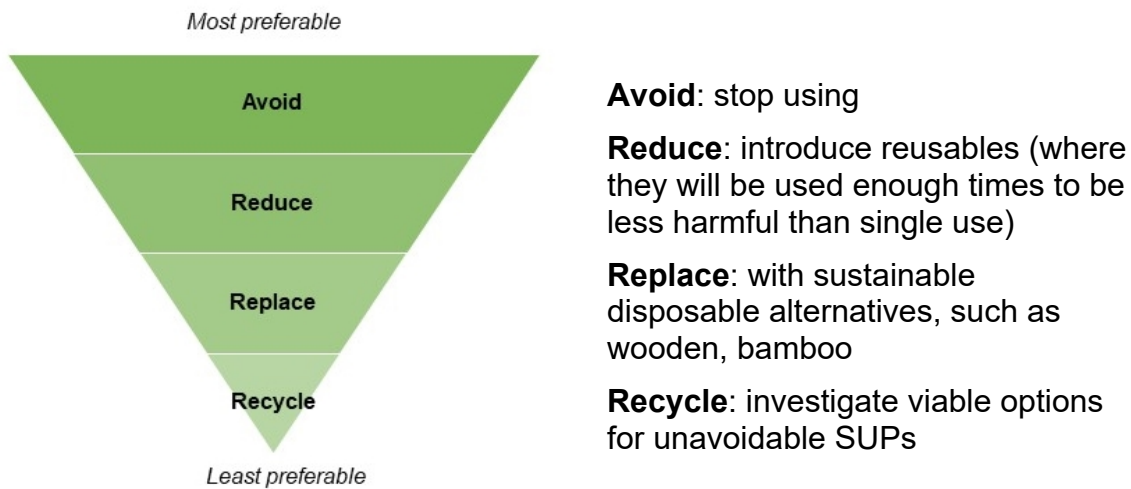
2.7. The picture on single-use plastics is complex. It is not as straight forward as removing or replacing all SUPs, as for some there is no viable alternative. This may be for health and safety or healthcare reasons, financial motivations, lack of suitable products in the marketplace, or avoiding food waste (of perishable products) for example. Consideration for the environmental impacts of alternative materials is also needed, including weight, transportation (especially important for packaging), recycled content and disposal route.

### 3. Avoidable Single Use Plastics Free Action Plan

3.1. The working group have developed an approach, which ensures we fully embed SUP reduction practices in decision making across Council services, as well as fulfil our influencing and leadership role outside of the Council. There are three levels of control, which underpin the action plan:



3.2. The waste hierarchy provides the underlining principle for SUP usage:



3.3. The SUP Action Plan sets out objectives across six areas, along with two cross-cutting areas, which allows a focus on the overarching aim of ‘eliminating avoidable SUPs by 2024’, helps with target setting and facilitates good practice sharing between teams (who are trying to reduce the same type of SUP items):

| <b>Core Areas</b>  | <b>Cross cutting</b>                  |
|--|---------------------------------------|
| Office and operations<br>Catering<br>Markets<br>Events<br>Care (adults, children and homelessness)<br>Construction | Comms and engagement<br>Data analysis |

3.4. It is challenging to benchmark actual SUP usage in order to set quantifiable reduction targets. Scoping of data availability has shown this to be resource intensive and requires assumptions to be applied that undermine the integrity of the data. There are additional complexities such as the SUP packaging on other non-SUP items, therefore analysis of purchase ledger data would not be helpful. For the most part, the recommended approach is to define KPIs that are more reflective of the process outlined in the SUP Action Plan.

3.5. All directorates are represented in the SUP Working Group, with members from across services using SUPs or with opportunity to influence SUPs usage. The group are in the process of developing detailed Directorate SUP Action Plans that will ensure the SUP Action Plan core objectives can be achieved, with measurable KPIs where possible though this is challenging. Target date for completion of plans is end of December 2023, outlining actions to end of 2024 to ensure SUP reduction becomes standard practice.

**4. Next steps**

4.1. Some examples of action taken to date, along with future action needed to give context to the SUP objectives are:



- Offices and operations (direct purchases) target: ‘Reduced plastic cleaning supplies’  
*Progress and next steps:* work had already been done since 2019 to use bulk bottles instead of smaller bottles where possible. Further engagement with main supplier of cleaning products has allowed a target to be set of 60% of products to come in bulk containers by end of 2024, along with review of recycled content of other plastic products (currently 17% of cleaning products are supplied in bulk containers)
  - Catering (indirect purchases on public estate) target:  
*Progress and next steps:* Cafés in Parks have embedded SUP reduction into catering concession agreements, and requirements to eradicate avoidable SUPs will be included in the tender for ice cream concessions in 2024, along with all relevant tenders thereafter. Quantification of reduction in plastic is more challenging as third party data needed. The focus for contract management is to ensure compliance is regularly reviewed.
  - Care (direct and indirect purchases) target: Reduce avoidable non-sterile PPE across all services, ie where not a H&S requirement  
*Progress and next steps:* As context, 2 million items of PPE were used post-pandemic (over 12 month period). Following the closure of the PPE Hub (March 2023), work is currently underway with key stakeholders to understand current usage levels and put in place plans to reduce, though it is challenging to monitor usage levels without the central hub function. The focus is on behaviour change through initiatives such as ‘Gloves off’ training and other workforce engagement on the need to ensure PPE is only used when essential, for food preparation or personal care tasks. Public Health can also support this in terms of infection control expertise.
- 4.2. The IC&P unit has a forward plan of upcoming procurement activity. This plan will be used to identify and prioritise opportunities for future reduction in avoidable SUPs, working with service units, to ensure that achievable targets are set in contracts, aligned to SUP Policy and that achievement against these targets is monitored over the life of the new contract.
- 4.3. Further guidance is to be included within the Sustainable Procurement Toolkit for staff that manage contracts, due to be available by start of 2024. This will also be a feature of the training available to Procurement staff, commissioners and contracts managers.
- 4.4. New procurement regulations will come into effect from October 2024 and guidance and documentation for inclusion in tenders is to be developed before mid-2024. This will include requirements to eradicate avoidable SUPs as per policy so will incorporate guidance for suppliers to help them provide relevant responses including how to develop and implement action plans that are appropriate to the service / goods being procured with achievable targets.
- 4.5. Continued communications and engagement actions will be fundamental to the success of the SUP Action Plan by:
- developing cross-organisational understanding of SUP reduction through

collaboration between Corporate Communications, the Zero Carbon Workforce Development Manager (HROD&T) and the Zero Carbon Team. Along with targeted workforce engagement as identified by the SUP Working Group.

- continuing engagement with key external stakeholders and sharing of good practice and data with partners through GM networks and nationally as appropriate, fulfilling the Council's leadership role.

## **5. Recommendations**

5.1. The recommendations are set out at the beginning of this report.

## **6. Contributing to a Zero-Carbon City**

6.1. Action 3.2 and Action 3.6 of the CCAP set out the need to ensure the Council reduces avoidable SUPs by 2024 and meet UK Government legislation. Overall delivery of the Avoidable Single Use Plastic Free by 2024: Action Plan will drive a reduction in use of (plastic) resources which will generate CO<sub>2</sub> savings from scope 3 emissions.

## **7. Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan

### **(b) A highly skilled city**

Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this will give the city opportunities in the green technology and services sector.

### **(c) A progressive and equitable city**

Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport, improved air quality and easy access to green spaces.

### **(d) A liveable and low carbon city**

Becoming a zero carbon city will help to make the city a more attractive place for people to live, work, visit and study.

**(e) A connected city**

A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

**8. Key Policies and Considerations****(a) Equal Opportunities**

There are no equal opportunity issues to note that should arise from the content of this report.

**(b) Risk Management**

The key risk is to successful delivery of the Council's Zero Carbon 2038 objectives.

**(c) Legal Considerations**

There are no legal issues to note that should arise from the content of this report.

**9. Appendices**

- Avoidable Single Use Plastics Free Action Plan
- Appendix: Avoidable Single Use Plastics Free Action Plan (Objectives)
- Single Use Plastics Policy

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# Z E R O C A R B O N

MANCHESTER

## Avoidable Single Use Plastic Free

### Action Plan

Version 2.0  
12 October 2023



## Avoidable Single Use Plastic Free by 2024 – Action Plan

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### Overview

This document sets out an overarching action plan outlining objectives for Manchester City Council to deliver on its commitment **to eradicate avoidable single use plastics (SUPs) by 2024**, as outlined in the Climate Change Action Plan 2020-25 (CCAP). It also includes the background and current context along with outlining the approach. The appendix sets out 20 objectives divided into the following key areas, along with an update on progress to date since the commitment was made in 2019:

- Offices and Operations
- Catering
- Events
- Markets
- Care (adults, children, homelessness)
- Construction
- *Cross-cutting areas relevant across all themes:*
  - *Communications and Engagement*
  - *Data analysis*

The detailed actions all directorates need to take (in meeting the objectives) are not included within this document – though work has been done by the Working Group to develop and draft these.

Communications and engagement, both within the Council and externally with suppliers and partners is vital to ensuring the Council and the City's use of SUPs continues to decline.

Further analysis of spend data is needed in order to better understand the impact of SUPs, along with prioritising action on the highest impact areas first. Data analysis could also enable us to understand the financial impact of reductions.

Monitoring of reductions through data analysis presents a challenge. A key piece of work for the working group is to establish KPIs to track progress.

An officer working group chaired by the Head of Integrated Commissioning and Procurement has overseen development of the plan to this point, through quarterly meetings. The Group will continue to meet to December 2024 (at least) and identify the best governance arrangements going forwards.

### 1. Background

In 2019 Manchester City Council pledged to eradicate avoidable SUPs by 2024. This was following the Greater Manchester Combined Authority (GMCA) launching the first city-region wide plan to drive down avoidable SUPs as part of the #PlasticFreeGM campaign, in which all ten GM Local Authorities signed up to the Local Authorities Plastic Pact.

All ten GM local authorities, plus GMCA, have committed to actions related to reducing SUPs (please refer to point 3 for details).

MCC's commitment has been reflected in the Climate Change Action Plan 2020-25 under Workstream 3: Reducing Consumption Based Emissions and Influencing Suppliers. We have

## Avoidable Single Use Plastic Free by 2024 – Action Plan

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one SUP-related action for the Council and one for the Council's wider influence on the city, both of which aim to reduce avoidable SUPs, therefore reducing waste and carbon-related emissions:

### **Action 3.2: Ensuring the Council reduces avoidable SUPs by 2024 by:**

*Reducing single use plastics from across the Council's operational estates (i.e. cafes), markets (including pop-up markets), Council run events and other events held on Council owned land and procurement (including packaging on goods).*

### **Action 3.6: Ensure all MCC Markets and Parks meet the Council's Single Use Plastic Free Pledge and UK Government legislation by:**

*Embedding and enforcing requirements to be single use plastic free within Market trader licences and Park trader licences.*

The Council committed additional resource to this area of work through the creation of a Sustainability Project Manager role to lead this area of work, along with embedding sustainable events activity. The postholder was appointed in June 2022.

### **Wider policy context**

In August 2023, DEFRA published an updated Waste Prevention Programme, now titled [The Maximising Resources, Minimising Waste for England](#). This sets out priorities for action to manage resources and waste in accordance with the top layers of the waste hierarchy – prevention and reuse, detailing actions for plastics (as well as construction, textiles, furniture, electronics, food and road vehicles).

DEFRA estimate that the UK produces 2.5 million tonnes of plastic packaging waste (commercial and household) each year<sup>1</sup>. The key points to highlight in relation to the planned plastics actions by the UK Government are:

- the intention to explore the potential for technological innovation in the production of coffee cups, and behavioural science in how they are used. (timescale TBC)
- Extended Producer Responsibility for packaging payments has been delayed to October 2025.
- Consideration of measures through packaging Extended Producer Responsibility or other means, to encourage use of reusable and refillable packaging (from 2025)

It also references work to be undertaken by WRAP (Waste and Resource Climate Action Programme) to launch a Reusable Packaging Roadmap for the UK and a series of category-focused reusable packaging blueprints by Summer 2024.

The UK Plastics Pact is a collaboration between WRAP (Waste and Resource Action Programme) retailers, plastics recyclers, brands, manufacturers, NGOs, Governments and local authorities. The Pact's participants are responsible for more than 80% of the UK's supermarket

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<sup>1</sup> [Defra \(2022\) UK Statistics on Waste](#)

## Avoidable Single Use Plastic Free by 2024 – Action Plan

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plastic packaging and this voluntary agreement is the first of its kind the world. It sets out the following targets to be achieved by 2025:

- Eliminate problematic or unnecessary single-use plastic packaging through redesign, innovation or alternative delivery models (such as reuse)
- 100% of plastic packaging reusable, recyclable, compostable
- 70% of plastic packaging recycled, reused or composted
- 30% average recycled content across all plastics packaging\*

\* *The UK government introduced a tax on plastic packaging with less than 30% recycled content in April 2022.*

### Legislation

The Department for Food & Rural Affairs (DEFRA) have taken action to tackle the most problematic littered SUPs. Plastic stirrers were banned by DEFRA, along with restrictions being placed on plastic straws and plastic-stemmed cotton buds in October 2020. In October 2023, a further ban on Single Use Plastic plates, bowls, trays, containers, cutlery and balloon sticks; and polystyrene cups and trays (with some exemptions) came into force.

Enforcement teams in Neighbourhoods are responsible for enforcement of the plastics bans.

## 2. Why do we need to eliminate single use plastic?

The Council needs to show leadership in reducing its own use of avoidable (or unnecessary) plastic along with influencing the wider city as part of its duty of care to its residents. The overuse of single-use plastic has a wide range of impacts on the planet and on people's health. It could also be of benefit financially to use less.

Plastic waste is problematic because:

- It contributes significantly to global pollution, as well as climate change (as plastics are made using crude oil).
- Items such as plastic bags can block waterways and sewers, leading to an increased risk of local flooding.
- It causes a major risk, sometimes fatal, to many marine species who mistake plastic objects for food and/or can become entangled in plastic waste.
- SUP items are often difficult to recycle, so often end up as landfill or burnable waste.
- Plastic waste as litter isn't biodegradable so will take hundreds of years to decompose into tiny pieces known as microplastics, potentially releasing embedded chemicals also.
- Scientific studies have found microplastics (from micro beads in personal care products and degradation of larger pieces of waste plastic) in our food, waterways and clouds and the human bloodstream.

SUP is a type of plastic specifically designed to be used only once before being thrown away. These items include, but are not limited to, hot and cold drinks cups and lids, drink bottles, cutlery, bin bags, straws, and a large amount of packaging (such as bags, polystyrene, and bubble wrap). Many items of Personal Protective Equipment (PPE) such as gloves and face masks are also SUPs. In some cases SUP can be defined as avoidable or unnecessary plastic, ie it could not be used at all or there could be a viable alternative with a less harmful impact.



## Avoidable Single Use Plastic Free by 2024 – Action Plan

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The picture on SUPs is complex. It is not as straight forward as removing or replacing all SUPs, as for some there is no viable alternative. This may be for health and safety reasons, medical/clinical use, financial motivations or avoiding food waste (of perishable products) for example. Consideration for the environmental impacts of alternative materials is also needed, including weight, transportation (especially important for packaging), how much of the material is recycled and how it is disposed of.

While in some cases the cost of eradicating SUP may be initially considered prohibitive, particularly when purchasing more sustainable alternative such as reusables, in reality it can bring considerable savings in the long term. This could be through reduced reliance on the single use through investing in reusable items or decreased volume of litter and waste needed to be processed. A direct impact for the Council could be seen through the Waste and Recycling team resources needed for waste and litter management.

### 3. What have we committed to act on?

In 2019 Manchester City Council, alongside GMCA and the nine other Local Authorities in GM, signed a pledge to “eradicate avoidable single-use plastic from the public sector in Greater Manchester by 2024”. As part of that commitment, we have agreed to:

- **Show leadership** by supporting and implementing reductions in avoidable single-use plastics, working towards their elimination across the public estate by 2024.
- **Share data, knowledge, insights, and best-practice** on avoidable single-use plastics to aid in the development of a roadmap that sets out the journey (with step-by-step actions) towards a single-use plastic free public estate.
- **Procurement:** Look to embed environmental sustainability criteria in social value procurement mechanisms, and provide carbon literacy training.
- **Support new initiatives** to reduce SUPs and increase recycling and re-use.
- **Raise awareness of commitments with staff, suppliers, and the wider community** to influence and change behaviour.

The Sustainable Consumption and Production team at GMCA oversee a GM SUP work programme and chair quarterly meetings between the 10 Local Authorities and TfGM. The MCC SUP Working Group participates in the GM group through sharing of knowledge primarily, along with aligning communications and engagement with the PlasticFreeGM campaign.

This MCC SUP Action Plan will enable us to deliver on the actions set out in the GM SUP work programme.

### 4. How will the whole organisation play its full part?

By the end of 2024, our goal is to eradicate all avoidable Single Use Plastic on the Council estate, and define which SUP is not avoidable, with potential further targets to be set from 2025 onwards.

## Avoidable Single Use Plastic Free by 2024 – Action Plan

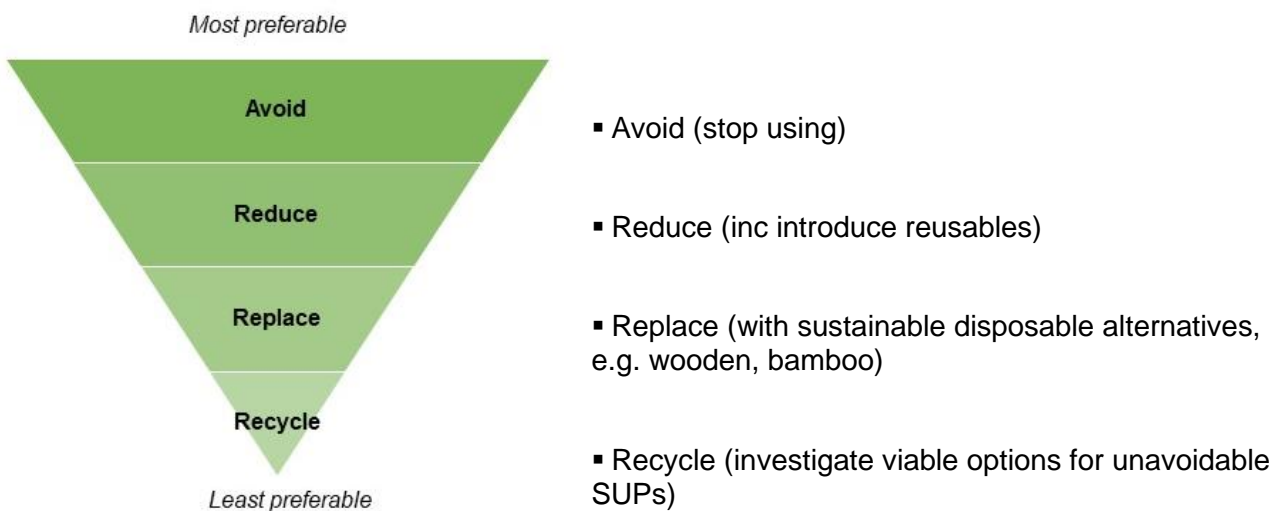
A working group has been established to oversee development and implementation of this action plan, chaired by the Head of Integrated Commissioning and Procurement, with membership from across MCC.

To ensure that we fully embed SUP reduction practices in decision making across our services, as well as fulfil our influencing and leadership role, the working group were asked to consider the following areas (and ask the same of their wider teams also):



Communications and engagement, both within the Council and with residents, businesses and other external stakeholders, underpins successful implementation of this action plan. Progress has already been made in raising awareness with multiple stakeholder groups and further steps are needed to fully embed a positive, long-lasting behaviour change to prevent any future increase in SUP usage.

The waste hierarchy provides the underlining principle for how SUPs usage should be minimised:

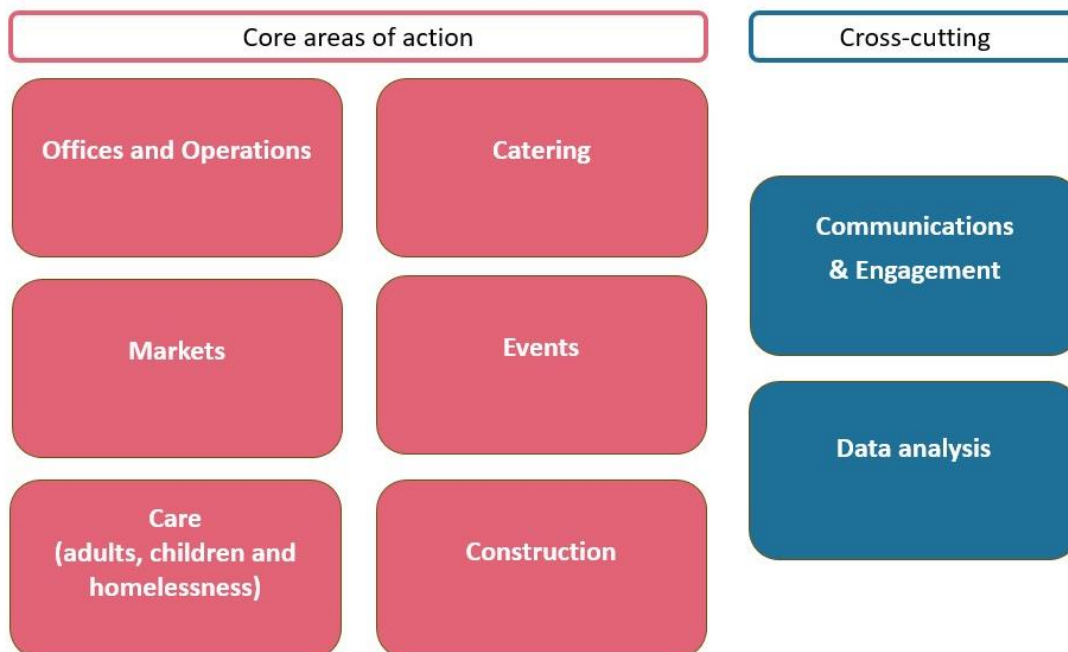


Integrated Commissioning and Procurement play a pivotal role in reducing how much SUP we buy. In March 2021, the council added a new 10% evaluation weighting specifically in relation to climate change and the environment as part of the Social Value element of contracts. The Council's SUP reduction commitment will be included in the updated guidance for staff (by start of 2024) and for suppliers (by mid 2024) and SUP-related KPIs will be added into the tendering and commissioning processes so that we can reduce the amount of SUP coming from suppliers.

## Avoidable Single Use Plastic Free by 2024 – Action Plan

### 5. Action Plan Objectives

The Action Plan Appendix sets out objectives across six areas, which allows a focus on the overarching aim of ‘eliminating avoidable SUPs by 2024’, helps with target setting and facilitates good practice sharing between teams (who are trying to reduce the same type of SUP items):



The detailed actions all directorates need to take (in meeting the objectives) are not included within the appendix – though work has been done by the Working Group to develop and draft these.

### 6. Summary and next steps

Work has been done to consider usage of SUPs across the organisation – both items bought directly and those bought by third party contractors in carrying out work for the Council. In addition, consideration of areas we could potentially influence has also taken place. The outcome of this work is this action plan.

The next steps are to

1. Ensure leadership support for this approach (approval of this action plan)
2. Relevant services to agree specific actions to be taken (across all Directorates)
3. Identify KPIs that can be monitored and evaluated – this could include MCC data on finance and procurement where possible, along with data held by suppliers in some instances. KPIs on embedding the process (the behaviour change) can also be used.

The Working Group will continue to meet until at least the end of 2024 in order to achieve points 2 and 3 to be able to fully embed this approach into business as usual. Ongoing monitoring and governance arrangements beyond 2024 need to be identified.

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**Appendix - MCC Avoidable SUP free by 2024 - Objectives  
Overview**

December 2023

| Theme                                  | What is included?  |
|--|--|
| <b>Offices and Operations</b>          | Stationery, ICT equipment (packaging primarily) and consumables, print (laminated items and packaging on all), cleaning products used across MCC estate, packaging on other goods purchased (personal consumption not included)<br>This applies to items bought directly for the purpose of day-to-day running of services, and management of facilities, including maintenance and cleaning. It also applies to contracts, e.g. for printing equipment  |
| <b>Catering</b>                        | SUP cold drinks cups, coffee cups and lids, SUP plates and bowls, SUP cutlery, plastic disposable drinks bottles, SUP food containers and packaging (including polystyrene), SUP straws, SUP stirrers (including compostable and biodegradable items).<br>This applies to items we buy directly or where we have contracts in place and a third party buys these items on our behalf, for example in cafés in our buildings and parks, at events we deliver.   |
| <b>Events</b>                          | Food and drink serveware – specifically those covered under the ban: straws, stirrers, plates, bowls and trays; cutlery (including compostable and biodegradable items); and polystyrene food and drink containers. Balloon sticks are also included and are include in upcoming legislation.<br>In addition, MCC would like events on its estate to eradicate SUP cold drink cups, plastic bottles, confetti made from plastic and balloons. For hot drinks cups – disposable coffee cups and lids often contain plastic so reusables are always better but if disposable is the only option, guidance from GMCA is available to ensure the most environmentally friendly possible material.<br>This applies to events which are split into three categories in terms of level of influence in the CCAP:<br><ul style="list-style-type: none"> <li>•Events organised by MCC</li> <li>•Events funded by MCC</li> <li>•External events held on Council land, which are wide ranging and include commercial music events, cultural festivals, food and drink festivals, sports events, weddings, and commercial brand activations (including Markets also, though covered separately in the following section).</li> </ul> |
| <b>Markets</b>                         | <ul style="list-style-type: none"> <li>•Plastic bags</li> <li>•Food and drink serveware – specifically those covered under the ban: straws, stirrers, plates, bowls and trays; and cutlery (including compostable and biodegradable items) plus polystyrene food and drink containers.</li> </ul> In addition, MCC would like traders to eradicate SUP cold drink cups and plastic bottles. Caution should be taken with hot drinks cups to use the most environmentally friendly possible material – unfortunately for now disposable coffee cups and lids contain plastic so reusables are always better but if disposable is the only option, please use this guidance from GMCA.<br><ul style="list-style-type: none"> <li>•Balloon sticks (which will also be banned from 1 October 2023).</li> </ul> This applies to all traders across MCC own markets, ie.. Manchester Arndale, Gorton Market, Longsight Market and Wythenshawe Market   |
| <b>Care</b>                            | Given the variety of settings in which the Council works in Adults Social Care, Children’s Services and Homelessness, care needs to be taken to adopt the right approach for the relevant situation. As such, there will be some settings and contexts where use of the following SUPs can be reduced: non-sterile Personal Protection Equipment (PPE), wet wipes, cotton buds (including compostable and biodegradable items).<br>Community Health Protection nursing colleagues within Department of Public Health can advise on correct use of PPE where needed and provide guidance and awareness raising to providers within existing training arrangements and comms bulletins.<br>This applies to items we buy directly or where we have contracts in place and a third party buys these items on our behalf, for example across day care settings and assisted living settings managed by external suppliers under contract. Catering is covered under separate theme.   |
| <b>Construction</b>                    | Single-use plastic from: Personal Protection Equipment (PPE), packaging (such as shrink wrap on building materials), floor protection, and unused material from off-cuts.<br>This covers all construction, renovation and retrofit projects split into three key areas: site offices, canteens and PPE, and site activities.<br>This applies to items where we have contracts in place and a third party buys these items on our behalf.   |
| <b>Cross cutting</b>                   |  |
| <b>Communications &amp; engagement</b> | Communications and engagement is a key part of all of the above areas. Given that reduction in single use plastics needs to be driven by behaviour change, this section also addresses that need to communicate with a range of stakeholders including residents, businesses, partners, schools, staff and suppliers.<br>This applies to areas where we do not purchase single use plastic directly or indirectly, but where the Council could influence and encourage positive behaviour change, for example through community events, business engagement or staff communications. It also includes engaging with partners such as MCR Active, Cityco, TfGM, the NHS and FoodSync to find ways to collaborate on SUPs reductions.  |
| <b>Data Analysis</b>                   | Identification of efficient way to monitor data (where available) to show progress   |

**Appendix - MCC Avoidable SUP free by 2024 - Objectives  
Objectives and Progress**

December 2023

| Ref                             | Theme | Objectives  | Directorate                      | Service / Team  | Progress to date   | Level of influence |                    |             |
|---------------------------------|-------|---|----------------------------------|---|--|--------------------|--------------------|-------------|
| <b>1 Offices and Operations</b> |       |   |                                  |   |  |                    |                    |             |
| 1.1                             |       | Reduced SUP stationery and print supplies                                     | Corporate Core                   | Integrated Commissioning & Procurement (IC&P)<br>ICT                    | Reduced number of printers across all offices by 23% to reduce carbon footprint, as well as reduce waste, which includes plastic print cartridges  | Direct purchases   |                    |             |
| 1.2                             |       | Review opportunities to reduce plastic packaging on ICT equipment             | Corporate Core                   | ICT   | Key ICT equipment suppliers have minimised use of SUP packaging by introducing tapeless boxes, smaller packaging, post-consumer content in all packaging, using sustainable materials such as bamboo or sugarcane, bulk packaging to minimise materials used.  | Direct purchases   |                    |             |
| 1.3                             |       | Reduced plastic cleaning supplies   | Corporate Core                   | Facilities Management   | Reduced amount of bin bags used by removing desk bins across Town Hall Complex<br><br>Purchase of bulk refill containers for 17% of cleaning products  | Direct purchases   |                    |             |
| 1.4                             |       | Review Single use plastic free options for highest volume multipack purchases | Corporate Core<br>Neighbourhoods | Facilities Management<br>Parking Services<br>Waste & Recycling<br>Parks | From April 2023, Parking Enforcement using parking ticket bags made from a minimum 30% recycled content (instead of 100% virgin plastic) and including message encouraging motorists to dispose of it correctly  | Direct purchases   | Indirect purchases |             |
| 1.5                             |       | SUP-free gift shops   | Neighbourhoods                   | Libraries and Galleries   |  | Direct purchases   |                    |             |
| <b>2 Catering</b>               |       |   |                                  |   |  |                    |                    |             |
| 2.1                             |       | Avoidable SUP-free cafes  | Neighbourhoods                   | Parks, Libraries and Galleries  | Cafes on MCC estate, including Heaton Park Cafés, Central Library (CL) Café and Manchester Art Gallery (MAG) Café, significantly reduced their amount of SUP use since 2020. These include:<br>- All plastic drink bottles have been replaced with a can or a cardboard alternative<br>- Bring Your Own Cup discount introduced to encourage reusable cups for takeaway hot drinks<br>- Early adoption then adherence to legislation, e.g. plastic cutlery replaced with sustainable wooden alternative for takeaway customers | Direct purchases   | Indirect purchases | Influencing |
| 2.2                             |       | Avoidable SUP-free kitchens (where no café in place)                          | Adults                           | Adults  | Fruit and vegetables (for kitchen use) are supplied in reusable containers (MAG)<br><br>Reusable cutlery and crockery, and tin foil serveware have been purchased for adult care centres to use  | Direct purchases   | Indirect purchases | Influencing |

**Appendix - MCC Avoidable SUP free by 2024 - Objectives  
Objectives and Progress**

December 2023

| Ref | Theme        | Objectives  | Directorate                            | Service / Team  | Progress to date   | Level of influence |                    |             |
|-----|--------------|---|--|---|--|--------------------|--------------------|-------------|
| 3   | Events       |   |  |   |  | Direct purchases   | Indirect purchases | Influencing |
| 3.1 |              | Avoidable SUP-free catering at events   | All<br>(Neighbourhoods key)            | Neighbourhoods (Events, Parks, Neighbourhood Teams)<br>Specialist Markets Registrars<br><br>Plus all teams holding or funding events  | Working with external events held on Council land to promote use of reusable cups in place of disposable SUP cups. The Council published a Reusable Cups Guide in Autumn 2021 to share good practice.<br>- A pilot project to loan out Council-owned reusable cups to event organisers June to October 2022 - 24,000 single-use cups 'saved' from waste stream, a saving of half a tonne of plastic waste.<br>- Avoidable SUP free requirement now included in Premises License (November 2023)<br>- Increased engagement with event organisers in 2023/24, which includes SUP | Direct purchases   | Indirect purchases | Influencing |
| 3.2 |              | SUP-free decorations, including balloons and confetti (this includes balloon releases).   | All<br>(Neighbourhoods key)            | Neighbourhoods (Events, Parks, Neighbourhood Teams)<br>Specialist Markets Registrars.<br><br>Plus all teams holding or funding events |  | Direct purchases   | Indirect purchases | Influencing |
| 4   | Markets      |   |  |   |  |                    |                    |             |
| 4.1 |              | SUP-free markets (applies to catering consumables and plastic bags)   | Neighbourhoods                         | Manchester Markets and Specialist Markets   | SUP free requirement included in Terms and Conditions of the licencing agreement for all market traders  | Direct purchases   |                    | Influencing |
| 5   | Care         |   |  |   |  |                    |                    |             |
| 5.1 |              | Reduce avoidable non-sterile PPE across all services, i.e. where not a H&S requirement  | Adults                                 | Adults  |  | Direct purchases   | Indirect purchases | Influencing |
| 6   | Construction |   |  |   |  |                    |                    |             |
| 6.1 |              | Understand the amount of plastic waste generated and develop actions to avoid, reduce, replace, or recycle, along with sharing good practice between suppliers. | Corporate Core<br>Growth & Development | Capital Programmes<br>Strategic Housing   | Flooring protection provided by Protec, once used it is collected and recycled into plastic pellets and turned back into protection by Protec<br><br>Site staff and operatives provided with drinking containers and glasses are used during meetings, and single use plastics cups have been removed from cabins.<br><br>Site hoarding is recycled and reused<br><br>Engaged with North West Construction Hub to explore opportunity for establishing a Special Interest Group focused on sustainable practices in construction, including reduction of single use plastics.  |                    | Indirect purchases |             |
| 6.2 |              | Review opportunities to set plastic reductions targets in new contracts   | Corporate Core<br>Growth & Development | Capital Programmes<br>Strategic Housing   |  |                    | Indirect purchases |             |

**Appendix - MCC Avoidable SUP free by 2024 - Objectives  
Objectives and Progress**

December 2023

| Ref      | Theme                                | Objectives   | Directorate  | Service / Team   | Progress to date  | Level of influence |
|----------|--------------------------------------|--|--|--|---|--------------------|
| <b>7</b> | <b>Communications and engagement</b> |  |  |  |   |                    |
| 7.1      |                                      | Communicate the SUPs ban to residents and businesses along with wider drive to reduce unnecessary SUPs across the city | All  | Corporate Communications<br>City Policy<br>Children's (Education)<br>Neighbourhoods<br>Compliance<br>Licensing | Manchester City Council signed up to the Refill campaign to commit to becoming a Refill destination and promote use of reusables rather than disposables (June 2023).   |                    |
| 7.2      |                                      | Encourage businesses to offer Refill (of water, hot drinks, takeaway food or household products)                       | Corporate Core<br>Neighbourhoods<br>Growth & Development | Communications<br>Neighbourhoods Teams<br>City Centre Growth<br>Work & Skills                                  | As above  |                    |
| 7.3      |                                      | Engage with suppliers to reduce SUPs   | All  | All services to embed (supported by IC&P and Zero Carbon Team, ZCT)  | Developed a SUP briefing note for suppliers to raise awareness and share good practice, along with asking for their support in making reductions  |                    |
| 7.4      |                                      | Encourage schools to reduce SUPs through engagement  | Children's<br>Neighbourhoods                             | Children's (Education)<br>Waste & Recycling (Keep Manchester Tidy)   | Engagement with Schools via Bee Green Summit and ongoing engagement of Green Schools Network  |                    |
| 7.5      |                                      | Engage staff on importance of SUPs reduction through carbon literacy training and induction                            | Corporate Core (Lead)<br>All (Engagement)                | HROD&T<br>Corporate Communications<br>ZCT  | Developed a briefing note for staff to raise awareness of the need to reduce single use plastics and share examples of good practice  |                    |
| <b>8</b> | <b>Data analysis</b>                 |  |  |  |   |                    |
| 8.1      |                                      | Identify opportunities to set measurable KPIs and analyse data on regular basis on highest priority items              | All (Corporate Core key)                                 | PRI<br>Finance<br>IC&P<br>ZCT (City Policy)<br>All   | Scoping of SAP data to understand level of information available, both from Business Warehouse (including mapping of SUP items to SAP categorisation) and Budget Monitoring<br><br>Scoping of market-place to identify external support available |                    |
| 8.2      |                                      | Contract Management system able to monitor any KPIs set within contracts re SUPs                                       | Corporate Core   | IC&P   |   |                    |



## Manchester City Council

### Single Use Plastics Policy

Manchester City Council has made a commitment to eradicate avoidable single-use plastic (SUP) on the public estate, along with influencing in order to change behaviour across the city.

Plastic waste is problematic because:

- It contributes significantly to global pollution, as well as climate change (as often plastics are made using fossil fuel).
- Items such as plastic bags can block waterways and sewers, leading to an increased risk of local flooding.
- It causes a major risk to many marine species who mistake plastic objects for food and/or can become entangled in plastic waste, which can be fatal.
- Plastic items are often difficult to recycle, so often end up as landfill or burnable waste

Plastic waste isn't biodegradable, so will take hundreds of years to decompose into tiny pieces known as microplastics. This also releases embedded chemicals and carbon into the ground and the atmosphere.

The council will work towards minimising use of single-use plastics across its own operations and services and by all staff and pro-actively work with partners to find positive solutions for reducing unnecessary waste plastics across the city.

#### What are single-use plastics?

Single-use plastic (SUP) items are designed to be used only once before being thrown away. This includes (but is not limited to) hot and cold drinks cups and lids, drink bottles, cutlery, bin bags, and PPE (for example gloves and aprons). Packaging on many products can also involve a large amount of SUP such as bags, polystyrene, bubble wrap.

To support Manchester becoming an avoidable single-use plastic free city, the council commits to:

- Work with staff to ensure that single-use plastics are eliminated across our offices and operations
- Support our schools and communities in their efforts to make their buildings avoidable SUP-free
- Work with our event organisers to eliminate avoidable single-use plastics across all city events held on council land and share guidance for this more widely
- Support communities and litter-pick initiatives to ensure our parks and open spaces are free from plastic litter through the Keep Manchester Tidy campaign
- Use government legislation that regulates against the use of single-use plastics to support our efforts
- Require all our suppliers to minimise the use of single-use plastics in their service provision and find sustainable alternatives (where appropriate)
- Where the use of plastics is unavoidable, the council will encourage the use of recycled plastics (and strive for this to be made using a minimum of 30% recycled plastic), where practicable, and support manufacturers that make products from locally sourced waste plastics
- Work with partners in joint ventures and innovative projects for reducing single-use plastic waste
- In collaboration with partners, including the Manchester Climate Change Agency, communicate the importance of protecting our city environment, and support and promote positive initiatives, city campaigns and actions for reducing plastic waste

The council will work to embed these commitments into the sustainable procurement policy, the sustainable events guidance and into other key council strategies, policies and plans.

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**Manchester City Council  
Report for Resolution**

**Report to:** The Executive – 13 December 2023

**Subject:** Victoria North Development Area Business Plan 2: Dantzic Street Plots

**Report of:** Strategic Director (Growth and Development)

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### **Summary**

The report provides a high-level summary of the second Development Area Business Plan for the Victoria North programme, which is being taken forward by the City Council operating in a Joint Venture Partnership with Far East Consortium (FEC).

The Business Plan relates to the delivery of 1,551 new homes on a number of development plots on land immediately adjacent to Dantzic Street in the New Town neighbourhood of Cheetham Ward. This follows on from the recent refresh of the Joint Venture's Strategic Business Plan, as originally approved by the Executive in February 2020, and the Initial Development Area Business Plan for the first 988 homes, which was reported at the same meeting.

The report also updates the Executive on the current position with regards to the Housing Infrastructure Fund (HIF) grant allocation of £51.6m that has been provided to the City Council by Homes England for the delivery of core infrastructure works which will unlock a development platform for up to 5,500 homes in the New Town and Red Bank neighbourhoods in Cheetham Ward. Details are provided on the updated programme and delivery arrangements relating to HIF, including the intention to enter into a Deed of Variation to the original Grant Determination Agreement with Homes England, which reflects necessary adjustments to the original scope of works and timetable agreed.

### **Recommendations**

The Executive is recommended to:

1. Note the summarised content of the second Development Area Business Plan which will focus on the delivery of 1,551 homes at Dantzic Street and delegate authority to the Chief Executive in consultation with the Deputy Leader and the Executive Member for Housing & Development to approve the detailed Development Area Business Plan in conjunction with FEC.
2. Delegate authority to the Strategic Director (Growth and Development) and the Deputy Chief Executive and City Treasurer to finalise terms for the disposal of the Council's land interests within the Development Area Business Plan and to agree any adjustments to the Joint Venture partnership documentation that helps secure the Council's objectives and facilitates the delivery of the Development Area Business Plan.

3. Note the historically complex nature of land interests acquired by FEC and that a separate report on the agenda sets out a proposal to use Compulsory Purchase Powers to ensure the delivery of the Development Area Business Plan.
4. Note that Council Officers are currently negotiating with Homes England to secure some adjustments to the approved Housing Infrastructure Fund grant funded programme which will facilitate delivery of the Development Area Business Plan and delegate authority to the Strategic Director (Growth and Development) and Deputy Chief Executive and City Treasurer to finalise the terms of a Deed of Variation to the existing Grant Determination Agreement to reflect agreed adjustments.
5. Authorise the City Solicitor to enter into and complete all necessary documents to give effect to the recommendations set out in this report.

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**Wards Affected:** Cheetham

|   |  |
|---|--|
| <p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>                              | <p>The Northern Gateway (now Victoria North) Strategic Regeneration Framework established clear low-carbon principles in recognition that future development within the area will need to respond to the City Council's zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies.</p> <p>The planning of Victoria North has been actively developed to facilitate the radical change in the current patterns of energy generation, distribution and use. New developments will incorporate a range of sustainability measures including SuDS, biodiversity net gain, reuse of brownfield land, improvements to green and blue infrastructure, and active travel.</p> |
| <p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p> | <p>An inclusive, accessible, and diverse engagement process has been developed to inform the Master Planning process for future development.</p> <p>The future development of the Victoria North neighbourhoods is capable of providing significant new residential space and associated commercial</p>  |

|  |  |
|--|--|
|  | <p>space and community infrastructure, creating jobs and opportunities open for all residents. As set out in the SRF, the site would be made highly permeable, connecting neighbouring streets and communities with high quality and fully accessible open spaces and public realm. Any future phases of development proposals would be considered through future planning applications with full public consultations. It is considered at this stage that the proposals do not impact any protected or disadvantaged groups.</p> |
|--|--|

| <b>Our Manchester Strategy outcomes</b>   | <b>Contribution to the Strategy</b>  |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The Victoria North initiative will expand the City Centre in a northern direction establishing sustainable mixed-use neighbourhoods including new jobs and employment opportunities.   |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | The Victoria North initiative will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre.   |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Development of the Victoria North area offers the potential to deliver on the objectives of the Manchester Housing Strategy and meet the growing demand for high quality new housing in the city.  |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | The Victoria North development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.  |
| A connected city: world class infrastructure and connectivity to drive growth                                     | The master-planning of new neighbourhoods within Victoria North will include traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycling, and walking) are provided for. Active travel and public transport routes will be prioritised as the dominant means for residents to travel to the City Centre and connect to adjacent neighbourhoods and the wider conurbation. |

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

None

### **Financial Consequences – Capital**

None directly at this stage. The Executive has previously approved an increase to the Capital Budget to reflect the £51.6m HIF grant award. The update set out in this report reflect amendments to the scope of works and timing of expenditure that have been negotiated with Homes England.

The Council has land ownership within the DABP2 area, which will be disposed of in accordance with the existing legal agreements with FEC. Any land receipts generated will be ring-fenced to the Victoria North initiative in line with the Capital Budget Strategy agreed for the programme.

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

### **Council Reports**

- Victoria North – Strategic Business Plan Refresh, Economy & Regeneration Scrutiny Committee, 16 October 2023
- Northern Gateway Progress Update Report, Economy Scrutiny Committee, 22 July 2021
- Northern Gateway: Progress Update & Delivery Arrangements for Collyhurst Phase 1, Executive 17 February 2021
- Northern Gateway: Progress Update and Housing Infrastructure Fund, Executive, 29 July 2020
- Northern Gateway Strategic Business Plan and First Phase Development Area, Economy Scrutiny Committee 6 February 2020, Executive 12 February 2020
- Northern Gateway: Implementation and Delivery, Executive, 13 February 2019
- Northern Gateway Strategic Regeneration Framework, Executive, 13 February 2019

## 1.0 Introduction

- 1.1 Victoria North (formerly known as Northern Gateway) comprises approximately 155 hectares of brownfield and under-utilised land extending in a north-eastern arc from Victoria Station on the edge of the city centre as far north of Queen's Road.
- 1.2 The area provides the opportunity to deliver residential-led regeneration at scale, with ambitions for 15,000 new homes providing the single greatest contribution to Greater Manchester's housing targets and those of the City's Housing Strategy, over the next 10 – 15 years.
- 1.3 The regeneration initiative is being driven and coordinated via a 50/50 Joint Venture (JV) partnership between the Council and Far East Consortium (FEC), which was formally established in 2017.
- 1.4 Since this point, JV progress has been made as follows:
  - Autumn of 2018 – An extensive public consultation exercise was undertaken on the development of a Master Plan in the form of a new Strategic Regeneration Framework (SRF) for the area.
  - February 2019 – The Executive formally approved the SRF that emerged through this process, designed to guide and co-ordinate the regeneration of 7 new or revitalised neighbourhoods.
  - February 2020 - The Executive approved the Strategic Business Plan for Victoria North, which established the parameters and approach that would be taken to deliver the shared ambition of the JV.
  - February 2020 – at the same meeting the Executive agreed the content of the JV's Initial Development Area Business Plan based upon the provision of 988 new homes within the neighbourhoods of Collyhurst (274), New Cross (80) and New Town (634). Authority was delegated to the Chief Executive in consultation with the Leader, Deputy Leader and the Executive Member for Finance and HR to approve the detailed Initial Development Area Business Plan.
  - July 2020 – The Executive approved the details of the £51.6m Housing Infrastructure Fund grant that the JV had successfully bid for and delegated authority to senior officers to finalise terms with Homes England to secure this resource, which is being invested in a series of core infrastructure works, which will help unlock up to 5,500 new homes in the Red Bank and New Town neighbourhoods over the next 10 – 15 years.
  - March 2021 – the Executive approved the details and budget for the delivery of Collyhurst Phase 1, which will deliver 130 new Council homes within the overall scheme of 274 new homes.
- 1.5 The Economy and Regeneration Scrutiny Committee meeting of October 2023 endorsed the JV's refreshed Strategic Business Plan, which provided an update on progress and re-committed the focus on neighbourhood led regeneration in New Town, Red Bank and Collyhurst.



- 1.6 Following the refresh of the Strategic Business Plan, FEC have now brought forward the next formal Development Area Business Plan in line with the governance arrangements established at the outset of the partnership.

## **2.0 Development Area 2 Business Plan**

- 2.1 The Development Area 2 Business Plan (DABP2) is focussed on the lower New Town neighbourhood of the Victoria North Strategic Regeneration Framework area. New Town is located in the Lower Irk Valley and is part of Cheetham Ward.
- 2.2 The entire Development Area site extends to circa 7 acres and is bounded by Dantzic Street, Dalton Street and the Trans-Pennine Rail / Metrolink Viaduct. The Development Area is immediately adjacent to the Victoria Riverside development scheme being delivered by FEC as part of the Initial Development Area Business Plan (634 apartments and town houses, including 128 homes for Affordable Shared Ownership / Rent to Buy).
- 2.3 The Development Area is made up of brownfield land that bears the legacy of previous industrial uses from the Victorian period – including a foundry, a rubber works and a tripe works. Post industrial decline resulted in the Development Area being characterised by fragmented land ownership and under- utilised and semi derelict land.

### **Land Assembly**

- 2.4 Other than a small parcel of land for which the Council has freehold ownership, FEC have acquired the freehold or long-leasehold ownership of the majority of land that the Development Area will utilise. This has been made possible through negotiation with landowners where they have been identified.
- 2.5 There are a number of parcels of land, however, that are either unregistered, with no known legal owner, or where FEC have only been able to register “possessory title” meaning that there is insufficient documentation to register absolute title. Without contact information available for the unregistered parcels of land, FEC have been unable to identify or contact owners to acquire the land through negotiation. This presents a risk to the delivery of the scheme covered by the DABP2 and the proposed approach to mitigate against this risk forms the basis of the next section of this report. A separate report setting out the case for a Compulsory Purchase Order is included elsewhere on the Executive agenda.

### **Planning Status**

- 2.6 FEC submitted a Detailed Planning Application for the Development Area which was considered at the Council’s Planning and Highways Committee on 31<sup>st</sup> August 2023. The application comprised: -
- 1,551 apartments across 6 buildings ranging in height from 6 to 37 storeys, providing a mix of 1 (41%), 2 (54%) and 3 (5%) bed apartments;

- Ground floor flexible commercial units (use class E);
- A stand-alone clubhouse building providing residential amenity and commercial space;
- Associated car parking, cycle and refuse storage, landscaping, and public realm.

2.7 The application currently has a Minded to Approve status, subject to the formal agreement of a number of planning conditions and a Section 106 Agreement.

### **Place-making and Public Realm**

2.8 The proposals for the scheme provide the first phase of the concept of “wild urbanism”: a vision of merging nature and city life, bringing the Irk Valley into the city and bringing urban elements into the Valley. The design of the streetscape and residential courtyards embraces this vision through the application of biophilic design principles, reinforcing connections between communities, the built environment and urban nature.

2.9 The scheme will see the introduction of “launch pads” which represent a new street typology that seeks to activate spaces within the public realm through commercial, recreational and/or ecological uses. Dantzig Street will be upgraded as part of the project, giving this key street a strong identity, which uses natural stone paving and high quality street furniture along the active commercial edge. Separated cycle lanes will create a safe active travel corridor and disabled parking bays and loading bays will be systematically located along the street where required.

### **Sustainability**

2.10 The scheme includes 100% cycle parking provision plus an additional 86 spaces for visitors. Given the highly sustainable location, a relatively low level of car parking provision of 10% will be provided (156 spaces) both on and off site with some additional provision for visitors and servicing.

2.11 The buildings have been designed with energy efficiency measures including a ‘fabric first approach’ and high-efficiency, low-carbon and renewable technologies (including Air Source Heat Pumps and Solar Photovoltaics). The proposals include SuDS as well as green and brown roofs. The scheme is proposed to achieve a carbon emission reduction of around 70% over Part L Building Regulations 2010 which is in excess of the 15% improvements required by the council’s planning policy.

### **Affordable Housing**

2.12 Proposals in relation to affordable housing, place-making and sustainability need to be carefully balanced to achieve the objectives of the JV whilst maintaining overall project viability. FEC are committed to delivering affordable homes across all of the neighbourhoods as evidenced by the quantum

currently being delivered through the Initial Development Area Business Plan where 26% of the 988 new homes meet the affordable housing definition.

- 2.13 An affordable housing contribution of 5% has been secured through the formal Planning process. FEC will, however, seek to utilise the existing Registered Provider (RP) panel of Great Places, L&Q, and Guinness Trust, which it previously procured for Victoria Riverside. As with Victoria Riverside where 20% affordable housing is being provided on-site, FEC will work with their appointed panel of RPs to increase affordable housing delivery in excess of the 5% secured at planning. FEC will work with their panel of RPs with the aim to increase affordable housing to deliver a 20% provision outside of the confines of the s106 which will allow access to grant funding from Homes England. It should be noted that Homes England now require that any schemes accessing Affordable Housing Programme funding are the subject of a 999-year development lease. Such requirements will need to be factored into the terms of leases entered into by the City Council relating to this Development Area Business Plan. Further consideration will need to be given to the terms of the Joint Venture Partnership documentation to reflect such requirements and ensure the delivery of the Council's objectives and the second Development Area Business Plan.

### **Progress Reporting**

- 2.14 In their role as Development Manager for the Victoria North Joint Venture, FEC will provide regular progress updates to the JV Board which meets on a quarterly basis. The Council is represented on the Board through the Executive Member for Housing and Development; the Deputy Chief Executive and City Treasurer; and the Strategic Director (Growth and Development).

### **3.0 Housing Infrastructure Fund (HIF)**

- 3.1 In March 2019 the Executive delegated authority to the Deputy Chief Executive and City Treasurer and the Strategic Director (Growth and Development) to finalise and submit an application and detailed Business Case to Government seeking £51.6m of HIF funding for the Northern Gateway initiative to unlock circa 5,500 new homes in the Lower Irk Valley.
- 3.2 The success of this funding bid was announced by Government as part of the March 2020 Budget, and subsequent approval was granted by Executive in July 2020 to enter into a Grant Determination Agreement (GDA) with Homes England. Delegated authority was granted to finalise the terms and complete all of the necessary documentation.
- 3.3 The HIF grant was secured to support with the delivery of a broad package of infrastructure works designed to create a development platform capable of delivering circa 5,500 new homes across the neighbourhood to be known as Red Bank.
- 3.4 Planning applications were approved in December 2021 (enabling works package) and in July 2022 (main works package). The core package of

infrastructure works as originally envisaged includes bulk earthworks and remediation required to: repurpose the former Red Bank carriage sidings site – a 25-acre brownfield site; the acquisition and demolition of the former Creamline Dairies site; creation of a new access road; new and reinforced utility networks for electricity; flood mitigation works; and improvements to St Catherine’s Wood and the banks of the River Irk, which will form the first phase of the City River Park.

- 3.5 The GDA provides for HIF grant being claimed in arrears, subject to the Council meeting a series of performance milestones and ultimately ensuring the delivery of 5,500 new homes on the development platform that is enabled by the infrastructure works undertaken. The GDA reflects an end date for eligible works and expenditure of 31st March 2024.
- 3.6 Since the commencement of the HIF programme the following works have been completed:
- Completion of ground investigations, including the River Irk ground investigations.
  - Completion of the enabling works including tree and vegetation clearance and removal of relic structures and legacy railway infrastructure.
  - Acquisition and demolition of Creamline Dairies to create a new access point onto the Red Bank Plateau, and the creation of a temporary haul road.
  - Clearance of the former Gypsy and Traveller site within the HIF red line boundary, and contiguous to the HIF infrastructure works planning boundary.
  - Progress against the discharge of pre-commencement conditions related to both planning applications.
- 3.7 As with many current construction projects, the programme has experienced a number of delays and impacts from the pandemic, cost inflation and labour and supply chain instability as well as previously unidentified contamination being found onsite. In addition, the Council and appointed contractors will be unable to prosecute in-channel flood resilience measures as originally envisaged within the project programme. This will result in on-plot solutions being required that will materially increase project delivery costs for residential development schemes as they come forward in the future.
- 3.8 As a consequence of these unforeseen issues, the Council has been in a position of General Default against the terms of the GDA. The intention is that, subject to Homes England approval, a variation to the GDA will be entered into, including a new cashflow, and extended programme milestone events and end date for eligible expenditure. Homes England have confirmed their in-principle approval of variations sought by the Council and Homes England have instructed Solicitors to draft a Deed of Variation to the GDA.
- 3.9 The varied GDA will respond to a revised delivery programme. Deliverable elements of the HIF planning applications have been identified and prioritised, to ensure that the objective of facilitating and achieving tangible housing outputs

are prioritised with the remaining funding. The revised programme can be summarised as follows:

- A reduced scope of works to be delivered on Red Bank Plateau, focused on remediation / earthworks on a phased basis, dealing with contamination identified and creating the development platform for subsequent residential development; and the creation of a new highway access via Red Bank (street).
- A package of utility works to bring electrical power down from the Queen's Road Primary Substation to serve Dantzig Street plots and to provide a U tube connection across the River Irk that will provide the means of energising a number of development plots on the western side of the river.
- New "substitute" scope items relating to an Enabling Works package for development plots covered by DABP2 to the south of the River Irk. Due to challenges associated with the industrial legacy of the Red Bank Plateau area, a build-out along this side of the river following on from the Victoria Riverside scheme would be more logical. Therefore, a package of enabling works have been set out which can be instructed utilising the provisional sum / unallocated HIF balances remaining as a result of the scope amendments. These works comprise:
  - Demolition of existing structures including the 'Love Factory' warehouse.
  - Earthworks; Inclusive of cut and fill, removal of contaminated materials, vegetation clearance and invasive species treatment and remediation.
  - Installation of retaining structures to third party land (Network rail).
  - Diversion of existing Gas Main.
  - Works to provide perimeter access/ access route in flood for riverside development plots.

- 3.10 Discussions regarding scope refinement are ongoing, with some detailed costing and programming on NT02-04 still to be finalised as well as the Deed of Variation to the existing build contract. Once this is completed, a more accurate cost position will be available which will allow the possibility of additional packages of work to be included.

#### **4.0 Concluding Remarks**

- 4.1 Proposals set out in this report provide the means for the continued redevelopment of the New Town neighbourhood in Victoria North, increasing the momentum of this nationally significant regeneration programme, creating much needed new housing in a sustainable location at the northern edge of the city and revitalising a neighbourhood that has suffered the effects of deindustrialisation and long-term decline.

#### **5.0 Contributing to the Our Manchester Strategy**

- 5.1 Please see the front of the report.

## **6.0 Key Policies and Considerations**

6.1 Please see the front of the report

## **7.0 Risk Management**

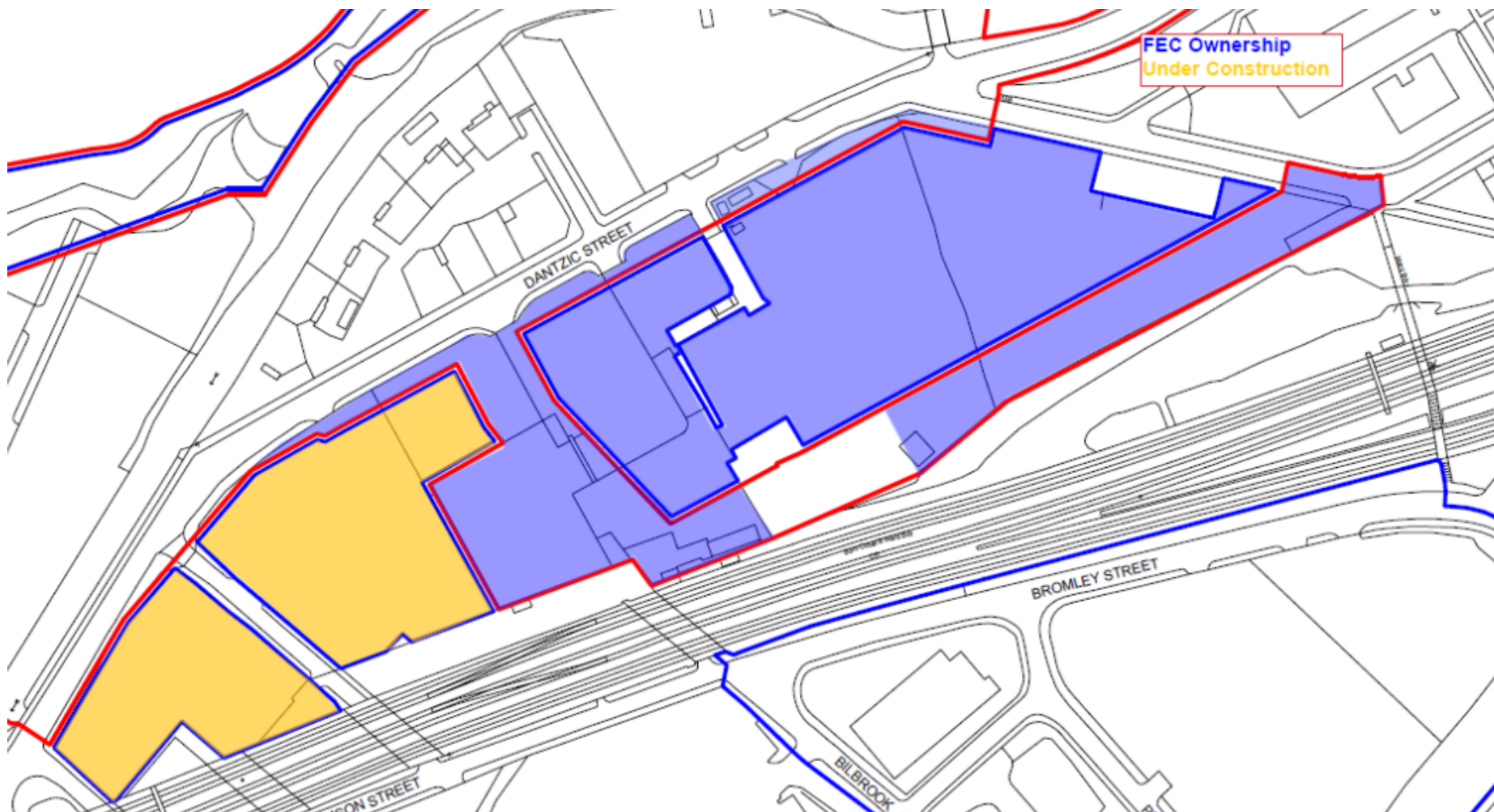
7.1 The Victoria North programme will continue to be progressed in accordance with existing internal governance arrangements and within the legal framework of the Victoria North Joint Venture. HIF funded activity is being risk managed on an ongoing basis by the Capital Projects Team and the externally appointed Programme Management, Cost Consultancy and Quality Assurance teams.

## **8.0 Legal Considerations**

8.1 Legal Services work closely with the project team to provide legal advice on all aspects of the Victoria North Initiative. Legal Services will continue to support and advise the team on all aspects of this project to facilitate delivery and ensure compliance with all relevant legislation, regulations and contractual terms.

### Appendix 1: Dantzig Street Development Plots – Current Land Ownership Plan

|  |   |
|--|---|
|  | Victoria Riverside – under construction by FEC                |
|  | Land already assembled by FEC for Development Plots NT02 - 04 |



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**Manchester City Council  
Report for Resolution**

**Report to:** The Executive – 13 December 2023

**Subject:** Victoria North - The Proposed City of Manchester (Dantzic Street) Compulsory Purchase Order 2023

**Report of:** Strategic Director (Growth and Development)

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### **Summary**

To report to Executive on proposals for the compulsory purchase of land within the Red Bank neighbourhood shown edged red on the plan attached at Appendix 1 of this report (“the Order Lands”), which consists of former industrial land and highway. The proposed Compulsory Purchase Order would be made under the provisions of sections 226(1)(a) and (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 to facilitate development, redevelopment and improvement of land between Dantzic Street and the railway line for the provision of 1,551 new residential dwellings, public realm and ancillary uses.

### **Recommendations**

The Executive is recommended to:

- (1) Authorise the making of the City of Manchester (Dantzic Street) Compulsory Purchase Order 2023 (“the Order”) under Section 226(1)(a) and (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 and the Acquisition of Land Act 1981 to acquire the Order Lands for the purpose set out in the Statement of Reasons.
- (2) Note the content of the Statement of Reasons attached at Appendix 2.
- (3) Note that all costs associated with the CPO and the acquisition of the Order Lands will be met by Far East Consortium International Limited who will reimburse the City Council of all costs incurred in accordance with a CPO Indemnity Agreement to be entered into between the City Council and Far East Consortium International Limited.
- (4) Authorise the Assistant Director Development and Investment Estate to approve the Indemnity Agreement between the City Council and Far East Consortium International Limited
- (5) Authorise the City Solicitor to seal the Order and to take all necessary steps, including the publication and service of all statutory notices and presentation of the Council’s case at Public Inquiry, to secure confirmation of the Order by the Secretary of State for Levelling up, Housing and Communities and the vesting of the land in the City Council.

- (6) Authorise the Strategic Director (Growth and Development) to confirm the Order, if the Secretary of State is satisfied that it is appropriate to do so.
- (7) Authorise the Assistant Director Development and Investment Estate to approve agreements with landowners, if identified, setting out the terms of withdrawals of objections to the Order including where appropriate the exclusion of land from the Order.
- (8) Authorise the Strategic Director (Growth and Development) and the City Solicitor to make deletions from, and/or minor amendments, and modifications to the proposed Order and Order Plan or to agree to refrain from vesting any land included within the Order should this be in their opinion appropriate.
- (9) Authorise the Assistant Director Development and Investment Estate to negotiate terms for the acquisition by agreement of any outstanding interests in the land within the Order prior to its confirmation.
- (10) Authorise the Strategic Director (Neighbourhoods) to take all necessary steps to secure the closure of all relevant highways streets and alleyways which are required for the development to proceed, if requested by the Director of Strategic Housing & Development.
- (11) Agree that the resources of the City Council are sufficient to carry out the duties resulting from the making of the Order, as outlined in this report.
- (12) Authorise the City Solicitor to do all things necessary or incidental to implement the above.

**Wards Affected:** Cheetham

|  |   |
|--|---|
| <p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p> | <p>The Northern Gateway (now Victoria North) Strategic Regeneration Framework established clear low-carbon principles in recognition that future development within the area will need to respond to the City Council's zero-carbon target and will be expected to move towards this aspiration through the active utilisation and deployment of leading building technologies.</p> <p>The planning of Victoria North has been actively developed to facilitate the radical change in the current patterns of energy generation, distribution and use. New developments will incorporate a range of sustainability measures including SuDS, biodiversity net gain, reuse of brownfield land, improvements</p> |
|--|---|

|  |   |
|--|---|
|  | to green and blue infrastructure, and active travel.  |
| <b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments | <p>An inclusive, accessible, and diverse engagement process has been developed to inform the Master Planning process for future development.</p> <p>The future development of the Victoria North neighbourhoods is capable of providing significant new residential space and associated commercial space and community infrastructure, creating jobs and opportunities open for all residents. As set out in the SRF, the site would be made highly permeable, connecting neighbouring streets and communities with high quality and fully accessible open spaces and public realm. Any future phases of development proposals would be considered through future planning applications with full public consultations. It is considered at this stage that the proposals do not impact any protected or disadvantaged groups.</p> |

| <b>Our Manchester Strategy outcomes</b>   | <b>Contribution to the Strategy</b>  |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The Victoria North initiative will expand the City Centre in a northern direction establishing sustainable mixed-use neighbourhoods including new jobs and employment opportunities.   |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | The Victoria North initiative will provide direct employment opportunities and also meet the demand for housing from residents who wish to live close to the skilled employment opportunities located in and around the Regional Centre. |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Development of the Victoria North area offers the potential to deliver on the objectives of the Manchester Housing Strategy and meet the growing demand for high quality new housing in the city.  |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | The Victoria North development opportunities will support the delivery of new residential developments using state of the art technologies and low carbon construction methods.  |

|   |  |
|---|--|
| A connected city: world class infrastructure and connectivity to drive growth | The master-planning of new neighbourhoods within Victoria North will include traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycling, and walking) are provided for. Active travel and public transport routes will be prioritised as the dominant means for residents to travel to the City Centre and connect to adjacent neighbourhoods and the wider conurbation. |
|---|--|

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

There are no revenue consequences associated with this report. Any costs associated with the use of the CPO will be covered by an indemnity agreement with the Developer, Far East Consortium International Limited.

### **Financial Consequences – Capital**

There are no capital consequences associated with this report. Any costs associated with the use of the CPO will be covered by an indemnity agreement with the Developer, Far East Consortium International Limited.

### **Contact Officers:**

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

### **General Documents**

- Detailed Planning Application 136814/FO/2023 for the redevelopment of the land incorporating The Order Lands
- Northern Gateway Strategic Regeneration Framework, February 2019

### **Council Reports**

- Victoria North – Strategic Business Plan Refresh, Economy & Regeneration Scrutiny Committee, 16 October 2023
- The Regeneration of Collyhurst – Update, Executive, 26 July 2023
- The Regeneration of Collyhurst – Update, Executive, 22 March 2023
- Victoria North – The Proposed City of Manchester (Thornton Street North Collyhurst Village Compulsory Purchase Order, Executive. 16 March 2022
- Northern Gateway Progress Update Report, Economy Scrutiny Committee, 22 July 2021
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- Northern Gateway Strategic Business Plan and First Phase Development Area, Economy Scrutiny Committee 6 February 2020, Executive 12 February 2020
- Strategic Acquisitions in the Northern Gateway: Resources and Governance Scrutiny Committee 18 June 2019, Executive 26 June 2019
- Northern Gateway: Implementation and Delivery, Executive, 13 February 2019
- Northern Gateway Strategic Regeneration Framework, Executive, 13 February 2019

## 1. Introduction

- 1.1. In April 2017 the City Council entered into a Joint Venture Partnership (JV) with Far East Consortium International Limited (FEC) to deliver the residential led redevelopment of the adjacent neighbourhoods of Lower Irk Valley, New Cross and Collyhurst, on the north-eastern edge of the City Centre, which have the capacity to provide circa 15,000 new homes over the next 20 years.
- 1.2. Following an extensive public consultation exercise that was undertaken during the autumn of 2018, the Executive meeting of February 2019 approved the Northern Gateway Strategic Regeneration Framework (SRF) as a means of guiding and coordinating development activity undertaken by the JV partnership and other third party agencies within the area. The Northern Gateway has since been renamed Victoria North.
- 1.3. The February 2020 meeting of Executive approved a Strategic Business Plan for the JV that set out details of how delivery would be brought forward, alongside details of the development schemes that will make up the JV's Initial Development Area Business Plan. The Strategic Business Plan has recently been refreshed and a summary report was brought to the October 2023 meeting of the council's Economy and Regeneration Scrutiny Committee.
- 1.4. On 23rd August 2023 the Planning and Highways Committee resolved to be minded to approve detailed planning permission for the Scheme subject to the completion of a s106 planning agreement. This has now paved the way for a second Development Area Business Plan (DABP2). This document is the subject of a separate report found elsewhere on the agenda for this meeting.
- 1.5. In summary, for the purpose of this report, DABP2 covers a development Scheme that comprises a series of plots within the lower New Town neighbourhood of the Victoria North SRF area. The entire site extends to approximately 6.94 acres and is broadly bounded by Dantzic Street to the north and the active railway line to the south.
- 1.6. The Scheme will deliver:
  - 1,551 apartments across 6 buildings ranging in height from 6 to 37 storeys, providing a mix of 1 (41%), 2 (54%) and 3 (5%) bed apartments;
  - Ground floor flexible commercial units (use class E);
  - A standalone clubhouse building providing residential amenity and commercial space;
  - Associated car parking, cycle and refuse storage, landscaping, and public realm.
- 1.7. Other than a small parcel of land for which the Council has freehold ownership, FEC have acquired the freehold or long-leasehold ownership of the majority of land upon which the Scheme will be developed. This has been made possible through negotiation with landowners, where they have been identified.

- 1.8. There are a number of parcels of land, however, that are either unregistered, with no known legal owner, or where FEC have only been able to register “possessory title” meaning that there is insufficient documentation to register absolute title. Without contact information available for the unregistered parcels of land, FEC have been unable to identify or contact owners to acquire the land through negotiation. This presents a risk to the delivery of the Scheme covered by the DABP2 and the proposed approach to mitigate against this risk forms the basis of the following sections of this report.

## **2. The Case for a Compulsory Purchase Order (CPO)**

- 2.1. Without the acquisition of the unregistered land, and the land for which absolute title cannot be registered with the Land Registry, referred to from this point forward as the “The Order Lands”, there will remain inherent risks to the delivery of the Scheme. Given that there is no available route to acquire The Order Lands through negotiation, or upgrade titles within the required programme, it is proposed that the use of CPO powers represents the most suitable option available to secure the delivery of the Scheme and which is determined to be in the public interest due to the benefits and target outcomes as reflected in the Statement of Reasons attached at Appendix 2.
- 2.2. Notwithstanding the acknowledged impact that the Order will have in respect of human rights, regard should be had to the provision of Articles 1, the right to peaceful enjoyment of your possessions, Article 6, the right to a fair and public hearing and Article 8, the right to respect for private family life, of the First Protocol to the European Convention on Human Rights. As regards Article 1 whilst owners will be deprived of their property if the Order is confirmed and implemented, this will be done in accordance with the law and compensation will be payable under the statutory compensation code.
- 2.3. A CPO should only be made where there is a compelling case in the public interest which justifies the overriding of private rights in the land being sought to be acquired. Without the acquisition of the Order Land there remain inherent risks to the delivery of the Scheme, as recently minded to approve by the planning authority and in accordance with the Northern Gateway (Victoria North) SRF. Given this, there is a compelling case in the public interest for the acquisition of the Order Lands. The developer would in normal circumstances attempt to acquire all interest through negotiation, however for reasons as outlined in the Statement of Reasons this has not been possible.
- 2.4. The Executive is therefore requested, having regard to the Statement of Reasons, attached at Appendix 2, to approve the recommendations outlined at the start of this report to authorise the use of compulsory purchase powers under s.226(1)(a) and s.226 (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004. On the basis that approval is given for the council to exercise its Compulsory Purchase powers the City Solicitor will progress and submit an Order to the Secretary of State for consideration.

### 3. The Order Lands

- 3.1. The Order Lands are located in the Cheetham ward of north Manchester, and form part of the emerging Red Bank neighbourhood. The Order Lands extend to an area of approximately 6.94 acres (2.81 hectares) and comprises former industrial land bounded by Dantzig Street to the north and the active railway line to the south. The Order Lands relate specifically to the Scheme as covered by the DABP2 and planning application 136814/FO/2023.
- 3.2. FEC have undertaken the Land Referencing exercise, which is being reviewed by the Council's legal team. The land referencing further details the interests and rights that are sought to be included in the Order.

### 4. Statement of Reasons

- 4.1. The Statement of Reasons attached at Appendix 2, which has to be submitted with the Order, has been prepared in compliance with the revised guidance from the Department for Levelling up, Housing and Communities on Compulsory Purchase process ("the Guidance").
- 4.2. The Guidance states that the Statement of Reasons should include information on the following:
- i. a brief description of the order land and its location, topographical features and present use;
  - ii. an explanation of the use of the particular enabling power;
  - iii. an outline of the authority's purpose in seeking to acquire the land;
  - iv. a statement of the authority's justification for compulsory purchase, including reference to how regard has been given to the provisions of Article 1 of the First Protocol to the European Convention on Human rights, and Article 8 if appropriate;
  - v. a statement justifying the extent of the scheme to be disregarded for the purposes of assessing compensation in the 'no scheme world';
  - vi. a description of the proposals for the use or development of the land;
  - vii. a statement about the planning position of the order site;
  - viii. information required in the light of Government policy statements where orders are made in certain circumstances;
  - ix. any special considerations affecting the order site, e.g. ancient monument, listed building, conservation area, special category land, consecrated land, renewal area, etc.;
  - x. if the mining code has been included, reasons for doing so;
  - xi. details of how the acquiring authority seeks to overcome any obstacle or prior consent needed before the order scheme can be implemented, e.g. need for a waste management licence;
  - xii. details of any views which may have been expressed by a Government department about the proposed development of the order site;
  - xiii. What steps the authority has taken to negotiate for the acquisition of the land by agreement;



- xiv. any other information which would be of interest to persons affected by the order, e.g. proposals for re-housing displaced residents or for relocation of businesses;
- xv. details of any related order, application or appeal which may require a coordinated decision by the confirming Minister, e.g. an order made under other powers, a planning appeal / application, road closure, listed building; and
- xvi. if, in the event of an inquiry, the authority would intend to refer to or put in evidence any documents, including maps and plans, a list of such documents, or at least a notice to explain that documents may be inspected at a stated time and place.

## **5. Timescales**

- 5.1. The timescales depend on whether there are any objections to the Order. Should there be objections then there is a possibility that the matter will be brought for a Public Inquiry for the Secretary of State to consider the objections. If this was to be the case then it is estimated that it would take circa 18 – 24 months for a decision to be made, however, on the basis that no objections are received the process would take circa 12 -18 months.
- 5.2. FEC are aware of the timescales associated with the CPO and will remain in dialogue with the Council to ensure a successful timely Order is made.

## **6. Costs**

- 6.1. FEC has agreed to indemnify the City Council against all costs associated with the Compulsory Purchase Order.

## **7. Recommendations**

- 7.1. The Executive is recommended to:
  - (1) Authorise the making of the City of Manchester (Dantzic Street) Compulsory Purchase Order 2023 (“the Order”) under Section 226(1)(a) and (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 and the Acquisition of Land Act 1981 to acquire the Order Lands for the purpose set out in the Statement of Reasons.
  - (2) Note the content of the Statement of Reasons attached at Appendix 2.
  - (3) Note that all costs associated with the CPO and the acquisition of the Order Lands will be met by Far East Consortium International Limited who will reimburse the City Council of all costs incurred in accordance with a CPO Indemnity Agreement to be entered into between the City Council and Far East Consortium International Limited.
  - (4) Authorise the City Solicitor to seal the Order and to take all necessary steps, including the publication and service of all statutory notices and

presentation of the Council's case at Public Inquiry, to secure confirmation of the Order by the Secretary of State for Levelling up, Housing and Communities and the vesting of the land in the City Council.

- (5) Authorise the Strategic Director (Growth and Development) to confirm the Order, if the Secretary of State is satisfied that it is appropriate to do so.
- (6) Authorise the Assistant Director Development and Investment Estate to approve agreements with landowners, if identified, setting out the terms of withdrawals of objections to the Order including where appropriate the exclusion of land from the Order.
- (7) Authorise the Strategic Director (Growth and Development) and the City Solicitor to make deletions from, and/or minor amendments, and modifications to the proposed Order and Order Plan or to agree to refrain from vesting any land included within the Order should this be in their opinion appropriate.
- (8) Authorise the Assistant Director Development and Investment Estate to negotiate terms for the acquisition by agreement of any outstanding interests in the land within the Order prior to its confirmation.
- (9) Authorise the Strategic Director (Neighbourhoods) to take all necessary steps to secure the closure of all relevant highways streets and alleyways which are required for the development to proceed, if requested by the Director of Strategic Housing & Development.
- (10) Agree that the resources of the City Council are sufficient to carry out the duties resulting from the making of the Order, as outlined in this report.
- (11) Authorise the City Solicitor to do all things necessary or incidental to implement the above.

## **8. Key Policies and Considerations**

### **a. Equal Opportunities**

An Equality Impact Assessment has been produced to assess impact on protected characteristics. Ongoing reviews will take place as the interventions and projects set out in the Framework are considered for implementation.

### **b. Risk Management**

The risk associated with the delivery of Victoria North will continue to be progressed in accordance with existing internal governance arrangements and the approved SRF.

**c. Legal Considerations**

Legal Services work closely with the project team to provide legal advice on all aspects of matters related to the delivery of Victoria North, including in respect of contractual arrangements for the delivery of works associated with the Housing Infrastructure Fund (HIF) grant, and in relation to land assembly (CPO) and disposal to facilitate scheme delivery. Legal Services will continue to support and advise the team on all aspects of this project to facilitate successful delivery and ensure compliance with all relevant legislation, regulations and contractual terms.

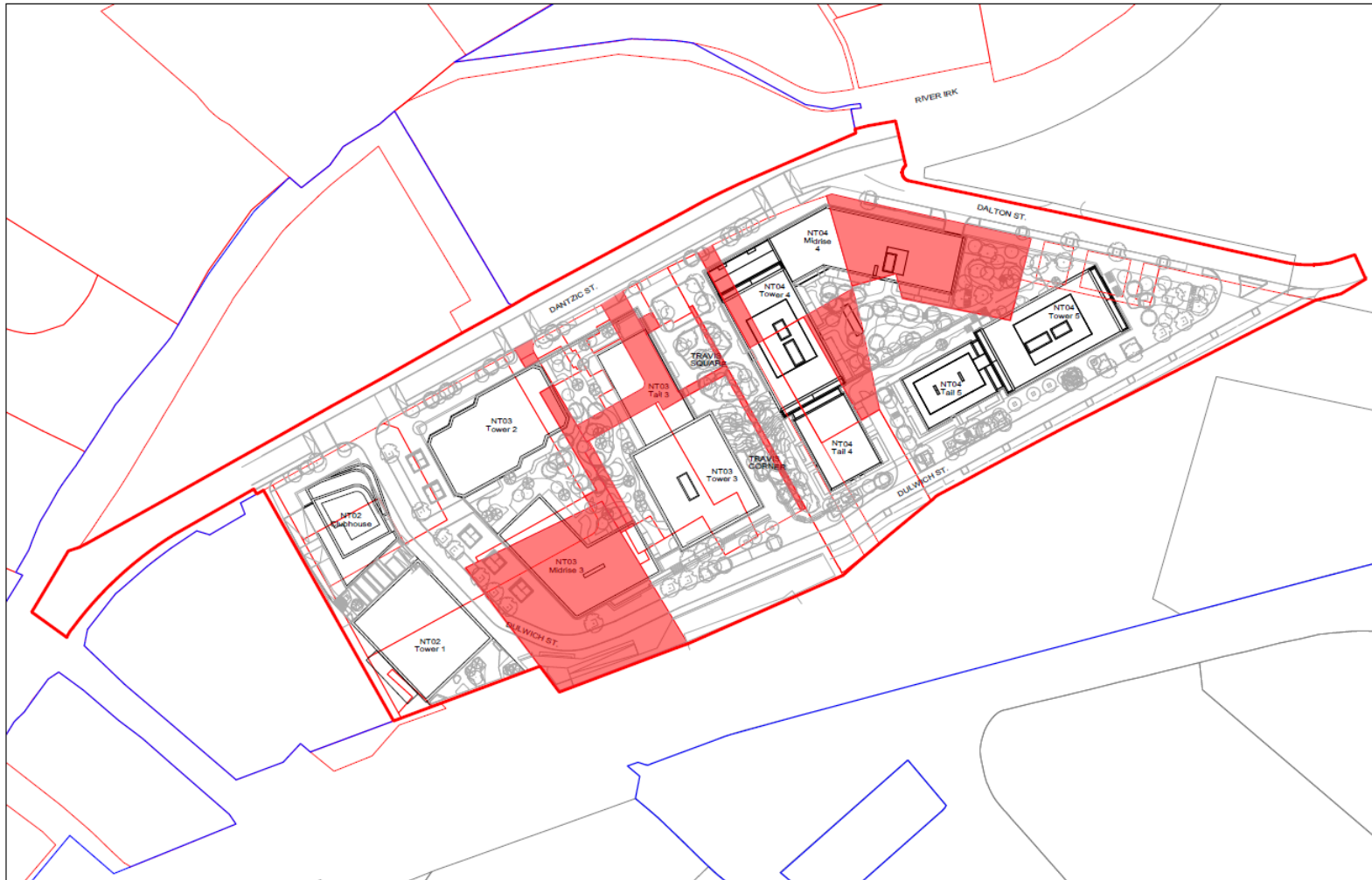
**Appendices**

Appendix 1 – Draft Order Lands Plan

Appendix 2 – CPO Statement of Reason

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# Appendix 1 – Order land



© Maccreanor Lavington Ltd.  
 Do not scale from this drawing. Verify all dimensions on site.  
 Drawing should be read in conjunction with information from  
 all other design consultants and contractors. All drawings in  
 digital format are for reference only; paper copies are  
 available on request.

- Legend**
- Application boundary
  - Land owned or controlled by the applicant
  - Order Lands (Shaded Red)

**MACCREANOR LAVINGTON**  
 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936, 937, 938, 939, 940, 941, 942, 943, 944, 945, 946, 947, 948, 949, 950, 951, 952, 953, 954, 955, 956, 957, 958, 959, 960, 961, 962, 963, 964, 965, 966, 967, 968, 969, 970, 971, 972, 973, 974, 975, 976, 977, 978, 979, 980, 981, 982, 983, 984, 985, 986, 987, 988, 989, 990, 991, 992, 993, 994, 995, 996, 997, 998, 999, 1000.

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APPENDIX 2 - STATEMENT OF REASONS

**CITY OF MANCHESTER**  
**(NT02-NT04, DANTZIC STREET, RED BANK)**  
**COMPULSORY PURCHASE ORDER 2023.**

STATEMENT OF REASONS

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## **1. Introduction;**

This document is the Statement of Reasons of Manchester City Council for making a compulsory purchase order entitled the "The City of Manchester (NT02-NT04, Dantzic Street, Red Bank) Compulsory Purchase Order 2023".

The Compulsory Purchase Order is made pursuant to s.226(1)(a) and s.226 (1A) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004. The Council considers that there is a compelling case in the public interest to acquire land to facilitate development, redevelopment or improvement of the Order Lands for the provision of 1,551 residential dwellings together with commercial space and public open space ("the Scheme") and that the proposed acquisition is likely to contribute to the achievement of the promotion or improvement of the economic, social and/or environmental well-being of the area.

Planning permission has been resolved to be granted for the Scheme upon agreement of the s106 as detailed in Section 8.

The Scheme will deliver much needed development on brownfield former industrial use land, providing new housing, new commercial and community space, new landscaping, and public realm. It will start the process of remodelling this area of Victoria North to address the lack of economic investment in the neighbourhood, creating a positive impact on the character and appearance of the area bringing environmental, economic and social benefits. The purpose of the Order is to secure the acquisition of all interests in the Order Lands to facilitate delivery of the Scheme.

The Scheme is being promoted by the Council and its JV partner Far East Consortium International Limited (FEC). FEC is the Council's investor partner and an experienced developer.

The Order has been made by the Council for the purposes of acquiring the Order Lands which are required for the implementation of the Scheme located in the New Town neighbourhood, the need for which is fully explained in this Statement of Reasons.

This Statement of Reasons has been prepared in accordance with the provisions of the CPO Guidance.

## **2. A brief description of the order land and its location, topographical features and present use;**

The Order Lands, as detailed in the Order, comprise land and buildings within the Red Bank neighbourhood of Manchester. The comprehensive redevelopment as outlined in Section iii will not be possible as described without the acquisition of the Order Lands.

The Order Lands are situated within the New Town Neighbourhood, which falls under the wider Victoria North regeneration area, formerly the Northern Gateway, a joint venture between Far East Consortium (FEC) and Manchester City Council to regenerate an area to the north of central Manchester and deliver approximately 15,000 new homes over the next 20 years. The wider Red Bank neighbourhood, which is one of the 7 neighbourhoods identified in the SRF, benefits from outline planning consent for a maximum of 3,250 new homes alongside commercial/leisure/healthcare uses, a new school, and improved public open space. The Order Lands are situated within the Boundary of the New Town Neighbourhood under the SRF but form part of the emerging Red Bank Neighbourhood masterplan proposals.

The Red Bank neighbourhood is located in the Cheetham Ward of North Manchester. Spatially, the Neighbourhood lies approximately 1 mile north east of Manchester City Centre, and is bounded by Red Bank to the North, railway line to the South, Corporation Street to the West and the Lowry Footbridge to the East.

The Order Lands extend to 6.94 acres (2.81 hectares) and comprises former industrial land bounded by Dantzic Street to the North and the railway line to the South. The Order Lands form the first phase of development within the Red Bank neighbourhood.

The Council is seeking powers to acquire title ownerships within the Order Lands to enable the Scheme to proceed as proposed.

## **3. An explanation of the use of the particular enabling power; s226 planning powers;**

Section 226(1)(a) of the Town and Country Planning Act 1990 (“the 1990 Act”), as amended by the Planning & Compulsory Purchase Act 2004, enables the Council to compulsorily acquire land if it thinks that the acquisition will facilitate the carrying out of development, redevelopment or improvement on, or in relation to the land, provided that this will, in accordance with s226(1A), contribute to the achievement of the promotion or improvement of the economic, social and / or environmental well-being of the relevant area.

The Council has resolved to make the Order because it considers that the requirements of s226(1)(a) and s226(1A) of the 1990 Act are met. The Order has been made for the following reasons:

- Delivery of the Scheme as proposed would be inhibited and placed at greater risk without the acquisition of the Order Lands. The acquisition of the Order Lands will contribute to the improvement of the viability of the Scheme which could result in the provision of higher levels of social benefit such as in the form of additional affordable housing.
- The Scheme would facilitate the commencement of development, redevelopment and improvement of the Red Bank Neighbourhood and improve and promote economic, social and environmental well-being within the area in accordance with the requirements of s226(1A).
- Without implementation of the Scheme the conditions in the Red Bank Neighbourhood are likely to persist, with significant vacant land and a poor quality environment. The Scheme will catalyse wider development within the Neighbourhood.
- The Order Lands cannot be acquired by agreement due to the unknown nature of the freehold owners. Therefore, in order to support the comprehensive delivery of the Scheme and as

outlined in the CPO Guidance, a compulsory purchase timetable has been planned as a contingency measure and formal procedures initiated.

The Council is satisfied that section 226(1)(a) is the appropriate enabling power to rely upon pursuant to paragraphs 10 and 11 of the CPO Guidance.

The Council recognises that a compulsory purchase order can only be made if there is a compelling case in the public interest (paragraphs 2 and 12 of the CPO Guidance) which justifies the interference with the human rights of those with interests in the Order Lands.

The Council is satisfied that it may lawfully exercise its powers of compulsory purchase under the powers set out above and, for the reasons set out in Section 5 below, that there is a clear and compelling case in the public interest for such exercise and that the public interest is sufficiently important to justify the interference with human rights of those holding interests in the Order Lands. The Council is satisfied that the Order may lawfully be made.

#### **4. An outline of the authority's purpose in seeking to acquire the land;**

Manchester has experienced rapid population growth. According to the Manchester City Council Forecasting Model (MCCFM PRI 2020) since 2001 the number of residents has risen from 423,000 to 597,000 in 2022 - a figure that is expected to increase to 636,000 by 2026. The regeneration of Red Bank has long been a strategic priority for the Council to ensure that the neighbourhood contributes to the ongoing economic growth that is being experienced by the City and the region.

In April 2017 the City Council entered into a Joint Venture Partnership (JV) with Far East Consortium International Limited (FEC) to deliver the initiative now known as Victoria North (formerly The Northern Gateway) and facilitate the residential led redevelopment of the adjacent neighbourhoods of Lower Irk Valley, New Cross and Collyhurst, on the north eastern edge of the City Centre.

Far East Consortium International Ltd (FEC) specialises in property, hospitality and car parking ventures. Their property development experience includes mixed used developments and high-quality residential developments, with its diverse portfolio spanning China, Hong Kong, Singapore, Malaysia, Australia and the UK (London and Manchester).

The Victoria North initiative encompasses an area of 155 hectares of land and contains significant tracts of brownfield land and marginal economic uses close to the City Centre. To bring about the comprehensive redevelopment of Victoria North, the Council, with its JV partner embarked on a process to produce a Strategic Regeneration Framework ("SRF"). The SRF established the principle of residential development within the Red Bank neighbourhood with the ambition to deliver a mixed use neighbourhood which brought economic improvement to this part of the City Centre.

Following an extensive public consultation exercise that was undertaken during the autumn of 2018, the Council's Executive meeting of February 2019 approved the SRF as a means of guiding and coordinating development activity undertaken by the JV partnership and other third party agencies within the area.

The SRF presents a Vision, Core Objectives, and a SRF Development Framework to guide the future regeneration of the whole of Victoria North over the next 15-20 years. The Vision for Victoria North is

*"..to deliver a series of vibrant, sustainable and integrated residential neighbourhoods within the extended city centre of Manchester.*

*These neighbourhoods will provide a range of housing options in a high-quality, well managed environment, with high levels of connectivity that link the growth of the city centre with surrounding Manchester communities. This will include the delivery of a range of affordable housing products to meet the needs of residents on a range of incomes.*

*The Northern Gateway SRF will support long-term growth and promote economic, social and cultural uses to support the creation of high performing and sustainable new communities where people choose to live, work, and play.”*

The SRF outlines eight Core Objectives that are considered in developing the proposals for Victoria North-

A unique and high-quality residential-led regeneration scheme – Provide significant new housing with a mix of types and tenures to accommodate new and existing residents of all ages, along with the essential facilities and amenities to create integrated neighbourhoods with a sense of place and community.

The Northern Gateway is an opportunity to create a series of new and vibrant neighbourhoods, and to integrate Collyhurst and existing communities within North Manchester, through better linkages to local and regional employment, and improved social and community infrastructure.

A varied network of high-quality green streets and public open spaces - Allow the Irk Valley to connect into a varied network of open spaces and the creation of high-quality public realm in neighbourhoods throughout the Northern Gateway.

New and existing open spaces are proposed in a meaningful way to create a green and blue infrastructure network and legible wayfaring links to neighbourhoods and amenities, in a network extending throughout the study area and connecting North Manchester communities.

Manchester’s unique city river park - The Northern Gateway presents a unique opportunity to create Manchester’s City River Park; a leisure corridor connecting the city centre and North Manchester as part of an extensive network of high-quality open space and public realm and improve the ecological status of the River Irk.

The Lower Irk Valley cuts a swathe through the Northern Gateway, adding a unique, natural landscape for future use and enjoyment, by providing opportunities for high-quality water-edge development and revitalised linear and cross-connectivity.

Build on the best of what is there - There is an opportunity to enhance the character of the study area by drawing from existing physical, historic and landscape assets to build a meaningful sense of place.

The character of the study area will be informed by physical, historic and landscape assets, as well as existing residents and businesses. These will be fully considered to ensure that the cultural past is part of a re-invigorated future. Existing communities are key assets upon which the regeneration of the Northern Gateway will be developed.

Improve connectivity across the Northern Gateway and beyond - Create well-connected and accessible neighbourhoods that encourage support for high-quality transport infrastructure and capitalise on the area’s proximity to the city centre and key public transport infrastructure.

To attract new residents and improve the lives of existing communities, the Northern Gateway will be home to a series of well-connected and sustainable neighbourhoods. The Northern Gateway will provide high-quality access to jobs, particularly those within key growth areas, such as the city centre, the Etihad Campus, Media City, and Corridor Manchester, alongside new and existing leisure and recreation opportunities.

Create new gateways to and from the city centre - New gateways that establish strong links with surrounding communities and create destinations that extend the influence of the city centre northwards.

The Northern Gateway will be a threshold to the city, connecting to the city centre and expanding it northwards to unlock the potential in northern suburbs, and laterally across the valley. It will better connect communities in north and east Manchester with opportunities throughout the regional centre.

Promote truly sustainable places - Deliver truly vibrant, integrated and sustainable residential-led neighbourhoods, supported locally by a mix of economic, social and cultural uses, located close to core employment, leisure and transport provision.

The Northern Gateway will be an exemplar regeneration project providing truly sustainable neighbourhoods located at the heart of the regional centre promoting innovation through the use of SuDS, district heating, renewable energy and waste management as part of its place making ambition.

Foster the emergence of local retail and service hubs - Build on existing services and facilities and highlight opportunities for new hubs for retail and service uses that provide local amenity and integrated provision at the heart of communities.

The scale of the Northern Gateway would require significant investment in social and community infrastructure. Opportunity for new Retail and Service Hubs will be identified, with a mix of uses, including employment, retail, social, community, health and education facilities, to ensure a sustainable network of provision that serves the needs of the local community and supports the growth of the city centre.

Contained within the SRF are the aspirations for the future development of the 7 neighbourhoods of Victoria North (including Red Bank/New Town Neighbourhoods), which over a 20-year period have the potential to deliver circa 15,000 new homes.

The Order Lands fall under the New Town Neighbourhood of the SRF, the vision for which is as follows:

*“...a residential-led neighbourhood at the southern extent of the Northern Gateway and represents an opportunity to establish a range of higher-density housing types and tenures, that support Manchester’s diverse and growing population.*

*The area is characterised by significant vacant and brownfield land associated with former industrial uses.*

*New Town will be a well-connected neighbourhood at the heart of the extended city centre and will form a key gateway to North Manchester as part of a revitalised urban environment”*

Since approval of the SRF, the JV has sought to translate the vision into delivery and in September 2023 the Council’s Executive approved the JV’s Development Area 2 Business Plan, based upon the provision of new homes within the Scheme.

The Scheme achieved Planning approval (ref 136814/FO/2023) on August 2023 for:

*'Full planning application proposing the demolition of existing buildings and structures and erection of a phased residential led mixed use development comprising residential (use class C3 and C2), flexible non-residential floorspace comprising commercial, business, service and community uses (Use Classes E, F and Sui Generis); residential amenity space including within a clubhouse building, with associated car and cycle parking, hard and soft landscaping, improvement works to Dantzic Street, drainage infrastructure and associated engineering works.'*

The Scheme will deliver:

- 1,551 apartments across 6 buildings ranging in height from 6 to 34 stories, providing a mix of 1 (41%), 2 (54%) and 3 bed (5%) apartments;
- Ground floor flexible commercial units (Use Class E);
- A standalone clubhouse building providing residential amenity and commercial space;
- Associated car parking, cycle and refuse storage, landscaping, public realm and infrastructure.

The Scheme will be an initial stage of new residential development in the neighbourhood, aligning with the SRF New Town objectives and the ambitions of the synergistic Red Bank masterplan outline planning permission, in the following respects:

- Creation of a high quality residential-led, sustainable neighbourhood, which will accommodate higher density housing types and tenures for residents of all ages;
- Taller buildings along the railway line offer views over the Irk Valley and towards the city centre and serve as landmarks to define the character of the place;
- Improved cycle and pedestrian connectivity will be essential to create a sustainable neighbourhood, and to achieve high levels of permeability with the city centre and adjacent neighbourhoods;
- Creation of green and active new public spaces, creating green links between the spaces and outwards into the adjacent neighbourhoods, and acting as focal points for activity and social interaction;
- Define the street edges with strong frontages that contribute to the quality and character of the public realm;
- Respond to established and emerging routes and the site topography, maximising street activation
- Achieving sustainability at the heart of Greater Manchester through innovative energy efficient design, low carbon energy supply, integrated SuDs, promotion of active travel and incorporation of Green and Blue infrastructure increasing biodiversity and amenity value.

The Scheme aligns with the Manchester Housing Strategy 2022-2032, adopted by Manchester City Council, which sets out a long-term vision to deliver the homes that people want and need. It is built around the following four vision principles-

- Increase affordable housing supply and build more new homes for all residents;
- Work to end homelessness and ensure housing is affordable and accessible to all;
- Address inequalities and create neighbourhoods where people want to live;
- Address the sustainability and zero-carbon challenges in new and existing housing.

The Scheme will be a mixed tenure development consisting of 1,551 homes the majority of which will be for open market sale with a provision of Build to Rent apartments, and a 5% affordable housing

provision of intermediate housing. The Scheme will be delivered through the Council's JV arrangement with FEC. FEC are the developer for The Scheme, managing the procurement of both the affordable and open market sale homes as one development. FEC will bear the cost of the construction for the Scheme including infrastructure, abnormals and design fees.

The Scheme is included within Manchester City Council's Housing Infrastructure Funding (HIF) bid and forms part of the 5,500 homes to which the funding allocated. The funding has been provided by Homes England and will be utilised across the wider Red Bank neighbourhood to resolve abnormal ground conditions, provide necessary infrastructure and deliver new public spaces.

The Scheme was made up of a series of ownerships and titles with a number of different owners, and FEC have acquired the land over period of 4 years through negotiation with the known land owners. The assembly of this site required the acquisition of a mix of freehold and long/short leasehold interests.

The Scheme would begin to transform this part of Red Bank helping deliver the principles set out in the Manchester Housing Strategy 2022-2032 and would make a significant contribution to the economic, social and environmental well-being of the area and the wider Victoria North initiative, delivering very significant benefits including:-

- Early stage of a wider transformation project which will turn a currently underused part of Manchester into a unique neighbourhood combining new public spaces within an urban context;
- Support the creation of a strong, vibrant and healthy community;
- Significant enhancement to the landscape environment and built form through the redevelopment of currently vacant and unused site within a key area of the city centre;
- Delivery of 1,551 homes to help meet Council housing targets and existing demand;
- 5% provision of affordable homes with the ambition to improve upon this during the delivery of the Scheme;
- Catalyst for further investment and development within the neighbourhood, and unlocking the area's potential as part of the wider Victoria North regeneration;
- Provision of flexible commercial spaces, providing active frontages and direct employment opportunities;
- Creation of a standalone clubhouse providing resident's amenity space and additional commercial uses;
- 100% cycle parking provision and a 10% car parking provision to promote the use of sustainable modes of transport;
- Significant economic improvement through local job creation and supply chain linkages, including the creation of temporary and full time construction jobs in accordance with Local Labour Agreements;
- Sustainable building design and construction from a "fabric first approach" utilising high efficiency low carbon and renewable technologies including Air Source Heat Pumps and Solar Photovoltaics. Carbon emission reduction of approximately 70% over Part L 2010 and 15% improvement above required planning policy;
- A comprehensive green and blue infrastructure strategy complimenting the wider neighbourhood proposals to provide include green and brown roofs, SUD's, and wholly electric powered development including from renewable energy sources;

- Significant environmental improvements to local habitats through the regeneration of a prominent site with the creation of high quality places, new green infrastructure, public realm and landscaping. Providing a 26.86% on site biodiversity net gain;
- Environmental and public realm improvements with improved permeability and legibility through the neighbourhood and linking to wider environmental improvements;
- Establishment of an estate management company to work alongside the wider neighbourhood management to ensure the maintenance of the built environment for residents.

**5. A statement of the authority's justification for compulsory purchase, including reference to how regard has been given to the provisions of Article 1 of the First Protocol to the European Convention on Human rights, and Article 8 if appropriate;**

There is a continued and compelling case for change in the Red Bank neighbourhood of Victoria North based on the need for new housing and regeneration.

Without the acquisition of the Order Lands, there will remain inherent risks to the delivery of the Scheme, which accords with the SRF and the extant planning permission and there is therefore a compelling case in the public interest for the acquisition of the Order Lands. FEC have acquired ownerships of varying title grades across the site through negotiation with known land owners. FEC have explored available routes to upgrade titles or identify unknown landowners. A number of titles within the Order Lands will not be able to be upgraded in line with the delivery programme for the Scheme and therefore present a risk to its delivery. Where titles within the Order Lands are unregistered, FEC has explored all available routes to identify and contact potential owners. The unknown ownership entities of these titles therefore presents a risk to the delivery of the Scheme wherein an owner could realistically come forward later within the delivery programme and inhibit the delivery of the Scheme creating a ransom situation. In particular the situation of a parcel of unregistered land under the primary access road, Dulwich Street, servicing all buildings within the site for access/servicing/flood risk/emergency access presents a significant risk to the Scheme from a delivery, function and estate management perspective. Given that there is no available route to acquire the Order Lands through negotiation, or upgrade titles within the required programme, it is determined that the use of CPO powers upon the Order Lands represents the foremost option available to secure the delivery of the scheme and which is determined to be within the public interest given the aforementioned benefits and the catalytic nature of the Scheme upon the wider neighbourhood.

The plan at Appendix II shows the location of the Order lands within the Scheme boundary. It is essential that all of the Order Lands are acquired as failure to achieve regeneration will adversely affect the potential for further investment in the wider area and the economic prospects for the City in general.

With respect to the proposed Scheme, the Council has considered the issue of the Order's conformity with the European Convention on Human Rights ("ECHR"), which has been directly enacted into UK law through the Human Rights Act 1998.

Of particular relevance is Article 1 of the First Protocol of the ECHR, which provides that "Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law." Compulsory acquisition of a person's property is clearly a deprivation of that person's possession and is, prima facie, an infringement of their Article 1, Protocol 1 right.



Article 8 of the ECHR is also relevant in this context. It provides that “(1) Everyone has the right to respect for his private and family life, his home and his correspondence,” and that “(2) There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.” This means that the compulsory acquisition of a home or the compulsory relocation of a tenant would, on the face of it, be an interference with this fundamental right.

When considering compulsory purchase order proposals, the local authority has to have regard to the impact the proposals may have in respect of the above Articles. It is expected that the “doctrine of proportionality” will be applied to ensure “that a measure imposes no greater restriction upon a Convention right than is absolutely necessary to achieve its objectives”. Simply put, the interference with the fundamental rights is no more than is reasonably necessary to achieve the legitimate aim being pursued.

The Council must take into account both public and private interests in the exercise of its powers and duties as an Acquiring Authority (and Local Planning Authority). For the reasons set out in this Statement of Reasons the Council is satisfied, that there is a compelling case in the public interest for compulsory acquisition of the Order Lands which justifies interfering with the Convention rights referred to in the foregoing, and that the use of compulsory purchase powers in this matter is both necessary and proportionate in order to secure the economic, social and environmental well-being benefits that this scheme will promote.

Building on previous success in this area, every effort will be made to acquire the Order Lands on a voluntary acquisition basis. If the Order is confirmed, the dispossessed owner(s) will receive market value compensation for their interests in the Order Lands. All eligible owners will receive appropriate compensation having regard to the Land Compensation Act 1973. The CPO powers are being invoked as a necessary measure to ensure the Scheme can be delivered due to voluntary acquisition not being possible.

The improvement of the Red Bank Neighbourhood is a legitimate aim and without the use of the powers, the much needed regeneration and redevelopment of the Scheme will be jeopardised as there is a real prospect that unknown land owners could inhibit development at a later stage.

Having regard to the above, it is considered that the compulsory purchase of the Order Lands is an appropriate and proportionate way forward.

#### **6. A statement justifying the extent of the scheme to be disregarded for the purposes of assessing compensation in the “no scheme world”;**

The Neighbourhood Planning Act 2017 (Commencement No.2) Regulations 2017 SI No 936 came into effect on 22nd September 2017. One of the key provisions of this was the amendment of the Land Compensation Act 1961, sections 6A to 6E. These sections deal with the concept of the ‘no scheme world’ in relation to valuations for the purposes of compulsory purchase compensation.

The basic ‘no scheme’ principal can be summarised in the following terms. For the purposes of the valuation, it is assumed that the scheme was cancelled on the relevant valuation date, thus creating the ‘no scheme’ world. Any increase or decrease in the value of the subject land or property which might be caused as a consequence of the scheme being undertaken – or the prospect of it - should be disregarded for the purposes of valuation.

The Scheme will result in the development of a significant number of new dwellings, creation of a new, high quality, well managed park and provision of new and improved public realm.

The Scheme will generate a significant improvement to the area (in environmental, social, and economic terms). Any associated rise in property values would be disregarded when assessing values of the Order Lands.

### **7. A description of the proposals for the use or development of the land;**

The Scheme will provide:

- 1,551 apartments across 6 buildings ranging in height from 6 to 34 stories, providing a mix of 1 (41%), 2 (54%) and 3 bed (5%) apartments;
- Ground floor flexible commercial units (Use Class E);
- A standalone clubhouse building providing residential amenity and commercial space;
- Associated car parking, cycle and refuse storage, landscaping, public realm and infrastructure.

The proposals have been designed from the ground up, from district to doorknob, prioritising the design of public realm and street experience of future residents and visitors. The public realm draws on the surrounding natural environments of the proposed City River Park and Travis Island Wetlands and provides a high quality landscape scheme throughout the proposal. Buildings have been positioned to provide strong street frontages, with breaks in the massing to allow inclusive access to all areas of the scheme, and views and daylight into the development.

Locations of taller buildings are staggered to maximise separation, visual permeability, and views to the surroundings. Internal building functions have been arranged to maximise active ground floor frontages, allowing for a safe and lively street environment. The functions include generous, visible and welcoming residential entrance lobbies, and retail and F&B opportunities. 'Launch pad' interventions within the public realm provide a range of functions complementary to uses in the surrounding buildings. The residential offer includes a mix of 1-bed, 2-bed and 3-bed apartments and townhouses. A number of the homes are provided private external amenity space in the form of balconies, and all homes have access to landscaped communal courtyard areas. Further amenity space is provided in the 'Clubhouse', a singular building offering a wide range of attractive and engaging amenity functions for residents of the development, alongside commercial space available to the public; a social hub within the masterplan. Facades throughout the scheme have been developed with a varied palette to provide differentiation across the 1,551 homes. Buildings have a unique visual identity, through the choice of brick type or the colour of aluminium cladding details, though the composition has been considered holistically to provide a coherent overall character. A site layout plan of the Scheme can be found at Appendix I.

#### **Houses and mix**

The 1,551 residential homes are delivered across 7 buildings within three adjacent plots, delivering a mix of open market sales and build to rent properties. The split between the plots is as follows:

| Plot         | Residential Development Quantum |
|--------------|---------------------------------|
| NT02         | 316                             |
| NT03         | 579                             |
| NT04         | 656                             |
| <b>Total</b> | <b>1,551</b>                    |

The proposed housing mix is as follows:

| Number of bedrooms | Percentage Provision |
|--------------------|----------------------|
| 1 bed              | 41%                  |
| 2 bed              | 54%                  |
| 3 bed              | 5%                   |

### Community and commercial space

A clubhouse providing a combination of resident's amenity space and commercial uses, total quantum 2,145m<sup>2</sup> GIA (gross internal area), broken down as follows:

| Clubhouse Uses       | Floor Area (GIA)  |
|----------------------|-------------------|
| Resident Amenity Use | 1,711 sq m        |
| Non-Residential Uses | 434 sq m          |
| <b>Total</b>         | <b>2,145 sq m</b> |

A total of 2,147m<sup>2</sup> GIA non-residential floorspace (including the commercial space contained within the clubhouse) providing for Use Classes E, F or Sui Generis uses.

### Landscape and public realm

The proposed development will provide a series of new public and private open spaces, with a selection of squares, gardens and attractive pedestrian routes. The focus is using 'Wild Urbanism' and Biophilic design to connect green spaces.

The Illustrative Masterplan sets out the concept of Wild Urbanism: a vision of merging nature and city life, bringing the Irk Valley into the city and bringing urban elements to the valley. This approach will highlight the Site's ecological qualities and diverse mix of uses and capitalise on the unique topography, to create a memorable place to live, work, and visit.

The design of the streetscape and courtyard for the Scheme embraces this vision through the application of biophilic design principles, reinforcing connections between communities, the built environment and urban nature.

The masterplan ambition is to maximise green connections through both public realm and architectural interventions. New Town is a key connection between the River Irk valley and Angel Meadow Park. The streets and courtyards will act as green stepping stones, connecting St. Catherine's Wood to Victoria North and Angel Meadow Park beyond. The natural forms and structure of the woodland will be expressed through the landscape and planting design.

Travis Square provides an opportunity to create lush green environment, running north- south between Dantzic Street and Dulwich Street, comprised of woodland and woodland edge planting typologies.

The courtyards of the NT02, NT03 and NT04 plots will offer the tranquillity and enclosure of woodland glades. Breaks in the building form will create framed views out to the surrounding streetscape, river valley and St Catherine's Wood and provide intriguing glimpses of nature and courtyard life as people pass along the surrounding streets.

The scheme will also see the introduction of Launch Pads within NT02, NT03 and NT04. Launch Pads are a new street typology that secure active space within the public realm. By reducing the number of on street car parking spaces, there exists more space for public life. Launch Pads are approximately 25m<sup>2</sup>, similar to that of two car parking spaces. They are activated through either commercial, recreational or ecological uses.

These will be split between Dulwich West and South; Dulwich West hosts commercial orientated launch pads that will serve as a public facing spill out zone for the adjacent commercial tenants and provide space for pop up events and markets. Dulwich Street South is populated with residential orientated launch pads which relate better to the residential architecture.

Dantzic Street is an existing adopted highway and will be upgraded as part of the project. The upgraded highway will have a strong identity which uses natural stone paving and high quality furniture along the active commercial edge. Separated cycle lanes sit raised above the carriageway creating a safe active travel corridor. A diverse range of planting provides a characteristic and natural setting to the street. Disabled parking bays and lay-bys are systematically located along the street where required.

### **Car cycle**

Car and cycle parking provision comprising:

- 100% cycle parking provision, equating to 1,551 cycle spaces, and an additional 86
- visitor cycle parking spaces; and
- 10% car parking provision for residents, equating to 156 spaces providing on site and off site, with additional parking for visitors. A detailed description is provided at paragraphs 5.52- 5.59 below.

### **Appearance**

The design for the Scheme will relate to the wider vision for Red Bank with particular reference to the key strategy of the masterplan to create neighbourhoods with distinct areas of character differentiated by density and height, uses, building typology and dwelling mix. The buildings have been positioned to define the public realm.

Within NT02 and NT03 development plots, the mid-rise chevron building has been positioned to define the corner of Dantzic Street and Dulwich Street, fronting Viaduct Lane. Two 'tower and tail' buildings have been positioned to define Travis Square and Dantzic Street. Tower Two has been located to create meaningful frontages and maximise views to St Catherine's Wood across Travis

Island, and to define the corner to Dulwich Street. The breaks in the building's layout provide south-west sun access to the courtyard, and allows landscape to spill into public realm.

Within NT04, the layout comprises three buildings which are arranged on the plot to form a courtyard block. Breaks in the block are located to maximise sunlight access and views, and ecological connections between the courtyard and the surrounding public realm. The plot design will also relate to the use's framework of the masterplan and be reflected in the frontage types of the buildings which includes commercial uses / frontages to Dantzig Street with the remainder being residential active frontages.

#### NT02/NT03

The primary material for the two tallest towers, Tower 1 and Tower 3, is anodised aluminium in a range of panel types, with the addition of colour, texture and fins to express verticality and provide visual variety through the 30+ storeys. The materials of these towers relate to the Victoria Riverside towers on the adjacent plot. The upper levels of the anodised towers are finished with a subtle 'crown' detail where the colour drops back to provide a lighter variation of the base material.

Tower 2 uses a warm brown-purple brick in contrast with the taller towers. This tower mediates between its surroundings, referencing the pleated form of the Victoria Riverside towers while using a brick palette that talks to the mid-rise proposals and neighbouring masterplan plots.

The mid-rise buildings use a primary palette of pale grey brick. These buildings meet the street with a tactile, domestic material quality, reinforcing the nature of a residential environment.

The Clubhouse is a six-storey amenity building set amongst residential buildings and this contrast use is reflected in its material make-up. The primary materials consist of green, textured, terracotta panels, and terracotta fins affixed to glass curtain walling. The storeys step back at the upper levels to provide planted green terraces.

Active frontage is prioritised throughout the ground floor, to promote a lively and engaging street environment. Large, glazed openings provide a unified streetscape, housing commercial units and residential lobbies.

#### NT04

The facades of NT04 are designed to fit into the overall strategy for the New Town plots, balancing the individual expression of the buildings within the plots whilst forming a coherent whole. Its design approach consists of four elements including materials, response to the climate, response to townscape and public space and plinths and crowns.

The primary material for all of the facades within NT04 is brickwork. Different tones of brickwork are used to articulate the different volumes within the plot – further accentuating the modulation of the street frontages and breaking up the scale of the buildings. The primary palette consists of two brick tones – a light yellow / buff brick mix and a contrasting yellow / red brick mix. The tower volumes utilising the lighter of the two mixes, with the mid-rise elements executed in the darker mix. In addition to the primary materials, a limited palette of accent materials are proposed. This consists of two darker brickwork tones for contrasting elements in the plinths and tops of the buildings, precast concrete elements for cells, and dark bronze coloured metalwork.

The design adopts a fabric-first approach to sustainability. Care has been taken with the façade design in order to minimise the requirements for mechanical means to mitigate the internal environment. The façade design has sought to achieve the optimal balance between providing views out, maximising

access to sunlight and daylight, whilst maximising thermal performance and minimising overheating. Target glazing percentages and u-values have been established through initial energy modelling.

The design of the façades mediate between the glazing requirements, and the appearance and proportions with sculptural facades that step into the window openings. These create a generously proportioned appearance whilst maintaining the correct amount of solid and void for the needs of the interior.

The different buildings have different roles in the townscape which the appearance reflects. The facades respond to the hierarchy of the public spaces in the proposal through the level of detail in the façade and the treatment of the plinths and tops. The public spaces in the proposals differ in the level of formality, amount of activity, and their uses.

- Dantzig Street: Most formal, busy, commercial uses.
- Dalton Street: Less formal, less activity, primarily residential.
- Dulwich Street South: Varies from being less formal, less activity, primarily residential in the south to being busy with commercial uses, including launch pads in the west.
- Travis Square: Creates a transition between the more formal and busier Dantzig Street and the
- less formal primarily residential Dulwich Street.
- Courtyard Facades: Least formal, residents only, residential uses.

The towers are visible from distance and have a role in the larger townscape to which their facades respond with an all-sided treatment, special treatment of the tops and acknowledgment of the public realm hierarchy where they meet the ground.

Overall, the proposed development incorporates high-quality residential apartments, townhouses, maisonettes and commercial space that complement and enhance the character of the surrounding area as well as setting a tone for the future regeneration of the Red Bank Neighbourhood. The appearance and materiality have been through a detailed and iterative design process with both the design team, MCC Planning Officers and the Places Matter Review Panel to ensure a high-quality finish that respects the local character and materials, including both historical references and consented future development in the vicinity.

### **Access**

A design approach of inclusive access has been undertaken with the aim that everybody should be able to enter a building, use its facilities and leave safely, independently and with ease.

Care has been taken in the design to highlight the main entrances to each building. At Tower 1 residential entrance, colour is incorporated to the canopy so that it is visible when emerging from beneath the viaduct along Dantzig Street and Gould Street.

The entrances to Towers 2 and 3 have a simpler expression, marking their entrance with generous glazed curtain walls in recessed openings, ranging from 4-6m tall and visually connecting to the circulation cores that provide access to all upper levels. Level access to the Podium B service core is via the Tower C concierge, either at ground floor through the car park or at level 1, through the lift core and across the shared external terrace.

The Podium entrance lobby shares a similar expression and is distinguished through its generous proportions amongst the residential scale of the townhouses. The public realm materials outside the entrances will be differentiated from the pavement. As the façades at these levels are predominately glazed, manifestations to the glazing will be considered in accordance with Approved Document N2 and M through detailed design.

Concierge spaces will be at the entrances to Tower 1, 2 and 3. The concierge spaces will include facilities such as ancillary spaces for staff, CCTV rooms and parcel stores for units on the Site. The concierge desks will be in full view of the main entrances.

The existing topography of NT04 slopes approximately 10m from the corner of Dantzig Street / Travis Square up to the diagonally opposite corner of the plot at the junction of Dalton Street / Dulwich Street.

The levels are to be adapted from the existing levels based on the following considerations:

- New accessible public route from the North East corner of NT04 at the junction of Dalton Street
- and Dulwich Street, to Dantzig Street between NT02 /04.
- All entrances to be level with the adjacent public realm.
- Minimise off site soil movement.
- Provide safe and dry escape for residential accommodation above the flooding level.

The buildings are placed on a series of three terraces, the entrance lobby of tower two is double height and connects with the level at the top of the lower podium and at the top of Dulwich Street. The lowest terrace hosts the commercial accommodation to Dantzig Street, although this level is below the design flood level, flood protection is provided in the façade behind the line of the glazing. All of the residential entrances and service accesses are above the design flood level.

### Sustainability

The approach to sustainability across the Red Bank neighbourhood has been captured through six overarching themes which have been used to set the objectives.

- **Carbon:** Enabling a Net Zero-Carbon neighbourhood;
- **Biodiverse:** Biodiverse and resilient River Park;
- **Circular:** Thriving circular economy;
- **Healthy:** Resilient communities;
- **Local:** 5-minute neighbourhood and 15 minute city;
- **Skilled:** Building social value.

These themes enable the Red Bank neighbourhood to take a holistic view of sustainable development, ensuring that fundamental social needs are met, whilst also maintaining a healthy natural environment. These themes have informed the sustainability approach for the Scheme and ensure that the initiatives align with the wider neighbourhood proposals.

An energy emissions baseline has been prepared for the Proposed Development, in the form of a preliminary Standard Assessment Procedure (SAP) calculation for typical units in the apartment buildings. Underpinning this calculation, a fabric first approach has been prioritised with passive measures being adopted to create significant improvements to thermal performance and air tightness. The improvements made beyond current Building Regulations Part L1a indicate a 25-45% improvement on U-values and a 50% improvement on air permeability.

In addition to the fabric first passive design measures, active building services have been designed to minimise direct energy consumption and CO<sub>2</sub> emissions, with particular emphasis on the following:

- Increased hot water generating efficiencies;
- Reduced standing losses from pipes and cylinders;
- Energy efficient LED lighting;
- Improved lighting controls;
- Low energy motors in pumps and fans;

- Efficient heat recovery in relevant systems;
- Enhanced heating controls – Wi-Fi enabled; and
- Combined natural and mechanical ventilation systems.

The Scheme will incorporate energy efficient building services, designed to reduce the carbon footprint of the site below the passive improvement stage (fabric first approach), using highly efficient heat generation plant, heat recovery systems and energy efficient and highly controllable lighting.

Electric heating will be supplied the apartments, utilising increasingly decarbonised electricity from the UK grid, but also power from PV arrays.

100% of internal lighting installations will make use of low energy technologies, combined with ‘presence and absence detection’ in conjunction with timed setbacks. Photo switching and automatic dimming will be specified to communal areas, to reduce overall energy consumption. Lighting controls will be provided throughout the development with automatic switching incorporated in Landlords and Common areas where it is safe to do so.

All fans, motors and pumps shall be specified to incorporate Enhanced Capital Allowance (ECA) accredited technology and appropriate controls.

The Clubhouse will use an air source heat pump (ASHP) system. Amenity and back of house areas will use local electric hot water heaters. It is suggested that apartments have pressurised hot water cylinders with integral heat pumps to meet demand.

The space heating will be via electric panel heaters, or similar, in all residential areas of the building. These will be complete with thermostatic and time controllers. These units will also have enhanced central Wi-Fi enabled controls. The ventilation will be via whole dwelling Mechanical Heat Recovery Ventilation (MVHR) units in each apartment.

The carbon emissions of the Scheme apartments have been calculated to be in excess of 15% below Part L 2010 which is therefore in line with the local Manchester energy policy (Supplementary Planning Document 2009).

In addition to the above, an assessment has been undertaken to check compliance with the current Part L 2021 Building Regulations. Using SAP10, the initial results indicate the Scheme performs well and is compliant with the new Building Regulations. This will also improve over time as the UK electricity grid continues to decarbonise in the future. The carbon emission reduction on this development has been calculated to be around 70% over Part L 2010 and in line with Manchester City Council Local Plan Document.

Electric heating shall be provided to each apartment within the development, to meet the requirements of the Environmental Criteria section and will ensure full compliance with the Part L1A of The Building Regulations (2021).

### **Ecology**

The BNG assessment indicates a net gain of 26.86% for area-based habitats within the NT02-NT04 full application area only. No linear or river habitats are present or to be created. This demonstrates that for the full planning application, well in excess of 10% in biodiversity units is achievable. Metric 3.1, the most up to date metric at the time of this assessment, was used in line with Natural England advice and consultation with the Environment Agency. Thirty-year Landscape and Ecology Management Plans (LEMP’s) for each phase of Application 5 will be secured by way of planning condition.

Habitat loss has been minimised as far as is possible, but some loss is unavoidable. Replacement planting will occur which will result in no negative significant residual impacts from habitat loss.



## **8. A statement about the planning position of the order site;**

Planning policy guidance at a national and local level is supportive of the Scheme.

### **NATIONAL PLANNING POLICY AND GUIDANCE**

National Planning Policy Framework (March 2021) (“the Framework”)

The Framework document sets out the Government’s planning policies for England and how these are expected to be applied. The main aims of the document are to outline that the purpose of the planning system is to contribute to the achievement of sustainable development.

It explains that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role, contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role, supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support its health, social and cultural well-being; and
- an environmental role, contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

The Scheme seeks positive improvements in the quality of the environment as well as improving people’s quality of life by: building a strong, competitive economy, ensuring the vitality of town centres, promoting sustainable transport, delivering a wide choice of high quality homes including affordable homes, requiring good design, promoting healthy communities, meeting the challenge of climate change and flooding, conserving and enhancing the natural environment.

### **LOCAL POLICY AND GUIDANCE**

#### **Manchester Core Strategy 2012-2017 (adopted July 2012) (“the Core Strategy”)**

The Core Strategy forms the key Development Plan Document in Manchester City Council’s Local Development Framework and sets out long term strategic policies for Manchester’s future development. The Core Strategy identifies five regeneration areas that, along with the city centre, cover the entire city. Each area has different issues, challenges and opportunities.

The Scheme is located in North Manchester which is covered by the Northern Gateway Strategic Regeneration Framework. The Core Strategy notes that whilst North Manchester has many positive attributes, it also has a range of physical and social problems that must be tackled in order for the area to meet its potential. The key challenges facing the area are noted as; high levels of worklessness; deprivation concentrated by neighbourhood, rather than whole wards; limited housing choice in some areas; limited scope for physical change, and; congestion along key arterial routes into the City Centre.

Specific Core Strategy policies that support the regeneration of the Neighbourhood are as follows: SP1 ‘Spatial Principles’, EC1 ‘Employment and Economic Growth in Manchester’, EC3 ‘Regional Centre’, H1 ‘Overall Housing Provision’, ‘Strategic Housing Location’, H3 ‘North Manchester’, H8 ‘Affordable Housing’, H10 ‘Housing for People with Additional Support Needs’, T1 ‘Sustainable Transport’, T2 ‘Accessible Areas of Opportunity and Need’, EN1 ‘Design Principles and Strategic Character Areas’,

EN2 'Tall Buildings', EN3 'Heritage', EN4 'Reducing CO2 Emissions by Enabling Low and Zero Carbon Development', EN5 'Strategic Areas for low and zero carbon decentralised energy infrastructure', EN6 'Target Framework for CO2 reductions from low or zero carbon energy supplies', EN8 'Adaption to Climate Change', EN9 'Green Infrastructure', EN10 'Safeguard Open Space, Sport and Recreation Facilities', EN14 'Flood Risk', EN16 'Air Quality', EN17 'Water Quality', EN18 'Contaminated Land and Ground Stability', EN19 'Waste', PA1 'Developer Contributions' and DM1 'Development Management'.

### **Relevant Unitary Development Plan Policies**

The Manchester UDP was adopted by the Council in July 1995. The Manchester Core Strategy replaces significant elements of the UDP. The relevant policies of the UDP are summarised below:

- Citywide Development Control Policy DC7.1- New Housing Development
- Citywide Development Control Policy DC19.1- Listed Buildings
- Citywide Development Control Policy DC20.1 - Archaeology
- Citywide Development Control Policy DC26.1- Development and Noise
- Citywide Development Control Policy DC26.2- Development and Noise
- Part 1 Environmental Improvement and Protection Policy E3
- Area 3- Harpurhey, Lightbowne and Collyhurst Policy HC10- Industrial and Commercial Uses

### **Other Material Planning Considerations**

There are a series of other planning policy guidance documents at a local and national level that are relevant to the Scheme, including:

- Strategic Regeneration Frameworks;
- The National Planning Policy Framework ('NPPF') (July 2021);
- Planning Practice Guidance (March 2014);
- The emerging Places for Everyone Joint Development Plan (2022);
- Manchester Residential Quality Guidance (December 2017);
- Manchester's Affordable Housing Strategy (December 2018);
- Emerging Manchester Local Plan;
- A strategy for Revitalising Manchester's River Valleys and Urban Waters 2021-2030;
- Manchester City Council Green and Blue Infrastructure Strategy (2015), and Implementation Plan Refresh (2022);
- Providing for Housing Choice Planning Guidance- Manchester City Council (2008);
- Guide to Development in Manchester SPD and Planning Guidance (2007);
- The Manchester Strategy; and
- Manchester Climate Change Strategy 2017-2050.

### **PLANNING POSITION IN RELATION TO THE ORDER LANDS**

Within the Order Lands there are no listed buildings or conservation areas. Resolution to grant planning permission for the Scheme was granted to the Far East Consortium International August 2023 at Committee, subject to the signing of the s106 agreement, as follows:

'Full planning application proposing the demolition of existing buildings and structures and erection of a phased residential led mixed use development comprising residential (use class C3 and C2), flexible non-residential floorspace comprising commercial, business, service and community uses (Use Classes E, F and Sui Generis); residential amenity space including within a clubhouse building, with associated car and cycle parking, hard and soft landscaping, improvement works to Dantziec Street, drainage infrastructure and associated engineering works.'

9. **Any special considerations affecting the order site, eg. ancient monument, listed building, conservation area, special category land, consecrated land, renewal area, etc;**

N/A

10. **If the mining code has been included, reasons for doing so;**

N/A

11. **details of how the acquiring authority seeks to overcome any obstacle or prior consent needed before the order scheme can be implemented, eg. need for a waste management licence;**

The redevelopment proposals require the closure of an adopted highway located within the Order Lands. The relevant orders have been submitted and are awaiting confirmation.

The acquiring authority deem that there are no other prior consents required to implement the Order Scheme.

12. **Details of any views which may have been expressed by a Government department about the proposed development of the order site;**

N/A

13. **What steps the authority has taken to negotiate for the acquisition of the land by agreement;**

FEC have acquired freehold/long leasehold ownership of the majority of the lands upon which the Scheme will be developed through negotiation with known land owners. The Council retain a small parcel of freehold land which will be drawn down by FEC under the terms of the Joint Venture Agreement for Lease (AFL).

FEC have heads of terms agreed with Network Rail, the last remaining known land owner, to acquire their freehold ownership. The land will transfer to FEC upon completion of works to the land, anticipated October 2024.

The Order Lands comprise a number of parcels of land that are either unregistered, with no known legal owner or record of ownership, or held by FEC under possessory title. Without contact information available for the unregistered parcels of land FEC have been unable to contact with owners to acquire the lands through negotiation. During the consultation process for the planning application no owners have come forward to discuss their ownership either.

The possessory titles can be upgraded but not within the programme requirements for the Scheme and are detailed as follows:

|    |  |
|----|--|
| P1 | Earliest application and title upgrade 2032. |
| P2 | Earliest application and title upgrade 2032. |
| P3 | Earliest application and title upgrade 2031. |
| P4 | Earliest application and title upgrade 2031. |
| P5 | Earliest application and title upgrade 2033. |
| P6 | Earliest application and title upgrade 2033. |
| P7 | Earliest application and title upgrade 2029. |

Without sufficient information upon the freehold owner, or insufficient time having passed to upgrade title, we have been unable to negotiate with, and purchase the absolute title from relevant owners.

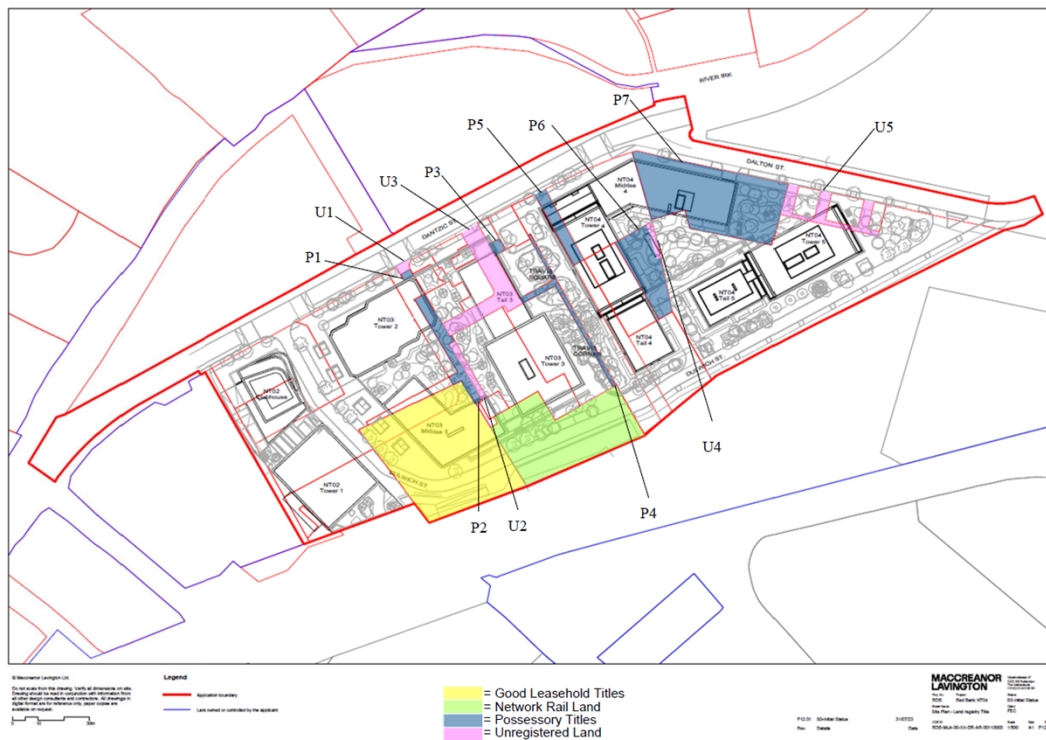
*“Compulsory purchase is intended as a last resort to secure the assembly of all the land needed for the implementation of projects. However, if an acquiring authority waits for negotiations to break down before starting the compulsory purchase process, valuable time will be lost. Therefore, depending on when the land is required, it may often be sensible, given the amount of time required to complete the compulsory purchase process, for the acquiring authority to:*

- *plan a compulsory purchase timetable as a contingency measure; and*
- *initiate formal procedures*

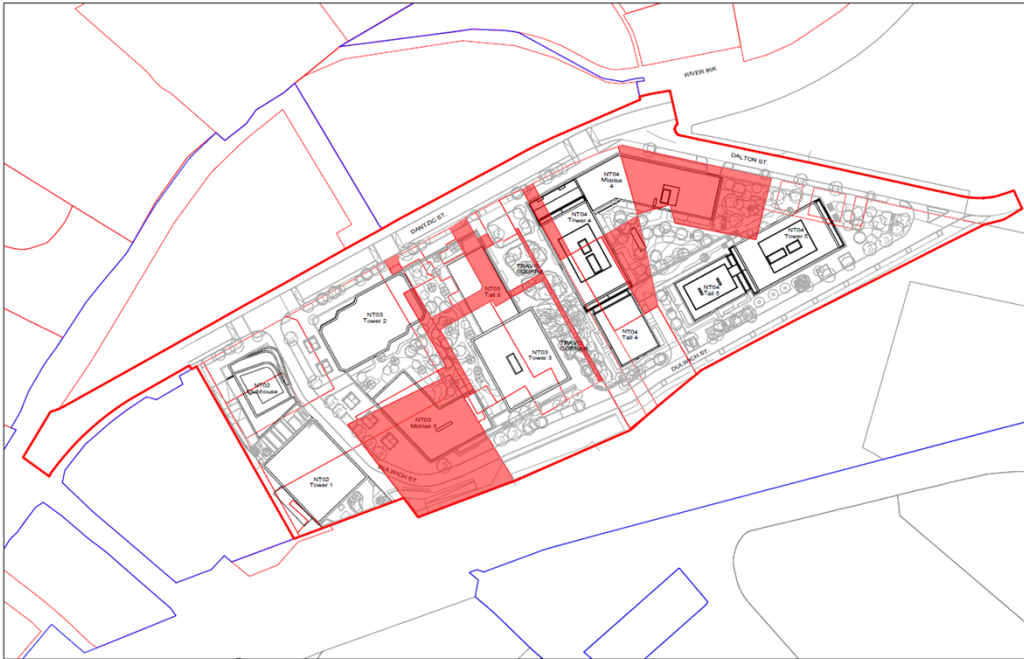
*This will also help to make the seriousness of the authority’s intentions clear from the outset, which in turn might encourage those whose land is affected to enter more readily into meaningful negotiations.”*

Therefore, having regard to The CPO Guidance and in order to deliver comprehensive delivery of the Scheme, a compulsory purchase timetable has been planned and formal procedures initiated. Having now gained the approval of the Council’s Executive to proceed and gained clarity on the points outlined above at paragraph 15.1, the commencement of the formal CPO process has begun.

A plan detailing the position of the land for the order is detailed below:



A plan of the land under consideration for the order is detailed below, with the lands subject to the Order highlighted red:



**14. Any other information which would be of interest to persons affected by the order, eg. proposals for re-housing displaced residents or for relocation of businesses;**

**Consultation** – There is a long history of engagement and consultation with the local community regarding the proposed development of the surrounding Red Bank neighbourhood development plans.

The Scheme has been subject to a comprehensive exercise of pre-application engagement, undertaken with the Council, key stakeholders, and the local community.

The exercise included:

- Pre-application discussions undertaken with the local planning authority and other statutory consultees including (among others) the Environment Agency, United Utilities, Network Rail and the Lead Local Flood Authority (LLFA);
- Extensive public consultation undertaken in four separate progressive stages in October 2021, December 2021, October 2022 and February 2023. The Applicant’s consultation strategy sought to draw together the different aspects of the scheme being progressed through separate planning applications being submitted by the JV in order to create a cohesive and easy-to-follow consultation process.
- Engagement with Places Matter as part of a comprehensive Design Review Panel process.
- Comprehensive community and stakeholder mapping including discussions with elected political representatives, directly affected nearby residents, key local organisations and other local businesses and residents.

A diagram showing the timeline of consultation activities associated with the scheme proposals is detailed below:



Consultation was undertaken with local communities, businesses and other stakeholders on proposals for the regeneration of the Red Bank area, at Victoria North, Manchester.

This community consultation informed the development of the two associated planning permissions, the Red Bank Outline Masterplan and the Scheme Detailed permission.

The pre-application community consultation strategy was designed to reflect guidance within Manchester City Council's adopted Statement of Community Involvement (2018) and the National Planning Policy Framework (NPPF) (2021).

The consultation strategy is outlined below. It involved four stages of community consultation, drawing together the different aspects of the scheme being progressed through a series of separate planning applications:

1. Manchester City Council (MCC) Application for HIF Advance Enabling Works 132252/VO/2021 (granted)
2. MCC Application for HIF Infrastructure Works 133143/VO/2022 (granted)
3. MCC Application for HIF Utility Works 135190/VO/2022 (granted)
4. Red Bank Neighbourhood Plots RB01-07, RB12B, RB10, RB16 and RB17 Outline Planning Application
5. Plots NT02-04 Full Planning Application

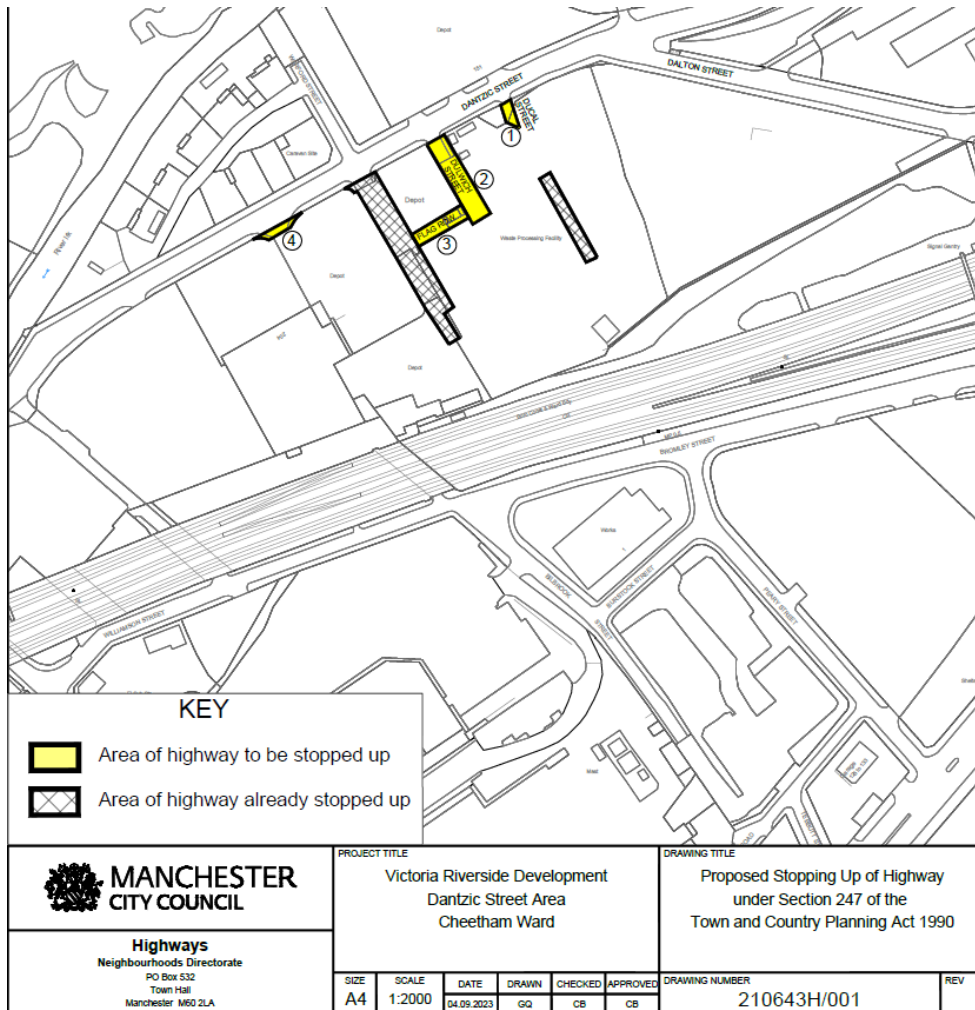
In addition to this historic community consultation has been undertaken on the Strategic Regeneration Framework (SRF) for Victoria North (then Northern Gateway) over August to October 2018.

This multi phased approach to consultation has ensured that feedback from the local community has been captured throughout the design development process and this has influenced the decisions about the Scheme proposals throughout.

Owners and occupiers have been advised to contact the Residential Growth Team at the Town Hall Extension, Manchester, M60 2LA who are negotiating the acquisition of interests.

**15. details of any related order, application or appeal which may require a coordinated decision by the confirming Minister, e.g. an order made under other powers, a planning appeal / application, road closure, listed building;**

The City Council have submitted a s247 application to formally stop up two adopted highways which are situated within the site and which will be diverted as part of the Scheme development proposals. We anticipate that the stopping up of the highways will be formally approved prior to the utilisation of CPO powers however co-ordination may be required by the confirming Minister to ensure that the utilisation of CPO powers aligns with the stopping up of the roads. The adopted highways themselves form part of the Order Lands and will therefore be under consideration. The extent of the adopted highways under the s247 application is detailed on the plan below:



**16. If, in the event of an inquiry, the authority would intend to refer to or put in evidence any documents, including maps and plans, it would be helpful if the authority could provide a list of such documents, or at least a notice to explain that documents may be inspected at a stated time and place;**

If objections are lodged against the Order and a local inquiry is to be held, any relevant information will be made available for public inspection.

This Statement of Reasons is intended to fulfil the Council's non-statutory obligations in accordance with the Guidance. It is not intended to be a statement referred to in Rule 7 of the Compulsory Purchase (Inquiry Procedures) Rules 2007 and a further statement of case and accompanying information will be forwarded at the appropriate time to all persons who object to the Order. However, in the event of a local inquiry being necessary the Council reserves the right to add to or supplement the information contained herein as may be necessary and or to respond to any objections that may be made.

Potential objectors are advised to seek independent legal advice with regard to any matter set out in this statement of reasons.

### **17. Inquiry Costs;**

If objections are lodged against the Order and a local inquiry is held, any award of costs shall be considered and determined in accordance with the advice given in the planning practice guidance - award of costs on the compulsory purchase and analogous orders.

A successful objector who satisfies the criteria set out in the above-mentioned planning guidance will receive an award of costs unless there are exceptional reasons for not doing so. A successful objector may, however, where they have acted unreasonably have their award of costs reduced. A potential objector should, however, be aware that a dispute over valuation of their property, or other compensation connected to the Order, is not a matter for a Local Inquiry. Such a dispute will need to be referred to the Lands Tribunal.

### **18. Financial ability of the of the Council and/or the Developer to carry out the proposed development of the Order Lands;**

The Victoria North Joint Venture between Manchester City Council and the Far East Consortium aims to develop 15,000 homes over the next 20 years to bring regeneration to an area of the city which has suffered from a lack of economic investment. Both Joint Venture parties are fully committed to facilitating the redevelopment of the area including the deployment of both equity and debt funding.

The parties have already demonstrated their commitment to the delivery of the area through; the acquisition of over 30 acres of land, the development of a number of initial sites; New Cross Central (80 no. homes), Collyhurst Phase 1 (274 no. homes) and Victoria Riverside (634 no. homes); the implementation of £51.6m of Government Housing Infrastructure Funding by Manchester City Council across the Red Bank Neighbourhood; and the development of the Red Bank neighbourhood masterplan. The Order Lands form the next phase of the Victoria North Joint Venture, which both parties are committed to delivering.

The Far East Consortium has the financial ability to deploy the required equity, and secure debt funding, for the development of the Order Lands. To date nationally, FEC has deployed £450m of equity and at a local level debt funding has been secured for the following developments: Angel Meadows (£55m), Victoria Riverside (£85m), New Cross Central (£13m).

Debt funders will be engaged with in line with the proposed delivery programme, with the intention to agree funding terms Q2/Q3 2024.



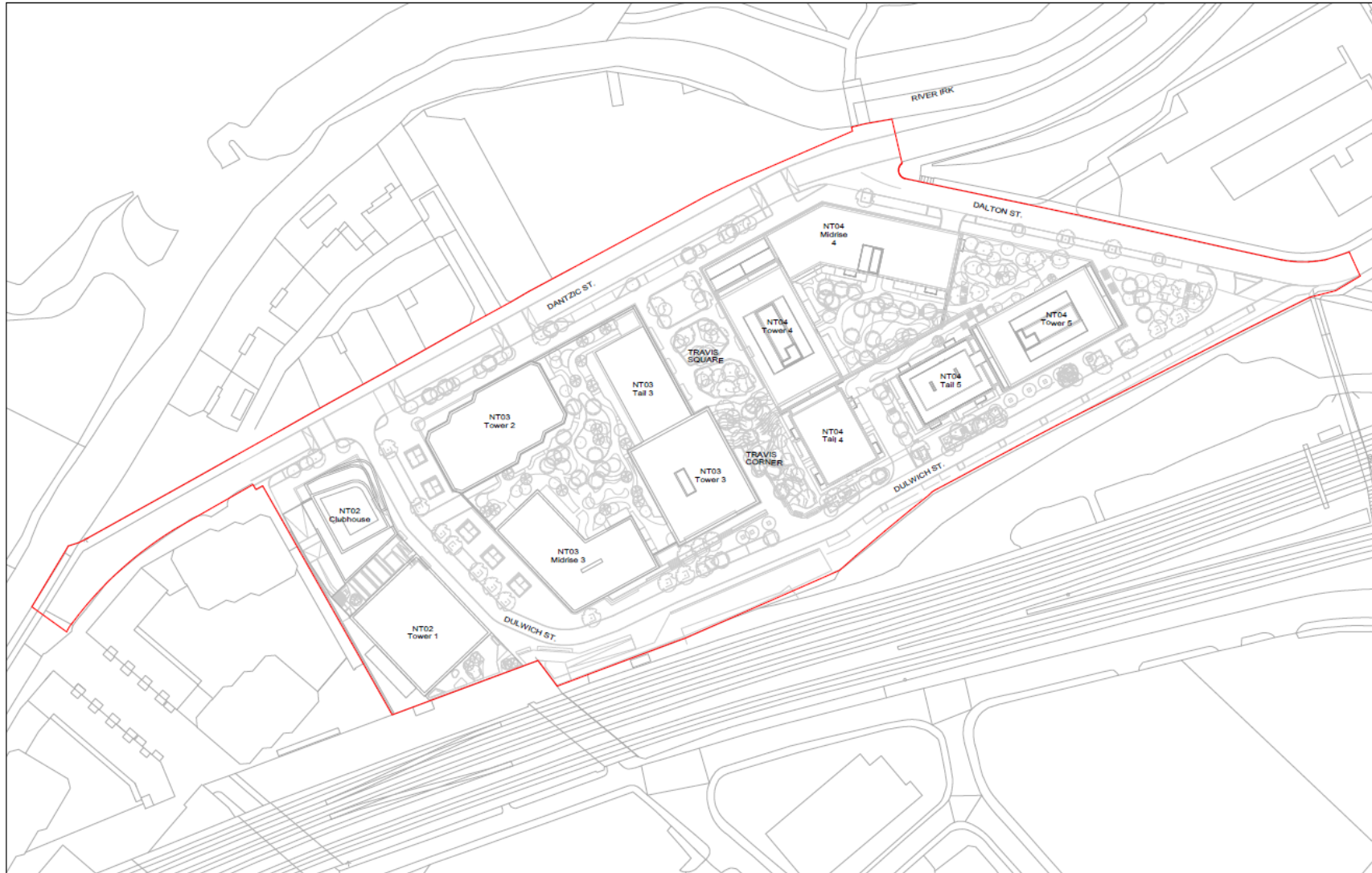
**19. Conclusion;**

The Statement of Reasons sets out the rationale and justification for the utilisation of the CPO powers upon the Order Lands. It is in the opinion of the parties that there is adequate justification for the utilisation of CPO powers, to upgrade and acquire unregistered titles, which will reduce the risk profile of the delivery of the Scheme upon the Order Lands. It is deemed that the use of CPO powers, against unknown owners, to facilitate the development of the Scheme is of benefit to the public. The Scheme will deliver much needed economic and social benefit to an area of the City Centre which has long suffered from a lack of significant investment, and which without this intervention these conditions are likely to persist. Alongside this, the delivery of new homes will help support Manchester City Council in meeting housing delivery targets and provide much needed additional affordable housing. The acquisition of the Order Lands will contribute to the improvement of the viability of the Scheme which could result in the provision of higher levels of social benefit such as in the form of additional affordable housing or sustainable initiatives.

The Order Lands cannot be acquired by agreement due to the unknown nature of the freehold owners and therefore the use of CPO powers is the foremost option to provide a clean title and facilitate the delivery of the scheme and the aforementioned benefits that come from it.

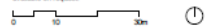
The Council and the Developer will work together, in line with the terms of the Victoria North Joint Venture, to deliver the Scheme in line the details provided within this Statement of Reasons utilising CPO powers to do so.

# APPENDIX I



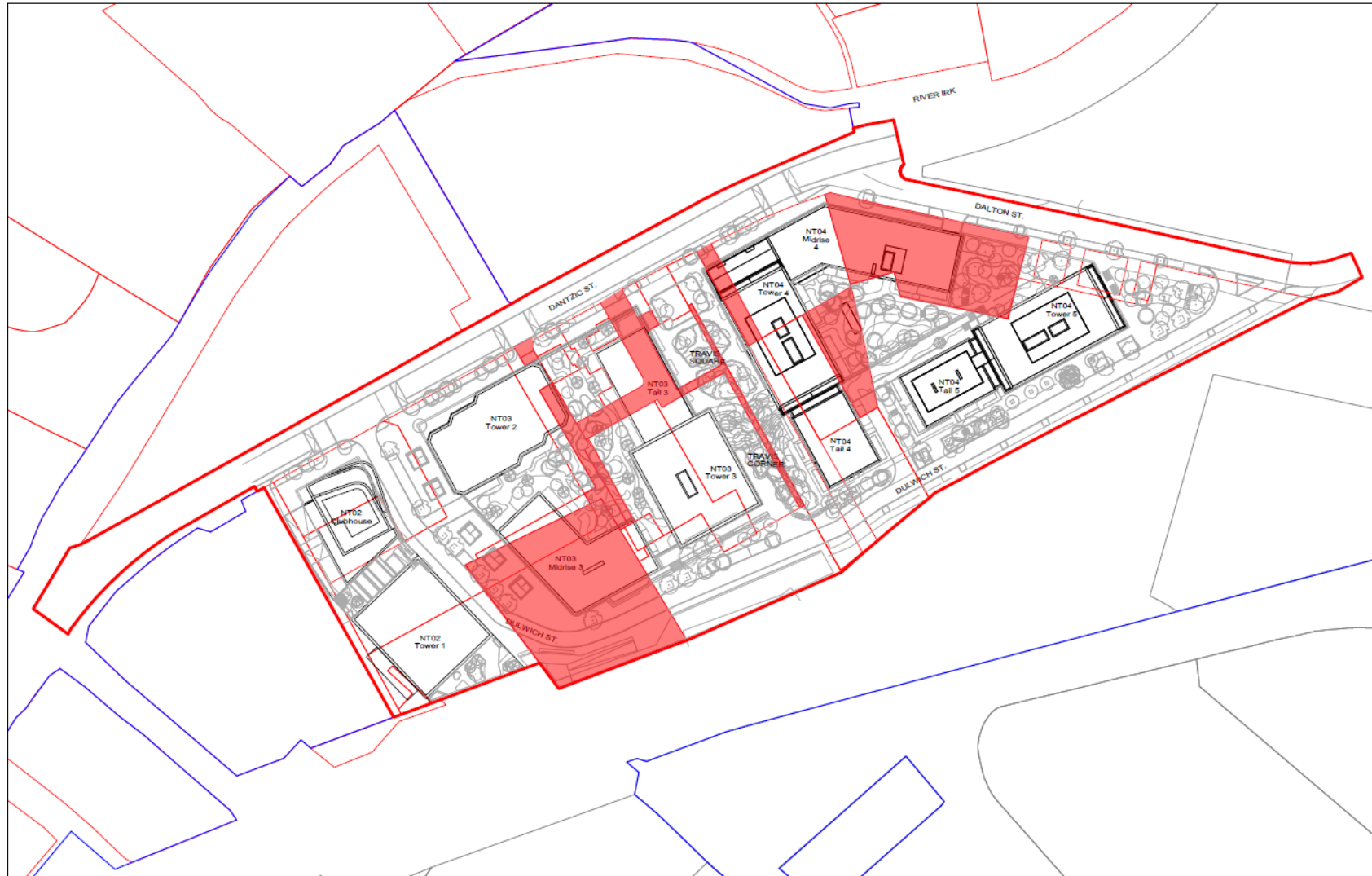
© Maccreanor Lavington Ltd.  
 Do not scale from this drawing. Verify all dimensions on site.  
 Drawing should be read in conjunction with information from  
 all other design consultants and contractors. All drawings in  
 digital format are for reference only; paper copies are  
 available on request.

**Legend**  
 — Application boundary



**MACCREANOR LAVINGTON**  
 Architects  
 13/24/2023  
 RLB Red Bank NT02-04  
 Proposed Site Plan  
 Date: 13/24/2023  
 Drawn: FEC  
 Checked: A1  
 Scale: 1:500  
 Plot: A1  
 PG

# APPENDIX II



© Maccreanor Lavington Ltd.  
 Do not scale from this drawing. Verify all dimensions on site.  
 Drawings should be read in conjunction with information from  
 all other design consultants and contractors. All drawings in  
 digital format are for reference only, paper copies are  
 available on request.

**Legend**  
 Application boundary  
 Land owned or controlled by the applicant  
 Order Lands (Shaded Red)

**MACCREANOR LAVINGTON**  
 RCB Red Bank NT04  
 Maccreanor Site Plan - Land registry Title  
 Date: 31/03/23  
 Rev: Details

|        |                    |          |       |       |          |        |         |
|--------|--------------------|----------|-------|-------|----------|--------|---------|
| P12.01 | ISO-Initial Status | 31/03/23 | Rev   | 1:500 | Rev      | AT     | P12.01  |
| Rev    | Details            | Date     | Scale | Sheet | Revision | Author | Version |



**Manchester City Council  
Report for Information**

**Report to:** Environment, Climate Change and Neighbourhoods Scrutiny Committee – 7 December 2023  
Executive – 13 December 2023

**Subject:** Large Scale Renewable Energy Generation – Power Purchase Agreement

**Report of:** Deputy Chief Executive and City Treasurer

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### Summary

This report provides an update on the progress of the City Council's proposal to purchase renewable energy supplies via a Power Purchase Agreement (PPA) to ensure the Council has a long-term, cost-effective supply of renewable energy to meet its energy needs and achieve its Zero Carbon objectives to reduce the Council's CO<sub>2</sub> emissions.

### Recommendations

1. The Environment, Climate Change and Neighbourhoods Scrutiny Committee is recommended to note and comment on the contents of the report.
  2. The Executive is recommended to consider and note the contents of the report.
- 

### Wards Affected: All

|  |   |
|--|---|
| <b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city                              | Action 1.3 of the Council's Climate Change Action Plan 2020-25 targets 7,000 tonnes of annual CO <sub>2</sub> savings. The Plan sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO <sub>2</sub> emissions over the next 5 years. |
| <b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments |   |

| Our Manchester Strategy outcomes  | Contribution to the strategy   |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The transition to a zero-carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan. |
| A highly skilled city: world class and home-grown talent sustaining the city's economic success                   | Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero-carbon city. It is envisaged that this will give the city opportunities in the green technology and services sector.                                      |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.   |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | Becoming a zero-carbon city can help to make the city a more attractive place for people to live, work, visit and study.   |
| A connected city: world class infrastructure and connectivity to drive growth                                     | A zero-carbon transport system would create a world class business environment to drive sustainable economic growth.   |

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The requirement for ongoing external technical support means that costs are being incurred through the early stages of agreeing the PPA contract, and these costs are funded from existing budgets.

Once entered into, the PPA costs will form part of future years' energy revenue budgets. Details of the accounting treatment of the proposed PPA can be found in Part B.

### **Financial Consequences – Capital**

None

**Contact Officers:**

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Name: Sarah Narici  
Position: Head of Commercial Governance, Assurance and Initiatives  
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Name: Mark Duncan  
Position: Strategic Lead – Resources & Programmes  
Email: mark.duncan@manchester.gov.uk

**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

Manchester City Council Climate Change Action Plan 2020-25:  
[2020-25 MCC Climate Change Action Plan \(Refresh 2022\)](#)

Executive Report, January 2023: Large Scale Renewable Energy Generation Solar Farm Purchase:  
[Large Scale Renewable Energy Generation Solar Farm Purchase Part A.pdf \(manchester.gov.uk\)](#)

Executive Report, June 2023: Large Scale Renewable Energy Generation:  
[Large Scale Renewable Energy Generation - Power Purchase Agreement \(Part A\)](#)

## **1.0 Introduction**

- 1.1 The Council's Climate Change Action Plan (CCAP) has a science-based target calculated by the Tyndall Centre for Climate Research to reduce the Council's direct emissions of CO<sub>2</sub> by 41% over the five-year period of 2020-25. In addition, the Council has committed to be zero carbon by 2038 at the latest, also based on the science-based targets developed by the Tyndall Centre.
- 1.2 The Council's CCAP includes a commitment to research and identify options for large scale renewable energy generation to deliver either a solar asset and / or suitable Power Purchase Agreements (PPAs) to achieve a traceable, renewable energy source to deliver CO<sub>2</sub> savings and maximise long-term benefits for the Council.
- 1.3 A Power Purchase Agreement (PPA) is the direct purchase of renewable energy. Investment in a PPA enables additional renewable power generation to be created and added to the national grid. The investment in a PPA is traceable directly to specific renewable energy projects such as wind and solar farms across the UK and guarantees supply of renewable energy over a long-term supply agreement, typically between 5 and 15 years.
- 1.4 This report sets out the background to the work undertaken to date including an assessment of the Council's energy demand and relevant details of progress made to purchase a PPA for supply of energy to the Council.

## **2.0 Background**

- 2.1 In January 2022, the Executive granted delegation for the Deputy Chief Executive and City Treasurer, in consultation with the Leader, Executive Member for Finance and the Executive Member for Environment to negotiate for the purchase of a solar asset / PPA and any associated corporate documentation to establish a Special Purpose Vehicle if required.
- 2.2 The volatility in the energy markets linked to the war in Ukraine, combined with uncertain government energy policy over the summer and autumn of 2022 including a likely Government ban on new solar farm developments (since abandoned), plus the financial volatility arising from the UK Government's short-lived financial policies of September 2022 have all contributed to a volatile market over the past 18 months.
- 2.3 In common with many other local authorities, the Council has felt exposure to the volatile energy markets over the past three years and is keen to obtain a more secure energy pricing framework. Council electricity contracts include the city council estate plus schools and some other facilities. The Council's spend on electricity for its own estate (including buildings, vehicles and streetlighting) over the past four financial years is as follows:

2020-21 electricity contract value: approx. £7m.

2021-22 electricity contract value: approx. £10m.



2022-23 electricity contract value: approx. £18m.  
 2023-24 projected contract value: est. £15m.

- 2.4 Variations are due to a range of factors including reduced prices and consumption during lockdown periods due to Covid-19, the market volatility referred to in section 2.2 above and price reductions experienced in the period commencing September 2023. Despite prices having dropped significantly in the recent period, this project to secure a long-term renewable energy supply gives greater energy security and a degree of long-term protection on future energy prices.
- 2.5 In November 2022, officers identified a potentially suitable large scale solar PV facility available for purchase and submitted an initial non-binding offer to the developer. A report on the potential purchase was made to Executive in January 2023. However, during the Council's detailed assessment of the proposition, the Council took the decision to withdraw from this potential purchase as the site did not pass our due diligence thresholds for viability and therefore did not offer a sound investment opportunity for the Council.
- 2.6 In June 2023, Council officers reported to Executive on work to explore suitable renewable energy supply options considering the available options for an asset purchase, such as a solar farm, or purchase of renewable energy via a Power Purchase Agreement (PPA) taking advice from external advisors including the Tyndall Centre for Climate Research. Advice taken from Tyndall is that:
- MCC will likely **remain within its science-based carbon budget by 2025** through its existing programme of actions to reduce CO<sub>2</sub> emissions across our buildings, street-lighting, and vehicles
  - **Planning and action is needed now** to ensure that the 2025-30 carbon emissions target is not exceeded
  - Using a solar PV farm or **a PPA is recommended to meet carbon targets** where additional renewable electricity generation is created by MCC and applied to reduce electricity related emissions
- 2.7 By entering into a PPA, the Council's commitment to purchase power, gives a developer certainty of a guaranteed off-taker which helps them to fund the creation of a new renewable energy asset and supply to the grid, thereby reducing the Council's CO<sub>2</sub> emissions for the production of the energy that the Council uses to supply its corporate estate, to charge its electric vehicles and power its streetlights. The Council have confirmed with its advisors, including the Tyndall Centre for Climate Research, that the purchase of a PPA is a valid, and indeed essential, contribution towards the Council meeting its Zero Carbon 2038 objectives between 2025/26 and 2038.
- 2.8 In the Council's CCAP Quarter 1 report published in July 2023, we stated that data from the National Grid is showing a slowdown in the decarbonisation of the national electricity supply which introduces additional risks for the Council in achieving its Zero Carbon 2038 targets. Further to this, in the latest Council CCAP Quarter 2 report in October 2023, we noted that the National Grid has

been using more natural gas in its electricity supply. Therefore, overall, since the Council's science-based pathway relies to a significant extent on the national electricity grid decarbonising, this presents a risk for the Council in achieving its own Zero Carbon 2038 targets.

- 2.9 To ensure that the Council received appropriate support and expertise in relation to the securing of a suitable renewable energy supply, MCC sought commercial and technical advice from EY (Ernst & Young) on the options and viability of purchasing a fixed asset such as a solar farm or purchasing renewable energy through a PPA. Given the availability of suitable sites, risks and benefits, and the availability of sites and PPAs on the market, in June 2023, the Executive agreed that the Council's preferred option is to identify an appropriate PPA opportunity to meet its power requirements and gave its approval to commence a procurement process for a PPA supplier.

### **3.0 Council Energy Purchasing Policy and Integration with PPA Product**

- 1.1 MCC's Energy Demand Assessment has been used to inform the sizing of the PPA the Council is procuring. The Energy Management Unit (EMU) and Performance, Research and Intelligence teams are continually reviewing the forecasted electricity use on an ongoing basis and any emerging changes to the Council's energy demand will be factored in and reported on through the work around carbon budgeting and forecasting.
- 1.2 As part of its Climate Change Action Plan, the Council have a comprehensive programme of actions to decarbonise its own buildings. These works are brought forward on an annual basis using Council funding and are also adapted to maximise available government grants. These actions have an impact on the Council's energy demand and the impacts are monitored over time with energy demand projections amended accordingly. For example, the energy generation of roof top solar PV installations on Council buildings will vary in operation from original projections and building retrofit measures need to be monitored to gauge their actual impacts on energy usage versus projections at design stage. Also, some decarbonisation measures, particularly the decarbonisation of heat, can lead to an increase in demand for electricity as caused by switching from gas to electricity. These impacts on future energy demand are taken into account in revised future energy demand projections.
- 1.3 EMU and Procurement have recently implemented a new, bespoke electricity framework and associated supply contract provision from October 2023. The framework agreement made specific provision to accommodate PPAs of varying types, including mandating a flexible contract product, which is the only contract type which can accommodate PPAs.
- 1.4 The Council's current energy supplier has confirmed their commitment to working with MCC to manage the PPA in relation to integration with the existing retail supply agreement. This includes, but is not limited to, ensuring they can conduct the necessary shaping and balancing services to offset our usage profile against the expected PPA yield.

- 1.5 The Group Manager within the Energy Management Unit will ensure that contract management arrangements for the electricity supply contract include ongoing liaison regarding the PPA to ensure that these two supply arrangements work seamlessly.

#### **4.0 Securing of a Power Purchase Agreement**

- 4.1 Following on from the decision in February 2023 not to progress the acquisition of the solar farm, procurement activity to secure a suitable Power Purchase Agreement (PPA) opportunity is now concluding. The procurement was led by the Council with technical, financial and market advice being provided by Ernst & Young (EY), alongside DLA Piper who were advising on legal and contractual matters.
- 4.2 Following assessment of the current market conditions and lessons learned from the experience of others (including the City of London as the only other Council currently with a form of PPA in place) it was decided that a 'competitive process with negotiation' was the most appropriate way in which to secure the best possible opportunity for the Council.
- 4.3 Prior to the formal commencement of procurement activity, a market engagement session was hosted by the Council and EY to make potential bidders aware of the opportunity which the Council was to put to market and our requirements for the PPA we were looking to secure. Over 30 different organisations were on the call, with a further 50 receiving notification of Manchester's intention to advertise the opportunity.
- 4.4 On 28<sup>th</sup> June 2023, the Request to Participate (RtP), was posted on the Chest, which is the North West's Public Sector procurement portal. All attendees of the market engagement session were advised of the publication of the opportunity, which was advertised for a period of one month. On conclusion of the RtP phase, submissions were made by potential suppliers to the Council.
- 4.5 It is to be noted that the Council's requirements for the PPA are prescriptive in terms of volume and timeline and could have potentially resulted in the lower than anticipated interest in the opportunity. However, from discussing with colleagues in the private sector, who regularly secure PPAs, albeit at smaller scale requirements than the Manchester opportunity, they have stated that they do find similar patterns of interest i.e. from a significant number of parties wanting to understand what the client requirements are but then this resulting in a limited number of firm proposals being submitted.
- 4.6 The Invitation To Tender (ITT) was advertised in accordance with the Public Contracts Regulations (PCR) 2015 for parties to complete their full submissions, along with provision of supporting evidence for review. A multi-disciplinary evaluation panel made up of officers from City Policy, Commercial Governance, Energy Management Unit, Financial Management, Health & Safety and Procurement, along with technical input from the Council's advisors, reviewed and scored all the proposals upon submission.

- 4.7 Following the completion of assessment, two proposals were discounted from the process due to asset unavailability.
- 4.8 In addition, a thorough assessment of the potential financing and structures of the bidders were undertaken as part of this process. This was to gain a full understanding of the party which the Council would be potentially contracting with and to gain an understanding of the origin of the funding source to develop the asset. All bidders had slightly different funding structures, with some already having secured capital from private and / or public sector investors, with others having offers of private finance ready to access as soon as they were selected as preferred bidder for the opportunity. Furthermore, given that the Council is a signatory to the Fair Tax Declaration, facilitated through the Fair Tax Foundation, the Council required absolute assurance that the parties being engaged with are compliant with the terms of the declarations i.e. UK domiciled for tax purposes.
- 4.9 The parties that were successful through the ITT then moved into the negotiation phase and final tender stage. Following conclusion of this negotiation stage, a preferred bidder has now been selected with details of the bidder and the PPA opportunity outlined in the Part B report as this is commercially sensitive.
- 4.10 Following the conclusion of the mandatory standstill period and subject to Council approval, the Council will formally announce the bidder which it will be contracting with on the PPA arrangement in early January 2024. Regular updates on the development of the asset which the PPA will come from will be submitted via the Council's Zero Carbon governance arrangements, with progress reports being presented to the Executive and appropriate Scrutiny Committee(s) on an annual basis as part of the Council's Zero Carbon reporting.

## **5.0 Recommendations**

- 5.1 Recommendations are set out at the beginning of this report.

## **6.0 Contributing to a Zero-Carbon City**

Action 1.3 of the CCAP targets 7,000 tonnes of annual CO<sub>2</sub> savings and is a key action to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 in reducing the Council's emissions in line with our science-based targets developed by the Tyndell Centre for Climate Research.

## **7.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

The transition to a zero-carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods

sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan.

**(b) A highly skilled city**

Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero-carbon city. It is envisaged that this may give the city opportunities in the green technology and services sector.

**(c) A progressive and equitable city**

Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.

**(d) A liveable and low carbon city**

Becoming a zero-carbon city can help to make the city a more attractive place for people to live, work, visit and study.

**(e) A connected city**

A zero-carbon transport system would create a world class business environment to drive sustainable economic growth.

## **8.0 Key Policies and Considerations**

**(a) Equal Opportunities**

There are no equal opportunity issues to note that should arise from the content of this report.

**(b) Risk Management**

The key risk is to successful delivery of the Council's Zero Carbon 2038 objectives and remaining within the science-based carbon budgets set by the Tyndall Centre.

**(c) Legal Considerations**

The legal issues are as set out in part B of this report.

Legal Services together with their appointed external legal advisors, DLA, have provided support and advice regarding this project,

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