



## **Executive**

Date: Wednesday, 13 March 2019

Time: 10.00 am

Venue: Council Antechamber - Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

### **Access to the Council Antechamber**

Public access to the Antechamber is via the Council Chamber on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

### **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**

Leese (Chair), Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia and Richards

## **Membership of the Consultative Panel**

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### **Councillors**

Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

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 decision 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 13 February 2019 5 - 40
- 4. Greater Manchester Clean Air Plan: Tackling Nitrogen Oxide Exceedances at the Roadside - Outline Business Case** **All Wards**  
41 - 72  
The report of the Deputy Chief Executive and City Solicitor is attached
- 5. Manchester Zero Carbon 2038 - Manchester City Council's Commitment** **All Wards**  
73 - 158  
The report of the Head of City Policy is attached
- 6. Capital Programme Update**  
The report of the City Treasurer **will follow**
- 7. Relocation of Leaving Care Services to Seymour Road**  
The report of the Strategic Director of Children's Services **will follow**
- 8. Great Northern Warehouse Strategic Regeneration Framework Update 2019 Consultation** **Deansgate**  
159 - 168  
The report of the Strategic Director (Development) is attached
- 9. Update to the Christie Regeneration Framework**  
The report of the Strategic Director (Development) **will follow**
- 10. Eastlands Regeneration Framework Update**  
The report of the Strategic Director (Development) **will follow**

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|---|--|
| <b>11. Former Boddingtons Brewery Site - Strategic Regeneration Framework (SRF) Addendum</b><br>The report of the Strategic Director (Development) is attached                        | <b>Cheetham;<br/>Piccadilly</b><br>169 - 180 |
| <b>12. Ethical Procurement Policy - Update on the Construction Charter</b><br>The report of the City Treasurer is attached  | <b>All Wards</b><br>181 - 186                |
| <b>13. Sale of Plot E, Birley Fields, Hulme</b><br>The report of the Strategic Director <b>will follow</b>  |  |
| <b>14. Annual update on use of Regulation of Investigatory Powers Act 2000 ('RIPA')</b><br>The report of the City Solicitor is attached   | <b>All Wards</b><br>187 - 218                |
| <b>15. Notice of the decisions agreed at the AGMA meeting held on 15 February 2019</b><br>To receive and consider the decision notice for the meeting of the GMCA on 13 February 2019 | 219 - 232                                    |

## Information about the Executive

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The Executive is made up of ten Councillors: the Leader and two Deputy Leaders of the Council and seven Executive Members with responsibility for: Children Services; Finance & Human Resources; Adult Services; Schools, Culture & Leisure; Neighbourhoods; Housing & Regeneration; and Environment, Planning & Transport. 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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This agenda was issued on **Tuesday, 5 March 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA

## Executive

### Minutes of the meeting held on Wednesday, 13 February 2019

**Present:** Councillor Leese (Chair)

**Councillors:** Akbar, Bridges, Craig, N Murphy, S Murphy, Ollerhead, Rahman, Stogia, Richards,

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

Councillors: Karney, Leech, M Sharif Mahamed, Sheikh, Midgley, Ilyas, Taylor and S Judge

**Also present:** Councillor Flanagan

#### **Exe/19/7 Minutes**

The minutes of the meeting of the Executive on 16 January 2019 were confirmed as a correct record.

#### **Exe/19/8 Deputy Chief Executive - Sara Todd**

The Deputy Chief Executive, Sara Todd, was leaving the Council to take up the post of Chief Executive of Trafford Council. This would be the last meeting of the Council's Executive that the Deputy Chief Executive was to participate in. Thanks and appreciation were given for all the work the Deputy Chief Executive had done for the Council and for the city, and best wishes were expressed for her new job.

#### **Exe/19/9 Global Revenue Budget Monitoring report to the end of December 2018**

A report was submitted to provide a summary of the position of the 2018/19 revenue budget at the end of December 2018. The report gave details of the projected variances to budgets, the position of the Housing Revenue Account, Council Tax and business rate collection, and the state of the Council's contingency funds. Projecting forward from the position at the end of December 2018 it was forecast that by the year-end in March 2019 the revenue budget would be overspent by £1.060m, which was better than the previous projection of an £3.974m overspend as reported in December (Minute Exe/18/115).

The report explained the steps that were being taken to further reduce the size of the projected overspend and to achieve a balanced budget.

In the report the following revenue budget virements were proposed and agreed:

- estimated sum of £2.957m to be vired from Children's Services to Adult Social Care for 2018/19 in advance of this work on disaggregating business support to the Adults and Children's Services Directorates.

- a virement of £500k from underspend within Revenues and Benefits budget to the discretionary payments budget to provide further support to vulnerable households, this being £400k for discretionary housing payment budget and £100k to the Welfare Provision Scheme.
- a virement of £60k from non-pay to pay in the Streetworks team to fund two additional FTE's to process the permits for a higher number of partial road closures due to the scaffolding/hoarding requirements for developments in the city.

When setting the 2018/19 budget the Council has agreed to hold some funds that were to be allocated throughout the year. The report proposed one use of some of these budgets to be allocated. This was agreed:

- an extra £146k allocated to the budget for effluent costs arising from increased pumping of water from landfill sites at Barlow Hall Farm and Cringle Farm. The recently repaired pump had increased the volume of water being pumped, and so the effluent charges for that volume of water.

Similarly, when setting the 2018/19 budget the Council has agreed to hold a central contingency fund to meet unexpected demands. The report proposed one allocation from that fund. This was agreed:

- Manchester Arena First Anniversary Commemoration - £277k to fund costs associated with a number of events held across the City.

The report also addressed use of the Council reserves. These were agreed:

- Music Hub Grant - £19k to be drawn down from the Children's Services reserve to enable disadvantaged children to attend cross music centres, and to support the tuition of endangered instruments.
- Car Park Dilapidation Surveys - £203k to be drawn down from the Parking reserve to conduct a dilapidation survey of all assets included in the NCP/Joint Venture, to help determine how off street parking should be managed at the end of the existing NCP/JV arrangement.

Notification had also been received of an additional external grant which had not been approved as part of the 2018/19 budget setting process. The proposed use of this funding was agreed:

- £71k from the Department of Education for support to end homelessness; the funding to enable the Council to employ specialist Personal Advisors to provide intensive support to care leavers who are at highest risk of homelessness or rough sleeping.

## Decisions

1. To note the report.
2. To approve the proposed virements as set out above.
3. To approve the use of budgets to be allocated as set out above.
4. To approve the use of contingency funds as set out above.

5. To approve the use of reserves as set out above.
6. To approve the use of grants in addition to that already planned, as set out above.

### **Exe/19/10 Capital Programme Monitoring 2018/19**

The City Treasurer's report informed us of the revised capital budget 2018/19 to 2023/24 taking account of agreed and proposed additions to the programme, profiling changes, and the latest estimates of forecast spend and resources for the 2018/19 capital programme. The report explained the major variations to forecast spend, and any impact that variations had on the five-year Capital Programme.

Appended to the report was a schedule of projects within the overall capital programme where the allocations needed to be revised and funding allocations vired between projects. The appendix showed the virement needed for each scheme and each project. We agreed to recommend to the Council the proposed virements greater than £500,000, as set out in the appendix to these minutes. The virements of less than £500,000 we approved.

Also appended to the report was a full schedule of all projects within the Capital Programme which set out the agreed budget for each project from 2018/19 to 2023/24.

### **Decisions**

1. To recommend that the Council approve the virements over £0.5m between capital schemes to maximise use of funding resources available to the City Council set out in the appendix to these minutes.
2. To note that approval of movements and transfers to the full capital programme, including projects on behalf of Greater Manchester, will reflect a revised total capital programme budget of £600.5m and a latest full year forecast of £493.0m. Expenditure to the end of December 2018 is £336.2m.
3. To agree that the capital budget be amended to reflect movement in the programme, attributable to approved budget increases and updates to spending profiles.
4. To approve the virements below £0.5m between capital schemes to maximise use of funding resources available to the City Council set out in the appendix to these minutes.
5. To note that capital resources will be maximised and managed to ensure the capital programme 2018/19 remains fully funded and that no resources are foregone.
6. To note that approval of movements and transfers to the Manchester City Council capital programme will reflect a revised capital programme budget of

£468.2m and a latest full year forecast of £397.2m. Expenditure to the end of December 2018 is £265.9m.

7. For projects carried out on behalf of Greater Manchester, to agree that the capital budget be amended to reflect movement in the programme, attributable to approved budget increases and updates to spending profiles.
8. To note that approval of movements and transfers to the Greater Manchester capital programme will reflect a revised capital programme budget of £132.3m against a latest full year forecast of £95.8m. Expenditure to the end of December 2018 is £70.3m.

### **Exe/19/11 The Budget 2019/20**

A report submitted by the Chief Executive and the City Treasurer out the background and the context for the suite of reports being considered at the meeting that constituted the Council's budget proposals for 2019/20 and beyond. The report examined and explained:

- the priorities that had shaped the three year Strategy;
- progress to date, building on the recent State of the City analysis;
- a summary of the financial position; and
- the required statutory assessment of the robustness of the proposed budget.

The next year, 2019/20, was to be the last year of the Government's four-year local government Finance Settlement. The future beyond 2019/20 was uncertain and the principal uncertainties were described in the report.

The report examined the development of the 2019/20 budget and the many budget changes that had been made throughout 2018/19 that were part of the context for the 2019/20 proposals.

The report explained the savings proposals contained in the 2019/20 budget. The budget also included proposals for additional investment above that originally planned as part of the 2018/19 budget setting process:

- £4.6m additional investment into Children's Services to address budget pressures due to the increased number of placements for looked after children as well as seeking to release resource for early help and prevention, and a further £150k for Youth Services;
- £7.6m (rising to £8.0m for years 2 and 3) into adult social care to ensure service stability and that residents can access services on a timely basis;
- £500k to support further action to tackle littering, fly-tipping and poor business waste management;
- £255k to support food inspections;
- £500k for enhanced enforcement activity in the private rented sector, as part of the homelessness budget; and
- £1.1m for welfare related support funded from additional council tax revenues in 2019/20, with the intention being for these costs will to be met from additional Council Tax income relating to the proposed changes to empty property reliefs.



The report showed how as a result of additional monies announced by Government a balanced budget was now anticipated for 2018/19. A balanced budget was also being proposed for 2019/20. The overall position was:

| <b>Outline Balanced Budget 2019/20</b>             | <b>2018/19<br/>£000</b> | <b>2019/20<br/>£000</b> |
|--|-------------------------|-------------------------|
| <b>Resources Available</b>                         |                         |                         |
| Business Rates related funding                     | 324,753                 | 314,653                 |
| Council Tax  | 154,070                 | 166,507                 |
| Other non ring fenced Grants / Contributions       | 38,735                  | 54,426                  |
| Dividends and Use of Airport Reserve               | 53,342                  | 62,390                  |
| Use of Reserves to support the budget              | 8,743                   | 12,439                  |
| <b>Total Resources Available</b>                   | <b>579,643</b>          | <b>610,415</b>          |
| <b>Resources Required</b>                          |                         |                         |
| <b>Corporate Costs:</b>                            |                         |                         |
| Levies/Charges                                     | 68,655                  | 70,090                  |
| Contingency  | 3,103                   | 1,600                   |
| Capital Financing                                  | 44,507                  | 44,507                  |
| Transfer to Reserves                               | 7,286                   | 6,902                   |
| <b>Total Corporate Costs</b>                       | <b>123,551</b>          | <b>123,099</b>          |
| <b>Directorate Costs:</b>                          |                         |                         |
| Additional Allowances and other pension costs      | 10,030                  | 10,030                  |
| Insurance Costs                                    | 2,004                   | 2,004                   |
| Directorate Budgets                                | 439,919                 | 465,272                 |
| Inflationary Pressures and budgets to be allocated | 4,139                   | 9,945                   |
| <b>Total Directorate Costs</b>                     | <b>456,092</b>          | <b>487,251</b>          |
| <b>Total Resources Required</b>                    | <b>579,643</b>          | <b>610,350</b>          |
| <b>Transfer (to) General Fund Reserve</b>          | <b>0</b>                | <b>(65)</b>             |

It was explained that the Local Government Act 2003 required the City Treasurer as the Chief Finance Officer to report to the authority on the robustness of the estimates made for the purposes of the calculations and the adequacy of the proposed financial reserves. The report set out the City Treasurer's assessment.

The City Treasurer had examined the major assumptions used within the budget calculations and had carried out sensitivity analysis to ascertain the levels of potential risk in the assumptions being used. The key risks identified to the delivery of a balanced budget and their mitigation were set out in the report.

It was the opinion of the City Treasurer that any significant budget risks to the General Fund and the Housing Revenue Account had been identified and that suitable proposals were being put in place to mitigate against these risks where possible. The Council's Budget Monitoring procedures were well established and designed to monitor high level risks and volatile budgets. An assessment of

anticipated business rates income had been carried out based on the information available and provision had been made for outstanding appeals. The provision was considered to be a prudent. The City Treasurer considered that the assumptions on which the budget had been proposed, whilst being challenging, were manageable within the flexibility allowed by the General Fund balance. This, and the fact that the Council holds other reserves that can be called on if necessary, meant that the City Treasurer was confident that overall the budget position of the Council could be sustained within the overall level of resources available.

Thanks were expressed at the meeting for the hard work of the City Treasurer and all the Council's staff who had contributed to the preparation of the budget and business plans.

### Decisions

1. To agree to consider the proposed Revenue Budget and Capital Strategy in the context of the overarching framework established in this report.
2. To note the City Treasurer's review of the robustness of the estimates and the adequacy of the reserves.

### Exe/19/12 Medium Term Financial Plan 2019/20 - 2021/22

The report of the Chief Executive and City Treasurer set out the revenue budget proposals for 2019/20 based on the outcome of the Provisional Local Government Finance Settlement and the issues which needed to be taken into account prior to the Council finalising the budget and setting the Council Tax for 2019/20.

In March 2018, as part of setting the 2018/19 budget, an initial budget for 2019/20 had been approved by the Council. That had anticipated a total funding requirement of £588.379m, and a funding shortfall of £8.967m. The report described all the subsequent changes that had been made to that indicative budget. New budget pressures had arisen, revised savings and cost recovery proposals had been developed, and further sources of money had been identified or grants provided. The total saving target for 2019/20 was £14.798m. The 2019/20 budget now being put forward had a total funding requirement of £610.350m and now anticipated a small budget surplus of £65,000, rather than a funding deficit. The comparison of the two proposals being:

| <b>Table 1 - Comparison of 201/20 Budgets</b> | <b>March<br/>2018<br/>£000</b> | <b>February<br/>2019<br/>£000</b> | <b>Change</b> |
|---|--------------------------------|-----------------------------------|---------------|
| <b>Resources Available</b>                    |                                |                                   |               |
| Business Rates related funding                | 320,195                        | 314,653                           | (5,542)       |
| Council Tax                                   | 161,723                        | 166,507                           | 4,784         |
| Other non-ring fenced Grants / Contributions  | 39,662                         | 54,426                            | 14,764        |
| Dividends and Use of Airport Reserve          | 53,342                         | 62,390                            | 9,048         |
| Use of Reserves to support the budget         | 4,490                          | 12,439                            | 7,949         |
| <b>Total Resources Available</b>              | <b>579,412</b>                 | <b>610,415</b>                    | <b>31,003</b> |

| <b>Table 1 - Comparison of 201/20 Budgets</b> | <b>March<br/>2018<br/>£000</b> | <b>February<br/>2019<br/>£000</b> | <b>Change</b> |
|---|--------------------------------|-----------------------------------|---------------|
| <b>Resources Required</b>                     |                                |                                   |               |
| <b>Corporate Costs:</b>                       |                                |                                   |               |
| Levies/Charges                                | 68,862                         | 70,090                            | 1,228         |
| Contingency                                   | 2,100                          | 1,600                             | (500)         |
| Capital Financing                             | 44,582                         | 44,507                            | (75)          |
| Transfer to Reserves                          | 3,409                          | 6,902                             | 3,493         |
| <b>Sub Total Corporate Costs</b>              | <b>118,953</b>                 | <b>123,099</b>                    | <b>4,146</b>  |
| <b>Directorate Costs:</b>                     |                                |                                   |               |
| Additional allowances & other pension costs   | 10,183                         | 10,030                            | (153)         |
| Insurance Costs                               | 2,004                          | 2,004                             | 0             |
| Directorate Budgets                           | 423,111                        | 465,272                           | 42,161        |
| Inflation Pressures / budgets to be allocated | 34,128                         | 9,945                             | (24,183)      |
| <b>Total Directorate Costs</b>                | <b>469,426</b>                 | <b>487,251</b>                    | <b>17,825</b> |
|   |                                |                                   |               |
| <b>Total Resources Required</b>               | <b>588,379</b>                 | <b>610,350</b>                    | <b>21,971</b> |
| Surplus (Deficit)                             | (8,967)                        | 65                                |               |

These budgets were based on the assumption that the Council's element of Council Tax would increase by 1.99% along with a further 1.5% specifically to care for vulnerable adults. Whilst the 2019/20 Local Government Provisional Finance Settlement had again given the Council the flexibility to raise the council tax by a further 1% to cover the cost of core services, the assumption in the budget was to keep council tax in 2019/20 at the level as committed to in 2017-20 budget strategy, and not implement that further 1% increase. When the Greater Manchester Council Tax precept increases were added to the Council's own the total increase for Manchester's Council Tax Payers was anticipated as being 5.06%.

The assumption for the council tax collection rate was 96.5%. This was based on historic trends in collection as council tax due in the current year will continue to be collected over a number of years.

The report provided a breakdown of the other non-ringfenced grants and contributions included in the budget and the issues around the most significant grants and contributions were described.

| <b>Table 2 - Other Non-Ringfenced Grants and Contributions</b> | <b>2019/20<br/>£000</b> |
|--|-------------------------|
| Better Care Fund (Improved)                                    | 24,374                  |
| Additional Better Care Fund (Improved)                         | 3,775                   |
| New Homes Bonus  | 8,202                   |
| Adult Social Care Winter Pressures Grant                       | 2,666                   |
| Contribution from MHCC   | 4,000                   |
| Children and Adults Social Care Grant                          | 4,555                   |
| Education Services Grant                                       | 1,260                   |
| Bus Reform - GMCA contribution                                 | 1,618                   |

| <b>Table 2 - Other Non-Ringfenced Grants and Contributions</b> | <b>2019/20<br/>£000</b> |
|--|-------------------------|
| Brexit Preparation funding                                     | 105                     |
| Housing Benefit Administration Subsidy                         | 2,514                   |
| Universal Credit Funding                                       | 314                     |
| Council Tax Support Administration. Subsidy                    | 881                     |
| Care Act Grants  | 162                     |
| <b>Total Non Ring-fenced Grants</b>                            | <b>54,426</b>           |

The report then considered the expenditure proposals. The forecast of levy payments the Council would have to make to other authorities in 2019/20 was

| <b>Table 3 - Levies</b>           | <b>2019/20<br/>£000</b> |
|-----------------------------------|-------------------------|
| Transport Levy                    | 38,157                  |
| GMCA Waste Services               | 31,614                  |
| Environment Agency                | 217                     |
| Probation (Residual Debt)         | 22                      |
| Magistrates Court (Residual Debt) | 9                       |
| Port Health Authority             | 71                      |
| <b>Net Cost of Levies</b>         | <b>70,090</b>           |

Although included within the table of levies, the Waste Levy was administered by the Neighbourhoods Directorate and would be included within the Directorate's published budget (Minute Exe/19/xxx).

The contingency provision of £1.6m was £1m in relation to risks around the waste levy and collection and £0.6m as an unallocated contingency to meet future unforeseen expenses.

The proposed Insurance costs of £2.004m related to the cost of external insurance policies as well as contributions to the insurance fund reserve for self-insured risks.

The capital financing budget of £44.507m supports the costs of borrowing including interest costs and the minimum revenue provision, plus contributions to the capital financing reserve for revenue funding of the programme. Of this £25.637m would be funded by interest received on loans made by the Council to Manchester Airport Group and other partner organisations.

Specific transfers to reserves of £6.902m in 2019/20 were being proposed:

- Minimum Revenue Provision (MRP) £2.4m saving transferred to the Town Hall Reserve
- Transfer of £105k to reserves following the BREXIT preparation funding announcement.
- Transfer to Social Care Reserve of £2.904m including expected transport rebate from GMCA and additional Small Business Rates Relief grant
- Transfer to Adult Social Care Reserve £1.493m in 2019/20 from the element of Social Care grant to be used in 2020/21

Allowances of £10.030m had also been made for retired staff and teachers' pensions to meet the cost of added-years payments awarded to former employees.

The report explained the main assumptions that had been made when calculating provision to be made for inflation and other anticipated costs. These could not, at this point in time, be allocated to Directorate or other budgets. They would instead be allocated throughout the coming year. The total provision being proposed was £9.945m, broken down into:

| <b>Table 4 - Inflationary pressures and budgets to be allocated</b> | <b>2019 /20<br/>£000</b> |
|---|--------------------------|
| Non-pay inflation   | 3,539                    |
| Pay inflation at 2%   | 4,323                    |
| Employee costs of Minimum Wage                                      | 775                      |
| Apprenticeship Levy 0.5%  | 900                      |
| Carbon Reduction Tax / Climate Change Levy                          | 368                      |
| Contribution to Cemeteries Reserve                                  | 40                       |
| <b>Total</b>  | <b>9,945</b>             |

The inflation and pressures allocations that related to the health and social care pooled budget were not included in Table 3 as they had been included within Adult Social Care cash-limit budget, being:

| <b>Table 5 - Inflationary pressures and budgets to be allocated in the Pooled Budget</b> | <b>2019 /20<br/>£000</b> |
|--|--------------------------|
| National Living Wage   | 4,258                    |
| Pay inflation  | 1,002                    |
| Non-pay inflation  | 2,684                    |

The proposals for the Directorates' cash limit budgets were detailed in the Business Plan reports that were also being considered at the meeting. The overall position was:

| <b>Table 6 - Cash Limit Budgets</b> | <b>2019/20 £000</b> |
|-------------------------------------|---------------------|
| Children's Services                 | 120,434             |
| Adults Services                     | 198,263             |
| Homelessness                        | 13,375              |
| Corporate Core                      | 67,838              |
| Neighbourhood Directorate           | 59,847              |
| Strategic Development               | 5,515               |
| <b>Total</b>                        | <b>465,272</b>      |

The figures in the table for the Neighbourhood Directorate did not include the waste levy of £31.614m as that is shown above in Table 3.

The report explained that the Council holds a number of reserves, all of which, aside from the General Fund Reserve, had been set aside to meet specific future

expenditure or risks. A fundamental review of all the reserves held had been carried out as part of the budget setting process. The reserves include:

- statutory reserves – such as the Bus Lane and Parking Reserves, where the use of these monies was defined in statute
- PFI Reserves – held to meet costs across the life of the PFI schemes
- Reserves to offset risk and manage volatility – such as the Insurance Fund Reserve, and reserves to smooth volatility in for example adult social care placements due to winter pressures
- Schools reserves – schools funding which the council cannot utilise
- Reserves held to support capital schemes
- Reserves to support economic growth and public sector reform
- Grants and contributions which fall across more than one year – under accountancy standards these are held in a reserve.

The report set out the planned use of reserves in 2019/20 to support revenue expenditure. It also explained the statutory requirement to place income generated from on-street parking and bus lane enforcement into separate reserves. These reserves could only be used to fund certain types of highway and environmental improvements, and provided there was no requirement for the Council to provide additional off street parking or for financial support to existing off street parking. The expected balance on these reserves at the 1 April 2019 was £11.936m. It was estimated that £9.049m will be added to these reserves during 2019/20 and £8.596m used in accordance with the statutory requirements to fund spend in the Neighbourhoods Directorate as well as part of the transport levy. The total planned use of reserves was:

| <b>Table 7 - Use of Reserves</b>                        | <b>2019/20<br/>£'000</b> |
|---|--------------------------|
| <b>Statutory Reserves:</b>                              |                          |
| Bus Lane and Parking reserves                           | 5,504                    |
| Other Statutory Reserves                                | 85                       |
| <b>Balances Held for PFI's</b>                          | <b>500</b>               |
| <b>Reserves directly supporting the revenue budget:</b> |                          |
| Budget smoothing reserve                                | 2,500                    |
| Business Rates Reserve                                  | 490                      |
| Bus Lane (Supporting Transport Levy)                    | 3,092                    |
| Social Care Reserve                                     | 6,357                    |
| <b>Service Reserves:</b>                                |                          |
| Adult Social Care                                       | 3,643                    |
| Social Care Reserve                                     | 1,320                    |
| <b>Small Specific Reserves</b>                          | <b>124</b>               |
| <b>Reserves held to smooth risk / assurance:</b>        |                          |
| Airport Dividend Reserve                                | 45,413                   |
| Business Rates Reserve                                  | 2,000                    |
| Other reserves held to smooth risk / assurance          | 1,730                    |
| <b>Reserves held to support capital schemes:</b>        |                          |
| Capital Fund  | 10,237                   |
| Other reserves held to support capital schemes          | 10,408                   |
| <b>Reserves held to support growth and reform:</b>      |                          |

| <b>Table 7 - Use of Reserves</b>   | <b>2019/20<br/>£'000</b> |
|--|--------------------------|
| Clean City Reserve   | 412                      |
| Better Care Reserve  | 1,955                    |
| Town Hall Reserve  | 2,867                    |
| Our Manchester Reserve   | 2,584                    |
| Other Reserves to support growth and reform                                      | 164                      |
| <b>Grants and Contributions used to meet commitments over more than one year</b> | <b>686</b>               |
| <b>Total</b>   | <b>102,071</b>           |

The meeting was addressed by Councillor Flanagan, a Ward Councillor for the Miles Platting and Newton Heath Ward. Councillor Flanagan spoke of the way that Council had, as part of the 2018/19 budget process, made changes to the mechanisms for providing grants to support community organisations. He explained that as a consequence of those changes some smaller community groups had lost their funding from the Council, impacting on the work they had been doing in their local community. He explained that since the change had been implemented a number of such groups had undertaken development to strengthen their governance arrangements and so were now in a better position to once again obtain Council support. He asked the Executive to consider a change to the budget to be proposed to Council to allocate from the existing Our Manchester Budget a fund of £300,000 to support community groups not currently in receipt of Council support under the VCS Grants Scheme but who have now made sufficient progress in their development to be able to receive support from the Council; and also that a £100,000 be set aside to support new and existing groups, particularly where there is a need for support to help reduce demand on Council services.

Councillor Flanagan's request was supported by the Leader and the Deputy Leader and agreed by the meeting, becoming part of the budget proposals that the Executive was to be put to the Council.

## Decisions

1. To note that the financial position has been based on the Final Local Government Finance Settlement confirmed on 29 January 2019.
2. To note that there has been a review of how the resources available are utilised to support the financial position to best effect, including use of reserves and dividends, consideration of the updated Council Tax and Business Rates position, the financing of capital investment and the availability and application of grants.
3. To agree to take into account, as part of the consideration of the budget proposals, the Directorate Business Plans and the proposals for service and expenditure changes.
4. To note the anticipated financial position for the Authority for the period 2018/19 to 2019/20.

5. To note that the Capital Strategy for 2019/20 had also been presented to this meeting (Minute Exe/19/xxx).
6. To note the City Treasurer's review of the robustness of the estimates and the adequacy of the reserves as set out in the Revenue Budget report also considered at the meeting (Minute Exe/19/xxx).
7. To recommend that the Council:
  - a. approve for 2019/20 an increase in the basic amount of Council Tax (i.e. the City's element of council tax) by 3.49% (including 1.5% for adult social care);
  - b. approve for 2019/20 the contingency sum of £1.6m;
  - c. delegate authority to the City Treasurer, in consultation with the Executive Member for Finance and Human Resources to make allocations from the inflationary pressures and budgets to be allocated sum of £9.945m (as shown above in Table 4). In doing so it was noted that the MHCC elements of those costs (Table 5) had been included in the Pooled Budget and were subject to draw-down in consultation with MHCC Finance Committee, and consultation with the Executive Member for Finance and Human Resources.
  - d. approve for 2019/20 the corporate budget requirements to cover levies / charges of £70.090m, capital financing costs of £44.507m, additional allowances and other pension costs of £10.030m and insurance costs of £2.004m;
  - e. approve for 2019/20 the estimated utilisation of £8.596m in 2019/20 of the surplus from the on street parking and bus lane enforcement reserves; after determining that any surplus from these reserves is not required to provide additional off street parking in the authority; and
  - f. approve for 2019/20 the position on reserves as identified in the report, noting that the position is subject to any further calls on reserves that arise before the meeting of the Council.
  - g. allocate from the existing Our Manchester Budget a fund of £300,000 to support community groups not currently in receipt of Council support under the VCS Grants Scheme but who have now made sufficient progress in their development to be able to receive support from the Council; and also that a £100,000 be set aside to support new and existing groups, particularly where there is a need for support to help reduce demand on Council services.
8. To delegate authority to the City Treasurer and Chief Executive to agree the use of the Adult Social Care Reserve, Social Care Reserve and Our Manchester Reserve, in consultation with Executive Members for Finance and Human Resources, Children's Services, and Adult Health and Wellbeing.



9. To approve the Directorate cash limits as set out in Table 6 above.
10. To approve the in principle contribution to the MHCC Section 75 (S75) Pooled Budget subject to the approval of the S75 agreement at a future meeting.
11. To delegate authority to the City Treasurer and Chief Executive in consultation with the Executive Member for Finance and Human Resources and the Leader of the Council to draft the recommended budget resolution for Council in accordance with the legal requirements outlined in this report and to take into account the decisions of the Executive and any final changes and other technical adjustments.
12. To note that there is a requirement to provide an itemised council tax bill to inform Council Tax payers when part of any increase in council tax is being used to fund adult social care, and to provide specific information about the purpose of the council tax increase in the information supplied with demand notices.

### **Exe/19/13 Capital Strategy and Budget 2019/20 to 2023/24**

Consideration was given to the report submitted by the City Treasurer. The report presented the capital budget proposals before their submission to the Council for approval.

The capital programme 2019/20 to 2023/24 comprised the continuation of the existing programme. For continuing schemes the position was based on that set out in the Capital Programme Monitoring 2018/19 also being considered at this meeting (Minute Exe/19/xxx). Also included were those future projects which were considered likely to be brought forward, subject to the submission of a successful business case. For any project seeking capital expenditure approval a business case must be drafted, covering:

- how the project links to the City Council's strategic priorities, social value, and any statutory requirements;
- what economic value the project will provide to the City, including social value;
- funding model, with evidence of cost and capital and revenue implications;
- timescale for delivery and identification of risks to the project, including legal issues; and
- what the project will achieve, and the benefits that will be realised.

Details on the projects within the programme were set out in the report and the full list of the proposed projects was appended to the report.

If agreed, then the proposals contained in the report would create a capital programme of £505.6m in 2019/20, £419.0m in 2020/21, and £244.0m in 2021/22. Within the 2019/20 total was £146.5m of expenditure on behalf of Greater Manchester, and £38.0m in 2020/21. The proposed funding for the programme was:

| <b>Capital Programme</b> | <b>2019/20</b> | <b>2020/21</b> | <b>2021/22</b> | <b>2022/23</b> | <b>2023/24</b> | <b>Total</b> |
|--------------------------|----------------|----------------|----------------|----------------|----------------|--------------|
|--------------------------|----------------|----------------|----------------|----------------|----------------|--------------|

| <b>Funding</b>        | <b>£m</b>    | <b>£m</b>    | <b>£m</b>    | <b>£m</b>   | <b>£m</b>   | <b>£m</b>      |
|-----------------------|--------------|--------------|--------------|-------------|-------------|----------------|
| Grant                 | 116.3        | 84.0         | 19.5         | 2.4         | 0.8         | 223.0          |
| External Contribution | 27.3         | 20.0         | 3.7          |             |             | 51.0           |
| Capital Receipts      | 24.8         | 45.6         | 11.5         |             | 7.5         | 89.4           |
| Revenue Contribution  | 37.6         | 51.7         | 34.8         | 4.9         |             | 129.0          |
| Borrowing             | 153.1        | 179.7        | 174.5        | 79.6        | 30.7        | 617.6          |
| <b>Total</b>          | <b>359.1</b> | <b>381.0</b> | <b>244.0</b> | <b>86.9</b> | <b>39.0</b> | <b>1,110.0</b> |

The revenue budget proposals set out in the report on the Medium Term Financial Plan 2019/20 - 2021/22 included provision to finance this level of borrowing.

### Decisions

1. To commend the report to Council.
2. To note the proposed Capital Strategy.
3. To delegate authority to the City Treasurer, in consultation with the Executive Member for Finance and Human Resources, to make alterations to the schedules for the capital programme 2018/19 to 2023/24 prior to their submission to Council for approval, subject to no changes being made to the overall estimated total cost of each individual project.

### Exe/19/14 Corporate Core Business Plan 2019/20

The Deputy Chief Executive, City Treasurer and City Solicitor presented the final proposals for the Corporate Core (the Chief Executive's and the Corporate Services directorates) budget for 2019/20 and forecast budgets for future years. The report set out the detailed breakdown and allocation of the directorates' revenue budgets of £67.838m for 2019/20.

The report described how the role of the Core as providing strategic leadership to drive delivery of the Our Manchester Strategy ambitions, sustain growth across the city, better connect residents to that growth, create attractive places to live work and visit, and reduce the costly demands placed on public services. As well as driving change, the Core supported the rest of the organisation through Human Resources and Organisational Development, ICT, Finance, Legal, Communications and other services.

The report set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the Corporate Core's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, and Risk Register.

The financial plan for the services was:

| Service Area                                   | 2018/19<br>Net Budget<br>£'000 | Savings &<br>Recovery<br>£'000 | Growth &<br>Pressures<br>£'000 | 2019/20<br>Net Budget<br>£'000 |
|--|--------------------------------|--------------------------------|--------------------------------|--------------------------------|
| <b>People, Policy &amp; Reform</b>             |                                |                                |                                |                                |
| HR/OD  | 4,445                          | -50                            | 0                              | 4,395                          |
| Policy, Partnership, Research & Culture        | 9,248                          | -100                           | 0                              | 9,148                          |
| Communications                                 | 3,690                          | -25                            | 0                              | 3,665                          |
| Reform and Innovation                          | 906                            | -4                             | 0                              | 902                            |
| <b>People, Policy and Reform Sub Total</b>     | <b>18,289</b>                  | <b>-179</b>                    | <b>0</b>                       | <b>18,110</b>                  |
|  |                                |                                |                                |                                |
| Performance, Research and Intelligence         | 4,527                          | -60                            | 0                              | 4,467                          |
|  |                                |                                |                                |                                |
| <b>Legal and Democratic Services</b>           |                                |                                |                                |                                |
| Legal Services                                 | 2,811                          | -100                           | 0                              | 2,711                          |
| Democratic and Statutory Services              | 3,582                          | 0                              | 0                              | 3,582                          |
| Executive                                      | 3,131                          | 0                              | 0                              | 3,131                          |
| <b>Legal and Democratic Services Sub Total</b> | <b>9,524</b>                   | <b>-100</b>                    | <b>0</b>                       | <b>9,424</b>                   |
|  |                                |                                |                                |                                |
| Corporate Items                                | 1,627                          | 0                              | 0                              | 1,627                          |
| <b>Total Chief Executives</b>                  | <b>33,967</b>                  | <b>-339</b>                    | <b>0</b>                       | <b>33,628</b>                  |
|  |                                |                                |                                |                                |
| <b>Corporate Services</b>                      |                                |                                |                                |                                |
| ICT  | 14,035                         | -605                           | 0                              | 13,430                         |
| Procurement                                    | 972                            | 0                              | 0                              | 972                            |
| Commissioning                                  | 355                            | -15                            | 0                              | 340                            |
| Revenue and Benefits                           | 8,826                          | 0                              | 1100                           | 9,926                          |
| Financial Management                           | 5,653                          | -390                           | 0                              | 5,263                          |
| Audit, Risk and Resilience                     | 1,401                          | 0                              | 0                              | 1,401                          |
| Shared Service Centre                          | 803                            | 0                              | 0                              | 803                            |
| Capital Programmes                             | -199                           | 0                              | 0                              | -199                           |
| Corporate Items                                | 314                            | 0                              | 0                              | 314                            |
| Customer Services                              | 4,161                          | 0                              | 0                              | 4,161                          |
| Commercial Governance                          | 246                            | 0                              | 0                              | 246                            |
| <b>Total Corporate Services</b>                | <b>36,567</b>                  | <b>-1,010</b>                  | <b>1,100</b>                   | <b>36,657</b>                  |
|  |                                |                                |                                |                                |
| Cross cutting savings                          | -447                           | -2,000                         | 0                              | -2,447                         |
| <b>Corporate Core Total</b>                    | <b>70,087</b>                  | <b>-3,349</b>                  | <b>1,100</b>                   | <b>67,838</b>                  |

It was noted that the Resources and Governance Scrutiny Committee had recently considered and endorsed the plan (Minute RGSC/19/09).

### Decision

To note and accept the proposals set out in the business plan.

### Exe/19/15 Neighbourhoods Directorate Business Planning 2019/20

The Deputy Chief Executive presented the final proposals for the directorate's budget for 2019/20 and forecast budgets for future years. The report set out the detailed breakdown and allocation of the directorate's revenue budget of £91.361m for 2019/20.

The report explained the Directorate's contributions to Council priorities of working with Manchester's communities to create and maintain clean, green, safe and vibrant neighbourhoods that Mancunians can be proud of. The report described how the Directorate provided a key role in supporting the broader council priorities as set out in the Corporate Plan. Libraries, art galleries, leisure centres, parks, play areas and events all supported the city's children and young people to be happy, healthy and successful.

The report set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the directorate's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, and Risk Register.

The financial plan for the service was:

| <b>Service Area</b>            | <b>2018/19<br/>Net Budget<br/>£'000</b> | <b>Savings &amp;<br/>Recovery<br/>£'000</b> | <b>Growth &amp;<br/>Pressures<br/>£'000</b> | <b>2019/20<br/>Net Budget<br/>£'000</b> |
|--------------------------------|---|---|---|---|
| Neighbourhood Management       | 202                                     | -100  | 0   | 102                                     |
| Waste & Street Cleaning        | 12,586                                  | -1,150                                      | 3,082                                       | 14,518                                  |
| Waste Levy & Disposal          | 16,712                                  | -3,000                                      | 21,445                                      | 35,157                                  |
| Parks, Leisure & Events        | 5,025                                   | -300  | 0   | 4,725                                   |
| Grounds Maintenance            | 3,129                                   | 0   | 0   | 3,129                                   |
| Neighbourhood Investment Fund  | 214                                     | 0   | 0   | 214                                     |
| Community Safety & Compliance  | 9,653                                   | -156  | 255   | 9,752                                   |
| Libraries, Galleries & Culture | 8,859                                   | 0   | 0   | 8,859                                   |
| City Co.                       | 234                                     | 0   | 0   | 234                                     |
| Core Cities                    | 52                                      | 0   | 0   | 52                                      |
| Development Fund               | 0                                       | 0   | 0   | 0                                       |
| Neighbourhood Teams            | 2,479                                   | 0   | 0   | 2,479                                   |
| <b>Total Neighbourhoods</b>    | <b>59,145</b>                           | <b>-4,706</b>                               | <b>24,782</b>                               | <b>79,221</b>                           |
| Traded Services                | -3,483                                  | -60   | 0   | -3,543                                  |
| Directorate Support            | 841                                     | 0   | 0   | 841                                     |
| Highways Service               | 15,027                                  | -185  | 0   | 14,842                                  |
| <b>Total</b>                   | <b>71,530</b>                           | <b>-4,951</b>                               | <b>24,782</b>                               | <b>91,361</b>                           |

It was noted that the Communities and Equalities, and the Neighbourhood and Environment Scrutiny Committees had each recently considered and endorsed the plan (Minutes CESC/19/08 and NESC/19/09).

## Decision

To note and accept the proposals set out in the business plan.

### Exe/19/16 Children's Services and Education Business Planning 2019/20

The Strategic Director for Children's and Education Services presented the final proposals for the directorate's budget for 2019/20 and forecast budgets for future years. The report set out the detailed breakdown and allocation of the directorate's revenue budget of £120.434m for 2019/20.

The report described the directorate's ambitious savings and transformation programme and the significant challenges facing it which were linked to the impacts of welfare reform, demographics and wider public sector austerity measures. These included:

- reduction in Government funding for the Troubled Families programme;
- school funding reforms compounding a real-terms reduction in school budgets;
- sustained high 'demand' for a statutory social work services;
- rising costs in the external care market;
- increasing demand for a statutory Social Work Service, looked after children and leaving care placements;
- increase in the number of children with an Education Health and Care Plan; and
- pressure in schools 'high needs' funding block.

The programme of savings, growth and investment was described in detail in the report. The report also set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the directorate's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, Risk Register and savings schedule for 2019/20.

The financial plan for the service was:

| <b>Service Area</b>              | <b>2018/19<br/>Net Budget<br/>£'000</b> | <b>Savings &amp;<br/>Recovery<br/>£'000</b> | <b>Growth &amp;<br/>Pressures<br/>£'000</b> | <b>2019/20<br/>Net Budget<br/>£'000</b> |
|----------------------------------|---|---|---|---|
| Children's Safeguarding          | 83,011                                  | -2,725                                      | 13,016                                      | 93,302                                  |
| Education                        | 22,440                                  | -230  | 565   | 22,775                                  |
| Directorate Core and Back Office | 4,447                                   | -90   | 0   | 4,357                                   |
| <b>Total</b>                     | <b>109,898</b>                          | <b>-3,045</b>                               | <b>13,581</b>                               | <b>120,434</b>                          |

It was noted that the Children and Young People Scrutiny Committee had recently considered and endorsed the plan (Minute CYP/19/09).

## Decision

To note and accept the proposals set out in the business plan.

### Exe/19/17 Dedicated Schools Grant 2019/20

The budgets for schools are funded by the Dedicated Schools Grant (DSG), a ring-fenced grant that can only be applied to meet costs that fall within the schools' budgets. Any under or over-spend of grant from one year must be carried forward and applied to the schools' budgets in future years. The DSG is provided by Government to local authorities and each local authority distributes the grant to the local educational establishments.

A report submitted by the Director of Education explained how the allocated DSG was distributed across the schools and supported establishments in Manchester.

The report explained that for 2019/20 the DSG would be made up of four blocks: schools block, early years block, high needs block and central services schools block. It was reported that Manchester was to receive a DSG of £530.057m.

During the autumn of 2018 the Council had consulted schools and the Schools Forum on a transfer of funding in 2019/20 from the schools block to the high needs block of up to 0.5% per pupil. That transfer was intended to address an underlying pressure in the High Needs budget from more children needing Education, Health and Care Plans. However, that transfer would not now be necessary as a result of the Government providing additional DSG for high needs of £2.562m (£1.281m for each of 2018/19 and 2019/20). Despite this increase there were continuing pressures on the high needs block.

The breakdown of the DSG in 2019/20 would be:

| <b>DSG</b>                | <b>Schools<br/>£m</b> | <b>Central<br/>Services<br/>£m</b> | <b>High<br/>Needs<br/>£m</b> | <b>Early Years<br/>£m</b> | <b>Total<br/>£m</b> |
|---------------------------|-----------------------|------------------------------------|------------------------------|---------------------------|---------------------|
| Retained School Budgets   | 3.750                 | 3.658                              | 22.930                       | 1.720                     | 32.058              |
| Individual School Budgets | 405.323               | 0                                  | 53.568                       | 39.108                    | 497.999             |
| <b>DSG 2019/20</b>        | <b>409.073</b>        | <b>3.658</b>                       | <b>76.498</b>                | <b>40.828</b>             | <b>530.057</b>      |

It was noted that the Children and Young People Scrutiny Committee had recently considered and endorsed the report (Minute CYP/19/09).

### **Decision**

To note and accept the 2019/20 individual schools budgets and local authority retained school budgets as determined from the Dedicated Schools Grant allocation from Government.

### **Exe/19/18 Strategic Development Business Planning 2019/20**

The Strategic Director (Development) presented the final proposals for the directorate's budget for 2019/20 and forecast budgets for future years. The report set

out the detailed breakdown and allocation of the directorate's revenue budget of £5.515m for 2019/20.

The report described the significant contribution the service was making to the development and regeneration in the city, referencing many of the commercial and residential development schemes across the city.

The report set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the directorate's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, and Risk Register.

The financial plan for the service was:

| <b>Service Area</b>                       | <b>2018/19<br/>Net Budget<br/>£'000</b> | <b>Savings &amp;<br/>Recovery<br/>£'000</b> | <b>Growth &amp;<br/>Pressures<br/>£'000</b> | <b>2019/20<br/>Net Budget<br/>£'000</b> |
|---|---|---|---|---|
| Operational Property                      | 7,052                                   | 0   | 0   | 7,052                                   |
| Facilities Management                     | 9,025                                   | 0   | 0   | 9,025                                   |
| Property Rationalisation                  | 0                                       | 0   | 0   | 0                                       |
| Investment Estate                         | (12,290)                                | (1,700)                                     | 0   | (13,990)                                |
| Strategic Development                     | 324                                     | 0   | 0   | 324                                     |
| City Centre Regeneration                  | 425                                     | 0   | 0   | 425                                     |
| Housing & Residential Growth              | 1,577                                   | 0   | 0   | 1,577                                   |
| Planning, Building Control &<br>Licensing | (601)                                   | (20)  | 0   | (621)                                   |
| Work & Skills                             | 1,723                                   | 0   | 0   | 1,723                                   |
| MAES                                      | 0                                       | 0   | 0   | 0                                       |
| Our Town Hall Project                     | 0                                       | 0   | 0   | 0                                       |
| <b>Total Strategic Development</b>        | <b>7,235</b>                            | <b>(1,720)</b>                              | <b>0</b>                                    | <b>5,515</b>                            |

It was noted that the Neighbourhoods and Environment Scrutiny Committee, the Economy Scrutiny and the Resources and Governance Scrutiny Committee had each recently considered and endorsed the plan (Minutes NES/19/09, ESC/19/14 and RGSC/19/09).

## Decision

To note and accept the proposals set out in the business plan.

## Exe/19/19 Housing Revenue Account 2019/20 to 2021/22

A report by the Strategic Director (Development) and City Treasurer presented the proposed budget for the Housing Revenue Account (HRA) for 2019/20 and indicative budgets for 2020/21 and 2021/22.

The report set out the requirements placed on the Council with respect to the HRA budget:

- the Council had to formulate proposals for income and expenditure for the financial year which sought to ensure that the HRA would not show a deficit balance;
- to keep a HRA in accordance with proper practice to ensure that the HRA is in balance taking one year with another; and
- the HRA must, in general, balance on a year-to-year basis so that the costs of running the Housing Service must be met from HRA income.

Under a variety of arrangements, the Council owns and manage just under 16,000 properties within the HRA. The arrangements included three PFI schemes and the stock managed by either Northwards Housing or other Registered Social Landlords. During 2018/19 the Council was anticipating selling around 175 properties under the Right to Buy scheme.

Included in the report was the forecast for the HRA in 2018/19 to have an in-year surplus of £2.764m, compared to a budgeted deficit of £6.769m, and the main reasons for that change were explained in the report.

The proposed budget reflected the latest information on implementation of the Housing and Planning Act 2016 and Welfare Reform Act 2016. The legislation required social housing rents to be reduced by 1% each year for four years from April 2016. The 2019/20 budget period would be the last year of that four-year period. The mandatory 1% rent reduction had been reflected in the financial plan being put forward. The proposed rents levels included a reduction of 1% to all properties except for housing properties managed under a Private Finance Initiative (PFI) contract, where the rent would be increased by 3.4% (CPI + 1%).

Gas for the communal heating systems was sourced as part of the City Council's overall gas contract. The existing wholesale gas contract was to expire shortly and indications were that the wholesale gas price would increase by about 26%. Therefore, it would be necessary to increase the current heating charges by between 17.8% and 71.9% so as to ensure that the costs of gas used were recovered through the tariffs charged for tenants and residents. However, in order to protect residents, many of whom are vulnerable and find themselves in financially challenging situations, it was proposed that any increase in heating charges be capped at 20%, and the difference between the actual increased gas costs and charges to tenants funded from the HRA. In 2019/20 this would result in a deficit of £104k in the income for communal heating. Appended to the report was a complete schedule of proposed heating tariffs for pay by rent and pay by prepayment card, showing the percentage change for 2019/20 after the application of the 20% cap.

The report explained that in 2018 a 1% reduction in the Northwards management fee for both 2018/19 and 2019/20 had been agreed (Minute Exe/18/019). The 2019/20 budget therefore included that 1% reduction.

In 2015/16 it had been agreed that garage rents should be brought in line with dwelling rents (Minute Exe/15/021). To achieve that, it was agreed that garage rents were to be increased by 3.92% on top of the increase applied to dwelling rents for the five year period 2015-2020. Given the reduction in rents, it was therefore proposed



and agreed that garage rents increase by 2.92% in 2019/20, as they had done in 2018/19.

The report also explained that rent income was normally calculated on the basis of a 52 week rent year, but because in an average year there are 52.17 weeks, it was necessary to include an extra week every 5 or 6 years to remain in line with the calendar year. That had therefore resulted in a 53-week rent year for tenants in some years, and 2019/20 would be such a year. However, the Government had advised that Universal Credit would not reflect the 53 weeks due, and would continue being payable for 52 weeks and paid in 12 monthly instalments. If 2019/20 was instead treated as a 52-week year the gross rental debit for that lost week was predicted to be in excess of £1.1m. However, it was clear that those tenants on Universal Credit would not receive any benefit to pay for that week's rent. In 2019/20 that was estimated as being 10% of tenants, but over time that was expected to increase to about 60% as Universal Credit continued to be rolled-out by the Government. It was explained that this was a nationwide problem and was under review by the Government. Pending further developments it was proposed and agreed that 2019/20 be treated as a 52-week year, to avoid any detriment to tenants.

The report also explained the other key changes in the HRA budget for 2019/20, and the full budget was presented as set out below.

| <b>HRA Account</b>                   | <b>2018/19<br/>(Forecast)<br/>£000</b> | <b>2019/20<br/>Budget<br/>£000</b> | <b>2020/21<br/>Budget<br/>£000</b> | <b>2021/22<br/>Budget<br/>£000</b> |
|--------------------------------------|--|------------------------------------|------------------------------------|------------------------------------|
| <b>Income</b>                        |  |                                    |                                    |                                    |
| Housing Rents                        | (60,279)                               | (59,914)                           | (61,239)                           | (62,462)                           |
| Heating Income                       | (709)                                  | (734)                              | (749)                              | (764)                              |
| PFI Credit                           | (23,600)                               | (23,586)                           | (23,374)                           | (23,374)                           |
| Other Income                         | (1,093)                                | (1,166)                            | (1,157)                            | (1,047)                            |
| Funding from General HRA Reserve     | 2,764                                  | (10,352)                           | (21,510)                           | (8,164)                            |
| <b>Total Income</b>                  | <b>(82,917)</b>                        | <b>(95,752)</b>                    | <b>(108,029)</b>                   | <b>(95,811)</b>                    |
| <b>Expenditure</b>                   |  |                                    |                                    |                                    |
| Northwards R&M & Management Fee      | 20,583                                 | 20,417                             | 20,699                             | 20,943                             |
| PFI Contractor Payments              | 35,322                                 | 33,418                             | 36,227                             | 31,356                             |
| Communal Heating                     | 766                                    | 838                                | 855                                | 872                                |
| Supervision and Management           | 5,270                                  | 5,118                              | 5,172                              | 5,243                              |
| Contribution to Bad Debts            | 1,206                                  | 604                                | 925                                | 1,258                              |
| Depreciation                         | 15,184                                 | 17,279                             | 17,460                             | 17,611                             |
| Other Expenditure                    | 1,317                                  | 1,525                              | 1,347                              | 1,282                              |
| RCCO                                 | 0                                      | 13,749                             | 22,565                             | 14,483                             |
| Interest Payable and similar charges | 3,269                                  | 2,804                              | 2,779                              | 2,763                              |
| <b>Total Expenditure</b>             | <b>82,917</b>                          | <b>95,752</b>                      | <b>108,029</b>                     | <b>95,811</b>                      |
|                                      |  |                                    |                                    |                                    |
|                                      |  |                                    |                                    |                                    |

|                           |                  |                 |                 |                 |
|---------------------------|------------------|-----------------|-----------------|-----------------|
| <b>Total Reserves:</b>    |                  |                 |                 |                 |
| Opening Balance           | (99,939)         | (102,703)       | (92,351)        | (70,841)        |
| Funding (from)/to Revenue | (2,764)          | 10,352          | 21,510          | 8,164           |
| <b>Closing Balance</b>    | <b>(102,703)</b> | <b>(92,351)</b> | <b>(70,841)</b> | <b>(62,677)</b> |

## Decisions

1. To note the forecast 2018/19 HRA outturn surplus of £2.764m.
2. To approve the 2019/20 HRA budget and note the indicative budgets for 2020/21 and 2021/22.
3. To approve the proposed 1% decrease to dwelling rents (subject to the exceptions described above), and delegate authority to set individual property rents to the Director of Housing and the City Treasurer, in consultation with the Executive Member for Housing and Regeneration and the Executive Member for Finance and Human Resources,
4. To approve the proposal that where the 2019/20 rent is not yet at the formula rent level, the rent is revised to the formula rent level when the property is re-let.
5. To approve the proposed 2019/20 changes for communal heating charges as set out above, and as detailed in the appendix to the report.
6. To approve the proposed 2019/20 Northwards management fee as set out above.
7. To approve the proposed increase in garage rental charges as set out above.
8. To note the problems arising from the 53-week rent year that would have arisen in 2019/20, that such 53-week rent years have not been allowed for in the introduction of Universal Credit, and to agree not to pass the additional rent cost of the 53rd week onto tenants in 2019/20, with the cost of reduced rental income to be borne by the HRA in 2019/20.

## **Exe/19/20 Manchester Health and Care Commissioning - Adult Social Care Business Plan and Pooled Budget contribution 2019/20**

The Director of Adult Social Care and the Chief Accountable Officer, Manchester Health and Care Commissioning presented the final proposals for the Manchester Health and Care Commissioning and the Adult Social Care' budget for 2019/20 and forecast budgets for future years. The report set out the detailed breakdown and allocation of the pooled budgets and the directorate's revenue budget of £198.263m for 2019/20.

The report explained that Manchester Health and Care Commissioning (MHCC) was responsible for commissioning health, adult social care and public health services for MHCC had been operating a single planning, delivery and assurance process since

April 2018. The report set out the priorities for MHCC in 2019/20 financial year and described progress made in 2018/19. The report also explained that the financial plan for 2019/20 reflected the Manchester Health and Care Locality Plan and Adult Social Care Business Plan for the period 2017-2020.

The report set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the directorate's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, Risk Register, Capital Strategy, and an update on transformational savings schemes.

The financial plans for the services were:

| <b>Service Area</b>                  | <b>2018/19<br/>Net Budget<br/>£'000</b> | <b>Savings &amp;<br/>Recovery<br/>£'000</b> | <b>Growth &amp;<br/>Pressures<br/>£'000</b> | <b>2019/20<br/>Net Budget<br/>£'000</b> |
|--------------------------------------|---|---|---|---|
| Assessment/Support                   | 6,140                                   | -37   | 677   | 6,780                                   |
| Care                                 | 41,122                                  | -6,485                                      | 1,254                                       | 35,891                                  |
| Commissioning                        | 8,979                                   | -871  | 0   | 8,108                                   |
| Business Units                       | 5,129                                   | 0   | 0   | 5,129                                   |
| Learning Disability                  | 51,989                                  | -525  | -585  | 50,879                                  |
| Mental Health                        | 23,192                                  | -125  | 217   | 23,284                                  |
| Public Health                        | 37,275                                  | 10  | 0   | 37,285                                  |
| Back Office                          | 6,692                                   | 4,472                                       | 4,069                                       | 15,233                                  |
| Inflation / National Living Wage     | 1,181                                   | 0   | 7,944                                       | 9,125                                   |
| Demography                           | -                                       | 0   | 2,335                                       | 2,335                                   |
| <b>Total Pooled Budget</b>           | <b>181,700</b>                          | <b>-3,561</b>                               | <b>15,911</b>                               | <b>194,050</b>                          |
| Asylum                               | 57                                      | 0   | 0   | 57                                      |
| Commissioning                        | 1,819                                   | 0   | 0   | 1,819                                   |
| Safeguarding                         | 2,337                                   | 0   | 0   | 2,337                                   |
| <b>Total Other Adult Social Care</b> | <b>4,213</b>                            | <b>0</b>                                    | <b>0</b>                                    | <b>4,213</b>                            |
| <b>Total</b>                         | <b>185,913</b>                          | <b>-3,561</b>                               | <b>15,911</b>                               | <b>198,263</b>                          |

It was noted that the Health Scrutiny Committee had recently considered and endorsed the plan (Minute HSC/19/09).

### Decision

To note and accept the proposals set out in the business plan.

### Exe/19/21 Homelessness Business Planning 2019/20

The Director of Adult Services and Strategic Director (Development) presented the final proposals for the Homeless Services' budget for 2019/20 and forecast budgets for future years. The report set out the detailed breakdown and allocation of the service's revenue budget of £13.375m for 2019/20.

The report explained that the Homeless Partnership had co-produced the Homelessness Strategy for the City (2018-23). Derived from that Strategy, the three key priorities for the service were:

- homelessness as a rare occurrence: increasing prevention and earlier intervention at a neighbourhood level;
- homelessness as brief as possible: improving temporary and supported accommodation to be a positive experience; and
- the experience of homelessness to be a one-off occurrence: increasing access to settled homes.

There was a continuing and significant increase in the number of people presenting as homeless and who were rough-sleeping in the city so the service was under pressure. The budget proposals for 2019/20 therefore included investments to:

- help with the demand for dispersed accommodation continuing to rise at the current rate to 1,500 properties during 2019/20;
- support emergency accommodation numbers being stabilised at existing levels from work ongoing to meet need differently; and
- provide additional capacity for Homelessness support to reduce caseloads.

The report set out in detail how the elements of the financial and business plan had been developed. Appended to the report was a copy the service's 2019/20 Delivery Plan, Performance Plan, Equality Overview and Action Plan, Workforce Plan, and Risk Register.

The financial plan for the service was:

| <b>Service Area</b>              | <b>2018/19<br/>Net Budget<br/>£'000</b> | <b>Savings &amp;<br/>Recovery<br/>£'000</b> | <b>Growth &amp;<br/>Pressures<br/>£'000</b> | <b>2019/20<br/>Net Budget<br/>£'000</b> |
|----------------------------------|---|---|---|---|
| Rough Sleepers / Outreach        | 359                                     | 0   | 0   | 359                                     |
| Specialist Accommodation         | 249                                     | 0   | 0   | 249                                     |
| Emergency Accommodation<br>(B&B) | 1,226                                   | -440  | 1,990                                       | 2,776                                   |
| Temporary Accommodation          | 2,631                                   | 0   | 1,300                                       | 3,931                                   |
| Homelessness Management          | 384                                     | 0   | 0   | 384                                     |
| Homelessness Assessment          | 1,216                                   | 0   | 0   | 1,216                                   |
| Homelessness Prevention          | 1,929                                   | 0   | 1,300                                       | 3,229                                   |
| Tenancy Compliance               | 194                                     | 0   | 0   | 194                                     |
| Housing Related Support          | 980                                     | 0   | 0   | 980                                     |
| Asylum                           | 57                                      | 0   | 0   | 57                                      |
| <b>Total</b>                     | <b>9,225</b>                            | <b>-440</b>                                 | <b>4,590</b>                                | <b>13,375</b>                           |

It was noted that the Neighbourhoods and Environment Scrutiny Committee had recently considered and endorsed the plan (Minute NESC/19/09).

## Decision

To note and accept the proposals set out in the business plan.

## **Exe/19/22 Treasury Management Strategy Statement and Borrowing Limits and Annual Investment Strategy 2019/20**

The Council's Treasury Management policy complies with the revised CIPFA Code of Practice on Treasury Management. The Council adopted this in March 2010.

The Local Government Act 2003 and supporting regulations require the Council to have regard to the Prudential Code for Capital Finance in Local Authorities and to set Prudential Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable.

The proposed strategy for 2019/20 was based upon the views of Treasury officers on interest rates, informed by leading market forecasts. The Strategy covered:

- Prudential and Treasury Indicators
- Minimum Revenue Provision Strategy
- Treasury Management Policy Statement
- Treasury Management Scheme of Delegation
- Borrowing Requirement
- Borrowing Strategy
- Annual Investment Strategy

We noted the proposed Annual Investment and Borrowing Strategies set out in the report, and agreed to commend them to the Council.

### **Decisions**

1. To commend the report to Council.
2. To delegate authority to the City Treasurer, in consultation with the Executive Member for Finance to approve changes to the borrowing figures as a result of changes to the Council's Capital or Revenue budget and submit such changes to Council.

## **Exe/19/23 Council Tax Support Scheme Changes**

In October 2016 we had considered and endorsed for public consultation a revised Council Tax Support (CTS) Scheme (Minute Exe/16/126). In January 2017 we considered the outcome of the consultation and agreed to adopt a new support scheme (Minute Exe/17/012). In September 2018 the City Treasurer had proposed further changes to the CTS Scheme, and it had been agreed that those proposals should be the subject of public consultation (Minute Exe/18/90).

A report submitted by the City Treasurer set out the outcome of the consultation, and the responses to the issues that had been raised by consultees. The report proposed that the revised scheme be adopted. An Equalities Impact Assessment was appended to the report setting out the more detailed equalities issues that would arise if the recommendations in the report were accepted and implemented.

The consultation had run from 5 November 2018 to 16 December 2018. The consultation documents had been provided on the Council website and paper questionnaires were sent to Libraries, advice groups in the city, the Customer Service Centre, and also to Councillors to distribute. A direct-mail distribution of 30,000 questionnaires had also been employed, sent to 5,911 Universal Credit households currently claiming CTS, 9,089 other households currently claiming CTS, and 15,000 other households paying Council Tax without claiming CTS.

A total of 1,051 responses had been received including 809 paper questionnaires and 242 online responses. The report set out a detailed examination of the responses: 55% of the respondents had agreed that the Council should change to a banded CTS scheme from April 2019, 12% had disagreed and 33% had not expressed a view either way.

The report explained that Universal Credit was to become the single mainstream source of benefits for most working age people on low income. Officers within the Council had therefore been considering the impact of Universal Credit on the Council Tax Support scheme, and how best to provide support to people claiming Universal Credit. It had been concluded that it would be appropriate to align Manchester's Council Tax Support Scheme with Universal Credit (UC), particularly if that would enable the Council to draw on the assessment work carried out by the Department of Work and Pensions.

As a result of the analysis a banded scheme was being proposed. For a person entitled to UC, if their income was below their applicable amount or the same as their applicable amount, their Council Tax Support would be 82.5% of their Council Tax liability less any non-dependant deductions applicable. For those with a higher income their Council Tax Support would be the lower percentage according to the amount by which their income was above their applicable amount. The proposed banding being:

| Excess weekly income greater than | Excess weekly income no more than | % reduction of Council Tax liability |
|-----------------------------------|-----------------------------------|--------------------------------------|
| £80.01                            | -                                 | Nil                                  |
| £75.01                            | £80.00                            | 12%                                  |
| £50.01                            | £75.00                            | 30%                                  |
| £25.01                            | £50.00                            | 45%                                  |
| £0.01                             | £25.00                            | 70%                                  |
| -                                 | £0.00                             | 82.5%                                |

The report examined the implication of this on claimants and described the steps that would need to be taken for the successful changeover to a banded scheme, including how to avoid frequent trivial changes and what transitional arrangements should apply for those who would see a reduction in their support under these proposals.

Having considered details as set out in the report, the outcome of the consultation and the views express by the consultees, and also the finding of the Equality Impact

Assessment, it was agreed that the proposed changes should be brought into effect from 1 April 2019.

## Decisions

1. Note the outcomes of the consultation process and the Equality Impact Assessment (EIA) both of which have supported and informed the final recommendations.
2. Make the following changes to the Council Tax Support Scheme from 1 April 2019 in respect of people entitled to Universal Credit.
  - i. A person for whom the Council receives both an electronic notification of a new claim for, and subsequently a related first payment of, Universal Credit from the Department for Work and Pensions shall be deemed to have made a claim for a reduction under this scheme on the first day of entitlement to Universal Credit to which that notification of first payment refers.
  - ii. The amount of an award in respect of a day under this scheme for a person entitled to Universal Credit shall be a percentage of the amount set by the authority as the Council Tax for the relevant financial year in respect of the dwelling in which he is a resident and for which he is liable. This is subject to any discount which may be appropriate to that dwelling under the 1992 Act, divided the number of days in that financial year, less the daily rate of any deductions in respect of non-dependants which fall to be made. That percentage shall be the percentage specified in the following table according to the band in which their excess income falls.

| Excess weekly income greater than | Excess weekly income no more than | % reduction of Council Tax liability |
|-----------------------------------|-----------------------------------|--------------------------------------|
| £80.01                            | -                                 | Nil                                  |
| £75.01                            | £80.00                            | 12%                                  |
| £50.01                            | £75.00                            | 30%                                  |
| £25.01                            | £50.00                            | 45%                                  |
| £0.01                             | £25.00                            | 70%                                  |
| -                                 | £0.00                             | 82.5%                                |

- iii. People who have a temporary break in their Council Tax Support (up to six months) because an associated award of Universal Credit has ended or the amount of Universal Credit in payment rises to a level that ends entitlement to Council Tax Support and that award of Universal Credit is subsequently reinstated (whether at the same rate or at a different rate) or drops to a level that triggers eligibility for Council Tax Support, are required to make a new claim for Council Tax Support. A new claim in these circumstances shall be treated as made on the date on which entitlement to Universal Credit resumed / reduced or six months before the day on which the claim is actually received, whichever is the later.

- iv. The Council will monitor and review the Council Tax Support Scheme to ensure that it continues to support the Council's policies. The Council Tax Support Scheme may be amended for subsequent years, but should this happen there will be further consultation. If no revised scheme is published, this scheme will continue to apply to subsequent years. However, the figures set out in the scheme in respect of applicable amounts, income and capital disregards and non-dependants deductions may still be uprated to allow for inflation. Any such uprating will take effect on 1 April each year. If the figures provided in the prescribed requirements change, the Council reserves the right to amend the figures quoted in the scheme without further consultation.
  - v. Where the Council receives notification from the Department for Work and Pensions of a change to Universal Credit and the changed assessment does not result in an alteration to the amount of a reduction under this scheme, the Council is not required to notify the claimant of its recording of that change.
3. Agree that the Council's Discretionary Council Tax Payment Scheme is used to support households during the transitional period of moving to the banded scheme and Universal Credit. The scheme would cover the current anomalous and exceptional circumstances as well as supporting those households disproportionately impacted by Universal Credit transfer including families with children.

### **Exe/19/24 Council Tax Charges on Empty Properties**

In November 2018 the Government had introduced powers for councils to charge increased Council Tax Premiums for long term empty (LTE) properties that had been unoccupied and unfurnished for over two years. These powers extended the 50% empty property premium that had been introduced by the Council in April 2013 (Minute Exe/13/006). In December 2018 the Executive had considered a proposal to introduce those higher premiums and it had been agreed then that there should be public consultation on that change (Minute Exe/18/111).

The Rating (Property in Common Occupation) and Council Tax (Empty Property Bill) Act 2018 had received Royal Assent on 1 November 2018. The Act gave councils discretion to apply increased LTE Premiums on unoccupied and unfurnished properties to further encourage owners of long term empty properties to find ways to bring them back in to use. The premiums that would be allowed were:

- 200% of the Council Tax from 1 April 2019 if empty for more than two years
- 300% of the Council Tax from 1 April 2020 if empty for more than five years
- 400% of the Council Tax from 1 April 2021 if empty for more than ten years

The report explained that a range of consultation methods had been employed to reach as many potentially affected landlords as possible. The consultation had been open from 17 December 2018 to 14 January 2019, and in that time 344 responses had been received. The breakdown of those was:

- 303 from members of the public,



- 43 from landlords of a property in Manchester that was not empty,
- 19 described themselves as 'other',
- 12 from local business owners,
- 10 from landlords of a property in Manchester that was empty,
- 5 from a local charity, voluntary or community organisation,
- 1 was a local councillor.

The report examined the responses and there was general support for all the changes being proposed, including that 76% of respondents agreed and 19% disagreed with the proposal that the Council should increase the Council Tax charge for homes that were unoccupied and unfurnished for two years or more, with the amount charged increasing the longer the property was empty.

The report set out the predicted financial impacts of the changes, both on landlords and on the Council's income. The total revenue impact of the change was predicted to be over £1.3m in 2019/20.

The report also explained that an Equality Impact Assessment had been carried out on these proposals, and a copy of the findings of that assessment was appended to the report.

Having considered the outcome of the consultation and the findings of the Equality Impact Assessment it was agreed that the proposed changes set out in the report should be introduced with effect from 1 April 2019.

## **Decisions**

1. Note the outcomes of the consultation exercise and the Equality Relevance Assessment, both of which have informed the final recommendations.
2. Adopt the discretionary powers to charge higher levels of Council Tax on properties that have been unoccupied and unfurnished for two, five and ten years.
3. Remove the 100% discount currently available for up to one month when a property first becomes unoccupied and unfurnished.
4. Remove the 50% discount available for up to one year when a property is unoccupied due to major works or structural alterations.

## **Exe/19/25 Northern Gateway Strategic Regeneration Framework Update**

The area then defined as the "Northern Gateway" extended in a north-eastern arc from Victoria Station, taking in the neighbourhoods of NOMA, the Lower Irk Valley, New Cross and Collyhurst. This area covered 155 hectares, running from the City Centre to the intermediate relief route (Queen's Road). It was bisected by the key arterial roads to Rochdale and Oldham, and the main trans-Pennine rail line and northern metrolink routes.

Plans for the regeneration of this area have been under consideration for some years. Approval had been given in September 2015 to identify and appoint a private sector investor and delivery partner to work alongside the council to unlock and deliver the significant residential potential of an area (Minute Exe/15/099). In March 2017 it was reported that the development partner had been found – the Far East Consortium International Ltd (Minute Exe/17/065). In March 2018 we noted the progress that was being made in the production of a draft Strategic Regeneration Framework (SRF) and Masterplan for the area (Minute Exe/18/028). In July 2018 we had considered a draft of the revised SRF for the area and agreed that the revised document should be subject to public consultation (Minute Exe/18/074).

A report now submitted by the Strategic Director (Development) explained that the consultation had run for eight weeks between 6 August and 1 October 2018. A range of methods had been used including a questionnaire and letters sent to properties, businesses and landlords in the Northern Gateway area, information on the council's website and six consultation drop-in sessions for members of the public. In total 423 people attended the drop-in sessions, 98 written responses were received via the consultation questionnaire with a further 25 written representations received from a mix of landowners, businesses, statutory consultees, and other non-statutory stakeholders.

The report examined the issues that the consultees had raised in their responses. The majority of responses were generally supportive, with at least 70% of respondents agreeing or strongly agreeing with each of the Design and Development Principles in the draft SRF. The specific issues that consultees had raised were described and responded to in the report, including the views of other local authorities, statutory agencies, statutory undertakers and utilities, and major landowners. Appended to the report was a schedule of the revisions made to the SRF as a result of the consultation, and other changes.

Having taken into consideration the outcome of the consultation, the responses to the issues raised by consultees and the proposed changes to the draft SRF, it was agreed that the revised document be adopted.

## **Decisions**

1. Note the comments received on the draft SRF and the response to these comments.
2. Note the changes made to the SRF as set out in the report.
3. Approve the Northern Gateway SRF with the intention that it will become a material consideration in the Council's decision making process as Local Planning Authority.

## **Exe/19/26 Northern Gateway Implementation and Delivery**

A report submitted by the Strategic Director (Development) set out details of the Phase 1 Implementation Strategy for the Northern Gateway. It explained that the Council had entered into a joint venture with the Far East Consortium (FEC) in April

2017 for the comprehensive redevelopment of the Northern Gateway for housing and ancillary development. As part of the delivery arrangements, the Council and FEC had established a joint venture (JV) company, Northern Gateway Operations Limited (OpCo), to have strategic input into and oversight of the development of the Northern Gateway area.

It was reported that the Government's Housing Infrastructure Fund (HIF) had been identified as the most significant potential source of funding that could be utilised to support a range of investment within major infrastructure projects to help accelerate and unlock housing delivery in the Northern Gateway. Making a bid for money from the fund was proposed and supported. That money could be directed toward physical infrastructure to support new and existing communities or toward land acquisition in order to accelerate the creation of place and housing delivery.

The report explained that Council Officers had been working on a feasibility study and outline phasing strategy for the delivery of up to 530 new homes in the Collyhurst neighbourhoods, of which up to 130 were to be built for social rent resulting in at least 20% of the new build housing being affordable. The process to be followed to identify the possible sites for those developments was agreed.

It was noted that the potential upfront costs associated with acquiring sites for future development had meant that the JV partners had explored opportunities for a co-investment arrangement with the Council. It was now anticipated that this co-investment in land assembly would be in the form of a commercial loan from the Council, set at a rate of interest acceptable to both parties and which would be State Aid compliant. The principle of using such an approach was endorsed. The terms of that loan were to be the subject of a report to a further meeting.

## Decisions

1. To note the contents of the report and the progress being made to establish appropriate governance and implementation arrangements to secure the delivery of the Northern Gateway initiative.
2. To note that the City Council has submitted an Expression of Interest for the Northern Gateway to be designated for inclusion within the Government's Garden Communities Programme and request that a further report is brought back to a future meeting once the outcome of this submission is known.
3. To note the update provided in relation to the progress being made in developing an application for Housing Infrastructure Fund to support the delivery of the Northern Gateway initiative.
4. To delegate authority to the Deputy Chief Executive and City Treasurer and the Strategic Director (Development) to finalise and submit the Housing Infrastructure Fund application to the Ministry of Housing, Communities and Local Government by the deadline of 22 March 2019 and to request that a further report on the outcome of this bid is brought to a future meeting of the Executive, together with any proposals for the investment of any funding that is secured.

5. To note the intention to deliver an early phase of development within Collyhurst as well as on the edge of the City Centre
6. To delegate authority to the Strategic Director, Development in consultation with the Executive Member for Housing and Regeneration and local elected members to identify appropriate locations for the delivery of up to 530 new homes, including up to 130 new Council Houses, within the Collyhurst neighbourhood so that detailed consultations can be undertaken with the local community to draw up proposals for a detailed funding and delivery plan, for consideration by a future meeting of the Executive.
7. To note the intention to prepare a costed schedule of place-making interventions for the Phase 1 development area which will be used by the Local Planning Authority as the basis for negotiating Section 106 developer contributions. All developments will be expected to provide Section 106 contributions towards the provision of identified place-making activities.
8. To note the progress being made in assembling land to deliver the objectives of the Northern Gateway programme.
9. To delegate authority to the Deputy Chief Executive and City Treasurer and the City Solicitor, in consultation with the Executive Member for Finance and Human Resources to negotiate the terms of a commercial loan between the Council and Far East Consortium (FEC) to support land acquisition as part of the Joint Venture programme, noting that approval of the loan would be subject a decision by the Council.
10. To delegate authority to the City Solicitor to enter into and complete all documents or agreements necessary to give effect to the decisions above.

**Exe/19/27 Decision Notices of the GMCA, the AGMA Executive and a joint meeting of the GMCA and the AGMA Executive**

**Decision**

To receive and note the Decision Notices for the meetings of the Joint GMCA and AGMA Executive on 11 January 2019, the GMCA on 25 January 2019, and the AGMA Executive on 25 January 2019.

**Appendix to Minute Exe/19/10 – Proposed Capital Virements**

| <b>Proposed Capital Virements<br/>£m</b>                                | <b>2018/19<br/>Virement</b> | <b>2019/20<br/>Virement</b> | <b>2020/21<br/>Virement</b> | <b>2021/22<br/>Virement</b> |
|---|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| <b>Highways</b>   |                             |                             |                             |                             |
| <b>Highways Stand Alone Projects</b>                                    |                             |                             |                             |                             |
| Public Realm  | 175                         | 557                         |                             |                             |
| Hostile Vehicles Mitigation Measures                                    | -175                        | -89                         |                             |                             |
| Automatic Bollard Replacement   |                             | -468                        |                             |                             |
| Drainage  |                             | 184                         |                             |                             |
| Other Improvement works   |                             | -184                        |                             |                             |
| <b>Total Highways</b>   | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |
|   |                             |                             |                             |                             |
| <b>Private Sector Housing</b>   |                             |                             |                             |                             |
| Collyhurst Regeneration   |                             |                             | -505                        | -565                        |
| Collyhurst Acquisition & Demolition (Overbrook & Needwood Close)        |                             |                             | 505                         | 565                         |
| <b>Total Private Sector</b>   | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |
|   |                             |                             |                             |                             |
| <b>Public Sector Housing</b>  |                             |                             |                             |                             |
| <b>01.00 Northwards - External Work</b>                                 |                             |                             |                             |                             |
| Environmental improvements Moston corolites                             | 87                          |                             |                             |                             |
| Charlestown - Victoria Ave multi-storey replacement door entry systems  | -19                         | -182                        | 3,480                       |                             |
| Electricity North West distribution network phase 4 (various)           | -122                        | -163                        |                             |                             |
| External cyclical works phase 3a  |                             | -10                         |                             |                             |
| External cyclical works phase 3b Ancoats Smithfields estate             |                             | 10                          |                             |                             |
| Delivery Costs  |                             | 220                         | -125                        |                             |
| Replacement door entry Clifford Lamb Ct and Monsall multi storey blocks |                             | -95                         |                             |                             |
| <b>02.00 Northwards - Internal Work</b>                                 |                             |                             |                             |                             |
| Decent Homes mop ups phase 9 and decent homes work required to voids    | 27                          |                             | -27                         |                             |
| Collyhurst - Rainwater pipes/guttering rectification work               | -141                        | -85                         |                             |                             |
| Boiler replacement programme  | -75                         | -246                        | 261                         |                             |
| Kitchen and Bathrooms programme   | -2,107                      | -1,224                      | 34                          |                             |
| Aldbourn Court/George Halstead Court/Duncan Edwards Court works         |                             | 81                          |                             |                             |
| Harpurhey - Monsall Multi Internal Works                                |                             | 2,385                       | 85                          |                             |
| Fire precautions multi storey blocks                                    | -676                        | -746                        | -500                        |                             |

| <b>Proposed Capital Virements<br/>£m</b>                                    | <b>2018/19<br/>Virement</b> | <b>2019/20<br/>Virement</b> | <b>2020/21<br/>Virement</b> | <b>2021/22<br/>Virement</b> |
|---|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| Installations of sprinkler systems - multi storey blocks                    | -2,000                      | -2,779                      |                             |                             |
| Various - Bradford/Clifford Lamb/Kingsbridge/Sandyhill Court Internal Works |                             | 2,471                       | 108                         |                             |
| Collyhurst - Mossbrook/Roach/Vauxhall/Humphries Court Internal Works        |                             | 2,791                       | 106                         |                             |
| Replacement of Prepayment Meters in High Rise Blocks                        | -58                         | -694                        | 20                          |                             |
| Delivery Costs  |                             | 265                         | 23                          |                             |
| <b>05.00 Northwards - Off Debits/Conversions</b>                            |                             |                             |                             |                             |
| Bringing Studio Apartments back in use                                      | -57                         | -78                         |                             |                             |
| Delivery Costs  |                             | -12                         |                             |                             |
| <b>06.00 Homeless Accommodation</b>   |                             |                             |                             |                             |
| Delivery Costs  |                             | 19                          | 19                          |                             |
| <b>12.00 Northwards - Acquisitions</b>                                      |                             |                             |                             |                             |
| Northwards Acquisitions   | 32                          |                             |                             |                             |
| Stock Acquisitions  | -32                         |                             |                             |                             |
| <b>14.00 Northwards - Adaptations</b>                                       |                             |                             |                             |                             |
| Northwards Housing Programme  | 5,141                       | -1,928                      | -3,484                      |                             |
| <b>Total Public Sector Housing (HRA)</b>                                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |
|   |                             |                             |                             |                             |
| <b>Children's Services</b>  |                             |                             |                             |                             |
| <b>Basic Need</b>   |                             |                             |                             |                             |
| Cheetham Academy  | -14                         |                             |                             |                             |
| Cavendish Community - Increase capacity                                     | -266                        |                             |                             |                             |
| Ashbury Meadow - Increase capacity  | -71                         |                             |                             |                             |
| E-Act Academy - increase capacity   | -11                         |                             |                             |                             |
| Claremont - Increase capacity   | -71                         |                             |                             |                             |
| Briscoe Lane Academy  | -23                         |                             |                             |                             |
| Manchester Communication Primary Academy                                    | -224                        |                             |                             |                             |
| Dean Trust Ardwick  | 4                           |                             |                             |                             |
| United Learning Trust - William Hulme                                       | 47                          |                             |                             |                             |
| Lytham Rd   | -143                        |                             |                             |                             |
| Co-op Academy expansion   | 270                         |                             |                             |                             |
| St Matthews RC  | -172                        |                             |                             |                             |
| Beaver Rd Primary Expansion   | -14                         |                             |                             |                             |
| Lily Lane Primary   | -305                        |                             |                             |                             |
| St. James Primary Academy   | -57                         |                             |                             |                             |

| <b>Proposed Capital Virements<br/>£m</b>   | <b>2018/19<br/>Virement</b> | <b>2019/20<br/>Virement</b> | <b>2020/21<br/>Virement</b> | <b>2021/22<br/>Virement</b> |
|--|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| Crossacres Primary School  | -17                         |                             |                             |                             |
| Ringway Primary School   | -166                        |                             |                             |                             |
| Webster Primary School   | -49                         |                             |                             |                             |
| St. Chrysostom's Primary School  | 160                         |                             |                             |                             |
| Camberwell Park Specialist School  | 65                          |                             |                             |                             |
| Piper Hill Special School  | 224                         |                             |                             |                             |
| SEND Programme   |                             | 8,365                       | 15,150                      |                             |
| Basic need - unallocated funds   | 833                         | -8,365                      | -15,150                     |                             |
| <b>Schools Maintenance</b>   |                             |                             |                             |                             |
| Abraham Moss - Hall Heating  | -4                          |                             |                             |                             |
| Moston Lane - re-roof  | -338                        |                             |                             |                             |
| Chorlton CofE Primary Rewire   | 1                           |                             |                             |                             |
| Wilbraham Primary Roof   | 19                          |                             |                             |                             |
| Abbott Primary School Fencing  | -15                         |                             |                             |                             |
| Pike Fold Community Primary -<br>Ground Stabilisation - Survey<br>artificial play area | 1                           |                             |                             |                             |
| Charlestown Primary Defects  | -14                         |                             |                             |                             |
| All Saints Primary School  | -1                          |                             |                             |                             |
| Collyhurst Nursery School  | 2                           |                             |                             |                             |
| Armitage CE Primary  | 3                           |                             |                             |                             |
| Higher Openshaw Community<br>School - Renew Boiler                                     | -25                         |                             |                             |                             |
| Crowcroft Park Primary School -<br>Roof Repairs  | -9                          |                             |                             |                             |
| Abbot Community Primary - Ext<br>Joinery Repair  | -14                         |                             |                             |                             |
| St Mary's - Joinery Repairs  | -21                         |                             |                             |                             |
| Sandilands - Joinery Repairs   | 12                          |                             |                             |                             |
| Cheetwood - Rewire   | 112                         |                             |                             |                             |
| Pike Fold Community School -<br>Repairs to air handling units                          | -11                         |                             |                             |                             |
| Button Lane Primary - Boiler<br>Installation   | -24                         |                             |                             |                             |
| Schools Capital Maintenance -<br>unallocated   | 326                         |                             |                             |                             |
| <b>Education Standalone Projects</b>   |                             |                             |                             |                             |
| Tiny Tigers Ltd-Cheetham Children<br>Centre  | 79                          |                             |                             |                             |
| Early Education for Two Year Olds -<br>Unallocated                                     | -79                         |                             |                             |                             |
| <b>Total Children's Services</b>   | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |
|  |                             |                             |                             |                             |
| <b>ICT Capital</b>   |                             |                             |                             |                             |
| <b>ICT Infrastructure &amp; Mobile<br/>Working</b>                                     |                             |                             |                             |                             |
| Citrix 7.6 Migration   | 2                           |                             |                             |                             |

| <b>Proposed Capital Virements<br/>£m</b>          | <b>2018/19<br/>Virement</b> | <b>2019/20<br/>Virement</b> | <b>2020/21<br/>Virement</b> | <b>2021/22<br/>Virement</b> |
|---|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| Mobile Device Refresh                             | 3                           |                             |                             |                             |
| PSN Windows 2003                                  | -26                         |                             |                             |                             |
| Data Centre UPS Installation                      | -10                         |                             |                             |                             |
| Core Switch Firmware                              | -30                         |                             |                             |                             |
| Income Management                                 | -32                         |                             |                             |                             |
| Customer & Bus. Relationship<br>Management System | -32                         |                             |                             |                             |
| Corporate Reporting Tool (Business<br>Objects)    | 3                           |                             |                             |                             |
| Communications Room<br>Replacement Phase 2        | 5                           |                             |                             |                             |
| New Rent Collection System                        |                             | 9                           |                             |                             |
| ICT Investment Plan                               | 117                         | -9                          |                             |                             |
|   |                             |                             |                             |                             |
| <b>Total ICT</b>                                  | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |
|   |                             |                             |                             |                             |
| <b>Total CAPITAL PROGRAMME</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    | <b>0</b>                    |



**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee – 6  
March 2019  
Executive – 13 March 2019

**Subject:** Greater Manchester Clean Air Plan – Tackling Nitrogen Oxide  
Exceedances at the Roadside – Outline Business Case

**Report of:** Deputy Chief Executive and City Solicitor

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### Summary

To summarise the key features of Greater Manchester’s feasibility study and its Outline Business Case (OBC) to reduce nitrogen dioxide exceedances in Manchester and across Greater Manchester in the shortest possible time. This OBC has been developed by Manchester City Council collectively with all Greater Manchester local authorities and the GMCA, and co-ordinated by TfGM in line with Government direction and guidance.

### Recommendations

Scrutiny Committee is recommended to note and comment on the report

The Executive is recommended to:

1. Note that the Council is legally obliged to produce a feasibility study to identify the option which will deliver compliance with the requirement to meet legal limits of nitrogen dioxide following the Secretary of State issuing a direction under the Environment Act 1995;
2. Adopt the feasibility study undertaken to date;
3. Approve the OBC (for submission to the government's Joint Air Quality Unit);
4. Note that further stakeholder engagement and public consultation is an essential part of the process to help inform and refine ongoing work to produce a Full Business Case by the end of the calendar year;
5. Approve the commencement of the public conversation and engagement activity from 15 May 2019;
6. Note that further reports will be submitted to Executive on:
  - a) the proposals for statutory consultation, informed by the outcome of the public conversation and engagement.
  - b) formal approval of the Full Business Case.
7. Agree that Transport for Greater Manchester continue with the activity to produce the Full Business Case on behalf of the ten Greater Manchester authorities, under the direction of the Greater Manchester Clean Air Steering Group; and
8. Delegate to the Chief Executive, in consultation with the Executive Member for Transport, Planning and the Environment the approval of submission of supplementary information.

**Wards Affected: All**

| <b>Manchester Strategy outcomes</b>   | <b>Summary of the contribution to the Strategy</b>   |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The Clean Air Plan aims to improve air quality across Greater Manchester. By doing so the city will become a more attractive place to live, work and visit and this in turn is likely to lead to a stronger economy. |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | A city with improved air quality is likely to be more successful at retaining and attracting talent.   |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Ensuring that residents can access job opportunities and other facilities in a safe and clean environment, will enable everyone to contribute to the success of the City.  |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | Reducing congestion and air pollution will improve perceptions of the City, and help to tackle greenhouse gas emissions.   |
| A connected city: world class infrastructure and connectivity to drive growth                                     | Investing in and maintaining the City's transport infrastructure will help to drive growth.  |

**Financial Consequences – Revenue and Capital budgets**

There are no financial implications directly arising from this report. As the Clean Air Plan is finalised further reports will be prepared at the appropriate stages to address the financial consequences.

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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.

- UK plan for tackling roadside nitrogen dioxide concentrations (July 2017)
- Improving air quality: national plan for tackling nitrogen dioxide in our towns and cities (May 2017)
- Improving air quality in the UK: Tackling nitrogen dioxide in our towns and cities (December 2015)
- Air Quality (Standards) Regulations 2010
- Air Quality Task and Finish Group Final Report (November 2017)
- Greater Manchester Low Emissions Strategy and Air Quality Action Plan
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- Greater Manchester's Outline Business Case to tackle Nitrogen Dioxide Exceedances at the Roadside, comprising:
  - Executive Summary
  - Strategic Case
  - Economic Case
  - Financial Case
  - Commercial Case
  - Management Case
  - Options Appraisal Report
  - Individual Authority Compliance Summary for Manchester City Council
  - Economic Appraisal Methodology Report
  - Equality Impact Assessment
  - Modelling Report
  - Analysis of Distributional Impacts
  - Analysis of Distributional Impacts Appendix A
  - Analysis of Distributional Impacts Appendix B
  - Project and Work Package Summary Sheets
  - Organisation and Programme Governance Model
  - Programme and Project Procedures and Overview of TfGMs Programme and Project Lifecycle Stages
  - Programme and Delivery Schedule and Plan on a Page
  - Stakeholder Management Plan
  - Risk Management Plan
  - Monitoring and Evaluation Plan
  - Programme Risk Register
  - Project Risk Register
  - Steering Group Terms of Reference
  - Glossary

## **1. Context and Background**

- 1.1 Taking action on air quality is not optional. The severe and long lasting health implications of poor air quality as well as the legal obligations placed on Greater Manchester local authorities means that authorities need to act decisively and swiftly to reduce harmful air pollutants, and nitrogen oxides in particular.
- 1.2 Greater Manchester authorities in deciding to work together to respond to this vital issue are demonstrating collective leadership, which is essential to help clean the air for our combined population of nearly three million residents. Analysis reveals that locations of damaging roadside nitrogen dioxide concentrations can be found in every district.
- 1.3 Given that air pollution does not respect boundaries, this coordinated approach is also the most effective way to deal with a problem that affects all parts of Greater Manchester, and cannot be remedied on a site by site or district by district basis.
- 1.4 The ten authorities, supported by Transport for Greater Manchester, have now developed a draft package of co-ordinated and robust measures in a very short period of time that complies with the highly prescriptive Government guidance for tackling NOx emissions.
- 1.5 However, much more work is required to flesh out some of the measures to ensure that they achieve their intended purpose, and to ensure that the measures proposed to support affected businesses and individuals are fair and effective, and that the socio-economic impacts of measures are understood and can be mitigated.
- 1.6 This is why further engagement with stakeholders and affected parties to refine the measures, in addition to full public consultation, are vital next steps in the process toward developing the Full Business Case by the end of the year.
- 1.7 The Greater Manchester approach, set out below, will require significant government funding. Without full financial support, the package of measures which was devised in the context of guidance that identified Implementation Funding and Clean Air Plan funding is unlikely to deliver the intended results. In a scenario of inadequate government support, the most obvious outcomes are a failure to reduce exceedances as quickly as required, and economic damage, for example to local businesses who are left unsupported but required to upgrade their vehicle fleet.
- 1.8 By taking a combined approach, Greater Manchester's bid for the substantial funding required to deal with this key public health priority can only be strengthened.

## **2. Introduction**

- 2.1 Previous reports as well as briefings to members have set out the health challenge presented by poor air quality, the legal context and the tightly specified approach that Government has directed local authorities to follow within very tight timescales in order to address predicted nitrogen dioxide (NO<sub>2</sub>) exceedances in the shortest possible time.
- 2.2 These are summarised below, followed by a description of the feasibility study and the resulting OBC that has been developed by the GM Steering Group, following government guidance.
- 2.3 The OBC document itself is being finalised at the time this report is being produced but will be published as an appendix to this report prior to the meeting.

### **3. Air Quality and Health**

- 3.1 Poor air quality is the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.
- 3.2 Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas. These are oxides of nitrogen (NO<sub>x</sub>) and its harmful form nitrogen dioxide (NO<sub>2</sub>), and particulate matter (PM).
- 3.3 In Greater Manchester road transport is responsible for approximately 80% of NO<sub>2</sub> concentrations at roadside, of which diesel vehicles are the largest source.
- 3.4 Long-term exposure to elevated levels of particulate matter (PM<sub>2.5</sub>, PM<sub>10</sub>) and NO<sub>2</sub> may contribute to the development of cardiovascular or respiratory disease, and may reduce life expectancy<sup>1</sup>. The youngest, the oldest, those living in areas of deprivation, and those with existing respiratory or cardiovascular disease are most likely to develop symptoms due to exposure to air pollution<sup>2,3</sup>.
- 3.5 Public Health England estimate the health and social care costs across England due to exposure to air pollution will be £5.3 billion by 2035 for diseases where there is a strong association with air pollution, or £18.6 billion for all diseases with evidence of an association with air pollution<sup>4</sup>.

### **4. Legal Background**

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<sup>1</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>2</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>3</sup> RCP and RCPCH London, Every breath we take lifelong impact of air pollution (2016), <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

<sup>4</sup> <https://www.gov.uk/government/news/new-tool-calculates-nhs-and-social-care-costs-of-air-pollution>

- 4.1 Because of their harm to human health, legal Limit Values<sup>5</sup> for concentrations of certain pollutants in ambient air have been established. The European Ambient Air Quality Directive (2008/50/EC) incorporates many of the World Health Organisation (WHO)' air quality standards into European Law, which was transposed into English law by the 2010 Air Quality Standards Regulations (SI. 2010 No. 1001).
- 4.2 The 2010 regulations set legally binding limits for concentrations of major air pollutants that affect human health, including NO<sub>2</sub> and particulates. Regulation 26 of the 2010 Regulations requires the Secretary of State to draw up and implement a national air quality plan so as to achieve the relevant limit or target value within the “shortest possible time”.
- 4.3 Since 2010, the UK has been in breach of legal Limit Values for NO<sub>2</sub> concentrations in major urban areas.
- 4.4 The Greater Manchester Urban Area Zone is one of 37 reporting zones across the UK where the Department for the Environment, Food and Rural Affairs (Defra) modelling of annual mean NO<sub>2</sub> concentrations predicts levels that exceed statutory Limit Values.
- 4.5 Whilst Greater Manchester currently meets Limit Values for other pollutants, the 2016 Greater Manchester Low Emission Strategy and Air Quality Action Plan set out a co-ordinated approach for reducing all air pollutants, including particulates, as well as carbon dioxide.

## 5. Government's UK Air Quality Plans

- 5.1 Since 2010, Government has produced three successive Air Quality Plans to reduce NO<sub>2</sub> emissions in line with Limit Values. Environmental campaigning law organisation ClientEarth successfully challenged these Air Quality Plans in the High and Supreme Courts for failing to include actions necessary to achieve NO<sub>2</sub> Limit Values “in the shortest possible time”.<sup>6</sup>
- 5.2 Each successful legal challenge increased the number of local authorities directed by Government to take action. Over 60 local authorities are now under Direction:
- 2015: Birmingham Derby, Leeds, Nottingham and Southampton.
  - 2017: 23 local authorities – including Bolton, Bury, Manchester, Salford, Stockport, Tameside and Trafford.
  - 2018: 33 further local authorities, including Oldham.

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<sup>5</sup> European Union Limit Value regarding levels of NO<sub>2</sub> in major urban areas (40 micrograms per cubic metre (µg/m<sup>3</sup>)) set by the European Ambient Air Quality Directive (2008/50/EC) as implemented into UK law by the 2010 Air Quality Standards Regulations (SI. 2010 No. 1001)

<sup>6</sup> *R (on the application of ClientEarth) (Appellant) v. Secretary of State for Environment, Food and Rural Affairs* [2015] UKSC 28.

- 5.3 In July 2017 Government served a Direction<sup>7</sup> on seven Greater Manchester local authorities requiring them to produce a feasibility study, in accordance with the HM Treasury's Green Book, in which they must identify the option which will deliver compliance with legal limits for nitrogen dioxide in the area for which the authority is responsible in the "shortest possible time".
- 5.4 This Direction was supplemented by guidance issued by the Department for Transport (DfT), including the 'Clean Air Zone Framework'<sup>8</sup> and the 'UK plan for tackling roadside nitrogen dioxide concentrations'<sup>9</sup>.
- 5.5 Government also established the Joint Air Quality Unit (JAQU) to help deliver the National Plan by closely guiding local authorities.
- 5.6 Government has allocated £255 million for Implementation Funding and £220 million for a Clean Air Fund. Local authorities will be allocated Implementation Funding based on their Final Business Case. Local authorities will bid to the Clean Air Fund for support to help local people, businesses and other groups to switch to cleaner vehicles or make alternative travel choices.
- 5.7 The proposals put forward will therefore be conditional upon sufficient funding being provided by Government.
- 5.8 Oldham Council are under a separate Direction<sup>10</sup> which they complied with by the production of their feasibility study submitted to JAQU in July 2018. No further Direction was issued to Oldham as Government acknowledged in its supplemental plan that the exceedance identified in Oldham was being considered as part of the Greater Manchester plan.
- 5.9 Whilst Rochdale and Wigan Councils were not compelled to act through a ministerial Direction, they are participating in the Greater Manchester-wide approach as they are required to address the exceedances that have been identified within their boundaries during the Target Determination exercise (see further detail in Section 7). This revealed 250 points of exceedance across 152 road links and all ten districts in 2021.
- 5.10 On this basis, Greater Manchester's collective approach to develop a city-region wide Clean Air Plan has been accepted by government, and consequently no further ministerial Directions have been issued. A letter from the Minister in January 2019 requires GM's OBC to be submitted by end of March 2019.
- 5.11 Government officials have subsequently confirmed the following

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<sup>7</sup> Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017

<sup>8</sup> <https://www.gov.uk/government/publications/air-quality-clean-air-zone-framework-for-england>.

<sup>9</sup> <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>.

<sup>10</sup> Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2018)

*“we are content with the baseline modelling. In line with our guidance, as your local model has identified NO<sub>2</sub> exceedances on roads within the PCM network beyond those modelled nationally, these should be addressed in your air quality plan. This means your plan should address the exceedances identified in all 10 authorities, in line with the approach you are already taking.*

*Following submission of your Outline Business Case by 31 March we anticipate, subject to a review of the plan you submit, that Ministers will direct local authorities to proceed to continue to develop an FBC and to start implementing plans, together with appropriate funding. It is likely this stage this would entail directing all 10 Greater Manchester authorities.”*

- 5.12 If a local authority chose to not approve the OBC for submission to the government’s Joint Air Quality Unit, this could, without an alternative plan to reduce NO<sub>2</sub> emissions in the shortest possible time, lead to a potential legal challenge against the said local authority.
- 5.13 The government Directives referred to above relate only to the roads that local authorities are responsible for, and does not direct local authorities to assess or act to reduce NO<sub>2</sub> concentrations on the Strategic Road Network (SRN, typically motorways) managed by Highways England (a government owned company).
- 5.14 This is a significant issue in the context of the 120 km of SRN that stretches across the conurbation, often through urban areas. Motorway traffic, where the carriageway runs close to a local road can contribute up to 50% more pollution than local roads. Between 30 - 40% of east-west HGV traffic does not exit the SRN in Greater Manchester, but travels through it.
- 5.15 In addition there are locations where high levels of pollution measured close to residential properties are the result of the flows of tens of thousands of vehicles per day, including approximately 13,000 HGV’s, on the SRN and not as a result of traffic on the local highway network.
- 5.16 Greater Manchester is working with Highways England to ensure that they play a much more active role in developing measures which will effectively complement those set out below, and these will need to be clearly identified in the Full Business Case.

## **6. Greater Manchester Feasibility Study**

- 6.1 A Greater Manchester Senior Leadership Steering Group (Steering Group) is responsible for guiding the feasibility study. Members include Directors or Assistant Directors from each local authority and senior representatives from Highways England, Public Health England, AGMA, Local Partnerships and Transport for Greater Manchester (TfGM) and JAQU.
- 6.2 The purpose of taking a Greater Manchester-wide approach is to avoid introducing measures in one part of the conurbation that simply displace pollution to other locations, and to ensure that (as far as possible) the



eventual agreed package of measures complements other Greater Manchester strategies.

- 6.3 TfGM has been coordinating the GM feasibility study on behalf of the ten Greater Manchester local authorities, who remain legally responsible for reducing NO<sub>2</sub> to legal Limit Values.
- 6.4 The feasibility study process comprises a series of steps and processes, namely: Strategic Outline Case, Initial Evidence and Target Determination, Outline Business Case and Full Business Case. These are outlined below.

## **7. Initial Evidence and Target Determination**

- 7.1 In their National Plan, Government identified eleven areas of road, within seven Greater Manchester local authorities, where the national Pollution Climate Mapping (PCM) model predicted NO<sub>2</sub> concentrations are likely to exceed the statutory NO<sub>2</sub> annual mean EU Limit Value beyond 2020. Oldham was added in a later supplement to the National Plan (March 2018).
- 7.2 The predictions in the national model were based on national scale assumptions and datasets, and were required to be verified against local evidence.
- 7.3 More informed local analysis revealed a bigger problem than that identified by Government. It predicts a greater spatial distribution of NO<sub>2</sub> exceedances across roads in all Greater Manchester districts and typically higher concentrations of NO<sub>2</sub> in specific locations.
- 7.4 Local modelling identified 152 stretches of road (road links) where concentrations of NO<sub>2</sub> are forecast to exceed the legal Limit Value (40 µg/m<sup>3</sup>) beyond 2020. 112 of these road links are on the national PCM model, which have the highest car use and heavy freight flows. 40 of these are shorter stretches of local roads, often around town centres across Greater Manchester where there is greater bus, taxi and van usage.
- 7.5 Local modelling also predicts higher concentrations of NO<sub>2</sub> in locations across Greater Manchester. This means the concentration of NO<sub>2</sub> in the air at roadside is worse than originally predicted by Government.<sup>11</sup>
- 7.6 Some of the reasons for this are that vehicles using Greater Manchester's roads are typically older than the national average (especially buses and taxis); that local traffic data showed that in some areas vehicles are moving

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<sup>11</sup> Modelling of air quality can be presented in two different ways: a point along a road which has a certain concentration of NO<sub>2</sub> or the stretch of road which has a certain concentration of NO<sub>2</sub>. Presenting point data provides more specific and detailed information on the air quality problem, as it allows an understanding of how concentrations of NO<sub>2</sub> vary at different locations on the road. The OBC modelling presents emissions information on the basis of point data.

more slowly than the national modelling anticipated; and because local modelling also showed higher background concentrations of NO<sub>2</sub> than the national modelling.

- 7.7 The outcome of the local modelling is an agreement, referred to as Target Determination, of the NO<sub>2</sub> exceedances that Greater Manchester must resolve when developing possible solutions. The Greater Manchester modelling has now been agreed by Government, meaning that all the illegal exceedances in all ten GM local authority areas need to be addressed.

## 8. Strategic Outline Case

- 8.1 The Strategic Outline Case (SOC) was submitted to Government in March 2018. This document identified a long-list of 96 measures, which was then sifted to a shortlist of 14, based on Government's Primary Success Criteria (defined as reduction of NO<sub>2</sub> concentrations in the "shortest possible time").

- 8.2 The SOC recognised that as locations of exceedances identified by Government covered areas across Greater Manchester, no single measure was likely to deliver legal compliance on its own.

### 8.3 Table 1. Shortlisted Measures in the Strategic Outline Case

| Shortlisted measure                        | Details   |
|--|---|
| Retrofit/upgrade public transport fleet    | Retrofit or upgrade vehicles to a higher Euro standard.   |
| Retrofit/upgrade local authority fleets    | Retrofit or upgrade to a higher Euro standard (procurement).  |
| Increase public transport capacity         | Identify specific routes where most impact will be made, with a particular focus on the role that an attractive bus system would need to play in achieving significant additional modal shift in the near term. |
| Switch Bus/HGV/LGV/GM fleet to GtL         | Using cleaner alternative fuels, e.g. Gas-to-Liquid (GtL).  |
| Electric vehicle (EV) incentivisation      | Increase EV uptake through expanding the charging network or financial incentives.  |
| Differential parking charges               | E.g. different charges for times of day, vehicle type, car-sharers and could include a workplace parking levy.  |
| Congestion Deal – increase capacity        | Review existing junction improvement plans – assess impact and identify opportunities to accelerate.  |
| Congestion Deal – encouraging alternatives | Encouraging alternative travel choices through road space reallocation.   |

| Shortlisted measure                      | Details  |
|--|--|
| Congestion Deal – network management     | Changing traffic signal timing to optimise flows, reducing congestion.   |
| Private hire and taxi alternative fuels  | Incentivise change to EV/Ultra-Low-Emission vehicles, increase EV infrastructure for taxis, retrofitting and increasing LPG refuelling infrastructure for taxis. |
| Communications campaigns                 | Increase awareness of health and cost benefits for public and of different modes of transport or around particular communities/schools.                          |
| Sustainable travel engagement            | Work with employers and individuals to encourage sustainable travel choices.   |
| Active travel programme – infrastructure | Expand and improve cycling and walking infrastructure.   |
| Clean Air Zones – Class B, C or D        | Different classifications/time restriction and geographical areas to be modelled for their impact on NO <sub>2</sub> and timescale of any impact.                |

- 8.4 Government guidance sets out charging Clean Air Zones (CAZ) as the measure most likely to achieve legal Limit Values for NO<sub>2</sub> in the shortest possible time. A charging CAZ places a penalty on the most polluting vehicles moving within a designated area. Government guidance specifies that local authorities must consider charging CAZ as their benchmark measure.
- 8.5 Government specifies four classes of charging CAZ that apply penalties to different types of vehicle that are classified as non-compliant because they fall below particular European Commission emission standards. Cleaner, compliant vehicles are not charged.
- Class A: Buses, coaches, taxis and private hire vehicles.
  - Class B: Buses, coaches, heavy goods vehicles (HGVs) taxis and private hire vehicles.
  - Class C: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire vehicles.
  - Class D: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire, cars, motorcycles/mopeds.
- 8.6 The associated emissions standards are as follows:
- Euro 3 for motorcycles, mopeds, motorised tricycles and quadricycles.
  - Euro 4 for petrol cars, vans, minibuses and other specialist vehicles.
  - Euro 6 for diesel cars, vans and minibuses and other specialist vehicles.
  - Euro VI for lorries, buses and coaches and other specialist heavy vehicles.

8.7 It is important to recognise the clear differences between Clean Air Zones and Congestion Charging systems, not least in terms of their very different objectives and time-spans. The objective of any penalty in a CAZ is for all vehicles which drive within the area in a Clean Air Zone to have engines which comply with emissions standards. Unlike Congestion Charging, a CAZ does not seek to reduce the number of vehicles on roads. This means that over time and as vehicles are upgraded, the number of penalties levied reduces. CAZs are therefore relatively short-term, only apply to non-compliant vehicles and will operate at a loss once vehicles become cleaner. Under a Congestion Charge however, the requirement to pay applies to all vehicles, is enduring, and creates a long-term revenue stream. In contrast a CAZ in its later years should not generate surpluses as vehicles become cleaner.

8.8 GMCA has ruled out congestion charging.

## 9. Assessing the Options for Greater Manchester

9.1 Following the issue of the SOC in March 2018, a process of refining the shortlisted measures and developing a range of options that combine the measures in different ways has been undertaken. This was overseen by the GM Steering Group, to understand the type and scale of intervention needed to reduce NO<sub>2</sub> to within legal Limit Values in the “shortest possible time” across Greater Manchester.

9.2 A best performing option is recommended within the OBC for further consideration and discussion with stakeholders and the public to aid the development of the Full Business Case.

9.3 The core goal of the GM Clean Air Plan is to address the legal requirement to remove ALL exceedances of concentrations of NO<sub>2</sub> that have been forecasted to exceed the legal Limit Value (40 µg/m<sup>3</sup>) identified through the target determination process in the “shortest possible time” in line with with Government guidance and legal rulings.

Options have been assessed against the UK Government’s Primary Critical Success Factors:

- **Reduction in NO<sub>2</sub> emissions:** likelihood that the measure/option will contribute significantly to a reduction in NO<sub>2</sub> concentrations to achieve compliance with the EU Limit Values
- **Feasibility:** likelihood of measure being implemented in time to deliver desired NO<sub>2</sub> reduction and achieve compliance.

9.4 Where modelled options deliver compliance in the same year they have been further assessed against Government’s Secondary Critical Success Factors, as set out in the SOC:

**Strategic fit with local strategies and plans:** ensuring the alignment of the option with longer term economic, social and environmental goals and that the risk of unintended consequences is minimised.

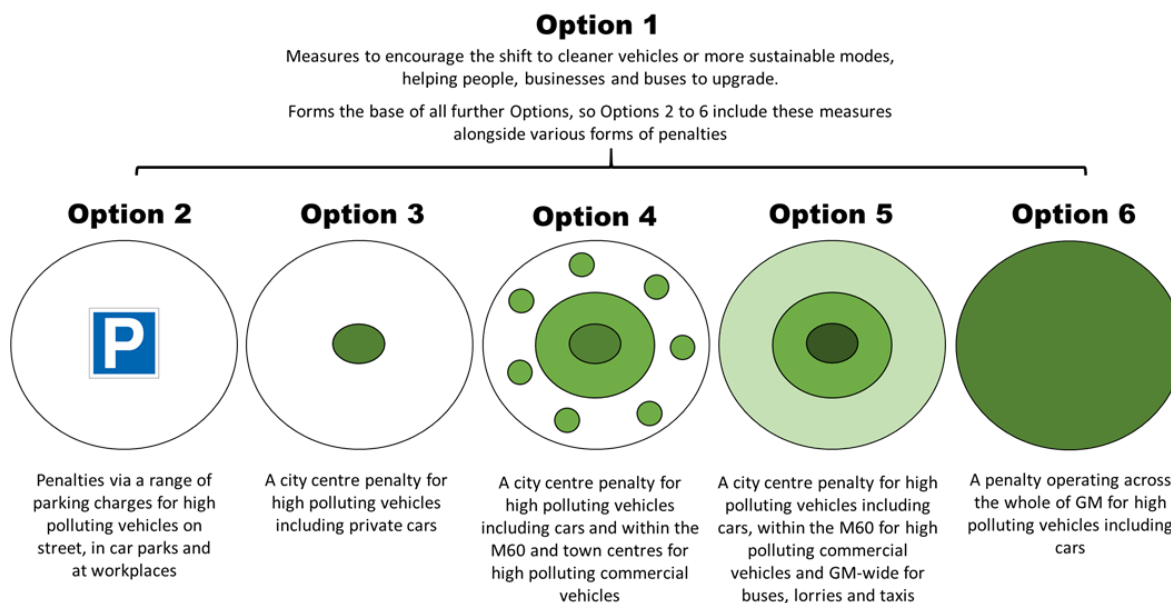
**Value for money:** a high-level indication of the costs and benefits of each option.

**Distributional impact:** in order to understand the potential impacts, both positive and negative on different groups within society, with a particular focus on the most vulnerable. It is of vital importance that the plan does not result in disproportionately negative economic or social impacts for the region or those living, working or doing business within it.

**Deliverability** of the options, in terms of the affordability of the cost of implementation, the supply-side capacity and capability to deliver the measures outlined in the options, and the achievability of delivering the option.

- 9.5 The SOC identified that the fundamental causes of the exceedances were variable in terms of the source of emissions and that these sites were interconnected in complex ways. Therefore, any effective proposals would need to comprise of a package of measures, able to tackle the overall problem holistically.
- 9.6 A series of six options comprising of different packages of measures was developed initially in response to the problem as revealed by local modelling. These measures have been assessed and refined further from the shortlist in Table 1.
- 9.7 The assessment process involved further modelling and analysis of the effectiveness of measures, both individually and as a package; this included engagement with stakeholders and professional experts, and the use of a Multi-Criteria Analysis (MCA) tool to assess the performance of each option against the success factors and relative to each other. In this way, the measures and packages of options have been assessed and refined into a preferred option that best secures the required objectives.

## 9.8 Figure 1. Summary of six options for initial appraisal



9.9 Following the initial appraisal of the six options, three were discounted (see section 9) and three developed as the ‘best performing’ options to be subject to a more detailed appraisal process.

9.10 These three options were derived from options 4 and 5 above and have been adapted to reflect a deeper level of understanding of the issues that emerged throughout the options appraisal process. As such, they are considered more likely to deliver effective reductions in NOx emissions and greater compliance than the options initially specified.

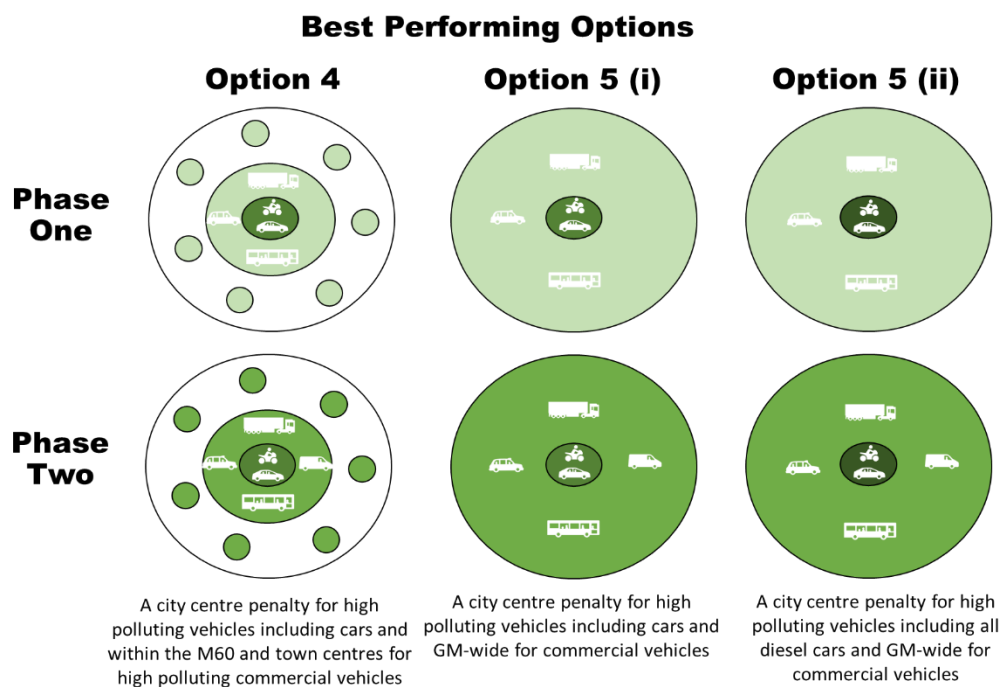
9.11 In particular, the following changes have been made:

- Various incentives measures were judged to be ineffective for the specific requirements set by Government for a NOx plan (e.g.: public transport improvements beyond the existing programme and GTL conversion for HGVs) or undeliverable in the timescale/ with existing powers and have been excluded.
- Vehicle Renewal Schemes to help businesses and residents upgrade their vehicle have been included.
- The initial assessment suggested that the second-hand van market would not be sufficiently mature by 2021 to support a large-scale CAZ for vans – a lack of available, affordable and compliant vehicles could result in a higher than predicted proportion of vehicles ‘staying and paying’ rather than upgrading and create substantial risk of economic damage. Therefore, implementation of the city region scheme has been divided into two phases: Phase 1 would involve a CAZ B encompassing buses,

hackney cabs and PHVs, HGVs and coaches; and Phase 2 would extend to a CAZ C including vans and minibuses at a later date.

- Finally, and related to the point above, the M60 boundary in Option 5 has been dropped, with the schemes only reviewed for possible application within the Inner Relief Route or at GM-wide instead. Applying an additional boundary adds cost and complexity to the scheme, and risks customer confusion. Further analysis showed that the M60 boundary does not reflect where the outstanding locations of non-compliance remain post-2021, many of which are outside this zone. Therefore, it does not make sense in terms of delivering compliance in the shortest possible time to implement a second phase solely in this zone.
- Two variants of option 5 were explored, one including a CAZ D within the IRR (Option 5(i)) and one where the CAZ D was enhanced so that all diesel cars and PHVs were considered non-compliant (Option 5(ii)).

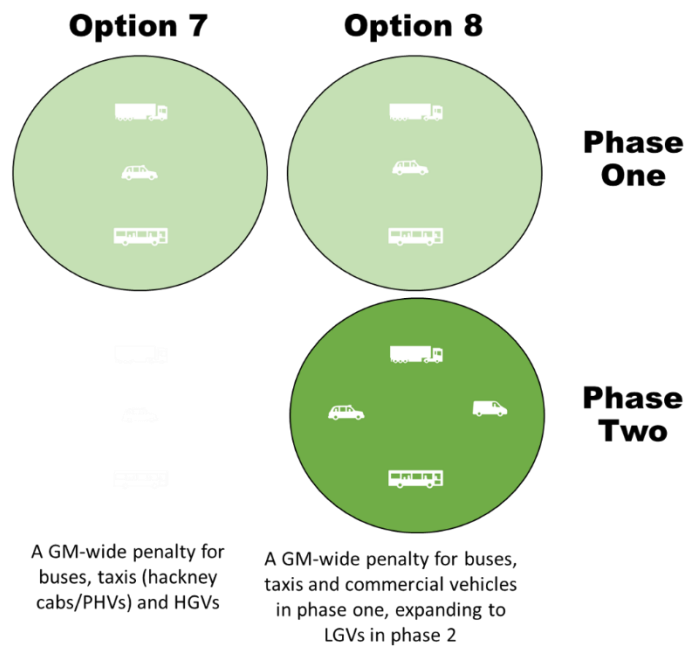
9.12 **Figure 2 – Summary of three best performing options for detailed appraisal**



9.13 Discussions with the local authorities raised two significant concerns: that the risk of unintended socio-economic consequences is not sufficiently understood; and that other options had not been explored in sufficient depth to be ruled out.

9.14 As a result, further work was undertaken to address these concerns. This involved additional analysis of the socio-economic impacts, and assessment of two new options, following the same process as utilised to date.

9.15 **Figure 3 – Further options assessed**



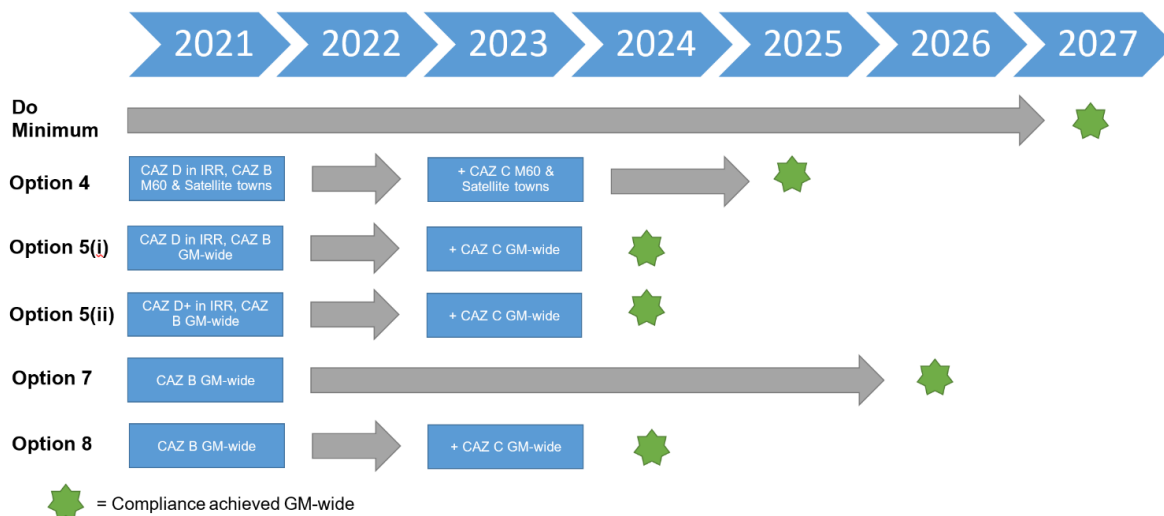
9.16 Modelling has indicated that:

- Option 4 is predicted to deliver compliance (so that all sites have concentrations below the Limit Value) by 2025,
- Options; 5(i), 5(ii) and 8 are all predicted to deliver compliance one year earlier, in 2024.
- Option 7 was not likely to be sufficient, delivering lower emissions benefits in each year, than Option 8 and reaching compliance two years later, in 2026

9.17 Options 4 and 7 were therefore ruled out of further consideration, because options 5(i), 5(ii) and 8 deliver compliance earliest.

9.18 Further information on how each option performs in terms of the compliance date is set out in Annex 1.



9.19 **Figure 4 – Assessment of compliance of options**

9.20 Options 5(i), 5(ii) and 8, as the most promising options, have been considered in terms of their performance against the Primary and Secondary Success Factors. A table summarising this assessment are included in Annex 2.

## 10. WHY OPTIONS 2, 3 AND 6 WERE DISCOUNTED

10.1 Options 2, 3 and 6 were ruled out as they did not deliver compliance in the shortest possible time:

10.2 Option 2 – Parking measures have a limited effect on the heaviest and dirtiest vehicles, such as HGVs and buses. They only affect those cars or vans that need to park in an area and not those passing through, or those with uncontrolled or off-street parking available. A Workplace Parking Levy has been shown to be effective in deterring car travel and supporting investment in more sustainable modes in the only UK example (in Nottingham), but the implementation timeframe is slow and the measure is poorly targeted in terms of its effect on the dirtiest vehicles. There are very few controlled parking zones or residents' parking permit schemes in place across the city-region and thus it would be difficult and expensive to deliver differential parking on-street. Off street public parking is managed through contracts owned by the ten districts, running to different timescales and with limited flexibility in the short term. In summary, using parking as the constraint measure was deemed challenging to implement, poorly targeted and not likely to deliver compliance in the shortest possible time.

10.3 Option 3 – A city centre penalty for high polluting vehicles would have effect in the city centre and on the key radial routes into to the city centre. However, air quality modelling has shown that a city centre CAZ D, with no further CAZ measures across the remainder of GM, would leave around 200 sites non-compliant within the wider region in 2021, including some sites of non-compliance within the city centre itself. It has therefore been

demonstrated that the option does not deliver compliance in the shortest possible time and has been rejected.

- 10.4 Option 6 – A GM-wide CAZ D was developed to understand whether compliance could be achieved under any scenario by 2021. The ‘all or nothing’ nature of this proposal presented a risk that no real improvements to air quality would be achieved for quite some time, and the time to compliance would be highly uncertain.
- 10.5 Specifically, with regard to option 6;
- The assessment assumed that all of the options can be delivered by 2021. It is very unlikely that all aspects of the scheme, from the technical work required to design the scheme, to the scale of the infrastructure provision and customer service offer required to deliver it, could be delivered in that timescale.
  - The scale of the intervention across the whole of GM is considered to be potentially undeliverable in physical terms.
  - The modelling also forecasts substantial mode shift from car to public transport, but for many of the diverse trips across the wider city-region there is simply not a viable public transport alternative available (at this time) and this mode shift is not likely to materialise and it would not be possible in the required timescales to deliver transformative public transport improvements to facilitate this mode shift. This would therefore significantly delay compliance.
  - A scheme on this scale would raise very significant issues in terms of the economic and social impact on the region, and widespread mitigation measures would be required that are not likely to be feasible.
- 10.6 In summary, Option 6 would not deliver compliance in the shortest possible time, and would not perform effectively in terms of reducing human exposure due to long periods where non-compliant vehicles continue to be used.

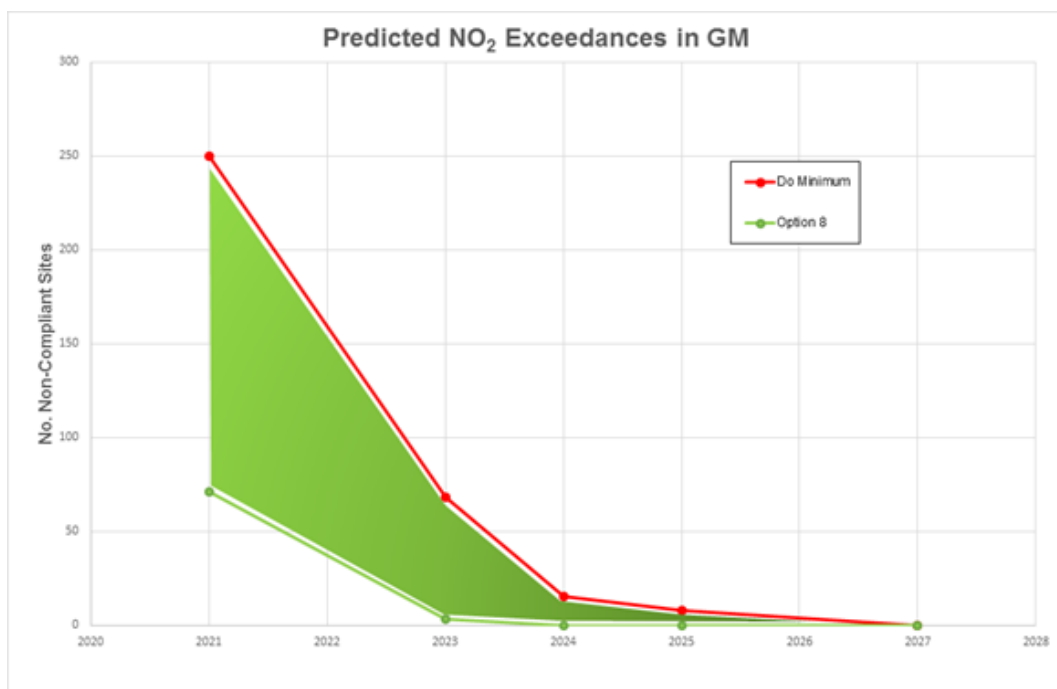
## **11. Determining the Preferred Option**

- 11.1 Options 5(i), 5(ii) and 8, include a package of Measures, designed to ensure local people and businesses are fully informed about clean air and know how they can reduce their contribution to poor air quality; to encourage the uptake of the cleanest vehicles; and most significantly, to support local businesses to upgrade their fleets as quickly as possible.
- 11.2 In addition, all three options propose a region-wide CAZ, starting at Category B from 2021 and expanding to a Category C in a later phase, assumed to be 2023. This large scale scheme is challenging to implement, in terms of: the need for substantial funding and support from Government; as well as the need for considerable collaboration between the ten districts; and the demand generated for compliant vehicles from a range of suppliers. Nevertheless, it is clear from the analysis carried out to date that a smaller scale scheme would not be sufficient to deliver compliance in the shortest possible time.

- 11.3 The full implementation of a CAZ C is proposed for 2023 rather than 2021 due to the assessment which suggested that the second-hand compliant van market would not be sufficiently mature by 2021 to provide compliant upgrade options and support the implementation of large-scale CAZ for vans. Crucially, this does not delay the year of achieving compliance and reduces the risk of socio-economic damage. Modelling indicates that a GM-wide CAZ C cannot deliver compliance in 2021 or earlier than 2024 regardless of when it is implemented.
- 11.4 It is however vital to support local businesses, residents and operators to upgrade their vehicles, not least as Greater Manchester has an older than average fleet and an economy dominated by small businesses. There is a risk that without these supporting Measures, the CAZ will be ineffective because businesses cannot afford to upgrade or the effect of the scheme will cause unacceptable economic damage.
- 11.5 Furthermore, there is a risk that a CAZ implemented without financial support could damage the public and accessible transport offer in the region. At present, most buses and nearly all hackney cabs and many private hire vehicles in the region are non-compliant, with the oldest vehicles typically owned by small local businesses or sole traders. There is a risk that without support, bus operators may choose to reduce bus services rather than upgrade their fleets, that hackney cab drivers switch to driving compliant but less accessible private hire vehicles, and that the private hire trade is potentially impacted by the financial cost of upgrading a non-compliant vehicle.
- 11.6 Therefore, the Clean Vehicle Funds to be demanded of Government, are an essential and common component to achieve compliance. They add to the cost and complexity of delivery, and there is concern over the ability to supply sufficient compliant vehicles to meet demand.
- 11.7 Options 5(i) and 5(ii) would require further and additional financial support to help private car drivers upgrade their vehicle. Such an approach could be considered high risk, as a viable and value-for-money private car scrappage-type model has not been identified that would satisfy HM Treasury, and none have been developed and tested in the UK to date. Further, the analysis indicates that a city centre penalty for private cars, a feature shared by options 5(i) and 5(ii), does not bring forward compliance any earlier when compared to option 8, primarily as the city centre zone is relatively compact and therefore its effects are modest in terms of stimulating compliance.
- 11.8 Option 8 carries less risk in this regard, can be delivered at a lower cost (to Government), and is thus more affordable.
- 11.9 As the option that delivers compliance in the shortest possible time, and at the lowest cost, option 8 is also considered the 'benchmark CAZ' for the purposes of comparison.

- 11.10 Whilst option 8 presents many delivery challenges, it is more feasible and achievable than options 5(i) and 5(ii) and thus offers greater confidence that compliance can be achieved in the shortest possible time.
- 11.11 Further, it is considered that options 5(i) and 5(ii) may cause unacceptable and significant unintended consequences to distributional impacts, particularly in terms of the impact on the affordability for residents, the impact on the local economy, and the impact on health and the quality of life of local residents. There are particular concerns in terms of the potential impacts on low income car-dependent workers, small businesses, and city centre retail. Option 8 delivers compliance in the same year without the same potential risk of damaging economic impacts.
- 11.12 On balance, therefore, it is considered that option 8, whilst remaining a substantial and complex undertaking, is the surest way of delivering compliance in the shortest possible time; providing considerable health benefits at the lowest cost to society and the economy of the three options.
- 11.13 Option 8 delivers considerable health benefits between 2021 and 2023, as the chart below indicates.

Significant reductions in NO<sub>2</sub> concentrations in early years bring real health benefits  
Compliance achieved 3 years earlier than Do Minimum



- 11.14 Option 8 is recommended as the option that delivers compliance in the shortest possible time, at the lowest cost, least risk and with the least negative impacts.
- 11.15 Modelling shows that with the collective action outlined above GM's authorities gradually achieve compliance between 2021 and 2024.
- Wigan and Trafford in 2021

- Bolton, Bury, Oldham, Rochdale, Salford, Stockport and Tameside by 2023
- Manchester in 2024

**Modelled sites of non-compliance by authority, 2021, 2023, 2025**

|                   | 2021   |          | 2023   |          | 2025   |          |
|-------------------|--------|----------|--------|----------|--------|----------|
|                   | Do min | Option 8 | Do min | Option 8 | Do min | Option 8 |
| <i>Bolton</i>     | 19     | 6        | 3      | 0        | 0      | 0        |
| <i>Bury</i>       | 23     | 9        | 12     | 0        | 4      | 0        |
| <i>Manchester</i> | 88     | 28       | 29     | 3        | 2      | 0        |
| <i>Oldham</i>     | 15     | 4        | 3      | 0        | 1      | 0        |
| <i>Rochdale</i>   | 10     | 2        | 2      | 0        | 0      | 0        |
| <i>Salford</i>    | 36     | 11       | 10     | 0        | 1      | 0        |
| <i>Stockport</i>  | 30     | 5        | 5      | 0        | 0      | 0        |
| <i>Tameside</i>   | 16     | 6        | 4      | 0        | 0      | 0        |
| <i>Trafford</i>   | 10     | 0        | 0      | 0        | 0      | 0        |
| <i>Wigan</i>      | 3      | 0        | 0      | 0        | 0      | 0        |
| <i>GM Total</i>   | 250    | 71       | 68     | 3        | 8      | 0        |

- 11.16 However, concerns remain about the socio-economic impacts, therefore more work is required for the Full Business Case to ensure that proposed mitigations are effective.
- 11.17 An indicative Equality Impact Assessment (EQIA) has also been completed and will form part of the OBC. However, it is noted that further and fuller assessment of economic and equalities impacts will be required at FBC stage.
- 11.18 There remains much we do not know about the possible impacts of the proposals, for example on low income workers, key business sectors such as retail and leisure, transport and distribution and on small local businesses. A programme of research, analysis, public and stakeholder engagement and a thorough integrated impact assessment has commenced and will be continued throughout 2019.

## **12. Modelling Assumptions and Uncertainties**

- 12.1 The analysis underpinning the GM Clean Air Plan has been produced in line with JAQU guidance using the best data and tools available, and localised to Greater Manchester where possible.
- 12.2 However, the nature of the air quality challenge means that there are many sources of uncertainty in the modelling, and further sensitivity testing is underway.
- 12.3 In addition, it is important to acknowledge that there are some key assumptions that will need testing at the Full Business Case stage. This will include bus/taxi/PHV compliance, the behavioural responses of drivers, and the impact of measures such as vehicle renewal funds.

- 12.4 Assumptions made in the context of advice from JAQU includes that by 2021 that the majority of vehicles in scope will be compliant or upgrade to a compliant vehicle (for example buses and taxis) and the remaining non-compliant:

HGV's are assumed to stay and pay, upgrade or cancel their trip;  
 PHV's are assumed to stay and pay or upgrade;  
 LGVs are assumed to stay and pay, change mode or cancel their trip.

- 12.5 The regional scale of the options also means that assumptions should continue to be tested.
- 12.6 Engagement to date, for example with bus operators, the local taxi and private hire trade and the freight industry has been invaluable in helping develop the measures, and further engagement at local level will be undertaken as part of the process to develop a Full Business Case.

### **13. Commercial, Financial and Management Assumptions**

#### **Commercial assumptions**

- 13.1 The procurement of all goods and services will use TfGM's established procurement processes.

#### **Financial assumptions**

- 13.2 In developing the OBC, it has been assumed that JAQU Implementation and Clean Air Funds will provide funding for all costs relating to scheme's implementation, and that DEFRA/JAQU will underwrite any net operational deficit, as may be necessary, over the life of the scheme until compliance is achieved.
- 13.3 If scheme operations generate any net surplus, this would be re-invested back into achieving Local Transport Plan (2040 Greater Manchester Transport Strategy) objectives, as required by the Transport Act 2000.
- 13.4 There is a considerable amount of uncertainty in the assumptions around revenue generation, since there is no CAZ currently in operation in the UK. Therefore, the forecasts included in the financial model are indicative at this stage.
- 13.5 Greater Manchester will be submitting the OBC as an application to the Implementation Fund on the assumption that all the measures outlined in the case are required to bring forward compliance in the shortest possible time frame.
- 13.6 In the financial business case, it is assumed that:
- the CAZ penalties are a daily charge and set at different levels for different vehicle types, to reflect their emissions. The aim is that non-

compliant vehicles with the highest emissions are incentivised to respond to comply with the standard.

- the CAZ daily charges remain constant in nominal prices, and therefore they reduce in real terms.
- any GM CAZ will operate on a daily basis and, therefore, non-compliant vehicles that enter or move within the area of the CAZ will only pay once each day.

### 13.7 Table 2 – CAZ Penalties as assumed for modelling purposes

| Vehicle Type | CAZ Penalty |
|--------------|-------------|
| Taxi / PHV   | £7.50       |
| LGV          | £7.50       |
| HGV          | £100        |
| Bus/Coach    | £100        |

### Management Assumptions

- 13.8 TfGM will continue to co-ordinate delivery from OBC to FBC. Decisions with regard to which organisation will operate any CAZ will be developed between OBC and FBC.

## 14. CLEAN VEHICLE FUNDS

- 14.1 An essential component of the OBC is a package of support for businesses affected by the best performing option. This comprises a number of schemes that will be further refined through ongoing engagement with businesses and stakeholders and inform the FBC. Current proposals include the following:

### **Clean Freight Fund - covering LGVs, Minibuses, HGVs, Coaches (£59 million)**

- 14.2 Support for local small businesses, sole traders and the voluntary sector, registered in GM in the form of a discount on the purchase of a compliant commercial vehicle when scrapping a non-compliant vehicle or retrofitting to make compliant.
- 14.3 Priority for funding will be based primarily on air quality impact such that the most polluting vehicles can be targeted.

### **Clean Taxi Fund – covering Taxis and Private Hire Vehicles (£28 million)**

- 14.4 Support to upgrade non-compliant taxi and private hire vehicles by offering a contribution towards the purchase of a compliant vehicle from an approved supplier when trading in a non-compliant vehicle.
- 14.5 It will also provide part funding for the retrofitting of taxis.
- 14.6 This funding opportunity also recognises the work currently being undertaken to develop some common minimum licensing standards for Taxis and Private

Hire across Greater Manchester. This work will ensure that there is clarity for the trade and drivers about vehicle standards that meet both proposed CAZ requirements and any Greater Manchester minimum standards, that will be consulted on later in the year.

### **Clean Bus Fund (£29 million)**

- 14.7 Provide support to retrofit the majority of existing Euro IV and V buses with flexibility for the move to an EV bus network, via financial assistance towards charging infrastructure, prioritised on Air Quality benefits and commercial contribution.
- 14.8 Across all the Clean Vehicle Funds, further work is required between OBC and FBC to develop the assumption on the value per vehicle, criteria for access to the funding by vehicle owners, and the impact on specific groups of businesses affected by the introduction of the CAZ.
- 14.9 Through the 2040 Transport Strategy and the 2014 Devolution Agreement, the Combined Authority is progressing its reform programme utilising the provisions within the Bus Services Act, and as with other modes care is being taken to ensure complementarity in policy development.

### **Loan Finance (£TBC)**

- 14.10 Work is also underway to explore the possibility of defining and providing a supporting measure to provide loans at preferential rates for those who are taking advantage of the Clean Vehicle Funding. The exact design and criteria would have to be determined at FBC stage following further engagement and consultation.
- 14.11 So far there have been three key groups for engagement – taxis & PHVs, bus operators and freight/ local business – to understand their concerns, obtain information about their fleets and seek their early feedback on proposals.
- 14.12 The taxi and PHV trade highlighted that subsidies and low interest rate loans would be beneficial as would other incentives through licensing and traffic flow. EV charging infrastructure was key to take up of electric vehicles, but they noted a limited choice for electric taxis, and that timescales for implementation were tight.
- 14.13 Business groups and freight representative bodies provided information about their fleets, to inform the development of the Clean Vehicle Fund measure. They have also advised that certainty around compliant vehicles and timescales for implementing the plan are essential to business planning.
- 14.14 Bus operators raised concerns around the capacity to retrofit vehicles and timescales for implementation.



14.15 Stakeholder dialogue will continue throughout development of the GM CAP to support the detailed design of the packages of measures.

## **15. Consistency with Other City Council Gm Policies, Plans and Strategies**

- 15.1 Greater Manchester has a longstanding track record in taking a balanced approach to policy development to promote sustainability, inclusion and growth.
- 15.2 The GM approach is unique insofar as it utilises existing governance and administrative arrangements to bring together ten local authorities and their highway networks, permitting the development and the implementation of a co-ordinated plan to reduce roadside NO<sub>2</sub> concentrations that will benefit nearly three million people. Such a joined-up approach provides the potential for the most effective and swift reduction in emissions in areas across the whole of the city region.
- 15.3 Improving air quality is a key policy priority for Greater Manchester. The Greater Manchester Strategy<sup>12</sup> states that Greater Manchester should be ‘a place at the forefront of action on climate change with clean air and a flourishing natural environment’ including by ‘reducing congestion and improving air quality’.
- 15.4 Air Quality is also a key focus of the Greater Manchester Transport Strategy 2040 (“2040 Strategy”), which is Greater Manchester’s current statutory Local Transport Plan, prepared by TfGM on behalf of the GMCA and the Greater Manchester Local Enterprise Partnership (GMLEP).
- 15.5 The 2040 Strategy is accompanied by 5-year delivery plans, which set out the city-region’s short term delivery priorities. A draft updated 5-year Delivery Plan for 2020 to 2025<sup>13</sup> was published in January 2019, and includes a range of recommendations for delivering Greater Manchester’s clean air and carbon reduction ambitions, building on from the Air Quality Action Plan 2016-2021 and Low Emission Strategy (GMCA, 2016). These include investment in the Greater Manchester Electric Vehicle (EV) charging network; ambitions to deliver a zero-emission bus fleet by 2040; transformation of cycling and walking infrastructure (including £160m investment in the next few years); and measures to reduce freight emissions.
- 15.6 In common with longstanding policy, further work continues on improving the public transport network and in particular its closer integration across modes. Greater Manchester has consistently used its available transport funding to improve public transport and enhance active travel options, thereby encouraging people to leave their car at home or at park and rides and travel more sustainably. Greater Manchester works to maximise all opportunities to access funding for the region to make it easier to travel by public transport, bike or on foot.

<sup>12</sup> <https://www.greatermanchester-ca.gov.uk/ourpeopleourplace> 2017

<sup>13</sup> [Greater Manchester Transport Strategy 2040 Draft Delivery Plan](#) (2020-2025) (2019), TfGM

- 15.7 This Plan will ensure that Greater Manchester can address the nearer term issue of NO<sub>2</sub> exceedances in existing urban areas. Members will recognise that this is a crucial component in safeguarding our urban areas as the strategic focus for future development, as set out in the revised draft Greater Manchester Spatial Framework. Without this continued focus, Greater Manchester would risk excessive dispersed development that would undermine both the existing air pollution challenge and longer-term carbon reduction objectives.
- 15.8 The approach outlined is also consistent with the objectives of the Our Manchester Strategy. During the consultation on the Strategy Manchester residents and businesses stressed the importance of improving the quality of the local environment as one of their priorities. The Clean Air Plan seeks to further this aim.

## **16. Next Steps**

- 16.1 Subject to the governance approval of each of the ten GM local authorities, the OBC will be submitted to Government within the required deadline of 31 March 2019. Government's response is expected 6 – 8 weeks after submission.
- 16.2 A public 'conversation' is proposed to run between early May and mid-June (for six weeks) to help further inform the work, and this will supplement the more targeted stakeholder engagement that is ongoing with affected businesses. In addition, further deliberative research is proposed to take place during March and April. These forms of engagement and dialogue will all inform the further development and detailed design of the measures identified in the OBC, to refine the proposals that will comprise the Full Business Case.
- 16.3 As required by Transport Act 2000, a statutory consultation relating to the proposed introduction of a charging Clean Air Zone is proposed to run between August and October 2019.
- 16.4 Further work to refine the assumptions and look in detail at 2023 exceedances, including further socio-economic work will be undertaken.
- 16.5 This will enable the development of a Full Business Case for further consideration by GMCA and constituent local authorities prior to submission to Government by the end of 2019.

## **17. Recommendations**

- 17.1 Recommendations are set out at the front of this report.

**Annex 1 – More detailed assessment of options by compliance date**

| Road Classification | Compliant sites   |   | Non-compliant sites                                   |  |   |   |
|---------------------|---|---|---|--|---|---|
|                     | Very compliant<br>(below 35 $\mu\text{g}/\text{m}^3$ )  | Compliant but close<br>(35 to 40 $\mu\text{g}/\text{m}^3$ ) | Non-compliant<br>(40 to 45 $\mu\text{g}/\text{m}^3$ ) | Very non-compliant<br>(45 to 50 $\mu\text{g}/\text{m}^3$ ) | Extremely non-compliant<br>(> 50 $\mu\text{g}/\text{m}^3$ ) | Total non-compliant<br>(> 40 $\mu\text{g}/\text{m}^3$ ) |
| <b>2021</b>         |   |   |   |  |   |   |
| Do minimum          | 16,281  | 603   | 175   | 62   | 13  | 250   |
| Option 4            | 16,820  | 250   | 56  | 8  | 0   | 34  |
| Option 5(i)         | 16,879  | 200   | 50  | 5  | 0   | 55  |
| Option 5(ii)        | 16,892  | 193   | 44  | 5  | 0   | 49  |
| Option 7            | 16,830  | 233   | 61  | 10   | 0   | 71  |
| Option 8            | 16,836  | 227   | 62  | 9  | 0   | 71  |
| <b>2023</b>         |   |   |   |  |   |   |
| Do minimum          | 16,856  | 210   | 58  | 10   | 0   | 68  |
| Option 4            | 17,056  | 69  | 9   | 0  | 0   | 9   |
| Option 5(i)         | 17,081  | 51  | 2   | 0  | 0   | 2   |
| Option 5(ii)        | 17,087  | 46  | 1   | 0  | 0   | 1   |
| Option 7            | 17,037  | 85  | 12  | 0  | 0   | 12  |
| Option 8            | 17,072  | 59  | 3   | 0  | 0   | 3   |
| <b>2025</b>         |   |   |   |  |   |   |
| Do minimum          | 17,068  | 58  | 8   | 0  | 0   | 8   |
| Do Something 8      | Options 5(i), 5(ii) and 8 are fully compliant by 2024, Option 4 by 2025 and Option 7 by 2026. |   |   |  |   |   |

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## Annex 2 – Assessment of options by success criteria

| Success Factor   | Option 5(i)<br>2021: CAZ B GM-wide, CAZ D in IRR<br>2023: CAZ C GM-wide | Option 5(ii)<br>2021: CAZ B GM-wide, CAZ D & all diesel cars charged in IRR<br>2023: CAZ C GM-wide | Option 8<br>2021: CAZ B GM-wide, 2023: CAZ C GM-wide | Summary   |
|--|---|--|--|---|
| Compliance in the shortest possible time<br>Which option reduces to zero the number of locations predicted to be in exceedance of the legal limits of NO <sub>2</sub> concentrations in the shortest time? | Yes   | Yes  | Yes  | All Options deliver compliance in 2024, considered to be the shortest possible time for achieving compliance in GM.   |
| Reduction in NO <sub>2</sub> emissions<br>Which option delivers...<br>The greatest reduction in the number of locations in exceedance (presumed to represent human exposure) in each year?                 |   |  |  | All Options deliver significant reductions in the number of locations in exceedance of 70-80% in 2021, with Option 5(ii) predicted to marginally deliver the greatest reductions in each year prior to compliance being achieved. |
| The greatest reduction in NO <sub>2</sub> concentrations at the roadside in each year prior to compliance being achieved?  |   |  |  | All Options deliver reductions in mass emissions across GM of between 20-30% in 2021, with the greatest reductions forecast to be delivered by Option 5(ii).  |
| Compliance without putting other sites closer to exceedance (defined as concentrations of 38-40µg/m <sup>3</sup> ) than without action?  |   |  |  | All Options are forecast to deliver compliance without putting other sites closer to exceedance, risk that Option 5(ii) leads to more re-routing than forecast.   |
| Feasibility<br>Are the measures proposed within the legal powers of the Greater Manchester Local Authorities?  |   |  |  | The measures proposed in all Options are within the legal powers of the authorities.  |

| Success Factor   | Option 5(i)<br>2021: CAZ B GM-wide, CAZ D in IRR<br>2023: CAZ C GM-wide | Option 5(ii)<br>2021: CAZ B GM-wide, CAZ D & all diesel cars charged in IRR<br>2023: CAZ C GM-wide | Option 8<br>2021: CAZ B GM-wide,<br>2023: CAZ C GM-wide | Summary   |
|--|---|--|---|---|
| Can a governance route be developed to enable timely local government joint working as required for delivery?                    |   |  |   | GM has proposed a governance route that facilitates the local government co-operation required for delivery. The complex vehicle change requirements nature of Option 5(ii) is likely to make approvals more difficult.   |
| What is the likelihood of the measures being effective?  |   |  |   | Clean Air Zones are presumed to be effective, but there is considerable uncertainty about how drivers will respond within the local context and to a scheme on a region-wide scale. Option 5(ii) is more complex and thus more uncertain.   |
| Is delivery of the option subject to significant risks that make achieving compliance in the shortest possible time less likely? |   |  |   | If the full CAP cannot be delivered or funded, compliance may be delayed e.g. if there is not sufficient time or funds to achieve a clean hackney cab or bus fleet. The Plan is subject to risks in terms of the need for multiple approvals from different bodies; the political sensitivity of the proposals; and the need to run activities in parallel. Option 8 involves one rather than two CAZ schemes so is subject to less risk. |
| Strategic fit with local strategies and plans<br>Air quality and climate change  |   |  |   | All Options deliver improvements in NO <sub>2</sub> concentrations, and also reduce PM and greenhouse gas emissions.  |
| Transport  |   |  |   | All options act to promote sustainable travel and will deliver a cleaner, newer bus and taxi fleet for GM passengers.   |

| Success Factor  | Option 5(i)<br>2021: CAZ B GM-wide, CAZ D in IRR<br>2023: CAZ C GM-wide | Option 5(ii)<br>2021: CAZ B GM-wide, CAZ D & all diesel cars charged in IRR<br>2023: CAZ C GM-wide | Option 8<br>2021: CAZ B GM-wide,<br>2023: CAZ C GM-wide | Summary   |
|---|---|--|---|---|
| Growth  |   |  |   | Risk that the city centre CAZ schemes deter housing and employment development; which could impact on the delivery of the Greater Manchester Spatial Framework. Option 8 delivers clean air without this risk.                      |
| Economy   |   |  |   | Risk that the city centre CAZ schemes affect economic performance. Option 8 delivers clean air without this risk<br>In all Options, CAZs will impose costs on local businesses.   |
| Value for money<br>Estimated value for money of the option compared to the risk of inaction |   |  |   | It would be more cost effective to deliver the changes more slowly; however this is a public health emergency so action is vital. Option 8 delivers compliance at the lowest imposed cost.  |
| Distributional impact<br>Health benefits  |   |  |   | All groups will experience health benefits. Those living in areas with the worst air quality and those most vulnerable to the effects of poor air quality will benefit the most.  |
| Accessibility (in terms of journey time and connectivity to opportunities and services)     |   |  |   | The scheme brings improved accessibility in terms of small reductions in journey times for road traffic. Option 8 does not impose costs on private cars.  |
| Affordability (for users)   |   |  |   | Options 5(i/ii) impose costs affecting low income car drivers, with more vehicles in scope for charges in Option 5(ii). Option 8 delivers clean air without this risk but still imposes costs on small businesses and sole traders. |

| Success Factor  | Option 5(i)<br>2021: CAZ B GM-wide, CAZ D in IRR<br>2023: CAZ C GM-wide | Option 5(ii)<br>2021: CAZ B GM-wide, CAZ D & all diesel cars charged in IRR<br>2023: CAZ C GM-wide | Option 8<br>2021: CAZ B GM-wide,<br>2023: CAZ C GM-wide | Summary   |
|---|---|--|---|---|
| Impact on the local economy – considering low income workers, small businesses, town centres and key sectors  |   |  |   | All Options impose costs on small businesses and low income professional drivers; proposals to support fleet upgrade mitigate this somewhat. Options 5(i/ii) risk impacts on the city centre economy avoided in Option 8. |
| Impact on the quality of life of local residents and on equalities  |   |  |   | Options 5(i/ii) may affect the quality of life of low income car drivers. Option 8 delivers clean air without this risk. Low income professional drivers may be affected by all Options.                                  |
| Deliverability<br>The Affordability of the cost of implementation (for the public sector)   |   |  |   | Option 8 is the lowest cost option and is thus the most affordable for the public sector.   |
| The Supply-side capacity and capability to deliver the measures outlined in the option  |   |  |   | There are concerns about supply side capacity e.g. the availability of specialist compliant vehicles such as hackney cabs, and retrofitting capacity and risks of delays.   |
| The Achievability of delivering the option, considering issues such as difficulty with scale or obtaining resources to implement and operate a measure/option |   |  |   | The scale of the region-wide CAZ, supporting programme and associated cost, and the need for cross-district collaboration, creates delivery risk. This risk is even greater for a city centre CAZ D scheme.               |



**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 6 March 2019  
Executive - 13 March 2019

**Subject:** Manchester Zero Carbon 2038 – Manchester City Council's  
Commitment

**Report of:** The Head of City Policy

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## Summary

In November 2018, the Scrutiny Committee and the Executive agreed to the establishment of science-based carbon reduction targets for Manchester. This required the city to become zero carbon by 2038. Since then, the Manchester Climate Change Board, with the support of Anthesis, have developed a guide to support organisations in Manchester to play their full part in achieving this commitment. They have also developed a draft zero carbon framework 2020-2038 and started work to produce a draft action plan for 2020-25. This report sets out a framework for future action, the citywide progress that has been made since November 2018 and the specific contribution being made by the Council. The draft framework to 2038 and a summary of the work to date by 10 of the city's climate change 'pioneers' to develop organisational action plans are attached in Appendix 1 and 2.

## Recommendations

It is recommended that the Neighbourhoods and Environment Scrutiny Committee comment on the content of this report, the progress since autumn 2018, the Draft Zero Carbon Framework 2020-2038 (Appendix 1) and the draft action plan (Appendix 2) which includes the Council's draft action plan.

Executive is recommended to:

1. Endorse the draft Manchester Zero Carbon Framework as the city's overarching approach to meeting its science-based climate change targets over the period 2020-38, as part of the wider Our Manchester policy framework;
2. Commit to work with partners to develop the final Framework and Action Plan for 2020-22 by March 2020, at the latest;
3. Commit to implement the Council's actions for 2019/20, set out in Appendix 2;
4. Commit to produce a detailed action plan for the Council's climate change work during 2020-22, in terms of both direct, organisational emissions; and the influencing and enabling role that the Council can play through its planning, procurement, regulatory and other powers.

5. Commit to work with partners to secure the resources the city requires to commence full implementation of the Framework 2020-38 and Action Plan 2020-22, from April 2020.

---

**Wards Affected:** All

| <b>Manchester Strategy outcomes</b>   | <b>Summary of the 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 Manchester's emerging Local Industrial Strategy. |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | Manchester is one a small number of UK cities that are 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.                                    |
| 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 will 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.   |

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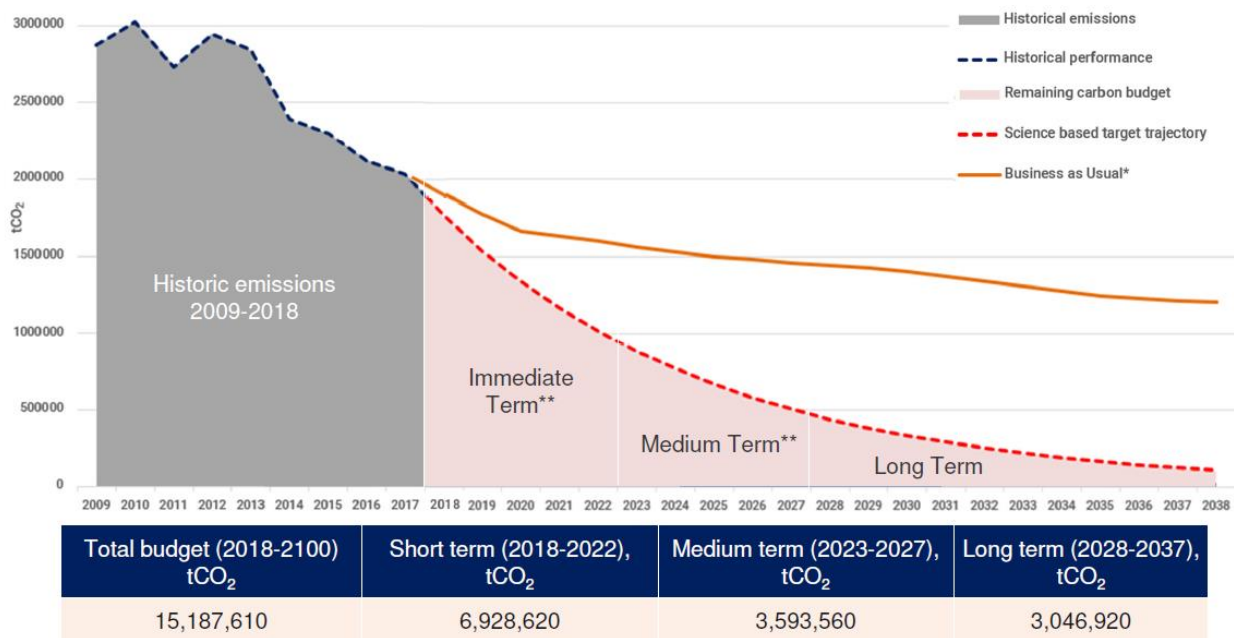
The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Playing Our Full Part: How Manchester's Residents and Businesses can benefit from Ambitious Action on Climate Change 2018  
Manchester Climate Change Strategy 2017-50  
Manchester Climate Change Strategy Implementation Plan 2017-22  
Manchester: A Certain Future Annual Report 2017  
Greater Manchester Low Emissions Strategy and Air Quality Action Plan

## 1.0 Background

- 1.1 The Our Manchester Strategy sets out the vision for Manchester to “be in the top flight of world-class cities by 2025” and commits the city to “playing our full part in limiting the impacts of climate change.”
- 1.2 The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change.
- 1.3 In November 2018, the MCCB made a proposal to update the city’s carbon reduction commitment in line with the Paris Agreement, in the context of achieving the “Our Manchester” objectives and asked the Council to endorse these ambitious new targets. As such, the Council adopted a science-based carbon budget which was developed by the Tyndall Centre for Climate Change Research and committed the city to becoming zero carbon by 2038.
- 1.4 Manchester’s carbon budget is broken down in to short, medium and long term allocations. Each carbon budget outlines the emissions not to be exceeded for each period, in order to ensure that Manchester meets its overall emission reduction commitments to 2038. These budgets are front loaded with more than 50% of the total reductions required in the short term; this highlights the scale of the challenge ahead. The reductions required for the remaining years to 2038 gradually decrease. This is shown in figure 1 below.

**Figure 1: Manchester Carbon Budget to 2038**



\* Business as usual as defined by Level 1 ambition thresholds within the Anthesis' SCATTER model.  
 \*\* Immediate Term & Medium Term periods align with the 3<sup>rd</sup> and 4<sup>th</sup> nationally legislated carbon budget periods (respectively) under the UK Climate Change Act (2008).

- 1.5 Since the adoption of a science-based target, the MCCB have worked to develop a draft framework for the city for 2020-38 (see Appendix 1) and have started work to produce an action plan for 2020-2022 (see Appendix 2).

1.6 In a separate report on this agenda the committee is asked to confirm the submission to Government of an Outline Business Case aimed at addressing currently unlawful levels of roadside Nitrogen Dioxide emissions. While achieving the zero carbon target is more challenging than the task of achieving compliance with the current legislation relating to air quality, the two objectives are linked and many of the proposals in the Clean Air Plan will assist in delivering longer term reductions in transport related carbon emissions.

## **2.0 Draft Zero Carbon Framework 2020-2038 and Action Plan 2020-22**

2.1 The MCCB, with support from Manchester Climate Change Agency and Anthesis, have developed a methodology to assist organisations across the city to develop an action plan from 2020 to 2022. The methodology recommended to organisations is as follows:

- Measure emissions;
- Set science-based targets;
- Explore the 'how';
- Enhance business case;
- Develop action plans.

2.2 Work has also been carried out to allocate emissions across the city to particular organisations in Manchester. These organisations produce 20% of emission in the city and are members of the Manchester Climate Change Board and as such are already committed to act to help achieve the city's ambitious target.

2.3 The remaining 80% of emissions are broken down between transport, domestic and non-domestic activities across the city. A huge part of the challenge will be for all residents, businesses and organisations in the city to be engaged in this agenda and for them to be encouraged and supported to play their full part in reducing emissions. This will require significant changes to current governance arrangements and investment/resources for delivery.

2.4 MCCB have engaged with the 10 'pioneer' organisations who have signed up to the zero carbon 2038 ambitions. These are:

- MAST (Manchester Arts Sustainability Team);
- Bruntwood;
- Faith Network (Our Faith, Our Planet);
- Healthcare (NHS);
- Manchester City Council;
- Manchester City Football Club;
- Manchester Housing Providers Partnership;
- Manchester Metropolitan University;
- University of Manchester;
- Electricity Northwest.

2.5 Pioneers have been tasked with developing individual action plans from 2020 to 2022 detailing how they will contribute to the overall carbon saving required. This high level action plan will include the following:

- a) **Urgent action 2019/20 - Your emissions:** What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?
- b) **Urgent action 2019/20 - Your stakeholders:** What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?
- c) **Your action plan 2020+:** What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?
- d) **Support you need:** What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

2.6 An update on the development of each organisation's action plan is provided in Appendix 2.

### 3.0 The Council's Draft Action Plan

- 3.1 The Council has already adopted a Climate Change Action Plan (CCAP) 2016-20 which sets out how the Council will reduce its direct emissions by 41% in 2020 from a 2009/10 baseline. A report on progress is submitted to Neighbourhoods and Environment Scrutiny annually in July. The final 2020-2022 action plan will replace the existing CCAP.
- 3.2 The Council's direct CO<sub>2</sub> emissions make up approximately 2% of the city's total with the operational building estate making up nearly two thirds of those emissions. A significant amount of work has already been undertaken to reduce the Council's direct emission via the rationalisation of the Council's operational estate, energy efficient improvements to Council buildings, a full LED street lighting replacement programme and the development of a Civic Quarter Heat Network. The most recent data for 2017/18 showed that the Council's total direct CO<sub>2</sub> emissions had reduced by 33.8% since 2009/10, putting the Council on target for a 41% reduction by 2020.
- 3.3 The Council has developed an initial action plan (see pages 15-17, Appendix 2) which outlines the high level actions that the Council will undertake between April 2019 and March 2020 in order to produce a comprehensive action plan by March 2020. This initial action plan focuses on the Council's direct carbon emissions and the partnership and influencing work with key stakeholders including TfGM, the GMCA, housing providers and our asks of government.
- 3.4 It is also recognised that residents need to be engaged in a meaningful way to ensure they are able to contribute to the ambitious targets. Potential actions could include:
  - Developing a communications programme to make the issue real for residents;

- Switching to a renewable energy tariff;
- Considering scope for local energy generation;
- Encouraging lower energy use;
- Adopting different travel choices;
- Switching to electric vehicles;
- Producing less waste;
- Making different food choices.

3.5 The Council's zero carbon action plan will contribute to and complement other important strategies which are currently in development including the Local Industrial Strategy, the Greater Manchester Clean Air Plan, City Centre Transport Strategy, and the refreshed Local Plan.

#### 4.0 Next Steps and Anticipated Timescales

4.1 The anticipated timescale for this piece of work are as follows:

| Action   | Timescale                  |
|--|----------------------------|
| Draft city wide 2020-2038 framework adopted by MCC   | March 2019                 |
| <ul style="list-style-type: none"> <li>• Sectors and organisations continue to commit to act on climate change and supported by MCCB to</li> <li>• Develop their own action plans from 2020-2022. plans and prepare for delivery</li> <li>• Final citywide framework 2020-38 and action plan 2020-22 produced</li> </ul> | April 2019 – February 2020 |
| Final Framework and Action Plan adopted by MCC   | March 2020                 |
| Implementation of framework and actions plans  | April 2020 to 2038         |

#### 5.0 Conclusion and recommendations

5.1 The Council is committed to playing its full part to ensure that both the organisation and city meet the ambitious climate change targets.

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

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# Draft Manchester Zero Carbon Framework 2020-2038

Our approach to creating a thriving, healthy, zero carbon Manchester

February 2019

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MANCHESTER  
CLIMATE CHANGE BOARD

MANCHESTER  
CLIMATE CHANGE AGENCY



Appendix 1, Item 5

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# 1. Purpose of this Document and Background

On 14th November 2018 Manchester City Council:

1. Adopted new science-based carbon reduction targets for Manchester, based on independent analysis and recommendations by the Tyndall Centre at the University of Manchester<sup>1</sup>
2. Committed to develop a draft action plan by March 2019 and a final detailed plan by March 2020, to set out how the city will meet its targets,
3. Recognised that by taking urgent action to become a zero carbon city, starting in 2018, Manchester will achieve more benefits for the city's residents and businesses than previously planned,
4. Agreed to work with partners to ensure that Manchester accelerates its efforts to encourage all residents, businesses and other stakeholders to take action on climate change.

These commitments were based on the 'Playing Our Full Part' proposal<sup>2</sup> developed by Manchester Climate Change Board and Agency and submitted to the City Council in October 2018.

## Manchester's science-based targets

1. 15m tonne carbon budget for 2018-2100
2. Rapid carbon reduction, starting in 2018, and averaging 13% year-on-year
3. Zero carbon by 2038

1 [Kuriakose J, Anderson K, Broderick J, McLachlan C . Quantifying the implications of The Paris Agreement for the city of Manchester 2018](#)  
2 [Playing Our Full Part document](#)



# 1. Purpose of this Document and Background

## Manchester Climate Change Board and Agency

This document has been developed by Manchester Climate Change Board and Agency to set out our proposed approach for Manchester to achieve its climate change targets. It has been published in February 2019 to maintain the momentum established by the Board, the Agency, and their partners during 2018, and to be used as a key step towards producing a Final Framework and Action Plan by March 2020. The approach described in this document has been designed to engage and mobilise stakeholders across the city, to help ensure that all residents, businesses, the public sector and all other sectors take urgent and sustained action on climate change.

This draft framework is underpinned by the commitments of the Manchester Climate Change

Board members. They represent approximately 20% of Manchester's CO<sub>2</sub> emissions, from across the public, private, housing, academic, faith and community sectors. In developing this document Board members have committed to play their full part in helping Manchester to meet its targets, both within the scope of their own operations, and through influencing their partners, customers, supply chains and other stakeholders.

Throughout 2019 the Board and its members will take urgent action to reduce their own CO<sub>2</sub> emissions, influence their stakeholders, put in place bespoke plans for 2020+ and engage new organisations and sectors to be part of the city's zero carbon journey.

# 1. Purpose of this Document and Background

## Our Manchester

In 2015 Manchester City Council asked the city's residents and businesses 'what's your dream Manchester?'

*"A city with the cleanest air"*

*"A city with cycling at its heart"*

*"Economically and environmentally sustainable"*

*"Green industry powerhouse"*

*"A world leader in urban sustainability"*

*"A carbon neutral city"*

These responses are among the approximately 800 – one-third of the 2,500 total responses – that were focused on climate change action and environmental sustainability

As a result, the commitment to climate change action is embedded throughout the [Our Manchester Strategy](#), the city's overarching strategy for 2016-25:

*'Our vision is for Manchester to be in the top flight of world-class cities by 2025, when the city will:*

- *Have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas*
- *Possess highly skilled, enterprising and industrious people*
- *Be connected, internationally and within the UK*
- ***Play its full part in limiting the impacts of climate change***
- *Be a place where residents from all backgrounds feel safe, can aspire, succeed and live well*
- *Be clean, attractive, culturally rich, outward-looking and welcoming'*

# 1. Purpose of this Document and Background

## Climate Change Impacts Globally and Locally

There is no escaping the fact that climate change is now increasingly becoming a global crisis, disproportionately affecting those least able to bear it and with the least responsibility for causing it.

Extreme weather linked to climate change has wrought devastation around the world over the last 12 months. From Athens to the Arctic Circle, tinderbox dry conditions set Europe on fire last summer, including the moorlands on our own doorstep. Hurricane Michael left 'unimaginable destruction' in Florida, adding to the 385 billion dollars' worth of damage from hurricanes in 2017. Flash floods in Majorca claimed the lives of UK tourists in October 2018. All on top of the floods, droughts and heatwaves that continue to plague countries where many of Manchester's residents have family and friends, including Bangladesh, India, and Pakistan. There is now no corner of the planet that is not affected by the impacts of climate change, Manchester included.

Since the 1950s, there has been a 10-fold increase in surface water flooding across Greater Manchester<sup>1</sup>. On the 26<sup>th</sup> December 2015, Storm

Eva brought unprecedented rainfall to Manchester, resulting in record river levels and flooding across the city region. The impacts<sup>2</sup> included:

- More than 2,250 homes and 500 businesses that were flooded,
- More than 31,200 properties that lost their power supplies,
- Damage to infrastructure that totaled £11.5m.

More recently, the prolonged dry and hot weather of spring and early summer of 2018 resulted in wildfires in June and July across Manchester's surrounding moorlands. The result was severe and far reaching impacts:

- Resident, worker and landowner health issues caused by poor air quality,
- Biodiversity loss,
- Financial losses for our public services,
- Increased carbon emissions from burning vegetation and peatland carbon sinks.

**Experts at the University of Manchester forecast that events of this nature are likely to continue to become more severe and more frequent unless urgent action is taken to reduce global CO<sub>2</sub> emissions.**

## 2. Our Aim

Manchester will play its full part in limiting the impacts of climate change, locally and globally, by acting in line with the latest climate science, the Paris Agreement, and the views of the city's residents and businesses.



## 2. Our Objectives

### 1) Carbon Reduction and Contributing to the Paris Agreement

Manchester will play its full part in limiting the impacts of climate change by adopting and meeting science-based targets, in line with the Paris Agreement.

Our current targets are based on analysis by the Tyndall Centre at the University of Manchester<sup>1</sup> and were adopted by Manchester City Council in November 2018:

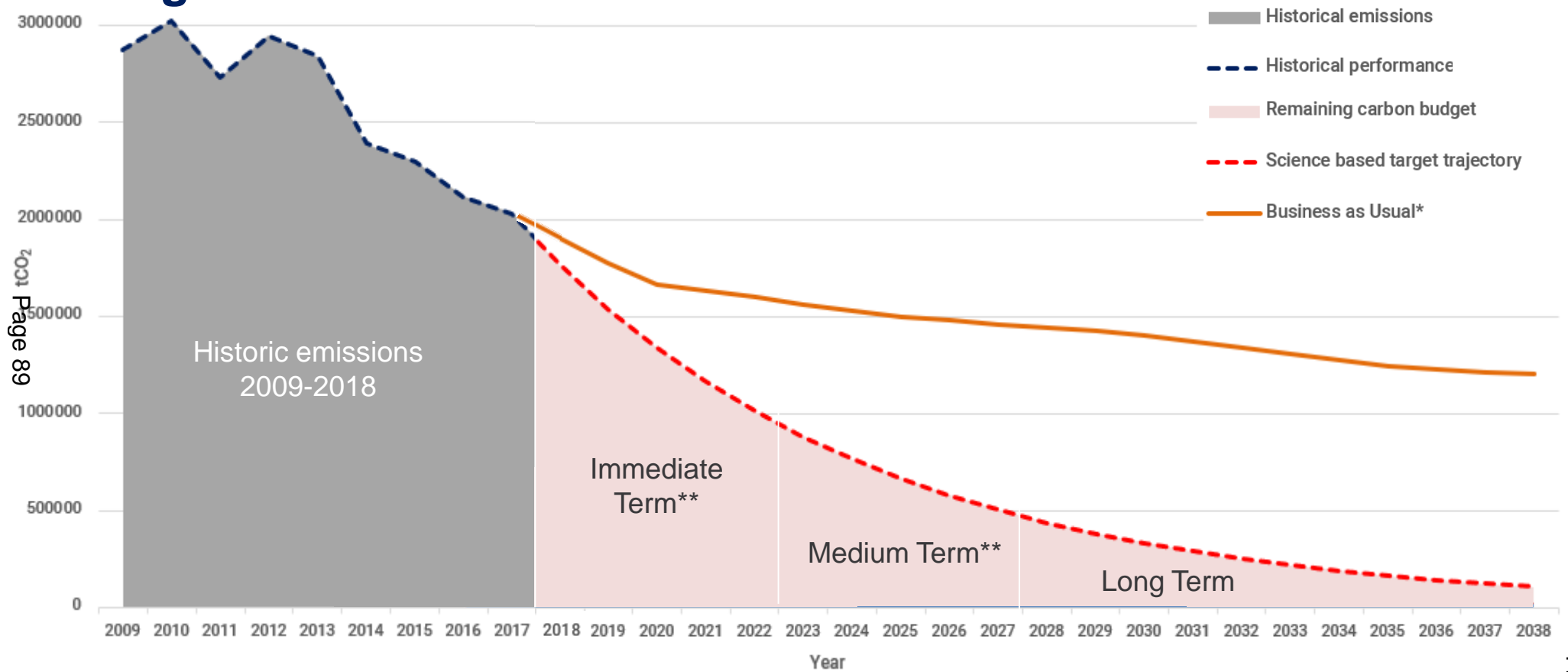
- 15 million tonne carbon budget for 2018-2100,
- Urgent and deep carbon reduction; 50% reduction by 2022, from 2018 levels,
- Zero carbon by 2038.

<sup>1</sup> [Kuriakose J, Anderson K, Broderick J, McLachlan C. Quantifying the implications of the Paris Agreement for the city of Manchester \[Internet\]. Manchester; 2018](#)



# 2. Our Objectives

## 1. Carbon emissions pathway consistent with 2°C Paris Agreement



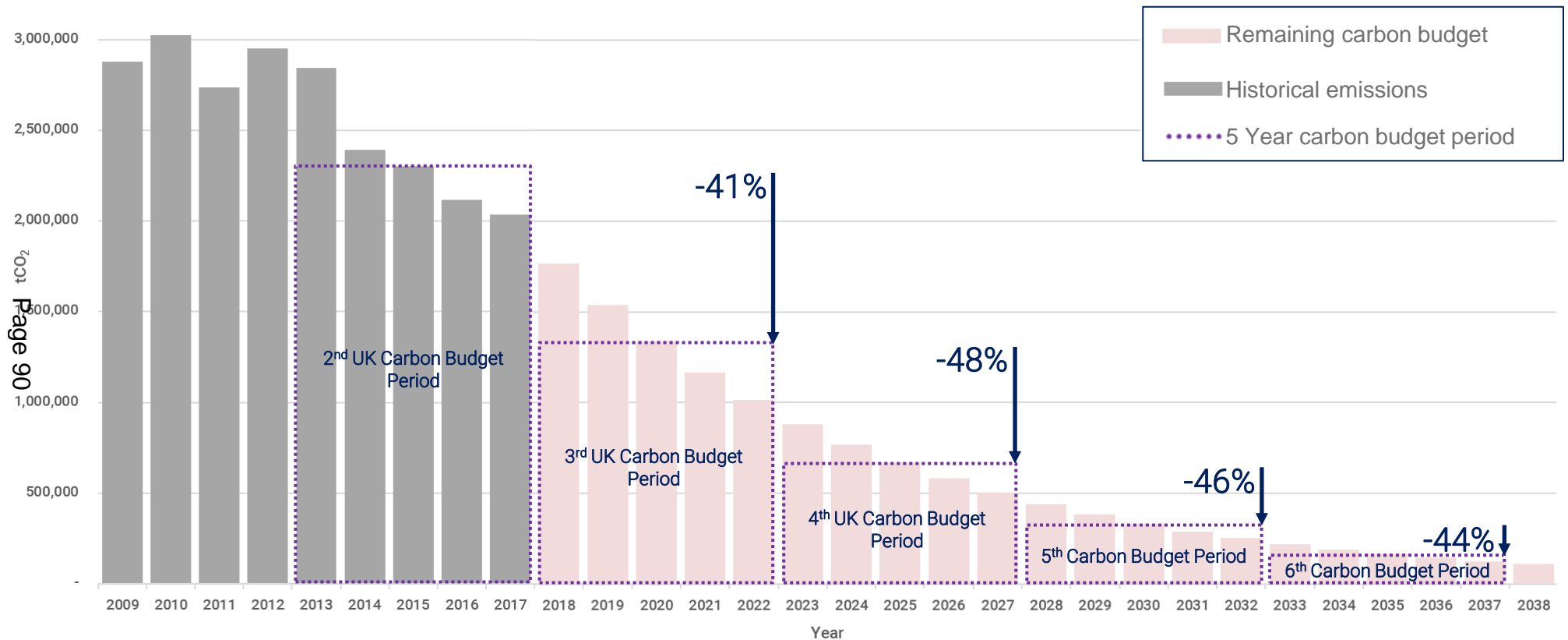
| Total budget (2018-2100)<br>tCO <sub>2</sub> | Immediate term (2018-2022)<br>tCO <sub>2</sub> | Medium term (2023-2027)<br>tCO <sub>2</sub> | Long term (2028-2037)<br>tCO <sub>2</sub> |
|--|--|---|---|
| 15,187,610                                   | 6,928,620                                      | 3,593,560                                   | 3,046,920                                 |

\* Business as usual as defined by Level 1 ambition thresholds within the Anthesis' SCATTER model.

\*\* Immediate Term & Medium Term periods align with the 3<sup>rd</sup> and 4<sup>th</sup> nationally legislated carbon budget periods (respectively) under the UK Climate Change Act (2008).

# 2. Our Objectives

## Manchester's Carbon Budget to 2038



| Total budget (2018-2100)<br>tCO <sub>2</sub> | Immediate term (2018-2022)<br>tCO <sub>2</sub> | Medium term (2023-2027)<br>tCO <sub>2</sub> | Long term (2028-2037)<br>tCO <sub>2</sub> |
|--|--|---|---|
| 15,187,610                                   | 6,928,620                                      | 3,593,560                                   | 3,046,920                                 |

\*Budget periods align with the nationally legislated Carbon Budget periods under the UK Climate Change Act (2008). The 5 yearly Paris aligned Carbon Budgets require a significantly more ambitious level of reduction relative to the legislated Committee on Climate Change budget reductions. The Committee on Climate Change are currently [considering](#) revising their approach to budgets and whether to adopt a (net) zero carbon approach. Reduction % estimates represent the average (mean) emissions of each 5 year Carbon Budget period compared against previous 5 year Carbon Budget period average.

## 2. Our Objectives

### 2) Improving our residents' health, wellbeing and quality of life

We will deliver activities to improve the health, wellbeing and quality of life of our residents, at the same time as reducing the city's CO<sub>2</sub> emissions to zero. This will include improving the energy performance of the city's homes, replacing existing polluting vehicles with zero emission alternatives, and ensuring walking, cycling and zero emission public transport become the modes of choice for the vast majority of residents, workers and visitors.

### 3) Creating good jobs, supporting successful businesses and attracting investment

We will create good jobs for the city's residents and students, support businesses to succeed and attract investment by developing the city's green industry sector and enabling all other city sectors to reduce their CO<sub>2</sub> emissions to zero. Manchester will be recognised as a leading city to do business, using our climate change and sustainable development credentials to attract investors, students and workers from around the world.

# 3. Living and Working in a Zero Carbon Manchester

## Living

- Households will save between £49m and £141m every year through improving the energy efficiency of their homes.
- 34,000 households will be taken out of fuel poverty by eradicating cold, damp and energy inefficient homes.
- Healthcare services will be used by residents 16% less than today after the energy efficiency of their homes has been improved.
- 12,000 households will no longer experience food poverty, thanks in part to the major shift towards eradicating food waste and the availability of fresh, seasonal, locally produced food.
- Households will no longer be wasting between £470 and £700 every year on food that currently goes in the bin.

## Working

- 30,000 new jobs will be created in Manchester's growing environment and sustainability sector.
- Over 80% of Manchester graduates with environmental degrees will secure good, well-paid jobs in the environment and sustainability sector.
- Manchester will be a leading city for STEM education, helping the UK to avoid the £6.7bn annual cost to the national economy that is currently forecast if the UK STEM skills-gap isn't filled.
- 55,000 jobs will be created across Greater Manchester to retrofit homes.

# 3. Living and Working in a Zero Carbon Manchester

## Improving Health

- Our residents will no longer need to be treated for asthma due to poor air quality, a reversal of our current position as the worst city in the country, with 1,000 people dying prematurely every year, mainly from vehicle emissions.
- The many other impacts of poor air quality – lung cancer, cardiovascular disease, worsening of heart conditions, slower thinking skills in older people, mental and physical developmental problems in children, lower productivity and school absenteeism – will also be problems of the past.
- Across Manchester, residents will be moving a lot more on foot and by bike, reducing our levels of inactive adults from 66% towards zero.

## More Money for Public Services

- £17m per year savings to the NHS will be achieved through eradicating cold, damp and energy inefficient homes.
- The NHS will save at least £500,000 every week from helping Greater Manchester residents to significantly increase their levels of walking and cycling.
- If not zero, our levels of food waste will be very low, saving Greater Manchester local authorities the £1bn which is currently spent on food waste disposal.

## Travelling

- By 2025 up to 116,000 electric vehicles will be on the road, saving households £674 yearly in fuel and maintenance costs compared to petrol and diesel vehicles, amounting to a cumulative yearly saving to residents of up to £78m.
- Greater Manchester's businesses will be at least £1.3bn better off once congestion becomes a problem of the past.

# 4. Developing this Framework

The city's carbon budget sets out a finite emissions limit that should not be exceeded (15 million tonnes CO<sub>2</sub>).

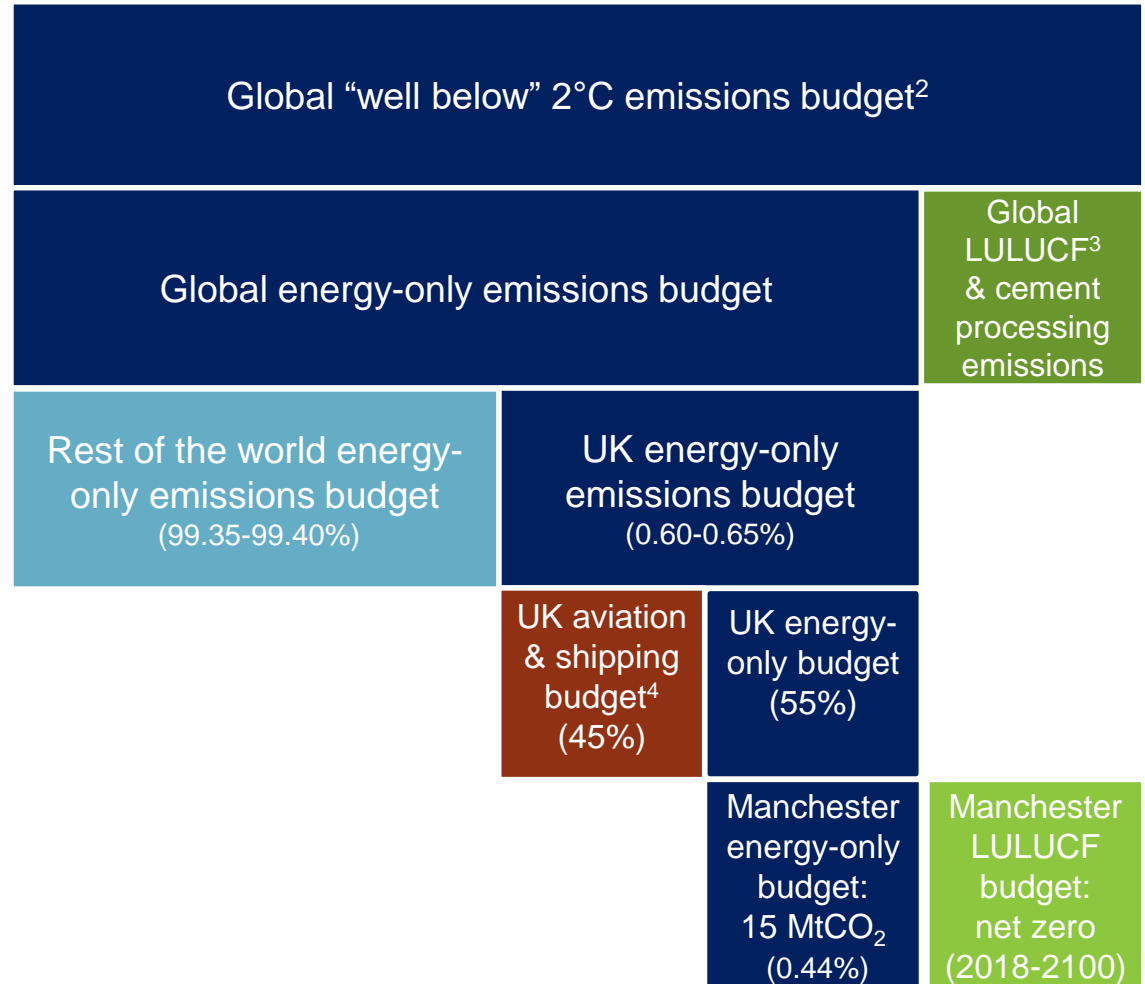
The Tyndall Centre for Climate Change Research have based our budget on a 2°C global average temperature rise, on the basis that:

- 1) The Paris Agreement commits us to limiting warming to this level.
- 2) Global modelling for both 1.5°C and 2°C assume planetary scale negative emissions.

However:

- 1) NETs<sup>1</sup> at the huge scale in the IPCC models remain highly speculative.
- 2) NETs are not likely to be viable within the city boundary of Manchester due to the profile of emissions.
- 3) If research, development and demonstration of NETs shows that they may work at scale, and then they are rolled out globally at unprecedented rates, 1.5°C may, theoretically, be achievable. But only if rapid & deep 2°C mitigation begins now & additional feedbacks do not occur.

## Carbon budget methodology



**Notes:**

Bars/boxes in the diagram are not to sized scale of budgets

1 - NETs = Negative Emissions Technologies. Refer to Frequently Asked Questions for further information.

2 - Budget derived from IPCC AR5 synthesis report and represents a 66-100% probability of global warming not exceeding 2°C (“well below”). Due to the inertia in our energy systems and the amount of carbon we have already emitted, the Paris 1.5°C commitment is now only likely to be viable if negative emissions technologies (NETs) prove to be successful at a global scale. If the 13% emissions reduction rates for Manchester are achieved and NETs are deployed at the scales assumed in the global models, then the targets adopted may be considered as a 1.5°C compatible. This also expressly assumes that other carbon cycle feedbacks, such as methane released due to melting permafrost etc., do not occur, and that an overshoot of 1.5°C does not result in increased feedbacks that further accelerate warming at lower budgets than the IPCC budgets currently estimate.

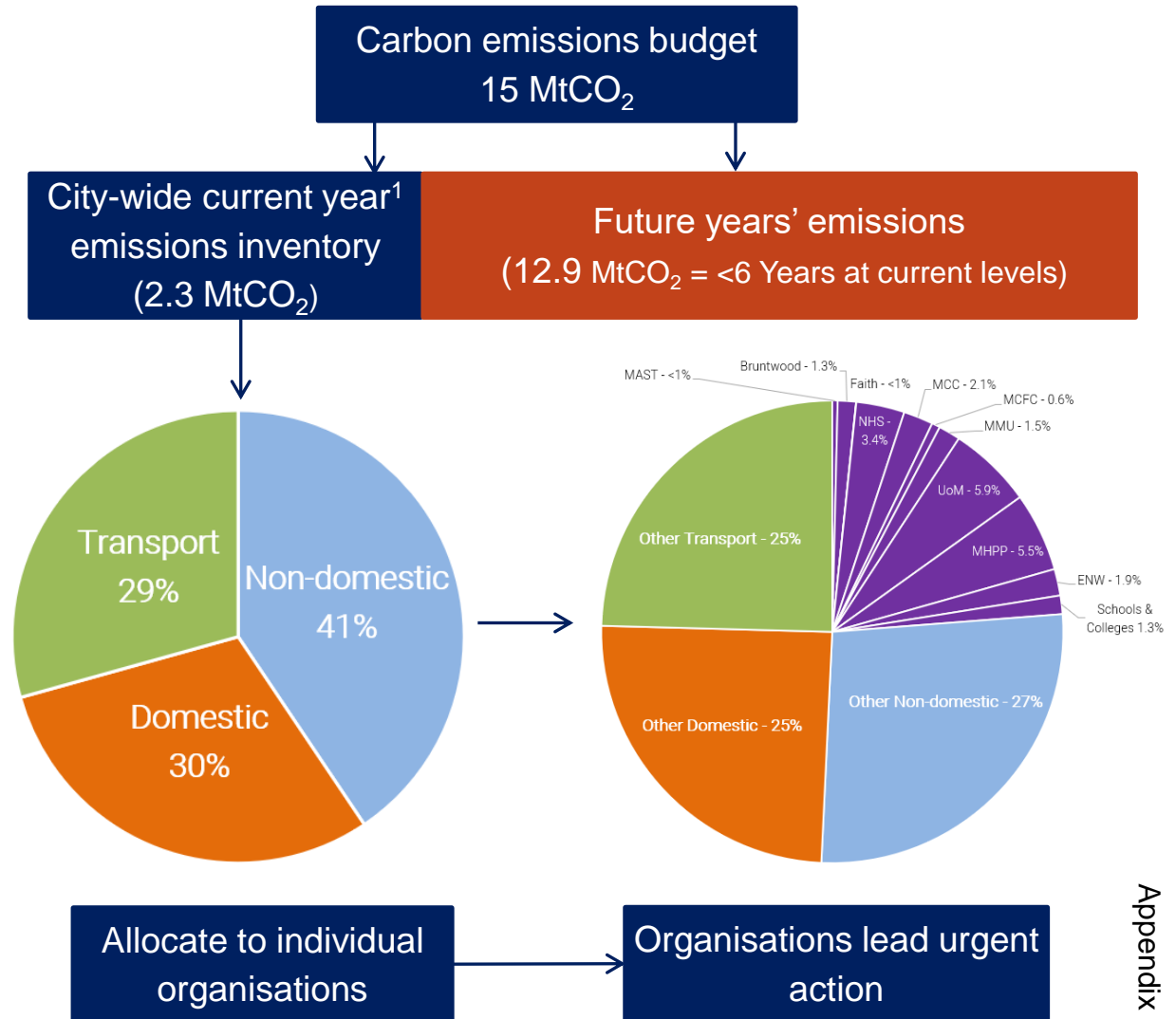
3 - Land Use, Land Use Change & Forestry

4 - UK Aviation & Shipping is accounted for at the national level – see Appendix 6. If sufficient progress isn't made to reduce these the remaining UK budget for other sectors, and therefore Manchester's budget, will be reduced

# 4. Developing this Framework

- The city's emissions inventory represents one year's worth of emissions, which can be used to track progress against the budget
- Both the carbon budget and current year inventory use UK Government Local Authority Emissions data
- We have built on the Our Manchester approach, which has been designed to establish a collective approach to achieving city priorities
- This approach allocates responsibility to organisations and sectors in an engaging way that engages and empowers them to act
- Current allocations to organisations and sectors are based on existing partnerships within the Manchester Climate Change Board membership.

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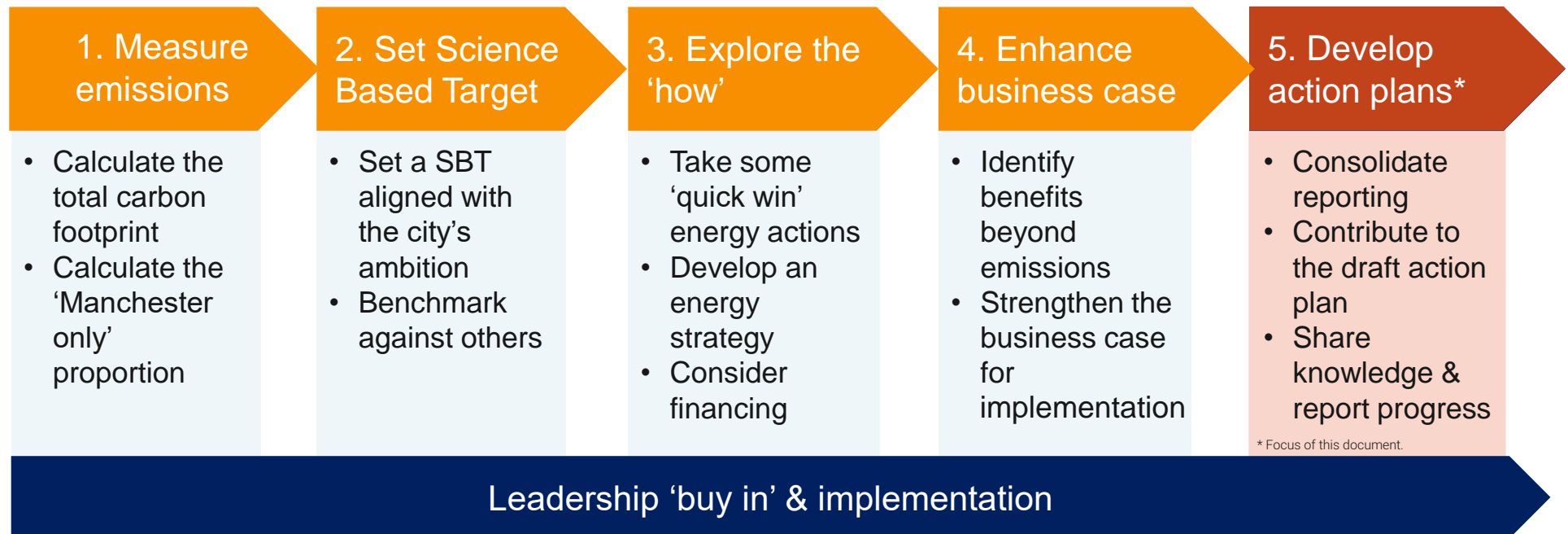


Appendix 1, Item 5

1 – Based on 2017 BEIS data (2 years in arrears, therefore relates to 2015)

# 4. Developing this Framework

A step-by-step process for organisations to follow is set out below. A separate user guide is available to support with Steps 1-5 (see Appendix 5).

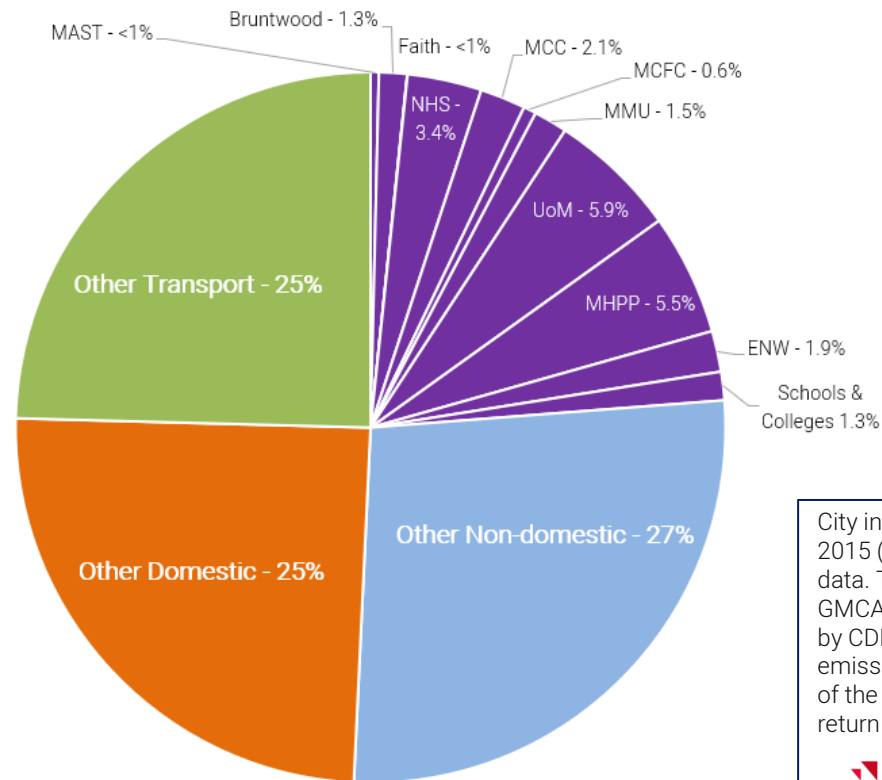




# 5. The MCCB 'Pioneers' – Sector and Organisation Summary

## Who are the Pioneers?

- 10 MCCB Board Members representing over 60 individual organisations have committed to act and help achieve the city's targets. These are:
  1. Manchester Arts Sustainability Team (MAST)
  2. Bruntwood
  3. Our Faith, Our Planet (Faith)
  4. Manchester University NHS Foundation Trust (NHS)
  5. Manchester City Council (MCC)
  6. Manchester City Football Club (MCFC)
  7. Manchester Housing Providers Partnership (MHPP)
  8. Manchester Metropolitan University (MMU)
  9. University of Manchester (UoM)
  10. Electricity North West (ENW)
- These organisations represent over **500,000 tonnes CO<sub>2</sub> per year** which is over **20%** of Manchester's emissions.



City inventory prepared using 2015 (2017) BEIS local emissions data. This data feeds into the GMCA GPC inventory supported by CDP and used to fulfil the emissions reporting requirements of the Global Covenant of Mayors return for GMCA.



## Action during 2019/20

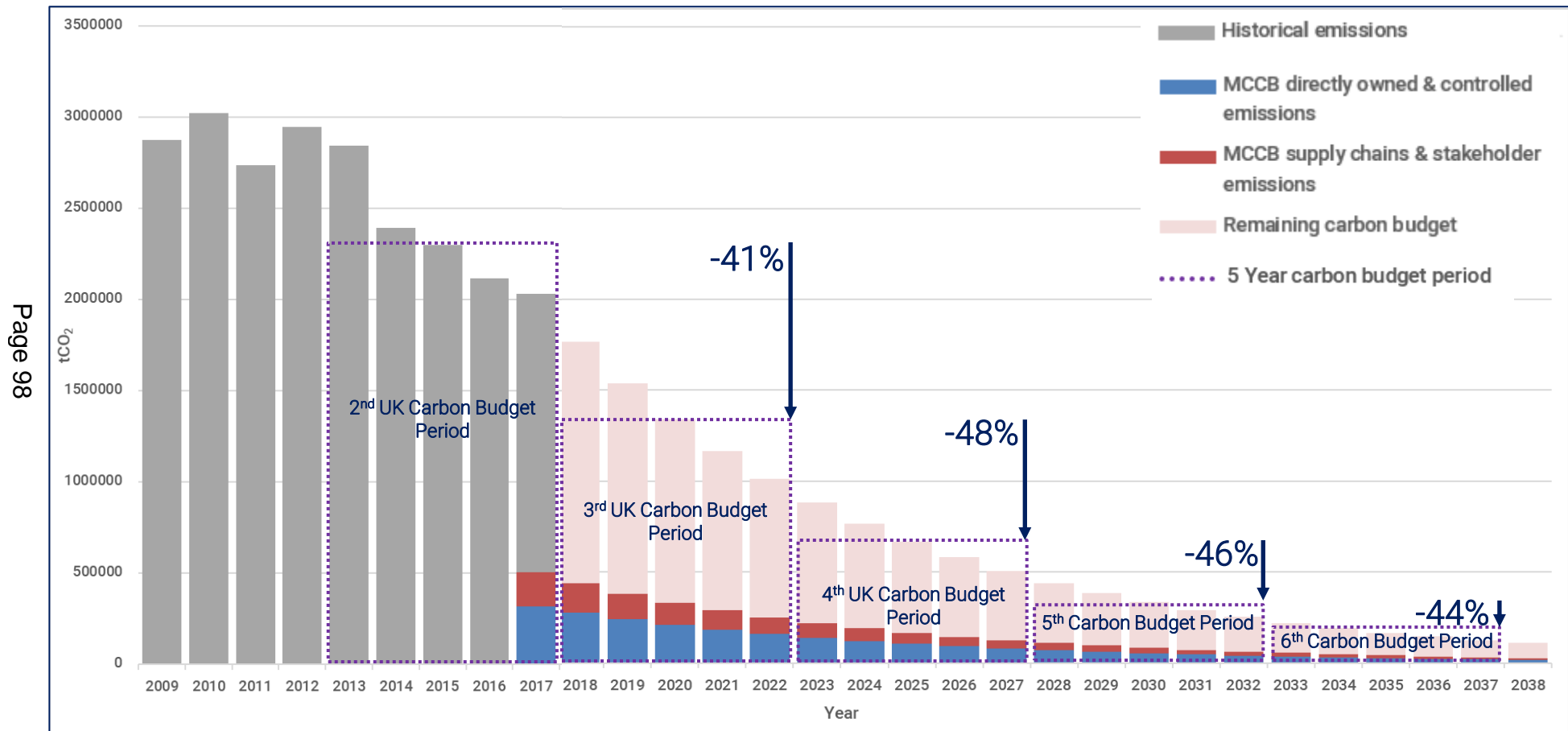
All Pioneer sectors/organisations have set out their priority action plans for 2019/20. These are provided in Appendix 4.

The Action Plans cover the following 4 actions:

1. Urgent action 2019/20: organisational emissions,
2. Urgent Action 2019/20: stakeholder support,
3. Your Action Plan 2020+,
4. Support you need.

# 5. The MCCB 'Pioneers' – Sector and Organisation Summary

## Manchester's carbon budget to 2038 with MCCB 'Pioneers'



Budget periods align with the nationally legislated Carbon Budget periods under the UK Climate Change Act (2008). The 5 yearly Paris aligned Carbon Budgets require a significantly more ambitious level of reduction relative to the legislated Committee on Climate Change budget reductions. The Committee on Climate Change are currently [considering](#) revising their approach to budgets and whether to adopt a (net) zero carbon approach. Reduction % estimates represent the average (mean) emissions of each 5 year Carbon Budget period compared against previous 5 year Carbon Budget period average.

# 5. The MCCB ‘Pioneers’ – Sector and Organisation Best Practice

The 60 organisations and sectors represented by MCCB have already started to make progress on their zero carbon journeys, some going back over 10 years and more. There has already been significant action to reduce emissions – from thousands of energy efficiency improvements and renewable technologies fitted by the city's social housing providers, to tried and tested SMART energy systems in commercial offices, to innovative methods for calibrating and maintaining temperatures for priceless works of art at the city's galleries.

The following “Manchester Best Practice” highlights some of the progress that the city's climate change pioneers have already achieved:

- **Bruntwood Bright Building** is itself a ‘living lab’ for technology and innovation. The building utilises Tesla's powerpack battery which aims to make the building energy self sufficient within 12 months. It is being used to test new Building Management Systems (BMS) technologies and smart lighting as part of the Innovate UK funded CityVerve project.

- **Manchester Metropolitan University's** £140million Birley Campus is cited as an exemplar by the Higher Education Funding Council for England (HEFCE) for community engagement and regeneration, achieving BREEAM Excellent. The site has an independent district heating system, extensive solar PV arrays and LED lighting.
- **Northwards Housing** has carried out a £300m Home Improvement Programme, including external and/or internal insulation to almost 2,500 ‘hard to treat’ homes, solar photovoltaic (PV) panels onto 2,334 houses and 21 blocks of flats, solar thermal panels onto seven block of flats, ground source heat pumps at five locations serving 90 flats, air source heat pumps to 153 properties, two communal combined heat and power units serving 213 flats, eight micro combined heat and power units to eight homes and soft measures such as low energy lighting.

Case studies from each MCCB member can be seen in Appendix 4 (a separate document).

# 6. Clean Growth and New Development

## Growth in context

Manchester is a growing city. During 2017 to 2019 the population grew from 559,531 to 583,157 residents. This growth is set to continue, with 605,674 residents forecast to be living in Manchester by 2021 – a rise of 8.2%.

While this growth reflects positively on the city as the economic driver for the north of England and a world-renowned centre for sport, culture and education, it presents significant challenges to our zero carbon commitments. Growth and development generally equates to more energy-consuming buildings, increases in the movement of people and goods and associated transport infrastructure, the consumption of more materials, and the generation of increased levels of waste.

## Areas for Action

For the city's growth to be compatible with our climate change targets, we urgently need to challenge and help to rapidly transform this global paradigm:

- New buildings need to generate zero emissions when occupied and have significantly less emissions embodied in their materials and the construction phase,
- Renewable energy generated within the city and city-region, and the supplies for the National Grid, are needed to power our buildings and transport system,
- Well-connected walking and cycling routes, public transport and electric vehicle charging points need to be key components of all new development,
- Our materials and waste will need to come from a new circular economy, involving the reuse and recycling of materials already in circulation, and significantly increased use of sustainable and renewable materials.

# 6. Clean Growth and New Development

## From risk to opportunity

Some cities would view these challenges as potential barriers to growth and investment. Others would view them as opportunities to become leaders in a new zero carbon global economy. Opportunities to attract thinkers and researchers that want to break the mould, opportunities to provide a location for innovative businesses that want to test and commercialise new ideas, and opportunities to provide a platform for investors that want to be at the forefront of rapidly growing sectors. Opportunities to retain and attract residents that want the best quality of life, good jobs, and the knowledge that their city is contributing positively to global society and the natural environment.

**We know which kind of city Manchester is.**

# 6. Clean Growth and New Development

## Cross-cutting actions

To realise the opportunities and benefits for the city we need an integrated approach that embeds zero carbon commitments throughout all aspects of the city's short, medium and long-term development, including:

- 1. Public Private Partnerships:** shared commitments and partnerships between Manchester City Council, the private and public sectors to make Manchester a thriving, zero carbon city.
- 2. Spatial Planning:** clear, long-term planning policies that ensure any buildings we build today that are not zero carbon will need to be retrofitted in the very near future. The consultation draft of the Greater Manchester Spatial Framework sets out the proposal that all new developments should be zero carbon from 2028. This draft policy needs to be reviewed in the context of Manchester and Greater Manchester's climate change commitments.
- 3. Local skills and supply chains** need to be further developed to respond to the rapidly growing demand for the expertise and products that are needed to build a zero carbon city.
- 4. Innovation Centre:** open up Manchester as a city that attracts and fosters zero carbon innovation. The Oxford Road Corridor, social housing providers and others have all provided the platform for research and innovation projects so far. We now need to extend this concept across the city and Greater Manchester to drive further innovation and roll-out of proven technologies and business models.
- 5. Devolution:** a shared commitment is needed between Manchester City Council, Greater Manchester Combined Authority and Government to enable the city and city-region to fully contribute towards the UK's climate change and clean growth commitments. Building this into successive Devolution deals to provide the powers and funding to act is key to the successful realisation of such a commitment.

# 7. Barriers, Enablers and New Policies

Working with our stakeholders has identified various cross-cutting barriers, enablers and policies that MCCB members recognise as being critical in taking forward their ambitions and the city's zero carbon ambitions more widely. At this stage we have not established a comprehensive list of barriers, enablers and new policies. The following provides an initial set to build on during 2019.

## Barriers and Enablers Identified to Date

### 1. Business Engagement, Carbon Literacy and Support

We need a comprehensive citywide programme that engages businesses, helps them to understand climate change, what it means for their organisation and then provides the necessary support and signposting to enable them to put in place and deliver their own bespoke zero carbon plans. The Carbon Literacy project's work provides a good platform and should be built on from now.

### 2. Community Engagement, Carbon Literacy and Support

We need to establish a citywide programme for communities. Beyond pilots and one-off initiatives the city currently has no systematic approach for engaging and enabling Manchester's communities and individuals to act. Again, the Carbon Literacy project, and organisations such as Groundwork, have provided some good progress in this area, but with much wider and accelerated roll-out of community engagement, support and signposting now urgently needed.

### 3. Funding and Investment

Once zero carbon plans are in place funding is needed for their implementation. In many cases projects such as energy efficiency and renewable technologies will be able to deliver a return on investment. In these cases access to funding is the barrier. Given the scale of action needed, the funding is expected to reach into the billions of pounds. We need to engage with investors and lenders that are already active in this market as well as draw on Greater Manchester's previous experience of setting up new funding mechanisms to deliver local priorities, including through community-owned renewable energy models.

### 4. New Business Models

Where zero carbon projects don't deliver a return on investment, we need to create innovative business models. Manchester has one of the largest financial and professional services sectors in the UK, plus the expertise of the two Manchester universities and their business schools. That expertise needs to be employed as a matter of urgency.

# 7. Barriers, Enablers and New Policies

## 5. Financial Incentives

Previously public policy has been used to create financial incentives to change the behaviours and investment decisions of individuals and businesses. We need to look urgently at the incentives we could introduce within our existing policy and legislative framework, and engage with Government to create new mechanisms through Devolution where they are needed.

## 6. Multi-level Policy and Governance

The commitment to zero carbon needs to be embedded across all levels of governance and policy-making, from the United Nations and international agreements, to the European Union, to the UK, to Greater Manchester, to

Manchester, and even further down to wards, communities and individual residents and businesses. This ‘multi-level governance’ is a key principle of the Paris Agreement. By embedding zero carbon within policies at all levels this will help to ensure climate change action becomes an integrated part of wider strategies for sustainable development in Manchester and cities and around the world.

The following does not set out a comprehensive list of areas policies and strategies where climate change and science-based targets need to be embedded, but it provides a starting point for further work during 2019:

### Manchester City Council

- Local Industrial Strategy – being produced during 2019
- Digital Strategy
- City Centre Transport Strategy
- Local Plan – now in the early stages of development
- Housing Strategy
- Work and Skills Strategy
- Health and Wellbeing Strategy

### Greater Manchester Combined Authority

- Greater Manchester Spatial Framework – public consultation open until 18<sup>th</sup> March 2019
- Transport 2040 Delivery Plan
- Clean Air Plan
- GM Local Industrial Strategy

### UK Government

- UK Climate Change Act Review



# 8. Working with Greater Manchester and UK Government

Manchester, Greater Manchester and UK Government have already worked together to deliver common objectives; for example on Metrolink expansion, house-building, transformation of the local healthcare system, and others. These outcomes have been possible through developing shared commitments, partnerships, policies, programmes, and the necessary funding to make things happen.

The same is true for climate change action. Across all three levels local and national Government need to come together to develop and deliver a joint programme for action, as part of the UK's wider commitment to contribute to the Paris Agreement.

## **Manchester-Greater Manchester**

At a Manchester-Greater Manchester level we need Manchester City Council, the Mayor of Greater Manchester and the other nine districts to come together and make a formal commitment to adopt and meet science-based targets.

**We call on Greater Manchester's political leaders to achieve this in time for the Mayor's next Green Summit on 25<sup>th</sup> March 2019 and then urgently put in place a clear and consistent GM-wide policy framework and work programme to enable these targets to be achieved, including any new powers and funding required from Government.**

***“Manchester's ambitious target highlights how this city is confronting this challenge head on, while seizing one of the greatest industrial opportunities of our time”***

Claire Perry MP, Government Minister for Business, Energy and Industrial Strategy, 14<sup>th</sup> November 2018 , on Manchester's adoption of science-based targets

# 8. Working with Greater Manchester and UK Government

## **Greater Manchester-UK Government**

At a Greater Manchester-UK Government level we need a new pact that will enable the city-region and its ten districts to fully contribute to UK Government's commitment to the Paris Agreement. Given the likely need for new powers and funding it is likely that a new Devolution deal provides the best vehicle for such an arrangement. This should take account of the impact that Brexit may have on local climate change action – Manchester and Greater Manchester currently benefit from millions of Euros every year to deliver

ground-breaking research, innovation, policy-development, knowledge exchange and practical action on-the-ground.

**We call on the GM Combined Authority and UK Government to establish a new programme that enables Greater Manchester and its districts to make a full contribution to the Paris Agreement and local science-based targets, including through providing new powers and funding where needed.**

# 9. Working with Other Cities

Manchester is one of thousands of cities around the world committing to and taking action on climate change. Many of these cities' efforts are being accelerated by working together with others, sharing experiences on common challenges and opportunities, and inspiring each other to raise their ambitions and accelerate their progress.

Manchester is well-placed to participate in the many initiatives that enable this kind of joint-working and knowledge exchange. Many organisations in the city have been participating in such initiatives for many years, collaborating with other European cities, sharing knowledge and making progress at a speed and quality standard that would not have been possible from working in isolation. The Triangulum project on Smart Cities, C-Change project on arts, culture and climate change, the mPower project to create clean, fair and democratic energy systems, and many others provide recent examples.

**We call on Manchester City Council to build on this previous work and, during 2019, to formally commit the city to join and actively participate in initiatives that will enable the city to share with others and accelerate our progress towards zero carbon, including through networks of UK, European and international cities.**

Options include:

## **UK:**

- Core Cities <https://www.corecities.com/> (already a member)

## **Europe:**

- Eurocities <http://www.eurocities.eu> (already a member)
- Energy Cities <http://www.energy-cities.eu/>

## **International:**

- Global Covenant of Mayors <https://www.globalcovenantofmayors.org/> (already a member)
- C40 <https://www.c40.org/>
- Carbon Neutral Cities Alliance <https://carbonneutralcities.org/>
- ICLEI <https://www.iclei.org/>

# 10. Governance and Reporting

## Our Manchester

The commitment to ‘play our full part’ on climate change is part of the Our Manchester Strategy for 2016-25. As such it is a commitment for all residents and organisations, with high-level progress overseen on behalf of the city by the Our Manchester Forum.

### Manchester Climate Change Board

The Manchester Climate Change Board (MCCB) was established in February 2018 to champion and oversee progress in relation to this commitment. The chair of MCCB is a member of the Our Manchester Forum, working to ensure that Forum members are kept up-to-date with progress, they are engaged and taking action on climate change, and that the city’s commitments are embedded across the wider Our Manchester governance structure, including the Health and Wellbeing Board, Work and Skills Board, Housing Board, and others.

MCCB is made up of representatives from the city’s public, private, academic, faith and community sectors. The Board’s draft aim and objectives are:

### Draft aim

Work with partners to create a citywide movement for action on climate change.

### Draft objectives

Work with partners to:

1. Policy and Political Decisions: support and influence policymaking and political decisions to be consistent with, the latest climate science, The Paris Agreement and stakeholders’ views.
2. Engage, influence and support Manchester citizens and organisations to take action on climate change, including through initiating and supporting new projects and programmes.
3. Honestly and transparently report and communicate the city’s progress against its climate change commitments.
4. Knowledge Sharing: share our experiences, learn from others, and contribute to a global movement of cities acting on climate change.

The Board and the Agency’s aim and objectives will be finalised during 2019.

# 10. Governance and Reporting

## **Manchester Climate Change Agency**

MCCB's work is supported by the Manchester Climate Change Agency, which shares the same aim and objectives. The Agency is a not-for-profit Community Interest Company.

## **Annual Reports**

Annual reports will include progress against the three objectives at the front of this document: carbon reduction; residents' health, wellbeing and quality of life, and; jobs, successful businesses and attracting investment. Where the city is not on track to meet its objectives, this will be clearly set out in annual reports and the necessary remedial action specified.

The Climate Change Board and the Agency's progress against its objectives will also be included in the annual report.

Annual reports will be publicly available from [www.manchesterclimate.com](http://www.manchesterclimate.com) (where reports since 2013 are also available) and promoted through an annual conference.

## **Online Communications**

Ongoing progress will also be communicated on an ongoing basis via [www.manchesterclimate.com](http://www.manchesterclimate.com), @McrClimate and other social media.

# 11. Next Steps

This draft Framework sets out Manchester Climate Change Board and Agency's approach to help Manchester meet its science-based climate change targets. The key principle is that all residents and organisations in the city ultimately need to be engaged and playing their full part.

The work to develop this draft Framework during November 2018 to February 2019 has engaged over 60 organisations that are directly responsible for approximately 20% of the city's emissions.

To address the remaining 80% the following work needs to be completed during March 2019 to February 2020, by the Board and its individual members, the Agency, Manchester City Council, and new partners yet to be engaged:

## **Organisations and sectors:**

### **Pioneers:**

- Take urgent action to reduce CO<sub>2</sub> and influence stakeholders during 2019
- Finalise organisation/sector actions plans for 2020-22
- Secure resources and prepare for action plan delivery from 2020+
- Further details are provided in Appendix 4

### **Fast movers:**

- Engage new organisations and sectors
- Support development of bespoke zero carbon organisation/sector action plans

### **Crucial contributors:**

- Establish a programme(s) to engage and support businesses to take action

# 11. Next Steps

## Residents and communities

- Establish a programme(s) to engage and support residents and communities to take action

## Transport

- Engage Transport for Greater Manchester and support the refresh of the GM Transport Strategy 2040 to help ensure it is fully aligned with Manchester's climate change targets

## Key Dates

The Manchester Zero Carbon Framework 2020-38 and Action Plan 2020-22 will draw together each of the above activities and be completed according to the following timescales:

- February-March 2019 – this Draft Framework submitted to Manchester City Council for endorsement
- February-March 2020 – Final Framework and Action Plan 2020-22 submitted to Manchester City Council for endorsement
- April 2020 – Action Plan 2020-22 delivery commences

## Urgent Carbon Reduction During 2019

Alongside the development of the Framework and Action Plan, Manchester residents and organisations also need to take action to reduce their CO<sub>2</sub> emissions during 2019. These actions can be based partly on the delivery of existing plans, but also need to include new efforts to accelerate citywide carbon reduction.

## Resources

The delivery of the above work is incredibly challenging and requires resources that are yet to be secured from within in the city and beyond. Manchester Climate Change Board and Agency, Manchester City Council and partners will work together during 2019 to secure the resources needed. Potential sources currently being explored include: local partners' contributions; Manchester City Council; UK Government; European Union (pending the outcome of Brexit), and; trusts and funds, including philanthropic contributions.

# Appendices

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# Appendix 1 – Tyndall Centre Statement

The following [statement](#) was released by the Tyndall Centre shortly after the publication of the [IPCC Special Report on Global Warming of 1.5°C](#), in October 2018:

*“Adhering to a carbon budget perspective, rather than a simple long-term goal, is essential for both 1.5°C and 2°C of warming. Although a 1.5°C carbon budget is smaller than that for 2°C, the emissions pathways for 1.5°C typically rely on planetary levels of future negative emission technologies (NETs) and very significant afforestation.*

*Our proposed mitigation framework for delivering 2°C is already very ambitious, with 15% per annum reduction in CO<sub>2</sub> emissions for GM and 13% for*

*Manchester City. If such rates are achieved, and NETs do develop and are deployed at the scales assumed in the models, then, theoretically at least, 1.5°C is possible. Consequently, we recommend initiating an immediate programme of mitigation aligned with the 2°C carbon budgets; that is annual reductions in emissions of between 13 and 15% - starting now. Then review the latest data on carbon budgets and pathways on a five yearly basis to reflect the most up to date science, as well as any changes in global agreements on climate mitigation and progress on the successful deployment, at scale, of NETs”.*

# Appendix 2 - Frequently Asked Questions

## How have varying base year's been accounted for in the Action Plan?

We have noted the period for which the most readily available data relates to, and adjusted the carbon budget to 2022 accordingly. For example, if an organisation has a base year ending 31<sup>st</sup> December 2016, they will get an additional 12 months worth of budget to 2022, compared to an organisation that has a base year ending 31<sup>st</sup> December 2017. Base year periods that do not match with the calendar year (or that are less than 12 months) will have a budget adjustment made on a pro-rata basis i.e. 3 months added if their base year ended 30<sup>th</sup> September.

## How will renewable electricity purchases and offsets be accounted for in measuring performance?

Renewable electricity purchases and offsets should be reported **in addition to** 'gross' emissions figures (i.e. emissions totals without renewables or offsets deducted or 'netted off'). This is to maintain comparability with organisations that do not make similar purchases, and also the BEIS city-level (Local Authority) emissions data, which do not currently reflect renewable purchases made by a city or Local Authority region. This dual reporting approach also follows the reporting principles of the WRI's Greenhouse Gas Protocol (Corporate Standard) and the Global Protocol for Community Scale Inventories (GPC), which sets out that both market based emissions (i.e. renewable electricity consumption purchases via a green tariff) and location based emissions (i.e. electricity consumption converted using a UK-wide grid factor) should be reported separately.

## How should acquisitions & disposals be treated when tracking performance against the budget?

In the same way as for regular organisation-wide emissions reporting. The base year (and other interim years) would need adjusting, as would the projected targets for future years. Therefore, if Company A acquired Company B in 2021, and both were based in the city boundary, Company B's emissions would need to be back-dated to the base year (2017) and the budgeted allowance re-calculated.

## Why are indirect Scope 2 emissions included under 'Directly owned and controlled' emissions' after being added to Scope 1 emissions?

We acknowledge that this is inconsistent with the Greenhouse Gas Protocol (Corporate Standard) accounting standards, to refer to these in that way. However, the intention is to better highlight where organisations have opportunity to influence their emissions (i.e. via reduced electricity consumption), and simplify terminology where possible (i.e. users may not be familiar with the various emissions scopes).

## What emissions factors have been used?

Further detail on assumptions has been included in the section below, however, in the context of the overall city's emissions, emission factors are not believed to have a material impact on the level of action required, as the overall city benchmark is the city inventory data.

# Appendix 2 - Frequently Asked Questions (cont.)

## Why have NETS been excluded / why is a 2°C budget still relevant?

Please refer to Box 1 (p11) within the Tyndall report<sup>1</sup>. An extract has been included below:

Virtually all of the 2°C scenarios within the IPCC's database include negative emissions technologies removing several hundred billion tonnes of carbon dioxide directly from the atmosphere across, and beyond, the century (20). However, there is wide recognition that the efficacy and global rollout of such technologies are highly speculative, with a non-trivial risk of failing to deliver at, or even approaching, the scales typically assumed in the models (21).

Whilst the authors of this report are supportive of funding further research, development and, potentially, deployment of NETs, the assumption that they will significantly extend the carbon budgets is a serious moral hazard (20). Ultimately, if there is genuine action to mitigate emissions in line with a "likely" chance of staying below 2°C, and NETs do prove to be a viable and scalable option, then, in theory at least, an opportunity arises for holding the temperature rise to 1.5°C. By contrast, if action to mitigate for 2°C is undermined by the prospect of NETs, and such technologies subsequently prove not to be scalable, then we will have bequeathed a 3°C, 4°C or higher legacy. As is clear from the 2°C scenarios submitted to the IPCC, the inclusion of carbon capture and storage (CCS) and biomass energy with carbon capture and storage (BECCS) include considerably more fossil fuel combustion than those without them. It is evident, that mitigation advice to government is already being influenced by assumptions about NETs, and indeed the rapid uptake of CCS, neither of which shows any sign of approaching the scales of rollout in the models.

## How does Net Zero Carbon differ from Zero Carbon?

Net Zero implies that a instrument (e.g. an offset) or technology is used to notionally subtract a carbon balance and 'net-off' against a total. Zero carbon is simply an absolute or 'direct' total within a geographic boundary.

The Tyndall Centre<sup>1</sup> define these terms as follows:

### A.2.1 Zero carbon and zero emissions

These terms would indicate that there are no direct emissions of carbon dioxide (only) or GHGs respectively, from an organisation or individual's activities. This is a strict criterion to fulfil and depends upon the boundary established for reporting.

### A.2.2 Carbon neutrality and net zero

Reducing carbon emissions and GHG emissions to zero will be very challenging for most economic sectors and some organisations will look to reductions beyond their direct reporting boundaries. The 2014 Emissions Gap Report by UNEP (28) uses the term 'carbon neutrality' to refer to a situation where global anthropogenic carbon dioxide emissions from energy, industry, and land use / land cover change (LULC) are quantitatively balanced to be 'net zero' by carbon dioxide removals. This approach could be extended to geographic or administrative areas which capture both emissions and removals within their boundaries. The idea of carbon neutrality has also been extended by organisations and individuals to include carbon offsetting relationships where the balance extends across organisational boundaries.

# Appendix 2 – Key Assumptions

## Key assumptions in emissions calculations

### Introduction

In the absence of accurate 'primary' data (i.e. data provided directly by MCCB members), loose estimates for emissions have been formed using publicly available data and by applying a number of assumptions. Less accurate estimates have been justified on the basis that:

- BEIS city level emissions data will serve as the overall annual benchmark for how much emissions reduction has taken place at the city level. Therefore what companies choose to report (or not report) won't impact this benchmark.
- As a proportion of the city's emissions, adjustments to individual organisations are likely to be immaterial. To put this in context, no single organisation contributes over 5% individually (even MHPP at circa 5% have 18 members). There is also currently a large proportion of unallocated city emissions (circa 75%).
- Relative to defining the urgent, high impact nature of actions that organisations need to take, emissions reporting for this process is a lower priority. It is the emission saving actions that will be subject to more scrutiny by the MCCB, rather than the base year figures presented in this document.
- We do of course recognise that robust measurement is an important enabler to effective management within individual organisations. We do not wish to imply that it is no longer necessary or important at that level; it is more that for this document we are comfortable with the lower accuracy (in some cases) of figures presented for the reasons above.
- We encourage and anticipate better data to feed into this process over time which will naturally replace the data assumptions used in this document.

### Key points of judgement

Common reasons that emissions figures may differ from organisation's currently reported figures include:

- **Assumptions around the City of Manchester proportion of overall footprint**  
These were often made using crude apportionment and allocation techniques using suitable proxy values such as number of offices in the boundary as a % of the total number of offices).
- **Assumptions around indirectly influenced emissions that occur in the city boundary** Also referred to as an organisation's Scope 3 emissions that occur within the City of Manchester. In the spirit of maximising action, it was deemed more appropriate to estimate *something* for this category, rather than leave blank or un-estimated completely. If omitted, figures may understate the potential level of influence that an organisation may have to bring meaningful change.

### 1. MAST

- Data based on the 2011-2016 [report](#): "5 years of cultural collaboration for a more sustainable Manchester" (which uses data reported via Julie's Bicycle).
- Estimates have been made for the 13 organisations that did not report in the 2011-2016 report, using an average of 13 that did (12 excluding the Lowry due to it being out of boundary in Salford).
- The City Council and University of Manchester (UoM) are reported separately. Broadcasters (BBC & ITV) and the Lowry are outside of the City boundary, however will be included in the process/represented in the plan.
- Indirect influence does not include emissions beyond transport to events (staff and public).
- Transport to events assumes every organisation has associated car travel of 25.78 tCO<sub>2</sub>e per year, which assumes:
  - Weekly attendance of 4 x 450 people (450 is the average capacity, of the top 4 largest emitters in the report, excluding the Lowry)
  - 60% of attendees travel 3km by car
  - Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid)

### 2. Bruntwood

- Emissions data within the direct influence and control is based on the [2017 Annual Review](#)
- Emissions data outside of Bruntwood's direct ownership and control is based on assumptions around tenant and employee transport:
  - 50,000 businesses + 650 employees apportioned to Manchester based on floorspace within the portfolio (41%) = 20,601 journeys per day
  - Assumed that 30% of these journeys are performed by car
  - Assumed distance travelled is 3km 4 times 46 weeks of the year
  - Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid)

### 3. Faith sector

- Data is based on an estimate of the number of Churches (56), Mosques (80), Synagogues (54) and Hindu Temples (4) in the city boundary (194 in total).
- Assuming an average square meterage based on capacity of building (c250m<sup>2</sup>).
- Applying an average CO<sub>2</sub> per m<sup>2</sup> (0.023482 tCO<sub>2</sub>/m<sup>2</sup>) to the total floorspace estimated.
- Average CO<sub>2</sub> based on Bruntwood's 2017 CO<sub>2</sub>e per m<sup>2</sup> (acknowledging this will be a significant underestimate for the faith sector due to lower efficiency/less frequent use etc).
- Transport assumes an average of 50 people attending per building, of which 30% drive 3km per visit, and visit for 46 weeks of the year in a car producing 162.2g/km ( which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

# Appendix 2 – Key Assumptions (cont.)

## Key assumptions in emissions calculations

### 4. Manchester NHS Foundation Trust

- Based on NHS 2015 national [data](#) reported via the Sustainable Development Unit (SDU).
- Building Energy & Commissioned outside the NHS assumed within direct ownership and control.
- Procurement and travel assumed to be indirectly influenced.
- National figures apportioned to GM based on population (4.8% of the national based on 2017 ONS data). City of Manchester is then 19.5% of GM total.
- Of procurement and travel, only 5% and 30% are assumed to occur within the city boundary respectively. This is an arbitrary assumption, in need of refinement in the future.

### 5. Manchester City Council

- Footprint focuses on estate & fleet rather than impact via policy (this role is however acknowledged, but not quantified in the figures/charts).
- Directly owned and controlled emissions figures are based on 2017/2018 MCC reported data.
- Indirectly influenceable emissions figures will be confirmed in due course by MCC.

### 6. Manchester City Football Club

- Travel figures taken from the (Draft) Example of Match/Concert Day Impact report (not publicly available).
- Energy consumption for buildings (and other sources) taken from the (Draft) Corporate Responsibility – Headlines 2016–7 (not publicly available).
- Assumed 30% of Scope 1 transport occurs within the city boundary (with the exception of Aviation where it is all assumed to be out of boundary as per the WRI GPC accounting methodology). 30% is an arbitrary assumption, in need of rebutting in the future.
- Assumed 5% of Scope 3 transport occurs within the city boundary. This is an arbitrary assumption, in need of refinement in the future.

### 7. Manchester Housing Providers Partnership

- 2015 BEIS local emissions data (domestic total) apportioned based on the GM proportion of social housing providers (21%, ONS data 2011).
- Transport assumes 80,000 households have 1 car per household, with 50% of households making at least 1x 3km trip per day. This accounts for the emissions outside of the organisations of direct ownership and control.
- Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

### 8. Manchester Metropolitan University

- 2017/18 data is used as the primary source.
- The sum of Scope 1 and 2 figures represent the Directly owned and controlled emissions.
- The sum of all Scope 3 emissions represents the Indirect supply chain and stakeholder emissions.
- 30% has been applied to the sum of all transport and supply chain Scope 3 emissions, which represents the Indirectly influenced and emissions that occur within the city boundary. 30% is an arbitrary assumption in the absence of city specific proxies.
- The split between residential & non-domestic buildings (for the pie chart) follows a 15:85 ratio as detailed in their earlier 15/16 scope 3 report [here](#).

### 9. University of Manchester

- Based on 2016/17 data.
- The sum of Scope 1 and 2 figures represent the Directly owned and controlled emissions.
- 30% of the sum of all Scope 3 emissions represents the Indirectly influenced and controlled emissions. 30% is an arbitrary assumption in the absence of city specific proxies.
- All Scope 3 'in-boundary' emissions are assumed to relate to transport with the exception of water and waste treatment (which have been allocated against 'non-domestic').

### 10. Electricity North West

- Losses and operational emissions 'Business Carbon footprint' based on 17/18 [reporting](#) (page 12), scaled to the Manchester region based on Manchester's population proportion of the North West (7% of the North West region based on 2015 ONS data).
- All indirect emissions relate to Electrical losses (totaling 520,176 tCO<sub>2</sub>e for the region).

### 11. Schools & Colleges

- Buildings emissions use EDASH report data for 17/18, for schools & colleges.
- Transport assumes 100 people per school/college, 30% of which drive 3km per day, 5 days per week, 42 weeks per year.
- Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

# Appendix 3 – Draft Manchester Business Case for Climate Change Action

Available from [www.manchesterclimate.com/plan](http://www.manchesterclimate.com/plan)

# Appendix 5 – User Guide for Organisations and Commitment To Act Template

## A guide to support organisations

A guidance document has been produced by Anthesis & The Manchester Climate Change Agency to provide further detail and support in each of the 5 stages to the process outlined on page 12.

A copy of this is available here:

[www.manchesterclimate.com/getinvolved](http://www.manchesterclimate.com/getinvolved)

## Commitment to act

If your organisation believes that the city should stay within a science-based carbon budget that is aligned with the Paris Agreement and set 2038 as the target date to become a zero carbon city, then please download the commitment

(<http://manchesterclimate.com/content/commitment-act>) or email to [info@manchesterclimate.com](mailto:info@manchesterclimate.com)

## Commitment to Act Signatories So Far

The following organisations have already signed the Commitment To Act:

- Band On The Wall
- Castlefield Gallery
- Chinese Centre For Contemporary Art (CCFCA)
- Electricity North West (ENW)
- Jonny Johnson Housing
- Great Places Housing Group
- HOME
- Irwell Valley Homes
- Manchester Arts & Culture Team (MAST)
- Manchester Cathedral
- Manchester City Football Club (MCFC)
- Manchester Pride
- Manchester Metropolitan University (MMU)



- Mosscafe St Vincent (MSV)
- National Football Museum
- Northwards Housing
- One Manchester
- Our Faith, Our Planet, (OFOP)
- Radio Reform
- Royal Exchange Theatre
- Royal Northern College of Music (RNCM)
- Southway Housing Trust
- Walton Arawack Housing Association
- Wythenshawe Community Housing Group (WCHG)
- University of Manchester (UoM)

# Appendix 6 – Aviation Emissions

## Context

On a global scale, emissions from flights are currently the second most-polluting form of transport after the diesel car. However, the projected global growth of aviation means it represents a major challenge for meeting the Paris Agreement commitments.

The more of the global and UK carbon budget that is allocated to aviation, the less we have for every other activity.

Manchester has a part to play in addressing this challenge. In 2015, 23 million passengers passed through Manchester International Airport. This figure is currently projected to double by 2050.

Manchester City Council owns a 35.5% share in the airport, it is located within the city's boundary and it drives a significant part of the local and regional economy. However, the responsibility for the airport is not Manchester's alone - people travel from Greater Manchester and across the UK to use the airport.

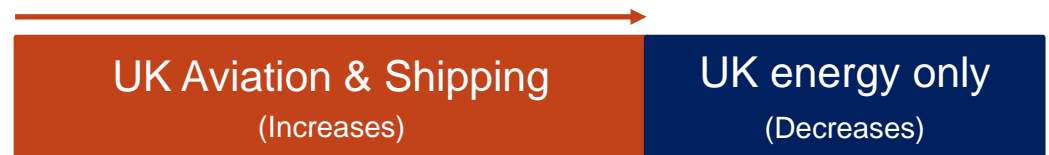
**We need Manchester Airport to be part of a national and international strategy for managing aviation emissions. We also need to discuss what contribution Manchester residents and organisations can make to ensuring that aviation emissions are managed within the context of the Paris Agreement and our own climate change commitments.**

## Manchester Carbon Budget Methodology Extract

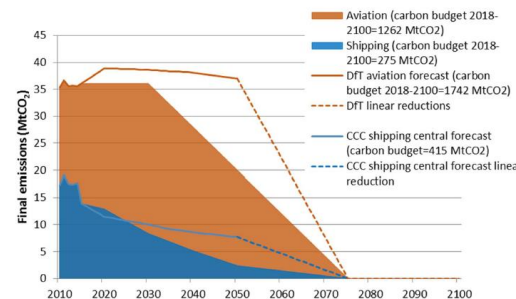


The methodology applied by the Tyndall Centre<sup>1</sup>, assumes a more optimistic aviation emissions reduction scenario than DfT projections<sup>2</sup>. This is treated separately from the UK energy budget that is then scaled down to a city level.

If a less optimistic scenario was assumed in the budget methodology, the remaining share for UK sub-regions (including Manchester) would be reduced, increasing the level of ambition and rate of annual reductions from 13% p.a by as much as 20% p.a.



UK Aviation & Shipping budget assumptions<sup>1</sup>:



Greater Manchester's emissions from flights departing 2015/16

| GM category  | MtCO <sub>2</sub> e      | %   |
|--|--------------------------|-----|
| <b>GM residents flying from Manchester:</b>          | 0.76 MtCO <sub>2</sub> e | 22% |
| <b>GM residents flying from "other" UK airports:</b> | 0.07 MtCO <sub>2</sub> e | 2%  |
| <b>Non-GM residents flying from Manchester:</b>      | 2.58 MtCO <sub>2</sub> e | 76% |

1 - Kuriakose J, Anderson K, Broderick J, McLachlan C. Quantifying the implications of the Paris Agreement for Greater Manchester [Internet]. Manchester; 2018  
 2 - Department for Transport (DfT) 2017 Baseline Central Forecast  
 3 - Figure quoted relates to Greater Manchester which is assumed to be a valid proxy.



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Available from  
[www.manchesterclimate.com](http://www.manchesterclimate.com)

# Draft Manchester Zero Carbon Framework 2020-2038

## Appendix 4: Sector and Organisation Actions

# Appendix 4

## Sector and Organisation Actions

| Sector/organisation                                | Page Number |
|--|-------------|
| 1. MAST (Manchester Arts & Sustainability Team)    | 3           |
| 2. Bruntwood                                       | 6           |
| 3. Faith Network (Our Faith, Our Planet)           | 9           |
| 4. Manchester University NHS Trust (NHS)           | 12          |
| 5. Manchester City Council (MCC)                   | 15          |
| 6. Manchester City Football Club (MCFC)            | 18          |
| 7. Manchester Housing Providers Partnership (MHPP) | 21          |
| 8. Manchester Metropolitan University (MMU)        | 24          |
| 9. University of Manchester (UoM)                  | 27          |
| 10. Electricity North West (ENW)                   | 30          |
| Key Assumptions                                    | 33          |

# MCCB member updates

## 1. Manchester Arts Sustainability Team (MAST)

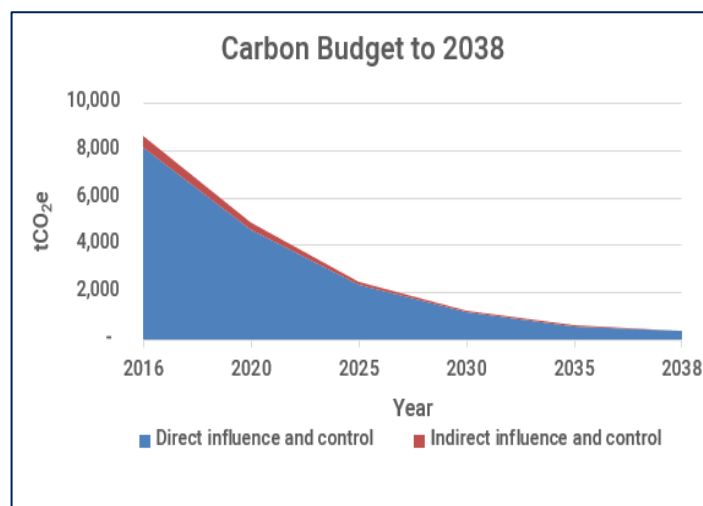
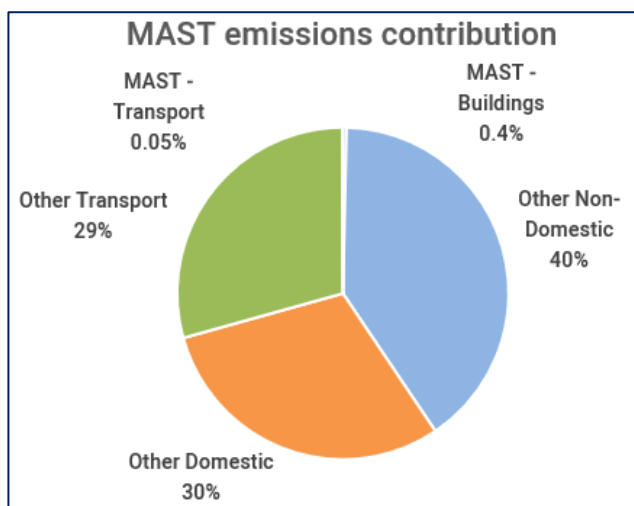


### Profile:

- The Manchester Arts Sustainability Team (MAST) is a cross-sector network of cultural and arts organisations committed to working together to reduce their environmental impacts.
- MAST has over 30 members: 7 arts centres, 2 theatres, 3 museums, 3 galleries, 2 festivals, 2 broadcasters\*, 1 music venue, 1 concert hall, 1 production company, 1 digital innovation company, 1 recycling company 1 university\*, 1 college, 1 city council\*.
- Key opportunity to influence member and attendee behaviours in addition to their own buildings/transport.

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|                       |      |                           |                          |                              |  |                          |  |
|-----------------------|------|---------------------------|--------------------------|------------------------------|--|--------------------------|--|
| Carbon Budget to 2022 |      | 32,864 tCO <sub>2</sub> e |                          | Directly owned & controlled: |  | 8,124 tCO <sub>2</sub> e |  |
| Base Year:            | 2016 | Total:                    | 8,670 tCO <sub>2</sub> e | Indirectly influenced:       |  | 547 tCO <sub>2</sub> e   |  |



Appendix 2, Item 5

\*These members are accounted for elsewhere. The City Council and University (UoM) are reported separately. Broadcasters (BBC & ITV) and the Lowry are outside of the City boundary, however will be included in the process/represented in the plan.

# MCCB member updates

## 1. Manchester Arts Sustainability Team (MAST)



### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

- MAST will develop our Roadmap to Zero Carbon commencing 14th February 2019 – this project which is supported through Arts Council England will see us develop our strategy that sees us achieving our city's ambition in the next 20 years. We will explore the leadership, capacity, engagement, long term investment in zero carbon energy alternative technologies, immediate carbon cutting measures, divestment from all fossil fuels and parts of our economy that invests in it.
- MAST directly reports to its member organisations and also to the Cultural Leaders Group chaired by the city's Director of Culture.
- Many members report environmental performance to Arts Council England through Julie's Bicycle and their IG Tool. We intend to explore a new way in partnership with Anthesis to draw this together and be able to track our sector.
- Several members are participating in the Spotlight project which focuses on larger cultural organisations and their energy management and use.
- Many members are continuing with capital investment on their estate to low energy alternatives.
- Cultural Sector Carbon Literacy rollout project during 2019.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

- MAST is working with MCC and the EU's URBACT programme to deliver a 2 year project called C-Change which will see us share Manchester's good practice with five other cities across Europe. Through this project we will develop resource exploring the sector and its response to climate change that can be shared at a global level.
- Part of C-Change will see us work with a German city that is exploring how this model can be adapted to suit their city region and we intend to apply this learning to GMCA.
- Encourage GMCA policy and cultural funding adopts robust environmental criteria for all applications and reporting.
- Continue to develop our green procurement project with the Business Growth Hub.
- To work closely with Arts Council England to explore ways to improve environmental performance of its portfolio organisations and recipients of other funding streams.
- We are working with Julie's Bicycle to bring a reconfigured Creative Climate Leadership Programme for our city.
- We will grow our network and explore ways in which to build practical knowledge and better sharing of this within the network and beyond.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

Our action 2020+ will be defined through 2019. Building on 8 years of successful collaboration which has seen significant carbon cutting and public engagement, the next part of our journey starts on the 14th February when we map where we need to go and what still needs to happen. This will enable us to prioritise immediate and longer-term action.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

- Changes in funding policy to make high levels of environmental performance mandatory on a local and national level and respond to the need for much of the cultural sector to move entirely to renewable energy.
- We will seek ways in which to build more capacity into the network.
- We will openly share the knowledge developed through C-Change and the Accelerator project locally, nationally and internationally to our sector and beyond.
- We will improve our communications strategy.

# MCCB member updates

## 1. Manchester Arts Sustainability Team (MAST)



### MAST Case Study: HOME

The HOME site achieved BREEAM (Building Research Establishment Environmental Assessment) “Very Good” which is a significant achievement for a complex new building containing many spaces with multiple functions.

HOME’s carbon footprint for energy consumption from 01 April 2016- 31 March 2017 was calculated at 348.3 tonnes CO<sub>2</sub>e, a figure that we are committed to reducing.

HOME’s aim is to be energy efficient. Their Building Management System (BMS) assists in the operating of the building, ensuring that it is continually controlled, monitored and adjusted. By remotely monitoring energy meters staff can record and consider our consumption.

Using real-time regulating of heating and ventilation systems can minimise waste and run efficiently and the Combined Heat and Power Plant (CHP) helps to reduce the carbon emissions through on-site energy generation and conversion.

<https://homemcr.org/about/policies/sustainability/our-building/>



HOME’s vision is to be a best-practice arts and cultural venue, with environmental, social and economic sustainability at the heart of everything they do. Projects include being a Platinum Carbon Literate Organisation – having trained all staff, as well as being “HOME” to two bee hives.

# MCCB member updates

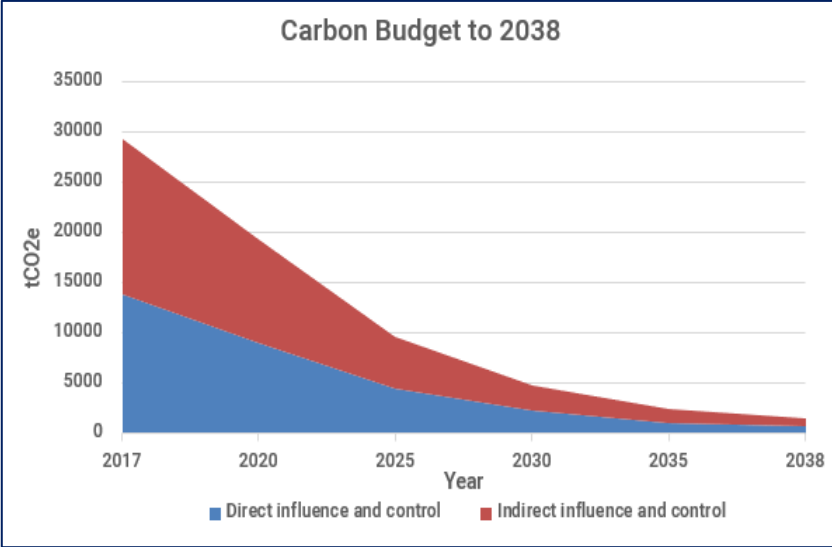
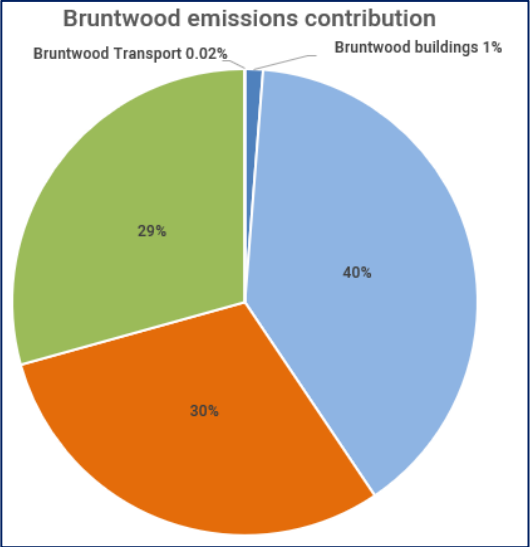
## 2. Bruntwood

**Profile:**

- Bruntwood own, let and manage buildings, workspace, and science facilities.
- They work with over 3000 businesses and own over 100 landmark properties (nationally).
- Bruntwood were the first UK commercial property company to sign the Advancing Net Zero commitment.
- Two parts of the business relevant to Manchester:
  1. Sci-Tech (property portfolio dedicated to driving the growth of the science and technology sector).
  2. Works (office space leasing to other businesses).

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|                       |                           |                              |                           |
|-----------------------|---------------------------|------------------------------|---------------------------|
| Carbon Budget to 2022 | 98,532 tCO <sub>2</sub> e | Directly owned & controlled: | 13,805 tCO <sub>2</sub> e |
| Base Year:            | 2017                      | Total:                       | 29,354 tCO <sub>2</sub> e |
|                       |                           | Indirectly influenced:       | 15,549 tCO <sub>2</sub> e |





## 2. Bruntwood

### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

- In line with our commitment to achieving net zero by 2030, we have an immediate target of achieving a 10% reduction in our carbon intensity (kgCO<sub>2</sub>e/m<sup>2</sup>) compared to our 2017/18 baseline.
- We are also introducing science based targets across the business for scope 1 & 2 emissions in April 2019 and we'll start to look at our Scope 3 emissions from June 19 onwards.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

- By publicising our own zero carbon ambitions we hope to encourage others to do the same, and we'll look to reinforce this with a series of blogs, newsletters and drop in sessions for our colleagues, customers and communities over the year.
- We are also introducing a number of carbon focused initiatives within our product offering and these will start to come on stream as the year progresses.
- Encouraging public disclosure will be key to unlocking the potential for other businesses to both commit and to act, so highlighting how organisations can get involved will be a core theme.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

- We've been working with UKGBC on our action plan for net zero and that work is nearly complete, but understanding our scope 3 emissions will be a complex and significant piece of work which is likely to last beyond 2020.
- We've engaged the Carbon Trust to work with us on all areas of the SBTi but haven't finalised timeframes for the completion of scope 3 as yet.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

- Our biggest request in terms of policy and legislation (at all levels) is that it is consistent and joined up, as the most damaging outcomes from the current fragmented and constantly changing landscape are distrust and disengagement. Given the likely levels of investment required, we need a clear operating framework which gives us a stable platform to move forward at pace.
- Sharing progress and learning will be essential to maintaining momentum and we are committed to public disclosure of progress against our emissions targets as part of our annual report from April 19 onwards. As outlined above, our action plan includes a communications strategy for sharing knowledge and insight at different levels and this will encompass all areas of our business (including our upstream/downstream supply chain) as work on our scope 3 emissions takes shape.

# MCCB member updates

## 2. Bruntwood



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### Case studies: Bruntwood Bright Building, Manchester

Bright Building was developed for Manchester Science Park (MSP), the UK's leading science and technology park, offering flexible office space.

Developed by majority shareholder, Bruntwood, the 70,000 sq ft Bright Building is the flagship building, and acts as the central hub for the entire 150-strong community of science and technology businesses within MSP.

MSP has recently achieved ISO 50001 in recognition of its energy management process. This saw it realise a 6% reduction in carbon emissions from 16/17 to 17/18 which a significant achievement in an already very efficient building.

The science and technology sector remains key to Bruntwood's aspirations for driving economic growth in the UK regions.

"We think businesses based on R&D, innovation or high value intellectual property are where the UK truly excels. That's what it says in the UK government's Industrial Strategy and that's an outlook we share." Chris Oglesby, Bruntwood Chief Executive.

The site features a £400,000 Tesla Powerpack system in a bid to move off grid.



# MCCB member updates

## 3. Faith Network – Our Faith, Our Planet



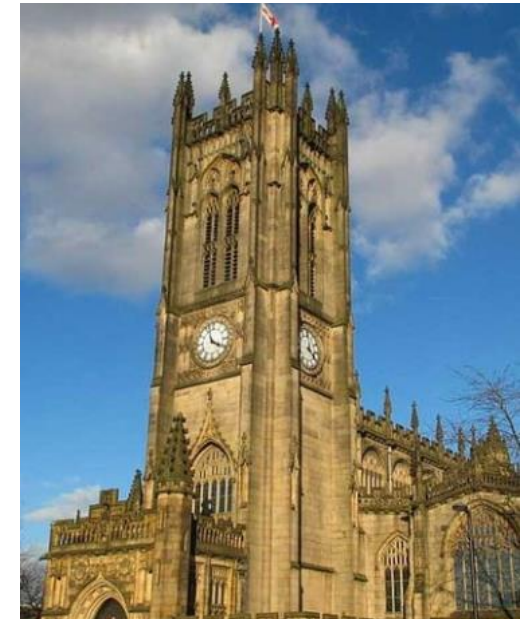
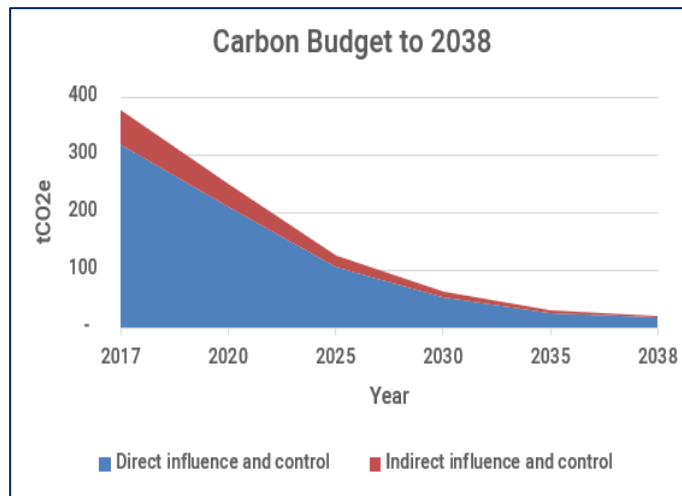
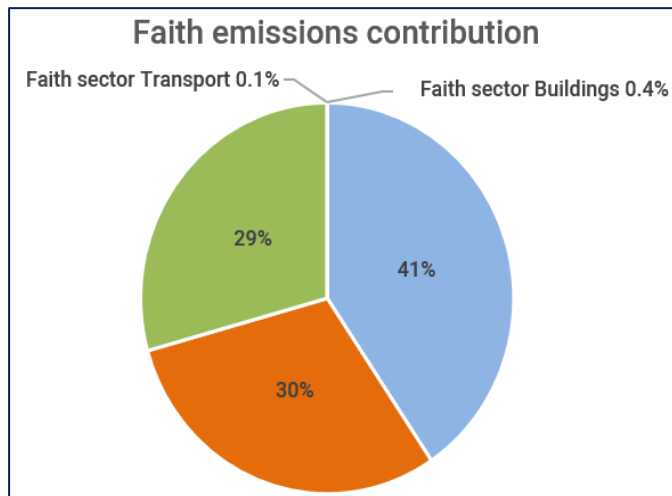
Faith Network 4 Manchester  
GREATER MANCHESTER  
FAITH COMMUNITY LEADERS

### Profile:

- There are three key groups that are relevant to engage with regards to the Faith sector:
  1. Greater Manchester Faith Community Leaders group.
  2. The Faith Network 4 Manchester (interfaith focus).
  3. The 'Our Faith Our Planet' group (climate change activist focus).
- The Our Faith, Our Planet group is made up of 10 faiths including Christian (Anglican, Catholic & Methodist), Buddhist, Hindu, Sikh, Jewish, Jain, Bahá'í and Sufi Muslim.
- Members & attendee transport emissions and behaviours (Scope 3), Buildings (Scope 1 & 2).

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|                       |                          |                              |                        |
|-----------------------|--------------------------|------------------------------|------------------------|
| Carbon Budget to 2022 | 1,284 tCO <sub>2</sub> e | Directly owned & controlled: | 317 tCO <sub>2</sub> e |
| Base Year:            | 2017                     | Total:                       | 383 tCO <sub>2</sub> e |
|                       |                          | Indirectly influenced:       | 65 tCO <sub>2</sub> e  |



Appendix 2, Item 5



# MCCB member updates

## 3. Faith Network – Our Faith, Our Planet

### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

The OFOP Group will:

- Gather together an Environmental Working Group within each Faith to act as liaison and lead on environmental and energy issues.
- Work together to baseline energy data for the buildings that incorporate the Our Faith, Our Planet Group.
- Seek capacity (resources and funding if required ) to carry out energy audits of the buildings that are using the most energy.
- Follow the guidelines within "ChurchCare" for audits and simple steps to reduce energy (<http://www.churchcare.co.uk/shrinking-the-footprint/ways-to-take-action/energy-efficiency/audit>).
- Develop a step by step approach for buildings based upon the findings of the audits (using ChurchCare or other guidance (<http://www.churchcare.co.uk/shrinking-the-footprint/ways-to-take-action/energy-efficiency>)).
- Speak / visit other Faith organisations / community buildings who have been through a similar process to learn what could work.
- Seek support to develop a Business Case for retrofitting the buildings based upon the step approach of dealing with Lighting, Heating and Renewable Energy Technologies (e.g. switching to green energy, replacing energy inefficient lighting, lagging pipework, upgrading controls, seeking insulation, upgrading boilers, installing renewable energy technologies such as Solar PV or Ground Source Heat Pumps as appropriate).

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

The OFOP Group will:

- Ask attendees/members of the Faith Community at the buildings ( such as parishioners, devotees, building users etc.) to join the Environmental Working Group so they can help.
- Provide information and talk about what we want to do, and how we are making a difference to all building users.
- Talk to the Carbon Literacy Project about how to offer Carbon Literacy to all faith networks.
- Talk to other local groups about what we want to do and how they may help ( e.g. MESS <http://marplemess.org.uk/>).
- Highlight what Faiths are doing at the Faith Leaders Group.
- Continue to hold an Annual OFOP Conferences to highlight the need for continued action on climate change.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

The OFOP Group has met a number of times and agreed a way forward. Time is now required to write a more detailed Monthly action plan for 2019/20.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

The OFOP Group needs advice on resources, including where to look for funding and resources to keep the momentum going forward.

# MCCB member updates

## 3. Faith Network – Our Faith, Our Planet



Faith Network 4 Manchester  
GREATER MANCHESTER  
FAITH COMMUNITY LEADERS



### OFOP Case study: Manchester Cathedral

Built in 1215, Manchester Cathedral dates from medieval times. Its last major refurbishment was in the 1950-60s, following bomb damage in the Second World War. The old under-floor heating system dated from the post war rebuilding era of the 1950s. In the last 5 years there have been three incidents of the heating flooding the Cathedral floor, as a result the heating output was around 60% of the levels they should be.

The Cathedral has now made a commitment to become the UK's 'Greenest' cathedral, and has undertaken number of measures to ensure this commitment is met including:

- In 2013 the Cathedral replaced the underfloor heating with ground source heat pumps that use natural energy stored in the earth to heat and cool the Cathedral.
- The building now gets 70-75% of its heating from 32 geo-thermal wells.
- In March 2015 over 4,151 bulbs (100-150 watt) were replaced with low energy 14 watt LEDs.

The Very Reverend Rogers Govender, Dean of Manchester said:

“Levels of heat are very important for both visitors and worshippers alike. The recent extremely cold winters have embarrassed the Cathedral as temperatures were unacceptably low. We’re incredibly pleased that we can carry out this work in a sustainable and responsible way, ensuring the Cathedral is fit for future.”

# MCCB member updates

## 4. Manchester University NHS Foundation Trust

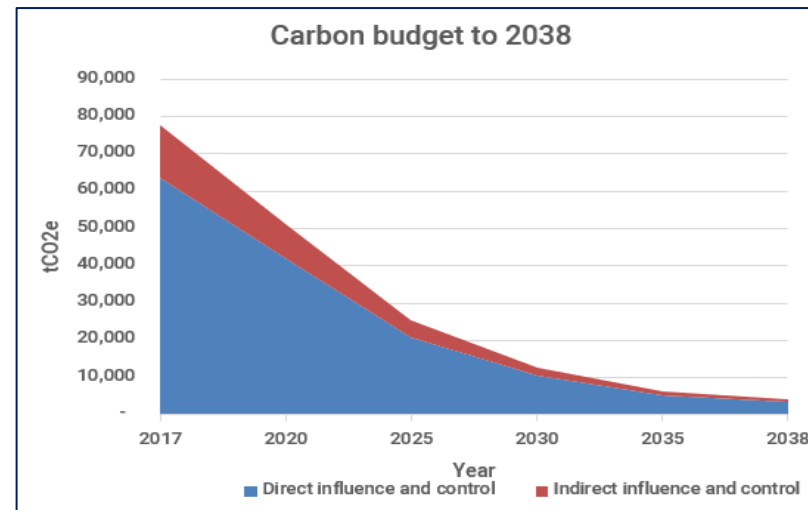
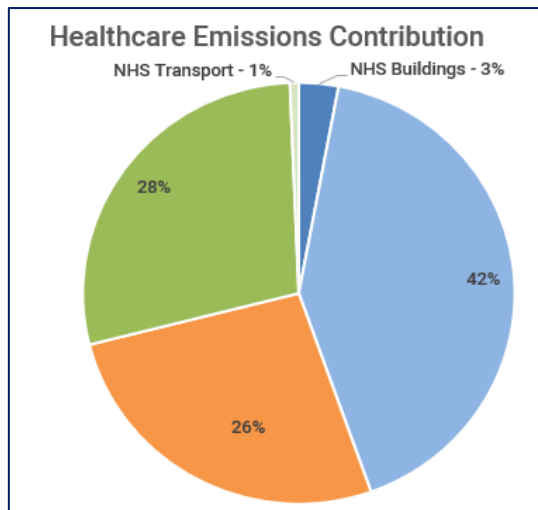


### Profile:

- There are numerous healthcare facilities across the city, in addition to NHS owned and control fleet and transport emissions associated with patients / visitors and supply chains.
- In Manchester there are 7 main hospitals plus GP and walk in clinics.
- The central Sustainability Development Unit (SDU) manage and report NHS emission data.
- Current low-carbon investment strategy is looking at CHP, LED lighting, BMS optimisation and waste.
- The NHS's footprint is directly impacted by other city sectors such as transport (air quality) and housing (social care/fuel poverty).

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|                       |                            |                              |                           |
|-----------------------|----------------------------|------------------------------|---------------------------|
| Carbon Budget to 2022 | 324,478 tCO <sub>2</sub> e | Directly owned & controlled: | 63,748 tCO <sub>2</sub> e |
| Base Year:            | 2015                       | Total:                       | 77,857 tCO <sub>2</sub> e |
|                       |                            | Indirectly influenced:       | 14,109 tCO <sub>2</sub> e |



Appendix 2, Item 5

# MCCB member updates



## 4. Manchester University NHS Foundation Trust

### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

MFT has a commitment in our Sustainable Development Management Plan to reduce our emissions by 15% by 2023 benchmarked against internal floor space and patient contact. This equates to a year on year reduction of 3% across all of our scopes. Over the next year we are planning significant projects that include: major LED lighting upgrades across all our hospitals, the construction of a new CHP (Combined Heat and Power), a new Building Management System, the installation of Solar PV panels, and the implementation of a new mass engagement programme that seeks to improve staff behaviours when it comes to energy use. We also aim to deliver a sustainable anaesthesia programme, to raise awareness of the gases used and work with staff to reduce the impact by switching to lower carbon alternatives.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

We will work closely with our FM provider Sodexo on joint initiatives to address carbon reduction. We have also developed relationships across the health and care sector to raise awareness and share best practice. We already have a well-established programme of staff engagement on sustainability which could easily be rolled out across the healthcare sector in Manchester. As an NHS Trust we are bound by very particular procurement standards and processes which mandate who we work with and who we use as our suppliers. However we work closely with the procurement team to ensure that sustainability practices are embedded within the tender processes.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

MFT has a Sustainable Development Management Plan which covers five years, running from 2018 – 2023. However this SDMP only ensures MFT reaches an 80% reduction by 2040 by following the 3% reduction year on year across all scopes. As such, there is a significant amount of work to be done to reach the zero carbon by 2038 goal set by GM Mayor. Due to the ever-changing nature of the NHS, its budgets and the size and intensity of our estate, long term planning is challenging. Support with determining how we will reach this carbon reduction target in the context of the anticipated changes will be required to inform our plans.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

Although we working hard to reduce our direct emissions, it would be an easier task if this was mandated through local or UK policy to make efficiencies. Policy changes that would be beneficial include:

- Improvement to transport infrastructure including electric (ULEV) transport across the region
- Mandated zero carbon new developments
- Locally generated renewable energy

MFT plays an active role both within Manchester and as part of the national health and social care sector which we use as a platform to share our learnings and make sure that our Trust is on target. As for the Health and Social Care sector, MFT is one of the largest Trusts, and we play an active role in Sustainability, Waste and Travel National Performance Advisory Groups, frequent and productive collaborations with various sector bodies, and we regularly attend and present at national conferences and events.

# MCCB member updates

## 4. Manchester University NHS Foundation Trust



### Case Study: Manchester University NHS Foundation Trust

Manchester University NHS Foundation Trust which includes 5 hospital sites within Manchester, has a Sustainable Development and Management Plan for 2014-2020 outlines how the Trust is investing substantial resources into carbon saving initiatives and has a 15% reduction by 2023 for its direct carbon emissions.

The Trust's site in Wythenshawe was the first NHS hospital to install biomass boilers with a capacity to reduce carbon emissions by 3,400 tonnes each year is one of the reasons why UHSM has staked a claim to the title 'Britain's Greenest Hospital'

Manchester Foundation Trust has won several awards in the NHS Sustainability Awards 2017 including Overall Winner in 2017.

[www.mft.nhs.uk](http://www.mft.nhs.uk)

The Hospital Trust is part of the "Green Impact" programme – a sustainability accreditation scheme with an awards element designed for departments and teams of staff across the Trust.

**nus**

**green impact**



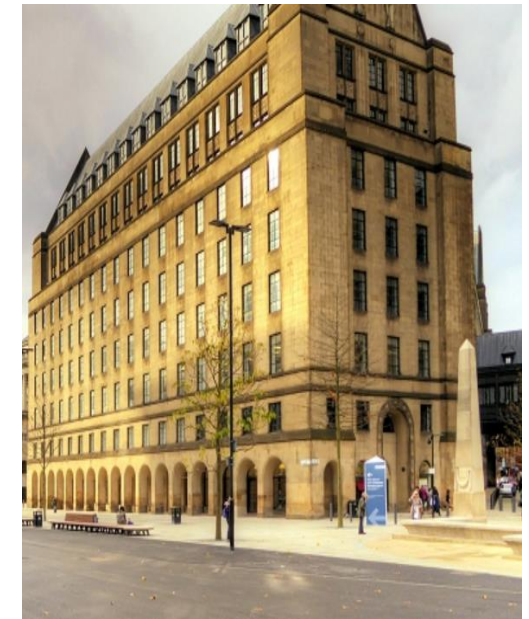
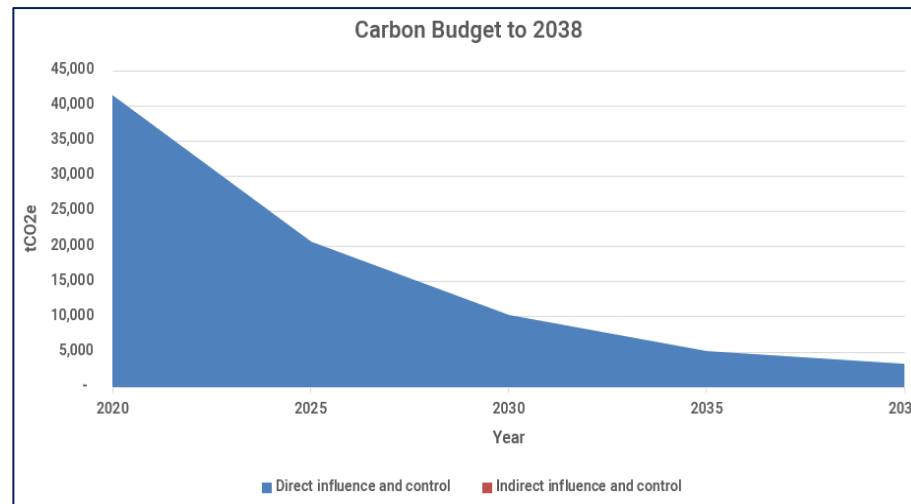
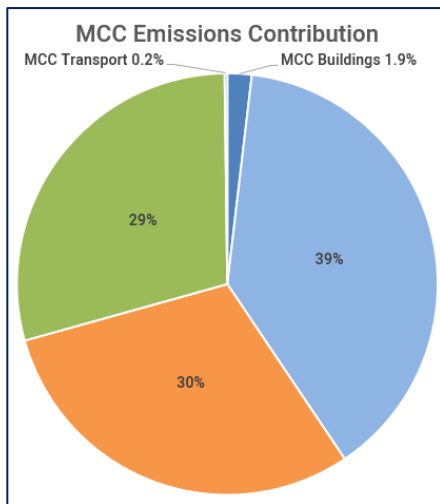
# MCCB member updates

## 5. Manchester City Council (MCC)

### Profile:

- Manchester City Council (“MCC”) have a range of direct emission sources including:
  - MCC Buildings.
  - Traffic Signalling.
  - Streetlights.
  - Transport (MCC Fleet, MCC Grey Fleet, MCC Taxis, MCC Train, MCC Air Travel, MCC Car Club, Waste Collection Fleet).
- Emissions outside of direct influence have included other public sector organisations (excluding the NHS) that are referenced via the City Council website, such as leisure centres, police and fire services (both buildings and transport).

|                       |         |                            |                              |                        |                           |
|-----------------------|---------|----------------------------|------------------------------|------------------------|---------------------------|
| Carbon Budget to 2022 |         | 160,150 tCO <sub>2</sub> e | Directly owned & controlled: |                        | 47,688 tCO <sub>2</sub> e |
| Base Year:            | 2017/18 | Total:                     | 47,688 tCO <sub>2</sub> e    | Indirectly influenced: | TBD tCO <sub>2</sub> e    |



# MCCB member updates

## 5. Manchester City Council (MCC)



### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

Between April 2019 and March 2020 we will:

- Continue to deliver the actions contained within the Climate Change Action Plan (CCAP) 2016-20 and work to achieve a 41% reduction in CO<sub>2</sub> from the 2009/10 baseline. In particular the estates transformation and rationalisation programme, the street lighting LED replacement programme and the civic quarter heat network.
- Publish our Annual Carbon Emissions Report in July 2019 to determine our progress against our 2020 target.
- Work with the Manchester Climate Change Agency to consider the best methods to engage Manchester's residents in this agenda.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

- Continue to work with and support the Manchester Climate Change Board and Agency to develop a carbon reduction plan for the whole city.
- Support the development of the GMSF which sets an ambition for all new buildings to be Zero Carbon by 2028.
- Start the refresh of the Manchester Local Plan during 2019 which will set out the development framework for the city including: density, zero carbon ambitions, pattern of land use and employment, greening and greenspace, planning and adaption.
- Further develop the social value offer within procurement/commissioning to encourage positive action in relation to zero carbon within the Council's supply chain.
- Work with TfGM to develop a transport network that encourages sustainable mobility, charging infrastructure.
- Work with housing providers on the Council's affordable housing development programme.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

In order to develop our plan from 2020 we will:

- Undertake a detailed analysis of our building stock to gain a more detailed understanding of the opportunities for energy generation, energy efficiency and any barriers to reducing emissions.
- Review all of the council activities currently included in our CCAP to determine potential opportunities and barriers to change.
- Explore funding opportunities to support our zero carbon ambitions.
- Appoint a senior officers group to develop and drive the delivery of our next 5 year CCAP.
- Develop a detailed 5 year CCAP from 2020-2025.
- Ensure that our carbon reduction ambitions are embedded throughout organisational activities and strategies such as the Local Plan and the Local Industrial Strategy.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

- Work with partners across the city such as TfGM and the GMCA to bring forward projects that will reduce carbon emissions.
- Build the technical expertise within the Council to deliver programmes.
- Seek innovative funding models and explore national and international opportunities for investment and collaboration.
- Lobby government to Accelerate the decarbonisation of the national grid and provide financial support and incentives for the deployment of green technologies to reduce emissions e.g. solar PV, domestic and commercial retrofit, electric vehicles and charging infrastructure.

# MCCB member updates

## 5. Manchester City Council (MCC)



MANCHESTER  
CITY COUNCIL



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Pupils at the school played an active role in cutting the school's carbon emissions, and the initiative is used as a key teaching aid within science, and even developing business skills across the sixth form students.

The schools pupils also made an award winning video as part of #ClimateChangeDay:

[https://www.youtube.com/watch?v=4rr\\_nf0bUZw&feature=youtu.be&fbclid=IwAR2erqPj3auvwiYYuo1EPnKPI0saeJbtfsRp25xU2edx-fw86z\\_k54U8TDQ](https://www.youtube.com/watch?v=4rr_nf0bUZw&feature=youtu.be&fbclid=IwAR2erqPj3auvwiYYuo1EPnKPI0saeJbtfsRp25xU2edx-fw86z_k54U8TDQ)

### Case Study: Parrs Wood High School PV array

Parrs Wood in Didsbury hosts one of the country's largest on-roof solar Photo-Voltaic arrays on a school. The 250KW single installation array is mounted across the school's main roof with the system totalling of 961 solar panels (260W panels) combined with four high efficiency inverters.

The solar installation has significantly reduce the school's annual electricity consumption, as well as slashing its carbon consumption by 119 tonnes per year. Based on generated power, that is enough for over 4million hours' worth of TV per year.

As part of the Solar Schools initiatives, they also installed an electric car charging point for the school, which is powered by the PV system.

The system was funded through Manchester City Council and the Solar Schools Initiative.

# MCCB member updates

## 6. Manchester City Football Club (MCFC)

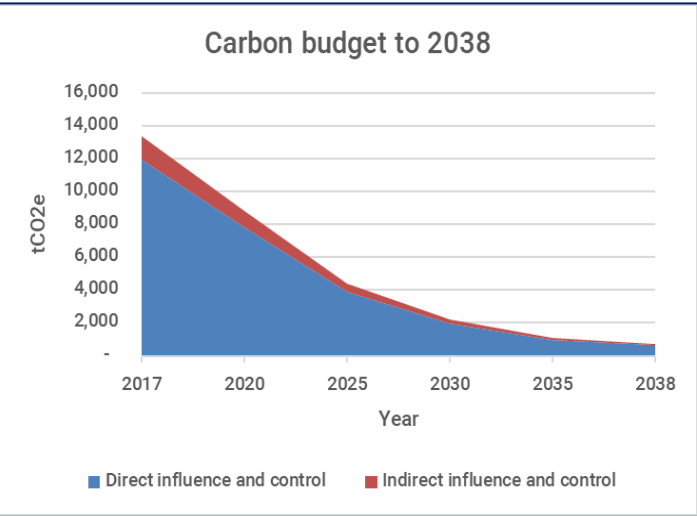
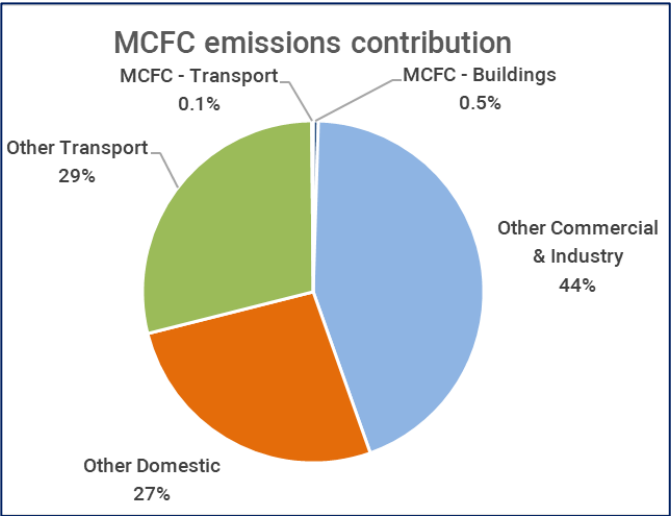


**Profile:**

- Over 30 football\* & concert events held by Manchester City Football Club over the year.
- Each event by c.50,000 people per event.
- Estate comprises of the main Etihad stadium plus a number of offices and training buildings and facilities.

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|                       |         |                                  |                              |                           |
|-----------------------|---------|----------------------------------|------------------------------|---------------------------|
| Carbon Budget to 2022 |         | 45,889 tCO <sub>2</sub> e        | Directly owned & controlled: | 11,913 tCO <sub>2</sub> e |
| Base Year:            | 2016/17 | Total: 13,387 tCO <sub>2</sub> e | Indirectly influenced:       | 1,474 tCO <sub>2</sub> e  |



\* All competitions

# MCCB member updates

## 6. Manchester City Football Club (MCFC)



**1. Urgent action 2019/20 - Your emissions:** What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

Identify and review our CO<sub>2</sub> footprint history and future and set targets for continuing reduction by the Club, it's partners and stakeholders. The Club has achieved an average year-on-year reduction by 7% since 2004 and will build on this in the coming year to further reduce the footprint through energy-efficiency, waste and packaging reductions, changes to transport options and management. We shall also consider the CO<sub>2</sub> impact of capital programme, construction and maintenance to realise reductions of 7-10% Recognise and apply scopes 1,2,3 as appropriate.

**2. Urgent action 2019/20 - Your stakeholders:** What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

Through our contracts and estate partnerships, work actively with all parties to seek joint approaches to parallel reductions, either through contractual means or by way of positive engagement. We are seeking options around energy, waste and transport in particular. As above. We shall also consider the CO<sub>2</sub> impact of capital programme, construction and maintenance to realise reductions of 7-10%.

**3. Your action plan 2020+:** What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

We have completed a draft action plan and established direction and a series of action groups based upon three strands – People; Environment; Culture which will form critical organisational policy and build on our values. Our action plan also embraces the opportunity to widen the programme across the whole Etihad Campus, subject to adoption and will actively inform the Group's actions globally.

**4. Support you need:** What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

The greatest challenge is (mass) transport and positive options – this impacts on fans mostly of which there are annual circa 1.7m journeys (each way) to the Etihad Stadium. Walking and cycling improvements and incentives, accessible and affordable public transport and positive, constructive health promotion benefits to the individual. Have already begun some discussions with TfGM and MIHP but this would benefit from a wider discussion. We can share learnings with all Campus, and evolving partner, stakeholders and with other 'campus projects' in and around the city.

# MCCB member updates

## 6. Manchester City Football Club (MCFC)



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The development of City Football Academy and the Etihad Stadium (and Campus) are significant projects and the Club recognises that whilst there has been good, credible progress with sustainability, there remains a great deal to do, with the opportunity to work closer to the wider city and city-region ambitions for a zero carbon economy.

### Case Study: Manchester City Football Club (MCFC)

MCFC has sought to respond and to work proactively in its sustainability and corporate responsibility (CR) agenda since 2004 and has made significant advances in developmental and operational efficiency, through product innovation and with responsible and sustainable local engagement.

Each year, since 2004, the Club has produced a detailed CR report which includes information about all its actions (travel, energy, water, waste, operations) to measure its CO2 footprint in order to work for continuous improvement and reduced impact.

Alongside these primary impacts, MCFC has been proactive in identifying efficiencies in energy, water and operations; in its capital development programme and in the scope of opportunity to engage local people and organisations in procurement, work, skills and learning.

Appendix 2, Item 5

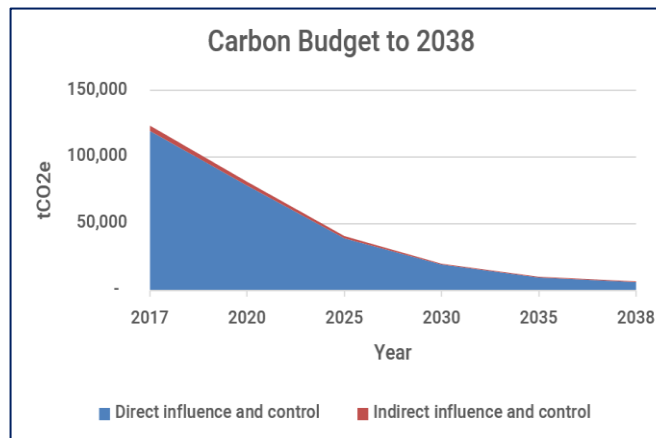
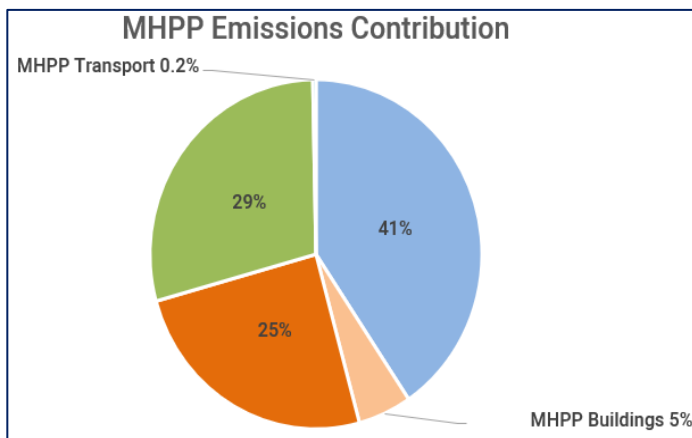
# MCCB member updates

## 7. Manchester Housing Providers Partnership (MHPP)

### Profile:

- The Manchester Housing Providers Partnership (MHPP) brings together the registered housing providers and the City Council.
- There are 18 registered housing providers that are all members with stock holdings across Manchester.

|                       |                            |                              |                            |
|-----------------------|----------------------------|------------------------------|----------------------------|
| Carbon Budget to 2022 | 529,563 tCO <sub>2</sub> e | Directly owned & controlled: | 119,910 tCO <sub>2</sub> e |
| Base Year:            | 2015                       | Total:                       | 127,019 tCO <sub>2</sub> e |
|                       |                            | Indirectly influenced:       | 7,109 tCO <sub>2</sub> e   |



# MCCB member updates

## 7. Manchester Housing Providers Partnership (MHPP)

### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

- Perform measurement activities e.g. stock condition surveys/emissions baseline, asset replacement/maintenance status, extent of carbon literacy status, explore/renew IT systems to enable greater insight & inform decisions, conduct bill monitoring exercises.
- Implement better governance mechanisms e.g. internal policy setting, review existing policy, develop new build standard, establish working group/team/ambassador, better utilise IT systems, develop clear or specific approaches/plans for asset groups/estates.
- Engage/Educate e.g. Carbon Literacy delivery, awareness raising communication, join external carbon groups, review prior projects success/challenges, hold staff events.
- Improve & establish investment plans – get sign-off on existing plans, review funds, perform capital spend review, understand funding for high rise flats, fund efficiency projects.
- Continue delivery e.g. pilot projects, waste reduction, staff travel incentives, fleet replacement/EV easing, building new builds to exceed regs, PV/storage roll out, efficiency improvement in stock & offices, green space development.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

- Align with other programmes e.g. Digitalisation, GM targets.
- Work with consultants/specialists e.g. stock condition surveys, Energy advisor to work with tenants.
- Work with other MHPP organisations e.g. share best practice, supply chain carbon literacy promotion, develop other programmes to influence supply chain.
- Influence staff travel to work.
- Tenants behaviour change & education.
- Campaigns on waste reduction & recycling increase, energy efficiency, green transport.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

- Diverse mix of plan status across the MHPP group – more mature have identified specific assets/technologies, number of properties & when, less mature need to perform further research exercises and build organisation capacity, understanding and engagement before plans can be made.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

- Knowledge sharing with MHPPs e.g. plan critique, carbon literacy promotion in procurement, opportunities & technologies, procurement opportunities, share with other forums e.g. Low Carbon Asset Management Hub, Green/Blue Strategy Groups.
- Funding e.g. Develop relationships with funding intermediaries, understand contribution from Council (if any), understand access to grants, capital support via Homes England, availability of discounted loans/mortgages for green technologies.
- Training – Carbon Literacy.
- National Government incentive certainty e.g. RHI.
- GMCA - low carbon policy development and knowledge sharing with RPs outside of the city of Manchester.
- Better MHPP accountability e.g. collective measurement & reporting progress/benchmarking, promote standard KPIs, define consequences for laggards.
- Provide better clarity of definition for zero carbon.
- Applying MHPP purchase power to reduce costs for RPs.
- Enhanced valuation mechanisms – low carbon should increase stock value but doesn't currently.



# MCCB member updates

## 7. Manchester Housing Providers Partnership (MHPP)



The University of Manchester completed a study on the development and produced an informative guide titled [“Maximising the Benefits of PassivHaus: A guide to supporting older occupants”](#)

“We already know that levels of fuel consumption and noise transmission have greatly reduced. Feedback from customers indicates that the feeling of pride in the home has significantly increased. All of these factors will drive improved levels of mental wellbeing and tenancy sustainability, to add to the social return on investment already achieved as a result of the project.”  
*Dave Williams, One Manchester.*

### MHPP Case Study: Erneley Close Retrofit

One Manchester commissioned R-GEN to reinvent two dilapidated concrete frame maisonette blocks in Longsight into low energy modern accommodation for older people, which would also be a catalyst for wider social and physical regeneration in East Manchester.

The refurbishment used ‘EnerPHit Certification Criteria’, which is a residential refurbishment criteria used for Passivhaus renovations and means the requirement for space heating and cooling is dramatically reduced.

The first three months of heating bills showed an average reduction of 90%, which given that the majority of residents are elderly and therefore tend to be at home more, is excellent.

The scheme was a finalist in the UK PassivHaus Awards 2015.

# MCCB member updates

## 8. Manchester Metropolitan University (MMU)

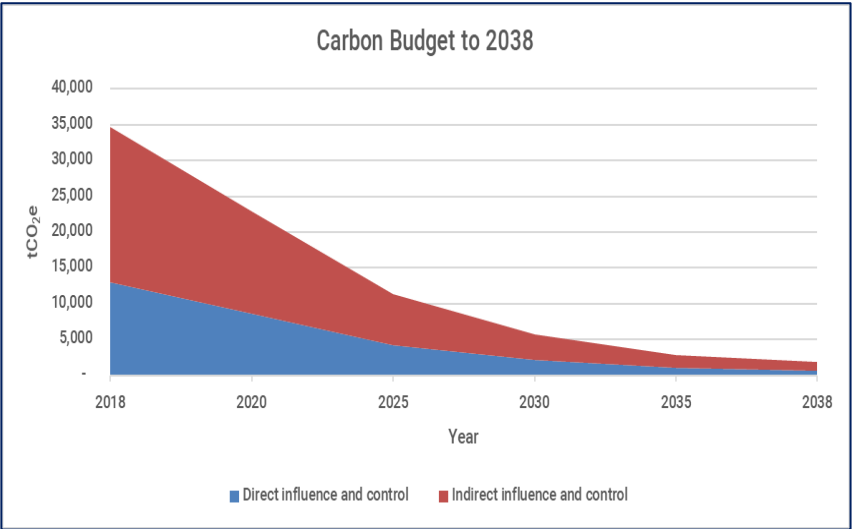
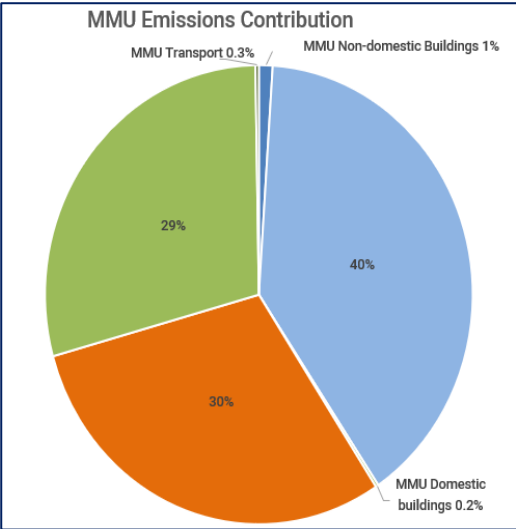


### Profile

- Manchester Metropolitan University is the sixth-largest university in the United Kingdom by enrollment (33,010 total students).
- Manchester Metropolitan University is the UK's greenest university according to the People and Planet League 2017.

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|                       |         |                            |                           |                              |  |                           |  |
|-----------------------|---------|----------------------------|---------------------------|------------------------------|--|---------------------------|--|
| Carbon Budget to 2022 |         | 101,386 tCO <sub>2</sub> e |                           | Directly owned & controlled: |  | 12,957 tCO <sub>2</sub> e |  |
| Base Year:            | 2017/18 | Total:                     | 34,701 tCO <sub>2</sub> e | Indirectly influenced:       |  | 21,774 tCO <sub>2</sub> e |  |



Appendix 2, Item 5

# MCCB member updates

## 8. Manchester Metropolitan University (MMU)



### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

Continue to work towards our 2020 objectives and targets in our Environmental Sustainability Strategy  
Develop a pipeline of energy efficiency projects for the next five years, following the completion of recent energy surveys.  
Deliver energy and carbon reduction projects using the University's Revolving Green Fund.  
Finalise the Infrastructure Masterplan, including a future energy strategy to help inform actions to progress towards the 2038 target.  
Develop a new staff and student travel plan.  
Develop a new Waste Strategy.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

Deliver Carbon Literacy programme to ~1000 students, using the Environmental Education Fund which is calculated through a self-tax on international student travel.  
Achieve Level 4 in the Flexible Framework to improve our sustainable procurement practices.  
Continue to deliver the staff and student sustainable travel projects.  
Deliver a range of sustainable engagement programmes for staff and students, including site energy tours.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

The University has an Environmental Sustainability Strategy in place which sets out a range of 2020/21 targets. We are currently at a 41.6% reduction in CO<sub>2</sub>e emissions compared to our baseline year (05/06) and are on track to achieve our 50% reduction target set out in the strategy.  
Over the next 12 months, the University will develop a new 2030 Sustainability Strategy, which will include a new set of objectives and targets.  
Secure support and funding to deliver the low/zero carbon options presented in the Infrastructure Masterplan and to develop a new Carbon/ Energy Strategy.

### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

Planning Policy- agree a timescale on zero carbon targets for both new and existing buildings. Ensure the most up to date carbon emissions factors are used in the planning approval process (Part L).  
Establish a zero carbon working group with other UK Universities, to knowledge share and coordinate Zero Carbon plans.  
Prepare an annual sustainability report to share progress.  
Share best practice with Oxford Road Corridor Partners and Low Carbon Hub Groups in the City.

# MCCB member updates

## 8. Manchester Metropolitan University (MMU)



### Case Study: Sustainable Campus MMU

By integrating environmental sustainability into every aspect of design, Birley is playing a major part in achieving Manchester Met's ambition of 'Zero Carbon, Zero Waste, Zero Waste' and Maximum Biodiversity.

The site hosts:

- The Robert Angus Smith Energy Centre uses combined Heat and Power (CHP), water storage and boiler systems to provide heating and hot water to campus.
- Boreholes supply fresh water and supply heating and cooling to the campus.
- Rainwater harvesting and collection systems reduce mains water consumption and the risk of flooding.
- Maximum use of natural daylight and extensive use of LED lighting.
- 18 electric vehicle charging points are available for public use.

<https://www2.mmu.ac.uk/birley/sustainability/>

# MCCB member updates

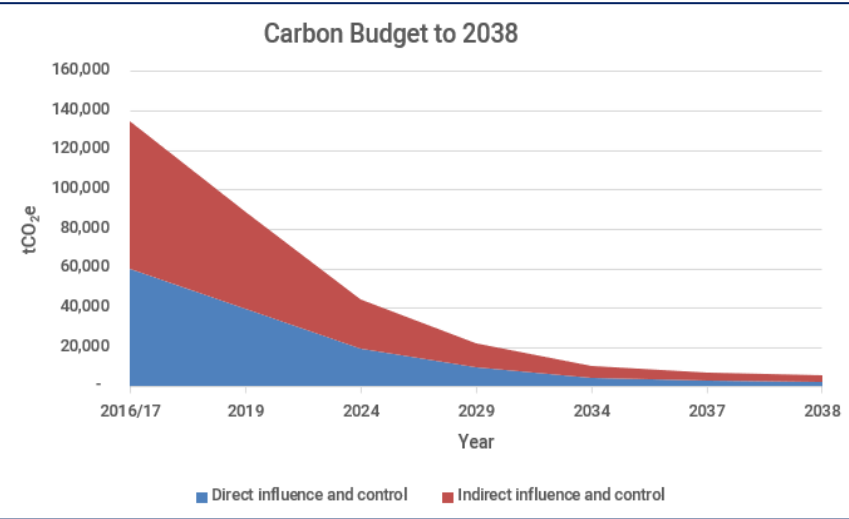
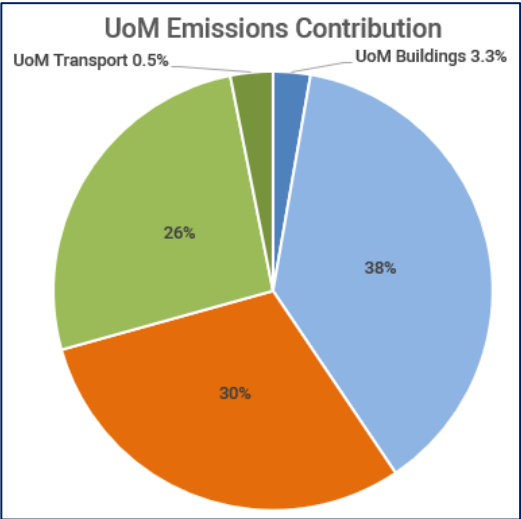
## 9. University of Manchester (UoM)

### Profile

- University of Manchester is the second-largest university in the United Kingdom by enrollment (40,490 total students).
- The University of Manchester is the largest single-site university in the UK.

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|                       |         |                            |                    |                              |                           |                           |  |
|-----------------------|---------|----------------------------|--------------------|------------------------------|---------------------------|---------------------------|--|
| Carbon Budget to 2022 |         | 453,398 tCO <sub>2</sub> e |                    | Directly owned & controlled: |                           | 63,125 tCO <sub>2</sub> e |  |
| Base Year:            | 2016/17 | Total:                     | tCO <sub>2</sub> e | Indirectly influenced:       | 74,895 tCO <sub>2</sub> e |                           |  |



# MCCB member updates

## 9. University of Manchester (UoM)

### 1. Urgent action 2019/20 - Your emissions: What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

- Deliver agreed Revolving Green Fund (RGF) energy efficiency/carbon reduction projects.
- Develop action plans to progress Energy Conservation Measures (ECMs) and carbon reduction projects.
- Work with our 400+ registered Sustainability Champions, Energy Champions, Lab Sustainability groups and 80+ Green Impact Teams to support behavioural change initiatives targeted to improve environmental performance. Work with our designated Environmental Sustainability Advisors to support delivery of environmental sustainability targets across design, construction and post-occupancy.
- Develop actions to support University target to reduce business air travel by 12% from 2014/15 baseline (83million km). Deliver infrastructure and initiatives to support an active travel programme, including installing an additional 100 cycle spaces. Plant semi-mature trees on campus. Commit to reducing single use plastics and building action plans to support this.

### 2. Urgent action 2019/20 - Your stakeholders: What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

- Launch improved software for our staff sustainability engagement programme, 10,000 Actions, alongside a comprehensive communications plan.
- Deliver Sustainability Challenge to first year undergraduates.
- Provide a programme of resilience and influencing training to our Sustainability Champions, Living Campus Champions and Energy Champions. Work with our Champions to run energy engagement programmes and monitoring the effectiveness of this through research which will inform future engagement programmes.
- Work with our Communications and Marketing Team to improve the impact of environmental sustainability messaging, both internally and externally.
- Setting on site consumption targets for Contractors to reduce on site electricity, gas, water, red diesel and waste.
- Supplier engagement tool for our supply chains to reduce emissions from procurement.

### 3. Your action plan 2020+: What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

- Developed 1,300 ECMs through series of energy audits across 110 University buildings, estimated to save 41% carbon savings with a 10 year payback. Also recognised investment needed and potential projects to support a three-year behavioural change programme estimated to deliver annual carbon savings of 1,140tCO<sub>2</sub>. Resource is needed to deliver the projects identified.
- A carbon calculator has been developed to monitor carbon, interventions and scenarios.

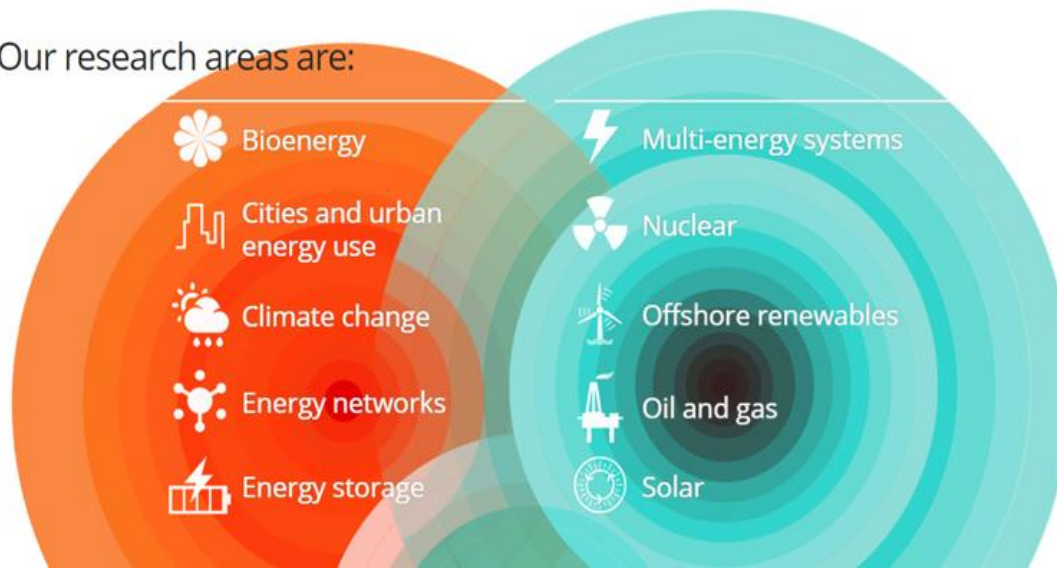
### 4. Support you need: What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

- Funding to deliver the ECMs and proposed behavioural change initiatives.
- Planning/Policies: wider national, GM, MCC and internal policy and incentives to support transition/journey to zero carbon. Feed in tariffs for renewable technologies.
- Waste: support from MCC with our residential recycling collections and associated data, single use cup tax enforcement within Manchester, mandating food waste collections for businesses.
- Sharing progress and learning: Manchester Climate Change Board member, continue to work together on corridor sustainable transport group; agreed to meet with corridor colleagues to share learning in relation to carbon and 2038 commitment; publish carbon management plan when complete; publishing new SR report 2019; build on Jan 2019 Sustainability Research Workshop and continue meetings between researchers/academics and MCC/GMCA; hosting EAUC conference 2019; and, invitation to explore options for wider engagement through the 10,000 Actions engagement platform.

# MCCB member updates

## 9. University of Manchester (UoM)

Our research areas are:



### Case Study: Manchester Energy at The University of Manchester

The University of Manchester is pioneering the energy systems of the future so that we can continue to heat our homes, light our buildings and travel. Manchester Energy brings together over 600 researchers from across the University, and supports research and education across the energy spectrum.

[www.energy.manchester.ac.uk](http://www.energy.manchester.ac.uk)

Climate change research at the University of Manchester falls under the remit of Tyndall Manchester. Tyndall Manchester undertakes world class research delivering agenda-setting insights on energy and climate change.

Professor James Thompson, Vice-President for Social Responsibility, said:

“We know that these are challenging targets, but along with our partners we are determined to fully contribute to a vitally important local project which has global repercussions.”

# MCCB member updates

## 10. Electricity North West (ENW)

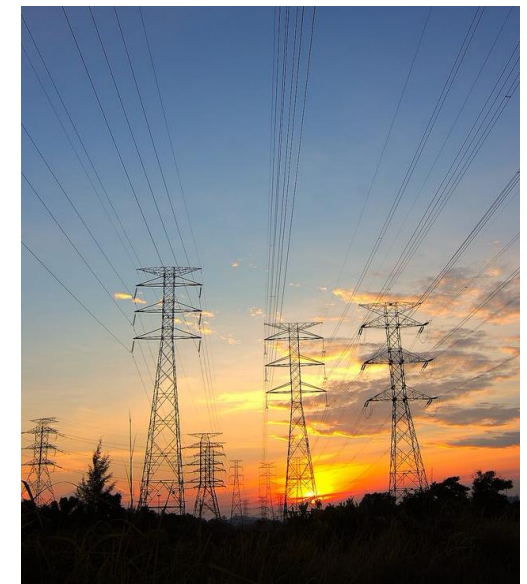
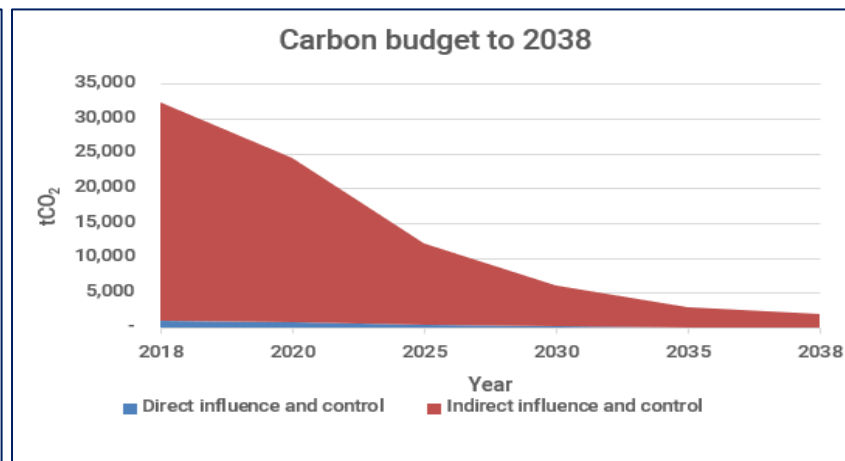
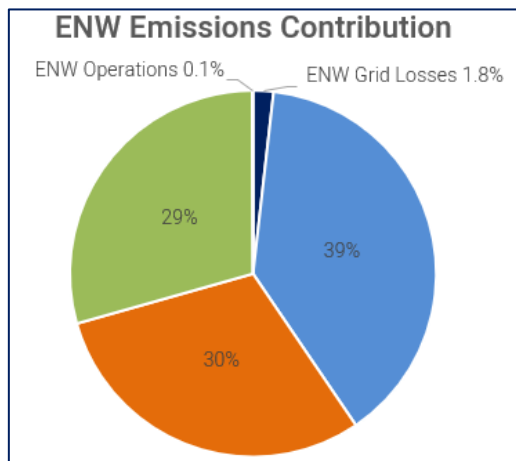


### Profile

- Electricity North West is the electricity distribution network operator ('DNO'), responsible for the administration and maintenance of the network, that distributes electricity throughout Manchester and the North West of England.
- ENW owns and is responsible for the construction and maintenance of the network that distributes electricity throughout the region. This includes the inspection and maintenance of assets which include overhead lines, underground cables, and transformers.

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|                       |         |                            |                           |                              |  |                           |  |
|-----------------------|---------|----------------------------|---------------------------|------------------------------|--|---------------------------|--|
| Carbon Budget to 2022 |         | 165,899 tCO <sub>2</sub> e |                           | Directly owned & controlled: |  | 1,442 tCO <sub>2</sub> e  |  |
| Base Year:            | 2017/18 | Total:                     | 37,854 tCO <sub>2</sub> e | Indirectly influenced:       |  | 36,412 tCO <sub>2</sub> e |  |



Appendix 2, Item 5



# MCCB member updates



## 10. Electricity North West (ENW)

**1. Urgent action 2019/20 - Your emissions:** What is your organisation/sector going to do between April 2019 and March 2020 to reduce the CO<sub>2</sub> emissions it is directly responsible for?

This year we are launching our Carbon Plan which will set out our ambition to reach zero carbon by 2038 and a new annual reduction target from 2020/21. It will include activities to drive down our carbon emissions both on our own sites and from losses on the network. Between April 2019 and April 2020 we will be investing to accelerate our carbon emissions reductions at our sites by: increasing the monitoring of energy consumption across our sites to inform our strategies and we transform and renovate one of our depots into a zero carbon exemplar building to inform the development of our energy strategy across all our sites.

**2. Urgent action 2019/20 - Your stakeholders:** What is your organisation/sector going to do between April 2019 and March 2020 to influence or support your stakeholders to reduce their CO<sub>2</sub> emissions?

We recognise our central role in enabling our customers, both commercial and residential to adopt low carbon technologies such as EVs, clean generation and carbon free heat. We will investment in new network capacity to enable this transition to take place affordably across Manchester. Our Carbon Plan contains specific initiatives to both help businesses to understand how they can affordably decarbonise their activities and to demonstrate the benefits this can bring. We will also launch several initiatives to provide a stimulus to the communities we serve to drive down their carbon emissions. Internally we will be rolling out Carbon Literacy training to all our staff and supporting our colleagues with incentives, information and advice on how to take action in their own lives.

**3. Your action plan 2020+:** What is the current position with the plan for your organisation/sector for 2020+ and what work is needed to finalise it?

Our Carbon Plan includes an initial investment of over £28 million in carbon reduction enablement, education and exemplar projects designed to drive down carbon emissions. This investment will be delivered over the next four years. In addition we are seeking funding of some £12 million to enable energy efficiency and electrical losses reduction savings. If secured, these funds will directly benefit those customers suffering fuel poverty.

**4. Support you need:** What support will you need to implement your plan for 2020+, including any changes to local, GM, or UK policy or legislation? What are you going to do to share progress and learnings?

Leadership and a sense of community are central to delivering material change in carbon emissions. We will need the support of our stakeholders both in the delivery of our plans over the next four years and in securing future funding to take this essential work forward towards zero carbon.”

# MCCB member updates

## 10. Electricity North West (ENW)



Analysis of the data generated by the project has shown that implementing these techniques can provide a reduction of up to 10% in energy consumption on the LV network coupled with a reduction in HV losses of up to 15%.

[www.enwl.co.uk/innovation/smart-street/](http://www.enwl.co.uk/innovation/smart-street/)

### Case Study: ENW SMART Street

Smart Street is the first demonstration in Great Britain of a fully centralised low voltage network management and automation system. Its new techniques optimise voltage and configuration on high voltage (HV) and low voltage (LV) networks in real time using bespoke Spectrum Power 5 software developed by Siemens.

These techniques stabilise voltage and minimise the impact of low carbon technologies.

Once voltage is stabilised, it can be lowered to increase the efficiency of electricity networks and customers' appliances and therefore deliver energy savings, a technique known as conservation voltage reduction (CVR).

The trial sites served around 67,000 customers in Manchester, Wigan, Wigton and Egremont.

# Key Assumptions

## Key assumptions in emissions calculations

### Introduction

In the absence of accurate 'primary' data (i.e. data provided directly by MCCB members), loose estimates for emissions have been formed using publicly available data and by applying a number of assumptions. Less accurate estimates have been justified on the basis that:

- BEIS city level emissions data will serve as the overall annual benchmark for how much emissions reduction has taken place at the city level. Therefore what companies choose to report (or not report) won't impact this benchmark.
- As a proportion of the city's emissions, adjustments to individual organisations are likely to be immaterial. To put this in context, no single organisation contributes over 5% individually (even MHPP at circa 5% have 18 members). There is also currently a large proportion of unallocated city emissions (circa 75%).
- Relative to defining the urgent, high impact nature of actions that organisations need to take, emissions reporting for this process is a lower priority. It is the emission saving actions that will be subject to more scrutiny by the MCCB, rather than the base year figures presented in this document.
- We do of course recognise that robust measurement is an important enabler to effective management within individual organisations. We do not wish to imply that it is no longer necessary or important at that level; it is more that for this document we are comfortable with the lower accuracy (in some cases) of figures presented for the reasons above.
- We encourage and anticipate better data to feed into this process over time which will naturally replace the data assumptions used in this document.

### Key points of judgement

Common reasons that emissions figures may differ from organisation's currently reported figures include:

- **Assumptions around the City of Manchester proportion of overall footprint**  
These were often made using crude apportionment and allocation techniques using suitable proxy values such as number of offices in the boundary as a % of the total number of offices).
- **Assumptions around indirectly influenced emissions that occur in the city boundary** Also referred to as an organisation's Scope 3 emissions that occur within the City of Manchester. In the spirit of maximising action, it was deemed more appropriate to estimate *something* for this category, rather than leave blank or un-estimated completely. If omitted, figures may understate the potential level of influence that an organisation may have to bring meaningful change.

### 1. MAST

- Data based on the 2011-2016 [report](#): "5 years of cultural collaboration for a more sustainable Manchester" (which uses data reported via Julie's Bicycle).
- Estimates have been made for the 13 organisations that did not report in the 2011-2016 report, using an average of 13 that did (12 excluding the Lowry due to it being out of boundary in Salford).
- The City Council and University of Manchester (UoM) are reported separately. Broadcasters (BBC & ITV) and the Lowry are outside of the City boundary, however will be included in the process/represented in the plan.
- Indirect influence does not include emissions beyond transport to events (staff and public).
- Transport to events assumes every organisation has associated car travel of 25.78 tCO<sub>2</sub>e per year, which assumes:
  - Weekly attendance of 4 x 450 people (450 is the average capacity, of the top 4 largest emitters in the report, excluding the Lowry)
  - 60% of attendees travel 3km by car
  - Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid)

### 2. Bruntwood

- Emissions data within the direct influence and control is based on the [2017 Annual Review](#)
- Emissions data outside of Bruntwood's direct ownership and control is based on assumptions around tenant and employee transport:
  - 50,000 businesses + 650 employees apportioned to Manchester based on floorspace within the portfolio (41%) = 20,601 journeys per day
  - Assumed that 30% of these journeys are performed by car
  - Assumed distance travelled is 3km 4 times 46 weeks of the year
  - Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid)

### 3. Faith sector

- Data is based on an estimate of the number of Churches (56), Mosques (80), Synagogues (54) and Hindu Temples (4) in the city boundary (194 in total).
- Assuming an average square meterage based on capacity of building (c250m<sup>2</sup>).
- Applying an average CO<sub>2</sub> per m<sup>2</sup> (0.023482 tCO<sub>2</sub>/m<sup>2</sup>) to the total floorspace estimated.
- Average CO<sub>2</sub> based on Bruntwood's 2017 CO<sub>2</sub>e per m<sup>2</sup> (acknowledging this will be a significant underestimate for the faith sector due to lower efficiency/less frequent use etc).
- Transport assumes an average of 50 people attending per building, of which 30% drive 3km per visit, and visit for 46 weeks of the year in a car producing 162.2g/km ( which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

# Key Assumptions (cont.)

## Key assumptions in emissions calculations

### 4. NHS

- Based on NHS 2015 national [data](#) reported via the Sustainable Development Unit (SDU).
- Building Energy & Commissioned outside the NHS assumed within direct ownership and control.
- Procurement and travel assumed to be indirectly influenced.
- National figures apportioned to GM based on population (4.8% of the national based on 2017 ONS data). City of Manchester is then 19.5% of GM total.
- Of procurement and travel, only 5% and 30% are assumed to occur within the city boundary respectively. This is an arbitrary assumption, in need of refinement in the future.

### 5. Manchester City Council

- Footprint focuses on estate & fleet rather than impact via policy (this role is however acknowledged, but not quantified in the figures/charts).
- Directly owned and controlled emissions figures are based on 2017/2018 MCC reported data.
- Indirectly influenceable emissions figures will be confirmed in due course by MCC.

### 6. Manchester City Football Club

- Travel figures taken from the (Draft) Example of Match/Concert Day Impact report (not publicly available).
- Energy consumption for buildings (and other sources) taken from the (Draft) Corporate Responsibility – Headlines 2016–7 (not publicly available).
- Assumed 30% of Scope 1 transport occurs within the city boundary (with the exception of Aviation where it is all assumed to be out of boundary as per the WRI GPC accounting methodology). 30% is an arbitrary assumption, in need of rebutting in the future.
- Assumed 5% of Scope 3 transport occurs within the city boundary. This is an arbitrary assumption, in need of refinement in the future.

### 7. Manchester Housing Providers Partnership

- 2015 BEIS local emissions data (domestic total) apportioned based on the GM proportion of social housing providers (21%, ONS data 2011).
- Transport assumes 80,000 households have 1 car per household, with 50% of households making at least 1x 3km trip per day. This accounts for the emissions outside of the organisations of direct ownership and control.
- Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

### 8. Manchester Metropolitan University

- 2017/18 data is used as the primary source.
- The sum of Scope 1 and 2 figures represent the Directly owned and controlled emissions.
- The sum of all Scope 3 emissions represents the Indirect supply chain and stakeholder emissions.
- 30% has been applied to the sum of all transport and supply chain Scope 3 emissions, which represents the Indirectly influenced and emissions that occur within the city boundary. 30% is an arbitrary assumption in the absence of city specific proxies.
- The split between residential & non-domestic buildings (for the pie chart) follows a 15:85 ratio as detailed in their earlier 15/16 scope 3 report [here](#)

### 9. University of Manchester

- Based on 2016/17 data.
- The sum of Scope 1 and 2 figures represent the Directly owned and controlled emissions.
- 30% of the sum of all Scope 3 emissions represents the Indirectly influenced and controlled emissions that occur within the city boundary. 30% is an arbitrary assumption in the absence of city specific proxies.
- All Scope 3 'in-boundary' emissions are assumed to relate to transport with the exception of water and waste treatment (which have been allocated against 'non-domestic').

### 10. Electricity North West

- Losses and operational emissions 'Business Carbon footprint' based on 17/18 [reporting](#) (page 12), scaled to the Manchester region based on Manchester's population proportion of the North West (7% of the North West region based on 2015 ONS data).
- Indirect emissions relate to Electrical losses (totaling 520,176 tCO<sub>2</sub>e for the region).

### 11. Schools & Colleges

- Buildings emissions use EDASH report data for 17/18, for schools & colleges.
- Transport assumes 100 people per school/college, 30% of which drive 3km per day, 5 days per week, 42 weeks per year.
- Average car emissions of 162.2g/km (which is an average of 2018 'average car' DEFRA factors for petrol, diesel, hybrid).

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 March 2019

**Subject:** Great Northern Warehouse Strategic Regeneration Framework Update 2019 Consultation

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

---

### Summary

This report informs the Executive of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft updated Strategic Regeneration Framework for the Great Northern Warehouse, and seeks the Executive's approval of the Framework.

### Recommendations

The Executive is recommended to:

1. Note the outcome of the public consultation on the draft updated Development Framework for the Great Northern Warehouse.
  2. Approve the updated 2019 Great Northern Warehouse Strategic Regeneration Framework and request that the Planning and Highways Committee take the Framework into account as a material consideration when considering planning applications for the site.
- 

### Wards Affected

Deansgate

| Manchester Strategy outcomes  | Summary of the contribution to the strategy  |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | <p>The comprehensive redevelopment of this site will provide a major focus for new investment within the area. The Framework will contribute towards growth in employment and economic performance of the Civic Quarter and the wider city centre.</p> <p>The Regeneration Framework will see the enhancement of a unique leisure and retail destination delivered through utilising the potential of the Great Northern Complex, which will provide a range of new employment opportunities in the city centre. The provision of additional commercial space within the Great Northern Warehouse,</p> |

|   |  |
|---|--|
|   | <p>proposed in the SRF update, will further increase the number of jobs and training opportunities delivered in the area.</p>  |
| <p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>                | <p>Development of the Great Northern Complex, coupled with Manchester Central and Castlefield Quay, will create new employment opportunities across a range of sectors through the expanded retail and leisure offer in addition to the creation of new commercial space within the area. This will attract new organisations to the city and enable the expansion of existing businesses, facilitating the creation of new jobs and training opportunities.</p>   |
| <p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p> | <p>The Regeneration Framework complements development at adjacent city centre neighbourhoods including St Michael's, St John's and First Street. The Great Northern and Manchester Central sites will augment what is a strategically important and historically significant location through the delivery of a new, mixed use city centre destination which is well-connected and distinctive. It will transform the image of the area as a visitor destination, and help to create job opportunities within the locality and the wider city centre.</p>  |
| <p>A liveable and low carbon city: a destination of choice to live, visit, work</p>                                   | <p>The SRF area benefits from excellent public transport connectivity, sitting in close proximity to Oxford Road and Deansgate Castlefield rail and Metrolink Stations. This demonstrates the area's strong public transport links, which ensure that the area and its amenities are accessible by visitors and commuters without a reliance on car usage.</p> <p>The updated SRF remains unaltered with regards to the delivery of high quality public realm space alongside new commercial and leisure amenities, which will ensure the area is a neighbourhood of choice to visit and work in.</p> <p>Sustainable design and development principles will be tested at the planning application stage.</p> |
| <p>A connected city: world class infrastructure and connectivity to drive growth</p>                                  | <p>The Great Northern benefits from the Civic Quarter's strong public transport links, as outlined above. The SRF prioritises pedestrian walkways and connectivity, which will provide residents with improved linkages to the public transport connections and surrounding city centre districts.</p> <p>The area already experiences significant annual</p>  |



|  |   |
|--|---|
|  | visitor numbers, and development of the neighbourhood's amenities will further enhance the reputation of the area as a leisure destination. |
|--|---|

**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 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 officers above.

- Report to Executive – The Civic Quarter - Framework – 21 October 2009
- Report to Executive – The Civic Quarter Regeneration Framework – 10 February 2010

- Draft Strategic Regeneration Framework – Great Northern Warehouse – December 2015 (withdrawn)
- Report to Executive – Great Northern Complex, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 2 December 2015
- Draft Strategic Regeneration Framework – Great Northern, Manchester Central and Castlefield Quay – July 2016
- Report to Executive – Great Northern Warehouse, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 27 July 2016
- Report to Executive – Great Northern Warehouse, Manchester Central and Castlefield Quay Strategic Regeneration Framework – 8th February 2017
- Strategic Regeneration Framework - Great Northern, Manchester Central and Castlefield Quay – February 2017
- Report to Executive – Great Northern Warehouse – Strategic Regeneration Framework (SRF) Update – 12 December 2018
- Draft Great Northern Warehouse Strategic Regeneration Framework Update – December 2018

## **1.0 Introduction**

- 1.1 On 12 December 2018, the Executive endorsed, in principle, the draft updated Strategic Regeneration Framework for the Great Northern Warehouse, and requested that the Chief Executive undertake a public consultation exercise in relation to it.
- 1.2 This report summarises the outcome of the public consultation on the framework.

## **2.0 Background**

- 2.1 The Great Northern Complex is a major site in a prime location within the Civic Quarter. The site covers a 2.6 hectare area (please see the plan at appendix 1) and accommodates a number of established uses including a multi-screen cinema, casino, car parking and retail/leisure uses. Notwithstanding the uses that exist within the site and recent interventions which have refreshed the leisure offer, it has generally been underutilised and represents a part of the city that has not fulfilled its potential to become a leading city centre destination.
- 2.2 In order to fully realise the Great Northern Warehouse's potential contribution to the continued growth and regeneration of the city centre, the proposals for the site should address demand.
- 2.3 An updated SRF was therefore produced in December 2018, specifically relating to the Great Northern Warehouse, in order to respond to the changes in the economic climate since the previous framework in 2017, and to continue to meet the strategic policy and regeneration objectives of the City.
- 2.4 The only update from the 2017 Framework proposed is the inclusion of additional commercial office space in place of an element of the previously envisaged residential use. The SRF update is intended to be read alongside the adopted 2017 Framework and does not seek to replace it. The update does not alter the Manchester Central and Castlefield Quay sub areas included in the 2017 SRF.
- 2.5 The delivery of additional office floor space at the Great Northern will support the city's growth trajectory, create new jobs, and support the city's drive for high calibre talent retention and job creation. In addition to the economic benefits, new commercial development will deliver significant social benefits in terms of job opportunities, training and apprenticeships.
- 2.6 Delivering office space as opposed to residential development within the listed Warehouse will require less construction interventions. The floor plans, divisions, and fit out associated with the delivery of commercial space will have a reduced impact on the Grade II\* Listed building and reveal more of its historical significance.

### **3.0 The Consultation Process**

- 3.1 Consultation letters have been sent out to 1,542 local residents, landowners, businesses and stakeholders, informing them about the public consultation, how to participate, and engage in the consultation process, and where to access the SRF document. The draft Framework was made available on the Council's website, and comments were invited on this.
- 3.2 The formal consultation closed on Monday 25<sup>th</sup> February 2018, following a six week period of consultation
- 3.3 The City Council has received three responses to the consultation on the updated Strategic Regeneration Framework.
- 3.4 Two of the responses were provided by residents, and one from a statutory consultee.

### **4.0 General Responses to the Consultation**

- 4.1 One respondent supported the principles set out within updated SRF for the Great Northern Warehouse, adding that the rationale for changing from residential to office accommodation was clear.
- 4.2 Another stated that any residential development delivered should be owner occupied to enhance the existing sense of place and shared community values within the area.
- 4.3 Previous consultation sessions held by the landowner made no mention of the space being developed as office space.
- 4.4 Delivering office space within the identified area would significantly affect the privacy of the residential accommodation directly opposite the 235 casino site on the upper floors. Whilst the original plans would have resulted in the apartments being overlooked, this issue is more pertinent when it is by an office as opposed to another residential dwelling.
- 4.5 The rationale for commercial development is unclear. There is a high level of office accommodation being built within the city centre and in close proximity to this site. Additionally, the listed Warehouse would not benefit from being stripped out to facilitate the delivery of office space.

### **5.0 Water Management**

- 5.1 Comments were received from United Utilities specifically relating to water management within the SRF area. These comments included:
  - United Utilities has water and wastewater infrastructure passing through the SRF area. These assets should form a consideration for any development within the area.

- The landowner should seek to engage with United Utilities at the earliest point to establish drainage strategies at a pre-planning application stage.
- When delivering development within the area, there will be an expectation for future applicants to provide evidence that demonstrates how this will be delivered in the most sustainable manner in relation to Surface Water Drainage and any potential Impact on Public Sewerage Systems.
- Any design of new development within the SRF area should seek to be sustainable and explore the inclusion of exemplary sustainable drainage systems, grey water recycling and green roofs that will help reduce pressure on public water supply and the public sewerage system.
- As the proposal is on previously developed land, we believe the SRF principles should set out how the redevelopment of the Great Northern Warehouse achieves a significant volume reduction of surface water discharge with no surface water discharging to the existing public combined sewerage network.
- At this early stage, United Utilities feel there is an opportunity to be very ambitious and target a significant reduction in the surface water run-off rate. Reducing the surface water discharging to the public sewer network, which will both reduce the risk of sewer flooding and reduce the pressure on combined sewer overflows across the city centre.

## **6.0 Response to Consultation Comments**

### **6.1 General Comments**

- The tenure of the remaining residential development within the Great Northern Warehouse site will be developed for private sale. Developing a strong sense of place is a fundamental component of the proposals for the site. The area already experiences significant annual visitor numbers, and development of the neighbourhood's amenities, public realm and the addition of high quality office space will further enhance the reputation of the area as a destination to live, work and visit.
- The proposal to replace the originally envisaged residential development with office space is a recent shift and therefore will not have been presented at any of the previous engagement sessions delivered by the landowner. This has formed the basis of the December 2018 SRF update and subsequent consultation.
- The detailed design and delivery of commercial space will require new planning consent which will be subject to further public consultation.
- The SRF is a high level strategy which seeks to change the proposed use of the Warehouse from residential as per the previously approved 2017 Framework, to offices. Matters including privacy and overlooking will be taken into full consideration as the detailed proposals are worked up as

part of any future planning applications which will be required before any development can be delivered.

- Delivering office space as opposed to residential development will require less construction interventions. The floor plans, divisions, and fit out associated with the delivery of commercial space will have a reduced impact on the Grade II\* Listed building and reveal more of its historical significance than residential development would.
- The city centre is the key economic driver and a strategic employment location. At present there is an undersupply of Grade A floor space. Over recent years a range of new office accommodation has been successfully developed and let within and adjacent to the Civic Quarter. Examples of these developments include No.1 & 2 St Peter's Square, No. 8 First Street and Windmill Green. It is critical to ensure a strong pipeline of high quality office space to ensure growing demand for space can be facilitated and to maximise the city's economic growth.

## **6.2 Water Management**

- The location of United Utilities infrastructure within the SRF area is noted.
- The landowner has provided a commitment to engage with United Utilities as the detailed proposals for the Great Northern Complex are developed.
- The switch from the delivering residential development set out within the 2015 approved SRF to commercial office space would not alter the significance of adopting a sustainable approach towards water management and drainage.

## **7.0 Conclusions**

- 7.1 There is significant demand within the city centre for high quality commercial space. The proposals will deliver office space within the Great Northern Warehouse alongside new leisure and retail amenities and within the setting of enhanced world class public realm. Collectively this development will play a key role in maximizing the Civic Quarter's contribution to the city centre's growth.
- 7.2 Significant demand for high quality commercial development within the Civic Quarter has been shown to exist. The introduction of commercial space within the Great Northern Warehouse will strengthen the city centre's commercial development pipeline, supporting the region's economic growth and inward investment proposition, and provide further job opportunities in the city centre.
- 7.3 The update to the Great Northern SRF has been informed by adjacent development, and aligned with neighbouring proposals. St John's and St Michael's both sit in close proximity to the Great Northern site with development at both neighbourhoods set to start in 2019, delivering a range of residential, commercial, leisure and cultural development. The mix of uses set

out within the Great Northern SRF update complements development in regeneration areas nearby.

7.4 No amendments to the draft updated SRF are proposed arising from the consultation.

7.5 Recommendations appear at the front of this report

## **8.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

8.1 The site has the capacity to create a significant number of new jobs, as well as residential and leisure opportunities. The proposals will provide new connections to surrounding neighbourhoods, providing improved access to local residents to the opportunities within the Civic Quarter. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

### **(b) Risk Management**

8.2 N/A

### **(c) Legal Considerations**

8.3 If the updated SRF is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority.

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**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 March 2019

**Subject:** Former Boddingtons Brewery Site – Strategic Regeneration Framework (SRF) Addendum

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

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### Summary

This report presents the Executive with a draft addendum report to the Strategic Regeneration Framework (SRF) for the former Boddingtons Brewery site, and requests that the Executive approve the addendum report in principle, subject to a public consultation on the proposals.

### Recommendations

The Executive is recommended to:

1. approve in principle the Strategic Regeneration Framework addendum for the former Boddingtons Brewery Site;
  2. request the Chief Executive undertake a public consultation exercise on the document with local stakeholders; and
  3. request that a further report be brought forward, following the public consultation exercise, setting out the comments received.
- 

### Wards Affected

Piccadilly & Cheetham

| Manchester Strategy outcomes  | Summary of the contribution to the strategy   |
|---|---|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | Development of the former Boddingtons Brewery site area will facilitate the delivery of substantial commercial, retail and leisure space. These uses will create a significant number of new jobs through both construction and end use. The Manchester College campus will create 500 construction jobs and provide a range of training and apprenticeship opportunities. The College will also play a key role in offering training and education within some of the city's key growth sectors. |

|   |   |
|---|---|
|   | <p>Regeneration of the area will provide a major focus for new investment, and will contribute towards a growth in employment opportunities and the economic performance of the wider city centre.</p>  |
| <p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>                | <p>The new Manchester College campus will create an innovative, sustainable and functional educational facility which will be at the forefront of education and vocational training.</p> <p>The campus will facilitate the provision of skills and learning in a range of both national and regional key growth sectors, including media, performing and visual arts, computing and digital media. In addition, the building will respond to employer and local business needs.</p> <p>Alongside the provision of the Manchester College campus, development of the former Boddingtons Brewery site will also deliver flexible commercial space, and the introduction and development of new businesses in a range of key growth sectors will support the city's drive for high calibre talent attraction and graduate retention.</p> |
| <p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p> | <p>The former Boddingtons Brewery Site SRF has been developed to align with adjacent strategic regeneration frameworks to ensure it is complementary, and takes an holistic view of a key gateway into the city centre from the north. These frameworks include the original former Boddingtons Brewery SRF (2015), Great Ducie Street, NOMA, and the Northern Gateway which will collectively transform the northern side of the city centre.</p> <p>The framework details the addition of high quality public realm space, with a primary focus on enhancing connections and routes within the SRF area and links to the city centre. This will help to ensure the area is a popular neighbourhood of choice to study, visit and work.</p>  |
| <p>A liveable and low carbon city: a destination of choice to live, visit, work</p>                                   | <p>The delivery of an educational campus alongside commercial office space and retail development will create a unique destination in the city and build on a key opportunity at the city centre's periphery.</p>   |

|  |   |
|--|---|
|  | <p>The Strategic Regeneration Framework Addendum sets out the priorities for place-making activity, including new public realm, within the specific sites included in the SRF area.</p>   |
| <p>A connected city: world class infrastructure and connectivity to drive growth</p> | <p>The delivery of a world class educational facility will serve the further education and vocational skills training needs of Manchester and the city region. The site benefits from excellent access to public transport, which will be critical in enabling students to access education provision. These strong transport links include Victoria Rail and Metrolink stations within a 5 minute walk and Shudehill Bus Interchange a further 5 minutes' walk. This aligns with the city's transport strategy, encouraging a modal shift towards more sustainable modes of transport.</p> <p>The introduction of active frontages is identified as a priority for new development across the former Boddingtons Brewery site. These uses will be of increasing importance together with pedestrian routes and key public spaces. At present the area experiences little footfall beyond those using the surface car park, however, development of the neighbourhood's amenities will see a significant increase in the number of people visiting and spending time in the area.</p> |

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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

None directly from this report.

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

None directly 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 officers above.

- Former Boddingtons' Brewery Site Strategic Regeneration Framework – April 2015
- Report to the Executive – Strategic Regeneration Framework for the Former Boddingtons Site – 3 June 2015
- Report to the Executive – Strategic Regeneration Framework for the Former Boddingtons Site – November 2015
- Report to the Executive – The Manchester College – New Campus – July 2018
- Report to the Executive - Great Ducie Street SRF – February 2018
- Report to the Executive - Great Ducie Street SRF – November 2018
- Great Ducie Street Strategic Regeneration Framework – January 2019

## **1.0 Introduction**

- 1.1 The growth and regeneration of the city centre has brought wide-ranging benefits to the city-region, and the city centre continues to play a crucial role in the long term success of the wider regional economy. The Council continues to facilitate high quality, mixed use development aimed at maintaining a balance between residential, commercial, retail and leisure uses, which in turn will ensure the long term success of the city centre as a destination of choice for those wishing to live, work, invest or spend leisure time in the city.
- 1.2 The former Boddingtons Brewery is located at a key gateway on the north side of the city centre. It represents a large strategic site that has long been a regeneration priority of the Council. The 2.75 hectare site is bounded by New Bridge Street, Great Ducie Street, Dutton Street and Francis Street and has extensive frontages on all sides. It is in close proximity to a number of key regeneration projects including NOMA, the Northern Gateway and New Victoria and also the Salford City border.
- 1.3 Redevelopment of the site presents an opportunity to create a new, mixed use and vibrant destination as part of an extended city centre. As well as commercial, leisure and residential uses, it will deliver a high quality educational campus critical to supporting the long term growth of the city and city region economy. As a gateway site, the uses, form and quality of development will also support the delivery of the aspirations for land to the north, as outlined in the Great Ducie Street Strategic Regeneration Framework which was approved by the Council in 2018.

## **2. Former Boddingtons Brewery Site – Background and Context**

- 2.1 The site has historically been used to provide surface car parking, with planning permission supporting this temporary use. For the eastern part, the temporary permission lapses in May 2019. For the western part it lapses on 21 August 2019.
- 2.2 Previous Strategic Regeneration Frameworks (SRFs) have been prepared for the whole former Brewery site in 2007 and in 2015. Since the 2015 SRF was approved by the Council, a planning application has been submitted (by the developers Prosperity) on an eastern portion of the site for 556 residential units and for 37,500 sq ft. of commercial floor space.
- 2.3 The proposals set out in both the 2015 SRF and this proposed addendum are aligned with the Great Ducie Street Strategic Regeneration Framework (November 2018), which sets out the aspiration to develop a mixed use neighbourhood including commercial development, new city centre homes, a multi-storey car park, new active frontages comprising retail and leisure uses, and high quality public realm to transform the environment, and improve pedestrian connectivity.
- 2.4 The proposals are not intended to be a comprehensive revision of the 2015 SRF document and so are presented as an addendum to the SRF. The SRF

addendum is intended to be read alongside the approved 2015 Framework and does not seek to replace it.

### **3.0 Former Boddingtons Brewery SRF Addendum**

- 3.1 This 2019 SRF addendum addresses the opportunity that has arisen for the Manchester College to build its new city centre campus on the site. This follows the report to the Executive in July 2018, which set out plans for the Manchester College to develop a new city centre campus as part of their 2017 – 2022 Estates Strategy. It promotes educational use on the western part of the site, principally to form the new Manchester College Campus. The campus forms a critical part of the College's estate strategy, and will make an essential contribution to the delivery of the skills strategy for the city and the city region. The proposals within the amended SRF are in line with the College's Estates Transformation Fund, and will support the achievement of its objectives including maximising the potential of the site.
- 3.2 Ownership of the 2.75 hectare site comprises: Manchester College 1.36 hectares; Prosperity 1.13 hectares; and Deansgate Securities 0.26 hectares. The College took legal ownership of the majority of the western part of the site in February 2019. This excludes the site identified in the 2015 Framework for a multi-storey car park (MSCP) and land identified for extensive public realm, linking to Trinity Way that formed part of Prosperity's recent planning application.
- 3.3 The new Manchester College campus will create an innovative, sustainable and functional educational facility which will be at the forefront of further and higher education provision in the UK. It will deliver creative curricula such as media, performing arts and visual arts, computing and digital media, and provide commercially recognised business and professional courses responsive to local business needs and the service industries.
- 3.4 The delivery of a world class educational facility will serve the further education and vocational skills training needs of Manchester and the city region. The site provides excellent access to a range of public transport facilities, critical to enabling students to access education provision. The location will facilitate partnership working between the college, its staff and students and city centre employers. This is seen as essential to the future enhancement of work relevant skills that are essential to the continued, sustainable growth of the city region economy.
- 3.5 Within the College's strategy, around £100 million of construction expenditure will create approximately 500 construction jobs, and provide training and apprenticeship opportunities. The College will deliver programmes to support these opportunities which will be targeted at Manchester residents.
- 3.6 The consolidation of the Manchester College's campus would facilitate the release of their surplus sites elsewhere in the city, which could provide land for new homes across a range of values and tenures; as well as the potential to provide office, hotel and other uses as part of mixed-use schemes. These

surplus sites will also provide opportunities for community infrastructure including new school places and enhanced sports facilities.

3.7 The 2015 SRF identified the potential to provide a multi storey car park on the site. This position is not impacted by this addendum. The preferred location remains on the northern part of the site with access from Francis Street. This is an essential component of the SRF and will be required to service the Old Brewery Gardens residential development, as well as to offset the loss of surface parking on the site which is currently well used by commuters and shoppers.

3.8 The proposals above are consistent with the SRF in that:

- The development of the College campus will provide jobs in a highly accessible location;
- The campus will make a much broader economic contribution, playing a key role in the delivery of the GM Skills Strategy, supporting economic activity and growth and helping local people to access the new employment opportunities being created in the city;
- The campus will provide access to a wide range of facilities including theatres and restaurants available to the community beyond students and staff;
- The commitment to provide high quality public space is maintained;
- The desire to provide car parking spaces is maintained. These will be modern, fit for purpose spaces, supporting the Council's city centre car parking strategy; and
- There is opportunity, subject to the College's long-term plans, to support the development of further higher quality residential units (and/or other commercial uses) to meet continuing strong demand in the city centre.

#### **4.0 Delivery and Phasing**

4.1 Redevelopment of the whole of the former Boddingtons Brewery site needs to be achieved comprehensively in line with the principles of the 2015 SRF. The eastern part of the site will be developed for residential use by Prosperity. The Manchester College will deliver its new campus on a phased basis. Reality Estates will continue to be responsible for the delivery of the multi storey car park.

4.2 The Manchester College campus will be built in two phases. The College has secured commitment to deliver the first phase. Phase 2 will follow this subject to both demand and in part, funding support. As illustrated within Appendix 1 (figure 1), phase 1 is located on the southern end of the SRF area, bound by Great Ducie Street and Trinity Way, with phase 2 positioned to the north of but

adjacent to phase 1.

- 4.3 If the College does not require all of the land being acquired, alternative uses will be brought forward in due course, in line with the 2015 SRF. These could include residential, hotel, commercial or car parking uses, all of which are appropriate uses. The remainder of the site will be properly laid out prior to redevelopment, and could be subject to temporary uses as set out in paragraph 4.5.
- 4.4 The first phase of campus delivery will consist of 215,000 sq. ft., with phase 2 expected to include a further 107,600 sq. ft., dependent on the College's longer term needs and requirements. It is anticipated that the College building will be between 6 and 8 storeys, lower than the buildings shown on the illustrative 2015 SRF.
- 4.5 It is important that the building offers a secure and welcoming environment for students and the intention is that some private space will be created at the heart of the new campus. Early iterations of the design have looked at creating a college building arranged around a central courtyard, or atrium, which will provide a secure space within which learners can gather and socialise. Access to amenity spaces on the roof of the College buildings will also be considered, although the design of these spaces will need to be carefully thought through in relation to both the privacy of adjacent residential developments and the safeguarding of College students.
- 4.6 The first phase of College development will be located to the south western edges of the Boddingtons SRF site, improving the Great Ducie Street and New Bridge Street frontages. The entrance to the College campus will be located on the New Bridge Street/Great Ducie Street corner of the site, connecting to the major public transport hubs. The proposed site design provides an opportunity to create a distinctive identity for the College, positioned on a major approach to the city centre. This will provide the opportunity to maximise potential 'shopfronts' on Great Ducie Street and New Bridge Street and create active frontages occupied by the College's training restaurant and hair and beauty salon.
- 4.7 With a phased approach to development expected, the College may promote temporary uses on part of the site, including a continuation of the current car parking uses. There is also potential for "pop up" or other short-term uses.

## **5.0 Public Realm and Connectivity**

- 5.1 The SRF addendum supports the provision of high quality public space, consistent with the 2015 SRF. The College campus offers a unique opportunity to provide something new, and bringing a mix of learners into the city centre. It is vital that the design of the public realm within the area reflects this, creating a distinctive destination and 'sense of place'.
- 5.2 Linking a landscaping scheme that creates a positive and welcoming character, with a site wide public realm strategy to create spaces that can be



used by learners, residents and visitors to the area, will be critical. This approach will create an environment attractive to students as well as residential and commercial occupiers.

- 5.3 The College building will have a considerably larger footprint than the office and residential buildings shown in the 2015 SRF, which does have an impact on the public realm proposals. The overall provision of public spaces across the whole site is shown in Figure 2 (Appendix 1). It is estimated that there is scope to provide some 0.8 hectares of public open space, which compares with the approximate 1.1 hectares indicated by the 2015 document. Wider public access will be provided by the College campus to offset this. Phase 1 of the College development includes a central courtyard, which will be publically accessible to those attending events and performances.
- 5.4 However, the SRF addendum proposes setting the College building back from Great Ducie Street, creating a widened 'plaza' which acts as an entry point not only for the College but for the SRF area as a whole. This new public space will help to deliver the ambitions of the Great Ducie Street SRF - to create improved pedestrian links east to west from the River Irwell to the River Irk via a network of high quality public spaces. It provides an arrival and orientation point for pedestrians approaching the site from the city centre/Victoria Station underneath the railway viaducts along Victoria Street. New pedestrian routes will connect this public space directly to new public spaces alongside the River Irwell, and at the heart of the former Boddingtons SRF area, and from there, via the tiered steps approved as part of the Old Brewery Gardens residential scheme, to Dutton Street and to potential new public spaces further to the north west around Park Place proposed under the Great Ducie Street framework.
- 5.5 Development will retain the focus of introducing high quality frontages with attractive uses to encourage full integration of the SRF area with the rest of the city centre.

## **6.0 Conclusions**

- 6.1 The 2015 Boddingtons SRF, the addendum to this framework and the Great Ducie Street SRF, all seek to create opportunities to deliver a range of complementary uses that will combine to create a distinctive neighbourhood, with a clear sense of place, activated during the working day, evenings and weekends.
- 6.2 The new Manchester College city centre campus will significantly increase the scale and quality of learning provision, with an increased emphasis on key growth sectors. By 2024/25, across the whole of the modernised Manchester College estate learner numbers will have increased to: 6,400 16-18 year olds; 6,600 adult learners; and 2,000 higher education learners. This will need a consequent increase in capacity in the Post-16 sector, to accommodate the growing number of school children in the City, many of whom are now half way through high school. Over a ten year period the impact on the economy of this additional provision will be central to Greater Manchester delivering

sustainable economic and employment growth.

6.3 Subject to the agreement of the Executive, the draft former Boddingtons Brewery SRF addendum will be subject to public consultation. The outcome of the consultation will be reported to a future meeting of the Executive.

6.4 Recommendations appear at the front of this report

## 7.0 **Key Policies and Considerations**

### **(a) Equal Opportunities**

7.1 The site has the capacity to create a significant number of new jobs, both through construction and end use. The proposals will provide new connections to surrounding neighbourhoods, providing improved access to the opportunities within the city centre. In addition, there is a commitment to ensure that design standards throughout the development will comply with the highest standards of accessibility.

### **(b) Risk Management**

7.2 N/A

### **(c) Legal Considerations**

7.3 Subject to Executive approval, a further report will be brought forward after the public consultation exercise, setting out the comments received and any changes to the final version of the SRF addendum. If the SRF addendum is approved by the City Council, it will become a material consideration for the Council as Local Planning Authority, alongside the original 2015 Strategic Regeneration Framework.

**Figure 1:** Former Boddingtons Site Showing Phases of College Development, Extent of Public Realm and Site of Proposed Multi-Storey Car Park



Figure 2: The range of public space and public realm across the whole of the Former Boddingtons Brewery Site



**Manchester City Council  
Report for Resolution**

**Report to:** The Executive – 13 March 2019

**Subject:** The adoption of the Unite Construction Charter by Manchester City Council

**Report of:** City Treasurer

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**Summary**

To incorporate into the Ethical Procurement Policy the Unite Construction Charter and any other revisions necessary.

**Recommendations**

The Executive is recommended to:

1. agree to the Unite Construction Charter being included within the appendices of the Ethical Procurement Policy and the inclusion of the additional wording to section 6 of the policy as detailed in this report; and
  2. request that the Chief Executive signs the Charter on behalf of the Council to enable it to be incorporated into the Ethical Procurement Policy.
- 

**Wards Affected:**

All

| <b>Manchester Strategy outcomes</b>   | <b>Summary of the contribution to the strategy</b>   |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | The Council is committed to improving engagement with Small – Medium organisations, voluntary sector and charitable organisations, and where appropriate tenders will be adapted to their needs, particularly with regard to dividing large contracts into lots, in accordance with the Public Contract Regulations 2015 |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | Provide better Health and Wellbeing for Manchester residents through promotion of fair working conditions, better training opportunities and sustainable economic growth.  |

|  |  |
|--|--|
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities | The Council favours an asset based approach which looks at the uniqueness of people, their potential skills, assets, relationships and community resources. This approach concentrates primarily on what is important to people, what they want to do, and the strengths and nature of their social networks. This underpins wider Council priorities of building self-reliance and strengthening communities. |
| A liveable and low carbon city: a destination of choice to live, visit, work                                   | The supplier, service provider and contractor endeavour to purchase through suppliers and contractors who are continuously working at improving labour and environmental standards in the supply chain.  |
| A connected city: world class infrastructure and connectivity to drive growth                                  | Through commissioning and procurement activities this will promote Manchester as an attractive place to work by securing wider benefits and improvement to the lives of people in Manchester and the environment.  |

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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.

None

## 1.0 Introduction

- 1.1 Unite Union contacted Manchester Council as part of their campaign to contact all Council/Group Leaders across the country regarding their Construction Charter, seeking support to have these terms nationally agreed as minimum standard in any local authority procurement policy.
- 1.2 The Charter, included as an appendix, to this report recommended for signing by Manchester City Council has been amended by agreement with Unite Union to allow more flexibility in the application of the charter relating to the nature of the work requiring specialist skills and experience including work on listed and heritage buildings/assets.

## 2.0 Construction Charter

- 2.1 The Charter contains many beneficial clauses including essential points on Health and Safety, standards of work, apprenticeship training and the implementation of appropriate nationally agreed terms and conditions of employment.
- 2.2 The Charter applies to contractors, sub-contractors and their supply chain engaged on construction projects awarded by a local authority.
- 2.3 By approving and including the Charter in the Council's Ethical Procurement Policy contracts between the Council and contractors in the construction industry will be strengthened. This Charter also aligns itself to the modern slavery and Human Trafficking which is referred to in the Council's Ethical Policy.
- 2.4 It is recommended that the following wording is included in the [Ethical Procurement Policy](#) under Section 6 Responsible Supply Chain:  
  
*“As a local authority we are responsible for the procurement of a multitude of construction projects. It is therefore appropriate that we as a responsible Council have signed up to Unite's Construction Charter in order to achieve the highest standards in respect of direct employment status, health & safety, standard of work, apprenticeship training, and appropriate nationally agreed terms and conditions of employment. A link to the full construction charter that the Council have signed up to can be found in the appendix to the policy.”*

## 3.0 Recommendations

- 3.1 The recommendations are set out at the beginning of the report.

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## CONSTRUCTION CHARTER

As a Local Authority we are responsible for the procurement of a multitude of construction projects. It is therefore appropriate that we as a responsible client enter into this agreement and commit to working with the appropriate trade unions, in order to achieve the highest standards in respect of; direct employment status, health & Safety, standard of work, apprenticeship training and the implementation of appropriate nationally agreed terms and conditions of employment. The following shall be a requirement for all contractors and their supply chain engaged by this Authority: -

1. All parties recognise that the highest level of compliance with current HMRC regulations must be achieved where public funds are utilised. It is therefore a requirement that all operatives are directly employed on a PAYE basis under a contract of employment unless the nature of the work requires specialist skills and experience including work on listed and heritage buildings/assets, etc. Whilst it is recognised that on an exceptional basis the use of an intermediate payroll company may be required, an over reliance on this form of staff engagement is prohibited.
2. Health and Safety of workers on all of our construction projects is paramount. It is therefore a requirement that all contractors rigorously implement and adhere to our minimum standards for health and safety, as set out in our procurement documents. In addition we require all contractors to provide quality welfare facilities fit for purpose in accordance with the Construction Design and Management Regulation of 2015.
3. It is a recognised fact that the presence of trade union safety representatives significantly improves safety in the workplace. Contractors and their supply chain are required to work collaboratively with the appropriate trade unions to identify and implement reasonable real-world initiatives.
4. The Authority requires all projects to be completed to the highest standard, so as to meet the aspirations of the residents of this Authority. In order to achieve this it is recognised that it is necessary that all workers are competent and have the appropriate level of skill to carry out the work they are employed to do. To assist in the achievement of this goal the Authority's contractors and their supply chain will ensure they retain documented evidence that all workers are competent to carry out the work they have been employed to do. They will ensure that such evidence is retained in a way as to allow the Authority or its nominee's to audit the documentation. Possession of the recognised industry skills / grade card such as JIB or CSCS will be considered acceptable evidence
5. The Authority is mindful of the industry skills shortage and the need to address this through appropriate apprenticeships, including adult training in up skilling. The

Authority's contractors and supply chain will in consultation with the Authority and other interested parties develop and implement a programme that addresses the skills shortage and provides training opportunities to local residents.

6. The Authority recognises the right of all construction workers to be employed under and to be protected by the appropriate national industry collective agreement. The Authority supports full compliance with all appropriate national agreements applicable to the construction industry.
7. All contractors and their supply chain will accept the right of any trade union that is a signatory to an appropriate national agreement, to appoint shop stewards, workplace health & safety representatives and Union Learning Reps. All trade union accredited representatives will be granted appropriate time and facilities to carry out their responsibilities.
8. The Authority, its contractors and their supply chain are committed to a fair and transparent recruitment policy. All contractors and their supply chain will actively ensure that the engagement of labour is based on the individual's ability to meet the needs of the project and the specific tasks for which they are recruited to undertake.
9. The Authority its contractors and their supply chain agree it's not acceptable for anyone to use or make reference to any form of blacklist.
10. The Authority recognises the benefit trade unions bring to the workplace and the rights of workers to hear from trade union representative. The Authority's contractors and their supply chain are required to allow access to nominated trade union officer from trade unions that are signatories to the appropriate national agreements. Access shall mean access to welfare facilities during working times so as to allow them to consult with their members and potential members.
11. The Authority supports the Get Britain Building campaign, which is aimed at supporting and sustaining the British construction industry. Consequently, all relevant construction and engineering contracts which require structural steel and other relevant materials to be covered by BES 6001 Responsible Sourcing of Construction Product certification, or equivalent and demonstrate that their sourcing strategy is ethical, value for money and aligns with our aspirations to use local supply chains wherever practical and possible.

Signed on behalf of;

**Manchester City Council**

**Unite the Union**

Position.....

Position.....

Name.....

Name.....

Signature.....

Signature.....

Date of signing.....

Date of signing.....

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 13 March 2019

**Subject:** Annual update on use of Regulation of Investigatory Powers Act 2000 ('RIPA')

**Report of:** City Solicitor

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**Summary**

To seek the approval of the Executive to minor revisions to the Counsel's RIPA Corporate Policy and Procedures ('the RIPA Policy').

To advise the Executive on the Council's use of RIPA between 1 July 2017 to 30 June 2018.

**Recommendations**

That the Executive:

1. Approve the minor revisions to the Council's RIPA Policy appended to this report.
  2. Note the information in paragraph 1.5 regarding the Council's use of RIPA for the period 1 July 2017 to 30 June 2018.
- 

**Wards Affected: All**

| <b>Manchester Strategy outcomes</b>   | <b>Summary of how this report aligns to the OMS</b> |
|---|---|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | Non directly applicable                             |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | Non directly applicable                             |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | Non directly applicable                             |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | Non directly applicable                             |

|   |                         |
|---|-------------------------|
| A connected city: world class infrastructure and connectivity to drive growth | Non directly applicable |
|---|-------------------------|

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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**Financial Consequences – Revenue**

None directly.

**Financial Consequences – Capital**

None directly.

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

Regulation of Investigatory Powers Act 2000 (RIPA) Corporate Policy and Procedures dated 27 July 2016.

## 1.0 Introduction

- 1.1 The Regulation of Investigatory Powers Act 2000 ('RIPA') puts a regulatory framework around a range of investigatory powers used by local authorities. This is done to ensure the powers are used lawfully and in a way that is compatible with the European Convention on Human Rights. It also requires, in particular, those authorising the use of covert surveillance techniques to give proper consideration to whether their use is necessary and proportionate.
- 1.2 RIPA legislates for the use by local authorities of covert methods of surveillance and information gathering to assist in the detection and prevention of crime in relation to an authority's core functions. There are three separate investigatory powers available to the Council under RIPA:
- Obtaining communications data – the 'who, when and where' of communications, such as telephone billing or subscriber details. However it does not include the 'what' (ie the content of what was said or written).
  - Covert directed surveillance – which includes covert surveillance in public areas (not including residential premises or private vehicles which is never permissible) and CCTV which is likely to result in the obtaining of private information.
  - Use of covert human intelligence sources ('CHIS') – this includes undercover officers, public informants and people making test purchases (relevant in trading standards cases, for example).
- 1.3 The Council's use of RIPA has previously been subject to regular inspection by the Office of the Surveillance Commissioner ('OSC') in respect of covert surveillance authorisations under RIPA. During these inspections authorisations and procedures are closely scrutinised and relevant Council officers are interviewed by the OSC Inspector. On 1 September 2017, the OSC was abolished by the Investigatory Powers Act 2016. The Investigatory Powers Commissioner's Office (IPCO) is now responsible for the judicial oversight of the investigatory powers under RIPA by public authorities throughout the United Kingdom.
- 1.4 The Council's RIPA Policy covering the obtaining of communications data, covert directed surveillance and the use of covert human intelligence sources was revised in July 2016 to incorporate minor revisions recommended by the OSC Inspector during his inspection of the Council on 22 October 2015. The Council's RIPA policy is being further revised to incorporate the Home Office revised Code of Practice on Covert Surveillance and Property Interference and revised Code of Practice on Covert Human Intelligence Source. The Council's RIPA policy is appended to this report and the changes made are highlighted in bold.
- 1.5 In accordance with the Home Office RIPA Codes of Practice which require local authorities to involve elected members in strategic oversight of RIPA including setting the relevant Policy and considering reports on its use by the Council the Executive is advised that between 1 July 2017 and 30 June 2018 the Council used covert directed surveillance once which related to a test purchase into the alleged storage and sale of alcohol without a licence

contrary to section 136 and section 138 of the Licensing Act 2003. The Council has not used RIPA to obtain communications data between 1 July 2017 and 30 June 2018.

- 1.6 In October 2017 and November 2017, external refresher training into the use of RIPA was arranged for the Council's designated Authorising Officers for the use of RIPA. The training was also arranged for relevant officers from service areas most likely to use or advise on RIPA, in line with the Council's corporate RIPA policy.

## 2.0 Alignment to the Our Manchester Strategy Outcomes

- (a) **A thriving and sustainable city**  
Not directly applicable.
- (b) **A highly skilled city**  
Not directly applicable.
- (c) **A progressive and equitable city**  
Not directly applicable.
- (d) **A liveable and low carbon city**  
Not directly applicable.
- (e) **A connected city**  
Not directly applicable

### Key Policies and Considerations

- (a) **Equal Opportunities**  
None

- (b) **Risk Management**  
The Council must ensure that it is fully compliant with the legal requirements set out in RIPA otherwise its use of RIPA may be in breach of the European Convention on Human Rights and the Human Rights Act 1998 and therefore at risk of challenge. This may open up the council to both financial and reputational risk. The Council's RIPA policy sets out how to manage that risk.

- (c) **Legal Considerations**  
RIPA provides a legal framework for the Council to use covert methods of surveillance and information gathering to assist in the detection and prevention of crime in relation to an authority's core functions. The legislation ensures that any investigatory activity conducted by the Council is legal, proportionate and necessary.

As the Council has used covert directed surveillance during the period 1 July 2017 and 30 June 2018, the Council has been required to consider the issues of legality, proportionality and necessity.



**REGULATION OF INVESTIGATORY  
POWERS ACT 2000 (“RIPA”)  
CORPORATE POLICY AND  
PROCEDURES**

**Document Control**

|                    |   |
|--------------------|---|
| <b>Title</b>       | RIPA Corporate Policy and Procedures                    |
| Document Type      | Policy and Guidance                                     |
| Author             | Ian Mark – Senior Lawyer Democratic Legal Services Team |
| Owner              | Liz Treacy – City Solicitor                             |
| Subject            | Investigatory Powers                                    |
| Protective marking | UNCLASSIFIED  |
| Created            | 22 June 2015  |
| Approved           | 1 July 2015   |
| Review period      | Annually  |

**Revision History**

| <b>Version Date</b> | <b>Author</b> | <b>Description of Change</b>   |
|---------------------|---------------|--|
| 1.0 - 27 July 2016  | Ian Mark      | Revisions/updating to existing clauses and new clause 8 added  |
| 2.0 – March 2019    | Ian Mark      | Revisions/updating following amendments to Home Office Codes of Practice and the disestablishment of OSC and IOCCO |
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## 1. Abbreviations

|             |  |
|-------------|--|
| CCTV        | Closed Circuit Television  |
| CSP         | Communications service provider  |
| Council     | Manchester City Council  |
| CHIS        | Covert human intelligence sources  |
| ECHR        | European Convention for the Protection of Human Rights and Fundamental Freedom agreed on 2 November 1950 |
| HRA         | Human Rights Act 1998  |
| <b>IPCO</b> | <b>The Investigatory Powers Commissioner's Office</b>  |
| NAFN        | The National Anti-Fraud Network  |
| PFA         | Protection of Freedoms Act 2012  |
| RIPA        | Regulation of Investigatory Powers Act 2000  |
| SPoC's      | Single Points of Contact for acquisition and disclosure of communications data                           |

## Introduction

This Corporate Policy & Procedures is based upon the requirements of the Regulation of Investigatory Powers Act 2000 and the Home Office's Codes of Practice on Covert Surveillance and Property Interference, Covert Human Intelligence Sources and Acquisition and Disclosure of Communications Data.

The use of covert surveillance, covert human intelligence sources and the acquisition of service use or subscriber information in relation to communications data is sometimes necessary to ensure effective investigation and enforcement of the law. However, they should be used only rarely and in exceptional circumstances. RIPA requires that public authorities follow a clear authorisation process prior to using these powers. Authorisations granted under Part II of RIPA are subject to all the existing safeguards considered necessary by Parliament to ensure that investigatory powers are exercised compatibly with the ECHR.

## Consequences of Failing to Comply with this Policy

Where there is interference with Article 8 of the ECHR, and where there is no other source of lawful authority for the interference, the consequences of not following the correct authorisation procedure set out under RIPA and this Policy may result in the Council's actions being deemed unlawful by the Courts under Section 6 of the HRA or by the Investigatory Powers Tribunal, opening up the Council to claims for compensation and loss of reputation. Additionally, any information obtained that could be of help in a prosecution will be inadmissible.

**All uses of RIPA should be referred to the Democratic Services Legal Team for preliminary advice at the earliest possible opportunity.**

## 2. Background

On 2 October 2000 the Human Rights Act 1998 (“HRA”) made it unlawful for a local authority to breach any article of the ECHR. An allegation that the Council or someone acting on behalf of the Council has infringed the ECHR is dealt with by the domestic courts rather than the European Court of Justice.

The ECHR states:

- (a) individuals have the right to respect for their private and family life, home and correspondence (Article 8 ECHR); and
- (b) there shall be no interference by a public authority with the exercise of this right unless that interference is:
  - **in accordance with the law;**
  - **necessary; and**
  - **proportionate**

RIPA, which came into force on 25 September 2000, provides a lawful basis for 3 types of investigatory activity to be carried out by local authorities which might otherwise breach the ECHR. The activities are:

- covert directed surveillance;
- covert human intelligence sources (“CHIS”); and
- acquisition and disclosure of communications data.

RIPA sets out procedures that must be followed to ensure the RIPA activity is lawful. Where properly authorised under RIPA the activity will be a justifiable interference with an individual’s rights under the ECHR; if the interference is not properly authorised an action for breach of the HRA could be taken against the Council, a complaint of maladministration made to the Local Government Ombudsman or a complaint made to the Investigatory Powers Tribunal. In addition, if the procedures are not followed any evidence collected may be disallowed by the courts. RIPA seeks to balance the rights of individuals against the public interest in the Council being able to carry out its statutory duties.

### What RIPA Does and Does Not Do

RIPA does:

- Require prior authorisation of directed surveillance.
- Prohibit the council from carrying out intrusive surveillance.
- Compel disclosure of communications data from telecom and postal service providers.
- Permit the Council to obtain communications records from communications service providers.
- Require authorisation of the conduct and use of CHIS.
- Require safeguards for the conduct of the use of a CHIS.

RIPA does not:

- Make unlawful conduct which is otherwise lawful.
- Prejudice any existing power to obtain information by any means not involving conduct that may be authorised under RIPA. For example, it does not affect the council's current powers to obtain information via the DVLA or to obtain information from the Land Registry as to the owner of a property.
- Apply to activities outside the scope of Part II of RIPA, which may nevertheless be governed by other legislation, including the HRA. A public authority will only engage RIPA when in performance of its 'core functions' – i.e. the functions specific to that authority as distinct from all public authorities.

Under no circumstances can local authorities be authorised to obtain communications traffic data under RIPA. Local authorities are not permitted to intercept the content of any person's communications and it is an offence to do so without lawful authority.

### 3. Policy Statement

The Council is determined to act responsibly and in accordance with the law. To ensure that the Council's RIPA activity is carried out lawfully and subject to the appropriate safeguards against abuse, the Council adopted a corporate code of practice for surveillance ("the Code") on 10 July 2002 which has subsequently been reviewed, amended and renamed the Corporate Policy and Procedures as detailed below.

All staff who are considering undertaking RIPA activity should be aware that where that activity may involve handling confidential information or the use of vulnerable or juvenile persons as sources of information, a higher level of authorisation is required. Please see 4.6 (in respect of handling confidential information) and 5.2 (in respect of using information sources who are vulnerable or juvenile persons) below.

The Code was revised on:

- 1 August 2003 (following the introduction of the codes of practice issued under section 71 of RIPA on covert surveillance and CHIS);
- 5 January 2004 (following the RIPA (Directed Surveillance and CHIS) Order 2003).
- April 2010 (following the introduction of the new Codes of Practice on covert surveillance and CHIS; the Regulation of Investigatory Powers (Communications Data) Order 2010; and the Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) Order 2010).
- July 2015 (following the significant amendments to RIPA introduced by the Protection of Freedoms Act 2012). These changes are discussed in paragraph 4.5 below.

The Code was redrafted following the Office of Surveillance Commissioners' Inspection on 6 April 2004 and again following the Interception of Communications Commissioner's Office inspection on 19 July 2006.

**The Code was further revised in March 2019 following the amendments to the Home Office Codes of Practice in respect of Covert Surveillance and CHIS, and disestablishment of the Office of the Surveillance Commissioner (OSC) and the Interception of Communications Commissioners Office (ICCO).**

The following documents are available on the Council's intranet (see 11.1):

- Home Office Statutory Codes of Practice on:
  - Covert Surveillance and Property Interference
  - Covert Human Intelligence Sources
  - Acquisition and Disclosure of Communications Data
- Home Office Guidance on Protection of Freedoms Act 2012 – changes to RIPA
- lists of authorising officers and designated persons (posts and names);
- RIPA forms for covert surveillance; CHIS and acquisition and disclosure of communications data;
- application for Judicial approval and Order made for Judicial approval;
- the corporate CCTV policy;
- corporate RIPA training

The City Solicitor is the Council's Senior Responsible Officer (SRO) and is responsible for the following roles:

- Appointing Authorising Officers (see 9.1(a))
- Appointing Designated Persons (see 9.1(a))
- Maintaining a central record of all RIPA authorisations,
- Arranging training to individuals appointed as Authorising Officers and Designated Persons, and
- Carrying out an overall monitoring function as the SRO for the Council's use of RIPA powers.

The City Council's RIPA Co-ordinator is based in the Democratic Legal Services Team, Legal Services.

Any officer who is unsure about any RIPA activity should contact either the City Solicitor or the Democratic Services Legal Team for advice and assistance.

#### **4. Types of Surveillance**

Surveillance can be overt or covert and includes:

- monitoring, observing or listening to persons, their movements, their conversations or their other activities or communications;
- recording anything monitored, observed or listened to in the course of surveillance; and
- surveillance **with or without the assistance of a surveillance device.**

#### 4.1 Overt Surveillance

The majority of the Council's surveillance activity will be overt surveillance i.e. will be carried out openly. For example (i) where the Council performs regulatory checks on licensees to ensure they are complying with the terms of any licence granted; and (ii) where the Council advises a tenant that their activities will be monitored as a result of neighbour nuisance allegations **(iii) or where an officer uses body worn cameras and informs the individual that the camera will be switched on and recording will take place.** This type of overt surveillance is normal Council business and is not regulated by RIPA.

#### 4.2 Covert Surveillance

This is where surveillance is carried out in a manner calculated to ensure that the person subject to the surveillance is unaware it is taking place.

**Where covert surveillance activities are unlikely to result in obtaining of any private information about a person (because the surveillance although covert is general or low level, and is not directed at particular individuals), no interference with Article 8 rights occurs, and an authorisation under RIPA is not required. RIPA authorisation may be required where the surveillance is repeated for a particular purpose and could amount to systematic surveillance of an individual; if in doubt seek advice from the Democratic Services Legal Team.**

Covert surveillance can be intrusive or directed. **The Council is not permitted to carry out covert intrusive surveillance.** Para 4.3 below explains when covert surveillance is intrusive and therefore not permitted. The Council is permitted to carry out covert directed surveillance subject to strict compliance with RIPA. Paragraph 4.4 below explains when covert surveillance is directed.

#### 4.3 Covert Intrusive Surveillance

Covert intrusive surveillance takes place when covert surveillance is carried out in relation to anything taking place on residential premises or in a private vehicle and which involves the presence of an individual or surveillance device on the premises or in the vehicle, or which uses a device placed outside the premises or vehicle which consistently provides information of the same quality and detail as expected of a device placed inside.

Additionally, the Regulation of Investigatory Powers (Extension of Authorisations Provisions: Legal Consultations) Order 2010 states that covert surveillance carried out in relation to anything taking place in certain specified premises is intrusive when they are being used for legal consultation.

#### 4.4 Covert Directed Surveillance

This is surveillance that is:

- covert
- not intrusive;
- for the purposes of a specific investigation or operation;
- likely to obtain private information<sup>1</sup> about a person (whether or not that person was the target of the investigation or operation); and
- not carried out as an immediate response to events or circumstances which could not have been foreseen prior to the surveillance taking place.

#### 4.5 Directed Surveillance Crime Threshold

Following the changes to RIPA introduced by The Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) (Amendment) Order 2012 a crime threshold applies to the authorisation of directed surveillance by local authorities.

Local Authority Authorising Officers may not authorise directed surveillance unless it is for the purpose of preventing or detecting a criminal offence AND meets the following:

- The criminal offence is punishable by a maximum term **of at least 6 months imprisonment**, or
- Would constitute an offence under sections 146, 147, or 147A of the Licensing Act 2003 or section 7 of the Children and Young Persons Act 1993 (**offences involving sale of tobacco and alcohol to underage children**) regardless of length of prison term.

The Crime threshold **only** applies to Directed Surveillance, not to CHIS or Communications Data.

The Home Office Code of Practice for covert surveillance can be found on the Home Office website at <https://www.gov.uk/government/publications/covert-surveillance-and-covert-human-intelligence-sources-codes-of-practice>.

#### 4.6 Confidential Information

A higher level of authorisation to apply to the Magistrates Court is required in relation to RIPA activity when the subject of the investigation might reasonably expect a high degree of privacy, or where "confidential information" might be obtained. For the purpose of RIPA this includes:

- communications subject to legal privilege<sup>2</sup>;

<sup>1</sup> Private information includes any information relating to a person's private and family life, home and correspondence (whether at home, in a public place or in the work place).

<sup>2</sup> Legal privilege is defined in section 98 of the Police Act 1997 as:

- communications between a professional legal adviser and his client, or any person representing his client which are made in connection with the giving of legal advice to the client.

- communications between a member of parliament and another person on constituency matters;
- confidential personal information<sup>3</sup>; and
- confidential journalistic material<sup>4</sup>

The authorising officer and the person carrying out the surveillance must understand that such information is confidential and is subject to a stringent authorisation procedure. **Authorisation can only be granted by the Chief Executive or in their absence by an officer acting as Head of Paid Service.**

**Any officer contemplating RIPA activity where the above circumstances may apply must seek advice from the City Solicitor or the Democratic Services Legal Team prior to making any application.**

## 5. Covert Human Intelligence Sources (“CHIS”)

### 5.1 CHIS

The Council is permitted to use CHIS subject to strict compliance with RIPA.

A CHIS is a person who establishes or maintains a personal or other relationship with a person for the covert purpose of facilitating:

- (a) covertly using the relationship to obtain information or provide access to information to another person, or
- (b) covertly disclosing information obtained by the use of the relationship or as a consequence of the existence of such a relationship.

A RIPA authorisation and order from a magistrate is required for the above activity and should be obtained whether the CHIS is a Council officer or another person who is asked to be a CHIS on the Council’s behalf. Authorisation for CHIS can only be granted if it is for the purposes of “preventing or detecting crime or of preventing disorder.”

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- communications between a professional legal adviser and his client or any person representing his client, or between a professional legal adviser or his client or any such representative and any other person which are made in connection with or in contemplation of legal proceedings and for the purposes of such proceedings.

- items enclosed with or referred to in communications of the kind mentioned above and made in connection with the giving of legal advice, or in connection with or in contemplation of legal proceedings and for the purposes of such proceedings.

Communications and items are not matters subject to legal privilege when they are in the possession of a person who is not entitled to possession of them, and communications and items held, or oral communications made, with the intention of furthering a criminal purpose are not matters subject to legal privilege.

If advice is required on this point, officers should contact the City Solicitor or the Democratic Services Legal Team.

<sup>3</sup> Confidential personal information is described at **paragraph 9.29 of the Home Office Covert Surveillance and Property Interference Revised Code of Practice.**

<sup>4</sup> Confidential journalistic material is described at **paragraph 9.38 of the Home Office Covert Surveillance and Property Interference Revised Code of Practice.**



Members of the public who volunteer information to the Council and those engaged by the Council to carry out test purchases in the ordinary course of business (i.e. they do not develop a relationship with the shop attendant and do not use covert recording devices) are not CHIS and do not require RIPA authorisation.

However, by virtue of section 26(8) (c) of RIPA, there may be instances where an individual, *who* covertly discloses information though not tasked to do so may nevertheless be a CHIS. The important question is how did the member of the public acquire the information which they volunteer. If they acquired it in the course of, or as a result of the existence of, a personal or other relationship, they are likely to fall within the definition of a CHIS. If the Council then makes use of the information, and the informant is thereby put at risk, the Council may be in breach of its duty of care owed to the individual. It is recommended that legal advice is sought in any such circumstances.

The Home Office [Covert Human Intelligence Sources Code of Practice](#) can be found on the Home Office website.

## 5.2 Vulnerable Individuals / Juvenile CHIS

Additional requirements apply to the use of a vulnerable individual<sup>5</sup> or a person under the age of 18 as a CHIS. In both cases **authorisation for an application to the Magistrates Court can only be granted by the Chief Executive or in their absence by an officer acting as Head of Paid Service. Any officer contemplating the use of a juvenile or a vulnerable person as a CHIS must seek advice from the City Solicitor or the Democratic Services Legal Team prior to making the application.**

The use or conduct of a CHIS under 16 years of age **must not** be authorised to give information against their parents or any person who has parental responsibility for them.

In other cases authorisations should not be granted unless the special provisions contained in The Regulation of Investigatory Powers (Juveniles) Order 2000 are satisfied. This sets out rules about parental consent, meetings, risk assessments and the duration of the authorisation.

## 6. CCTV

The installation and use of unconcealed CCTV cameras for the purpose of generally observing activity in a particular area is not surveillance requiring RIPA authorisation. However, there are specific provisions regulating the use of CCTV cameras in public places and buildings and the Council has drawn up a [Corporate CCTV Policy](#) which officers must comply with and which can be found on the Council's intranet. However if CCTV cameras are being used in such a way that the definition of covert directed surveillance is satisfied, RIPA authorisation should be obtained.

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<sup>5</sup> A vulnerable individual is a person who by reason of mental disorder or vulnerability, other disability, age or illness, is or may be unable to take care of themselves or protect themselves against significant harm or exploitation.

For instance the use of town centre CCTV systems to identify those responsible for a criminal act immediately after it happens will not require RIPA authorisation. However, the use of the same CCTV system to conduct planned surveillance of an individual and record his movements is likely to require authorisation.

Protocols should be agreed with any external agencies requesting use of the Council's CCTV system. The protocols should ensure that the Council is satisfied that authorisations have been validly granted prior to agreeing that the CCTV system may be used for directed surveillance.

## 7. Acquisition and Disclosure of Communications Data

### 7.1 Communication Service Providers (“CSPs”)

CSPs are organisations that are involved in the provision, delivery and maintenance of communications such as postal, telecommunication and internet service providers but also, for example, hotel or library staff involved in providing and maintaining e-mail access to customers. The Council must obtain communications data from CSPs in strict compliance with RIPA.

### 7.2 Types of Communications Data

Communications data is the ‘who’, ‘where’, ‘when’ and ‘how’ of a communication such as a letter, phone call or e-mail but not the content, not what was said or written. The Council is not able to use RIPA to authorise the interception or acquisition of the content of communications. There are three types of communication data:

Service Use Information – this is data relating to the use made by any person of a postal or telecommunications, internet service, or any part of it. For example itemised telephone call records, itemised records of connection to internet services, itemised timing and duration of calls, connection/disconnection/reconnection data, use of forwarding or re-direction services, additional telecom services and records of postal items.

Subscriber Information – This is information held or obtained by the CSP about persons to whom the CSP provides or has provided a communications service. For instance, subscribers of email and telephone accounts, account information including payment details, address for installing and billing, abstract personal records and sign up data.

Traffic Information – this is data that is comprised in or attached to a communication for the purpose of transmitting it and which identifies a person or location to or from which it is transmitted. **The Council is not permitted to access traffic data.**

### 7.3 Authorisation and Notices

RIPA provides for acquisition and disclosure of communications data by two alternative means:

- authorisation of a person within the Council to engage in specific conduct, in order to obtain communications data (a section 22(3) RIPA authorisation); and
- a notice issued to a CSP requiring them to collect or retrieve and then provide the communications data (a section 22(4) RIPA notice).

A section 22(3) RIPA authorisation is appropriate where (for instance) there is an agreement in place between the Council and the relevant CSP regarding the disclosure of communications data which means a notice is not necessary (currently

the Council does not have any such agreements in place); or the Council needs to identify an individual to whom communication services are provided but the relevant CSP is not yet known to the Council, making it impossible to issue a notice.

A section 22(4) RIPA notice is appropriate where the Council receives specific communications data from a known CSP. A notice may require a CSP to obtain any communications data, if that data is not already in its possession. However, a notice must not place a CSP under a duty to do anything which is not reasonably practicable for the CSP to do.

As a local authority the Council must fulfil two additional requirements when acquiring communications. Firstly, the request must be made through a SPoC at NAFN (see more about NAFN at 9.1(b) and 9.4). Secondly, the request must receive prior judicial approval.

Under sections 23A and 23B of RIPA the Council must also obtain judicial approval for all requests for communications data. Judicial approval must be requested once all the Council's internal authorisation processes have been completed, including consultation with a NAFN SPoC, but before the SPoC requests the data from the CSP. The authorisation must be provided by a magistrate.

The [Home Office Acquisition and Disclosure of Communications Data Code of Practice](#) can be found on the Home Office website and on the intranet.

## 8. Use of Social Media / Internet

The internet may be utilised to obtain information including viewing specific user profiles on Social Networking Sites ('SNS'), or searching SNS to try to find profiles that contain useful information. Used correctly, research of SNS might provide invaluable evidence or at least useful intelligence.

Some activity on SNS might however constitute Directed Surveillance or require CHIS authorisation, some may not. Similarly some research might be likely to result in the obtaining of private information, some may not. Activity that does not meet the threshold for RIPA authorisation but might be likely to result in obtaining private information will require consideration of Human Rights issues such as balancing the protection of rights with the breach of privacy, necessity and proportionality. It is important to note that images of persons are private information, and also for officers to be aware that it is possible they might obtain private information about other individuals not just the specific user on the profiles which are viewed, captured or recorded. These individuals might not even be aware this private information has been made public by the profile/account holder.

Whilst it is the responsibility of an individual to set privacy settings to protect unsolicited access to private information, and even though data may be deemed published and no longer under the control of the author, it is unwise to regard it as 'open source' or publicly available; the author has a reasonable expectation of privacy if access controls are applied. Where privacy settings are available but not applied the data may be considered open source and an authorisation is not usually required.

If it is necessary and proportionate for an officer to breach access controls covertly, the minimum requirement is an authorisation for directed surveillance. An authorisation for the use and conduct of a CHIS is necessary if a relationship is established or maintained by a member of a public authority or by a person acting on its behalf (i.e. the activity is more than mere reading of the site's content). This could occur if an officer covertly asks to become a 'friend' of someone on a SNS. It is not unlawful for a member of public authority to set up a false identity but it is inadvisable for a member of a public authority to do so for a covert purpose without an authorisation.

Use of an established overt presence of the public authority on the SNS website to look at publicly available information on the profile is possible and viable if the Council already has an established presence on the SNS which is used to publicly and overtly make the presence of the Council known, however this does not mean that information freely displayed on a profile is "fair game". The first visit to an SNS profile which might be displaying lots of private information could be regarded as a 'drive by' however any subsequent visits, particularly on a regular basis are likely to require authorisation for directed surveillance if the Council is likely to obtain private information, and this would be obvious as a result of the initial visit.

## 9. Authorisation Procedures

### 9.1 (a) Authorising Officers/Designated Persons for directed surveillance and CHIS

**Authorising Officers** are responsible for assessing and authorising covert directed surveillance and the use of a CHIS.

**Designated Persons** fulfil a similar role in relation to applications to obtaining communications data, assessing and approving authorisations and notices.

**It is the responsibility of Authorising Officers and Designated Persons to ensure that when applying for authorisation the principles of necessity and proportionality (see 9.2 below) are adequately considered and evidenced; and that reviews and cancellations of authorisations are carried out as required under this Policy (9.8- 9.10 below).**

Lists of [authorising officers and designated persons](#) are available on the Council's intranet. Any requests for amendments to the lists must be **made in writing and** sent to the City Solicitor.

Schedule 1 of statutory instrument No. 521 (2010) prescribes the rank or position of authorising officers for the purposes of Section 30(1) of RIPA (covert surveillance and CHIS). Schedule 2 of statutory instrument No. 480 (2010) prescribes the rank or position of designated person for the purposes of Section 25(2) of RIPA (access to communications data). For Local Authorities they prescribe a "Director, Head of Service, Service Manager or equivalent". The term Director is not defined within the Act but in Manchester City Council it has been determined that it would normally equate to second or third tier management unless otherwise determined by the City Solicitor.

The City Solicitor designates which officers can be authorising officers or designated persons. Only these officers can authorise directed surveillance, the use of CHIS and acquisition and disclosure of communications data. **All authorisations must follow the procedures set out in the Policy.** Authorising officers/designated persons are responsible for ensuring that they have received RIPA training prior to authorising RIPA activity. When applying for or authorising RIPA activity under the Policy, officers must also take into account the corporate training and any other guidance issued from time to time by the City Solicitor.

### 9.1 (b) Single Point of Contact (SPoC)

**SPoCs** are responsible for advising officers within the Council on how best to go about obtaining communications data, for liaising with CSPs, and advising whether applications and notices are lawful. As required under the latest Acquisition and Disclosure of Communications Data Code of Practice, the Council has engaged the National Anti-Fraud Network (NAFN). NAFN's SPoC services relate only to communications data.

For information on using NAFN, see 9.4 below.

## **9.2 Authorisation of Covert Directed Surveillance, Use of a CHIS and Acquisition and Disclosure of Communications Data.**

RIPA applies to all covert directed surveillance, use of CHIS and acquisition and disclosure of communications data whether by Council employees or external agencies engaged by the Council. Council officers wishing to undertake directed surveillance or use of a CHIS must complete the relevant application form (see para 9.6) and forward it to the relevant authorising officer. Authorisations or notices in relation to communications data should be referred to NAFN.

**All uses of RIPA should be referred to the Democratic Services Legal Team for preliminary advice.**

Directed surveillance, use of a CHIS and acquisition and disclosure of communications data can only be authorised if the authorising officer/designated person is satisfied that the activity is:-

(a) **in accordance with the law** i.e. it must be in relation to matters that are statutory or administrative functions of the Council. As such the Council is unable to access communications data for disciplinary matters;

(b) **necessary** for the purpose of preventing or detecting crime or preventing disorder. This is the only ground available to the Council for authorising RIPA activity and there is a crime threshold for directed surveillance as described in paragraph 4.5 above; and

(c) **proportionate** to what it seeks to achieve. This involves balancing the seriousness of the intrusion into the privacy of the subject of the operation (or any other person as may be affected) against the need for the activity in investigative operational terms. Any conduct that is excessive as to the interference and the aim of the conduct, or is in any way arbitrary will not be proportionate. Serious consideration must be given to identifying the least intrusive method of obtaining the information required.

Applicant officers should ask the following types of questions to help determine whether the use of RIPA is necessary and proportionate:

- why it is believed the proposed conduct and use is necessary for the prevention of crime or the prevention of disorder (as appropriate)
- how the activity to be authorised is expected to bring a benefit to the investigation
- how and why the proposed conduct and use is proportionate to the intelligence dividend it hopes to achieve, having regard to the gravity and extent of the activity under investigation
- how and why the methods to be adopted will cause the least possible intrusion to the subject/s i.e. interfere with their rights under the ECHR

- what other reasonable methods of obtaining information have been considered and why they have been discounted

Authorising officers/designated persons should not be responsible for authorising their own activities i.e. those operations/investigations in which they are directly involved. However, it is recognised that in exceptional circumstances this may sometimes be unavoidable.

Particular consideration should be given to **collateral intrusion on or interference with the privacy of persons who are not the subject(s) of the investigation**.

Collateral intrusion occurs when an officer undertaking covert surveillance on a subject observes or gains information relating to a person who is not the subject of the investigation. An application for an authorisation must include an assessment of the risk of any collateral intrusion or interference and measures must be taken to avoid or minimise it. This must be taken into account by the authorising officer/designated person, particularly when considering the proportionality of the surveillance.

Particular care must be taken in cases where **confidential information** is involved e.g. matters subject to legal privilege; confidential personal information; confidential journalistic material; confidential medical information; and matters relating to religious leaders and their followers. In cases where it is likely that confidential information will be acquired, officers must specifically refer this to the City Solicitor or the Democratic Services Legal Team for advice.

The activity must be authorised before it takes place.

At the time of authorisation the authorising officer/designated person must set a date for review of the authorisation and review it on that date (see 9.8).

A copy of the completed Home Office application and authorisation form must be forwarded to the Democratic Services Legal Team within one week of the authorisation by fax or e-mailed as a scanned document. In the case of a section 22(4) RIPA notice requiring disclosure of communications data a copy of the notice must be attached to the application form. The Democratic Services Legal Team will maintain a central register of the Council's RIPA activity and a unique reference number will be allocated to each application.

### **Approval by Magistrates Court**

Following changes under the Protection of Freedoms Act 2012, there is now an additional stage in the process for all three investigatory activities (Directed Surveillance, CHIS and Communications Data). After the Authorisation form has been countersigned by the authorising officer/designated person, the Council is required to obtain judicial approval for either the authorisation or a renewal of an authorisation.

The magistrate will have to decide whether the council's application to grant or renew an authorisation to use RIPA should be approved and it will not come into effect unless and until it is approved by the Magistrates Court.



A separate application should be completed when the Council is requesting judicial approval for the use of more than one of the surveillance techniques (i.e. Directed Surveillance, CHIS and Communications Data) at the same time.

**In cases where there is collaborative working with another agency, for example, the Police, as part of a single investigation or operation, only one authorisation from one organisation is required. This should be made by the lead authority of that particular investigation. Duplication of authorisation does not affect the lawfulness of the investigation or operation, but could create an unnecessary administrative burden. Where the Council is not the lead authority in the circumstances, Council officers should satisfy themselves that authorisation has been obtained, and what activity has been authorised.**

It should be noted that only the initial authorisation and any renewal of the authorisation require magistrates' approval.

There is no requirement for officers presenting authorisations to the Magistrates Court to be legally qualified but they do need to be authorised by the City Solicitor to represent the Council in court.

### **The Role of the Magistrates Court**

The role of the Magistrates Court is set out in section 23A RIPA (for communications data) and section 32A RIPA (for directed surveillance and CHIS).

These sections provide that the authorisation, or in the case of Communications Data, the notice, shall not take effect until the Magistrates Court has made an order approving such authorisation or notice. The matters on which the Magistrates Court needs to be satisfied before giving judicial approval are that:

- There were reasonable grounds for the local authority to believe that the authorisation or notice was necessary and proportionate;
- In the case of a CHIS authorisation, that there were reasonable grounds for the local authority to believe that:
  - arrangements exist for the safety and welfare of the source that satisfy section 29(5) RIPA;
  - the requirements imposed by Regulation of Investigatory Powers (Juveniles) Order 2000 were satisfied;
- The local authority application has been authorised by an authorising officer or designated person (as appropriate);
- The grant of the authorisation or, in the case of communications data, notice was not in breach of any restriction imposed by virtue of an order made under the following sections of RIPA:
  - 25(3) (for communications data),
  - 29(7)(a) (for CHIS),
  - 30(3) (for directed surveillance and CHIS)

**The procedure for applying for directed surveillance or use of a CHIS is:**

Applicant officer obtains preliminary legal advice from Democratic Services Legal Team

Applicant officer completes an application

Authorisation is sought from the Authorising Officer

Applicant officer/legal representative creates court pack and applicant *officer* proceeds to court

Applicant officer organises the directed surveillance or use of a CHIS to take place

Applicant officer sends copy Magistrates Court order to Democratic Services Legal Team

### **9.3 Additional Requirements for Authorisation of a CHIS**

A CHIS must only be authorised if the following arrangements are in place:

- there is a Council officer with day to day responsibility for dealing with the CHIS (**CHIS handler**) and a senior Council officer with oversight of the use made of the CHIS (**CHIS controller**);
- a risk assessment has been undertaken to take account of the CHIS security and welfare;
- a Council officer is responsible for maintaining a record of the use made of the CHIS;
- any adverse impact on community confidence or safety regarding the use of a CHIS has been considered taking account of any particular sensitivities in the local community where the CHIS is operating; and
- records containing the identity of the CHIS will be maintained in such a way as to preserve the confidentiality or prevent disclosure of the identity of the CHIS

### **9.4 Additional Requirements for Authorisation of Acquisition and Disclosure of Communications Data**

The rules on the granting of authorisations for the acquisition of communications data are slightly different from directed surveillance and CHIS authorisations and involve three roles within the Council. The roles are:

- Applicant Officer
- Designated Person
- Single Point of Contact

#### Applicant

This is the officer involved in conducting an investigation or operation who makes an application in writing for the acquisition of communications data. The application form must:

- set out the legislation under which the operation or investigation is being conducted. This must be a statutory function of the Council for the prevention or detection of crime or preventing disorder.
- describe the communications data required i.e. the telephone number, email address, the specific date or period of the data and the type of data required. If the data will or may be generated in the future, the future period is restricted to no more than one month from the date on which the authorisation is granted.
- explain why the conduct is necessary and proportionate.
- consider and describe any meaningful collateral intrusion. For example, where access is for 'outgoing calls' from a 'home telephone' collateral intrusion may be applicable to calls made by family members who are outside the scope of the investigation. The applicant therefore needs to consider what the impact is on third parties and try to minimise it.

### Designated Person

This is the person who considers the application. A designated person's role is the same as an authorising officer's role in relation to directed surveillance and CHIS authorisations. The designated person assesses the necessity for any conduct to obtain communications data taking account of any advice provided by the single point of contact (SPoC). If the designated person believes it is necessary and proportionate in the specific circumstances, an authorisation is granted or a notice is given.

### Single Point of Contact (SPoC)

The accredited SPoCs at NAFN scrutinise the applications independently, and provide advice to applicant officers and designated persons ensuring the Council acts in an informed and lawful manner.

### **The procedure for applying for acquisition of communications data:**

Applicant obtains preliminary legal advice from Democratic Services Legal Team

Applicant officer creates an application using the Cycomms Web Viewer on the NAFN website

SPoC Officer at NAFN triages and accepts the application into the Cyclops system

SPoC Officer uses Cyclops to update the application details and completes the SPoC report

Approval is sought from the Designated Person (DP)

SPoC sends request for Court Pack preparation to Applicant/Legal Representative

Applicant/legal representative generates court pack using the Web Viewer and applicant proceeds to court

SPoC receives signed court documents and sends requests to Communications Service Provider (CSP)

SPoC receives results back from CSP and returns results to Applicant

Applicant accesses the Web Viewer and downloads results

Applicant sends copy Magistrates Court order to Democratic Services Legal Team

## **9.5 Urgent Authorisations**

By virtue of the fact that an authorisation under RIPA is not approved until signed off by a Magistrates Court, urgent oral authorisations are no longer available.

## **9.6 Application Forms**

Only the RIPA Forms listed below can be used by officers applying for RIPA authorisation.

### **(a) Directed Surveillance** (external site)

[Application for Authority for Directed Surveillance](#)

[Application for Judicial Approval for Directed Surveillance](#)

[Review of Directed Surveillance Authority](#)

[Cancellation of Directed Surveillance](#)

[Renewal of Directed Surveillance Authority](#)

### **(b) CHIS**

[Application for Authority for Conduct and Use of a CHIS](#)

[Review of Conduct and Use of a CHIS](#)

[Cancellation of Conduct and Use of a CHIS](#)

[Renewal of Conduct and Use of a CHIS](#)

### **(c) Acquisition and Disclosure of Communications Data**

[Application for a section 22\(4\) RIPA Notice](#)

[Notice under section 22\(4\) RIPA requiring Communications Data to be Obtained and Disclosed](#)

## **9.7 Duration of the Authorisation**

Authorisation/notice durations are:

- for covert directed surveillance the authorisation remains valid for 3 months after the date of authorisation
- for a CHIS the authorisation remains valid for 12 months after the date of authorisation (or **four** months if a juvenile CHIS is used).
- a communications data notice remains valid for a maximum of 1 month.

Authorisations should not be permitted to expire, they must be either renewed or cancelled when the activity authorised has been completed or is no longer necessary or proportionate in achieving the aim for which it was originally authorised. This is a statutory requirement which means that all authorisations must be reviewed to decide whether to cancel or renew them.

### 9.8 Review of Authorisations

As referred to at 9.2 authorising officers/designated persons must make arrangements to periodically review any authorised RIPA activity.

Officers carrying out RIPA activity, or external agencies engaged by the Council to carry out RIPA activity, must periodically review it and report back to the authorising officer/designated person if there is any doubt as to whether it should continue. **For Juvenile CHIS's, the Code of Practice stipulates that the authorisation should be reviewed on a monthly basis.**

Reviews should be recorded on the appropriate Home Office form (see 9.6).

A copy of the Council's notice of review of an authorisation must be sent to the Democratic Services Legal Team within one week of the review to enable the central record on RIPA to be authorised.

### 9.9 Renewal of Authorisations

If the authorising officer/designated person considers it necessary for an authorisation to continue they may renew it for a further period, beginning with the day when the authorisation would have expired but for the renewal. They must consider the matter again taking into account the content and value of the investigation and the information so far obtained. Renewed authorisations will normally be for a period of up to 3 months for covert directed surveillance, 12 months in the case of CHIS, **4 months** in the case of juvenile CHIS and 1 month in the case of a communications data authorisation or notice. Authorisations may be renewed more than once, provided they are considered again and continue to meet the criteria for authorisation. Applications for the renewal of an authorisation for covert directed surveillance or CHIS authorisation must be made on the appropriate form (see 9.6). The reasoning for seeking renewal of a communications data authorisation or RIPA notice should be set out by the applicant in an addendum to the application form which granted the initial authorisation.

All renewals will require an order of the Magistrates Court in accordance with the requirements in para 9.2 above.

A copy of the Council's notice of renewal of an authorisation must be sent to the Democratic Services Legal Team within one week of the renewal together with a copy of the Magistrates Court order renewing the authorisation to enable the central record on RIPA to be updated.

### **9.10 Cancellation of Authorisations**

The person who granted or last renewed the authorisation must cancel it when they are satisfied that the covert directed surveillance, CHIS or communications data authorisation or notice no longer meets the criteria for authorisation. Cancellations must be made on the appropriate Home Office form (see 9.6). In relation to a section 22(4) notice to a CSP, the cancellation must be reported to the CSP by the designated person directly or by the SPoC on that person's behalf.

**Where necessary and practicable, the safety and welfare of the CHIS should continue to be taken into account after the authorisation has been cancelled, and all welfare matters are addressed.**

A copy of the Council's notice of cancellation of an authorisation must be sent the Democratic Services Legal Team within one week of the cancellation to enable the central record on RIPA to be updated.

### **9.11 What happens if the surveillance has unexpected results?**

Those carrying out the covert surveillance should inform the authorising officer if the investigation unexpectedly interferes with the privacy of individuals who are not the original subjects of the investigation or covered by the authorisation. In some cases the original authorisation may not be sufficient to cover the activity required or information likely to be gathered and in such cases, consideration should be given as to whether a separate authorisation is required.

### **9.12 Errors**

**Proper application of the RIPA provisions, and robust technical systems, should reduce the scope for making errors. A senior officer within a public authority is required to undertake a regular review of errors and a written record must be made of each review. For the Council, this will be the City Solicitor.**

**An error may be reported if it is a "relevant error". Under section 231(9) of the Investigatory Powers Act 2016, a relevant error is an error by a public authority in complying with any requirements that are imposed on it by an enactment, such as RIPA, which is subject to review by a Judicial Commissioner.**

**Examples of a relevant error include where surveillance or CHIS activity has taken place without lawful authorisation, and/or without adherence to the safeguards set out within the relevant statutory provisions or the relevant Home Office Codes of Practice.**

**Where a relevant error has been identified, the Council should notify the Investigatory Powers Commissioner (IPCO) as soon as reasonably practical, and no later than 10 working days (unless otherwise agreed by IPCO). The process for informing IPCO is set out in the relevant Home Office Codes of Practice, which can be found on the intranet.**

## **10. Records and Documentation**

### **10.1 Departmental Records**

Applications, renewals cancellations, reviews and copies of notices must be retained by the Council in written or electronic form, and physically attached or cross-referenced where they are associated with each other. These records will be confidential and should be retained for a period of at least five years from the ending of the authorisation, **and destroyed in accordance with the Council's Retention and Disposal Policy**. Where it is believed that the records could be relevant to pending or future court proceedings, they should be retained and then destroyed five years after last use.

In relation to communications data, records must be held centrally by the SPoC. These records must be available for inspection by **the IPCO** and retained to allow the Investigatory Powers Tribunal, established under **the IPA 2016**, to carry out its functions.

### **10.2 Central Record of Authorisations, Renewals, Reviews and Cancellations**

A central record of directed surveillance, CHIS and access to communications data authorisations is maintained by:

The City Solicitor  
City Solicitor's Division  
PO Box 532,  
Albert Square  
Manchester  
M60 2LA

The central record is maintained in accordance with the requirements set out in the Home Office codes of practice. In order to keep the central record up to date authorising officers/designated persons must, in addition to sending through the Home Office application, authorisation form and Magistrates Court order within one week of the authorisation being approved by the Magistrates Court (see 9.2), send notification (by e-mail) of every renewal, cancellation and review on the Council's notification forms (see 9.9 – 9.11).

Using the information on the central record the City Solicitors Division will:

- remind authorising officers/designated persons in advance of the expiry of authorisations;

- remind authorising officers of the need to ensure surveillance does not continue beyond the authorised period;
- remind authorising officers/designated persons to regularly review current authorisations;
- on the anniversary of each authorisation, remind authorising officers/designated persons to consider the destruction of the results of surveillance operations; and
- on the fifth anniversary of each authorisation remind authorising officers/designated persons to consider destruction of the forms of authorisation, renewal, cancellation or review.

### 10.3 Surveillance products and communications data

Where the product of surveillance could be relevant to pending or future criminal or civil proceedings, it should be retained in accordance with established disclosure requirements for a suitable further period, commensurate to any subsequent review.

Particular attention is drawn to the requirements of the Code of Practice issued under the Criminal Procedure and Investigations Act 1996. This requires that material which is obtained in the course of a criminal investigation and which may be relevant to the investigation must be recorded and retained.

There is nothing in RIPA which prevents material obtained from properly authorised surveillance from being used in other investigations. The Council will ensure that adequate arrangements are in place for the handling and storage of material obtained through the use of covert surveillance to facilitate its use in other investigations.

Material obtained through the use of directed surveillance, CHIS or acquisition of communications data containing personal information will be protected by **the General Data Protection Regulation (GDPR) and the Data Protection Act 2018 (DPA)**. In addition to the considerations above, material obtained must be used, stored and destroyed in compliance with **any other legal requirements, including confidentiality**, and the Council's Data Protection, Information Security and Records Management Policies available on the intranet at the Protecting Information pages.

## 11. Training & Advice and Departmental policies, procedures and codes of conduct

### 11.1 Training & Advice

The City Solicitor will arrange regular training on RIPA. All authorising officers; designated persons and investigating officers should attend at least one session every two years and further sessions as and when required. Training can be arranged on request and requests should be made to the Democratic Services Legal Team. In particular training should be requested for new starters within the Council who may be involved in relevant activities.

The following resources are available on the intranet:



- the Corporate Policy and Procedures;
- Home Office codes of practice on covert surveillance and CHIS;
- Home Office code on acquisition and disclosure of communications data;
- lists of authorising officers and designated persons (posts and names);
- RIPA forms for covert surveillance, CHIS and acquisition and disclosure of communications data;
- the corporate CCTV policy;
- corporate RIPA training;
- request for designation as an authorising officer or designated person;
- Council notifications of RIPA renewal.

If officers have any concerns, they should seek advice on RIPA from the City Solicitor or the Democratic Services Legal Team.

### **11.2 Departmental policies, procedures and codes of conduct**

Where in practice, departments have any policy, procedures or codes of practice in relation to RIPA that are different from or in addition to this Code, they must immediately seek advice from the City Solicitor or the Democratic Services Legal Team.

## **12. Complaints**

Any person who believes they have been adversely affected by surveillance activity by or on behalf of the Council may complain to the City Solicitor (as Monitoring Officer) who will investigate the complaint.

They may also complain to the Investigatory Powers Tribunal at:

Investigatory Powers Tribunal  
PO Box 33220  
London  
SW1H 9ZQ

## **13. Monitoring of Authorisations**

The City Solicitor is the senior responsible officer in relation to RIPA and is responsible for:

- the integrity of the process in place to authorise directed surveillance, the use of CHIS's and the acquisition and disclosure of communications data
- compliance with Part II of RIPA, **the relevant Home Office Codes of Practice** and this Policy
- engagement with the **Commissioner or Inspectors of the IPCO** when they conduct inspections, and
- where necessary, overseeing the implementation of any post-inspection plans recommended or approved by a Commissioner

The City Solicitor is also required by law to ensure that the Council does not act unlawfully and will undertake audits of files to ensure that RIPA is being complied with and will provide feedback to the authorising officer/designated person where deficiencies in the RIPA process are noted.

To facilitate the City Solicitor's role as the senior responsible officer, the Democratic Services Legal Team will provide a periodic update on use of RIPA powers by the Council.

The City Solicitor will invite members every year through the Executive to review the Council's RIPA Policy for that period and to recommend any changes to the Council's policy or procedures and will also provide members with an annual update on use.

The **IPCO** has a duty to keep under review the exercise and performance of the Council's use of covert directed surveillance, CHIS, and the exercise and performance of the Council's use of its acquisition and disclosure of communications data powers. **The IPCO** will periodically inspect the Council and may carry out spot checks unannounced.

**NOTICE OF DECISIONS AGREED AT THE GMCA MEETING  
HELD ON 15 FEBRUARY 2019**

**PRESENT:**

|                          |                             |
|--------------------------|-----------------------------|
| Greater Manchester Mayor | Andy Burnham (In the Chair) |
| Bolton                   | Councillor Linda Thomas     |
| Bury                     | Councillor Rishi Shori      |
| Manchester               | Councillor Richard Leese    |
| Oldham                   | Councillor Sean Fielding    |
| Rochdale                 | Councillor Allen Brett      |
| Salford                  | City Mayor Paul Dennett     |
| Stockport                | Councillor Alex Ganotis     |
| Tameside                 | Councillor Leanne Feeley    |
| Trafford                 | Councillor Andrew Western   |
| Wigan                    | Councillor David Molyneux   |

**OTHER MEMBERS IN ATTENDANCE:**

|            |                            |
|------------|----------------------------|
| Bury       | Councillor Sharon Brigg    |
| Bolton     | Councillor Ebrahim Adia    |
| Manchester | Councillor Angeliki Stogia |
| Rochdale   | Councillor Janet Emsley    |
| TfGMC      | Councillor Mark Aldred     |

**OFFICERS IN ATTENDANCE:**

|                               |                  |
|-------------------------------|------------------|
| GMCA – Chief Executive        | Eamonn Boylan    |
| GMCA - Deputy Chief Executive | Andrew Lightfoot |
| GMCA – Monitoring Officer     | Liz Treacy       |
| GMCA – Treasurer              | Richard Paver    |
| Office of the GM Mayor        | Kevin Lee        |

|            |                 |
|------------|-----------------|
| Bolton     | Tony Oakman     |
| Bury       | Steve Kenyon    |
| Oldham     | Carolyn Wilkins |
| Manchester | Fiona Fedden    |
| Rochdale   | Steve Rumbelow  |
| Salford    | Ben Dolan       |
| Stockport  | Pam Smith       |
| Tameside   | Steven Pleasant |
| Wigan      | Donna Hall      |
| TfGM       | Simon Warburton |
| TfGM       | Steve Warrener  |
| GMFRS      | Jim Wallace     |
| GMFRS      | Leon Parkes     |
| GMCA       | Julie Connor    |
| GMCA       | Sylvia Welsh    |
| GMCA       | Nicola Ward     |

**1. APOLOGIES****RESOLVED /-**

That apologies be received and noted from Deputy Mayor Bev Hughes, Cllr Brenda Warrington (Tameside), Cllr Andrea Simson (Bury), Cllr Jenny Bullen (Wigan) and Cllr Sara Rowbotham (Rochdale). Apologies were also received from Geoff Little (Steve Kenyon in attendance), Jim Taylor (Ben Dolan in attendance), and Joanne Roney (Fiona Fedden in attendance).

**2. CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

There were no Chair's announcements or urgent business items.

**3. DECLARATIONS OF INTEREST**

There were no declarations of interest received in relation to any item on the agenda.

**4. MINUTES OF THE GMCA MEETING HELD ON 25 JANUARY 2019****RESOLVED/-**

That the minutes of the meeting of the GMCA held on 25 January 2019 be approved as a correct record, subject to the amendment of minute 20/19 – to reflect:

'That the GMCA agree the funding application for the total project cost of £139,200,000 with a skills capital funding request of £25,000,000 by the LTE Group be given conditional approval and progressed to due diligence.

**5. GMCA WASTE & RECYCLING COMMITTEE - MINUTES FROM THE MEETING HELD ON 24 JANUARY 2019****RESOLVED/-**

That the minutes of the GMCA Waste and Recycling Committee held on 24 January be noted.

**6. GMCA CORPORATE ISSUES & REFORM OVERVIEW & SCRUTINY COMMITTEE – MINUTES OF THE MEETING HELD ON 22 JANUARY 2019****RESOLVED/-**

That the minutes of the GMCA Corporate Issues and Reform Overview and Scrutiny Committee held on 22 January 2019 be noted.

**7. BUDGETS 2019**

**a) GMCA Mayoral General Budget – Budget Overview****RESOLVED/-**

1. That it be noted that the Mayor had submitted a Mayoral General Budget and precept and Fire capital programme report, which would be considered later on the agenda.
2. That it be noted that a report on the Transport budget, to be funded by a levy on District Councils would be considered later on the agenda.
3. That it be noted that the level of the Waste Disposal budget, to be funded by a levy on District Councils and the allocation between the 9 authorities would be considered later on the agenda.
4. That it be noted that the level of the GMCA General budget to be funded through contributions from District Councils and a share of the retained Business Rates would be considered later on the agenda.
5. That it be noted that the projected outturn for the Mayoral General, GMCA and Transport budgets for 2018/19 and the proposed refund of £25m of Retained Business Rates to District Councils would be considered later on the agenda.
6. That it be noted that the draft capital programme relating to Transport, Waste disposal and other GMCA, non- Mayoral functions would be considered later on the agenda.
7. That the intention for GM to make a submission to the Fairer Funding Review of Local Authority Finances requesting a fairer and improved funding settlement be agreed.
8. That the intention to submit a report on the next phase of the Fire Service Programme for Change to a forthcoming meeting of the GMCA be noted.

**b) Mayoral General Budget And Precept Proposals (KEY DECISION)**

Councillor Richard Leese, Deputy Mayor took the Chair for this item of business, given the GMCA was considering the budget proposal from the GM Mayor.

The meeting was advised that a named vote was required to approve the revised proposals for the Mayoral General Budget. Members voted on the recommendations as follows:

|        |                   |        |
|--------|-------------------|--------|
|        | GMCA Member       |        |
| Bolton | Cllr Linda Thomas | Agreed |

|            |                        |                   |
|------------|------------------------|-------------------|
| Bury       | Cllr Rishi Shori       | Agreed            |
| Manchester | Cllr Richard Leese     | Agreed            |
| Oldham     | Cllr Sean Fielding     | Agreed            |
| Rochdale   | Cllr Allen Brett       | Agreed            |
| Salford    | Mayor Paul Dennett     | Agreed            |
| Stockport  | Cllr Alex Ganotis      | Agreed            |
| Tameside   | Cllr Brenda Warrington | Not in attendance |
| Trafford   | Cllr Andrew Western    | Agreed            |
| Wigan      | Cllr David Molyneux    | Agreed            |

**RESOLVED/-**

1. That the Mayor of GM's General budget for 2019/20, as set out in this report now submitted, together with the calculation of the precepts and Council Tax rates set out in Appendices 3 to 6, be approved.
2. That the overall Mayoral General Precept of £76.95 (Band D) comprising of £59.95 for functions previously covered by the Fire and Rescue Authority precept (no change) and £17 (an additional £9 for 2019/20 on the current £8) for other Mayoral General functions, specifically bus reform, be approved.
3. That it be noted that the proposal for the Mayoral General Precept for 2019/20 was the 2nd year of a 2-3 year strategy for setting the Mayoral precept baseline, which would be adjusted in future years, as further Mayoral functions were covered by the funding raised and that Government has again provided flexibility on the level of the Mayoral (General) precept.
4. That the use of £5.75 million of Earnback grant to support GMCA costs relating to bus-related activity, including bus reform, be approved.
5. That the following recommendations be approved:
  - i. the overall budget for the Fire and Rescue Service, recognising that detailed proposals in relation to Programme for Change would be considered in the near future

- ii. the use of the reserves to support the revenue and capital budgets, and the assessment by the GMCA Treasurer that the reserves as at March 2020 were adequate
  - iii. the Fire Service capital programme and proposals for funding
  - iv. the medium term financial position for all functions covered by the Mayoral precept
6. That the use of grants totalling £8.3m to District Councils to support their increased levy costs in relation to Bus Reform, be approved as follows:

| <b>District</b> | <b>2019/20<br/>£000</b> |
|-----------------|-------------------------|
| Bolton          | 845                     |
| Bury            | 562                     |
| Manchester      | 1,618                   |
| Oldham          | 693                     |
| Rochdale        | 648                     |
| Salford         | 745                     |
| Stockport       | 863                     |
| Tameside        | 665                     |
| Trafford        | 698                     |
| Wigan           | 963                     |
| <b>Total</b>    | <b>8,300</b>            |

**c) GMCA Transport Revenue Budget 2019/20 (KEY DECISION)**

**RESOLVED /-**

1. That the issues, which affected the 2019/20 transport budgets, as detailed in the report now submitted, be noted.
2. That the GMCA budget relating to transport functions funded through the levy, as set out in this report now submitted, be approved.
3. That a Transport Levy on the district councils in 2019/20 of £192.473 million, plus an increase of £8.3 million relating to Bus Reform, less a one-off reduction of £5 million, as set on in paragraphs 3.4 – 3.5 of the report, taking the total Levy proposed to £195.773 million, apportioned on the basis of mid-year population as at June 2017, be approved.
4. That it be noted that as the Transport Order was due to be in place for the 2019/20 financial year, then some £86.7m of monies raised through the levy would be treated as being due as a 'statutory charge' as specified in Part 4 of the draft Order.

5. That it be noted that the GM Mayor had proposed to make grants to districts totalling £8.3 million to offset the levy increase relating to Bus Reform.
6. That the use of £13.067 million of Earnback revenue grant for use on GMCA transport functions be approved.
7. That the use of reserves in 2019/20, as detailed in section 5 of the report now submitted, be approved.
8. That the position on reserves, as identified in the report, be noted and approved.

**d) GMCA Revenue General Budget 2019/20 (KEY DECISION)**

**RESOLVED/-**

1. That the budget relating to the GMCA functions, excluding transport in 2019/20, as set out in section 2 of the report now submitted, be approved.
2. That the District Contributions of £8.848 million, as set out in section 3 of the report now submitted, be approved.
3. That the increases to the level of funding to MIDAS £0.2 million and Marketing Manchester £0.35 million, subject to confirmation that these additional sums would be matched by private sector contributions be approved.
4. That the overall funding to MIDAS and Marketing Manchester of £1.223 million and £0.727 million respectively be approved.

**e) Outturn 2018/19 And Budget And Levy 2019/20 – Waste Services (KEY DECISION)**

**RESOLVED/-**

1. That the base budget and levy totalling £174.634m for 2019/20, with the allocation to Districts as set out in paragraph 4.2.4 of the report now submitted, be approved.
2. That the planned levy refunds to Districts for 2018/19, as set at section 3.3 of the report now submitted be noted and that authority be delegated to the GMCA Treasurer to approve the final sums once actual tonnage information has been received.
3. That the 2020/21 Trade Waste rate at £99.50, to allow forward planning by Districts, as set out in paragraph 4.2.5 of the report now submitted, be approved.

**f) GMCA Revenue Update 2018/19 (KEY DECISION)**

**RESOLVED/-**



1. That the increase to the Mayoral General Budget of £13.1 million, as detailed in paragraph 3.1 of the report now submitted, be approved.
2. That the Mayoral General revenue outturn position for 2018/19, in line with budget after transfer of £1 million to earmarked reserves, be noted.
3. That the Mayoral General Budget – Fire revenue outturn position for 2018/19 which showed a budgeted underspend of £0.275 million after allowing for a reduction of £8.114m of reserves to support the Capital Programme, as at paragraph 3.3 of the report now submitted, be noted.
4. That the Economic Development and Regeneration revenue outturn position for 2018/19, which showed a balanced budget after transfers to earmarked reserves of £3.982 million, be noted.
5. That the transport revenue outturn position for 2018/19, which showed a balanced budget after transfer to/from earmarked reserves of £12.286 million be noted.
6. That the TfGM revenue outturn position for 2018/19, as at paragraph 4.1 of the report now submitted, be noted.
7. That the amendments to the GMCA General budget of £0.6 million, as detailed in paragraph 3.8 to 3.11, including allocations of ELENA grants, of the report now submitted be approved.
8. That the return of £25 million of Business Rates to GM Districts, as set out in the table detailed in paragraph 3.12 of the report now submitted, be approved.
9. That it be noted that confirmation from Government in relation to the financial support in response to the Moorland fires response was still awaited.

**g) GMCA Capital Programme 2018/19 – 2021/22 (KEY DECISION)**

**RESOLVED/-**

1. That the revisions to the capital budget as set out in appendix A of the report now submitted, be approved.
2. That the updated 2018/19 capital forecast compared to the previous 2018/19 capital forecast be noted.
3. That the capital programme budget for 2019/20 and the forward commitments as detailed in the report and Appendix A now submitted, be approved.
4. That it be noted that the capital programme was financed from a mixture of grants, external contributions and long-term borrowings.

5. That it be noted that provision had been made in the revenue budget for the associated financing costs of borrowing.
6. That the addition to the 2019/20 Capital Programme of the Local Full Fibre Network (LLFN), to be funded from the £21.3 million grant award by Department of Digital, Culture, Media and Sport (DDCMS) and £3.384 million from long term borrowings, be noted.
7. That it be noted that the capital programme would continue to be reviewed, noting that any new schemes, which have not yet received specific approval but were included within the programme would be the subject of future reports.
8. That the GMCA record its thanks to Councillor David Molyneux, Portfolio Lead for Resources and the GMCA Treasurer, Richard Paver, for all their work to date on the GMCA budget proposals.

#### **8. TROUBLED FAMILIES FUNDING ALLOCATION (KEY DECISION)**

##### **RESOLVED/-**

1. That the progress that had been made by GM Districts in moving to more sustainable early help models, following the first set of Troubled Families investment plans produced in January 2018, be noted.
2. That the allocation of Troubled Families funding for 2018/19 to all GM districts, in line with the agreed process and as detailed in the table in section 1.5 of the report now submitted, be approved.
3. That it be noted that there would be similar process for the release 2019/20 funding, including a requirement for GM Districts to refresh the investment/implementation plans.
4. That there be further dialogue to consider the extension of the programme of funding in recognition of the continuing issues being faced by families.
5. That the GMCA note the GM Mayor's proposal, subject to the necessary approvals required, to extend the 'a bed every night' scheme until the end of April 2019, and the planned discussions with partner organisations seeking a longer term funding arrangement beyond April 2019.
6. That it be noted that Dame Louise Casey would attending the GMCA meeting on 1 March 2019 to report her findings on the work of the GMCA and partner organisations to tackle homelessness and rough sleeping.

#### **9. GREATER MANCHESTER DISABLED PEOPLE'S PANEL**

##### **RESOLVED/-**

1. That the recommended remit and key principles of the GM Disabled People's Panel be approved.
2. That the proposed funding to support the GM Disabled People's Panel of £80,000 from February 2019 until March 2020, subject to final approval of the GMCA budgets, be agreed.
3. That the GMCA records its thanks Caron Blake and the Coalition of Disabled People for the work undertaken in the lead up to the establishment of a permanent GM Disabled People's Panel.

#### **10. GREATER MANCHESTER BREXIT PREPARDNESS**

##### **RESOLVED/-**

That the verbal report and the issues raised in relation to the impact on employment, specifically in the health and social care sector and security issues be noted.

#### **11. GREATER MANCHESTER LOCAL INDUSTRIAL STRATEGY UPDATE**

##### **RESOLVED/-**

1. That it be noted that the Independent Prosperity Review had released its final report.
2. That it be noted that officers were in the process of developing a paper setting out the proposed response to each of the Panel's recommendations, for submission to the GMCA meeting in June.
3. That the results and key messages from the stakeholder consultation, to be fed into the draft Local Industrial Strategy, be noted.
4. That the overall framework for the GM Local Industrial Strategy, developed in response to the evidence-base and consultation, be agreed.
5. That authority be delegated to the Chief Executive of the GMCA and the GM Portfolio lead officer for Economy/Business, working with the Deputy Mayor for Business/Economy, the GM Mayor, and the Chair of the GM LEP – to agree the full Local Industrial Strategy with Government.
6. That the GMCA record its thanks to the members of the Independent Prosperity Review Panel for their thorough and challenging work.
7. That it be noted that a number of the Review Panel's research papers were due to be published on the 5 March 2019.

8. That it be noted that the 5 Year Environment Plan was aligned with the Local Industrial Strategy and would be submitted to the GMCA on 1 March 2019.
9. That the GMCA record its thanks to Councillor Richard Leese for seeking the establishment of the Independent Prosperity Review to highlight the strengths and weaknesses of GM in advance of the development of the GM Local Industrial Strategy and other key strategies.

## **12. GREATER MANCHESTER ROAD ACTIVITY PERMIT SCHEME**

### **RESOLVED/-**

1. That the financial review and forecasts, as set out in Section 2 now submitted, be noted.
2. That it be agreed that, based upon the financial update, actions would be required to ensure the scheme continued to break even on an ongoing basis. Any proposals in this regard would be incorporated within a review of the scheme operation and permit charges to be carried out as part of the comprehensive sixth year performance update in Summer 2019.

## **13. GREATER MANCHESTER HOUSING INFRASTRUCTURE FORWARD FUND SCHEME**

### **RESOLVED/-**

1. That the co-development process undertaken by the GM Districts and GMCA to prepare the GM Housing Infrastructure Forward Fund business cases be noted.
2. That authority be delegated to the GMCA Monitoring Officer, to agree any detail on funding agreements, and to the GMCA Treasurer, to make appropriate transfers of the Homes England business case support grant to the GM Districts, in line with the agreed support plans, upon successful draw down of the grant from Homes England.
3. That authority be delegated to the GMCA Chief Executive in consultation with Portfolio Leader for Housing, Homelessness and Infrastructure to work with the Housing Infrastructure Fund GM District leads to finalise business cases and submit by the 22<sup>nd</sup> March 2019 deadline.
4. To note that a further report would be submitted to the GMCA once the HIF Forward Funding amounts awarded for each scheme were known.
5. That the GMCA record its thanks to Homes England for their grant to support GM Districts to put forward schemes.

## **14A. GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020: WIGAN & LEIGH STRAND 3B (KEY DECISION)**

**RESOLVED/-**

1. That that the funding application by Wigan & Leigh College (strand 3b) of total project cost of £805,000 with a skills capital grant funding of £225,000 be given conditional approval and progress to due diligence.
2. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transactions, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the grant at a) above

**14B. GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020: BOLTON COLLEGE (KEY DECISION)****RESOLVED/-**

1. That the funding application by Bolton College of the total project cost £30,000,000 of which a Skills Capital funding request of £10,000,000 be given conditional approval and progress to due diligence.
2. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transactions, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the grant at a) above

**15. PROCUREMENT OF WASTE AND RESOURCE SERVICES (KEY DECISION)****RESOLVED /-**

That the report be noted and that the GMCA record its thanks to Members and officers from the GMCA and GM Districts for their work on the procurement of the waste contract.

**15A DONNA HALLE – RETIREMENT****RESOLVED /-**

That the GMCA record its thanks to Donna Hall, who would be retiring as the Chief Executive of Wigan MBC at the end of February. Donna's proactive role in the leadership of the Reform Programme, championing Place Based working, and as the Secretary to AGMA and the GMCA, amongst the many roles she has undertaken on behalf of GM was acknowledged.

**16. EXCLUSION OF PRESS AND PUBLIC**

**RESOLVED/-**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**17. OUTTURN 2018/19 AND BUDGET AND LEVY 2019/20 – WASTE SERVICES COMMERCIAL CONSIDERATIONS (KEY DECISION)****RESOLVED/-**

1. That the budget assumptions for 2019/20 and the associated critical judgements be endorsed.
2. That the capital programme, as set out in Appendix A of the report now submitted, be approved.
3. That the commercial risk assessment and forecast General Balances position be noted.

**18. PROCUREMENT OF WASTE AND RESOURCE SERVICES (KEY DECISION)****RESOLVED /-**

1. That the appointment of Suez Recycling and Recovery UK Ltd as the preferred bidder in respect of the LOT 1 contract for waste services be approved.
2. That the appointment of Suez Recycling and Recovery UK Ltd as the preferred bidder in respect of the LOT 2 contract for waste services be approved.
3. That authority be delegated to the GMCA Head of Paid Service in consultation with the GMCA Treasurer and the Portfolio Lead for Green City Region, to finalise the commercial and contractual arrangements for the LOT 1 and LOT 2 contracts for waste services.
4. That authority be delegated to the GMCA Head of Paid Service in consultation with the GMCA Treasurer and the Chair of the Waste and Recycling Committee to conclude the procurement and finalise the contractual arrangements for the Bio-waste framework.
5. That authority be delegated to the GMCA Monitoring Officer to complete all necessary legal agreements for the LOT 1 contract, LOT 2 contract and Bio-waste framework agreement.

**19A. GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020: WIGAN & LEIGH STRAND 3B**

**CLERK'S NOTE:** This item was considered in support of the report considered in Part A of the agenda (Item 14A above refers).

**RESOLVED/-**

That the report be noted.

**19B. GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020: BOLTON COLLEGE**

**CLERK'S NOTE:** This item was considered in support of the report considered in Part A of the agenda (Item 14B above refers).

**RESOLVED/-**

That the report be noted.

A link to the full agenda and papers can be found here:

[https://www.gmcameetings.co.uk/meetings/meeting/658/greater\\_manchester\\_combined\\_authority](https://www.gmcameetings.co.uk/meetings/meeting/658/greater_manchester_combined_authority)

This decision notice was issued Tuesday 19 February 2019 on behalf of Eamonn Boylan, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU. The deadline for call in of the attached decisions is 4.00pm on Tuesday 26 February 2019.

**Call-In Process**

In accordance with the scrutiny procedure rules, these decisions would come into effect five days after the publication of this notice unless before that time any three members of the relevant Overview and Scrutiny Committee decides to call-in a decision.

Members must give notice in writing to the Chief Executive that they wish to call-in a decision, stating their reason(s) why the decision should be scrutinised. The period between the publication of this decision notice and the time a decision may be implemented is the 'call-in' period.

Decisions which have already been considered by an Overview and Scrutiny Committee, and where the GMCA's decision agrees with the views of the Overview and Scrutiny Committee may not be called in.