



Executive

Date: Wednesday, 15 September 2021
Time: 2.00 pm
Venue: Council Chamber, Level 2, Town Hall Extension

Everyone is welcome to attend this Executive meeting.

Access to the Public Gallery

Access to the Public Gallery is on Level 3 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. **There is no public access from any other entrance.**

Filming and broadcast of the meeting

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

Membership of the Executive

Councillors

Leese (Chair), Akbar, Bridges, Craig, Midgley, Rahman, Rawlins and White

Membership of the Consultative Panel

Councillors

Butt, Karney, M Sharif Mahamed, Ilyas and Taylor

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

Agenda

- 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 28 July 2021. 5 - 16
- 4. COVID 19 Public Health & Economic Recovery updates**
Report to follow
- 5. Our Manchester - Progress Update**
Report to follow
- 6. Capital Programme Update** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 17 - 28
- 7. Revenue Monitoring to the end of July 2021 (P4)** **All Wards**
Report to follow
- 8. The National Football Museum** **All Wards**
Report of the Strategic Director – Neighbourhoods attached 29 - 56
- 9. Manchester's Digital Strategy** **All Wards**
Report of the Director of Inclusive Economy attached 57 - 132
- 10. Manchester's support for families living in poverty** **All Wards**
Report of the Deputy Chief Executive and City Treasurer and Director of Inclusive Economy attached 133 - 208
- 11. Development Strategy for the Back of Ancoats - Progress Update Report**
Report to follow

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|--|------------------------------------|
| 12. Climate Change Action Plan Annual Report 2020-21 and Work Programme 2021-22
Report of the Deputy Chief Executive and City Treasurer attached | All Wards
209 - 256 |
| 13. Closure of Wythenshawe Indoor Market
Report of the Strategic Director – Neighbourhoods attached | Woodhouse Park
257 – 262 |
| 14. This City: Manchester's Housing Delivery Vehicle
Report of the Deputy Chief Executive and City Treasurer attached | All Wards
263 - 276 |

Information about the Executive

The Executive is made up of 8 Councillors: the Leader and two Deputy Leaders of the Council and 5 Executive Members with responsibility for: Children's Services; Health and Care; Environment; Housing and Employment; and Neighbourhoods. 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,
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Further Information

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

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This agenda was issued on **Tuesday, 7 September 2021** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

Executive

Minutes of the meeting held on Wednesday, 28 July 2021

Present: Councillor Leese (Chair)

Councillors: Akbar, Bridges, Rahman, Rawlins and White

Also present as Members of the Standing Consultative Panel:

Councillors: Butt, Karney, M Sharif Mahamed and Taylor

Apologies: Councillors Craig, Midgley and Ilyas

Exe/21/70 Minutes

The Executive approve as a correct record the minutes of the meeting on 30 June 2021.

Exe/21/71 COVID Progress updates - Population Health and Economic Recovery

The Executive considered a report of the Director of Public Health and the Director of City Centre Growth and Infrastructure, which provided an update on the COVID-19 situation within the city and the progress that was being made with the city's economic recovery.

The Director of Public Health advised that infection rates within the city was now 425 per 100,000 population, but the city was now outside the top 100 listed local authorities compared to being 5th at the end of May/early June, which demonstrated that the efforts being made were having a positive effect. He also advised that the City was no longer an Enhanced Response Area, but re-iterated it was still important to retain a focus on the targeted vaccination drive.

Councillor Karney condemned the actions of those involved in the recent rally against the vaccination and the NHS which had taken place in the city centre.

The Leader also commented that it was clear vaccinations were making an enormous difference in the city, specifically in the context of older people and advised that the online scare mongering in relation to the effect of the vaccination on pregnant women was not reflected by the scientific evidence and it was important that the correct information was publicised.

In relation to the city's economic recovery, the Director of City Centre Growth and Infrastructure advised that the city was still facing a number of challenges in its recovery, including the impact on a number of key sectors and employment. A number of measures were being put in place to mitigate these challenges.

The Leader commented that there were still issues with the efficiency of public transport in supporting people to physically return to work and the impact of the

requirement for people to isolate having been notified by the NHS app that they had been in contact with someone who had tested positive for COVID was also impacting on the ability for people to return to work. He expressed disappointment with the lack of Council staff that had returned to work in the Town Hall and suggested the Council needed to be leading by example on this front.

Decision

The Executive note the update.

Exe/21/72 Our Manchester - Progress Update

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

The Executive Member for Environment highlighted the positive work that was taking place on the Council’s decarbonisation schemes and the proposed next stage of changes to Deansgate, both of which would contribute towards the Council’s Climate Change Action Plan.

The Executive Member for Children’s Services highlighted the positive work that had been done to deliver a range of activities over the school summer holidays for children and young people, many of which would be free of charge and take place at venues across the city including parks, galleries, libraries, leisure centres and cultural venues with an emphasis on fun.

The Deputy Leader (Human Resources) highlighted the Social Value that had been derived from the recent Manchester International Festival and how this had had a positive economic impact on other businesses within the city.

Decision

The Executive note the update.

Exe/21/73 Revenue Monitoring to the end of May 2021

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which outlined the projected outturn position for 2021/22, based on expenditure and income activity as at the end of May 2021 and future projections.

The Leader commented that whilst the current position showed a slight underspend, at this point in the financial year it was not possible to say for certain that this would continue as the year progressed. He added that more funding had been received than expected in relation to Public Health grants and Homelessness.

Decisions

The Executive:-

- (1) Note the global revenue monitoring report and forecast outturn position which is showing a £1.359m underspend.
- (2) Approve budget virements to be reflected in the budget as outlined in paragraph 2.7 of the report.
- (3) Approve additional COVID-19 grants to be reflected in the budget as outlined in paragraphs 2.8 to 2.10 of the report).
- (4) Approve the use of unbudgeted external grant funding (non COVID-19) as outlined in paragraph 2.11 of the report.
- (5) Approve the use of budgets to be allocated as outlined in paragraph 2.12 of the report.

Exe/21/74 Capital Programme Monitoring 2021/22

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which provided an overview of the progress against the delivery of the 2021/22 capital programme to the end of June 2021, the latest forecast of capital expenditure and the major variances since the Capital Programme Outturn report submitted in June 2021 and the proposed financing of capital expenditure for 2021/22 and affordability of the Capital Programme.

The Deputy City Treasurer highlighted a relatively small variance of £18.1 million, with a couple of key changes to the programme and associated risks also identified.

Decision

The Executive recommends that the Council approve the virement of £1.0m to the Maintenance Challenge Fund, consolidating the budget to enable priority works to be completed. within the Highways Portfolio as outlined in paragraph 7.6 of the report.

Exe/21/75 Capital Programme Update

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which informed Members of requests to increase the capital programme. The report also sought approval for those schemes that could be approved under authority delegated to the Executive and asked the Executive to recommend to Council proposals that required specific Council approval.

There were no proposals which required Council approval.

The proposals that did not require Council approval, which were funded by the use of external resources, use of capital receipts, use of reserves below £2million, where the proposal could be funded from existing revenue budgets or where the use of borrowing on a spend to save basis was required included the following:-

- Private Sector Housing – Disabled Facilities Grant (DFG). A capital budget increase of £6.289m is requested, funded by Government Grant; and
- Highways Services – Great Ancoats Street Tree Maintenance. A capital budget decrease of £0.040m is requested and approval of a corresponding transfer of £0.040m to the revenue budget, funded by Capital Fund

The report highlighted that there had been increases to the programme totalling £0.295m as a result of delegated approvals since the previous report to the Executive on 30 June 2021 and if the recommendations in the report were approved, the General Fund capital budget would increase by £6.249m across financial years. This would also result in an increase in the prudential indicator for Capital Expenditure in corresponding years.

It was also reported that approval had been given for two capital budget virements from the Parks Development Programme budget totalling £0.241m. Following the fire restoration work, office refurbishment works (£0.211m) would be carried out to reactivate Wythenshawe Hall for both staff and community use by returning the staff to the office space and carrying out some cosmetic improvements to the Tenants Hall, bar and public toilets. Funding had also been allocated for Site Investigation for improvements to Heaton Park Overflow Car Park (£0.030m).

Decisions

The Executive:-

- (1) Approve the following changes to the City Council's capital programme:
 - Private Sector Housing – Disabled Facilities Grant (DFG). A capital budget increase of £6.289m is requested, funded by Government Grant
 - Highways Services – Great Ancoats Street Tree Maintenance. A capital budget decrease of £0.040m is requested and approval of a corresponding transfer of £0.040m to the revenue budget, funded by Capital Fund.
- (2) Note increases to the programme of £0.295m as a result of delegated approvals.
- (3) Note virements in the programme of £0.241m as a result of virements from approved budgets

Exe/21/76 National Cycling Centre

The Executive considered a report of the Strategic Director – Neighbourhoods, which set out proposals to refurbish the National Cycling Centre (NCC) to ensure that it remained fit for purpose and to secure Manchester's future as the home of British Cycling for the next 25 years.

The NCC was an internationally recognised cycling facility, having supported the delivery of the 2002 Manchester Commonwealth Games it had helped put Manchester on the international sports map for the last two decades for both major events and the success of British Cycling. Whilst the NCC was extended in 2010 to incorporate the UK's first dedicated indoor BMX centre and improved office space for British Cycling (BC), café, shop and public realm, the Velodrome element of the facility was now 28 years old and as such, a stock condition survey has confirmed that this part of the NCC requires significant investment due to items being life expired. Investment was necessary in order to reduce the carbon footprint of the

venue, sustain the existing service offer, as well as keep pace with more modern facilities located in London and Glasgow.

The revenue implications during the construction phase were estimated at £2.112m, due to loss of income and the need to rent alternative accommodation. It is proposed that this is funded from joint funds held by Manchester City Council and Sport England.

The total capital cost of the scheme was estimated at £26.178m. A capital budget of £22.456m was required, as £1.577m was already approved in the Asset Management Programme to reach the end of the RIBA Stage 4 design.

It was proposed that the budget would be funded £20.566m from borrowing and £1.890m funded from borrowing on a spend to save basis, funded from joint funds held by Manchester City Council and Sport England. It was estimated that, based on current interest rates, the borrowing (excluding that to be charged to joint funding held by Manchester City Council and Sport England) would create an estimated annual cost of c.£1.23m in interest and minimum revenue provision. This would be funded from the existing capital financing budget.

The remaining £2.145m would be funded from the existing Public Sector Decarbonisation Scheme budget.

The timetable for progressing the scheme meant that works were required to start before the next Council meeting, with an estimated capital cost of £0.9m. It was proposed that these were progressed, funded from Capital Fund, acknowledging that if the scheme did not progress for any reason they would be classed as abortive costs and would need to be charged to revenue. If Council approval was received, these works would form part of the scheme and be funded from borrowing.

Decisions

The Executive:-

- (1) Note the options presented in the report and approve proceeding with the full refurbishment of the NCC at a cost of £26.178m.
- (2) Recommend that Council approve the establishment of a capital budget for the refurbishment of the NCC of £22.456m, funded from £20,566m borrowing and £1.890m on a spend to save basis funded by joint funds held by Manchester City Council and Sport England.
- (3) Recommend that Council approve a virement from the Public Sector Decarbonisation Scheme budget of £2.145m
- (4) Approve the use of joint funds held by Manchester City Council and Sport England to fund £2.112m of revenue costs expected to be incurred as a result of the project.

Exe/21/77 GM Clean Air Final Plan

The Executive considered a report of the Deputy Chief Executive and City Treasurer and City Solicitor, which set out the proposed Greater Manchester Final Clean Air

Plan (CAP) and policy following a review of all the information gathered through the GM CAP consultation and wider data, evidence and modelling work which was to be agreed by the ten Greater Manchester local authorities.

The Executive Member of Environment highlighted that poor air quality was the biggest environmental risk to poor health and this plan was key to achieving not only the Council's legal obligations to improving air quality but also ensuring that the health of Manchester residents was protected now and in the future.

Councillor Karney welcomed the proposals, commenting that there had been a sea of change amongst Manchester residents in becoming more health conscious and many were now more aware of the importance of clean air within and across the city.

The Leader also highlighted the detrimental impact dirty air had, especially on young people's growth and development and older people's respiratory and he believed the Council had a duty to do what it could to make sure Manchester residents had air that was fit to breathe.

Decisions

The Executive:-

- (1) Note the progress of the Greater Manchester Clean Air Plan.
- (2) Note the progress in the distribution of Bus Retrofit funding.
- (3) Note Ministers' agreement to include the sections of the A628/A57 in Tameside which form part of the Strategic Road Network within the Greater Manchester's Clean Air Zone (CAZ) and their request for Tameside MBC, TfGM and Highways England to establish the most appropriate solution for the charging mechanism to be applied on this section of the Strategic Road Network (SRN).
- (4) Approve the GM Clean Air Plan Policy as set out at Appendix 1 of the report, noting that the policy outlines the boundary, discounts, exemptions, daily charges of the Clean Air Zone as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria to be applied.
- (5) Note the Equalities Impact Assessment, as set out at Appendix 2 of the report.
- (6) Note the AECOM Consultation Report, as set out at Appendix 3 of the report;
- (7) Agree the proposed Response to the Consultation which has been prepared by TfGM on behalf of the ten GM local authorities, as set out at Appendix 4 of the report.
- (8) Note the Impacts of COVID-19 Report, as set out at Appendix 5 of the report.
- (9) Agree the Modelling report of the final CAP package, as set out at Appendix 6 of the report, and in particular that the modelling outputs of the final plan

scheme show the achievement of compliance with the legal limits for Nitrogen Dioxide in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction.

- (10) Note the economic implications of the CAP Report, as set out at Appendix 7 of the report.
- (11) Note the update on the GM Minimum Licensing Standards, set out in section 3.1, and in particular that licensing conditions will not be used to support delivery of the GM Clean Air Plan.
- (12) Approve a 6-week public consultation on the inclusion of motorhomes classified as MSP1 in the GM Clean Air Zone and on the inclusion of the A575 and A580 at Worsley commencing on 1 September 2021 and delegate authority to the Executive Member for Environment to approve the consultation materials.
- (13) Note that the GM Clean Air Charging Authorities Committee has the authority to make the Charging Scheme Order which establishes the GM Charging Scheme in line with the agreed GM Clean Air Plan Policy.
- (14) Note that the GM Charging Authorities Committee has the authority to vary the Charging Scheme Order if this is established as the most appropriate charging mechanism to be applied on sections of the A628/A57 part of the Strategic Road Network (SRN) in Tameside.
- (15) Note that the Air Quality Administration Committee has the authority to agree the final form of the Operational Agreement for the Central Clean Air Service, and to authorise the making of the Agreement, on behalf of the ten GM local authorities.
- (16) Note that the Air Quality Administration Committee has the authority to:
 - a. establish and distribute the funds set out in the agreed GM Clean Air Plan policy;
 - b. approve the assessment mechanism agreed with JAQU to ensure that Clean Air Funds can be adapted if necessary;
 - c. keep the use of the funds under review and to determine any changes in the amounts allocated to each and their use; and
 - d. monitor and evaluate the joint local charging scheme.
- (17) Approve the reallocation of funding from the Try Before You Buy scheme to provide additional electric vehicle charging points dedicated for use by taxis.
- (18) Delegate to the GM Charging Authorities Committee the authority to determine the outcome of the consultation on both the inclusion of motorhomes classified as MSP1 within the scope of Clean Air Zone charges and on the inclusion in the GM Clean Air Zone of the A575 and A580 at Worsley following the conclusion of that consultation.

- (19) Approve the Clean Air Zone ANPR and signage locations, as set out at Appendix 10 of the report.
- (20) Agree a delegation to Deputy Chief Executive to approve the submission of the Interim Full Business Case if required and Executive Member for Environment the Full Business Case (FBC) to the Government's Joint Air Quality Unit to support the GM Clean Air Plan and any supplementary information to that Unit.

Exe/21/78 Places for Everyone

The Executive considered a report of the Director of City Centre Growth & Infrastructure, which sought approval for the consultation on the publication stage of the Places for Everyone Publication Plan (PfE) pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Consultation on the plan will commence no earlier than 9 August 2021 running for a period of eight weeks.

The PfE2021 plan included specific policies and allocations that directly related to Manchester including:

- Delivery of a minimum of around 56,500 new homes; and over 2.3 million square metres of office floorspace in Manchester by 2037;
- Policies to deliver growth and regeneration across the City
- Seeking to achieve a carbon neutral city no later than 2038;
- Policies across a range of other themes including flood risk, water resources, air quality, economic and housing matters, heritage, culture, education and skills, health, and sport and recreation; and
- Specific allocations identified in the plan for Manchester for new jobs at the airport and Wythenshawe Hospital.

It was reported that the former GMSF plan also included a proposed allocation for housing at Southwick Park. This allocation had been removed from the PfE2021 as a result of further work on Manchester's land supply following the revised local housing need figure published in December 2020.

Decisions

The Executive:-

- (1) Approve the Places for Everyone Publication Plan 2021, including strategic site allocations and green belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for an 8 week period for representations to begin not earlier than 9 August 2021.
- (2) Delegates authority to the Director of Planning, Building Control and Licensing, in consultation with the Executive Member for Housing and Employment, to

approve the relevant Statement of Common Ground(s) required pursuant to the National Planning Policy Framework 2019.

Exe/21/79 Ardwick Green NDF Addendum

The Executive considered a report of the Interim Director of Housing and Residential Growth, which informed Members of the outcome of a public consultation exercise involving local residents, businesses and other stakeholders, relating to a Draft Extension to the Neighbourhood Development Framework (NDF) for the Ardwick Green area. The report sought approval of a final version of the Extension to the NDF, which has been adjusted to take account of the consultation undertaken.

The majority of the stakeholders who responded to the consultation expressed their overall support for the draft NDF Extension, believing that appropriate development and preservation of the heritage aspects of the neighbourhood would enhance the neighbourhood

Subject to endorsement, there were some important next steps that needed to take place to ascertain the best way of implementing the ambitions of this NDF Extension:-

- Undertaking further detailed design and feasibility work on the opportunities presented by Higher Ardwick, including an assessment of landownerships and engaging with existing landowners and businesses, to provide a sensible way forward to bringing about positive comprehensive change in this area; and
- Working with Historic England and Manchester City Council's Conservation Officer to understand the extent of the existing Ellen Wilkinson High School Grade II* listing (Nicholls Campus main building) and identify opportunities to introduce new buildings around the Grade II listed building through an assessment of key views and massing studies, and the feasibility for converting the buildings

If approved, the NDF Extension would act as a material consideration in the determination of subsequent planning applications that fell within its scope.

Decisions

The Executive

- (1) Note the outcome of the public consultation on the draft Extension to the NDF for Ardwick Green and subsequent revisions to the NDF Extension as set out in Appendix 1 of the report.
- (2) Approve the Extension to the NDF for Ardwick Green, noting that it will then act as a material consideration for the Local Planning Authority when assessing future planning applications within the NDF and NDF Extension area.
- (3) Agree that the Interim Director of Housing and Residential Growth, working in conjunction with colleagues in other Directorates, undertakes the programme of

work outlined in the next steps (section 5) of this report to ascertain the best way of implementing the ambitions of the Extension to the Ardwick Green NDF.

Exe/21/80 Removal of Elizabeth Yarwood Court from the Brunswick PFI contract (Part A)

The Executive considered a report of the Head of Development and Head of Housing Services, which sought approval for the removal of Elizabeth Yarwood Court from the Brunswick Housing Private Finance Initiative (PFI) contract and reposition its development in line with the wider Upper Brook Street proposals.

It was reported that removal of the site would result in a compensation event under the PFI contract. The cost to the Council of triggering this would be negotiated with the PFI Contractor and payment would be made through the HRA in the first instance and then the site would be transferred to the General Fund, at an appropriate value subject to capital approvals process. The costs of the transfer would be subject to a separate capital approval, once they were fully assessed. It was anticipated that the Council would be able to recoup any initial outlay from a disposal of the site to support the overarching redevelopment.

It was noted that relevant Executive Members and Ardwick ward members have been consulted on this proposal and have given their support.

The Leader commented that until the framework for the Upper Brook Street sites could be finalised and consulted upon and development brought forward for consideration by the Council, the Homelessness Service proposed to use the now vacant Elizabeth Yarwood Court sheltered accommodation building to support hospital discharge for vulnerable residents up to the point when the site could be considered for redevelopment.

Decisions

The Executive:-

- (1) Approve in principle the withdrawal of the site including Elizabeth Yarwood Court from the Brunswick PFI contract.
- (2) Delegate authority to the Deputy Chief Executive & City Treasurer and Head of Housing Services in consultation with the Deputy Leader for Finance and Executive Member for Housing and Employment to negotiate and conclude the financial terms of the compensation event.
- (3) Note the proposed temporary use of the site by Homelessness as outlined in the report.
- (4) Delegate authority to the Chief Executive in consultation with the Leader and Deputy Leader (Finance) to agree the disposal strategy and market the site for disposal.

- (5) Delegate authority to the Chief Executive in consultation with the Leader and Deputy Leader (Finance) to finalise the terms for the disposal of the land.
- (6) Delegate authority to the City Solicitor to conclude all documentation to give effect to the above recommendations.

Exe/21/81 Exclusion of the Public

Decision

The Executive agrees to exclude the public during consideration of the following item which involved consideration of exempt information relating to the financial or business affairs of particular persons and public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Exe/21/82 Removal of Elizabeth Yarwood Court from the Brunswick PFI contract (Part B)

The Executive considered a report of the Head of Development and Head of Housing Services, which detailed the estimated cost of compensation and projected land values associated with the withdrawal of Elizabeth Yarwood Court from the Brunswick PFI contract.

Decision

The Executive note the estimated cost of compensation and projected land values.

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Manchester City Council Report for Resolution

Report to: Executive – 15 September 2021

Subject: Capital Programme Update

Report of: Deputy Chief Executive and City Treasurer

Summary

This report informs members of requests to increase the capital programme, seeks approval for those schemes that can be approved under authority delegated to the Executive and asks the Executive to recommend to the City Council proposals that require specific Council approval.

Recommendations

To recommend that the Council approve the following changes to Manchester City Council's capital programme:

- Children's Services - Manchester Creative Media Arts Academy Completion Works. A capital budget increase of £0.661m is requested, funded by Borrowing.
- Growth and Development - Manchester Equipment and Adaptations Partnership (MEAP) Relocation. A capital budget virement of £2.025m is requested, funded by the Asset Management Programme budget.

Under powers delegated to the Executive, to approve the following changes to the City Council's capital programme:

- Private Sector Housing – Rough Sleepers Accommodation Programme (RSAP) Property Acquisitions. A capital budget increase of £3m is requested, funded by £1.350m Government Grant and £1.650m Capital receipts

Executive is also asked to note:

- The update on Public Sector Decarbonisation Scheme additional works and approve the funding strategy.
 - The increases to the programme of £0.320m as a result of delegated approvals.
 - The virements in the programme of £0.960m as a result of virements from approved budgets
-

Wards Affected - Various

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Contributions to various areas of the economy including investment in ICT services, Housing, and leisure facilities.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improvements to services delivered to communities and enhanced ICT services.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in cultural and leisure services and housing.
A connected city: world class infrastructure and connectivity to drive growth	Through investment in ICT and the City's infrastructure of road networks and other travel routes.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The recommendations in this report, if approved, will not impact the Council's revenue budget.

Financial Consequences – Capital

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £3.661m across the financial years as detailed in Appendix 1.

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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.

Report to the Executive 17th February 2021 – Capital Strategy and Budget 2020/21 to 2024/25

Report to the Executive 17th March 2021 - Capital Programme Update

Report to the Executive 2nd June 2021 – Capital Programme Update

Report to the Executive 30th June 2021 – Capital Programme Update and Capital Programme Monitoring 2020/21 Outturn

Report to the Executive 28th July 2021 – Capital Programme Update

1.0 Introduction

1.1 This report outlines the requests for changes to the capital budget from 2021/22.

2.0 Background

2.1 In February each year the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to the City Council which then constitute the approval of the five-year capital programme. Proposals for the capital budget were presented to the Executive on 17th February 2021.

2.2 The capital programme evolves throughout the financial year, and as new projects are developed, they will be reviewed under the current governance framework and recommendations made regarding whether they should be pursued.

2.3 The following requests for a change to the programme have been received since the previous report to the Executive on 28th July 2021.

2.4 Note that where requests are made in the report to switch funding from capital to revenue and to fund the revenue spend from the Capital Fund, this is a funding switch from within the capital programme and will not have a negative impact on the Fund itself.

2.5 For the changes requested below, the profile of the increase, decrease or virement is shown in Appendix 1 for each of the projects.

3.0 City Council's Proposals Requiring Specific Council Approval

3.1 The proposals which require Council approval are those which are funded by the use of reserves above a cumulative total of £2.0m, where the use of borrowing is required or a virement exceeds £0.500m. The following proposals require Council approval for changes to the capital programme.

3.2 Children's Services - Manchester Creative Media Arts Academy Completion Works. Manchester Creative Media Arts Academy (MCMA) was constructed in 2012 as part of the Building Schools for the Future (BSF) programme. There were numerous outstanding issues at completion and despite there being no contractual mechanism for retention an amount was deducted from the final payment to encourage the contractor to complete these works. It has taken several years of intense negotiations to achieve a suitable design and to achieve physical completion of the outstanding works and within this time period all BSF projects were closed and budgets disbanded with no final provision made for the uncertain outstanding amount. The contractor is nearing completion of the outstanding works and has therefore now requested payment of the outstanding amount. A capital budget increase of £0.661m is requested, funded by Borrowing.

- 3.3 Growth and Development - Manchester Equipment and Adaptations Partnership (MEAP) Relocation. The site identified for relocation of MEAP from Poland Street will enable vacant possession of Poland Street which is required for development as a Mobility Hub. This is a key component in the further sustainable development of the back of Ancoats area aligning with the strategic objectives of the City Centre Transport Strategy for 2040 and the Ancoats and New Islington Neighbourhood Development Framework.
- 3.4 The relocation will allow the service to consolidate their operation from Poland Street, Tulketh Street and Fulmead, providing them with a fit for purpose operational property and the space for a Smart House which is pivotal to the Prevention and Early Intervention Agenda. The building works are required to make the property fully accessible and internal fit out to support the operational needs of the service. The consolidation of the service will generate income by providing an opportunity for a commercial rent to be achieved from Tulketh Street and a capital receipt to be sought for Fulmead. This will contribute to the rationalisation of the corporate estate. A capital budget virement of £2.025m is requested, funded by the Asset Management Programme budget.

4.0 Proposals Not Requiring Specific Council Approval

- 4.1 The proposals which do not require Council approval and only require Executive approval are those which are funded by the use of external resources, use of capital receipts, use of reserves below £2.0m, where the proposal can be funded from existing revenue budgets or where the use of borrowing on a spend to save basis is required. The following proposals require Executive approval for changes to the City Council's capital programme:
- 4.2 Private Sector Housing – Rough Sleepers Accommodation Programme (RSAP) Property Acquisitions. Last July the Government announced the Next Steps Accommodation Programme (NSAP) which made financial resources available to support local authorities and their partners to provide move-on homes, to prevent homeless people housed in emergency accommodation during the Covid-19 pandemic from returning to the streets. A further phase, Rough Sleepers Accommodation Programme (RSAP) was announced earlier in the year, this time targeting support at people with a history of rough sleeping. The Council has been successful in securing grant funding of £1.35m to acquire 20 1bed flats to support 20 rough sleepers and people living in emergency accommodation to move-on to new homes. A capital budget increase of £3m is requested, funded by £1.350m Government Grant and £1.650m Capital receipts.

5.0 Update on Public Sector Decarbonisation Scheme

- 5.1 Detailed designs for the PSDS (Public Sector Decarbonisation Scheme) funded works are currently being developed, early indications are that the programme will come in underbudget although the final position will not be confirmed until designs complete and cost plans are finalised in late September 21. In anticipation of an underspend on the PSDS budget, the programme has been

working on a pipeline of additional projects that could be delivered rather than returning funds unspent.

- 5.2 To be eligible for PSDS all works must be completed by March 2022, therefore any additional projects will need to be commissioned imminently if they are to meet this deadline. This means commissioning projects in advance of a) confirmation of the total level of underspend and b) securing approval from the Greater Manchester Combined Authority as the funding provider to utilise the underspend and fulfil the grant. The programme is requesting approval to commission up to £2m of additional energy efficiency works, to be funded by prudential borrowing from the approved Carbon Reduction Programme budget in the event PSDS underspend is not available or approved. The buildings in scope and the technologies to be deployed (LED Lighting & Building Management System upgrades) would be included in any future work programme, so this approval would be an early draw down against the previously budgeted £15m for energy efficiency works between 2022 and 2025.

6.0 Delegated budget Approvals

- 6.1 There have been increases to the programme totalling £0.320m as a result of delegated approvals since the previous report to the Executive on 17th March 2021. These are detailed at Appendix 2.

7.0 Virements from Approved Budgets

- 7.1 Approval has been given for a capital budget virement from the Parks Development Programme budget totalling £0.960m for the Parks In Partnership Scheme. This project will carry out improvement works to Manchester's parks and green spaces, across 32 wards, that raise standards and sustainability within parks, whilst widening participation, access and inclusivity, for example by enhancing play facilities, park furniture or signage. The Parks in Partnership funding will see the allocation of up to £30,000 per ward and will be rolled out in the 2021/22 financial year through two rounds of funding.

8.0 Prudential Performance Indicators

- 8.1 If the recommendations in this report are approved the General Fund capital budget will increase by £3.661m across financial years, as detailed in Appendix 1.
- 8.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Capital Monitoring Report during the year.

9.0 Contributing to a Zero-Carbon City

- 9.1 All capital projects are reviewed throughout the approval process with regard to the contribution they can make to Manchester being a Zero-Carbon City. Projects will not receive approval to incur costs unless the contribution to this target is appropriate.

10.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

10.1 Contributions to various areas of the economy including investment in ICT services, housing, and leisure facilities.

(b) A highly skilled city

10.2 Investment provides opportunities for the construction industry to bid for schemes that could provide employment opportunities at least for the duration of contracts.

(c) A progressive and equitable city

10.3 Improvements to services delivered to communities and enhanced ICT services.

(d) A liveable and low carbon city

10.4 Investment in cultural and leisure services and housing.

(e) A connected city

10.5 Through investment in ICT and the City's infrastructure of road networks and other travel routes.

11.0 Key Policies and Considerations

(a) Equal Opportunities

11.1 None.

(b) Risk Management

11.2 Risk management forms a key part of the governance process for all capital schemes. Risks will be managed on an ongoing and project-by-project basis, with wider programme risks also considered.

(c) Legal Considerations

11.3 None.

12.0 Conclusions

12.1 The revenue budget of the City Council will not be impacted if the recommendations in this report are approved.

12.2 The capital budget of the City Council will increase by £3.661m, if the recommendations in this report are approved.

13.0 Recommendations

13.1 The recommendations appear at the front of this report.

Appendix 1 - Requests for Adjustments to the Capital Budget Provision

Dept	Scheme	Funding	2021/22 £'000	2022/23 £'000	2023/24 £'000	Total £'000
<u>Council Approval Requests</u>						
Children's services	Manchester Creative Media Arts Academy Completion Works	Borrowing	661			661
Growth and Development	Manchester Equipment and Adaptations Partnership (MEAP) Relocation	Capital receipts	1,155	870		2,025
Growth and Development	Asset Management Programme (AMP)	Capital receipts	- 1,155	-870		- 2,025
<u>Total Council Approval Requests</u>			661	0	0	661
<u>Executive Approval Requests</u>						
Private Sector Housing	Rough Sleepers Accommodation Programme (RSAP)	Government Grant	675	675		1,350
Private Sector Housing	Rough Sleepers Accommodation Programme (RSAP)	Capital Receipts	825	825		1,650
<u>Total Executive Approval Requests</u>			1,500	1,500	0	3,000
<u>Total Budget Adjustment Approvals</u>			2,161	1,500	0	3,661

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Appendix 2 - Approvals under authority delegated to the City Treasurer

Dept	Scheme	Funding	2021/ 22	2022/ 23	2023/ 24	Future	Total
			£'000	£'000	£'000	£'000	£'000
Highways Services	Street Lighting works for TfGM (Transport for Greater Manchester) Clean Air Zone	External Contribution	179				179
Highways Services	Manchester Cycleway	External Contribution	141				141
Total Delegated Approval Requests			320	0	0	0	320

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**Manchester City Council
Report for Resolution**

Report to: Executive – 15 September 2021

Subject: The National Football Museum

Report of: Strategic Director (Neighbourhoods)

Summary

This report sets out plans for a new lease and grant funding agreement for the National Football Museum, taking into account the Council's investment to date, the museum's impact and achievements over the last ten years, and plans for the next funding period.

Recommendations

1. To approve the granting of a new Sub Lease between (1) the Millennium Quarter Trust and (2) the National Football Museum for a period of 25 years from 1st April 2022, which will be granted out of the lease dated 5 July 2012 between (1) Manchester City Council and (2) the Millennium Quarter Trust for a term of 85 years from 27 June 2002 ("the Head Lease").
 2. To approve a three-year grant funding agreement with the National Football Museum from 1st April 2022 with revenue support of £1.4million in 2022/23, £1.35million in 2023/24 and £1.25million in 2024/25.
 3. To delegate responsibility to the Strategic Director of Neighbourhoods, Deputy Chief Executive and City Treasurer and the City Solicitor in consultation with the two Deputy Leaders to negotiate and finalise the terms of the arrangements.
 4. To authorise the City Solicitor to complete all documents and enter into all agreements necessary to give effect to the recommendations.
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Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The National Football Museum has signed the Manchester Commitment to Act, confirming that the museum will take responsibility for its organisational carbon emissions and work to reduce its carbon impact to zero by 2038. The museum's Carbon Reduction Plan also mirrors the Council's target of reducing emissions by 50% by 2025. Achieving reductions in building-related emissions will require improvements to the way the National Football Museum operates and support from the Council as landlord of the Urbis building.
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The National Football Museum is a unique asset to Manchester as a city which is a major visitor destination for sport and arguably the global home of football. Sitting alongside the Premier League clubs and the city's wider sporting infrastructure and events programme the museum provides a cultural destination for visitors attracted by the game to view collections of national significance.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The National Football Museum continues to provide employment opportunities with 64 individual employees at the museum. NFM plans to grow its volunteering programme and increase the number of work experience participants and apprentices during the funding period.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Education is at the core of the charity's purpose and the museum runs a successful and inclusive annual programme reaching residents from all wards in the city. In 2019/20 this included 418 engagement sessions (including schools) and a total of 17,178 engagements with individual participants. The museum actively promotes an anti-discrimination stance to educate and engage, and to celebrate diversity in football culture.
A liveable and low carbon city: a destination of choice to live, visit, work	The National Football Museum is a unique asset to Manchester as a major cultural attraction which celebrates the game of football. It is part of the diverse and distinct cultural sector which contributes to making Manchester a liveable city and an attractive visitor destination. The museum's carbon reduction plan demonstrates how the organisation will contribute to the city's Zero Carbon ambition.

<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The museum creates online content including digital exhibitions and podcasts, which had just under 1.5million digital visitors across all channels including social media during 2020/21. Following new ways of working and engaging during the pandemic, the museum is in the process of developing a new Digital Strategy. The museum plans to create a Digital Resource Centre where visitors can curate their own exhibitions and activities, a new Play Gallery is also being developed which will allow visitors to engage with football using new technology.</p>
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Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The grant funding amounts for each year of this agreement will step down from the current allowance of revenue support of £1.45million per annum. Revenue support will be £1.4million in 2022/23, £1.35million in 2023/24 and £1.25million in 2024/25.

Financial Consequences – Capital

None

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Background documents (available for public inspection): None

1.0 Introduction

- 1.1 The National Football Museum (NFM) opened at its new home in the Urbis building in Manchester city centre on 6 July 2012, having moved to the city from its original site in Preston. The initial 10-year lease and funding agreement are due to expire in Spring 2022. The Council has a long-term commitment to supporting the museum and this report sets out proposals for the future lease and grant funding arrangements.

2.0 Background

- 2.1 The National Football Museum is England's only national museum for football and at the heart of its practice holds a nationally accredited collection which is the largest of its kind in the world. Through the collections and associated community engagement and research programmes the museum explores why football is "the game of our lives" and the impact which it has on society. This includes permanent exhibitions which explore the history of the English game with both the national side and the English Leagues, and the museum's special exhibitions and interactives, which stimulate stories about the impact of football. The museum's collections are a resource not only for visitors but also academics and researchers. The National Football Museum strives to ensure that the collection is fully representative and is working towards 50% of the collections representing the women's game. The museum also aims to reinterpret football stories that represent significant moments and actions in popular culture and social history.
- 2.2 The National Football Museum originally opened in 2001 at the Deepdale football ground in Preston, but moved to Manchester supported by the European Regional Development Fund (ERDF) and Manchester City Council investment, reopening in July 2012 in the Urbis building. The move enabled the museum to establish itself within landmark premises, ideally located to benefit from Manchester's position as a world-renowned destination for sport and a global home to football. It also secured the future of the Urbis building as a sustainable visitor attraction of national and international significance. The lease and grant funding arrangements with the Council secured the longer-term viability of the museum. On the opening of the museum in Manchester, the museum's President Sir Bobby Charlton said, '*This is a museum for everybody, the whole world can come and see about the beautiful game in Manchester, I am so proud of this city*'.
- 2.3 Over the last 10 years NFM has played an important role in establishing Manchester as an international sporting city. Manchester's footballing pedigree speaks for itself, with Manchester's two table-topping Premier League clubs, and its host of other clubs make an enormous contribution to the life of the city. A study undertaken in 2011 highlighted that football provides the city with the equivalent economic impact of an Olympic and Paralympic Games every four seasons, contributing around £330m in gross value added (GVA) to the economy.

- 2.4 Manchester's enviable position as a global city of football is about much more than two clubs and the individual sporting heroes whose names are known throughout the world. Manchester is the home of the Professional Football Association (PFA) as well as the home of over 900 amateur teams who operate across the city in 74 different leagues. NFM is the glue that brings together all forms of the game and the partners that make football so successful in Manchester. Over the last 10 years partners including the FA, PFA and the football clubs have invested heavily in growing the game and creating more opportunities for people to play the sport, particularly those groups that have been under-represented, such as women and girls and people with a disability.
- 2.5 Over the next decade there is an ambitious vision for Manchester to be the leading UK city for people participating in all forms of football, with a world leading community football infrastructure which will sustain high levels of participation. NFM has a unique and critical role to play in this, utilising its power to convene and mobilise key partners to assist in transforming opportunities for Manchester residents, in turn accelerating the delivery of Manchester's Football Development Plan.

3.0 Manchester City Council investment and support to date

- 3.1 Manchester City Council has a long-term commitment to supporting the National Football Museum and has provided substantial direct investment and wider support since its move to the city from Preston. This includes;
- Capital costs of the move to Manchester and adaptations to the Urbis building of £7,574,034 (of which £3,787,017 was ERDF and the remainder was Council investment). The National Football Museum was intended as a long-term occupant of the building following the closure of the previous Urbis Museum.
 - A 10-year sublease for the Urbis building at peppercorn rent from 2012 to 2022 under the Head Lease between (1) Manchester City Council and (2) the Millennium Quarter Trust. MQT was established in 2002 to oversee the area of the city centre comprising Cathedral Gardens, Exchange Square, the Cathedral Visitor Centre and Urbis.
 - A revenue grant to support core running costs as part of the Council's Strategic Cultural Investment portfolio. The initial grant was £1.95million in line with the previous grant to the Urbis museum. Over time this has been reduced by the Council in consultation with the museum. The current grant amount is £1.45million per annum.
 - Mandatory and Discretionary Business Rate Relief.
 - Capital investment through the Council's Asset Management Programme, with £491,093 invested between 2016 and 2021, and a budget of £1,400,000 allocated to replace the Air Handling System and Building Management System.

4.0 The National Football Museum Collection

4.1 The museum's collection comprises over 40,000 objects relating to football and the social history of the game and includes the following:

- **Programmes and fanzines:** The National Football Museum owns hundreds of examples of football programmes illustrating league and non-league clubs and national and international competitions. The fanzine collection comprises over 1,000 examples from all over the country.
- **Trophies:** the large collection of trophies spans over 120 years with the Turton Cup from 1874 being the earliest trophy in the collection. Other trophies include retired Football League trophies on loan from the Football League such as the original Championship trophy 1890, Division 3 North and South shields, Barclays and Canon League trophies and Play-off trophies. The museum displays the replacement Jules Rimet trophy commissioned by the English FA in 1966 as well as the 1938 English Schools FA trophy and several trophies relating to the women's game. In 2020 Sheik Mansour on behalf of Manchester City bought at auction the 1896-1910 Football Association Challenge Cup and has agreed to loan it for display at NFM in 2021. The collection also holds official replica trophies of the FA Cup, the League Cup and the Premiership trophy.
- **Equipment:** the collection contains shirts, shorts, socks, boots, balls and shinpads from 1890s to the present day and illustrates the changes in equipment and technology over the decades. As well as players' and managers' clothing, the museum also includes referees' equipment and fans' match day clothing and replica shirts.
- **Fans memorabilia:** a large part of the National Football Museum collection relates to supporters and match day ephemera, including tickets, programmes, fanzines, mascots, football pools tickets, banners and rattles as well as ceramics, biscuit tins and general club merchandise through the ages. It also consists of fans' collections like cigarette cards, Baines and other collectible cards, autographs and scrapbooks.
- **Photography and film:** there are very early photographs of university, league and international teams as well as players, match line ups, stadiums and fans at the game. The National Football Museum also holds official FIFA World Cup photographs and has on loan the photographic collection of photographer Stuart Roy Clarke. The museum owns the 'Kicking and Screaming' film archive with interviews of players, managers, officials and fans that formed the basis of the television programme of that name.
- **Art:** the museum holds a large collection of artwork ranging from an early depiction of village football 'The Football Game' by Thomas Webster, 1839 to Michael Browne's recent 'The Art of the Game' painting of Eric Cantona, 1997. There are several entries from the FA's Football and the Arts competition in 1953 in the collection. Moreover, the museum has a

collection of ceramic and spelter sculptures and figurines and other decorative items. The museum also has the first statue of a woman footballer Lily Parr created by Hannah Stewart and installed in 2019.

- **Library and archive:** the large reference library at the museum's research site in Preston holds general football history books, biographies, club histories, yearbooks, magazines and historical football books. There are archives of the FA and Football League including minute books, gatebooks and player records. The museum looks after the loaned archives of Littlewoods Pools and Preston North End FC. Recently, the National Football Museum received the donation of the UEFA library of books, journals and DVDs on European competitions and the Wray Vamplew collection of academic books and research journals.

4.2 The 13 principle collections and key objects are detailed in Annex 1.

5.0 Impact and achievements

Global football destination

5.1 The National Football Museum is a unique asset to Manchester as a city which is a major visitor destination for sport and arguably the global home of football. Sitting alongside the Premier League clubs and the city's wider sporting infrastructure and events programme – which will include hosting the Women's Euro football tournament in 2022 – the museum provides a cultural destination for visitors attracted by the game to view collections of national significance within the city centre. Hotel Occupancy Data shows that there is a clear peak in demand for accommodation on Premier League and European football match days, and this peak in demand can also be seen within the National Football Museum's visitor figures. Prior to the Covid-19 pandemic up to 25% of the museum's audience was international visitors, which is more than double the overall proportion of international audiences reported by the 47 organisations responding to the city's 2019/20 Cultural Impact Survey. The museum therefore contributes to the Manchester's appeal as a liveable city and attractive visitor destination whilst also promoting active lifestyles. In 2017 it was estimated the National Football Museum's economic impact was £27million per annum.

5.2 Pre-pandemic, visitor numbers¹ had reached 161,441 with a wider footfall within the building each year of 191,442. A quarter of visitors were international and a further 25% were national visitors from outside the North West, each bringing associated visitor spend and economic impact to the city.

Collections

5.3 The museum continues to build the finest collection of artefacts and archives as part of the Football Heritage Collection, telling the national story of football in all its diversity. Key achievements include;

¹ Since 2019 visitor numbers are captured through the ticketing system. Prior to 2019 visitor numbers were captured by footfall counters.

- Arts Council England designation status ‘for the world’s finest collection of football artefacts including the FIFA Collection’ in 2012.
- A £200,000 investment From Arts Council England in developing its art collection in 2015, as part of the four year ‘The Art of Football’ exhibition - culminating in the exhibition ‘Football is Art’ in 2019.
- A special exhibition bringing together many of the iconic objects relating to the 1966 World Cup tournament for the first time in 2016 including items. linked to the players Bobby Moore, Alan Ball, Geoff Hurst and Roger Hunt.
- In 2019/20 the National Football Museum created a new initiative called the ‘Football Heritage Collection’ to bring together at the museum and digitally the canon of football’s history through iconic items (objects, archives and pictures) that best tell the story of the national game. To date partnerships have been created with Kick it Out, the Professional Footballers’ Association and The Football Association. In 2021 the FA Collection will be fully curated by the National Football Museum and the museum has already been loaned objects from the Men’s Euros tournament, including Harry Kane’s rainbow captain’s armband. NFM are currently liaising with the FA around the 2022 Women’s Euros tournament, including supporting the draw in Manchester and co-organising key fan events in the city.

Research and academic partnerships

5.4 The museum has research and academic partnerships with the city’s universities and operates a research centre which, along with curation of exhibitions, enables visitors to appreciate and learn about the game. The museum’s Resource Centre and stores remain in Preston but there is a long-term ambition to move these to Manchester. Achievements in this field include;

- Curators from the museum having honorary roles at Manchester Metropolitan University and helping to set up the Centre for Football and its Communities.
- Manchester Business School supporting annual consultancy projects, with students advising on the development of the museum.
- The museum acting as advisor to the National Paralympic Heritage Trust to support the establishment of a Heritage Centre at Stoke Mandeville Hospital.
- Staff providing curatorial support to develop the Northern Irish Football Museum and the Welsh Football Museum.
- Since 2016 working in partnership with Linzi National Football Museum in China on the Annual World Football Academic Summit.
- Arts Council England supporting academic research and a conference on Unlocking the History of Women’s Football Project in 2018.
- Supporting research by the University of Lancaster into degenerative neurocognitive disease in former players.

Exhibitions

5.5 The museum has an annual programme of critically acclaimed special exhibitions in two galleries along with the permanent exhibitions. Over the last ten years this has included:

- Two major exhibitions as part of the Cultural Olympiad and in partnership with Manchester Art Gallery and the Whitworth to mark the museum's opening in 2012. These worked with West African Artists responses to football and culture and a Stuart Roy Clarke Photography retrospective.
- Hey Ya – Arab Women in Sport commissioned by Qatar Museums Authority, 2013.
- Chinese Contemporary Art with a Sporting theme exhibition (Asia Triennial Manchester Arts Festival Festival) 2014.
- The 1966 World Cup Exhibition at Wembley and NFM supported by Heritage Lottery Fund (£300,000) and The FA (£125,000), 2016.
- Pitch to Pixel Football and Computer Gaming exhibition supported by Arts Council and EA Games and Sports interactive, 2015.
- Chinese Football exhibition opened by the Chinese President Xi Jinping and Prime Minister David Cameron as part of the State Visit to the UK in 2015.
- Kicker Conspiracy John Early Photographs of the experience of LGBT footballers, 2016.
- The Beautiful Frame - animation and sport in association with Loughborough University Animation Academy, 2017.
- Common Goal - recognising the work of the charity set up by Juan Mata and Jurgen Griesbeck – in 2017.
- Stanley Chow exhibition by the local illustrator of iconic footballers.
- Black Looks a collection of portraits of black and Asian footballers through history by Colin Yates, 2018.
- Football is Art – showcasing art from NFM collection, 2019.
- Strip! – The design and style of football shirts through time, opening in 2019.
- Goal Click! Photos of the women's' World Club taken on disposable cameras, 2020.
- Still Gleaming in 2021 – the story of 1996 Euros when football came home.

Hall of Fame

5.6 The National Football Museum's Hall of Fame showcases nationally recognised awards to individuals and teams who have made an outstanding contribution to the game. Prior to 2017 there were only 17 women in the Hall of Fame and only two women could be selected every year. As part of the new strategic cause for the museum, built around equality and diversity, there is now a focus on working to equal representation of men and women. The recently opened Hall of Fame exhibition in the museum therefore represents all 19 women who have so far joined and a selection of 19 male players.

5.7 Annex 2 details the Hall of Fame inductees since the Museum's move to Manchester.

Engagement and participation

- 5.8 Education is at the core of the National Football Museum's purpose and the museum runs a successful and inclusive programme each year reaching residents from all wards in the city and beyond. Pre-pandemic the museum ran 418 engagement sessions per year (of which 264 were for schools), with a total of 17,178 individual engagements across all sessions. The museum engaged with 70 Manchester schools in total.
- 5.9 Facilitator led sessions are held in the Communities Galleries using the objects of the museum as learning tools and groups have guided tours of the museum highlighting Manchester-related stories. These sessions are designed to provide learning and engagement which supports self-esteem, enhancing local pride in place, and recognition of how diversity enriches society. Future development of these programmes will allow community groups to play a part in curating the museum and shaping its development. This will form part of a 'Made in Manchester' initiative. In 2018 the Communities team were the winner of the Sandford Award which recognises the breadth of educational activities and the diverse groups in the city and the region that the National Football Museum engages with.
- 5.10 Examples of non-schools engagement projects include;
- Sporting Memories – facilitated reminiscence sessions at the museum and online supporting isolated men and dementia sufferers who live locally. Recent sessions have included guest facilitators Gareth Southgate and Jim Rosenthal.
 - Achieve your Goals – skills and work experience training for new residents in the city and work experience training (2018/19).
 - "Memories of 66" project funded by Heritage Lottery Fund to tackle loneliness and depression for isolated men (2016/17).
 - ENiGMA partnership in 2016/17 working with Novus and Manchester College to provide training for ex-offenders.
 - Annual Manchester Football Writers' Conference which draws together a diverse range of writers who attend the museum for a week of participatory events for the public. In 2020 this included online talks from Ashley Hickson Lovelace ('Your Show' - a novel about Uriah Rennie the only black referee to officiate in the Premier League), Eve Ainsworth (Kicking Off – the story of Dick Kerr Girls Football team) and Ed Aarons (Made in Africa – the story of African footballers in English Football).

Volunteering

- 5.11 A dedicated Volunteer Manager was appointed in 2016 and initial partnerships made with the Princes Trust and Richmond Fellowship. In that year 55 volunteers were recruited. In 2018 NFM received recognition for their volunteering programme at the Museum and Heritage Awards. During the pandemic volunteers were unable to participate in the usual way, but opportunities were provided to participate in online activities. Volunteers are

now coming back into the museum and a rebuild of the programme is in process.

Investment and income

- 5.12 As stated above there has been significant public sector investment in establishing the National Football Museum in Manchester. This has been predominantly Council revenue funding, along with Council and ERDF investment in the capital project to adapt the building.
- 5.13 When the museum opened in Manchester it was foreseen that there would be no charges to visitors. For many years the museum therefore worked to secure income to complement the Council's revenue funding through visitor donations, sponsorship, commercial partnerships (including the café and restaurant licenses) and project grants.
- 5.14 However, with the Council's permission, the National Football Museum moved to a partial charging model with effect from January 2019. Under the new model, Manchester residents continue to benefit from free entrance to the museum, but visitors from outside the city are charged an entrance fee. The partial charging model enables the museum to continue to meet the overall project objectives of the Millennium Commission and ERDF Funding, but provides a stronger basis for longer term financial sustainability and for reducing dependency on the Council's revenue funding – whilst still providing free entrance to the city's residents. The income generated also mitigates the impacts of reductions in other funding sources and the ongoing increases in operating and building management costs. The Council has sought approval from the National Lottery Community Fund (successor body to the Millennium Commission) and the Department for Communities and Local Government regarding Millennium Commission and ERDF as required.
- 5.15 In 2019/20, the first full year of visitor charging and also the pre-pandemic charging baseline, the museum generated £1,037,390 in visitor income. This compares with £333,148 in voluntary donations from visitors accessing the museum on a free entrance basis in the previous financial year. Visitor charging also enables the museum to benefit from Gift Aid. As a charity the National Football Museum still seeks donations to support its work in diversity and inclusion.
- 5.16 The museum's new Fundraising Strategy explores other avenues of funding to complement visitor charging and the Council's continued investment.

Equality, diversity and inclusion

- 5.17 The National Football Museum has a commitment to embracing diversity in everything they do. There is possibly no better subject than football to do this as the game can engage with people may not otherwise choose to visit a museum. Diversity is actively championed through representation across exhibitions, collections and programmes in order to enrich and transform the museum and seek to play a key part in this area in culture and sport. Whilst

diversity across all the protected characteristics are represented, women in football has been prioritised because of the significant imbalance historically. Ethnicity is another characteristic which is another priority area particularly in the story of men's elite football.

- 5.18 With the historical context of women's football having been banned by the FA for a 50-year period between 1921 and 1971 and the growth of the game in recent years, it is a priority for the museum to work towards equal representation for women in the game, and as such women's stories are now being told alongside men's across all exhibitions. The museum will also work to tell more contemporary stories around popular culture and social history associated with the game.
- 5.19 Currently 20% of objects on display represent women, however the recently opened Hall of Fame exhibition has increased this representation to 50% - and this sets the benchmark for future exhibitions. To support this NFM have appointed a Women in Football Curator to develop the collections and work with partners to promote diversity in the museum. The concept is multi-faceted in that NFM want to collect, exhibit and develop activities about the Women's Game as it grows in popularity, but also to curate work from a women's perspective and source stories from women that work within the Game, including in media and delivery.
- 5.20 40% of the museum's staff are female and future recruitment of employees and board members will aim to ensure representation across all protected characteristics.

Employment and skills

- 5.21 NFM has 64 individual employees and the museum was an early adopter of the Real Living Wage. The museum continues to ensure that all employees are paid at least this rate of pay. Because of the nature of the business and fluctuations in visitor numbers around school holidays and football fixtures the museum employs some casual staff to support periods when visitor levels are high, and also looks to provide fixed term opportunities to these staff if they wish to apply.

6.0 Covid-19 pandemic

- 6.1 The last 18 months have brought unprecedented challenges to the city's cultural sector. The cultural sector was one of the first to lock down and is one of the last industries to be able to reopen in full on a financially viable basis. Manchester's cultural sector is an intrinsic part of the city centre economy and is fundamental to the wider social and economic recovery of the city.
- 6.2 As the first national lockdown was introduced the National Football Museum, like many of the city's cultural institutions, was forced to postpone or cancel existing exhibitions, events and plans but found new ways of working to creatively deliver existing and new activity online. This included the following:

- The STRIP! Exhibition, which focuses on football shirts and their influence on football culture, design, fashion and technology, had opened in November 2019. In response to the national lockdown, the museum moved the exhibition online creating a series of articles/blogs, podcasts, discussions and children's activities.
- The Game of our Lives initiative captured fans' favourite football stories as part of a digital library. This was supported by the Sporting Memories Group – which brings together socially isolated men to share memories of the game. Sessions are usually held at the museum but during the pandemic took place through Zoom, phone calls and WhatsApp.
- Whilst volunteer levels were reduced, continuing volunteers engaged with the Sporting Memories programme and staff meeting sessions.
- Kicking off Your Creativity, an online creative writing activity for children, was shortlisted for best film in 2020 in the prestigious national Kids in Museums Award.
- Following a successful bid to Museums Development North West for £4,696 to redevelop the schools offer in a post-Covid world, the Communities and Learning Team worked with primary schools in Harpurhey to develop online sessions for primary schools. The online sessions were complemented by loan boxes with the objective to replicate these for other Manchester schools.
- Despite the pandemic NFM were able to recruit a trainee to join the Content Team funded by the British Museum's 'Museum Futures' programme.

6.3 The National Football Museum has proactively sought additional support during the pandemic and was successful in Rounds 1 and 2 of the highly competitive Culture Recovery Fund (CRF). This fund was launched by the Department of Culture, Media and Sport to provide emergency and recovery support to the arts and culture sector. NFM received £515,965 from CRF1 to sustain the charity during the first lockdown and went on to receive £239,721 from CRF2, allowing them to prepare for reopening in May 2021, including funding for two new exhibitions.

7.0 Strategic Plan 2021 - 2024

7.1 The Strategic Plan 2021-24 sets out how the National Football Museum will engage and entertain visitors by providing cultural opportunities for them to share stories about football and explore the 'game of our lives'.

7.2 The vision of the charity is to be "a leading national museum exploring why football is the game of our lives" working to four strategic aims:

- Becoming a centre of excellence for football heritage through fully representative exhibitions, collections and research;
- Building an award-winning inclusive programme of Community and Public Engagement activities;
- Delivering an exceptional visitor and stakeholder experience growing our fan base, achieving long term financial sustainability; and
- Operating a Good Practice model for physical and human resources.

- 7.3 Underpinning the aims and goals and incorporating everything the museum does is the social cause of equal opportunity for all to enjoy football culture. This incorporates equality and diversity at the heart of the museum's practice. By 2024 the museum aims to celebrate the full diversity of the game as represented by the national sides and the leagues at all levels.
- 7.4 Delivery of the Strategic Plan will be supported by a Transformation Project for the museum, working with a diverse range of visitors and heritage experts to refresh and revitalise the galleries so that it becomes the world's go-to cultural attraction for football with the aspiration of increasing visitor numbers to 300,000 per annum.
- 7.5 The existing permanent exhibitions were designed and installed over a short time period prior to the museum opening in 2012, with a selection of objects and interpretation by the exhibitions and learning teams. It is timely to repurpose and refresh the object selection and refurbish the spaces. This work will be co-produced with local residents and football in the community groups to ensure there is a diverse approach which is responsive to visitors. As well as physical transformation NFM will also use the Football Heritage Collection to transform their digital offer, becoming a leading brand and authority on the game's history and cultural significance. This will all be supported by the museum's efforts to recruit staff, volunteers and trustees that reflect the diversity of Manchester's communities.
- 7.6 The Transformation Project will include;
- Welcome Space (2024) - a redeveloped welcome space will give visitors a strong sense of arrival and a taste of what's to come
 - Pitch Gallery Exhibitions (ongoing) - a multimedia installation and events space
 - Match Gallery Transformation (2025) - the 'Crown Jewels' of English football from the past to the present day
 - Play Gallery Transformation (2023 – 2025) - interactive experience of playing the game, and celebrates technological innovation and design in football
 - Score Gallery Exhibitions (ongoing) - a dynamic temporary exhibition space that tells engaging stories of football in a contemporary way
 - Communities Space (2023) - flexible activity space for specialist groups and schools
 - Content Workshop (2024) - behind the scenes space which provides sufficient room and storage to produce designs and digital content and work on onsite object conservation.
 - Public Programme (ongoing) - a diverse programme of events which have the following characteristics: Creative; Participatory; involving footballers; football people; explore football through the Arts
 - Football Heritage Collection Resource Centre (2024) – a new base to establish a centre of excellence for football heritage to allow storage, conservation, research, public viewing, manufacture of touring exhibitions

- Football Heritage Collection Digital (2022) - digital platforms developed around a website to provide access to the collection, resources, programmes and exhibitions related to the Football Heritage Collection
- Change-making staff (ongoing) - new key roles that can bring about change to deliver new projects and increase capacity and diversity of talent.

7.7 There are a number of other projects which sit within the Strategic Plan for delivery over the next 3 years. These include;

- **Hall of Fame** – a special exhibition which, subject to feedback, will be converted into a permanent exhibition in the museum highlighting past legends and timeless successes.
- **Youth Panel** – a new panel to support the governance of the museum. Initial research has taken place exploring national best practice models and the panel's role and recruitment will now be progressed.
- **Volunteering** – pre-pandemic there were 109 volunteers giving over 6,000 hours of service. This was mainly focused on supporting the visitor experience team but from 2020 volunteering has been managed by the Communities and Learning Team with a view to integrating opportunities across the whole organisation. Volunteering opportunities will now span Collections, Marketing and Exhibitions. There will also be online volunteering roles as part of the digital Football Heritage Resource Centre, to engage with content creation.
- **Social justice** - recent objects showcased by the museum include Trent Arnold's Black Lives Matter boots and the Wythenshawe banner 'Rashford 1 Boris 0'. When the mural of Marcus Rashford in Manchester was defaced NFM joined forces with the city's other cultural organisations and Manchester Central Library to capture the incident and to set up their own message wall. Through widening representation and key partnerships such as Kick it Out and Show Racism the Red Card, NFM actively promotes an anti-discrimination stance to educate and engage and celebrate diversity in football culture and this will continue to be a priority for the museum.
- **Audience development** – The National Football Museum has established itself as a national and international visitor destination of choice, and the new Audience Development Strategy will seek to build on this further as well as further growing Manchester resident engagement – across visitor and participant numbers but also as employees, volunteers, board members, apprentices and work experience participants. The strategic direction is that NFM is a national museum which is grounded in Manchester and whose work is culturally guided by the city. The audience development work will include increasing Manchester visitor numbers, diversifying tours and repurposing spaces for community use. The museum will also focus on partnership work with community organisations within the city and other cultural venues to seek joint ways of engaging.
- **Digital Strategy** - When the museum closed due to the pandemic, the focus turned to creating online content including Podcasts relating to the exhibitions and collection as well as engaging specialist groups. Naturally this period saw a rapid growth in online engagement, and during 2020/21 NFM had just under 1.5million digital visitors (including social media). It is

now a priority that a new Digital Strategy is developed, to support the Strategic Plan. As well as online a new Play Gallery has been outlined in the Transformation Project which will allow visitors to engage with football using new technology. The first partnership has been formed with Manchester based Rezzil who are the world's leading digital platform for using virtual reality to improve elite players resilience and technique. NFM's mission is telling stories and they will increasingly facilitate this digitally and online by creating a Digital Resource Centre where visitors can curate their own exhibitions and activities by researching the Football Heritage Collection. As part of the planned rebrand of NFM a new website will be commissioned to promote the content of the museum and allow enhanced digital access to it.

8.0 Carbon Reduction Plan 2021 - 2025

- 8.1 In line with the Council's Carbon Reduction Plan, funded organisations are required to demonstrate the contribution they will make to the city's Zero Carbon ambition.
- 8.2 The National Football Museum has signed the Manchester Commitment to Act, confirming that the museum will take responsibility for its organisational carbon emissions and work to reduce its carbon impact to zero by 2038 (based on a 2019/20 baseline). The museum's recent Carbon Reduction Plan also mirrors the Council's target of reducing emissions by 50% by 2025.
- 8.3 Building emissions are a priority for achieving zero carbon at the museum, in particular as many of the original systems remain in place from the original construction of Urbis over 20 years ago. Whilst progress has already been made in improving the efficiency of installations and adopting green energy sources, the museum will only be able to achieve further significant reductions by working in partnership with the Council's Estates Team as landlord. An example of this is work scheduled to begin this year on an upgrade to the Air Handling System and Building Management System.
- 8.4 A priority project for the next period will be an LED lighting replacement programme, building upon the initial upgrade already in progress. LED lighting upgrades will reduce energy usage by around 40% in functionally lit areas such as plant rooms, emergency evacuation staircases, kitchens, staff rooms, offices and house lighting. Lighting upgrades and projector bulb replacement will also reduce energy usage in the four floors of galleries and enhance the presentation and curation of the museum's collection.
- 8.5 The museum is working with the Carbon Literacy Project as part of the recently launched Roots and Branches project to create and deliver accredited carbon literacy training for museum staff. The museum is working towards 100% of employed staff to be trained in carbon literacy by 2022/23 and aims to achieve platinum level accreditation to the Carbon Literacy Project (CLP) by 2025. The museum is a member of the Manchester Arts Sustainability Team (MAST) which comprises Manchester-based art and culture organisations working together to contribute to the city's zero carbon targets and to share

best practice. Through MAST, CLP and other networks, the museum is seeking to learn from peer organisations and to explore potential ways to collaborate and avoid duplication.

- 8.6 NFM recognises that as a national museum it has a unique platform to promote and share its carbon reduction activities both in Manchester and across the UK. NFM will act as a champion for change among partners, peers and visitors to the museum, demonstrating and encouraging best practise in the Museum's sector and within the wider football world.

9.0 Governance

- 9.1 One of the museum's goals is to develop and achieve best practice in museum governance by working towards the high standards laid out in the Charity Governance Code. As part of this an independent governance review has recently been carried out and the museum is working to implement key actions identified against the Code's seven key principles: Organisational purpose; Leadership; Integrity; Decision-making, Risk and Control; Board Effectiveness; Equality, Diversity and Inclusion; and Openness and Accountability. This will include recruitment to the board of trustees.

10.0 Lease

- 10.1 The Head Lease between (1) Manchester City Council and (2) the Millennium Quarter Trust, was established in 2002 to oversee the area of the city centre comprising Cathedral Gardens, Exchange Square, the Cathedral Visitor Centre and Urbis. The Millennium Quarter Trust sublet the Urbis building to the National Football Museum. The current sublease is for a ten-year term, coterminous with the existing grant agreement and is due to expire on 4th July 2022. In order to provide assurance to the museum during this unprecedented time of instability during the pandemic, a new Agreement for Lease will be signed in Autumn 2021 to enable the 25-year sublease to commence on 1st April 2022, in tandem with a new funding agreement, commencing from the same date for the National Football Museum. As part of that Agreement the existing 10-year sublease will be surrendered immediately prior to the commencement of the 25-year sublease.
- 10.2 The Millennium Quarter Trust has agreed to grant the National Football Museum the 25-year sublease on the same terms as the existing 10-year sublease, which the Council as landlord has consented to. A Deed of Variation to the Head Lease will clarify and simplify repair and maintenance provisions for all parties, and these will be carried through into the 25-year sublease. A rolling break clause will be put in place within the 25-year sublease which confirms that the lease will be terminated should there be no valid funding agreement in place between Manchester City Council and the National Football Museum, during the term of the 25-year sublease.

11.0 Grant funding agreement

- 11.1 A grant funding agreement is currently in place with NFM for the period 2012-

2022. Over the last six months officers have worked with the museum to develop the principles for a new grant funding agreement for April 2022 onwards, along with a new performance framework. In order to provide assurance to the museum during this unprecedented time of instability during the pandemic, it has been agreed that the new grant funding agreement should be signed ahead of the start of the funding period.

11.2 The performance framework includes Key Performance Indicators in the following areas;

- Carbon reduction
- Employment and skills
- Volunteering
- Funding
- Special exhibitions and digital
- Visitors
- Participation and engagement (including schools)

11.3 The new grant funding agreement will be for a period of three years from 1 April 2022. The agreement sets out an annual tapering of the current £1.45million allocation as set out below. The funding amounts for each year have been developed to align with the museum's Financial Plan, ensuring financial stability for the museum during this period whilst also working towards reducing dependency on the Council grant in line with the museum's Fundraising Strategy. The funding amounts are however subject to the annual Council budget setting process should further savings be required.

2022/23	2023/24	2024/25
£1.4million	£1.35million	£1.25million

11.4 The three year funding period will enable the museum to have time to progress the work outlined in this report, and to make a substantial impact in terms of delivery of the Strategic Plan and Transformation Project - including investment in exhibition spaces, audience development, carbon reduction, digital strategy and fundraising and income diversification. Progress in all of these areas will inform the needs of a longer-term funding agreement from 2025 onwards. A three-year funding agreement also enables the Council to make a decision on funding in the shorter term whilst the impacts of the next Spending Review remain unknown.

12.0 Contributing to a Zero-Carbon City

12.1 The National Football Museum has signed the Manchester Commitment to Act, confirming that the museum will take responsibility for its organisational carbon emissions and work to reduce its carbon impact to zero by 2038. The museum's Carbon Reduction Plan also mirrors the Council's target of reducing emissions by 50% by 2025. Achieving reductions in building-related emissions will require improvements to the way the National Football Museum operates and support from the Council as landlord of the Urbis building.

13.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 13.1 The National Football Museum is a unique asset to Manchester as a city which is a major visitor destination for sport and arguably the global home of football. Sitting alongside the Premier League clubs and the city's wider sporting infrastructure and events programme the museum provides a cultural destination for visitors attracted by the game to view collections of national significance.

(b) A highly skilled city

- 13.2 The National Football Museum continues to provide employment opportunities with 64 individual employees at the museum. NFM plans to grow its volunteering programme and increase the number of work experience participants and apprentices during the funding period.

(c) A progressive and equitable city

- 13.3 Education is at the core of the charity's purpose and the museum runs a successful and inclusive annual programme reaching residents from all wards in the city. In 2019/20 this included 418 engagement sessions (including schools) and a total of 17,178 engagements with individual participants. The museum actively promotes an anti-discrimination stance to educate and engage, and to celebrate diversity in football culture.

(d) A liveable and low carbon city

- 13.4 The National Football Museum is a unique asset to Manchester as a major cultural attraction which celebrates the game of football. It is part of the diverse and distinct cultural sector which contributes to making Manchester a liveable city and an attractive visitor destination. The museum's carbon reduction plan demonstrates how the organisation will contribute to the city's Zero Carbon ambition.

(e) A connected city

- 13.5 The museum creates online content including digital exhibitions and podcasts, which had just under 1.5million digital visitors across all channels including social media during 2020/21. Following new ways of working and engaging during the pandemic, the museum is in the process of developing a new Digital Strategy. The museum plans to create a Digital Resource Centre where visitors can curate their own exhibitions and activities, a new Play Gallery is also being developed which will allow visitors to engage with football using new technology.

14. Key Policies and Considerations

(a) Equal Opportunities

14.1 This is set out in the main body of the report.

(b) Risk Management

14.2 The funding relationship will be managed under the terms and conditions of the grant funding agreement, with monitoring and review carried out by Council officers.

(c) Legal Considerations

14.3 The Council has power to enter into the grant funding arrangements under the Localism Act 2011.

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Annex 1: National Football Museum collections

Collections

- **The FIFA-Langton Collection** – the finest single collection of football artefacts in the world, over 4,000 items, dating back to the very early history of the game and also containing material related to the history of the World Cup, including the only surviving version of the most famous trophy in the world, the Jules Rimet trophy. The collection also includes the FIFA Book Collection, over 1,200 historic football books, dating back to 1867, part purchased for NFM by FIFA. This collection has contributed to over 50 exhibitions around the world since it came to NFM.
- **The Harry Langton Collection** – a further 200 objects from the man who assembled the FIFA-Langton Collection, purchased with the assistance of a grant from the Heritage Lottery Fund; this significant collection adds to the FIFA-Langton Collection themes, covering the early history of football and its social history aspects and covers objects from fine and decorative art, ceramics, equipment, toys and games and ephemera.
- **The UEFA Library Collection** - Over 8,500 items comprising books, brochures, reports, posters and DVDs all relating to European Championships and the history of UEFA, the governing body of European football. The museum holds and updates this archive on behalf of UEFA and will add to it on a regular basis with recent publications.
- **The Football Association Collection** – the nationally significant collection of historic items and archive part-donated and part-loaned by the world's oldest Football Association, covering the history from its foundation in 1863 until the present day; it comprises approximately 1,000 objects, including ephemera, minute books and documents and a huge range of international gifts and pennants from around the world. As part of the Football Heritage Collection, the 'Magna Carta' was loaned to NFM in 2021 by The FA which is the 1863 Minute Book that features the 13 original Laws of association football, which were written by Ebenezer Cobb Morley, the first secretary of The FA.
- **The Football League Collection** – historic material and archive on loan from the world's oldest Football League, from 1888 to the present day; this nationally significant collection contains about 1,400 objects including handbooks, transfer lists, attendance records, programmes, a range of books and a large range of trophies no longer used by the Football League.
- **Homes of Football Collection** – Photography collection on loan by acclaimed photographer Stuart Roy Clarke containing over 100,000 negatives and prints. Through the lens of his camera Clarke captures the human side of the game's greatest asset, its fans. His photography shows the atmosphere and emotion of fans up and down the country and at all levels of the game.

- **The People's Collection** – an amazingly rich and diverse collection of objects and ephemera related to the game, donated and loaned to the museum by members of the public, footballers and their families and others.
- **The Football Clubs Collection** – This collection relates in particular to the two Football League founder members - Bolton Wanderers and Preston North End. Among the loaned items from Bolton are early trophies, season tickets, items relating to the 1923 and 1926 FA Cup finals and a model of Burnden Park. The donated PNE collection consists of over 2,000 items reflecting all aspects of the club's history from the 1870s onwards, including trophies, medals, caps, jerseys, archive material and supporters' memorabilia.
- **The Priory Collection** – around 250 objects on loan from one of the finest sporting collections in the country, including outstanding artworks on a football theme and objects relating to world famous players and legendary matches.
- **The Neville Evans Collection** - the finest privately-owned collection on loan to the museum of match shirts and medals relating to famous footballers from the English and Welsh game.
- **The Littlewoods Collection** – objects on loan relating to the history of the leading football pools company, who have played a major role in the development of the game. This rich archive of social history objects contains winners' photographs, celebrities from the world of sport, film and television, Littlewoods pools coupons, advertising leaflets and correspondence.
- **The Sir Stanley Matthews Collection** – items relating to the career of one of the greatest players of all time, purchased with the assistance of a grant from the Heritage Lottery Fund. The collection includes correspondence, ephemera, playing kit and items relating to the retirement of Matthews, and it represents a collection of a significant English footballer, who was the first footballer to be knighted as well as being the first European Footballer of the Year and the first Football Writers' Association Footballer of the Year.
- **The Wray Vamplew Collection** – over 3,000 books and journals covering sports and sports history, accumulated and donated by leading sports academic Professor Wray Vamplew.
- **The Chris Unger History of Women's Football Collection** – over 2,500 objects relating to the history of the women's game put together by Chris Unger, purchased with the assistance of a grant from the Heritage Lottery Fund. The collection consists of ephemera, equipment and kit, medals and awards, photographs, film and art from the end of the 19th century through to the 21st century.

Key objects

- The FA Minute book
- 1966 World Cup Final ball
- Jules Rimet trophy

- Roger Hunt 1966 cap
- Geoff Hurst's 1966 Final Shirt
- 1930 World Cup ball
- Stanley Matthews 1953 FA cup kit
- Maradona 1986 World Cup shirt, Hand of God shirt
- Picasso ceramic sculpture, Footballeur (1986)
- Championship trophy 'The Lady', 1890
- 1872 FA Cup winner's medal
- George Best's Ballon d'Or, private letters written home to his family, his last mini car
- Alex Stepney 1968 European Cup shirt
- 1909 Manchester United FA Cup shirt
- Pele 1962 World Cup medal and passport and national shirt from his first World Cup
- 1896 FA Cup
- Donald Bell VC medal
- 1930 World Cup gold, silver and bronze medals
- Matchball from 2002 World Cup England – Argentina (Beckham ball)
- 1908 Olympic football gold medal
- Drums from 17th Service Battalion of the Middlesex regiment better known as the Football Battalion from WW1
- Tom Finney Football Writers' Footballer of the year trophy
- Lawrence Toynbee painting Midweek training at Stamford Bridge
- Karel Lek painting Football supporters in the rain., 1952
- Don McCullen photography – Fisherman laying on their lunch break, Scarborough Yorkshire 1967
- Lily Parr statue created by Hannah Stewart

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Annex 2: National Football Museum Hall of Fame inductees since 2012

<p>2013</p> <ul style="list-style-type: none"> • Sheila Parker • Ebenezer Cobb Morley • Jack Taylor (referee) • Civil Service • David Clarke • Matt Le Tissier • William McGregor, • Mike Summerbee • Ray Wilkins 	<p>2014</p> <ul style="list-style-type: none"> • Trevor Francis • Football Battalion • Sylvia Gore • Matt Dimbylow • Hughie Gallacher • Jimmy McIlroy • Michael Owen • Patrick Vieira • Preston North End 'invincible' team 1888-1889 	<p>2015</p> <ul style="list-style-type: none"> • Ivor Allchurch • Sun Jihai • Faye White • Bob Crompton • Gary Davies • Norman Hunter • Paul McGrath • Alan Mullery • Gary Neville • Stuart Pearce
<p>2016</p> <ul style="list-style-type: none"> • Rio Ferdinand • Rachel Brown-Finnis • Martin Sinclair • Rachel Unitt • Denis Irwin • Mark Lawrenson • Billy Liddell • John Robertson • David Seaman • Neville Southall • Gordon Strachan • Cambridge University • Notts County • Nottingham Forest European Cup winning teams 1979 and 1980 	<p>2017</p> <ul style="list-style-type: none"> • Billy Bonds • Kelly Smith • Rachel Yankey • Alistair Patrick-Hesilton • Steven Gerrard • Hugh McIlvanney (journalist) • Frank Lampard • Charlie Roberts • Gary Speed • Bob Wilson 	<p>2019 (interrupted by Covid-19)</p> <ul style="list-style-type: none"> • Cyrille Regis • Justin Fashanu • Alex Scott <p>2021</p> <ul style="list-style-type: none"> • Karen Carney • Terry Butcher • Paul Ince

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 9 September 2021
Executive – 15 September 2021

Subject: Manchester’s Digital Strategy

Report of: Director of Inclusive Economy

Summary:

This report seeks approval for the adoption of the Manchester Digital Strategy (appendix 1).

The Manchester Digital Strategy sets out how we will use digital and technology to meet the priorities of the Our Manchester Strategy and achieve our ambition of being in the top-flight of world-class cities by 2025.

Recommendations:

Economy Scrutiny Committee is invited to comment in the Digital Strategy and endorse the recommendation that the Executive adopt the Strategy as part the City’s policy framework.

Executive is recommended to consider and adopt the Manchester Digital Strategy as part the City’s policy framework.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Manchester Digital Strategy will directly contribute to achieving Manchester’s zero-carbon target. This is addressed in the strategy under the theme “sustainable resilience” and includes priorities focused on using technology to reduce emissions and ensuring that infrastructure is resilient and future proofed. Some aspects of the strategy will result in an indirect reduction in emissions through increases in efficiency and productivity using digital tools.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Manchester Digital Strategy includes priorities focused on business growth, attracting investment and job creation in the digital sector.

A highly skilled city: world class and home grown talent sustaining the city's economic success	The Manchester Digital Strategy includes priorities focused on employment, skills and training for residents to ensure they can access and benefit from opportunities in the sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Manchester Digital Strategy includes priorities focused on digital inclusion and on making sure that the benefits and opportunities created by an increasingly digitised economy are felt by everyone.
A liveable and low carbon city: a destination of choice to live, visit, work	The Manchester Digital Strategy will directly contribute to achieving Manchester's zero-carbon target, and also includes priorities that will make the city a destination of choice for residents and businesses through high quality connectivity, digital services and digital infrastructure.
A connected city: world class infrastructure and connectivity to drive growth	The Manchester Digital Strategy includes priorities focused on improving digital infrastructure and future-proofing.

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.

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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.

- Our Manchester Strategy Forward to 2025 – Executive, 17 February 2021
- Manchester Digital Strategy – Economy Scrutiny, 3 December 2021

1.0 Introduction

- 1.1 Given the increasing importance of digital and technology in our lives it was recognised that the city requires a strategy to bring together, plan for and harness the opportunities that technology presents to help us meet the vision for Manchester set out in the Our Manchester Strategy.
- 1.2 After working with a wide range of partners, colleagues and stakeholders from across the city we have developed the appended draft digital strategy. This report provides an overview of the work undertaken to develop the strategy, including consultation and engagement, its main themes and how they will be delivered.
- 1.3 The full strategy document and its appendices are appended to this report.

2.0 Background

- 2.1 Technology affects everything that we do and presents numerous opportunities to improve the lives of our residents, grow our economy, and deliver better public services. The increasing digitisation of almost every aspect of our lives means that it is crucial that we understand the role that technology can play in helping us meet the Our Manchester Strategy vision of being in the top-flight of world-class cities by 2025, with an approach that puts equality, inclusion and sustainability at its heart.
- 2.2 Manchester is already a successful digital city with many strengths. However we need to make sure that the benefits of these strengths are felt by everyone, and that we stay ahead of the curve in adopting new technology and digital practices. We also need to make sure that we use technology in the right ways to support and drive our ambition to be a zero-carbon city by 2038.

3.0 Purpose

- 3.1 The Manchester Digital Strategy is the vision for Manchester's digital future. It sets the priorities that our whole city – our public, private, voluntary and community organisations and our residents – will be able to work on together to make Manchester one of the world's leading smart cities and digital economies in the next five years. This means that it's a strategy for the city, not just the Council, and that we will need to work together with people and organisations from all over Manchester to make it a reality.
- 3.2 The strategy addresses the following questions:
 - How can we make sure that people in Manchester have the right skills and technology to play an active role in the life of the city and its economy?
 - How can we make sure that businesses and organisations in Manchester have access to the right skills, technology and infrastructure to be successful, sustainable and to grow?
 - How can we make sure that Manchester City Council makes the best

use of digital and technology to promote a healthy and vibrant democracy with strong civic engagement?

- How can we use digital and technology to support those who are excluded, who are isolated or whose circumstances mean they face barriers to fully using technology?
- How can we make sure that Manchester continues to be attractive to digital companies and businesses looking to start up, invest or relocate in the city?

4.0 Development

4.1 In March 2021 MCC appointed an independent consultant in the role of “Digital Strategist”, supporting members and officers by coordinating a work programme which included:

- Reviewing existing digital policies and projects and engaging with key partners and stakeholders to identify the opportunities and challenges that the city and its residents, businesses and community organisations are currently facing and what a new Digital Strategy could do to meet these.
- Identifying how data and intelligence on all aspects of life, especially matters relating to the future of the digital economy in the city, could be enhanced, e.g. through better data analytics and visualisation, and used to improve public service delivery at all levels.
- Imagining how a future Digital Manchester should look and how it could best support people in their day to day lives, whether in terms of work, social and cultural life and improving the quality of life for everyone.

4.2 Due to the impact of Covid-19, the role was re-focused to include considering how our digital capacity can best be engaged to reboot and rebuild our economy. We looked globally at how other cities mobilised their digital resources to respond and at what we might learn from that, both immediately and to support longer term recovery.

4.3 In parallel with this MCC commissioned Arup to build upon the work they completed in evaluating Manchester’s CityVerve project which identified that Manchester is at a critical point in its digital transformation journey. This work with Arup was based on the recognition that the city needs to mobilise itself around the digital agenda in a much more coordinated way, in order to ensure that Manchester can harness the multiple benefits which new and ambitious approaches to digital can bring. This work will focus on why and how digital technologies are so critical to the city achieving its ambitions and what this could mean in practice, including bringing in best practice examples from other cities across the UK, other parts of Europe and globally. This work underpins the new Digital Strategy, ensuring that the city can maintain a competitive position in an increasingly globalised marketplace.

5.0 Consultation

5.1 The new Digital Strategy is based on the results of engagement and

discussion with 63 partners and networks across the city during the past year. It also considers the recommendations from ARUP, which provided an external overview of Manchester's current digital policies and strategies.

5.2 An extensive consultation process took place from September 2020 to March 2021 with business, public and VCSE sectors and community organisations and networks. This resulted in many suggestions for new and innovative digital ideas for services and projects which have been incorporated into this strategy.

5.3 The consultation feedback showed that we need to:

- Support the continued growth of the sector in Manchester to enable a much wider growth of jobs, skills and innovation.
- Build on our success and incorporate the lessons learned from recent major projects including Triangulum, CityVerve, Synchronicity and SmartImpact.
- Build on our strengths in the grass roots networks of digital innovators, entrepreneurs and activists to challenge ethical, diversity and equalities issues.
- Continue to support the growth of the innovation ecosystem, especially in local universities and their partnerships with businesses and the wider community.
- Continue to support and grow Manchester's networks with other cities across the world, to enable the exchange of knowledge and ideas and the sharing of best practice.

5.4 In addition to the direct consultation on this strategy, in 2020 Manchester completed the reset of the Our Manchester strategy having undertaken significant engagement with people and organisations in the city. The findings of the consultation for this process showed us that:

- Our residents have a strong preference for prioritising equality and inclusion, making sure all people have the same life chances.
- Our residents want to make sure that everyone, especially young people, have the skills and experience they need to be successful.
- Our businesses want to make sure that we have the right infrastructure to grow and to compete globally.
- Our businesses want to ensure access to a highly skilled workforce with strong pipeline of talent.
- All groups consulted recognise the importance of digital, with a particular focus on inclusion, and that access to technology, infrastructure and skills as being essential to our future success.

5.5 A full list of consultees is appended to the strategy (appendix 2)

6.0 Delivery

6.1 The consultation and development process led to the strategy being divided into four themes. These themes are intended to align well with the city's

existing priorities, particularly the Our Manchester Strategy and the Local Industrial Strategy. The four thematic areas are:

1. **Smart people:** We will ensure that everyone can gain and sustain the skills, aspirations, and confidence to fully participate in the digital world; providing the basis for Manchester to become an inclusive, diverse, successful and ethical smart city.
2. **Digital places:** We will create digital neighbourhoods providing access, connectivity and support for all residents and businesses and digitally enabling enhanced health and wellbeing.
3. **Future prosperity:** We will enable the digital economy and ecosystem to grow, continue to attract new digital businesses & sectors and support a resilient and inclusive economy.
4. **Sustainable resilience:** We will use digital imaginatively for innovation to meet zero carbon and climate resilience goals and to create open inclusive connectivity with enhanced digital infrastructure as a utility not just a commodity.

6.2 These objectives are intended to work together. While Smart People is about our residents and workers and Digital Places is about Manchester itself, Future Prosperity is about connecting and harnessing our people and place themes to make sure they are truly beneficial to people and organisations in Manchester. Finally, Sustainable Resilience links the digital strategy to Manchester's zero-carbon commitments as well as considering how we plan for and respond to the changing nature of technology and digital services in the future. It is intended to keep Manchester at the forefront of technological change in a way that is sustainable and accessible to everyone.

6.3 The delivery of the Strategy will be overseen by a Digital Strategy Governance Board, comprising of relevant Council Officers alongside representatives from external partner organisations and networks. To achieve our aims and delivery our priorities, our next steps will be to:

- Establish a small Digital team within the City Council and reporting to the Director of Inclusive Economy.
- Develop a full action plan for the delivery of the priorities outlines in this strategy.
- Establish partnerships and working relationships with relevant stakeholders.
- Identify potential funding opportunities and build capacity to bring in funding to finance delivery.

6.4 The final strategy document will undergo design work to make it more readable and presentable to a wider audience following agreement on its content and adoption.

7.0 Contributing to a Zero-Carbon City

7.1 The Manchester Digital Strategy will directly contribute to achieving Manchester's zero-carbon target. This is addressed in the strategy under the

theme “sustainable resilience” and includes priorities focused on using technology to reduce emissions and ensuring that infrastructure is resilient and future proofed. Some aspects of the strategy will result in an indirect reduction in emissions through increases in efficiency and productivity using digital tools.

Manchester Digital Strategy 2021 – 2026

September 2021

1. Introduction: A new digital vision for Manchester

This digital strategy for Manchester is the vision for Manchester's digital future. It sets the priorities that our whole city – our public, private, voluntary and community organisations and our residents – will be able to work on together to make Manchester one of the world's leading smart cities and digital economies in the next five years. This means that it's **a strategy for the city**, not just the Council, and that we will need to work together with people and organisations from all over Manchester to make it a reality.

We have developed this strategy because we see an opportunity to use technology to meet the priorities of the Our Manchester Strategy, which sets out the long-term vision for Manchester's future, and to make sure that we can achieve our ambition of being in the top-flight of world-class cities by 2025. In doing this we have tried to answer the following questions about how digital can play its part in Manchester's future success:

- How can we make sure that people in Manchester have the right skills and technology to play an active role in the life of the city and its economy?
- How can we make sure that businesses and organisations in Manchester have access to the right skills, technology and infrastructure to be successful, sustainable and to grow?
- How can we make sure that Manchester City Council makes the best use of digital and technology to promote a healthy and vibrant democracy with strong civic engagement?
- How can we use digital and technology to support those who are excluded, who are isolated or whose circumstances mean they face barriers to fully using technology?
- How can we make sure that Manchester continues to be attractive to digital companies and businesses looking to start up, invest or relocate in the city?

These questions and issues are at the core of both the Digital Strategy and the Delivery Plan which outlines the practical steps that we will be taking, together with our partners and stakeholders, to implement our priorities and support digital programmes and projects over the next five years.

What is a smart city?

Manchester has worked with many other European cities over the last 10 years on digital projects with a focus on becoming a "smart city." Rather than have a separate smart city strategy, we have integrated this within our digital strategy underpinned by the following 5 point definition:

- Smart Cities enable citizens to have the capacity and confidence to use state-of-the-art future internet technologies to transform the way they live and work and their quality of life.

- Smart citizens will collaborate in new and dynamic ways, co-owning new ways of planning and delivering services and co-producing services both for themselves and for those that they live with, care for and work with.
- Smart cities will adopt new economic and social opportunities for new ways of working and living
- Smart cities will adopt new digital solutions for making environments greener, cleaner and healthier, as well as more open and inclusive.
- Smart citizens will ensure that smart cities are more democratic, resilient and attractive, using future internet-enabled services to generate and celebrate creativity, innovation and diversity, especially accessing, shaping and participating in arts and cultural experiences.

2. Context

City Context

All aspects of the digital world now impact on everything we do, living, working, playing and our quality of life. At the same time the ways we want to work, learn, travel and experience life impact on the digital world. This means that it is of fundamental importance to our future success that everyone in Manchester is equipped with the skills and technology to make the most of our rapidly digitising world.

Fortunately, Manchester is already one of Europe's fastest growing technology cities. We already have a strong and resilient digital sector, acknowledged as "the UK's second technology city", consistently outperforming "all cities outside of London" (The Data City, 2019). This is significant not only in terms of the scale of the sector but also in terms of its scope in covering both established and emerging technologies and providing a talent pool of digital and creative skills supporting consistent growth across all parts of the sector. The recent Tech Nation report 2021 "UK Tech for a Changing Nation" demonstrates the strengths of certain parts of the sector in Manchester, including Service Design, eCommerce, Cyber Security, AI and Data Science, as well as in advanced materials. In 2021 Manchester was named as a prime location to start and scale financial technology (FinTech) firm, raking 34th globally in the Global Fintech Index by Findexable. The Government commissioned "Kalifa Review of UK Fintech" published its findings in 2021 and identified Manchester and Leeds as a 'Pennines' fintech cluster with the highest cluster count outside of London.

In addition to our thriving businesses, Manchester has a very strong community of people and organisations working in digital environments who interact closely with each other, often referred to as Manchester's *digital ecosystem*. This includes support networks for start-ups and scale-ups, its own trade association with Manchester Digital (<https://www.manchesterdigital.com>), skills providers, user groups and tech meetups and events. This is central to the city's continuing economic success and inclusive recovery after the pandemic.

This ecosystem is complemented by the strength of Manchester's innovation and creative networks and activities focusing on ethics, diversity and equalities. Manchester's digital strengths impact on many other sectors as well, being at the forefront of innovation for advanced manufacturing, construction, retail and product &

service design sectors. Manchester is also a centre for research and innovation around the idea of “Industry 4.0” especially in advanced manufacturing, robotics and automation and this is already stimulating thinking around the idea of “Industry 5.0”, moving forward to a more people-centric development of industrial digitalisation. Furthermore, Manchester has a resilient investment pipeline managed through the investment agency MIDAS.

The new Digital Strategy aims to capitalise on our strengths, while acknowledging current challenges and looking to ways of ensuring inclusive recovery that are both sustainable and resilient, with digital inclusion, equalities and diversity at its heart. We want to put our people at the centre of this, not only making the best of digital to improve our lives but also ensuring that we can play an active role in co-designing and co-producing digital applications and services. Manchester City Council is committed to making this happen and the Digital Strategy is there to provide focus and guidance to do this.

Policy context

The Digital Strategy aims to provide the vision and framework to realise Manchester’s ambition to be a world leading Digital City by 2025, aligning with the recent resetting of our priorities in the Our Manchester Strategy, especially in terms of helping us to achieve key aspects of the connected city and liveable city themes. At a wider level it takes forward the “grand challenges” originally set out in the previous UK Industrial Strategy especially in terms of mobility, sustainable growth and ageing population. It also aligns with the City Council’s Culture Recovery Plan, the Our Manchester Industrial Strategy, as well as the GM Local Industrial Strategy (LIS) and the GM Digital Blueprint.

The priorities of the Manchester Digital Strategy will contribute directly to the delivery of five of the ten Our Manchester Strategy priorities:

- We will become a digitally inclusive city, with better digital infrastructure, access to digital technology and strong and lifelong digital skills.
- We will maintain Manchester’s vibrancy and ensure that all our communities are included in
- We will work to ensure Manchester has a strong, inclusive and innovative economy with diverse growth sectors, where our residents are recognised for their contribution via fair contracts and are paid at least the Real Living Wage.
- We will continue to support our residents to learn, progress, upskill and retrain so they can access the city’s current and future employment opportunities.
- We will achieve our zero-carbon ambition by 2038 at the latest, via green growth, sustainable design, low-carbon energy, retrofitting buildings, green infrastructure, and increasing climate resilience.

Another important link for our work on digital will be with the city’s Work and Skills Strategy. This is being refreshed alongside the development of the digital strategy, and the two will need to work together, particularly around skills and training for our residents and businesses.

3. How we developed this strategy

Evidence Base

In addition to listening to people and organisations in the city, there is also a significant body of evidence that tells us about the present state of the digital sector in Manchester and how well our residents can benefit from it. Manchester's Digital Exclusion Index provides valuable insight and data to show how digital exclusion affects different people and communities in the city. A range of reports and research from industry bodies and organisations demonstrates our strengths in certain sub-sectors and promote the city to investors worldwide.

The recent GM Industry Labour Market and Skills Intelligence Report (<https://greatermanchester-ca.gov.uk/media/3918/industry-labour-market-skills-report-digital-tech.pdf>) makes recommendations to ensure that there are more flexible routes into digital/tech industries and that "inclusivity should be embedded in all skills initiatives" which are particularly relevant to this strategy.

Resources that we have used to inform this strategy include:

- Manchester Digital Skills Audit (2021 and previous)
- Manchester High School Digital Audit (2019)
- GM Industry Labour Market and Skills Intelligence Report
- Manchester City Council's Digital Exclusion Index
- Greater Manchester Emerging Technologies Sectors. Sensemaking & Narrative Report
- Smart and green: joining up digital and environmental priorities" (Green Alliance, October 2020)

This information tells us that our strengths are:

- Our digital economy is worth over £5bn, employs over 88,000 people and is home to over 10,000 businesses
- Manchester now has five "unicorns" (companies valued at over £1bn), all of which are in e-commerce sector.
- Our digital "ecosystem" continues to grow and develop around the city centre, with Circle Square, the new innovation district, "ID Manchester", together with Enterprise City (St John's) and developments in NOMA and the Northern Quarter.
- Manchester is one of the best places to operate a digital business, with a strong digital ecosystem, improving talent pipeline, and increasingly attractive destination for investment.
- Our Digital Skills Network already brings together over 200 creative and digital, and education and skills professionals, with a broad purpose of sharing good practice and collaborating on activity that tackles Manchester's digital skills challenge.
- Our Voluntary, Community and Social Enterprise (VCSE) sector has highlighted throughout the importance of grass roots, community-based initiatives, often run by small charities and self-help networks, in promoting digital inclusion.

- It is widely recognised that Manchester has a strong talent pool based on a growing workforce which is young, diverse and increasingly well-educated with the skills and capacities to support further growth in the digital/tech sector, attracting new investment and relocations.
- Manchester's digital skills ecosystem is well placed to continue to support this with universities, colleges, business and the VCSE sector working closely together to ensure that additional capacity can be created and delivered to support the continued growth of the sector and inclusion of more of the City's residents in the opportunities it creates.
- Manchester's strengths in research and innovation have long made the city a place of choice for investment and talent, particularly focusing on the universities and related research agencies and networks.
- Many parts of the innovation ecosystem are already actively engaged in the wider communities in which they are based, including providing access for local people and business to the experience and expertise that they have available
- Manchester is home to an emerging new wave of ethical tech businesses and digital not-for-profits which builds upon existing strengths of other pioneering initiatives including Future Everything, Open Data Manchester and the Manchester Digital Laboratory (MadLab).
- Manchester's universities provide a foundation for digital innovation and research and the talent pool to attract investment for future prosperity.

It also tells us that we face the following challenges:

- 25% of Manchester LSOAs are within the highest scoring groups on our Digital Exclusion Index with a very high risk of being digitally excluded.
- Data shows that there is a strong link between digital exclusion and social exclusion.
- There is a lack of diversity in the sector which contributes to making it unattractive or inaccessible for some of our residents.
- There is a need to create a strong offer for digital skills learning to meet the needs of new entrants to the labour market, as well as others who have become recently unemployed or underemployed.
- There is a need to focus on meeting the needs for advanced digital skills, as specialist sectors of the ecosystem continue to grow rapidly and require higher level technical skills. Inability to meet these skill needs will constrain growth.
- Manchester Digital's annual Skills Audit highlights skills shortages, including specific shortages in areas such as DevOps and software engineering. These have been consistently the areas with the highest levels of skill shortages for a decade. While there are many good programmes & initiatives, these need to be scaled up.
- There is a lack leadership and management capacity in Manchester, though there is also demand from employees to develop these skills.
- More support is needed to help people retrain, reskill and to develop the entrepreneurial skills they need so that they can form their own businesses and networks.

- There is a need to make sure that we continue to provide high capacity, accessible and future-proofed infrastructure to support future growth.

Listening and engagement

The new Digital Strategy is based on the engagement and discussion with 63 partners and networks across the city during the past year. It also considers the recommendations from a report by ARUP commissioned by the City Council following their evaluation of the CityVerve project, which provided an external overview of Manchester's current digital policies and strategies. This included lessons learnt from case studies of Digital Strategies from across the UK and globally.

A formal consultation process took place from September 2020 to March 2021 with business, public and VCSE sectors and community organisations and networks. This resulted in many suggestions for new and innovative digital ideas for services and projects which have been incorporated into this strategy.

The consultation feedback showed that we need to:

- Support the continued growth of the sector in Manchester to enable a much wider growth of jobs, skills and innovation;
- Build on our success and incorporate the lessons learned from recent major projects including Triangulum, CityVerve, Synchronicity and SmartImpact;
- Build on our strengths in the grass roots networks of digital innovators, entrepreneurs and activists to challenge ethical, diversity and equalities issues;
- Build on our local sector strengths which include fintech, e-commerce, cybersecurity and digital creative.
- Continue to support the growth of the innovation ecosystem, especially in local universities and their partnerships with businesses and the wider community;
- Continue to support and grow Manchester's networks with other cities across the world, to enable the exchange of knowledge and ideas and the sharing of best practice.

In addition to the direct consultation on this strategy, in 2020 Manchester completed the reset of the Our Manchester strategy having undertaken significant engagement with people and organisations in the city. The findings of the consultation for this process showed us that:

- Our residents have a strong preference for prioritising equality and inclusion, making sure all people have the same life chances.
- Our residents want to make sure that everyone, especially young people, have the skills and experience they need to be successful.
- Our businesses want to make sure that we have the right infrastructure to grow and to compete globally.
- Our businesses want to ensure access to a highly skilled workforce with strong pipeline of talent.

- All groups consulted recognise the importance of digital, with a particular focus on inclusion, and that access to technology, infrastructure and skills as being essential to our future success.

-

A full list of those organisations and networks which have responded to this first stage of engagement and discussion is given in annex 2.

4. Themes

From the work we have undertaken to understand the needs of the sector, the people and organisations who live in the city and the substantial range of data and information available, we can start to categorise our information under four headings aligned to Manchester's Local Industrial Strategy and Powering Recovery:

People – including skills, access to technology, inclusion, and participation.

Place – including technology and digital infrastructure, connectivity, and liveability.

Prosperity – including the digital economy, Manchester's digital ecosystem, economic resilience and technology across all sectors.

Sustainability – including climate change, net-zero and the use of infrastructure, technology and services as a utility not just a commodity.

We have used these to create four overarching themes for the Digital Strategy:

1. **Smart people:** We will ensure that everyone can gain and sustain the skills, aspirations, and confidence to fully participate in the digital world; providing the basis for Manchester to become an inclusive, diverse, successful and ethical smart city.
2. **Digital places:** We will create digital neighbourhoods providing access, connectivity and support for all residents and businesses and digitally enabling enhanced health and wellbeing.
3. **Future prosperity:** We will enable the digital economy and ecosystem to grow, continue to attract new digital businesses & sectors and support a resilient and inclusive economy.
4. **Sustainable resilience:** We will use digital imaginatively for innovation to meet zero carbon and climate resilience goals and to create open inclusive connectivity with enhanced digital infrastructure as a utility not just a commodity.

These objectives are intended to work together. While *Smart People* is about our residents and workers and *Digital Places* is about Manchester itself, *Future Prosperity* is about connecting and harnessing our people and place themes to make sure they are truly beneficial to people, businesses and organisations in Manchester. Finally, *Sustainable Resilience* links the digital strategy to Manchester's zero-carbon commitments, as well as considering how we plan for and respond to the changing nature of technology and digital services in the future. It is intended to keep Manchester at the forefront of technological change in a way that is sustainable and accessible to everyone.

Theme 1: Smart People

Smart People is about making sure that all our residents have access to the skills, training and employment opportunities that they need to participate fully in the life of the city and benefit from its many opportunities.

Fundamentally, this means tackling the high levels of digital exclusion in the City, removing barriers to accessing digital services and ensuring that all our residents have the access, skills and confidence to go online to maximise the opportunities provided by the internet and digital services.

Smart People is also about creating the opportunities for people to learn and develop new skills at all levels. Some of this means working with schools, colleges and universities to improve careers education as well as formal training in digital subjects. However, it is also critical for the success of the digital sector that we address current skill shortages in the short to medium term, to enable them recruit the talent they need to thrive.

Finally, *Smart People*, is about encouraging greater entrepreneurship and creating new routes into more highly skilled and more highly paid jobs. This requires a more flexible response from the skills system and for digital businesses to provide input to curriculum design, delivery and work experience. One of the recognised challenges for the sector is its lack of diversity in terms of talent attraction of gender, ethnicity and age. Digital bootcamps bridge some of this skills gap and the recent Digital Fastrack Programme (GMCA & DCMS) enabled residents who were unemployed or low paid to participate and supported diversity. However it is also clear that there is a need for the sector to look at how it can ensure opportunities are attractive and accessible to everyone, regardless of their identity or background.

Smart People case study – Fast Track Fund / TechEquity Manchester Fast Track Fund – TechEquity Mcr

The Fast Track Digital Workforce Fund, has been effective in addressing immediate digital skills shortages by providing participants with the technical and digital skills needed in industry now. The £3 million fund is a joint venture between the Department for Digital, Culture, Media and Sport (DCMS), Greater Manchester Combined Authority (GMCA) and Lancashire Digital Skills Partnership (LDSP) - set up to support both Greater Manchester and Lancashire residents with accessible routes into digital employment,

It has enabled residents who could not normally afford to pay to participate in flexible digital bootcamps, to take part and at the same time is supporting the industry to diversify by including more underrepresented communities.

TechEquity Mcr is one of the skills bootcamp that were offered to residents and embodied a diverse consortium of community and education partners including; T.A.P, the Heroworx Institute and Malleable Mind. Over the course of two years, the career-readiness project addressed specific skills gaps in Linux, computer networking and cyber security to participants that self-identified as women or trans gender.

The aim of TechEquity was to connect the opportunity of high-value technical careers to the residents who may normally be excluded from these types of opportunities. The project offered a pathway into tech for Hulme and Moss Side residents in particular – Wards that have neighbourhoods experiencing deprivation and high representation of residents experiencing racial inequality.

A grass-roots, traditional approach was taken to recruitment. The consortia built strong relationships with local organisations to create trust pathways into communities e.g. working with Caribbean and African news and radio outlets in South Manchester to reach the community. This holistic approach resulted in more than 300 local enquiries for 36 placements. The tailored cultural and gender sensitive marketing, resulted in more applications from ethnic minorities (66% of the applicants) and 75% recruited onto the programme, which is four times higher than the current 14-15% (across genders) in the UK tech workforce (Inclusive Tech Alliance Report 2019)

Learners undertook international professional recognised technical qualifications in Red Hat Enterprise Linux, LPIC Linux Professional Institute and CompTIA. Within the six months after the 16 week course course, 55% of learners went onto secure employment in STEM-related businesses and organisations or went onto higher learning. The demand for programmes like TechEquity to upskill and create opportunity for residents was demonstrated as enquiries outstripped supply 10:1.

<https://www.greatermanchester-ca.gov.uk/what-we-do/digital/fast-track-digital-workforce-fund/>

Why Smart People?

As well as supporting the skills requirements of the digital sector, digitalisation is a trend that impacts on the wider Manchester economy, which has been accelerated as part of the pandemic. Through the *Smart People* theme, we will improve the productivity and growth of the foundational economy, as well as widening the economic opportunities for more of our residents.

Firstly, we know that digital inclusion and digital skills are the foundation for growing and sustaining our digital economy and ecosystem – *Smart People* are what really makes a smart city. However, we can do better in making sure that all our people have access to the essential services, devices, skills, training and employment opportunities that they need to participate fully in the digital world.

Digital exclusion remains a significant barrier for too many of our residents and has a disproportionate impact on people who live in poverty, particularly those with English as a second language and disabled people, as well as on older workers, women/girls and those aged 65+. As well as being unacceptable for reasons of social equity, this means that there are many residents who are digitally excluded from jobs, skills and online services. Whilst the evidence is there to inform us who is most likely to be excluded, we were until now able to establish a mechanism with to identify the scale of the challenge.

Connected to this issue, there is a lack of diversity in the digital sector and a need to ensure that more women, older residents, and people experiencing racial inequalities are encouraged and connected to opportunities. The digital sector and those

enrolled in digital learning opportunities, particularly at technical & higher levels do not tend to reflect the diversity found in Manchester's communities.

Secondly, we understand the challenge faced by the education & skills system to meet the needs of the digital sector and equip learners with the most up to date qualifications & skills needed to enter & sustain good quality careers in the sector. This is because the pace of technological change makes it difficult for traditional learning, often designed and delivered over years, to keep up. It is also because there is a need for more capacity in the system to enable enough learners to progress through to meet the increasing demand for digital and technical skills from employers.

At present, this lack of capacity has created skill shortages within the digital sector. The most recent Manchester Digital Audit highlights development, digital marketing, DevOps, testing & quality assurance, and user experience as areas with particularly high demand. Leadership and management skills have also emerged as being in demand from employers and employees. Meeting these demands requires a more flexible response from the skills system and for digital businesses to provide input to curriculum design, delivery and work experience. Manchester will benefit from additional investment in skills and training provision, for example at The Manchester College's new City Centre Campus and Manchester Metropolitan University's new School of Digital Arts (SODA). There are also some good examples of co-created curriculums that combine learning with relevant work experience. However there is need to develop and strengthen the volume of pathways into industry, which we are currently seeing through an increase in self-learning and bootcamps.

What will *Smart People* achieve?

Over the life of the Digital Strategy, *Smart People* aims to:

- ensure that Manchester residents of all ages can gain and sustain the skills, aspirations, and confidence to fully participate in the digital world.
- Aid mainstream education in building it's capacity to ensure all young people are equipped with the skills to take advantage of the opportunities that digital presents.
- create new routes into higher level, high value jobs and entrepreneurship.
- ensure that digital businesses have access to the talent and skills needed; providing the basis for Manchester to become an inclusive, diverse, successful and ethical smart city.

To make these aims happen, we will work towards the following priorities:

	Priority	Timescale
1.1	Deepen our understanding of digital inclusion by continuing to deliver the Digital Inclusion Action Plan, developing the Digital Exclusion Index and actively engaging with residents and VCSE organisations.	Year 1
1.2	Develop specific interventions and programmes of activity to promote the opportunities of the sector to under-represented groups and create a more inclusive employer culture,	Year 2 to 5

	particularly for people experiencing racial inequalities, women, disabled people and older people.	
1.3	Support schools to further develop digital leadership capability that enables strong digital strategic direction, supporting all young people across curriculum, to become digital citizens	Year 2 to 5
1.4	Include digital skills as a priority in Manchester's refreshed Work and Skills Strategy.	Year 1
1.5	Scale up and sustain existing entry-level pathways into digital jobs and maximise new pathways within the skills and careers system for post 16 (such as T-Levels), by strengthening connections between colleges and industry.	Year 2 to 5
1.6	Create new and accessible pathways into higher level, high value jobs and encourage entrepreneurship, especially in growing sectors such as Digital Marketing Cyber, AI and Fintech.	Year 2 to 5
1.7	Work with the digital ecosystem to ensure that Manchester residents are given opportunities and support to be able to compete for and progress into high value employment	Year 2 to 5
1.8	Run a pilot project to implement the findings and recommendations from the GM Cooperative Commission in Manchester, a digital brokerage for jobs and skills.	Year 3 to 5
1.9	Enhancing Manchester's strengths as a centre of excellence for ethical and socially responsible tech with new skills and training provision.	Year 3 to 5
1.10	Develop a long-term plan for enhanced collaboration between industry and the skills system, particularly to ensure developments attracting growth, such as SODA and CRCGM, attract and nurture the talent pipeline.	Year 3 to 5
1.11	Supporting digital leadership within businesses, particularly for digital start-ups and SME's, for them to continue to flourish within the digital ecosystem.	

By enabling more people to get online and stay online, encouraging and inspiring people to learn and develop new skills, creating new routes into entry level, more highly skilled and more highly paid jobs and growing digital leadership across education, the skills system and industry we achieve the following outcomes:

- People accessing digital and technology related learning and employment opportunities will more closely reflect the diversity of our city.
- More people will be accessing opportunities in digital and technology related subjects.
- More people will be employed in roles in the sector that are more highly skilled, better paid and more secure.
- Fewer business will report problems attracting and retaining talented people.

Theme 2: Digital Places

Digital Places is about making sure the city itself, alongside its people, drives us towards a more digitally enabled future.

In a digital place, high quality and open digital infrastructure is ubiquitous at every level. Its leaders think towards the future and make sure that the changes we make to our physical environment today support the technological demands of tomorrow, and therefore much of *Digital Places* is about how we plan for and consider these future requirements in everything that we do to create a built environment that is fully digitally enabled.

Digital Places are also about how public services are delivered. In *Digital Places*, all services should be accessible digitally regardless of the device used or the bandwidth available. Public services should be operated in such a way that they make use of rich data both to improve how services are delivered and to allow other people to use this data in innovative and creative ways. They should also make sure information is protected and treated with care, especially in terms of data quality, ethics and security. The *Eindhoven Principals* (annex 4) are a set of principles and guidelines developed by the city of Eindhoven to ensure that its work on smart cities, data, and the emerging Internet of Things (IoT) would have a clear framework of ethics and social responsibility underpinning it. The principals are:

1. Privacy First
2. Open data and interfaces
3. Embrace open standards
4. Share where possible
5. Support modularity
6. Accept social responsibility

Digital places should ensure that a similar set of principles are adopted to ensure that digital and technology are deployed and used in an ethical and responsible way.

Finally, *Digital Places* have strong and exciting digital ecosystems that create the space and opportunities for innovation and creativity between people and organisations. The networks of people and organisations within the city are accessible and inclusive, supporting the digital sector itself but also the wider creative and cultural sectors with which it is linked.

Digital Places case study – Open Data Manchester

Since 2014 Open Data Manchester has been interested in the potential of co-operative structures that can help communities and organisations to manage and utilise data. Mutually controlled organisations, such as data co-operatives and data collectives offer the opportunity for individuals and communities to have more control over how their data is collected, pooled, processed and shared. Data is playing an increasingly powerful role in people's lives – through the services they use, the information they access and the decisions made using it that affect them, but often the value isn't returned and sometimes is used against them.

In 2020-21, Open Data Manchester worked with the Carbon Co-op - an energy advocacy and services co-operative based in Greater Manchester, its members and the wider community to understand whether data co-operatives can:

- empower people to take greater control over their data
- offer choice about how data is used
- build trust and confidence in the process of sharing data
- return social value

The Carbon Co-op project looked at mechanisms that could give members more control over their energy data, so that it could be used for more ethical and energy efficient purposes and bring value through the creation of reduced bills, help Carbon Co-op develop better services, and benefit wider society through the development of more environmentally responsible energy practices.

This work is ongoing and has led to the development of a Data Co-operative Working Group co-led by Open Data Manchester and Aapti Institute in Bangalore which comprises practitioners and academics from around the world, to develop data co-operative models that can benefit any community that want to have more control over how its data is used.

<https://www.opendatamanchester.org.uk/services/>

Why Digital Places?

Technology is constantly changing, and alongside making sure people have the right digital skills and access to opportunities, connectivity in places is a second fundamental component of making a successful digital city. It will enable our residents to access services, to learn, and to work from any location and at any time, while supporting businesses and organisations to take advantage of the opportunities for innovation created by high speed and secure networks. *Digital Places* will also enable our public services and institutions to operate more effectively, and our businesses to be more productive, especially by making better use of data.

Firstly, we know that we can improve how we plan for the future by ensuring that digital innovation is included in all aspects of placemaking, including the development of digital and technological assets to support and maximise the benefit of new civic and public spaces. By ensuring that digital facilities and capacities are embedded across all regeneration programmes we can create a smarter public realm using the best wireless networks backed up by the best fibre, enabling wider roll out of internet of things (IoT) devices, sensors and displays, as well as improved connectivity for residents and businesses.

There is an opportunity to build on our existing successes, such as the concentration of assets and talent along the Oxford Road Corridor, and the developing ecosystems around Circle Square, Enterprise City and ID Manchester. The challenge is to build this capacity out further into neighbourhoods across the city, developing a network of smart places and digital neighbourhoods that will allow people to connect wherever they are and however they want to. Our consultation revealed that the COVID-19 pandemic has shown that not all our neighbourhoods have the capabilities and capacity to ensure that everyone has accessible, affordable and equitable access to the digital world.

Smart Places – call out box

Smart places are places where connectivity is ubiquitous and universal, where people, organisations and smart devices are all connected. They are places where information is collected and shared in a way that allows anyone to understand and interrogate it, coming up with their own solutions to our greatest challenges. Smart places are also climate-resilient and adaptive, supporting our transition to a zero-carbon economy as well as being sustainable, adaptable and future-proofed. Connectivity is also of critical importance to Manchester’s creative and cultural industries, which overlap with the digital and tech sectors. Our cultural sector has been reliant on digital to keep operating throughout the COVID-19 pandemic, and there is a role for *Digital Places* in supporting the city’s Cultural Recovery Plan. The digital transformation of the sector is likely to continue, and we must support it by making it easier for creators to digitise, distribute and monetise artistic products online.

Secondly, we know that improved access and technology can enhance access to existing public services. Using the example of health services, digital delivery means that services become more accessible and have wider benefits, for example enabling older people to continue to live in their own homes. Digitisation of health and care records also provides the opportunity to better integrate services as well as offering an opportunity for innovation providing new approaches to tackling embedded health challenges in the City including Health Ageing.

Thirdly, we understand that data can be a powerful tool in helping us to better understand how our city works and where we can intervene to make improvements or efficiencies to deliver better services. Enhancing the city’s capacity for the collection, analysis and visualisation of data alongside implementing open access principles will allow people and organisations in the city to bring creativity and innovation to the use of data. Enabling access to a broader range of better quality, higher frequency data will allow start-ups, SMEs and social enterprises to help build new applications and provide new insights into city, developing solutions to problems that may not have been previously considered and providing opportunities for commercialisation

We also understand the importance of ethics, sustainability and security when handling data, and that we need to be pro-active in ensuring systems and processes are in place to effectively manage information. Manchester City Council has already committed to “become a data-led organisation and ensure data is central to what we do” with a new Data Management Strategy.

What will Digital Places achieve?

Over the life of the Digital Strategy *Digital Places* aims to:

- Ensure that Manchester has excellent and accessible digital infrastructure everywhere.
- Ensure that all public services are delivered digitally and are made more successful through the better use of data.

- Ensure sure that we grow Manchester’s wider digital ecosystem and connect it to the city’s wider economic and cultural networks.
- Ensure that we use data to drive innovation and create new opportunities for growth that are linked to tackling the city’s challenges and building on its strengths.

	Priority	Timescale
2.1	Develop a Digital Infrastructure Planning Design Guide and consider ways to integrate this into MCC development plans and partnerships, including professional development support for MCC staff and partners. See annex 3 (Design Guide).	Years 1 to 2
2.2	As part of the Local Plan refresh and consultation, integrate digital planning policy and guidance including consideration and linking to the Digital Infrastructure Planning Design Guide.	Years 1 to 2
2.3	Map existing digital assets to enable virtual city modelling and support ongoing development of digital planning capability and deployment of digital connectivity.	Year 1 to 3
2.4	Use evidence from the Digital Exclusion Index and asset mapping to identify and audit priority neighbourhood areas.	Year 1
2.5	Produce local Digital Action Plans for priority areas that identify steps and opportunities to improve connectivity.	Year 2
2.6	Work closely alongside major capital and regeneration projects to promote smart urban design integrating digital capacity and smart assets.	Year 2 to 5
2.7	Enhance the City Council’s own public wireless connectivity with additional forms of community based fibre and wireless provision supporting digital places and smart neighbourhoods	Year 3 to 5
2.8	Contribute to development of Manchester’s Data Management Strategy, and adoption of a Smart City Charter and Eindhoven Principles to allow enhanced data sharing, partnership working and innovation. See annex 4 (Eindhoven Principles).	Year 1 to 2
2.9	Extend the asset mapping model into a fully digital GIS system integrated into MCCs GIS and Data Management systems.	Year 2
2.10	Build on open data work with a new programme of tech challenges, data coops and data trusts as part of the development of the Smart City Data Charter.	Year 2 to 5

By increasing levels of connectivity and access across the city, supporting the digital delivery of public services and making better use of data we will achieve the following outcomes:

- Increased availability of high-quality, high-speed and affordable connectivity across Manchester, especially in priority areas.
- Fewer businesses and organisations will identify lack of network access and capacity as a barrier to growth.
- Increased quality and quantity of data available to people and organisations in Manchester.

- Increased capability of the Council's digital planning, mapping, data management and other services, to support more effective and efficient city planning, management and public engagement.
- Growth in Manchester's digital ecosystem and increased clustering of people and organisations in our innovation areas.

Theme 3: Future Prosperity

Where *Smart People* is about our residents and workers and *Digital Places* is about the city itself, *Future Prosperity* wraps around these two themes to ensure that the digital strategy truly makes a positive impact on the lives of our residents and the success of our businesses, in a way that is both ethical and sustainable. *Future Prosperity* is about making a strong connection between residents and businesses and the positive opportunities and outcomes that digitally enabled people and places will create. It sits at the heart of our inclusive growth ambitions.

Firstly, Future Prosperity is about building on our strengths to grow the digital sector and digital ecosystem in Manchester and creating more good quality and sustainable opportunities for learning, employment, business and investment. It is about making sure that through *Smart People* and *Digital Places* that we can connect these opportunities to our residents, neighbourhoods and businesses.

Secondly, Future Prosperity is about ethical and sustainable technology. It considers the positive and negative impacts of digitisation and how we might mitigate against some of the potential issues, alongside issues around good quality employment in parts of the foundational and cultural economy affected by the digitisation of work in ways that have tended to reduce jobs security and pay. It helps secure positive and incremental improvements and guard against the potential issues of low paid and insecure work.

Future Prosperity case study – Manchester Digital & Skills Festival

Manchester Digital is the voice of Greater Manchester's tech and digital sector. Their community is made up of a wide range of businesses and they work closely with them to create the optimum environment for sector-wide success. They are independently funded through membership and represent the entire ecosystem with a wide range of business types, models, sizes and capabilities making up our community.

Manchester Digital take direct action to solve specific issues and barriers that impact the sector's growth and we provide a cohesive voice for the sector, ensuring that its views are represented at a local and national government level. They develop talent, drive innovation, share knowledge and help businesses to thrive.

The Digital Skills Festival is one of the most important events in Manchester Digital's calendar. Held here in Manchester each February, the Digital Skills Festival attracts industry professionals, educators, students, graduates and tech job seekers as well as respected industry thought-leaders and innovators. One of the highlights of the event is the Talent Day which is the largest specialist careers fair in the North. Each year over 1800 graduates and job seekers attend to find out more about the latest

careers on offer at some of Greater Manchester's most exciting and innovative tech companies. 40+ businesses attend and there are upwards of 250 jobs on offer. It's the perfect day to find new talent, or if you're a jobseeker, to take the next step in your career. <https://www.manchesterdigital.com/talent-and-skills/skills-festival>

Why Future Prosperity?

There is an increasingly strong evidence base for Manchester's digital strengths, highlighting how important Manchester now is in terms of combining its historic strengths in specific parts of the digital sector, including its digital talent pool, with new investment to support wider business growth, especially with start-ups and scale-ups. Manchester is recognised as the fastest growing "tech city" within Europe, having overtaken Cambridge for the first time, as second only to London for venture capital investment in tech businesses. Alongside this Manchester has also been ranked as the top UK city for IT professionals to live and work (CompTIA UK Tech Town Index, 2019).

We know that a strong and diverse digital ecosystem is important for several reasons. Firstly in making connections between people and organisations that boost productivity, knowledge transfer and growth. Secondly, in supporting the emergence and growth of centres of excellence in specific areas such as cyber security or e-commerce. Thirdly, in attracting talent and investment into the city to support future growth. Therefore, making sure that the digital strategy supports and grows our existing ecosystem will be an important factor in our success. This will require consideration of both established networks and organisations as well as the needs of smaller start-ups or entrepreneurial organisations.

In addition to growing the digital ecosystem, we also know that to be successful we will have to ensure that digital and technology is both ethical and sustainable. A number of partners who provided feedback in the consultation emphasised the importance of "ethical tech" and ethics in the digital world, an area in which Manchester already has significant experience through organisations such as the Responsible Tech Collective and Open Data Manchester as well as the emerging work of the AI Foundry initiative being led by Manchester Metropolitan University.

Digitisation and digital innovation impacts on all areas of our lives, especially the future of employment and productivity. While in the digital sector itself productivity remains high, other sectors face an entrenched challenge of low productivity that may be disrupted by new technology and particularly automation. This may lead to the significant restructuring of employment in some areas, including job losses, leading to an opportunity to retrain and reskill workers so they are able to access new roles. The impact of the COVID-19 pandemic is likely to have a long-term impact on businesses and the wider labour market. Many companies are rethinking their need for office space and moving to higher levels of remote and flexible working, potentially leading to the employment of fewer permanent staff and more temporary and freelance staff. Anecdotal evidence suggests that travel-to-work areas, already weaker in the sector, have disappeared for some companies who may be Manchester based but now recruit nationally or even globally. This creates both opportunities and challenges for our residents and businesses.

What will Future Prosperity achieve?

Over the life of the Digital Strategy *Future Prosperity* aims to:

- Make it easier and more attractive to start, relocate or grow a digital business in Manchester.
- Strengthen the wider network of organisations and groups that support the sector in Manchester.
- Increase the number of high quality and sustainable job opportunities created.
- Identify new and future areas of growth and technological change that Manchester can benefit from.
- Make sure that growth in the sector in Manchester is inclusive and benefits everyone.

	Priority	Timescale
3.1	Support digital sector events and networking opportunities through exhibitions, conferences and business visits.	Year 1 to 5
3.2	Support the development of Innovation Districts, Corridors and Hubs to promote digital start-ups and scale-ups and the expansion of the digital ecosystem.	Year 1 to 5
3.3	Develop more accessible routes into Innovation capacity through local initiatives promoting social innovation, e.g. Living Labs, Makerspaces & Coop Innovation Zones.	Year 2 to 5
3.4	Establish a Cooperative Innovation Zone for digital businesses to develop new ways of working and implement the recommendations of the GM Cooperative Commission.	Year 3 to 5
3.5	Work with GMCA and MIDAS to develop a Digital Investment Strategy focused on making investment more accessible particularly to diverse businesses.	Year 2 to 5
3.6	Develop more intelligence, data analysis and horizon scanning on the potential impact of automation/AI and promote new thinking and practice on proactive socially inclusive responses.	Year 1 to 5
3.7	Enhance support for ethical and socially responsible tech development and Manchester's growing ecosystem and reputation in these areas., including driving support in the sector for the Good Employment Charter.	Year 1 to 5
3.8	Implement proposals for a Smart Urban Data Discovery Platform in partnership with Manchester Urban Observatory (MUO), providing data and intelligence on digitisation and future trends.	Year 3 to 5

By strengthening Manchester's digital ecosystem, focusing on ethics and sustainability and supporting businesses and organisations to make a positive contribution to the life of the city we will achieve the following outcomes.

- Increased number of digital business births and relocations.
- Increased inward investment into the sector in Manchester.
- Increased number and size of networking groups and organisations.
- Increased number of job postings.

- Higher share of job postings filled by Manchester residents.

-

Theme 4: Sustainable Resilience

Sustainable Resilience is the point at which the Digital Strategy connects to and helps achieve Manchester's commitment to become a zero-carbon city by 2038, and meet the many challenges presented by climate change. It is about how we can use technology to directly reduce our carbon emissions, but also about how technology will help us mitigate against the impact of a changing climate.

It is also where we ensure that we keep looking forwards and can rapidly adopt and adapt to new technology as it emerges, keeping Manchester at the leading edge of digital transformation in all its forms. This is in part about how we plan and manage infrastructure and services to ensure they are open and accessible.

Finally, Sustainable resilience is also about connectivity, and how in a world that is increasingly digitised, we need to make sure that everyone can access digital services and resources. It is about making sure these networks are in place and that they are accessible to all.

Sustainable Resilience case study – Cooperative Network Infrastructure

Cooperative Network Infrastructure (CNI) – the GM Digital Coop
Using an innovation called the 'Thin Layer Model', Cooperative Network Infrastructure (CNI) - <https://cni.coop/> - promotes collaboration between owners and users of digital infrastructure. Members include local authorities and other public-sector bodies alongside private-sector telecoms operators and Internet providers.

CNI started in 2018 as an initiative of Tameside Council in Greater Manchester. Since then other local authorities have joined including Manchester City Council, Blackpool, Mid Sussex, Lancaster and West Sussex county. Other public sector partners include NHS trusts, education institutions and social housing providers. Commercial members include Virgin Media, CityFibre, Zayo, euNetworks, ITS and Telcom, alongside smaller ISPs.

CNI is a cooperative neutral host: user members (generally the telecoms operators and ISPs) get access to raw infrastructure (dark fibre and colocation space) on equal terms and non-exclusively. Most of the dark fibre available from CNI is 'spine' fibre, deployed by the contributor members (mostly public sector bodies) to meet their needs. CNI pays the contributor members a fee and makes spare capacity in the spine available to user members, who then build out to connect customers. Because it makes sharing possible, CNI delivers mutual benefits for users, contributors and the wider community:

- Local authorities and public sector bodies can invest in infrastructure for their own use and share it for the benefit of the local economy and wealth creation.
- By sharing the spine infrastructure, commercial operators can invest in new access networks without needing to overbuild competitors, so they can deploy faster and there is less disruption for the community.

- Smaller and local ISPs and operators can access dark fibre and colocation. This means they can capture more of the value chain, innovate and differentiate their products from larger competitors.

• **Why Sustainable Resilience?**

Digital technologies have a specific role in supporting action on climate change and zero carbon targets. Digital can be transformational for the environmental agenda and offer very practical solutions for current and future action. New, low carbon opportunities can be realised through enhanced digital connectivity and data analytics, especially in areas such as mobility, logistics, food and buildings, supporting sourcing of energy from green sources to improving air quality and encouraging more walking and cycling. Digital can also help create a new smart circular economy where local sourcing is the norm and product information can be made more accessible and easier to analyse with repair and recycling facilities more widely known and understood, with makerspaces and other digital production facilities able to give products longer lifecycles.

Manchester and the wider city-region has the opportunity to capitalise on the infrastructure and connectivity that has been created to date but also to look to the future and find ways of staying ahead of the curve for future digital infrastructure. This means new models of delivery and finding ways that digital infrastructure can be delivered as an essential utility, ideally unlimited, not just as a commodity. The City Council has been highlighting the importance of investment in digital infrastructure for “developing a more resilient city” in all parts of its current work on inclusive economic recovery and this is also a key element of the Our Manchester “Inclusive Economy” Local Industrial Strategy. This can be achieved by developing our existing partnership with Tameside MBC to extend the original Cooperative Network Infrastructure (CNI – also known as Digital Coop) duct and fibre installations to more public, research and innovation locations across the city to provide faster and more resilient connectivity.

During the pandemic there have been failures of digital infrastructure and Manchester’s innovation ecosystem needs more resilient future-proofed Internet in two particular areas:

1. Topological resilience – new spine fibre connections connecting key nodes by diverse routes;
2. Commercial resilience – which must be made available on neutral non-exclusive basis so that multiple ISPs and operators can use it. This increases diversity of supply, competition and the scope for innovation, hence the use of the cooperative neutral host model.

Commercial resilience means that there is enhanced future-proofing because of the diversity of supply which is less prone to stress or failure. This in turn provides new opportunities for local and smaller digital/tech businesses to add value with access to infrastructure (rather than services) that otherwise would not be available to them. In addition the public sector has more choice in its procurements and greater access to innovation and new services and applications.

Digital resilience is created by building the “scaffolding” from which Internet Service Providers – ISPs, operators and other SMEs providing specialist services can then build out to reach more customers more easily and effectively – both public sector and others in the innovation ecosystem. That in turn means: more scope and scale for fibre spines and shared neutral digital exchanges which thus encourages more investment. Operators can choose their areas, for example, they don’t need to ‘roll out’ across the conurbation to achieve scale but can instead share and co-produce connectivity which also means smaller and local ISPs and operators, including new start-ups, can take part, increasing productivity and growing new markets.

What will Sustainable Resilience achieve?

Sustainable Resilience aims to:

- Use digital and technology to drive a green and inclusive economy, supporting our transition to a zero-carbon city.
- Use digital infrastructure and innovation to create a smarter, more resilient and future-proofed city
- Make digital connectivity a universal utility that is accessible to everyone, wherever they are.

	Priority	Timescale
4.1	Collect, use and share data to improve our understanding of where our carbon emissions come from and how we can reduce them.	Years 2 to 5
4.2	Promote the use of technology and data to better manage demand on energy networks and account for new ways in which energy will be used (e.g. electric vehicle charging).	Years 2 to 5
4.3	Incorporate good practice and “green” design within the Digital Infrastructure Planning Design Guide (Theme 2)	Years 1 to 3
4.4	Take the opportunity to participate in and lead national and international initiatives and projects, e.g. UK Smart Cities, Eurocities and Global Smart Cities, to promote Manchester, learn from other smart cities globally and attract further funding and investment.	Years 1 to 5
4.5	Implement the business case for the further development of Cooperative Network Infrastructure (CNI) and establish a Manchester Development Group with CNI members to move forward with the “Fibre Manchester” initiative.	Years 3 to 5

By harnessing digital and technology to reduce carbon emissions, future proof the city and ensure connectivity is a universal utility we will achieve the following outcomes:

- Increase the number of community and cooperatively owned infrastructure and networks.
- Improved environmental credentials of digital initiatives and programmes.

6. Delivering the objectives: Implementation and next steps

The Manchester Digital Strategy provides a new strategic framework for the city to meet its aspirations about how we use digital and technology to improve the lives of our residents and create new commercial opportunities for our businesses. To achieve our aims and delivery our priorities, our next steps will be to:

- Establish a small Digital team within the City Council, working with key stakeholders to deliver the Digital strategy.
- Develop a full action plan for the delivery of the priorities outlined in this strategy.
- Establish partnerships and working relationships with relevant stakeholders.
- Identify potential funding opportunities and build capacity to bring in funding to finance delivery.

The delivery of the Strategy will be overseen by a Digital Strategy Governance Board, comprising of relevant Council Officers alongside representatives from partner organisations and networks.

The delivery plan will be subject to an annual review through the proposed five years of its implementation from 2021 to 2026. This will be undertaken through a partnership-based approach drawing upon not only the existing digital ecosystem but also on new collaborations that are emerging, for example around socially responsible and ethical tech, creative economy renewal, youth initiatives, the age-friendly agenda, health and wellbeing and climate change. These new collaborations are renewing innovation in the digital sector and supporting new thinking and working in imaginative ways to co-create new solutions to the challenges of the pandemic and to ensuring an inclusive economic recovery.

Creating a digitally enabled inclusive economy and society will need commitment and support from all partners across the city working collaboratively and investing their time, energy and resources to achieve this. To achieve this Manchester Smart City partnership boards and working groups will be established to oversee the development of programmes of work and support effective governance of their implementation. As well as developing a shared commitment to ensuring that social value is at the heart of all aspects of the Manchester Digital Strategy it is also important to include increasing economic, social and economic justice across the city, especially with digital inclusion being the single most important aspect of this work.

Manchester City Council will continue to work closely with everyone who has collaborated to produce the ideas and proposals brought together so far. This will include outlining options for coordinating and implementing new work programmes and practical projects, as well as more resilient funding models for supporting this work in the context of inclusive economic recovery.

7. Annexes:

1. Consultation respondents

2. Manchester Digital Infrastructure Design Guide and Local Plan recommendations
3. Smart City Data Charter: the “Eindhoven Principles” and Open Data Manchester – “Declaration for responsible and intelligent data practice”
4. Summary of aims, outcomes and objectives
5. Case studies of City Digital Strategies and Smart Cities initiatives from the UK and globally
6. Acknowledgements: list of organisations and networks involved in consultation to date

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Annex 2 Digital Strategy consultation: list of organisations and networks involved

AECOM	Denta Aegis, Manchester Met Uni., Made by
Age Friendly Manchester Older People's Board	Factory, McCann,
Amazon Web Services (AWS)	Nexar Digital, Zuto)
AI Foundry	Manchester Food Partnership
Arup	Manchester Health & Care Commissioning
Back on Track	Manchester International Festival
BCS – the Chartered Institute for IT	(MIF)/Factory
Caribbean & African Health Network (CAHN)	Manchester Life
Cisco	Manchester Metropolitan University
Citizens Advice Manchester	Manchester University NHS Foundation
City Fibre	Trust
Community Broadband Network (CBN)	MCRactive
Coop Bank	Microsoft
Coop Foundation	MIDAS
Cooperative Network Infrastructure (CNI)	North Manchester General Hospital
Cooperatives UK	Redevelopment Programme
Corridor Manchester	Open Data Manchester
Cultural Leaders Group	One Manchester
Cyber Foundry	Our Manchester Food Partnership
Digital Skills Network	Responsible Tech Collective
Future Everything	SSE
GMCA	Southway Housing
GMCVO	Tech for Good Live
GM Cyber Security Centre	Tech Manchester
GM Health and Social Care Partnership	The Manchester College
Health Innovation Manchester	The White Room
HIVE	University of Manchester
HOME	Virgin Media
Innovate Her	Visioning Lab
MACC	Vodafone
Manchester Climate Change Agency	Workers Educational Association (WEA)
MadLab (Manchester Digital Lab)	Withington Assist
Manchester Digital (MD) & MD Board members (Autotrader,	Work and Skills Board
	Young Manchester

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**Cooperative Network
Infrastructure**

Digital infrastructure planning design guide

Guidance for Manchester City Council and its partners on objectives and practice

Version 3.2 draft for comment and review



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Digital infrastructure planning design guide

1. Summary

This document provides guidance for Manchester City Council on the deployment of digital infrastructure in new developments and construction projects.

It proposes principles to adopt and practices to pursue in order to realise the authority's wider social and economic objectives.

It focuses on the opportunities for the authority to influence the rational deployment of digital infrastructure:

- During construction and infrastructure upgrade activity, using a 'dig once' approach;
- During investments by operators to 'retrofit' new digital infrastructure.

By adopting a proactive dig-once approach, the authority can help:

- Minimise disruption to business and the public.
- Reduce the financial and environmental cost of digital infrastructure deployment, including the carbon footprint.

Using that approach and also adopting a proactive approach to investments to retrofit new digital infrastructure, the authority can:

- Ensure the deployment of high specification and 'future-proofed' infrastructure to match the city's ambitions.
- Potentially maximise opportunities for competition, innovation and local wealth creation.

Then the document addresses two questions in three contexts:

Two questions

- What are the design principles supporting the strategic aims?
- What are the recommended methods and specifications?

Three contexts

- Planned deployment of digital infrastructure in new residential and commercial developments.
- Opportunistic deployment of digital infrastructure in other infrastructure developments (for example road upgrades, cycleways, EV charger infrastructure) and in regeneration projects (for example environmental building upgrades).
- Planned investments by commercial operators and public sector to upgrade and renew digital infrastructure.

1.1. Versions

This is a living document that will evolve to keep pace with changing opportunities and to take account of the policy choices made by the council.

This is Version 3 - second draft following initial feedback 20 July 2021

2. Objectives

The city has ambitions and objectives that can be served by the *right sort* of digital infrastructure deployed in the *right way*. These include:



Digital infrastructure planning design guide

- Growing the digital-tech economy in the city and reinforcing Manchester’s position as a leading digital city;
- Encouraging innovation in public, private and third sectors;
- Enabling productivity and efficiency gains in the wider economy and in the public sector;
- Providing new opportunities to citizens for learning and employment;
- Extending the benefits of digital and on-line services to the whole of the community.

2.1. The right sort of digital infrastructure

To maintain and enhance Manchester’s status as a leading digital city demands digital infrastructure that meets key criteria for the delivery of digital services now and into the future:

- At sufficient data transmission speed;
- With capacity to accommodate growing numbers of connected users and devices;
- Supporting new services, including those not yet conceived.

Given the cost and disruption caused by the deployment of new digital infrastructure, it should meet these criteria over an extended period. This means in the coming decades and at least through the transition to net zero carbon.

While it is not possible to see into the future, it is nevertheless possible to make rational choices about the technical design principles of the infrastructure¹.

These are summarised in the table below:

Principle	Rationale
Comprehensive, ubiquitous and dense optical fibre.	<ul style="list-style-type: none"> • We know that optical fibre, using light rather than radio frequency as the carrier, will support exponential growth of data transmission speeds for years to come. • We know that new wireless technologies, such as 5G, drive demand for increasing amounts of fibre. • We know that increasing numbers of devices, however they are connected to the network edge, also drive demand for fibre.
Frequent and flexible nodes where fibre terminates.	<ul style="list-style-type: none"> • We know that the hierarchical topology of the circuit-switched telephone network is not optimal for packet-switched data transmission, which is better served by a cellular topology. • We know that telecoms operators and service providers need to upgrade network electronics to support new services, and that these devices need to be deployed closer to the network edge.
Application-neutral architecture	<ul style="list-style-type: none"> • We know that current applications and usage profiles will change, and hence that application-specific choices should not be baked in to the design.

Counter example

¹ This has a parallel in the development of the Internet. The initial assumptions and design principles, made without any knowledge or foresight of future applications, enabled rapid innovation and the delivery of those unforeseen applications.



Digital infrastructure planning design guide

The importance of these design choices is well demonstrated in the recent costly deployment of FTTC² technology across the UK. This technology:

- Uses copper for part of the connection, so that the technology is already reaching the end of its life.
- Is designed almost exclusively to connect homes, so that many businesses have been left relying on older technology.
- Is not designed for, or capable of, supporting deployment of small-cell 5G radio and other devices.
- Relies on telephone exchanges connected to street cabinets, with consequent limitations: exclusion of premises in 'exchange only' areas; poor quality with distance from cabinet; baked-in contention ratios.
- Assumes download speed demands are much higher than upload, now much less the case following the explosion in video conferencing during the pandemic.

2.2. Deployed in the right way

Manchester's economic and social objectives can be supported by adopting the right approach in the deployment of infrastructure as well as ensuring it is of the right type. The right approach will:

- Support the growth of the local digital-tech sector, through supply chain development and a healthy ecosystem;
- Stimulate innovation by service providers and the digital-tech sector;
- Provide choice for end users.

While it is not possible for the public sector to build and operate the new digital infrastructure that the UK needs³, nevertheless it can play an important role in promoting the right approach:

- Through leadership, encouraging collaboration and the adoption of design principles and standards;
- Through stewardship, ensuring that assets are sustained and held in trust for neutral access.

In playing this role, the public sector can ensure the maintenance of key principles. These are summarised in the table below.

Principle	Rationale
Access to dark fibre	<ul style="list-style-type: none"> • Dark fibre supply in the UK is constrained • Open access to dark fibre, rather than active wholesale services, helps operators and providers (including public sector) innovate and differentiate products • Open access to fibre rather than ducting brings the benefits of passive access to smaller businesses and public sector. • Investors in 5G deployment need dark fibre

² Fibre to the cabinet - the 'superfast' technology adopted by Openreach. Fibre is deployed from the telephone exchange to the street cabinet, with copper wires running the final metres from the cabinet to the end-user premises.

³ Or at least, that is not under consideration



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Principle	Rationale
Shared infrastructure	<ul style="list-style-type: none"> • No useful purpose is served by infrastructure investors overbuilding each other: an equivalent degree of competition is equally served if competing operators share fibre. • Competition to provide services on a shared infrastructure is not confined to the areas where there is overbuild • Smaller, local and innovating digital-tech businesses are better able to roll-out services on shared infrastructure
Neutral hosting	<ul style="list-style-type: none"> • Neutral hosted infrastructure ensures competition is not restricted to a small number of providers • Neutral hosting means different providers can deploy different technology solutions

Counter examples

Unregulated infrastructure competition encourages overbuilding in hotspots as investors seek to maximise returns.

Fibre owners, faced with the high costs of extending network prefer to ‘sweat the asset’ by selling further up the network stack to capture more of the value chain. This blocks growth paths for new and challenger operators and ISPs left with no way to capture more of the value chain or differentiate products.

Single investor-dominated builds make technology choices (such as PON⁴ - see [Home Run](#)) that stifle innovation and competition⁵.

⁴ Passive Optical network. Fibres connecting multiple premises are served by a single backhaul fibre using ‘passive optical splitting’ rather than electronically. This necessarily requires that a single operator lights all fibres using the splitter.

⁵ Unless deployed in ways specifically to ensure independent access to individual fibres serving premises



3. Policy guidance

There are policy choices concerning the type of digital infrastructure (deploying the right sort) that should be deployed during development and construction projects, and the approach to deployment (in the right way). These choices have consequences for the outcomes.

This section provides guidance on choices based on the principles outlined above.

These policy choices are summarised in the table below and then described in more detail.

This section also addresses the opportunity to develop an ‘active thin layer’ approach.

Policy choice	Description	Alternatives	Principles addressed
Home run	Fibre to each premises can be ‘unbundled’. Also called point-to-point.	<ul style="list-style-type: none"> PON (passive optical network) 	<ul style="list-style-type: none"> Frequent and flexible nodes where fibre terminates. Application-neutral architecture Access to dark fibre Shared infrastructure Neutral hosting
Dig-once accretion	Opportunistically deployed duct is held in trust for shared access	<ul style="list-style-type: none"> Exclusive concession by lots 	<ul style="list-style-type: none"> Access to dark fibre Shared infrastructure Neutral hosting
Stewardship and neutrality	Local authority ‘adopts’ infrastructure as neutral host, or makes similar arrangements for neutral stewardship	<ul style="list-style-type: none"> Operator (eg Openreach, Virgin) deployment in developments Retention by property owner 	<ul style="list-style-type: none"> Comprehensive, ubiquitous and dense optical fibre. Access to dark fibre Shared infrastructure Neutral hosting
Positive engagement	Emphasis on carrot rather than stick in engagement with developers	<ul style="list-style-type: none"> Strict enforcement Do nothing/Laissez faire 	<ul style="list-style-type: none"> Comprehensive, ubiquitous and dense optical fibre.
Shared way-leaves	Operators wishing to provide connectivity to council properties can use a simplified global way-leave	<ul style="list-style-type: none"> Council engages separately with each operator Barrier busting 	<ul style="list-style-type: none"> Access to dark fibre Shared infrastructure Neutral hosting
Flexible collaboration	Active engagement with investors to create shared infrastructure using collaborative co-investment models	<ul style="list-style-type: none"> Do nothing Barrier busting Formal JV 	

3.1. Home run

Both the major incumbents (Openreach and Virgin) have committed to installation of Gigabit-capable infrastructure for new developments, at small or no cost to the developer. In general



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this translates into deployment of full fibre at no cost⁶. We have probably reached a stage now where leadership from the council is not needed to persuade developers to take up one of these options.

However, not all full-fibre access⁷ networks are equal, and Manchester can lead in ensuring that the best standards are adopted.

'Home-run' (point-to-point) fibre networks represent the 'gold standard' for full fibre. With home run, Internet providers can access fibre connections to individual premises in competition with one another. This is not possible with access networks being deployed by the incumbents.

With home run, each premises is connected with a fibre to a location, such as an active street cabinet, where ISPs can co-locate their own electronic equipment⁸. Individual fibres can be connected to one or other provider's equipment in the cabinet.

This gives them complete control over the service they deliver, so that they can innovate and differentiate product offerings. For example up speed vs down speed, but also other parameters such as contention, latency and jitter.

An example of this approach is STOC⁹ in France, introduced by the French regulator ARCEP. This is covered in more detail in the [Appendix](#).

Counter examples

In comparison other hybrid and full-fibre technologies are inferior.

Superfast and 'gigabit' technologies such as FTTC (including G.fast) and DOCSIS, all rely on copper. We are now nearing the absolute physical limit to how much data can be transmitted over copper.

PON (passive optical network) is a compromise full-fibre technology used by network builders such as Openreach. While it is a form of full fibre, it does not permit open passive access to individual premises. It helps reduce the cost of fibre deployment by using one fibre connection to serve multiple premises, without using any electronics - hence the term 'passive optical network'. GPON (and other PON technologies such as EPON and DPoE):

- Require a monopoly operator at the active layer - all premises served by the shared fibre must use the same active layer provider¹⁰.
- Share up-stream bandwidth between premises so that users get slower up speeds than down speeds.

⁶ "The combined effect of these steps means that from 1st April 2020, 95% of new build homes on sites being newly contracted with Openreach will get full fibre infrastructure for free, with the remaining 5% having a commercially attractive Developer co-funded option, capped at £2,000 per home." Clive Selley CEO Openreach, 2020
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/959273/Letter_from_Clive_Selley_CEO_of_Openreach_to_the_Rt_Hon_Oliver_Dowden_MP_V2.pdf

⁷ networks connecting premises, as opposed to spine networks

⁸ Here we use the term 'home run' to describe a fibre topology where each end user has an independent fibre connection to an electronic device which can be re-assigned to a different device, not necessarily back to an exchange. Sometimes the term 'sub loop unbundling' is used to refer to home run in the sense we use it here, however it is a term that is more properly applied to FTTC.

⁹ *sous traitance opérateur commercial*

¹⁰ Nevertheless, the home run approach advocated in this document would allow an operator to deploy a PON splitter in the cabinet instead of electronics. In this way there is no monopoly since the fibre can be reassigned to a different provider.



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3.2. Dig once accretion

There is a widespread understanding that a ‘dig-once’ approach to digital infrastructure deployment makes sense.

‘Opportunistic dig-once’ as used here means that ducting suitable for optical fibre is installed while construction works are underway. In this document ‘opportunistic’ is used to refer to situations, other than large scale new developments, where there will be excavations offering opportunities to deploy ducting at low cost. Examples may include:

- Road upgrades and new roads;
- New cycleways;
- Other infrastructure deployments and upgrades - eg EV charger infrastructure.

Rationale

The rationale is based on:

- **Cost:** the large part of the cost of new fibre network deployment is in deploying ducting. For a new deployment of fibre and ducting in existing roadway, duct deployment typically accounts for 90% or more of the cost.
- **Disruption and scars:** deploying new ducting involves significant disruption to citizens and businesses. Even with careful reinstatement new duct deployment will leave unsightly scars, particularly with special, decorative or heritage surfaces. Ducting deployed with foresight becomes particularly useful where a section 58 order is imposed.
- **Scarcity:** aside from Openreach ducting (see below), there is limited availability of ducting in which it is possible to deploy fibre. Further there is limited knowledge of where that ducting is and in what condition it may be in. Where ducting exists there are often complex legal and technical issues in accessing it.

Ofcom regulations require Openreach to make its ducting available for fibre deployment, and this is a valuable resource for operators wishing to build new fibre network capacity. However this ducting:

- Has limited capacity, more limited on some routes than others.
- Does not reach all places.
- Is sometimes significantly degraded.

While the rationale for dig-once is compelling, the marginal costs can outweigh benefits in some cases, for example, where the amount of new ducting is trivial.

Guidance on decision making with regard to costs and benefits is provided in [Decision criteria](#).

Accretion

In any case, the assets created through application of a comprehensive dig-once policy will frequently be isolated from each other and from other usable digital infrastructure.

For this reason, the guidance here is to **adopt an accretive dig once policy**, that is to say to establish a mechanism for stewardship of new assets created and to prevent fragmentation of control and access to the assets. For example:

- Ownership of the ducting and associated assets may remain with the local authority, or some other neutral body charged with the stewardship of the assets.
- The stewardship body retains a register of assets and makes arrangements for their maintenance.



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- Arrangements are made to permit non-exclusive access to the assets by public and private sector, referred to in this document as ‘Layer 0 neutral hosting’.

Counter example

The most common alternative to a dig-once accretion policy is to have no dig once policy at all. This is probably because local authorities have been reluctant to take responsibility or make other arrangements for stewardship.

Another alternative is to seek a partner for an exclusive concession on a new property or infrastructure development, for example following construction of a new cycle way. This approach:

- Makes no sense except in the case of large developments and in any case is unlikely to generate significant financial benefits for the sponsoring authority. Asset values are limited, particularly when the assets are isolated, and may have little coherence with the investment plans of potential concessionaires.
- Outsources responsibility for effective exploitation of the asset. The sponsoring authority has little or no control over how the asset is used and no way to ensure the desired economic and social benefits.
- Will require careful attention to procurement and subsidy control regulations. This may introduce significant complexity, for example including ‘claw-back’ or similar arrangements.

3.3. Stewardship and neutrality

Where ducting has been deployed using dig-once, either by arrangement with a property development, or as part of an opportunistic dig-once policy, someone needs to take ownership of the duct.

To maximise the benefits and in pursuit of the council’s objectives, attention needs to be paid to ensuring that the neutral host principle is applied, whatever form of ownership is agreed.

In this guidance we apply the term ‘neutral host’ to a fibre network in two ways:

- Layer 0 neutral host: where the fibre ducting and associated infrastructure is open for multiple operators to deploy their own fibre.
- Cooperative neutral host: where a neutral cooperative, such as CNI, deploys fibre on behalf of its operator members.

Either approach satisfies the neutral host principle, so enabling competition and encouraging service innovation and differentiation.

Thus there are broadly two¹¹ ways to satisfy the neutral host principle for dig-once ducting:

- Council adoption: the council ‘adopts’ the ducting and takes responsibility for it. While the council has no powers to adopt ducting in the same way that it can adopt roads, it is able to take responsibility for ducting by agreement with a land owner, and full ownership on public land. The council can then act as steward, making access available through a cooperative vehicle such as CNI, or through a trading arm.
- Cooperative stewardship: CNI or a similar body takes responsibility for the duct and acts as steward, by agreement with the land owner or the body commissioning and funding the duct deployment. Ownership could be with the council or with the property owner.

¹¹ There is potentially a third route, which is for CNI to take ownership, however it has been argued that this could be seen as a form of state aid if the commissioning body or property owner is in the public sector. The status in the new subsidy control regime is difficult to determine. Arguably ownership is not necessary to ensure neutral access.



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With either solution there is a key role for the council in ensuring neutral access to the asset.

In the case of large property developments there is a revival of interest in MUSCOs (multi-utility service companies). In this case a single body takes responsibility for all the utility provision on site, with potential for environmental initiatives such as a heating network and grey water systems. It would be straightforward for a MUSCO to arrange for CNI or a similar body to act as neutral host.

Counter examples

It has been widespread practice for developers to assume that they have no responsibility for digital infrastructure. In 2020 the government received commitments from Openreach and Virgin Media to provide 'Gigabit capable' connectivity to all new build developments¹². While developers are undoubtedly more aware now of the importance of good digital connectivity, not least to augment the property value, this commitment has probably reinforced the notion that developers can leave the problem to Openreach.

Aside from the fact that Gigabit capability will have a short life¹³, Openreach (or Virgin Media) deployment by itself does not satisfy the principles outlined in [Objectives](#), specifically the PON architecture deployed by Openreach¹⁴ or Virgin Media¹⁵ is not application neutral and does not provide access to dark fibre.

Deployments by the incumbents could offer a form of neutral hosting. Openreach is required by the regulator to allow other operators to deploy fibre in its ducting¹⁶. Virgin may also be required to open its ducting under proposals currently under consideration by the government¹⁷. However, to meet the principles outlined in [Objectives](#) (see [Deployed in the right way](#)) requires access to dark fibre. For PIA the conditions that operators must meet are arguably onerous, effectively excluding smaller providers. For Virgin no one has yet been able to access the ducting.

Nottingham City Council installed ducting as part of its tramway extension and offered an exclusive concession to deploy fibre in the ducting¹⁸. Following a procurement exercise the concession was won by ITS Technology¹⁹. Under the arrangement, ITS has sole rights to use the asset. The council cannot deploy its own fibre and must procure services from ITS in the normal way to take advantage. ITS make use of PON to connect premises and does not provide comprehensive access to dark fibre.

¹² <https://www.gov.uk/government/publications/new-build-developments-delivering-gigabit-capable-connections>

¹³ 'Nielsen's law' says that typical bandwidth demands double every 18 months. By this measure in 10 years' time we shall be talking about multi-Gigabit.

¹⁴ Openreach uses GPON and XGS-PON

¹⁵ Virgin Media uses EPON

¹⁶ PIA (physical infrastructure access)
[https://www.openreach.co.uk/cportal/products/passive-products/physical-infrastructure-access\(PIA\)](https://www.openreach.co.uk/cportal/products/passive-products/physical-infrastructure-access(PIA))

¹⁷ <https://www.gov.uk/government/publications/review-of-the-access-to-infrastructure-regulations-call-for-evidence/review-of-the-access-to-infrastructure-regulations-call-for-evidence>

¹⁸ <https://committee.nottinghamcity.gov.uk/documents/s15470/DD1403.pdf>

¹⁹ Also a member of CNI. <https://cni.coop/member/its>



3.4. Positive engagement

Property developments

While the council could pursue a route effectively to require developers to deploy ducting for neutral hosting, for example using S106 planning conditions, the guidance in this document is to adopt a positive approach. Arguments for cooperation include:

- The developer can deploy ducting at a time and in a way to suit its own requirements, confident that the problem of ensuring that it is properly and effectively used will be taken care of.
- Neutral hosting, dark fibre access and home-run architecture provide maximum opportunity for service providers to compete with a variety of well-differentiated products, with positive impact on property values.
- Requirements on the developer can be limited to deployment of the duct according to a straightforward specification.

Depending on the approach taken to adoption by the council (see [Stewardship and neutrality](#)) the developer can be offered options:

- The council adopts the duct and takes responsibility for it, so that the responsibilities of the developer are fully discharged once the duct is handed over;
- The cooperative neutral host (eg CNI) takes on the role of steward and maintenance of the ducts, while ownership remains with the developer;
- The developer keeps ownership of the ducts and is responsible for maintenance, and charges a duct rental fee to CNI or a similar body, and potentially separately to individual operators.

It is likely that most developers would prefer one of the first two options.

Opportunistic dig once

A unitary authority has multiple opportunities to deploy dig once ducting in the course of projects it undertakes, including cycleways and road upgrades.

Other dig-once opportunities will rely on positive engagement with other public sector bodies. In Manchester this will include in particular opportunities to work with the combined authority and TfGM. So far in GM these opportunities have not been taken up to any significant degree.

For example, during the 'big bang' construction of new tramways, TfGM had the foresight to deploy significant duct capacity. However:

- No attempt was made to ensure that way leaves for the tramway included appropriate permissions for fibre deployment;
- Apart from the deployment by Tameside MBC on the Ashton line and a smaller deployment on the line to Media City by euNetworks (formerly The Loop), the ducts have not been used for this purpose.

There are potentially dig-once opportunities during any significant infrastructure renewal by utilities. However, we know of no progress in the UK on any comprehensive agreement with utility companies to deploy fibre ducting when upgrading utilities.

Manchester could lead on this notion using the notion of neutral stewardship and the cooperative neutral host to help reach positive agreement with utilities organisations. Such an agreement might include:

- Adoption of ducting by the council acting as guarantor of neutral access;
- Maintenance of a register of assets by the council or commissioned by the council.



Counter example

The main alternative to a dig once strategy is not to have one. Dig once is widely seen as a 'good idea'²⁰ but examples of systematic adoption in the UK are rare.

The term 'dig once' originated in the USA where a number of cities have adopted dig once strategies. For example San Francisco adopted a 'dig once' ordinance²¹, which requires: *"the installation of City-owned communications infrastructure in excavation projects where the City has determined that it is both financially feasible and consistent with the City's long-term goals to develop the City's communications infrastructure."*

Recommendation: Manchester could investigate whether such an ordinance is feasible in the UK

3.5. Shared way leaves

Operators may wish to deploy infrastructure on council property (or property belonging to partner organisations such as social housing providers) for a number of reasons, such as:

- To provide services procured by the council;
- To offer services to business or residential tenants in council properties;
- As part of a wider network build, or to gain access to other properties.

Some operators have powers to deploy under the Electronic Communications Code ('code powers'). The council will nevertheless need to engage with investing operators seeking to deploy equipment on council property, not least to ensure that works are conducted to a good standard and with proper attention to safety and environmental impact.

Making an arrangement for way-leave permissions to be designed so that they can be shared has benefits for both council and operators:

- Time savings for the council legal team;
- Reduced friction and faster turn-around for operators;
- Help evolve and ensure common standards.

One approach being pursued by Blackpool Council is to use the cooperative neutral host as the way-leave mediator, so that:

- Only one contract is needed between council and cooperative neutral host (eg. CNI), providing the framework for access to all or most council properties;
- Details for each deployment agreed by written agreement within the cooperative governance, rather than requiring contracts or contract schedules.
- Ensure compliance with standards using cooperative governance rather than contract dispute.
- Snap-back arrangements to cover instances where the investing operator ceases to be a member of the cooperative.
- Potential to incentivise investors to deploy on a neutral host basis.

Recommendation: Manchester can learn from the experience in Blackpool and potentially adopt a similar approach.

²⁰ A well-know Heineken advert made this point years ago.
https://www.youtube.com/watch?v=THoCE_9tyfk

²¹ 2014 <https://sfgov.legistar.com/View.ashx?M=F&ID=3319457&GUID=F4269889-DA96-4993-B243-AA71125C3847>



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Counter example

Investing operators regularly cite difficulty obtaining way leaves as a major obstacle to rapid deployment of new digital infrastructure. Recognising this, the government has committed resources through the 'Barrier Busting Task Force'²².

Even where there is an attempt to reduce duplication of effort using way-leave templates, or authority-wide agreements, there are still significant impediments:

- Individual operators must each be engaged by the legal team.
- Individual operators seek permission to build according to their own standards, requiring legal and technical time.
- Ensuring completion to a good standard uses council resources.

A shared way leave approach overcomes these obstacles effectively by treating the grant of access itself as a resource to be shared.

3.6. Flexible collaboration

A dig once policy approach makes most sense in the context of a wider set of policies to encourage neutral and shared fibre infrastructure deployment.

This can be based on a straightforward rationale concerning the role of the local authority in digital infrastructure development:

- That it is appropriate for the local authority to concern itself with ensuring the widest possible availability of high-specification affordable digital connectivity;
- That it is appropriate for the local authority working with its partners in the public sector to build, own and operate its own digital infrastructure where this makes financial sense in the long term;
- That the rapid deployment of new digital infrastructure is served by encouraging collaboration between investors and builders, be they in the private or the public sector, and that it is appropriate for the local authority to play a leadership role in encouraging such collaboration.

Manchester City Council is already engaged in this policy agenda through its membership of CNI, alongside public sector partners such as Tameside MBC and NHS trusts.

Manchester could go further:

- Following the example of Tameside and Blackpool by investing in digital infrastructure as a way to save costs and promote innovation, rather than procuring services. This need not be an 'all-or-nothing' policy choice, rather a strictly pragmatic approach where savings are easily realised, and taking advantage of the collaborative opportunities for shared commercialisation of owned assets through CNI.
- Seeking government funds to deploy new digital infrastructure as a way to promote digital inclusion. For example to provide base-level services in social housing. There is potential now following the most recent regulatory changes to make more use of Openreach PIA infrastructure, deploying fibre at public expense to meet policy objectives (social inclusion), but equally as a 'market economy operator' making the fibre available for shared use on the cooperative neutral host model.

²² <https://www.gov.uk/government/publications/barrier-busting-task-force-next-steps>



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- Working with public sector partners to aggregate and share potential assets, for example unused ducting in the Metrolink tramways.
- Working with CNI and other GM authorities to promote community (business and citizens) investment in fibre deployment, again taking advantage of the new regulatory landscape for PIA. This would be a re-application of the highly successful B4RN community ownership model in an urban context.

Recommendation: Manchester could pursue all these opportunities.

Counter example

The alternatives to this active, pragmatic, collaborative approach for local authorities are:

- Do nothing and leave it to the market. Private investment in fibre networks has rapidly increased in the last three years, and this is no longer confined to the incumbents, with 'altnet' actors such as CityFibre and Hyperoptic expanding rapidly. However long experience in Manchester from the Nynet cable deployment in the 1990s, through to the FTTC investments by BT from 2008, shows that the outcome of such upgrades is patchy, with vital and critical areas of the city left in the slow lane for digital infrastructure investment, while large scale operators overbuild each other in other parts of the city.
- Engage with the BDUK gap-funded approach. During 2018-2020 BDUK pursued an infrastructure-led approach to government intervention (the LFFN programme), however it has now reverted to a service-led, gap-funded approach with the Gigabit programme. In this model the state subsidises private operators to upgrade infrastructure to meet defined service levels (in this case Gigabit) in areas where there 'is no business case' absent subsidy. While this may increase broadband speeds:
 - It would do little to help Manchester achieve its objectives (see [Objectives](#)).
 - Manchester as an urban area does not qualify for the current government interventions.

3.7. Further considerations

Active thin layer

Developers are interested in ensuring that tenants or buyers will have access to a wide range of service providers. This can be used as an argument for inviting Openreach to deploy infrastructure, since many ISPs do offer service over Openreach wholesale connections. This situation is evolving rapidly however, particularly as 'altnet' fibre investors connect an increasing proportion of UK premises.

One attractive option that may evolve in the UK in the next years is the so-called 'Swedish model'.

With this model, homes have routers preinstalled by a wholesale active service provider. On moving in, occupiers can connect immediately and are presented with a menu of service provider options to choose from. Having chosen a provider and provided billing details they can be connected immediately. The image shows an example from South Africa²³.

²³ <https://shop.vumatel.co.za/>



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The screenshot shows the Vumatel website interface for browsing products. At the top, there are navigation links for HOME, ALL PRODUCTS, and FAQ, along with a Network Details link. The main heading is 'BROWSE ALL PRODUCTS'. Below this is a search bar and several filter options: 'Multiple ISPs', 'Speed' (set to 1000-1000, 100-200), and 'Multiple categories'. The products are displayed in a grid of 10 cards, each representing an ISP offer. Each card includes the ISP logo, speed and uncapped status, a brief description of the offer, and a price in South African Rand (R). A 'MORE' link with a right-pointing arrow is located at the bottom of each card.

ISP	Speed / Uncapped	Offer Description	Price (R)
webafrika	1000 / 100 Mbps / 1 Gbps	1Gbps/100Mbps - SAVE 11% for up to three...	R1249.00
ATOMIC ACCESS	1000 / 100 Mbps / Uncapped	Promo: 1000/100 Mbps	R1349.00
Accelerit	1000 / 100 Mbps / Uncapped	1000mbps Prepaid Fast Fibre + Wi-Fi Router	R1493.00
FirstNet	1000 / 100 Mbps / Uncapped	Home 1000/100 Mbps	R1495.00
RocketNet	1000 / 100 Mbps / 1 Gbps	Apollo 1000/100 Promo	R1495.00
axxess	1000 / 100 Mbps / Uncapped	Uncapped 1000/100Mbps *FREE...	R1495.00
RSASWEB	1000 / 100 Mbps / 1 Gbps	1000/100 Uncapped	R1495.00
BitCo	1000 / 100 Mbps / Uncapped	BitCo Home 1000/100 Uncapped	R1499.00
web sQuad connect	1000 / 100 Mbps / 1 Gbps	1 Gbps Uncapped, Unshaped Premium...	R1499.00
coolideas	1000 / 100 Mbps / 1 Gbps	1Gbps Uncapped The Coolest Package 1 Gbps	R1499.00

Vumatel 'shop front' screen showing 1Gbps offers.

The model assumes a wholesale active operator. This could be co-owned by ISPs using a form of cooperative neutral host. This would be an 'active thin layer'.

Recommendation: Manchester could help establish an Active Thin Layer partnership.



4. Method guidance

4.1. Opportunistic dig once

As outlined in the section on [Positive engagement](#), there are various opportunities to deploy ducting during excavations. Success depends on the legal and commercial leverage of the council but principally on its ambition.

The table below shows some of the opportunities in order, starting with the most straightforward and ending with the most difficult.

Opportunity	Description	Challenges	Example
New road construction	Ducting installed while new road is being built	<ul style="list-style-type: none"> • Not all road building under the control of the council. • Short distances 	Tameside inner ring road in Ashton-under-Lyne
Public realm works	Ducting installed during pedestrianisation and other public realm schemes	<ul style="list-style-type: none"> • Short distances 	Glade of Light in the Cathedral Quarter
Road upgrades	Ducting installed during road upgrades requiring excavations	<ul style="list-style-type: none"> • Not all road building under the control of the council. • Short distances 	Dualling of A2300 in Mid Sussex
Bus lanes and busways	Ducting installed during road conversion requiring excavations	<ul style="list-style-type: none"> • May not be under council control. • Short distances 	
Cycleway construction	Ducting installed during cycleway construction requiring excavations	<ul style="list-style-type: none"> • May not be under council control. • Short distances 	
Tramway construction	Ducting installed during tramway construction and fibre deployed.	<ul style="list-style-type: none"> • Requires partnership 	Ashton line
Utility renewal	Ducting installed during renewal and upgrade of water, gas, electric or telecoms infrastructure	<ul style="list-style-type: none"> • Requires partnership • Short distances • Cost of deployment 	



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Decision criteria

Not all dig once opportunities make sense. The table below lists some of the criteria affecting a decision on whether to deploy dig-once ducting.

Criterion	Description	Success factors	Failure factors
Extent of excavation	How much excavation is required?	<ul style="list-style-type: none"> Excavations required (or can easily be extended to) full extent of the works 	<ul style="list-style-type: none"> Excavation to such a limited extent that costs of varying contract etc outweigh the benefits
Length of excavation	What length of ducting could be deployed?	<ul style="list-style-type: none"> Of sufficient length to justify the extra complication 	<ul style="list-style-type: none"> Too short so that the costs of varying contract etc outweigh the benefits
Depth of excavation	To what depth is the planned excavation?	<ul style="list-style-type: none"> Excavation planned (or easily modified) to required depth (see Toolkit) 	<ul style="list-style-type: none"> Excavations generally too shallow, or costly to make deeper
Control or influence of the council	Does the council have direct commercial or legal leverage?	<ul style="list-style-type: none"> Council commissioned project Council can withhold permission Partnership arrangement agreed in advance 	<ul style="list-style-type: none"> Weak relationship Complex legal process
Cost ratio vs benefit	Is the cost of deployment (material and labour) low enough to justify variation?	<ul style="list-style-type: none"> Cost is very low in comparison with the overall project cost It is already known that the deployment will permit a valuable extension to the existing infrastructure 	<ul style="list-style-type: none"> Cost is a significant component of the overall project cost without a known application for the duct.

Using this table the council can create a decision process to determine whether or not to go ahead. A similar decision-making process has been adopted by Liverpool City Region CA for its extensive road upgrade programme.

Capacity considerations

A consideration when deploying dig-once ducting opportunistically is what capacity to install.

By its very nature, opportunistic dig-once deployment is not in accordance with a predetermined network plan. Duct may be deployed without any certain idea what role it will play - if any - in some future network extension.

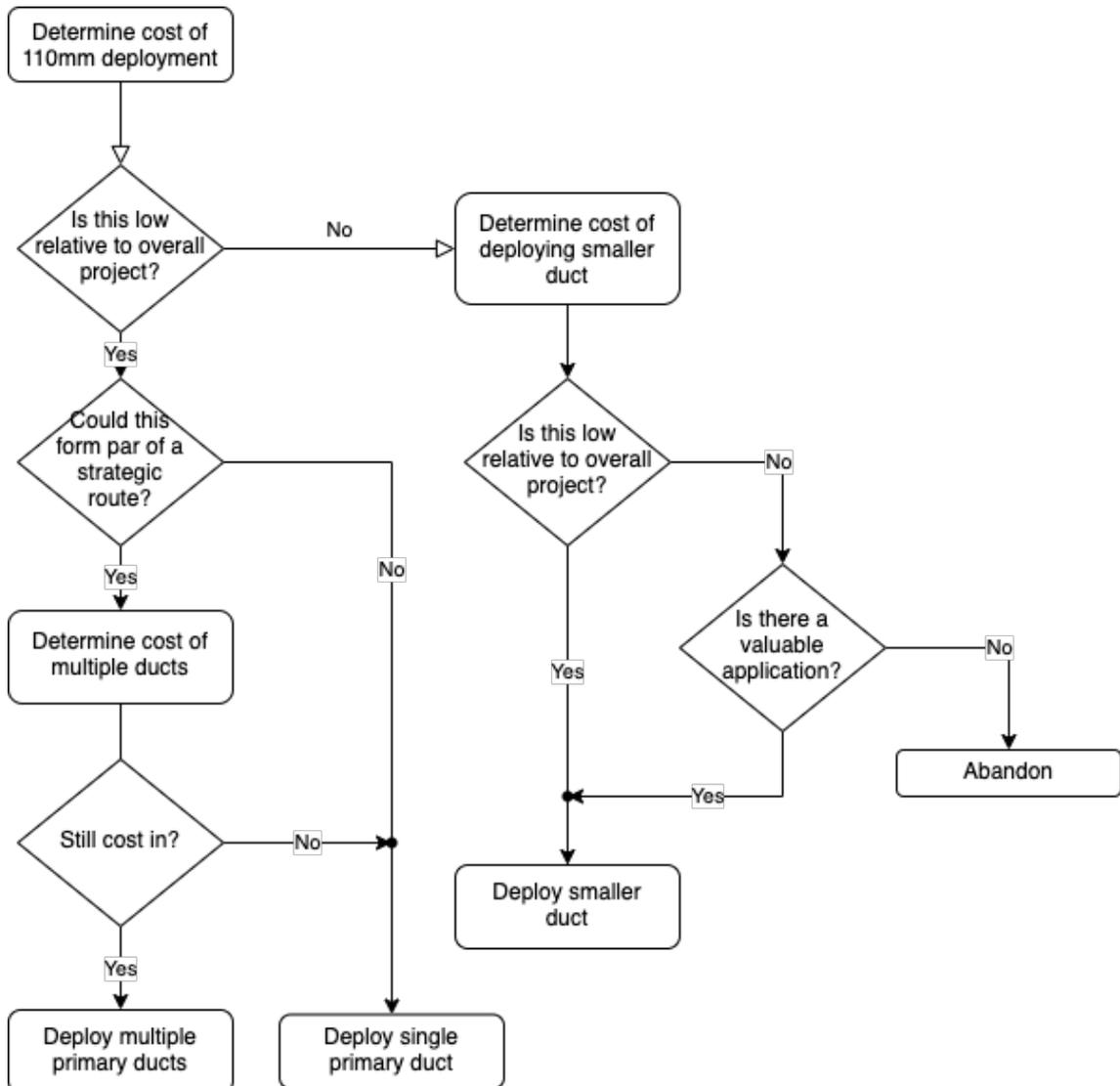
For this reason it is not possible to say what capacity is appropriate or called for. It is better to have too much capacity than not enough however, and a simple approach would be to deploy 'primary' (110mm) duct as a matter of course. This makes sense given that many opportunities, having passed the success criteria in the decision table above (see [Decision criteria](#)) are likely to be useful as a spine connection connecting areas rather than access connections to specific buildings. However:



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- The rationale for dig-once is that the cost should be low enough that it is not a material consideration in the context of the overall project cost. The cost might be justifiable for a smaller duct deployment.
- The route may have an obvious strategic potential, and the costs low enough to deploy multiple primary ducts.

The flow diagram below suggests a decision-making procedure that could be followed:



Spine deployments

As explored above in [Capacity considerations](#), opportunistic duct deployments (inasmuch as any future application can be predicted), are likely to be useful as spine duct.

In this case, and if the available budget allows, it also makes sense to deploy chambers at appropriate intervals.

In planning chamber installations the following factors are relevant:

- Generally chambers can be added later;
- However, chambers will be difficult to add if there is a section 58 in place;



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- Chambers will be needed at turns, particularly sharp turns greater than 45 degrees;
- Chambers are likely to be more in demand in urban than in rural areas;
- Chambers are generally needed where there is a junction.

The table below gives a guide to chamber deployments.

Criterion	Rural	Urban major routes	Urban dense premises count
<i>Description</i>	<i>Long route infrequently passing habitations and potential users</i>	<i>Long route passing some distance from building clusters</i>	<i>Shorter route passing near to many buildings</i>
Turning chambers	Will be needed	Will be needed	Will be needed
Junctions	Will be needed	Will be needed	Will be needed
Likely application	Passing villages, hamlets or business parks	Passing routes giving access to building clusters such as housing estates or business parks	Regular spacing
Regular spacing	At least at limit of pulling (500m) or blowing (1km+) distance	More frequently than in rural areas eg every 200m	At least every 100m

Full details on chamber specifications for spine network sections are given in [Spine Network Chambers](#).

4.2. New developments

Home run access network - commercial and funding

The council may adopt a home run policy as guidance to developers in pursuit of the highest standards in full fibre networks for new developments. The rationale for this is described in the section on [Home Run](#) in [Policy Guidance](#).

Such policy guidance will be most effective if the council and its partners can reassure developers that it will be at little or no cost to them. See [Positive engagement](#).

In many cases, a straightforward way to make this work is for the developer to deploy ducting as part of its works programme and then for cabinets and fibre to be deployed by the cooperative neutral host (for example CNI), either using its own funds or working with one of its members.

There are then two principal routes open (see [Stewardship and neutrality](#)) to the council:

- Take ownership of ('adopt') the ducting and take responsibility for its maintenance. In this case CNI and/or any other organisation then deploying fibre in the duct would pay a duct rental fee to the council. The council may also provide the (minimal) funds to purchase the ducting.
- Appoint CNI as the body to act as steward. In this case CNI would be responsible for maintenance but would not pay a duct rental fee²⁴.

²⁴ The question of duct ownership in this case is currently under review by CNI.



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In either case the developer will want guidance on the network design detail. Some of this detail is covered in this document. Other details will necessarily vary from development to development. In general CNI working with its members will be able to provide network design assistance.

Other network builders

A well-designed and implemented home-run fibre network will be entirely suitable for use by any operator or ISP from a *technical* point of view:

- It provides independent fibre routes to each premises;
- Operators are free to deploy PON or active equipment in the cabinet;
- Operators can use any technology to light the fibre.

Further there are no in-principle commercial barriers since CNI products are priced competitively. All that is required is for the operator or ISP to join CNI.

Currently however some operators have strong preferences against using third party fibre. In this case it may still be possible for such an operator to use the home run infrastructure, rather than deploying its own, if it is permitted to deploy its own fibre alongside CNI.

CNI is best able to ensure equal and neutral access to duct asset by deploying fibre on behalf of its members, with equal right to access by any member. This is less easy to ensure if operators are permitted to deploy their own since capacity is limited²⁵.

Nevertheless, access to the ducting can be mediated by CNI if certain criteria are met. The advantage is that one set of ducts is used and complexity is reduced for the developer.

Openreach however is not prepared even to deploy its own fibre in other ducts. This policy may change as the government brings forward its proposals to force all duct owners to open access.

Thus developers may wish to invite Openreach to deploy its infrastructure in any case. This does not invalidate or lessen the case for deploying a home run network.

Home run design

The diagram shows an example of a home-run network design. In this example:

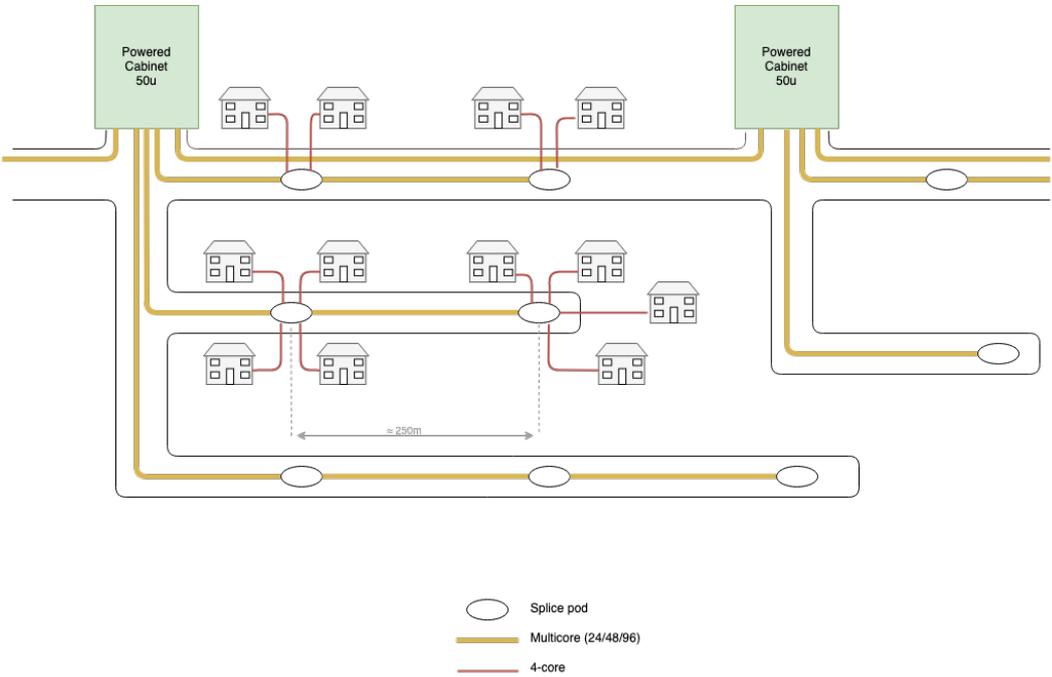
- Sub-spine ducting is deployed in the roadways passing all the premises.
- Multi-core cable, typically 96 core, is deployed in the sub-spines, connected back to a cabinet.
- Splice pods are installed in the sub-spine, each serving a smaller number of premises.
- Each premises is connected with a lead-in fibre cable, presenting 2 or possibly 4 fibres that connect back to a splice pod in the sub-spine.
- Fibres are terminated in each premises in a suitable box where ISPs can connect CPE²⁶.
- Depending on size, cabinets can serve up to 1000 premises.
- Cabinet size should be chosen to ensure adequate space for ISPs and operators to deploy active switches, typically able to serve 48 fibres in 1U.

²⁵ An analogy would be to permit train operators to lay railway tracks for their exclusive use alongside for their

²⁶ Customer Premises Equipment - switch and WiFi router for example



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A French 'point de mutualisation'. These road-installed units typically connect 360 premises or as many as 1,000



5.2. The French approach

The French regulator Arcep places requirements on fibre investors to ensure fair competition.

In dense areas, fibre investors can compete and overbuild, however there can only be one fibre provider in an MDU (apartment block). The investing operator must provide access for competitors from a PM (*point de mutualisation*). Operators then have a dark fibre connection to each customer.

A similar 'mutualisation' also operates in 'AMII' areas - smaller cities and towns - where operators have been allocated a 'franchise' to construct the network. In these areas they must apply the 'mode STOC'. With STOC (*sous traitance opérateur commercial*) ISPs lease individual point-to-point fibres from the operator. The connection is made at a PM (*point de mutualisation*). Because each individual line is available to the ISP as a passive connection, this is a form of 'home run' architecture.

These arrangements account for a significant proportion of the market. For example in the Loire Département, STOC now accounts for 33% of the connections.

An issue with the STOC system has been maintaining quality, and this is now a focus of work by Arcep and operators.

Local authorities in France take a keen interest in fibre rollout. In Val d'Oise (north of Paris) the Département has instituted a programme for local artists to decorate the STOC cabinets.



Example of a cabinet from Val d'Oise



Toolkit annexe

This annexe provides materials that may be useful for sharing with developers and other partners

1. Network duct and chamber Specification

1.1. General considerations

Deployments should adhere to a common and consistent standard and should take account of:

- New Roads and Street Works Act (NRSWA) and Specification for Reinstatement of Highways (SROH) Edition 4.
- HAUC (Highway Authorities and Utilities Committee) documentation, and or Specification for Highway Works.

This specification provides guidance and does not replace contractor obligations under the NRSWA, HAUC, NJUG and CDM (2015) legislation.

All ducts entering a building or street cabinet should be sealed both externally and internally against the ingress of gas and water.

1.2. Spine Network Ducting

Spine Networks

Commonly spine networks are constructed:

- Using 110(94)mm x 6m twin wall HDPE pipe for primary ducts
- Many telecoms operators use magenta coloured ducting and this is recommended³⁰.
- Single primary ducts provide significant capacity. However in dig-once deployments two or more ducts may be deployed at small additional cost. A second primary duct provides additional options for renting space to operators, or for other applications such as electricity supply upgrades to support EV charging.
- Twin ducts do not need to be separated when laid side by side.

Depth to cover

Depth of cover regulations are covered in SROH³¹, currently these are:

- In a footway at least 300mm
- In a carriageway at least 600mm

In exceptional circumstances it may be necessary to lay duct at shallower depths than those stated above. In such situations either steel duct should be used or the duct should be protected by the use of stockboard protection sheets, steel plating or concrete.

³⁰ However UK government guidance has also indicated that cyan should be used.

³¹ Specification for the Reinstatement of Openings in Highways
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/977196/specification-for-the-reinstatement-of-openings-in-highways-fourth-edition.pdf



Excavation and Trenching best practice

Before excavation starts the presence of utilities needs to be tested, using:

- Visual inspections
- CAT scans
- Trial Holes excavated at regular intervals

The width of the excavated trench should be kept to the minimum.

Surfaces should be cut along each side of the line of the trench to produce straight cut edges.

The width of the trench, at the level of the duct nest should be 150mm wider than the duct formation to allow a 75mm gap each side.

The ducts should be surrounded by fine-fill material (Class 1, 2 and 3).

The trench should be excavated to the appropriate depth to give the standard depth of cover from the top of the duct nest to the surface.

In rocky or stony ground a further 75mm should be excavated and the resulting space filled with tamped fine-fill material free of stones and sharp objects.

Single way/first layer ducts

The duct shall be placed in the trench with its socket towards the duct layer. The first duct shall have its spigot and against a board acting as an anvil against which subsequent ducts can be driven home.

Fine-fill material compliant with HAUC recommendations should be placed and hand rammed between the outside of the ducts and trench sides and placed in such positions so as to fill the spaces between the ducts.

For duct routes between chambers bends may only be used where a turning chamber is not feasible. In such circumstances only standard 22 or 45 degree duct bends may be used³².

Subsequent Layers

After the first layer of ducts has been laid, wooden stakes (or suitable alternative) should be placed approximately 3 metres apart and driven into the trench bottom so as to keep the layers of duct in place both vertically (ducts stacked one on another) and horizontally (ducts laid side by side).

Fine-fill material should be placed and hand rammed between the outside ducts and trench sides, and placed in such positions so as to fill the spaces between ducts when other layers are bedded down.

The second and subsequent layers should be jointed, placed and bedded down so as to touch the ducts in the layer below.

All duct joints should be staggered, to avoid touching.

Approximately 5.0 metres from any jointing chamber the duct formation should open out to give a 25mm space between ducts both vertically and horizontally, where they enter the chamber. All spaces between the ducts and to the trench sides should be filled with fine-fill material.

Uppermost Duct Layer

Fine-fill material should be placed and hand rammed in such positions so as to fill the spaces between the ducts and at the sides of the duct(s) in lifts equal to the size of duct. The material

³² 90 degree bends may be used in other situations, such as to return to ground level adjacent to buildings



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should be compacted by hand until the level of compacted material reaches 100mm above the duct.

Marker Tape

A yellow marker tape should be laid across the width of the trench 150mm above the uppermost duct stating “Fibre Optic Cable” in black writing, continually across the tape length and width.

Reinstatements

Backfill using suitable excavated or imported material compliant with HAUC / SHW recommendations up to sub-base level. The material should be placed in the trench in even layers of up to 100mm and mechanically compacted in accordance with SROH / SHW latest edition requirements.

Backfilling should be undertaken immediately after the ducting has been installed.

Contractor should:

- Backfill above the cable marking tape, duct or trough with Class 1, 2 or 3 material complying with HAUC / SHW and compacted to these requirements.
- Spread and compact the material evenly without dislodging, disturbing or damaging cables, ducts or troughs
- Avoid using power rammers within 300 mm of cables, ducts or troughs

Unless ducts terminate at cabinets or mounting posts or columns, their ends should be marked with marker blocks and location posts so that their location can be clearly identified without exploratory future excavation

Cleaning and proving

The cleaning and testing of the completed work should be carried out using a mandrel and brush.

The appropriate sized brush and mandrel should be pulled once through each duct-way, with the brush leading and avoiding excessive force.

The cleaning and proving process gives an opportunity to identify defects that need rectifying.

Draw Ropes

A blue nylon (gnaw proof) draw rope should be left in each duct-way, securely fitted to suitable jointing chamber furniture. After the cabling operation is complete all the duct entrances should be sealed with sealing compound.

1.3. Spine Network Chambers

Chambers General

The following table illustrates the types of chambers and the required standard depths:

Type of Chamber	Surface Type	Depth (base to underside of cover)	
		Standard (mm)	In close proximity of Carriageway with Road crossing (mm)
CH2 (450mm x 450mm)	Verge / Footway	450	N/A



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Type of Chamber	Surface Type	Depth (base to underside of cover)	
CH4 (675mm x 675mm)	Verge / Footway	450	600
CH6 (1300mm x 650mm)	Verge / Footway	450	600
CCH4 (600mm x 600mm)	Carriageway	N/A	1050
CCH6 (1220mm x 675mm)	Carriageway	N/A	1050

- Refer also to Drawings pack
- Nominally chambers along the network will be located every 200m, or at obstructions (such as special engineering difficulties).
- Any change of direction will also require a chamber to be provided.
- Chambers should be located outside of known wheel tracks, but clearly visible within the carriageway / footway – subject to space available
- Chamber covers should be labelled. Depending on the deployment arrangements, this could be a brand mark.
- Footway and Carriageway frames and covers should be manufactured to BS EN124 Class D400.
- For footway covers in grass or unmade surfaces the frame should be surrounded with a 100mm wide strip of C35 concrete to the full depth of the frame.
- For covers in grass or unmade ground there should be a concrete surround to enable the safe removal of the covers by mechanical means.
- All spaces around the chamber should be filled with granular material or concrete and rammed. Care should be taken not to disturb the integrity of the chamber whilst compacting the material

Modular Chambers

Modular chambers are suitable for footways and off-carriageway cycleways. (All carriageway chambers should be constructed of in-situ concrete.)

- All modular chambers are constructed in sections that are stacked on top of each other. These chambers can be cut to accommodate existing services as detailed within the specification supplied by the manufacturer.
- In footway chambers the ducts should enter through the bottom ring (of standard-construction chambers) or at the standard depth of cover for the duct for that surface type.
- Ducts should be positioned at least 75mm from any adjacent wall. All duct entries should be flush with the face of the chamber wall and free from sharp edges.
- When modular chambers are used only the tap-out circular glands should be used for duct entry points. If the duct to be used is less than 96mm either the gland can be drilled to the correct duct size or if the gland has been removed, then the excess hole must be filled and sealed to prevent moisture / material ingress to the chamber.
- If the chamber cannot be modular, then the chamber should be constructed of brick or in-situ concrete as detailed below.

Non-modular chambers



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Chambers can be constructed of brick or in-situ concrete as detailed below. (Footway chambers are of modular construction where possible.)

- All non-modular footway chambers should be constructed with C35 concrete with single wall steel reinforcement as standard
- All carriageway chambers should be constructed with C40 concrete with twin wall steel reinforcement as standard
- The reinforcement should be secured together using approved wire ties enough to prevent displacement of the reinforcement during the placement and compaction of the concrete.
- Timber shuttering should be of suitable thickness to ensure the structure should not move whilst the concrete is curing.
- The contractor should position plastic sheeting (1000gauge) between the excavation and the concrete of the chamber.

1.4. Bundled Microducting

Bundled Microduct types

A variety of direct-bury microduct specifications are available on the market.

A typical configuration is 7-way 14/10 HDPE, which is suitable for a number of spine and access network applications.



7-way 14/10 configuration

Depth to cover

Depth of cover regulations are covered in SROH³³, currently these are:

- In a footway at least 300mm
- In a carriageway at least 600mm

³³ Specification for the Reinstatement of Openings in Highways
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/977196/specification-for-the-reinstatement-of-openings-in-highways-fourth-edition.pdf



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In exceptional circumstances it may be necessary to lay duct at shallower depths than those stated above. In such situations the duct bundles should be protected by stockboard protection sheets, steel plating or concrete.

Direct (In Ground) Installation

See also [Excavation and Trenching best practice](#) for general guidance on duct deployment. The following comments apply specifically to duct bundles.

- Bury duct bundle deep enough in the ground to prevent it being damaged by other utilities, rodents, tree roots and freezing ground water
- Ensure the bottom of the trench is level so that the duct bundle lies flat; this makes installing the fibre in the duct easier
- Avoid sharp bends in the duct to make fibre installation easier
- If possible, put a layer of clean fill in the bottom of the trench before installing the duct bundle to prevent damage by stones
- Backfill above and to the side of the duct bundle, to prevent damage by stones when you compact the backfill above the duct bundle
- When installing an access box, support the duct bundle to maintain its alignment where it passes through the access box

Micro Trenching with microduct

- Ensure the bottom of the trench is level so that the duct bundle lies flat, to ease fibre installation in the duct.
- The bottom and sides of the slot trench must be dry and clear of debris.
- Avoid sharp bends in the duct to make fibre installation simpler.
- Depending on the roughness of the bottom of the slot, backfill the trench before installing the duct bundle, to prevent damage by stones.
- Backfill above the microduct to prevent damage.
- Optionally, install a backer rod (polycord) above the top backfill to prevent damage to the microduct from the reinstatement.

Mole Plough

- Ensure the ground is even – otherwise, as the mole plough follows the ground contours the route that the duct bundle takes may not be level.
- Bends in the route must be smooth and wide; if the route is not level and the bends are tight cabling distance is reduced.
- Mole plough only where there are no hard surfaces and there are unlikely to be other services.
- Choose a machine suitable for the type of ground: for soft ground, you will need a machine with wide profile tires or with tracks so that the machine does not sink into the ground.
- If tree roots or small stones are present use a vibrating plough.
- Choose a machine that carries the microduct or duct bundle with it - do not lay the duct out on the ground to be pulled after the machine, because it will be damaged and stretched.

In-duct (subduct) Installations

Assuming there is sufficient space in the primary duct:



- Allow an extra length of duct to compensate for the stretching that happens as the subduct is drawn into the duct.
- Allow for expansion of the subduct if air temperatures or storage temperatures are high.
- Allow 24 hours to pass before restraining the subduct to allow it to reach the same temperature as the duct and jointing chamber.
- When using a winch to pull in the subduct, do not exceed the maximum pulling force, by using a mechanical fuse; a fuse is not required if pulling in the subduct by hand.
- Always use a swivel to prevent the subduct twisting as it is pulled into the duct.
- Always use a pulling sock to distribute the pulling force over the first part of the subduct.

2. Fibre cable specification

2.1. General Requirements

- Fibre Cabling should be installed in accordance with the relevant specification and to ITU Standards.
- All primary ducting should be re-roped either during cable pulling or after cable pulling.
- After the cabling operation is complete all the duct entrances should be sealed by a suitable removable sealing compound.
- Cable identification labels should be applied.

2.2. Fibre Cable Specification

Fibre cabling for installation in core and access duct should meet the following specifications:

- Single mode optical fibres conforming to G.652.D standard
- Loose tube (gel filled), Dual Dielectric armoured design with HDPE Outer sheath
- Max installation tension must be at least 4,000N
- Minimum (at tension) bend radius no greater than 100mm
- IEC 60794-1-2-E1 – Fibre strain $\leq 0.4\%$, $\Delta\alpha$ reversable @ 4,000N torsion (short term)
- IEC 60794-1-2-E3 - $\Delta\alpha \leq 0.05\text{db}$ @ 2,000N / 100mm crush
- IEC 60794-1-2-E4 - $\Delta\alpha \leq 0.05\text{db}$ @ 10J (300mm radius striking area)
- IEC 60794-1-2-E7 - $\Delta\alpha \leq 0.05\text{db}$ @ 100N, 10 cycles, $\pm 180^\circ$ torsion (sustained)
- IEC 60794-1-2-E11 - $\Delta\alpha \leq 0.05\text{db}$ @ Bend Radius = $12 \times \varnothing$, 4 turns, 3 cycles
- IEC 60794-1-2-F1 - $\Delta\alpha \leq 0.05\text{db}$ @ -30°C to 70°C
- IEC 60794-1-2-F5B – No water ingress @ 1m
- Fibre cable will have length markers at 1m intervals

2.3. Installation Guidance

General

The following should be confirmed before installation:



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- The location, type and span between the jointing chambers from the scheme plans.
- Cable length, cable size and kind of cable end (clockwise or counter clockwise) from the scheme plans.
- The position of an allocated duct bore from the cabling diagram.

Protection of Existing Cable

- Existing cables and other facilities should be adequately protected before installing others

Handling of Cable Drums

- Drums reeled with cable should be handled with special care to prevent deterioration of the fibre properties and other characteristics
- Drums should not be subjected to shock by allowing to drop down and should not be laid sideways during loading and unloading
- Drums should not be rolled on the ground for transportation purposes, except for short movement at installation sites

Cable Bending Radius

- When setting cables, the bending radius should be kept to more than 8 times the outer diameter of metallic cables and not less than 15 times the outer diameter of optical fibre cables.
- While installing cables, the bending radius of the cable should be kept to more than 100cm.

Rodding of Duct Way

- After the confirmation of a designated duct, the duct way should be rodded, cleaned and passed with a mandrel prior to placing the cable.
- Usually, the rodding and cleaning of the duct way and the mandrel test are performed in this order. When no remarkable debris is extracted during rodding work, cleaning the duct way and mandrel test are performed at the same time.

Setting Up Cable Drums

- Cables with a diameter of more than 10mm should be pulled by use of a cable grip. Where a pulling force of more than 9kN is anticipated, the cable grip should be bound tightly over the cable end.

Cable pulling and reeling out

After completion of rodding the duct way, setting up of the cable drum, installing the pulling accessories on a cable end, the cable to be pulled into jointing chambers should be reeled out carefully

- Best practice is to use a field-installed wire mesh pulling grip and swivel during cable pulls. Pulling grips provide effective coupling of pulling loads to the jacket, aramid yarn, and central member of fibre optic cables. The use of a swivel between the pull-line and pulling grip is required to prevent the pull-line from imparting a twist to the cable. A swivel that contains ball-bearings is recommended to prevent binding at high tensions.
- Cable pulling work should be carried out in close cooperation with the cable reeling-out work.
- To reduce tension on the cable, mid-point pulling is recommended. This is a method where the pulling force is distributed at intermediate points along the cable length. Where it is not



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possible to pull the cable from end to end, the drum is set up at an intermediate point and the longer length cable is drawn in first. The cable remaining on the drum is then removed and piled on tarpaulins, layer upon layer in figure "8" formation about 3m x 6m. The piled cable can then be pulled to the other end.

- At the end where cable is being pulled out and where the level and direction of the cable changes, light weight pulleys or rollers should be used. The pulley should not introduce additional pulling force and the minimum bending radius should be maintained.
- The cable should be lubricated during installation with a suitable approved lubricant for the duct and the sheathing material of the cable. Cable lubricant is recommended for most fibre optic cable pulls as a means of lowering pulling tension. Short hand-pulls may not require lubricant. Considerations in choosing a lubricant are material compatibility, drying time, temperature performance, and handling characteristics.
- Cable lubricants must be compatible with the fibre optic cable's outer sheath. Refer to the lubricant manufacturer's specifications. Use of incompatible liquids, such as liquid detergent, for a lubricant can cause long term sheath damage and must not be used.
- Additional lubricant should be added before bends and known severe offsets and sections with "uphill" elevation changes.
- After preparing the pulling tools and devices, pull carefully the draw rope while winding, keeping the pulling speed as for the cable.
- The pulling team should stay in contact with the liaison person at the reeling side.
- The cable should be pulled gradually until the cable length necessary for bending, splicing and or testing is obtained.
- The cable ends should be sealed with appropriate sealing caps if required.
- A 8-10 metre cable service loop should be left neatly coiled within each chamber. Do not cable tie the service loop, leave it loose coiled.

Annex 4. Smart Society Charter: the experience of the City of Eindhoven (NL) and Manchester's commitments to ethical and socially responsible data policies and practice.

The City of Eindhoven in the Netherlands is developing one of Europe's most extensive smart city development programmes. Manchester has been a partner with Eindhoven in a number of European Research And Development projects over the past 10 years, including the Triangulum Communities Lighthouse Project, set to demonstrate, disseminate and replicate solutions and frameworks for Europe's future smart cities - <https://triangulum-project.eu/>. Both Manchester and Eindhoven are active members of the Eurocities network, the largest network of European cities, especially through its Knowledge Society Forum (KSF), which Manchester helped to establish, as Telecities, in 1993 - <https://eurocities.eu/goals/smart-cities-digital-transformation/>.

In 2017 Eindhoven established a new initiative, the Smart Society Charter, to set out principles to make sure that all of its work on smart cities, data and the emerging Internet of Things (IoT) would have a clear framework of ethics and social responsibility underpinning it. This Charter has generated interest from cities all over the world and Manchester, as one of Eindhoven's close working partners, is committed to adopting a similar approach and learning from the experience of cities such as Eindhoven. For more information see:

<https://data.eindhoven.nl/explore/dataset/eindhoven-smart-society-iot-charter/information/> and <https://data.europa.eu/en/news/eindhovens-smart-society-programme>.

Since then, this approach has been informing not only Manchester City Council's own Smart Data Initiative and its new Data Management Strategy (see section 2.3 of the Digital Strategy) but also the work programmes of key partners such as Open Data Manchester (<https://www.opendatamanchester.org.uk/>) and the Greater Manchester AI Foundry (<https://gmaifoundry.ac.uk/about/>). Manchester City Council is also supporting Open Data Manchester's new "Declaration for responsible and intelligent data practice" – see <https://www.opendatamanchester.org.uk/declaration/>. What is now known as the "Eindhoven Principles" will be used in Manchester to provide a foundation for the delivery of the Digital Strategy and the focus on a data-driven smart city with people, inclusion and skills at its heart. The text of the Eindhoven Smart Society Charter and its principles is presented below.

Smart Society Charter

IoT Architecture principles & guidelines

City of Eindhoven

In a Smart Society, digital online technologies become seamlessly integrated in the physical offline world, to improve people's lives and contribute to the development of the society. The most important thing in a Smart Society is that people experience the benefits of what the intensive co-evolution of digital and analogue, virtual and physical, online and offline will bring them.

With more and more technologies on the Internet of Things, and increasing volumes of data being collected, it is inevitable that IoT and data-driven services will have a serious impact on our lives. As a pioneer of the Smart Society, the City of Eindhoven is already facing up to imminent changes, and confronting the dilemmas that the new technologies bring with them. In order to safeguard public interest, stimulate innovation, foster a sustainable ecosystem of partners and encourage socially responsible business models, we have put together a few simple common principles to apply to an architecture of all current and emerging IoT initiatives across the city.

These principles are being developed in cooperation with commercial partners, start-ups and small enterprises, independent IoT developers, academic and research institutes, citizen-driven initiatives and other public organizations. We believe that these principles reflect our common values, contribute to the development of the city and improve the quality of life of its residents. We call on all IoT parties in Eindhoven, as well as our Dutch and international partners, to adopt, extend and reflect on these principles when building new or improving existing IoT and data infrastructures, platforms, services and applications. In a Smart Society, all participants should benefit from technology's achievements.

1 Privacy first

First and foremost, the privacy of the users and citizens should be guaranteed.

People should be given insight into the data that is collected and control over the way it is and will be used. Ethical aspects should be taken into account when extending practices into areas not addressed by current legislation.

2 Open data and interfaces

We facilitate innovation by making data publicly available and enabling access to IoT & data systems through open interfaces.

We stimulate new business models and emerging services that rely on generating added value, rather than exploiting licenses on data or exclusive rights on the infrastructure. We recommend making the infrastructure open on the lowest level and making raw data publicly available whenever this can be done without compromising the privacy and security of the citizens.

3 Embrace open standards

Wherever available, the IoT infrastructure, connectivity, platforms, devices and services should be built on open or broadly agreed de-facto standards.

Using established standards will facilitate evolution of infrastructure and services, sustain a competitive market and prevent vendor lock-in. Where standards are not yet available, maintaining openness and sharing best practices will help to lay a foundation for the future.

4 Share where possible

We expect all IoT and Data developments to provide well-defined, easily accessible stable interfaces for sharing and reusing existing assets.

Shared use of grids, sensor networks, connectivity and software components will lower the barriers for their adoption, increase connectivity and stimulate interoperability. The IoT & Data infrastructure should be available for re-use, as well as open to innovation and expansion.

5 Support modularity

We recommend adopting a modular architecture with well-defined open interfaces as the core of any IoT or data-driven development.

Modularity helps to ensure interoperability between platforms, services and applications and facilitates re-use and cooperation between partners.

6 Maintain security

The reliability of components, platforms, solutions and services must be constantly safeguarded.

Ensuring confidentiality, integrity and availability is vital to essential services and core parts of the infrastructure, which need to be safeguarded to the highest possible degree. In addition, all digital assets must be well-protected from attack, damage or unauthorized access.

7 Accept social responsibility

Providing new technologies and services, and collecting and combining data may result in unforeseen effects on society or individuals.

We cannot predict the future. We encourage experimentation, provided responsibility is taken for the consequences.

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Annex 5. Case studies of City Digital Strategies and Smart Cities initiatives from the UK and globally

These are a selection of some of the examples, together with online resources provided by the cities, which have informed the work on the Manchester Digital Strategy. The cities which Manchester works with through the Eurocities network and its Knowledge Society Forum (KSF) are listed first, see also the new Eurocities initiative 'The City of Tomorrow':

<https://eurocities.eu/latest/the-city-of-tomorrow/>. In addition the Open & Agile Smart Cities (OASC) - <https://oascities.org/> - grew out of the European Connected Smart Cities Network - http://wsdomino.eurocities.eu/v2/working_groups/Smart-Cities&tpl=home and the European Network of Living Labs (ENoLL) - <https://enoll.org/> - both of which Manchester was a founder member of.

Eurocities KSF:

Amsterdam: <https://amsterdamsmartcity.com/>

Barcelona: <https://www.barcelona.cat/infobarcelona/en/tema/smart-city>

Belfast: <https://smartbelfast.city/>

Bologna: <https://sciroc.org/sciroc-2021/>

Cologne: <https://www.smartcity-cologne.de/>

Dublin: <https://smartdublin.ie/>

Eindhoven: <https://hub.beesmart.city/city-portraits/smart-city-eindhoven>

Ghent: <https://stad.gent/en/smart-city>

Helsinki: <https://helsinkismart.fi/> & <https://www.hel.fi/uutiset/en/kaupunginkanslia/helsinki-ranks-second-in-worldwide-smart-city-index>

Lille: <https://oascities.org/wp-content/uploads/2019/10/PR-MEL-23092019-.pdf>

Poznan: <https://hub.beesmart.city/city-portraits/smart-city-poznan>

Prague: <https://smartprague.eu/projects/>

Globally:

Boston: <https://www.boston.gov/departments/new-urban-mechanics>

Brisbane: <https://www.brisbane.qld.gov.au/about-council/governance-and-strategy/vision-and-strategy/smart-connected-brisbane>

Chicago: <https://techplan.cityofchicago.org/executive-summary/initiatives-by-strategy/> & <https://www.smartcitiesworld.net/opinions/smart-cities-reports/smartcitiesworld-city-profile--chicago>

Kyoto: <https://expo.smartcity.kyoto/en/>

Melbourne: <https://www.melbourne.vic.gov.au/about-melbourne/melbourne-profile/smart-city/Pages/smart-city.aspx>

New York: <https://playbook.cityofnewyork.us/> & <http://nycroadmap.us/>

Osaka: <https://www.iot-nn.com/2020/08/15/smart-cities-accelerator-to-be-launched-in-osaka/>

Annex 6 – Acknowledgements

A wide range of partners, stakeholders and networks have been involved in the consultation process between April 2020 and July 2021. Their contributions, support and feedback have been invaluable in working to produce a Digital Strategy that reflects ideas and practice at all levels and is very gratefully acknowledged. They include:

AECOM	Manchester Housing Providers Partnership (MHPP)
Age Friendly Manchester Older People’s Board	Manchester International Festival (MIF)/Factory
Amazon Web Services (AWS)	Manchester Life
ARUP	Manchester Metropolitan University
Back on Track	Manchester University NHS Foundation Trust (MUNHSFT)
BCS – the Chartered Institute for IT	MCRactive
Caribbean & African Health Network (CAHN)	Microsoft
Cisco	MIDAS
Citizens Advice Manchester (CAM)	North Manchester General Hospital Redevelopment Programme
City Fibre	Open Data Manchester (ODM)
Community Broadband Network (CBN)	One Manchester
Coop Bank	Responsible Tech Collective
Coop Foundation	SSE
Cooperative Network Infrastructure (CNI)/GM Digital Coop	SharpFutures
Cooperatives UK	Southway Housing
Corridor Manchester	Tech for Good Live
Cultural Leaders Group	Tech Manchester
Cyber Foundry	The Manchester College/LTE
Digital Skills Network (DSN)	The White Room
Future Everything	University of Manchester
GMCA	Virgin Media
GMCVO	Visioning Lab
GM Cyber Security Centre	Vodafone
GM Health and Social Care Partnership (GMHSCP)	Withington Assist
Health Innovation Manchester (HIM)	Workers Educational Association (WEA)
HIVE	Work and Skills Board
HOME	Young Manchester
Innovate Her	
MACC	
Manchester Climate Change Agency (MCCA)	
MadLab (Manchester Digital Lab)	
Manchester Digital & Board members	
Manchester Food Partnership	
Manchester Health and Care Commissioning (MHCC)	

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Manchester City Council Report for Resolution

Report to:	Economy Scrutiny Committee – 9 September 2021 Executive – 15 September 2021
Subject:	Manchester’s support for families living in poverty
Report of:	Deputy Chief Executive & City Treasurer and Director of Inclusive Economy

Summary

While Manchester has experienced many successes over recent decades, poverty continues to be a significant challenge and the city ranks as the 6th most deprived local authority, according to the 2019 Index of Multiple Deprivation. The persistence of poverty as an issue is due to structural social and economic factors, many of which are beyond the scope and control of the City Council and its partners.

Manchester has long recognised the importance of tackling poverty to improve outcomes for the city’s residents and to make sure they are connected to and can benefit from and contribute to the city’s economic success. The Family Poverty Strategy was adopted in 2017 to set our plan for mitigating family and child poverty, focusing on the themes of sustainable work, raising and protecting incomes and increasing families’ resilience. The strategy has been well supported by partners and delivered a wide range of activity within the City Council and externally.

In 2020 the economic and clinical impact of the COVID-19 pandemic led to the Family Poverty Strategy going through a process of reprioritisation, to ensure that it was fit for purpose and could support families in the City that were disproportionately affected by the health & economic impacts of Covid.

As well as a specific strategy aimed at tackling poverty for children and families, the Council invests significant financial and human resources across many of its services aimed at reducing the impact of poverty on residents and supporting residents with an extensive and wide-ranging offer. This report highlights the breadth of work undertaken by the Council and our partners to tackle the issue of poverty including progress made to date and the importance of maintaining a focus on tackling poverty for the future.

Evidence from the work that Manchester City Council has undertaken in response to Covid highlighted the wider vulnerability and poverty of single adults and all adult households. Therefore, when the Family Poverty Strategy is due to be refreshed in 2022 and there is an opportunity to broaden the scope of the strategy to include all residents, those with and without children. The report recommends Executive endorse this approach.

Recommendations

The Economy Scrutiny Committee is invited to comment on the report and endorse the recommendations to the Executive.

The Executive is recommended to:

1. Note the progress that has been made in delivering the Family Poverty Strategy 2017-22.
2. Note the Council's commitment to tackling poverty and its overall offer to residents.
3. Note the recommendations of the Poverty Truth Commission Report (Appendix 3).
4. Endorse the suggested approach to the refresh of the Family Poverty Strategy to address poverty more broadly & support all residents experiencing poverty; those with and without children.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Work to tackle poverty in Manchester may result in reductions in carbon emissions through implementation of some anti-poverty measures such as retrofit of housing stock to reduce fuel poverty. However following existing trends, increasing the wealth of low-income families may also result in some increases in per-capita emissions due to increases in consumption. It is important to consider this in the context of overall per-capita carbon footprints and budgets.

Another key consideration of environmental policy in relation to poverty is around ensuring a just transition to a low and zero carbon economy that protects the interests of society's most vulnerable.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Council's work to reduce poverty includes our approach to social value, creating new opportunities within our supply chain and connecting them to the residents who will benefit from them the most.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The Council's work to reduce poverty includes our approach to employment, skills and training and views employment sustainable work as one of the main routes out of poverty.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The report sets out how the Council's extensive and wider-ranging offer helps tackle poverty and improve outcomes for residents. The Family Poverty Strategy sets how children and families living in poverty have been supported across the three themes of the Strategy.
A liveable and low carbon city: a destination of choice to live, visit, work	Not applicable.
A connected city: world class infrastructure and connectivity to drive growth	Not applicable.

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.

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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.

- Update on impact of COVID 19 on children and families with a focus on family poverty - Children and Young People Scrutiny Committee, 23 June 2021
- Family Poverty Strategy Update – Economy Scrutiny, 6 March 2019
- The Impact of Welfare Reform and Universal Credit on the Manchester Economy – Economy Scrutiny, 6 March 2019
- Manchester Family Poverty Strategy 2017-22 Implementation Update – Manchester Health and Wellbeing Board – 29 August 2018
- Manchester Family Poverty Strategy 2017-22 – Executive, 13 September 2017

1. Introduction

- 1.1 Poverty in Manchester is deeply engrained and forms one of our most significant challenges due to its wide ranging and profound impacts on the people affected. Its consequences include negative impacts on everything from life expectancy and healthy life expectancy to education and employment outcomes. The effects of poverty also place a considerable extra burden on public services.
- 1.2 In Manchester, the scale of poverty means that in addition to services which directly address its causes and symptoms, the Council also supports a large number of people experiencing poverty through many of our day-today services, regardless of whether they are aimed at this group specifically.
- 1.3 This report provides an overview of the Council's response to poverty, including an update on the Family Poverty Strategy Reprioritisation which is amended to the report (Appendix 1). The report also details some of the major activities undertaken across the Council to help tackle poverty. An infographic of this offer is amended to this report as Appendix 2.
- 1.4 Individual directorates and services across the Council also support residents directly and indirectly. The report highlights some examples of this work to demonstrate how far reaching and extensive the support offer is for residents. This paper is not intended as an exhaustive list of all the activities undertaken across the Council to support residents living in poverty but gives an overview of the breadth of our direct and indirect offer.

2. Background

- 2.1 A period of significant growth has seen Manchester's population and economy grow at a faster rate than the UK average. The story of the city's successes is well rehearsed and Manchester now boasts a young diverse & increasingly well-educated population, world class and rich cultural offer, a thriving digital sector and excellent connections locally, nationally and internationally making it a place that people want to live, work and visit.
- 2.2 However, poverty in Manchester is a huge challenge and continues to have a significant impact on the life and outcomes of too many of the city's residents. In the 2019 Index of Multiple Deprivation (IMD), Manchester was ranked as the 6th most deprived local authority in the country. This is reflected in the number of children living in poverty. At the end of March 2020, the End Child Poverty Coalition estimated that around 46,700 children (42%) in Manchester were living in poverty.
- 2.3 The scale of the challenge has been further exacerbated by the COVID-19 pandemic which caused a 90% rise in claimant unemployment (unemployed people claiming benefits) between March and May 2019. This rise is reflected in the demand for food support, with the Council's food response team delivering food parcels to an average of 250 households a week. This figure does not include other food support offers accessed by residents.

- 2.4 The latest Marmot Review “Build Back Fairer in Greater Manchester”, published on 30 June 2021 as part of Greater Manchester’s role as UK’s first Marmot City Region, highlights those inequalities which had been widening prior to the pandemic and had been amplified by COVID-19 with mortality rates in Greater Manchester 25% higher than the rest of England.
- 2.5 The City Council and our partners have a long-standing commitment to tackling poverty and supporting all its diverse residents to lead happy, healthy and fulfilling lives. This is set out in the Our Manchester Strategy specifically under the theme a progressive and equitable city, where the ambition is to create a truly equal and inclusive city. This ambition is reiterated in the Family Poverty Strategy 2017- 22 which was developed specifically to support children and families living in poverty. More recently, a reprioritisation of the Family Poverty Strategy was undertaken to ensure that it continues to meet the needs of children and families following the impact of COVID-19.
- 2.6 The Council’s commitment to tackling poverty and realising the vision of the Our Manchester Strategy can be seen right across its services and is at the heart of our core business. As the City’s economy recovers post-Covid, it is critical that our poorest residents have the skills & support they need to benefit from the opportunities created.

3. Family Poverty Strategy 2017-22 Reprioritisation

- 3.1 The Family Poverty Strategy is based on three themes, each underpinned by several priorities and led by its own working group. The three themes are:
- Sustainable work as a route out of poverty
 - Focus on the basics - raising and protecting family incomes
 - Boosting resilience and building on strengths
- 3.2 Due to the systemic inequalities and challenges highlighted by COVID-19, to ensure that the strategy continues to meet the priorities for children and families living in poverty over the next 12-18 months, a reprioritisation of the Strategy was undertaken. The reprioritisation was based on consultation with each of the working groups which are made up of diverse partners from across the city including the Bread and Butter Thing, One Manchester, GM Poverty Action and Northwards Housing.
- 3.3 The consensus was that the existing priorities were still pertinent to the needs of children and families living in poverty but needed to be strengthened going forward. Therefore, a small number of additional priorities were included such as digital inclusion, which was highlighted as a particular challenge for vulnerable residents and children and families living in poverty over the lockdown period. As well documented, the pandemic disproportionately impacted on communities with protected characteristics. As such equality, diversity and inclusion is included in the reprioritisation as an overarching theme.

3.4 The Family Poverty Strategy Reprioritisation was agreed by the Family Poverty Core Group (who have overarching responsibility for the implementation of the Strategy) in December 2020. The Family Poverty Strategy Reprioritisation can be found in Appendix 1.

4. Delivery of the Family Poverty Strategy

4.1 Since the launch of the Family Poverty Strategy in 2017, good progress has been made by the three working groups. This section highlights examples of current activity and best practice.

4.2 Theme 1: Sustainable Work as a route out of poverty

4.2.1 *Work and Skills community-based provision:* It is accepted that the most effective route out of poverty is for the city's residents to be employed in jobs which pay the living wage. To tackle low levels of unemployment in the north of the city, the working group are collaborating with local voluntary and community organisations to identify pre-employment challenges and are establishing work clubs in the north of the city.

4.2.2 *Anchor institutions*

Due to their connection to the city, anchor institutions are a target for work on improving pay and conditions. Since the launch of the Family Poverty Strategy, seminars were organised aimed at harnessing the role of anchor institutions to tackle poverty through their recruitment practices, increasing social value considerations in procurement and support for schools & community organisations in areas of the city with high levels of family poverty.

4.2.3 The role of anchors was further strengthened in the strategy reprioritisation due to the significant economic and social challenges created by COVID-19. To meet this objective, an Anchors Pilot Project comprising of 10 anchor institutions from sectors including the statutory sector, business and the cultural sector will be launched in September this year. It is intended that the pilot will deliver a 12–18 month programme focused on two of the priorities which will have a big impact on improving outcomes for residents:

- Manchester to become a Living Wage City - the living wage has been identified as the single most significant factor in lifting people out of poverty.
- Support for local employment – for the Anchors pilot to promote their existing and new employment opportunities to Manchester residents, particularly those who are out of work and/or have barriers to accessing good quality employment.

4.2.4 *Promoting affordable, flexible and high-quality childcare*

High quality, flexible and affordable childcare is a significant challenge which impacts on the ability of parents (particularly women) to gain and/or stay in employment. Since the launch of the Strategy the working group has undertaken activities to tackle this including:

- A Childcare Sufficiency Assessment in 2018/19 which identified two issues; an undersupply of childcare in some wards in the city, and low take up of free childcare, particularly in wards with a high proportion of non-white residents and with high numbers of 0-4 year olds. To better understand these issues further work has been commissioned and will be used to inform the engagement and communications strategy around the take up of childcare.
- The Manchester Childcare Sufficiency Assessment for 2020/21 has recently been undertaken. Its finding will be used to inform how the working group works with childcare settings post-pandemic.
- Work with the No Recourse to Public Funds team and the GM Immigration Aid Unit to develop a pathway to support newly arrived families to access the childcare offer they are entitled to.
- To improve the sustainability of the childcare sector, earlier this year, the Executive approved £3m capital investment in the Early Years estate and a review of day-care lease arrangements.
- Between February and June 2021, £1.5m of Additional Restrictions Grant funding was paid to the childcare sector. This has included day nurseries, childminders, out of school providers and maintained nursery schools.
- Day-care providers are delivering “Ready to Learn” summer camps for 3 & 4 year-olds who haven’t received any access to early learning. Schools are signposting families of children due to start in their reception class in September to nurseries offering the 6 week summer camp.
- The Holiday and Activity Food Programme has been extended over the summer offering play opportunities for children aged 5 – 12 years with the additional benefit of providing a healthy meal. Following a successful pilot at Easter, 12 out of school clubs will contribute to the offer this summer providing around 400 places.

4.2.5 *COVID-19 response for childcare settings*

To support childcare settings over the lockdown period the following activities have been undertaken:

- Work with the Council’s Business Rates team to support childcare providers through the extension of the criteria for the Additional Restrictions Grant.
- Childcare settings operating out of Council buildings who have been unable to afford repairs to their setting have been supported by the Council on what are full repair leases.
- Regular consultations with day-care providers over the lockdown period to understand the impact of COVID-19 on the childcare sector which informed the support offer going forwards. As a result of the support provided by the Childcare Sufficiency Manager and their team, on average 90% of childcare settings have remained open since the lockdown period.
- Food vouchers were distributed through childcare providers to families with preschool aged children via the Council’s network of Children’s Centres.

- Children's Centres produced learning packs for children who are entitled to free places but were unable to attend their setting due to temporary closure.
- Early Years staff provided a brokerage service to assist key workers to find childcare over lockdown.

4.3 Theme 2: Focus on the basics - raising and protecting family incomes

4.3.1 The focus of this working group is to help families with day to day living costs. The following are examples of some of the activities undertaken by the group:

4.3.2 *Fuel Poverty:*

Many residents are affected by fuel poverty, particularly the "poverty premium" associated with pre-pay meters.

- Since 2018, the Council has worked in partnership with Groundwork to deliver the Local Energy Advice Partnership (LEAP) scheme. The scheme provides an outreach service to low income and vulnerable households of all tenures and includes home energy advice, income maximisation advice, and advice on energy efficiency measures. Since 2018, there have been 638 referrals to the scheme, with 255 referrals during 2019/2020. Referrals to LEAP have continued throughout the pandemic.
- A Winter Warm Homes leaflet, giving practical tips and advice on all aspects of fuel poverty including details of the Council's Green Homes Grant was produced in November last year. Approximately 1,250 leaflets were printed and translated into 17 different community languages. The leaflet was targeted at those living in fuel poor areas of Manchester in private rented sector accommodation, who tend to have the lowest levels of energy efficiency. The impact of this will be monitored by Groundwork, who will receive onward referrals to LEAP.
- In partnership with the Council, Manchester Citizens Advice Bureau assisted over 1,500 people to switch their energy provider and claim the Warm Homes Discount.
- In partnership with National Energy Action, the Council delivered targeted fuel poverty awareness training to frontline workers in schools and in the community via VCS partners.

4.3.3 *Food Poverty:* The Covid-19 pandemic highlighted the pre-existing high levels of food poverty and food insecurity in the city. The Basics Working Group has:

- Supported the set up and delivery of food distribution hubs in areas of deprivation.
- Commissioned research to map out food deserts across Manchester to help identify gaps in food provision.
- Provided a holistic offer of food and fuel advice to vulnerable residents with a single point of contact offered to residents at a Citizens Advice Bureau in Gorton.
- Council's Food Response - it should be noted that much of the Council's

work in relation to food poverty which was exacerbated by the pandemic has been undertaken by the food response team. This is discussed in more detail in section 6.3.3.

- 4.3.4 *Holiday Hunger*: In collaboration with Young Manchester, a network of organisations was brought together to co-ordinate, organise and deliver educational activities and good quality meals for school children over the summer holidays. Partnerships were developed between the Council, Young Manchester and Kellogg's, and the offer was extended to include all school holidays for 2020/21. In addition, the City Council supported children and young people entitled to free school meals and other vulnerable children with supermarket vouchers over the various holiday periods since the pandemic (this is discussed in more detail in 6.3.6).
- 4.3.5 *Poverty Premium*: Poverty premium refers to the extra costs that people on low incomes incur to pay for essential products and services, typically due to high rates of credit interest or more expensive tariffs. This also affects access to financial services. Through a partnership with Lloyds bank, bank accounts were made available to residents on low incomes who in the past had been unable to open one.
- 4.3.6 *Lobbying*: While the ability of the Council and its partners to mitigate the impact of welfare reforms is limited without a change in welfare legislation, the group supports existing campaigns which already have momentum and are pertinent to the poverty agenda. In recent months there has been an active campaign for Government to maintain the £20 per week Universal Credit uplift, which has made a substantial difference to some of the City's poorest residents.
- 4.4 Theme 3: Boosting resilience and building on strengths
- 4.4.1 The focus of the working group is to enhance the resilience of communities by giving them the tools they need to empower them. The group have undertaken the following activities:
- 4.4.2 *Poverty Proofing*: Pre-pandemic a "Poverty Proofing the School Day" audit was commissioned by Cedar Mount School and delivered by Children's North East (CNE). The audit examined the whole school day, identifying where poverty would have the greatest impact on pupils and how this could be mitigated. As a result of the audit, Cedar Mount improved some of their practices and improved the representation of its students' voices. There are plans to develop a bespoke package of support for schools based on the learning from Cedar Mount.
- 4.4.3 Engagement with Primary Schools in Harpurhey also identified poverty as a barrier to learning and a small working group was established to develop a staff training package which speaks to this issue. The group will be working with the Trauma Informed Practice team with a view to developing a schools offer which also considers poverty.

4.4.4 *Communications:*

- A Pocket Guide (appendix 4) was developed in July 2020 as a one stop shop of information to support residents with money and health and wellbeing. The card was co-produced with statutory, voluntary and community organisations, including the Be Well Service, Cedar Mount Academy and Wythenshawe Community Housing Group. It has been distributed in community venues across the city.
- New signposting links and contact information were uploaded to the Council's Helping Hands website to ensure residents had up-to-date information at their fingertips. The guide has been distributed across targeted neighbourhoods citywide, with the first phase of distribution (4,995 guides) distributed through statutory, voluntary and community organisations, including libraries, and the second phase (9,000 guides) distributed via Neighbourhood Teams, Bringing Services Together partners, Sure Start Children's Centres and Food Partnership amongst other organisations.

4.4.5 *Debt and financial management:* The group are working with the Department of Work and pensions to ensure that residents are accessing the full range of benefits they are entitled to.

4.4.6 The Council supports residents with debt and managing debt through a range of support offers. The Council does not pass any account to enforcement agencies where residents are in receipt of maximum Council Tax Support. Since March 2020, the Council has not passed any council tax accounts to enforcement agencies.

4.4.7 The Council is also leading a pilot with HMRC to help vulnerable residents manage debt and the stress that comes from this. The scheme involves the Council liaising with the debt agency to avoid residents from getting an attachment to earnings being applied.

4.4.8 *Workforce support:* MCC staff and their families inevitably will have been impacted economically by the pandemic and the working group are ensuring that staff are supported with a comprehensive offer that includes refreshed advice and guidance on the staff intranet alongside on-line awareness raising events.

4.4.9 Manchester Poverty Truth Commission (MPTC)

The Manchester Poverty Truth Commission was launched in June 2019 and concluded its work with a final event in June 2020. They have published their final report *Manchester Poverty Truth Commission 2019-21-Key findings and impact*. Manchester City Council's Deputy Leader and the Director of Customer Services and Transactions joined the Commission as two of its Civic and Business Leaders. The Our Manchester Investment Fund also contributed to the funding of the Commission.

4.4.10 The Commission has been invited to share their work and report their findings at Economy Scrutiny in September 2021.

5. Manchester City Council's corporate role in tackling poverty

5.1 The City Council is investing a total of £637m to deliver essential services to the residents of Manchester. As highlighted by the infographic in Appendix 2, this investment provides residents, particularly those who are more at risk and living in poverty with an extensive and wide-ranging support offer. The following sections provide further information in relation to the services and activities highlighted by the infographic tool.

5.2 Our role as an employer

5.2.1 Manchester City Council has a key role as a civic leader and major employer to lead by example. This commitment is demonstrated by our policies and practices, with some examples given below.

5.2.2 *Paying the Manchester Living Wage:* Manchester City Council is an accredited living wage employer and is committed to paying the real living wage of £9.50 per hour (November 2020). The Manchester Living Wage (MLW) was matched to the new real living wage rate from 1 April 2021. The Council is also committed to Manchester becoming a Living Wage Place through the Anchors Pilot work discussed in section 4.2.2.

5.2.3 *Kickstart:* In September 2020, the government introduced the £2bn Kickstart scheme to create thousands of high-quality work placements aimed at those aged 16 to 24 who are on Universal Credit and are at risk of long-term unemployment. The City Council has agreed to host 29 placements ring fenced to Manchester residents.

5.2.4 *Equality, Diversity & Inclusion:* The City Council has a long history of championing equality, diversity and inclusion. Following the Black Lives Matter Movement and the global focus on racism, the City Council strengthened its long-standing commitment to this important priority. This can be seen through the following activities:

- Talent and Diversity- To ensure that the City Council continues to attract and retain a diverse talent pool at all levels of the organisation including at a senior level, a new Talent & Diversity Team has been established to improve the Council's policy, systems and processes for bringing in new talent.
- Fair Recruitment - a prototype for increasing diversity in recruitment panels is being tested. The Talent and Diversity Team will set and monitor targets for services to become more reflective of the City's residents.
- Career opportunities for Black, Asian and Ethnic Minority Groups - a Leadership pathway programme for Black, Asian and Minority Ethnic staff has been piloted with 12 members of staff currently participating in the programme, with plans in place to increase the cohort size and run the programme every six to nine months.
- Career pathways for Manchester residents - work is being undertaken aimed at strengthening employment pathways in the Council for

members of the city's ethnically diverse communities. This work includes encouraging all communities to consider the Council's opportunities through traditional recruitment and apprenticeship routes with a renewed focus on encouraging the city's ethnically diverse residents to consider the professional routes of employment in the Council.

- 5.2.5 *Supporting the health and well-being and financial health of Council employees:* The Council financially supports the emotional wellbeing of its staff through its Employee Assistance Programme (EAP). The EAP is a free, confidential service for all Council employees to support staff with all aspects of their emotional wellbeing.
- 5.2.6 To support Council staff in need of credit, The Council's HR/OD and Revenues and Benefits services have worked with Manchester Credit Union to develop a new credit union product for council staff as an alternative to existing private pay day loans where the interest is extremely high. The new loans will be launched this month.
- 5.3 Social Value & Ethical Procurement
- 5.3.1 The City Council has long recognised the benefits of social value in promoting a more inclusive economy and improving outcomes for the city's residents. The section below highlights some of the ways in which the Council promotes social value.
- 5.3.2 *Social Value in procurement:* Since 2007 social value has been a key feature of the Council's procurement policy. The Council's existing Ethical Procurement Policy sets out a clear statement for ethical practice for the Council, its suppliers, their service providers, contractors and supply chains. The policy has delivered substantial benefits to the City's residents and its economy. In 2019/20, £353m was spent with Manchester organisations with the top 300 suppliers to Manchester City Council creating an estimated 2,251 jobs in the city.
- 5.3.3 *Review of the Council's Social Value Policy:* Due to the challenges highlighted by the pandemic, the City Council strengthened its approach to social value and included good employment practices as well as enhancing its approach to procurement. The review which was approved by the Executive in March this year, and which now will be adopted city wide, focuses attention on those people disproportionately impacted by COVID-19 including the over 50s and BAME residents. It also endorses and promotes the GM Good Employment charter to improve pay and working conditions.
- 5.3.4 *Covenants:* The Council has signed up to several covenants demonstrating its commitment to promoting good employment practices and supporting some of the most vulnerable groups in society. For instance, the Care Leaver Covenant means that entry-level employment and apprenticeship opportunities are ringfenced for care leavers, giving this cohort much needed employment support.

5.3.5 *Our Town Hall Project*. Promoting job opportunities to the city's residents is a major objective of the project, which provided a total of 81 placements, 115 new jobs, and 119 apprenticeships, giving residents much needed hands-on work experience. A recent update on the OTH project was given at Resources and Governance Scrutiny in July 2021.

5.4 Voluntary, Community and Social Enterprise Sector

5.4.1 The Voluntary Community and Social Enterprise (VCSE) sector is a key part of the infrastructure of the city. In the financial year, 2020/21, the Council invested in the region of £34million of funding to the voluntary sector with a total of 317 funding agreement and grants. The funding also provided specific support to the VCSE sector through the Our Manchester Voluntary and Community Sector (OMVCS) grant fund.

5.4.2 The OMCVCS scheme funded 63 organisations across the city including Fareshare GM, which during lockdown supplied over 100 Manchester charities, including the Council's emergency food hub, and reached 20,000 people a week with over 1 million meal portions.

5.4.3 The OMVCS and Development Funds (which provides infrastructure support to BAME VCSE organisations and those in the north of the city through the Councils contract with MACC) were due to end in March 2021 but have been extended until March 2022.

6 Tackling poverty through day-to-day service delivery

6.1 Council wide support for residents

6.1.1 In addition to the specific offers of support to tackle poverty as described, the Council provides many more services and activities across its directorates which are aimed at supporting residents in some way. Given how far reaching and extensive the Council support offer is, it is not possible to list all of these. This section provides an overview of a couple of examples of these offers of support by directorate/service.

6.2 Budget

6.2.1 The Council has an approved gross budget of £1,525m for spending on benefits, passport to schools and social care costs. The net budget approved for Council services for 2021/22 was £637m. This includes costs funded from the main funding available to the Council, Business Rates, Council Tax, Government Grants and reserves.

6.2.2 £227m goes towards Adult Services with a further £126m for Children's Services, meaning a total of £353m (55%) is spent on services for children and vulnerable adults. The Council's significant financial offer clearly demonstrates the Council's commitment to tackling poverty.

6.3 The Council's response to COVID-19

- 6.3.1 The City Council supported and continues to provide much needed practical and financial support to residents and businesses in response to COVID-19.
- 6.3.2 Community hub helpline
The freephone community hub helpline, which was set up in April 2020 following the announcement of the first national lockdown provides residents with a free, easy and accessible entry point for them to get support across a range of welfare issues. 30,187 calls were made to the Community Hub between March 2020 and April 2021.
- 6.3.3 Food response
The Council's food response was first developed in April 2020 to ensure that residents, who were either clinically or financially vulnerable could access a food offer. The approach was to build on the existing community and commercial offer e.g. protected supermarket slots. However, the scale of demand and constraints for residents at risk accessing food meant that residents were initially provided with food deliveries directly from the City Council and from commissioned providers. When it became appropriate the service was stepped down to mainstream food provision using local VCS food providers and a network of neighbourhood teams, early help teams and volunteers.
- 6.3.4 At the initial peak of lockdown, the City Council Food Response was directly supporting circa 500 households per week, and co-ordinating VCS provision to a further 200+ households. In the second 'peak' of lockdown, approximately 250 households per week were supported either with one off deliveries, or ongoing support. In the period March 2020 to April 2021, a total of 12,792 people were supported with food parcels and meals. Throughout, there was a consistent pattern of circa 66% of the demand for food coming from single or all adult households and 34% from households with children. In part, this could be a result of the additional support provided specifically to support families with children eligible for free school meals but it also highlighted the number of at risk & poor adult households in the City.
- 6.3.5 Over time, the food offer has evolved, as the team is left with a smaller number of complex households dependent on food support but with a much wider range of needs. Families with children were referred to and supported by the City's early help hubs. As there is not an equivalent offer for complex adults, the Food Response engaged residents in appropriate 'wrap-around' support which includes Social Care, Early Help and poverty mitigation support (e.g. Revenues and Benefits, Citizens Advice Bureau and the Digital Champions Network). At present, the food response team is supporting approximately 40 households per week.
- 6.3.6 School meal vouchers
School census data indicated that in January 2021, 32,000 children and young people in Manchester schools were eligible for free school meals, which is around 37% of all pupils in the city's schools. This is an increase of circa 2,000 since the start of the pandemic in March 2020.

- 6.3.7 The City Council supported families with children and young people, with vouchers and welfare grants over the holiday periods. This included £4.085m to support 43,000 children and young people living in poorer households, with supermarket vouchers and welfare grants over the Christmas period 2020 to the Easter holidays.
- 6.3.8 As well as making sure all pupils eligible for free school meals had access to food over the holidays, the City Council's offer included other children and young people who are not usually considered for support under national schemes. They included school sixth formers whose families meet the criteria for free school meals or who previously accessed free school meals when they were under 16, and an estimated 7,000 additional children aged under five who attend early years settings and whose families meet the criteria for free school meals and who may have experienced hardship during the holidays due to the closure of facilities. The scheme also supported children in at-risk families known to schools who are outside the scope of free school meals but where an early help assessment has identified that they require extra support during the school holidays.
- 6.3.9 Other beneficiaries supported through the scheme included care-leavers, children of families, who are classed as having no recourse to public funds, asylum seekers and refugee children, and nursery-age children who currently do not receive free school meals but who would be eligible for them.
- 6.3.10 The City Council has continued its support poorer children and young people. £3.5m of funding has been allocated to support 42,000 children and young people over the summer with a further 2k allocated to 13 childcare centres for them to provide food and free activities for children and families. It should be noted that the Council added its own funding onto the Government's allocation which was insufficient in meeting the needs of the city's residents.
- 6.3.11 Digital Inclusion
Digital inclusion is another challenge for the city and something which was amplified by the pandemic, as residents struggled to access learning, jobs and services, because of a lack of digital access or skills. A great deal of activity is undertaken by the Work and Skills Team in collaboration with Libraries to support residents who struggle to access services due to a lack of digital skills, lack of device access or lack of network access.
- 6.3.12 The Digital Inclusion Action Plan (DIAP) was developed during the COVID-19 pandemic to tackle the digital divide. The core focus of the DIAP is to support all Manchester residents to gain the access, experience, confidence and skills needed to access the benefits of being online and staying online.
- 6.3.13 This includes supporting residents with accessing kit, data and informal and ad-hoc skills support. Other workstreams include: schools tackling digital exclusion for young people and parents, strengthening access to digital health, wellbeing and care and community organisations growing and sustaining DI provision.

6.3.14 Some of the key achievements of the work to date are as follows:

- Since May 2020, 2020 residents were supported to become digital included, 880 supported with digital skills support, 740 donated devices and 400 residents were given internet connectivity for their own device.
- Recruitment of 103 Digital Volunteers and Digital Champion Organisations who offer to skills training to those referred into the service.
- The COVID-19 Impact Fund Programme funding 32 third sector organisations to deliver digital inclusion focused projects, that increase local support for our priority groups with a particular focus on mental health and wellbeing.
- Development of digital inclusion branding campaign to raise awareness of the challenge, activities and offers for residents to access support.
- 29 MMU students supported 10 Community organisations to sustain a digital skills offer to residents during the first lockdown of 2020. This included Shelter, North Manchester Community Partnership, North Manchester Black Health Forum, Barlow Moor Community Centre, Chrysalis Family Centre and Wythenshawe Good Neighbours through the Barclays Digital Eagles.

7 Adult Services

7.1 Adult Social Services provide vulnerable adults in the city with a varied and extensive support offer. The following activities are just some examples of support given to residents:

7.2 The Community Learning and disability Team provide interventions in relation to the Council's statutory duties for some of the city's most vulnerable residents and families, this includes emergency food boxes and support with debt.

7.3 The No Recourse to Public Funds (NRPF) Team coordinates the Council's services to individuals and families who are subject to immigration control and who do not have access to public funds in the UK. In 2020, the Council spent £991k in subsistence and accommodation costs thus preventing destitution/poverty and keeping families together and avoiding the need for children to be taken into care. The role of the team includes:

- assessing for eligibility, providing accommodation and subsistence payments for families/singles who are "destitute"
- investigating and make determination as to the Council's responsibilities based on the immigration status, financial circumstances and evidence of destitution and any significant care needs
- directing and signposting to other agencies, including government departments and other councils and other relevant support including financial, immigration and legal advice.
- working with third sector/faith groups in supporting people with unresolved immigration status.

7.4 A dedicated Carer's Hardship Fund of £100k was launched in 2020. The Hardship Fund aims to help carers with essential items to support them in their caring role, such as furniture, bedding, travel grants and white goods. A carers helpline went live on 15 August 2020 to help carers without digital access.

8. Children's Services

8.1 All the activity across the Children's and Education directorate is aimed at supporting and improving the lives of children and their families. Many of these support offers have already been described; below are some further examples of support offers the directorate provides to support the city's vulnerable residents.

8.2 *Welfare payments:* the Council provided a welfare payment paid directly to family to cover other bills such as utility costs. Referrals for over 2,000 families were made to the scheme by schools. The welfare payment was £65 per child and capped at £260 per family.

8.3 *Support for children with special needs/disability:* Families of children with special education needs or disability (SEND) received regular newsletters outlining the support available to them through the local offer and remote local offer events. In addition, short breaks services have resumed and schools were also asked to prioritise places on site for children with SEND during the Winter lockdown period. All families with a child (circa 5000) who have an Education Health and Care Plan were allocated sensory activities for the child or young person to access at home.

8.4 *Youth and play:* the current budget for youth and play for 2021/22 is £2.74m, and includes funding for Manchester's four youth hubs which provide a range of activities and programmes for young people.

8.5 *Holiday hunger:* Council funded playschemes help tackle holiday hunger by combining play activities together with access to healthy meals. 2,955 children and young people were fed and benefitted from MCC funded play schemes including over the summer and October half terms in 2020.

8.6 *Libraries:* Libraries are important community hubs and have supported children with a whole host of activities including:

- The Read and Feed initiative provided reading activities and crafts together with free lunches for adults and children during the school holidays. In 2019, a total of 62 Read and Feed sessions were delivered at three libraries supporting 1283 children and 687 adults.
- Several initiatives to encourage children to read and to raise standards of literacy through the Read Manchester initiatives. This has included book gifting, and in 2020/21 25,997 books and 4,945 magazines were gifted.
- Free Storytimes, Tiny Tots and Toddlers Times attended 25,820 in 2019/20.
- Online activities and events including Lego sessions, storytimes, and signposting people to free resources.

- All 7,759 year 6 children in the City have been provided with a free book, *The Boy Who Came from Space* by Ross Welford, to support transition reading, where children start a book at primary school and continue it at secondary.

9. Corporate Services

9.1 Corporate Services have contributed to supporting people experiencing poverty through organisation-wide policy. In April 2020, poverty was included in the Council's Equality Impact Assessment framework as a monitored 'characteristic' and has been adopted as a 'standard' Equality Impact Assessment (EIA) practice.

9.2 Equality Impact Assessments (EIAs) have been completed against the relevant budget proposals for the 2021-22 financial year. An analysis of the cumulative impacts of these EIAs was undertaken by the Equality Diversity and Inclusion Team and reported to Resources and Governance Scrutiny Committee in March 2021. This found that the savings identified for the year had the lowest impact possible for residents and therefore, there were no proposals that needed to be removed or substantively changed to avoid an adverse impact on equality.

9.3 Welfare provision

The Council's Revenues and Benefits and Welfare Provision teams oversee and administer benefits aimed at financially supporting residents. In recognition of the impact of COVID-19 on residents, they have made amendments to processes to ease the burden on those who are struggling due to unemployment, redundancy or a reduction in working hours. The Council has in some cases topped up funding allocated by Government to meet local needs.

9.4 The Council's core Welfare Provision Scheme helps those households in receipt of a qualifying means tested benefit, facing crisis or an emergency or if they are being supported to move home due to complex circumstances. The Council also provides cash grants, fuel support and a range of new furniture, white goods and bedding that is delivered to a resident's home as required, thus acting as a safety net and protecting/sustaining tenancies as well as keeping families together. In 2021/22, £841,376 was paid out to 3,044 applications to support resettlement from Supported Temporary Accommodation or Hospital, or in response to a crisis.

9.5 Financial support for residents

The 2020/21 annual core budget was £600,000 (a further £100,000 to support Carers and £100,000 for Covid-19 related crisis support). A further top up of £240,000 was paid towards year end to ensure that eligible crisis applications were supported. An additional £207,000 was paid to cover the replacement free school meals initiative. For the period 2021/22, £600,000 of funding has been allocated with a further £100,000 set aside to support Carers.

9.6 The table below sets out spend for 2020/21

Reason for application	Budget	Applications approved	Value of awards
Core scheme (resettlement/disaster/travel/other)	£840,000	3,004	£841,376
Carers	£100,000	597	£116,580
COVID-19	£100,000	1,138	£83,298
Free School Meals	£207,000	5,222	£206,794
Total	1,247,000	10,001	£1,248,048

9.7 The Council also provides the following financial support to help vulnerable residents with the cost of living:

- *Discretionary Council Tax Payments (DCTP)* are made to households having problems meeting their council tax liability but who may not qualify for Council Tax Support. For the period 2020/21 £149,674 was paid to 831 households. As of 1 July 2021, the Council has paid £37,454 to 198 households.
- *DCTP Two Child Limit Payments* are made to mitigate the financial hardship caused by the two-child restriction on Discretionary Council Tax Payments. For the period 2020/21, £70,701 was paid to 308 households.
- *Discretionary Housing Payments (DHP)*: the 2020/21 Department for Work and Pensions DHP budget was set at £2.54m. The Council added £1m to this budget. For the period 2020/21, £3,194,110 was paid to 2,250 applicants out of the 3,569 applications received, enabling those residents to remain in their homes and prevent further demand on other services.
- For the period 2021/22, the Council has committed an additional £1m to the estimated £1,964,496 allocation (£1,404,496 received and a further £560,000 projected based upon initial allocation) from the DWP for DHP.
- *Care leavers and Ex armed forces*: Staff have been trained to identify care leavers and Ex armed forces members to provide additional support if needed. All the Council's discretionary policies reference these cohorts as requiring additional support. Between 1 April to 31 May 2021, the average award made to carer leavers was to the value of £186.
- *COVID-19 Council Tax Hardship Fund*: The Council is funding a local version of the £150 Council Tax Hardship Fund which was financed by the government in 2020/21. As of 1 July 2021, the Council has paid £5,748,308 in £150 credits for 38,661 households as part of its 2021/22 local scheme.

10. Growth and Development

10.1 Growth and Development leads a range of work to create more opportunities for residents and to ensure that they are connected to these opportunities and benefit from the city's success.

10.2 Skills, Education and training

10.2.1 Empowering the city's residents to acquire the skills, education and training to enhance their lives and improve outcomes for themselves, their families and their communities is one of the major ways in which the Council tackles poverty. The section gives an overview of some of these services and initiatives:

10.2.2 *Manchester Adult Education Service (MAES)* is a Council service aimed specifically at adults. With a budget of £8.6m (600k of which is awarded to the VCSE sector to deliver commissioned services) it is one of the largest providers of adult and community learning in England. Its core provision is to empower adults with the skills required to gain employment, as well as supporting them with their well-being, inclusion, and community cohesion for instance through ESOL.

10.2.3 MAES operates from local centres across the city and provides a range of support offers for residents including:

- *Manchester ESOL Advice Service*: provides a single gateway for adults with English language needs in Manchester to access the learning that is right for them.
- *Work with Employers and Job Seekers*: this is a collaboration with DWP and Manchester Employers to deliver a wide range of online provision throughout the 2020/21 academic year. Sector based Work Academy Programmes (SWAPs) were delivered for recruiting employers which led directly into jobs. Of SWAPs which have been evaluated to date, around 50% of attendees have secured employment.
- *Community Learning Fund*: This funds seven VCSE organisations with a training, skills and education offer. This includes Back on Track who are running a range of courses, activities and volunteering opportunities with unemployed adults going through a period of recovery or rehabilitation.

10.2.4 As highlighted in Appendix 2, MAES have provided significant benefits to residents. In the period 2018/19, the MAES service engaged 3026 learners, 2119 of which achieved at least one national qualification.

10.2.5 *Work clubs* are partly commissioned by the Council's Work & Skills team to provide advice and support to residents with accessing employment and training.

- Since April 2020, 19 Work Clubs have been commissioned across different community settings with funding priority given to those work clubs who target residents furthest away from the employment market including the over 50's, those with mental health needs, the homeless, lone parents, people from black, Asian and minority ethnic backgrounds and disabled adults.
- In the period 2020/21, 3200 residents engaged with work clubs to improve their employability and skills with 570 residents progressing into full or part-time employment and 340 referred into further learning.

10.2.6 The Work & Skills team have re-commissioned work club activity for 2021-22. 20 organisations have been awarded grants up to a maximum of £10k to deliver employment and skills support from local venues. Projected outcomes include 2,860 residents engaged, 2,107 supported and 1,590 moving into voluntary work, further training or employment.

10.2.7 In addition to Work Clubs, the Council's Works and Skills Team leads on several varied programmes aimed at supporting residents who are at a distance from the labour market, they include:

10.2.8 *Manchester Employment Support Partnership (MESP)* includes staff from MCC, DWP, MAES, the Manchester College, National Careers Service, Citizens Advice and the Growth Company and co-ordinates resources for those facing redundancy due to Covid-19. Manchester residents can request support if they are facing redundancy, end of furlough or reduced hours via MCC's website www.manchester.gov.uk/helptogetwork. The Partnership has successfully supported residents facing redundancy at Manchester Airport, the Arcadia Group, Debenhams, and Princes Soft Drinks.

10.2.9 *Support for young people RONI (Risk of NEET Indicator)*: The Work and Skills and Education Teams have been supporting the transition of Year 11s by working directly with Manchester schools in identifying high-risk young people who are likely to be NEET when they leave school. The team has been co-ordinating with schools, Career Connect and Growth Company to offer specific support directly for young people at risk of NEET over the summer. To date, 560 young people have been identified as high-risk of becoming NEET when transitioning from Year 11 over the summer of 2021. So far, 152 have been referred into services to receive transition support.

10.3 Social, affordable and temporary housing

10.3.1 Housing is one of the most challenging issues for the city's residents and with demand for housing of all types and tenure increasing, more people are being classed as in housing need. The Council has made significant progress in providing new and affordable homes with over 1,900 affordable homes completed since April 2015.

10.3.2 To further support vulnerable residents with housing needs, changes were made to the Allocations Policy in November 2020. Previously working households had the same or higher priority than some homeless people and, as the supply of empty homes reduced, fewer homeless people were rehoused. Now with a greater priority on homelessness or being at risk, some of the city's most vulnerable residents including those who are homeless will get rehoused more quickly.

10.3.3 It is still too early to show the impact of these changes however, based on just over 1200 lets using the new policy over 93% of lets are going to the 3 "in housing need" bands which demonstrates that the scheme is delivering the expected outcomes.

11. Neighbourhoods Directorate

11.1 Culture

11.1.2 The Manchester Cultural Education Partnership, now re-named MADE, was launched at Manchester Art Gallery in March 2020. The partnership is made up of 30 schools, 23 cultural organisations and 20 young influencers aged 10-21. Working with partners they have delivered:

- 13 Creative Curriculum projects working across primary, secondary, and further education settings, including PRU and SEND provisions. The projects piloted creative approaches to teaching a range of subjects
- A Careers Week offer aimed particularly at Year 12 pupils at risk of at risk of not being in education, employment, or training on leaving schools
- 2 online lockdown projects to support mental health through reflection and creativity.

11.1.3 Many of the cultural organisations in receipt of Council funding have maintained connections with residents through moving engagement work online or, where possible, delivering in person, socially distanced activity. A few examples include:

- A 12–page booklet featuring content from 5 organisations in Manchester's family Arts Network as part of 90 family arts activity packs distributed to families through foodbanks.
- The Agency continued to support young people in the north of the city to develop entrepreneurial and socially minded business ideas. 3 projects were taken forward by young people - 70 care kits about body positivity for year 6/7 transition to high school, a mental health video game, now in process of expansion with a games developer and the Something to Say Book, featuring positive stories from Manchester-based black voices aged 13 to 21.

11.2 Neighbourhoods

The Neighbourhoods Directorate manage the Neighbourhood Investment Fund, a ward-based fund of £640k with 20k allocated to each ward. It is open to residents and community groups to help deliver projects that will benefit the wider community. Over the years this has provided many tangible benefits to communities. One such example is BeLongsight, which was established in 2016 by a small group of residents in Longsight wanting to tackle environmental issues in the area. Since this time, the project has received funding on several occasions from the Neighbourhood Investment Fund and has been nominated twice for the Manchester Be Proud Awards. Their work greening up neglected alleyways has inspired other local community greening projects in Longsight

12. Public Health

12.1 As amplified by the pandemic, and laid bare in the latest Marmot Review,

health inequalities is a major driver of poverty. The Population Health Team with Manchester Local Care Organisation (as the delivery arm) are focussed on improving the overall health of the population. A key component of this includes supporting residents into employment to improve their overall health and well-being and to tackle poverty. Just one of the many examples of this work is the city wide BE Well service. The service provides adult residents with social prescribing and health and wellbeing coaching support. This support is based on the things that individuals say are important to improve their physical and mental health and wellbeing. It can include support to:

- become more physically active, lose weight, access specialist treatment for alcohol, drug or tobacco addiction.
- support people with health conditions to return to or stay in work; support to deal with money issues, welfare benefits and housing issues;
- support to develop skills and return to employment for people who are unemployed

12.2 In addition, to supporting residents into work, the Population Health Team supports residents particularly those who are vulnerable via a diverse range of commissioned services, children's public health, wellbeing, drug and alcohol, and sexual health services. Some of the services it offers includes the following:

12.3 The Drugs and Alcohol service (CGL - Change, Grow, Live) work with and support people in treatment into employment. As part of the COVID-19 response, CGL distributed free mobile phones to those who needed them to support them to engage with treatment services and is targeted at the most vulnerable cohorts, such as those who were rough sleeping.

12.4 The Age Friendly Manchester Team has worked to promote Pension Credit take up as there is £19m of unclaimed entitlement in Manchester. The campaign has been led at a GM level with CAB and will be re-run this year.

12.5 Public Health commission Thrive Manchester to support vulnerable residents who have experienced trauma in childhood with GPs speaking with over 500 patients about trauma and adversity. Help and support is offered by referring to therapeutic interventions and to Be Well, Citizens Advice Bureau, care workers and the Early Help Support Hub. Patients are also linked into local charities for support with school uniforms and food.

12.6 All parents bringing their babies for their 8-week checks, and children for their pre-school immunisations, are provided with a practice leaflet that talks about reading and being responsive. They are also given a book to keep that encourages interaction with babies and young children to hopefully encourage child and caregiver time. Public Health distributed resources to the homes of all two and three year olds identified by Early Years as vulnerable over the lockdown period. The packs included food packs, toothbrushing kits and art and craft packs.

12.7 MHCC COVID Health Equity Manchester (CHEM) Group work with diverse

communities in Manchester including disabled residents, South Asian communities, asylum seekers and refugees, and Black African and Caribbean communities to ensure that there is a two-way communication on the COVID response and to identify wider issues which have contributed to the disproportionate impact of COVID- 19 on many of these communities.

13. Conclusions

- 13.1 Poverty remains a difficult challenge for Manchester and affects the life-chances and outcomes of too many of our residents. The impact of poverty is profound and effects everything from the health and well-being and education and employment of individuals affected, to demand for public services and need for direct interventions. COVID-19 has deepened existing inequalities and pushed more of our residents into poverty.
- 13.2 The Our Manchester Strategy recognises the continued success of the city and our ambition to continue to drive economic growth and create new opportunities for our residents and businesses. It also recognises through the fair and equitable city theme the need for us to work hard to make sure that our residents, particularly our most vulnerable residents, are connected to those opportunities as the best way of building wealth and reducing poverty. The Our Manchester approach provides a good platform from which to work with partners across the city on these issues.
- 13.3 The City Council has always responded to the challenge using direct and targeted programmes of work. We redoubled our efforts in response to the impact of the COVID-19 pandemic, which came at a cost of £56m for 2020/21 and is forecast to cost £144m over 2021/22. As well as specific interventions, the City Council supports people experiencing poverty through our wider range of core services. The total resource spent on supporting people experiencing poverty makes up a disproportionate amount of our overall spend.
- 13.4 To mitigate against and reduce poverty in the city the Council will need to continue to provide residents with a wide ranging and extensive support offer, not just in tackling the causes and symptoms of poverty, but also in making sure that families can participate in cultural and leisure activities that improve quality of life. Next year we have an opportunity to refresh the current Family Poverty Strategy 2017-22 to ensure it is fit for purpose, has the greatest possible impact and targets a broader cohort of residents. The process to refresh the strategy will be in 2022, and like the original strategy will place significant emphasis on listening to and learning from the lived experience of residents experiencing poverty.
- 13.5 Due to the far-reaching consequences of poverty in the city, the City Council will also ensure that poverty is fully accounted for through its decision making and budget setting processes. This means that the effect of decisions on residents affected by poverty should always be considered, both in terms of mitigation and prevention. Manchester's Poverty Impact Assessment (Section 9) tool provides a method for doing this in practice.

14. Recommendations

The Executive is recommended to:

1. Note the progress that has been made in delivering the Family Poverty Strategy 2017-22.
2. Note the Council's commitment to tackling poverty and its overall offer to residents.
3. Note the recommendations of the Poverty Truth Commission Report (Appendix 3)
4. Endorse the suggested approach to the refresh of the Family Poverty Strategy to address poverty more broadly & support all residents experiencing poverty; those with and without children.

15. Contributing to a Zero-Carbon City

- 15.1 Work to tackle poverty in Manchester may result in reductions in carbon emissions through implementation of some anti-poverty measures such as retrofit of housing stock to reduce fuel poverty. However following existing trends, increasing the wealth of low-income families may also result in some increases in per-capita emissions due to increases in consumption. It is important to consider this in the context of overall per-capita carbon footprints and budgets.

Another key consideration of environmental policy in relation to poverty is around ensuring a just transition to a low and zero carbon economy that protects the interests of society's most vulnerable.

16. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

The Council's work to reduce poverty includes our approach to social value, creating new opportunities within our supply chain and connecting them to the residents who will benefit from them the most.

(b) A highly skilled city

The Council's work to reduce poverty includes our approach to employment, skills and training and views employment sustainable work as one of the main routes out of poverty.

(c) A progressive and equitable city

The report sets out how the Council's extensive and wider-ranging offer helps tackle poverty and improve outcomes for residents. The Family Poverty Strategy sets how children and families living in poverty have been supported across the three themes of the Strategy.

(d) A liveable and low carbon city

See contribution to a low carbon city.

(e) A connected city

Manchester's Family Poverty Strategy does not directly impact on this theme.

17. Key Policies and Considerations

(a) Equal Opportunities

As discussed in the report some protected groups are more likely to experience poverty. The Council has responded to this by commissioning in depth research work to better understand the issue and by updating our approach to make sure that protected groups are always identified as a priority. Equality, diversity and inclusion is now a specific priority in the Family Poverty Strategy and Social Value Policy.

(b) Risk Management

No particular risk management issues arise from the subject of this report.

(c) Legal Considerations

No particular legal issues arise from the subject of this report.

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TO: Family Poverty Core Group
FROM: Anissa Kheratkar, Principal Policy Officer, City Policy
SUBJECT: Family Poverty Strategy 2017-2022 - 12-18 Month Reprioritisation
DATE: December 2020

1.0 Background and context

1.1 The Manchester Family Poverty Strategy 2017-22 was officially launched in October 2017. The Strategy was developed principally to address child poverty in Manchester, which at the time of development was the highest of all of the UK Core Cities. The aim of the Strategy was to add value by identifying a small number of key priorities to have the biggest impact on children and their families.

1.2 The Strategy's three themes, which are underpinned by ten priorities, are listed in the table below:

Sustainable work as a route out of poverty
1. Affordable childcare for parents
2. The role of anchor institutions
Focus on the basics - raising and protecting family incomes
3. Mitigating the impact of welfare reform on families with children
4. Tackling the poverty premium
5. Food and fuel
6. Improving children's health
Boosting resilience and building on strengths
7. Strength based approach in communities (Belonging)
8. Improving the identification and signposting of families in poverty (Coping)
9. Poverty proofing services (Coping)

10. Embedding careers advice and aspiration in schools (Learning)

- 1.3 Since the national lockdown on 23 March 2020, as well as having a substantial and profound economic impact, COVID-19 exacerbated many existing social challenges which have had a disproportionate impact on Manchester's Black, Asian and Minority Ethnic (BAME) communities, young people and older residents.
- 1.4 In light of COVID-19, the Executive agreed to a 'reset' of the Our Manchester Strategy 2016 - 2025 as the overarching vision for the city. This work has included city-wide engagement with residents, organisations and partners to capture key priorities for the Strategy's next five years. Following the reset, many strategies – including the Family Poverty Strategy – may need to be refreshed to reflect these priorities and detail the action that will be taken to achieve them.
- 1.5 In the short term, to ensure that the priorities within the Family Poverty Strategy are still the right ones given the new (inter)national position, the Family Poverty Core Group (who have overarching responsibility for the delivery of the Strategy) agreed to a 12-18 month reprioritisation process. Emerging data discussed in more detail later in the paper highlights that, as well as children and families, young people and older residents in the city have been particularly impacted by COVID-19. However, given that this is a reprioritisation, the priorities for the next 12-18 months will focus on children, young people (up to the age of 19) and families. After this period, it may be that a poverty reduction strategy aimed at all cohorts and not specific to children and their families is developed.
- 1.6 This paper sets out the following:
- Methodology and approach in defining the priorities for the Family Poverty Strategy for the next 12 -18 months
 - Key themes and proposals based on themes
 - Key priorities for the Family Poverty Strategy for the next 12 -18 month
 - Conclusion
 - Next steps
 - Recommendations

2.0 Methodology and approach

- 2.1 As this is not a full refresh of the Family Poverty Strategy, the Family Poverty Core Group agreed that the most effective approach in setting the areas of focus for the next 12 - 18 months was to engage the three working groups. Each of the working groups comprise partners from the statutory, voluntary and community sector who have expertise and specialist knowledge regarding their thematic area, including the Department for Work and Pensions, the 'Bread and Butter Thing' and a number of housing providers. It was felt that these partners were sufficiently diverse and well placed to inform the 12 -18 month review. It was also agreed that any refresh of the

Family Poverty Strategy would require engagement with the city's diverse residents, building on the engagement activity which has recently been undertaken to inform the Our Manchester Strategy reset.

- 2.2 Focussed sessions with each of the working groups were undertaken to identify specific priority areas of focus for 2020 and 2021. The findings of the working groups, together with the findings of the THINK report and other national and local data, were collated and analysed to inform the proposals for the Family Poverty priorities for the next 12 - 18 months.

3.0 Key themes

- 3.1 A number of themes which are pertinent to families living in poverty have emerged from the discussions and findings of the working groups, and national and local data to date. They are detailed in this section.

3.2 Impact of COVID-19 on the economy and residents

- 3.2.1 As widely documented, COVID-19 has had and will continue to have a devastating impact on the economy, the city and its residents. The latest data has indicated that GDP in the UK contracted between 10% and 13% (Economy Scrutiny Committee, 28/08/20). This has had a profound effect locally. Key drivers of Manchester's growth - spatially including the city centre, Manchester Airport, and sectorial the hospitality and culture sectors - have all seen a sharp fall in economic activity. For example, in terms of the city centre footfall, while the footfall was slowly improving from June to September, since approximately mid-October there has been a decline. For instance, the footfall in the week 18 October was down 53% for the same time last year (Sitrep Summary, Economy Scrutiny Committee, 5/11/20).

- 3.2.2 In addition, approximately 32% of jobs in the city are receiving support from the Government's furlough scheme or supported self-employment scheme (Economy Scrutiny Committee, 5/11/20). Whilst the furlough scheme has now been extended till the end of March 2021, it is likely that this has simply put back the date by which we might see another rapid rise in unemployment. For instance, the claimant count for all ages was up from 34,755 in August to 35,230 in September. While the increase was not as sharp an increase as in April and May, it does indicate that unemployment is rising (Office for National Statistics, Sitrep Summary, Economy Scrutiny Committee, 5/11/2020). Given the economic forecasts nationally and locally, this figure is expected to increase plunging even more families into poverty.

3.3 Greater impact on certain wards

- 3.3.1 Whilst every lower super output area (LSOA) in Manchester saw an increase in the Universal Credit claimant count, some wards in the city have been disproportionately impacted. The THINK report indicated that the increase in claimant count was much higher in wards in the city that were employment deprived in the 2019 Indices of Multiple Deprivation, notably in the north and east of the city. The data also showed disproportionate increases in wards in the city where there are large BAME

communities. Given that Manchester's BAME population on the whole is younger than the rest of the population with more families with children up to the age of 19, there is likely to be an increase in families from these neighbourhoods and communities living in poverty.

3.4 Equalities impact

3.4.1 COVID-19 has amplified systemic inequalities, with a disproportionate impact being seen on communities with one or more protected characteristics. As the Family Poverty Strategy is aimed at families with children up to the age of 19, the equality groups that will have the greatest impact on family poverty as result of COVID-19 are highlighted below:

3.4.2 *Black Asian and Minority Ethnic (BAME) communities* - As well as being more exposed to COVID-19 and twice as likely to die from it compared to the white population, residents from BAME backgrounds also experienced the biggest economic impact. The reasons for this are complex; in part the disproportionate impact can be attributed to the over representation of people from BAME communities working in low paid sectors such as hospitality which have been hit by COVID -19. Again, as the BAME population in Manchester is a younger population than the city's average and includes a greater percentage of children and young people, the economic impact on BAME communities will exacerbate the impact on families living in poverty in the city.

3.4.3 *Young people* – To date, the increase in the unemployment rate in the city has reflected national trends, with rises in unemployment for the 16 to 24-year-old age groups. It is expected that this will continue when the Government's furlough scheme comes to an end, as young people are over-represented in the sectors and occupations most affected by COVID-19, such as hospitality and retail. Many young people may also struggle to enter the labour market for the first time having completed their education and training. This will inevitably include young people up to the age of 19 and as such this will increase the number of this cohort finding themselves in poverty.

3.4.4 *Gender* - COVID-19 has impacted on men and women in different ways. The claimant count to date has indicated that unemployment is impacting more on men. However, from conversations with partners, it is emerging anecdotally that women are leaving the labour market completely in part due to the pressure of trying to balance work and childcare which has become more pressurised since the lockdown. While the analysis of COVID-19 on gender has not taken into account those who are parents or carers of children up to the age of 19, it is highly likely that the impact of unemployment on both men and women of working age will be felt more acutely by those with caring responsibilities.

3.4.5 *Disability* - the prevalence of health conditions that potentially increase risk of COVID-19 infection amongst disabled people, together with the effects of isolation either due to shielding or personal circumstances, have led to raised anxiety and life limiting choices being made in the disabled community. Prior to COVID-19 the data

indicated that disabled people are a third less likely than non-disabled people to be employed and almost a third more likely to live in poverty. While the data around the interplay between disability and economic vulnerability is limited nationally and locally, it is highly likely that, given the health impacts on disabled people, this may affect their ability to both stay in work and to look for work. This will further reduce their employability in a shrinking labour market and inevitably and disproportionately impact on families where one or more parent or carer has a disability.

- 3.5 Given the disproportionate impact of COVID-19 on residents with protected characteristics, the Core Group agreed that equality, diversity and inclusion should be a cross cutting theme across all of the family poverty work and priorities. They also agreed that any measures to tackle poverty should be more focussed on these cohorts and in those wards in the city that have been the worst affected.
- 3.6 Greater need for strategic alignment
- 3.6.1 There was a consensus amongst the working groups that the existing Family Poverty Strategy does not sufficiently capture the work being undertaken across the Council to improve the life outcomes for residents and therefore there was a risk of duplication. As well as the Family Poverty work, there are a number of strategies and areas of work that are being undertaken across the city that will have an impact on tackling poverty, as detailed below.
- 3.6.2 *Work and Skills Offer* - The single biggest factor in lifting children out of poverty is if one or more people in their households are employed and earning the living wage. The Work and Skills Strategy is currently being refreshed with a greater focus on promoting and implementing long term sustainable solutions to supporting residents out of poverty. This includes a focus on digital inclusion which, as highlighted from the intelligence emerging from the pandemic, is an even greater issue for the city's most vulnerable residents. Therefore, going forward it is imperative that the priorities set out in the Work and Skills Strategy are targeted at families with children living in poverty in those areas of the city where poverty is most pronounced.
- 3.6.3 *The Manchester Adult Education and Skills Plan* - Complimenting the Work and Skills offer, the Manchester Adult Education and Skills Plan, launched earlier this year, recognises learning as a route out of poverty and sets out the ambition to ensure that all of the city's residents have the skills and education they need to get into and benefit from good quality, well-paid work. As such, to support families out of poverty, it is important that adult learning is aligned to the Family Poverty Strategy.
- 3.6.4 *Recovery planning* - since the lockdown, work has been undertaken to plan for the city's recovery with a renewed focus on the city's economy, residents and communities. Four workstreams are being progressed to prepare for the recovery. These are highly interdependent with each other, with each workstream involving a significant portfolio of work. The workstreams are:
- Economy
 - Residents and Communities
 - Impact on the Council / Future Council

- Health and Social Care

Underpinned by:

- Evidence base and impact for each of the above workstreams
- External relationships with a range of key partners
- Reset of the Our Manchester Strategy

It is important that any learning from this work is considered within the reprioritisation, and that the recovery work considers how it can support residents in poverty.

- 3.6.5 *Manchester Children's and Young People's Plan 2020 -2024* - Led by the Children's Board, the purpose of the Plan is to ensure that all children enjoy a safe, happy, healthy and successful future. The Plan includes a focus on children's health, as well as other priority areas. One of the priorities in the existing Family Poverty Strategy is around improving children's health. Given that this priority is being led by the Children's Board, it is proposed that to avoid duplication and to ensure consistency, this priority remains with the Children's Board and is aligned to the Family Poverty Strategy via the Children's Services representative on the Core Group.
- 3.6.6 As highlighted above, considerable work is being undertaken across a whole range of policy areas to tackle poverty in some way. Therefore, it is important that the Family Poverty Strategy is aligned and consistent with the Council's and city's strategic thinking and priorities. Over the next few weeks, the Core Group will consider how best to support the alignment of the various programmes of work so that there is particular focus on families living in poverty and, in doing so, a more joined up and effective approach to tackling it.
- 3.7 Cross cutting priorities - there was a recognition that the existing priorities are interdependent and that in the post-COVID landscape, the three working groups need to collaborate closely to look at issues of Family Poverty more holistically, as families are affected with multiple issues which range across the objectives and priorities of the groups. The existing Strategy is divided into three themes with three working groups aligned to each of the themes. Removing the themes would require a substantial change to the governance structure. Given that the Family Poverty Strategy needs to align with the refreshed Our Manchester Strategy, it is not advisable to change the existing structure at this juncture. Any significant change to the governance would have to be part of the full refresh of the Family Poverty Strategy. To better align the priorities across the three working groups for the next 12 to 18 months, there needs to be a renewed focus on collaboration between the working groups via the chairs' joint membership of the Core Group and through regular catch ups between the chairs in between Core Group meetings.
- 3.8 Communications – Given the impact of COVID 19 on the economy and residents living in poverty, the working groups felt that it was even more critical that the support offer available to families is promoted both widely and extensively and in a format that is most accessible to the city's diverse residents. One of the key challenges highlighted by the pandemic is that many of the city's most vulnerable residents are either unaware of the support available to them and/ or are digitally excluded and therefore do not have the means or the skills needed to access the support available.

- 3.8.1 To improve the overall awareness of the support, offer so that it is better promoted, it is recommended that the membership of the working groups is extended to include the Strategic Neighbourhood leads. This will improve awareness and subsequently the promotion of the support offer/s available to residents in the different neighbourhoods. It will also allow for the sharing of intelligence about the different neighbours and the working groups, thus providing a more complete picture about the needs of individual neighbourhoods to inform priority setting. Linked to this, it is also proposed that the support offer to families living in poverty is targeted at neighbourhood level and informed by how different communities in neighbourhoods prefer to receive information to improve accessibility and effectiveness. As mentioned, digital exclusion is a particular challenge for some of the city's most vulnerable residents, therefore it is proposed that where feasible and appropriate (and consistent with whatever social distancing measures are in place at the time) hard copy leaflets and face to face advice is offered to those residents who can only access information via these methods.
- 3.8.2 As Neighbourhood Officers are responsible for communications and engagement activity at a neighbourhood level, it is proposed that they take responsibility for promoting the support offer and that this is aligned with Neighbourhood teams as part of the Bringing Services Together programme. To further strengthen this approach, it is also recommended that there is a particular focus on those neighbourhoods where there are the highest concentrations of families living in poverty.
- 3.8.3 Communications activity currently sits with the resilience working group, although communications activity is undertaken across all three of the working groups. To strengthen the overall approach to communications and to ensure that there is consistency and alignment across all of the activities undertaken in respect of family poverty, it is proposed that communications is a standing item at core group meetings over the next 12-18 months. Further to this, it is proposed that a comprehensive communications strategy which underpins the entire Family Poverty Strategy work is then developed as part of a future refresh of the Family Poverty Strategy.

4.0 Family Poverty Strategy priorities for the next 12-18 months

- 4.1 A review of the Family Poverty Strategy by the working groups indicated that the themes and priorities in the existing strategy are even more pertinent to meeting the needs of children and their families living in poverty. As such, as well as the particular impact of COVID-19 on the city's most vulnerable residents outlined above, it is proposed that the themes and priorities in the existing strategy are continued and strengthened together with a small number of additional priorities as set out below:
- 4.2 Theme One - Sustainable work as a route out of poverty**
- 4.3 Affordable, flexible and high quality childcare
- 4.3.1 In the existing Strategy, affordable, flexible and high quality childcare was identified as the vehicle for many parents to access work, as it was recognised that well paid

and sustainable work was the best way of increasing household incomes and moving families out of poverty. The working group overwhelmingly agreed that the childcare offer will be even more important going forward. Since the lockdown measures, school and childcare / day care settings closed for all but key workers and vulnerable children. While the full impact of COVID-19 on childcare settings is yet to be fully understood, what is becoming increasingly clear is that many childcare settings, in the main small and medium sized businesses, are struggling to survive. This will inevitably impact on the childcare offer in terms of affordability, flexibility and potentially quality. In addition, it was recognised that given the challenges around childcare, the greatest impact would be felt by those furthest away from the labour market, thus exacerbating existing inequalities.

- 4.3.2 As access and the subsequent take-up of childcare is linked to the school readiness agenda, it is important that the work of the working group is aligned with that of the Children's Board as discussed to ensure that there is a consistent approach to addressing early years education.
- 4.3.3 Going forward, there will need to be a greater focus on supporting childcare providers to keep their businesses afloat in order to lessen the impact on working parents looking to return to work; as well encouraging those parents, who are looking to access work for the first time. In addition, as highlighted in the paper, given that some communities/ groups have been disproportionately impacted by COVID 19 such as BAME groups, it is proposed that there is a greater focus on supporting these communities to access and take up childcare and thus better support them to take up any potential employment opportunities.

4.4 Anchor institutions

- 4.4.1 Anchor institutions have been identified as having a significant role in helping the city to tackle poverty given their size, budgets and the fact that they are rooted in the city. Since the launch of the Strategy, a series of breakfast events and seminars were organised over an 18-month period with each one linked to promoting social inclusion and social value objectives in some way. Following the lockdown, the work with anchor institutions has paused. However, given the significant impact of COVID-19 on the economy, the group agreed that post COVID -19, anchors will need to play a major role in creating good quality employment and careers for parents and young people living in poverty, directly and through their supply chains.
- 4.4.2 A number of anchor institutions are committed to and deliver social value. For instance, Manchester City Council is currently refreshing its Social Value Policy to better include the groups adversely impacted by the pandemic namely young people, BAME residents and the over 50's. It will also look for its supply chain and partners to do the same. However, given the impact of COVID 19 on many anchor institutions themselves, it is proposed that the more traditional anchors together with those anchor institutions who have previously engaged with the anchor's seminars are initially targeted to lead on social value.

- 4.5 City wide commitment to social value and good employment – In addition to the focus on anchors, the group also agreed that as part of the recovery of the city and ‘to build back better’, there should be a city wide commitment for employers in the city to promote and champion social value in the widest sense. Therefore, to consolidate and enhance the existing work in the city around social value, it is proposed that there is a specific city-wide commitment to the following:
- *The Greater Manchester Good Employment Charter* – In January 2020, the GM Good Employment Charter was launched. The charter consists of 7 characteristics of good employment which include secure work, flexible work and the Real living Wage. It is proposed that there is a commitment to championing and actively promoting the GM Manchester Good Employment Charter to employers across the city with the key anchors in the city leading the way.
 - *Manchester as a Living Wage Place* - The living wage has been identified as key to lifting children and their families out of poverty. In November 2019 during living wage week, Manchester City Council became a living wage employer. While COVID -19 has presented many challenges to employers, given the huge economic impact, it is now even more important that as a city there is an even greater effort to support the most vulnerable in the city and to try and prevent even more families falling into poverty. As such, it is recommended that the city renews its commitment to becoming a Living Wage City and works with its key anchors and other employers in the city to achieve this.
- 4.6 Additional priority – Work and Skills community based provision - In addition to strengthening the existing priorities, Work and Skills community based provision was identified as a specific priority. As discussed, the most effective route out of poverty is for the city’s residents to be in jobs which pay the living wage. The existing Strategy does not reference specific work initiatives and employment support offers. A key focus of the refreshed Work and Skills Strategy is to support residents furthest away from the labour market to gain employment. Considerable work is being undertaken across the city to meet this objective. This includes a network of 30 work clubs in community settings across the city which provide residents with employability skills training together with other support packages to help remove barriers to employment such as childcare. Going forward, it is proposed that the work and skills community provision is better targeted in areas of the city where there are the greatest concentrations of families living in poverty.
- 5.0 Theme Two - Focus on the basics – raising and protecting family incomes**
- 5.1 Lobbying role - Mitigating the impact of welfare reforms on families with children
- 5.2 As discussed, COVID-19 has seen a significant rise in Universal Credit (UC) claimants and this is likely to increase based on the national and local forecasts. The group’s ability to mitigate the impact of welfare reforms is limited without a change in welfare rights legislation and / or significant funding to help residents in poverty. A more pragmatic way forward is for the group to utilise the intelligence that is collated

around the rise in UC claims and other poverty impact measures shared at the Welfare Reform Board, and use this as evidence to provide to the Core Group to lobby Government for additional resources and policy. For example, a Lords Committee is leading on a campaign urging the government to make permanent the £20 a week increase in universal credit to support those most in need and prevent even more families falling into poverty. It is precisely this type of campaign that the Family Poverty group should support as part of its lobbying role.

5.3 Tackling the poverty premium

5.4 As described, the impact of COVID-19 will mean more residents living in poverty, some for the first time. Therefore, supporting residents with everyday household goods will be even more critical. Thus, it is imperative that the current focus on tackling the poverty premium is continued with a greater emphasis on promoting ethical alternatives to rent and buy. This will involve working in collaboration with the sustainable work as a route out of poverty working group (who lead on the work with anchors) to further develop relationships and lobby business and providers to promote the social value benefits of supporting residents living in poverty.

5.5 Food poverty

5.5.1 A key priority of the working group was to support residents experiencing food poverty. Following the outbreak of COVID-19, the immediate focus from the Council and other agencies was a coordinated food response to support the most vulnerable residents in the city during the lockdown period.

5.5.2 The issue of food poverty is highly complex. The long-term impacts of COVID-19 are unclear now that there is a second wave. Although it is likely that the effects of the pandemic will be far-reaching and significant for many; as the country enters recession, this will compound current food insecurity problems facing many families. It will also increasingly affect people in precarious work or lower income jobs who might previously have been considered "food secure". Recent Food Foundation research demonstrates that nationally England has already seen a four-fold rise in the number of food insecure adults - which reflects in the number of food insecure families with children. At present the Council is supporting approximately 144 households who need food support.

5.5.3 In addition, industry leaders are already predicting food shortages as a result of Brexit, presenting further long-term challenges for individuals and families already in poverty. At present, it is estimated that less than 10% of the edible food that is wasted within the UK food industry is unlocked and fed to people. Therefore, to better meet the food needs of residents, companies need to re-evaluate their waste policies and consider the impact that they could achieve - socially, economically and environmentally.

5.5.4 The Strategy previously focussed on mapping and strengthening food support offers across the city. Going forward, the most economically viable and sustainable route is to work with food redistribution organisations that can unlock the surplus food within

their industry, actively building community relationships for the factories and their workforce.

5.5.5 Positive relationships with food providers have been established during COVID-19 and thus it is proposed that these are continued and strengthened via the following work:

- Procurement - It is proposed that the donation of edible food surplus to the city's third sector food organisations is embedded in the accountability requirements of all Council approved suppliers from across the food industry. In addition, those that have food suppliers as part of their supply chain could be asked to encourage donations.
- Enlist anchor institutions - consistent with the procurement approach set out above, all of Manchester's major anchor institutions as part of their role in tackling poverty will be encouraged to have effective systems for distributing their waste as part of their supply chain and that of their suppliers.
- Local business surplus - it is proposed that the basics groups encourages its partners which include FairShare and The Bread and Butter to influence Manchester organisations involved in the food industry to open up donations.

5.6 Fuel poverty

5.6.1 As well as food poverty, fuel poverty will continue to be a priority for all the reasons discussed. Thus it is proposed that the group focus on identifying resources to try to improve the energy efficiency of homes. This includes a commitment by the Council as part of its recovery planning to fund a housing retrofit programme which would improve energy efficiency while reducing carbon emissions. Neighbourhood Services who oversee enforcement will be recruited to the working group to support this objective.

5.6.2 To prepare for a potential second peak of the virus over the winter months when fuel poverty is likely to be a particular challenge for families, it is proposed that the group undertake specific activities to support families living in fuel poverty. This work has started with the publication of a leaflet advising residents living in fuel poverty on how they can access support. The leaflet will be distributed in wards in the city where there are the highest concentrations of families living in poverty.

5.7 Additional priorities In addition to strengthening the existing priorities for the basics work stream, the following priorities have been identified:

5.8 Debt and financial management

5.8.1 Debt is a significant issue for some of the city's poorest residents. As more of the city's residents find themselves out of work, or for those on low incomes and /or those whose incomes vary due to job unpredictability, financial problems and rising debt will become even more of a challenge. Thus, it is important that there is a focus on promoting access to affordable credit so that people in poverty are not paying a financial penalty for borrowing money to make ends meet which in turn will plunge them into further debt and greater poverty.

5.9 Other support offers

- 5.9.1 Residents in poverty continue to face challenges across a whole host of areas and need practical support with this. For instance, there is anecdotal evidence to show that the cost of “badged” school uniforms is a significant challenge for families living in poverty and this is going to get worse in the current climate. As such, it is proposed that where feasible and appropriate, the group continues to provide practical support to residents with issues such as this. Again, it is recommended that families living in parts of the city with the highest levels of deprivation are targeted for support.

6.0 Theme Three - Boosting Resilience and Building on Strengths

- 6.1 The consensus of the group was that lockdown and the subsequent closure of a number of support services highlighted the need to both continue and enhance the support offer to residents and to better promote these offers. Thus, the existing priorities continue to be important and are set below:
- 6.2 Strength based approaches in communities (belonging) - Early Help (EH) provision and links to local support
- 6.2.1 Given the impact of COVID-19 on certain communities as highlighted, it is proposed that this intelligence together with intelligence captured via the Early Help COVID-19 survey is used to better target resources to those residents who are most in need in order to inform the allocation of resources and service provision.
- 6.3 Improving the identification and sign posting of families living in poverty (Coping)
- 6.3.1 As discussed, communications is pivotal to promoting the support offer to residents in need. It is recommended that in order to improve the effectiveness of any communications around poverty, it is neighbourhood focused and is developed based on how different communities like to access information. This will be picked up by Neighbourhood Officers who over the COVID-19 crisis used the intelligence from the community and food response to link local services to vulnerable residents and therefore are well placed to lead in this area.
- 6.3.2 As widely documented, COVID-19 has had a significant impact on school provision and children in the city, particularly for those children living in poverty. It is therefore critical that the Early Help virtual schools offer is part of the communications activity aimed at families living in poverty. Again, as described, this should be promoted by Neighbourhood Officers in those wards with the highest concentration of families living in poverty. In addition, it is proposed that the Early Help Virtual Schools Offer is strengthened and enhanced to include a wider universal offer which includes support and information in relation to general health, mental health, trauma informed practice, and wider schools’ inclusion work, to give residents a much needed holistic support offer to address multiple needs.
- 6.4 Embedding careers advice and aspiration in schools (Learning)
- 6.4.1 Again school closures have had a significant impact on all children, their learning and mental health. Most notably, it is widely documented that the impact of school

closures will be felt most acutely by children from deprived backgrounds who will have experienced a greater dip in their learning thus widening the attainment gap between them and children from well off backgrounds. As children returned to schools (many for the first time in over five months), the initial focus of schools was to support children with their emotional well-being and support them to catch up with the curriculum. However, in the longer term, if the city is to tackle the attainment gap between children from different socio-economic backgrounds, then it is imperative that promoting aspiration via careers support is part of the schools offer. The impact of COVID-19 will refocus the need for access to quality employer interventions including mentoring, accurate labour market intelligence and work experience, particularly for more vulnerable young people. It is highly likely that these programmes and interventions will be organised differently post COVID-19 and will be shaped by the capacity of individual businesses to offer support. Work is currently being undertaken jointly by the Council's Work and Skills team and Children's Services to promote and embed careers advice and aspirations in schools. Once again, it is important that this work is not unnecessarily duplicated, and that the family poverty work is aligned with this.

- 6.5 Additional priorities – in addition, to the existing priorities, the group identified a small number of new ones as set out below.
- 6.6 Digital Inclusion
- 6.6.1 COVID- 19 highlighted just how important digital skills and access to digital tools are in being able to carry out everyday tasks. The pandemic also highlighted that being digitally excluded impacted more acutely on those most in need. As such, it is proposed that digital inclusion is included as a priority for the basics group. There is a city wide policy to address and tackle digital exclusion and therefore to avoid duplication and to ensure that the work going forward is aligned, it is recommended that the basics group keep abreast of the wider work taking place across the city to promote digital inclusion.
- 6.7 Maximising access to the benefits system
- 6.7.1 There is evidence to indicate that a significant number of families do not access all the financial support they are entitled to and therefore they and their children are financially worst off. There are a number of reasons for this, in part this can be explained by the complexity of the benefits system which too many residents find difficult to navigate. To help address this, it is proposed that the information setting out the different benefits aimed at children and families together with details of who is entitled to which benefit and how these can be accessed is pulled together. It is also proposed that this information is communicated in a way that is accessible and is aimed at those communities and in those wards, who need it the most as described. As such, it is recommended that the resilience working group collaborate with communications to develop discuss and agree how this may support offer is developed.
- 6.8 Holistic support offer for residents
- 6.8.1 As well as support with accessing benefits, families living in poverty invariably need support across a number of areas which are often uncoordinated and again difficult

to navigate. To support residents to access help more effectively, it is proposed that the work previously undertaken by the basics working group to bring different organisations providing different support offers together is accelerated with the resilience group working with communications colleague to design this. It is also proposed that organisations across the statutory, voluntary and community sector continue to share intelligence via their respective working groups to advise on the needs of residents and inform the design of the support offer.

6.9 **Workforce support** - As a key employer in the city, the group believed that it was important for the Council as part of its civic leadership role, to set an example to other employers by providing good pay and conditions for its staff. As such, the resilience working group included workforce support as part of their brief. Prior to COVID-19, the group looked at how to support some of the lowest paid Council employees who may themselves be experiencing poverty. Some progress was made with a managers' toolkit developed with HR/OD colleagues to help managers identify members of their teams who may be experiencing poverty and how best to support them. Given the potential impact of job losses in the city and the impact this will inevitably have on Council staff and their families, it is proposed that this work is developed further with Council staff and contracted services.

6.9.1 It is also proposed that all the organisations involved in the Family Poverty work, key anchor institutions and their respective supply chains are actively encouraged to promote a similar offer with their employees in order to improve outcomes for all of the city's diverse residents and in doing so, help tackle family poverty.

7.0 Family Poverty Strategy – Themes and priorities for the next 12-18 months

7.1 Based on the proposals discussed in this paper, the table below sets out the themes and priorities for the next 12-18 months:

Sustainable work as a route out of poverty
1. Affordable childcare for parents
2. The role of anchor institutions
<i>Additional Priorities</i>
3. Manchester as a living Wage Place
4. City wide commitment to good employment practices
Focus on the basics - raising and protecting family incomes

5. Lobbying Government to mitigate the impact of welfare reforms on children and families
6. Tackling the poverty premium
7. Food and fuel
<i>Additional Priorities</i>
8. Debt and financial management
Boosting resilience and building on strengths
9. Strength based approach in communities (Belonging)
10. Improving the identification and signposting of families in poverty (Coping)
11. Poverty proofing services (Coping)
12. Embedding careers advice and aspiration in schools (Learning)
<i>Additional Priorities</i>
13. Digital Inclusion
14. Maximising access to the benefits system
15. Holistic support offer for residents
16. Workforce support

8.0 Poverty Impact Assessment

- 8.1 Manchester City Council intends to undertake a Poverty Impact Assessment alongside an Equality Impact Assessment on next year's budget options to ensure

that the budget does not disproportionately impact on the city's most vulnerable residents as far as possible.

9.0 Development of metrics

- 9.1 Once the priorities set out in this paper are agreed, a set of metrics will be developed against each of the priorities to measure their effectiveness in tackling poverty. The analysis will be used to assess progress against the priorities and will be used to inform future priority setting of the Strategy.

10.0 Governance

- 10.1 As this a 12 -18 month strategy and the priorities are broadly similar to the existing Strategy, it makes sense for the governance arrangements to remain the same. However, given that COVID-19 has had a disproportionate impact on certain communities as described, it is vital that the composition of the Core Group better reflects these communities so that policy interventions are evidence based and more likely to be effective. As such, it is proposed that further work is undertaken to recruit diverse members from the Voluntary and Community sector.

11.0 Conclusion

- 11.1 As highlighted in the paper, COVID-19 has had an immeasurable impact on the city's poorest and most vulnerable residents exposing systemic inequalities. As the full economic impact becomes increasingly stark, it is inevitable that poverty will increase and even more of the city's residents will find themselves living in poverty, some for the first time.
- 11.2 A reset of the Our Manchester Strategy is currently being undertaken. All other strategies need to be consistent and aligned to the Our Manchester Strategy as it sets out the overarching vision in the city. However, given the impact of COVID-19 on the city's poorest residents, it is imperative that the priorities set out in the existing strategy for the next 12 - 18 months are ambitious, achievable and continue to meet the needs of families living in poverty prior to any refresh of the Family Poverty Strategy.
- 11.3 The consultation with each of the working groups has indicated that in the main the themes and priorities in the existing Family Poverty Strategy are still very relevant. To better meet the needs of people living in poverty, it is recommended that they are strengthened going forward together with a small number of additional priorities as described. In addition, given the disproportionate impact of COVID-19 on certain communities and wards, it is proposed that priorities in the Strategy are focussed on these communities and in those wards which has seen the greatest impact and that this is done via targeted engagement and communications activity.
- 11.4 While the proposals outlined in this paper are intended to tackle poverty in the city, we are living in uncharted territory. Given the unpredictability of COVID-19 as the country and the city moves in and out of more stringent/ more relaxed lockdown

measures, this will inevitably have an adverse impact on the city, its economy and ultimately its communities. Thus it is important that, over the next 6 to 12 months in particular, there is a degree of flexibility in the work around family poverty so it continues to be responsive to the existing needs and any significant emerging needs of the city's most vulnerable families.

12.0 Next Steps

- 12.1 Following the implementation of the priorities set out in this paper over the next 12 - 18 months, analysis will be undertaken to measure their effectiveness in meeting the needs of residents living in poverty. At this time, the current terms of the Family Poverty Strategy will have, the Our Manchester Strategy will be complete and the Manchester Poverty Truth Commission (whose foundations are developing policy proposals based on lived experience of poverty) will have published their findings (due end of March 2021).
- 12.2 In addition, it is anticipated that in 12-18 months' time the current social distancing measures may no longer be in place, thus it may be possible to build on the engagement activity undertaken for the Our Manchester Strategy Reset and carry out a comprehensive consultation with the city's diverse residents to build a more sustained relationship with our communities. As such, it makes sense to undertake the full refresh of the Family Poverty Strategy after this period so that it is best positioned to meet the needs of the city's poorest and most vulnerable residents.

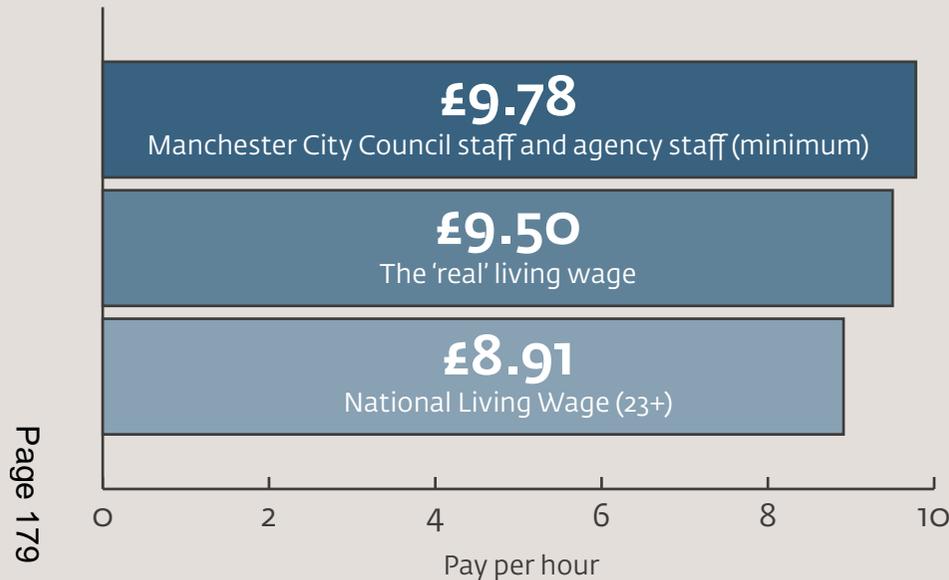
13.0 Recommendations

- 13.1 The Core Group are asked to note the contents of this report, the proposed strengthening of existing and additional priorities, and the next steps. In particular, the Group is asked to agree:
- The embedding of equality, diversity and inclusion as a cross cutting theme;
 - The use of communications and engagement to inform the design and delivery of measures to tackle poverty;
 - The alignment of family poverty work and priorities to the key areas of work being undertaken in the city to tackle poverty, particularly in relation to digital inclusion;
 - Greater collaboration between the working groups to better align priorities across the Family Poverty Strategy; and
 - For the communications activity to be neighbourhood focussed and targeted at those communities and wards most impacted by COVID-19.

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Our role as an employer

Living Wage Foundation accredited employer

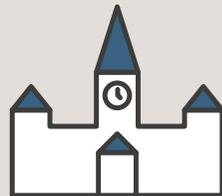


We're committed to becoming a Living Wage city

Kickstart scheme



29 DWP-funded 6-month 'Kickstarter' placements ring fenced to Manchester residents aged 16-24 years old at risk of long-term unemployment



Our Town Hall project – 81 placements provided for residents, school and college students including T-Level placements

Manchester City Council is committed to:

- 1** Working together with Manchester's residents and our partners to understand our diverse communities, improve life chances, and celebrate diversity.
- 2** A new Workforce Equality Diversity and Inclusion Strategy building on the learning from the race review and a detailed action plan including activity across 9 protected characteristics.
- 3** Career opportunities for Black, Asian and Minority Ethnic groups including a new Leadership Pathways Programme. 12 members of staff are currently on a pilot with larger cohorts planned throughout 2021 and 2022.
- 4** Ringfencing apprenticeships for entry level positions for Manchester residents.
- 5** Providing work experience opportunities for adults and young people from disadvantaged areas.
- 6** Ensuring a fair and inclusive working environment which recognises, values and responds to the dynamics and opportunities of a diverse workforce.

Social value and ethical procurement

Our Ethical Procurement Policy sets out a clear statement of policy for ethical practice in Manchester, for us, our suppliers, service providers, contractors and their supply chains.

Social Value key findings (2019/20)



£353m

spent with Manchester organisations



of total spend with the top 300 suppliers



of the spend was within the 10% most deprived areas



was spent with SMEs



£143m

estimated re-spend of the top 300 suppliers back in the Manchester economy on local employees and suppliers of their own



55,385

hours of volunteering and community sector support activities across Greater Manchester



576

apprenticeships within Manchester



2,251

jobs within Manchester

We have signed up to:

Unison Ethical Care Charter

October 2017

Unite Constuction Charter

March 2019

Unite Charter for Ethical Employment Standards in the Voluntary and Community Sector

July 2019

Armed Forces Covenant

December 2019

Care Leaver Covenant

We were appointed as a Local Authority Champion for the Care Leaver Covenant and Procurement Toolkit in April 2020



Supporting our residents

Welfare Provision 2020/21



£841,376 paid out to **3,044** applications to support resettlement



£3,194,110 paid in Discretionary Housing Payments to support residents with rent



£149,674 paid to **831** households experiencing problems paying their Council Tax



£70,701 paid to **308** households to mitigate the impact of the two-child limit benefit restriction

Response to COVID-19



30,187 calls to the Community Hub (March 20 – April 21)



12,792 people supported with food parcels and meals (March 20 – June 21)



£1,413,500 paid in Test and Trace Support Payments (Sept 20 – June 21)



41,919 business grants/reliefs paid out totaling **£224,411,061** (April 20 – June 21)



5 million items of PPE distributed



£975k in grants via We Love Manchester Charity reaching **50k** residents



Digital inclusion Support Service

May 20 – July 21

- **880** provided with digital skills support
 - **740** donated devices
- **400** given Internet connectivity



Carers Emergency Fund

April 21 – June 22

- **£100k** budget to support carers
 - **69** applications, average award value of **£186**

School meals vouchers to support Manchester Families over the holiday period

Easter 2020

£230k to support over **6,000** Manchester children

October half-term 2020

£99k to support **6,600** Manchester children

Christmas holidays 2020 – Easter holidays 2021

£4.085m to support **43,000** vulnerable children and young people with supermarket vouchers and welfare grants

Summer holidays 2021

£3.5m of funding to support **42,000** children and young people:

£3.2m to schools to provide supermarket vouchers



Voluntary, Community and Social Enterprise Sector (VCSE)

In the 2020/21 financial year, the Council invested in the region of **£34million** of funding into the VCSE sector



Supporting:

- **63** organisations through the Our Manchester Voluntary Community Sector Fund programme
- **£10k** via the International Women’s Day grants - supported 21 organisations in 2020/21
- **15** organisations through the Cultural Partnership Fund
- **6** organisations through Cultural Strategic Investments
- **£640k** via the Neighbourhood Investment Fund (£20k per ward)
- **£1m** of funding via the Community Safety Partnership.

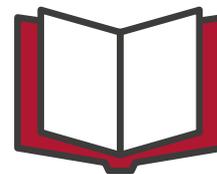
Children and young people



£2.74m

budget for youth and play for 21/22, which includes funding **4** ‘youth hubs’ across the city

Libraries – Read and Feed



62

Read and Feed sessions at **3** libraries in 2019 supporting **1283** children and **687** adults and combatting ‘holiday hunger’

Holiday hunger

2,955 children and young people were fed and benefited from MCC funded play schemes including over the summer and October half terms in 2020, including:

255

children from Black Ethnic Minority backgrounds, **43** who identified as SEND

1589

meals delivered by The Powerhouse Youth Hub for children and young people

1300

meals distributed by youth and play providers to young people

69

food parcels delivered to families identified via Early Help

Social, affordable and temporary housing



Over **1,900** affordable homes completed since April 2015



446 affordable homes completed in 20/21 more than any year since 2011 (despite Covid-19)



Plans submitted for **225** new homes in Ancoats and New Islington



1,200 homes approved at the former Gould St Gas Works



244 affordable homes, including **100** for social rent, approved in South Collyhurst



Plans submitted to build **40** modular homes in the City Centre to house homeless people

Skills, education and training

Manchester Adult Education Service



£8.6m

budget for Adult Education Services

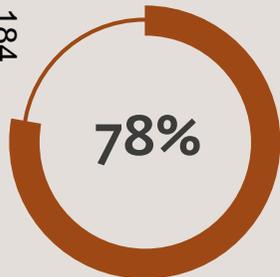


£600k

to commission services from VSCE organisations

In 18/19 MAES had 3026 learners, 2119 of whom achieved at least one national qualification:

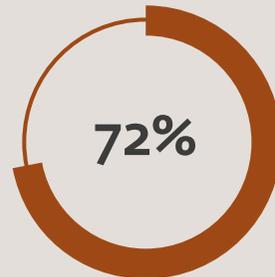
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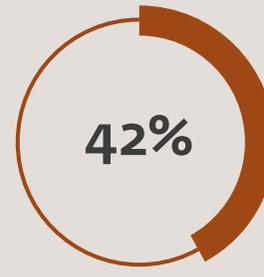
from Black, Asian and Ethnic Minority groups



had a learning difficulty or disability



were unemployed at the start of their course



indicated that English was not their first language.

In the 9 months following the completion of their course:

48%

of learners reported that they were now in work

9%

reported that they had continued in education elsewhere

1.5%

had gone into voluntary work.

Work Clubs

A network of **19** locally run work clubs are grant funded across the City.

In 2020/21:

3200

residents received support to improve their employability and skills

570

progressed into full or part-time employment

340

referred into further learning.

Inward investment

£5bn

Manchester construction pipeline of new commercial development and housing.



Between April 2020 and March 2021 Manchester won **29** inward investment projects which will create **1,017** jobs, **475** in the Creative and Digital sector.

Our budget 2021/22

£637m net budget for Council services for 2021/22 supporting:

The Council



c7,300 employees

Adult Social Care



26,826 care hours
1,189 care home placements

Homelessness



Supporting tenants in over
2,600 units of temporary
accommodation

Children's Services



11,293 early years placements
1,403 Looked After Children
5,357 Children In Need
717 fostering placement

Housing



15,620 social housing units
3,987 new homes built in 20/21
(excl. small developments)

Neighbourhoods



10 libraries
159 parks, playgrounds and open spaces
7,788 tonnes of waste collected
33% city wide recycling rate

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MANCHESTER

POVERTY TRUTH COMMISSION



ACKNOWLEDGEMENTS

This report was published by Church Action on Poverty in July 2021. Photographs on pages 1, 11, 15 and 19 were taken by Ali Johnston, @alijphotos on Instagram.

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About the partners

Manchester Poverty Truth Commission was funded by Manchester Health & Care Commissioning, Our Manchester Investment Fund, and the Joseph Rowntree Foundation. It was supported by Cheetham Hill Advice Centre, Macc, and Church Action on Poverty.



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“The biggest impact on me as someone who leads an institution but also has a civic responsibility, is to think about what impact my decisions have on people’s life chances.”

*Dave Moutrey,
Director of
Culture for
Manchester,
Chief Executive
at HOME*

Poverty Truth Commissions seek to discover the answer to the question,

“What if people who struggled against poverty were involved in making decisions about tackling poverty?”

The commissioners for each Commission comprise two groups of people. Around half of the commissioners are people with a lived experience of the struggle against poverty. The other half are leaders within the city or region. Collectively they work to understand the nature of poverty and some of the underlying issues that create poverty, and explore creative ways of addressing them.

The four phases of a Commission

The process of holding a Commission normally lasts for two and a half years. Within that time there are four phases:

Phase 1: The setting up of a start-up group and recruitment of the facilitation team

Phase 2: Recruitment of grassroots and civic/business commissioners and launch

Phase 3: Full Commission meetings and task groups

Phase 4: Embedding the work of the Commission

Following the Salford Poverty Truth Commission’s final event in October 2017, appetite grew among both the voluntary and statutory sectors in Manchester to hold its own Commission. In September 2018, a start-up group was assembled.

Phase 1: Start-up

The start-up group in Manchester consisted of a number of key organisations from across the City and was chaired by Niall Cooper from Church Action on Poverty – the organisation that had run the Salford Commission. Other organisations in this start-up group were:

- Manchester City Council
- Cheetham Hill Advice Centre
- Citizens Advice Manchester
- Methodist Central Hall
- Citizens Advice Manchester
- Manchester Metropolitan University
- Macc
- Migrant Support
- Greater Manchester Poverty Action
- Young Manchester
- Manchester Health Care Commissioning (MHCC)
- Faith Network 4 Manchester
- Nazarene Theological College

Funding

The start-up group secured funding and in kind support of £82,700 for the Commission. It was decided that Church Action on Poverty would be the host organisation for this money and would oversee the project.

Funding was received from:

- Our Manchester (MCC)
- Manchester Health Care Commissioning (MHCC)
- Joseph Rowntree Foundation (JRF)
- Seedbed

Support was received from:

- Cheetham Hill Advice Centre (CHAC)
- Macc - Manchester Voluntary and Community Sector Support Organisation

WHAT IS A POVERTY TRUTH COMMISSION?

The facilitation team

In February 2019 the full facilitation team was formed.

- Nicci Ward – Coordination support: 17.5 hours a week.
- Lizzie Bassford – Facilitator: 7 hours a week.
- Sinéad O'Connor – Facilitator: 7 hours a week.

Phase 2: Recruitment and launch

Recruitment of grassroots commissioners

The Commission was to include up to 15 people who 'look and feel like Manchester'. A diverse group of people from across Manchester of all ages, faiths and cultures. These 15 were to have lived experience of poverty and have a desire to share their voice to affect change on behalf of others living in the city.

We contacted voluntary organisations from across Manchester and arranged visits and introductions so we could share in person what the Commission aimed to do. Overall we recruited around 25 commissioners, but lost a number of these due to changes in circumstances. We held a core group of 13. Unfortunately when the pandemic hit, four of our commissioners were unable to continue in the process due to their circumstances changing.

Our grassroots commissioners were:

- Ahmer Rizvi
- Tom Robertson
- Stef Benstead
- Gemma Ballingall
- Nadine Travers
- Marsha McAdam
- James Meehan
- Angelique Umugiraneza
- Cyril Wilding
- Humaira Beg
- Michael Ossai
- Bibaloki Yamonamo
- Maria Fesus



Charles Kwaku-Odoi, Faith Network 4 Manchester

Recruitment of civic / business commissioners

With the recommendations of the start-up group and with the written support of Councillor Sue Murphy, we approached a number of decision-makers in the city. We shared the vision and process of the PTC and invited civic and business leaders to join as commissioners. We recruited a total of 16 civic / business commissioners. Unfortunately one of these commissioners was made redundant during the process. Tragically our much loved Deputy Leader of the Council and civic commissioner Sue Murphy unexpectedly passed away in April 2020.

The introductory meetings were important so those joining the Commission had an understanding that this Commission would be an unusual and potentially uncomfortable process. A process that values relationships over and above anything else. It would require deep listening before any solutions were discussed. We required commissioners to commit to attend one meeting each month between 11am and 2pm which involved eating together. These meetings switched to Zoom due to lockdown requirements.

Our civic / business commissioners were:

- Councillor Sue Murphy – Manchester City Council
- Mike Wild – Macc
- Ruth Bromley – Chair of Manchester Health and Care Commissioning
- Dave Pester – Greater Manchester Police (GMP)
- Councillor Bev Craig – Manchester City Council
- Dave Moutrey – Director of Culture for Manchester and HOME
- Viv Slack – Street Support, GMHAN
- Charles Kwaku-Odoi – Faith Network 4 Manchester
- Julie Price – Manchester City Council
- Richard Forster – Lloyds Bank
- Patricia Cartney – Manchester University Head of Social Work
- Paul Martin – LGBT Foundation
- Anna Bishop – One Manchester
- Frances Hewison – Manchester Metropolitan University
- Claire Cottingham – Laing O'Rourke

“If you are used to going to those typical, organised meetings, it’s very quick to know who is who. Whereas the Poverty Truth meeting isn’t like that.”

Nadine Travers, grassroots commissioner

The launch event

In June 2019 we launched the Manchester Poverty Truth Commission at the Comedy Store on Deansgate. Over 200 people from organisations across Manchester attended the event, at which our grassroots commissioners presented their stories of struggle using video, poetry, monologue and other mediums.

Every conference delegate was handed three cards. A ‘statistic card’ with a fact about poverty in Manchester. A ‘chance’ card with a potential scenario someone could find themselves in, and finally an ‘action’ card – asking the question of every delegate; ‘what will you do about poverty in Manchester?’



Phase 3: Full Commission meetings

The full commission began to gather and build relationships from September 2019, meeting once per month to deeply listen to each other’s experience and begin to unpick the tangled web poverty creates.

At the first full meeting, Commissioners had great fun playing a ‘Poverty Truth’ edition of *Monopoly* developed especially for the launch. What card has life dealt you?

This enabled us to understand the roots that cause people to fall into the trap of poverty and the systemic reasons which make it impossible to climb out.

Each session was expertly facilitated in a way which enabled the barriers between grassroots and civic and business Commissioners to be gradually broken down. All the sessions were highly participatory,

Carmen Byrne’s visual representation of some of the key themes from the launch (<https://carmenbyrne.co.uk>)



WHAT IS A POVERTY TRUTH COMMISSION?

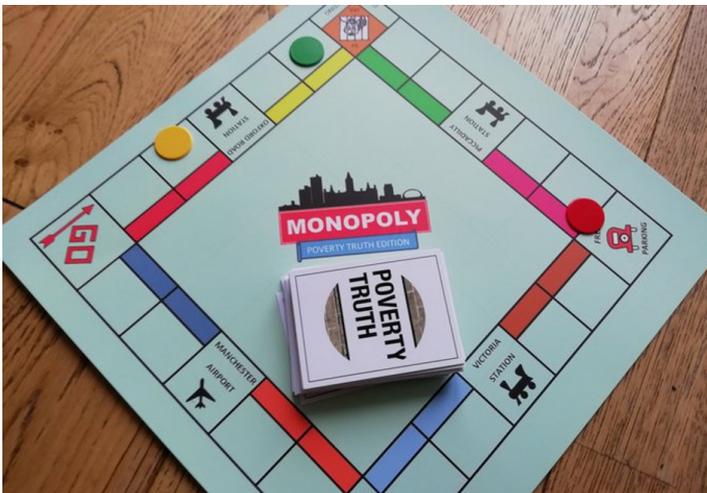


enabling Commissioners to share stories and reflect together on each person’s own unique insights into the truth about poverty in Manchester and what needs to change.

In November, the Commission meeting focussed on the questions: What score would you give to the impact of poverty on quality of life? What about food? What about housing?

Commissioners also used creative methods to start experimenting with the systems they want to be different. The January 2020 session included talking about our contact with decision making structures and our spheres of influence to be able to bring about positive change.

The Commission also benefited from the behind the scenes support of the Poverty Truth Network, with several Commissioners attending a Network gathering in at Lancaster University in September 2019 to share experiences and reflections with other members of other Commissions from across the country.



“We have now included the word poverty in our LGBT two-year strategy ... I’m not sure I would have been doing this work so quickly if I hadn’t been exposed to the process.”

Paul Martin, Chief Executive at LGBT Foundation

The Commission and a Covid-19 campaign:

#ThisShouldAlwaysBeNormal

Due to the Covid-19 pandemic and lockdown, the main work of the Commission had to be put on hold for a number of months, and all subsequent Commission meetings have had to take place via Zoom.

From April 2020, a group of grassroots commissioners continued to meet via Zoom to share their reflections and experiences of poverty in the light of the first lockdown.

This generated a number of key messages based on the insights of ‘experts by experience’.

The FrameWorks Institute helped to shape these insights to improve messaging. The campaign was shared widely on social media, both locally and nationally, using the hashtags #ThisShouldNeverBeNormal and #ThisShouldAlwaysBeNormal:

“We are checking in with our neighbours. Asking how they are and helping where we can.”

“We are recognising that people in poverty have always been in need.”

“Local decision making has allowed for better solutions.”

“Using tech to free us has been fantastic. Everyone should have this.”

“Getting food to the people who need it makes perfect sense.”

“Allowing people to work from home can be a way to help people manage their health. Disabled people have been asking for this for a long time and it’s great that the benefits are now recognised.”

“I am helping my neighbours so much. I could have always been doing this and I am definitely going to continue. It’s just the right thing to do.”

@TruthPoverty
#ExpertsByExperience
#ThisShouldAlwaysBeNormal



WHAT IS A POVERTY TRUTH COMMISSION?



Poverty Truth Network gathering, Lancaster University, September 2019

Task groups

In March 2020 three specific themes had been decided upon by the Commissioners as a whole to investigate further.

- Child and Family Poverty
- Exploitation
- Council Tax and Benefits

After a delay of several months due to lockdown, task groups were formed in September 2020, made up of commissioners – both experts by experience and key decision-makers. Together they came up with recommendations for the city and created change where they could. The recommendations and impact of these task groups are outlined in the report below.

Phase 4: Embedding the work

The responsibility for embedding the important work of the Poverty Truth Commission lies with all of us. We

each have a part to play, whether a statutory, voluntary, faith or business organisation or a community member.

The recommendations set out in this report are practical and achievable. Every organisation should consider how they can play their part in alleviating poverty in our city. We must not pass the buck.

One of the key learnings from the Poverty Truth Commission is the value in developing relationships with people who share different life experiences and deeply listening to the impact of those experiences. Every commissioner involved in the PTC has communicated the immense worth in approaching solutions to day to day struggles of poverty. Great value has been placed on not rushing to answers but taking time through discussion to consider options that will work better for everyone, ensuring greater impact.

“I’m aware that housing associations make well-intentioned decisions for people that they think are solving the problems, but actually haven’t really listened or heard. The things that will make a difference aren’t necessarily the things that we think.”

*Anna Bishop,
Chief Operating
Officer at One
Manchester*

“It’s all about chance... where you were born... was your mum an alcoholic? Did your dad beat you? It feels so random and (down to) chance.”

*Anna Bishop,
Chief Operating
Officer at One
Manchester*

This task group discussed the day-to-day challenges and exclusion that children and families in poverty face. Key statements that came out of this discussion were:

- Low-cost school uniform should be accessible to all
- Essential clothing items (winter coats and shoes) should be accessible to all
- The culture offer of the city should be accessible and affordable to all
- Information on services in the city should be more easily accessible to all
- Broadband should be regarded as a utility and available to all regardless of ability to pay

Recommendations to the city

1. All schools should make their uniforms as low-cost as possible
2. All uniforms should be able to be bought in supermarkets
3. If schools want a logo on their uniform, have an ‘iron on’ or ‘sew on’ option
4. All schools should make their branded pieces as low-cost as possible
5. The city needs to find a way for schemes like Junior Working Wardrobe to be universally accessible
6. The culture sector should be supported to keep finding creative ways to make their work available, accessible and affordable to those from the most disadvantaged communities across the city
7. The cultural sector must find more ways of taking their work into our most disadvantaged communities
8. The cultural sector must be supported to build an effective partnership with transport to enable affordable access to cultural events and institutions
9. As part of Covid recovery, make sure the city centre offer is aimed at all
10. The local authority should invite a range of citizens with a wide range of communication needs to try out the website and give feedback on accessibility and ease of navigation
11. The Council and all public services should publicise telephone numbers in a prominent place – more human contact!
12. The Council should build universal, affordable broadband access into their digital strategy

Impact as a direct result of the Commission

1. HOME have made their £1 theatre tickets available to all care leavers
2. HOME are looking to invite people with lived experience of poverty to join the board of trustees to ensure poverty remains a priority on their agenda
3. HOME are working with the Parks Department of the Council to plan cultural activities in local parks and communities so that those in deprived communities have opportunity to access cultural experience and activity
4. One Manchester are extending their working wardrobe project to add a junior working wardrobe where children and young people referred can access school shoes, trainers and coats
5. Pop-up uniform shops will be piloted in Wythenshawe and Openshaw, where people can donate uniform in new or good condition that has been grown out of so that others can benefit
6. Understanding everyday experience and impact of digital exclusion has been raised in the City's digital exclusion strategy

“40% of the children who live in Manchester are growing up in poverty ... It's not about dealing with another disadvantaged group, but in many areas of the city, it's the majority. An outcome of the PTC is about how this can be embedded into everyone's thinking.”

*Councillor Bev Craig,
Deputy Leader of
Manchester City
Council*

Commissioners and facilitators filming for celebration event



“When I shared my experience of dealing with the police as a young person, (Superintendent) Dave was horrified and apologised on behalf of the police force. You see, from the community I come from we are taught to see the police as the enemy. The Poverty Truth Commission gave me the opportunity to see the police as a person and that has been really powerful for me.”

Nadine Travers, grassroots commissioner

Exploitation is a huge subject, but for the purposes of this report, the task group specifically discussed the impact of poverty on:

- Gangs and grooming for criminal exploitation
- Childhood trauma and trauma informed responses
- Sexual exploitation (including survival sex work)
- Work exploitation

Regarding exploitation, the task group agreed on these statements:

1. As a Commission we state that everyone is deserving of love and that love is an important factor in us being safe.
2. As a Commission we state that everyone should have what they need to be safe.
3. As a Commission we state that some of the systems that should protect people from exploitation and abuse may actually make people more vulnerable (e.g. police, criminal justice system, Home Office, social services). This is due to the known and feared negative consequences that could happen to the exploited person (or their abuser).
4. We believe that many systems leave some people more at risk of exploitation. The intersectional areas of identity and experience impacted include the LGBTQ+ community, Black people and those who are from racialised communities, women, sex workers and people who have uncertain immigration status or who have no recourse to public funds.
5. We can amplify each other's work and bring more attention to anything that is working.
6. Be an ally. There is great power in this.

James Meehan, grassroots commissioner



Recommendations to the City

1. Helping people with trauma

Identifying when adults have had trauma and Adverse Childhood Experiences (ACEs) and providing meaningful therapies that will help spot ACEs in children earlier and help them immediately. Use resources to prevent compounding trauma and a cycle of abuse.

2. Sexual exploitation

Sexual exploitation causes physical harm, emotional distress and long term trauma. We want you to intervene in any part of the system that makes people vulnerable to sexual exploitation. This includes poverty, housing provision, immigration status, safe working environments and previous sexual exploitation or other adverse childhood experiences.

The huge wave of poverty that is coming will mean that more people will need to do sex work as way to feed themselves and their children. We are so worried about the people who will go into sex work and how we can keep these people safe. This will affect people from all areas of life. We all need to be planning for this now.

3. Intersectional issues

We believe in commissioning for inclusion and that all services should be designed and commissioned for those who will have the most difficulty accessing them and for those who are most likely to need them.

4. Online grooming and increased risk factors

Be aware that online processes like social media and internet banking make children and young people and adults more at risk of exploitation. This risk has increased during the pandemic.

5. Gangs and grooming for criminal exploitation

- Recognise the impact of poverty and do something about this.
- Help young people identify that they are being groomed before they are involved in serious crime.
- Prevent young people going on to groom other young people into criminality.
- We recommend there be a pathway for exiting involvement in gangs and this be co-designed with (or by) people with lived experience.
- As a Commission we strongly support the payment of people with lived experience of

gang involvement. We feel that to not do so borders on exploitation of knowledge and community resources that generates funds for charities and services while trading on the free labour of people who have been exploited. While there is a role for volunteering it should not be assumed that mentors can and will work for free – especially when other people are being paid for their work.

- As a Commission we would like to stress the necessity of involving people with lived experience of gang involvement in supporting and mentoring those affected by this now. To achieve this the following would be helpful:
 - Have clear guidance on DBS checks and the fact that there are not blanket bans. That there be guidance that explains examples of where people with prior criminal convictions who are still able to work within a safeguarding environment.
 - Help to be provided to people with lived experience of involvement in gangs to set up community groups or community interest companies. This would enable people to provide help in a way that they know will be effective.
 - Advocate for lived experience work to be commissioned, funded or paid for

6. Providing education in exploitation, trauma and trauma-informed responses

People need trauma-informed responses. This is critical to keep people safe.

There should be training specifically on the link between poverty and exploitation. This can happen in Manchester's universities and medical school. It can also be delivered in every sector as valuable understanding. There is free training available for this and we ask that all services and systems train their staff and volunteers in this important approach.

7. Work exploitation

Understand that there is discrimination in what people are paid and who can do which work. This impacts on money and also on safety in the work place. There are structures in place that mean some people have few safe work options and many work for wages that are not enough to live on.

“I would definitely recommend the Poverty Truth Commission to other cities and I hope that this is not the end for Manchester.”

Paul Martin, Chief Executive at LGBT Foundation

Impact as a direct result of the Commission

1. The Social Work department at Manchester University and Manchester Medical School have designed a stand-alone session on exploitation and poverty. This covers ACEs and trauma within the framework of poverty. Both institutions currently cover most of the topic in the context of other subjects but believe a standalone session delivered as part of the curriculum will help embed this knowledge and practice on all students being educated in health and social care. The first session has been delivered with more planned for the future. The commissioner who works at Manchester University will lobby the other universities to do the same.
2. Manchester Health and Care Commissioning re-states its commitment to Commissioning for Inclusion
3. Manchester Health and Care Commissioning (MHCC) will advocate for lived experience to be part of planning and commissioning in whichever body supersedes it with the next restructure of the NHS
4. Poverty is now on the agenda for the LGBT Foundation’s two-year strategy
5. A new Trauma Responsive Community Hub is being set up in North Manchester. Cheetham Hill Advice Centre will work in the setting up of this hub to include responses to poverty and its impact.

A message from the task group: use your influence

We ask that you use any power, influence or resources you have to combat exploitation and to reduce the factors that place people at risk.

“Everything is closed down but sex workers still need to go to work. They are at increased risk and more isolated than ever.”

@TruthPoverty
#ExpertsByExperience
#ThisShouldNeverBeNormal



Opposite – Commissioners filming for the celebration event:
Ruth Bromley (Manchester Health and Care Commissioning); Stef Benstead (grassroots commissioner);
Ahmer Rizvi (grassroots commissioner); Paul Martin (LGBT Foundation)



“When I told my story, which really started with the Covid pandemic and my husband losing his job, the members of the task group were very understanding. They said, ‘You are not alone in this.’”

*Angelique Umugiraneza,
grassroots commissioner*

This task group discussed the impact of debt and arrears in keeping people in poverty. Though many people would willingly do all they can to get out of debt, it can be an impossible mountain to climb, not only having a financial impact but also a negative impact on health and well-being. This task group worked on ideas for reducing council tax arrears and any other kind of debt for people facing hardship.

Recommendations to the city

1. Design and run community-based workshop / pilots

One of the major issues that was identified was that residents in debt with council tax and other bills often don't engage until it is too late. There is a perception that the Council can't / won't help and that people are worried about making contact.

We suggest considering and piloting a new approach with a different dialogue to find a way that supports early contact and a more supportive and responsive relationship that builds on existing trust, relationships, networks and expertise in our communities.

The Council could take a more holistic approach to council tax debt support by encouraging contact with residents. Too often residents have multiple arrears covered by different years and there is no way of dealing with the whole position that stops further costs and court action. Even when they want to resolve the issues, residents can feel that there is no way out, trapped by debt that continues to build year on year.

Based on circumstances, there are some options councils could use to reduce debt at this stage during the pilot, such as applying discounts and exemptions, and writing off costs.

The phrase 'amnesty' was suggested to describe a potential non-threatening, less bureaucratic approach that encourages an equal and honest

dialogue, in which residents choose to come forward and find out what can be done. Where necessary, residents could be supported by trusted community representatives who form part of the sessions.

These workshops could be in community settings where the discussion is more informal and collaborative, whereby the Council works with the resident to:

- Ensure that the amount being paid is correct
- Ensure that there is a health-check on the account, checking that all discounts and exemptions are being claimed and paid
- Provide specific support to people who could be exempt from council tax due to meeting the specific definition of 'severely mentally impaired'
- Examine whether household income is being maximized and if other benefits should be in payment
- Based on current income details, discuss the best way to maintain council tax payments and clear any arrears
- Council staff should consider, where appropriate, discretionary support and withdrawal of some costs if this means that repayment plans can be maintained
- Agree next steps and build on this with regular contact



and links that initially can be set up in the community setting

It is proposed that the multi-disciplinary workshops could be set up in areas where there are significant arrears. We would invite residents to attend to get help with their council tax as well as other issues. Professional attendees could include council tax and Benefit Staff, Money Advice experts and Mental Health experts. People from the community who attend could get holistic, joined up support to help them deal with all their issues, including the possibility that some of their arrears are reduced.

It is proposed that this could be piloted and the learning could be used to agree some further principles and proposals for the Council and others to consider.

2. Pilot paying off arrears through external funding

Many people who have experienced difficulties in life find that, even after they have turned their lives around, they are still followed by debt which can take years to clear and hampers their efforts to access decent, affordable housing. We wish to pilot a debt-support programme in which participants receive support for managing money, bills and debt; support towards retraining, volunteering or upskilling; the opportunity to volunteer in the local community; and a monetary gift towards writing off their debt. This is a separate scheme from the proposed council tax activity covered separately within this report, but if set up at a similar time then people in debt could be referred to the scheme by the Council when they attend a workshop for Council debt assistance. This would make it another tool that the Council has access to in helping people with council tax and other debt.

3. Consistent approach across Greater Manchester

Based on the ideas outlined above, Manchester City Council could engage with other Greater Manchester Authorities to explore the adoption of a consistent approach across the region.

This would mean all authorities would consider:

- Writing off summons costs where someone is engaging with a council to repay money owed and this could be where they are in receipt of maximum benefit and an

attachment of benefit from the DWP is in place and this would make the difference in terms of stopping arrears increasing

- Agreeing not to send cases where the resident is in receipt of maximum benefit and an attachment of benefits in place on part of the debt, to Enforcement Agents (Bailiffs) to collect other years except in exceptional circumstances
- Agreeing a consistent vulnerability criteria and the characteristics of residents where it is not appropriate to use enforcement agents to collect debt owed
- Learning from the multidisciplinary workshop run by Manchester and adopt a similar approach, running workshops right across the region

4. Lobby Central Government

There are three areas where simple changes in legislation and guidance would make a significant difference to people on low incomes with Council Tax debt. Some of these changes would require changes to legislation and we ask you to lobby for these changes as a way to support Manchester Poverty Truth Commission.

- Removing the need to obtain a Liability Order from the Magistrates Court before the DWP will make an attachment of benefits to reduce Council Tax arrears (providing the resident agrees). This would both accelerate the process, meaning the arrears can be addressed sooner, and avoid the addition of summons costs to any debt (currently £79.50 in Manchester). Primary legislation would be required for this as the Council doesn't have the power to do this.
- Make it a requirement for Councils to consider remitting (cancelling) costs where someone is on full benefit and an attachment of benefit has been put in place.
- Make it a requirement that residents on maximum benefit, where an attachment of benefit is in place, are not referred to Enforcement Agents for recovery on other accounts with the additional costs that this referral incurs.

Taken together, these three steps have the potential to reduce costs to residents by nearly £400, accelerate the recovery process and stop Magistrates Courts being clogged up with thousands of Council Tax Liability Order cases.

“Because of my experiences and where I come from, I never felt valid. Now I feel like I have a right to be here and take my seat at the table.”

*Nadine Travers,
grassroots
commissioner*

Impact as a direct result of the Commission

Pilot Project between Manchester City Council and the Oasis Centre Gorton underway.

Council staff and the management team at the Oasis Centre Gorton have agreed an approach that gives Oasis staff direct access to the council tax back office. On a weekly basis they will be able to discuss whatever casework has been brought to their attention to try and resolve issues faced by their service users. As well as checking that liabilities are correct and appropriate discounts and exemptions are in place, as part of the trial council tax staff will have wider powers to remove summons costs, award discretionary payments, make longer arrangements and raise issues relating to Council Tax Support with Benefit colleagues. In short, everything possible will be done to help people to meet their council tax responsibilities in a sustainable manner.

Other than the lobbying of central government, all the proposed actions are within the Council's power to adopt immediately or at short notice and have the potential to make a significant impact on the experience of those on the lowest incomes, struggling with council tax debt.

Council tax is a complex system. This complexity can make it hard to make general statements about this process and we have given simple suggestions for how this process could improve for everyone.



A task group at work



MANCHESTER POVERTY TRUTH COMMISSION



Help and advice for getting the most from your money and life

Helping Hands

For more information and advice from the organisations in this Pocket Guide, go to manchester.gov.uk/helpinghands

Helping Hands advice and support to get you through

If COVID-19 has changed your personal circumstances, you are not alone. Use this Helping Hands Pocket Guide to see you through manchester.gov.uk/helpinghands

GET SUPPORT WITH:

- ▶ Redundancy/Finding work
- ▶ Struggling to pay mortgage/Rent
- ▶ Claiming benefits
- ▶ Debt, bills or borrowing
- ▶ Your health and wellbeing.

Places to go for advice and support

Be Well Service

Helps you find a way to live and feel well with one-to-one support **0161 470 7120**

Citizens Advice Manchester (CAB)

Free, confidential, impartial advice on **03444 111 222**
citizensadvice.org.uk/webchat
facebook.com/ManchesterCAB

Help and Support Manchester

for a range of services to help you and your family hsm.manchester.gov.uk

Caribbean & African Health Network

www.cahn.org.uk

Work

Working from home

Get help towards heating, electric, telephone gov.uk/tax-relief-for-employees

Young people

princes-trust.org.uk

Over 25

Motiv8 Manchester motiv8mcr.org

Learn new skills or retrain

National Careers Service
nationalcareers.service.gov.uk

Adult education manadulthood.org.uk

Learn from home learnmyway.com

Apprenticeship – no matter what your age
theapprenticeshiphub.co.uk/covid-19

Change in circumstances

Out of work/Redundant

- ▶ Check with CAB Manchester
- ▶ moneyadvice.service.gov.uk/en/articles/out-of-work-checklist-things-to-do-if-you-lose-your-job
- ▶ Jobcentre Plus for jobseeking
- ▶ jobhelp.campaign.gov.uk
- ▶ For urgent vacancies employgm.or

At risk of becoming homeless?

Call Shelter on **0344 515 1640** or visit england.shelter.org.uk/housing_advice/coronavirus

Call CAB Manchester on **03444 111 222** or visit citizensadvice.org.uk/housing/homelessness



Money Matters

Benefits check

Visit www.entitledto.co.uk

Universal Credit Budgeting Loan

Visit gov.uk/budgeting-help-benefits or call **0800 169 0140**

Bills and discounts

Visit manchester.gov.uk/helpinghands for information on:

- ▶ Missed rent/Mortgage/Bills?
- ▶ Council tax – 12 or 10 months?
- ▶ Struggling to pay water bills? United Utilities online or call **0345 6722 888**.

Cheaper deals

Mobile, broadband, energy. Switch with poor credit history or a prepayment meter
moneysavingexpert.com



Helping Hands Pocket Guide: Help and advice for getting the most from money and life

You're in control

Tackle debt!

Step 1

Open the letters

Step 2 Seek FREE advice from a debt adviser about affordable payments that are right for you at this time

Step 3 Write to creditors with a manageable payment plan and ask them to stop interest

Step 4 Start regular payments and start leaving your debts behind

Manage the stress of debt

Visit moneysavingexpert.com/credit-cards/mental-health-guide/

Make your money go further

Food

Visit manchester.gov.uk/helpinghands for information on:

- ▶ Eat well for less
- ▶ 'Grow your Own' guide
- ▶ Low-cost recipes
- ▶ Accessing food banks and food clubs.

Healthy Eating Tips

Visit nhs.uk/live-well/eat-well/eight-tips-for-healthy-eating



Energy saving

Visit manchester.gov.uk/helpinghands for advice on Winter Fuel Discount and energy.

No need to buy new

Make, mend, ask a friend – let's not spend!

Are you settled in Manchester?

Seeking asylum

boastrust.org.uk
Kath Locke Centre, Hulme, M15 5DD
0161 202 1056

rainbowhaven.org.uk

113 Abbey Hey Lane, Gorton, M18 8TJ
0161 370 3472

EU settlement

Apply by 30 June 2021
gov.uk/settled-status-eu-citizens-families

European Nationals – get support, training and representation from Europia
europia.org.uk or call **0333 3058 570**

You're not alone

Get involved with community projects
buzzmanchester.co.uk

Every Mind Matters

nhs.uk/oneyou/every-mind-matters

Young people

Free confidential support
42ndstreet.org.uk

LGBT+ youth theproudtrust.org

Free 24-hour National Domestic Violence Helpline **0808 2000 247**

Free Male Advice Line: **0808 801 0327**

Receiving benefits and need support with funeral costs?

Visit gov.uk/funeral-payment or call **0800 169 0140**

Get online

Access libraries, GPs, prescriptions, NHS, banking, benefits and more

Stay connected with friends, family, communities, e-books, entertainment

Getting started and getting on

Ask at your local library
manchester.gov.uk/libraries

For digital assistance and support text your name and neighbourhood to **07860 064 128**

For read aloud and translate website support, use Accessibility tools or use Browsealoud



Helping Hands

Help with bills, debts, saving costs
manchester.gov.uk/helpinghands

Be Well Service

Finding a way to live and feel well with one-to-one support
0161 470 7120

Citizens Advice Bureau

Free, confidential, impartial advice
citizensadvicemanchester.org.uk
03444 111 222

Samaritans

Call free, any time, from any phone
116 123

Manchester Community Central

Mutual Aid & Community Response Groups
0333 321 3021

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**Manchester City Council
Report for Information**

Report to: Environment and Climate Change Scrutiny Committee - 9 September 2021
Executive – 15 September 2021

Subject: CCAP Annual Report 2020-21 and Work Programme 2021-22

Report of: The Deputy Chief Executive and City Treasurer

Summary

The Council declared a Climate Emergency in July 2019 and developed a Climate Change Action Plan (CCAP) 2020-25, which was approved by Executive in March 2020. This report provides an update on the progress that has been made in delivering the Action Plan during the first year (CCAP Annual Report 2020-21) and the work programme for the second year of the Action Plan (CCAP Work Programme 2021-22).

Recommendations

1. The Environment and Climate Change Scrutiny Committee is recommended to endorse the contents of the report, the progress that has been made in delivering the Action Plan during the first year (CCAP Annual Report 2020-21) and the work programme for the second year of the Action Plan (CCAP Work Programme 2021-22).
 2. The Executive is recommended to note the contents of the report, the progress that has been made in delivering the Action Plan during the first year (CCAP Annual Report 2020-21) and the work programme for the second year of the Action Plan (CCAP Work Programme 2021-22).
-

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO ₂ emissions over the next 5 years.
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Our Manchester Strategy outcomes	Contribution to the strategy
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A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this 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 can help to make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

It is not expected that there will be any financial consequences to the Revenue budget that should arise from the content of this report. Any funds required to deliver the 2021-22 work programme have already been approved as additional funding requirements or as part of directorate budgets.

Financial Consequences – Capital

It is not expected that there will be any financial consequences to the Capital budget that should arise from the content of this report. Any funds required to deliver the 2021-22 work programme have already been approved as additional funding requirements or as part of directorate budgets.

Contact Officers:**Name:** David Houlston**Position:** Strategic Lead Policy and Partnerships**Telephone:** 07534 288788**Email:** d.houlston@manchester.gov.uk**Name:** Samantha Nicholson**Position:** Zero Carbon Manager**Telephone:****Email:** samantha.nicholson@manchester.gov.uk**Background documents (available for public inspection):**

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

Manchester City Council Climate Change Action Plan 2020-25

Manchester City Council Climate Emergency Declaration July 2019

Manchester Climate Change Framework 2020-25

1.0 Introduction

- 1.1. This is an annual report highlighting the progress made in delivering the Council's Climate Change Action Plan (CCAP) during its first year, April 2020 - March 2021, and a high-level summary of the work programme to be delivered within the second year of the Action Plan, April 2021 - March 2022.
- 1.2. The Annual Report for 2020-21 and the Work Programme for 2021-22 have both been reviewed by the Zero Carbon Coordination Group to ensure their accuracy and transparency. These documents will also be published in an accessible format on the Council's website.

2.0 Background

- 2.1. A five-year Climate Change Action Plan covering 2020-25 went live following approval at Executive in March 2020.
- 2.2. Updates have been considered by Strategic Management Team and Neighbourhoods & Environment Scrutiny Committee throughout the CCAP's first year, with a detailed progress report going to Neighbourhoods & Environment Scrutiny Committee on the 10th February this year. [Here](#) is a link to the meeting papers.
- 2.3. Following the establishment of the new Environment and Climate Change Scrutiny Committee, regular updates on delivery of the CCAP will be provided via the Quarterly Progress Reports, which have been scheduled into the Committee's work programme for the current year. The Quarter 1 (April – June) report for 2021-22 was presented to the Committee on 22nd July, [here](#) is a link to the meeting papers. Previous quarterly progress reports are also available on the Council's website and can be found [here](#).
- 2.4. The Annual Report brings together the CCAP updates provided over the last 12 months and highlights the progress which has been made during this time. As well as reporting on the progress made against each individual action within the Action Plan, the report also provides an update on the Council's direct carbon emissions during this period as estimated figures are reported during the year due to lags in billing and data monitoring. This updated analysis shows that, overall, the Council's direct emissions have reduced by 21% (-6,783 tonnes CO₂) compared to 2019-20 and against an annual target to reduce emissions by 13%.
- 2.5. For 2021-22, our carbon budget is 27,056 tonnes CO₂, 13% lower than for 2020-21. The Work Programme for 2021-22, outlines the key CCAP actions, or critical milestones within complex CCAP actions spanning multiple years, which are to be delivered during this period and these are listed under the five themes (Buildings & Energy, Transport & Travel, Reducing consumption based emissions, Climate adaptation, and Catalysing change).
- 2.6. The work programme takes account of a small number of actions that were delayed last year due to the pandemic and incorporates milestones for new projects, such as the Public Sector Decarbonisation Scheme, the Social Housing Decarbonisation

Fund and the 'In Our Nature' communities programme. None of these projects featured in the original CCAP 2020-25.

- 2.7. There is wider activity underway across the council that is not reflected within this plan including;
- 2.7.1. The Manchester Economic Recovery and Investment Plan, which has green recovery at its core and includes £289.4 million of zero carbon projects was launched during year one of the CCAP. Therefore, it is vital that the work programme is used as a live document, subject to amendments through the approval of change requests and additional activity added as a result of securing additional funds. Further information on the Manchester Economic Recovery and Investment Plan can be found at: [Powering Recovery: Manchester's Recovery and Investment Plan | Manchester City Council](#)
- 2.7.2. The Green & Blue Strategy, which has its own delivery Action Plan: [Green and blue infrastructure | Green and blue infrastructure | Manchester City Council](#)

3.0 Contributing to a Zero-Carbon City

- 3.1. The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO₂ emissions over the next 5 years.

4.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

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

(b) A highly skilled city

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

(c) A progressive and equitable city

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

(d) A liveable and low carbon city

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

(e) A connected city

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

5.0 Key Policies and Considerations**(a) Equal Opportunities**

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

(b) Risk Management

- 5.2. There are no risks or risk management issues to note that should arise from the content of this report. Risks identified in relation to delivery of the Climate Change Action Plan during its first year are detailed within the Annual Report 2020-21, these risks along with any new risks in relation to the work programme for 2021-22 will be monitored and reported on a quarterly basis as part of the Quarterly Progress Reports.

(c) Legal Considerations

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

6.0 Appendices

Appendix 1 – CCAP Annual Report 2020-21

Appendix 2 – CCAP Work Programme 2021-22

Manchester City Council - Climate Change Action Plan 2020-25

Annual Report 2020-21

Introduction

This report provides an overview of progress made in delivering Manchester City Council's Climate Change Action Plan (CCAP) 2020-25.

All activity described in this report relates to the year April 2020 to March 2021, which is year one of the current five-year plan; however, emissions data is reported for the last twelve years (going back to 2009-10) to show the impact of decisions and actions taken before this period.

CO₂ Emissions

The Council reduced its direct CO₂ emissions by 54% in the ten years prior to 2020. The current CCAP has a target to reduce the Council's direct emissions by a further 50% over the five-year period of 2020-25.

The CCAP also sets a carbon budget of 119,988 tonnes of CO₂ for the five-year period of 2020-25, which has been calculated using science-based targets.

To stay within its carbon budget, and achieve the overall 50% reduction target, the Council must reduce its emissions by 13% every year, for five years.

The budget for the period of this report (2020-21) was 31,099 tonnes of direct CO₂ emissions. The Council emitted 25,501 tonnes of CO₂ which is 82% of the available budget, i.e. less than the maximum cap for the year.



31,099 tonnes CO₂ – Emissions **budget** 2020-21

25,501 tonnes CO₂ – Emissions **released** 2020-21

These emissions are associated with Council buildings, streetlights, waste collection, operational fleet and staff travel. Alongside the carbon savings created by a range of proactive measures (detailed throughout this report), additional savings were delivered by the decarbonisation of the national grid and by the changes in Council operations brought on by the COVID-19 pandemic.

Figure 1 shows the Council's emissions in 2020-21 were 21% lower than the previous year. The target is to reduce emissions by 13% each year.

In 2019-20 the reduction was 13.2% compared to the previous year and in 2018-19 the Council reduced its direct emissions by 21.3% compared to the previous year.

Figure 1: Percentage reduction in emissions relative to the previous year

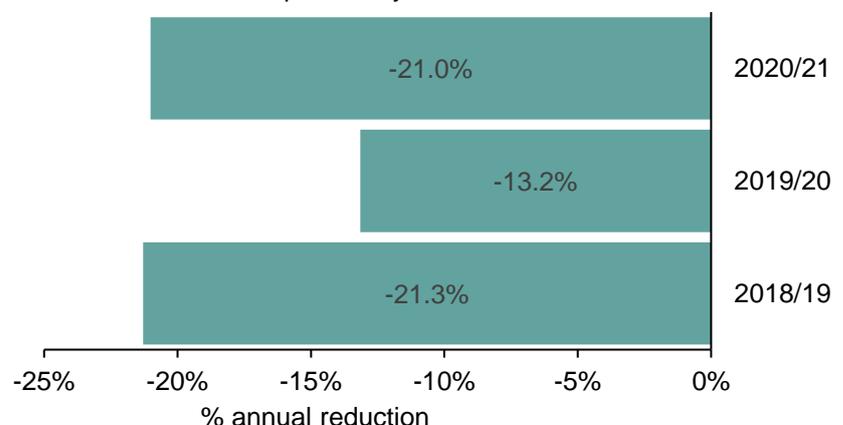
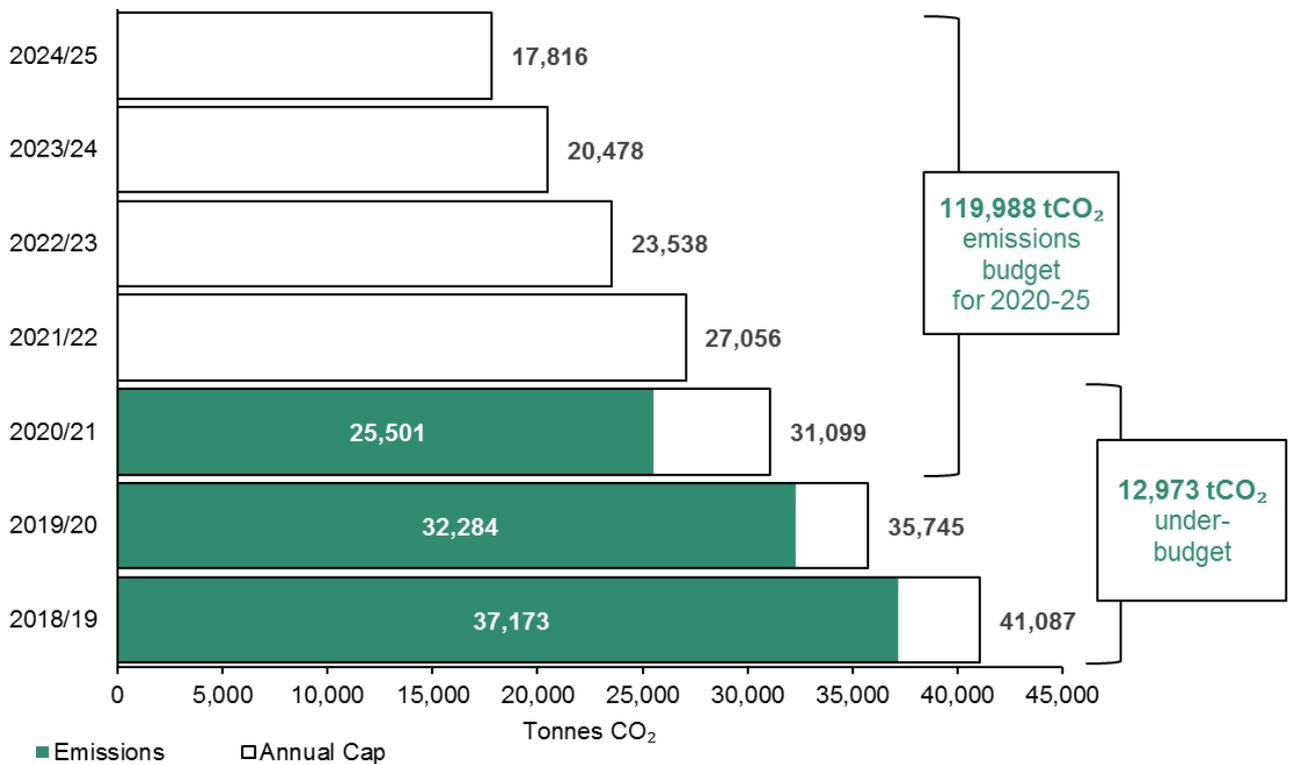


Figure 2 shows the carbon budget for each of the five years covered by the CCAP 2020-25, and the actual emissions for year one of the CCAP (2020-21). It also shows the carbon budget and actual emissions for the prior two years (2018-19 and 2019-20).

Manchester City Council - Climate Change Action Plan 2020-25
Annual Report 2020-21

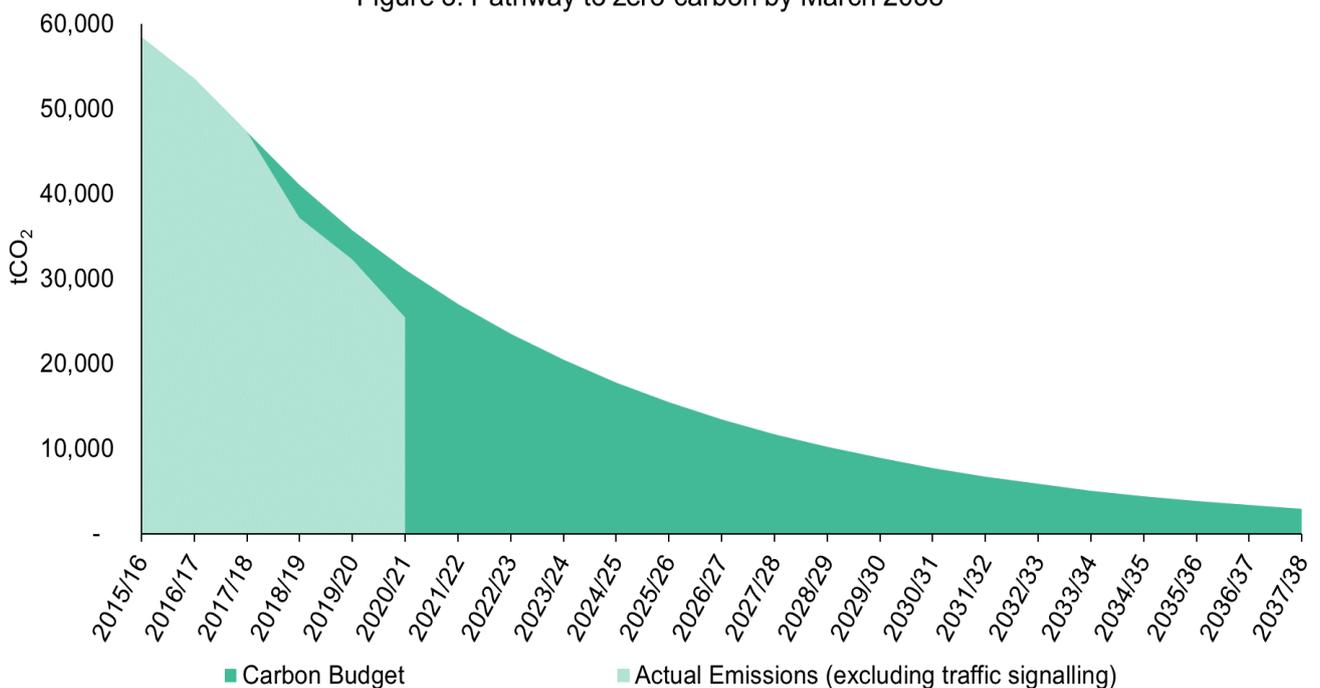
Between April 2018 and March 2021 (a three-year period) the Council's direct emissions totalled 94,958 tonnes of CO₂, which is 12,973 tonnes, or 12%, under-budget.

Figure 2: Total Council emissions vs annual budgets



In addition to the targets for 2020-25, the Council has a target to reach zero carbon by 2038. This means reducing direct emissions by 95% by 2038 (compared to a 2015-16 baseline). The trajectory to this point is shown in Figure 3. The space below the curve is the carbon budget up to 2038.

Figure 3: Pathway to zero carbon by March 2038



Manchester City Council - Climate Change Action Plan 2020-25

Annual Report 2020-21

Actual emissions¹ for April 2015 to March 2021 can be seen within the budget curve in Figure 3, further illustrating that the Council's emissions are below the set carbon budget and are ahead of the target trajectory to date.

The Council's carbon budget extends beyond 2038 and covers the period 2018-19 to 2099-2100; the total budget is 316,048 tonnes of CO₂. The section of the budget shown in Figure 3 (from 2018-19 to 2037-38) is 296,547 tonnes.

As would be expected, most of the carbon budget is allocated to the start of the pathway to zero carbon, as this is the period when the greatest savings need to be made.

For example, the first three years of the budget (2018-19 to 2020-21) have been allocated 34.2% of the total. Against this target, the Council has used only 30% of the budget.

The seven years from 2018 to 2025 (encompassing the current five-year action plan) have been allocated 62% of the total carbon budget. Including the five years beyond that, up to 2030, the allocation rises to 81% of the budget. These figures clearly show that this current decade is the critical time for concerted action.

A breakdown of the Council's direct emissions in 2020-21 is shown in Figure 4.

Buildings are the most significant contributor to the Council's direct emissions (75%), followed by the waste collection fleet (12%) and streetlights (10%), all of which have been targeted for proactive change which is detailed later in this report.

The following charts show emissions for each of these five categories over the last twelve years, starting in 2009-10.

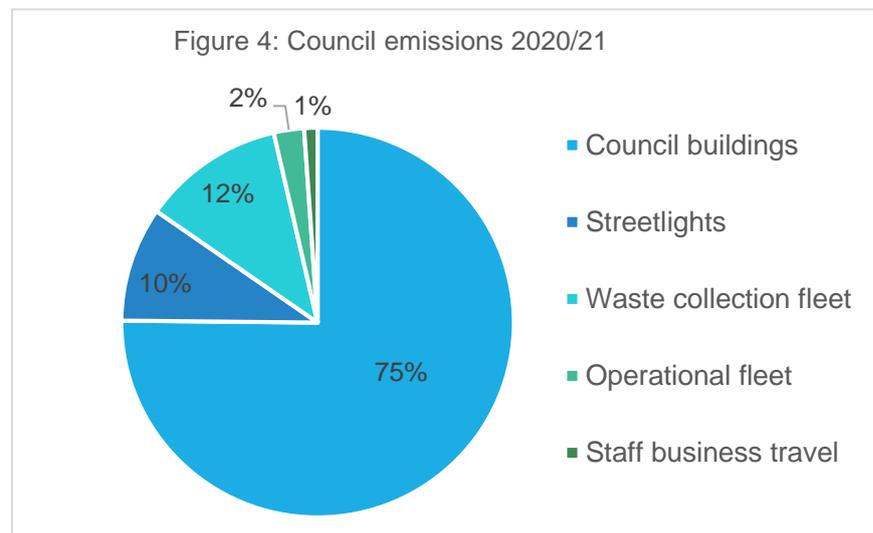


Figure 5 shows that emissions from energy use in Council buildings have steadily declined over the twelve years since 2009-10 and, at 19,166 tonnes of CO₂ in 2020-21, emissions are now 60% lower.

Looking at the data for 2020-21, the total energy used (kilowatt hours of gas, electricity and oil) is 16% lower than the year before (-17.2 million kWh) and the resultant CO₂ emissions are 20% lower than the year before (-4,904 tonnes of CO₂); the latter figure being higher due to the decarbonisation of the national grid.

The reductions in energy use have been driven by the proactive installation of energy efficiency measures and renewable energy generation capacity across the Council's estate, plus by the decarbonisation of the national grid and changes to building use during the pandemic.

¹ From April 2020, emissions from traffic signalling are reported by Transport for Greater Manchester and are not included within Manchester City Council's data. To enable comparability across years, these emissions have been removed from the data in this report from 2009-10 onwards. For transparency, the emissions from traffic signalling were 1,894 tonnes of CO₂ in 2009-10, 645 tonnes in 2015-16, and 364 tonnes in 2019/20, an 85.5% reduction over the period. If the emissions from traffic signalling were added back into this year's total Council emissions the value would increase by just 1.4%.

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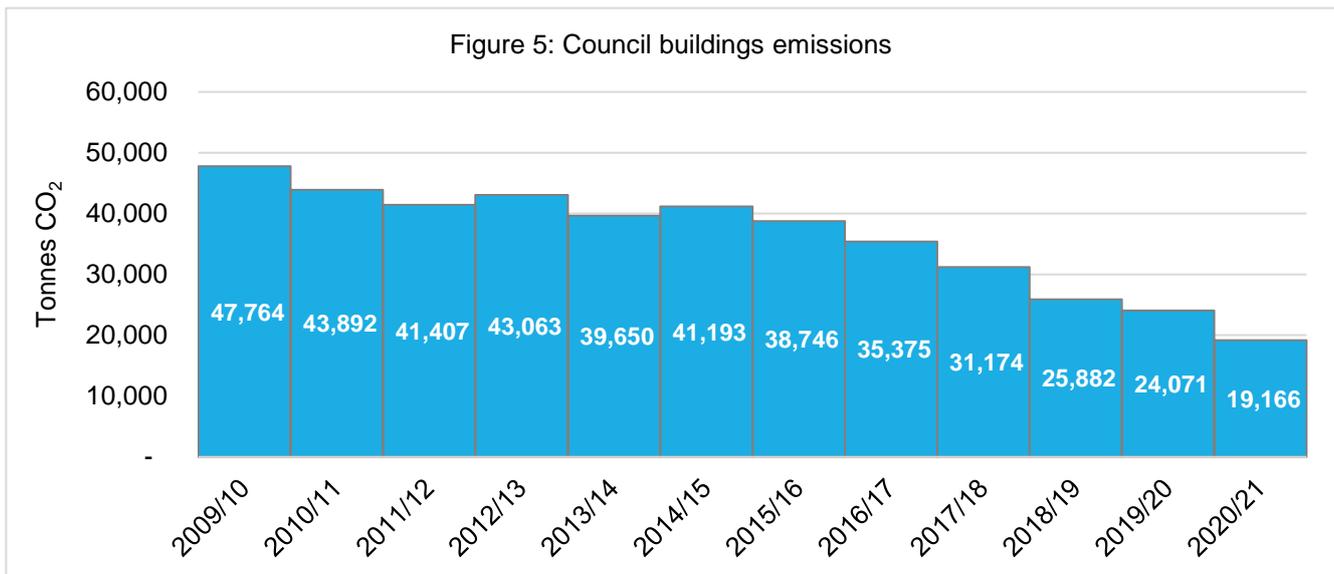


Figure 6 shows that emissions from streetlights have significantly reduced over the past three years due to the large-scale retrofitting of LED lightbulbs. At 2,429 tonnes CO₂ in 2020-21, emissions are 85% lower than in 2009-10. The streetlights replacement programme completed in 2020-21 and the full impact of this work will be seen in 2021-22.

The total energy used by streetlights (kilowatt hours of electricity) in 2020-21 was 26% lower than the previous year (-3.3 million kWh) and the resultant emissions are 32% lower (-1,150 tonnes CO₂), again the difference is due to the decarbonisation of the national grid.

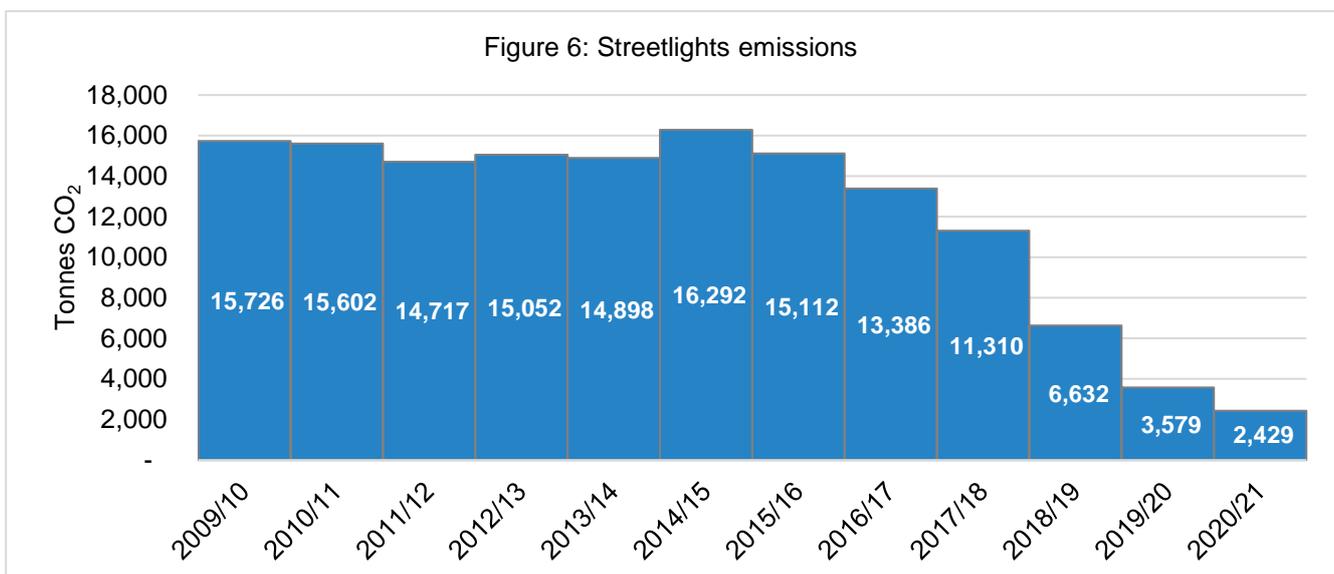


Figure 7 shows that emissions from the waste fleet have remained relatively consistent since Biffa began delivering the Council's household refuse collection and street cleansing services in 2015 (marked with an *asterisk in Figures 7 and 8).

As part of this change, 28 road sweepers and 40 refuse collection vehicles were transferred from the Council to Biffa and the emissions from this equipment transferred from operational fleet to waste collection. The changeover can be seen in both Figures 7 and 8.

At 2,991 tonnes of CO₂, emissions from the waste collection fleet in 2020-21 are 3% lower (-86 tonnes CO₂) than in the previous year (2019-20).

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The Council's £9.8million investment in new electric refuse collection vehicles (eRCVs) will convert 50% of the fleet to electric over the course of next year (2021-22) which will reduce emissions as the vehicles are received and deployed.

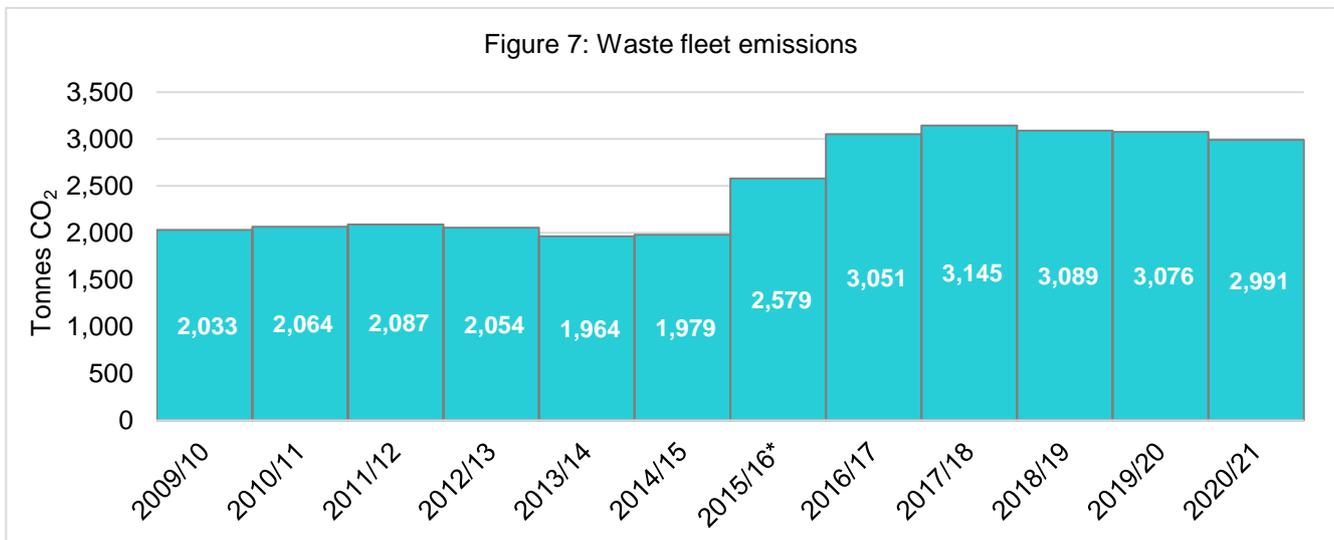


Figure 8 shows emissions from the Council's operational fleet have reduced by 78% over the last twelve years. In 2020-21 they were 20% lower (-162 tonnes of CO₂) than in the previous year (2019-20). Changes to operational activities caused by the COVID-19 pandemic contributed to this reduction alongside switching some fleet vehicles to electric.

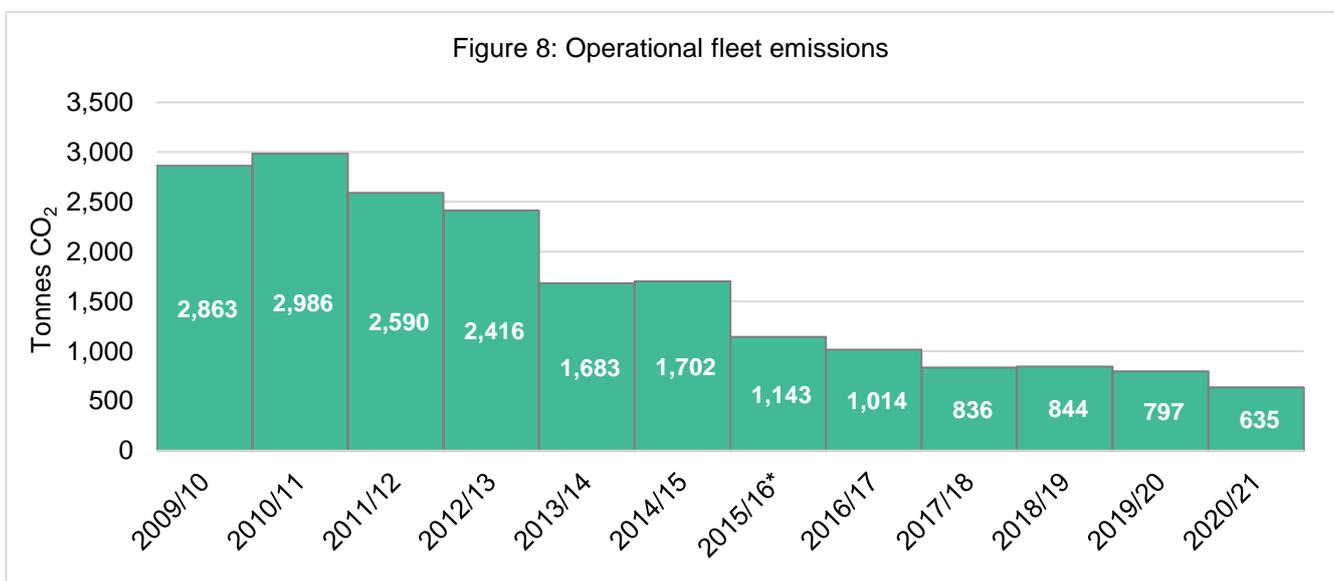


Figure 9 shows a 63% reduction in emissions from business travel in 2020-21 (-481 tonnes CO₂) compared to 2019-20. COVID-19 forced significant changes to working patterns which has contributed to this reduction, for example shifting from in-person to video conferencing for meetings.

The miles travelled by car (e.g. staff mileage in their own vehicles, taxis or car club) reduced by 52% compared to the previous year, and miles travelled by rail and air were down by 93% and 94% respectively. All air travel was undertaken by Social Services in relation to client work, such as health and safety foster carer assessments, which needed to be done face to face.

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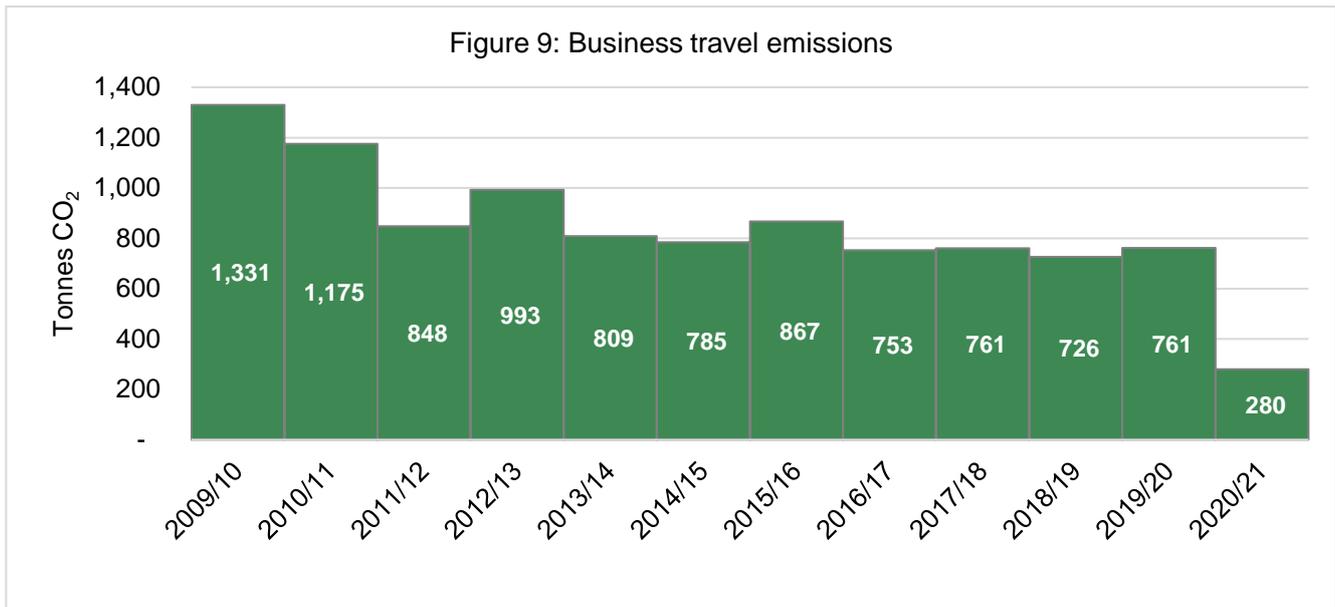
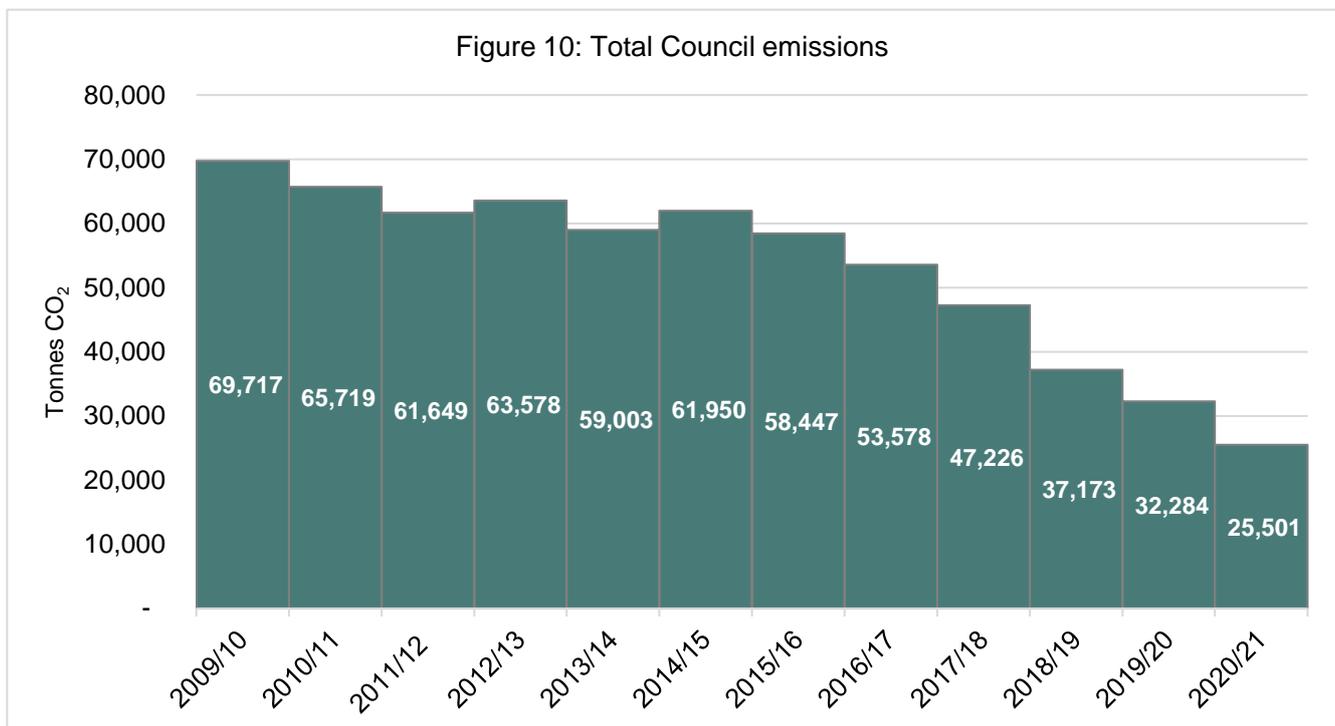


Figure 10 shows the Council's total emissions over the last twelve years and reflects the overall downward trends seen in Figures 5-9.

At 25,501 tonnes of CO₂, emissions in 2020-21 were 21% lower (-6,783 tonnes CO₂) than in the previous year (2019-20), and 63% lower than in 2009-10.²



² A detailed review of emissions data for 2009-10 to 2017-18 took place in April 2021 which resulted in a few minor amendments being made to increase the accuracy of reporting. The impact of these amendments is that the Council's emissions reduced by 1,265 tonnes of CO₂ over this twelve-year period, equivalent to a -0.23% change.

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Headlines:**Key Achievements:**

- A £6.3m capital investment has been made into the Council's estate to implement energy efficiency measures over a 2-year period (April 2020 – March 2022) which, once fully operational, will save 1,300 tonnes of CO₂ per annum.
- £19.1m was secured from the Public Sector Decarbonisation Scheme (PSDS) to support further measures to drive energy savings, decarbonise heat and increase renewable energy generation capacity in 12 Council buildings. It is targeting to save 1,800 tonnes of CO₂ a year.
- A hydrogen boiler has been installed at Gorton Library to pilot this as an alternative to gas.
- A new Manchester Low Carbon Build Standard was developed to reduce the carbon impact of new-build developments and retrofit projects delivered by the Council.
- A feasibility study on the potential for large-scale renewable energy generation was delivered.
- A three-year programme to retrofit Manchester's streetlights with LED lightbulbs completed.
- 2km of district heat transmission network has been installed for the Civic Quarter Heat Network (pipes, power and communication cables) along with the Tower of Light.
- £7.8m funding was secured from the Social Housing Demonstrator Fund, to retrofit hard-to-treat concrete construction homes in Beswick, in partnership with One Manchester.
- £9.8m investment was made into decarbonising waste collection and improving air quality by purchasing 27 Electric Refuse Collection Vehicles to replace 50% of the waste fleet.
- The first of the Greater Manchester Mayor's Challenge Fund walking and cycling routes was completed in Manchester - improvements to the Princess Road and Medlock Street roundabout create a safer environment for cyclists and pedestrians.
- The Council is one of the first local authorities to introduce an additional 10% environmental weighting in its procurement processes, helping to reduce our consumption-based emissions.
- The Council pledged to be single-use-plastic free by 2024, in line with the Plastic Free Greater Manchester Pledge.
- 74 city centre traders at the Arndale and Church St markets have committed to use consumables that are recyclable, compostable and biodegradable as part of their licensing agreements. 21 caterers across the City's parks have also committed to reducing and eliminating single use plastics.
- The LED Christmas motifs used in 2020 as street decorations were recyclable, derived from sugar cane and recycled aluminium.
- The Council planted over 1,000 trees, over 1,100 small hedge trees and 4 community orchards. The City of Trees received £2m DEFRA funds for new woodland planting across Greater Manchester.
- The 'sponge park' at West Gorton opened, creating a new community park that showcases nature-based solutions to climate change adaption needs. The natural flood alleviation measures were tested by Storm Christoph and proved effective at diverting excess rainwater into swales.
- The Carbon Literacy Project awarded "Sliver" status to the Council's carbon literacy initiative.
- Over 300 residents across 32 wards attended community events focused on climate action.

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- £52k from the Council's Neighbourhood Investment Fund programme has been directed towards 41 climate action projects.
- The Council organised the second Youth Climate Change Action Summit, held at Manchester Central Convention Complex.
- £1.1m has been secured by Manchester Climate Change Agency (MCCA) and its partners to support community-led climate events and a climate resilience project.
- Manchester was among the first cities to join the international City Business Climate Alliance initiative, a programme supporting business collaboration on climate action.
- An Economic Recovery and Investment Plan, setting out Manchester's commitment to a green, zero-carbon and climate-resilient recovery was developed as part of the city's response to COVID-19.

Risks and Issues:

- PSDS funded works were contracted to complete by September 2021 and this extremely short timeframe presented significant challenges for the Council as well as the supply chain (£1bn of PSDS funds being deployed nationally). Government have since extended the delivery period to March 2022 and markedly de-risked the programme.
- The Green Homes Grant Local Authority Delivery scheme faced several challenges including securing contractors, engaging owner-occupiers willing to consider new technologies and gaining access to homes during the COVID-19 pandemic. A request for an extension was unsuccessful so the programme has since been closed and the fund returned to government.
- The COVID-19 pandemic and a competitive job market led to challenges in filling new posts at Manchester Climate Change Agency. Recruitment has since been successful, and several key posts have been filled.
- COVID-19 has impacted on almost all aspects of delivering the Council's Climate Change Action Plan in 2020-21. Despite the challenges, significant progress has been possible in many areas, however, some delays will impact on when some carbon savings are realised. A review of when these savings are expected to be implemented is underway with the aim to ensure the Council remains on track with its targeted carbon savings and stays within the available carbon budget.
- Whilst accurate data is not yet available for the wider city's emissions (there is a lag in reporting from national government given the complexity of collating and assigning actual emissions to a local level), it is broadly understood that Manchester as a whole is not yet decarbonising at the required rate. The Council's action plan recognises the role that local government plays in enabling and influencing the city's residents and businesses to play their full part in achieving zero carbon, and will continue to work with partners across the city, city region and nationally, to support an increased level of activity to decarbonise in line with our science based targets.

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Progress Report by Workstream:

Buildings and Energy (Workstream 1):

Action 1.1 Carbon Reduction in Council Estate

The Estates Carbon Reduction Programme is a large-scale programme of energy efficiency improvements and renewable energy installations. Phase 1 of the programme covers eleven buildings within the Council's estate and was due to be completed by March 2021; however, the COVID-19 pandemic has created a number of delays (including one building being converted into a vaccination centre) and so the work will now complete in 2021-22.

£6.3m capital investment.

£700k savings each year via reduced operating costs.

9-year payback period.

2.5MW of renewable energy generating capacity installed.

9,000 LED light fittings

1,300 tonnes of CO₂ savings pa

Building	Annual Savings (tCO ₂)
Wythenshawe Forum	297
Town Hall Extension	169
East Manchester Leisure Centre	101
The Sharp Project	295
Space Project	112
Hough End Leisure Centre	74
Arcadia Sports Centre	59
Moss Side Leisure Centre	23
North City Family and Fitness Centre	50
Belle Vue Sport Centre	123
Manchester Tennis and Football Centre	23
Total	1326



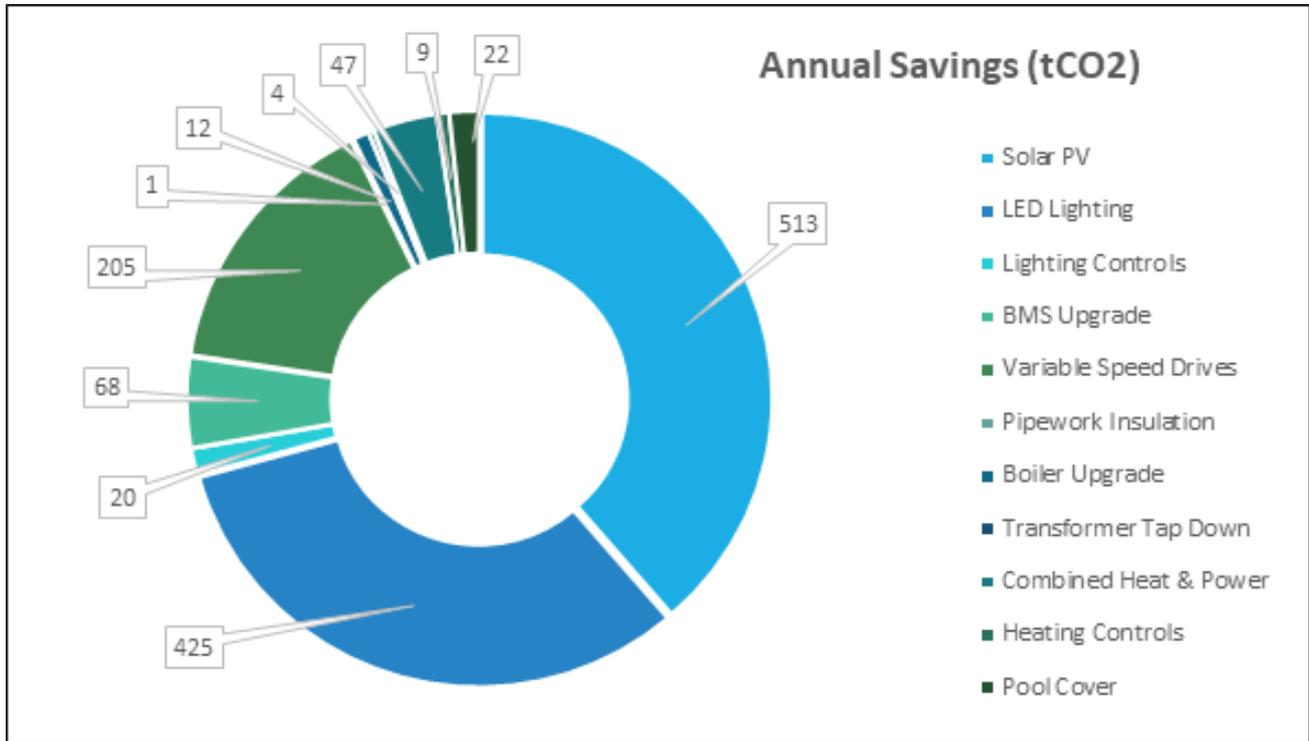
Following energy audits, a range of different measures are being installed across these buildings, including LED light fittings, building management systems, pipework insulation and a pool cover. Nine buildings are being equipped with renewable energy generation capacity installed via solar photovoltaics (PV) on their roofs. To date, measures implemented are saving 896 tonnes of CO₂ per year and, once complete, will save over 1,300 tonnes of CO₂



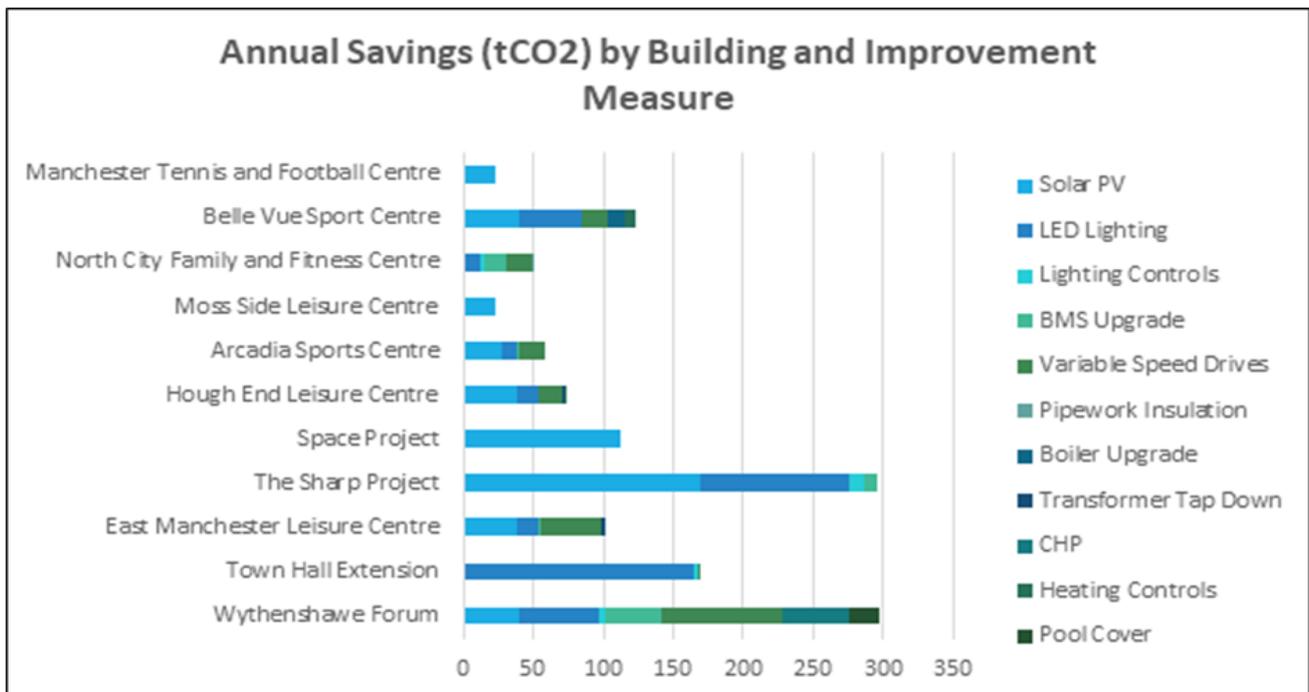
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The graph below shows the tonnes of CO₂ savings each type of improvement measure installed, or being installed, across the Council's estate is targeted generate each year. Solar PV and LED lighting are responsible for around two-thirds of the total annual carbon savings.



The graph below shows the distribution of energy saving technologies and potential carbon savings across the eleven buildings.



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In March 2021, the Council secured **£19.1m** of Public Sector Decarbonisation Scheme funding, as part of a Greater Manchester consortium bid, to support additional work to the estate. Focused on decarbonising heat, the funding supports additional energy efficiency and renewable energy installations in 12 Council buildings, including the Aquatics Centre.

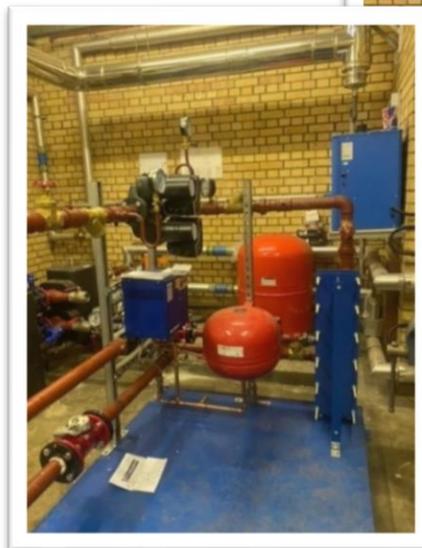
The work will complete by March 2022 and is targeting to save **1,800 tonnes of CO₂**.

A further **415 tonnes of CO₂** annual savings will be generated as part of a £5m European Regional Development Fund (ERDF) project, Unlocking Clean Energy in Greater Manchester. This is funding solar PV on roofs, solar car ports and battery storage at the National Cycling Centre (in 2021-22) and Hammerstone Road depot (in 2022-23). The works are part of a wider project which includes the Energy Systems Catapult developing innovative business models to support the rollout of renewable energy in the future.

At Gorton Library, the Council is piloting a novel heating and hot water technology with HydroZero - a UK company.

Traditional approaches to reducing or removing gas can be costly, requiring significant changes to a building's fabric and heat distribution system.

The pilot uses hydrogen and plasma to produce heat via an electrochemical reaction and has significant potential to provide a viable alternative to gas. A full years' worth of data will allow for monitoring of cost and carbon savings.



In the Old Town Hall, a **40%** energy reduction, and up to **25%** carbon saving (against 2009 usage), is being delivered as part of the major refurbishment programme. Re-occupation is due in 2024. The measures include:

- Insulating the roof and all heating pipework
- Removing and repairing windows to reduce air leakage
- Connecting to the CQHN and replacing the heating system
- Using natural ventilation to reduce cooling requirements
- Fitting LEDs throughout including heritage luminaires and external lighting
- Installing a new building management system with zone controls

Work continues seeking additional funding to support increased activity.

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Action 1.2 Manchester Low Carbon Build Standard

To reduce the carbon impact of new-build developments and retrofit projects delivered by the Council, a Manchester Low Carbon Build Standard has been developed. It is aligned to best practice guidance from the Building Research Establishment and the Royal Institute of British Architects and was endorsed by the Manchester Climate Change Partnership in December 2020.

The new standard has been rolled out across the Council's Capital Programmes and metrics have been agreed for inclusion in future capital business cases from 2021. A process is being developed to ensure it stays current along with a programme of training for internal staff. The standard has been shared with external partners interested in driving forward sustainable construction including the North West Construction Hub Board and the National Association of Construction Frameworks.

Action 1.3 Building and Energy Strategy

The Building and Energy Strategy sets out the Council's approach to reducing carbon emissions across the operational estate, including the procurement of green energy, the generation of renewable energy, and infrastructure to support the wider take-up of electric vehicles. It informs the ongoing retrofit of the Council's estate to reduce carbon emissions. This action is being combined with the outcomes for Action 1.4.

Action 1.4 Large Scale Renewable Energy Generation

A feasibility study on the potential for large-scale renewable energy generation schemes, including solar PV, onshore or offshore wind, to support the Council's transition to zero carbon was delivered. The objective of the study was to identify options to save:

7,000 tonnes of CO₂ per year by 2025.

The study assesses options to deploy renewables at scale on Council buildings and land, on assets owned by third parties and via different business models. The key findings set out two main options: invest directly in a large-scale solar generation scheme or enter into a Power Purchase Agreement (PPA) with an energy provider to purchase the energy directly from such a scheme. The financial risk and carbon impacts of each option are being considered in detail and will be shared with the Environment and Climate Change Scrutiny Committee and Executive in 2021-22.

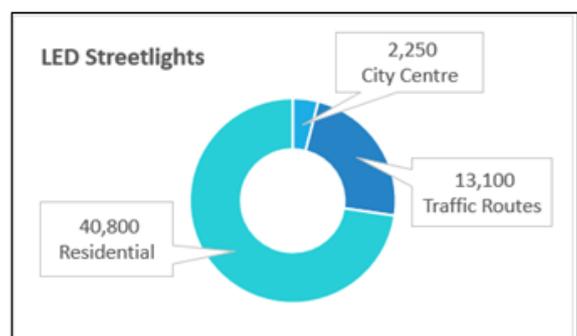
Action 1.5 LED Streetlights

In September 2020 a three-year programme to retrofit Manchester's streetlights with LEDs was completed.

56,000 lamps replaced

70% less energy consumed

5,000 tonnes of CO₂ saved



Action 1.6 Civic Quarter Heat Network

The Civic Quarter Heat Network will initially serve seven city centre buildings with the potential to connect more in the future.

The **£24m** project includes a 3.3MW Combined Heat & Power (CHP) unit which will initially run on gas, a proportion of which will be 'green gas' with the potential to introduce hydrogen into the mix in future to further reduce carbon emissions.

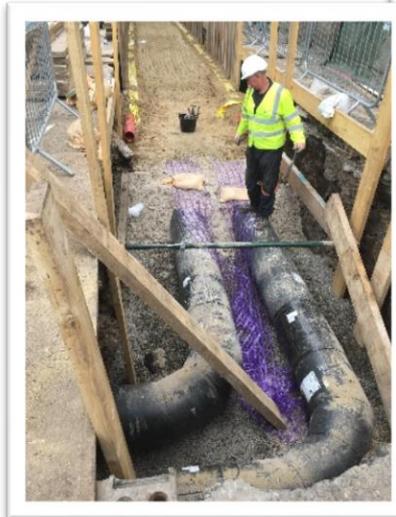
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2km of district heating transmission network has been installed (pipes, power and communication cables). The network has an expected operational life in excess of 50 years.

The Tower of Light is complete and in-building final connections for heat and power were carried out in February and March 2021.

There have been some delays due to COVID-19, including the use of the Manchester Convention Centre as the Nightingale Centre. Commissioning of the energy centre (the centralised boiler plant) is in progress and energy generation will start in February 2022.



Action 1.7 Housing Stock Condition Survey

Using the Northwards Housing Zero Carbon Study Report, published by Savills, an estimate has been calculated for the average cost of low carbon retrofits to social housing (£25,600 per dwelling). These figures were extrapolated to estimate the cost of retrofitting owner-occupier and private-rented sector housing; this figure is estimated between £16,000 and £39,000 per dwelling. Greater Manchester Combined Authority (GMCA) also carried out a detailed study of housing stock condition across Greater Manchester. Both these findings will be incorporated into future planning.

Action 1.8 Energy Efficient Housing

The Social Housing Demonstrator Fund and One Manchester will provide **£7.8m** to retrofit in the region of **156** hard-to-treat concrete construction homes at Grey Mare Lane, Beswick. **96** dwellings in the social-rented sector are scheduled for a full retrofit and around 60 private dwellings will receive a partial retrofit to deliver consistent "kerb appeal". The indications for a 2-bed end terrace are an increase in the EPC rating from E to C and a reduction in energy costs from £1,529 to £838.

The Council is developing 2 new-build schemes: **77** dwellings at Russell Road (the site of Spire Hospital) in Whalley Range will be BREEAM 'very good' as a minimum, and **68** dwellings at Silk Street in Newton Heath will include measures such as ground source heat pumps, air source heat pumps, green roofs, green walls and electrical vehicle charging.

£500k funding was secured from the Green Homes Grant Local Authority Delivery Scheme Phase 1a, with ambition to use the grant to improve 42 dwellings with an Energy Performance Certificate rating of D or below. Due to significant challenges in delivery, e.g. securing contractors, engaging owner-occupiers willing to consider new technologies and gaining access to homes during a pandemic, and national government not allowing an extension to provide more time to resolve these challenges, the programme has been closed and the £500k funding returned.

Action 1.9 Energy Efficiency in Commercial and Non-Domestic Buildings

One of the ways in which the Council is using its direct influence to support external partner organisations is by ensuring that the benefits of transitioning to zero carbon are clearly outlined in the provision of loan funding and the commissioning of services.

For example, the Council supported the Learning, Training, Employment (LTE) Group and Manchester College with a loan towards the delivery of their carbon reduction estate strategies. Several design features have been implemented to reduce carbon emissions including the application

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of BREEAM standards to achieve an 'Excellent' rating, an EPC rating of A and the reduction of operational costs through sustainable design.

Similarly, where senior Council leaders have roles as directors on various boards and partnerships, influence is used to ensure that investment decisions and development of strategies are aligned to the Council's Climate Change Action Plan and the Manchester Climate Change Framework.

Action 1.10 A Local Energy Plan for Manchester

The Greater Manchester Local Energy Plan project is a 2-year project designed to develop Local Area Energy Master Plans identifying potential locations for energy assets and to support energy innovation.

£6m Innovate UK grant was secured by GMCA and includes specialist expertise from the Energy Systems Catapult. Manchester City Council is one of 11 partners and a draft plan for Manchester is expected before the end of 2021.



**GREATER
MANCHESTER
LOCAL ENERGY
MARKET**
DOING THINGS DIFFERENTLY FOR THE ENVIRONMENT

Action 1.11 Leasing or Disposing of Council Land and Buildings

The Council's Development Team is creating a way to assess the carbon impact of land and asset disposal. It is looking at the impact of asset disposal on a wide range of related issues, e.g. capital receipts, achieving best value, links to the delivery of other policies, and the impact on procurement and state aid. It will look at thresholds for transactions, the skills and resource needed and ways to measure impact.

Action 1.12 A New Manchester Local Plan

Consultations on key issues in the new Local Plan for Manchester took place during 2020 and included the target to achieve a zero carbon Manchester by 2038. Feedback from individuals, businesses and other organisations confirmed zero carbon is an important issue.

The next stage will be to develop a draft and include key policy options with a preferred policy approach. The current Core Strategy (Manchester's adopted Local Plan) includes a suite of policies (EN4 to EN8) that guide development towards zero carbon. The task is to consider where these policies need to be revised in the light of new evidence and understanding of the pace of change needed to meet the CCAP targets.

- Policy EN4 - Reducing CO₂ Emissions by Enabling Low and Zero Carbon Development
- Policy EN5 - Strategic Areas for low and zero carbon decentralised energy infrastructure
- Policy EN6 - Target Framework for CO₂ reductions from low or zero carbon energy supplies
- Policy EN7 - Energy Infrastructure opportunities
- Policy EN8 - Adaptation to Climate Change

Action 1.13 Partnership Work with Experts on Buildings

Numerous actions have been taking place to develop partnership working with local and national experts. In October 2020, a 'partnership mapping' exercise took place within the Council's City Policy and Corporate Estates teams.

The Council continues to contribute to, and drawn expertise from, the North West Construction Hub, the National Association of Construction Frameworks and the Cambridge Centre for Smart Innovation and Construction, along with Highways England and the Environment Agency.

Capital Programmes are working with Wilmot Dixon to identify key performance indicators to be used by all framework contractors as part of a national trial. The Manchester Low Carbon Build Standard has been shared with the Core Cities Low Carbon group and further discussions are planned to support development of a Greater Manchester Low Carbon Standard for buildings.

Travel and Transport (Workstream 2):

Action 2.1 Decarbonise Waste Collection

The Council has made a **£9.8m** investment into decarbonising its waste collection and improving air quality by purchasing:

27 electric refuse collection vehicles from a North West company to replace **50%** of the waste fleet.

The first vehicles arrived in March 2021 but the schedule for further receipts has been delayed due to manufacturing issues resulting from COVID-19 so full operation will be the end of 2021.



Once operational, these trucks will save **900 tonnes of CO₂ per year**

In readiness for their arrival, electrical charging infrastructure has been installed at Hooper Street and Longley Lane depots. Technical issues resulted in delays at Hammerstone Road but these have been resolved.

A competition was held to name the vehicles with over 600 entries. The winning names were Sparkus Trashford, Usain Volt, Trashiena, Bin Diesel and Binspiral Carpets.

This video shows one of the trucks: <https://vimeo.com/tinkertaylor/review/514214729/32016bf284>

Action 2.2 Decarbonise Operational Fleet

The Council's operational fleet is made up of ~ 225 vehicles. Work began several years ago to move away from traditional fuels. Of the current fleet, 20 have EV equivalents and can be changed

(numbers fluctuate as leases expire/renew). Up to the end of 2020-21, 16 diesel vans and four cars (1 electric and 3 hybrid) have been replaced.

Charging infrastructure was installed at Hooper Street depot for use by the Council's facilities teams and security contractors, Engie and Mitie in June 2020. Further analysis is underway to assess the potential for more charging infrastructure.



Action 2.3 Sustainable Travel Policy

The sustainable travel policy is an opportunity to build on some of the positive changes to behaviour which have emerged during 2020. This includes promoting cycling, walking and public transport, and reducing the need to travel by using technology, for example video conferencing. The policy will link to the Council's Future Ways of Working initiative. Work on the policy has been delayed as a result of

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HROD staff supporting the COVID-19 response. A responsible officer was appointed in February 2021, with an April start date. The policy is scheduled to be adopted in September 2021.

Action 2.4 Walking and Cycling

£13.4m from the Greater Manchester Mayor's Challenge Fund supported delivery of the Chorlton to Manchester city centre cycle route, which includes the UK's first 'Cycle Optimised Protected Signals' or CYCLOPS junction at Royce Road, Hulme, which opened in July 2020 and won a Brake's Vision Zero Leaders Local Roads Innovation Award 2020.

<https://www.youtube.com/watch?v=IQOVwUzJoto&feature=youtu.be>



The Princess Road and Medlock Street roundabout was the first of the Mayor's Challenge Fund's walking and cycling route schemes to be completed. It creates a safer environment for both cyclists and pedestrians.

Also from the Greater Manchester Mayor's Challenge Fund:

£11.5m is being invested in the **Northern Quarter Cycleway** to create a walking and cycling route from Manchester Piccadilly Station to Victoria Station.

£774k of funding for a neighbourhood's trial in **Levenshulme** and **Burnage** to reduce the number of vehicle journeys and improve air quality. A six-month trial began in January 2021 creating filters, such as planters and other infrastructure, to reduce traffic whilst still maintaining essential access. The intention is to encourage people to walk and cycle for their local journeys.

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£5.5m of funding from the Government Active Travel Fund will be invested into two projects which promote sustainable forms of transport and prioritise walking, wheelchair access and all forms of cycling.

£4m of which will fund the **City Centre Triangle** to improve cycling and walking links between the city centre's three main train stations; Deansgate, Piccadilly and Victoria.

£1.5m will fund cycling and walking improvements between **Wythenshawe** town centre, Wythenshawe Hospital and the city centre.

In **Harpurhey**, proposals have been brought forward for 11 new or improved road crossings to make active travel into the centre of Harpurhey by bike or on foot safer and more convenient. A consultation was carried out in October 2020 to ensure local residents had the opportunity to give their views.

Action 2.5 Strategic Transport Infrastructure

The Greater Manchester Combined Authority has formally adopted the Greater Manchester 2040 strategy and five-year delivery plan (2021-2026).

The strategy will support Manchester modal shift to more sustainable transport, with a 'Right-Mix' vision for all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040.

Action 2.6 City Centre Transport Strategy

The draft City Centre Transport Strategy has been developed in partnership with TfGM and Salford City Council.

It outlines plans for future city centre transport and builds on input from residents, commuters, businesses, visitors, transport operators and other stakeholders through to 2040. The strategy reflects both existing transport

challenges and future aspirations and includes ambitious plans for the city centre to

improve air quality, increase the amount of quality public space and prioritise walking, cycling and public transport. The headline target is for 90% of morning peak trips to the city centre to be by public transport and active travel by 2040.

The proposals are grouped thematically: Our Bus, Our Metrolink, Our Rail, Our Streets and Our Integrated Network. The strategy includes a commitment to build on the street closures instigated during COVID-19.



Action 2.7 Aviation Emissions

Manchester Airport Group has joined Manchester Climate Change Partnership as a formal partner. The plan is for 6-monthly senior-level meetings to progress the aviation actions in the Climate Change Framework. Manchester Airport Group are also a member of UK Government Jet Zero Council, a partnership between industry and government to drive the delivery of new technologies and innovative ways to address aviation emissions.

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Action 2.8 Sustainable Travel Incentives

Travelling to work has been significantly affected by COVID-19 for many Council officers. Increasing the number of staff that travel to work by sustainable modes of transport remains a priority and is being reviewed in conjunction with the development of a Sustainable Travel Policy (Action 2.3).

A range of incentives and support is being considered, including salary sacrifice schemes for bus, tram and rail tickets. Positive behaviour changes that have been instigated and reducing the need to travel, e.g. using video conferencing as an alternative to travel, are also being considered.

The Cycle to Work scheme received 177 applications, 166 of which were redeemed by the end of March 2021.

Reducing Consumption-based Emissions (Workstream 3):

Action 3.1 Sustainable Procurement

In 2020, the Council became the first local authority to trial the inclusion of an additional **10% environmental weighting** within procurement to help reduce the carbon footprint of our consumption-based emissions.

Five procurement exercises covering highways and external advertising were included in the trial (some of these were for framework contracts involving multiple suppliers). **£22m** is the estimated total annual value of these contracts. Examples of the positive environmental behaviours elicited by the additional 10% weighting include successful bidders:

- Setting carbon reduction targets for their organisation, including working to be net zero carbon by 2030
- Monitoring the carbon emissions related to delivery of the contracted service, using credible tools such as the Carbon Trust's SME emissions tool
- Reducing carbon emissions from highways surface treatment by 10% per year between 2020-22

In March 2021, the roll out of the environmental weighting was approved by Resources and Governance Scrutiny Committee and Executive.

Opportunities continue to be identified for testing the 10% environmental weighting within new tenders such as the recent contract for the maintenance of Northwards Housing. The winning bidder demonstrated it had a raft of environmental and carbon reduction measures already in place and also made further commitments for the contract, including:

- to deliver year-on-year reductions in carbon emissions
- to recycle at least 90% of waste
- to not use diesel vehicles for the contract
- and to support households in fuel poverty

Action 3.2 Tyndall Centre Report

The work outlined above in Action 3.1 will support an extension of this activity to reduce the Council's indirect emissions and work is currently underway to estimate the carbon impact of different categories of procurement to support a prioritised approach to updating specifications, evaluation questions and monitoring.

Within the existing social value protocols, the environmental questions have been updated to reflect the findings of the Tyndall Centre report on consumption-based emissions.

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The Carbon Literacy training, which draws on the Tyndall Centre and related research, has been delivered to the Council's Integrated Commissioning and Procurement team to help them implement improvements to drive down indirect emissions.

Action 3.3 Single Use Plastics (MCC Operational Estates & Markets)

The Council has committed to be **Single Use Plastic free by 2024** in line with the Plastic Free Greater Manchester Pledge. In support of this, Operational Estates have implemented the following changes across the estate including the cafes in City and Central Libraries:

- Issuing paper straws rather than plastic
- Issuing corn starch cutlery instead of plastic
- Using biodegradable card serving boxes for food
- Ensuring all cleaning chemicals are cradle to grave sustainable products
- Refilling workstation cleaning sprays from concentrate
- Avoiding plastic wrapping on products from cleaning material suppliers

Whilst the majority of **Manchester Markets** were closed due to COVID-19, work has been underway to review contractual arrangements to help eliminate single use plastics and to improve efficiencies around refuse collection across the city centre sites to increase recycling rates and reduce general waste.

Options are now being explored to see what energy efficiency measures can be considered to improve the efficiencies of the pop-up markets and events in the city centre.

Additional positive environmental impacts have been delivered via procurement of the **new Christmas decorations**. Bidders were specifically asked in the invitation to tender to describe how they would contribute to reducing carbon emissions.

The winning bidder stated it had reduced its carbon footprint by 40% in the prior 5 years. Their lights are LEDs and their motifs used in street decorations are 100% recyclable, derived from sugar cane and recycled aluminium. At the end of their usable life these motifs are returned to the manufacturing plant where 70% is composted and 30% recycled.



Action 3.4 Citywide Supplier Toolkit

The Council are updating existing toolkits for suppliers to support the adoption of an additional 10% environmental weighting in procurement (see action 3.1). These toolkits will include guidance for suppliers on improving their environmental performance to help drive positive action through supply chains and will feed into the rest of the work described here.

As a member of the Manchester Climate Change Partnership (MCCP), the Council is working with key local stakeholders to develop a shared approach to procurement and commissioning across the city that focuses on tackling climate change.

Manchester Metropolitan University and the University of Manchester are researching the evidence base for a shared citywide Supplier Toolkit to help drive reductions in the carbon footprint of supply chains via sustainable procurement and commissioning. There is an agreement amongst MCCP that any toolkit needs to be usable by SME's as well as large organisations, therefore the Manchester Climate Change Agency have approached around 60 companies across a range of sectors to recruit volunteers for an initial pilot and consultation.

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Action 3.5 Single Use Plastics (licensing and events)

In partnership with Julie's Bicycle, the Council has produced a range of **Sustainable Events Guides** for council run events as well as events organised by third parties that are held on Council land. The guides are available on the council's website for use by event organisers, suppliers, service providers and venues, and include commitments to reduce and eliminate the use of Single Use Plastics.

The guides were launched as part of an EU-funded URBACT C-Change project on tackling climate change within the culture sector. The event was attended by Manchester Climate Change Partnership, Manchester Arts & Sustainability Team and international project partners from Mantova, Sibenik, Wroclaw, Agueda and Gelsenkirchen - the guides have since been translated into two languages (Italian & Croatian) by these partners.

Two Council events were delivered in line with the new guide in 2019, prior to publication and before COVID-19 restrictions halted all event activity in March 2020.

- The Manchester Day in 2019 featured a unique parade where everything was pushed, pulled, cycled or wheeled (except for a GM Fire & Rescue vehicle) and a large proportion of content was made from recycled and up-cycled materials. This event gained 4 stars in the externally verified Creative Green certification.
- The Festival of Manchester in 2019, held in Platt Fields Park, made water available to attendees via mains and a bowser to help reduce the sale of plastic water bottles and 15 food traders committed to using single-use plastic free cutlery and containers.

The learning from these events will be shared across event partners as part of roll out of the Sustainable Event Guides, which is now expected in 2021-22 in line with the easing of COVID-19 restrictions.

As all events were cancelled from March 2020 to late Summer 2021 due to COVID-19, work has focused on gathering data on single use plastics within events. **£7k** of funding was made available through the URBACT C-Change Project to support the Council's Events Team to quantify the positive environmental impacts of measures to eliminate Single Use Plastics and to identify further potential to expand this good practice in future activities. The outcome of this report will be review and apply learnings to the 2021-22 event programme and disseminate to event partners.

Across **Manchester Markets**, changes have been introduced to influence traders.

74 traders across the Arndale and Church Street Markets, as well as the additional traders at our Specialist and Pop-up Markets have committed to use consumables that are 100% recyclable, 100% compostable, 100% biodegradable & disposable.

The Council's Markets team have also made changes to the trader application process by adding an environmental section which includes sourcing of supplies, food miles and the trader recycling policy. This data is included as part of the application scoring system. The Markets team are now working through the challenges of policing contracts and supporting traders to live up to these commitments.

21 caterers operating across the City's parks have also committed to reduce and eliminate single use plastics as part of their licensing agreements. As with markets, work is underway to monitor these commitments.

Action 3.6 A Sustainable Food System

The Manchester Food Board have drafted a Food Policy Statement and Manchester Food Recovery Action Plan to support the creation of a resilient food system.

One of the Recovery Objectives is to: **Reduce environmental impacts throughout the food system with a focus on food waste and a shift to more ecological practices.**

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Legacy work is underway which builds on the food response during COVID-19. Safe food donations information is now live on the Council's website.

Climate Change Adaptation and Carbon Sequestration (Workstream 4):

Action 4.1 Manchester Tree Action Plan

A new **£1m** 3-year programme of city-wide tree planting was launched this year, based on the tree planting work over the last thirteen years where over 100,000 have been planted.

Council Tree Planting (October 2020 – May 2021 Planting Season):

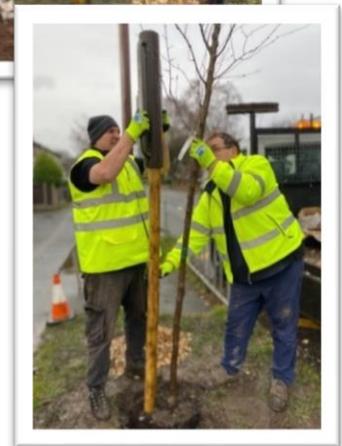
- 1,007 Trees planted
- 1,175 Small Hedge trees planted
- 4 Community Orchards planted
- 128 Residents engaged within the planting programme

Across all partners, over 4,280 trees, 275 metres of new hedgerows and 5 orchards have been planted this season (October 2020 – May 2021).

This includes an avenue of mature trees planted to help create Great Ancoats Boulevard; with 62 trees planted in total.

33 cherry trees were planted to create a feature avenue in Old Moat; this was done on the back of a consultation and with the support of local residents, a nearby primary school and ward councillors. Planting took place across other wards and within Manchester's parks and cemeteries.

Council officers have engaged with members, residents and other stakeholders delivering tree planting projects across 10 wards. Through successful neighbourhood engagement with residents on Brunswick Road and Burlington Road in Withington, residents selected their own tree types and suggested locations for planting. These residents have also made a commitment to help look after their trees by maintaining them and watering during periods of dry weather.



Action 4.2 Embedding Nature Based Solutions

Work to embed nature-based solutions (NBS) for flood resilience in open spaces, highways and new developments across the city continued in 2020.

GrowGreen, an EU-funded Horizon 2020 project which has delivered NBS demonstration projects in Manchester, Valencia and Wroclaw. Alongside these practical schemes, Universities in the three cities are developing performance indicators to monitor the physical and social benefits which the demonstrators bring. In Manchester, the University of Manchester have begun monitoring the impact of the West Gorton Community Park.

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The development of the community park included working and consulting with the local community in West Gorton to ensure local ideas could be incorporated into the final design. It has also provided a real-life experience of the procurement and installation process of such NBS features and provides a showcase location which can demonstrate NBS's in use and the potential wider business cases for future financing of such developments.

The flood alleviation measures in West Gorton Community Park were tested by **Storm Christoph** in **January 2021** and proved effective at channelling roadside and storm water through the park using the swales and rain-gardens, feeding the landscape and creating temporary water features.



The West Gorton Community Park is a £1.4m, 14,000 sq. metre "sponge" park funded by GrowGreen which opened in **July 2020**. This is a new, accessible, multi-functional neighbourhood green space designed to help the climate resilience of the local area. It follows "sponge principles", incorporating sustainable urban drainage to allow rainwater run-off from nearby roads to be channelled and filtered through natural drainage systems, slowing and reducing the flow into the normal drainage system.



Through the GrowGreen project, **£20k** is available to procure a partner to work with the West Gorton community to setup a '**Friends of group** for the 'Sponge Park'.

Video link: [Seeing is Believing: West Gorton Community Park](#)

Manchester River Valley Strategy – procured from our EU Horizon 2020 funded GrowGreen project. The Environment Partnership (TEP) are developing a River Valley Strategy for the city's three main rivers (Irk, Mersey, Medlock), providing further evidence to the main Green & Blue Infrastructure Strategy, on the value of the city's rivers and their tributaries (both as a flood resilience asset, but also the many co-benefits), and to consider how best they could be retained or improved.

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Mayfield Park – the city’s first new park in over 100 years. Consent for phase one of the scheme was granted in February 2020 for the creation of the 6.5 acre park.

In August 2020 Mayfield secured **£23m** in grant funding from the Government’s ‘Getting Building’ Fund. Construction commenced in December 2020.

Mayfield is a 24-acre brownfield site with the River Medlock and green infrastructure improvements central to its delivery; it is designed as a ‘floodable park’, bringing citizens closer to the river.



Northern Gateway – In partnership with Far East Consortium, the Council have set the ambition for world class green spaces throughout the development, with seven ‘new’ green spaces including a City River Park and a viaduct development. Challenges exist around capital and ongoing maintenance finance and governance models. With

assistance from GMCA, around **£30k** of technical assistance has been secured to look at different business models for ongoing governance and maintenance models.

A Foreign Commonwealth & Development Office event was **hosted by Manchester** in February 2020 showcasing Manchester’s nature-based solutions projects, including the West Gorton Community Park, the Mayfield development and the Northern Gateway development.

GMCA Ignition Project – Is a £4.4m collaboration project led by GMCA bringing together 12 GM-based partners including Manchester City Council, United Utilities and the Environment Agency. Activities of the project include mapping the ‘baseline’ of Green Infrastructure in Greater Manchester; mapping the overlay of flood risk across GM in order to model the effects of Sustainable Urban Drainage solutions to mitigate this risk; and exploring potential business models for parks. Within the project, City of Trees working with the Council have secured an additional allocation of

£20k to provide further detail around a business case for installing exemplar Sustainable Urban Drainage on **Edge St** in the Northern Quarter. The We Love Manchester charity have also provided additional funding in collaboration with **Groundwork’s ‘Eco Streets’** Ignition work to improve two small ‘unloved’ patches of the city at ‘Pigeon Park’ in Longsight and Pioneer Quay, Castlefield.

Action 4.3 Tree Opportunity Mapping

In August 2020, the Council committed **£50k** and commissioned **City of Trees and TEP** to deliver a piece of work ‘**Evolution of Treescape**’, which will help provide a better understanding of the cities tree resource and identify further opportunities for planting and management.

The ‘i-Trees’ assessment of Manchester’s tree stock aims to demonstrate the value of our existing **1.2m** trees to carbon storage, sequestration, climate resilience, air quality and many other benefits. An initial draft of the report is being refined which focuses on the following:

- A retrospective look at the composition, change and evolution of the City’s treescape over the last 100 years
- A sustainable and innovative plan for managing the City’s existing tree resource
- Ward specific opportunity maps indicating priorities for new tree planting, including species suitability options
- The means to identify ward specific location for new Beacon Trees (mature) tree planting

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This work provides the context within which opportunities for tree planting can be assessed going forward, allowing reasoned decisions to be made regarding appropriate places to plant individual trees and woodland and it will be used to inform the ongoing active tree planting programme.

A **mapping tool** for Beacon trees has also been designed by TEP, this has a range of potential uses by the Council and partners including interactive engagement and consultation for local tree planting.

To manage this work internally, the Council committed a further **£45k** to create a 2-year part-time post, which commenced in February 2021.

Action 4.4 Maximising Council Contribution to City of Trees

The aforementioned £1m programme, delivering significant levels of tree planting on Council owned land, represents the Council's contribution to the citywide effort by City of Trees to increase the number of trees in Manchester.

The aim is to plant the right species of trees in the right location to achieve maximum benefits for climate adaptation, carbon storage and sequestration. The key consideration is to find sites capable of accommodating larger trees that will create long lasting impact, provide local benefits and will be capable of surviving into old age.

Catalysing Change (Workstream 5):

Action 5.1 Carbon Literacy

Carbon Literacy training paused in Spring 2020 as COVID-19 restrictions prevented the face-to-face element of the training from taking place. An online package was developed and accredited to enable training to continue throughout the pandemic.

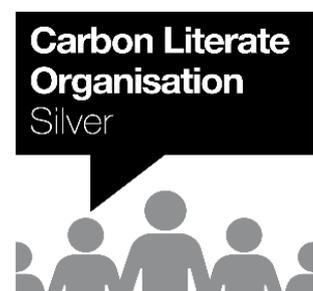
Carbon Literacy training continues to be delivered virtually and our achievements are below.

1064 Total Current People Trained and Certified

364 MCC Employees Certified in 2020-21

15% Workforce Trained and Certified

Silver Accreditation as a Carbon Literate Organisation



The aim is to achieve **Gold Accreditation** by **2025**.

Action 5.2 Environmental Weighting in Procurement

This action is to roll out the additional 10% environmental weighting - see action 3.1.

Action 5.3 Embedding Carbon in Decision-Making

Zero carbon has been recognised as a council priority and has been included within the **Our Manchester Strategy** reset and the council's **Corporate Plan**. Other examples include;

Manchester Digital Strategy which includes a section on "Sustainable Resilience: digital innovation supporting zero carbon goals and inclusive connectivity". Consultation on this new strategy closed in March 2021.

The **Capital Gateway** business case criteria is kept under review so that it can be altered and adapted as the Council's priorities develop. The business cases requesting capital investment are

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now required to include a carbon measure, both for during the project progression stage and the ongoing lifecycle post-completion. The intention is that the carbon footprint of a scheme is considered as part of the decision-making process. This work is ongoing and will reflect the decisions taken by the Council on how it will meet the future carbon reduction targets in order to become carbon neutral by 2038.

A **Manchester Build Standard** (see action 1.2) will be applied to all new build and refurbishment projects to reduce carbon emissions. This standard is intended to enable colleagues to draw out several metrics for inclusion within business cases and therefore seek to ensure that the carbon impact of capital decisions is transparent and fully understood. Work is ongoing to draw out the benefits committed within individual project business cases, commencing with projects which have achieved approval to spend since 1st April 2018 and which were procured through the North West Construction Hub.

The Council has worked with partners including the Manchester Climate Change Partnership to develop an **Economic Recovery and Investment Plan** in response to the COVID-19. The plan sets out Manchester's commitment to a green, zero-carbon and climate-resilient recovery.

It proposes a programme of **£289.4m** that will support our zero-carbon ambition.

The Council continues to embed the city's zero carbon objectives into **Strategic Regeneration Frameworks** for those areas of the city which are being redeveloped, such as;

- Wythenshawe Hospital Campus Strategic Regeneration Framework March 2020
- St Mary's Parsonage - Strategic Regeneration Framework July 2020
- NOMA Strategic Regeneration Framework Update 2020
- Refresh of the Ancoats and New Islington Neighbourhood Development Framework – Poland Street Zone July 2020
- First Street Development Framework Addendum 2020 July 2020
- Draft North Manchester Health Campus Strategic Regeneration Framework November 2020.

Discussions around including climate change into the **grants for Voluntary and Community Sector organisations and Cultural organisations** have begun well in advance of the next funding round so that appropriate and tailored solutions can be developed.

Meetings with key environmental stakeholders in the culture sector have been facilitated by the EU-funded URBACT C-Change project and a range of tools and training courses are being developed to support culture organisations of all sizes, with over **£33k** dedicated budget for capacity building.

Action 5.4 Community Engagement

The Council's Neighbourhoods team have been working with residents across all **32 Wards** to embed climate action into Ward Plans. Where possible, public events have been held to engage with residents and local stakeholders.



Over **300 residents** attended these events, with others participating online. Many more residents have become involved with action-focused events such as tree planting or consultations on specific issues of concern.

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Examples of these actions include developing local campaigns to encourage change including improved walking routes, increase recycling, reduce illegal parking, more biodiversity and meat free days.

COVID-19 significantly impacted on the progress of the climate plans, Government restrictions have prevented communities meeting in groups and most volunteering opportunities have reduced. Effective engagement during the pandemic is a challenge, which is recognised across many wards.

Recruitment of **3** new **Climate Change Neighbourhood Officers** got underway (one for each of the three area teams, North, South and Central), these roles will provide additional capacity on this agenda and work closely with other colleagues in the teams.

Despite these challenges, **£52,000** of Neighbourhood Investment Fund has been directed towards **41 climate action projects** as part of 2020-21 programme. Examples of these include:

- Friends of Fletcher Moss and Parsonage Gardens planting a "green screen" outside Beaver Road School and Barlow Medical Centre on Wilmslow Road to combat pollutants caused by traffic.
- Two advanced compost stations installed on both sides of Ladybarn Park to create better recycling and composting facilities. Sessions with local schools held to teach children the importance of composting.
- Gardening Group funding for Harpurhey to increase food growing by developing a garden to benefit health, encourage greening, combat climate change and initiate enterprise. Sow the City helped the gardening group to build raised beds and compost bays on site and provided growing and composting workshops. The produce will be used at the onsite Community Grocer and Community Café.



The Neighbourhood teams have also worked with local partners and residents to organise Clean Air activities and continue to work with schools on the Junior Police Community Support Officers and anti-idling campaigns.

Reducing the amount of traffic, particularly for short journeys and drop-offs at school, remains a major concern in all wards.



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In January 2020 the Council organised the second **Youth Climate Change Action Summit**, which was held at Manchester Central Convention Complex.

It gave pupils aged 9-14 years the chance to explore what they can do to help the City to meet its ambitious, science-based target to become zero-carbon by 2038 at the latest.



348 attendees

49 schools participated

65% of primary schools and

35% secondary schools sent delegates

Over the Summer of 2020 the **Manchester Youth Council (MYC)** trialled the Kloodle app which includes a section on the environment to embed it into young people's learning and achievement online record.

20 young people used the app and 50 young people trialled the MYC Climate Wheel and Skills to Save the Planet during 2020.

In September 2020, Manchester Youth Council won the North West Youth Focus - Most Committed to Saving the Planet Award.

In November 2020, a Youth Climate Summit was organised by teachers across the UK and facilitated by Transform Our World; it was timed to coincide with the time when our world leaders were due to meet to discuss climate change and the ecological crisis at COP26. This collaborative youth summit brought together young people from schools, organisations and youth groups to show that climate change is still a priority.

Engagement in the run up to the event consisted of a logo competition and an open invite to help shape the programme and volunteer. Manchester Youth Council presented a 20-minute film to promote their Climate Wheel and Climate Charter.

The **MYC Climate Wheel and Charter** will be launched in June 2021, when educational resource pack are distributed to schools to encourage them to create climate champions across Manchester.

A former **Manchester Youth Parliament** member has been selected by the BBC to become a climate reporter for Manchester, posting positive messages to encourage young people to tackle climate change.

As the key funder of the **Manchester Climate Change Agency (MCCA)**, and a member of the Manchester Climate Change Partnership, the Council is also supporting the establishment of a citywide programme of community engagement activities 'In Our Nature' to build local capacity to take positive climate action.

The Council, MCCA, Hubhub, Tyndall Centre for Climate Change Research, Amity and the University of Manchester have successfully collaborated on a development bid to the National Lottery Climate



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Action Fund and awarded **£206k** of funding to focus on several of the city's communities, building on the work which has already been undertaken by the Council's Neighbourhoods teams and working with the three new Climate Change Neighbourhood Officers.

An additional **£480k** has been secured from a range of funders to support the communications and campaign element of this programme which will work with a number of the communities on specific projects and will be led by Hubbub.

£417k of funding has also been secured from the Arts & Humanities Research Council for a project on climate resilience using arts in partnership with the University of Manchester and is being developed alongside the Council's Neighbourhood's team in Miles Platting and Newton Heath. This 2-year project will work with the local communities to better understand how local policies and action plans can increase and support climate resilience and enable people to act on climate change.

Action 5.5 Citywide Communications Campaign

During August and September 2019, research was conducted by the Council's Communications team to explore the attitudes, perceptions and behaviours of Manchester residents on climate change.

Phase 1 was face-to-face quantitative research with more than 1,100 residents representing a balance of age, gender, ethnicity and geography. Phase 2 was more qualitative research gathered from 3 focus groups, each attended by approximately 50 people.

Together, these sessions helped to deliver insights on the views of Manchester residents towards climate change and what messaging would work to promote greater uptake of positive climate action across the City.

These insights were fed into the development of the **"Leaving Carbon Behind"** campaign which launched in July 2020.

Its aim is to raise awareness of the climate emergency and promote positive behaviour change amongst Manchester's residents, workers, businesses and visitors.

Social media has been a key channel for the campaign as well as **advertising channels** including:

- Manchester Evening News, print and digital advertising
- Outdoor digital screens
- Outdoor adverts in local areas (wards were selected based on demographic makeup)
- Bus advertising (external bus adverts on the rear and side panels of buses) on key routes across the city

A new webpage has also been developed:

<https://www.manchesterclimate.com/zerocarbon/>

A range of press releases have been produced throughout 2020-21, see Press Coverage section below for examples.



Action 5.6 Funding Manchester Climate Change Agency

Additional capacity for the Manchester Climate Change Agency is being put in place and the new structure and posts have been approved by the Council's Personnel Committee. A temporary Director is currently in post with a new permanent Director taking up post in Autumn 2021, whilst the Programme and Finance Officer and Youth Climate Champion vacancies have been filled. Recruitment has also commenced for a Policy and Strategy Lead. A 12-month funding plan is in place for a Residents and Communities Lead.

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A task-and-finish sub-group has been convened to ensure the new organisational and governance structures are fit for purpose.

A priority for the new Director will be to ensure that the organisation can become financially sustainable over the next 2 years and to expand the Partnership to include a wider range of stakeholders who can collectively contribute towards the climate change objectives and targets for the city.

The overarching aim is for the Agency and Partnership to be the key drivers in making Manchester one of the first zero carbon, climate resilient cities in the world; providing a healthy, green and socially-just city where everyone can thrive.

Action 5.7 Influencing Manchester Stakeholders

Manchester was amongst the first cohort of participating cities signing up to the **City Business Climate Alliance**. All these cities have a mayoral mandate to develop local city-business collaboration platforms with the aim to convene, set joint commitments, co-create and eventually implement projects that help cities deliver on their Climate Action Plans in line with the Paris Agreement.

The project kicked off in March 2021 with a virtual workshop involving large companies and business-membership organisations based in the city. The event was attended by the Manchester Climate Change Agency. Through this project the Manchester Climate Change Partnership plan to recruit additional members to increase influence over citywide emissions.

The Council supported the Oxford Road Corridor to establish a Zero Carbon sub-group chaired by Chris Oglesby and with a bid to ICLEI to fund a multi-system energy model. The Council also supported Corridor partners with the Public Sector Decarbonisation Scheme bid as outlined in Workstream 1.



Meetings have taken place with the GMCA Director of Place, CADENT, Electricity North West and Stockport Council about the GM Decarbonisation Pathway and the opportunities to accelerate action and, as a member of the Manchester Climate Change Partnership, has supported discussions on “Green Recovery” to contribute to the Our Manchester Strategy reset.

Action 5.8 Supporting Schools with Climate Change

Plans to host events with Manchester’s schools to support them to decarbonise have been delayed due to COVID-19, these plans will be revisited in 2021-22 following the easing of restrictions.

Action 5.9 Influencing Greater Manchester Stakeholders

The Council continues to influence Greater Manchester partners and stakeholders through its membership on the following groups:

- Climate Emergency / 5yr Environment Plan
- Decarbonising Public Estate
- Green City Region Board & Partnership
- Wider Leadership Team & Chief Executives
- Challenge Groups including Energy, Buildings and Communications

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The Council submitted letters to the Greater Manchester Pension Fund (GMPF) in July and September 2020 urging them to set out actions to divest from investment in fossil fuels.

Councillor Stogia, Executive Member for Environment, Planning & Transport at the time, raised divestment from fossil fuels with the Greater Manchester Pension Fund along with counterparts from across Greater Manchester authorities; a joint letter was sent to local authority representatives on the GMPF and a separate letter was sent to the Mayor of Greater Manchester to see how they could work together to exert further pressure on the Fund.

The issue was raised at two Green City Region Board meetings held in 2020 and, as a result, GMPF were invited to attend the March 2021 meeting.

Action 5.10 COP26 in Glasgow 2021

COP26 was due to take place in Glasgow in November 2020 but was postponed to November 2021 due to COVID-19. A proposal is being developed to consider the options for the Council's involvement which includes work with Core Cities, Greater Manchester and our local and international partners.

Core Cities plan to focus on Investment in Green Recovery, Green Finance and the role of cities in delivering net zero. The Mayor of Greater Manchester and the Metro Mayor of Liverpool City Region launched "North West Net Zero: The Road to COP26", in February 2021, which outlines the measures already being taken to accelerate progress to net zero across the region.

Action 5.11 International Networks

Learning from other cities and positioning Manchester as a key player on climate change continues to be a driver for the Council, through its involvement in recognised networks and leading European partnership projects.



Manchester is one of 10,434 city signatories to the **Covenant of Mayors** which brings together local governments that are voluntarily committed to implementing EU climate and energy objectives. It draws in worldwide multi-stakeholder networks with technical and methodological support.

The Council is also a long-standing member of **Eurocities**, the leading network of major European cities, and was represented by the Manchester Climate Change Agency (MCCA) at their Strategic Climate Roundtable in June 2020.



The Council is participating in two European Commission funded URBACT projects:

Zero Carbon Cities is a **£688k** project leading six European cities to adopt science-based targets to support their transition to zero carbon. The 3-year project is supporting MCCA to refresh the Manchester Climate Change Framework as well as delivering master classes for officers across the partnership. Manchester's share of the budget is £330k.



C-Change is a **£650k** project working with five European cities to drive positive climate action through the culture sector.

It is providing capacity building for Manchester Arts Sustainability Team as well as for the wider arts sector in the city by offering tailored carbon literacy training. Consultancy from Julie's Bicycle has enabled a review of the arts funding programme to introduce climate measures (see also action 5.3).

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Due to COVID-19 the project has been extended by 6 months to June 2021. Manchester's share of the budget is £263k.

GrowGreen (see also action 4.2) is working with Valencia (Spain) and Wroclaw (Poland) to develop demonstration projects for nature-based solutions. The three cities are collaborating to learn from the different processes followed and to identify solutions to common challenges. In December 2020, the project hosted a webinar to introduce a range of resources developed by the GrowGreen and Ignition projects which can be used to support decision-makers, planners, businesses, and others in comparing green and grey options to choose the right solution for the challenge. Tools are also being developed to help other cities outside of the project to develop a Nature Based Solutions Strategy. **Wuhan** is also a non-funded partner on the Grow Green project working on the "sponge cities concept".

The **Race to Zero** is an international campaign to mobilise support for cities and businesses to make the transition to zero carbon by 2050 in line with the Paris Agreement on climate change. Manchester has joined the Race to Zero – alongside 454 other cities – and Sir Richard Leese signed a pledge on behalf of the City that outlines the actions Manchester will take to meet its environmental targets.

Action 5.12 Green Skills

A '**Skills for a Zero Carbon Economy**' group was established and agreed this work would be embedded into the revised Work and Skills Strategy. This work has not progressed due to the major capacity issues resulting from the Council's response to COVID-19 including working on the food response and business grants programme. This work forms an important part of the City's Economic Recovery and Investment Plan and will be revisited as part of the 2021-22 work programme.

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Progress on Climate Change Action Plan

04 February

Place North West: Manchester reviews progress on climate change

[Place North West | Manchester reviews progress on climate change](#)

Manchester Evening News: Manchester councillors to consider calls for new climate change committee after petition signed by 1,700 people

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/manchester-councillors-consider-calls-new-19770721>

10 February

Twitter: Councillor Angeliki Stogia's 90 second challenge

<https://twitter.com/ManCityCouncil/status/1359540755119898626>

02 March

Manchester Evening News: Manchester Council unveils all the ways it will halve its greenhouse gas emissions by 2025

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/manchester-council-unveils-ways-halve-17845310>

03 March

Smart Cities World: Manchester unveils five-year climate action plan

<https://www.smartcitiesworld.net/news/news/manchester-unveils-five-year-climate-action-plan-5080>

Edie.net: Manchester City Council spells out five-year action plan to halve emissions

<https://www.edie.net/news/9/Manchester-City-Council-spells-out-five-year-action-plan-to-halve-emissions/>

11 March

BBC website: Manchester adopts plan to halve CO₂ emissions by 2025

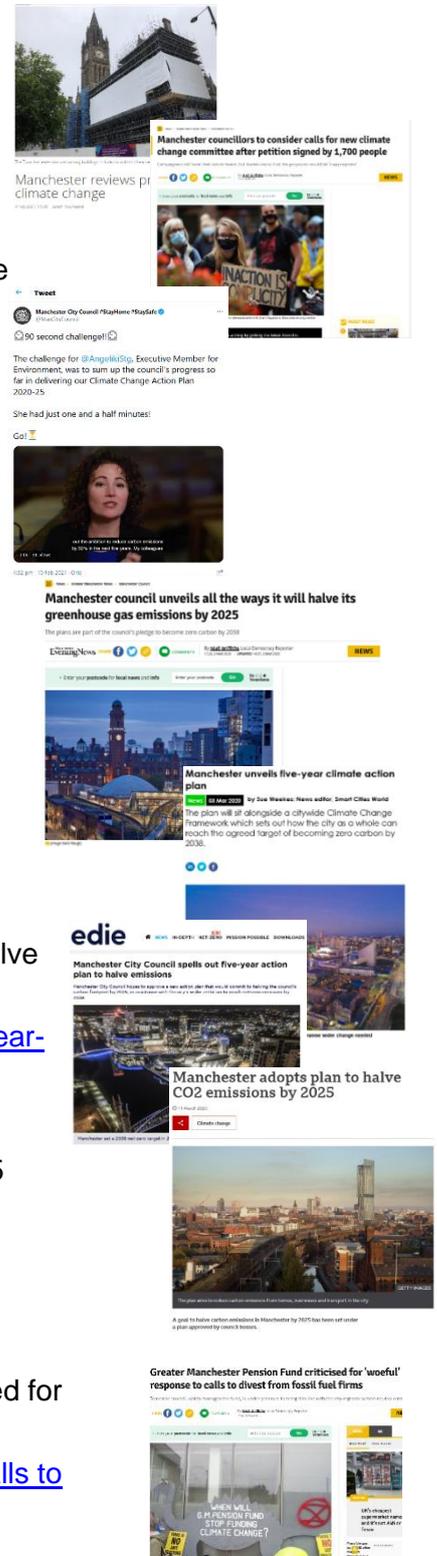
<https://www.bbc.co.uk/news/uk-england-manchester-51832494>

Greater Manchester Pension Fund

16 February

Manchester Evening News: Greater Manchester Pension Fund criticised for 'woeful' response to calls to divest from fossil fuels firms.

[Greater Manchester Pension Fund criticised for 'woeful' response to calls to divest from fossil fuel firms - Manchester Evening News](#)



Manchester City Council - Climate Change Action Plan 2020-25
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09 March

Six of Greater Manchester's 10 councils have written to the Greater Manchester Pension Fund urging it to move decisively away from its current investments in fossil fuels.

<https://www.publicsectorexecutive.com/articles/gm-councils-join-call-pension-fund-fossil-fuel-divestment>



Electric Refuse Collection Vehicles

08 March

The UK's largest fleet of electric, zero-emission vehicles are being rolled out, collecting household waste in the Manchester area.

<https://twitter.com/Biffa/status/1368895314309087234>

<https://vimeo.com/tinkertaylor/review/514214729/32016bf284>

09 March

The winning suggestions in a competition to name five of Manchester's new electric bin lorries have been confirmed.

https://ilovemanchester.com/electric-bin-lorries-named?mc_cid=02c1091b93&mc_eid=e7ed3c51a2

04 June

Electrive.com: Manchester orders electric refuse trucks

<https://www.electrive.com/2020/06/04/manchester-orders-electric-refuse-trucks/>

Green Bee website: 'Cleaner' bin lorries in Manchester

<https://thegreenbee.co.uk/waste-management/cleaner-bin-lorries-in-manchester/>

14 July

Zap Map: Manchester to replace half its bin lorries with electric vehicles

<https://www.zap-map.com/manchester-to-replace-half-its-bin-lorries-with-electric-vehicles/>

West Gorton 'sponge' park

09 March

Manchester Evening News: How a £1.3m new park will help prevent flooding in one corner of Manchester

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/how-groundbreaking-new-13-million-17887953>

14 August

Manchester Evening News: New £1.3m park designed to reduce flooding risk opens in West Gorton

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/new-13m-sponge-park-designed-18727605>

Manchester City Council - Climate Change Action Plan 2020-25

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Estates carbon reduction programme

08 January

BBC Radio Manchester (bulletins): Wythenshawe Forum is powered by solar energy as part of the Council's £25 carbon reduction programme.

Civic Quarter Heat Network

06 July

Manchester Evening News The £18m 'Tower of Light' which will power prominent Manchester city centre buildings is taking shape

<https://www.manchestereveningnews.co.uk/news/greater-manchester-news/18m-tower-light-power-prominent-18549526>

15 August

About Manchester: Manchester's Tower of Light nears completion

<https://aboutmanchester.co.uk/manchesters-tower-of-light-nears-completion/>

17 August

Smart Cities World: Manchester's Civic Heat Network project passes significant milestone

<https://www.smartcitiesworld.net/news/news/manchesters-civic-heat-network-project-passes-significant-milestone-5574>

24 August

Architects Journal: Wraps taken off sculptural Tower of Light in Manchester

<https://www.architectsjournal.co.uk/news/tonkin-liu-wins-approval-for-tower-of-light-scheme-in-manchester-2>

Climate Change Youth Action Summit

27 January

Manchester Evening News: Hundreds of schoolchildren gather to discuss climate change at Manchester Central eco-summit. (Event also covered by BBC Radio Manchester, Hits Radio and BBC North West Tonight).

<https://www.manchestereveningnews.co.uk/in-your-area/hundreds-schoolchildren-gather-discuss-climate-17623869>

Tree Planting

04 December

I Love Manchester: Million pound project to plant thousands of trees across Manchester begins

<https://ilovemanchester.com/project-plant-trees-manchester-begins>

Secret Manchester: A million-pound project to plant thousands of trees is to begin in Manchester next week

<https://secretmanchester.com/tree-action-mcr/>



Manchester's civic heat network project passes significant milestone

News 17 Aug 2020 by SmartCitiesWorld news team

The final sections of the UK city's 40 metre high Tower of Light have been installed, which will act as a chimney for a low carbon energy centre.

5 CHALLENGE SPECIFICATION PROJECTS PRESENTS HELP MANAGER LIBRARY STORES

Wraps taken off Tonkin Liu's sculptural Tower of Light in Manchester

24 AUGUST 2020 BY PAUL BRIDGEMAN



The final sections of Tonkin Liu's 40m tall biomimetic 'Tower of Light' for Manchester City Council and Vital Energy have been installed



Million pound project to plant thousands of trees across Manchester begins

The first phase will include Ancoats and Deanshank, Ardwick, Chorlton, Clayton and Openshaw, Gorton and Abbey Hey, M16, Old Trafford and more

SECRET MANCHESTER

Manchester City Council - Climate Change Action Plan 2020-25
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06 December

About Manchester: Million-pound tree planting project for Manchester gets underway

<https://aboutmanchester.co.uk/million-pound-tree-planting-project-for-manchester-gets-underway/>

Million pound tree planting project for Manchester gets underway



Community Engagement

09 December

In Your Area: Manchester communities to lead the way on climate change thanks to funding boost

<https://www.inyourarea.co.uk/news/manchester-communities-to-lead-the-way-on-climate-change-thanks-to-funding-boost/>



Manchester City Council - Climate Change Action Plan 2020-25

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RAG Rating at a Glance:

Workstream 1: Buildings & Energy

RAG	Action Summary	Deadline	Annual tCO ₂ Saving Target
1.1	MCC Estates carbon reduction programme	March 2025	4,800
1.2	Manchester Build Standard	December 2020	Tbc
1.3	Buildings and Energy Strategy	April 2020	
1.4	Large scale renewable energy generation	December 2020	7,000
1.5	LED street lighting	December 2020	220
1.6	Civic Quarter Heat Network	2021	1,600
1.7	Housing stock condition survey	2021	
1.8	Northwards Housing	Tbc	Tbc
1.9	Commercial and non-domestic buildings	Ongoing	Tbc
1.10	Local Energy Plan for Manchester	April 2020	
1.11	Leasing and disposing of Council buildings	April 2020	
1.12	Manchester Local Plan	2023	
1.13	Partnerships e.g., UKGBC	Ongoing	

Workstream 2: Travel & Transport

RAG	Action Summary	Deadline	Annual tCO ₂ Saving Target
2.1	Electric refuse collection vehicles	March 2021	900
2.2	Replace operational fleet with EVs	Ongoing	400
2.3	Travel policy for staff and members	April 2020	100
2.4	Cycling and walking networks	Ongoing	
2.5	Greater Manchester Transport Strategy 2040	Ongoing	Tbc
2.6	City Centre Transport Strategy	2020	
2.7	Aviation emissions and Manchester airport	Ongoing	Tbc
2.8	Sustainable travel incentives	Ongoing	

Workstream 3: Sustainable Consumption

RAG	Action Summary	Deadline	Annual tCO ₂ Saving Target
3.1	10% environmental weighting in procurement	April 2020	
3.2	Tyndall Centre findings on consumption emissions	December 2020	Tbc
3.3	Eliminate single use plastics in estates and markets	2024	

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3.4	Supplier toolkit	December 2020	
3.5	Single use plastics in licensed activities	December 2020	
3.6	Manchester Food Board priorities	Ongoing	Tbc

Workstream 4: Adaptation & Sequestration

RAG	Action Summary	Deadline	Annual tCO ₂ Saving Target
4.1	Plant 1,000 trees 1,000 hedge trees 4 orchards pa	Ongoing	
4.2	West Gorton 'sponge park'	Ongoing	
4.3	Tree opportunity mapping assessment	December 2020	
4.4	Funding for beacon trees	March 2021	

Workstream 5: Catalysing Change

RAG	Action Summary	Deadline	Annual CO ₂ Saving Target
5.1	Carbon literacy	2025	
5.2	10% environmental weighting in procurement	April 2020	Tbc
5.3	Carbon accounting in decision making	Ongoing	
5.4	Community engagement and ward plans	April 2020	
5.5	Citywide communications strategy	April 2020	
5.6	Fund Manchester Climate Change Agency	April 2020	
5.7	Support Manchester Climate Change Partnership	December 2020	Tbc
5.8	Large scale event with schools	June 2020	Tbc
5.9	Influence GM stakeholders to decarbonise	Ongoing	Tbc
5.10	Play a part in COP26	November 2020	
5.11	International networks and projects	Ongoing	
5.12	Green Skills Plan	September 2020	
			15,020

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Manchester City Council - Climate Change Action Plan - Work Plan 2021/22

Introduction

This document describes the actions to be progressed in Year 2 of the Climate Change Action Plan (CCAP) 2020-25. The achievements and highlights of Year 1 are detailed in the Annual Report 2020-21 which is available on the Council's website.

The work plan is accurate at the time of publication but may be subject to change during delivery - actions may be brought forward or delayed due to external factors such as COVID-19. The Council is committed to maintaining transparency and will continue to publish quarterly progress reports on its website.

Workstream 1 Buildings & Energy:

- Complete Phase 1 of the Estates Carbon Reduction Programme which started in 2020 and is investing £6.3m in energy efficiency measures and renewable energy generation across 11 Council buildings to generate around 1,300 tonnes of CO₂ savings. (*Action 1.1*)
- Deliver Phase 2 of the Estates Carbon Reduction Programme which is funded by the Government's Public Sector Decarbonisation Scheme (PSDS) and will deliver energy efficiency measures in 12 Council buildings via an investment of £19.1m and will deliver an estimated 1,800 tonnes of CO₂ savings. (*Action 1.1*)
- Review the findings of the feasibility study on large scale renewable energy generation and further investigate options for such activity to deliver a significant element of the targeted CO₂ savings by 2025. (*Action 1.4*)
- Complete construction and procurement for the heat and power to enable buildings to be connected to the Civic Quarter Heat Network and provide estimated 1,600 tonnes of CO₂ savings. (*Action 1.6*)
- Develop a housing retrofit programme for Council (previously Northwards) housing stock based on the estimated cost provided by external consultants. (*Action 1.7*)
- Complete the £7.8m Social Housing Decarbonisation Scheme with One Manchester on Grey Mare Lane and work with other social housing providers to support further bids for additional sources of funding. Site work to start on the new Newton Heath housing development early 2022. (*Action 1.8*)
- Support the completion of a Local Area Energy Plan for Manchester in partnership with Greater Manchester Combined Authority and the Energy Systems Catapult. (*Action 1.10*)
- Establish a methodology to account for the carbon implications of the disposal or leasing of land to a third party. (*Action 1.11*)
- Complete consultation on policy directions for the Local Plan. (*Action 1.12*)

Workstream 2: Travel & Transport

- Receive and deploy the remaining electric refuse collection vehicles (eRCVs) which are estimated to deliver savings of 900 tonnes of CO₂ per year. (*Action 2.1*)
- Continue the replacement of the Council's operational fleet with electric vehicles to provide estimated annual savings of 400 tonnes of CO₂. (*Action 2.2*)
- Develop and adopt a sustainable travel policy for officers and members to deliver estimated 100 tonnes of CO₂ savings per year. (*Action 2.3*)
- Continue to improve the network of walking and cycling infrastructure across the city with an initial investment of over £25m, and ongoing work to secure further funding, allowing completion of key routes and consultation on further schemes. (*Action 2.4*)

- Continue to collaborate with Transport for Greater Manchester and Salford City Council to implement actions and projects in the City Centre Transport Strategy, including working to secure long-term funding through the City Region Sustainable Transport Settlement. *(Action 2.6)*
- Develop and implement incentives and support to encourage sustainable commuting for Council staff. *(Action 2.8)*

Workstream 3: Consumption Based Emissions and Supply Chain

- Roll out the 10% environmental weighting in the Council's procurement process across those contracts being renewed or newly let in this period. *(Action 3.1)*
- Assess progress in the reduction of Single Use Plastics by suppliers and cleaning services across the Council's estate and cafes to identify additional changes. *(Action 3.3)*
- Work with traders to ensure that good practice to eliminate Single Use Plastics is reintroduced as markets reopen and assess the progress to eliminate Single Use Plastics by changing the markets' cleaning and waste services. *(Action 3.3)*
- Assess where and how Single Use Plastics and other packaging material across the Council's supply chain can be reduced. *(Action 3.3)*
- Update and launch a new Council Supplier and Commissioner Toolkit to support the application and delivery of the environmental weighting. As a member of the Manchester Climate Change Partnership (MCCP), review the baseline research undertaken by the University of Manchester and develop a plan for a citywide Supplier Toolkit. *(Action 3.4)*
- Continue to embed Single Use Plastic restrictions within licencing terms for the renewal of existing and new vendor contracts across Markets and Parks during this period. *(Action 3.5)*
- Encourage a reduction in Single Use Plastics at Council events, and events held on Council-owned land through rollout of the Sustainable Events Guides and Single Use Plastic Free guidance. *(Action 3.5)*
- Develop a good understanding of the Manchester Food Boards' priorities, raise awareness of the Council's Our Manchester Food Partnership, and produce an action plan for the Partnership. *(Action 3.6)*

Workstream 4: Climate Adaptation and Carbon Sequestration

- Continue to implement the Manchester Tree Action Plan including identifying sites for the November 2021 to March 2022 planting season, complete planting, and report on progress. *(Action 4.1)*
- Collect planting data from partners for November 2021 to March 2022 planting season and report on progress. *(Action 4.1)*
- Continue to monitor levels of community usage and the effectiveness of the nature-based solutions implemented in the West Gorton Community Park, in partnership with the University of Manchester. *(Action 4.2)*
- Consider the findings of the 'Evolution of Treescape' report for future green planning and develop a work plan to support this. *(Action 4.3)*
- Identify funding opportunities for future tree planting programmes in November 2022 to March 2025. *(Action 4.4)*

Workstream 5: Catalysing Change and Behaviour Change

- Develop a programme to achieve Gold Carbon Literacy Accreditation by March 2025. *(Action 5.1)*

- Identify how climate change considerations can be considered more effectively in our decision-making processes, aligned with the 'Future Shape of the Council' programme. *(Action 5.3)*
- Undertake a review of the Capital budget approval and governance processes and implement recommendations to ensure future decision-making is aligned with zero carbon ambitions. *(Action 5.3)*
- Build climate change ambitions into the future rounds of grant programmes for the Culture and Voluntary, Community and Social Enterprise (VCSE) sectors. *(Action 5.3)*
- Appoint three new Climate Change Neighbourhood Officers to support the delivery of climate action across all 32 wards. *(Action 5.4)*
- Deliver a work programme following on from the Youth Climate Summit events in 2019 and 2020, to support engagement with young people via schools and youth groups, followed by the launch of Climate Wheel. *(Action 5.4)*
- Collaborate with the Age-Friendly Board to identify opportunities for specific communications on climate action for over 50's. *(Action 5.4)*
- Work in partnership with Manchester Climate Change Agency (MCCA) to deliver a citywide programme of community engagement activities including a 15-month Climate Resilient Communities programme ('In Our Nature') and launch a 2-year project in partnership with the University of Manchester as funded by the Arts and Humanities Research Council. *(Action 5.4)*
- Assess the effectiveness of the public-facing communications campaign and revisit the wider strategy on encouraging positive climate action. *(Action 5.5)*
- Tell the Council's story of positive climate action through website content, social media and the press. *(Action 5.5)*
- Create a structure for the Manchester Climate Change Agency (MCCA) that is efficient and fit for purpose, by Manchester City Council underwriting the funds for senior posts and supporting the recruitment of vacant positions. *(Action 5.6)*
- Continue to support the Manchester Climate Change Partnership to engage and influence Manchester stakeholders. *(Action 5.7)*
- Support knowledge and capacity building for climate action within school buildings. *(Action 5.8)*
- Continue ongoing action to influence key Greater Manchester organisations to decarbonise and promote sustainable behaviour, through Council representation at partner meetings. *(Action 5.9)*
- Work in partnership at a local and national level to ensure that Manchester has a visible presence at the COP26 climate change conference in November 2021. *(Action 5.10)*
- Continue to work with MCCA to actively engage with international partners and participate in the delivery of international projects including Zero Carbon Cities and GrowGreen. *(Action 5.11)*
- Refresh the Green Skills Framework to create a skills system that supports the city's zero carbon ambition. Work with schools to support labour market intelligence. *(Action 5.12)*

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**Manchester City Council
Report for Information**

Report to: Executive – 15 September 2021

Subject: Closure of Wythenshawe Indoor Market

Report of: Strategic Director - Neighbourhoods

Summary

The budget proposals for 2021/22 agreed the closure of the indoor market in Wythenshawe as it required an ongoing subsidy of c.£110k per annum to continue to operate.

It was agreed to continue to operate the market for a period of 6 months to provide the opportunity to attract more traders and evidence that the market could be made financially sustainable.

There has been no improvement in the sustainability of the indoor market since April 2021 and a number of traders have already vacated the indoor market into alternative premises. It is therefore confirmed that the closure will go ahead, in line with the agreed budget savings, by the end of September 2021.

Recommendations

To note the closure of Wythenshawe indoor market at the end of September 2021.

Wards Affected – Woodhouse Park

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
None

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	
A highly skilled city: world class and home grown talent sustaining the city's economic success	

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The effective use of resources underpins the Council's activities in support of its strategic priorities.
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The closure of the indoor market will generate savings of £110k as a result of the removal of the current subsidy required to maintain operation.

Financial Consequences – Capital

None.

Contact Officers:

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Background documents (available for public inspection):

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

1.0 Introduction

- 1.1 It was agreed as part of the Council budget for 2021/22 that Wythenshawe indoor market would be closed. Funding was however provided for 6 months of 2021 to enable any alternative proposals to be brought forward to enable the market to continue to operate post 30th September 2021.
- 1.2 This report will detail the actions that have subsequently been taken to determine that there is no prospect of the current indoor market reaching a position of financial sustainability.

2.0 Background

- 2.1 Wythenshawe indoor market has required a subsidy to operate for a number of years. This subsidy has been provided from within the markets portfolio and the relative success of the retail markets at Gorton, Longsight and the Arndale.
- 2.2 The subsidy to operate Wythenshawe indoor market has been increasing as the occupancy levels continued to fall. The level of charges that can be sustained by the traders on the market fails to cover the operating costs. The market is in a relatively poor position within the centre and suffers from low footfall which impacts the level of charges that can be levied and the attractiveness to potential traders.
- 2.3 Significant efforts have been made over a number of years to attract new traders. This has included targeting successful traders from other markets who may consider expanding and potential new traders through collaborative work with the work and skills team.

3.0 Actions

- 3.1 A number of actions have been undertaken since the decision to postpone the closure of the market for a further 6 months to enable any potential sustainable alternatives to be explored.

Alternative Management

- 3.2 Discussions have taken place with the Traders Association at Wythenshawe Market around the potential for them to take over the management and operation of the market. This would have been on a similar basis to that which was implemented for Harpurhey Market when it transferred to Habro. MCC proposed to retain the staff to limit the costs and liabilities of the new operator. However, there was no appetite for this from the traders association.
- 3.3 Conversations have also previously taken place with St. Modwen and financial information shared around the trading performance and costs of the market. They chose not to take this initial interest forward and have recently been taken over by Blackstones.

- 3.4 Due to the low level of occupancy that has persisted for a number of years, coupled to the challenges of low footfall that have been exacerbated by the Covid pandemic, it is considered highly unlikely that an alternative operator could be identified to take over the market in its current format.

Test Trading Project

- 3.5 The Markets team engaged with the Work and Skills team, Wythenshawe Community Housing Group and People Plus to develop a programme of trader support. The Work and Skills team provided a £5k budget to commission People Plus to deliver a bespoke start up support programme, like the Manchester Youth Market provision. The proposal included: -

- 2 engagement events – 1 physical / 1 virtual depending on restrictions.
- 2 workshops for interested applicants.
- 1-2-1 sessions for residents wishing to join the programme and test trade.

- 3.6 However, the Work and Skills team were unable to secure any traders by 4 June. In addition, it was considered highly unlikely that any traders subsequently identified would be in a position to pay the full rent and service charge from October 2021.

- 3.7 The project was subsequently put on hold but can be revived if there is subsequent interest in a future market offer.

4.0 Current Position

- 4.1 There were around 7 traders on the indoor market at the time of the budget proposals. A number of these traders have already made decision around future trading, with the café relocating to alternative premises within the district centre. This has had a further negative impact on the footfall levels within the market.

- 4.2 There are currently only 4 traders remaining on the market, one of which has indicated that they will be retiring when the market closes. There are alternative trading opportunities for the three remaining traders on the other retail markets.

4.0 Potential Future Offer

- 4.1 The lease for the current indoor market is being considered by the Strategic Development team in the context of the potential redevelopment of the district centre. Discussions will take place with the landlord around the current obligations within the lease and any amendments or surrender that may be required.

- 4.2 It may be advantageous for the Council to retain the lease, which will entail holding costs of c£40k per annum, in order to facilitate the future development plans of the centre.

- 4.3 Work is being commissioned from a specialist provider to create recommendations for a potential new food and drink offer in Wythenshawe that will meet the needs of the residents and the local economy; and deliver enhanced social impact. The work will include consultations with local residents, community groups, businesses and other stakeholders.
- 4.4 The results of this work will be included within the expected 'levelling up' fund bid for the area or could potentially, should funding be identified, be implemented as a stand-alone project.
- 4.5 Any future proposals for the centre will be subject to further reports to the relevant committee

5.0 Contributing to a Zero-Carbon City

- 5.1 There are no changes to the strategy or contribution as a result of this decision.

6.0. Key Policies and Considerations

(a) Equal Opportunities

- 6.1 There is no impact on equal opportunities.

(b) Risk Management

- 6.2 There are no significant risk management issues arising.

(c) Legal Considerations

- 6.3 The indoor market is currently leased to the Council under a Lease dated 7th February 2002 for a term of 99 years (less 1 day) from the 29th September 1996. The lease is on a peppercorn (nil) rental basis but there are obligations to pay service charge and insurance rent. These obligations will continue notwithstanding the proposed closure of the Indoor Market and so the Council will continue to be liable for service charge and insurance payments under the terms of the Lease. There are also other covenants and obligations on the Council's part in the Lease, for example to repair and maintain the Premises and as to the use of the Premises.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 15 September 2021

Subject: This City: Manchester’s Housing Delivery Vehicle

Report of: Deputy Chief Executive and City Treasurer

Summary

The Executive received a report at its meeting on 3rd June 2020 outlining plans for the creation of a Housing Delivery Vehicle. This proposed vehicle would provide direct delivery routes for a range of new supply accessible and market homes utilising City Council land assets, with the initial phase of development providing mixed tenure rented properties.

Through the vehicle, it is intended to create an ‘Accessible Rent’. This would be properties that will be let at or below Local Housing Allowance levels, so all residents of Manchester will be able to benefit from the homes that are to be delivered by the vehicle.

As well as the provision of accessible rented homes, a key priority is to develop sustainable homes, making a key contribution towards the zero carbon priorities for Manchester. Detailed work has taken place to ensure that homes developed through the vehicle are will deliver high quality, sustainable housing solutions ahead of other developments proposed for the City.

This report provides an update on progress to date, outlining the intention to deliver the first two schemes through the wholly owned Council company which is to be called This City.

Recommendations

1. The Executive to note the progress made to date with the creation of This City Housing Delivery Vehicle;
 2. Note that a further report will be presented to the Executive outlining a detailed business case and financial proposal for the delivery of the first two schemes under This City.
 3. Approve an increase to the capital budget of £0.347m to cover design team fees for the continued development of proposals for the first phase of delivery, to be funded from borrowing, noting that it is expected that this will be recoverable from This City once it is established.
-

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero carbon target for the city

The delivery of sustainable homes will be a key priority for This City. This will be at the core of the design considerations for all homes that will be delivered through the housing delivery vehicle.

Careful consideration is being given as to how the developments will make a positive contribution to the zero carbon agenda and support the Council with the achievement of zero carbon by 2038.

All proposals linked to sustainability have been costed and considered from a financial viability perspective to ensure that there is a clear cost vs benefit realisation justification for the approach being taken.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A successful economy must be supported by a vibrant and diverse housing market. The provision of a multi-tenure, high quality, low carbon range of housing options will assist the City to attract investment and provide a housing offer to those working on lower incomes in the city.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	A successful jobs and skills market has to be supported by a vibrant and diverse housing market. The provision of a multi-tenure, high quality, zero carbon range of housing options will assist the City to attract and retain talent.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The scale of development envisaged will provide much needed accommodation in the city which will be delivered across a range of communities to meet the needs of the City.
A liveable and low carbon city: a destination of choice to live, visit, work	All homes being developed will be expected to contribute to our zero carbon targets through the sustainability measures that will be included within design specifications.
A connected city: world class infrastructure and connectivity to drive growth	Housing development makes a direct and influential impact on infrastructure and growth. By ensuring an accelerated delivery programme, it is anticipated that there will be a stimulus to investment and development.

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

- Equal Opportunities Policy
- Risk Management

- Legal Considerations
-

Financial Consequences – Revenue

Any revenue consequences are associated with the use of revenue funds from the Housing Investment Reserve to cover the costs of establishing This City and initially covering design team fees.

Financial Consequences – Capital

If the recommendations are approved, the capital budget will increase by £0.347m. The capital financing costs associated with the increase will be funded from existing revenue budget.

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Background documents (available for public inspection):

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

Executive: Delivery of new affordable homes in Manchester – 25th March 2020

Executive: A Housing Delivery Company – 3rd June 2020

1. Introduction

- 1.1 The 'Our Manchester' strategy has established a series of high level aims to secure the 2025 vision for the city, in particular the need to build well designed, energy efficient, sustainable and affordable homes to rent and buy. Creating more homes to meet the needs of a growing population and economy is a significant priority.
- 1.2 At the Executive in March and June 2020, the idea of creating a Housing Delivery Vehicle (HDV) to boost housing supply and offering a range of tenures across a number of different housing markets, was outlined. Since June 2020, detailed work has taken place to define what this HDV looks like in terms of priorities, aims and objectives, corporate structure, financing, identification of sites and routes to delivery. This report outlines the proposed approach for the HDV which is to be named This City.
- 1.3 It is to be noted that this report focusses on the delivery of phase 1 of This City with the intention to return to a future meeting of the Executive to outline the proposition and accompanying business plan/case for future phases of development.
- 1.4 For the phase 1, from initial capacity studies and outline scheme designs, it is intended to deliver 204 new homes, with at least 54 of these new homes being let at an accessible rent, which will be set at or below Local Housing Allowance levels. In addition, the homes will be developed to a high-quality standard, with a focus on inclusion of a range of sustainability features to ensure that the developments are contributing towards the zero carbon priorities for Manchester.

2. Background

- 2.1 In recent years a number of local authorities have set up housing delivery vehicles often with the objectives of increasing housing supply and to act as a catalyst for regeneration. Alongside these two objectives, the establishment of a housing development delivery model for Manchester will also:
 - a) Maximise the number of ways in which homes are developed and provided in order to maximise housing choice and supply; and
 - b) Enable the Council to have greater control over how new homes and tenure types are developed and provided.
- 2.2 With this in mind, in order to support the achievement of the Council's residential growth targets and providing homes that are truly accessible to Manchester residents, work has been underway to formulate an approach for the creation of a Housing Delivery Vehicle HDV called This City.
- 2.3 A number of local authorities have implemented a range of housing delivery models across the country to facilitate the delivery of all tenure types appropriate to local needs. These are mainly facilitated through Joint Venture arrangements or the creation of a wholly owned company.

2.4 As outlined in the June 2020 report to Executive, the Council undertook an options appraisal on potential structures based on the following criteria:

- Deliver up to 500 new homes per year;
- Provide a mix of accessible and market housing;
- The market priced housing should be able to cross subsidise the accessible homes;
- The Council should be able to retain control over the operation and delivery of the model;
- Allow the Council to invest land; and
- Can return a surplus/dividend back to the Council or recycle / reinvest funds into future developments.

2.5 Following this assessment, it was recommended that the most appropriate construct for the vehicle to deliver the initial phase of development is via a wholly owned company. The rationale for this approach was the ability to create a long term, stable investment proposition which could deliver a range of housing tenures, as well as having the ability to invest and innovate both in respect of social value outcomes and technology to support the zero carbon objectives of the Council.

2.6 It is to be noted, following assessment of approaches from other Local Authorities, that the list of initial criteria for This City are more ambitious than most other Local Authority housing delivery vehicles. Therefore, the Council has taken a prudent approach to risk to ensure that the lessons highlighted in recent public interest reports on similar ventures are taken into account when developing the company.

3. This City: Manchester's Housing Delivery Vehicle

3.1 As part of the dynamic and proactive post COVID-19 recovery for the city, the Council is committed to sustaining confidence in the development market and ensuring that our core messages to investors and developers remain as strong. With this in mind, an additional delivery route is to be created with the capacity to drive investment beyond the existing local development delivery framework. Through the establishment of This City, the housing delivery vehicle will develop new accessible and market homes, contributing towards the Council's housing, regeneration and growth priorities.

3.2 There has been significant work undertaken to formulate the This City proposition in detail as well as to bring forward development proposals for the first phase of delivery via This City. Furthermore, there has been extensive work on the development of a robust financial model to underpin the operation of the entity and provide detailed performance monitoring information which will be regularly reported back to the Council as Shareholder. The sections of the report below outline more detail on This City, which will be underpinned by a detailed business case which is in the process of being drafted and independently assured.

This City Objectives

- 3.3 To ensure there is clarity around what the focus of This City, the approach to delivery and the company business case / plan has been structured around the following objectives:
- **Viable proposition** – to ensure that as a minimum the company can repay principal and interest finance costs back to the Council;
 - **Provision of an accessible tenure** – that a proportion of each scheme, a minimum of 20%, is let at an 'Accessible Rent'; which is defined as at or below Local Housing Allowance rates;
 - **Sustainability** – demonstrate that a high-quality housing product, meeting zero carbon aspirations and providing accessible homes is achievable;
 - **Retention of control** – that the company will retain control of rent setting, management and lettings functions;
 - **Commercial with a conscience** – the company is a trading entity with a key focus on maximising the number of accessible homes that can be delivered through cross subsidisation from the market rented units and ensuring that the delivery of Social Value is embedded through the companies policies and practices;
 - **Scalable and adaptable** – flexibility in the structure and model of the company in order for delivery to be scaled up and provide a route in for investors, with the ability to deliver up to 500 new homes per year.

Contribution to Manchester's Residential Growth Strategy

- 3.4 To ensure that This City is playing its part in delivering the Residential Growth Strategy for Manchester, not only through the provision of new homes towards the targets outlined within the strategy, key contributions will be made in a number of other ways:

Growth

- 3.5 This City is initially going to build homes on Council owned sites which have remained vacant for a number of years providing net new supply housing in areas where demand is high and complimenting other regeneration initiatives taking place in the surrounding area. The This City approach is flexible, so in the future there could be opportunities to acquire land from third parties or partner with others to bring forward larger scale opportunities.
- 3.6 At the heart of This City's proposition is the provision of high-quality housing which will deliver a positive contribution towards the city's Zero Carbon ambition. This City's aspiration is to be at the forefront of sustainable housing delivery and develop sustainable housing solutions ahead of other developments in Manchester. Through work undertaken to date on the sustainability brief for the first phase of development, this has highlighted how This City will meet the LETI recommended target for the Paris Climate Accord alignment.

People

- 3.7 It is intended that there will be an element of family housing provided across the majority of schemes delivered through This City. This will diversify the housing market and develop mixed communities across a range of housing market areas. An example of this is the proposed delivery of a proportion of family town houses where the first scheme is to be developed. In this particular locality, it is understood that through Manchester Move data, there is on average over 600 bids for each 3-bedroom property that becomes available in the area.

Place

- 3.8 A significant proportion of the homes to be delivered by This City will be market rented. This City aims to offer a best in class lettings, maintenance and management function which will act as an exemplar for others to follow and be attractive to prospective residents. Campbell Tickell have been appointed to complete an options appraisal to inform the This City approach to this provision in order to formulate a quality and responsive for all residents.

4. Structure and Governance

- 4.1 As outlined earlier, a range of corporate structuring options have been considered for This City. The structure is required to be efficient, underpinned by robust governance, and offering the flexibility to be adaptable as the delivery and business model evolves for This City over time, to enable the company to be flexible and respond to new opportunities as they emerge.
- 4.2 For the first phase of delivery, This City will be delivered through a wholly owned company. As the Council wishes to exert control and influence on shaping this phase and developing the blueprint for what the This City housing offer will look like, the use of a wholly owned vehicle was deemed the most appropriate way to do this. In addition, it is proposed that This City will utilise the Council's procurement frameworks for the first phase whilst its own procurement strategy is developed.
- 4.3 To wrap around the operation of This City, there will be strong and transparent governance, regularly reporting back to the Council as Shareholder and outlining company performance from both a delivery and financial perspective. The implementation of a robust monitoring and accountability framework for This City will be a critical factor to its success. A set of Key Performance Indicators are in the process of being established which will be tracked by the This City Board, with performance monitoring being presented to the Council on a minimum of each quarter. This will ensure that there is effective oversight of operations and any emerging risks or performance issues can be mitigated appropriately.
- 4.4 A Company Board comprising of Directors and Non-Executive Directors with the appropriate skills is to be created. The Board will work to a defined Delegations Matrix, highlighting the decision making authority which the Board has and what should be referred to the Shareholder.

5. Financial Modelling and Funding

- 5.1 Noting that the business case is currently being finalised, for the first phase of This City, it is expected that the Council will fund the construction of the homes by through a mix of debt and equity in the company, which the Council will fund through the Public Works Loan Board (PWLB). The interest and debt repayments received by the Council from This City will be used to service the PWLB debt incurred by the Council.
- 5.2 In progressing this approach, the Council will need to incur costs before the company is fully established, including design fees. It is expected that costs incurred in advance of the This City company being fully established will form part of the setup costs of the company and will therefore be recovered by the Council.
- 5.3 The debt and equity blend are expected to be slightly different for each scheme, and the Council will ensure that the composition of financing is compliant with the Subsidy Control Principles outlined within the Subsidy Control Bill, which provides the framework for a new, UK-wide subsidy control regime.
- 5.4 A comprehensive financial modelling tool has been developed for This City by PwC. The model provides the ability to apply a range of sensitivities in order to create the optimum financial viability scenario. The ability to run a range of sensitivities is a key at this early stage of scheme formation given costs for delivery are still high level, indicative and in the process of being refined as part of the work being undertaken through the RIBA stages.
- 5.5 For the first phase of delivery, a prudent approach to the cost estimates has been take with an additional 5% applied for potential inflation increases at the point of construction, alongside further provisions for risk and contingency. These provisions are being monitored closely, with advice being taken from cost consultants and economists working for Mace, who have the latest industry insights and trends.
- 5.6 Following tax advice covering Corporation Tax, VAT and SDLT, the wholly owned company route for phase 1 provides the optimum level of efficiencies, rather than the first phase of delivery being amalgamated into a wider group structure. Tax advice has been provided for both the Council and This City, to ensure that the implications and benefits for both parties are fully understood.
- 5.7 It is to be noted, that for the first phase of delivery, there will be no grant input, such as Right to Buy Replacement Programme or Homes England funding programmes, applied. However, for future phases, the opportunity to access grant funding streams will be considered.
- 5.8 For phase 2 and beyond, it is intended that This City will seek an investment partner to work with to drive forward new developments, rather than fund through further PWLB debt. Any new schemes which will be delivered in partnership with an investor will still seek to follow the core principles of This City: development of new, high quality, sustainable homes which are

accessible to the people of Manchester.

- 5.9 At the June 2020 Executive, a £1.5m development budget was allocated in order to progress activity in relation to the establishment of This City. To date, there are commitments of £1.2m, including a 10% contingency, with c£500k of the budget committed towards design fees for the first two schemes, with the remaining budget allocated to cover a range of surveys, investigations and professional advice to ensure that the approach to This City was well informed and officers had relevant advice in order to develop the company within the appropriate legal and legislative parameters. As noted above, it is intended that most of this will be recovered from This City once it is set up and as the various phases develop.

6. Phase 1 Delivery

- 6.1 Following a review of potential site opportunities, the first two sites have been identified for delivery; a site in Ancoats & Beswick Ward, Site A, which will be the first scheme delivered by This City, which will then be followed closely by a further development in the Piccadilly Ward, Site B.
- 6.2 As part of the selection process for these sites, high level capacity studies and indicative costings were produced to test the viability of these schemes. Furthermore, the development of these sites will contribute to the delivery of objectives already set out in adopted Strategic and Neighbourhood Development Frameworks.
- 6.3 For Site A, a design team has been appointed which is being led by Mace, with proposals currently developed to RIBA Stage 1 and work already commenced on RIBA Stage 2. Site investigations are ongoing to inform the further development of the detailed design proposals. In addition to this, work has already commenced to test the construction market appetite to bring on board a contractor at an early stage to provide further certainty on cost and delivery timelines. At the time of writing, the scheme is anticipated to provide 122 new homes, with a mix of apartments and townhouses, with a minimum of 37 (30%) of the homes being let at an accessible rent.
- 6.4 With regards to Site B, this is at a less advanced stage than Site A with Faithful + Gould engaged to lead the co-ordination of the design team. At present, work is underway to run a mini-competition to appoint an architect to develop the proposals for the scheme. From indicative capacity studies, it is anticipated that the scheme will be an apartment development, providing in 82 homes, 17 (20%) of which will be let an accessible rent, with the opportunity to increase the proportion of accessible rented homes to be explored as the design proposals progress.
- 6.5 In order to maintain momentum with the design work on these schemes, the Executive is requested to approve funding of £0.347m to cover design team fees until the end of December 2021, when there will be critical checkpoint dates on both schemes in order for the Executive to agree next steps for development and delivery. Funding for design team fees will initially come from the Council's Capital Programme and then will be apportioned to This

City, once the company begins to operate.

7. Tenure Mix

- 7.1 Housing developments undertaken through This City will provide a mix of tenures through its delivery, with the first phase of delivery the focused on the provision of Accessible and Market rented homes. For the first phase of delivery, no home ownership products have been included but homes for sale at both discounted and market rates will be explored for future delivery.
- 7.2 This City is to create a new sub-market rental tenure called Accessible Rent. This is the provision of homes that will be rented at or below Local Housing Allowance (LHA) levels. Whilst this tenure type doesn't fall with National Planning Policy Framework definitions of Affordable Housing, rents set at this level will be affordable to individuals and households who earn the average Manchester wage of c£27,500. Whilst the Accessible homes won't prescriptively follow the Council's lettings policy, several key principles will be applied to the lettings approach which This City will take, primarily with accessible homes being advertised via Manchester Move and prioritised for those in housing need.

8. Timeline and Milestones

- 8.1 In order to ensure the momentum is continued with the progress of This City, there are a number of key milestones which are being focussed upon being delivered over the coming months:

Activity	Timeline
Mini-Competition for appointment of design team architect for Site B	September 2021
Soft market test for contractor for Site A	September 2021
Commencement of phase 2 site identification	September 2021
Completion of RIBA Stage 2 for Site A	October 2021
Development of an investor prospectus	October / November 2021
Completion of RIBA Stage 2 for Site B	December 2021
Business Case for Phase 1 presented to Executive	December 2021
Appointment of Design & Build Contractor for Site A	January 2022
Engagement with investors for phase 2 delivery	January / February 2022
Site A proposals submitted to planning	June 2022

9. Consultation and Communication

- 9.1 A consultation and communication strategy is in the process of being developed for This City. This will clearly outline when there will be engagement with the community and key stakeholders on site specific developments, as well as communication regarding wider This City activity.

10. Risks and Mitigations

- 10.1 Through the development of the This City proposition, a number of key risks have been highlighted and a risk and mitigations tracker has been developed. The points below highlight the most live and pertinent risks to this project at present, with the approach that is being taken to reduce and mitigate them:
- 10.2 ***Volatility of the construction sector:*** Cost consultants and economists working for Mace are currently working through refining scheme costs for Site A to ensure that accurate as possible inflation figures are applied to the cost profiling. A contractor is also in the process of being procured for Site A to add more certainty to costs, supply chain and delivery programme.
- 10.3 ***Financial and Cashflow:*** The financial model developed by PwC allows for sensitivity analysis, so that the impact of, for example, rent levels, voids, and maintenance costs can be reviewed. Inflation risk remains a concern given the current market intelligence, but the design team are building in prudent assumptions on cost increases. Cashflow will be an ongoing risk, which can be mitigated through some of the measures discussed below, but it will need constant review.
- 10.4 ***Robust market intelligence:*** It's critical that there is robust market intelligence underpinning the approach to This City – that we are delivering the right mix to meet the market need. A range of housing performance and delivery data has informed approach and will keep a regular track of changes in the property market.
- 10.5 ***Availability of a properties:*** A certain proportion of market rented properties need to be let within a certain timeframe to ensure that there is enough cashflow to repay debt and cover ongoing running costs. Staggered occupancy dates have been built into the financial modelling to provide enough headroom in the scenario where properties could take longer to let than anticipated. Flexibility to switch the tenure to accessible to ensure some level of income is also being explored.
- 10.6 ***Governance:*** Reviewing the findings of Public Interest Reports into other commercial ventures, ensuring getting the governance right is crucial, especially reporting back into Shareholder on business case / plan performance and having Directors on the Board with the right skills and experience. There will be a clear delegations matrix put in place to sit alongside the company articles to ensure that the relationship between the company and Shareholder is clear.
- 10.7 ***Development of accurate and robust business case / business plan:*** Failures of other similar entities have been due to unrealistic and poorly managed business cases / plans. In order to address this risk, an independent review of the emerging business case and following business plan has been commissioned to highlight any areas of weakness to ensure that all aspects of operation, development and delivery have been considered and that there is sufficient assurance in place for these matters.

- 10.8 **Resourcing:** Given the range of activities that need to be delivered concurrently to both establish the company and bring forward the first two schemes, resourcing to bring all this activity together is a risk. Additional, temporary resources are in the process of being recruited but it is to be acknowledged that it is proving to be more challenging than anticipated to find officers with the right skills and experience who can add value to the project.
- 10.9 **Company Objectives:** One of the key issues with the failure of other Local Authority housing companies was the lack of clarity on company objectives. There is a clear vision for This City, as a commercial entity, and what it aims to achieve in the Manchester housing market, with all aspects of the This City ambition being worked through to ensure that any potential for conflicting priorities have been negated and the added value that This City will provide being clearly articulated.
- 10.10 **Attracting an Investor for Phase 2 and beyond:** As highlighted earlier in the report, future phases are predicated on attracting an investor to back This City. Therefore, the proposition must be attractive to a third party and constructed in the right way for maximum benefits. An insight into investor preferences has been discussed with some of the external advisors who have supported This City to date to ensure that we are cognisant of the parameters that would need to be worked within.

11. Future delivery phases

- 11.1 It is intended for future phases that a partner and / or investor will be identified to work with This City. This would both be in context of the delivery and financing of new schemes. Phase 1 of delivery is intended to act as the blueprint for the approach for This City, with provision of sustainable and accessible homes being the principles which the This City core offer will continually be structured around. Work is to commence shortly on the development of an investor prospectus that will outline the opportunities that working collaboratively could bring in terms of the Manchester housing market, as well as supporting priorities linked to new supply homes for all our residents and the zero carbon agenda.

12. Contributing to a Zero Carbon City

- 12.1 The delivery of sustainable homes will be a key priority for This City. This will be at the core of the design considerations for all homes that will be delivered through the housing delivery vehicle. Careful consideration is being given as to how the developments will make a positive contribution to the zero carbon agenda and support the Council with the achievement of zero carbon by 2038.
- 12.2 All proposals linked to sustainability have been costed and considered from a financial viability perspective to ensure that there is a clear cost vs benefit realisation justification for the approach being taken.

13. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 13.1 A successful economy must be supported by a vibrant and diverse housing market. The provision of a multi-tenure, high quality, low carbon range of housing options will assist the City to attract investment and provide a housing offer to those working on lower incomes in the city.

(b) A highly skilled city

- 13.2 A successful jobs and skills market has to be supported by a vibrant and diverse housing market. The provision of a multi-tenure, high quality, zero carbon range of housing options will assist the City to attract and retain talent.

(c) A progressive and equitable city

- 13.3 The scale of development envisaged will provide much needed accommodation in the city which will be delivered across a range of communities to meet the needs of the City.

(d) A liveable and low carbon city

- 13.4 All homes being developed will be expected to contribute to our zero carbon targets through the sustainability measures that will be included within design specifications.

(e) A connected city

- 13.5 Housing development makes a direct and influential impact on infrastructure and growth. By ensuring an accelerated delivery programme, it is anticipated that there will be a stimulus to investment and development.

14. Key Policies and Considerations

(a) Equal Opportunities

- 14.1 There are no equal opportunities considerations at this stage but through the development of policies for This City, there will be equality, diversity and inclusion impact assessments undertaken.

(b) Risk Management

- 14.2 As outlined at section 10, there is a comprehensive understanding of the risks associated with This City and are being mitigated appropriately.

(c) Legal Considerations

- 14.3 Both internal and external advice has been provided to ensure that the approach to the creation of the company meets legal and regulatory requirements.

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