



Executive

Date: Wednesday, 17 November 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 20 October 2021. 5 - 14
- 4. COVID19 updates - Population Health and Economic Recovery**
Report to follow
- 5. Our Manchester progress update report**
Report to follow
- 6. Revenue Budget Monitoring report - P6** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 15 - 42
- 7. Spending Review and budget update** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 43 - 68
- 8. Capital Programme Monitoring 2021/22** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 69 - 112
- 9. Delivery of the Household Support Fund** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 113 - 134
- 10. Better Care Fund Section 75 2021/22** **All Wards**
Report of the Deputy Chief Executive and City Treasurer and City Solicitor attached 135 - 184
- 11. Adoption Counts - Regional Adoption Agency** **All Wards**
Report of the Strategic Director (Children and Families) attached 185 - 194

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| 12. Grey Mare Lane Master Plan
Report of the Strategic Director (Growth and Development) attached | Ancoats and Beswick
195 - 224 |
| 13. Streets for All Strategy
Report of the Director of City Centre Growth and Infrastructure attached | All Wards
225 - 270 |
| 14. Withington Baths Financial Support
Report of the Strategic Director (Neighbourhoods) attached | Old Moat; Withington
271 – 278 |
| 15. Refresh of the Greater Manchester VCSE Accords
Report of the Deputy Chief Executive and City Treasurer attached | All Wards
279 - 306 |
| 16. Manchester International Festival Evaluation
Report of the Strategic Director (Neighbourhoods) attached | All Wards
307 - 338 |
| 17. Update on the CCTV Code of Good Practice
Report of the Strategic Director (Neighbourhoods) attached | All Wards
339 - 370 |
| 18. HS2 Tramway Consent (Part A)
Report of the Strategic Director (Growth and Development) attached | Piccadilly
371 - 382 |
| 19. Exclusion of the Public
The officers consider that the following item or items contains exempt information as provided for in the Local Government Access to Information Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Executive is recommended to agree the necessary resolutions excluding the public from the meeting during consideration of these items. At the time this agenda is published no representations have been made that this part of the meeting should be open to the public. | |
| 20. HS2 Tramway Consent (Part B)
Report of the Strategic Director (Growth and Development) attached | Piccadilly
383 - 404 |
| 21. This City - Funding for Phase 1 Development (Part B)
Report of the Deputy Chief Executive and City Treasurer attached | All Wards
405 - 414 |

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
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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, 9 November 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, 20 October 2021

Present: Councillor Leese (Chair)

Councillors: Akbar, Bridges, Craig, Midgley, Rahman, White

Also present as Members of the Standing Consultative Panel:

Councillors: Butt, Karney, M Sharif Mahamed, Ilyas and Taylor

Apologies: Councillor Rawlins

Exe/21/95 Minutes

The Executive approved as a correct record the minutes of the meeting on 15 September 2021.

Exe/21/96 COVID 19 Public Health & Economic Recovery updates

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 Population Health advised that the Health Secretary would be making an announcement later in the afternoon on any additional measures that Government would be putting in place in advance of winter to address the national rise in COVID infection rates. It was expected that it would, as a minimum, confirm arrangements around the booster programme and the vaccination programme for 12 to 16 year olds.

The Executive Member for Health and Care advised that infection rates within the city were now 316.7 per 100,000 population and Manchester was currently 9th amongst Greater Manchester's Local Authorities in terms of infection rates, with rates gradually increasing but remaining below the national average and the infection rate amongst the over 60's was 233 per 100,000 which had increased over the past week and put Manchester 5th across Greater Manchester.

The Executive Member for Health and Care also reported that there had been increases in the rates of infection amongst school aged children but unlike last year there hadn't been large outbreaks in the city's university student population as there had been a good uptake of the vaccine from students. It was also reported that the Etihad mass vaccination centre would be used for the roll out of the 12 to 16 year old vaccination programme. The booster programme was well underway and the Executive Member for Health and Care stressed the importance of Manchester residents (who were eligible) taking up this offer for greater protection over the winter months.

The Executive Member for Health and Care concluded by thanking all staff who were working in CQC registered care homes for their co-operation in taking up the vaccine offer.

In relation to the city's economic recovery, the Director of City Centre Growth and Infrastructure advised that there had been a stronger footfall in both the city centre and district centres. Recent Chamber research had demonstrated that prospects were improving and independent retail was recovering slightly faster than general retail. Hotel occupancy figures had increased, with August achieving an 85% rate for weekend stays. It was also noted that the inward investment pipeline was doing well, however there were still challenges in relation to recruitment and ensuring Manchester residents who were out of work could access employment opportunities. The Council was about to launch the Business Fighting Fund which would enable the remainder of the ARG grant being made available to businesses to support their recovery.

Councillor Karney thanked the officers involved in the city's economic recovery over the last 18 months and confirmed that the Christmas Markets would be making a return to the City Centre for 2021, which would contribute to retaining jobs in the hospitality and retail sector of the city's economy.

The Leader also noted positively the scale of "job creating" development that was taking place in the city and advised that this was not being replicated anywhere else in the country.

Decision

The Executive note the update.

Exe/21/97 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 Children's Services reported that supermarket vouchers worth £15 per eligible child, from nursery through to Year 14, would be funded by the Council over the October half term. The move was a response to the Government's decision to end the Universal Credit uplift and growing fuel prices and financial pressures on the most in-need Manchester families.

In the absence of the Executive Member for Environment, the Deputy Leader (Finance) advised that Manchester's new Tower of Light structure had been switched on, marking a milestone in the development of the city's new Civic Quarter Heat Network. The illuminated 40m tower would provide heating and electricity to some of Manchester city centre's most iconic buildings. The network would go live in early 2022 and help reduce each building's carbon emissions and support the city's transition to zero carbon by 2038.

The Executive Member for Housing and Employment reported that Planning permission had been granted for the development of 69 low-carbon social homes on Silk Street, Newton Heath. Electric vehicle charging points would be included as part of the development. The houses would have generous gardens and solar panels, while the apartments would feature living green roofs as part of the project's low carbon commitment. This would also include the use of Ground Source Heat Pumps and mechanical ventilation with heat recovery to keep utility costs down for residents. The homes would be managed by Northwards Housing. Work was expected to begin on site in the New Year.

The Executive Member for Neighbourhoods advised that two Manchester parks and four cemeteries had been awarded the prestigious Green Flag Award, the international quality mark for well-managed parks and green spaces. Heaton Park and Alexandra Park, along with Gorton, Phillips Park, Southern and Blackley Cemeteries, had all been awarded the status which was a recognition of the hard work of both staff and volunteers to maintain and improve the spaces. Heaton Park had also been awarded the coveted Green Heritage Site accreditation, supported by Historic England, for the management of its historic features.

Decision

The Executive note the update

Exe/21/98 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.

The proposals which required Council approval were those which were funded by the use of reserves above a cumulative total of £2 million, where the use of borrowing was required or a virement exceeded £0.5m. These included the following proposed changes:-

- Neighbourhoods – Blackley Crematorium Cremator Replacement Additional Funding. A capital budget increase of £0.203m was requested, funded by borrowing for additional required works including, increased ventilation requirement, electricity supply upgrade, increase in the amount of builder works required to align new cremators with existing openings and inflation costs.

The report then went on to detail 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. These included:-

- Highways Services – Manchester Cycleway Construction (Fallowfield Loop and Yellow Brick Road). A capital budget increase of £0.375m in 2021/22 and

£3.341m in 2022/23 was requested, funded by external contribution for upgraded pedestrian and cycle facilities with improvements from a safety, access, lighting and ecological perspective on the Fallowfield Loop and Yellow Brick Road.

- Children’s Services – City Centre School. A capital budget increase of £2.450m in 2022/23 and £0.250m in 2023/34 was requested, funded by external contribution, and a capital budget virement of £0.250m in 2021/22 and £3.250m in 2022/23 was requested, from the approved Education Basic Need Unallocated budget for the creation of a new primary school at the Crown Street Phase 2 development in the ward of Deansgate.
- ICT - Highways Maintenance and Street Works Asset Management Software. A capital budget decrease from ICT Investment budget of £0.356m in 2021/22 and £0.075m in 2022/23 was requested and approval of a corresponding transfer of £0.431m to the revenue budget, funded by capital fund for the implementation of a new software solution for Highways which will make Manchester City Council more efficient and effective in discharging its statutory duties with regard to Highways Maintenance and Streetworks.
- Highways Services - Transfer of Great Ancoats Street (GAS) Funding to the A6 Stockport Road Pinch Point Scheme. A capital budget virement of £0.155m in 2021/22 is requested, funded by borrowing from the Great Ancoats Street Improvement Works approved budget due to unforeseen costs encountered during the construction phase of works due to ground conditions and a water main requiring additional works.

The report highlighted that there had been increases to the programme totalling £0.376m as a result of delegated approvals since the previous report to the Executive on 15 September 2021 and if the recommendations in the report were approved the General Fund capital budget would increase by £6.188m across financial years which would also result in an increase in the prudential indicator for Capital Expenditure in corresponding years.

Approval had also been given for a capital budget virement from the Unallocated Education Basic Needs budget to The Barlow RC High School. The £1.050m for the project would add a resource provision of 16 places to the school’s capacity for children with an Education, Health, and Care Plan (EHCP). A further capital budget virement had been approved to ensure the final outstanding payment to the contractor for the expansion of Crab Lane Primary School in 2015-16. £0.010m was vired from the Unallocated Education Basic Needs budget. And finally, a virement for Wythenshawe Track Changing Rooms was also approved utilising the Parks Development Programme budget. The additional £0.105k for the project would ensure the replacement of accessible changing and toilet facilities at Wythenshawe Athletics Track.

Decisions

The Executive:-

- (1) Recommends that Council approve the following changes to Manchester City Council’s capital programme:

- Neighbourhoods – Blackley Crematorium Cremator Replacement Additional Funding. A capital budget increase of £0.203m is requested, funded by Borrowing.

(2) Approves the following changes to the City Council’s capital programme

- Highways Services – Manchester Cycleway. A capital budget increase of £3.716m is requested, funded by External Contribution.
- Children’s Services – City Centre School. A capital budget increase of £2.7m is requested, funded by External Contribution, also, a capital budget virement of £3.5m is requested, from approved Education Basic Need Unallocated budget.
- ICT - Highways Maintenance & StreetWorks Asset Management Software. A capital budget decrease from ICT Investment Budget of £0.356m in 2021/22 and £0.075m in 2022/23 is requested and approval of a corresponding transfer of £0.431m to the revenue budget, funded by Capital Fund.
- Highways Services - Transfer of Great Ancoats Street (GAS) Funding to the A6. A capital budget virement of £0.155m is requested, funded by Borrowing from Great Ancoats Street approved budget.

(3) Notes the increases to the programme of £0.376m as a result of delegated approvals.

(4) Notes the virements in the programme of £1.165m as a result of virements from approved budgets

Exe/21/99 Large Scale Renewable Energy Generation Feasibility Summary Study

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which presented the key findings from the Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council, which had been undertaken to determine the best way for the Council to achieve a 7000 tonne reduction in CO₂ by 2025, which was a target within the Council’s Climate Change Action Plan (CCAP).

The Feasibility Study concluded that the Council had two options, either purchase a solar PV facility or negotiate a suitable power purchase agreement (PPA). Both options were assessed to be better than the “do nothing” option. Solar PV was recommended as the most appropriate renewable technology as onshore wind developments were very limited in availability and were often subject to planning challenges. Offshore wind was generally too large a scale to be suitable.

The size of requirement needed to deliver 7,000 tonnes of CO₂ annual savings was equivalent to 33MW of solar PV. To deliver benefits beyond this point and contribute more significantly to the Council meeting its target to be zero carbon by 2038, then between 45-50MW of solar PV would be required and it was recommended that the Council should consider adopting this size of requirement to future-proof residual emissions through to 2038. It was noted that the Council had maximised capacity on

its own buildings for renewable energy generation with 6.67MW already scheduled to be installed via roof-mounted solar PV installations on the Council's estate.

It was reported that there was no suitable land in Council ownership to deploy 45-50MW of solar capacity. An area of approximately 100 Hectares of land would be required to deliver the 7,000 tonnes of CO₂ requirement nor were any opportunities identified within Manchester for a partnership project. As such the feasibility study concluded that the Council needed to look out of area to deliver the required size of generation, given there were no local opportunities for solar PV at the required scale.

It was noted that a budget of £27m–£30m was the estimated cost for an asset purchase, which would have an anticipated lifespan of 35-40 years. Should this option be selected, and a suitable facility identified, the Council would need to be prepared to move at speed as the numbers of projects of this kind coming to market were relatively few and were likely to be in high demand.

It was reported that in order to progress effectively, a project team would be created which would incorporate appropriate internal capacity within the Council's Corporate Landlord functions (including our Energy Management and Facilities Management Teams). This team would be complemented by securing appropriate expert advice to implement the recommendations around purchase of a solar facility twin-tracked with a PPA. This twin-track approach would allow the Council to progress the two recommended options in line with the findings of the feasibility study and was necessary to allow the Council to make the right purchase to meet its needs within the CO₂ targets and timescales set in its Climate Change Action Plan.

Decisions

The Executive:-

- (1) Note the options available to the Council.
- (2) Agree that the Deputy Chief Executive and City Treasurer and the Chair of the Zero Carbon Coordination Group establish a delivery team to develop the options further, with a view to returning to the Executive with a proposal.

Exe/21/100 Manchester Fort - Draft Development Framework

The Executive considered a report of the Director of City Centre Growth and Infrastructure, which informed of the outcome of a public consultation exercise with local residents, businesses and stakeholders, on the draft Development Framework for the Manchester Fort site and sought approval of the framework.

The Manchester Fort Shopping Park occupied a strategic location in North Manchester; adjacent to the intersection of the main radial routes of Cheetham Hill Road and Queens Road. It had been established as a bulky goods shopping destination in 2004 and had since evolved into one of the largest and most successful retail parks of its kind in the North West.

The framework was produced in collaboration with Nuveen who were the owners of the site. In response to evolving market trends within the retail sector, Nuveen were seeking to diversify the shopping park in order to maximise its potential and create flexibility to adapt to the changing market. The vision and development principles set out within the framework sought to secure the long-term prosperity of the park and ensure that it continued to play an important role for the communities of North Manchester.

A total of 33 responses were received to the consultation, 73% of respondents 'strongly agreed' that they supported the long-term plan to introduce new flexible retail space, an expanded food and drink offer, a hotel and a cinema. 70% of respondents 'strongly agreed' that they supported plans to extend the usage of Manchester Fort Shopping Park to contribute to the evening economy and 83% of respondents 'strongly agreed' with plans to enhance the environment of the shopping park whilst providing better accessibility for pedestrians.

An additional response was also received on behalf of a landowner and operator of a site within Manchester city centre which included a range of leisure operators. This landowner had recently secured planning permission to deliver a range of works to the external and internal appearance of their site, to ensure that it remained at the forefront of the leisure market. The response highlighted that the committed investment could be impacted, should a major leisure-led development come forward at Manchester Fort. The concerns raised within their response predominantly focused on the proposed expanded uses detailed within the draft Development Framework.

In response to the consultation, the draft framework had been updated to accurately capture the role and importance of the city centre and reaffirm the need for future relevant planning applications to be subject to planning policy requirements throughout.

Decisions

The Executive

- (1) Note the outcome of the public consultation on the draft Manchester Fort Development Framework, and subsequent suggested revisions to the draft framework.
- (2) Approve the Manchester Development Framework and request that Planning and Highways Committee take the framework into account as a material consideration when considering planning applications for the area.

Exe/21/101 Youth and Play Commissioning Arrangements

The Executive considered a report of the Strategic Director (Neighbourhoods), which provided a summary of the evidence and research collated during consultation with the wider youth and play sector during the spring and summer and set out a revised model of delivery for the commissioning of the youth and play sector, which was currently a role undertaken by Young Manchester.

As part of the research into different approaches to youth and play commissioning, officers spoke to Heads of Youth (or equivalent) in five other Local Authorities, as well as Head of Service from across Manchester City Council, to understand what worked well and what was needed.

Some respondents involved in the wider engagement had expressed concern that if any future arrangements were delayed it would create uncertainty for organisations across the City, which in turn would have a negative impact on children and young people. It was noted that any future commissioning arrangements would need to be underpinned by a programme of workforce development and strategic leadership – both of which had been highlighted as a high priority during the Young Manchester Review and the Sector Engagement sessions.

Following the engagement that had been undertaken it was proposed that the commissioning arrangements for Manchester City Council funding for youth and play activity was directed under a new model, with the Council's role to administer, manage and provide continued support to all organisations involved in the delivery of the wider youth and play offer. The proposed new arrangements would see providers within the 6 youth and play partnerships and Neighbourhoods supported directly by their Area Youth Lead to submit applications for youth and play funding. These applications would be reviewed by a local youth advisory panel, who would make funding recommendations to the Youth Commissioning Board.

The proposed new model of delivery would build on the existing strengths and progress made over the last four years, it would reduce operational overheads and seek to remove duplication. In time it was anticipated that more funding would reach grassroot organisations who were working directly with children and young people. The new arrangements would ensure that place-based commissioning would be embedded, which would be approved by a panel of individuals who were based in and had in-depth knowledge of the area and would also provide the City Council with increased influence over the effective deployment of its own resources.

In order to ensure the next steps in the process were completed fully and robustly, it was recommended that Council extended the current commissioning arrangements in place for a one-year period as all current arrangements issued under the Youth & Play fund ended on March 31 2022. Whilst the one-year extension would be with the same organisations under the same monitoring requirements, new grant agreements would be issued and managed via the City Council Youth, Play & Participation team. The proposal was to agree and execute all grant funding arrangements for 2022/23 by the end of December 2021. As per existing agreements, all grant funding contributions would be subject to providers evidencing appropriate match funding.

Decisions

The Executive:-

- (1) Note the findings from the sector consultation and Local Authority research which have informed the future commissioning arrangements.

- (2) Agree the option presented for the future commissioning of the youth and play sector, which will enable the Council to a) fulfil its Statutory Youth Duty; b) fulfil the priorities identified in the Our Manchester Youth Strategy; c) align with the priorities and focus of the Children & Young People's Plan.
- (3) Delegate responsibility to agree the grant payments for 2022/23 totalling £1.44M to the Deputy Chief Executive & City Treasurer and Strategic Director of Neighbourhoods, in consultation with the Executive Member for Children & Young People and the Deputy Leader.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Revenue Monitoring to the end of September 2021

Report of: Deputy Chief Executive and City Treasurer

Purpose of the Report

The report outlines the projected outturn position for 2021/22, based on expenditure and income activity as at the end of September 2021 and future projections.

Recommendations

The Executive is requested to:

- 1) Note the forecast outturn position which is showing a £1.161m underspend.
 - 2) Approve the proposed revenue budget virements (para. 2.4 to 2.12)
 - 3) Approve additional COVID 19 grants to be reflected in the budget (para. 2.13 to 2.15).
 - 4) Approve the use of other unbudgeted external grant funding (non COVID 19) (para. 2.16 to 2.17).
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Wards Affected: All

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

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

Our Manchester Strategy Outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities.	The effective use of resources underpins the Council's activities in support of its strategic priorities.
A highly skilled city: world class and home grown talent sustaining the city's economic success.	
A progressive and equitable city: making a positive contribution by	

unlocking the potential of our communities.	
A liveable and low carbon city: a destination of choice to live, visit and work.	
A connected city: world class infrastructure and connectivity to drive growth.	

Implications for:

Equal Opportunities Policy – there are no specific Equal Opportunities implications contained within this report.

Risk Management – as detailed in the report.

Legal Considerations – there are no specific legal considerations contained within the report.

Financial Consequences – Revenue

The report identifies a forecast underspend of £1.161m for 2021/22, based on activity to date and projected trends in income and expenditure, and includes the financial implications of COVID 19, government funding confirmed to date and other changes.

This report focuses on 2021/22, however it is anticipated the implications of COVID 19 will have a significant impact on the Council's finances for a number of years. With the likely scale of funding pressures and future resource reductions, it is important that the Council holds a robust position on reserves and maintains the ability to deal with issues that arise during the financial year.

Financial Consequences – Capital

There are no capital consequences arising specifically from this report.

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Background documents (available for public inspection):

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

Revenue Budget Report – Executive Meeting February 2021

1. **Introduction**

- 1.1. This report provides an overview of the Council's current financial position for 2021/22. The forecast overall position for 2021/22 is an underspend of £1.161m after taking account of confirmed government funding and mitigation through the Council's share of the sales, fees and charges emergency funding. It should be noted that the COVID 19 related forecasts included in this position are based on the round 16 return submitted to the Department of Levelling Up, Housing and Communities (DLUHC) on 24 September 2021. The returns continue to be submitted monthly and figures will continue to be refined throughout the year.
- 1.2. There remains a significant budget shortfall to 2025/26 alongside uncertainty about the future funding settlement. A report will be brought back to the Executive to consider the longer-term position and proposed mitigations as part of the budget process.

2. **Financial position 2021/22**

- 2.1. The current budget monitoring forecast is estimating an underspend of £1.161m for the year. The impact of COVID 19 is still being felt and there are significant uncertainties and risks to the position as COVID 19 restrictions ease, with significant potential risks around services to Adults, Children's and Homelessness of increasing demand leading to additional costs.
- 2.2. In relation to the delivery of the £40.717m of savings identified as part of the budget process the majority are on track for delivery. However, £1.841m (4.5%) of these are considered high risk and a further £4.365m (10.7%) are medium risk, in terms of the likelihood of delivery. Officers are working to address the risk to ensure all savings are achieved or mitigated.
- 2.3. Full details on the key budget forecasts and variances by Directorate are provided at Appendix 1. The forecast position includes the recommended virements, budget increases for additional funding and the allocation of inflation funding set out below for the consideration and approval of Executive.

COVID 19 related virements

- 2.4. The 2021/22 budget recognised that the financial implications of COVID 19 would continue into this year and beyond. Areas affected were mainly in relation to Social Services and Homelessness as well as income collection. The position around income collection was volatile and uncertain when the budget was set, linked to the easing of restrictions and the economic impact on organisations and individuals.
- 2.5. When the budget was set, additional growth funding was made available to support further covid pressures, including expectations of growth in demand for services as an impact of the recovery from the pandemic. The budget included £26.5m of forecast additional departmental costs and £9.1m of forecast income losses. This was partly funded via the tranche 5 emergency funding of £22.2m and the Sales, Fees and Charges claim of £3.7m. The Council has also applied a significant level of its own resources (made available through reserves, savings

and mitigations) to offset losses not covered by government support schemes. The most significant areas were related to the loss of the airport dividend and investment income.

2.6. A number of these risks still exist; however, demand is not being seen in the way initially expected. All COVID 19 related budgets and pressures have been reviewed and where costs are lower than anticipated or the income collection has been higher it has been agreed that the additional support is removed from the budget. An adjustment of £6.170m was approved by Executive at its July meeting and a further £0.602m at the September meeting. A further £4.916m is recommended for approval this month as follows:

- Children's Services £2.183m in 2021/22 and £1.2m recurrently due to the preventative actions and investments targeted on the front door, edge of care and approach to permanency having a positive impact in reducing demand.
- Adult Social Care £2m release on a recurrent basis, due to client numbers in residential and nursing provision being lower than pre-pandemic levels and on-going support by central government regarding CCG funded nursing care placements.
- Elections £113k and Communications £20k.

Other virements affecting the budget smoothing reserve

2.7. Approved budget carry forwards from 2020/21 totalling £0.650m are not required, made up of £350k HROD and Elections £300k.

2.8. There is a release of Public Health budget (£300k), waste contingency (£1.254m) and a reserve set up for Community support (£1.6m) as the costs have been directly related to managing the pandemic and are therefore eligible for funding through the Contain Outbreak Management Fund (COMF).

2.9. The Council's electricity provider contract ended in October 2021 and renewal prices have increased significantly at a national level. The secured contract price for the next 12 months has resulted in a part year pressure of £3.283m. This impacts the following services (Corporate Services £1.183m, Operations and Commissioning £0.675m, Homelessness £149k, G&D £77k, Highways, £59k and Adults Social Care £36k). It is proposed these pressures funded by virements from the budgets released, as set out above.

2.10. The above adjustments bring the 2021/22 transfer to smoothing reserve to £11.609m. This will be used to support COVID 19 related losses in the medium term and reduce the budget gap.

Other virements between directorates

2.11. Transfer of business support staffing budgets to realign service provision from Adult Social Care to Children's Services and Education and Skills at £0.763m

- 2.12. Realignment of Shared Service Centre budget of £0.902m, to Finance £1.109m and HROD (£207k).

COVID 19 related Grants

- 2.13. The Council has received a range of grants from Central Government to support the response to the COVID 19 pandemic. These will be administered in line with the conditions set out by central government. In some cases the council is acting as an agent of the government, an intermediary between the government and recipient with no flexibility in determining the level of support. These payments will be netted off the grant received and will not be shown gross in the budget. Where the Council acts as principal and is able to use its own discretion when allocating the grants (within the grant conditions) the Council's budget will be increased to reflect the funding.
- 2.14. The additional COVID 19 related grants received to date are listed in Appendix 2. Note only the tranche 5 emergency funding of £22.229m and the amount which is to be claimed for Sales Fees and Charges Support of £3.596m are available to support the direct additional costs and income shortfalls faced by the Council. The remaining grants are either directly passed on to businesses or residents or earmarked for specific priorities such as for test and trace. These and subject to a grant certification and/or audit process.
- 2.15. The following COVID 19 grants have been notified since the last Revenue Monitoring report:

Grants where the Council is acting as principal and are added to Directorate Budgets

- Adult Social Care - LA Practical Support Framework (July to September), £0.672m. To provide practical support for those self-isolating.
- Local Authority Community Testing Plan April to August, £0.568k. To support testing of asymptomatic individuals in order to identify infectious individuals so they can isolate and reduce transmission of the virus

Grants where the Council is principal for the discretionary element of the funding and as agent for the remainder

- Test and Trace Support Payments (August September), for adults who are self-isolating. £1.047m added to Directorate budgets, and £0.599m is treated as agency as the council is acting on behalf of government and has no discretion over the use of funds.
- Infection and Control Testing Fund of £2.111m which is to support the care sector to put in place crucial measures over the winter period. £0.615m added to Directorate budgets, and £1.496m is treated as agency as the council is acting on behalf of government and has no discretion over the use of funds.

The following Grant has not been reflected in the revised budget:

- Household Support Grant £6.453m - At least 50% of the total funding must be spent on families with children. In terms of type of support, the expectation is that the Household Support Fund should primarily be used to support households in the most need with food, energy and water bills. It can also be used to support households with essential costs related to those items and with wider essential costs
- Afghanistan Resettlement Education Grant - £420k allocation from the 'Operation Warm Welcome' fund of £12m nationally, to support child refugees' schooling. The Council has received the largest allocation of any authority outside of London.

Other budget changes for approval

2.16. Since the Period 4 there have been additional non COVID 19 grant notifications:

- Capability Funding - £325k. This will fund development of key overarching plans and strategies that will help Manchester increase levels of active travel and target areas in the North of the city where active travel levels are lowest.
- Operation Magpie - £72k. This funding will enable Trading Standards to dedicate specific resource to the counterfeiting problems. As well as pursuing prosecutions the work will also involve obtaining closure orders for problem premises and carrying out enforcement at self-store premises suspected of storing counterfeit goods.

2.17. The following bid has been made for the use of reserves, above that budgeted

- Civil enforcement of moving traffic offenses - £100k. The spend will prepare for the transfer of powers in enforcing Moving Traffic Offences currently held by Greater Manchester Police to Manchester City Council. This will allow the Council to tackle its priorities in preventing offences which affect the efficiency of traffic flows and journey times as well as reducing the potential for road collisions.

3. Conclusion

3.1. Taking into account the forecast financial implications of COVID 19, confirmed and anticipated government funding and any other known budget changes the budget forecast is an underspend of £1.161m for 2021/22. There remain significant uncertainties and risks to the position as COVID 19 restrictions ease, these are being monitored closely.

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Appendix 1 – Financial position - Period 6 2021/22

Integrated Monitoring and Corporate Plan Report: Period 6

Financial Executive Summary

- After the first six months of the year, the Council is projecting a £1.161m underspend for the year, with a significant underspend at this stage of the year on Adults Services of £2.969m, in part offset by a projected overspend in Neighbourhoods Directorate of £3.403m and smaller underspends or break-even positions in the remaining areas.
- Adults, Children's and Homelessness all have significant risk of increasing demand leading to additional costs.
- Lower than forecast commercial income, mainly from on and off street parking, is the main driver of the Neighbourhoods overspend projection.
- £1.841m (4.5%) of approved savings are considered high risk and a further £4.365m (10.7%) are medium rated, out of total £40.717m, whilst the impact has been mitigated during the year, work is on going to find alternative savings where original plans have not been achieved.
- A series of targeted investments were made as part of the 2021/22 budget setting process to support the delivery of savings, covid costs and demographic pressures, appear at this stage to be adequate to meet service need this financial year. In order to manage the overall risk to the organisation all growth budgets have been reviewed in greater detail as part of this monitor and as part of the 2022/23 budget process, with any resource that remains unused being returned to corporate contingencies.
- There remain significant uncertainties and risks to the position as COVID 19 restrictions ease and services return to normal.

1. Overall MCC Financials

Integrated Monitoring report Period 6 Total Forecast Variance

Summary	Original Budget	Revised Budget	Forecast Outturn	Variance	Movement from P4
	£000	£000	£000	£000	£000
Total Available Resources	(637,304)	(659,330)	(658,864)	466	574
Total Corporate Budgets	97,931	106,588	106,322	(267)	(10)
Children's Services	118,761	120,983	120,273	(710)	(430)
Adult Social Care	223,767	222,618	219,649	(2,969)	139
Neighbourhood Services	93,267	100,777	104,180	3,403	2,093
Homelessness	27,495	27,644	27,644	0	0
Growth and Development	10,580	(8,516)	(9,118)	(602)	(602)
Corporate Core	65,503	89,236	88,753	(483)	(368)
Total Directorate Budgets	539,373	552,742	551,381	(1,361)	832
Total Use of Resources	637,304	659,330	657,703	(1,628)	822
Total forecast over/(under) spend	0	0	(1,161)	(1,161)	1,396

**The large change in the net budgets of G&D and Core reflect that Facilities Management (£9.4m) and Operational Property (£6.5m) are now managed and reported under the Corporate Core.*

Corporate Resources £466k underachievement

	Annual Budget	Projected Outturn	Projected Variance	Movement since P4
	£000	£000	£000	£000
Resources Available	£000	£000	£000	£000
Retained Business Rates	(130,562)	(130,562)	0	0
Council Tax	(176,857)	(176,857)	0	0
Other Specific Grants	(139,920)	(139,454)	466	574
Business Rates Grants	(25,854)	(25,854)	0	0
Dividends	(4,913)	(4,913)	0	0
Use of Reserves	(181,224)	(181,224)	0	0
Total Corporate Resources	(659,330)	(658,864)	466	574

Corporate Resources - Financial Headlines

- Variance: The Covid Sales Fees and Charges compensation grant claim is £0.885m lower than originally budgeted. This reflects higher than expected income achievement within the Directorate service lines, meaning that our losses are lower than expected, mainly around Planning, Licensing, Comms and Parklife. Offset by increased New Burdens income of £311k and the £108k of grants overachievement relating to the Local Council Tax Support Admin Subsidy, resulting in an overall grant underachievement of £466k.
- The use of reserves of £181m reflects the timing of the Business Rates S31 grant for Extended Retail Relief which was received in 2020/21 but is applied to offset the 2021/22 Collection Fund Deficit.
- Business Rates Collection as at the end of September is 48% which compares to 41% by this point last year and 55% in 2019. Note just over a third of Manchester businesses were in receipt of 100% relief until the end of June; the reliefs have now reduced to 66% (national caps apply).
- Council Tax Collection at the end of September is 48%, compared to 47% by this point last year and 49% in 2019/20.
- It is forecast that both Council Tax and Business rates will overachieve against the budgeted income in 2020/21. This is not reflected in the reported position because accounting regulations dictate that any under or over collection of Council Tax or Business Rates is realised a year in arrears, to ensure stability of funding. Any surplus income will be reported in the budget papers and used to support the 2022/23 budget.
- Invoices paid within 30 days is 90% compared to a target of 95%. This compares to 80% in September 2020 and 91% in September 2019. This is due to a combination of suppliers not sending invoices direct to the Shared Service Centre and the number of duplicate invoices being received. New working arrangements and processes are being reviewed to make improvements and reduce volumes.
- £4.2m (19.3%) of pursuable debt was over a year old and still to be recovered by the Council. The Council is prioritising NHS invoices and other large Adult Social Care invoices. Progress is being made in resolving outstanding disputes which are preventing payment.

2. Corporate Budgets

Corporate Budgets £267k underspend

	Annual Budget	Projected Outturn	Projected Variance	Movement since P4
Planned Use of Resources	£000	£000	£000	£000
Other Corporate Items	43,068	43,078	10	10
Contingency	3,465	3,465	0	0
Budgets to be Allocated	2,531	2,532	0	0
Levies	37,849	37,859	10	0
Historic Pension Costs	9,066	8,779	(287)	(20)
Transfer to Budget Smoothing Reserve	10,069	10,069	0	0
Total Corporate Budgets	106,588	106,322	(267)	(10)

Corporate Budgets - Financial Headlines

- Budgets are largely on track at this stage of the financial year, with the exception being historic pension costs, which are forecast to underspend by £287k (3.2%) due to a reducing number of recipients. There is a £10k overspend on Levies due to the Probation Loan and Port Health Levy being higher than initially estimated. The £10k overspend against Other Corporate Items is due to an increase in the bad debt provision following a review of the position.
- The approved budget included estimated pressures arising from COVID 19 costs and income shortfalls. The COVID 19 related spend/income forecasts are being reviewed monthly. It has been agreed that where the forecast requirement is less than the budget provided these budgets will be clawed back and credited to a smoothing reserve to support next year's position.
- A reduction in budget of £6.170m was approved by Executive at Period 2. Further virements of £0.602m were approved at P4 and these resources have been transferred to the smoothing reserve to support the budget going forwards.
- A further review of growth budgets provided for the COVID 19 recovery, means that £2.183m can be released in 2021/22 and £1.2m recurrently in 2022/23 from Children's Services budgets. This due to the preventative actions and investments targeted on the front door, edge of care and approach to permanency having a positive impact in reducing demand. This position will be reviewed and refreshed as part of the ongoing budget monitoring to ensure that budgets remain sufficient and realistic. COVID 19 virements are also proposed for Period 6 relating to Adults (£2m), Elections (£113k) and Communications (£20k).
- In addition, adjustments relating to carried forward budgets of £300k (Elections) and £350k (HROD) are proposed for Period 6 as these are no longer required. These will also be credited to the budget smoothing reserve.
- Market increases in the wholesale price of electricity have resulted in a significant increase (87%) in what the Council pays for its electricity, which distorts the overall budget. It is therefore proposed that a budget increase of £3.283m to Directorates is funded from the budget smoothing reserve to cover the in year costs of the electricity contract for 2021/22, with, £1.917m to Neighbourhoods, £1.104m to Corporate Core, £149k to Homelessness, £77k to Growth and Development and £36k to Adults. The ongoing costs will be addressed as part of the 2022/23 budget process.
- This brings the smoothing reserve to £11.609m which has been reflected in the Council's budget model.

3. Children's Services

Children's and Education Services - £0.710m underspend

	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£000	£000	£000	£000
LAC Placement	38,903	16,295	37,254	(1,649)	(278)
LAC Placement Services	6,535	2,810	6,632	97	87
Permanence and Leaving Care	14,640	7,004	14,186	(454)	(256)
Children Safeguarding Service Areas	36,382	19,453	37,151	769	(310)
Children's Safeguarding	96,460	45,562	95,222	(1,237)	(757)
Education Services	8,716	6,638	9,369	653	341
Home to School Transport	10,047	2,521	9,947	(100)	(100)
Targeted Youth Support Service	324	804	324	0	0
Education	19,087	9,962	19,640	553	241
Children's Strategic Management and Business Support	5,437	2,347	5,410	(26)	86
Total Young People (Children's and Education Services)	120,983	57,872	120,273	(710)	(430)

Children's and Education Services - Financial Headlines

The overall forecast position as at Period 6 is an underspend of £0.710m, which is made up of:

- £1.649m Looked After Children (LAC) placement underspend mainly due to placements being 89 below what the budget was based on, reflecting the early help and preventative work undertaken by the Directorate.
- £97k LAC placement services pressures, National House Project initiative costs are offset by underspend in the Fostering Team.
- £454k Permanence and Leaving Care underspends are attributed to efficient use of the Unaccompanied Asylum Seeking Children Grant. The underspend is offsetting Supported Accommodation pressures.
- £0.769m overspend in Children Safeguarding areas, with £0.666m related to Legal, £0.400m Early Years pressure which is offset by £297k underspends in Supervised Contact, Commissioning Services and Emergency Duty Service. It is anticipated that the learning from a review of Legal services will help to mitigate the current pressure.
- £0.553m Education services pressures mainly relates to shortfall in attendance penalties being lower than expected due to COVID 19 as well pressures in short breaks.

- £26k underspend in Strategic Management helps off-set some of the pressures outlined above.

There has been a £430k improvement since the period 4. The movement is mainly due to:
Favourable movement

- Reduction in permanence and LAC placements costs (£0.534m movement);
- Children's Safeguarding now reflects grant funding support provided to Unaccompanied Asylum Seeking Children (£310k movement); and
- Home to School Transport improvement of £100k.

Adverse movement

- Increase in specialist short break costs (£341k movement), in some cases this Edge of Care intervention is preventing permanent LAC placement;
- Increase in Fostering Service forecast based on latest recruitment assumptions (£87k movement); and
- Reduction in Strategic Management reduction in the underspend (£86k movement) following review of budget assumptions

As anticipated in December 2020 contacts and referrals for a Children's Social Care service have increased; attributed to increased vulnerabilities in the community such as family poverty, domestic violence and detrimental impact on mental health and associated with the impact of COVID 19. In order to manage the increased need of children and their families for services it continued investment in targeted, 'front door', edge of care services and approach to permanency have had a positive impact on managing increased pressures. This coupled with an ongoing high performing Early Help service indicates that the service is resilient to meet need. As a result of these preventative measures the service has not yet utilised £2.1m of the additional growth monies allocated to the Directorate at 21/22 budget setting, this has been reallocated back to the corporate budget smoothing reserve.

Outstanding payments to providers (External residential and External Fostering) total £1.3m at the end of August, which is included in the forecast. An external consultation will work on data cleansing and reducing on hold payments in Controcc.

3 a. Children's Services – Dedicated Schools Grant

Dedicated School Grant (DSG) - £64k overspend

	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from budget	Movement since P4
	£000	£000	£000	£000	£000
Schools Block	196,052	93,909	196,120	68	88
Central Services Block	3,902	1,312	3,954	52	5

High Needs Block	89,222	41,924	89,468	246	264
Early Years Block	41,942	16,236	41,188	(754)	(756)
Recovery Plan	1,500	0	1,954	454	(1,304)
Total	332,619	153,381	332,684	66	(1,703)

Dedicated Schools Grant - Financial Headlines

- Dedicated Schools Grant (DSG) in 2021/22 totals £603m, of which £263m is top sliced by the Department for Education (DfE) to transfer directly to Academy schools.
- The DSG overall position is projecting to overspend by £66k at Period 6. The DSG position has had an improvement of £1.703m since Period 4, this is mainly due to the reduced demands on special educational needs (SEN) support, early years projections update with summer actuals and the clawback of excessive school balances mechanism.
- The biggest movement since p4 since that Out of City placements are lower £1m than previously anticipated. £304k excessive balances were claw-backed schools, it was agreed at Schools Forum in October that this will set against DSG recovery. £399k net movements in the DSG block and is mainly due to Early Years activity.
- DSG received additional high needs funding (after recoupment) in 2021/22 of £11.456m, of which £9.956m was allocated to meet demands in growth, and £1.500m is planned to be used towards mitigating the 2020/21 DSG deficit. As a result of Period 6 update an additional £454k has been allocated to the DSG recovery which means recovery is in advance of the plan, which was expected 2022/23.
- The early years block is funded to the local authorities on estimated pupil numbers and an adjustment is made to reflect any increases/decreases between January censuses (January 2020 and 2021). The early years funding methodology has changed temporarily in 2020/21 due to the pandemic impacts on attendance and school's census. The final 2020/21 early years block allocation will be based on January 2021 and May 2021 censuses, notified in November. The LA has included approximated accruals for the expected adjustments to the allocation on the basis of the January 2021 census data.

4. Adult social care / Manchester Local Care Organisation

Adult Social Care and Population Health - £2.969m underspend

	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£000	£000	£000	£000
Provider Services	28,863	12,729	29,823	960	(1,056)
Hospital Teams, Front door and TEC	2,998	1,800	2,773	(225)	(26)
Integrated Neighbourhood teams	45,139	9,185	40,072	(5,067)	264
Complex Services (LD, MH, Transition)	88,972	36,538	92,504	3,532	174

Commissioning MLCO	4,184	1,326	3,779	(406)	230
Back office, citywide support & growth	7,869	1,791	6,170	(1,699)	(184)
Total ASC Aligned Budget MLCO	178,025	63,369	175,121	(2,905)	(598)
MCC – Out of scope Population Health	42,465	12,643	42,465	0	747
MCC – Out of scope other	2,128	630	2,063	(64)	(10)
Total ASC and Population Health	222,618	76,642	219,649	(2,969)	139

Adult Social Care and Population Health - Financial Headlines

Overview of main variances (£2.969m underspend)

Significant uncertainty remains across Adult Social Care (ASC) budgets as wider society adjusts to living with COVID 19. Client numbers supported across services remain below pre-pandemic levels which has allowed flexibility in the budget for ASC to support the wider council pressures forecast for future years. The budget has been reduced (to support wider Council priorities) by £2m based on the forecast year end position. Whilst client numbers have been relative stable, any risk of volatility can be managed through the one-off use of the ASC reserve. In addition to the ASC budget change, work is ongoing with leaders across Population Health to ensure the appropriate spending of the council's COMF allocation for 2021/22 and provide support for expected on-going Test and Trace requirements in 2022/23. Details to support the figures in the table above are as follows:

Provider Services

- There is a pressure on provider services budgets of £0.960m, mainly driven by In-house Supported Accommodation (£1.722m), offset by underspends on Reablement (£467k), Day Centres (£177k) and Short Breaks (£50k) and other minor underspends.
- As previously reported, £0.6m of the overspend is in relation to fire safety which requires additional staffing levels until mitigating capital works are scheduled. Surveys of the properties have started but no estimated start date for the remedial work to take place has yet been scheduled. This is being pursued as a priority. The service is filling its expanded capacity and is now supporting 184 clients. A review is being scoped to assess the number of units required into the future. This will include a review of the type of clients who can be supported to bring the capacity into line with the available budget.
- This position is an improvement on that from Period 4 of more than £1m, with £0.742m of the movement on the In-house Supported accommodation budgets. A deep dive into the recording of agency hours in individual properties has now concluded and the reduction in the forecast is a more accurate reflection of the agency hours used by the service.
- The remainder of the improvement from period 4 is due to delay and challenges in recruitment plans in Reablement of £163k, and MEAP of £113k on MEAP and other minor variations.

Hospital Teams

- The £225k underspend on the Hospital Social Worker budgets is due to difficulties in the recruitment of qualified social workers resulting in vacancies being more than anticipated.

Integrated Neighbourhood Teams

- The £5.067m underspend across the Integrated Neighbourhood Teams budgets is due in the main to underspends on the residential and nursing budgets of £3.906m, homecare budgets of £0.702m, other care budgets of £254k and staffing of £142k.
- The number of clients in residential and nursing provision remains significantly lower than pre-COVID levels. (829 at end of September 2021, 998 at March 2020). Provision for clients <65 has remained relatively stable throughout the pandemic (109 at March 2020 and 107 now). It is >65s residential provision which has seen the most significant drop from 627 down to 518. The Better Outcomes, Better Lives (BOBL) programme (better strengths based assessments) and the discharge to assess model are expected to have contributed to these underspends. Across July and August there was an increase in clients for the first time in this financial year but this has now stalled. There has also been a significant decrease in the number of clients held on the CCG Broadcare system. These now total £3.097m (down from £3.5m) and this reduced figure reflects increased activity to assess clients for fully funded nursing care placements, which will remain as a cost to the CCG, rather than transferring to the Council.
- In the last report it was expected that Hospital Discharge Programme funding that has supported clients for their first 4-6 weeks after hospital discharge would finish at the end of September, however central government have now confirmed that it will continue until the end of the financial year. In light of this announcement and the reduction in numbers it is now forecast that ASC will be able to offer £2m of Council supported covid funding applied through the 2021/22 budget process to support pressures in future years.
- The number of homecare hours and the number of clients supported has been steadily reducing across the first six months of the year. They were at a peak 12 months ago at 2,086 clients but are now 1,980. The number of hours commissioned has also reduced in the same period from, 32,005 a week to 30,254 at Period 6.
- There are pressures within the homecare market as some providers are struggling to recruit and retain staff, which is constraining their ability to take on additional packages. This challenge is being off-set by our safety net of providers at present, albeit recruitment challenges persist and may be exacerbated if mandatory vaccinations are extended to the whole care sector (limited to care homes only from 11th November). However, the market challenges are not thought to be driving the reductions referred to above. Further work continues to ascertain if this is due to the embedding of the strengths based reviews as part of the BOBL programme.
- There are continuing underspends on external day care and supported accommodation as the numbers attending the provision remain lower than before the pandemic.

Complex Services

- There is a £3.532m overspend across the complex services budgets, which breaks down as
 - an overspend of £2.306m on external learning disability packages,
 - An underspend of £169k on specialist learning disability social workers,
 - £1.869m overspend on direct payments
 - offset by underspends of £493k on mental health and other service overspends of £19k.
- There has been an increase in the forecast overspend of £174k since Period 4. This is due to increased spend on direct payments (£274k) and externally commissioned learning disability packages (£71k) offset by reduced spend on mental health packages (£48k) and learning disability staffing (£104k). Client numbers across learning disability services are broadly stable at 1,137 which is positive, but progress on the accelerated work on strength-based reviews through BOBL is not moving as quickly as intended partly due to challenges in recruiting qualified social workers. A work programme has been developed to look at appropriate cases with support to deliver and further progress is expected in the coming months.

- There has been a net increase of 16 clients in receipt of a direct payment since the start of the year. The average weekly cost of a package has also increased from £666 at the end of March to £757 at Period 6. Work is ongoing to look for any correlation with budgets which are underspending, with a view to re-aligning budget provision.
- The pressures above are off-set by an underspend on mental health packages. Mental Health client numbers have fluctuated across the year but are now at their highest level post pandemic. Numbers were 643 at March 2020, dropping to 629 at March 2021, increasing to 683 at Period 6. (This is for residential, nursing and supported accommodation placements). The mix of placements also demonstrates a move away from residential and nursing and into supported accommodation placements, with an associated reduction in weekly cost. It is anticipated that there will be further increases in client numbers over the coming months as operational managers report increasing pressures for services.

Commissioning

- The commissioning of Extra Care provision now has an underspend of £406k, which is a decrease of £230k from Period 4.
- The underspend reflects both to the delay to the opening of the new schemes at Oaklands and Gorton Mill and also the speed with which places are being taken up in the new provision. In light of this, £300k has been offered up in year to support the wider council pressures. Once these facilities are fully operational it is expected that savings will be made elsewhere in the service, most likely in relation to residential placements.

Back Office

- Back office budgets are projected to underspend by £1.699m made up of
- £0.724m of BOBL investment yet to be deployed,
- £0.643m of BCF yet to be deployed,
- Staffing underspends on Business Support of £101k due to recruitment delays,
- Commissioning and back office budgets of £231k due to underspends on staffing (recruitment delays) and training budgets.
- The movement from Period 4 is due to delays in recruitment.

Population Health

- Population Health budgets now have a balanced budget where previously there were underspends on both the staffing and external activity based contracts. The underspends will be carried forward in accordance with the grant conditions and will allow for expected staffing pressures on Test and Trace activities in 2022/23 to be addressed.
- Significant numbers of staff continue to support all aspects of the city council's covid response. Government have supported this through grant funding which has been applied to cover these costs. This month £300k of costs have been funded through government covid grants.
- The other out of scope services have an underspend of £64k and reflect an underspend on the voluntary sector contracts due to a revised offer and recruitment slippage on Asylum budgets.

5. Neighbourhoods

5a. Neighbourhoods overall - £3.403m overspend

	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£000	£000	£000	£000
Neighbourhood Management & Support	1,230	526	1,230	0	0
Operations and Commissioning	43,556	43,255	48,088	4,532	2,580
Parks, Leisure, Events and Youth	9,417	5,283	9,417	0	58
Compliance and Community Safety	16,152	5,854	15,580	(572)	(205)
Libraries, Galleries and Culture	9,670	4,995	9,407	(263)	(263)
Neighbourhood Area Teams	2,782	1,188	2,636	(146)	(38)
Other Neighbourhood Services	345	516	306	(39)	(39)
SUB TOTAL	83,152	61,617	86,664	3,512	2,093
Highways	17,625	2,790	17,516	(109)	0
SUMMARY TOTAL	100,777	64,407	104,180	3,403	2,093

Neighbourhoods Financial Headlines

Overview of main variances (£3.403m overspend)

Operations and Commissioning

- Whilst Albert Square continues to be unavailable to house the 2021 Christmas markets, work has been undertaken to make best use of other sites, including Piccadilly Gardens, which will be bigger than previous year's and be the main city centre site. Despite the larger site there is still a reduced number of stalls across the City and a net under achievement of c£1m is forecast. This is due to a combination of a reduced number of stalls and lower rental rates than can be charged for Albert Square.
- School Catering provision transferred to schools from September 2021, with staff TUPE transferring over – due to timing of schools leaving before the end of the July summer term with resulting trading losses of £150k plus the contract buy out cost of £140k, along with some residual payroll costs of £18k and an unexpected compensation claim of £31k resulting in an overall pressure of £339k, this is net of £0.626m drawdown from the catering reserve. This figure does not include any of the outstanding debt that is attributable to schools for which discussions are ongoing.
- £272k reduced markets income and increased costs due to lower numbers of traders at New Smithfield and rent-free periods granted. There is also lower than anticipated income at both the Sunday Market Car Boot and Longsight market. New Smithfield Market and Longsight market have both had an increased rates valuation with a combined impact of £111k.
- Grounds Maintenance – staffing underspends are partially offset by the increased cost of sub-contractors leaving a net underspend of £100k.
- Due to continuing increased tonnages for residual waste it is forecast that waste levy costs will be c£1m higher than the original budget, although higher tonnages were anticipated due to Covid and £1m contingency was included as part of the budget and this will be drawn down to mitigate the increased costs.

- CCTV – Following bringing the off street car parks back in house the CCTV monitoring contract costs have increased by a net £385k, work is ongoing to review the requirements to identify opportunities for reducing the contract costs.
- £2.167m forecast reduced off street car parking income, this is due to a combination of reduced season ticket sales, as people work flexibly from home and reduced usage generally across the car parks. There was an expectation that car park usage would return to pre-COVID levels by September, unfortunately, this has not been the case and September was around £250k lower than originally forecast, it is unclear whether this is an emerging trend that will continue because of increased numbers working from home, or whether it will recover. The forecast does now assume ongoing lower usage through to March 2022, and this will be retained under review. The surrender of the lease on the Deansgate Car Park has led to a £242k net loss of income for January to March.
- Parks, Leisure, Events and Youth – Due to a better than anticipated recovery in the number of leisure centre users GLL have reduced their claim for in year financial support. The original forecast level of support that was allowed as part of the budget was c£2.5m, this is now forecast to be around £1.9m.
- There is additional income of £50k for Bereavement Services and £26k for Fleet Services.
- Neighbourhood Teams is forecast to be £146k underspent on staffing.
- Compliance and Community Safety is forecast to be £0.572m underspent. This is due to staffing underspends of £0.881m for revised recruitment assumptions, staff being deployed on Covid related activities and net running cost being £120k lower than expected mainly due to a reduction in the forecast for landfill costs. These are partially offset by lower income recovery due to the pandemic and increased contract costs within the Domestic Violence Service.
- Libraries, Galleries and Culture – Libraries net position is an underspend of £263k which is mainly due to staffing underspends offset by income losses due to the pandemic.
- Other Neighbourhoods Services is forecasting a £39k underspend due to reduction in the City Co contribution.
- Highways £109k underspend is due to £138k additional income from permits, reduced slightly by £29k overspend on Accidents and Trips.

5b. Homelessness

	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement from P4
Homelessness	£000	£'000	£000	£000	£000
Singles Accommodation	1,694	2,380	1,702	8	(63)
B&B's (Room only)	4,094	3,441	5,532	1,438	37
Families Specialist Accommodation	314	314	269	(45)	(16)
Accommodation Total	6,102	6,135	7,503	1,401	(42)
Floating Support Service	1,808	1,121	1,744	(64)	(93)
Dispersed & Temporary Accom. Management Fee	3,380	2,961	4,462	1,082	20
Dispersed Accommodation Total	5,188	4,082	6,206	1,018	(73)
Homeless Management	900	482	948	48	(12)
Homeless Assessment & Caseworkers	2,373	1,130	2,289	(84)	85

Homelessness PRS & Move On	1,580	582	1,580	0	0
Rough Sleepers Outreach	487	240	487	0	5
Tenancy Compliance	158	76	135	(23)	36
Homelessness Support Total	5,498	2,510	5,439	(59)	114
Commissioned Services	7,616	2,276	7,616	0	0
Commissioned Services Total	7,616	2,276	7,616	0	0
COVID 19 Response	3,240	400	880	(2,360)	1
COVID 19 Response Total	3,240	400	880	(2,360)	1
Total	27,644	15,403	27,644	0	0

Homelessness Financial Headlines

Homelessness remains a high risk area, with uncertainty in relation to demand for services in the coming months. It is anticipated that current activity levels will increase during the year as financial support for individuals such as furlough ends, as well as the impact of the eviction ban ending is felt across the city. The reported position for Period 6 is a balanced budget, however if activity levels remained in line with activity for September, the year end position would be an underspend of £329k, this is a reduction in the uncommitted funding reported in Period 4 of £150k as described below. Plans are currently being finalised for winter provision across the City with the Council, Dept for Levelling Up, Housing and Communities (DLUHC) and Partners and it is likely that this uncommitted resource will be required to deliver this provision.

Overview of main variances:

-
- Bed and Breakfast (B&B). Forecast overspend of £1.438m based on current numbers, average placements per night were 248 for singles and 100 families in September. This is in line with the reported position in July, with a small increase in the forecast of £37k. The current net cost of B&B provision is £114k per week.
- Dispersed accommodation and temporary accommodation management fee. Forecast overspend of £1.082m based on current numbers, with a small increase in the forecast from July of £20k. The current housing subsidy loss to the Council is £149k per week (£7.7m p.a.). Placements at the end of September were 1,780, compared with 1,831 in July, a reduction of 51. This is a reduction of 189 from March 2021 with 232 properties transferring to the District Homes pilot, to date with District Homes due to take on the management of 400 properties. The number of dispersed properties increased by 306 in 2020/21.
- Homelessness Private Rented Sector and Move On. Although a balanced budget is reported in Period 6, a budget virement of £0.830m has been actioned from the budget allocated as part of the 2021/22 budget setting process from the COVID 19 response area to match the updated forecast spend. This updated forecast is based on an in depth review of spend to date over the first four months and updated forecasts for spend to year end based on the targets set for staff in post as well as those who have been appointed to vacant roles. Further work is being undertaken to review the current incentives with a view to increase supply in the City. This increased spend should result in a reduction in the forecast spend for B&B and Dispersed as residents move in to the Private Rented Sector where move on from temporary accommodation is the outcome, however a large proportion of the spend is incurred by preventing current tenants from losing their tenancy and therefore requiring temporary accommodation in the first instance.

The above pressures are offset by an underspend of £2.360m on Covid-19 allocation. Budget allocation has not been vired from COVID 19 underspend to cover pressures in B&B and Dispersed, as these are not viewed as the long term solutions to provide better outcomes for residents. Based on current activity levels there is resource of £329k uncommitted although this is likely to be required to deliver part of the cold weather offer in the coming months, plans for which are just being finalised with partners and DLUHC.

Future demand assumptions are being reviewed as part of the 2022/23 budget process with a few that the service takes positive preventative action to contain and then reduce demand.

5c. Housing delivery and HRA - £6.727m underspend

	Annual Budget	Net Actual Expenditure/ (Income)	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£000	£000	£000	£000
Housing Rents	(61,617)	(25,852)	(61,617)	0	0
Heating Income	(533)	(160)	(533)	0	0
PFI Credit	(23,374)	(5,843)	(23,374)	0	0
Other Income	(1,131)	(375)	(1,140)	(9)	0
Funding From Investment Reserve	(237)	0	(130)	107	0
Funding from General/MRR Reserves	(16,694)	0	(16,694)	0	0
Total Income	(103,586)	-32,230	(103,488)	98	0
Northwards R&M & Management Fee	25,415	6,534	26,343	928	1,204
PFI Contractor Payments	32,476	11,500	32,476	0	0
Communal Heating	532	98	532	0	0
Supervision and Management	5,489	2,123	5,550	61	75
Contribution to Bad Debts	930	-185	930	0	0
Depreciation	18,435	0	18,435	0	0
Other Expenditure	1,305	270	1,300	(5)	0
RCCO	16,241	0	8,432	(7,809)	(1,831)
Interest Payable and similar	2,763	0	2,763	0	0
Total Expenditure	103,586	17,228	96,761	(6,825)	(552)
Total HRA	0	(11,890)	(6,727)	(6,727)	(552)

Movement in General/MRR Reserves	Opening Balance	Budgeted Adjustment	Forecast Closing Balance	Additional Adjustment	Revised Forecast Closing Balance
	81,115	(16,694)	64,421	6,727	71,148

HRA Financial Headlines

Overview of main variances (£6.727m underspend)

Underspends of £7.823m:

- Reduced contribution towards capital expenditure of £7.809m. This is mainly due to a revision in the Capital Programme budget which occurred after the Business Plan/budget was agreed by Members.
- Increase in Other Income of £9k. Two providers have reported small VAT Shelter amounts due back to the Council.
- Reduction in Other Expenditure of £5k.

Offset by overspends of £1.096m:

- Increase in the Repairs and Maintenance (R&M) and Management Fee (formerly paid to Northwards) of £0.928m. This is due to backlog R&M costs identified at the change of supplier for the contract of £0.540m, increased council tax charges for void and empty properties of £300k, increased electricity costs of £288k, and a projected in year deficit in Northwards original budget of £250k, offset by staffing savings of c£450k.
- Increase in Supervision and Management of £61k. Overspends relating to the YES scheme of £80k and electricity costs of £75k offset by staffing savings totalling £94k.

Any surplus/deficit in year has to be transferred to/from the HRA reserve. At Period 6 it is forecast that £9.967m will be transferred from reserves at year end (budget of £16.694m less underspend of £6.727m). This would leave a balance of £71.148m in the HRA General Reserve at year end.

6. Growth and Development – £0.602m underspend

Growth & Development	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance Budget	Movement since P4
	£000	£000	£000	£000	£000
Investment Estate	(12,553)	(5,443)	(13,296)	(743)	(743)
Manchester Creative Digital Assets (MCDA)	250	696	441	191	191
Growth & Development	164	257	164	0	0
City Centre Regeneration	1,275	1,139	1,275	0	0
Housing & Residential Growth	1,155	809	1,155	0	0
Planning, Building Control & Licensing	(680)	(667)	(680)	0	0
Work & Skills	1,873	788	1,823	(50)	(50)
Manchester Adult Education Service (MAES)	0	(505)	0	0	0
Our Town Hall Project	0	1,126	0	0	0
Total Growth & Development (G & D)	(8,516)	1,800	(9,118)	(602)	(602)

Growth and Development - Financial Headlines

Overview of main variances (£0.602m underspend)

Currently Growth & Development is forecasting to underspend by £0.602m. The main reasons for this are as follows:

- Investment Estate – underspend of £0.743m, with the main variances being additional accrued rental income from Heron House of £0.587m and staffing savings of £143k;
- Work and Skills – underspend of £50k, with staffing underspends of £140k offset by additional project costs of £90k;
- Manchester Creative & Digital Assets – overspend of £191k due to a reduction in income offset by staffing savings

Additional budget has been made available to offset income reductions in the following areas due to the effect of COVID 19:

- Investment Estate – the impact is currently forecast to be in the region of £0.500m, mainly reflected by an increased requirement for bad debt provision.
- Building Control and Land charges
- Premises Licensing – a large element of this income is derived from the hospitality section

Mainstream funded staffing savings due to vacancies of £0.569m are offsetting additional costs or income losses, with the main areas as follows:

- Investment Estate - £308k of income shortfall
- Housing and Residential Growth - £100k of additional costs and loss of external income
- Work & Skills - £90k additional project work

Planning income is currently around £320k lower than budget, and this is largely due to a reduced number of large planning applications in the current year. Planning fees do not follow any particular profile, and there may be an increase in large applications in the second half of the year. This will be retained under review throughout the rest of the year and if it does not recover can be made up by utilising the planning reserve if needed.

The main area of risk is the Investment Estate income, with the longer term effect of the pandemic on the estate unknown, and further details awaited of likely income from Heron House, Wythenshawe Town Centre, and the Arndale Centre which have performance elements embedded into the lease payments the council receives.

7. Corporate Core – £483k underspend

Chief Executives	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£'000	£000	£000	£000
Coroners and Registrars	2,281	783	2,256	(25)	(15)
Elections	1,079	3,005	1,064	(15)	(15)
Legal Services	7,081	4,464	6,812	(269)	(99)
Communications	3,129	1,417	3,129	0	0

Executive	972	416	972	0	0
Legal, Comms, Democratic Statutory Sub Total	14,542	10,085	14,233	(309)	(129)
Corporate Items	605	1,512	705	100	(58)
Chief Executives Total	15,147	11,597	14,938	(209)	(187)

Corporate Services	Annual Budget	Net actual spend to date	Projected Outturn	Projected Variance from Budget	Movement since P4
	£000	£000	£000	£000	£000
Policy, Performance and Reform	13,916	8,393	13,839	(77)	(7)
Finance, Procurement, Commercial Govce	7,563	5,235	7,504	(59)	11
Customer Services and Transactions	17,497	21,608	17,174	(323)	(30)
ICT	13,044	9,983	12,846	(198)	0
Human Resources & OD	3,717	1,661	3,717	0	0
Audit, Risk and Resilience	1,365	559	1,280	(85)	0
Capital Progs, Operational Property, Facilities	16,987	8,857	17,455	468	(155)
Corporate Services Total	74,089	56,296	73,815	(274)	(181)
Total Corporate Core	89,236	67,898	88,753	(483)	(368)

Corporate Core - Financial Headlines

Corporate Core are forecasting a net £483k underspend, and the key variances are:--

- Legal Services charge fees to both internal and external clients, and due to increased levels of activity the fee income is forecast to be £269k higher than budget.
- Corporate Items – the numbers of staff requesting to purchase additional annual leave continues to be low despite improving since Period 4, the forecast is that the income from the annual leave scheme will be £100k lower than budget. This is expected to improve next year as international travel restrictions ease.
- Finance, Procurement and Commercial Governance £59k underspend and includes the Finance shared Service Centre which transferred on the 1 August. There is £258k underspend on employee budgets due to timing and recruitment to vacancies. This is offset by £139k for the contribution to consultants' costs for work reviewing Manchester Airport Group pension fees for contracted works and £60k in for bad debts and bank charges.
- Customer Services and Transactions - £323k underspend due to savings on employee budgets due to timing and recruitment to vacancies £154k and underspends across supplies and services £169k.
- ICT - £198k underspend due to savings on employee budgets due to the timing and recruitment to vacancies £468k partly reduced by £288k of reduced income charged to projects
- Capital Programmes - £468k overspend due to £0.610m unachieved operational property savings, Wythenshawe Hall additional security costs £117k, Abraham Moss reduced income £87k partly offset by £191k underspend on employee budgets in Operational Property of £64k and facilities management of £127k and a further £155k income achieved in capital programmes.

There has been an increase of £368k in the underspend since last reported to Executive in P4. This is mainly due to improved income in legal services £99k, the annual leave purchase scheme £58k and capital programmes £155k.

8. Savings Achievement - £1.841m high risk

	Savings Target 2021/22			
	Green	Amber	Red	Total
	£000	£000	£000	£000
Children's Services	10,779	0	1,580	12,359
Adult Social Care	10,597	1,000	0	11,597
Neighbourhoods Directorate	4,241	2,181	261	6,683
Homelessness	2,335	0	0	2,335
Growth and Development	840	268	0	1,108
Corporate Core	5,719	916	0	6,635
Total Budget Savings	34,511	4,365	1,841	40,717

Savings - Headlines

£40.717m approved savings, £1.841m (4.5%) are considered high risk as follows:

- Children's Services - £1.580m. Made up of £1.003m which relates to leaving care due to a delay in registered provider's provision and is expected to be achieved once provision is delivered; £0.577m relates to multi agency agreement caps and achievement of this is dependent on the number of placements being agreed through this mechanism. The underachievement is mitigated by underspends in the current financial year.
- Neighbourhoods - £261k. £261k high risk savings relate to car parking income for the off street car parking due to the impact of COVID, and particularly annual season ticket income. It is unclear if these will return to pre-COVID levels, however, work is ongoing to explore options to attract more non commuter users.

£4.365m of savings (10.7%) are considered medium risk as follows:

- Adults - £1.000m – There is a concern that delays to recruitment have impacted on the start of the BOBL programme. This delay has meant that £300k of savings have been verified to date from the number of clients packages which have been reviewed. Further work is underway to reprofile when future savings will be achieved.
- Neighbourhoods – £2.181m. This includes £275k advertising income for new sites which are still subject to planning permissions and will be delayed until 2022/23 and £1.906m in relation to off street car parking income, and ongoing reduced usage, which has been affected by COVID.
- Growth and Development - £268k. £75k from Investment Estate income from surveyor fees delayed due to the pandemic, and £193k from a delayed service redesign in the Building and Planning service. Both savings are expected to be achieved in 2022/23.
- Corporate Core - £0.916m. A net savings target of £0.610m was set in respect of reduced office costs as part of reviewing the estate requirements linked to the Town Hall redevelopment. The initial £0.610m saving for 2021/22 has not been achieved due to delays in exiting buildings and will be achieved as planned in 2022/23. In addition, £306k medium risk savings relate to staffing reductions in HR/OD. The service is continuing to work through their restructure to identify the specific posts to be deleted to achieve the savings. It is expected this saving will be achieved in 2022/23 once the new structure is implemented.

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Appendix 2 – COVID 19 related grants 2021/22

Funding	Manchester Allocation £000	Memo: Budget treatment		
		Specific Directorate Budget Increase £000	Emergency Funding / SF&C £000	Agency* £000
Grants received since P4 Exec:				
Adults - LA Framework / Practical Support for Self-Isolation (July - September)	672	672		
Local Authority Community Testing Plan April and May	411	411		
Test and Trace Support Payments (August - September)	1,646	1,047		599
Local Authority Community Testing Plan June - August	157	157		
Household Support Fund	6,453		6,453	
ICF5 - Infection Prevention and Control (IPC)	1,294	388		906
ICF5 - Testing Funding (TF)	685	187		498
ICF5 - Vaccine Funding	132	40		92
Grants announced since budget report:				
Adults - Infection Control Fund	1,897	569		1,328
Adults - Rapid Testing in Adult Social Care	1,343	441		902
Adults - LA Framework / Practical Support for those Self-Isolating (April)	555	555		
Neighbourhoods - Contain Outbreak Management Fund	5,737	5,737		
Neighbourhoods - Cultural Recovery	303	303		
Children's - Covid Local Support Grant	3,037	3,037		
Core - Welcome Back Fund	489	489		
Core - New Burdens Business Support Grants	415	415		
Support for businesses:				
Core - Additional Restriction Grant Top Up (16 July)	4,311	4,311		
Restart Grant (from 1 April 2021 - 2021/22)	35,935			35,935

Grants approved in 2021/22 budget report:				
COVID-19 Emergency Funding for Local Government - (fifth tranche)	22,229		22,229	
Sales, fees and charges forecast grant 2021/22	3,596		3,596	
Local Council Tax Support grant	5,711		5,711	
Grants approved in 2020/21:				
Reopening High Streets Safely Fund	286	286		
Test and Trace Support Payment (April - July)	939	632		307
Total grants	98,233	19,677	37,989	40,567

*The Council is acting as agent to administer these grant schemes. As the Council is acting as agent these payments will be netted off the grant received and will not be shown gross in the budget.

Manchester City Council Report for Information

Report to: Executive – 17 November 2021

Subject: Spending Review and budget update

Report of: Deputy Chief Executive and City Treasurer

Purpose of the report

This report updates on the main announcements from the Spending Review 27 October 2021 with a focus on the implications for local government funding, what this means for the Council's budget position and the proposed budget process.

Following the Spending Review announcements and other updates the Council is forecasting an estimated shortfall of £4m in 2022/23, £64m in 2023/24 and £85m by 2024/25. This report sets out the high-level position. Officers have identified options to balance the budget in 2022/23 which are subject to approval.

The position will be clearer in December 2021 when the Local Government Finance Settlement is received although that is unlikely to provide detailed funding allocations for after 2022/23. A longer-term strategy to close the budget gap is being prepared with an estimated requirement to find budget cuts and savings in the region of £40m per annum for 2023/24 and 2024/25. In addition, £50.6m of risk-based reserves have been identified as available to manage risk and timing differences

This report is structured as follows:

Main Report - Spending Review Announcement and Medium-Term Revenue Budget.
Appendix One - Summary of all Spending Review Announcements.

Recommendations

Executive is recommended to:

1. Note the Spending Review announcements and the forecast medium term revenue budget position; and
 2. Consider the content of this report and comment on the proposed budget changes outlined in section 7.
-

Wards Affected: All

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

The budget reflects the fact that the Council has declared a climate emergency by making carbon reduction a key consideration in the Council's planning and budget proposals.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The effective use of resources underpins the Council's activities in support of its strategic priorities as set out in the Corporate Plan which is underpinned by the Our Manchester Strategy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The report sets out the announcements in the Spending Review that relate to local government funding and the potential impact on Manchester City Council. The detail and actual levels of funding will not be known until at least the Finance Settlement expected mid to late December 2021.

The changes included within this report are officer proposals and, subject to Member comments and consultation, these will be included as part of the 2022/23 budget preparation.

Financial Consequences – Capital

None directly arising from this report.

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Background documents (available for public inspection):

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

The full suite of Autumn Budget and Spending Review documents can be found online at [Autumn Budget and Spending Review 2021: documents - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/autumn-budget-and-spending-review-2021)

1. Introduction

- 1.1 On 27 October 2021, the Chancellor of the Exchequer, Rishi Sunak MP, delivered the Spending Review and Autumn Budget 2021 to the House of Commons. The Spending Review sets the quantum of funding available for local government whilst the Finance Settlement (expected in December) sets out the distribution to individual local authorities.
- 1.2 Although there was no individual local authority level information provided this report sets out how the announcements may impact on the City Council's budget position and gives an overview of other key public spending announcements.
- 1.3 This report focuses on the forecast financial impact of the announcements and the Council's medium term revenue budget position.

Part One – Spending Review Announcements

2. Economic Context

- 2.1 The overall economic picture is one of an improving fiscal position, albeit from a very difficult place as the economy emerges from the pandemic. The Office for Budget Responsibility's (OBR) economic forecasts show an improvement compared to those in March 2021. They are now forecasting that the pandemic will result in economic scarring equivalent to 2% of GDP (rather than the 3% forecast in March 2021).
- 2.2 Economic growth is now forecast to be 6.5% in 2021, followed by 6.0% in 2022, 2.1% in 2023. However, from 2024 onwards, GDP is forecast to grow below its long-term trend of 2%.
- 2.3 There is still an exceptionally large budget deficit with high levels of debt, however this has also improved since the March forecast. The budget deficit is expected to reduce by almost half to £183bn in 2021/22 (£51bn lower than in the March forecast). Borrowing reached £320bn (15.2% of GDP) in 2020/21.
- 2.4 The Consumer Price Index (CPI) dropped significantly in 2020 (during the pandemic), and has now bounced-back, with an expected peak of over 4% in the next 6 months. The OBR is expecting CPI inflation to reach 4.4% next year. The OBR forecasts that CPI will have returned to its target level (2%) by 2023 or 2024.
- 2.5 Total departmental spending is set to grow in real terms at 3.8% a year on average over this Parliament – a cash increase of £150 billion a year by 2024/25 (£90 billion in real terms).

3. Local Government Finance Announcements

3.1 Core spending power for local authorities is estimated to increase by an average of 3% in real terms each year over the three-year period. Core Spending power is the Government's preferred measure of the resources available to councils and includes the estimated level of Council tax assuming the full precepts are taken.

3.2 The spending power increase includes:

- £4.8bn extra for Local government over the spending review period, with £1.6bn of new grant funding in 2022/23 followed by flat cash thereafter. This includes an additional £200m for the Supporting Families programme, and £37.8m funding to tackle cyber security challenges and invest in cyber resilience. It will also be expected to fund the increased national insurance costs that councils will face as an employer. It is not yet known how the funding will be allocated to individual councils.
- £3.6bn for the previously announced adult social care reforms including the proposed cap on the cost of care.
- A council tax referendum limit of 2% and Adult Social Care precept of 1% per year.

3.3 The Local Government Departmental Expenditure Limit (LG DEL) will rise by £3.6 billion by 2024/25, (an average annual real terms increase of 9.4% from 2021/22 to 2024/25). This includes £2bn in 2024/25 related to the income from the health and social care levy, intended to fund the reforms set out in the adult social care reform paper released in September 2021.

	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m
Total LG DEL	9,100	10,800	12,100	12,700
Growth above 2021/22 (£m)		1,800	3,000	3,600
This includes:				
ASC Reform		200	1,400	2,000
Other Funding		1,600	1,600	1,600

3.4 The other main announcements impacting Local Government Funding can be summarised as follows:

- Spending on rough sleeping increased to £639m per annum by 2024/25.
- Specific announcements for Children and Families, the most significant being 'Start for Life' hubs.
- £34.5m has been allocated to further strengthen local delivery and transparency. This funding will help strengthen local government's procurement and commercial capacity, establish the Audit Reporting and Governance Authority as the new local audit systems leader, and help local councils meet new transparency requirements.

- £4.7bn for school's core budget and £2.6bn (capital) for Special Educational Needs and Disabilities to help councils provide places locally, rather than children having to travel to get the support they need.

3.5 **Business Rates** - The Chancellor announced that the Government would provide a package of business rates measures to support businesses in England. For 2022/23 this includes:

- A new relief for eligible retail, hospitality, and leisure properties with 50% relief on rates bills up to £110,000 per business.
- A freezing of the multipliers at 49.9p (small business multiplier) and 51.2p (standard multiplier).
- The extension of the current Transitional Relief and Supporting Small Business schemes.
- The scope of the discount for 2022/23 will return to pre-Covid-19 eligibility for retail properties. Hospitality and leisure properties will continue to remain in scope.

3.6 Local Government will be reimbursed for the reliefs through Section 31 grant. In addition, the government will provide New Burdens funding to cover matters such as IT costs and additional staff costs.

3.7 The final report for the Review of Business Rates was also published at the Budget. The Budget and the Review commits, in the longer term, to making improvements to the business rates system, including:

- More frequent revaluations, moving to a three yearly cycle starting from the next revaluation in 2023.
- New changes to support delivery of the more frequent revaluations, including new duties on ratepayers to provide the VOA with information.
- A new relief to support investments in property improvements.
- New exemption and relief to support green technologies.

3.8 **Council Tax** announcements are as follows:

- Core referendum limit will stay 2% a year.
- Social care precept will be up to 1% per year.
- Police and Crime Commissioners increase up to £10 per year.

3.9 In conclusion additional government funding is welcome; however, it is not expected this will meet all the extra cost and demand pressures anticipated over the period, especially as there is no planned increase after 2022/23 and no explicit funding to address the existing pressures on adult social care services. There remains concern that the money allocated to social care from the Health and Care Levy will be insufficient to fund the planned reforms. Finally, there has

been no increase in public health funding to address the health inequality issues highlighted by the pandemic.

- 3.10 The Spending Review was also silent on whether local government will receive a three-year financial settlement and whether and when local government finance reforms, such as the fair funding review and changes to business rates retention will be implemented. As individual local authority funding allocations will not be known until the Finance Settlement is received, expected in mid-December, a number of assumptions on how they may impact on Manchester have been made.

4. Other Spending review Announcements

- 4.1 The other spending review announcements which will directly impact Manchester are summarised below.

- 4.2 Changes which directly impact on household income:

- National Minimum Wage will increase to £9.50 per hour.
- The public sector pay freeze will end.
- Universal Credit uplift - reduced the taper from 63% to 55%, UC (Universal Credit) claimants will be able to keep an additional 8p for every £1 of net income earned. A £500 per year increase to the amount that households with children or a household member with limited capability for work can earn before their Universal Credit award begins to be reduced (known as Work Allowances).
- Government will continue the temporary increase in the surplus earnings threshold to £2,500 for UC claimants until April 2023, when the threshold will reduce to £300.
- Workers leaving the furlough scheme and making a UC claim will be prioritised through the Job Finding Support scheme.

- 4.3 Funding Announcements which benefit Manchester:

- The £4.8 billion **Levelling Up Fund** -The successful bids include 'The Culture in the City Project' - Almost £20m to transform two listed buildings into technology and creative industry spaces in Manchester.
- **City Region Sustainable Transport** awards totalling £5.7bn were also announced. This includes £1.07bn to Greater Manchester over five years to transform local transport networks, for schemes such as next generation Metrolink tram-train vehicles.
- **Community Renewal Fund** - GMCA (Greater Manchester Combined Authority) have been awarded £4.360m over 8 schemes

4.4 Appendix One provides a summary of all the Spending Review announcements.

Part Two – Medium Term Revenue Budget

5. Budget Context

5.1 Since 2010 the Council has had consecutive budgets that have seen it close an aggregate funding gap of £419m as it has contended with funding cuts and inflationary and demographic pressures.

5.2 In this time, the Council has borne the brunt of local government cuts and if it had seen funding cuts in line with an average Council it would have £85m a year more in funding than it currently has.

5.3 The Council has therefore worked hard to reach a balanced budget each year through sound medium term financial planning and monitoring of those plans.

6. Current Forecast Budget position

6.1 The table below shows the estimated budget position for 2022/23 to 2024/25 taking into account the estimated impact of Spending Review Announcements.

Table 1: Forecast budget position

	Approved 2021 / 22 £'000	2022 / 23 £'000	2023 / 24 £'000	2024 / 25 £'000
Resources Available				
Business Rates Related Funding	156,416	318,969	315,557	333,520
Council Tax	176,857	205,528	204,116	214,567
Grants and other External Funding	120,243	83,040	76,957	74,957
Use of Reserves	184,667	49,857	22,737	7,573
Total Resources Available	638,183	657,394	619,367	630,617
Resources Required				
Corporate Costs	121,096	112,156	113,378	118,016
Directorate Costs	517,087	549,766	569,732	598,099
Total Resources Required	638,183	661,922	683,110	716,115
Shortfall / (surplus)	0	4,528	63,743	85,498

**2022/23 onwards reflects an indicative 2.99% increase in the CT rate, including 1% ASC precept*

Government Funding assumptions

6.2 As the Spending Review does not contain any detail on how funding will be allocated, or clarity of what is assumed to continue in the base, a number of assumptions have been made. It should be noted that the actual Finance Settlement may be very different to what has been assumed. The assumptions include the following:

- A £16m share of the of £1.6bn Core funding. This is a prudent estimate based on the social care funding formula. It is highly unlikely all the funding will be distributed on a single formula basis.
- New Homes Bonus - no detail has been published so only the previously announced £3.1m legacy funding has been included with no further funding assumed.
- All one-off grants received in 2021/22 to cover the increased costs of COVID-19 will end.
- The Improved Better Care Funding and Better Care Fund will continue.
- Public health funding will be flat cash in real terms (as announced as part of the SR).

Local Resources

6.3 Local resources include Council Tax, Business Rates and commercial income, the main assumptions are as follows:

- Significant commercial income does not resume until after 2024/25.
- After the 2021/22 budget was set the estimated business rates appeal requirement was reduced due to the change in policy not to allow appeals related to the impact of COVID-19 (material change in circumstances) and fully refunded retail reliefs were extended. This has led to a one-off (2022/23) business rates surplus of £12.1m.
- Council Tax has been assumed to increase in line with the Spending Power assumptions of 1.99% for core council tax and 1% for the Adult Social Care precept in each of the next three years.
- An estimated Council Tax surplus of £6.9m (one off 2022/23) due to growth in the tax base with the delivery of new homes in Manchester, a lower number of student exemptions and fewer Council Tax Support claimants than originally estimated. The ongoing impact of the growth in the council tax base is forecast at c£4.2m a year.
- A decision on the future of the Business Rates pilots has not been made yet so it has been assumed the 100% business rates retention pilot will end and that the Council will revert to the national 50% business rates retention regime.

2021/22 Estimated Impact of COVID 19 on Service Delivery

6.4 As part of the 2021/22 budget setting process £13.7m additional ongoing funding was included in the budget for the ongoing impact of COVID-19. The budget monitoring process has identified that the following amounts were not required due to either an overestimation of the impact of alternative funding being available. These have now been removed from the budget on a permanent basis:

- Adults Personal protective equipment (PPE) (£2.5m) as it has been agreed the anticipated costs are being covered by the Clinical Commissioning Group.
- Children's Services (£1.2m) recurrently due to a positive reduction in demand. This is linked to the preventative actions and investments targeted on the front door, edge of care and approach to permanency.

Inflation and Oncosts

6.5 Inflation has been rising and the following provisions have been made within the draft Revenue Budget:

- The ongoing impact of the potential 2021/22 pay award (£0.8m) and assumed 3% increase per year (£7.5m a year).
- An uplift to National Living Wage of 6.6% to £9.50 per hour was announced as part of the Spending Review. An additional £2.5m in 2022/23 has been allowed for over the £3.1m already included in the 2022/23 budget.
- National Insurance increase of 1.25% (£1.5m).
- The full year effect of electricity price increases forecast at £7.2m next year reducing to £5.5m thereafter.
- Increased allowance to cover general contract inflation and gas of £4m (above existing £4m per year). This is net of additional income which could be achieved through a review of Sales, Fees and Charges. A 2.5% increase would raise around £2m and reflect the increases in costs of providing the services charged for.

Use of Reserves

6.6 In line with the approach outlined in the Revenue Monitoring reports to Executive, budgets that have been added for 2021/22 and have subsequently not been required have been transferred to a reserve in 2021/22 to support the medium-term budget position and reduce the budget gap. The Revenue Monitoring on the agenda for the Executive provides full details and to date this totals £11.6m. This largely relates to some COVID budget pressures not impacting as severely as initially forecast. The 2021/22 budget is currently forecasted to be £1.353m underspent. Any underspend will be carried forward to support the 2022/23 budget.

- 6.7 The 2021/22 Medium Term Financial Strategy to February 2021 Executive outlined that £50.6m of risk-based reserves had been identified as available to support the future budget position. Whilst the £50m identified could be applied across 2023/24, the reserves will need to be replenished at a later stage and this is not recommended. However, an element of the reserves can be used to smooth the budget position in advance of future savings or commercial income returning, or to support some of the transformation required to support further budget cuts.
- 6.8 The £1.353m relating to the 2021/22 projected underspend will be used to support the revenue budget in 2022/23. The £11.6m recovered from the 2021/22 budget will be used to reduce the forecast budget gap for 2023/24.

7. **2022/23 budget approach**

- 7.1 Work has taken place to address emerging underlying pressures across services and review mitigating actions around forecast future increases in demand. The detail is included in the budget reports to individual scrutiny committees, with a summary below. The impact on the forecast position shown in table two.

Emerging Pressures

- 7.2 The following budget pressures have been identified:
- 7.3 Corporate Core £1.264m net pressure (Gross pressure of £2.319m less savings £1.055m). As part of the work to review the budget the directorate has identified budget pressures, some offsetting savings measures and the need to reallocate some resources to reflect the changing priorities in the Directorate. There is a net budget increase of £1.264m which largely reflects two areas of cost which cannot be absorbed from within Corporate Services namely the reduction in court summons fees of £0.5m due to the reduction in summons due to the reduction in levels of Council Tax support residents had to pay in 2021/22 and changes to debt collection, and the additional costs associated with Gorton Hub. Full details are available in the budget report to Resources and Governance committee 9 November 2021.
- 7.4 Neighbourhood Services -£464k pressures relating to CCTV (£264k) to cover increased contract costs for monitoring arrangements and Winter Services (£200k) for increased costs of service provision.
- 7.5 Childrens centres maintenance of £400k - In 2012, the Council took the decision to withdraw from the direct provision of day-care services to move to a new model, with the Council acting as commissioner of day-care services. As the estate is not in good condition maintenance costs are higher than day care providers anticipated and can afford. A review of the current arrangements with tendered day-care has been concluded and Executive have agreed a capital investment of £3m to improve the condition of these buildings. However, this is a

3-year programme and current projections indicate an ongoing budget shortfall. It is proposed that this pressure is funded going forward.

Measures to Mitigate Pressures

- 7.6 In addition to the £3.7m of COVID-19 pressures already taken out of the budget (referenced at paragraph 5.4), a review of demand assumptions versus actual activity has led to two further recommended changes:
- £2m from Adult Social Care is released on a permanent basis. This still leaves an additional £9m in the budget to deal with ongoing demand from COVID-19 which is deemed to be sufficient to meet the ongoing impact.
 - £7m was added to the Homelessness budget in 2020/21. In addition, a £1.5m contingency remains and further funding has been announced as part of the SR. It is unlikely that the further planned £1.716m per annum increase will be required and this has now been removed from the budget, although the position will be kept under review.
- 7.7 Review staff budgeting and vacancy factors. With the exception of senior graded posts (SS1 and above) positions are currently budgeted at the top of grade less a vacancy factor. This factor is 2.5% in the majority of service areas, higher vacancy factors are adopted in a limited number of service areas (where appropriate). A 1% increase to the vacancy factor would more accurately reflect the fact that many employees are not at the top of the grade and the current levels of turnover and would generate budget savings of c.£2m - with services having the flexibility to delete long term vacancies as an alternative to increasing the vacancy factor. This will be allocated to budgets once more detailed work has been concluded in December. This is in addition to workforce budgeting saving already assumed within the Core.
- 7.8 Historic pension costs are continuing to reduce. In addition, there are some legacy financing charges which are no longer required. The relevant corporate budgets can be reduced by £1m.

Table 2: Emerging pressures and impact on Forecast

	2022 / 23	2023 / 24	2024 / 25
	£'000	£'000	£'000
Current forecast gap / (surplus)	4,528	63,743	85,498
Further Potential Changes:			
Core Pressures Identified	2,319	2,352	4,134
Neighbourhoods Pressures Identified	464	464	464
Children's Centres Maintenance	400	400	400
<i>Total pressures</i>	<i>3,183</i>	<i>3,216</i>	<i>4,998</i>
Potential Total gap / (surplus) after pressures	7,711	66,959	90,496

Proposed savings / demand reduction:			
Core Savings	(1,055)	(1,055)	(1,055)
Adults	(2,000)	(2,000)	(2,000)
Homelessness demand management	(1,716)	(3,765)	(6,237)
Staffing budgets	(2,000)	(2,000)	(2,000)
Corporate Budgets	(1,000)	(1,000)	(1,000)
<i>Total proposed 22/23 savings</i>	<i>(7,771)</i>	<i>(9,820)</i>	<i>(12,292)</i>
Potential Total gap / (surplus) after pressures and savings	(60)	57,139	78,204

7.9 As shown above the proposed adjustments result in a small surplus for 2022/23 of £60k. If there is a requirement for further additional investment this will need to be funded from additional savings or a better-than-expected settlement.

8. Longer term approach

8.1 It is likely that detailed local authority funding allocations will only be published for 2022/23 in the Finance Settlement and considerably uncertainty remains on the position after the next financial year. The main sources of local authority funding, business rates and council tax, remain extremely volatile and the potential reforms to local authority funding are still anticipated. These reforms include the move to the 'Fairer Funding' formula to allocate funding and changes to the Business Rates Retention scheme. In addition, the Business Rates reset planned for 2023/24 will mean that the additional business rates growth generated since the last reset in 2013 will be lost. Whilst there is some intelligence around the changes the government plan to make however there is no certainty around impact; whether they will be implemented in 2023/24; or deferred further.

8.2 The other risk facing the Council will be the call for significant capital investment to meet the growing list of priorities. This could lead to growing pressures on the capital financing and revenue budget if external borrowing is not restricted. Further work is required on the capital pipeline to ensure that the limited borrowing capacity compliments leveraging in external funding and is used to best affect.

8.3 Finally, the potential delay in the return of significant commercial income until after 2024/25 leaves the City Council in a weaker financial position unless proactive action is taken.

8.4 The above factors, along with the large number of risks facing local government as a whole, mean early work on the 2023/24 budget is required and has been planned. This will include:

- As part of the Future shape change programme work has started on defining the financial and operational benefits that each workstream will deliver. This work will inform a programme of savings to be developed. The move to a 'digital first' approach within the Council will be one of the areas where further savings will be identified.
- The continued work on Public Service Reform and management of demand / prevention will be important, particularly in limiting future demand growth.
- Work to identify invest to save approaches and budget efficiencies.

8.5 A programme of work will be developed around the above to enable the presentation of a balanced set of options early in the next municipal year. The work will target budget cuts and savings of £40m per annum for 2023/24 and 2024/25.

8.6 This report has set out the estimated budget position for the next three years and the potential scale of budget cuts required. The assumptions are based on a prudent view of the Spending Review announcements and funding available. A range of measures have been identified to ensure a balanced budget for 2022/23 and to put the Council on as firm a footing as possible for 2023/24 and beyond. Should further funding than that estimated be forthcoming as part of the Finance Settlement it is recommended that this is used over more than one financial year to reduce the requirement for future budget cuts. It should also be noted that £50m of reserves are potentially available to smooth the budget position that have not yet been applied. The reserves should only be used as part of a clear strategy to achieve a sustainable balanced budget and not to just plug a gap.

9. **Budget consultation**

- 9.1 At this point it is not anticipated that formal consultation on specific proposals will be required for 2022/23.
- 9.2 There is a statutory requirement to consult with business rates payers. A public consultation on any proposed council tax increases would take place in late January/early February.

10. **Budget setting timeline**

- 10.1 At the November meetings all scrutiny committees will receive a short update on the Council's budget and a high-level update on the three-year position following the Spending Review. The reports have been tailored to the remit of each scrutiny as shown in the table below.

Date	Meeting	Services Included
9 Nov 21	Resources and Governance Scrutiny Committee	Chief Executives Corporate Services Revenue and Benefits / Customer and Welfare Support Business Units
9 Nov 21	Communities and Equalities Scrutiny Committee	Sport, Leisure, Events Libraries Galleries and Culture Compliance and Community Safety Housing Operations including Homelessness Neighbourhood teams
10 Nov 21	Health Scrutiny Committee	Adult Social Care and Population Health
10 Nov 21	Children and Young People Scrutiny Committee	Children and Education Services
11 Nov 21	Environment and Climate Change Scrutiny Committee	Waste and Recycling Parks Grounds maintenance
11 Nov 21	Economy Scrutiny Committee	City Centre Regeneration Strategic Development Housing and residential growth Planning, Building Control, and licensing Investment Estate Work and skills Highways

10.2 The 2021/22 budget will be subject to further scrutiny and formal approval as follows:

- Council Tax and Business Rates decision reports will go to Resources and Governance Scrutiny Committee on 8 December.
- The joint process to be considered at Health Scrutiny Committee on the 9 December.
- The Local Government Finance Settlement is expected mid to late December. The outcome will be reported back to January Resources and Governance Scrutiny Committee (11 January) and Executive (19 January) along with an update on the budget position.
- February Scrutiny Committees (8-10 February) and Executive (16 February) receive proposed budget.
- Resources and Governance Budget Scrutiny – 28 February.
- March Council - approval of 2022/23 budget - 4 March.
- New Municipal Year – early options around 2023/24 and 2024/25 discussed with Executive members.

11. **Conclusion**

11.1 As stated in the report it is not possible to accurately quantify what funding will be available until the Settlement is received. Even then it is possible some funding will be announced later in the year. Although the Spending Review covered three years, it is likely the settlement will be for 2022/23 only.

11.2 Areas where there remain significant uncertainties include:

- Allocation methods of both the £1.6bn annual grant and £3.6bn social care funding pot are not known.
- Uncertainty around existing grants – New Homes Bonus, Lower Tier Services Grant, Social Care Grant.
- No announcements on Business Rates reforms, reset or Fairer Funding Review. This may become clear in Finance Settlement. It seems unlikely there will be changes in 2022/23.
- Changes to Business Rates Retention – unlikely in 2022/23 but not clear after that. There has been no decision on the continuation of business rates pilots.
- Cost of reforms and new responsibilities.

11.3 This report outlines a prudent approach to the Medium-Term budget with proposed savings and demand management of £7.7m next year then an additional £40m each year for the next three years. There is likely to be a one-year Settlement, the position for 2022/23 and beyond is still extremely challenging. The strategy outlined will allow a balanced budget to be forecast for the next three years, whilst also maintaining risk reserves to achieve a sustainable position for the future.

Appendix One - Autumn Budget and Spending Review 2021

1. Introduction

- 1.1. On Wednesday 27th October 2021 Chancellor of the Exchequer Rishi Sunak delivered the Autumn Budget and Spending Review to the House of Commons. The budget was presented with a generally upbeat tone and pitched as government preparing the country for a post-COVID future, with tax and spend announcements covering many policy areas. This is the first budget delivered to the House that is focused on recovery from COVID, with the previous budget statement delivered on 4th March 2021 being more focused on mitigating against the economic impact of the pandemic on people and businesses.
- 1.2. The budget unveiled higher than anticipated public spending funded through tax increases with the aim of boosting productivity growth. The Chancellor has hinted to Conservative backbenchers that he intends to cut taxes before the next election.
- 1.3. This briefing provides a summary of the announcements that are most relevant to Manchester City Council and our partners and stakeholders. For ease of reading announcements have been grouped according to broad policy areas.

2. Economic and Fiscal Overview

- 2.1. The economic impact of COVID-19 clearly sets the fiscal context for this budget; however, it should be recognised that Brexit continues to affect the economy in ways which are continuing to evolve. The budget statement did not make any particular reference to negative impacts of Brexit on the economy.
- 2.2. Economic indicators at the time of the budget statement include:
 - Inflation in September was 3.1% and is likely to rise further, with the Office of Budgetary Responsibility (OBR) expecting Consumer Price Inflation (CPI) to average 4% over the next year.
 - Growth this year is revised up from 4% to 6.5%. The OBR then expect the economy to grow by 6% in 2022, and 2.1%, 1.3% and 1.6% over the next three years. The OBR have revised down their scarring assumption from 3% to 2% of GDP.
 - Real terms wage growth of around 3% since February 2020
 - Underlying debt is forecast to be 85.2% of GDP this year, then 85.4% in 2022-23, before peaking at 85.7% in 2023-24.
 - Borrowing as a percentage of GDP is forecast to fall from 7.9% this year to 3.3%, then 2.4%, 1.7%, 1.7% and 1.5% in the following years.
 - Overall spending at Government departments would increase by 3.8% in real terms.

2.3. The Chancellor also set out a new Charter for Budget Responsibility. The Charter sets out two fiscal rules:

1. Public sector net debt must, as a percentage of GDP, be falling.
2. The state should only borrow to invest in our future growth and prosperity. Everyday spending must be paid for through taxation.

3. Local Government Finance

3.1. The most significant feature of the budget for local government is the announcement of a multi-year settlement to enable councils to drive levelling up, the equivalent of a 3% increase in core spending power. £4.8bn of grant funding will be available to local government over the next three years, the equivalent of £1.6bn a year. The referendum threshold for increases in council tax is expected to remain at 2% per year. Local authorities with social care responsibilities are expected to be able to increase the adult social care precept by up to 1% per year.

3.2. While the multi-year funding settlement is a positive development for local authorities, it should be noted that changes to business rates may affect income. While the retention of business rates pilot will continue, there will be a one year 50% discount to business rates for retail, hospitality, and leisure businesses up to a maximum of £100,000. It is expected that local authorities will be compensated for loss of income as well as being provided with new burdens funding to cover administrative costs.

3.3. Other business rates changes include:

- More frequent revaluations, taking place every 3 years from 2023
- 12 months relief for businesses adopted green technology or property improvements from 2023
- Cancellation of next year's business rates multiplier increase making bills 3% lower
- The temporary £1 million level of the Annual Investment Allowance will be extended for UK businesses until 31 March 2023.
- The Recovery Loan Scheme will also be extended until 30 June 2022, although the government guarantee it will be reduced from 80% to 70%.

4. Relevant national and regional investments

4.1. Investment funding announced was framed as part of the wider levelling up agenda with focus on regions outside London and the Southeast. As we previous announcements, much of the funding made available appears to be piecemeal and allocated via competitive application process. Announcements included:

4.2. *Levelling Up Fund* – the first 105 places to receive funding from the £4.8 billion Levelling Up Fund were announced. Manchester's Culture in the City bid has been

awarded £19,823,516 but the bid for Withington Village has not been successful. Across Greater Manchester projects in Bury (2 projects), Bolton, Tameside, and Salford will also receive funding. There are currently no details on timescales or criteria for Round 2.

- 4.3. *Community Ownerships Fund* - The first 21 projects to receive funding from the Community Ownership Fund were also announced totalling £5.3 million. The overall fund is for £150 million. Wigan and Hyndburn were the only 2 NW projects funded in this round. The 2nd round will be announced shortly.
- 4.4. *Shared Prosperity Fund* - There was no announcement for the Community Renewal Fund which were submitted at the same time as the Levelling Up fund. GMCA submitted £3 millions of projects on behalf of Manchester to this fund. However, a 3-year budget for the SPF has been announced as follows. As expected, this shows a “ramping up” to European levels of funding by year 3. The revenue/capital split is also as expected and differentiates from the Levelling Up fund which is capital.

£ Billions	2022-3	2023-4	2024-5
Resource	0.4	0.7	1.5
Capital	0.0	0.1	0.3

- 4.5. *Supporting* local priorities, the UKSPF (UK Shared Prosperity Fund) will include a new initiative (‘Multiply’) to help hundreds of thousands of adults across the UK improve their numeracy skills. All areas will receive access to a learning platform and funding to improve adult skills. £560 million is being allocated to this scheme as part of the SPF. (*There are no current details whether this is out of the above figures or in addition to.)
- 4.6. *Levelling up parks fund* - £9 million made available in 2022-23 to fund more than 100 green spaces across the UK on unused, undeveloped, or derelict land that will broaden accessibility for all.
- 4.7. *Housing* - an additional £1.8 billion for housing supply consisting of:
- £300 million locally led grant funding for Mayoral Combined Authorities and Local Authorities to unlock smaller brownfield sites for housing
 - £1.5 billion to regenerate underused land and deliver transport links and community facilities.
 - Reconfirmation of £11.5 billion investment through the Affordable Homes Programme (2021-26) of which £7.5 billion is over the SR21 period. 65% of the funding will be for homes outside London.
- 4.8. *Culture* - a raft of announcements including:

- £850 million for cultural and heritage infrastructure to safeguard national treasures and boost culture in local communities and on high streets
- £52 million in new funding for museums and cultural and sporting bodies next year to support recovery from COVID-19 and an additional £49 million in 2024-25 thereafter
- £14 million in each year to support creative industries, including supporting SMEs to scale up and providing bespoke support for film and video game industries
- £205 million to transform grassroots football infrastructure and multi-use sports facilities by rolling out up to 8,000 state-of-the-art community pitches and £22 million to refurbish more than 4,500 public tennis courts.

5. Health and Social Care

5.1. As expected, the budget included many measures designed to support the NHS (National Health Service) in dealing with the consequences of the COVID-19 pandemic. Social care announcements included:

- £3.6 billion will go directly to local government to implement the cap on personal care costs and changes to the means test. The Health and Social Care Levy is expected to raise £5.4 billion of additional funding to reform adult social care.
- The Government also confirms that £1.7 billion will be invested over three years to improve social care more broadly of which at least £500 million will be dedicated to improving skills, qualifications, and wellbeing in the adult social care workforce.
- Capping personal care costs at £86,000 and expanding the means tested support to people with less than £100,000 in relevant assets
- A new funding package of £104 million by 2024-25 to take forward reforms to unregulated provision in children's social care, improving safeguarding standards.
- £7 million in 2024-25 to implement DfE's Adoption Strategy 'Achieving Excellence Everywhere', to improve access to services and support for adopted children and their families.
- £259 million over the SR21 period to maintain capacity and expand provision in secure and open residential children's homes.
- The public health grant will be maintained over the SR21, with a continued £100 million announced last year to tackle obesity.

6. Children and Families

6.1. The most significant announcement is the investment of £500 million over the next three years to transform 'Start for Life' and family help services in half of the council areas across England. This will fund a network of Family Hubs, Start for Life services, perinatal mental health support, breastfeeding services, and parenting programmes. It will also expand the Supporting Families programme with

an additional £200m of funding, providing up to 300,000 families with high quality, multidisciplinary support.

6.2. Government has also committed £200 million per year to continue the holiday activities and food programme, providing healthy food and enriching activities for disadvantaged children in England, delivering the government's Flexible Childcare Fund commitment.

6.3. Other announcements include:

- £170m by 2024/2025 to pay providers more. This includes an increase to the hourly rate to be paid to early years providers for the government's free hours offers.
- £200m for the Supporting Families programme, representing around a 40% real-terms uplift in funding by 2024-25.
- £150 million for training of early years staff to support children's lost learning.
- £104 million by 2024-25 for reforms to unregulated children's social care, and £7 million by 2024-25 to improve access to services and support for adopted children and their families.
- £259 million will be provided over the SR period so more children and young people can receive the care they need.

7. Education

7.1. The announcement of an additional £4.7 billion towards the core schools' budget in England by 2024-25 will be welcomed by headteachers and is the equivalent to an increase of almost £1,500 per pupil compared with 2019-20. The government has also committed to "level-up" school education standards by rebuilding 500 schools in England over the next decade as part of a long-term rebuilding programme and committing to increase teacher starting salaries to £30,000.

7.2. Other announcements include:

- £2.6 billion for 30,000 new school places for children with special educational needs and disabilities (SEND) in England, more than tripling current capital funding levels to over £900 million by 2024-25.
- £3.2bn to help education recovery, including a £1bn Recovery Premium for the next two academic years, and support for additional learning hours, tutoring courses for disadvantaged pupils and teacher training.
- £560 million for youth services in England, including financing the government's commitment to a Youth Investment Fund, which will deliver up to 300 youth facilities in areas most in need.
- £1.8 billion over to help schools to deliver evidence-based approaches to support the most disadvantaged pupils and more learning hours for 16–19-year-olds.

8. Employment and Skills

- 8.1. Given Manchester's increasing focus on fair pay and good conditions, particularly to reduce the cause of poverty in the city, the announced increase in the National Living Wage (NLW) by 6.6% to £9.50 an hour for people aged 23 and over is particularly welcome.
- 8.2. The government has also committed to increasing skills spending by £3.8bn, an increase of 42%, over the parliament. The Budget looks to meet the government's commitment to the National Skills Fund by providing 29% real terms increase in adult skills funding from 2019-20 to 2024-25.
- 8.3. Other announcements include:
- £3 billion for post-16 education and adult education and training. including quadrupling the number of skills camps in areas such as artificial intelligence, cybersecurity and nuclear.
 - £2.6bn has for the UK Shared Prosperity Fund to help people access new opportunities UK-wide, including through the Multiply adult numeracy programme, which will receive £560 millions of funding.
 - An additional £1.6 billion by 2024-25 has been set aside for 16–19-year-olds' education in England, maintaining funding rates in real terms per student.
 - Increasing apprenticeships funding to £2.7 billion by 2024-25 and continuing to meet 95% of the apprenticeship training cost for employers who do not pay the Apprenticeship Levy and will also deliver apprenticeship system improvements for all employers.
 - The £3,000 apprentice hiring incentive for employers will be extended until 31 January 2022 and the government will invest approximately £10 million a year in the Sector Based Work Academy Programme (SWAPs) for work experience, new skills, and retraining.
 - Expansion of Plan for Jobs schemes taking the total DWP (Department for Works and Pensions) spend on labour market support to more than £6 billion over the next three years.
 - £68 million (by 2024-25) to "level up" the adult skills system.
 - £1.5 billion capital investment to improve the condition of the Further Education (FE) estate in England.
 - Funding to open 20 Institutes of Technology (IoTs) throughout England.

9. Housing and planning

- 9.1. Most housing announcements are covered earlier in this report (see section 4.7) however a number of announcements are particularly relevant to Manchester, including the allocation of £5bn to remove unsafe cladding from highest-risk buildings, partly funded by Residential Property Developer Tax charged at 4% on profits exceeding an annual allowance of £25 million.

9.2. Other relevant announcements include:

- £65 million will go towards developing new software to support the digitisation of the planning system. The system will be rolled out to up to 175 local authorities in England in the first phase.
- £639m a year by 2024-25 will go towards eradicating rough sleeping and homelessness.

10. Climate and Net Zero

10.1. While climate change and net zero did not feature heavily in the Chancellor's speech and initially attracted criticism for some changes to Air Passenger Duty and roads funding, there are several relevant announcements for local government. However, the bulk of announcements in this section are not relevant to Manchester and concern large scale national infrastructure and investment.

- £300 million will be provided to implement free, separate food waste collections in every local authority in England from 2025.
- £950 million for the Home Upgrade Grant and £800 million for the Social Housing Decarbonisation Fund. It also allocates £1.4 billion to help decarbonise the public sector estate in England.
- £2 billion of investment in cycling and walking over the parliament to build hundreds of miles of high-quality, segregated bike lanes and other facilities to improve cyclists' safety. This includes £710 millions of new investment in active travel funding over the next three years
- £3.9 billion for energy efficiency improvements and clean heat installation in buildings, making the transition to net zero cheaper and easier for households, while making their homes warmer. This also support the decarbonisation of the public estate.
- £315 million for the Industrial Energy Transformation Fund to help firms cut their carbon emissions and reduce energy bills.
- £450 million to grow the heat pump market in England and Wales as part of the ambition to work with industry to reduce the costs of heat pumps by 25-50% by 2025. The Budget and SR continues support for heat networks in England with £338 million to encourage private investment.
- £620 million for public charging in residential areas and targeted plug-in vehicle grants, building on the £1.9 billion committed at SR20. The SR and Budget also announces an increase in capital support to £817 million over the SR21 period for the electrification of UK vehicles and their supply chains.
- From 2023, the government will introduce exemptions for eligible plant and machinery used in onsite renewable energy generation and storage and a new 100% relief for eligible heat networks, to support the decarbonisation of buildings.

11. Welfare and benefits, unemployment

- 11.1. As expected, the impact of the ending of the Universal Credit uplift has been softened by reducing the taper rate by 8% from 63% to 55%, meaning Universal Credit claimants will be able to keep an additional 8p for every £1 of net income they earn. There will also be a £500 per year increase to the amount that households with children or a household member with limited capability for work can earn before their Universal Credit award begins to be reduced (known as Work Allowances).
- 11.2. The government will continue the temporary increase in the surplus earnings threshold to £2,500 for Universal Credit claimants until April 2023, when the threshold will reduce to £300.
- 11.3. Workers leaving the furlough scheme and making a Universal Credit claim who will be prioritised through the Job Finding Support scheme, and older workers who will benefit from additional support to return to, or remain in, work. In addition, young people will continue to benefit from the extension of existing schemes, and jobseekers with disabilities will benefit from extra work coach support.
- 11.4. The government announced the £500 million Household Support Fund on 30 September, which will provide £421 million to local authorities in England. Local Authorities are best placed to direct help to those who need it most, and at least 50% of the funding will be used to support households with children

12. Transport

- 12.1. Greater Manchester has been awarded £1.07bn in capital funding for the infrastructure elements of the Bee Network integrated transport plan, however detail on wider regional rail improvements and HS2 was notable in its absence.
- 12.2. In addition, £2 bn of investment in cycling and walking is expected over the Parliament, including £710m of new active travel funding. £620m of additional investment to support the transition to electric vehicles, including public charge points in residential areas and targeted plug-in vehicle grants.

13. Other relevant announcements

- 13.1. Finally, there were a selection of policy announcements hidden in some of the detail that are of interest to local authorities. These include:
- Continued funding for the places for growth programme, which aims to move 22,000 civil service roles outside London by 2030, to bring policymakers closer to the communities they serve.
 - The Levelling Up White Paper will provide further information on the government's plans regarding devolution deals. The government has already committed to £7.5 billion of non-ringfenced 'gainshare' investment funding over 30 years, as part of nine city region devolution deals, including £750 million being delivered over SR21.

- Full funding for association to the European Union scientific research initiative Horizon Europe, enabling further collaboration with European partners in research and development.
- £42 million has been promised for new programmes that reduce crime and drugs misuse and £108 million to continue existing programmes.
- Funding of £20,520 per person will be made available to local authorities resettling circa 20,000 Afghan refugees over the next five years. An additional £17 million will be available for housing costs, along with an extra £20 million pot of flexible funding.
- End to the public sector pay freeze.

14. Conclusion

14.1. This budget marks a shift from previous conservative governments with tax raises and increasing spending aimed at boosting growth contrasting with previous years' austerity. There were few Manchester specific announcements although many of the planned initiatives and changes will be particularly relevant to our recovery plans. As usual, detail on many announcements will arrive over the coming weeks and months.

14.2. Reaction from think tanks, trade unions industry bodies and other organisations has generally been cautiously positive. Many have noted the impact of ten years of austerity as context, and wider economic circumstances such as the rate of inflation will mean that some policy announcements are less effective than they initially appear.

14.3. While increases in funding will be welcome by public services, increases in inflation, living wage, public sector pay and normal council running costs mean that the impact of extra funding is unlikely to be very significant. Cost of living increases, and tax rises mean that many families will be worse off, however the very poorest families should see small real terms increase in income.

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**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Capital Programme Monitoring 2021/22

Report of: The Deputy Chief Executive and City Treasurer

Purpose of Report

This report informs members of:

- (a) Progress against the delivery of the 2021/22 capital programme to the end of September 2021.
- (b) The latest forecast of capital expenditure and the major variances since the Capital Programme Monitoring report submitted in July 2021.
- (c) The proposed financing of capital expenditure for 2021/22 and affordability of the Capital Programme.

Recommendations

Executive is requested to note the contents of the report and the change to the applicable mortgage rate, as detailed in section 11.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
Under the governance process for capital expenditure decision making, zero and low carbon measures are a key component. 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.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The capital programme contributes to various areas of the economy including investment in public and private sector housing, education and children's social care, transport infrastructure, major regeneration activities, environmental, cultural and leisure services.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The capital programme includes substantial investment in education and also 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	The capital programme includes investment in adult and children's social care, education, housing and the environment, cultural and leisure services, all of which contribute towards the strategy.
A liveable and low carbon city: a destination of choice to live, visit, work	Investment in all areas of the capital programme contributes towards this community strategy, notably the investment in sustainable and affordable housing, building schools for the future, transport, environmental and major regeneration programmes.
A connected city: world class infrastructure and connectivity to drive growth	The capital programme includes investment in highways infrastructure, and broadband expansion.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

All revenue consequences are included in the current Revenue Budget.

Financial Consequences – Capital

The latest forecast of expenditure for 2021/22 for Manchester City Council is £427.3m compared to the current approved budget of £493.7m. Spend as of 30th September 2021 was £102.2m. The programme is subject to continual review to establish whether the forecast remains achievable. Whilst the intention is for the City Council to progress the programme as stated, some projects and their sources of funding may require re-profiling into future years. The total approved programme is forecast to be £1,091.9m over the next four years.

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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 Update Report
- Report to the Executive 2nd June 2021 – Capital Update Report
- Report to the Executive 30th June 2021 – Capital Update Report
- Report to the Executive 28th July 2021 – Capital Programme Monitoring 2021/22
- Report to the Executive 28th July 2021 – Capital Update Report
- Report to the Executive 15th September 2021 – Capital Update Report
- Report to the Executive 20th October 2021 – Capital Update Report

1 Introduction

1.1 The purpose of the report is to:

- Provide an update to members on the progress of the global capital programme in the three months to the end of September 2021, including activity, benefits realised, financial implications and risk;
- Provide a more detailed update on the major projects within the programme;
- Confirm that there are adequate levels of resources available to finance the capital programme.

2 Background

2.1 The Executive approved the Capital Budget for the period 2021/22 to 2024/25 in February 2021. Since then, subsequent capital budget update reports were submitted to the Executive, the cumulative effects of which can be seen at Appendix B. The revised capital budget for 2021/22 is therefore £493.7m, with a further £601.5m budgeted to be spent across 2022-2025, taking total Council led capital investment in the city to £1.095.2m.

3 Contributing to a Zero-Carbon City

3.1 To reflect the climate change emergency that the Council has declared, capital expenditure business cases are now required to include carbon measures for both 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.

3.2 In February Executive agreed to the adoption of the Manchester Low Carbon Build Standard for future capital projects, and this has been implemented. Work is now ongoing to develop specific measurable carbon metrics across the capital programme, for both during and post acquisition/construction phases of a project, that will enable comprehensive reporting on the intended and achieved carbon reductions created through the programme. It is intended that this will form part of these monitoring reports.

4 COVID-19 impact on the Capital Programme and response

4.1 The COVID-19 pandemic has, and will continue to have, a wide-reaching impact on the Council's capital programme. The early impact has been highlighted in previous reports to the Executive, with an initial pause across construction activity and work resuming on major sites relatively quickly.

4.2 The required social distancing measures reduces productivity and increases cost as the work programmes take longer to complete and is likely to continue for the foreseeable future. The inflationary impact of COVID-19 will be

absorbed through existing project contingencies where possible and further approvals sought if this proves insufficient.

5 Capital Programme Forecast 2021/22

5.1 The latest forecast of expenditure for the Manchester City Council Capital Programme in 2021/22 is shown in the table below. The main variances relate to Co-op Academy, Our Town Hall, The Factory, active travel schemes, and Gorton Health Hub, and are discussed in more detail in the following sections.

Manchester City Council Programme	2021/22					Spent to Date
	Current Budget	Forecast at Q1	Forecast at Q2	Forecast at Q3	Variance Q2 to Q1	
	£'m					£'m
Highways	63.2	57.8	48.0		(9.8)	14.5
Neighbourhoods	43.6	36.7	38.6		1.9	7.3
The Factory and St John's Public Realm	56.5	53.3	50.6		(2.7)	15.1
Growth and Development	93.2	93.0	83.2		(9.8)	12.6
Our Town Hall Refurbishment	70.9	67.7	60.4		(7.3)	17.7
Housing – General Fund	17.7	15.8	18.6		2.8	5.7
Housing – Housing Revenue Account	31.2	31.0	28.3		(2.7)	9.1
Children's Services	46.3	44.9	33.7		(11.2)	15.8
ICT	7.1	7.0	6.4		(0.6)	1.9
Corporate Services	19.0	15.0	14.5		(0.5)	2.4
Total (exc. contingent budgets)	448.7	422.2	382.3		(39.9)	102.1
Contingent Budgets	45.0	45.0	45.0		0.0	0.0
Total	493.7	467.2	427.3		(39.9)	102.1

5.2 The all-years capital forecast is shown in the table below:

Manchester City Council Programme	2021/22	2022/23	2023/24	2024/25	Total	All Years Variance to Current Budget
Highways	48.0	34.8	2.3	0.0	85.1	(0.6)
Neighbourhoods	38.6	55.1	17.1	0.0	110.8	0.0
The Factory and St John's Public Realm	50.6	38.5	0.0	0.0	89.1	0.0
Growth and	83.2	69.7	36.2	5.0	194.1	(0.8)

Development						
Town Hall Refurbishment	60.4	83.5	65.6	40.7	250.2	0.0
Housing – General Fund	18.6	15.4	12.7	2.7	49.4	(1.5)
Housing – Housing Revenue Account	28.3	56.5	22.4	5.5	112.7	(0.3)
Children’s Services	33.7	35.3	24.3	0.0	93.3	0.0
ICT	6.4	8.5	7.3	0.0	22.2	0.0
Corporate Services	14.5	14.2	2.8	0.0	31.5	0.0
Total (exc. Contingent budgets)	382.3	411.5	190.7	53.9	1,038.4	(3.2)
Contingent Budgets	45.0	6.0	2.5	0.0	53.5	0.0
Total	427.3	417.5	193.2	53.9	1,091.9	(3.2)

5.3 As shown in the table above, there are a small number of all year variances across the Capital Programme which total a net forecast underspend of £3.2m. The Next Steps Accommodation Programme, Sharp Project, Beswick Filtered Neighbourhood Project, North Manchester New Builds Project, along with smaller projects within Highways and Growth & Development are expected to complete under budget. The budget is expected to be reduced for these underspends when it is next revised in February, allowing any funding associated with it to be released for other investment priorities. There are also a number of projects which are currently forecast to require reprofiling over years, which can be seen in Appendix A, and these will also be reflected in the February budget report.

5.4 A more focussed look at the top 10 projects is provided in Section 6 below. These projects cover 54% of the total programme. Section 7 provides details of any other material changes relating to other parts of the programme since the last report to Executive.

5.5 The programme contains some budgets yet to be allocated to specific projects but reserved for a particular purpose, such as Education Basic Need funding, the ICT Fund and the budget for inflation pressures. These will be allocated as the schemes are progressed and the business case for approval completed, or in the case of inflation the business case showing the impact of inflationary pressures on a scheme completed. They are then subject to approval through the Council’s capital approval process.

6 Major Projects

6.1 The top ten budget by value remaining are shown in the table below:

Project	Current Budget 2021/22	Forecast at Q1	Forecast at Q2	In Year Variance	Spend to date 2021/22	Total Budget (All Years)	Total Variance (All Years)
	<i>£m</i>						
Our Town Hall Refurbishment	70.9	67.7	60.4	(10.5)	17.7	305.1	0.0
The Factory & St John's Public Realm	56.5	53.3	50.6	(5.9)	15.1	196.8	0.0
Housing Infrastructure Fund (Victoria North)	12.5	12.5	12.5	0.0	0.7	51.0	0.0
Carbon Reduction Programme & Public Sector Decarbonisation	20.6	22.7	20.6	0.0	1.7	43.4	0.0
Co-op Academy Belle Vue	21.6	21.6	10.7	(10.9)	2.5	31.5	0.0
Collyhurst	2.0	2.0	2.0	0.0	0.2	31.3	0.0
Manchester Aquatics Centre	7.5	7.5	5.7	(1.8)	0.0	30.5	0.0
Hammerstone Road Depot	11.4	11.4	7.5	(3.9)	1.0	25.0	0.0
Abraham Moss Leisure Centre	8.8	8.8	6.5	(2.3)	2.0	24.7	0.0
National Cycling Centre	6.0	0.0	6.0	0.0	0.1	24.6	0.0

6.2 Following approval of the National Cycling Centre project in July 2021 with a budget value of £24.6m, the Victoria North project, with a budget value of £21.9m, has been removed from this list.

Our Town Hall Refurbishment

6.3 The Our Town Hall Refurbishment project is forecasting to be within budget, although the project has faced a number of challenges including the impact of COVID-19, issues identified relating to discovery on site, and the scale of complexity of the design work required.

6.4 For 2021/22 the forecast spend is £60.4m compared to a revised budget of £70.9m, a variance of £10.5m. This is an increased variance of £7.3m since quarter 1. This is due to discovery issues on site such as problems with window surrounds, which has held up progress. The main clusters that are reporting variances in year compared to budget are:

- fit out, due to the delay in tendering the drylining package;
- internal stone package has been delayed due to de-scoping work to bring the packages closer to the allocated budget which has meant it will start later on site; and

- the building service cluster for which a revised cashflow is expected this month but it is reporting slippage due to late design on work packages.
- 6.5 A total of £131.5m worth of packages have now been procured, and there are 35 packages remaining with a value of £55m. At this point 77% cost certainty has been achieved with the project expecting to achieve 90% cost certainty by February 2022. Risks will be carefully managed through and across the various work packages. External factors such as inflationary pressures, supply chain uncertainty, the impact of COVID-19, and the availability of sufficient appropriate specialists, will be monitored to ensure prompt action can be taken to reduce any negative impact on cost and programme.
- 6.6 During quarter 2 significant progress has been made with the envelope works. The restoration of chimneys is progressing well, and the first temporary roof trusses have been installed to the Great Hall, which is a major milestone in advance of the removal of roof tiles and the start of roof repairs. Cranes are being utilised on site to address the major logistical challenges of removing chimney capping stones, and the Lloyd Street chimneys have been completed ahead of programme. The Civic Quarter Heat Network (CQHN) has started connecting to the building.
- 6.7 With the road closures under the Section 278 agreement now in place, the next quarter will see utility diversion works on site. One to one stakeholder engagement sessions will be held, focussing on site logistics to minimise the impact and disruption to local businesses ahead of the perimeter works commencement date in October 2021, for completion in June 2022. Progress on the temporary roof above the Great Hall will continue. Internally, progress on the Princess Street and Lloyd Street lift cores will continue along with below ground drainage works.

The Factory

- 6.8 The Factory and St Johns projects are forecasting to be within budget overall and the construction is on track to be completed in December 2022 with Manchester International Festival (MIF) having early access for work from at least October 2022. The project is currently forecast to spend £50.6m this year compared to a revised budget of £56.5m, a variance of £5.9m, which has increased by £2.7m since quarter 1. The variance is due to a reduction in the forecasted use of contingency of £0.8m, and re-profiling of construction costs of £5.1m which in the main relates to work packages around mechanical, electrical and plumbing engineering (MEP), the external envelope, warehouse roofing, structural steel and precast panels. The scale and complexity of this project inevitably means that there will be some changes to timescales for design and programming of works.
- 6.9 A total of £115m worth of packages have now been procured, and there are 7 packages remaining with a value of £3.2m. At this point 78% cost certainty has been achieved with the project expecting to achieve 88% cost certainty by March 2022. Risks will be carefully managed through and across the various work packages. As with the Our Town Hall project, there are risks with

external factors including supply chain uncertainty, the impact of COVID-19 and the impact of inflation.

- 6.10 During this period the project has seen work commencing on the Foyer steelwork and the fit out of the Towers level 6 plantroom. Work is still progressing well on the MEP fit out to the roof, mastic installation and theatre structural installation. The Towers shrink wrap, theatre rib slab concrete pour and substructure blockwork to core B along with the fixing of final pre-cast panel work has been completed.
- 6.11 The external fundraising has commenced and secured an initial £150k over the next three years, with the first £50k being received by The Factory Trust. Detailed plans to raise over £20m have been developed and will progress with pace over the next 18 months.

Housing Infrastructure Fund (Victoria North)

- 6.12 The total budget for the Housing Infrastructure fund is £51.0m, and the project is due to complete in 2024. During 2021/22 the works are forecast to spend to budget at £12.5m.
- 6.13 Early stage public consultation with regards to enabling works and the wider Redbank scheme has commenced in October 2021, which includes two public events. Submission of the enabling works planning application, which includes demolition of the Creamline Dairies site, is anticipated in mid-November 2021, with works expected to start on site in early 2022.
- 6.14 Appointments of all consultants and contractors have now been finalised and design work is in progress. Access to third party land has been negotiated in relation to site investigations for the flood mitigation works, which have now commenced on site and are expected to complete by the end of November. Site investigation works are ongoing in relation to the main infrastructure works.
- 6.15 Engagement with the Environment Agency is continuing regarding the design development for flood mitigation works and a wider scheme to take account of contaminated land issues.

Carbon Reduction Programme including PSDS

- 6.16 The total budget for the existing Carbon Reduction Programme has been revised from £22.7m to £20.6m and is due to complete by 2025. In 2021/22 Phase 1 of the programme is forecasting to spend to budget at £3.0m. Similarly, the total budget for the Public Sector Decarbonisation Scheme (PSDS) has been revised from £19.7m to £17.6m the difference being a £2.1m virement to the National Cycling Centre Project. The project is forecast to budget. Planning approval for Photovoltaic (PV) solar panels on Arcadia and Space are being worked through with the Planning Team. Commercial meetings are progressing in order to line up the contract with planning approvals. RIBA 4 designs for Heat Pumps are underway prior to contracts

being completed and signed.

- 6.17 All works to the Carbon Reduction Programme phase 1 are expected to complete within the financial year, saving 1,400 tonnes of CO2 annually, except those at Manchester Football and Tennis Centre which is being used as a COVID-19 vaccination centre. Works at the National Cycling Centre and Hammerstone Road, part funded by the European Regional Development Fund (ERDF), will be delivered in stages and are expected to start in quarter 1 of 2022/23, in line with other works at those sites.
- 6.18 Following confirmation of c.£19.7m PSDS grant funding, a scheme of works largely focused on decarbonisation of heat has been finalised, detailed designs and costings are in place and the route to contract for works has commenced. The deadline for spending the grant has now been extended to March 2022, which remains a risk, but allows for planned works at Manchester Aquatics Centre and the National Cycling Centre to be undertaken within the wider refurbishment schemes. Each project within the programme will be managed with a separate governance and risk management structure and tight monitoring of the programme and its delivery will ensure immediate action can be taken to resolve any issues in a timely manner.

Co-op Academy Belle Vue

- 6.19 The total budget for the Co-op Academy Belle Vue project is £31.5m and the project is expected to complete in October 2022. For 2021/22, the project is forecast to spend £10.7m compared to a revised budget of £21.6m, a variance of £10.9m. Significant effort has been taken to agree the contract with the contractor as soon as possible, which meant that more detailed cost information only became available once the contract was signed in July, with start on site in August. Until the contract cost profile was agreed the forecasts could only be estimates, and with the programme now fixed the periods of higher spend will be in the next financial year. The handover date is also later than originally anticipated.
- 6.20 Japanese knotweed removal has started and will be finished when the remaining trees to be removed are cut down. The contractor is currently undertaking mass fill foundations and site clearance, with the construction of the steel frame now taking place. The expected handover date is 21 October 2022, and discussions with the Co-op are ongoing as to the move-in date and the impact of not being in the school a month earlier.
- 6.21 In the next quarter, the foundations will be completed with the steel frame erected and fire proofed, and drainage will be started.
- 6.22 Key risks around the project remain the volatility of the UK construction market with shortages of materials and labour leading to significant price uncertainty. Where possible fixed price arrangements have been entered into or suitable risk allowances included within the contract sum.

Collyhurst

- 6.23 The current budget for the first phase of the Collyhurst Programme is £31.2m and is due to be spent by March 2024. In 2021/22 the programme is forecasting to spend to budget at £2.0m.
- 6.24 During the last quarter, the Council has begun reviewing the initial draft of the development and funding agreement with the Far East Consortium (FEC), the Council's JV partner for the Victoria North initiative, who will act as Development Manager for the works undertaken. Planning approval has been achieved on the South Collyhurst element, so the full scheme is now consented which involves the provision of 274 homes, including 130 new Council properties and the first phase of the Community Park. Work is being carried out with the design team prior to submission of a bid to the Shared Ownership and Affordable Homes Programme (SOAHP). FEC have continued enabling works on site around tree, earthworks and remediation in accordance with the programme.
- 6.25 In the next quarter progression of the legal agreement with FEC is expected. There will also be progression on the Pre-Construction Services Agreement (PCSA) process and the local lettings policy. Work with the Design team will continue.
- 6.26 Risks remain around the volatility of the housing market, potentially affecting sales prices and prolonging construction periods, which may slow delivery of the scheme. The market will be continually monitored, and colleagues will ensure that the development keeps pace with demand and is suitably phased.

Manchester Aquatics Centre

- 6.27 The total budget for the Manchester Aquatics Centre refurbishment is £30.5m and the project is scheduled to complete in Summer 2024. For 2021/22, the project is forecast to spend £5.7m compared to a budget of £7.5m, a variance of £1.8m. This is due to delays associated with the reviewing the business case and design for enhancements requested by the operator. The initial design was progressed on the basis of these being included and therefore the project team has needed to investigate other opportunities to enhance the entrance which has led to the overall delay to the programme, including the start on site date, which was originally expected to in November 2021 and has moved to December 2021.
- 6.28 All works are progressing for the Manchester Aquatics Centre. A programme has been accepted to accommodate the World Para Swimming Championships. The project team have agreed a layout for an enhanced entrance and added a splash pad type facility in lieu of a like for like replacement of the current leisure pool. RIBA 4 design is due to be submitted for approval. Full completion of both phases one and two is programmed for July 2024.
- 6.29 An enhanced package of carbon reduction works has been incorporated into

the project following confirmation of funding via the Public Sector Decarbonisation scheme (PSDS). These works will be delivered by the main contractor as part of the overall refurbishment project and have no impact on the construction programme which is due to commence at the end of 2021.

Hammerstone Road Depot

- 6.30 The total budget for the Hammerstone Road project is £25.0m and the project is due to complete in 2023. For 2021/22, the project is forecast to spend £7.5m compared to a revised budget of £11.4m, a variance of £3.9m which has occurred since the forecast at quarter 1.
- 6.31 The contract commencement date has been pushed back to allow further investigative works to the brickwork and steel frame within the loco shed, drainage and boundary wall in order to reduce risk within the main contract and respond to comments from planners. The end date of the programme is not anticipated to change due to the reorganisation of works.
- 6.32 Advanced works have been undertaken, to include a new electrical installation and new bin store.
- 6.33 In the next quarter pre-contract enabling works will continue on site in order to maintain progress. Planning authorities will continue to review the application with the Design team. Market testing is expected to be completed and the Stage 4 cost plan will be finalised by the contractor.
- 6.34 Key risk areas are around unexpected discoveries during ground works and when removing brickwork to expose the steel frame, and co-ordination of the ERDF funded solar panels with the main roof works. The project will be carefully monitored throughout to ensure any issues that arise can be dealt with in a timely manner.

Abraham Moss Leisure Centre

- 6.35 The total budget for Abraham Moss Leisure Centre is £24.7m and the project is expected to complete in February 2023. For 2021/22 the forecast is to spend £6.5m, a variance of £2.3m which has occurred since the forecast at quarter 1.
- 6.36 There has been a programme delay to Abraham Moss Leisure Centre due to the discovery of pile foundations within the footprint of the site. This will impact on the design and methodology for laying the concrete slab. Further surveys have been commissioned to identify if the proposed foundation solution is still appropriate. The financial impact of this is not yet known.
- 6.37 In the next quarter, adjustments will be required to the foundation design. Once this is detailed a budget cost will be agreed to proceed with the works. CP&P are preparing a briefing note covering the ground conditions and approach to be adopted. The Design team are continuing to draw up cricket plans for review and sign off. Subject to approvals, a funding application will

be made to the English Cricket Board (ECB) for a £350k grant investment towards the final scheme.

National Cycling Centre

- 6.38 The total budget for National Cycling Centre (NCC) is £24.6m and it is expected to complete in 2022. For 2021/22 the project is forecast to budget at £6.0m.
- 6.39 The track will close from January to July 2022 and negotiations continue with GLL and British Cycling regarding the decant. Detailed design is progressing, and contracts are due to be signed, with the project expected to be completed in August 2022.
- 6.40 With £2.1m secured from the PSDS grant for solar panels these must be installed by March 2022 and commissioned as soon as possible afterwards. Site setup and logistics are being developed and shared with the team developing the car port proposals.

7 Other material changes to the programme

- 7.1 Other material changes to the Capital Programme are detailed below:

Project	Current Budget 2021/22	Forecast at Q1	Forecast at Q2	In Year Variance	Spend to date 2021/22	Total Budget (All Years)	Total Variance (All Years)
<i>£m</i>							
Emergency Active Travel Fund (EATF)	5.5	1.8	0.7	(4.8)	0.2	5.7	0.0
Integrated Working – Gorton Health Hub	14.7	10.6	10.2	(4.5)	1.3	22.8	0.0
Patching Defect Repairs	7.5	7.5	5.1	(2.4)	2.3	8.3	0.0
Northern Quarter Cycling Scheme	5.1	5.1	2.7	(2.4)	0.7	9.5	0.0
Manchester Digital Security Innovation Hub (Cyberhub)	2.0	2.0	0.0	(2.0)	0.0	2.0	0.0
Chorlton Cycling Scheme	7.0	6.5	5.4	(1.7)	2.4	15.0	0.0

Piccadilly Gardens Early Works	1.7	0.3	0.3	(1.4)	0.0	1.8	0.0
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Emergency Active Travel Fund Development Works

- 7.2 The Emergency Active Travel Fund (ATF) within the Highways portfolio currently includes works to the City Centre (Triangle) and the Wythenshawe Active Travel Fund scheme, which were first and second ranked as part of Transport for Greater Manchester's (TfGM) project prioritisation exercise. Both will seek to introduce permanent infrastructure to increase sustainable travel by encouraging more residents to walk and cycle.
- 7.3 There is an in-year variance of £4.8m, which is an increase of £1.1m since quarter 1. This is due to the agreement of the governance and approval process with external funders taking longer than anticipated, further modelling being required to support the benefits to be realised, and to allow for the alignment of the work programmes with other complimentary schemes that connect or facilitate the ATF projects. Works are currently under design with an expected start date on site January 2022 although an element of the Active Travel City Centre scheme is programmed to be delivered before the Christmas embargo to support visitors and business during the Christmas trading period.

Integrated Work – Gorton Health Hub

- 7.4 Within the Corporate Services portfolio, the Gorton Health Hub programme aims to improve access to primary care for local residents, shift care from higher cost hospital settings, increase local employment and release land for new affordable housing. The scheme was put on hold to allow the scope to be revised and options appraisals reviewed. Following agreement of the chosen option a full cost plan and contractor mobilisation is now underway. This has resulted in a variance to the in-year budget of £4.5m which is an increase of £0.4m since quarter 1.

Patching Defect Repairs

- 7.5 Within the Highways portfolio, the Patching Defect Repairs project aims to maintain the carriageway & footway network by repairing actionable defects identified during safety inspections. There is a requirement to move £2.4m into the next financial year due to resource and contractor availability. The current contract ends on the 30th of November 2021 and the contractor has confirmed that they wish to exit. The current forecast considers the proposed alternate contractors and their availability and supply chain.

Northern Quarter Cycling Scheme

- 7.6 Also within the Highways portfolio, the Northern Quarter Cycling Scheme (formerly The Regional Centre Cycleway) was identified by TfGM as an important route around the City Centre for both cyclists and general traffic.

The route will create an east-west cycle route to Piccadilly Station via the Northern Quarter to Victoria Station. There is a forecast variance to the in-year budget of £2.4m.

- 7.7 The variance is due to a review of achievability of programme for the Northern Quarter Area 2 works, with some construction works being reprogrammed into the next financial year, and a movement in programme in Northern Quarter Area 3 where works are now expected to start in January 2022, moved from October 2021 to avoid working during the busy Christmas period. Within Northern Quarter Area 2, although the project is progressing through the design phase, there is a need for continuing discussion with all stakeholders. Additional time is also required to resolve consultation issues with bus operators. Within Northern Quarter Area 3, various assessments, reviews and approvals are required before works can commence on site. There has also been a change in design, moving from the use of auto-bollards to static bollards, meaning the third party, risk and contingency costs have been moved into the next financial year.

Manchester Digital Security Innovation Hub (Cyberhub)

- 7.8 The Digital Security Innovation Hub, within the Growth & Development portfolio will be located on the second floor of Heron House. This project will include the Category B refurbishment of 10,909 sq ft of space on the second floor of Heron House, Albert Square. Legal negotiations are continuing, but it is unlikely that the lease will be concluded this financial year, which has resulted in a variance to the in-year budget of £2.0m.

Chorlton Cycling Scheme

- 7.9 The Chorlton Cycling Scheme within the Highways portfolio aims to promote sustainable modes of transport as part of the City Centre Transport Strategy. The project will create a 5km route that includes large sections of segregation for people travelling on foot and by bike from traffic between Chorlton Park and Manchester. The 5km route will run along Barlow Moor Road, Manchester Road, Upper Chorlton Road and Chorlton Road, linking with existing routes and continuing to the city centre. There is a forecast variance to the in-year budget of £1.7m.
- 7.10 The variance is due to reduced construction statutory costs, removal of land acquisition as the current design no longer includes a requirement for land purchase, and the movement of forecasts for design, legal, Traffic Regulations Orders (TRO), risks, and contingency into 2022/23 for Chorlton Area 3. Works are expected to commence on site for area 3b in November 2021, however, due to the modelling information required it has been assumed that a January 2022 start date is more achievable.

Piccadilly Gardens Early Works

- 7.11 Early works in Piccadilly Gardens includes the appointment of a Design and Build contractor to undertake detailed design and planning of a wider scheme

up to RIBA Stage 3. The budget was approved to deliver the redevelopment, surveys, design works and planning submission, and to also bring forward short term improvements to enhance the experience of the space and reduce levels of anti-social behaviour. The demolition of the concrete wall is now complete, however there is a variance to the in-year budget of £1.4m as it has been agreed that an international design competition will be held to appoint a contractor, and this process could take between 18-24 months to conclude.

8 General Programme Risks

- 8.1 The Capital Budget is prepared on the best estimate of the start date and spend profile for each scheme and as the scheme develops this may change. This report is intended to highlight the total life and cost of schemes, and the risks associated with their development. All projects carry risk such as delivery risk, third party risk and market risk, including build cost and inflation. Some of the current risks are outlined below.
- 8.2 There are significant inflationary pressures in the construction market. The latest statistics from the Department for Business, Energy and Industrial Strategy (BEIS) reflect a 23.5% annual change in the construction material price index for the UK, and a 2.8% change between July and August. Such indices aggregate price movements across a wide range of construction materials, but the BEIS data shows, for example that the price of fabricated structural steel has increased by 74.8% over the last year, and imported plywood by 78.4%.
- 8.3 There is evidence in the market that contractors are reluctant to bid for work if they have capacity concerns, and in some cases are unable to bid for works as they do not have the resources available to do so. Logistical and supply issues are compounding to put pressure on prices, alongside increased costs for labour. This means contractors may be reluctant to commit to fixed price contracts and may look to pursue cost variances to existing contracts to manage the inflation pressure along the supply chain.
- 8.4 This is clearly a considerable risk to the programme, particularly where contracts are not yet agreed. There are options available to the Council, such as entering fixed price agreements or elevating risk costs, but the inflationary risk is likely to be priced in on a prudent basis. There is also an inflation contingency budget of £17.3m for the whole programme which can be accessed if inflationary pressures will be greater than the contingency budgets built into existing cost plans. Officers will continue to monitor the construction market and seek to mitigate the price risks.
- 8.5 As noted above, some of the funding sources for the programme are time-limited, such as the Public Sector Decarbonisation Scheme. Officers will continue to monitor progress against these schemes to seek to maximise the level of grant funding used.

9 Capital Resources

- 9.1 The table below summarises the current funding assumptions for the Capital Programme based on the current forecast. This will continue to be reviewed for the remainder of the financial year to ensure that the optimum value for money is achieved.

	Draft Funding 2021/22 £m	Draft Funding 2022/23 £m	Draft Funding 2023/24 £m	Draft Funding 2024/25 £m	Draft Funding All Years £m
Grants	97.2	76.0	42.6	0.0	215.8
Contributions	27.5	26.5	0.0	0.0	54.0
Capital Receipts	17.7	12.1	14.1	2.7	46.6
Revenue Contributions to Capital	29.4	52.0	20.7	5.5	107.6
Capital Fund	7.8	1.7	1.3	0.0	10.8
Borrowing	247.7	249.3	114.5	45.7	657.2
Total	427.3	417.6	193.2	53.9	1,092.0

- 9.2 Modelling the Council's future cash flow based on the funding assumptions above and the forecast revenue use of reserves and anticipated changes to working capital provides an assessment of the ongoing affordability of the forecast capital programme.
- 9.3 Total resources to be used over the forecast period have increased by £37.3m since the report at the end of Q1, in line with the budget approvals given during the same period and the variances noted above. This includes an increase in borrowing of £21.0m.
- 9.4 The current modelling forecasts that the programme remains affordable within the revenue budget available including reserves. The model forecasts that the capital financing reserve held by the Council will be required to meet the costs associated with the Council's borrowing by 2024/25.
- 9.5 The model is based on a significant number of assumptions, including the timing of any future borrowing and forecast future interest rates. As these assumptions change, the outcome of the capital financing model including use of capital financing reserves can also change.
- 9.6 The current forecast for the Council's prudential indicators, compared to those reported to members in Executive in the budget reports, based on the current forecast capital expenditure and funding is shown at appendix C.

10 Social Value

- 10.1 Every capital project is required to consider the social value which could be realised, either through procurement or other routes, through the creation of the asset. This is one of the key requirements of any capital business case brought forward.

- 10.2 By capturing the expected social value benefits, this allows projects to monitor their social value output on an ongoing basis. In some cases, such as where social value is monitored with groups like the North West Construction Hub, this is done on an aggregate basis rather than project by project.
- 10.3 During the last quarter, for example, as part of the Children's Services Special Educational Needs (SEN) programme, 3 new apprentice jobs have been created, which includes a graduate trainee who will receive 2 years management training. Support has been provided to 14 local people, with temporary posts on site. Community support includes purchasing, donating and planting bulbs in local parks, litter picks and the donation of IT kits to support online learning for local schools. Support has been provided to a local centre with the donation and painting of walls, relaying paving and painting handrails together with volunteer support. Free funded vocational training opportunities have been provided to local unemployed people and a week of work experience for young people has been delivered.
- 10.4 The projects within the Highways Service have employed 5 local people for the contract duration. Financial donations totalling £25k have been made, which have been used in the refurbishment of Brunswick Parish Church, as part of a Manchester Mind initiative, to refurbish Sackville Street gardens and help deter anti-social behaviour. Other donations include wildflower bulbs and hanging baskets for a green project, and road safety signs to schools in South Manchester.
- 10.5 Transport infrastructure company Colas Ltd won a social value award at the 2020 Civil Engineering Contractors Association, for committing to support local homeless people to find stable accommodation and employment, when working on the Princess Road junction improvement works. Colas provided pre-employment support and training for homeless and long-term unemployed people, in association with local charities. Colas also worked with Highways to find work for someone who had worked for them on Council projects but, unfortunately, after his contract ended, he became homeless. By approaching the wider supply chain for Highways, a permanent position was found.

11 Interest on mortgages

- 11.1 The Council has a number of historic mortgages, provided for specific regeneration schemes in the north of the city, which were equity share arrangements. Some of these mortgages have reached the end of the intended term, and so interest becomes payable on the outstanding amount. The Executive is required to publish the applicable interest rate for such mortgages, set in accordance with legislation.
- 11.2 For the purposes of charging interest on mortgages that the Council has provided, from the 30th September 2021 the applicable interest rate is 3.50%, being the higher of the local average debt rate and the national standard mortgage rate. The local average debt rate is the weighted average rate of the Council's long-term debt at that date.

12 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

The capital programme contributes to various areas of the economy, including investment in public and private sector housing, education and children's social care, transport infrastructure, major regeneration activities, environmental, cultural and leisure services.

(b) A highly skilled city

The capital programme includes substantial investment in education and also 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

The capital programme includes investment in adult and children's social care, education, housing and the environment, cultural and leisure services, all of which contribute towards the strategy.

(d) A liveable and low carbon city

Investment in all areas of the capital programme contributes towards this community strategy, notably the investment in sustainable and affordable housing, building schools for the future, transport, environmental and major regeneration programmes.

(e) A connected city

The capital programme includes investment in highways infrastructure, and broadband expansion.

13 Key Policies and Considerations

(a) Equal Opportunities

By investing in building adaptations, access for people with mobility difficulties is made easier.

(b) Risk Management

The capital programme is based on forecast costs and funding, and as such there are risks to achieving the programme from external factors such as shortage of labour or materials, alongside market risks such as price fluctuations and interest rate charges. The Strategic Capital Board, and associated Portfolio Boards for each part of the programme, are tasked with regular monitoring of costs, delivery, quality and affordability, to help manage and mitigate these risks.

(c) Legal Considerations

None.

Project Name	2021/22 Current Revised Budget	Current Forecast	Year to Date spend	2022/23 Revised Budget	2022/23 Forecast	2023/24 Budget	2023/24 Forecast	2024/25 Budget	2024/25 Forecast	Total Variance to Budget (All Years)
Drainage	1,343	1,343	121	0	0	0	0	0	0	0
Large Patching repairs	124	124	0	0	0	0	0	0	0	0
Patching Defect repairs	7,455	5,067	2,343	883	3271	0	0	0	0	0
Carriageway Resurfacing	5,122	5,122	1,943	832	832	0	0	0	0	0
Footway schemes	4,000	4,000	549	200	200	0	0	0	0	0
Carriageway Preventative	2,708	2,708	1,868	250	250	0	0	0	0	0
Bridge Maintenance	772	772	202	2,933	2,933	2,233	2,233	0	0	0
Other improvement works	7,183	7183	113	1,117	1,117	0	0	0	0	0
Woodlands Road Emergency works	1,000	1000	867	0	0	0	0	0	0	0
Highways Maintenance Challenge Fund	2,069	1,996	461	418	491	0	0	0	0	0
Hyde Road (A57) Pinch Point Widening	257	358	325	0		0	0	0	0	101
Manchester/Salford Inner Relief Road (MSIRR)	0	0	98	0		0	0	0	0	0
Great Ancoats Improvement Scheme	809	809	154	0		0	0	0	0	0
Mancunian Way and Princess Parkway National Productivity	829	674	0	0	155	0	0	0	0	0
Christie Extension Residents Parking Zones	265	43	5	0	222	0	0	0	0	0
Hathersage Residents Parking Zones	17	17	34	0		0	0	0	0	0
North Mcr General Hospital Residents	35	35	9	0		0	0	0	0	0

St George's Residents Parking Zones	138	138	17	0		0	0	0	0	0
Rusholme Residents Parking Zones	233	51	14	0	177	0	0	0	0	-5
School Crossings	1,877	953	257	500	1,424	0	0	0	0	0
Chorlton Cycling Scheme	7,014	5,363	2,363	3,082	4,733	0	0	0	0	0
Northern Quarter Cycling Scheme	5,054	2694	733	4,484	6,844	0	0	0	0	0
Manchester Cycleway	1,176	809	167	3,482	3849	0	0	0	0	0
Beswick Filtered Neighbourhood Development Costs	989	663	420	0	0	0	0	0	0	-326
Green Bridge at Airport City	27	27	-70	0		0	0	0	0	0
A6 Stockport Road Pinch Point Scheme	246	246	189	0		0	0	0	0	0
Levenshulme Mini Holland Cycling and	501	493	97	0		0	0	0	0	-8
Northern/Eastern GW Walking and Cycling	2,120	1424	261	0	696	0	0	0	0	0
Rochdale Canal	9	9	61	0		0	0	0	0	0
Accident Reduction and Local Community Safety schemes	1,500	568	8	500	1432	0	0	0	0	0
20mph Zones	10	1	-1	0		0	0	0	0	-9
Princess Rd Safety Review	35	35	15	0		0	0	0	0	0
Public Realm	408	408	94	681	681	0	0	0	0	0
Street Lighting PFI	24	24	19	750	750	0	0	0	0	0
A56 Liverpool Road	19	19	3	0	0	0	0	0	0	0
A56 Chester Road	13	13	0	0	0	0	0	0	0	0
Sunbank Lane	5	5	0	0	0	0	0	0	0	0
Woodhouse Park	0	0	15	0	0	0	0	0	0	0
Manchester Trash Screens	36	36	0	0	0	0	0	0	0	0

Oldham Rd Feasibility study	186	13	13	0	0	0	0	0	0	-173
Enterprise Car Club Bays	22	22	3	0	0	0	0	0	0	0
Electric Vehicle Charging Points	21	21	5	0	0	0	0	0	0	0
GM Bus Enhancements	419	419	359	0	0	0	0	0	0	0
Bee Network Crossings	1,196	1127	43	0	69	0	0	0	0	0
Emergency Active Travel Development Costs	5,501	694	232	0	4,704	0	0	0	0	-103
Greater Manchester Improvement Prog (GMIP) Dev Cost - Tranche 1	200	200	0	0	0	0	0	0	0	0
Back George Street	23	23	0	0	0	0	0	0	0	0
Clean Air Zone Street Lighting	179	179	0	0	0	0	0	0	0	0
Princess Parkway/Palatine Road Feasibility	35	35	0	0	0	0	0	0	0	0
Local Roads (temp SEMMS A6 Stockport)	0	42	42	0	0	0	0	0	0	42
Total Highways Programme	63,204	48,005	14,452	20,112	34,830	2,233	2,233	0	0	-481
Waste Reduction Measures	325	325	28	0	0	0	0	0	0	0
Waste Contract	450	450	0	350	350	0	0	0	0	0
Purchase of Electric Refuse Collection Vehicles	9,185	9,185	4,024	0	0	0	0	0	0	0
Cremator and Mercury Abatement Plant Replacement Strategy	1,466	1,273	50	0	193	0	0	0	0	0

Off Street Car Parks post joint venture project	621	621	26	0	0	0	0	0	0	0
Chester Road Roundabout Advertising	1,650	1,650	0	0	0	0	0	0	0	0
Electric Charging Points - Grimshaw Lane	70	70	13	0	0	0	0	0	0	0
Park Events Infrastructure	4	0	0	0	0	0	0	0	0	-4
Parks Development Programme	2,436	1,661	146	3,574	4,349	4,685	4,685	0	0	0
Wythenshawe Cycling Hub	1,099	1,099	0	0	0	0	0	0	0	0
Angel Meadow	16	16	-8	0	0	0	0	0	0	0
Gately Brook Pre-Development Fees	80	80	1	0	0	0	0	0	0	0
Whitworth Park	132	132	12	0	0	0	0	0	0	0
Wythenshawe Track Changing Rooms	485	485		0		0	0	0	0	0
Indoor Leisure - Abraham Moss	8,808	6,540	1,957	13,418	15,279	45	452	0	0	0
Boggart Hole Clough - Visitors Centre	0	0	0	535	535	0	0	0	0	0
Mount Road	32	32	0	0	0	0	0	0	0	0
Mellands Playing Fields - Levenshulme	135	135	25	0	0	0	0	0	0	0
Mellands Project - Longsight Ward	0	0	5							
Gorton and Abbey hey Project	188	188	100	0	0	0	0	0	0	0
Hough End Master Plan - Strategic Football Hub Development Costs	188	188	262	0	0	0	0	0	0	0
Range Stadium Capital Project	8	0	0	0	0	0	0	0	0	-8

Manchester Aquatics Centre - Car Park Improvements	31	31	-3	0	0	0	0	0	0	0
Non-Turf Wickets - Parks and Playing Fields	91	91	26	0	0	0	0	0	0	0
Manchester Aquatics Centre	7,531	5,729	0	14,184	14,184	8,740	10,542	0	0	0
National Cycling Centre	6,032	6,032	102	18,527	18,527	42	42	0	0	0
Rugby Football League Project - Beswick Hub	423	423	423	0	0	0	0	0	0	0
National Squash Centre	135	135	113	0	0	0	0	0	0	0
Wind Tunnel at Manchester Institute of Health and Performance	923	923	13	0	0	0	0	0	0	0
P2R Platt Fields	72	72	0	0	0	0	0	0	0	0
Relocation of Manchester Visitor Info Centre	0	0	-6	0	0	0	0	0	0	0
Central Library Wolfson Award	2	2	0	0	0	0	0	0	0	0
Central Library Refresh	478	478	12	479	479	0	0	0	0	0
Open Libraries	94	94	0	105	105	0	0	0	0	0
Chorlton Library Refurbishment	0	60	0	600	540	0	0	0	0	0
Library Refurbishment (City Wide)	350	350	0	150	150	0	0	0	0	0
Galleries Collection Housing	40	40	0	404	404	1,426	1426	0	0	0
Total Neighbourhoods Programme	43,580	38,590	7,322	52,326	55,095	14,938	17,147	0	0	-12
The Factory	54,691	48,848	15,062	31,400	37,243	0	0	0	0	0
St Johns Public Realm	1,780	1,704	-1	1,178	1,254	0	0	0	0	0

Total Factory Programme	56,471	50,552	15,061	32,578	38,497	0	0	0	0	0
Asset Management Programme	9,132	9,054	2,727	2,912	2,990	0	0	0	0	0
Manchester Aquatics Centre feasibility works	133	133	0	0	0	0	0	0	0	0
Early Years tendered Daycare sites	1,000	600	0	2,000	2,400	0	0	0	0	0
Hammerstone Road Depot	11,411	7533	983	11,784	10692	0	4,970	0	0	0
Carbon Reduction Programme	2,960	2960	906	8,704	8704	5,000	5,000	5,000	5,000	0
Public Sector Decarbonisation Scheme	17,602	17,602	781	0	0	0	0	0	0	0
Greening of the City	848	400	114	0	448	0	0	0	0	0
Estates Transformation	0	0	0	800	800	0	0	0	0	0
Estates Transformation - Alexandra House	317	100	-151	0	0	0	0	0	0	-217
Estates Changes Arising from FWOW	226	226	0	0	0	0	0	0	0	0
Space - Phase 3	615	615	306	0	0	0	0	0	0	0
The Sharp Project	600	0	0	0	0	0	0	0	0	-600
Digital Asset Base - One Central Park	564	564	93	0	0	0	0	0	0	0
Strategic Acquisitions Programme	2,831	2,831	265	0	0	0	0	0	0	0
Sustaining Key Initiatives	0	0	0	7,723	7,723	0	0	0	0	0
Mayfield Park	150	150	67	0	0	0	0	0	0	0
Housing Infrastructure Fund	12,500	12,500	741	19,980	19,980	18,352	18,352	0	0	0
Acquisition of land at Red Bank	191	191	0	0	0	0	0	0	0	0
Victoria North	6,700	6,700	3,000	7,275	7,275	7,920	7,920	0	0	0

Eastern Gateway - Central Retail Park	584	584	0	0	0	0	0	0	0	0
Eastern Gateway - New Islington Marina	52	52	0	0	0	0	0	0	0	0
New Islington Marina Bridge Works	156	156	0	0	0	0	0	0	0	0
House of Sport	5,537	5,537	219	2,154	2,154	0	0	0	0	0
Demolition of Grey Mare Police Station	178	178	-50	0		0	0	0	0	0
Mcr Equipment and Adaptations Partnership relocation	1,155	1155	0	870	870	0	0	0	0	0
St. Peters Square - Peterloo Memorial	192	192	1	0	0	0	0	0	0	0
Medieval Quarter Public Realm	2,235	2,235	1,229	7	7	0	0	0	0	0
Lincoln Square	1,200	1200	0	0	0	0	0	0	0	0
Piccadilly Gardens - Early works	1,676	300	32	0	1376	0	0	0	0	0
Manchester Digital Security Innovation hub (Cyberhub)	2,000	0	0	0	2,000	0	0	0	0	0
Campfield Redevelopment - Acquisition of Castlefield House	3,735	3735	21	0	0	0	0	0	0	0
HOME Arches	215	215	36	0	0	0	0	0	0	0
Angel Meadow Land Acquisition	150	150	0	0	0	0	0	0	0	0
First Street Cultural Facility	14	14	0	0	0	0	0	0	0	0
New Smithfield Market	417	417	52	0	0	0	0	0	0	0
Heron House and Registrars	1,120	200	-11	0	920	0	0	0	0	0

Civic Quarter Heat Network	4,679	4,679	1,203	1,377	1,377	0	0	0	0	0
Lees Street Payment	75	75	75	0	0	0	0	0	0	0
Total Growth & Development Programme	93,150	83,233	12,638	65,586	69,716	31,272	36,242	5,000	5,000	-817
Our Town Hall refurbishment	70,906	60,386	17,741	76,789	83,501	62,560	65,573	39,885	40,680	0
Total Town Hall Refurbishment Programme	70,906	60,386	17,741	76,789	83,501	62,560	65,573	39,885	40,680	0
Brunswick PFI Land Assembly	522	522	192	777	777	0	0	0	0	0
Collyhurst Regeneration	178	178	0	0	0	1,000	1,000	2,700	2,700	0
Collyhurst Land Assembly	0	0	0	29	29	0	0	0	0	0
Collyhurst Land Acquisitions	0	0	0	210	210	799	799	0	0	0
Eccleshall Street - 3 Sites	0	0	0	500	500	0	0	0	0	0
Site Investigation and Early Works HIF Pilot Sites	0	0	0	65	0	0	0	0	0	-65
Miles Platting PFI Land Assembly	143	1	1	266	142	0	266	0	0	0
Disabled Facilities Grant	7,500	7,500	2,608	8,079	8,079	0	0	0	0	0
Toxteth St CPO & environmental works	10	0	0	19	0	0	0	0	0	-29
Bell Crescent CPO	0	0	0	0	0	482	482	0	0	0
HCA Empty Homes Cluster	265	265	-7	683	683	0	0	0	0	0

Ancoats Dispensary: Survey Work to Confirm Major Project Viability	57	57	57	0	0	0	0	0	0	0
Redrow Development Phase 2 onward	18	8	3	0	10	0	0	0	0	0
West Gorton Ph 2A Demolition & Commercial Acquisitions	348	0	0	904	348	0	904	0	0	0
HMRP	34	2	1	89	32	0	89	0	0	0
Extra Care	0	0	0	1,245	1245	1,200	1,200	0	0	0
Moston Lane Acquisitions	0	0	0	0	0	7,500	7500	0	0	0
Equity Loans	0	0	0	397	0	0	397	0	0	0
West Gorton Community Park	25	25	17	25	25	0	25	0	25	50
Ben Street Regeneration	415	415	0	626	626	0	0	0	0	0
Marginal Viability Fund - New Victoria	2,032	1,963	1,952	2,446	2,515	0	0	0	0	0
Next Steps Accommodation Programme Property Acquisitions	900	900	897	1,491	0	0	0	0	0	-1,491
Green Homes Grant Delivery scheme	3	3	0	0	0	0	0	0	0	0
This City Housing Delivery Vehicle	747	747	0	0	0	0	0	0	0	0
Social Housing Decarbonisation Fund	3,045	3045	0	75	75	0	0	0	0	0
Rough Sleepers Accommodation Programme	1,500	2930	0	1,500	70	0	0	0	0	0
Total Private Sector Housing Programme	17,742	18,561	5,722	19,426	15,366	10,981	12,662	2,700	2,725	-1,535

Charlestown - Victoria Ave multistorey window replacement	6,535	6,535	2,291	2,881	2,881	0	0	0	0	0
Harpurhey Shiredale Estate externals	0	0	0	27	0	0	0	0	0	-27
External cyclical works Ancoats Smithfields estate	90	90	0	0	0	0	0	0	0	0
Environmental improvements Moston corrolites	0	0	0	0	27	0	0	0	0	27
Electricity North West distribution network	70	332	259	113	81	0	0	0	0	230
Various Estate based environmental works	100	100	9	94	94	0	0	0	0	0
Moston Corrolites external work	1,004	804	98	216	303	0	73	0	0	-40
Charlestown Clifford Lamb Court Reroofing	244	244	0	234	234	0	0	0	0	0
Higher Blackley Central House Door Entry System	31	31	0	5	5	0	0	0	0	0
Riverdale Maisonettes	486	120		2,227	1895	143	512	0	0	-329
Newton Heath High Rise Blocks Improvements	492	75		9,128	8078	4,493	4336	0	0	-1,624
Retaining Walls	298	352		216	289	86	0	0	0	41
Delivery Costs	1,088	1124	628	492	1805	10	640	0	0	1,979
Decent Homes mop ups and decent homes work required to voids	0	0	0	20	0	0	0	0	0	-20
Kitchen and Bathrooms programme	0	0	3	0	0	0	0	0	0	0
Harpurhey - Monsall Multis Internal Works	0	104	1	104	104	0	0	0	0	104

Newton Heath - Multies Internal Works	377	357	111	12	32	0	0	0	0	0
Various - Bradford/Clifford Lamb/Kingsbridge/Sandy hill Court Internal Works	60	68	42	49	41	0	0	0	0	0
Charlestown - Rushcroft/Pevensey Court Internal Works	0	5	7	84	79	0	0	0	0	0
Collyhurst - Mossbrook/Roach/Vauxhall/Humphries Court Internal Works	54	21	10	113	33	0	0	0	0	-113
Decent Homes mop up and voids	0	0	0	377	70	0	0	0	0	-307
One off work - rewires, boilers, doors	7	7	0	0	0	0	0	0	0	0
Fire precautions multi storey blocks	0	0	0	150	0	0	0	0	0	-150
Installations of sprinkler systems - multi storey blocks	0	0	0	0	0	0	0	0	0	0
ERDF Heat Pumps	1,236	1,141	72	363	458	0	0	0	0	0
Charlestown - Rushcroft/Pevensey Courts Lift Refurb	240	240	0	198	198	99	99	0	0	0
One off type work (rewires/boilers/doors)	19	19	3	0	0	0	0	0	0	0
Fire Risk Assessments	2,968	2150	1,359	1,052	1,827	1,236	1026	0	0	-253
Northwards - Harpurhey 200 Estate Internal	0	0	1	184	0	0	0	0	0	-184
Rushcroft and Pevensey Courts Ground Source Heat Pumps	1,850	1860	985	0	30	0	0	0	0	40

Harpurhey Baths Estate (excl Edward Grant Court) and Cheetham Appleford Estate	515	384	384	45	176	0	0	0	0	0
Newton Heath Troydale and Croyden Drive Low Rise Estates	1,093	1317	609	512	377	89	0	0	0	0
Responsive Investment Works	394	430	247	262	620	0	0	0	0	394
Retirement blocks various M&E/H&S works	791	1282	597	160	72	0	0	0	0	403
One off type work such as rewires boilers doors	186	186	32	0	0	0	0	0	0	0
Harpurhey Monsall Estate (Excluding High Rise and 40 properties around Cannons Grove)	412	412	0	1,333	1333	419	419	0	0	0
Harpurhey Shiredale Estate (Including Replacement Floors)	665	300	0	228	593	93	93	0	0	0
Cheetham Halliwell Lane Estate Internal Works	335	335	0	1,255	1255	449	449	0	0	0
Higher Blackley South Estate Internal Works	344	344	0	1,147	1147	354	354	0	0	0
New Lightbowne Estate Halliford and Thorverton	102	102	0	1,523	1523	383	383	0	0	0
Ancoats Smithfield Estate Internal Works	274	274	0	68	68	39	39	0	0	0
One Off type work - rewires/boilers/doors	50	50	0	350	350	0	0	0	0	0
Delivery Costs	1,556	1,480	0	1,247	1,337	411	372	0	0	-25
Various Locations - bringing bedsits back into use	0	0	0	116	116	0	0	0	0	0
Delivery Costs	0	0	0	15	15	0	0	0	0	0

Improvements to Homeless accommodation city wide	0	0	0	24	14	0	0	0	0	-10
Plymouth Grove Women's Direct Access Centre	0	0	0	28	28	0	0	0	0	0
Improvements to Homeless Accommodation	289	236	185	71	83	0	0	0	0	-41
Woodward Court reroofing	227	245	47	20	12	0	0	0	0	10
Woodward Court lift replacement	0	0	0	434	434	0	0	0	0	0
Delivery Costs	67	63	0	75	74	0	0	0	0	-5
Adaptations	150	150	104	89	89	0	0	0	0	0
Various Locations - Adaptations	165	160	29	67	30	0	0	0	0	-42
Various Adaptations	50	505	0	550	337	200	0	0	0	42
Delivery Costs	27	86		81	48	26	0	0	0	0
Collyhurst Maisonette Compensation & Dem	89	89	0	935	935	0	0	0	0	0
West Gorton Low and High Rise Demolition	0	1	1	0	0	0	0	0	0	1
Capital Receipts - Right to Buy	0	24	24	0	0	0	0	0	0	24
Buy Back Properties - Right to Buy	365	480	483	347	232	500	500	0	0	0
Willert Street Park Improvements	10	10	0	0	0	0	0	0	0	0
North Manchester New Builds	339	40	0	40	0	0	0	0	0	-339
North Manchester New Builds Silk Street	3,434	1500	270	8,114	9,500	647	1195	0	0	0
Parkhill Land Assembly	0	0	0	4,270	4270	0	0	0	0	0
Collyhurst	2,000	2000	230	11,500	11,500	11,875	11,875	5,501	5501	0

Total Public Sector Housing (HRA) Programme	31,178	28,264	9,124	53,245	55,132	21,552	22,365	5,501	5,501	-214
Lytham Road	14	0	0	0	0	0	0	0	0	-14
Crossacres Primary School	16	0	0	0	0	0	0	0	0	-16
Brookside Road Moston	3,854	3,854	3,324	0	0	0	0	0	0	0
North Hulme Adv Playground	2,800	2,800	2,491	0	0	0	0	0	0	0
Roundwood Road	2,864	2,828	2,409	200	236	0	0	0	0	0
Coop North Expansion	488	488		0		0	0	0	0	0
Our Lady's Expansion	20	31	31	0		0	0	0	0	11
Manchester Communications Academy	51	51	37	0	0	0	0	0	0	0
Co-op Academy Belle Vue - Permanent	21,589	10,656	2,464	8,694	19,288	0	339	0	0	0
Co-op Academy Belle Vue - Early Opening	2,140	2,140	2,140	0	0	0	0	0	0	0
Lancasterian Rebuild & Expansion - Pre Development Costs	140	0	0	0	0	0	0	0	0	-140
Our Lady's RC Permanent Expansion	1,900	1900	125	500	500	0	0	0	0	0
Melland High School Expansion (SEN Grant)	1,000	293	0	2,900	3607	0	0	0	0	0
Crab Lane - retentions	10	10	10	0	0	0	0	0	0	0
The Barlow RC High School - Resource Provision	400	400	0	649	649	0	0	0	0	0
City Centre School	250	250	0	5,700	5700	250	250	0	0	0

Universal Infant Free School Meals- Allocated	2	2	0	0	0	0	0	0	0	0
Universal Infant Free School Meals- Unallocated	75	75	0	0	0	0	0	0	0	0
Abbott Primary School Fencing	0	-1	-1	0	0	0	0	0	0	-1
Broad Oak Primary School Kitchen	745	1,007	112	0	0	0	0	0	0	262
Lily Lane Prim Windows	96	0	0	0	96	0	0	0	0	0
Ringway Primary roof	0	0	-1	0	0	0	0	0	0	0
Abbot Community Primary Joinery repair	0	0	-16	0	0	0	0	0	0	0
Medlock Primary - Boundary Wall rebuild	80	80	0	0	0	0	0	0	0	0
Mauldeth Road Rewire	0	0	-88	0	0	0	0	0	0	0
St Wilfreds CE roof repairs	445	429	371	0	0	0	0	0	0	-16
Manley Park Primary roof repairs	0	0	-30	0	0	0	0	0	0	0
Broad Oak Reception class and roof repair	262	262	17	0	0	0	0	0	0	0
Manley Park Roof	250	250	145	0	0	0	0	0	0	0
Manley Park Joinery	323	323	32	0	0	0	0	0	0	0
Rack House Roof	265	265	157	0	0	0	0	0	0	0
The Birches Special School Roof	384	0	31	0	384	0	0	0	0	0
Broad Oak Primary	414	414	97	0	0	0	0	0	0	0
Baguley Hall Electrical Rewire	792	792	659	0	0	0	0	0	0	0
Higher Openshaw Roof repair	124	124	25	0	0	0	0	0	0	0
Alma Park	75	75	0	0	0	0	0	0	0	0
Claremont Roofing works	156	156	49	0	0	0	0	0	0	0

Moston Lane PS Rainwater Goods	74	74	8	0	0	0	0	0	0	0
Moston Lane PS Ceiling Containment	197	197	15	0	0	0	0	0	0	0
New Moston Primary School	877	877	330	0	0	0	0	0	0	0
Schools Capital Maintenance -	191	0	0	2,192	2,137	0	0	0	0	-246
Early Education for Two Year Olds - Unallocated	22	22	17	0	0	0	0	0	0	0
Healthy Pupil Capital Funding	257	0	0	0	257	0	0	0	0	0
North Ridge SEN	125	125	-64	0	0	0	0	0	0	0
Grange School	195	195	0	0	0	0	0	0	0	0
Piper Hill Expansion SEN Grant	87	87	0	0	0	0	0	0	0	0
Grange School Expansion SEN Grant	20	20	0	0	0	0	0	0	0	0
Special Educational Needs grant	0	0	0	2,324	2324	0	0	0	0	0
Commercial Wharf/ISS Refurbishment of YJS Building	36	0	0	0	0	0	0	0	0	-36
Ghyll Head	540	540	375	0	0	0	0	0	0	0
Acquisition of land at Hyde Road	27	27	0	0	0	0	0	0	0	0
Nurseries Capital Fund - Unity Community	139	139	140	0	0	0	0	0	0	0
Lyndene Children's Home Refurbishment	825	825	418	0	0	0	0	0	0	0
MCMA Completion works	661	661	0	0	0	0	0	0	0	0
BSF Phase 1	0	0	1	0	0	0	0	0	0	0
Total Children's Services Programme	46,297	33,743	15,827	23,159	35,178	250	589	0	0	-196

Internet Resilience	4	4	4	0	0	0	0	0	0	0
Network Refresh Programme	2,952	2,452	882	6,094	5,594	0	1,000	0	0	0
Data Centre Network Design and Implementation	44	44	0	0	0	0	0	0	0	0
End User Experience	3,471	3,471	940	727	727	0	0	0	0	0
Microsoft 365	80	80	23	0	0	0	0	0	0	0
Telephony	332	170	89	0	162	0	0	0	0	0
TEC Digital Platform	94	94	1	0	0	0	0	0	0	0
Platform Compliance	112	40	0	0	72	0	0	0	0	0
Total ICT Programme	7,089	6,355	1,940	6,821	6,555	0	1,000	0	0	0
Pay and Display Machines	5	5		0	0	0	0	0	0	0
Phase 1 Implementation - Locality Plan Programme Office	340	340	70	0	0	0	0	0	0	0
Adults - Stepping Stone capital works	187	187		0	0	0	0	0	0	0
Integrated Working - Gorton Health Hub	14,674	10,193	1,340	5,350	9,831	0	0	0	0	0
BioMedical Investment	3,792	3,792	982	3,950	3,950	2,308	2,308	0	0	0
VCSE Small premises works	0	0	0	500	500	500	500	0	0	0
Total Corporate Capital Programme	18,998	14,517	2,392	9,800	14,281	2,808	2,808	0	0	0
Total Capital Programme (excl. Contingent Budgets)	448,615	382,206	102,219	359,842	408,151	146,594	160,619	53,086	53,906	-3,255

Northwards Housing Programme - Unallocated	0	0	0	1,471	1371	0	0	0	0	-100
Basic need - unallocated funds	0	0	0	19,418	159	4,281	23,699	0	0	159
ICT Investment Plan	0	0	0	1,956	1,956	6,317	6,317	0	0	0
Airport Loan	36,248	36,248	0	0	0	0	0	0	0	0
Inflation	8,800	8,800	0	6,000	6,000	2,527	2,527	0	0	0
Total Contingeny Budgets	45,048	45,048	0	28,845	9,486	13,125	32,543	0	0	59
Total Capital Programme	493,663	427,254	102,219	388,687	417,637	159,719	193,162	53,086	53,906	-3,196

Appendix B - Changes to Capital Budget since outturn

Dept	Scheme	Funding	2021/22 £'000	2022/23 £'000	2023/24 £'000	Total £'000
Children's services	Manchester Creative Media Arts Academy Completion Works	Borrowing	661			661
Children's Services	City Centre School	External Contribution		2,450	250	2,700
Children's Services	City Centre School	Government Grant	250	3,250		3,500
Children's Services	Education Basic Need Unallocated	Government Grant	-250	- 3,250		- 3,500
Growth and Development	Early Years tendered daycare sites	Capital Receipts	600	2,400		3,000
Growth and Development	Lees Street Payment	Capital Receipts	75			75
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
Growth and Development	Estate Changes arising from Future Ways of Working	RCCO	226			226
Growth and Development	Angel Meadow Land Acquisition	Capital Receipts	150			150
Highways Services	Patching defect repairs Programme 2021/22	Government Grant	3,744			3,744
Highways Services	Patching defect repairs Programme 2021/22	Borrowing	117	883		1,000
Highways Services	Highways Project Delivery Fund	Borrowing	-117	- 883		- 1,000
Highways Services	Patching defect repairs Programme 2021/22	RCCO	500			500
Highways Services	Harpurhey & Moston – Junction and Crossings	External Contribution	1,170	1		1,171

Highways Services	Great Ancoats Street Tree Maintenance	Borrowing reduction, funding switch via Capital Fund	-40			- 40
Highways Services	Back George Street Capital Funding	External Contribution	23			23
Highways Services	GMIP (Greater Manchester Investment Programme) Development Costs - Tranche 1	Government Grant	200			200
Highways Services	Street Lighting works for TfGM Clean Air Zone	External Contribution	179			179
Highways Services	Manchester Cycleway	External Contribution	141			141
Highways Services	Manchester Cycleway Construction Costs	External Contribution	375	3,341		3,716
Highways Services	A6 Stockport Road Pinch Point Scheme	Borrowing	155			155
Highways Services	Great Ancoats Improvement Scheme	Borrowing	-155			- 155
ICT	Future Council Discovery (Infrastructure & Application Hosting)	Borrowing reduction, funding switch via Capital Fund	-390			- 390
ICT	Highways Maintenance & StreetWorks Asset Management Software	Borrowing reduction, funding switch via Capital Fund	-356	-75		- 431
ICT	Resident and Business Digital Experience	Borrowing		-3,931	-1,297	- 5,228
Neighbourhoods	Library Refresh	Borrowing	350	150		500
Neighbourhoods	New Islington Marina Bridge Works	Borrowing	156			156

Neighbourhoods	P2R Platt Fields	External Contribution	72			72
Neighbourhoods	National Cycling Centre	Borrowing	5,132	16,382	42	21,556
Neighbourhoods	National Cycling Centre	Capital Fund	900			900
Private Sector Housing	Disabled Facilities Grant	Government Grant		6,289		6,289
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
Private Sector Housing	This City Housing Delivery Vehicle	Borrowing	347			347
Public Sector Housing	Riverdale Maisonettes	RCCO - HRA	486	2,227	143	2,856
Public Sector Housing	Newton Heath High Rise Blocks Improvements	RCCO - HRA Reserves	492	9,128	4,493	14,113
Total Budget Adjustment Approvals			16,693	38,862	3,361	60,186

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Appendix C – Prudential Indicators

No	Prudential Indicator		Target		As at end Sept 21	Target Breached Y/N
			£m	£m		
1	Estimated Financing Costs to Net Revenue Stream		6.2%		6.2%	N
2	Forecast Capital Expenditure	Non – HRA	439.4		399.0	N
		HRA	40.2		28.3	N
		Total	479.6		427.3	N
3	Forecast Capital Financing Requirement	Non – HRA	1,626.3		1,563.6	N
		HRA	300.0		300.0	N
		Total	1,926.3		1,863.6	N
4	Authorised Limits for External Debt	Borrowing	1,711.6		729.1	N
		Other Long-Term Liabilities	190.0		156.4	N
		Total	1,901.6		885.5	N
5	Operational Boundaries for External Debt	Borrowing	1,350.3		729.1	N
		Other Long-Term Liabilities	190.0		156.4	N
		Total	1,540.3		885.5	N
6	Upper Limits for Principal Sums Invested for over 364 days.		0		0	N
			<i>Upper</i>	<i>Lower</i>		
7	Maturity Structure of Borrowing	under 12 months	80%	0%	17.1%	N
		12 months and within 24 months	80%	0%	7.9%	N
		24 months and within 5 years	70%	0%	22.7%	N
		5 years and within 10 years	70%	0%	0.0%	N
		10 years and above	90%	20%	52.3%	N

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**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Household Support Fund

Report of: Deputy Chief Executive and City Treasurer

Summary

This report provides details of the Council's response to the government's recent announcement of the Household Support Fund.

At the point of writing this report, the final guidance has not yet been received from the Department for Work and Pensions (DWP).

The Council's share of the national pot of £500m is £6.453m. This does not provide enough to meet the expected demand over the winter period in the city and as such officers have had to prioritise awards.

At least 50% of the total funding must be spent on families with children. In terms of type of support, the expectation is that the Household Support Fund should primarily be used to support households in the most need with food, energy and water bills. It can also be used to support households with essential costs related to those items and with wider essential costs.

The proposals contained in this report are intended to ensure that the maximum amount of funds is provided to the poorest Manchester residents during the winter period, cognisant of the requirement that 50% of the amount awarded must be paid to families with children.

Consideration has also been given to limiting administration and associated costs.

Recommendations

That the Executive agree the following recommendations:

1. The government funding for the Household Support Fund of £6.453m is mainly used for direct awards to support residents during the winter months. Although the Council will quantify the admin costs, it will not deduct all of these from the grant award.
2. The Council administers the Household Support Fund scheme in four key parts to support Manchester residents, this includes the provision of:
 - (i) Support to families to provide free school meals during the holidays

- Free school meals for the remainder of the school holidays in this financial year.
- £15 per pupil per week. Money will be distributed to households on a pupil basis via schools.

(ii) A universal offer to recipients of Council Tax Support and other key groups

- A universal offer that includes a payment to all households in the city in receipt of CTS (being used as broad universal indicator of need and responsibility for housing costs and that avoids a new claim process). Also includes other key groups, including care leavers responsible for the Council Tax bill in their property and residents who are exempt from council tax due to being severely mentally impaired.
- This universal offer provides a one-off cash grant of £100 to households with dependent children and £70 to households without children.

(iii) A discretionary Household Support scheme

Provide a discretionary scheme using £300k of the grant funding.

Households with responsibility for household bills and who are in receipt of means tested benefits. This could include

- Those that may not have qualified or be in receipt of Council Tax Support.
- Residents living in shared or other accommodation where they do not have a liability for Council Tax but have responsibility for household bills, for example utility bills.

(iv) Third sector support offer

The Council will set aside a further £300k to work with advice agencies and the third sector in the city. This will include further work with the Manchester Food partnership.

This element of the scheme will be developed under delegation in the weeks ahead and will include liaison with key partners.

3. Note that the final published version of the government guidance to local authorities has not been received. On this basis, agree that continuing development and delivery of the scheme is delegated to the Deputy Chief Executive and City Treasurer in conjunction with the Deputy Leader. This will include the budget management as well as scheme eligibility and delivery. If significant changes to the scheme are required, it will be brought back to December Executive.

Wards Affected – All wards

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

No impact

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Ensuring that this money is administered promptly to those most in need means that homes can be sustained, and support is available to vulnerable residents.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	See above
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	See above
A liveable and low carbon city: a destination of choice to live, visit, work	See above
A connected city: world class infrastructure and connectivity to drive growth	See above

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 Council's share of the £500m national funding is £6.453m and this must be spent before 31 March 2022. The Council will provide grant support to residents and are required to submit two retrospective claims to drawdown funding to cover all City Council expenditure incurred on the scheme.

There is no new burdens funding associated with the administration of the scheme. The Council will use the majority of the funding to make payments to residents and will pick up the majority of the administration costs from Council resources, mainly within the Revenues and Benefits Unit. (N.B. Third Sector organisations may need to use a small amount of the funding to administer the proposed £300k Third Sector element of the scheme- this will be taken from the scheme budget and published).

Financial Consequences – Capital

No capital consequences

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Background documents (available for public inspection):

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

Household Support Fund government press release
<https://www.gov.uk/government/news/government-launches-500m-support-for-vulnerable-households-over-winter>

1.0 Introduction

This document sets out the Council's approach to delivering the Household Support Fund. The aim of the fund is to support households in the city during the winter period with household and other essential expenses.

Executive will recall from previous reports and the Marmot review that Covid has impacted differently on residents and communities in the city. Manchester residents over the age of 50, from BAME communities and /or from low-income neighbourhoods have been more adversely affected by the health and economic impact of Covid. Most recently our poorest residents and those in insecure employment have seen furlough end and the removal of the temporary £20 per week Universal Credit uplift.

Manchester City Council will receive £6.453m from the Household Support Fund for a six-month period from October 2021 to end of March 2022. Whilst the Household Support Fund is not necessarily targeted exclusively to UC claimants, it should be noted that this is a fraction of the amount lost with the removal of the temporary £20 uplift in UC that is estimated to be circa £30m for the six-month period. The scheme outlined by the government is very broad in scope without core data being held by the Council.

Management of the scheme could be resource intensive and there is no new burdens funding identified for this activity.

The report considers the information that the Council has available to inform the approach and proposes how the scheme should be administered to ensure that best use is made of this funding to support Manchester residents in the months ahead.

2.0 Background

2.1 Government Announcement

On 30 September 2021, the government announced in the media that a new Household Support Fund (HSF) grant would be made available to County Councils and Unitary Authorities in England to support those most in need this winter.

This new grant runs from 6 October 2021 to 31 March 2022 and totals £500m. Funding allocations are administered in accordance with the Barnett formula so devolved administrations will receive up to £79m of the £500m (£41m for the Scottish government, £25m for the Welsh government and £14m for the NI Executive).

The government has stated that it will be for the devolved administrations to decide how to allocate this additional funding. Each authority has an agreed allocation and authorities are required to reclaim actual costs incurred in arrears subject to completing grant management information and returns.

The Council has been advised that we will receive funding of £6.453m.

At least 50% of the total funding must be spent on families with children. In terms of

type of support, the expectation is that the Household Support Fund should primarily be used to support households in the most need with food, energy and water bills. It can also be used to support households with essential costs related to those items and with wider essential costs. In exceptional cases of genuine emergency, it can additionally be used to support housing costs where existing housing support schemes do not meet this need.

There was further information for local authorities in the draft guidance and grant determination that was received on 8th October 2021. The Council has still not received the final guidance.

This is a new scheme and authorities are not allowed to carry forward any underspends from previous DWP grants.

Councils are encouraged to identify a broad range of vulnerable households across their local area. Support is available from October 2021 and authorities should aim to have arrangements in place as quickly as possible to support vulnerable households throughout the grant period.

2.1 Scope

The DWP has been leading this scheme on behalf of the government and has issued draft guidance to local authorities about spend.

The key thing to note is that DWP has stated that it is up to individual local authorities to determine the scheme in their area, subject to the wider guidance, cognisant of local knowledge and demands.

The DWP has also stated that the scope of this scheme is not specifically aimed at those working age residents that have recently lost the £20 uplift in UC and is not intended to bridge the gap. They state that the aim is much wider and as well as the UC claimants, it can also be used to support families with free school meals during the holidays as well as the wider benefits cohort, including those who have reached pension age for benefit purposes, as well as residents that are not in receipt of any benefits but may be struggling with household expenses.

The Council will not be receiving a separate pot of funding to support free school meals during the holidays.

3.0 Challenges for the Council in administering this scheme

3.1 Budget versus demand

The budget of £6.453m is a fraction of the estimated £30 million that has been removed from UC claimants as a result of the withdrawal of the £20 UC uplift. The removal of the uplift affected an estimated 59,000 residents of the 78,000 residents/households in receipt of UC in the city, many of whom will have household costs to manage.

In addition to this, if the Council wishes to support ongoing free school meal provision

during the school holidays that are within this six-month scheme period, then this will require circa £1.7m from the £6.453m allocation before any wider awards or consideration.

There are then additional cohorts that are now within scope for the Council to consider, and the DWP's website refers people that are struggling with household bills during the winter to their local authority, referencing the funding and the development of local schemes.

The Council's existing Welfare Provision Scheme already provides emergency and other support with an annual budget of £0.6m. This full annual allocation for the 2021/22 financial year has already been allocated and up to an additional £0.5m is earmarked to be drawn down from the specific reserve.

The concern is that with rising fuel and living costs, the end of furlough, the UC changes and the potential loss and churn of some seasonal work, that this will mean high demand and the funds allocated by the government for this scheme will not be enough to meet demand. There is also pressure to get money out quickly to those that need it in the simplest way so as to maximise spend on provision rather than funding expensive administration.

The Council is therefore going to have to consider how to prioritise the allocation of support within the constraints of the approved budget. The document explores how this can be done.

3.2 Administration and New Burdens

The scheme does not provide any new burdens funding for local authorities for the administration of this scheme. The guidance does say that authorities can fund administration and other costs from the scheme, but they should be kept to a minimum and will be published.

It is proposed that the funding of £6.453m is mainly used for direct awards and although the Council will quantify the admin costs, it will not deduct all of these from the grant award. However, third sector organisations may need to use a small amount of the funding to administer their element of the scheme

3.3 Data that is held

The major challenge for local authorities in administering this scheme is that as part of the welfare reform agenda and the introduction of Universal Credit, they do not hold enough Universal Credit claim payment details to develop a scheme without a significant amount of additional work. The only data held is for the legacy working age HB caseload, the pension-age HB caseload and the CTS caseload. Many of these residents have their rent paid to their landlord and have had reduced amounts of council tax to pay and as a result, in the main we have limited financial data, including bank details.

For the wider non-benefit caseload where the only information held is based on the council tax register, all that is generally held in terms of their financial circumstances

is the charge payer name(s), details to support any discounts or exemptions and their bank details if they pay by direct debit.

This means that any application process will be complex, expensive and time consuming and means that some people who may be in the most need may not claim. Adding discretion and follow up would require a massive expansion to the Council's wider WPS scheme and would result in delays, complaints and backlogs based on a significant immediate increase in demand.

3.4 Prioritisation

Because the DWP guidance has advised that the scheme is primarily aimed at those with essential living costs and cost of living pressures, the proposal is that, in the first instance, low-income households that have responsibility for household related costs are prioritised after the provision of free school meals during the school holidays. It is proposed that free school meal support is provided for both the Christmas holidays and February half term and the total costs of this support will be up to c£1.7m. The scheme is then further prioritised based on local knowledge and expertise.

4.0 Existing support with food and fuel outside of the Council

This section provides details of the support that is currently available to residents with housing related costs and living expenses and supports the new scheme development.

4.1 Fuel

4.1.1 Pensioners

Winter Fuel Payments

Annual one-off payment (between £100 and £300) to people who are pension age in the qualifying week of 20-26 Sept 2021 and lived in the UK for one day during that same week. It is an automatic payment and is not dependent on temperature. The amount awarded depends on age and living circumstances. (There are other qualifying criteria).

Cold Weather Payment

This scheme starts on 1 November 2021 and is weather dependant. Payment is made where the average temperature in the area has been, or is expected to be, 0° Celsius or below for seven consecutive days. The recipient must be on Pension Credit and the award of £25 per day for seven days is automatic.

Warm Home Discount Scheme

Not all suppliers are signed up to this scheme so individuals would have to check with their supplier. The resident might be eligible to get up to £140 off their electricity bill if they are getting the guaranteed credit part of Pension Credit.

There is lots of other information to assist people of pensionable age. Some of it depends on living circumstances, for example lives alone etc., It is also rare that people would have their utility disconnected. The provider must follow set rules on

how to treat residents if they have fallen behind on their energy bills.

4.1.2 Support for Adults (non-pensionable age)

Cold Weather Payment

This scheme starts on the 1 November 2021 and is weather dependant. Payment is made where the average temperature in the area has been, or is expected to be, 0°Celsius or below for seven consecutive days. The recipient must be on Income Support, income-based Jobseeker's Allowance, UC.

Warm Home Discount Scheme

Not all suppliers are signed up to this scheme so individuals would have to check with their supplier. The resident might be eligible to get up to £140 off their electricity bill if they are on a low income.

Grants to pay off debts

Several of the large providers offer support (grants) to people to pay off their fuel debt and they do not have to be a customer of that provider. Most of these charitable trusts like to see evidence that the applicant has sought debt advice and are managing their debts.

4.2 Food

4.2.1 Healthy Start vouchers

Healthy Start vouchers are available to anyone in receipt of Child Tax Credits, and eligibility starts from when the claimant is 10 weeks pregnant until their child reaches their fourth birthday. The vouchers can be used in shops to buy groceries and infant formula. It is also possible to redeem Healthy Start vouchers at The Bread & Butter Thing food pantries, making the value of each voucher go much further.

Around 8,847 Manchester residents have been identified as entitled to Healthy Start Vouchers. The most recent data (July 2021) finds that 5,799 (66%) of those entitled are in receipt of Healthy Start vouchers. This puts Manchester among the highest performing local authorities in the country in respect of Healthy Start voucher take up.

It is worth noting that Manchester also has a Public Health funded universal Vitamin D pilot enabling all mothers (including those in employment and therefore, not entitled to Healthy Start Vouchers) free access to vitamin D which is essential to the health of mothers and babies. Nationally, there are concerns that the paper application system is a barrier to uptake and in April 2022 the service will switch to digital applications.

4.2.2 Holiday Activity Fund

The Holiday Activity Fund (HAF) programme was developed in response to the pandemic which has had a significant impact on our children, young people and families, particularly in areas of educational achievement, wellbeing, social & emotional development and resilience and financial hardship. The HAF programme is designed to provide food, enriching activities and fun during the Easter, Summer and

Christmas holiday periods. It aims to address the issues for children and young people which go much deeper than food poverty. We know that school holidays can be a challenging time for some families due to increased costs, such as food and childcare and reduced incomes. For some children this could result in gaps in accessing organised out-of-school activities, which may result in 'unhealthy holidays' in terms of nutrition and physical health and social isolation.

The Department for Education have recognised that access to enriching activities is a crucial element in the development of children and young people and they provided £3.8m to the Council to further this objective during the 2021 Easter, Summer and Christmas holiday periods. The evaluation for the Summer holiday period has recently been completed and has highlighted the following outputs:

- 2,558 sessions delivered
- 11,500 children engaged
- 64,245 visits made to sessions
- 86 delivery partners engaged across all 32 wards

The funding for the summer period was allocated as follows:

- Activation of school sites for sports, leisure, arts, culture, drama & wellbeing - £506k
- Activation of community sport and leisure activities – £766k
- Commissioning of the youth, play, arts & culture sector - £793k
- Staffing costs – £19k

The remaining funding of c£1m is available for delivery over the Christmas period and a comprehensive offer is currently being worked up. Discussions are ongoing with Government to determine if the HAF programme will continue beyond the 2021/22 financial year.

4.2.3 - Food Support during the pandemic

The pandemic has highlighted the pre-existing high levels of food poverty and food insecurity in the city. In total the Council's Food Response Team has provided 115,447 food parcels for residents through the pandemic.

Throughout, there was a consistent pattern of circa 70% of the demand for food coming from single or all adult households (8,334 households) and 30% from households with children. Demand largely corresponded with previously identified areas of deprivation – demand was greatest in the North of the City (in particular, Harpurhey, and Clayton and Openshaw) and Wythenshawe wards, while in areas such as Chorlton and Didsbury demand was low. Over time, the food offer has evolved, as the team is left with a smaller number of complex households that are dependent on food support but with a much wider range of needs. Families with children are referred to and supported by the City's Early Help Hubs.

The Our Manchester Food Partnership was established in response to this increase in demand, to allow us to utilise the local food support offer in the city, linked to wider support provision. This now includes over 60 community-based providers, varying in size from national charities such as the Trussell Trust, regional providers like The

Bread and Butter Thing, to small, volunteer led providers such as Emmeline's Pantry, but linked to the wider support landscape (so it also includes, for example, housing providers, Early Help, and Citizens Advice Manchester). The Partnership has the reach and is well placed to provide additional support to residents in the city who experience food insecurity.

5.0 Other areas of support provided by the Council

5.1 Welfare Provision Scheme- fuel support

As well as a wider scheme that provides furniture, white goods and other grants, the Council already provides support for households in crisis including fuel and living costs.

An application must be submitted and is payable if a member of the household is medically vulnerable or of pensionable age. One award of up to £49 in a rolling twelve-month period.

5.2 Council Tax Grant of £150

Householders that are classed as a pensioner for benefit purposes can receive means tested Council Tax Support up to the full value of the council tax that is due. However, Council Tax Support for working age residents is paid up to a maximum of 82.5% of the Council Tax that is due, meaning that all working age residents must pay at least 17.5% of the council tax that is due.

For the 2021/22 financial year the Council has provided a grant of £150 towards the council tax of those working age residents in receipt of Council Tax Support (CTS). This means that those residents in receipt of CTS in the lowest two council tax bands have a very small amount of council tax to pay this year.

5.3 Discretionary Housing Payments

The Council already provides help with rent and housing costs for those residents that qualify for Discretionary Housing Payments. In addition to the £1,969,832 provided by the government, the Council has already provided a further £1m to bolster the budget for the 2021/22 financial year.

6.0 The Council's approach to scheme development

6.1 Working Group and Objectives

A working group of officers from across the Council has been established to consider the Household Support Fund scheme development.

This includes the following aims and areas of consideration;

- Wider awareness of the city and the anti-poverty agenda;
- Learning from the covid related support in the city;
- Awareness of the benefits regime and the impact of the cuts on household

types;

- Other support for winter and fuel that is available to residents;
- Feedback from earlier schemes, including third sector organisations;
- Making the scheme as simple and as fair as we can, if possible, removing claims and complex data collection and means testing;
- Keeping admin costs as low as possible;
- Ensuring that we capture as many in need residents as we can, including hard to reach groups, those with protected characteristics and other priority areas;
- Where we can, and it makes economic sense, to work to provide money/cash to residents so that they can make their own budgeting and financial management choices.
- The Our Manchester principles.

7.0 Data held by the Council

The working group has considered several overlapping and connected data sets to consider the next steps.

7.1 Free school meals

Due to the implementation of UC and the move away from housing benefit payments by the Council for working age households, the Council does not have a complete list of those households that would be in receipt of free school meals.

To maximise entitlement to free school meals and the associated pupil premium, schools in Manchester have a system that means they can check entitlement locally. This has been very successful. This means that we have been able to capture entitled children at school level but not the number of households. The scheme has also included pupils in school nursery classes and 6th forms which is wider than FSM. Early Years settings are aware of the children who access the funded 2-year-old offer of day care offer and eligible 3-year olds.

Schools and other educational settings have been essential and have worked in partnership with the Council on previous grant schemes. We are satisfied that this approach is the best way to capture most children and young people in the city.

When determining the number of children and young people entitled and paid during earlier grant schemes the Council has also included “No recourse to public funds” households and estimated that there may be children that become newly eligible for free school meals in October to March 2022.

Based on this assumption a 5% tolerance has been calculated indicating that support for free school meals during the holiday period will mean that schools are provided with funds of up to £1.7m to provide meals for 37,200 children.

For children attending schools in other Greater Manchester areas, there is a reciprocal agreement in place.

7.2 Universal Credit

The July 2021 data from the DWP shared with the Council shows that there were 78,132 UC claimants in Manchester (down from 78,508 in June). 29,267 of the UC claimants in July were in employment (just over a third – 37%).

It is worth noting that the Council does not have a list of all these people, and some will not have any housing costs and will be living with families, for example adult children living with parents.

The Council does not hold data about this group of people and the only way to provide a grant to this cohort would be through an application process.

7.3 Council Tax Support

There are 241,190 households registered for council tax in the city. Many of the households in receipt of UC claim CTS from the Council. We have slightly more intelligence on this group of residents, including householder name, benefit and address details. We also know that in contrast to the households covered by the broad UC data above, they all have direct housing costs as they have a property that they are responsible for.

7.3.1 CTS caseload at 1 October 2021

Category	Property Band							Total
	A	B	C	D	E	F	G	
Elderly (PB)	8419	1260	702	200	48	16		10,645
Elderly (STD)	4031	541	312	79	26	4		4993
Working Age (PB)	12799	1270	431	102	21	4		14627
Working Age (STD)	2358	438	275	55	19	1	1	3147
Working Age (UC)	14985	1947	899	236	81	17	4	18169
Grand Total	42592	5456	2619	672	195	42	5	51581
<i>Working Age (all)</i>	<i>30142</i>	<i>3655</i>	<i>1605</i>	<i>393</i>	<i>121</i>	<i>22</i>	<i>5</i>	<i>35943</i>
<i>Elderly (all)</i>	<i>12450</i>	<i>1801</i>	<i>1014</i>	<i>279</i>	<i>74</i>	<i>20</i>	<i>0</i>	<i>15638</i>

PB = passport benefit, UC = Universal Credit, STD = other

The data above provides a snapshot of the CTS caseload. When developing the scheme, the Council must consider the response to those new recipients of CTS in the months ahead. Current data suggests that circa 600 new awards of CTS for working age residents are put into payment each month. There will also be a number of new claims from pension age households each month.

7.4 Other groups that are responsible for a property but do not receive CTS as they receive a council tax discount or exemption.

There are a couple of other groups that the Council has data on that are responsible for a property but do not receive CTS, as they receive a council tax discount or exemption.

7.4.1 Care leavers up to the age of 25

Care leavers receive a discretionary award that means that they do not pay council tax for a property that they are responsible for until their 25th birthday. Some of these young people will not be in receipt of benefits and it is appropriate to include this vulnerable group of residents within any new support package where they are the person responsible for the council tax bill in their home.

Care leavers in receipt of discretionary council tax reduction for 2021/22 bill.

Care Leavers	No. cases	Amount (£)
Care Leaver - Manchester	203	113,418
Care Leaver - GMCA	43	26,856
Care Leaver - England & Wales	25	17,833
Total	271	158,107

A small number of Care Leavers live in other households, for example living with relatives, and they will not receive support through this section of the scheme.

7.4.2 Severely Mentally Impaired households

Residents that are determined to be severely mentally impaired (SMI) are either granted a full exemption from council tax if the property is solely occupied by a SMI resident(s) or disregarded (if they live with other people in the household). This is granted before any CTS award. It is therefore appropriate to include this vulnerable group of residents within any new support package. The table below gives a breakdown by Council Tax band of the number of properties that are exempt from Council Tax as they are only occupied by residents who are SMI and those where there is a 25% discount as one or more residents in the property are SMI and disregarded.

	Council Tax Property Band								Total
	A	B	C	D	E	F	G	H	
Occupied by SMI residents only	1,970	176	88	27	15	3	4	0	2,283
SMI residents disregarded	490	134	141	69	40	21	8	3	918

7.5 Shared houses and houses in multiple occupation

There will be another group of residents that are in receipt of benefits and have housing costs that are not easy to identify from the Council's records. This includes residents living in shared housing (where the council tax and usually other bills are split by the residents) and residents living in houses in multiple occupation (this is where the landlord is responsible for the council tax and there are then various local models for other bills).

The Council will need to consider how support may be provided to this group.

7.6 Wider cohort of residents not in receipt of CTS

There are 241,190 properties that are liable for council tax in the city. When we remove empty properties, those wholly occupied by students and the CTS caseload we have 166,368 properties remaining. The way the DWP and the government have issued media and website information means that there is going to be demand from this wider group.

The low-income threshold levels to qualify for benefits and rising fuel costs as well as the cumulative impact of the pandemic on households means that demand for any support is expected to be high and the discretionary scheme will need to consider requests from this cohort. Due to the exceptional nature of the scheme, it is proposed that entitlement to other welfare benefits is used as a primary factor to determine eligibility for support under the discretionary scheme. For example, working claimants in receipt of UC but whose earnings mean they do not qualify for CTS.

8.0 Proposals for how a scheme could operate

After considering the scheme purpose, the current draft guidance from the DWP and all the data sets that the Council has access to, the proposal is that the Council's response to the Household Support Fund should have four tiers of support with a set budget allocated to each tier.

1. Free school meals for the remainder of the school holidays in this financial year.
2. A Universal Offer that includes a payment to all households in the city in receipt of CTS (being used as broad universal indicator of need and responsibility for housing costs and that avoids a new claim process) also includes care leavers who are responsible for the Council Tax bill at their property, and severely mentally impaired residents that are exempt from council tax.
3. A new discretionary scheme for other cohorts. The other cohorts would be households in receipt of means tested benefits but are not in receipt of Council Tax Support. This would include residents living in shared houses and those residents in receipt of Universal Credit but who do not qualify for Council Tax Support.
4. Development of a further scheme working with the advice network and third sector partners.

8.1 Free school meals during the school holidays

The Council has already provided funding for both the summer holidays and October 2021 half term holidays,

This is based on the existing cohort that includes all those children and young people who are entitled to free school meals attending schools and early year settings (including those with no recourse to public funds).

To extend this scheme with an allocation of £15 per child or young person for the remaining three weeks (two at Christmas and one week at February 2022 half term) will cost up to £1.7 million.

For the government return this will be determined to be 100% food provision and will be provision to families with children.

8.2 Universal Offer to recipients of Council Tax Support

8.2.1 Scope

The Universal offer will be a payment that is available to all recipients of CTS as at a snapshot taken around mid-November 2021. It will also be made to residents who are exempt from council tax due to severe mental impairment and care leavers responsible for the council tax bill at their property who are under 25.

The Council will also need to consider new recipients of CTS as a result of a change of circumstances or moving into accommodation and it is proposed that further snapshots are taken to capture new households.

This takes the number of universal payments being considered to an estimated 56,000 households, of which 16,000+ are older people (pension age for benefit purposes) and 39,000+ are classed as working age for benefit purposes.

Officers have considered the types and value of awards based on the following:

- the limited level of funds available;
- the requirement that at least 50% of the funding should be provided to households with children;
- the impact of the loss of the £20 UC uplift on households;
- wider benefit levels, with single adults and couples receiving extremely low levels of benefits;
- other support that is available;
- intelligence of need to date based on calls to the Council's Covid hotline; and
- claims made to the existing Welfare Provision Scheme.

Officers have also noted that residents who have reached state-pension age will also receive the Winter Fuel Payment of between £100 and £300 that is not paid to working age residents.

8.2.2 Award Amounts

It is therefore proposed that the scheme provides a one-off cash grant of the following:

Household details	Grant Amount Paid
CTS Working Age with dependent children	£100
CTS Working Age with no children	£70
CTS Pension Age with dependent children -	£100
CTS Pension Age No children	£70
Residents registered as severely mentally impaired or a care leaver with household costs	£70

It is proposed that these payments are made to all recipients in the first two weeks of December 2021. A further two payments will be made for new CTS claimants, one based on a caseload snapshot in January 2022 and one based on a caseload snapshot in February 2022. This will capture new claimants of CTS, including those that may have been released from low paid, temporary seasonal work. This universal scheme is estimated to cost £4.3m.

For the government return this will be split as 70% fuel and 30% food, although residents will be able to use the cash for what they determine is important within their household budget.

8.3 Remaining Budget

Providing the two core schemes above at the proposed rates would leave approximately £600k of remaining funding to provide other support. It is proposed that this remaining budget is split to offer two further discretionary elements. The aim being to support those households that are outside of the scope of the main schemes or are identified to require further support.

8.4 Household Support Discretionary Schemes

8.4.1 Funding

It is proposed that £300k of the remaining £600k is set aside to fund a discretionary scheme managed by the Council.

8.4.2 Entitlement

This scheme would support the following households:

Households with responsibility for household bills and who are in receipt of means tested benefits. This could include

- Those that may not have qualified or be in receipt of Council Tax Support
- Residents living in shared or other accommodation where they do not have a liability for Council Tax but have responsibility for household bills, for example utility bills.

This would run alongside the Council's existing Welfare Provision Scheme.

It is proposed that each case is considered on its own merits and grants of up to £100 could be made based on presenting need and where appropriate, matching the awards made within the universal scheme.

For the government return this will be split as 70% fuel and 30% food, although residents will be able to use the cash for what they determine is important within their household budget.

Applications would need to be made using an online application form and would be considered by the experienced officers on the Council's Welfare Provision Scheme.

Where necessary this will include signposting to wider support. Payments will be made by bank transfer.

8.4.3 Restrictions and Exclusions

Due to the limited funding that is available within the discretionary element of the scheme, a further payment to those residents that received a payment as part of the universal offer (8.2 above) would only be considered in exceptional circumstances (usually where the application is supported by a health or other support professional).

The scheme will exclude full time students and students will be referred to the hardship schemes administered by the universities and educational establishments in the city.

The scheme will normally exclude households that are not in receipt of benefits.

8.5 Third sector support offer

The Council will set aside a further £300k to work with advice agencies and the third sector in the city. This will include further work with the Manchester Food partnership.

This element of the scheme will be developed under delegation in the weeks ahead and will include liaison with key partners.

9.0 Consideration of payment types

9.1 Existing schemes

Payment systems and methods made via schools for free school meals and within the Welfare Provision Scheme are already set up.

The free school meal scheme uses a combination of vouchers delivered via schools.

Our existing WPS works on a combination of delivery of kitchen goods and beds and bedding alongside cash encashment using the PayPoint product via local outlets or payments direct into bank account.

It is proposed that these payment methods continue.

9.2 The universal offer payment options

The simplest, cheapest and most effective way to make payments is to pay any money by bank transfer direct into residents' bank accounts. However, the Council does not have this data for most of the residents in scope for these payments and even if we do hold the bank details, they were provided solely for the purposes of paying council tax by direct debit.

This means that in order to process payments as a universal offer we would need to write out for and collate tens of thousands of residents' bank details and be assured that they did indeed belong to our intended resident.

The working group spent time considering various options and concluded that the aims of the universal offer are to:

- For the main scheme, avoid requirements for further discretion / validation checks and ensure that, once we have an agreed scope, as many residents as possible that meet the criteria receive the award;
- Avoid having a major online claim form exercise to gather bank account details that causes significant work and potential delays;
- Provide residents with money/cash so they can make decisions on their household priorities and budgets;
- Respond to those residents that may not have access to their bank account and to ensure that residents have access to local financial services; and
- Ensure that any awards are time limited so that any unspent funds can be reallocated.

After significant deliberation, the proposal for payment is that the universal offer is made by cheque to the person whose name is first on the Council Tax Support claim or council tax account. The general principle for the universal scheme is that there will be one payment per household in the city.

Where there is a shared house the remaining residents can submit a claim, but this would be as part of the wider discretionary scheme. There is no guarantee that the Council will make several awards and each case will be considered on its own merits based on the circumstances and financial details of the claimant. Typically, the principle of one payment per household will be maintained.

Paying a cheque into a bank account can be done in a couple of ways. Using an ATM machine, paying into a bank direct or by paying in using the local Post Office network as they accept cheque submission for most banks.

We are also proposing to apply a limited timescale for presenting any cheque so that any money uncashed can be redirected to ensure that the HSF is administered to the maximum effect for Manchester residents. In order to operate this effectively it may be necessary to apply a window of between four to eight weeks for cheques to be cashed. Cheques would then be cancelled by the Council to allow money to be recycled into the system.

Although issuing cheques is not ideal and will bring its own challenges, our options to get money out quickly to vulnerable residents efficiently are limited. The Council has neither the data nor the information to deliver anything more sophisticated within the constraints of the scheme.

Paying this way means that we will be able to pay all 50,000+ residents within a tight timescale and avoids application processes that can be challenging to administer and apply for. It also means that all qualifying residents receive the award rather than having to apply. This is expected to be beneficial for hard to reach groups and those that would not submit a claim for further means tested support.

The proposals for the universal offer will be reviewed against the final Government

guidance when it arrives to ensure that as well as being in the spirit of the scheme and targeting those most in need it meets any additional grant funding criteria.

10.0 Contributing to a Zero-Carbon City

10.1 Consideration has been given so that residents are able to access financial support and services in their local area avoiding unnecessary travel and costs.

11.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

11.1 Ensuring that this money is administered promptly to those most in need means that homes can be sustained, and support is available to vulnerable residents.

(b) A highly skilled city

11.2 Not applicable

(c) A progressive and equitable city

11.3 The aim of this support is to support the most vulnerable residents including those with children.

(d) A liveable and low carbon city

11.4 Not applicable

(e) A connected city

11.5 Not applicable

12. Key Policies and Considerations

(a) Equal Opportunities

12.1 The proposals and recommendations contained in this document that have been developed at pace. Separate work is already in train and the approach will be subject to an equality impact assessment.

Providing a universal offer based on existing records means that the scheme will have improved access for hard to reach groups and those that either could not, or would not, claim under a new application process.

Sending cheques to qualifying residents will not exclude anyone who is not digitally proficient.

(b) Risk Management

12.2 The main risks are:

- The lack of final guidance at this stage, even though the scheme was announced several weeks ago.
- Late changes to the proposed scheme.
- The immediate impact on resources and managing demand up to when the scheme is launched.
- The management of the funds and the requirement to spend the funds by March 2022.
- The level of demand outstripping the budget within the remaining discretionary elements. The budgets will have to be carefully managed.
- The complexities of dealing with payments to more than 50,000 households within a very tight timescale.

(c) Legal Considerations

12.3 There are no particular legal issues that arise from the decisions in the report.

13. Conclusions

The amount of money provided by the government for the Household Support Fund will not meet the expected level of need within the city over the coming months.

The scheme that has been developed aims to support the majority of low-income residents in the city and is fair and transparent. It also reduces the admin costs associated with a new application process. Having a separate discretionary scheme means that we will be able to capture some of those residents that are not included in the main scheme but are in need and meet the general principles of the proposed scheme presented in this report.

14. Recommendations

That the Executive agree the following recommendations

1. The government funding for the Household Support Fund of £6.453m is mainly used for direct awards to support residents during the winter months. Although the Council will quantify the admin costs, it will not deduct all of these from the grant award.
2. The Council administers the Household Support Fund scheme in four key parts to support Manchester residents, this includes the provision of:
 - (i) Support to families to provide free school meals during the holidays
 - Free school meals for the remainder of the school holidays in this financial year.
 - £15 per pupil per week. Money will be distributed to households on a pupil basis via schools.

(ii) A universal offer to recipients of Council Tax Support and other keygroups

- A universal offer that includes a payment to all households in the city in receipt of CTS (being used as broad universal indicator of need and responsibility for housing costs and that avoids a new claim process). Also includes other key groups, including care leavers responsible for the Council Tax bill in their property and residents who are exempt from council tax due to being severely mentally impaired.
- This universal offer provides a one-off cash grant of £100 to households with dependent children and £70 to households without children.

(iii) A discretionary household support scheme

Provide a discretionary scheme using £300k of the grant funding.

Households with responsibility for household bills and who are in receipt of means tested benefits. This could include

- Those that may not have qualified or be in receipt of Council Tax Support.
- Residents living in shared or other accommodation where they do not have a liability for Council Tax but have responsibility for household bills, for example utility bills.

(iv) Third sector support offer

The Council will set aside a further £300k to work with advice agencies and the third sector in the city. This will include further work with the Manchester Food partnership.

This element of the scheme will be developed under delegation in the weeks ahead and will include liaison with key partners.

- (3) Note that the final published version of the government guidance to local authorities has not been received. On this basis, agree that continuing development and delivery of the scheme is delegated to the Deputy Chief Executive and City Treasurer in conjunction with the Deputy Leader. This will include the budget management as well as scheme eligibility and delivery. If significant changes to the scheme are required, it will be brought back to December Executive.

**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Better Care Fund Section 75 2021/22

Report of: Deputy Chief Executive & City Treasurer and City Solicitor.

Purpose of Report

The report sets out the proposed Section 75 (S75) between Manchester CCG and Manchester City Council on the Better Care Fund and the Improved Better Care Fund.

Recommendations

Executive is asked to:

1. Approve the proposed S75 on the Better Care Fund and the Improved Better Care Fund set out in Appendix One.
 2. Provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, for any minor finalisation amendments to be made to the document.
-

Wards Affected: All

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

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Improve the health and wellbeing of people in Manchester. To achieve a sustainable system.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	

A connected city: world class infrastructure and connectivity to drive growth	
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Full details are in the body of the report, along with implications for:

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences Revenue

No direct financial implications as a result of revised S75 agreement. No changes to BCF pooled monies reported in previous periods with the exception of underlying budgetary changes (e.g. growth), which have already been subject to MHCC and MCC governance.

Financial Consequences – Capital

No direct financial implications as a result of revised S75 agreement.

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Background documents (available for public inspection): None

1. Introduction

- 1.1. On 1 April 2021, new arrangements came into place between Manchester City Council (MCC) and Manchester Foundation Trust (MFT) to 'supercharge' Manchester's Local Care Organisation. This included the creation of a new Section 75 (S75) between MCC and MFT which included Adult Social Care services, which previously made part of the S75 between Manchester Clinical Commissioning Group (MCCG) and MCC.
- 1.2. As a result of the new S75 between MCC and MFT, it was confirmed that:
 - Manchester CCG and Manchester City Council would seek a continued and meaningful relationship under the banner of Manchester Health and Care Commissioning.
 - The Population Health and Wellbeing function would remain part of the MHCC working arrangements through the Director of Population Health and his team. However, the budget would be overseen by MCC.
 - MHCC would no longer have any role, responsibility or accountability with regard to Adult Social Care.
 - The integrated budget arrangements would cease. However, CCGs and Local Authorities are obliged to have a Better Care Fund pooled budget.
 - In order to maintain continuity, alignment, and the ability to effectively carry out MHCC's functions for 2021/22, the CCG welcomed continued MCC representation on the MHCC Board and Strategy Committee.
- 1.3. As a result of these changes, the MCCG / MCC S75 needs to be amended to reflect the new arrangements, which are set out in section two of this report.
- 1.4. Further work will be completed separately to review and protect services and contracts MCC currently have with the CCG as a result of the transfer to the new Integrated Care System in 2022/23.

2. Proposed MCCG / MCC Section 75

- 2.1. Following discussions between MCCG and MCC's finance and governance teams, it was agreed that the approach would be to revert back to as close as possible to the pre 2017 S75 arrangements on the BCF. The key changes are as follows:
 - A stripped back S75 reflecting the BCF and iBCF requirements between MCC and MCCG.
 - MCCG to be the host of the fund.
 - Removal of integrated commissioning requirements for Adult Social Care and Public Health.
 - Recognises that the MLCO Partnership Agreement between MCC and MFT will be the main delivery vehicle for BCF services.
- 2.2. The commencement date of the agreement will be 1st April 2021.

2.3. In terms governance, it is proposed that:

- The Partners exercise their respective Functions in relation to the use of the BCF Pooled Fund in accordance with their respective governance arrangements including constitutions, schemes of delegation and Standing Financial Instructions / Standing Orders.
- Overall strategic oversight of the BCF Pooled Fund is vested in the Health and Wellbeing Board, which for these purposes shall make appropriate recommendations as to any action it considers necessary.
- The Health and Wellbeing Board shall be responsible for ensuring compliance with the Better Care Fund Plan and the strategic direction to shape the use of the BCF Pooled Fund.
- Each Partner shall cooperate with the other Partner and keep the other Partner and the Health and Wellbeing Board regularly informed of the effectiveness of the arrangements.

2.4. The updated MCGG / MCC S75 is set out in the appendix to this report. It has been prepared in consultation with MHCC's legal advisors (Hill Dickinson) as well as the MCC Legal Team.

2.5. The S75 has been presented to, and endorsed by, MHCC Executive and Finance Committee on 21 October 2021 and the CCG's Governing Body on the 27 October 2021.

2.6. Some minor finalisation amendments may be required to finalise the document. The Executive is asked to approve the S75 as presented, but to also provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, to make any minor amendments to finalise the document (in agreement with MCC colleagues). Any changes considered to be material would need to be presented to the Executive for approval.

3. Recommendations

3.1. The Executive is asked to:

- 1) Approve the proposed S75 on the Better Care Fund and the Improved Better Care Fund set out in Appendix One.
- 2) Provide delegated authority to the Deputy Chief Executive and City Treasurer and City Solicitor, in consultation with Executive Member, for any minor finalisation amendments to be made to the document.

**Appendix One – Section 75 Agreement for the Better Care Fund and Improved
Better Care Fund**

DATED

2021

NHS MANCHESTER CLINICAL COMMISSIONING GROUP

and

MANCHESTER CITY COUNCIL

**S75 PARTNERSHIP AGREEMENT RELATING TO THE COMMISSIONING OF
HEALTH AND SOCIAL CARE SERVICES FROM THE BETTER CARE FUND AND
IMPROVED BETTER CARE FUND**

THIS DEED is dated

2021

PARTIES

- (1) **NHS MANCHESTER CLINICAL COMMISSIONING GROUP** of Parkway 3, Parkway Business Centre, M14 7LU (the “**CCG**”); and
- (2) **MANCHESTER CITY COUNCIL** of Town Hall, Albert Square, Manchester M60 2LA (the “**Council**”),

each a “**Partner**” and together the “**Partners**”.

BACKGROUND

- (A) The Council is the Local Social Services Authority for the City of Manchester within the meaning of the Local Authority Social Services Act 1970 and has responsibility for commissioning and/or providing social care and public health services on behalf of the population of the City of Manchester.
- (B) The CCG is a statutory body comprising members who are general practices, created pursuant to the NHA 2006 and has the responsibility for commissioning defined healthcare services for persons registered with its members and unregistered persons who usually reside within its geographic boundary.
- (C) Section 75 of the NHA 2006 gives powers to local authorities and clinical commissioning groups to establish and maintain pooled funds out of which payment may be made towards expenditure incurred in the exercise of prescribed local authority functions and prescribed NHS functions.
- (D) On 1 April 2015, the Council entered into a partnership agreement, pursuant to section 75 of the NHA 2006 with the NHS Central Manchester Clinical Commissioning Group, the NHS South Manchester Clinical Commissioning Group and the NHS North Manchester Clinical Commissioning Group (the “**Three Manchester CCGs**”) in relation to the Better Care Fund, which was established by the Government to provide funds to local areas to support the integration of health and social care and to seek to achieve the National Conditions and Local Objectives (the “**BCF Agreement**”). On 1 April 2017 the Three Manchester CCGs merged to form the NHS Manchester Clinical Commissioning Group (the “**CCG**”).
- (E) On 27 April 2016 the Manchester Health and Wellbeing Board adopted the Locality Plan as the key strategic plan which underpins the transformation of health, social care and public health provision in the City of Manchester.
- (F) The CCG and the Council entered into a partnership agreement pursuant to section 75 of the NHA 2006 (the “**2017 Agreement**”) with a commencement date of 1 April 2017. The CCG and the Council have agreed that the 2017 Agreement will terminate on the date of this Agreement.

- (G) In March 2021, to respond to emerging national policy changes, a new section 75 NHA 2006 agreement dated [DATE] was entered into between Manchester City Council and Manchester University NHS Foundation Trust in relation to the operation and financing of the Manchester Local Care Organisation (the “**MLCO Partnership Agreement**”).
- (H) The purpose of this Agreement is to set out the terms on which the Partners have now agreed to collaborate and to establish a framework through which the Partners can secure the future position of health and social care services through Lead Commissioning Arrangements or Joint Commissioning Arrangements in relation to the BCF and the IBCF. It is also the means through which the Partners will pool the BCF and the IBCF monies to create a single BCF Pooled Fund between the Partners.
- (I) The aims and benefits of the Partners in entering into this Agreement are to:
- (i) improve the quality and efficiency of the Services;
 - (ii) meet the Local Objectives and the National Conditions which as at the date of this Agreement are as follows:
 - delivering a jointly agreed plan between the Partners, signed off by the Health and Wellbeing Board;
 - ensuring that the CCG financial contribution to adult social care is maintained in line with the uplift to the CCG minimum contribution;
 - investing in NHS-commissioned out-of-hospital services, and
 - delivering a plan for improving outcomes for people being discharged from hospital.
 - (iii) make more effective use of resources through the establishment and maintenance of the BCF Pooled Fund for revenue expenditure on the Services.
- (J) The Partners are entering into this Agreement in exercise of the powers referred to in Section 75 of the NHA 2006 and/or Section 13Z(2) and 14Z(3) of the NHA 2006 as applicable, to the extent that exercise of these powers is required for this Agreement. The Partners are satisfied that the arrangements set out in this Agreement are likely to lead to an improvement in the way in which their respective Functions are exercised.

AGREED TERMS

1. DEFINITION AND INTERPRETATION

- 1.1 In this Agreement, save where the context requires otherwise, the following words, terms and expressions shall have the following meanings:

2017 Agreement: has the meaning given in paragraph (F) of the Background.

Affected Partner: means, in the context of Clause 20, the Partner whose obligations under the Agreement have been affected by the occurrence of a Force Majeure Event.

Agreement: means this agreement including its all Schedules and

Appendices.

Approved Expenditure: means any expenditure approved by the Partners in writing in relation to any Individual Service above any Contract Price, Permitted Expenditure or agreed Third Party Costs.

Authorised Officers: means the Council's Authorised Officer and the CCG's Authorised Officer.

BCF Pooled Fund: means the pooled fund which will include both Better Care Fund and Improved Better Care Fund monies, established and maintained by the Partners as a pooled fund in accordance with the Regulations.

Best Value: means the Council's duty to make arrangements to secure continuous improvement in the way its functions are exercised, having regard to a combination of economy, efficiency and effectiveness as required by the Local Government Act 1999.

Better Care Fund (or BCF): means the Better Care Fund as described in the government's policy paper 2021-2022 Better Care Fund policy framework, published 19 August 2021 and any policy framework or guidance which supersedes such policy framework.

Better Care Fund Plan: means the plan agreed by the Partners for the relevant Financial Year setting out the Partners' plan for the use of the BCF Pooled Fund.

CCG Authorised Officer: means the CCG Head of Finance and Contracting.

CCG Statutory Duties: means the duties of the CCG pursuant to Sections 14P to 14Z2 of the NHS Act 2006.

Change in Law: means the coming into effect or repeal (without re-enactment or consolidation) in England of any Law, or any amendment or variation to any Law, or any judgment of a relevant court of law which changes binding precedent in England after the Commencement Date.

Commencement Date: means 00.01 on 1 April 2021.

Confidential Information: means information, data and/or material of any nature which any Partner may receive or obtain in connection with the operation of this Agreement, and the Services funded by the BCF Pooled and:

- (a) which comprises Personal Data, Sensitive Personal Data, Special Categories of Personal Data and/or Personal Data covered by Article 10 of the UK GDPR or which relates to any Service User or his treatment, care plan or medical history;
- (b) the release of which is likely to prejudice the commercial interests of a Partner or the interests of a Service User respectively; or
- (c) which is a trade secret.

Contract Price: means any sum payable under a Services Contract as consideration for the provision of goods, equipment or services as required as part of the Services and which, for the avoidance of doubt, does not include any Default Liability.

Council Authorised Officer: means the Council's Head of Group Finance for Adult Services;

Data Protection Contact: means the person appointed by each Partner in accordance with paragraph 1.3 of Schedule 6 and identified in paragraph 10 of Appendix 1 (Data Sharing Protocol) of Schedule 6.

Data Protection Legislation: mean all applicable data protection and privacy legislation in force from time to time in the UK including the UK GDPR; the DPA 2018 (and regulations made thereunder); and the Privacy and Electronic Communications Regulations 2003 (SI 2003 No. 2426) as amended; and all other legislation and regulatory requirements in force from time to time which apply to a party relating to the use of Personal Data (including, without limitation, the privacy of electronic communications); and the guidance and codes of practice issued by the Information Commissioner or other relevant data protection or supervisory authority and applicable to a party.

Default Liability: means any sum which is agreed or determined by Law or in accordance with the terms of a Services Contract funded from the BCF Pooled Fund to be payable by any Partner(s) as a consequence of (i) breach by both or either of the Partners of an obligation(s) in whole or in part under the relevant Services Contract or (ii) any act or omission of a third party for which either or both of the Partners are liable, under the terms of the relevant Services Contract.

Disabled Facilities Grant: a means-tested grant that enables the home of disabled homeowners and private tenants to be adapted to meet their needs.

Disclosing Partner: means the Partner that provides and discloses Confidential Information to the Receiving Partner;

Dispute Resolution Procedure: the procedure set out in Clause 19;

DPA 2018: means the Data Protection Act 2018

EIR: means the Environmental Information Regulations 2004;

Financial Contributions: means the financial contributions made by each Partner to the BCF Pooled Fund for the relevant Financial Year.

Financial Year: means each financial year running from 1 April in any year to 31 March in the following calendar year.

FOIA: the Freedom of Information Act 2000 and any subordinate legislation made under it from time to time, together with any guidance or codes of

practice issued by the Information Commissioner or relevant government department concerning this legislation.

Force Majeure Event: means one or more of the following:

- (a) war, civil war (whether declared or undeclared), riot or armed conflict;
- (b) acts of terrorism;
- (c) acts of God;
- (d) fire or flood;
- (e) industrial action;
- (f) prevention from or hindrance in obtaining raw materials, energy or other supplies;
- (g) any form of pandemic, contamination or virus outbreak (excluding any pandemic, epidemic or outbreak of Covid-19); and
- (h) any other event;

in each case where such event is beyond the reasonable control of the Partner claiming relief.

Functions: means the NHS Functions and the Health Related Functions.

Health Related Functions: means those of the health related functions of the Council, specified in Regulation 6 of the Regulations as are relevant to the commissioning of the Services.

Health and Wellbeing Board: means the Manchester Health and Wellbeing Board established by the Council pursuant to section 194 of the Health and Social Care Act 2012.

Host Partner: means the Partner responsible for hosting the BCF Pooled Fund, being the CCG as at the Commencement Date.

Improved Better Care Fund or IBCF: means the funding that was provided by central government to the Council as IBCF grant and which was paid to the Council via grant made under Section 31 of the Local Government Act 2003. The monies which are provided under the IBCF will form part of the BCF Pooled Fund.

Indirect Losses: means loss of profits, loss of use, loss of production, increased operating costs, loss of business, loss of business opportunity, loss of reputation or goodwill or any other consequential or indirect loss of any nature, whether arising in tort or on any other basis.

Individual Service: means one of the schemes which has been agreed by the Partners to be included within this Agreement using the powers under Section 75 NHS Act 2006.

Information: has the meaning given under section 84 of FOIA.

Joint Commissioning Arrangements: means a mechanism by which the Partners jointly commission a Service. For the avoidance of doubt, a joint commissioning arrangement does not involve the delegation of any Functions pursuant to Section 75.

Law: means any applicable law, statute, bye-law, regulation, order, regulatory policy, guidance or industry code, rule of court, directives or requirements of any Regulatory Body, delegated or subordinate legislation, or notice of any Regulatory Body.

Lead Commissioning Arrangements: means the arrangements by which one Partner commissions Services in relation to an Individual Service on behalf of the other Partner in exercise of both the NHS Functions and the Health Related Functions.

Lead Partner: means the Partner responsible for commissioning an Individual Service.

Local Objectives: means the local objectives agreed between the Partners and set out in the Locality Plan, as amended from time to time.

Locality Plan: means the Manchester Locality Plan – A Healthier Manchester adopted by the Manchester Health and Wellbeing Board on 27 April 2016 as updated and amended from time to time.

Losses: means all damage, loss, liabilities, claims, actions, costs, expenses (including the cost of legal and/or professional services), proceedings, demands and charges whether arising under statute, contract or at common law but excluding Indirect Losses and “**Loss**” shall be interpreted accordingly.

Manchester Local Care Organisation (“MLCO”): means the partnership arrangements entered into between the (1) the Council (2) Manchester University NHS Foundation Trust (3) Greater Manchester Mental Health NHS Foundation Trust and (4) Manchester’s GP practices for the delivery of integrated out of hospital health and social care services for Manchester in accordance with the Locality Plan.

MLCO Partnership Agreement: has the meaning given in paragraph (G) above.

Month: means a calendar month.

National Conditions: means the national conditions set out in the National Guidance as amended or replaced from time to time.

National Guidance: means any and all guidance in relation to the BCF and the IBCF as issued from time to time by NHS England, the Ministry of Housing, Communities and Local Government, the Department of Health, the Local Government Association either collectively or separately. As at the date of this Agreement the most recent National Guidance is contained in the government’s policy paper *2021-2022 Better Care fund policy framework*, published 19 August 2021.

NHS Functions: means those of the NHS functions listed in Regulation 5 of

the Regulations as are exercisable by the CCG as are relevant to the commissioning of the Services.

NHSA 2006: means the National Health Service Act 2006.

NHS England: means the National Health Service Commissioning Board established under section 1H of the NHSA 2006.

NHS Standard Form Contract: means the NHS Standard Contract mandated for the commissioning of NHS clinical services published and updated from time to time by NHS England.

Non-Recurrent Payments: means funding provided by a Partner to the BCF Pooled Fund in addition to the Financial Contributions pursuant to arrangements agreed in accordance with Clause 7.4.

Overspend: means any expenditure from the BCF Pooled Fund in a Financial Year which exceeds the Financial Contributions for that Financial Year.

Partner: means either the CCG or the Council, and “Partners” shall be construed accordingly.

Permitted Budget: means in relation to a Service where the Council is the Provider, the budget that the Partners have set in relation to the particular Individual Service.

Permitted Expenditure: has the meaning given in Clause 5.3.

Personal Data: has the same meaning as set out in Data Protection Legislation.

Personal Data Disclosing Partner: means a Partner who makes available any Shared Personal Data to another Partner.

Personal Data Receiving Partner: means a Partner who receives Shared Personal Data from a Personal Data Disclosing Partner.

Pooled Fund Manager: means such officer of the Host Partner which includes a Section 113 Officer for the BCF Pooled Fund established under an Individual Service as is nominated by the Host Partner from time to time to manage the BCF Pooled Fund in accordance with Clause 5. As at the date of this Agreement the responsibilities of the Pooled Fund Manager for the BCF Pooled Fund will be undertaken by the individual stated at paragraph 12 of Schedule 4.

Pooled Fund Manager Quarterly Reports: means the reports that the Pooled Fund Manager shall produce and provide to each of the Partners on a Quarterly basis.

Processing: has the meaning given to it in the Data Protection Legislation,

and the terms “**Process**” and “**Processed**” shall be construed accordingly.

Processor: has the meaning given to it in the Data Protection Legislation.

Provider: means a provider of any Services commissioned under the arrangements set out in this Agreement (including the Council where the Council is the provider of any Services).

Quarter: means one of the following periods in each Financial Year:

- (a) 1 April to 30 June;
- (b) 1 July to 30 September;

- (c) 1 October to 31 December; and
- (d) 1 January to 31 March;

and “**Quarterly**” shall be interpreted accordingly.

Receiving Partner: means the Partner that receives Confidential Information from the Disclosing Partner.

Regulations: means the means the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 No 617 (as amended).

Regulatory Body: means those government departments and regulatory, statutory and other entities, committees and bodies that, whether under statute, rules, regulations, codes of practice or otherwise, are entitled to regulate, investigate or influence the matters dealt with in this Agreement, or any other affairs of the Partners.

Request for Information: a request for Information or an apparent request under the Code of Practice on Access to Government Information, FOIA or the EIR.

Service Users: means those individuals for whom the Partners have a responsibility to commission the Services.

Services: means such health and social care services as agreed from time to time by the Partners as commissioned under the arrangements set out in this Agreement and referenced in Schedule 2.

Services Contract: means an agreement entered into by one or more of the Partners in exercise of its obligations under this Agreement to secure the provision of Services in accordance with the relevant Individual Service.

Shared Personal Data: means any Personal Data and/or Special Category Personal Data of any Service User(s) or Staff that fall(s) within any of the categories of Personal Data specified in paragraph 4 (Categories of Personal Data) of Appendix 1 (Data Sharing Protocol) of [Schedule 4] and means in particular such data as any Disclosing Partner makes available under this Agreement and that a Receiving Partner receives under this Agreement.

Special Categories of Personal Data: means the Personal Data covered by Article 9(1) of the UK GDPR.

Standing Financial Instructions: the document regulating the conduct of each of the Partners, its officers and agents in relation to all financial matters. They explain the financial responsibilities, policies and procedures to be adopted by each of the Partners. As at the date of this Agreement each of the Partners has their own Standing Financial Instructions.

Standing Orders: sets out the practice and procedures of each of the Partners as regulated by the NHA 2006 and all other relevant legislation. As at the date of this Agreement each of the Partners has their own Standing Orders.

Third Party Costs: means all such third party costs (including legal and other professional fees) in respect of each Individual Service as a Partner reasonably and properly incurs in the proper performance of its obligations under this Agreement and as agreed by the Partners.

UK GDPR: has the meaning given in section 3(10) (as supplemented by section 205(4)) of the DPA 2018.

Underspend: means any expenditure from the BCF Pooled Fund in the Financial Year which is less than the aggregate value of the Financial Contributions for the Financial Year.

Variation: means any written variation to this Agreement in line with Clause 25.

Working Day: means 9.00 am to 5.00 pm on any day except Saturday, Sunday, a public or bank holiday in England.

- 1.2 In this Agreement, all references to any statute or statutory provision shall be deemed to include references to any statute or statutory provision which amends, extends, consolidates or replaces the same and shall include any orders, regulations, codes of practice, instruments or other subordinate legislation made thereunder and any conditions attaching thereto. Where relevant, references to English statutes and statutory provisions shall be construed as references also to equivalent statutes, statutory provisions and rules of law in other jurisdictions.
- 1.3 Any headings to Clauses, together with the front cover and the index are for convenience only and shall not affect the meaning of this Agreement. Unless the contrary is stated, references to Clauses and Schedules shall mean the clauses and schedules of this Agreement.
- 1.4 Any reference to the Partners shall include their respective statutory successors, employees and agents.
- 1.5 The Schedules form part of this Agreement and shall have effect as if set out

in full in the body of this Agreement. Any reference to this Agreement includes the Schedules.

- 1.6 Where a term of this Agreement provides for a list of items following the word “including” or “includes”, then such list is not to be interpreted as being an exhaustive list.
- 1.7 In this Agreement, words importing any particular gender include all other genders, and the term “person” includes any individual, partnership, firm, trust, body corporate, government, governmental body, trust, agency, unincorporated body of persons or association and a reference to a person includes a reference to that person’s successors and permitted assigns.
- 1.8 In this Agreement, words importing the singular only shall include the plural and vice versa.
- 1.9 In this Agreement, “staff” and “employees” shall have the same meaning and shall include references to any full or part time employee or officer, director, manager and agent.
- 1.10 Subject to the contrary being stated expressly or implied from the context in these terms and conditions, all communications between the Partners shall be in writing.
- 1.11 Unless expressly stated otherwise, all monetary amounts are expressed in pounds sterling but in the event that pounds sterling is replaced as legal tender in the United Kingdom by a different currency then all monetary amounts shall be converted into such other currency at the rate prevailing on the date such other currency first became legal tender in the United Kingdom.
- 1.12 All references to the Agreement include (subject to all relevant approvals) a reference to the Agreement as amended, supplemented, substituted, novated or assigned from time to time.

2. TERM

- 2.1 This Agreement shall take effect on the Commencement Date.
- 2.2 This Agreement shall continue in force until April 1 2022, unless it is terminated before April 1 2022 in accordance with the provisions of clause 18.1.
- 2.3 This Agreement may be extended for a further period beyond April 1 2022 by written agreement between the Partners.

2A TERMINATION OF THE 2017 AGREEMENT

- 2A.1 The Partners agree that the 2017 Agreement is terminated as at the date of this Agreement.

3. GENERAL PRINCIPLES

- 3.1 Nothing in this Agreement shall affect:
- 3.1.1 the rights and powers, duties and obligations of the Partners to each other or to any third parties for the exercise of their respective functions and obligations (including the Functions);
 - 3.1.2 any power or duty of the Council to set, administer, collect and recover charges for the provision of any services (including the Services) in the exercise of any of the Health-Related Functions; or
 - 3.1.3 the Council's power to determine and apply eligibility criteria for the purposes of assessment under the Community Care Act 1990 and the Care Act 2014;
 - 3.1.4 the arrangements that the Council has entered into under the MLCO Partnership Agreement; or
 - 3.1.5 the arrangements that the Council has entered into with Greater Manchester Mental Health Foundation Trust under a section 75 partnership agreement dated [] 2019.
- 3.2 The Partners agree to:
- 3.2.1 treat each other with respect and an equality of esteem;
 - 3.2.2 be open with information about the performance and financial status of each; and
 - 3.2.3 provide early information and notice about relevant problems.

4. DECISION MAKING ARRANGEMENTS

- 4.1 The Partners agree that they shall exercise their respective Functions in relation to the use of the BCF Pooled Fund in accordance with their respective governance arrangements including constitutions, schemes of delegation and Standing Financial Instructions / Standing Orders.
- 4.2 Overall strategic oversight of the BCF Pooled Fund is vested in the Health and Wellbeing Board, which for these purposes shall make appropriate recommendations as to any action it considers necessary. The Health and Wellbeing Board shall be responsible for ensuring compliance with the Better Care Fund Plan and the strategic direction to shape the use of the BCF Pooled Fund.
- 4.3 Each Partner shall cooperate with the other Partner and keep the other Partner and the Health and Wellbeing Board regularly informed of the effectiveness of the arrangements
- 4.4 The Health and Wellbeing Board will not:

- 4.4.1 formally authorise commitments against either the individual or aggregate contributions of the Partners; nor
- 4.4.2 authorise a Lead Commissioner to enter into any contract for services necessary for the provision of Services under an Individual Service.
- 4.5 Formal decisions upon expenditure for Services within the Better Care Fund will be authorised through the respective Partners' governance arrangements, in line with their delegated levels of authority.
- 4.6 Decisions taken by the Partners will be reported to the Host Partner within 30 Working Days of the decision. The Host Partner will report all decisions notified to it by other Partners in the next scheduled report to the Health and Wellbeing Board.
- 4.7 The Partners' respective governing body/ Cabinet will retain responsibility for delivering the aims and objectives of this Agreement and for all decisions and Services related to this Agreement. Each Partner is responsible for ensuring there are robust internal governance and control arrangements in place to ensure that the standards of accountability and probity required of all Partners are upheld and that each Partner's statutory duties and organisational requirements are complied with.

4A PARTNERSHIP FLEXIBILITIES

- 4A.1 This Agreement sets out the mechanism through which the Partners will work together to commission services. This may include one or more of the following commissioning mechanisms:
 - 4A.1.1 Lead Commissioning Arrangements;
 - 4A.1.2 Integrated Commissioning;
 - 4A.1.3 Joint (Aligned) Commissioning
 - 4A.1.4 the establishment of one or more pooled funds
 in relation to Individual Services (the "**Flexibilities**")
- 4A.2 Where there is Lead Commissioning Arrangements and the CCG is Lead Partner the Council delegates to the CCG and the CCG agrees to exercise, on the Council's behalf, the Health Related Functions to the extent necessary for the purpose of performing its obligations under this Agreement in conjunction with the NHS Functions.
- 4A.3 Where there is Lead Commissioning Arrangements and the Council is Lead Partner, the CCG delegates to the Council and the Council agrees to exercise on the CCG's behalf the NHS Functions to the extent necessary for the purpose of performing its obligations under this Agreement in conjunction with

the Health Related Functions.

- 4A.4 Where the powers of a Partner to delegate any of its statutory powers or functions are restricted, such limitations will automatically be deemed to apply to the relevant Individual Service and the Partners shall agree arrangements designed to achieve the greatest degree of delegation to the other Partner necessary for the purposes of this Agreement which is consistent with the statutory constraints.
- 4A.5 At the Commencement Date the Partners have agreed the commissioning arrangements set out in Schedule 3.

4B FUNCTIONS

- 4B.1 The purpose of this Agreement is to establish a framework through which the Partners can secure the provision of health and social care services in accordance with the terms of this Agreement.
- 4B.2 This Agreement shall include such Functions as shall be agreed from time to time by the Partners as are necessary to commission the Services in accordance with their obligations under this Agreement.
- 4B.3 The Individual Services included as part of this Agreement at the Commencement Date are set out in Schedule 2.
- 4B.4 Where the Partners wish to add a new Individual Service to this Agreement the Partners shall seek to vary this Agreement in accordance with Clause 25 and Schedule 5, provided that the Partners consider that the Individual Service in question will improve health and well-being in accordance with this Agreement.

4C COMMISSIONING ARRANGEMENTS

General

- 4C.1 The Partners shall comply with the commissioning arrangements as set out in Clause 4A.
- 4C.2 The Partners shall comply with all relevant legal duties and guidance of both Partners in relation to the Services being commissioned.
- 4C.3 Each Partner shall keep the other Partner and the Health and Wellbeing Board regularly informed of the effectiveness of the arrangements including the Better Care Fund and any Overspend or Underspend in the BCF Pooled Fund.
- 4C.5 Where there are Lead Commissioning Arrangements in respect of an Individual Service then prior to any new Services Contract being entered into the Partners shall agree in writing:
- 4C.5.1 how the liability under each Services Contract shall be

apportioned in the event of termination of the relevant Individual Service; and

4C.5.2 whether the Services Contract should give rights to third parties (and in particular if a Partner is not a party to the Services Contract to that Partner, the Partners shall consider whether or not the Partner that is not to be a party to the Services Contract should be afforded any rights to enforce any terms of the Services Contract under the Contracts (Rights of Third Parties) Act 1999 and if it is agreed that such rights should be afforded the Partner entering the Services Contract shall ensure as far as is reasonably possible that such rights that have been agreed are included in the Services Contract and shall establish how liability under the Services Contract shall be apportioned in the event of termination of the relevant Individual Service.)

4C.6 The Partners shall comply with the arrangements in respect of Joint Commissioning as may be set out in this Agreement.

Appointment of a Lead Partner

4C.7 Where there are Lead Commissioning Arrangements in respect of an Individual Service the Lead Partner shall:

4C.7.1 exercise the relevant NHS Functions in conjunction with the relevant Health Related Functions;

4C.7.2 endeavour to ensure that the relevant NHS Functions and the relevant Health Related Functions are funded within the parameters of the Financial Contributions of each Partner in relation to each particular Service in each Financial Year.

4C.7.3 commission Services for individuals who meet the relevant eligibility;

4C.7.4 contract with Provider(s) for the provision of the Services on terms agreed with the other Partner;

4C.8.5 comply with all relevant legal duties and guidance of both Partners in relation to the Services being commissioned;

4C.8.6 where Services are commissioned using the NHS Standard Form Contract, perform the obligations of the "Commissioner" and "Co-ordinating Commissioner" with all due skill, care and attention and where Services are commissioned using any other form of contract to perform its obligations with all due skill and attention;

4C.8.7 undertake performance management and contract monitoring of all Service Contracts including (without limitation) the use of contract notices where Services fail to deliver contracted requirements;

- 4C.8.8 make payment of all sums due to a Provider pursuant to the terms of any Services Contract; and
- 4C.8.9 keep the other Partner regularly informed of the effectiveness of the arrangements including the Better Care Fund and any Overspend or Underspend in the BCF Pooled Fund.

5. ESTABLISHMENT OF A BCF POOLED FUND

- 5.1 In exercise of their respective powers under Section 75 of the 2006 Act, the Partners have agreed to establish and maintain a pooled fund for revenue expenditure from the BCF Pooled Fund.
- 5.2 The BCF Pooled Fund shall be managed and maintained in accordance with the terms of this Agreement, in particular with the financial framework in Schedule 4.
- 5.3 It is agreed that the monies held in the BCF Pooled Fund may only be expended on the following (any expenditure must meet at least one of these criteria) in so far as such expenditure is directly linked to the exercise of the NHS Functions or Health Related Functions which are the subject of the arrangements under this Agreement, related to health and social care commissioning for the population of Manchester, in line with Locality Plan, and approved by the Health and Wellbeing Board:
- 5.3.1 the protection of health care, the exercise of NHS Functions and Health Related Functions;
- 5.3.2 the protection of social care services and the exercise of social care related functions with a clear health benefit;
- 5.3.3 Third Party Costs relating to agreed Individual Services;
- 5.3.4 the Contract Price for agreed Individual Services as recorded in Schedule 2 ;
- 5.3.5 for Council provided services, the Permitted Budget; and
- 5.3.6 Approved Expenditure
("Permitted Expenditure").
- 5.4 The Partners may only depart from the definition of Permitted Expenditure to include or exclude other revenue expenditure with the express written agreement of each Partner.
- 5.5 For the avoidance of doubt, monies held in the BCF Pooled Fund may not be expended on Default Liabilities unless this is agreed by the Partners in writing.

6. BCF POOLED FUND MANAGEMENT

- 6.1 Pursuant to this Agreement, the Partners agree to appoint the CCG as the Host Partner for the BCF Pooled Fund. The Host Partner shall be the Partner responsible for:
- 6.1.1 holding the BCF Pooled Fund as a whole including all monies contributed to the BCF Pooled Fund on behalf of itself and the other Partners and paying out monies from the BCF Pooled Fund in accordance with this Agreement;
 - 6.1.2 recording contributions to the BCF Pooled Fund, expenditure from the BCF Pooled Fund and subsequent variances in relation to a budget for a whole service where it is part of the BCF Pooled Fund, and contributions made to other budgets from within the BCF Pooled Fund, winter pressure funding, Improved Better Care Fund or other contributions in line with Permitted Expenditure;
 - 6.1.3 providing the financial administrative systems for the BCF Pooled Fund to include in year reporting of the position, year-end forecast and cashflows;
 - 6.1.4 appointing the BCF Pooled Fund Manager; and
 - 6.1.5 ensuring that the BCF Pooled Fund Manager complies with their obligations under this Agreement and the Regulations, including the obligation to submit to the Partners the Pooled Fund Manager Quarterly Reports, and an annual return, about the income of, and expenditure from, the BCF Pooled Fund and other information by which the Partners can monitor the effectiveness of the BCF Pooled Fund arrangements.
- 6.2 Management costs incurred in respect of hosting the BCF Pooled Fund will not be charged as Permitted Expenditure under this Agreement without formal agreement of all the Partners.
- 6.3 The BCF Pooled Fund Manager in respect of each Individual Service within the BCF Pooled Fund shall have the following duties and responsibilities:
- 6.3.1 the day to day operation and management of the BCF Pooled Fund;
 - 6.3.2 ensuring that all expenditure from the BCF Pooled Fund is in accordance with the provisions of this Agreement;
 - 6.3.3 maintaining an overview of all joint financial issues affecting the Partners in relation to the Services and the BCF Pooled Fund;
 - 6.3.4 ensuring that full and proper records for accounting purposes are kept in respect of the BCF Pooled Fund;
 - 6.3.5 NOT USED

- 6.3.6 ensuring action is taken to manage any projected Underspend or Overspend relating to the BCF Pooled Fund in accordance with this Agreement;
- 6.3.7 preparing and submitting to the Partners and the Health and Wellbeing Board annual reports (or more frequent reports if required by the Partners and/or the Health and Wellbeing Board) about the income and expenditure from the BCF Pooled Fund together with such other information as may be required by the Partners and/or the Health and Wellbeing Board to monitor the effectiveness of the BCF Pooled Fund and to enable the Partners to complete their own financial accounts and returns. The Partners agree to provide all necessary information to the BCF Pooled Fund Manager in time for the reporting requirements to be met;
- 6.3.8 preparing a jointly agreed plan between Partners to be submitted for approval by the Health and Wellbeing Board, as required; and
- 6.8.4 preparing and submitting the reports required as set out at paragraph 11 of Schedule 4.
- 6.4 In carrying out their responsibilities as provided under Clause 6.3 the BCF Pooled Fund Manager shall have regard to the National Guidance and the recommendations of the Health and Wellbeing Board and shall be accountable to the Partners.
- 6.5 All Partners are required to provide the relevant and required information to allow effective management of the BCF Pooled Fund.

7. FINANCIAL CONTRIBUTIONS

- 7.1 The Financial Contributions of the CCG and the Council to the BCF Pooled Fund for the relevant Financial Year of operation of this Agreement shall be as set out in Schedule 1.
- 7.2 The Partners' agreed contributions are based upon:
- 7.2.1 The mandatory minimum contributions as specified by NHS England and the Ministry for Housing Communities and Local Government in respect of the Better Care Fund, including;
- i) Minimum NHS contribution ring-fenced from CCG allocation (includes funding to support local authority delivery of reablement, Carers Breaks and implementation of duties to fund carer support under the Care Act 2014)
 - ii) Disabled Facilities Grant
 - iii) Improved Better Care Fund grant
 - iv) Winter Pressures grant, and
- 7.2.2 Other non-mandated contributions as approved by the Partners for

contribution towards the BCF Pooled Fund, and as specified in Schedule 1.

7.3 The Partners will record all contributions and the components of the BCF Pooled Fund for the relevant Financial Year in Schedule 1. Changes to the contributions and the components of the BCF Pooled Fund for the following Financial Year will be updated by signed variation by no later than 31 March. This will include any nationally mandated uplifts.

7.4 The funding schedules will record:

7.4.1 The Partners and their total opening Financial Contributions;

7.4.2 Any funding to be transferred between the Partners as required by NHS England or the Ministry for Housing, Communities and Local Government;

7.4.3 The value of funding to be set aside by each Partner for nationally required purposes as mandated by the National Guidance, including:

- (i) reablement services responsibilities;
- (ii) the transfer of health funding for social care purposes;
- (iii) the implications of the Care Act;
- (iv) the Disabled Facilities Grant, and
- (v) agreement to invest in NHS-commissioned out-of-hospital services.

7.5 NOT USED

7.6 The Partners may make additional contributions of Non-Recurrent Payments to the BCF Pooled Fund from time to time subject to Clause 9 and in accordance with Clause 25.

8. NON-FINANCIAL CONTRIBUTIONS

8.1 The Partners have agreed that they will each maintain their existing resources (including staff resources), systems, processes, and premises which support the delivery of the Services commissioned from the BCF Pooled Fund.

8.2 Unless agreed otherwise between the Partners, each Partner shall continue to provide non-financial contributions at no charge to the other Partner or the BCF Pooled Fund, as required in order to support the delivery of the Services commissioned from the BCF Pooled Fund.

9. RISK SHARE ARRANGEMENTS, OVERSPENDS AND UNDERSPENDS

9.1 Schedule 1 indicates the value of the resources contributed to the BCF Pooled Fund by each Partner. No financial commitment shall be entered into that will exceed the value of the BCF Pooled Fund specified in the Financial Contributions table in Schedule 1 – either in aggregate, or by reference to an individual Partner's Financial Contributions - unless additional contributions are made during the Financial Year subject to this Clause 9 and in accordance with Clause 25.

9.2 The Partners are only permitted to commit their own resources against Permitted Expenditure and Services. This means that each of the Partners are only permitted to commit up to the value of their Financial Contributions as identified in Schedule 1.

9.3 For the avoidance of doubt:

9.3.1 A Partner will not have any rights to financial reimbursement or recourse from the other Partner for any costs incurred by them in respect of payments for Services resulting in amounts in excess of their Financial Contributions as identified in Schedule 1.

9.3.2 Each Partner will be individually and unilaterally liable for any costs incurred above their respective Financial Contributions as identified within Schedule 1 and shall not seek any further reimbursement from the other Partner to this Agreement in the relevant Financial Year, unless otherwise specifically agreed in line with clause 7.6.

9.3.3 A Partner may not draw upon the other Partner's funds to support their own overspends, or additional investment in relation to new Approved Expenditure if their own Financial Contributions have already been fully committed, unless otherwise specifically agreed in accordance with clause 25.

9.3.4 These provisions may be exceptionally varied by mutual agreement of the Partners in writing in accordance with Clause 25.

9.4 Any uncommitted balances within any of the Partners' Financial Contributions, resulting from slippage in planned Permitted Expenditure or Approved Expenditure, or other surplus resources not fully committed in the relevant Financial Year, shall revert to the contributing Partner in the relevant Financial Year, unless separate approval is granted by the Partner's governing body to apply the funding for the purposes of other Permitted Expenditure or Approved Expenditure. In such circumstances, additional planned expenditure which will vary existing Permitted Expenditure or Approved Expenditure will be varied into Schedule 1 in line with the Variation Procedure in Schedule 5.

10. CAPITAL EXPENDITURE

10.1 Except as provided in Clause 10.2 the BCF Pooled Fund shall not normally be applied towards any one-off expenditure on goods and/or services, which will provide continuing benefit and would historically have been funded from the capital budgets of one of the Partners. If a need for capital expenditure is identified this must be separately agreed by the Partners.

10.2 For the avoidance of doubt, the Partners agree that the Disabled Facilities Grant does not fall within the restrictions on capital expenditure set out in Clause 10.1.

11. VAT

- 11.1 The Partners shall agree the treatment of the BCF Pooled Fund for VAT purposes in accordance with any relevant guidance from HM Customs and Excise.

12. LIABILITIES AND INSURANCE AND INDEMNITY

- 12.1 Subject to Clause 12.2 and 12.3, if a Partner (the “**First Partner**”) incurs a Loss arising out of or in connection with this Agreement as a consequence of any act or omission of the other Partner (the “**Other Partner**”) which constitutes negligence, fraud or a breach of contract in relation to this Agreement or any Services Contract then the Other Partner shall be liable to the First Partner for that Loss and shall indemnify the First Partner accordingly.
- 12.2 Clause 12.1 shall only apply to the extent that the acts or omissions of the Other Partner contributed to the relevant Loss. Furthermore, it shall not apply if such act or omission occurred as a consequence of the Other Partner acting in accordance with the instructions or requests of the First Partner.
- 12.3 If any third party makes a claim or intimates an intention to make a claim against either Partner, which may reasonably be considered as likely to give rise to liability under this Clause 12, the Partner that may claim against the other indemnifying Partner will:
- 12.3.1 as soon as reasonably practicable give written notice of that matter to the Other Partner specifying in reasonable detail the nature of the relevant claim;
- 12.3.2 not make any admission of liability, agreement or compromise in relation to the relevant claim without the prior written consent of the Other Partner (such consent not to be unreasonably conditioned, withheld or delayed);
- 12.3.3 give the Other Partner and its professional advisers reasonable access to its premises and personnel and to any relevant assets, accounts, documents and records within the power or control so as to enable the Other Partner and its professional advisers to examine such premises, assets, accounts, documents and records and to take copies at their own expense for the purpose of assessing the merits of, and if necessary defending, the relevant claim.
- 12.4 Each Partner shall ensure that they maintain policies of insurance (or equivalent arrangements through schemes operated by the National Health Service Litigation Authority) in respect of all potential liabilities arising from this Agreement and in the event of Losses shall seek to recover such Loss through the relevant policy of insurance (or equivalent arrangement).
- 12.5 Each Partner shall at all times take all reasonable steps to minimise and

mitigate any loss for which one party is entitled to bring a claim against the other pursuant to this Agreement.

Conduct of Claims

12.6 In respect of the indemnities given in this Clause 12:

12.6.1 the indemnified Partner shall give written notice to the indemnifying Partner as soon as is practicable of the details of any claim or proceedings brought or threatened against it in respect of which a claim will or may be made under the relevant indemnity.

12.6.2 the indemnifying Partner shall at its own expense have the exclusive right to defend conduct and/or settle all claims and proceedings to the extent that such claims or proceedings may be covered by the relevant indemnity provided that where there is an impact upon the indemnified Partner, the indemnifying Partner shall consult with the indemnified Partner about the conduct and/or settlement of such claims and proceedings and shall at all times keep the indemnified Partner informed of all material matters.

12.6.3 the indemnifying and indemnified Partners shall each give to the other all such cooperation as may reasonably be required in connection with any threatened or actual claim or proceedings which are or may be covered by a relevant indemnity.

13. STANDARDS OF CONDUCT AND SERVICE

13.1 The Partners will at all times comply with Law and ensure good corporate governance in respect of each Partner (including the Partners respective Constitutions, Standing Financial Instructions and Standing Orders).

13.2 The Council is subject to the duty of Best Value under the Local Government Act 1999. This Agreement and the operation of the BCF Pooled Fund is therefore subject to the Council's obligations for Best Value and the CCG will co-operate with all reasonable requests from the Council which the Council considers necessary in order to fulfil its Best Value obligations.

13.3 The CCG is subject to the CCG Statutory Duties and these incorporate a duty of clinical and corporate governance, which is a framework through which it is accountable for continuously improving the quality of its services and safeguarding high standards of care by creating an environment in which excellence of clinical care will flourish. This Agreement and the operation of the BCF Pooled Fund are therefore subject to ensuring compliance with the CCG Statutory Duties and governance obligations.

13.4 The Partners are committed to an approach to equality and equal opportunities as represented in their respective policies.

14. CONFLICTS OF INTEREST

The Partners shall comply with the policy for identifying and managing conflicts of interest as agreed by the Partners from time to time.

15. NOT USED

16. REVIEW OF THIS AGREEMENT

- 16.1 The Partners and the Health and Wellbeing Board shall review this Agreement in relation to the BCF Pooled Fund within 12 Months of the date of this Agreement and in light of the current central government national legislative changes to the delivery of health and social care services.

17. COMPLAINTS

- 17.1 The Partners' own complaints procedures shall apply to this Agreement. The Partners agree to assist one another in the management of complaints arising from this Agreement or the provision of the Services.

18. TERMINATION AND DEFAULT

- 18.1 This Agreement may be terminated by either Partner giving not less than 6 Months' notice in writing to terminate this Agreement.
- 18.2 If any Partner (the "**Relevant Partner**") fails to meet any of its obligations under this Agreement, the other Partner may by notice require the Relevant Partner to take such reasonable action within a reasonable timescale as the other Partner may specify to rectify such failure. Should the Relevant Partner fail to rectify such failure within such reasonable timescale, the matter shall be referred for resolution in accordance with Clause 19.
- 18.3 Termination of this Agreement (whether by effluxion of time or otherwise) shall be without prejudice to the Partners' rights in respect of any antecedent breach.
- 18.4 Upon termination of this Agreement for any reason whatsoever the following shall apply:
- 18.4.1 the Partners agree that they will work together and co-operate to ensure that the winding down and disaggregation of the BCF Pooled Fund and its associated integrated and joint activities to the separate responsibilities of the Partners is carried out smoothly and with as little disruption as possible to Service Users, employees, the Partners and third parties, so as to minimise costs and liabilities of each Partner in doing so.
- 18.4.2 where either Partner has entered into a Service Contract which continues after the termination of this Agreement, both Partners shall continue to contribute to the Contract Price in accordance with the agreed contribution for that Service prior to termination and will enter into all appropriate legal documentation required in respect of this;

18.4.3 the Lead Partner shall make reasonable endeavours to amend or terminate a Service Contract (which shall for the avoidance of doubt not include any act or omission that would place the Lead Partner in breach of the Service Contract) where the other Partner requests the same in writing provided that the Lead Partner shall not be required to make any payments to the Provider for such amendment or termination unless the Partners shall have agreed in advance who shall be responsible for any such payment;

18.4.4 where a Service Contract held by a Lead Partner relates all or partially to services which relate to the other Partner's Functions then provided that the Service Contract allows the other Partner may request that the Lead Partner assigns the Service Contract in whole or part upon the same terms mutatis mutandis as the original contract; and

18.4.5 termination of this Agreement shall have no effect on the liability of any rights or remedies of either Partner already accrued, prior to the date upon which such termination takes effect.

18.5 In the event of termination in relation to an Individual Service the provisions of Clause 18.4 shall apply mutatis mutandis in relation to the Individual Service (as though references as to this Agreement were to that Individual Service).

19. DISPUTE RESOLUTION

19.1 In the event of a dispute between the Partners arising out of this Agreement, either Partner may serve written notice of the dispute on the other Partner, setting out full details of the dispute.

19.2 NOT USED

19.3 The Authorised Officers shall meet in good faith as soon as possible within notice of the dispute being served pursuant to Clause 19.1 at a meeting convened for the purpose of resolving the dispute.

19.4 If the dispute remains after the meeting detailed in Clause 19.3 has taken place, the Partners' respective chief executives or nominees shall meet in good faith as soon as possible after the relevant meeting for the purpose of resolving the dispute.

19.5 If the dispute remains after the meeting detailed in Clause 19.4 has taken place, then the Partners will attempt to settle such dispute by mediation in accordance with the CEDR Model Mediation Procedure or any other model mediation procedure as agreed by the Partners.

19.6 Nothing in the procedure set out in this Clause 19 shall in any way affect either Partner's right to terminate this Agreement in accordance with any of its terms or take immediate legal action.

20. FORCE MAJEURE

- 20.1 Neither Partner shall be entitled to bring a claim for a breach of obligations under this Agreement by the other Partner or incur any liability to the other Partner for any losses or damages incurred by that Partner to the extent that a Force Majeure Event occurs and it is prevented from carrying out its obligations by that Force Majeure Event.
- 20.2 On the occurrence of a Force Majeure Event, the Affected Partner shall notify the other Partner as soon as possible. Such notification shall include details of the Force Majeure Event, including evidence of its effect on the obligations of the Affected Partner and any action proposed to mitigate its effect.
- 20.3 As soon as practicable, following notification as detailed in Clause 20.2, the Partners shall consult with each other in good faith and use all best endeavours to agree appropriate terms to mitigate the effects of the Force Majeure Event and, subject to Clause 20.4, facilitate the continued performance of the Agreement.
- 20.4 If the Force Majeure Event continues for a period of more than 60 days, either Partner shall have the right to terminate the Agreement by giving 14 days written notice of termination to the other Partner. For the avoidance of doubt, no compensation shall be payable by either Partner as a direct consequence of this Agreement being terminated in accordance with this Clause 20.

21 CONFIDENTIALITY

- 21.1 In respect of any Confidential Information a Receiving Partner receives from a Disclosing Partner and subject always to the remainder of this Clause 21, the Receiving Partner undertakes to keep secret and strictly confidential and shall not disclose any such Confidential Information to any third party, without the Disclosing Partner's prior written consent provided that:
- 21.1.1 the Receiving Partner shall not be prevented from using any general knowledge, experience or skills which were in its possession prior to the Commencement Date; and
- 21.1.2 the provisions of this Clause 21 shall not apply to any Confidential Information which:
- (a) is in or enters the public domain other than by breach of the Agreement or other act or omission of the Recipient; or
 - (b) is obtained by a third party who is lawfully authorised to disclose such information.
- 21.2 Nothing in this Clause 21 shall prevent the Receiving Partner from disclosing Confidential Information where it is required to do so in fulfilment of statutory obligations or by judicial, administrative, governmental or regulatory process in connection with any action, suit, proceedings or claim or otherwise by applicable Law.
- 21.3 Each Partner:

21.3.1 may only disclose Confidential Information to its employees and professional advisers to the extent strictly necessary for such employees to carry out their duties under the Agreement; and

21.3.2 will ensure that, where Confidential Information is disclosed in accordance with Clause 21.3.1, the recipient(s) of that information is made subject to a duty of confidentiality equivalent to that contained in this Clause 21;

21.3.3 shall not use Confidential Information other than strictly for the performance of its obligations under this Agreement.

21A INFORMATION SHARING

21A.1 In relation to the sharing of Personal Data, the Partners agree to comply with the data protection and information governance obligations set out at Schedule 6.

22. FREEDOM OF INFORMATION AND ENVIRONMENTAL INFORMATION REGULATIONS

22.1 The Partners agree that they will co-operate with each other to enable any Partner receiving a request for Information under the FOIA or the EIR to respond to a request promptly and within the statutory timescales. This cooperation shall include but not be limited to finding, retrieving and supplying Information held, directing requests to other partners as appropriate and responding to any requests by the Partner receiving a request for comments or other assistance.

22.2 Any and all agreements between the Partners as to confidentiality shall be subject to their duties under the FOIA and the EIR. No Partner shall be in breach of Clause 21 if it makes disclosure of Information in accordance with the FOIA and/or the EIR.

23. OMBUDSMEN

The Partners will co-operate with any investigation undertaken by the Health Service Commissioner for England or the Local Government Commissioner for England (or both of them) in connection with this Agreement.

24. NOTICES

24.1 Any notice to be given under this Agreement shall be in writing and shall be delivered personally or sent by first class mail or email. The address for service of each Partner shall be as set out in *Clause 24.2* or such other address as each Partner may previously have notified to the other Partner in writing. A notice shall be deemed to have been served if:

24.1.1 personally delivered, at the time of delivery;

24.1.2 posted, and sent by first class at the expiration of 72 hours after posting; and

24.1.3 sent by email, at the time of transmission.

24.2 The address for service of notices as referred to in *Clause 24.1* shall be as follows unless otherwise notified to the other Partner in writing:

24.2.1 if to the Council, addressed to:

Manchester City Council
Town Hall
Albert Square
Manchester
M60 2LA
[Email]

24.2.2 if to the CCG, addressed to:

NHS Manchester CCG
Parkway 3
Parkway Business Centre
Manchester
M14 7LU
mhcc.corporategovernance.manchester@nhs.net

25. VARIATION

25.1 Subject to Clause 25.2 below, no variation to this Agreement will be valid unless they are recorded in writing and signed for and on behalf of each of the Partners, following the variation procedure set out in Schedule 5.

25.2 Where either Partner wishes to:

25.2.1 increase their respective Financial Contributions to the BCF Pooled Fund within a Financial Year in respect of an existing Individual Service (provided that such increase is not linked to the introduction of a new Individual Service, or a change in the scope or extent of an existing Individual Service, and does not impact financially on the other Partner);
or

25.2.2 where a Partner needs to vary their Financial Contributions within a Financial Year as a result of changes in National Guidance or as mandated by a Regulatory Body,

the Partners may make such variations to their Financial Contributions without the agreement of the other Partner provided that such decision is made by the relevant Partner in accordance with the requirements of that Partner's Constitution, Standing Financial Instructions and Standing Orders and the other Partner is kept informed of the variation to the Financial Contributions pursuant to this Clause 25.2 at all stages of its consideration and execution.

26. CHANGE IN LAW

- 26.1 The Partners shall ascertain, observe, perform and comply with all relevant Laws, and shall do and execute or cause to be done and executed all acts required to be done under or by virtue of any Laws.
- 26.2 On the occurrence of any Change in Law, the Partners shall agree in good faith any amendment required to this Agreement as a result of the Change in Law subject to the Partners using all reasonable endeavours to mitigate the adverse effects of such Change in Law and taking all reasonable steps to minimise any increase in costs arising from such Change in Law.
- 26.3 In the event of failure by the Partners to agree the relevant amendments to the Agreement (as appropriate), *Clause 19* (Dispute Resolution) will apply.

27. WAIVER

- 27.1 The failure of either Partner to enforce any of the provisions of this Agreement at any time or for any period of time shall not be construed to be a waiver of any such provision and shall in no matter affect the right of that Partner thereafter to enforce such provision.
- 27.2 No waiver in any one or more instances of a breach of any provision of this Agreement shall be deemed to be a further or continuing waiver of such provision in other instances.

28. SEVERANCE

- 28.1 If any provision or part-provision of this Agreement is or becomes invalid, illegal or unenforceable, it shall be deemed modified to the minimum extent necessary to make it valid, legal and enforceable. If such modification is not possible, the relevant provision or part-provision shall be deemed deleted. Any modification to or deletion of a provision or part-provision under this Clause 28 shall not affect the validity and enforceability of the rest of this Agreement.

29. ASSIGNMENT AND SUB-CONTRACTING

- 29.1 The Partners shall not sub-contract, assign or transfer the whole or any part of this Agreement.
- 29.2 The prohibition in Clause 29.1 shall not apply to any assignment to a statutory successor of all or any part of a Partner's statutory functions.

30. EXCLUSION OF PARTNERSHIP AND AGENCY

- 30.1 Nothing in this Agreement shall create or be deemed to create a partnership under the Partnership Act 1890 or the Limited Partnership Act 1907, a joint venture or the relationship of employer and employee between the Partners or render either Partner directly liable to any third party for the debts, liabilities or obligations of the other.

30.2 Except as expressly provided otherwise in this Agreement or where the context or any statutory provision otherwise necessarily requires, neither Partner will have authority to, or hold itself out as having authority to:

30.2.1 act as an agent of the other;

30.2.2 make any representations or give any warranties to third parties on behalf of or in respect of the other; or

30.2.3 bind the other in any way.

31. THIRD PARTY RIGHTS

31.1 Unless the right of enforcement is expressly provided, no third party shall have the right to pursue any right under this Agreement pursuant to the Contracts (Rights of Third Parties) Act 1999 or otherwise.

32. ENTIRE AGREEMENT

32.1 This Agreement, together with the contents of the Schedules, contain the whole agreement between the Partners with respect to the subject matter hereof and supersede all prior communications, representations, arrangements, understandings and agreements between the Partners relating to that subject matter.

32A COUNTERPARTS

32A.1 This Agreement may be executed in one or more counterparts. Any single counterpart or a set of counterparts executed, in either case, by all Partners shall constitute a full original of this Agreement for all purposes.

33. GOVERNING LAW AND JURISDICTION

33.1 This Agreement and any dispute or claim arising out of or in connection with it or its subject matter or formation (including non-contractual disputes or claims) shall be governed by and construed in accordance with the laws of England and Wales.

33.2 Subject to Clause 19 (Dispute Resolution), the Partners irrevocably agree that the courts of England shall have exclusive jurisdiction to hear and settle any action, suit, proceedings, dispute or claim which may arise out of, or in connection with this Agreement, its subject matter or formation (including non-contractual disputes or claims).

This document has been executed as a deed and is delivered and takes effect on the date stated at the beginning of it.

**SCHEDULE 1
BETTER CARE FUND POOLED FUND : SUMMARY FINANCIAL
CONTRIBUTIONS**

2021/22

Service Description	Budget			Actual		
	CCG	Council	TOTAL	CCG	Council	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000
Adult Community Services	43,227		43,227	43,227		43,227
Care Act	1,748		1,748	1,748		1,748
Adult Social Care	15,356		15,356	15,356		15,356
Integrated Community Teams	5,903		5,903	5,903		5,903
Intermediate Care	1,894		1,894	1,894		1,894
Reablement	13,788		13,788	13,788		13,788
Sub Total	81,915	-	81,915	81,915	-	81,915
Care Act	- 1,748	1,748	- 0	- 1,748	1,748	- 0
Protection of Social Care	- 15,356	15,356	-	- 15,356	15,356	-
iBCF: Adult Social Care Grant		28,150	28,150		28,150	28,150
iBCF: Improved Better Care Fund		2,666	2,666		2,666	2,666
Disabled Facilities Grant		8,483	8,483		8,483	8,483
TOTAL	64,811	56,402	121,213	64,811	56,402	121,213

Note: For 2021/22 only H1 budgets were set for the CCG, so values for H2 are indicative only. MCC has received full year allocations for the iBCF and Disabled Facilities Grant

SCHEDULE 2 - BETTER CARE FUND POOLED BUDGET: DETAILED FINANCIAL CONTRIBUTIONS

Line Description	TOTAL Closing Budget 2021/2022			Line Description	TOTAL Closing Budget 2021/2022
Cardiac Rehab	37,794			TCS - Manual Handling Team	187,125
Continence	487,371			TCS - Nursing Home (30%)	128,654
Domestic Abuse Training Project	79,703			TCS - Occupational Therapy	78,806
Primary Care End of Life Facilitators	35,054			TCS - Stoma Care	101,626
Lift Receptionist	247,914			TCS PRIMO Tier 2	295,338
LCO Growth	1,208,068			TCS - Tier 2 Other Clinical Support	280,377
MacMillan Nursing	338,143			TCS - Tier 2 Other Scheduled Care	199,445
Nurse post funding	80,615			TCS - Tissue Viability (44%)	169,198
Occupational Therapy Services	645,111			TCS - Treatment Centre	681,405
OT Service transfer from UHSM	42,805			TCS - Withington Property Transfer	151,233
Orthopaedic Outreach	68,290			Diabetes Specialist Nurse	128,485
Out of Hours Nursing - Central	808,274			Tissue Viability Citywide Service	277,844
Oxygen Service	85,441			Community Neuro Rehab Team	920,633
Parkinsons Disease	113,292			COPD	470,621
Physio	3,982,906			COPD *	137,519
Plurex drains	11,281			Early supportive discharge	193,285
Podiatry	1,248,017			Integrated Assessment Team	212,181
Pre TCS	1,618,027			MPATH (MANCHESTER PATHWAY FOR HOMELESS)	367,278
Removal Of Associate Income Flows	-			Locality Team A&L	448,989
Locality Team A&L	833,837			Locality Team CW&F	503,243
Locality Team CW&F	934,592			Locality Team G&L	628,928
Locality Team G&L	1,168,009			Locality Team MR&H	410,692
Locality Team MR&H	762,713			IV Therapies	434,895
Active Case Management Service	716,707			Con Care Beds	2,682,822
Acute Respiratory Assessment Service (ARAS)	239,727			Complex Discharge Team	360,495
ARAS	51,500			Intermediate Care	3,995,299
Audiology non AQP block	304,043			HOME FROM HOSPITAL Business Case	146,964
Cardiac Rehab Plan (activity based payments)	98,047			MANCHESTER CITY COUNCIL - MEAP	998,136
COBWEB (Catheter and Stoma Prescribing)	112,865			Intermediate Care Enhanced Beds Pilot - Social Workers	77,504
Community Diabetes Service	118,437			IV THERAPY PASS THROUGH COSTS	43,250
Community Physiotherapy	450,264			LEG CIRCULATION BUSINESS CASE (PAHT)	19,589
Community Stroke Rehabilitation Team	411,963			Community Food and Nutrition pilot	72,268
Continence (North Locality)	522,752			Crisis Response Pilot	1,190,361
DA - Cardiorespiratory Services	16,354			Discharge Team North	187,469
DA - Physiotherapy	322,995			Intermediate Care *	1,946,090
Discharge to Assess	658,544			Intermediate Care Enhanced Beds Pilot	1,108,187
District Nursing * (NM Investment)	318,846			IV therapy Pilot	438,055
District Nursing including Evenings and Nights Service/Rapid Response	4,629,223			Navigator Service	247,653
Leg Circulation Service	121,343			NMNC Pilot	864,555
Lymphodemia	193,686			Non Stock Health Equipment Budget	5,555
MacMillan CRES	6,929			Palliative Care	688,202
Macmillan Services (North Locality)	619,114			Stroke Early Supported Discharge Pilot	234,900
Additional Nursing for Intermediate Care Facility	279,318			Intermediate Care Drugs	32,229
Occupational Therapy Services	79,578			Carer Support	84,382
Podiatry	581,730			Care Homes Primary Care	442,908
Removal of cross boundary flows from North Manchester CCG baseline	-			Community Geriatrician	178,507
Speech & Language (Provider to Provider)	171,512			TCS - Active Case Management	873,237
Tier 2 / Pulmonary Rehab	93,464			TCS - Community Diabetes (40%)	112,107
Tier 2 Orthotics	20,846			TCS - Community Physiotherapy (50%)	254,958
Tier 2 Physiotherapy	103,785			TCS - Continence (50%)	227,627
Tissue Viability Citywide Service (North Locality)	393,689			TCS - COPD (75%)	144,723
Treatment Rooms Service - North District	100,648			TCS - Coronary Heart Disease and Cardiac Rehab (50%)	58,511
Balancing PAHT contract	439,081			TCS - Nursing Home (70%)	300,192
Anti-Coag Self-Test	2,412			TCS - Tissue Viability (56%)	215,342
Community SALT	61,975			Other TCS not included in AHP	966,323
Continuous Blood Glucose Monitoring	1,634			Intermediate Care	707,977
Critical Care Outreach	95,333			TCS - Discharge Liaison	420,140
Day Care	105,800			TCS - Health Equipment Non Stock	7,459
De-waxing	6,878			TCS - Intermediate Care	2,346,427
Disablement Services	686,815			TCS - Tier 2 Other Unscheduled Care	149,437
Orthotics	254,370			Disablement Services	852,832
COBWEB	58,069			TCS - District Nurses	1,472,033
Phlebotomy	114,999			Care Act Funding	2,002,751
TCS - Community Diabetes (60%)	168,160			Disabled Facilities Grant	8,482,757
TCS - Community Physiotherapy (50%)	254,958			Improved Better Care Fund	28,149,724
TCS - Continence (50%)	227,627			Winter Pressures Grant	2,666,050
TCS - COPD (25%)	48,241			Social Care Funding - maintaining eligibility criteria	7,729,114
TCS - Coronary Heart Disease and Cardiac Rehab (50%)	58,511			Social Care Funding - reablement services	1,879,872
TCS - District Nurses	3,672,690			Social Care Funding - early supported hospital discharge schemes	418,959
TCS - Expert Patient Programme	167,571			Social Care Funding - social worker establishment	2,191,055
TCS - Macmillan	243,352			Delayed Transfer of Care / Home Care	2,023,490
TCS - Macmillan CRES	9,301			Extra Care	858,000
				TOTAL POOLED BUDGETS	121,212,976

SCHEDULE 3 – COMMISSIONING RESPONSIBILITIES - DRAFT

[This schedule has been agreed to be agreed post commencement]

At the Commencement Date the Partners have agreed the following Commissioning Arrangements:

- 1 The following Individual Services with Lead Commissioning Arrangements with Council as Lead Partner:
(a) [INSERT]
- 2 The following Individual Services with Lead Commissioning Arrangements with CCG as Lead Partner:
(a) [INSERT]
- 3 The following Individual Services with Joint Commissioning Arrangements with Council as Lead Partner:
(a) [INSERT]
- 4 The following Individual Services with Joint Commissioning Arrangements with CCG as Lead Partner.
(a) [INSERT]

SCHEDULE 4 – FINANCIAL FRAMEWORK

Unless the context otherwise requires, the defined terms used in this Schedule shall have the meanings set out in the Agreement.

1. Funding Contributions

- 1.1. All minimum nationally mandated sums as set out in the National Guidance from both health and care resources will be transferred to the BCF Pooled Fund. Partners reserve the right to review their discretionary additional contributions to the BCF Pooled Fund in line with the process referred in this Schedule, subject to the relevant notices being served and implications of any associated commitments against the resources being managed appropriately.
- 1.2. Partners may agree to contribute additional recurrent or non-recurrent funding to the BCF Pooled Fund over and above the nationally mandated minimum sums.
- 1.3. Any contributions to the BCF Pooled Fund must be made in accordance with the relevant Partner's own internal governance relating to budget virements or new commitments.

2. Annual Plans

- 2.1. The Health and Wellbeing Board will annually ratify the overall proposals from the Partners to be funded from their shares of the BCF Pooled Fund.
- 2.2. The Partners will agree the range and scope of Services to be funded through each element of the BCF Pooled Fund as part of the Financial Contributions in Schedule 1 by no later than 31 March.

3. Existing Commitments

- 3.1. A significant proportion of the BCF Pooled Fund will support the continued funding of specific services commissioned by the Partners, up to the maximum values specified in the Financial Contributions table in Schedule 1.
- 3.2. The BCF Pooled Fund is also intended to fund the implications for the Council of its responsibilities under the Care Act 2014.

4. Improved Better Care Fund

- 4.1. The Improved Better Care Fund refers to original grant announced in 2015 and the additional funding announced in the 2017 Spring Budget. Additional monies were made available to Local Authorities for the Improved Better Care Fund which has been paid directly to Local Authorities. According to central government guidance, the Improved Better Care Fund grant which has been paid to the Council may be used only for the purposes of meeting adult social care needs; reducing pressures on the NHS, including supporting more people

to be discharged from hospital when they are ready; and ensuring that the local social care provider market in the City of Manchester is supported.

- 4.2. Central government's conditions for the Improved Better Care Fund grant to the Council is that it must be pooled as part of the BCF Pooled Fund.

5. Financial probity

- 5.1. The Partners will comply with the relevant Clauses within this Agreement surrounding the expected standards of financial governance and financial management in the conduct of all affairs relating to the exercise of this Agreement and in particular, in respect of their responsibilities as commissioners for the Services to be supported through the BCF Pooled Fund
- 5.2. The Partners will comply with their respective governance arrangements and Clause 14 in respect of conflicts of interest.

6. Financial management

- 6.1. In line with the agreed commissioning responsibilities for the Services funded from the BCF Pooled Fund as set out in Schedule 3, each Partner will be responsible for making payments directly to the relevant suppliers of Services in line with each Partner's financial procedures.
- 6.2. Until future arrangements are varied, each Partner will be responsible for making payments against each Services Contract to which they are a party which forms part of the Permitted Expenditure under the various elements of the BCF Pooled Fund. Accordingly, each Partner will be responsible for the management of all working balances in respect of their directly managed contracts for Services which form part of the Permitted Expenditure and for which the Partner is the commissioner of the contract concerned.

7. Investments and Disinvestments

- 7.1. Neither Partner shall make any disinvestments from the BCF Pooled Fund unless agreed in writing between the Partners in accordance with the variation arrangements specified at Clause 25 and in Schedule 5.
- 7.2. As previously outlined, additional funding can be added to the BCF Pooled Fund in accordance with Clause 25.

8. Internal Approvals

- 8.1. The Partners are responsible for ensuring that appropriate schemes of delegation are in place within their organisations to ensure that approvals are provided in line with appropriate and delegated expenditure limits.

9. Accounting Records

- 9.1. All Partners will ensure that proper records are kept for all transactions relating to Permitted Expenditure in relation to Services Contracts under the BCF Pooled Fund and to support accounting, financial reporting and audit arrangements for the overall BCF Pooled Fund.

10. Financial Reporting

- 10.1. Partners must work together and provide accurate and timely information for financial reporting to the Pooled Fund Manager. Financial reporting will include but not limited to:

- Annual accounts
- BCF Pooled Fund reporting
- Health and Wellbeing Board

11. BCF Reporting

- 11.1. The expected reporting requirements for the BCF Pooled Fund are as per clause 6.3 of the main Agreement, the Pooled Fund Manager is required to ensure reporting is performed in line with requirements. This will include:

- submitting to the Partners Quarterly reports, and an annual return, about the income of, and expenditure from, the BCF Pooled Fund and other information by which the Partners can monitor the effectiveness of the BCF Pooled Fund arrangements.
- annual approval of the BCF Pooled Fund by the Health and Wellbeing Board, including information on prior year outturn.
- completion of BCF Pooled Fund required returns to NHSE&I. These are usually on a Quarterly basis.
- any other additional reports as required.

12. Pooled Fund Manager

- 12.1. At the date of this Agreement the Pooled Fund Manager responsibilities will be undertaken by Senior Planning & Policy Manager.

13. Regularity

- 13.1. The Partners will ensure that all funding and other monies from any grants received shall be applied in a proper manner and in accordance with any funding or grant criteria, as applicable. In the event a Partner misapplies monies the Partner in default shall reimburse the monies that were misapplied.

14. Audit Inspection and Right of Access

- 14.1. All Partners shall promote a culture of probity and sound financial discipline and control. The Host Partner shall arrange for the audit of the accounts of the relevant Pooled Fund in accordance with the Regulations and the Local

Audit and Accountability Act 2014.

- 14.2. All internal and external auditors and all other persons authorised by the Partners will be given the right of access by them to any document, information or explanation they require from any employee, member of the relevant Partner in order to carry out their duties. This right is not limited to financial information or accounting records and applies equally to premises or equipment used in connection with this Agreement.
- 14.3. The Partners shall comply with relevant NHS finance and accounting obligations as required by relevant Law.
- 14.4. The Partners shall cooperate with any investigation undertaken by any Regulatory Body.

Schedule 5 – VARIATIONS TO THE AGREEMENT

1. General provisions

- 1.1 The provisions of this Agreement may be varied at any time by agreement in accordance with this Schedule 5 and in writing in the form of a Template Variation Agreement as specified in Schedule 5 Part 1, signed by the Partners' authorised signatories. All agreed Variations must be recorded in Schedule 5 Part 2 - Recorded Variations.
- 1.2 The Proposing Partner must have regard to the impact of the proposed variation on the execution of this Agreement and Services supported through the Better Care Fund.
- 1.3 Any Variation Proposal must set out sufficient detail about the Variation Proposal and the date on which the Proposing Partner requires it to take effect.

2. Variation Proposals relating to the terms and conditions of this Agreement

- 2.1 If a Partner wishes to propose a Variation to the Agreement, the Proposing Partner must send a written Variation Proposal to the other Partner using the Template specified in Schedule 5 Part 1.
- 2.2 The other Partner in receipt of the Variation Proposal must respond to the Proposing Partner within 10 Working Days following receipt.
- 2.3 NOT USED
- 2.4 NOT USED
- 2.5 NOT USED
- 2.6 The Variation Proposal will not take effect within the scope of this Agreement until both Partners have signed the Variation Proposal and it has been recorded in Part 2 to this Schedule 5.
- 2.7 If the Partner in receipt of the Variation Proposal is not in agreement with the Variation Proposal, it will refer the matter to a meeting of the Partners within 30 Working Days following the date of written rejection being sent to the Proposing Partner (or such other timescale as mutually agreed by the Partners) to discuss the Variation Proposal and the Partners must use reasonable endeavours to agree an outcome to the Variation Proposal.
- 2.8 If the Variation Proposal is agreed subsequent to the meeting referred in 2.7, the Partners will sign the Variation Proposal at the meeting and it shall be recorded in Part 2 this Schedule 5 and this Agreement shall be deemed varied accordingly.

- 2.9 If the Partners are unable to reach agreement following the review meeting, the Partners will follow the Dispute Resolution Procedure. If a Variation Proposal would or might have a cost implication for any Partner:
- 2.9.1 the Proposing Partner must provide a full and detailed cost and benefit analysis of the Variation Proposal; and
 - 2.9.2 subject to Law and Guidance, the Partners will have absolute discretion to refuse or withdraw the Variation Proposal; and
 - 2.9.3 the Partner in receipt of the Variation Proposal will have no liability to the Proposing Partner for any costs arising from the Variation Proposal if the Proposing Partner implements it other than in accordance with this Agreement.
- 2.10 If, having followed the procedure set out above in this paragraph 2, the Partner in receipt of the Variation Proposal acts unreasonably in relation to the Variation Proposal, the Proposing Partner may terminate its participation in this Agreement in accordance with Clause 18.
- 2.11 The right of the Proposing Partner to terminate its participation in this Agreement under paragraph 2.10, will not apply if:
- 2.11.1 the Variation Proposal is substantially a proposal that the other Partner should contribute to the Proposing Partner's Services without formal agreement to share additional financial risks; or
 - 2.11.2 the proposal does not meet the requirements of a Variation Proposal.
- 3. Variation Proposals affecting a Partners' Funding Contributions or Individual Service**
- 3.1 The process described in paragraph 2 will not apply where the Proposing Partner issues a Variation Proposal to amend either its own non-mandated funding contributions or Individual Service for which it is the Lead Partner (save in the circumstances set out in Clause 25.2, in which case the process set out in Clause 25.2 will apply). This paragraph 3 will apply to such circumstances:
- 3.1.1 the Proposing Partner will have the rights to vary by submission of an authorised Variation Proposal Template per Schedule 5 Part 2:
 - 3.1.1.1 the value of its own non-mandated contributions, provided that notice periods are followed as set out in Schedule 1;
 - 3.1.1.2 the content and scope of Individual Service(s) for which it is the Lead Partner provided that any changes to the Individual Service(s) meet the requirements of Permitted Expenditure and

the aims and objectives of this Agreement and do not affect in any way the rights, obligations or risks of the other Partner to this Agreement.

- 3.2 The Partner in receipt of the Variation Proposal will acknowledge receipt within 10 working days.
- 3.3 Where a Variation Proposal under paragraph 3 relates to a change to or termination of an Individual Service that is lead commissioned and affects more than the Proposing Partner, the Proposing Partner must identify any estimated financial and other implications of the Proposal for the other Partner.
- 3.4 If the Variation Proposal is rejected, the rejecting Partner will respond to the Variation Proposal in writing to the Proposing Partner setting out any concerns with the contents of the Variation Proposal and the actions required to address such concerns or the reasonable grounds for that refusal.
- 3.5 If the Partner in receipt is in agreement with the Variation Proposal, it will confirm agreement within 10 working days of confirmation of receipt.
- 3.6 The Variation Proposal will not take effect within the scope of this Agreement until both Partners have signed the Variation Proposal and it has been recorded in Part 2 to this Schedule 5.
- 3.7 If the Variation Proposal is not agreed, the procedure described in paragraphs 2.7 to 2.11 will apply.
- 3.8 Where an agreed Variation Proposal under paragraph 3 involves the withdrawal of a Service:
 - 3.8.1 the Variation Procedure described in this paragraph 3 also requires adherence to Clause 22 (Termination); and
 - 3.8.2 if the Proposing Partner withdraws from or stops commissioning the Individual Service(s) before the date agreed for that withdrawal, the Proposing Partner will be wholly liable to the Provider(s) for all reasonable costs and losses directly attributable to the early withdrawal or de-commissioning of that Individual Service(s) without rights of recourse to the other Partner to this Agreement or the affected Individual Service(s).

Part 1 – Template Variation Proposal and Recorded Variations

[Name]
[Address]

[Date]

Re: [Title of Variation Proposal and Proposing Partner]

Variation Proposal: [Enter Reference Number e.g. V001/MCCG]

Dear [Contact Name],

In accordance with the variation procedure described in Clause 25 and Schedule 5 of the section 75 partnership agreement relating to the commissioning of health and social care services from the Better Care Fund and Improved Better Care Fund between NHS Manchester Clinical Commissioning Group and Manchester City Council dated [DATE] (**Partnership Agreement**), this Variation Proposal is issued by [relevant Partner] to [relevant Partner].

- 1) [Describe proposed Variation to be made and rationale]
- 2) [Describe the governance routes through which this variation has already been considered, if applicable].
- 3) [Describe any cost implications associated with the proposal for the other Partner.]
- 4) [If there are any supporting documents, e.g. a new report format, a new services specification, revised annual expenditure plan etc, include a copy of this on a separate page of the variation proposal as an Appendix.]

Upon receipt of this Variation Proposal, [relevant Partner] is requested to follow the procedure within Schedule 5 of the Partnership Agreement.

Upon agreement of the Proposed Variation, the Variation will take place [[with immediate effect] or [enter a specific date if the Variation is to come into effect at a later date]].

All other terms and conditions of the Agreement remain unchanged.

Yours sincerely,

[Authorised Partner signatory]

Variation Proposal: [Enter reference number as above]

I hereby agree to the above referenced Variation Proposal dated [XX]:

SIGNED by

for and on behalf

of the Proposing Partner

Date:

SIGNED by

for and on behalf

of Host Partner

Date:

**Signature of this page will affect the
Variation proposed on the page
above.**

SIGNED by

for and on behalf

**of NHS Manchester Clinical
Commissioning Group**

Date:

Part 2 – Recorded Variations

Variation Number		Description of Variation	Date of Variation Proposal	Partner proposing the Variation	Date of Variation Agreement

SCHEDULE 6 – INFORMATION SHARING

1 DATA SHARING

- 1.1 The Partners agree that Article 26 (Joint Controllers) of the UK GDPR applies to their sharing of Shared Personal Data under this Agreement. In order to comply with the requirements of Article 26, each Partner shall Process the Shared Personal Data in accordance with this Schedule 6, and each Partner shall comply with the exercise by Data Subjects of their rights under Data Protection Legislation in accordance with this Schedule 6. Without prejudice to Article 82 of GDPR, where applicable, each Partner shall be responsible and liable for its own acts and omissions, and there shall be no joint and several liability.
- 1.2 In the event that any information sharing between the Partners under this Agreement is not within the scope of existing information sharing arrangements documented separately between the Partners before the Commencement Date, the Partners will populate Appendix 1 (Form of Data Sharing Protocol) of this Schedule 6 with the details of (or reference to) the limited purposes of the Processing of Shared Personal Data, data retention, the types of Personal Data that may be Processed, and the categories of Data Subjects to whom the Shared Personal Data relate as soon as possible following execution of this Agreement.
- 1.3 Each Partner will nominate a member of its staff as a lead contact for the purposes of this Schedule 6 (“**Data Protection Contact**”). Each Partner’s Data Protection Contact as at the Commencement Date is identified in paragraph 10 of Appendix 1 (*Data Sharing Protocol*) and each Partner shall notify the other Partner, as soon as reasonably possible, of any changes in the Data Protection Contact or his or her details.

2 SECURITY

- 2.1 Each Partner shall implement the security measures specified in paragraph 7 of Appendix 1 (Security).

3 REVIEW

- 3.1 The Partners shall review this Schedule 6 (and the Partners’ activities under and in connection with this Schedule 6) on the date and frequency specified in paragraph 11 of Appendix 1 (Data Sharing Protocol).

APPENDIX 1 - FORM OF DATA SHARING PROTOCOL

1.	Permitted Purposes	The Partners acknowledge and agree that they will hold and share Shared Personal Data for the purposes of carrying out their respective obligations as described in the Agreement. In particular, the Partners shall use the Shared Personal Data for the purposes of: 1. [INSERT DETAILS OF PURPOSES FOR WHICH DATA IS BEING SHARED]
3.	Data Retention	The Partners shall not retain or Process Shared Personal Data for longer than is necessary to carry out the Permitted Purposes.
4.	Categories of Personal Data	See Appendix 2
5.	Legal Bases for Processing	
6.	Agreed Methods of Sharing Personal Data	[Secure email via .../OTHER METHOD]
7.	Security	A Data Protection Impact Assessment was completed and detailed process map of all data and information flows between the Partners. The [PARTNER] is the principal holder of personal data and established security arrangements and IG practices ensure the security required. All data submitted to the [PARTNER] for reporting and management purposes is anonymised.
8.	Data Quality	Each Partner shall ensure that Shared Personal Data are accurate.
9.	Data Minimisation	Each Partner shall ensure that the Shared Personal Data are adequate, relevant and limited to what is necessary for the Permitted Purposes.
10.	Data Protection Contacts	The Council & the CCG Data Protection Contact: Name: [INSERT] Email: [INSERT]
11.	Review Date/Frequency	The Partners agree to review this protocol at least annually.

APPENDIX 2 - CATEGORIES OF PERSONAL DATA AND LEGAL BASIS FOR PROCESSING

Data Subjects	Category of data	Legal basis for processing relied upon by the CCG and the Council
[INSERT CATEGORIES OF DATA SUBJECT FOR WHICH DATA IS BEING SHARED (E.G. SERVICE USERS, CARERS, SERVICE USER FAMILY, REFERRER, CCG STAFF, COUNCIL STAFF)]	<u>Personal Data</u> [INSERT DETAILS OF PERSONAL DATA BEING SHARED FOR EACH CATEGORY OF DATA SUBJECT. IF THE DETAILS ARE THE SAME FOR MULTIPLE CATEGORIES OF DATA SUBJECT, THEY CAN BE GROUPED TOGETHER]	<u>[FOR EACH PURPOSE FOR WHICH DATA IS BEING SHARED (AS LISTED IN APPENDIX 1, STATE HERE THE LEGAL BASIS FOR PROCESSING BEING RELIED UPON]</u>
	<u>Special Category Personal Data</u> [INSERT SPECIAL CATEGORY PERSONAL DATA BEING SHARED]	<u>[FOR EACH PURPOSE FOR WHICH DATA IS BEING SHARED (AS LISTED IN APPENDIX 1, STATE HERE THE LEGAL BASIS FOR PROCESSING BEING RELIED UPON]</u>

EXECUTION PAGE

THE COMMON SEAL of

THE COUNCIL OF THE CITY OF

MANCHESTER was hereunto
affixed in pursuance of an Order of
the Council of the said City:

Authorised Signatory

EXECUTED as a **DEED**
by the affixing of the **COMMON SEAL** of

NHS MANCHESTER CCG

in the presence of:

Authorised Signatory

Authorised Signatory

**Manchester City Council
Report for Resolution**

Report to: Children and Young People Scrutiny Committee – 10 November 2021
Executive – 17 November 2021

Subject: Adoption Counts – Regional Adoption Agency

Report of: Strategic Director Children and Education Services

Summary

In 2015, the Government announced its intention to legislate to ensure that all local authority adoption services have merged with neighbouring services to form larger regional adoption agencies (RAA) the target date set for this was 2020 at the latest. In 2017, the Senior Management Team (SMT), Executive Member for Children's and Education Services and Executive supported a proposal from the Strategic Director of Children's Services for Manchester's adoption service to merge with four other local authorities (Stockport, Trafford, Salford, and Cheshire East) and two voluntary adoption agencies (Adoption Matters and Caritas) to form a regional adoption agency which is known as 'Adoption Counts'.

Stockport were nominated as the host organisation for the regional adoption agency, and it was agreed in 2017 to temporarily second adoption staff from Manchester, Trafford, Salford and Cheshire East into Stockport whilst the RAA was established and developed.

This report seeks approval to formally and permanently transfer staff from Manchester into Stockport Council (host organisation) under TUPE regulations.

Recommendations

1. The Children and Young People Scrutiny Committee is asked to comment on the report and endorse the recommendation to the Executive.
 2. The Executive is recommended to agree the adoption service for MCC to being integrated into the Regional Adoption Agency 'Adoption Counts', approves the transfer of the service and notes that staff who are assigned to the service will transfer to Stockport under TUPE regulations.
-

Wards Affected: All

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

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective Children and Education Services are critical to ensuring our children are afforded opportunities and supported to connect and contribute to the city's sustainability and growth.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the City; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities
A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for the children and families across the City, helps build and develop whole communities and increases the livability of the City
A connected city: world class infrastructure and connectivity to drive growth	Successful services support successful families who are able to deliver continuing growth in the City

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 Regional Adoption Agency (RAA) budget for the financial year 2021/22 totals £4.6m. The RAA budget is made up of the costs of the staff which includes both seconded staff from partner local authorities and staff employed by the RAA, as well as running costs. The agreement of the RAA is for each partner makes a proportionate contribution. The Council's contribution totals £1.8m, the contribution to the RAA is based on activity.

In addition to the financial contribution 10.5 full-time employees (FTE) are employed by Manchester City Council and then seconded to the Regional Adoption Agency. Currently the cost of the seconded staff is passed in full to the RAA. Once the TUPE transfer is actioned a recharge of seconded staff will no longer apply contributing to overall efficiency. There are therefore no financial implications associated with TUPE transfer.

Financial Consequences – Capital

There are no capital financial consequences.

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Background documents (available for public inspection):

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

Establishing a Regional Adoption Agency – Executive May 2017
https://democracy.manchester.gov.uk/Data/Executive/20170517/Agenda/4_Regional_Adoption_Agency.pdf

1.0 Background and Overview

- 1.1 In June 2015 the Government published a national policy paper, 'Regionalising Adoption', which set out their plans for all local authority adoption services to merge into larger regional adoption agencies. In addition, the Government subsequently legislated to provide powers in the Education and Adoption Act 2016 to require local authority adoption services to regionalise where they were not making voluntary plans to do so by 2017.
- 1.2 In line with the Government agenda 'regionalisation', and following approval from the Strategic Management Team, Executive Member for Children's and Education and the Executive, Manchester City Council's Adoption Service merged with four other local authorities and two voluntary agencies to form one regional adoption agency (RAA) in April 2017- Adoption Counts.
- 1.3 The four other local authorities are Stockport, Trafford, Salford, and Cheshire East. The two voluntary adoption agencies are Adoption Matters and Caritas.
- 1.4 Manchester City Council has been part of the regional adoption agency since April 2017. The performance of the agency has been positive, this is detailed in section 5. The Board, who scrutinise monitor and support the work of the RAA, which consists of senior representatives from each organisation and is currently chaired by the Deputy Strategic Director from Manchester, have supported a proposal for staff to be formally transferred into the host organisation (Stockport) to further the identity of the Regional Adoption Agency.

2.0 Objectives of the Regional Adoption Agency

- 2.1 The regional adoption agency is branded as 'Adoption Counts' which is collaborative adoption agency, bringing together the professional expertise and specialist skills of five local authorities to deliver adoption services. The objectives of Adoption Counts is;
 - To provide children with the right adopters at the right time, assessing, approving, and supporting adopters equipped to meet the needs of children waiting.
 - To ensure that adoption is secured for children where it is assessed as in their best interests.
 - To avoid any unnecessary delay and ensure timely matching and placement for all children –working with care planning processes in each local authority to improve early identification / twin track planning and to achieve best practice and consistency across the region.
 - To improve earlier permanency planning using:
 - i) Concurrent Planning
 - ii) Fostering for Adoption

- To take innovative approaches towards placing 'hard to place' children, linking children with adopters from enquiry stage onwards where appropriate, and thoroughly preparing child and family for placement.
- To reduce the likelihood of placement breakdown through timely and improved matching, preparation and adoption support.
- To ensure the service offers value for money over time through economies of scale and a regional approach to inter agency adoption.
- Support all permanence options for children including Special Guardianship Orders.
- Reduce the number of parents who have successive children placed for adoption.

3.0 The Structure of the Regional Adoption Agency

3.1 The structure of the Regional Adoption Agency is based on a 'hub and spokes model' as follows:

- A centralised marketing function.
- A centralised team to receive recruitment enquiries.
- A central register of children and carers.
- A data & performance management function.
- Centralised administration of adoption panels.
- Commissioning of larger contracts from other agencies.
- Centralised tracking of children and carers.
- Centralised linking & matching functions.
- A strategic plan for the delivery of adoption support across the region.

4.0 Reporting and Governance

4.1 The Adoption Counts Board was established in 2017. The RAA Board is the governance body which meets regularly to scrutinise monitor and support the RAA delivery of services and performance against key indicators. The Board is chaired by Manchester's Deputy Strategic Director of Children's Services. The operational group which consists of representatives from the local authorities includes Manchester's Principal Social Worker reports to the board on all operational matters. It is planned the Operations Group will also continue to meet and report to the Adoption Counts Board. This will ensure there is a strong operational and performance link between Manchester Children's Services and the Board.

Both groups will scrutinise Adoption Counts performance monthly on:

- Recruitment activity
- Number of enquiries
- Number of on-going assessments

- Number of new adoptive families approved
- Number of children waiting adoptive families
- Securing adoption and timeliness for harder to place children
- Number of approved families awaiting a match compared to children waiting
- Timeliness – how quickly they match children following a Placement Order
- The extent to which adoption placements outside the RAA are still required
- The number of children who have their plan changed away from adoption because a family cannot be identified
- Number of disruptions in adoption placements
- The extent to which the RAA is linking with and supporting children’s social workers to understand the child’s adoption journey and to move the child in a timely fashion towards adoption

4.2 The Head of Service for permanence and Heads of Localities within Manchester’s Children’s Services will continue to monitor and track Manchester children’s adoption journey/performance to ensure performance is maintained and improved further. Adoption performance, including the percentage of Manchester looked after children adopted and the timeliness of adoption will be reported and scrutinised within our well-established monthly performance clinics. In addition, adoption performance will continue to be monitored via the Director of Children Services ‘Performance Clinic’. Regular reporting to Manchester’s Corporate Parenting Cooperative and to the Children’s Scrutiny Committee via an annual report will also continue. These governance structures will play a key role in continuing to influence the delivery of the service and the monitoring of outcomes for children.

4.3 Adoption Counts will be expected to lead the family finding function of the Adoption process and therefore the Council will hold Adoption Counts (RAA) to account for the number and percentage of our children with an adoption plan for whom they provide a suitable adoptive family, and the timeliness with which that is achieved.

4.4 In relation to national performance indicators for example, we will be holding the RAA to account for performance on the “A2” measure, the number of days that a child takes on average from being made subject to a Placement Order, to the decision on a match with a family. We expect on average that they will meet the government target of 121 days or less. It should be noted that Manchester’s performance currently is 142 days and improving.

5.0 Performance of the Regional Adoption Agency

5.1 The performance of the RAA is scrutinised, supported and challenged via the RAA Board and Operations Group which is detailed in section 4 of the report.

5.2 The performance of the RAA is positive in the context of operating within national adoption challenges and the impact of COVID-19. Since joining the RAA,

Manchester has been able to access an expanded pool of adoptive families spread across the five local authorities which has improved the timeliness of which we support children and young people to become adopted and we have access to a greater range of families which ensures we are better placed to meet the specific needs of our children and young people. Last year's annual performance report evidences that children have been matched, placed and adopted in a timely manner with a high number of children joining their permanent families within / under the recommended thresholds. 44 children were placed during the period with 26 children within the A2 threshold (national performance indicator that measures the time from the making of a placement order to a child being placed with their adoptive parents) and a further 6 children placed within six months of their Placement Order. This is an excellent outcome in a year where we were unable to place children for a period of time due to COVID restrictions. Many children have therefore still been able to gain stability and permanence by joining a family who can meet their needs with minimum delay and at the earliest point possible.

6.0 Workforce Implications

- 6.1 Currently, staff are seconded from Manchester City Council to Stockport Council via a secondment agreement. Whilst on secondment, the staff remain employees of Manchester City Council. This arrangement was always subject to review and the secondment agreements include the provision for Manchester to exercise the following options: extend secondment agreements (which is not recommended to be a long-term arrangement within employment law) TUPE transfer to the host authority or termination of secondment agreement and revert to the original authority.
- 6.2 The day-to-day management, leadership and operation of Manchester's adoption staff is currently undertaken by Adoption Counts who are in turn supported by Stockport Council as the host organisation. The proposal to formally transfer the staff into the host organisation is expected to further improve management support and oversight, organisational performance, organisational identity and relationships as all the staff working in the RAA will become part of a single organisation and no longer have to experience a set of temporary organisational arrangements.
- 6.3 The formal transfer of the service from Manchester City Council to Stockport Council will result in, if agreed by Committee, a transfer of staff under TUPE regulations.
- 6.4 There are 10.5 (FTE) staff currently employed by Manchester that are working for the Regional Adoption Agency and are therefore likely to be in-scope to transfer under TUPE regulations.

- 6.5 Staff that are in-scope of the transfer will have their terms and conditions of employment protected indefinitely in-line with TUPE regulations.
- 6.6 The Deputy Director of Children's Services has engaged with staff and Trade Unions to inform them of Manchester's proposal and whilst these discussions have been cordial, formal consultation with staff and Trade Unions will commence following approval from the Executive.

7.0 Legal Implications - Contractual Arrangements

- 7.1 Each organisation that contribution to the RAA entered into an Integrated Services Agreement (ISA) and a linked Services Contract to establish the integrated 'Adoption Counts' service from 2017 to 2020.
- 7.2 The draft ISA and Services Contract for 2020 to 2023 have been amended to account for the transfer of staff under TUPE from the individual Authorities to the Adoption Counts Service and incorporate new legislative requirements.
- 7.3 The ISA and Services Contract set out the roles and responsibilities of the participating Authorities in relation to the continuance and governance of the RAA. Under the contract, the organisations are required to cooperate with and contribute to the leadership/governance arrangements. It should be noted these arrangements have been productive and successful since the inception of Adoption Counts; it is therefore reasonable to expect this to continue.
- 7.4 It should be noted the ISA makes provision for members of the RAA/Adoption Counts to withdraw from the Agreement at will at any time, on 12 months written notice. If the provision of the RAA were to become inadequate and could not be rectified, Manchester City Council would reevaluate its membership and options. A potential outcome of this would be the Authority could withdraw from Adoption Counts and seek an alternative arrangement for the provision of its Adoption Service.

8.0 Information Technology

- 8.1 Staff deployed to Adoption Counts are using equipment supplied by Stockport Council, along with Microsoft accounts provided by Stockport Council, who are the Adoption Counts IT provider. As a result, there isn't any IT work associated with the transfer; staff may have MCC email account (as they are currently employees) and therefore arrangements should be made for them to be removed with licenses redeployed.
- 8.2 Adoption Counts staff will continue to access Manchester City Council's Children's Social Care System and there is a well-established process and arrangement in place for partners and commissioned services to access such systems.

8.3 The Deputy Strategic Director for Children’s Services is responsible for ensuring that Adoption Counts use MCC’s Children’s Social Care System in accordance with our requirements (that this is the system for recording), and that any staff with access to the system, that leave Adoption Counts, are removed from MCC systems to mitigate any data breaches.

9.0 Commissioning

9.1 In respect of any commissioning activity, Adoption Counts will undertake its own commissioning via Stockport Council’s commissioning and procurement arm, which is also a member of the GM procurement arrangements. For example, Adoption Counts may commission specialist adoption support services or IT systems. The costs of any commissioned services and commissioning and procurement costs and risks will be managed by Stockport MBC and met from Adoption Counts core funding from the four local authority partners.

10.0 Risks/Mitigation

10.1 As noted in section 4 of this report, there are robust governance arrangements in place to monitor the performance of the RAA however, there is an exit clause in the integrated services agreement which enables the Council to exit the RAA with 12 months’ notice should performance become unsatisfactory.

11.0 Financial Implications

11.1 In 2021/22 the total RAA budget is £4.6m. Manchester’s 2021/22 financial contribution to the RAA in 2021/22 is £1,808,471 in total. This is made up of the costs of the staff that are in scope for transferring to the RAA, running costs, the inter-agency adoption placements budget and the cost of adoption support services. In years one and two of the agency, funding was based on the amount that each participating authority had spent on adoption services prior to integration. The overall budget is set by the Board. For determining the split of local Authority contributions (to fund the budget requirement) in 2019/20 an activity-based model replaced the previous historic budgets approach.

11.2 Currently the cost of the seconded staff is recharged in full to the Regional Adoption Agency. Once the staff have TUPE this recharge will no longer be required. There are no financial implications associated with TUPE transfer.

11.3 Being able to place more children for adoption within the RAA will reduce the need to purchase adoption placements from other local authority or voluntary adoption agency services. The increased efficiency and expanded pool of adoptive families has enabled the service to place Manchester children for adoption without increasing our inter-agency placement budget, as otherwise would likely be required.

12.0 Summary

- 12.1 The Regional Adoption Agency is well-established since its creation in 2017 and we expect that the organisation will continue to improve with the formal transfer of staff under TUPE regulations.
- 12.2 We remain positive about the benefits of a regional adoption agency, and this is in line with the Government agenda. There is a very strong steer from central Government that all local authorities should regionalise their adoption services by 2020. As indicated in section 1 above, the Government has legislated to provide powers in the Education and Adoption Act 2016 to 'require' local authority adoption services to regionalise where they are not making voluntary plans to do so with those plans aimed at regionalisation by 2020, and the Government has said that they will consider using these powers. (Adoption: A Vision for Change, DfE, March 2016)
- 12.3 Furthermore, not participating in the formal transfer of staff with the other partner organisations after over 4 years will diminish the pool of prospective adoptive carers. Not joining the RAA and instead remaining as a stand-alone service will mean competing in the recruitment of adoptive families with surrounding regional adoption agencies, who are likely to have gained a competitive advantage from becoming larger regional agencies. This may negatively impact on our ability to recruit adoptive families, which would necessitate the need to purchase more inter-agency placements (placements from other providers) creating additional budget pressures.

13.0 Conclusion and Recommendations

- 13.1 We believe that there is more benefit to Manchester's children and the adoptive parents to be part of the Adoption Counts RAA. The reasons for this are, it is a larger specialist organisation with significant reach and greater *attraction* to prospective adoptive carers, the organisation has developed a good reputation supported by strong performance against national performance indicators and is in a better place to meet the needs of Manchester's children who require adoption. We believe this success could potentially be compromised should the ongoing complex and fragmented staffing arrangements that currently exist continue.
- 13.2 In conclusion it is recommended Manchester City Council Adoption Service remains a member of the Regional Adoption Agency and participates in the formal transfer of staff under TUPE regulations in-line with the partner organisations.

**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: The Regeneration of the Grey Mare Lane Estate - Beswick, East Manchester

Report of: Strategic Director, Growth & Development

Summary

Over the past few years One Manchester Housing Association has been working in partnership with the City Council to develop proposals for the transformation and regeneration of the Grey Mare Lane Estate in Beswick, East Manchester. Having undertaken consultation with tenants, residents and other community stakeholders, One Manchester has now prepared a Masterplan for consideration by the Council's Executive. Subject to endorsement at this meeting, the Masterplan will act as a guide and point of co-ordination for the delivery of a multi-phased regeneration programme, which will create significant opportunities for improved and new affordable homes, provide improved public spaces, together with a new Community Hub and high street along Grey Mare Lane itself.

The successful implementation of the proposals set out in this Masterplan will require the use of several land parcels currently in the ownership of the City Council. This report also seeks approval in-principle for this land to be disposed of to One Manchester for development, subject to the achievement of agreed milestones.

Recommendations

The Executive is recommended to:

1. Note the progress made to date by One Manchester in developing proposals for the regeneration of the Grey Mare Lane estate:
2. Endorse the Masterplan for the Grey Mare Lane Estate, which from this point forwards, will act as a point of co-ordination for future regeneration activity, including the submission by One Manchester of detailed planning applications on a phased basis.
3. Approve in-principle the disposal of land shown in Appendix 2 and as set out in the body of the report; the timing of such disposals being subject to the successful achievement of milestones including the receipt of relevant planning consents and the re-provision of a new Community Hub to replace the current Grange Centre.
4. Delegate authority to the Strategic Director Growth and Development and the Deputy Chief Executive & City Treasurer, in consultation with the Executive Member for Housing and Economy and the Statutory Deputy Leader, to finalise the terms of specific land disposals as and when necessary, to

facilitate the regeneration and housing outcomes as set out in the body of the report.

5. Authorise the City Solicitor to complete the legal documentation required to put these recommendations into effect.

Wards Affected: Ancoats & Beswick

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
<p>Proposals for the regeneration of the Grey Mare Lane Estate include the retrofit of 160 mixed tenure homes through grant obtained by the City Council from the Department of Business, Energy and Industrial Strategy (BEIS) Social Housing Decarbonisation Fund Demonstrator. Under this project retained homes on the estate will receive fabric improvements to increase insulation levels and reduce heat loss. One Manchester is also offering to remove the gas supply to properties and replace it with renewable energy as part of its decarbonisation of its homes in the City.</p> <p>The new build affordable homes will similarly exceed the MCC planning requirements for fabric efficiency and performance. One Manchester no longer fits gas to new homes and will be designing these homes to meet the 2025 Future Homes Standard which will deliver homes that are zero-carbon ready.</p>

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Delivery of the proposals set out in the Master Plan will provide employment and training opportunities via related construction activities as well through the development of community - based facilities and local enterprises in a newly developed high street along Grey Mare Lane leading to the Etihad Campus and new Co-op Live Arena development.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Implementation of proposals will lead to training and employment opportunities in the construction and low carbon sectors, which will be targeted at local residents. Opportunities for improved partnership working between key agencies, contractors and developers will deliver local labour initiatives and improved educational attainment. One Manchester's Construction Academy will match opportunities to local residents

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creation of an inclusive place for all will mean enhancing and maintaining the strong sense of community and local identity; improving connectivity with safe, secure and active routes with recreational space; improving public spaces including green routes through the estate; providing local employment opportunities and supporting sustainable community-based facilities and social enterprises.
A liveable and low carbon city: a destination of choice to live, visit, work	Proposals contained within this report will deliver 150 retrofitted homes and 290 new homes creating an energy efficient and low carbon mixed tenure neighbourhood, together with improved public realm creating an attractive green neighbourhood. Delivery of a high quality scheme has the potential to make a major contribution to transforming Grey Mare Lane into a neighbourhood of choice. This will encourage local people to stay in the area and attract people and local businesses from outside the boundary.
A connected city: world class infrastructure and connectivity to drive growth	The vision is to develop a new digital community hub and collaborative workspace for local residents and businesses to drive growth through and beyond Grey Mare Lane

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no immediate revenue consequences at this stage of the process.

Financial Consequences – Capital

There are no immediate Capital consequences at this stage of the process. However, it should be noted that delivery of the Masterplan for the Grey Mare Lane estate will result in the disposal of land in the Council's ownership. The nature of the development envisaged is likely to result in land values of a nominal nature, which will consequently reduce or eliminate any capital receipts that might otherwise be generated if the Council were to seek to dispose of the land for housing development on the open market without setting restrictions on tenure mix.

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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 Executive 13th December 2017 - Eastlands Development Framework
- Report to Executive 16th October 2019 'Disposal of Land at Blackrock Street to One Manchester Housing Association'
- Report to: Economy Scrutiny Committee - 5 September 2019 Executive - 11 September 2019: Delivering Manchester's Affordable Homes to 2025

1.0 Introduction

- 1.1 In September 2019 the Executive received a report entitled “Delivering Manchester’s Affordable Homes to 2025” that, in part, referenced work being undertaken in conjunction with One Manchester Housing Association (OM) with a view to significantly improving the existing Grey Mare Lane housing estate.
- 1.2 The purpose of this report is to update Executive Members on progress made to date in developing proposals for a comprehensive regeneration programme for the Estate and to seek endorsement of a Masterplan that has been formulated following consultation with tenants, residents and other community stakeholders to guide and co-ordinate future development activity. The report also sets out the next steps that will be undertaken to deliver the redevelopment of the Estate.

2.0 Background – Grey Mare Lane Estate

- 2.1 The Grey Mare Lane Estate in Beswick was originally built by the City Council some 50 years ago as part of a programme undertaken to replace poor quality pre 1919 terraced housing with new council houses and flats.
- 2.2 The Estate was subsequently included in housing stock that was transferred from the City Council to Eastland Homes in 2003. Eastland Homes merged with another stock transfer Housing Association – City South – in 2015 to form One Manchester (OM). OM own and manage over 12,000 affordable homes in east, south and central Manchester including 978 homes in the wider Beswick area of varying age, construction type and condition.
- 2.3 The southern end of Grey Mare Lane has been transformed through a programme of community education, sports and leisure facilities including the East Manchester Leisure Centre and East Manchester Academy. The Etihad Campus including the Etihad Stadium and associated training facilities lie immediately to the north and east of the Estate, together with commercial uses including the large ASDA Eastlands Supercentre. The Metrolink Velopark station is also close by providing excellent connectivity to the city centre and wider conurbation.
- 2.4 The northern part of Grey Mare Lane is dominated by the Grey Mare Lane estate, laid out on a “Radburn” style, including walk-up flats and maisonettes fronting Grey Mare Lane, with low rise terraced housing on a series of Walks and Closes sitting on either side of Grey Mare Lane.
- 2.5 For the purposes of this exercise the Grey Mare Land estate is being defined by the plan attached as **Appendix 1**, bounded by Ashton New Road to the north, the footpath alongside the Church of the School of Resurrection & the western boundary of The Grange leading to Albert Street to the west, Alan Turing Way to the east and Albert Street to the south.

- 2.6 Although the estate was only built some 50 years ago, the de-industrialisation of East Manchester that followed shortly thereafter led to significant reductions in employment and population in the area and selective demolition of both former residential and commercial uses has left a number of vacant sites within and on the edges of the estate.
- 2.7 Over a 25 year period, the City Council has worked in collaboration with public and private sector partners to revitalise the East Manchester area. However, in 2017, public consultation undertaken as part of the update of the Eastlands Regeneration Framework, identified the Grey Mare Lane estate as being “left behind”. The December 2017 meeting of Executive agreed that the City Council should work with OM to identify how respective land holdings could be utilised to deliver improvements to existing stock, plus new housing development of significant scale. The City Council owns a number of land parcels around the Grey Mare Lane estate and the collaborative exercise undertaken identified that ideally this land would need to be invested in a wider scheme to allow regeneration proposals of appropriate scale to be brought forward.
- 2.8 OM was identified in the Eastlands Regeneration Framework as the appropriate lead agency to develop a transformative programme for the Grey Mare Lane estate. As a result, OM’s Board agreed to progress ‘sustainable and inclusive growth that OM, its customers and partners can be assured is both financially viable and deliverable for the benefit of the community’.

3.0 Creating the Platform for Regeneration

- 3.1 In 2018 OM undertook early consultation with residents to gather their views about the potential regeneration of the area and to inform future master planning options. OM also carried out surveys that identified properties within the estate that have been constructed on a non-traditional, Wimpey no-fines basis. The flats and maisonettes concerned have several issues such as persistent water ingress and the homes suffer from significant heat loss issues due to their design. Feasibility work undertaken also indicated the potential for new homes to be built in and around the estate but that the acquisition of a number of key sites would be critical to the progression of any major regeneration activities.
- 3.2 On this basis, OM purchased the former petrol station site and vacant Manchester One pub on Grey Mare Lane in 2019 as strategic acquisitions for regeneration purposes. Initial master planning exercises were undertaken which identified options for the regeneration of the estate based upon the selective demolition of a number of residential blocks and The Grange community centre, which is housed in a former primary school building on a large plot of land on Albert Street. New housing would be built on development sites created by demolition, together with the bringing back into use of sites that are currently vacant. Retained housing would be subject to significant improvement. The requirement to re-provide community facilities within the area as a result of using The Grange for housing development was identified. Proposals for new build were based around a mix of dwelling types including

well planned apartments and family homes, with the design of the residential community planned around clear and safe pedestrian and cycle routes with parking carefully managed to maximise the quality and extent of shared landscaping.

- 3.3 In January 2020 third party land assembly was completed with the final leasehold flat being purchased by OM, allowing Initial Demolition Notices to be served on 123 households. With support from the City Council, the planned retrofit of existing homes is proceeding at speed to take full advantage of BEIS Social Housing Demonstrator funding secured in partnership with MCC.

4.0 Community Consultation

- 4.1 OM has worked with local tenants, residents and other stakeholders to get an understanding of issues that needed to be taken into account in the development of proposals to improve and regenerate the Grey Mare Lane estate. Community engagement on the specific proposals to be included within a Masterplan began in earnest in 2019 with a number of drop - in events and information days held. Unfortunately, the outbreak of the Covid pandemic in the spring of 2020 slowed the progress of engagement considerably but OM responded to lockdown restrictions with the development of a comprehensive website and digital engagement hub.
- 4.2 Although “virtual” engagement provided a means of maintaining some momentum, OM recognise that access to on-line material is more limited in East Manchester than in other areas and it is only with the easing of Covid restrictions that OM have been able to fully re engage with residents and progress the whole masterplan.
- 4.3 A series of resident and stakeholder events recommenced over the summer months of 2021 running into late September, presenting both the retrofit proposals and progress with the Masterplan. OM have opened a community room on Newcombe Place where residents can drop in and look and feedback on plans as they emerge.
- 4.4 Executive Members can review the OM Grey Mare Lane website area to see all communications, material and latest news via the following link - <https://www.onemanchester.co.uk/building-future/grey-mare-lane-estate>
- 4.5 OM are progressing the engagement of local residents in employment and training initiatives. OM will work collaboratively with contractors through a Construction Academy model which will provide placements, shared apprenticeships. OM is maximising opportunities to train officers and residents in green retrofit skills.

5.0 The Masterplan for the Grey Mare Lane Estate

- 5.1 As set out above, OM has taken the lead in exploring the potential for delivering a transformational regeneration programme for the northern part of the Grey Mare Lane neighbourhood.

5.2 OM have appointed a professional external team to support the process, with the lead Master Planner being Buttress, a well established Manchester architect's practice. Planit-IE have been appointed to provide landscape design input.

5.3 The Masterplan is attached as **Appendix 2**. A summary of proposals contained is set out below: -

- The demolition of 124 existing social rented dwellings inclusive of 108 maisonettes, walk-up & cottage flats & 16 houses.
- The construction of 124 new social rent low carbon homes to replace properties demolished.
- The construction of 166 additional mixed tenure homes on demolition sites and existing vacant sites including new affordable rent and shared ownership properties.
- The retrofit of 150 existing homes inclusive of over-cladding, re-roofing, new windows and doors to improve energy efficiency and thermal comfort.
- The demolition of the existing Grange Community Centre to create a site for new housing development.
- The provision of a new Community Hub on Grey Mare Lane developed in partnership with the operator of the Grange Centre, 4CT, as a key stakeholder.
- A new community led high street on Grey Mare Lane including scope for ground floor community café, local business units, and community enterprise units.
- Neighbourhood wide landscaped public realm and environmental enhancements.
- Environmental and traffic calming improvements proposed to Grey Mare Lane subject to funding support.

New Housing

5.4 Table 1 below summarises the mix of new housing that is proposed.

Table 1: New housing units – type & tenure

Tenure	Apartments		Houses			Total No.
	1 bed No.	2 beds No.	2 beds No.	3 beds No.	4 beds No.	
Social Re-Provision	78	29	11	6	0	124
Additional Provision	0	20	57	71	17	166
TOTAL	78	25	57	61	17	290

5.5 All existing tenants in the demolition area have been guaranteed a new home at their current rent in Grey Mare Lane although residents are also eligible for rehousing owing to the service of Initial Demolition Notices by OM in January 2020. There are currently 90 households that will move directly into these homes.

- 5.6 The additional provision will be primarily a mixture of affordable rent, shared ownership and potentially rent to buy and Homes England funding will be sought by OM for the additional homes.

Open Space

- 5.7 The emerging vision for the landscape and public realm is to develop an holistic, sustainable, and durable low maintenance solution built on the neighbourhood's already existing assets for the enjoyment and pride of the residents – young and old.
- 5.8 Adding more opportunities for play, recreation, dwelling and fun would enrich the existing greenspaces. Existing streets have the potential to be downgraded to more habitable environments through traffic calming measures, making them safer for pedestrians and cyclists.
- 5.9 A new neighbourhood heart is envisioned along Grey Mare Lane, anchored by a new community hub.
- 5.10 The vicinity of Etihad Stadium and the amount of people already passing through the neighbourhood on match days cannot be ignored - the improvements along Grey Mare Lane would take that into consideration, accommodating this regular influx of people and making the most out of it for the benefit of the residents.

Connectivity & permeability

- 5.11 The key internal routes - Grey Mare Lane and Albert Street will remain unchanged. There is an opportunity to reduce the width of Grey Mare Lane, making it more pedestrian and cycle focussed. There are currently cycle lanes in place along Ashton New Road & Albert Street and there is great potential to link Grey Mare to this network. Minor amendments are proposed to the internal roads to assist with masterplan development.
- 5.12 Where possible the redevelopment will enhance existing permeable routes through the neighbourhood along primary routes, such as Grey Mare Lane and Albert Street. The east-west pedestrian link along Hornsea Walk, Hopedale Green & Corley Walk will also be improved creating a positive and inviting route through the neighbourhood and connecting to the wider Beswick area.
- 5.13 Enhanced streets will improve natural surveillance within the area and discourage anti-social behaviour. Improved lighting and way finding will be integrated into the wider landscape strategy.

Public realm, car parking

- 5.14 Grey Mare Lane is located in a sustainable travel location and the use of public transport will be encouraged. The use of electric cars will be

encouraged with the provision of electric charging points integrated within the new build developments.

- 5.15 Provision of cycle lane on Grey Mare Lane to connect into the wider Bee Network and safer walking and cycling routes through the estate will be provided. The parking strategy is currently in development with MCC.

Community Facilities

- 5.16 OM have offered to develop options for the delivery of a new Community Hub on Grey Mare Lane working in partnership with local charity 4CT, who currently operate the former primary school building, The Grange, under a short lease from the City Council.
- 5.17 OM's current vision is for the new Hub to be a place to meet, connect with others in person and via digital technology, get involved in activities, be signposted to community and other services and have fun. It will provide support to the locality, for residents and for local organisations, existing businesses and new start-ups. This vision will be refined subject to further engagement with the local community and key stakeholders including 4CT prior to planning. OM will seek funding to help ensure the sustainability of the new hub, with the intention that the hub will eventually be self-funded. OM are committed to the provision of new facilities in advance of The Grange site being redeveloped. The current Master Plan shows an indicative location for where the Community Hub will be delivered but OM will work with the City Council, 4CT and other stakeholders to review other potential options to the south of the Master Plan area, where the East Manchester Leisure Centre, East Manchester Academy and Beswick Library are located.
- 5.18 Along Grey Mare Lane itself, some of the ground floor frontage of proposed apartment blocks will be planned as retail/commercial space targeted at local businesses and social enterprises. OM have launched a campaign to attract "Meanwhile space" usage on current empty sites and it is hoped that some of these local enterprises may turn into permanent uses and help create a community focussed high street.

6.0 Contributing to a Zero Carbon City

- 6.1 The City Council and OM have been and will continue to work together to ensure that the redevelopment of the estate contributes to the City's declared objective of achieving zero carbon development. Through this joint working OM have already been awarded funding via the Department of Business, Environment and Industrial Strategy's (BEIS) Social Housing Decarbonisation Fund. Under this national demonstrator project, 150 retained homes on the estate will be offered fabric improvements to increase insulation levels and reduce heat loss thereby improving the comfort and well-being of residents, as well as reducing carbon emissions and reducing energy costs for residents. At the same time OM is offering to remove gas to their properties and replace this with renewable energy as part of the decarbonisation of its homes in the City.

6.2 The new build affordable homes will similarly exceed the MCC planning requirements for fabric efficiency and performance. OM is no longer fitting gas to new homes and will be designing these homes to meet the 2025 Future Homes Standard which will deliver homes that are zero-carbon ready. Homes built under the Future Homes Standard should produce 75-80% less carbon emissions compared with current levels and become net zero as the electricity grid continues to decarbonise.

7.0 Funding the Masterplan & Land Disposal

- 7.1 The regeneration of Grey Mare Lane is being led and funded by OM. As the scheme involves the re-provision of 124 existing homes as well as new build, the gross development cost of the scheme far exceeds the value that can be attributed to the new build element of the scheme, and for which OM may be able to attract funding from Homes England). OM will be required to underwrite overall investment to an estimated value of £70m.
- 7.2 Before OM can proceed with the preparation of planning applications for the scheme, its Board requires confirmation that the Council will dispose of its land interests as identified in **Appendix 1** so that the objectives of the proposed initiative can be delivered.
- 7.3 Heads of Terms for the disposal of this land will be agreed with OM. The terms will take account of development appraisals that will establish a residual value for the land interests, taking account of development costs and sources of funding for the scheme at the point of disposal. Given the nature of development that will be delivered (i.e. affordable housing) it is anticipated that the disposal to OM - a Registered Provider (RP) - might constitute a sale at an under value (i.e. the value of the land concerned if it was to be disposed of on the open market for housing development without restriction on the forms of tenure to be made available). A sale at an undervalue may require the prior consent of the Secretary of State unless the proposed disposal is covered by a General Consent. Separate reports will be brought to future meetings of Executive if approval for the disposal of any land at an under value is required.
- 7.4 It is proposed that land will be disposed of by way of a long lease with the user clause to be restricted for use for the approved masterplan scheme (subject to an approved planning consent) subject to the inclusion of such other terms and conditions as are appropriate and are in accordance with the usual requirements of the City Council when entering into this type of arrangement. The timing of such disposals / drawdown of development plots will be subject to the successful achievement of agreed milestones for example the receipt of relevant planning consents and the re-provision of a new Community Hub to replace the current Grange Centre.
- 7.5 It should be noted that in the event that the Council's land is not made available to support the project, then the regeneration outcomes will not be delivered. It is the scale of additional housing that is being proposed that allows an element of cross subsidy across the scheme and funds the

improvements across the estate to the public realm, the streetscape and environment, the new community hub and transformation of Grey Mare Lane itself into a liveable, attractive community high street. Sustainable and inclusive growth opportunities for existing and future residents will not be realised if this land is not included.

- 7.6 Without the Councils' land OM will need to scale back the proposal to a purely residential project based upon land solely within its control. This would realise a small scale residential infill on the former petrol station site together with the replacement, or if technically practical, the retrofit of walk-ups and maisonettes also fronting Grey Mare Lane. There would be no improvements to the public realm, streetscape, environment, community hub nor transformation of Grey Mare Lane itself.

8.0 Delivery & Phasing Strategy

- 8.1 Owing to the requirements of the BEIS funding that has been secured by OM via the City Council, the first phase of works is the retrofitting to existing homes. Work to three empty pilot houses has commenced with the main works programmed to follow in the Autumn and be completed in summer 2022.
- 8.2 Subject to the approval of this report by members then a planning application detailing the masterplan of the estate will be submitted in late 2022 with the first phase of newbuild works commencing in 2023. The first new build phase comprises of the re-provision homes and new community hub and community high street frontage centred around vacant land on Grey Mare Lane.
- 8.3 Upon completion of these first phases in 2025, residents subject to planned demolitions will move only once into their new homes releasing further plots including the Grange site for the additional residential development and public realm and highways regeneration phases.
- 8.4 A construction plan for the new build spanning 5 years is projected. **Appendix 3** indicates the new build phasing plan.

9.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 9.1 Delivery of the proposals set out in the Master Plan will provide employment and training opportunities via related construction activities as well through the development of community - based facilities and local enterprises in a newly developed high street along Grey Mare Lane leading to the Etihad Campus and new Co-op Live Arena development.

(b) A highly skilled city

- 9.2 Implementation of proposals will lead to training and employment opportunities in the construction and low carbon sectors, which will be targeted at local

residents through OM's Construction Academy. Opportunities to link the initiative with educational and careers activities at local schools will be actively pursued by OM.

(c) A progressive and equitable city

- 9.3 Creation of an inclusive place for all will mean enhancing and maintaining the strong sense of community and local identity; improving connectivity with safe, secure and active routes with recreational space; improving public spaces including green routes through the estate; providing local employment opportunities and supporting sustainable community-based facilities and social enterprises.

(d) A liveable and low carbon city

- 9.4 Proposals contained within this report will deliver 150 retrofitted homes and 290 new homes creating an energy efficient and low carbon mixed tenure neighbourhood, together with improved public realm creating an attractive green neighbourhood. Delivery of a high quality scheme has the potential to make a major contribution to transforming Grey Mare Lane into a neighbourhood of choice. This will encourage local people to stay in the area and attract people and local businesses from outside the boundary.

(e) A connected city

- 9.5 The regeneration of the Grey Mare Lane estate is intended to tackle the perception that the area has been "left behind" – through improvements to housing, layout, public realm etc. The reinvigoration of Grey Mare Lane into a community focused high street, with new Community Hub, will provide better integration and connections with the wider Beswick Neighbourhood.

10.0 Key Policies & Considerations

(a) Equal Opportunities

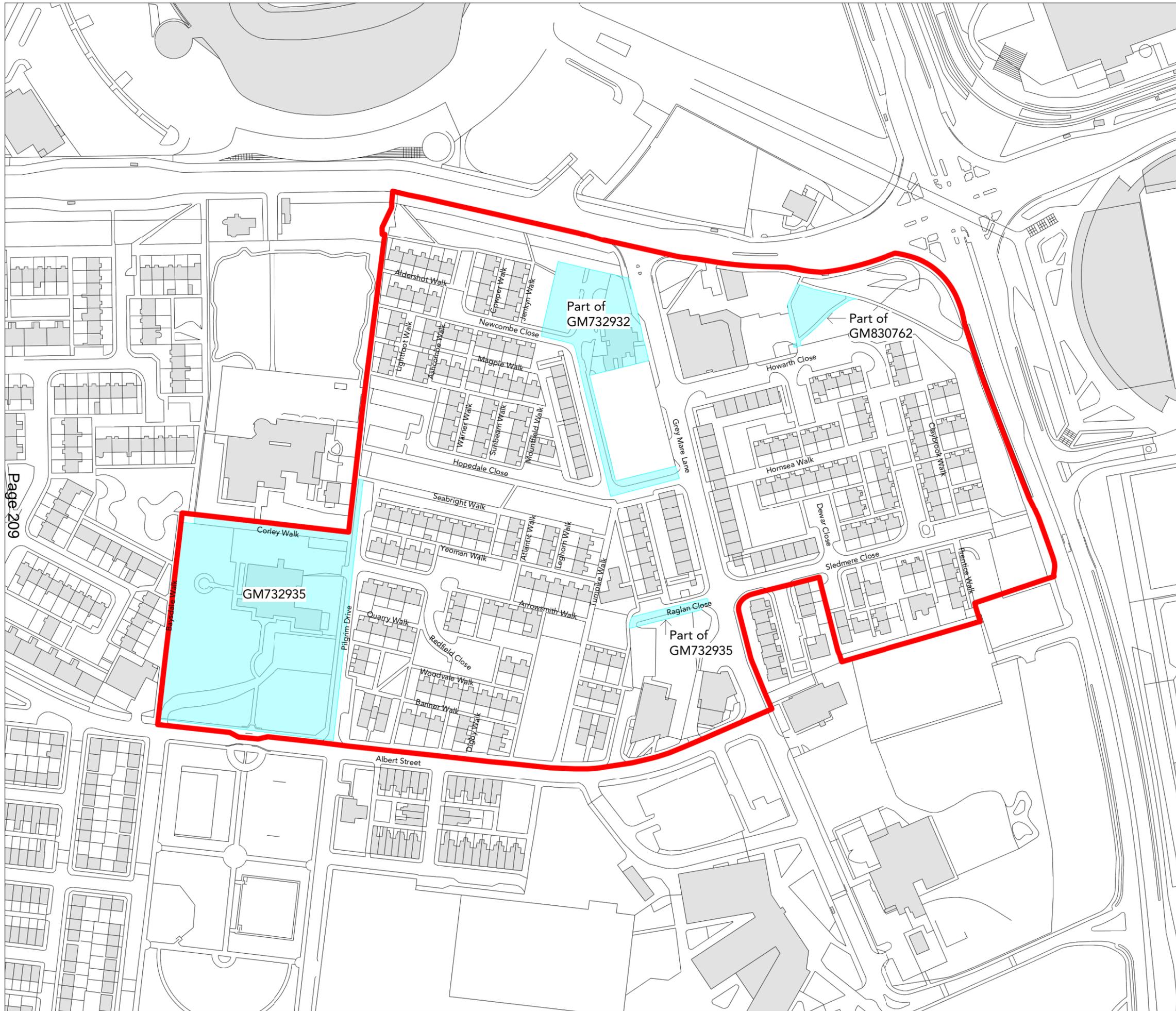
- 10.1 The Grey Mare Lane Masterplan will help drive forward the regeneration of the Beswick neighbourhood, providing a significant number of new good quality affordable homes alongside new community facilities and commercial development. This will both meet increasing levels of demand for affordable housing for Manchester residents and create new employment opportunities.

(b) Risk Management

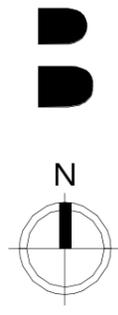
- 10.2 The risks associated with the project will primarily be managed by OM, working in conjunction with the City Council via a suitable Programme Board arrangement. Risks will be managed in line with standard practices that the Council establishes for governance structures of this nature, with any Council related risks subject to escalation and decision making if and when required.

(c) Legal Considerations

- 10.3 The successful delivery of the Masterplan will require the disposal of land to OM, on a phased basis, subject to agreed milestones being met, and such disposals being in line with the Council's constitution. The City Solicitor will advise on the issues referred to in paragraph 7.0 of this report which will include the provision of advice on the proposed Heads of Terms and also on the issues associated with the disposal of any land at an undervalue (for example the need for any government consents and on subsidy). The City Solicitor will establish and put into effect legal agreements as required to deliver the objectives of the Masterplan and as set out in the agreed Heads of Terms.



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Note:
Do not scale from this drawing.
Dimensions are to be checked on site.
If in doubt please ask.

GMLE Area Boundary

MCC land required for transfer

Rev	Date	Ints	Details

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Project Title	Grey Mare Lane
Client	One Manchester
Location	Beswick - Manchester

Drawing Title	Title Plans
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Date	20/10/2021 13:49:04	Scale	1 : 2000
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Status INFORMATION

Job No:	Origin:	Zone:	Level:	Type:	Disc:	Number:	Rev:

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Appendix 1, Item 12

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Grey Mare Lane Estate



Grey Mare Lane Estate



Grey Mare Lane Estate is for the whole community. Making residents feel comfortable and visitors feel welcome, the proposed regeneration programme offers a once in a generation opportunity to rejuvenate the existing neighbourhood through new development opportunities and refurbishment of existing properties, including residential and community focussed projects.

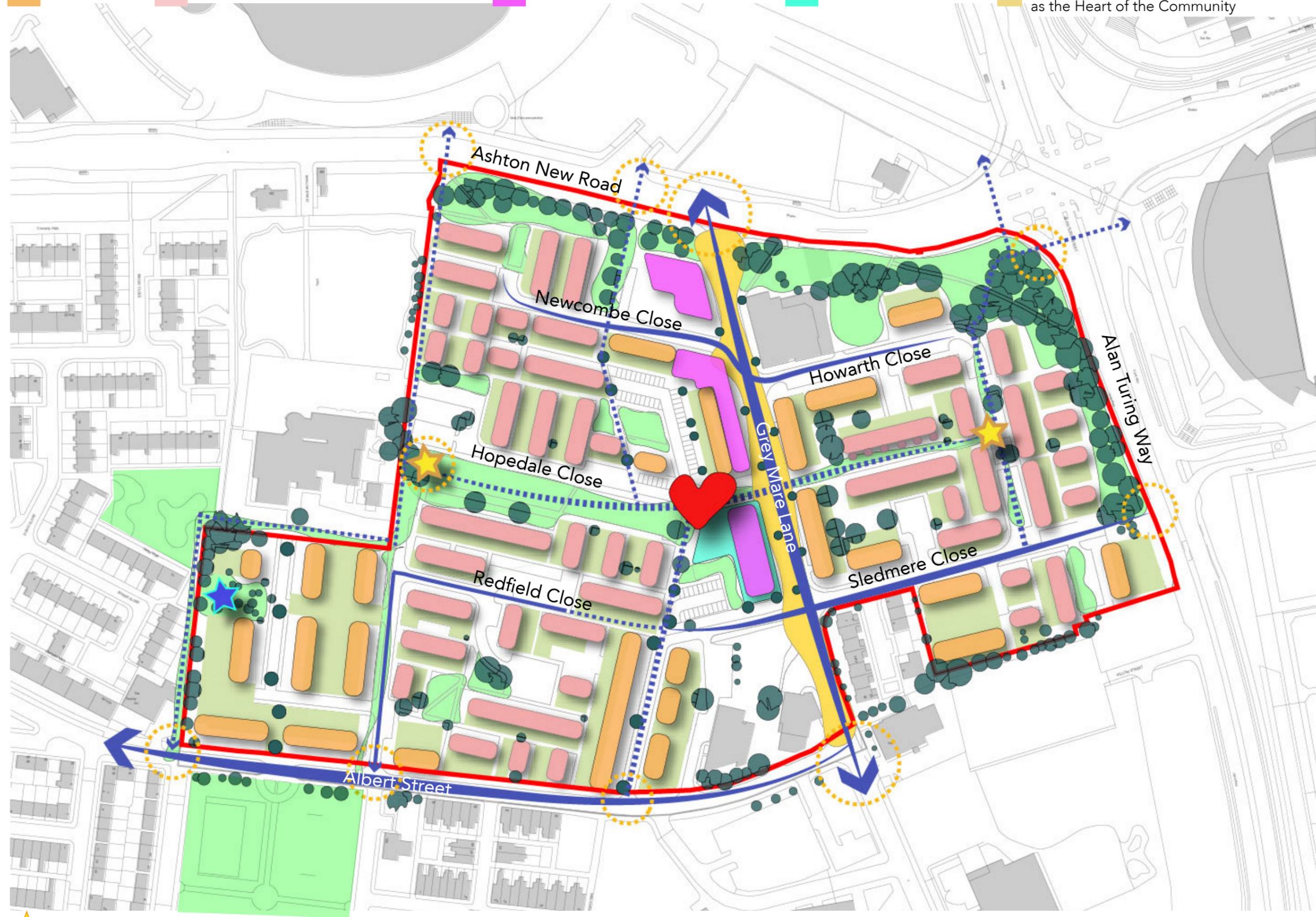
As Existing Site Plan

No development has occurred on the estate since the 1980's and it remains largely residential in character comprising a total of 297 dwellings including a mix of houses, maisonettes and flats. In addition, the Site includes several community and commercial uses including Mary D's pub, a chip shop, the Grange Community Centre and the newsagents on Newcombe Close. The former Manchester Bar One public house on Grey Mare Lane was demolished in February 2020.



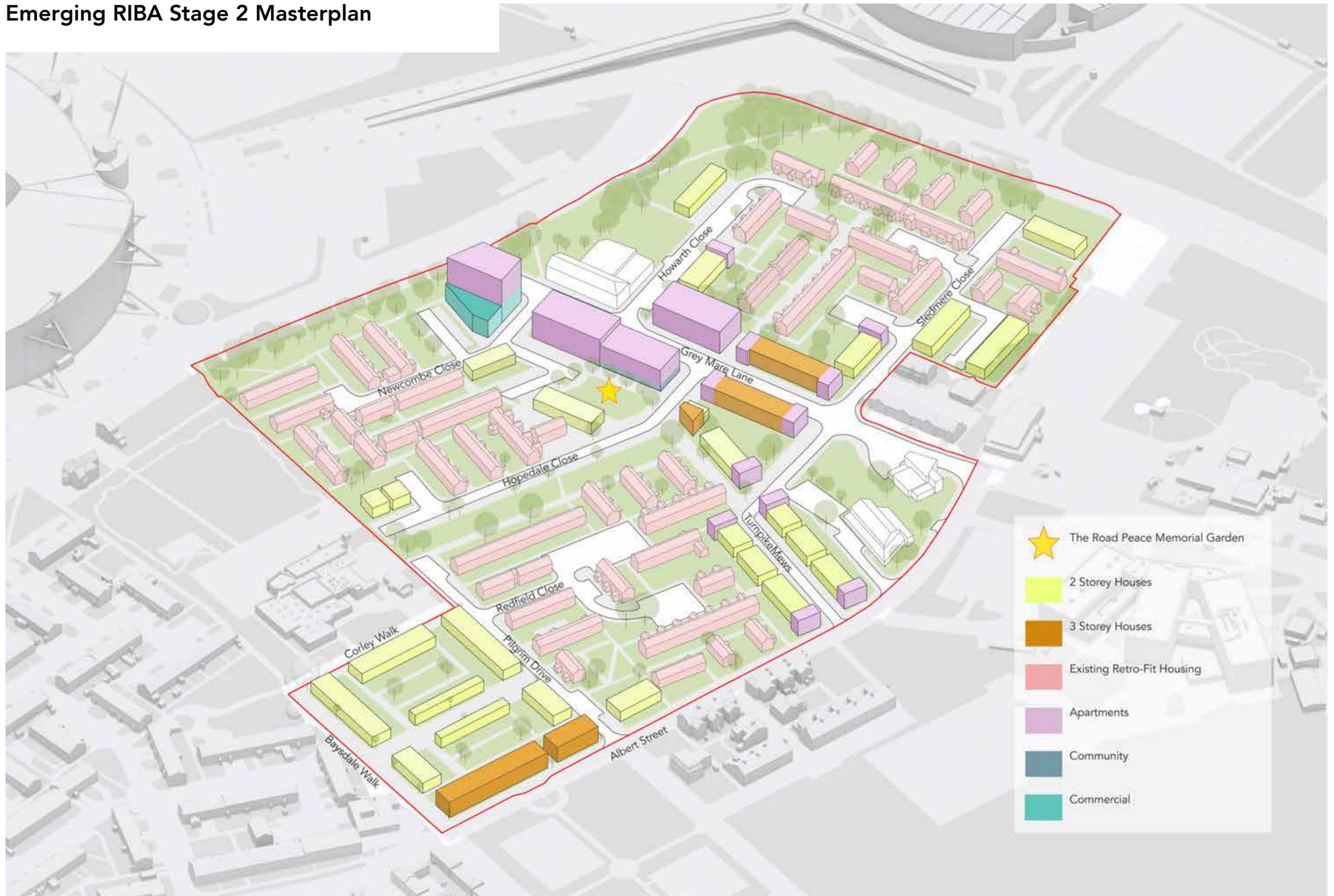
RIBA Stage 1 - Masterplan Vision

- New Housing
- Opportunity to Refurbish Existing Homes
- Opportunity for New Apartments
- Community Centre
- Opportunity to Establish Grey Mare Lane as the Heart of the Community



- Neighbourhood Focal Point
- Existing Memorial
- Greenspace
- Private Gardens
- Heart of Neighbourhood
- Neighbourhood Entry Point

Emerging RIBA Stage 2 Masterplan



Grey Mare Lane Looking North - Showing Enhanced Public Realm.



Please note this image is aspirational for how the high street might feel. This is not a firm proposal as it will be subject to funding and planning permission.

Proposed view looking North on Turnpike Mews



Please note this image is aspirational for how the streets might feel. This is not a firm proposal as it will be subject to funding and planning permission.

Proposed view looking South along Turnpike Mews showing retained and proposed dwellings.



Please note this image is aspirational for how the houses might look. This is not a firm proposal as it will be subject to funding and planning permission.

Buttress

Architects | Masterplanners | Heritage Consultants

Proposed Phasing Programme

Availability at Project Completion	Houses	Apartments
Plot F Phase 1	0	54
Plot E Phase 1	4	0
Plot E (i) Phase1	4	0
Plot G Phase 2	7	24
Plot J Phase 2	13	8
Plot D Phase 2a	62	0
Plot K Phase 2a	5	0
Plot H Phase 3	16	9
Plot L Phase 3	25	12
Plot M Phase 4	15	0
Plot C Phase 4	6	0
Plot N Phase 4	6	0
Plot A Phase 5	0	20
Total	163	127



Indicative Phasing Plan

Starting November 2021 for retrofit, New build in Summer 2023 with completion in 2028.

Phase	Plot
Retrofit	RI to R3
Phase 1	Plot F
	Plot E Decant (to Plot F)
	Plot E Demolition & Construction
	Plot E (i) Construction
Phase 2	Plot G & J Decant (to Plot F)
	Plot G & J Demolition
	Plot G Construction
	Plot J Construction
Phase 2 a	Plot D Decant (to plot F)
	Plot D Demolition & Construction
	Plot K Decant (to plot J)
	Plot K Demolition & Construction
Phase 3	Plot H & L Decant
	Plot H & L Demolition (to Plot G & E)
	Plot H Construction
	Plot L Construction
Phase 4	Plot M Decant (to Plot G)
	Plot M Demolition & Construction
	Plot C Construction
	Plot N Construction
Phase 5	Plot A Construction

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**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Streets for All Strategy

Report of: Director of City Centre Growth and Infrastructure

Summary

This report provides an overview of the Streets for All Strategy, which forms a sub-strategy to the Greater Manchester Transport Strategy 2040, which was endorsed by the Executive on 9 December 2020.

Recommendations

The Executive is recommended to:

1. Review and comment on Greater Manchester’s Streets for All approach and the principles that will underpin the Streets for All Strategy, as set out in this report; and
 2. Endorse and adopt the Streets for All Strategy.
-

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 Greater Manchester Transport Strategy 2040 documents support Manchester’s target for zero carbon by helping the decarbonisation of the transport system. Transport for Greater Manchester (TfGM) have undertaken a high-level, qualitative assessment of the potential benefits to carbon reduction of the Streets for All strategy, which is included below.

Carbon Assessment		
Overall Score	1	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	

Transport	Result	Justification/Mitigation
Active travel and public transport	1	The Streets for All approach, as set out in the Strategy, is focussed on improving people's experiences of walking, cycling and using public transport, and supporting more people to travel in these ways more often.
Roads, Parking and Vehicle Access	1	The Streets for All Strategy is a policy document that outlines the need for improvements to active travel and public transport infrastructure overall - it is not concerned with specific routes. We will maintain the most direct routes for people walking, cycling, and using public transport in their neighbourhoods; other motorised vehicle journeys may be less direct. We will still allow access for residents, and for those vehicles needed for essential reasons such as disabled access and emergency services.
Access to amenities	1	A key area of focus, in the Streets for All Strategy, is reducing the distances people need to travel to work, healthcare, education, green spaces and leisure facilities by locating these conveniently closer to where people live or in accessible town and city centre locations. Shorter distances mean that more trips can easily be walked or cycled, and new developments can be designed to be easy and safe to access through active travel and public transport.
Vehicle procurement	N/A	
Land Use	Result	Justification/Mitigation
Land use	1	The Streets for All Strategy emphasises the importance of tree planting on streets, where appropriate, to make the environment more pleasant to encourage more people to walk and cycle as part of their daily routine and to spend more time outdoors. Trees also provide important wildlife habitats.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Improving the mobility and public space functions of our streets will increase footfall, support businesses, reduce traffic congestion, improve productivity, and enhance access to employment across Manchester and GM.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improving our streets in key locations such as the city centre will enhance the amenity and appeal of Manchester as a world-class, vibrant city, helping to attract business and skilled talent.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Streets for All approach will put people at the centre and work to create inclusive, accessible, safe, attractive places that are welcoming for all members of our communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The Streets for All Strategy, and projects to be delivered using its principles, will support Manchester's target for zero carbon by helping the decarbonisation of the transport system.
A connected city: world class infrastructure and connectivity to drive growth	The Streets for All approach will improve connectivity for various users of streets by prioritising different types of mobility on different streets as appropriate and supporting investment to improve infrastructure.

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

- Equal Opportunities Policy, including equality impact issues
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no direct consequences for revenue finances for the Council resulting from the recommendations of this report. Any future revenue consequences will be considered as part of any future capital approvals.

Financial Consequences – Capital

There are no direct consequences for capital finances for the Council resulting from the recommendations of this report. As part of adopting this strategy any future projects will be considered as part of the existing capital approvals process. The Five-Year Transport Delivery Plan (2021-26) includes a funding summary statement which identifies broader financial matters for the GM Strategy 2040 - <https://tfgm.com/our-five-year-transport-delivery-plan>.

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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.

- GM Transport Strategy 2040 and Five-Year Transport Delivery Plan (2021-26) (endorsed by the Executive on 9 December 2020)

1.0. Introduction

- 1.1. Updated Greater Manchester Transport Strategy 2040 documents were endorsed by the Executive on 9 December 2020, and approved by GMCA in January 2021, including: a refreshed version of the long-term, statutory local transport plan (LTP) - the Greater Manchester Transport Strategy 2040; a final version of Our Five-Year Transport Delivery Plan (2021-2026); and ten new Local Implementation Plans (one for each Greater Manchester council).
- 1.2. To support the overarching LTP documents a suite of GM2040 sub-strategies is being developed which set out more detailed policies, principles and guidance on how GM intends to deliver the 2040 ambitions. These sub-strategies will be crucial in helping to ensure we are focusing our finite resources on appropriate measures to achieve our 2040 vision; delivering against consistently high standards to maximise the impact of our transport interventions; and to ensure we are creating a coherent transport network for the city and GM which is aligned with the 2040 Network principles (as set out in GM2040) and delivers Our Bee Network ambitions. These sub-strategies are at varying stages of development.
- 1.3. The Streets for All Strategy is well-aligned with national policy documents, including 'Gear Change: A bold vision for Cycling and Walking' (2020) in which Government outlines its ambition to create better streets for people walking and cycling, and 'Bus Back Better: A National Bus Strategy for England' (2021) in which Government asks all Local Transport Authorities to 'commit to significant improvements in traffic management, including bus priority measures and active travel measures'. In Greater Manchester, our Local Cycling and Walking Improvement Plan (LCWIP) 'Change a Region to Change a Nation' and upcoming Bus Service Improvement Plan (BSIP) sit alongside this Streets for All Strategy by setting out the overall aspirations for the active travel and bus components of the Bee Network. The Streets for All Strategy enables us to deliver our ambitions for walking, cycling and bus in a holistic way. The approach set out in Streets for All will also support our pathway to net zero transport, which is vital to the Government's 'Decarbonising Transport' plan, alongside our local plans to reduce carbon and improve air quality.
- 1.4. Streets for All is planned to be one of the first sub-strategies to be approved and adopted by GMCA. The Streets for All Strategy is appended to this report.

2.0. Streets for All

- 2.1. Streets for All is a new approach to everything we do on streets in Greater Manchester. Streets for All supports our place-based agenda as well as achieving our ambition for more travel by walking, cycling and public transport, which will help us to tackle our most pressing economic, environmental, quality of life and innovation challenges.
- 2.2. The ambition is to design more welcoming and greener streets which enable people to incorporate more physical activity into their daily lives; which have

clean air; which are accessible for those with mobility impairments, with nobody excluded; which are safe and secure for everyone; and which provide good access to public transport.

- 2.3. When published, the Streets for All Strategy will build on the policy direction set out in the Greater Manchester Transport Strategy 2040 and our Right Mix vision. It emphasises the importance of delivering active travel and public transport infrastructure and service improvements in a co-ordinated way and of supporting land use changes, which bring day to day services closer to where people live. Culture change around active and sustainable travel is also becoming more embedded across Greater Manchester, and this also forms a key part of the Streets for All Strategy.
- 2.4. Streets for All offers a long-term approach - rather than an overnight 'quick fix' - which will require changes over time to how streets are designed and managed. It will also involve changes to the role of some existing streets where, for example, place-making may be given greater emphasis than the movement of private vehicles. Political leadership will be required - alongside close dialogue with local communities – as we transition towards Streets for All across Greater Manchester, as part of our ambition for clean air and carbon neutrality, and our ongoing commitment to improving public health. However, it should be noted this will not involve wholesale change to all streets, rather this is about looking at the existing hierarchy and where there are opportunities to intervene, to make those interventions.
- 2.5. For us to achieve all these important ambitions, our city-region needs to be much easier to get around on foot, by cycle and using public transport, with streets which are more pleasant to spend time in. The purpose of Streets for All is to set out Greater Manchester's progressive approach to making this happen, by putting people first as we shape and manage our streets.
- 2.6. Whilst we do not expect our Streets for All vision to change significantly over time, we will need to evolve our approach to delivering Streets for All as we work with local communities to implement it on different streets in different parts of GM. Hence, we will review the success of and, if appropriate, refresh the Streets for All Strategy and supporting design guidance a year after publishing, to make sure we are staying on track to achieve our goal of creating streets that are welcoming, green, and safe spaces for all people. This will allow the Streets for All approach to be flexible, allowing testing and adaptation for local conditions and allow any appropriate consultations by GM local authorities.

Streets for All Essential Values

- 2.7. As shown in the graphic below, Streets for All will be guided by 7 'Essentials' which are for us – GMCA, 10 Greater Manchester Local Authorities and TfGM - to deliver in partnership with residents, businesses, transport operators, the NHS, emergency services - all working together and doing our bit.



- 2.8. Our 7 Streets for All 'Essentials' are our priorities and our promise that support our people centred approach to streets across Greater Manchester.

The Streets for All approach

- 2.9. The Covid-19 pandemic has brought the quality of our streets into sharp focus. People are spending more time in their local areas and high streets, and recognise the value of having safe places to walk and cycle and to spend time in. Our residential streets are starting to a greater extent becoming more like community spaces as people have been interacting more. There is greater emphasis on the need to improve streets in their local neighbourhoods and town centres to support better health, wellbeing, and economic vitality.
- 2.10. The Streets for All approach involves working at three levels (1. Spatial Planning; 2. Network Planning; and 3. Street Design & Management) to ensure that Greater Manchester's roads can transition to Streets for All.
- 2.11. Central to this approach is reducing the distances people need to travel to reach everyday destinations such as work, healthcare, education, green spaces, and leisure facilities. Shorter distances mean more trips that can easily be walked or cycled, and new developments can be designed to be easy and safe to access on foot, by cycle and using public transport. The 15-minute neighbourhood concept, whereby in urban areas residents can meet most of their needs within a short walk, cycle, or public transport journey, is an example of this.

- 2.12. Our streets have a variety of functions and a key objective of Streets for All is to ensure the right movement is happening on the right street. The strategy identifies five different street typologies, based on their role for moving vehicles vs. place-making. Some streets are 'Destination Places' or 'Active Neighbourhoods'; which should be designed for limited levels of slow-moving through traffic – we need to make sure these kinds of streets have less traffic to make them safer and easier places to live and spend time in, where it is easy to access local facilities on foot or by cycle. Our ambition for 'High Streets' should be well served by public transport and active travel, as well as having good provision for access and servicing.
- 2.13. As well as moving general traffic, it is also important that 'Connector Roads' are designed to give good priority to buses so that they offer a reliable and attractive service for bus users (and with good walking provision, so that bus passengers can access them safely on foot). Connector roads are also important for service and delivery vehicles accessing our city and town centres. Strategic Roads should be carrying larger vehicles on longer journeys to ensure that the impacts of motorised traffic on local streets are minimised.



- 2.14. A major benefit of this Streets for All approach is that it will help lessen conflicts between different transport users against one another (e.g. drivers vs. cyclists; bus users vs. pedestrians) and instead starts with a consideration of all people and places and then considers what sorts of movement need to be facilitated within a broad corridor or across a local area. It also helps us to take a more strategic and integrated view of the transport networks we are delivering (including walking and cycling, bus, freight and general traffic), and makes sure we provide the right quality and capacity of transport and infrastructure to meet those needs. It also doesn't require ring-fenced funding pots for different transport modes: for example, within a single Streets for All scheme, we can design the right facilities for public realm, walking and cycling, buses, and general traffic. However, it will also allow flexibility and streets will be designed to suit their local conditions.

2.15. We are delivering elements of the Streets for All approach through a number of transport projects as we believe that these will make things better for people travelling in our local neighbourhoods, towns, and cities. Other key actions we will undertake to create Streets for All include:

- developing Traffic Reduction Plans as part of refreshed Local Implementation Plans;
- preparing and adopting a Road Danger Reduction Plan for Greater Manchester;
- developing a Greater Manchester Streets for All Design Guide;
- progressing and delivering Streets for All redesign projects as part of our capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021-26);
- building 500 miles of new Active Travel networks across Greater Manchester by 2024, working with local communities to make sure we are putting them in the right places;
- designing our streets to support Quality Bus Transit services that make public transport a safe and attractive travel option, through bus priority, improved waiting facilities and better access to bus stops, as part of our Bus Service Improvement Plan.

2.16. We are clear about the need to review and report progress on these different elements of Streets for All, as we aim to deliver our overall transport vision for the people of Greater Manchester. We commit to keeping the Streets for All strategy and policies under regular review to ensure they meet the needs of the people of Greater Manchester. This will include making sure we can tailor the Streets for All approach to local community needs, and that Streets for All schemes are working well and deliver

3.0. Implications for Manchester

3.1. Encouraging and providing high quality public realm and sustainable, connected transport infrastructure is fundamental to Manchester City Council's approach to managing our streets and delivering on our strategic objectives for the city including: creating a strong and vibrant city economy, and supporting access to local businesses; creating liveable, inclusive, accessible places; creating a highly connected and performing transport network to connect people with jobs, services and amenities across the city and region; and prioritising investment to encourage shift to sustainable transport modes.

3.2. Improving streets in this way is particularly important for the regional centre and Manchester city centre, as the economic, transportation and cultural hub of Greater Manchester and major residential growth area. This ambition for better streets is reflected in key policy documents such as our City Centre Transport Strategy. Through working with partners in GM and the government, we will continue to advocate for the investment in our streets, transport infrastructure and public realm which will be essential to achieve this ambition.

- 3.3. The Council is already applying a Streets for All approach as we plan for and deliver key sustainable transport infrastructure projects across Manchester, including:
- around £30m of investment active travel schemes being delivered including Chorlton to Manchester Cycleway, Northern Quarter (Piccadilly to Victoria) Scheme, Victoria Northern Eastern Gateway, Rochdale Canal scheme, Levenshulme & Burnage Filtered Neighbourhood, Fallowfield Loop and Yellow Brick Road (Manchester Cycleway), the City Centre Triangle (including Fountain Street-High Street), and Alan Turing Way;
 - transforming Deansgate into a car-free, multi-modal corridor that cements it as key destination for the city, with high-quality public space, prioritising walking, cycling and public transport;
 - developing a programme of interventions on key corridors into the city centre, to improve highway infrastructure to ensure that the city can continue to be an attractive place to invest and live and to ensure that transport will not become a barrier to growth;
 - prioritising highway maintenance on local streets to ensure they are safe and accessible and to encourage active travel in local neighbourhoods.
- 3.4. As well investment in physical infrastructure, achieving the Streets for All vision to make streets safe, comfortable, accessible, welcoming and with reliable public transport (such as bus priority) will also require an increased focus and exploring opportunities for resourcing for enforcement and maintenance, to ensure existing and future infrastructure is able to be properly maintained and to avoid conflicts between different modes and ensure safety and effective movement across the network.
- 3.5. Adopting the Streets for All Strategy will provide a framework to guide planning, design, investment prioritisation and management of Manchester's streets, and support ongoing delivery of a sustainable, connected, high-performing and well-maintained street and transport network for the city.

4.0. Contributing to a Zero-Carbon City

- 4.1. The Greater Manchester Transport Strategy 2040 documents support Manchester's target for zero carbon by helping the decarbonisation of the transport system. Transport for Greater Manchester have undertaken a high-level carbon assessment of the Streets for All strategy.

5.0. Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 5.1. Improving the mobility and public space functions of our streets will increase footfall, support businesses, reduce traffic congestion and improve productivity, and enhance access to employment across Manchester and GM.

(b) A highly skilled city

- 5.2. Improving our streets in key locations such as the city centre will enhance the amenity and appeal of Manchester as a world-class, cultural, vibrant city, helping to attract business and skilled talent.

(c) A progressive and equitable city

- 5.3. The Streets for All approach will put people at the centre and work to create inclusive, safe, attractive places that are welcoming for all members of our communities.

(d) A liveable and low carbon city

- 5.4. The Streets for All Strategy, and projects to be delivered using its principles, will support Manchester's target for zero carbon by helping the decarbonisation of the transport system.

(e) A connected city

- 5.5. The Streets for All approach will improve connectivity for various users of streets by prioritising different types of mobility on different streets as appropriate and supporting investment to improve infrastructure.

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

- 6.1. The Greater Manchester Transport Strategy 2040 documents set out policies and proposals which are designed to contribute to delivering sustainable economic growth, improve quality of life and protect the environment. The original GM Transport Strategy 2040 was the subject of an Integrated Assessment which includes an Equalities Assessment. The Streets for All Strategy has also been the subject of an Equalities Impact Assessment undertaken by TfGM, which is summarised in the table below. Individual schemes being developed and delivered by the Council are subject to separate equalities assessments.

Impacts Questionnaire				
Impact Indicator	Result	Justification/Mitigation		
Equality and Inclusion	G	The Streets for All Strategy aims to improve streets in Greater Manchester for everyone who uses them. The Strategy document has a strong focus on improved local engagement, including the need to take into account the views of people we do not always hear from. An EQIA has been completed for the Streets for All Strategy itself, and as part of the project design process EQIAs will be undertaken for all Streets for All schemes.		
Health	G	The Streets for All Strategy sets out our ambition for more travel by walking, cycling and public transport to tackle Greater Manchester's most pressing challenges, including improving public health.		
Resilience and Adaptation	G	The Streets for All Strategy has a strong focus on creating safer streets, and streets that are resilient to future climate change impacts.		
Housing				
Economy	G	The approach set out in the Streets for All Strategy will help to create more economically vibrant places by creating more opportunities for people to meet and spend time on streets in Greater Manchester.		
Mobility and Connectivity	G	In line with Greater Manchester's Bee Network ambitions, the Streets for All Strategy aims to improve mobility and connectivity for all people, by making it easier to get around on pavements and footways and to encourage more people to cycle, with streets which are more pleasant to spend time in. The Streets for All approach also aims to ensure that buses are an attractive alternative to the car for far more people.		
Carbon, Nature and Environment	G	The Streets for All Strategy focuses on improving the public transport and cycling and walking infrastructure and services needed for people to leave their cars at home, and land use changes which make it easier for people to access services from where they live.		
Consumption and Production				
Contribution to achieving the GM Carbon Neutral 2038 target		The Streets for All Strategy sets out steps towards our ambition for more travel by walking, cycling and public transport which will help us to tackle our most pressing environmental challenges. As road transport generates nearly a third of all carbon emissions, we need to see significant changes in travel behaviour over the coming years. This will require a rapid transition to cleaner vehicles, a significant reduction in travel by private motor vehicles and a radical change in how people, goods and services move into and around our city-region. We also need to make sure our infrastructure will be resilient to future climate change impacts.		
Further Assessment(s):	Equalities Impact Assessment and Carbon Assessment			
	 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

(b) Risk Management

- 6.2. Implementing projects using Streets for All principles will be challenging and require substantial stakeholder involvement and taking a flexible approach to ensure solutions fit with local constraints and opportunities. Stakeholder engagement and supporting behaviour and cultural change will continue to be central to the Council's approach as we progress with testing and implementing the Strategy.
- 6.3. GM authorities have committed to keeping the strategy under review to allow any changes arising from lessons learned through implementation.

(c) Legal Considerations

- 6.4. There are no particular legal issues arising from the decisions in this report.

**GREATER
MANCHESTER**
DOING THINGS DIFFERENTLY

STREETS FOR ALL

**Part of the Greater Manchester
Transport Strategy 2040**





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Foreword

Transport is central to Greater Manchester's ambitions to level-up and the Bee Network is Greater Manchester's vision for a fully integrated, London-style transport system which is accessible, affordable, equitable and easy to use with a daily fare cap and multi-modal ticketing to facilitate seamless journeys.

But the Bee Network doesn't just mean joining-up our public transport modes. Integrated street design is also vital because journeys don't start and end at the bus stop and we need to create a system where cycling and walking is an attractive option, particularly for shorter journeys: currently half of all journeys taken in GM are shorter than 2 kilometres but four-in-ten of these are made by car.

People's journeys begin the moment they leave their front door, and for some, negotiating that first leg can be difficult or even a barrier to leaving home if pavements are poorly maintained, if roads don't feel safe to cross, if there is a feeling that personal security is at risk, if there is nowhere to shelter from the elements, or if air pollution is bad.

Historically streets have been designed with road traffic and specifically cars in mind. In turn this has led to an over reliance on cars and all the problems associated with that such as congestion and poor air quality. Streets for All puts people at the centre - to consider the needs of everyone who uses the roads and the pavements, with much greater emphasis on supporting public transport, walking and cycling to help reach our objective for at least half of all journeys to be made sustainably by 2040.

The Bee Network will help improve access to economic opportunity, unlock new sites for development, promote healthy and active lifestyles through cleaner air and more walking and cycling, and significantly decarbonise the city region's economy. Success will be achieved by striking the right balance between the city region's transport and travel needs and the wider needs of our people and places.

Streets for All, then, provides a framework for everything we do on streets in Greater Manchester, adopting a place based approach which recognises that at any one time a street can be different things to different people. A throughfare, a place to visit, a place to shop, a place to commute, a place to exercise, a place where people live.

Understanding the right solutions for people and places is only possible through meaningful community engagement at an early stage and so this is a key theme which underpins Streets for All. It reflects the concept of 'nothing about us, without us' championed by the GM Inequalities Commission.

Ultimately Streets for All's renewed focus on people and places can help shape our streets and in turn our cities, towns and communities across Greater Manchester into places where people want to live, study, work, or visit helping to secure Greater Manchester's future success and prosperity in the process.

Andy Burnham
Mayor of Greater Manchester



Our Streets for All vision:

We will ensure that our streets are welcoming, green, and safe spaces for all people, enabling more travel by walking, cycling and using public transport while creating thriving places that support local communities and businesses.

(Policy 20 – Greater Manchester Transport Strategy 2040)

Greater Manchester's streets make up the majority of our public space. We use them not only for travel, but for living, learning, working, relaxing, playing, socialising and exercising in. In the past, our streets were not always designed with people in mind. Instead, there was a focus on planning streets for high volumes of motorised vehicles. As in many places across the UK, people in Greater Manchester now live with the legacy of decisions that have not put people first, and that have led to a high dependence on cars for day-to-day travel.

This legacy means we - Greater Manchester Combined Authority (GMCA) and Greater Manchester's 10 local authorities and Transport for Greater Manchester (TfGM) - need to make sure our roads are safer for everyone using them; that they support people to incorporate physical activity (such as walking and cycling) into their daily lives and that they help to improve the air we breathe. It also means we need to address the problems of major roads dividing communities, parents worried about how to keep their children safe and active and increased isolation for older people, those with mobility impairments and people without access to a car.

The COVID-19 pandemic has brought the quality of our streets into sharp focus. Residents are spending more time in their local areas and high streets, and recognise the value of having safe places to walk and cycle and to spend time in. Our residential streets have started to feel more like

community spaces. Now, more than ever, people understand the urgent need to improve streets in their local neighbourhoods and town centres to support better health, wellbeing and that so local businesses can benefit from an increase in customers.

Here in Greater Manchester, making our streets safe is a priority. We need to ensure that people feel safe enough to choose walking, cycling or public transport, rather than thinking that they need to travel by private car for personal security reasons, or because they feel at risk of being involved in a road collision if they choose to cycle, for example. Street design, management and maintenance all have a role to play in reducing levels of crime, and we set out some of the ways we can make our neighbourhoods feel safer in this Strategy document.

We also need to improve air quality and reduce carbon emissions. Our commitment to introduce a Greater Manchester-wide Clean Air Zone will help us bring harmful nitrogen dioxide air pollution on local roads within legal limits as soon as possible by encouraging owners of certain vehicles to upgrade to cleaner vehicles – or be liable to pay a daily charge.

Greater Manchester aims to be carbon-neutral by 2038. As road transport generates nearly a third of all carbon emissions, we need to see significant changes in the ways people travel

over the coming years. This will require a rapid move to cleaner vehicles, a significant reduction in travel by private motor vehicles and a radical change in how people, goods and services move into and around our city-region. We also need to make sure our infrastructure is designed to withstand the effects of climate change.

For us to achieve all of these important ambitions, Greater Manchester needs a more integrated, affordable and accessible transport network for all people. One key aim of the Bee Network (the name of Greater Manchester's entire transport network) is to make it much easier to get around on pavements and footways – including for people with sensory impairments, wheelchair and mobility scooter users, and those pushing prams – and to encourage more people to cycle, with streets which are safe and more pleasant to spend time in. We also want to ensure that buses are an attractive alternative to the car for far more people.

The purpose of this Streets for All Strategy is to set out Greater Manchester's progressive approach to making our streets easier for all to get around by putting people first as we shape and manage our transport network.

Whilst most people will agree with this ambition, we need to take some tough decisions which challenge the status quo. We have a finite amount of road space to allocate to different uses and, in certain streets, some of that space will need to be taken away from cars to provide more safe space for sustainable modes of transport, such as walking, cycling and buses. We need to make these decisions through working closely with local communities and road users, and with the support of political leaders to deliver the Streets for All vision locally.

Achieving our vision for Streets for All will not happen overnight. The ability of Greater Manchester's local authorities to improve all our streets is constrained by issues such as funding, which is frequently out of their control. Over time, however, we will progressively improve streets across our city-region in line with the vision and principles in this Strategy.

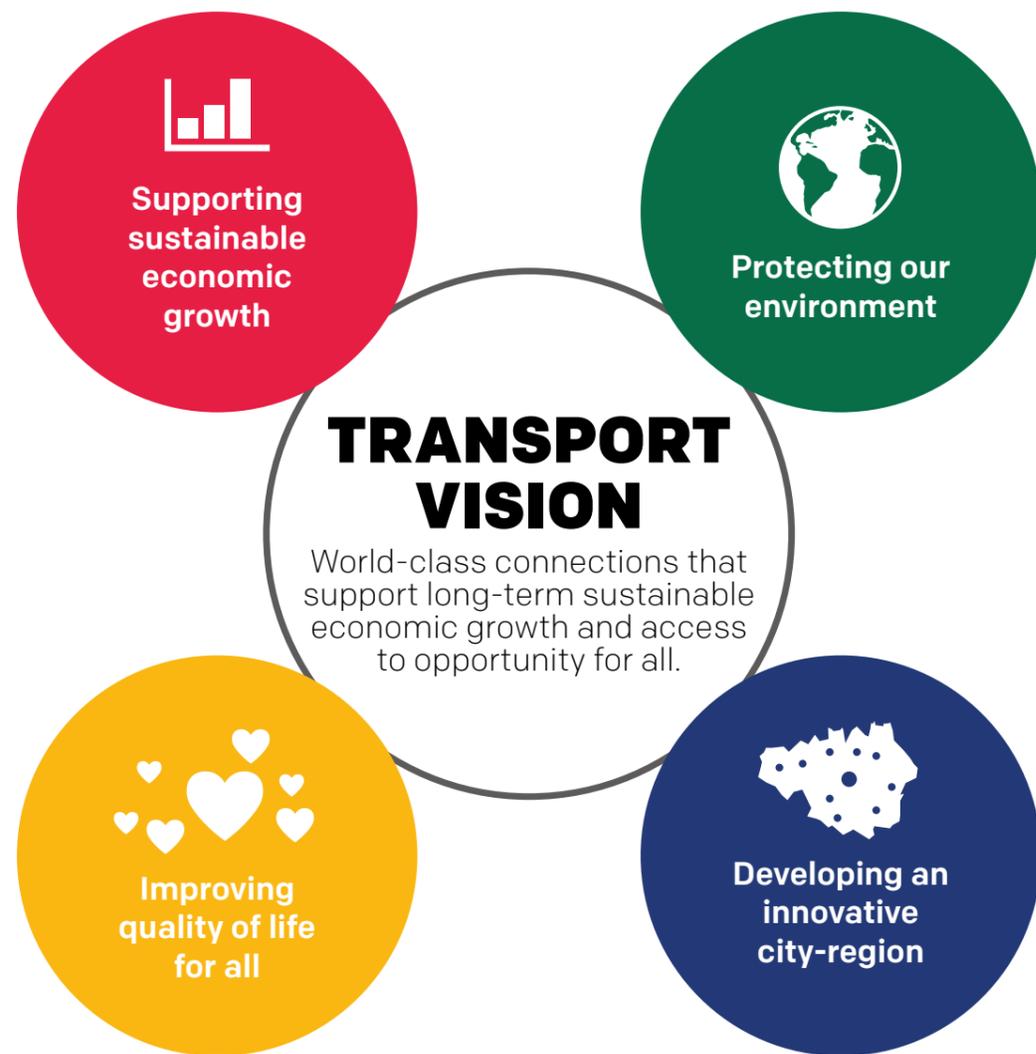
This Streets for All Strategy will be supported by other more detailed plans, focusing on issues including traffic and road danger reduction, bus service improvements, local cycling and walking improvements and electric vehicle charging infrastructure requirements, to help manage the transition to cleaner, greener and more inclusive travel across Greater Manchester.

We do not expect our Streets for All vision to change substantially over time, but we will need to evolve our approach as we work with local communities to implement it in different areas across Greater Manchester. Therefore, we will review and, if appropriate, refresh the Streets for All Strategy and supporting design guidance one year after publishing, to make sure we are staying on track to achieve our goal of creating streets that are welcoming, green, and safe spaces for people. This will allow the Streets for All approach to be tested and adapted for local conditions and for any appropriate public consultations by Greater Manchester local authorities.

02. Greater Manchester Transport Strategy 2040

The Greater Manchester Transport Strategy 2040 aims to make sure that people who live, work, visit and do business in Greater Manchester benefit from world-class connections that support long-term, sustainable economic growth and access to opportunity for all.

The four key elements of this transport vision are:



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As we work towards this vision, we consider seven mutually reinforcing network principles which we will apply consistently to meet the needs of all people who use our streets:



Integrated – allowing people to move seamlessly between services and modes of transport on our streets;

Reliable – giving people – and those moving goods and providing services – confidence in their journey times;

Inclusive – designing and maintaining accessible and comfortable streets for people of all ages and abilities;

Safe and secure – making sure people are safe, and feel safe, day and night;

Healthy – promoting walking and cycling to improve levels of physical activity;

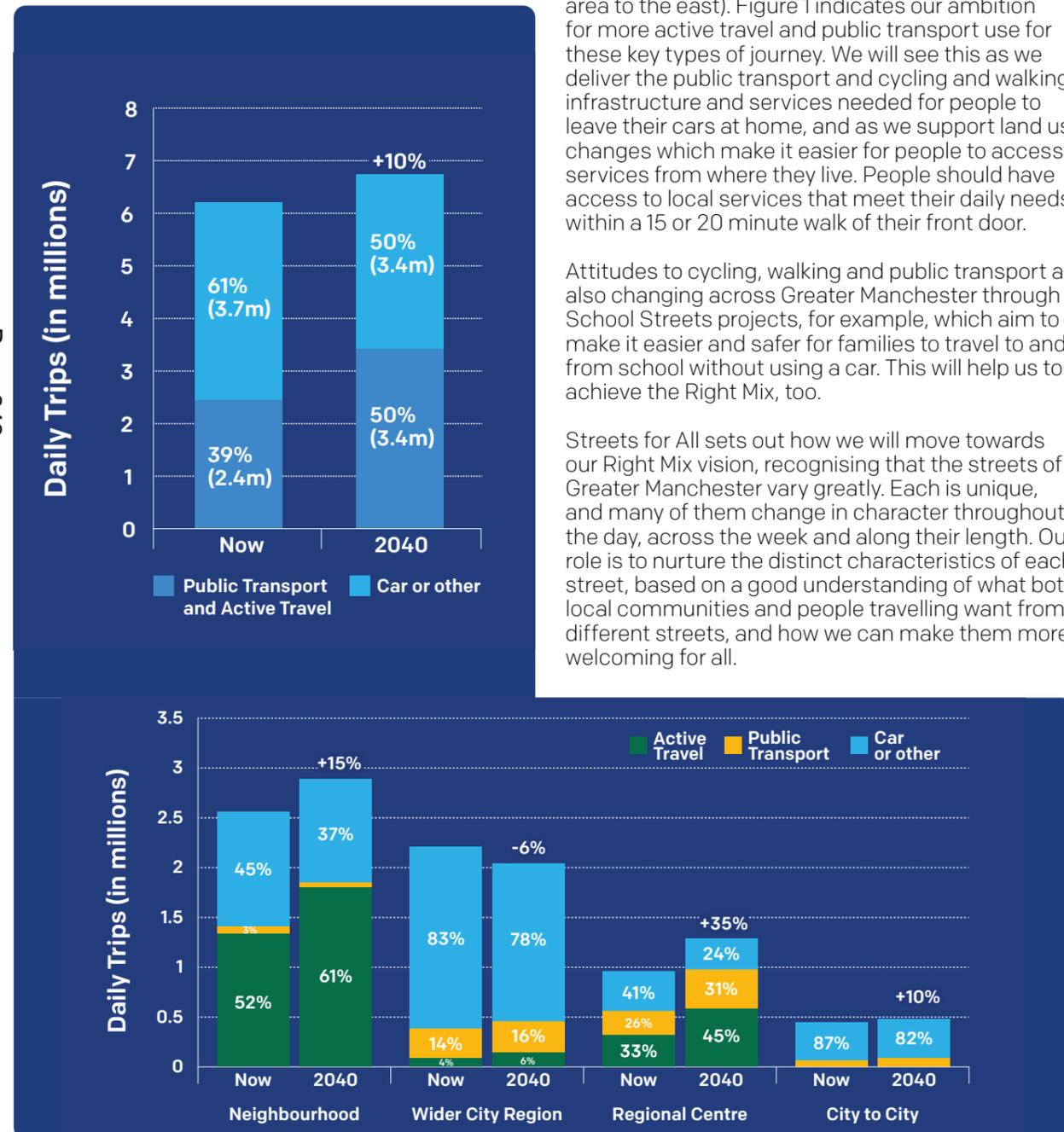
Well-maintained and resilient – ensuring our streets and urban public spaces are designed and maintained to a high standard, and can withstand unexpected events and weather conditions.

Environmentally responsible – reducing emissions, creating and sustaining better places for nature and achieving Greater Manchester’s commitment to be a carbon-neutral city-region by 2038;

Our 'Right Mix' vision is at the heart of our plans

This means achieving the 'right mix' of transport types – public transport, walking, cycling, car and others – on Greater Manchester's transport network. We aim to improve our transport system so that we can reduce car use from 61% to 50% of daily trips (or less) with the remaining 50% made by public transport, walking and cycling. This will mean one million more trips each day being made by active travel and on public transport in Greater Manchester by 2040.

Figure 1: Right Mix targets by journey type (Spatial Theme)



Further details are set out in the Greater Manchester Transport Strategy, our Five Year Transport Delivery Plan and a 'Right Mix' Technical Note which can be found on tfgm.com/strategy. We expect that some journeys will continue to be made by car, but if we want more people to spend more time on our streets – travelling sustainably, safely and easily – we need to champion a people-centred approach to the decisions we make about how our streets are designed and managed.

Through Streets for All we will see progress towards the Right Mix, particularly for 'Neighbourhood' and 'Regional Centre' trips. By 'Regional Centre' we mean Manchester city centre and adjacent areas (Salford Quays to the west, the Oxford Road Corridor to the south, and the Etihad Campus/Manchester Life area to the east). Figure 1 indicates our ambition for more active travel and public transport use for these key types of journey. We will see this as we deliver the public transport and cycling and walking infrastructure and services needed for people to leave their cars at home, and as we support land use changes which make it easier for people to access services from where they live. People should have access to local services that meet their daily needs within a 15 or 20 minute walk of their front door.

Attitudes to cycling, walking and public transport are also changing across Greater Manchester through School Streets projects, for example, which aim to make it easier and safer for families to travel to and from school without using a car. This will help us to achieve the Right Mix, too.

Streets for All sets out how we will move towards our Right Mix vision, recognising that the streets of Greater Manchester vary greatly. Each is unique, and many of them change in character throughout the day, across the week and along their length. Our role is to nurture the distinct characteristics of each street, based on a good understanding of what both local communities and people travelling want from different streets, and how we can make them more welcoming for all.



National policy developments

Streets for All is well-aligned with national policy documents. In the 'Gear Change: A bold vision for Cycling and Walking' report, Government outlines its ambition to create better streets for people walking and cycling. In 'Bus Back Better: National Bus Strategy for England' there is an expectation for all local transport authorities to '...commit to significant improvements in traffic management, including bus priority measures and active travel measures'. In Greater Manchester, we will deliver Bus Reform – which will support Streets for All through better integration between buses and the rest of the transport system, and by promoting attractive sustainable transport choices – in alignment with Bus Back Better, with more detail set out in our local Bus Service Improvement Plan (BSIP).

The approach set out in Streets for All will also support our work on reaching net zero transport, which is vital to the government's 'Decarbonising Transport' plan, alongside our local plans to reduce carbon emissions and improve air quality.

Why does Greater Manchester need Streets for All?

Streets for All provides an overarching framework for everything we do on streets in Greater Manchester. Achieving our ambition for more travel by walking, cycling and public transport will help us to tackle our most pressing economic, environmental and quality of life challenges.

Too many short trips are made by car

In Greater Manchester, 30% of trips under 1km are made in a car. Of trips between 1 and 2km, 62% are made in a car.

This includes improving public health, safety and clean air and addressing urgent environmental concerns around carbon, climate change, noise pollution and biodiversity. Our Streets for All approach is also important when it comes to meeting the travel needs of a growing population, supporting our high streets and town and city centres (especially during the recovery from COVID-19) and reducing the undesirable impacts of congestion and climate change.

Streets for All also helps us to focus on using new technologies and data to gain a better understanding of how people travel and to make the best use of transport innovations to support the most people-friendly ways to use our streets.

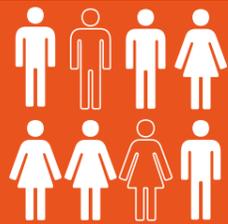
These challenges and opportunities are for GMCA, the 10 Greater Manchester local authorities and TfGM to address, in partnership with residents, businesses, transport operators and emergency services, all working together and doing our bit.

IMPROVING QUALITY OF LIFE

IN GM, LIFE EXPECTANCY IS BELOW THE ENGLAND AVERAGE FOR BOTH MEN AND WOMEN



THE TOP CAUSES OF ILLNESS AND EARLY DEATH ARE RELATED TO HOW WE LIVE OUR EVERYDAY LIVES: **SMOKING, ALCOHOL, POOR DIET AND LACK OF PHYSICAL ACTIVITY**



1 in 4

ADULTS ARE COMPLETELY INACTIVE – THEY DO NOT MANAGE 30 MINUTES WORTH OF ACTIVITY A WEEK



ONLY A THIRD OF CHILDREN IN GM ARE MEETING MINIMUM WEEKLY ACTIVITY LEVELS



ONLY HALF

OF GREATER MANCHESTER RESIDENTS FEEL SAFE CYCLING DURING THE DAY, AND JUST UNDER 1/3 FEEL SAFE CYCLING AT NIGHT

WOMEN ARE MORE LIKELY THAN MEN TO FEEL UNSAFE WHEN WALKING OR CYCLING AT NIGHT IN GREATER MANCHESTER



PROTECTING OUR ENVIRONMENT

TRANSPORT CURRENTLY ACCOUNTS FOR

ONE THIRD

OF GM'S CARBON EMISSIONS



ROAD TRANSPORT CONTRIBUTES TO AROUND

65% AND **79%**
of emissions of nitrogen oxides AND of particulates in GM



EVERY YEAR IN GM, OVER 1,000 DEATHS HAVE AIR POLLUTION AS A CONTRIBUTORY CAUSE



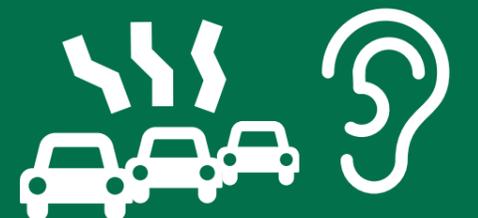
SOME OF GM'S POOREST RESIDENTS SUFFER THE MOST FROM ROADSIDE AIR POLLUTION

CLIMATE CHANGE MEANS **EXTREME WEATHER EVENTS, LIKE FLOODING,**

RISK THE RESILIENCE AND RELIABILITY OF OUR TRANSPORT NETWORK



NOISE FROM ROAD TRAFFIC HAS AN IMPORTANT AND UNDER-RECOGNISED IMPACT ON PEOPLE'S HEALTH



SUPPORTING SUSTAINABLE ECONOMIC GROWTH

OVER THE COMING DECADES GREATER MANCHESTER EXPECTS TO SEE



WHERE IMPROVEMENTS ARE NOT MADE, OUR HIGH STREETS LOSE OUT. LOCAL BUSINESSES CAN SEE A 40% INCREASE IN SHOPPING FOOTFALL BY IMPROVEMENTS IN THE WALKING ENVIRONMENT.



PRE-PANDEMIC, CONGESTION WAS COSTING GM TAXPAYERS

AROUND **£1.3** BILLION PER YEAR



+600K MORE TRIPS ON OUR TRANSPORT NETWORKS EVERY DAY BY 2040

ON AVERAGE EACH CAR IN GM HAS JUST

1.3 PEOPLE IN IT



DEVELOPING AN INNOVATIVE CITY REGION

NEW TECHNOLOGIES WILL CHANGE HOW PEOPLE IN GM GET AROUND.



WE NEED TO ENSURE THIS IS DELIVERED IN A TRULY USEFUL AND SUSTAINABLE WAY.

THE FUTURE WILL BE MORE DATA-DRIVEN

WE NEED TO MAKE USE OF THIS TO BENEFIT PEOPLE AND THE ENVIRONMENT.



THE FUTURE OF GM'S STREETS IS A FLEXIBLE ONE

WE NEED TO TAKE THE OPPORTUNITY TO IMPROVE NETWORK EFFICIENCY.





03. Streets in Greater Manchester – our new approach

Streets in Greater Manchester have many different roles and are used by a wide range of people. They are places where people live, shop, work, learn, play, eat and drink, use medical services or simply spend time. Our streets are also corridors for movement – to allow people to walk, cycle, drive and travel by bus or tram to a range of activities – and to move goods around. We need to apply a new, more tailored and sensitive approach to meet these varied needs. We will develop this approach through careful engagement with local communities, businesses and organisations, balancing the need for movement with our ambition to create great, people-friendly places.

Our new approach is in line with the Department for Transport’s proposed revision of the Highway Code. Changes will mean that pedestrians are put at the top of a ‘hierarchy of road users’, and that those who could do the greatest harm, such as drivers, will have a greater level of responsibility to ensure they reduce the danger they can pose to people walking or cycling.

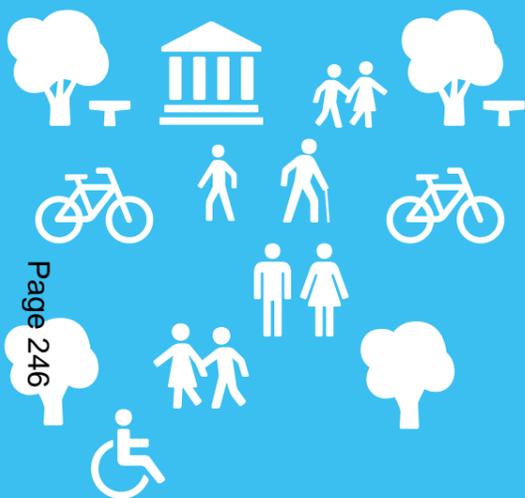
Street types

In Greater Manchester we have identified five main street types (shown overleaf).

Our streets in Greater Manchester have different roles

← Less Vehicle Movement More Place → More Vehicle Movement Less Place →

DESTINATION PLACES



Destination places should be vibrant places for people to come together, they therefore have no motorised vehicles or very low levels of slow moving vehicles.

ACTIVE NEIGHBOURHOODS



Active neighbourhoods should be pleasant places to live, where it is easy to make local journeys and connections to public transport by walking and cycling.

HIGH STREETS



High streets should be interesting and enjoyable places to spend time and have lots of people travelling by active travel and public transport. Vehicle access is also important particularly for deliveries and servicing.

CONNECTOR ROADS



Connector roads allow people and goods to move between our key centres. They are key corridors for active travel and public transport and make appropriate provision for journeys that need to be made by private vehicles.

MOTORWAYS & STRATEGIC ROADS



Motorways and strategic roads enable people and goods to move reliably over long distances. These roads need to be safer, cleaner, greener and easier to cross.

Examples of different street types

Destination places

The area around Altrincham Market in the borough of Trafford (pictured) is a fantastic example of a 'Destination place'. People who live, work and shop in the area use the place to stop, relax and spend time together, and there are low levels of traffic. In Altrincham, public realm, the market and increasing food and drink premises have been credited with increasing footfall by 25% (between 2010 and 2017) supported by better streets, pavements and crossing points (Trafford Council). There are many destination places across Greater Manchester, of different sizes, including in many of our town and city centre squares. Another example of a destination place is the area around Redrock on Bridgefield Street in Stockport. A mini-park – called a 'parklet' – featuring seating, greenery, cycle parking, an interactive sculpture and a table tennis table was created on the street in 2019. After the parklet was introduced, the average time spent on Bridgefield Street increased from seven to twelve minutes. 98% of people who use the street (and 87% of non-users) agreed that it was an improvement to Bridgefield Street, and 95% of those asked thought more parklets should be installed across Greater Manchester.



Active neighbourhoods

'Active neighbourhoods', such as Currier Lane in Ashton and Stamford Drive in Stalybridge provide safe and pleasant places for people of all ages to spend time. They help people travel to local amenities safely by preventing through-traffic using the streets as a shortcut or rat run. Access is still maintained to homes and businesses by vehicles, although this may be through an alternative route.



High streets

In Farnworth, Brackley Street is a 'high street' on which there is plenty of space for people to walk, cycle and spend time in while shopping and using essential services. Lighting, benches and trees help provide a pleasant environment in which people want to dwell for longer, helping the town centre to prosper. Denton town centre, in Tameside, is also home to a thriving high street where a high proportion of trips are made by walking. Research (conducted by the Local Data Company for the Financial Times) found that it had the sharpest increase in independent businesses of any high street in Britain between spring 2020 and 2021.



Connector roads

This is an example of a Connector road – Warrington Road – in Wigan. There are fewer people here and, although the street clearly has an important role in making sure people can reach the town centre by walking and cycling, it is also an important route for bus services and service and delivery vehicles. Broughton Cycleway in Salford, which includes 2km of semi-segregated cycleway along Great Clowes Street and Blackfriars Road between Broughton and Manchester city centre, is another example of a Connector road. Following the opening of that cycleway, numbers of people using it to cycle grew significantly.



Motorways and strategic roads

Regent Road on the Manchester/Salford boundary is an example of a strategic road, playing a key role for drivers on longer journeys. Whilst strategic roads are important for motor vehicles, we also need to make sure that people walking and cycling can safely cross them to reach other communities and facilities. A further example of this type of road is the A555 between the A6 in Stockport and Manchester Airport, which bypasses heavily congested district and local centres and includes a shared pedestrian and cycle path alongside the road.

Greater Manchester's Key Route Network (KRN) consists of 660km of important roads linking our main town and city centres and major employment areas and which provide links to the motorway network. Whilst much of the KRN would be categorised as connector or strategic roads, many of the routes also pass through residential areas or local high streets and need to be sensitively designed and managed in these areas to allow people to cross them easily and to minimise the negative impacts of traffic.



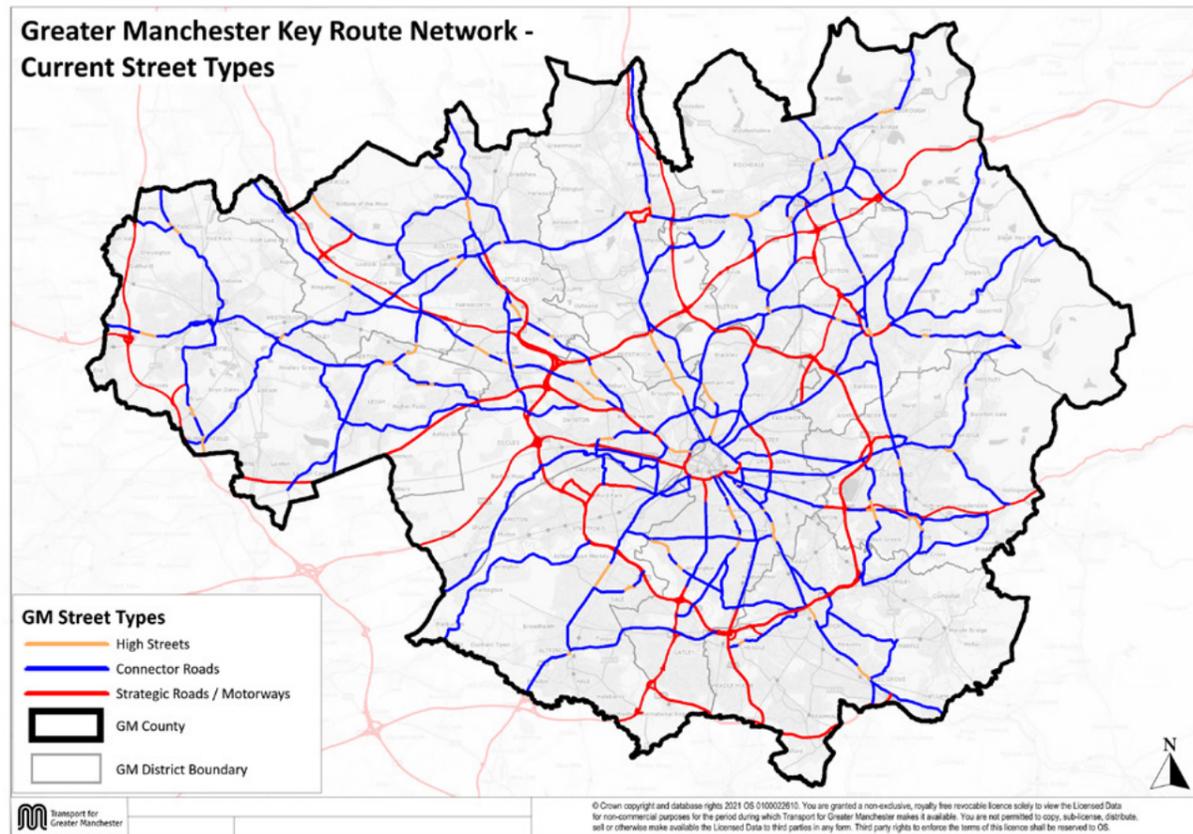
In future, each street type will be designed to offer a particular 'level of service' for different users. Appendix A and B set out the role of each street type for each user group. These more detailed aspects will inform design principles and will guide what people can expect to experience on our future streets in Greater Manchester.

Maps of different street types

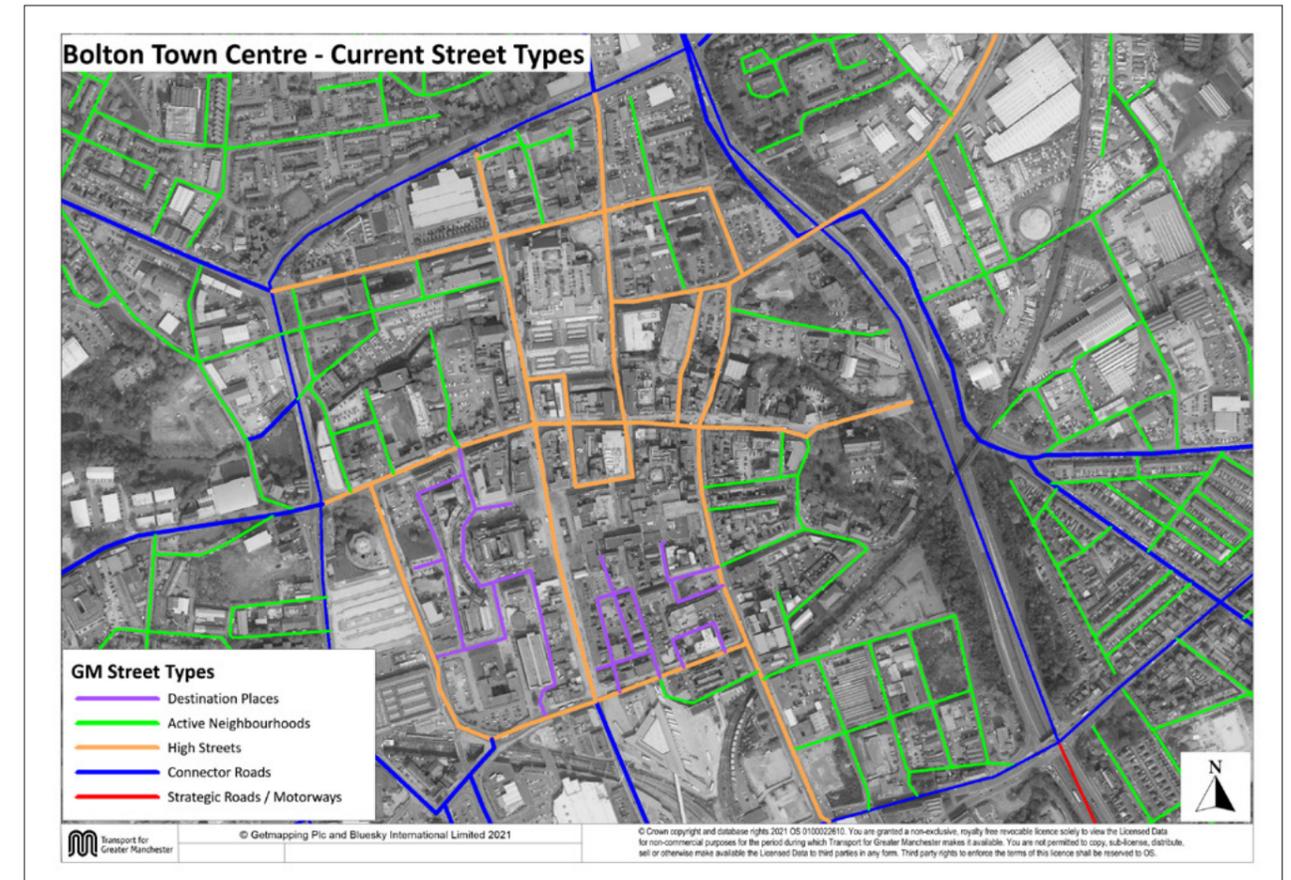
Maps 1 and 2 show a classification of the Key Route Network and Bolton town centre. We will use the street typologies framework (see Figure 8) to support shaping the future role of streets across Greater Manchester. This will help us to:

- Assess the extent to which a street or network of streets meet the Streets for All Essentials criteria (as set out later in this section) and so work well for everyone using them, as streets and areas change.
- Highlight where there is a mismatch between a street type people using it that is limiting a street or area from realising its potential.
- Set priorities for different streets and road networks and support decisions on balancing the requirements of different street users.

Map 1 – Current street types on the Key Route Network



Map 2 – Street types in Bolton town centre





Our three levels of delivery

Traditionally, the way streets have been designed and managed has focused on increasing the ease and speed of motorised vehicles passing through them. This is appropriate for the small number of roads where people don't live, shop, work or need to walk, cycle or spend time. On most streets, however, this approach can lead to them becoming unhealthy, unsafe and unwelcoming for people.

Most streets in Greater Manchester have many different roles and are used by a wide range of people for the different activities we have described above. So we need to work differently to meet these needs, developed through careful engagement with local communities, businesses and other people who use the streets.

This is not simply a collection of street redesign projects. Our new approach is about working at three levels to ensure that Greater Manchester's streets are, and feel like, Streets for All.

1. Spatial planning

2. Network planning

3. Street design and management

Level 1 – Spatial planning

Carefully considering the location and design of new building developments is important. It gives the chance to look at reducing the distances people need to travel to work, healthcare, education, green spaces and leisure facilities by locating these conveniently closer to where people live or in accessible town and city centre locations. Shorter distances mean that more trips can easily be walked or cycled, and new developments can be designed to be easy and safe to access through active travel and public transport.

The 15-minute/20-minute neighbourhood concept – where people can access services that meet their daily needs (such as school, a GP surgery and a station or other public transport stop) within a 15 or 20 minute walk from home – is the sort of approach we are trying to implement in Greater Manchester for people of all ages and abilities.



As illustrated above, 'Plan Melbourne' sets out a similar concept for 'living locally' in that city. (Department of Environment, Land, Water and Planning, Victorian Government, 2017).

Owning a car is the most important influence on whether people choose to walk, cycle or use public transport. When it comes to trips that are just 1km in length, 30% are made by car. Of trips between 1 and 2km, 62% are made by car. There is huge potential to switch many of these short trips to walking and

cycling. How we plan and design our city-region can hugely affect people's decisions as to whether they need to own a car.

In our city-region, the emerging Places for Everyone plan (and related updates to Local Plans) will focus on sustainable sites and priority development locations and provides an opportunity to prioritise walking, cycling and public transport over private vehicle use in the design of developments. The significant growth in Greater Manchester means we will need to move people more efficiently to ensure our city-region continues to function, supporting economic growth and improving quality of life and the environment. Planning a future that supports our Right Mix vision will enable us to achieve this. All Greater Manchester local authorities will be encouraged to incorporate the Streets for All essentials into Local Plans where they are being reviewed.

It is important that developers create safe and attractive cycle and walking routes through their sites and to key local destinations such as public transport hubs. They will need to consider access to public transport when designing new developments, for example by ensuring direct access to bus stops and making it easy for buses to pass through the development.

We will also work with developers to ensure that while new buildings are being constructed, safe and direct cycle and walking routes are maintained around the site.

In addition, at employment locations and other major destinations, facilities to support walking and cycling – such as showers, lockers, secure, covered cycle parking and changing facilities – should be provided. Employers should also promote alternatives to private car ownership by developing travel plans which support the use of active travel and public transport, and opportunities for car sharing, for example.

Actions

To ensure that new developments are meeting our new standards we will:

- Promote the 15/20 minute neighbourhood concept in our work on spatial and transport plans.
- Produce a Streets for All development check to be included in future transport assessments.
- Incorporate the seven Streets for All Essentials in local authority Local Plans, where they are being reviewed.
- Update the Transport for Sustainable Communities Guidance to include Streets for All requirements and national policy such as Gear Change, Bus Back Better and the latest Manual for Streets guidance.

Level 2 – Network planning

To enable people and goods to move around Greater Manchester sustainably and efficiently, each street needs to perform its role in the broader transport network. To plan this network and resolve competing demands for street space on key routes we will use network plans to shape proposals for individual projects.

The aim network planning is to make sure people travel on the most appropriate streets and to create a logical and useful road network for different types of journeys. For example, the M60 and other motorways in Greater Manchester should be carrying larger vehicles on longer journeys to minimise the effects of motorised traffic on local streets. Similarly, we are planning and building the UK's largest cycling and walking network, which will run along different sorts of streets.

We will use network planning not just to help us to design changes in specific locations, but to manage how new street design results in people moving differently around areas. For example, we may need to provide priority on a corridor for buses (which make

much more efficient use of limited road space) but that may result in less space for general traffic. In other situations, it may make sense to build a segregated cycle lane on a parallel route away from major roads.

We will also continue to collaborate and cooperate with National Highways and utility companies to manage planned and unplanned street works and events. We will ensure that, when required, diversion routes are identified and replacement materials and works are completed to a high standard. As part of this engagement, it is vitally important for us to develop a coherent bus network with the right levels of priority given to buses over general traffic on key corridors.

We will also continue to work with National Highways and utility companies to manage planned and unplanned events and ensure that, when required, diversion routes are identified. As part of this, it is vitally important for us to develop a coherent bus network with the right levels of priority given to buses over general traffic on key corridors.

Actions

To ensure individual transport projects come together to support our planned networks, and our long-term Right Mix ambitions, we will:

- Review and update the Highway protocols to reflect changes in roles and responsibilities, and continue to review the priority routes for public transport, active travel, freight and general traffic across Greater Manchester (aligned with the Right Mix mode share target and future Road Danger Reduction Action Plan).
- Through investment projects, identify alternate suitable routes or mitigation plans for key points on the network where there are competing pressures for priority from different modes of transport.
- Within the design process for specific streets or corridors, agree what level of motorised traffic will be accommodated and how to manage traffic across the area to achieve overall traffic reduction.

Level 3 – Street design and management

Having considered accessibility to local services and the need for new developments to be integrated with public transport and active travel planning, and the role of a street in the network for different modes of travel, we can then go on to look at the unique local context. This will help us identify how we can make a street healthier, safer and more welcoming for everyone.

There are more than 9,000km of local streets in Greater Manchester. These streets will not change overnight: the Streets for All approach will be a well-planned process with proper consultation and investment to support a long-term change. It will take time for everyone to start to feel the benefits

of our Streets for All approach. A key measure of success will be people seeing and experiencing positive change to the streets they regularly use. Our Five-Year Transport Delivery Plan (2021–2026) sets out the first projects where this approach is being implemented, how they are being funded and further requests to government to support delivery.

We will also be looking into running trials for certain street improvement schemes. This can help make changes more quickly and ensure a planned, more permanent scheme is right for the street. Trials should mean we can avoid using additional money and resources modifying a scheme that does not work as anticipated.

Actions

To achieve this new objective of prioritising people in street design we will:

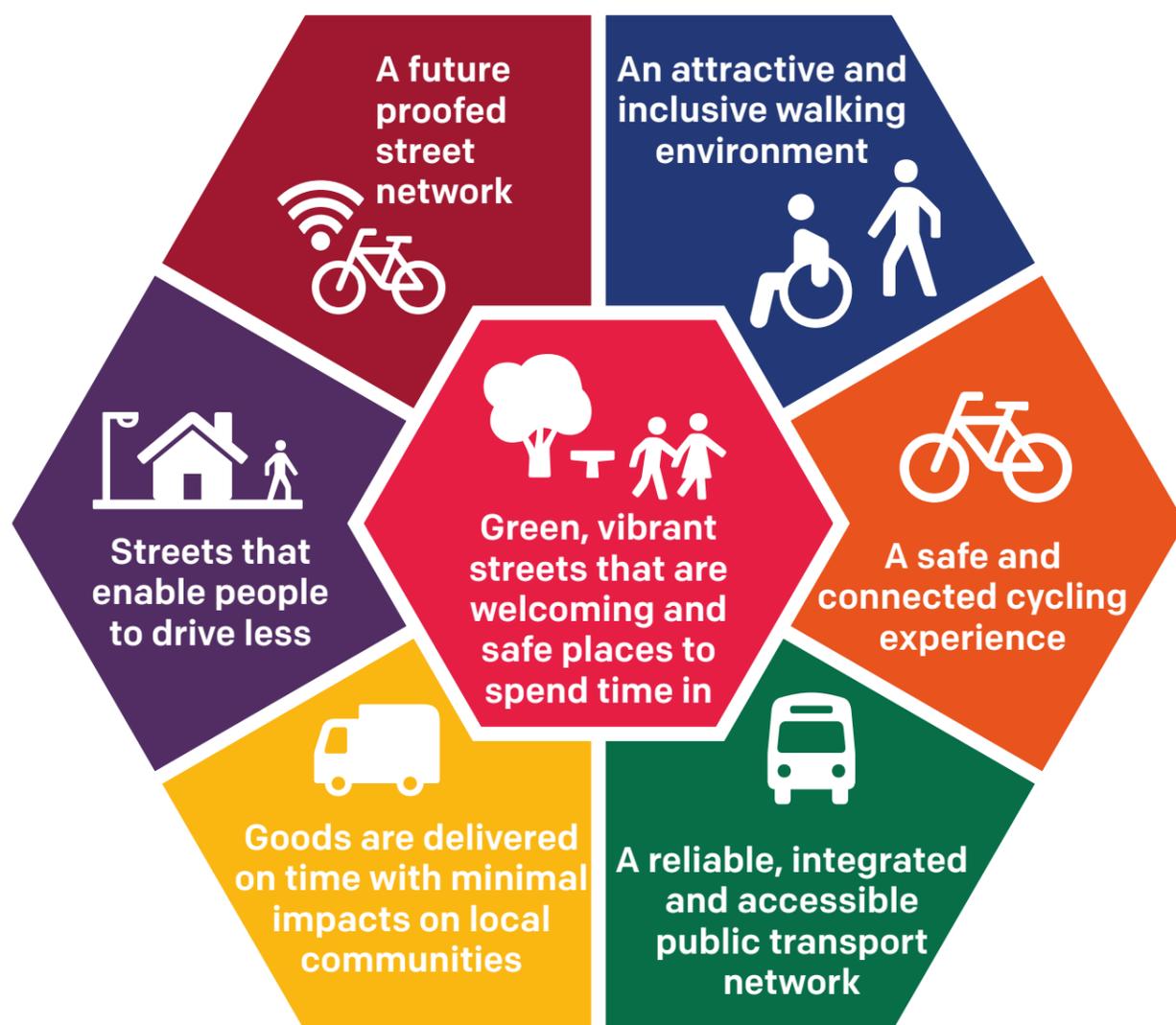
- Ensure that the process for designing projects which affect our streets includes engagement with local communities and stakeholders at an early stage, so that their views can be considered when developing designs. For example, when developing proposals for Active neighbourhoods, we will continue to work collaboratively with people who live locally from the planning stage through to construction, asking them for feedback on location and type of measures.
- Develop a Streets for All design guide for Greater Manchester. In the interim, refer to design guidance produced by the National Association of City Transportation Officials (NACTO) as a 'best practice' guide.
- Undertake the Streets for All design check for every place we are proposing a new project.
- Develop a new process for reviewing project specifications at key stages to ensure each project is fully aligned with Streets for All.



04. Streets for All essentials

Our Streets for All essentials relate to the challenges and ambitions set out earlier in this document. They are for us to deliver in partnership with residents, businesses, transport operators, the NHS and emergency services – all working together and doing our bit.

Our Streets for All essentials are our priorities and our promise.



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Green and vibrant streets that are welcoming and safe places to spend time in

We will adopt a people-centred approach to street design. This means more opportunities for people to sit, relax, play and socialise; more plants and trees and less traffic dominated streets. To do this we will create:

Healthy, green streets

We will create streets where all people feel welcome, relaxed and safe. Our streets will provide regular opportunities to stop and rest. They will provide clean environments where there are things to see and do. And they will offer plenty of shade and shelter, to make sure that all people can use the streets, whatever the weather.

We want to ensure that streets are welcoming to all people, regardless of their age. Our Streets for All approach supports the creation of play areas and more residential streets that are safe for children to play in.

By increasing tree planting on streets, where appropriate, we will make the environment more pleasant to encourage more people to walk and cycle as part of their daily routine and to spend more time outdoors. This will also help Greater Manchester to adapt to climate change as trees remove harmful air pollutants, produce oxygen, help to keep the environment cooler in hot weather and help to reduce localised flooding and water pollution. Trees also provide important wildlife habitats.

Finally, we will create streets that are resilient to future climate change impacts by implementing green Sustainable Drainage Systems (SuDS) in Streets for All proposals, helping to reduce the current and future risk of flooding in a sustainable and cost-effective way. We will take a collaborative, coordinated and integrated approach to renewing Greater Manchester's surface water drainage systems while implementing travel improvements. This will help bring wider benefits for people and for biodiversity such as cleaner air, improved water quality, reductions in flood risk and reduced risk of overheating.

Economically active places

Our Streets for All approach will create more economically vibrant places by giving more chances for people to meet and spend time on streets. As we make street improvements, we will work with local businesses, such as shops, cafes and restaurants to make their frontages more attractive. The importance of providing attractive street environments has come into even sharper focus during the COVID-19 pandemic, with more space being given to people to allow them to move around and socialise more safely on streets and in local centres.

Streets and spaces that are safe

Women, and people from identifiable minority groups, are more likely to feel unsafe when walking and cycling than other groups due to personal security concerns. This is unacceptable. Everyone should feel safe, on all of our streets, whether it is during the day or after dark. Improving personal security, and people's perceptions of it, are really important elements of our Streets for All approach. We must make sure that the way streets are designed and work help people feel safe enough to choose walking, cycling or public transport, rather than thinking that they have to travel by car for personal security reasons. Maintenance and upkeep of local areas also decreases crime and the fear of crime.



To achieve our ambition of Streets for All, we also need to tackle the dangers that result in road collisions – costing lives and causing serious injuries – and that these dangers discourage cycling and walking. Reducing road danger is a fundamental requirement for delivering Streets for All, and part of our focus is on maintaining and introducing measures that encourage vehicles to be driven safely, at safe speeds which – in turn – make cycling and walking safer for everyone, and streets more welcoming places to spend time.

In addition, we need to ensure that people with disabilities can enjoy the opportunities and facilities offered on our streets. Alongside the provision of seating, we know that ramps, accessible toilets, clear signage, tactile paving and keeping streets in a good state of repair are just some of the things that can make sure no one is excluded from spending time in our public spaces.



An attractive and inclusive walking environment

Greater Manchester will sign the International Charter for Walking. This globally recognised Charter is designed to help authorities, organisations and neighbourhood groups focus policies and activities on creating a culture where people choose to walk.

To achieve the Charter pledges, we are delivering the Bee Network which will create an environment where:

Walking is the natural choice for everyday journeys

Walking should be considered the most obvious way to make short, local trips. For many people, this is already the case.

In this document, the terms 'walking' and 'pedestrian' cover not only people walking, but also those using streets and spaces in a variety of other ways (in addition to spending time in), such as for rest and play. These include:

- People using wheelchairs, including electric wheelchairs and mobility scooters;
- People with sensory impairments, such as blind, partially sighted or deaf pedestrians who may experience using streets quite differently; and
- People pushing prams, buggies and double buggies.



We want to allow even more people see walking as the natural choice for everyday travel. To do this, we will focus on continuous, high-quality walking routes that link people's homes with shops, places of work and education, healthcare, public transport facilities and leisure, including connections to valued and well-maintained public rights of way. We will do this through engagement with local people to help remove barriers to walking. This means that we will make it easier, quicker and more direct to walk for short trips than to drive them. We will prioritise the needs of people who currently find it hardest to get around by walking and cycling because of mobility impairments.

We will make sure that crossing busy streets is as direct and safe as possible. Sometimes this will mean that vehicles must slow down, or wait, while people cross. People will understand and have confidence that they have priority when crossing side streets and, when people are driving, they will understand that they must let people who are walking go first. This is why we are trialling side road / implied zebra crossings to understand how better road markings might improve priority and safety for pedestrians.

Many possible future road crossing points were identified through the cycling and walking Bee Network mapping process (undertaken in 2018 and 2019). A delivery programme is in place and TfGM is leading on this project, in close collaboration with Greater Manchester's Urban Traffic Control (UTC) team and the ten Greater Manchester councils. We will gradually increase the rate of delivery to support the creation of the UK's largest cycling and walking network by 2030.

Streets are welcoming places for everyone to walk

Some people do not walk when making short, local trips, because routes are not well designed with the amenities they need, such as seating, shelter, safe places to cross the road or lighting. Sometimes these amenities are not well maintained, or do not include features that mean everyone can use them (for example, dropped kerbs at crossing points). We need to make sure that our streets can be used by people of all ages and mobility levels.

We will work with local communities to make sure that there are regular changes for people to stop and rest along the way in suitable, convenient locations, and we will fix locations where there is no step-free access.

We will look at lowering speed limits in particular in neighbourhoods and local town and village centres and make changes so it is clear to drivers what the appropriate speed is. We will seek to upgrade safety cameras and we will work with Greater Manchester Police (GMP) to expand community speed watch to raise awareness of the impacts of speeding on local communities, so more people drive within the speed limit.

There is space on our pavements for everyone to walk in comfort

Pavements need to be wide enough so everyone feels comfortable when walking along them. This should be the case whether people are walking alone, in a group, or if they are walking quickly or slowly.

We will increase dedicated space for walking on Greater Manchester's streets. This includes tackling pavement parking, decluttering the streets, removing unnecessary and obstructive signage (including advertising), repositioning street furniture and widening pavements where this is needed and feasible.

Pavement parking is a problem across the country, not just in Greater Manchester. Blocking or reducing the width of the pavement can limit people's ability to walk, particularly for young families and those with disabilities. To achieve the 'double buggy test' outlined in Made to Move – Greater Manchester's 15-step plan to transform how we get around – we recommend that stronger action is taken in response to people parking on the pavement.

A safe and connected cycling experience

More people are cycling on streets in Greater Manchester and we want this to continue. We will create an environment where:

People can reach everyday destinations easily and safely by cycle

Our ambition is for cycling to be a safe, convenient, and attractive option for people making everyday trips in Greater Manchester. As part of the Bee Network proposals for a continuous, high-quality network for walking and cycling that connects all of the communities in Greater Manchester, we will work with local people to ensure that proposed improvements meet their needs.

People feel valued when they are cycling

In Greater Manchester, all cycle infrastructure will be built and maintained to a consistently high standard. This will include protected space for cycling where it is needed and practical; the use of easy-to-maintain, high quality materials; easy-to-understand signs; and secure and convenient places to park bikes quickly and easily. We will work with communities, businesses and visitors to decide where to build cycle routes and cycle parking.

Cycling is widely considered to be a safe and secure travel option

We will ensure that cycle routes are designed so that a 12-year-old would choose to use them, as set out in the Made to Move. That 12-year-old also represents an older person, or someone who has not cycled since childhood.

When people are cycling they will feel that they have enough safe space to move in, including disabled people of all ages and abilities, and people travelling in groups. The Bee Network will include new fully protected cycle lanes on streets with large numbers of faster-moving motorised vehicles; increased priority and protection at junctions; and well-maintained, well-lit streets so people feel safe cycling at all times of the day and night.

We will work with professional drivers to raise and maintain high standards of safe driving with a particular focus on how to drive in a way that helps people who are cycling already, or who want to cycle, to feel safe.

We will focus our education and enforcement on tackling road traffic offences and behaviour which make people who are cycling or walking feel unsafe. As previously mentioned, we will explore opportunities to lower speed limits, particularly in neighbourhoods and local town and village centres. We will seek to upgrade safety cameras to increase compliance of people driving within the speed limit.

TfGM will also continue to run cycle skills training and maintenance sessions for beginners and experienced cyclists to help people feel more confident on Greater Manchester's roads.

Finally, incorporating Sustainable Urban Drainage Systems (SuDS) and other climate resilience features in designs can help to ensure cycle routes remain safe to use, despite the changing climate.

A reliable, integrated, and accessible public transport network

We will improve the experience of using public transport so that it is seen as an attractive alternative to the car for longer journeys. This is ambitious but achievable. People who live in Greater Manchester are already using public transport – especially the bus, which accounts for approximately 75% of public transport trips made in Greater Manchester.

In March 2021, the Mayor of Greater Manchester announced his decision to bring buses under local control. In future (and subject to the outcome of two judicial review claims which were brought to challenge that decision) buses will be run under a system called franchising: TfGM (on behalf of GMCA) will coordinate the bus network and contract bus companies to run the services to a specification that Greater Manchester needs. This is good news for our Streets for All approach. It means:

- Better integration between buses and the rest of the transport system. This will mean passengers can change more easily between buses, trams and trains – or buses and cycling or walking – and there will be simple, affordable price-capped tickets. Making journeys sustainably will be quicker, easier and cheaper.
- Environmental standards for a green bus fleet can be set by Greater Manchester. This will help us to meet our targets to tackle the Climate Emergency, reduce harmful emissions and clean up our air.

The government has also published a National Bus Strategy which emphasises the importance of bus priority measures and traffic management, and integration between bus and other modes of transport. There is also a requirement to publish a local Bus Service Improvement Plan (BSIP), to be updated annually and reflected in local authorities' local transport plans and in other relevant local plans, such as local cycling and walking infrastructure plans. Further details about how we will improve local bus services will be set out in Greater Manchester's Bus Service Improvement Plan (BSIP): our

We will improve our streets to support more people travelling by bus so that:

Buses turn up and arrive at their destinations on time

Bus services will be given more priority where it's needed, through bus lanes and the use of technology that gives priority to late-running buses at traffic signals. This will mean buses are less likely to be delayed, making bus journeys quicker and more reliable than driving in many areas. Local buses use street space very efficiently, freeing up space for creating attractive urban places. However, in many places, space is not used well for parking vehicles. A good understanding of how on-street parking is being used in different locations and what benefit it brings to people is important. Difficult decisions will need to be made, in some cases, in order to relocate road space to deliver these improvements.

Major centres are connected by 'Quality Bus Transit' services

Our ambition is to upgrade entire bus routes, with a focus on creating more reliable journeys creating 'Quality Bus Transit' (QBT) connections between our main town and city centres, including for orbital journeys around Greater Manchester. QBT will be focused on heavily congested routes into major town centres, and the regional centre, where improving the reliability of bus journeys is particularly important.

A good example of the sort of bus infrastructure that is being proposed for new QBT services is the Oxford Road corridor in Manchester.

QBT will include upgrading walking and cycling infrastructure where possible, and provide improved street furniture and landscaping. It will incorporate bus priority measures to make service more reliable, attractive places to wait for services and high-quality, comfortable buses.

It will be easier to reach public transport by walking and cycling

Bus stops, Metrolink stops, suburban rail stations and transport interchanges will be easier to reach by walking and cycling, including for people who have mobility impairments, are travelling in groups or are handling a buggy or heavy luggage.

Park and ride facilities will be developed into travel hubs that support people cycling as part of longer journeys, for example by providing secure cycle storage at stops and stations, in addition to other facilities, such as electric vehicle charging infrastructure and parcel lockers.

Taking the bus is a safe and attractive option

Buses will run on streets which are attractive, clean and safe to wait on. Bus stops and interchanges will be designed to be comfortable, attractive, safe and accessible, particularly for those who use mobility aids, who are in wheelchairs or pushing prams, and buses will be modern, clean and well-maintained to ensure journeys are pleasant and reliable.

We will work with communities, businesses and visitors to help shape the plans of the future bus network so people can make the journeys they need to.

Information on services, fares and ticketing will be provided to customers in a way that is easy to access and understand.



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Goods reach their destination on time with minimal impacts on local communities

We will ensure that:

Reliable freight routes are clearly defined

We will identify which streets and routes will be prioritised for carrying freight vehicles and we will implement plans to manage those vehicle movements. We will support the transfer of freight from road to rail and water wherever possible.

The negative impacts of freight movement, deliveries and servicing on local communities are minimised

Deliveries and servicing can often be managed more efficiently to reduce the number of vehicles on local streets, especially at peak times. We will do this by supporting the consolidation of goods for delivery at a location close to the final destinations (micro-consolidation) and making changes in procurement practices which will result in fewer vehicles, especially at peak times, in city and town centres (operational consolidation). We will also promote and encourage: the re-timing of deliveries to off-peak hours; better managing loading and unloading on busy streets and increasing the number of businesses using cleaner, quieter, smaller vehicles for deliveries such as electric assisted cargo cycles and electric vans.

TfGM will work with the ten Greater Manchester local authorities and large businesses and retailers to develop sustainable delivery and servicing plans that support the ambitions of Streets for All. While it is important to maintain the economic benefits of moving freight, we need to minimise the need for road freight deliveries to reduce congestion and improve air quality.

Through our partnership working we will reduce the road dangers posed by freight and deliveries to people walking, cycling and spending time on the streets through enforcement of road traffic offences, engineering, driver training and regulation.

We will also introduce new policies on night-time deliveries to reduce noise pollution.

Finally, Greater Manchester’s plans for economic growth, which will include significant property development and construction, must not lead to an increase in people being killed or injured in collisions with HGVs. We will take action to address this. We will continue to encourage our Greater Manchester partner organisations (such as hospitals and universities) to become CLOCS (Construction Logistics and Community Safety) and FORS (Fleet Operator Recognition Scheme) –accredited, to improve the safety of construction and fleet operations.

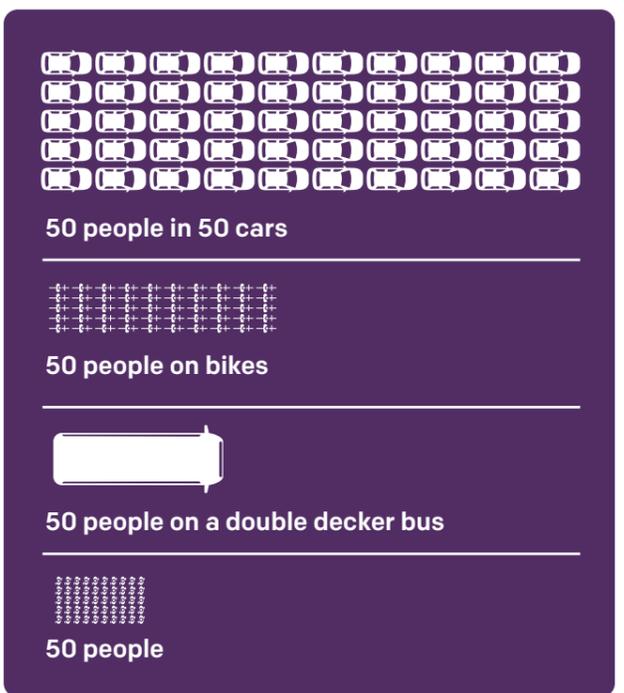
Streets that enable people to drive less

We have a large network – over 9,000km – of streets and roads which we need to use as efficiently as possible to accommodate the growth in travel that comes with our growing population and economy. We can’t ‘build our way out’ of congestion, so we need to make better use of the roads we already have. This is even more important as we seek to minimise embodied carbon in new infrastructure. We want to get the best out of what we have, which means:

Giving more space to the most efficient and sustainable modes of transport

We will need to reallocate some road space currently used for the movement of general traffic to make space for the modes of transport which make much more efficient use of the available space – particularly walking, cycling and public transport. This will involve making difficult and sometimes possibly initially unpopular decisions in exchange for long-term benefits.

Comparison of road space for different travel modes



We will maintain the most direct routes for people walking, cycling and using public transport in their neighbourhoods – other motorised vehicle journeys may be less direct, particularly where we target rat-running and speeding in local town and village centres and residential areas. We will still allow access for residents, and for those vehicles needed for essential reasons such as disabled access and emergency services. We will better integrate on-street and off-street cycling and walking routes to increase connections for people travelling these ways.

Reducing levels of traffic on our roads

Our city-region needs to be much easier to get around by walking, cycling and using public transport, with streets which are more pleasant to spend time in. Making this a reality this will mean reducing traffic on some streets in Greater Manchester.

We are currently developing a Road Danger Reduction Action Plan which will set out our approach to creating an environment that encourages walking, cycling and the use of public transport, by improving safety through the control and reduction of the speed and the number of motorised vehicles on our streets, and the creation of attractive urban spaces where people want to walk or cycle.

Decisions about reallocating road space to reduce levels of traffic on our roads will be made through close dialogue with local communities, road users and transport providers to support (sometimes difficult) decisions that will need to be taken for the safety of people who use Greater Manchester's streets.

Making productive use of kerb space

In consultation with local communities, we will review use of the road space next to the kerb to identify ways it can be better used. In many places this space is used inefficiently for the long-term parking of vehicles and would better serve the community if it was used for walking, cycling, seating, planting, play space, landscaping, bus stops, loading areas or cycle parking.

Fewer trips are being made during the busiest times

There are times of the day when our network of streets and roads struggles to handle the number of vehicles trying to travel through it. In addition to supporting people to travel in more space-efficient ways, we will continue to work with residents, businesses and road freight operators to re-time their journeys to avoid peak times or reduce their journeys.

A future-proofed street network

We will invest more in maintaining and improving our streets and embrace technological innovations to ensure:

Good design makes maintenance easier

Maintenance, cleaning and enforcement are important to create streets people are happy to use and spend time in. When people are travelling in vehicles they have less exposure to the street environment. When people are walking, cycling, waiting for public transport and spending time on a street in other ways, they have a much greater sense of how well it is being cared for. To improve the walking and cycling experience and to encourage more people to travel in these ways more often, we need to get better at getting the details right and focusing on people's experience of being on-street. This is particularly important for meeting the needs of people who find travelling more challenging due to age, illness or impairment.

Ongoing planned maintenance can greatly increase the lifecycle and reduce the whole-life cost of street infrastructure, whether it is regular street cleaning or replacement of damaged road and pavement surfaces and other street elements, and the repair of utilities. We will ensure ongoing maintenance costs are accurately reflected in the initial costs of street projects. We will also learn from past experiences and share best practice around innovative highway maintenance processes and materials.

New mobility technologies help us to create safe, sustainable streets which make better use of existing street space

Vehicle emissions and noise will be reduced by helping and encouraging a move to electric vehicles (EVs). We will expand the publicly owned EV charging network and will focus on switching the commercial and public sector fleets, as well as trialling shared forms of electric travel, such as electric car clubs, electric cargo bikes and e-scooters. To do this, we will need to work in partnership with local stakeholders to better manage the electricity supply to meet the needs of an increasingly electrified transport system.

Advances in data science, artificial intelligence and sensing technology are increasing the rate of innovation in driverless or connected and autonomous vehicle (CAV) technology. We aim to make sure that when CAVs are eventually used in our city-region, they fit in with Greater Manchester's strategic plans. These include the need to improve safety and accessibility standards for everyone who uses our streets, support our environmental goals and give the opportunity for people to use shared forms of transport where public transport is not an option.

Alongside these developments, we will improve traffic signals to reduce congestion and prioritise walking, cycling and public transport, working with communities, residents and visitors to understand their views. We will use smart technology to better manage our street infrastructure and support good maintenance regimes. We will explore the role that digital connectivity – such as 5G – will play in improving traffic signal management capability. As an example, Greater Manchester is installing artificial intelligence (AI)-powered Vivacity sensors on roads around the city-region to collect real-time data on cycling and walking. These can show interactions between people walking and cycling and motor vehicles, and give insights on factors such as pathways and speed.

We will look to make the most of the benefits of shared modes of transport through diversifying the use of Park and Ride facilities and introducing travel hubs which will create a focal point for cycle hire, e-scooter, e-cargo bikes and e-car clubs, and other shared use facilities, such as parcel lockers. Travel hubs can also help create safe, attractive, landscaped areas for socialising, resting and playing.

We will investigate introducing new policies and ways to management and use the street space along the kerbside much more effectively. This will include kerbside space being used for a wide range of activities throughout the day. In some places, for example, we can increase space for walking and cycling in peak periods while enabling deliveries and servicing at other times. Technology has the potential to help manage this space more effectively at different times of the day and week through, for example, dynamic digital traffic regulation orders.

We will also work with our partners to develop new ways of using and collecting data, including mobile phone data and sensors to provide better real-time information on travel patterns, traffic congestion, traffic offences and transport emissions.

Finally, technology also clearly has an important role to play in helping people with disabilities – using apps, for example, to help navigation. This can increase the levels of confidence and safety people feel when using our streets.

Actions

To achieve the Streets for All Essentials we will:

- Progress and deliver Streets for All redesign projects as part of our capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021–26).
- Build 500 miles of new cycling and walking routes by 2024, working with local communities to make sure we are putting them in the right places.
- Design our streets to deliver Quality Bus Transit services that make public transport a safe, convenient and attractive travel option, through bus priority, improved waiting facilities and better access to bus stops, as part of our Bus Service Improvement Plan.
- Develop traffic reduction plans as part of updated Local Implementation Plans.
- Produce a Road Danger Reduction Action Plan for Greater Manchester.
- Work with businesses and the freight industry to trial innovations in zero-emission deliveries and servicing.
- Develop a shared mobility strategy, setting out the role of mobility hubs in enabling seamless integration between more sustainable modes of transport and learning from our experience of e-scooter trials.

05. Our new ways of working

To systematically incorporate the Streets for All approach in our ways of working we will take the following actions over the next three years:

A more coordinated approach

We will develop a more coordinated approach to how we design, manage and fund streets, with TfGM and Greater Manchester local authorities working in a collaborative way to develop and deliver our Streets for All plans.

We will review our funding arrangements so that we have a more joined-up system for deciding what we invest in. This will be challenging, as much of Greater Manchester's funding is dependent on government, but is important to make sure our projects are coordinated and work together to deliver our Streets for All vision.

Local engagement

It is really important that the people who are making the decisions about which projects go ahead fully understand the views of local people. We will continue and build upon existing local authority consultation and engagement processes, and we will develop new ways to engage with local communities, businesses and people travelling to make sure they are fully involved in decision-making, and to take account of the views of people we don't always hear from, including disabled people. We support a fair process, and we aim to hear everyone's opinions.

We will continue to lobby central government for the enforcement powers we need to make our streets welcoming and more accessible, including the ability to enforce moving traffic offences and 'implied zebra' crossings – more simple and cheaper zebra crossings on side roads without the zig-zag road markings and Belisha beacons currently required.

When we are delivering a project on-street we will plan how that fits with our wider regeneration projects, new developments, behaviour change programmes, enforcement, cleaning and maintenance, including ongoing coordination with external stakeholders.

Governance

As part of improved local engagement, it is important that the Streets for All approach is rolled out in conjunction with, and reflects the priorities of, our key partners. These have their own part to play in helping to support the principles and commitments set out in this document. They include:

- The ten Greater Manchester local authorities: as the highways and planning authorities, the local authorities are responsible for ensuring that roads are safe and usable, for producing local plans and considering all planning applications. They are also responsible for neighbourhood planning and leading on the delivery of services in their area;
- The Mayor of Greater Manchester: responsible for the transport budget our city-region receives from government and for setting priorities for transport;
- The Greater Manchester Combined Authority: the GMCA is made up of the ten leaders of the Greater Manchester local authorities and is chaired by the Mayor. It is responsible for a range of devolved functions including fire and rescue, waste management, police, Greater Manchester-wide planning, transport, health and economic growth;
- Wider stakeholders including National Highways, transport operators and emergency services.

Business cases

To draw in new funding for delivering Streets for All, each local authority needs local data to help understand and communicate the case for investment. Data covering key topics such as air quality, public health, road safety, walking and cycling levels and traffic flow will be produced for each local council.

We will also strengthen our business case methodologies to better account for the health and social benefits that Streets for All projects will deliver.

Project design

We will take a new approach to designing street projects which considers the role of the location in the wider spatial and network plans, identifies the key functions of the street and then applies our new design guidance and design check to the proposal. In the design process we will make sure that the maintenance, cleaning and enforcement implications of new schemes are carefully considered. The Streets for All design guide will set out how we design streets for all users along with their interface with for example leisure routes and public Rights of Way. The needs of specific groups such as disabled people, emergency services, people using powered two wheelers and horse riders will be considered as part of the design guidance.

An Equalities Impact Assessment (EQIA) has been completed for this strategy document. As part of the project design process, EQIAs will be undertaken for all Streets for All schemes.

Project build

When we are building new projects, or when there are roadworks, we will work with our contractors to make sure that cycling, walking and public transport is still prioritised throughout the construction period.

Measuring success – monitoring and evaluation

To demonstrate that we are delivering real benefits for the people of Greater Manchester, we will get better at measuring and communicating the effects of what we do. The Greater Manchester Transport Strategy 2040 has a monitoring framework for tracking progress against our strategic objectives, such as customer responses or 'demand-side' and operational or 'supply-side' indicators.

We will also report our progress in delivering our Streets for All commitments (see Appendix C).

Investing in Streets for All – funding

Our Five-Year Transport Delivery Plan (2021–2026) sets out the programme of transport investment, how these are funded and the asks of government to support delivery. They are reviewed and refreshed annually and allow us to ensure that, alongside our partners, we are continuing to develop and deliver the right transport schemes to support the city-region's priorities. Our City Region Sustainable Transport Settlement submission (submitted in September 2021) includes a significant programme of investment in Streets for All projects. The success of delivering Streets for All does not just depend on funding of new projects but on the prioritisation and adequate funding of routine activities including street maintenance and cleaning, and policing.

06. Appendix A: Streets for All essentials and street type requirements

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
<p>Green and vibrant streets that are welcoming and safe places to spend time in</p>	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise the movement, health and safety of people who spend time on them over motor vehicles — Be interesting, active places that attract people to come and spend time in them — Be safe, comfortable spaces, with minimal noise and air pollution — Incorporate green space, be resilient to climate change and support biodiversity 	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise the movement, health and safety of people who live and spend time on them over motor vehicles — Be safe, comfortable spaces, with minimal noise and air pollution — Enable people to use them for play, socialising and relaxing — Incorporate green space, be resilient to climate change and support biodiversity 	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise the movement, health and safety of people who spend time on them, and businesses located on them, over motor vehicles — Be interesting, active places that attract people to come and spend time and money in them — Be safe, comfortable spaces, with reduced noise and air pollution 	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate space and time to support activities beyond the movement of traffic where needed (i.e. supporting local businesses and providing active neighbourhood facilities where there are residential frontages) — Reduce and manage the speed and volume of traffic to improve road safety and limit the impact of air and noise pollution on surrounding communities and places — Incorporate green space, be resilient to climate change and support biodiversity 	<p>These streets should:</p> <ul style="list-style-type: none"> — Reduce and manage the speed and volume of traffic improve road safety and limit the impact of air and noise pollution on surrounding communities and places — Incorporate green space, be resilient to climate change and support biodiversity

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
<p>An attractive and inclusive walking environment</p>	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages and abilities to walk and spend time on these streets, prioritising these people over motor traffic — Be interesting, engaging and playful places to walk through. — Be fully accessible by people who use mobility aids or have sensory impairments. — Be easily accessible by walking from local public transport connections, residential and employment areas 	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages and abilities to walk from their homes — Prioritise people who walk over motor traffic — Provide Bee Network-standard facilities that are accessible by people who use mobility aids or have sensory impairments — Be a low speed/ low-traffic environment (under 20mph) — Be easily crossed away formalised crossings — Be interesting and playful places to walk through 	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages and abilities to walk and spend time on these streets. — Prioritise people who walk over motor traffic — Be a low-speed and low-traffic environment (under 20mph). — Be interesting, engaging and playful places to walk through — Be fully accessible by people who use mobility aids or have sensory impairments — Be easily accessible by walking from local public transport connections, residential and employment areas 	<p>These streets should:</p> <ul style="list-style-type: none"> — Provide continuous Bee Network-standard walking facilities, that are safe, attractive and accessible by people who use mobility aids or have sensory impairments — Provide crossings where people need them, that allow people to cross quickly and directly to destinations and public transport stops — Connect active neighbourhoods they run between — Be attractive and comfortable places to walk, with minimal impact from air and noise pollution 	<p>These streets should:</p> <ul style="list-style-type: none"> — Provide frequent, Bee Network-standard crossings that allow people of all ages and abilities to cross them where they disrupt their journeys — Be accessible for people who use mobility aids or have sensory impairments

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
<p>A safe, convenient and attractive cycling experience</p>	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages to reach them by bike, providing Bee Network-standard routes — Provide parking for all types of cycles, including trikes, cargo bikes and adapted bikes, in convenient, visible and secure locations 	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages and abilities to cycle across their neighbourhood — Prioritise people who cycle over motor traffic — Be a low-speed and low-traffic environment (under 20mph) — Provide safe, attractive connections to local destinations and the wider cycle network — Provide space for everyone to park their bike in or next to their homes 	<p>These streets should:</p> <ul style="list-style-type: none"> — Enable people of all ages and abilities to reach them by bike, providing Bee Network standard-routes — Provide parking for all types of cycles, including trikes, cargo bikes and adapted bikes, in convenient, visible and secure locations 	<p>These streets should:</p> <ul style="list-style-type: none"> — Be attractive and comfortable places to cycle, with minimal noise and air — Allocate road space to Bee Network-standard segregated cycle routes or, where space does not allow or an alternative is available, on a parallel route — Provide crossings where people need them, that allow them to cross quickly and safely to destinations and public transport stops, and connect active neighbourhoods they run between 	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate road space to Bee Network-standard segregated cycle routes or where space does not allow or an alternative is available, on a parallel route — Provide crossings where people need them, that allow them to cross quickly and safely to destinations and public transport stops, and connect active neighbourhoods they run between

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
<p>A reliable, integrated and accessible public transport network</p>	<p>These streets should:</p> <ul style="list-style-type: none"> Be easily accessed by public transport used by people of all ages and abilities. This should include reliable, frequent services and well-integrated stops with easy last-mile journeys to destinations Where needed, incorporate public transport so that it does not affect the safety or enjoyment of the street for people spending time in it 	<p>These streets should:</p> <ul style="list-style-type: none"> Make it easy for people to make by foot or bike the first stage of longer trips by bus, Metrolink and rail Be signposted to and from key public transport locations Be designed to improve the reliability of bus journeys and provide priority for buses where required 	<p>These streets should:</p> <ul style="list-style-type: none"> Be easily accessed by public transport used by people of all ages and abilities. This should include reliable, frequent services, and well-integrated stops. Ensure bus and tram travel are prioritised to ensure public transport journeys are reliable and journey times are minimised 	<p>These streets should:</p> <ul style="list-style-type: none"> Ensure bus and tram travel are prioritised to ensure public transport journeys are reliable and journey times are minimised Make walking and cycling journeys to public transport stops easy, safe and quick Make public transport stops accessible, comfortable and safe places to wait at all times of day and night 	<p>These streets should:</p> <ul style="list-style-type: none"> Be designed to improve the reliability of public transport services that cross or are run along them, allocating appropriate space or time to give priority to these vehicles

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
<p>Goods delivered on time with minimal impact on local communities</p>	<p>These streets should:</p> <ul style="list-style-type: none"> Enable goods vehicles to safely and efficiently use these streets, with minimal impacts on people spending time on them Offer facilities to support alternative delivery practices, such as off-peak deliveries, virtual loading bays, and last mile deliveries by cargo bike Have designated delivery times that improve the reliability of journey times and minimise interaction with vulnerable road users 	<p>These streets should:</p> <ul style="list-style-type: none"> Restrict through-travel by goods vehicles Enable alternative ways of delivery such as cargo bikes and consolidated deliveries Effectively manage home delivery traffic 	<p>These streets should:</p> <ul style="list-style-type: none"> Enable goods vehicles to safely and efficiently access businesses, with minimal impacts on people spending time on them Enable alternative ways of delivery such as cargo bike and consolidated deliveries Have designated delivery times and routes that improve the reliability of journey times and minimise interaction with vulnerable road users 	<p>These streets should:</p> <ul style="list-style-type: none"> Offer facilities to support alternative delivery practices, as off-peak deliveries, virtual loading bays, consolidation, and last mile deliveries by cargo bike Manage freight and deliveries to improve road safety and reduce air and noise pollution, and limit their contribution to congestion. Have designated delivery times and routes that improve the reliability of journey times, and minimise interaction with vulnerable road users Help the safe and efficient management of loading and unloading 	<p>These streets should:</p> <ul style="list-style-type: none"> Offer facilities to support alternative delivery practices, as off-peak deliveries, and consolidation Have designated delivery times and routes that improve the reliability of journey times, and minimise interaction with vulnerable road users Manage freight and deliveries to improve road safety and reduce air and noise pollution, and limit their contribution to congestion

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
Streets that enable people to drive less	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise and allocate road space to businesses and destinations, and people who walk, cycle or take public transport — Manage parking to provide the space needed for walking, cycling, landscaping, seating, play, businesses, or community uses — Be designed to be resilient to climate change, incorporating Sustainable Urban Drainage and minimising embedded carbon through material choice 	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise and allocate road space to people who walk, cycle or take public transport — Manage parking to provide the space needed for walking, cycling, landscaping, seating, play, businesses, or community uses — Be designed to be resilient to climate change, incorporating Sustainable Urban Drainage and minimising embedded carbon through material choice 	<p>These streets should:</p> <ul style="list-style-type: none"> — Prioritise and allocate road space to businesses and people who walk, cycle or take public transport — Manage parking to provide the space needed for walking, cycling, landscaping, seating, play, businesses, or community uses — Be designed to be resilient to climate change, incorporating Sustainable Urban Drainage and minimising embedded carbon through material choice 	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate road space to enable trips by public transport, walking and cycling — Manage parking to provide the space needed for journeys by public transport, walking and cycling, landscaping, seating, play, businesses, or community uses — Be designed to be resilient to climate change, incorporating Sustainable Urban Drainage and minimising embedded carbon through material choice 	<p>These streets should:</p> <ul style="list-style-type: none"> — Manage the speed and volume of traffic to ensure freight trips and essential journeys by private vehicles are efficient and reliable — Allocate appropriate time and space to public transport, cycling and walking trips where journeys cross these roads — Be designed to be resilient to climate change, incorporating Sustainable Urban Drainage and minimising embedded carbon through material choice

Streets for All essential	Destination places	Active neighbourhood streets	High streets	Connector roads	Strategic roads and motorways
A future-proofed street network	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate space and incorporate shared mobility innovations that support the Greater Manchester Transport Strategy 2040 objectives – including bike, eBike and cargo bike hire, eScooters, and eCar clubs — Support alternative delivery mechanisms such as cargo bike and consolidated delivery 	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate space and incorporate shared mobility innovations that support the Greater Manchester Transport Strategy 2040 objectives – including bike, eBike and cargo bike hire, eScooters, and eCar clubs — Support alternative delivery mechanisms such as cargo bike and consolidated delivery — Incorporate or support the installation of EV charging points 	<p>These streets should:</p> <ul style="list-style-type: none"> — Allocate space and incorporate shared mobility innovations that support the Greater Manchester Transport Strategy 2040 objectives – including bike, eBike and cargo bike hire, eScooters, and eCar clubs — Support alternative delivery mechanisms such as cargo bike and consolidated delivery 	<p>These streets should:</p> <ul style="list-style-type: none"> — Use smart cameras and signal technology to prioritise public transport, freight, walking and cycling where and when needed — Incorporate shared mobility innovations that support the Greater Manchester Transport Strategy 2040 objectives – including bike, eBike and cargo bike hire, eScooters, and eCar clubs 	<p>These streets should:</p> <ul style="list-style-type: none"> — Use smart cameras and signal technology to prioritise public transport, freight, walking and cycling where and when needed — Incorporate shared mobility innovations that support the Greater Manchester Transport Strategy 2040 objectives – including bike, eBike and cargo bike hire, eScooters, and eCar clubs

07. Appendix B: (Interim) Street user level of service

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>People who walk (including people who use mobility aids)</p>	<p>People who live, walk and spend time on these streets are prioritised.</p> <p>This means that space and priority is given on these streets to people who walk, play, socialise and relax.</p> <p>These spaces should have places to sit, meet and rest, with things to do and see, and spaces suitably quiet with minimal air pollution as possible.</p> <p>Numbers of vehicles on these streets are expected to be low and they should give way to other people using the street.</p>	<p>People who live, walk and spend time on these streets are prioritised.</p> <p>This means that space and priority is given on these streets to people who walk, play, socialise and relax.</p> <p>These spaces should have places to sit, meet and rest, with things to do and see, and green space. They should also be quiet with as little air pollution as possible, making them attractive places, and reducing impacts on homes.</p> <p>Vehicle numbers and speeds are expected to be low and they should give way to other people using the street or pass slowly and considerately.</p>	<p>People who walk and spend time on these streets are prioritised.</p> <p>This means that space and priority is given on these streets to people who walk, play, socialise, and relax, and people can easily cross the street.</p> <p>These spaces should have appropriate levels of places to sit and rest, with things to do and see, and spaces suitably quiet with as little air pollution as possible.</p> <p>Where appropriate, space should be allocated to businesses to allow them to effectively use space outside premises to extend their capacity and improve the attractiveness of the street.</p>	<p>Residents and people who walk across or along, and spend time on these streets are considered first.</p> <p>This means connector roads are safe and comfortable places to walk; people can cross them where they need to, with minimal waiting time; and they can walk along them without obstructions to their journeys.</p> <p>Where these streets pass next to homes and shops, space is allocated to people and businesses who use them.</p>	<p>People who need to walk across or over, or alongside these roads are considered first.</p> <p>This means that strategic roads and motorways should not break walking routes.</p> <p>Safe and comfortable crossings should be provided, alongside direct, attractive walking routes, either adjacent to the carriageway, or on parallel corridors.</p>

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>People who cycle</p>	<p>People who cycle are prioritised over motor traffic but with care for people walking, in particular children, older adults and disabled people.</p> <p>This means that space and priority is given to people who cycle, so that they can comfortably and safely travel.</p> <p>Vehicle numbers and speeds are expected to be low on these streets, and where they interact with people cycling they should give way.</p> <p>Destination places should be well connected by bike, meaning that people find it easy and safe to cycle to them, and they are able to park all types of bikes in convenient, visible and secure locations.</p>	<p>People who cycle are prioritised over motor traffic but with care for people walking, in particular children, older adults and disabled people.</p> <p>This means that space and priority is given to people who cycle, so that they can comfortably and safely travel.</p> <p>Vehicle numbers and speeds are expected to be low on these streets, and where they interact with people cycling they should give way or pass slowly and considerately.</p> <p>Where residential properties do not have easily accessible cycle parking (such as flats or terraced homes), on-street cycle parking should be maximised.</p>	<p>Space for people who cycle is fully integrated along and across these streets.</p> <p>This means that people who cycle are able to travel to and through these streets using safe and comfortable routes.</p> <p>Road space should be allocated for Bee Network-standard cycle routes along these streets, unless prevented by physical constraints in the highway.</p> <p>Where there are constraints, parallel corridors should be considered for cycle routes where there is little or no deviation from the direct connection.</p> <p>People should also be able to park all types of bikes in convenient, visible and secure locations.</p>	<p>Space for people who cycle is fully integrated along and across these streets.</p> <p>This means connector roads are safe and comfortable places to cycle; people can cross them where they need to, with minimal waiting time, and they provide coherent, attractive cycle routes along their length.</p> <p>Road space should be allocated to Bee Network-standard cycle routes unless prevented by physical constraints in the highway.</p> <p>Where there are constraints, parallel corridors should be considered for cycle routes where there is little or no deviation from the direct connection.</p>	<p>Space for people who cycle is fully integrated along strategic roads and across or over strategic roads and motorways.</p> <p>This means that strategic roads and Motorways should not break cycle routes.</p> <p>Safe and comfortable crossings should be provided, alongside direct, attractive cycle routes, either adjacent to the carriageway, or on parallel corridors where there is minimal from the direct connection.</p>

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>People using public transport</p>	<p>People are able to easily reach Destination places by public transport, and vehicles are safely integrated where they interact.</p> <p>This means that people travelling to Destination places are able to do so easily and comfortably by public transport, and that stops are well integrated with these public spaces through stop facilities and materials, crossings and wayfinding.</p> <p>Where trams and buses travel through these spaces, this should be undertaken safely with consideration for other people using the street and businesses.</p>	<p>Where running through active neighbourhoods, priority is given to public transport over other motor traffic.</p> <p>This means that journeys from homes to public transport stops are the quick and attractive.</p> <p>This also means that where buses travel through active neighbourhoods, priority is given to them over general traffic. But buses will be expected to give way to people walking and cycling, and travel at a suitable speed for the neighbourhood.</p>	<p>People are able to easily reach high streets by public transport, and vehicles are given priority.</p> <p>This means that people travelling to high streets are able to do so easily by public transport and that stops are well integrated with these public spaces through stop facilities and materials, crossings and wayfinding.</p> <p>Where public transport vehicles such as buses travel through these streets, they should be given priority over general traffic, while also ensuring that these vehicles do not impact people using the street actively and businesses.</p>	<p>Priority for people travelling by public transport is fully integrated, to ensure journeys are quick and on time.</p> <p>This means that available highway space and time at junctions are configured to give priority to buses and trams that travel along or cross these roads.</p> <p>It also means that people who use public transport are able to safely and comfortably reach public transport stops, providing space for stops on connector roads, and crossing points to stops.</p>	<p>Where required, priority for people travelling by public transport is provided, to ensure journeys are quick and on time.</p> <p>This means that where public transport travels along or crosses these roads, highway space and time at junctions are configured to give priority to buses or trams to overcome key points of potential delay.</p>

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>People who deliver goods</p>	<p>Motor vehicles used for deliveries are guests on these streets.</p> <p>This means businesses can make deliveries, but through-traffic is restricted, and a low-traffic and low-speed environment is created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p> <p>Delivery times should be scheduled for off-peak hours.</p>	<p>Motor vehicles used for deliveries are guests on these streets.</p> <p>This means businesses can make local deliveries, but through-traffic is restricted, and a low-traffic and low-speed environment is created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p> <p>Space for alternative delivery options, such as consolidated collection or cargo bikes, should be prioritised.</p>	<p>Motor vehicles used for deliveries are able to reach businesses efficiently, with minimal impact on people walking and cycling, as well as residents.</p> <p>This means that businesses are able to make deliveries to premises reliably and safely, in a way that does not negatively affect people who travel to or through these streets on foot or by bike, people using these streets for leisure, and other businesses in the area.</p>	<p>Motor vehicles used for deliveries are able to make journeys efficiently, with minimal impact on people walking, cycling and using public transport, as well as residents.</p> <p>This means people and businesses can move goods with predictable journey times, and with space to drop off goods, while journeys are managed and measures introduced to reduce road danger, air and noise pollution, and congestion.</p> <p>Space for alternative delivery facilities measures, such as consolidation centres, should be prioritised.</p>	<p>Motor vehicles used for deliveries are able to reach businesses efficiently.</p> <p>This means people and businesses can move goods with predictable journey times, while journeys are managed to reduce road danger, air and noise pollution, and congestion.</p> <p>Space for alternative delivery facilities measures, such as consolidation centres, should be prioritised).</p>

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>Taxi passengers</p>	<p>Taxi journeys are considered and integrated into the street network, but taxis are considered guests on these streets.</p> <p>This means vehicles can reach destinations for journeys that are made by taxis, but that through-traffic is restricted. A low-traffic and low-speed environment would be created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p> <p>It is anticipated that the majority of trips to these destinations will be made by public transport, cycling and walking. But taxis are an important method of travel for people with mobility impairments, and taxi drop-off should be located, designed and managed to reflect this.</p>	<p>Taxis are considered guests on these streets.</p> <p>This means taxis can drive to and from homes where they are needed, but that through-traffic is restricted. A low-traffic and low-speed environment would be created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p>	<p>Essential taxi journeys can be made on these streets, but with as little impact as possible on people walking, cycling and using public transport, as well as residents and businesses.</p> <p>This means that provision for people who need to make taxi trips is made on these streets, but priority is given to people who walk and spend time on these streets, cycle, or travel by public transport to them.</p> <p>It is anticipated that the majority of trips to these destinations will be made by public transport, cycling and walking. But taxis are an important method of travel for people with mobility impairments, and taxi drop-off should be located, designed and managed to reflect this.</p>	<p>Essential taxi journeys can be made with minimal impact on people walking, cycling and using public transport, as well as residents.</p> <p>This means that provision for people who need to make taxi trips is made on these streets, but this is balanced with space for people walking, cycling and using public transport, and other uses of these streets.</p> <p>The speed and volume of traffic is managed to reduce road danger, air and noise pollution, and to minimise its impact on homes and businesses.</p>	<p>Essential, long-distance taxi journeys can be made safely, with reliable journey times.</p> <p>This means that people making longer-distance trips that can't be made by public transport can make these journeys by private vehicle safely, without delays in expected journey times.</p> <p>The speed of vehicle traffic is managed and, where needed, reduced to minimise the risk of collision, and the effects of air and noise pollution (especially where these roads pass close to residential areas, schools or town centres).</p>

User Hierarchy	Destination places	Active neighbourhoods	High streets	Connector roads	Strategic roads and motorways
<p>People driving cars and riding motorbikes and mopeds</p>	<p>Motor vehicles are considered guests on these streets.</p> <p>This means vehicles can reach destination places for journeys that need to be made by private vehicles, but that through-traffic is restricted. A, low-traffic and low-speed environment would be created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p> <p>It is anticipated that the majority of trips to these destinations will be made by public transport, cycling and walking, and parking should be located and managed to reflect this. Suitable levels of well-located disabled parking should be integrated in these spaces to keep access for blue badge holders.</p>	<p>Private motor vehicles are considered guests on these streets.</p> <p>This means people can access homes for journeys that need to be made by cars, motorbikes and mopeds, but that through-traffic is restricted. A low-traffic and low-speed environment would be created where motor vehicles give way to people walking, using the area for leisure, cycling or using public transport.</p> <p>Residents can park vehicles, but this should not affect people who cycle, walk or use public transport, and space should be prioritised for those who use car share schemes.</p>	<p>Essential car journeys can be made on these streets, but with minimal impact on people travelling by walking, cycling and using public transport, as well as residents and businesses.</p> <p>This means that provision is made for people who need to travel by car, motorbike or moped, but priority is given to people who walk and spend time on these streets, cycle, or travel by public transport to them.</p> <p>It is anticipated that the majority of trips to these destinations will be made by public transport, cycling and walking, and parking should be located and managed to reflect this. Suitable levels of well-located disabled parking should be integrated in these spaces to keep access for blue badge holders.</p>	<p>Essential car journeys can be made with minimal impact on people travelling by walking, cycling and public transport, as well as residents.</p> <p>This means that provision is made for people who need to travel by car, motorbike or moped, but this is balanced with space needed for people walking, cycling and using public transport, and other uses of these streets.</p> <p>The speed and volume of private vehicle traffic would be managed to reduce road danger, air and noise pollution, and to minimise its effects on other homes and businesses.</p>	<p>Essential, long-distance car journeys can be made safely, with reliable journey times.</p> <p>This means that people making longer-distance trips that can't be made by public transport can make these journeys by private vehicle safely, without delays in expected journey times.</p> <p>The speed of traffic would be managed and, where needed, reduced to minimise the risk of collision, and the effects of air and noise pollution (especially where these roads pass close to residential areas, schools or town centres).</p>



08. Appendix C: Measuring success

'Supply-side' indicators are about how much we (as TfGM and partners) do (and how well we do it) to affect customer choices and perceptions. 'Demand-side' indicators tell us what's happening in the travel market, including in relation to satisfaction and propensity to use particular transport modes.

Streets for All Essentials	Principles	Potential Measurements
Green and vibrant streets that are welcoming and safe places to spend time in		<p>Supply side</p> <p>Nitrogen dioxide and carbon emissions</p> <p>Reduced noise</p> <p>Tree planting</p>
	Healthy green places	<p>Demand side</p> <p>Proportion of people reporting at least two 10-minute periods of walking or cycling each day (Greater Manchester Travel Diary Surveys)</p> <p>Data on retail footprint to understand local shopping patterns</p> <p>Town centre data showing changes in how people travel to and from town centres (this can be collected using 'cordon counts' – where people are counted as they pass through an area).</p>
	Economically active places	
	Streets and places that are safe	

Streets for All Essentials	Principles	Potential Measurements
An attractive and inclusive walking environment	Walking is the natural choice for everyday journeys	<p>Supply side</p> <p>Length of street delivered through schemes which have good Streets for All design check scores.</p> <p>Demand side</p> <p>Proportion of trips under 2km that are walked (Source: Greater Manchester Travel Diaries Survey).</p> <p>Rate your neighbourhood for 'Ease of walking around the neighbourhood' (TfGM, Neighbourhoods survey).</p> <p>'I feel like I belong in this neighbourhood' (TfGM, Neighbourhoods survey).</p>
	There is space on our pavements for everyone to walk in comfort	<p>Supply side</p> <p>Measure pedestrian comfort levels – potentially via the 'double buggy test' at a random sample of locations annually.</p> <p>Demand side</p> <p>Question on whether there is space on the pavements for people to walk and pass each other in comfort (TfGM, Neighbourhoods survey)</p>

Streets for All Essentials	Principles	Potential Measurements
A safe, convenient and attractive cycling experience	People can reach everyday destinations easily and safely by cycle	<p>Supply side</p> <p>Proportion of residents living within 200m of an Active Travel Bee Network route.</p> <p>Demand side</p> <p>How easy is it to cycle on roads in your neighbourhood? (TfGM, Neighbourhoods survey)</p>
	People feel valued when they are cycling	<p>Supply side</p> <p>Amount of Active Travel Bee Network delivered.</p> <p>Demand side</p> <p>Relative importance and satisfaction of different aspects including 'Good cycle routes/lanes and facilities' (NHT survey).</p>
	Cycling is widely considered to be a safe and secure travel option	<p>Demand side</p> <p>Proportion of trips under 10km that are cycled (Source: Greater Manchester Travel Diaries Survey).</p> <p>'Proportion of cyclists feeling safe from traffic' (GMTS 2040 Network Principles survey).</p>

Streets for All Essentials	Principles	Potential Measurements
A reliable, integrated and accessible public transport network	Buses turn up and arrive at their destinations on time	<p>Supply side</p> <p>'Average excess waiting time' (frequent services) and 'proportion of bus services departing between 1 minute early and 6 minutes late' (other services). (TfGM survey)</p> <p>Demand side</p> <p>'The bus arrives at the destination at the time you expect it to arrive'. (TfGM survey)</p>
	It will be easier to reach public transport on foot or by bike	<p>Supply side</p> <p>Proportion of Greater Manchester population at Greater Manchester Accessibility Level 4 or better</p> <p>Demand side</p> <p>Ease of getting to the stop or station for bus, tram and train (GMTS 2040 Network Principles survey)</p>
	Taking the bus is a safe and attractive option	<p>Supply side</p> <p>TBD</p> <p>Demand side</p> <p>Perception measures for personal security on-bus, waiting, and walking to stop during day and night (TfGM survey)</p>
Goods are delivered on time with minimal impacts on local communities	Reliable freight routes are clearly defined	<p>Supply side</p> <p>TBD</p> <p>Demand side</p> <p>TBD</p>
	The negative impacts of freight movement, deliveries and servicing on local communities are minimised	<p>Supply side</p> <p>TBD</p> <p>Demand side</p> <p>There are an acceptable number of HGVs driving around my neighbourhood (TfGM Neighbourhoods survey)</p>

Streets for All Essentials	Principles	Potential Measurements
Streets that enable people to drive less	Giving more road space to the most efficient and sustainable modes of transport	<p>Supply side</p> <p>Proportion of people walking, cycling and using public transport on a weekly basis (GM Travel Diary Survey)</p> <p>Demand side</p> <p>Network encourages environmentally responsible travel (GMTS 2040 Network Principles survey)</p>
	Reducing levels of traffic on our roads	<p>Supply side</p> <p>Car users rate satisfaction with traffic congestion (GMTS 2040 Network Principles survey)</p> <p>Demand side</p> <p>Overall and peak period reductions in motorised traffic (Automatic travel counters)</p>
A future proofed street network	<p>Good design makes maintenance easier</p> <p>New mobility technologies help us to create safe, sustainable streets which make better use of existing street space</p>	<p>Supply side</p> <p>Question on how people rate their neighbourhood on several different elements – safety, space and pollution – when travelling around. (TfGM Neighbourhoods survey)</p> <p>Demand side</p> <p>TBD</p>

09. Appendix D: Summary of actions

Streets for All Essentials	Key actions
All	<p>We will progress and deliver Streets for All redesign projects as part of our capital investment programme outlined in Our Five-Year Transport Delivery Plan (2021-26).</p> <p>We will build 500 miles of new cycling and walking routes by 2024, working with local communities to make sure we are putting them in the right places</p> <p>We will design our streets to deliver Quality Bus Transit services that make public transport a safe, convenient and attractive travel option, through bus priority, improved waiting facilities and better access to bus stops, as part of our Bus Service Improvement Plan.</p> <p>We will develop traffic reduction plans as part of updated Local Implementation Plans.</p> <p>We will produce a Road Danger Reduction Action Plan for Greater Manchester.</p> <p>We will work with businesses and the freight industry to trial innovations in zero-emission deliveries and servicing.</p> <p>We will develop a shared mobility strategy, setting out the role of mobility hubs in enabling seamless integration between more sustainable modes of transport and learning from our experience of e-scooter trials.</p>
Three levels of delivery	
Spatial Planning	Promote the 15-minute neighbourhood concept in our work on spatial and transport plans.
	Produce a Streets for All development check to be included in future transport assessments.
	Incorporate the seven Streets for All Essentials in local plans where they are being reviewed.
	Update the Transport for Sustainable Communities guidance to include Streets for All requirements and national policy such as Gear Change, Bus Back Better and the latest Manual for Streets guidance.
Network planning	Review and update the Highway Protocols to reflect changes in roles and responsibilities and continue to review the priority routes for public transport, active travel, freight and general traffic across GM (aligned with the Right Mix mode share target and future Road Danger Reduction Action Plan).
	Through investment projects, identify alternate suitable routes or mitigation plans for key points on the network where there are competing pressures for priority from different modes of transport.
	Within the design process for specific streets or corridors, agree what level of motorised traffic will be accommodated and how to manage traffic across the area to achieve overall traffic reduction.

Streets for All Essentials	Key actions
Three levels of delivery	
Street design and management	Ensure that the process for designing projects which affect our streets includes engagement with local communities and stakeholders at an early stage, so that their views can be considered when developing designs. For example, when developing proposals for Active neighbourhoods, we will continue to work collaboratively with people who live locally from the planning stage through to construction, asking them for feedback on location and type of measures.
	Develop a Streets for All Design Guide for Greater Manchester. In the interim refer to design guidance produced by the National Association of City Transportation Officials (NACTO) as a 'best practice' guide.
	Undertake a Streets for All design check for every place we are proposing a new project.
	Develop a new process for reviewing project specifications at key stages to ensure each project is fully aligned with Streets for All.
Ways of working	
Capacity-building	Engage with senior leaders across Greater Manchester to explain the Streets for All approach and give them the information they need to engage with their stakeholders.
	Develop a Streets for All funding stream.
	Build capacity through establishing a Streets for All centre of excellence to give local authority and TfGM officers the information and tools they need to successfully deliver Streets for All.
Stakeholder engagement	Investigate the most effective methods of ensuring decision makers have the information they need to make them aware of public opinion on proposed projects.
	Continue to lobby central government for the enforcement powers we need to make our streets welcoming and more accessible, including the ability to enforce moving traffic offences and 'implied' zebra crossings – more simple and cheaper zebra crossings on side roads without the zig-zag road markings and Belisha beacons currently required.
	Set the broader engagement plan in which the project will be delivered – enforcement, cleaning, maintenance, behaviour change, regeneration etc.
	Manage the delivery of the project with a stakeholder plan.
Business cases	Produce a bespoke data set for each local authority to make the case for the Streets for All approach, including key topics such as air quality, road safety, walking and cycling.
	Produce a toolkit of data sets for local authorities to collect, adaptable to different project scopes (scale and key audiences for data).
	Include health and economic benefits in project business cases (review inclusion of PEAT).
Project build	Develop and apply a new roadworks management framework aligned with Streets for All (prioritising walking, cycling, public transport, deliveries and essential access) for contractors to apply. Establish a system to ensure compliance with this.

Streets for All Essentials	Key actions
Ways of working	
Monitoring and Evaluation	Establish a routine data set that all projects can collect and report back into a centralised system to enable Greater Manchester-wide tracking of performance improvements.
	Collect data straight after construction is finished, at six months, one year and 18 months to compare results with ambitions.
	Feed results back into the planning process to improve the next project and collate project statistics to communicate the benefits of projects to stakeholders.



**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Withington Baths Financial Support

Report of: Strategic Director - Neighbourhoods

Purpose of report

This report provides details of a proposed £1 million loan by Manchester City Council to Love Withington Baths Charitable Trust which will enable essential repairs to the facility that provides valuable swimming, leisure and well-being activities in south Manchester.

Recommendations

The Executive is requested to:

1. Note the background and rationale for the provision of this loan.
 2. Recommend to Council a capital budget increase of £1 million for the purpose of a loan from Manchester City Council to Love Withington Baths Charitable Trust, to be over a repayment period of a maximum of 25 years, and to be funded from borrowing.
 3. Delegate authority to the Deputy Chief Executive and City Treasurer, and City Solicitor, in consultation with the Deputy Leader (Statutory), to agree and finalise the terms of the loan
 4. Delegate authority to the City Solicitor to enter into all contractual and ancillary arrangements to give effect to the recommendations set out in this report
-

Wards Affected: Old Moat and Withington

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

This loan will enable essential works to take place which will provide improved local facilities.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	This loan will enable essential works to be carried out to Withington Baths, keeping the centre open and therefore sustaining footfall and safeguarding 25 full-time and part-time jobs (75% of employees are residents in the Manchester City Council area).

A highly skilled city: world class and home-grown talent sustaining the city's economic success	This loan will enable essential works to be carried out to Withington Baths, keeping the centre open and therefore safeguarding jobs. The facility includes a managed workspace supporting 15 – 20 local sole traders and self-employed.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	This loan will enable essential works to be carried out to Withington Baths, keeping the centre open and ensuring a range of leisure and well-being activities continue to be available to local communities. The benefits of physical exercise on individual's mental health and wellbeing are well established as are the positive benefits to confidence in young people from learning to swim.
A liveable and low carbon city: a destination of choice to live, visit, work	This loan will enable essential works to be carried out to Withington Baths, keeping the centre open and providing high quality leisure services for residents in a sustainable location in the heart of the community and making Withington a better place to live and 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

It is proposed that the loan will be funded from borrowing, and this will incur revenue costs in the form of interest and minimum revenue provision. The terms of the loan will be set to ensure that the payments received from the Trust will fund these costs on an annual basis and will need to be subsidy control compliant.

Financial Consequences – Capital

If agreed, the proposals in this report would increase the Council's capital budget by £1 million, to be funded from borrowing.

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Background documents (available for public inspection):

1. Introduction

- 1.1 Built in 1911, Withington Baths has remained a constant and iconic presence in Withington Village and is a well-used and much-loved community asset. The pool and its associated facilities are managed by Love Withington Baths Charitable Trust following a successful campaign to keep the Baths open in 2015, when responsibility and management of the building was transferred from Manchester City Council.
- 1.2 The Council has been working with the Baths on ambitious plans for the development of the facility. However, the building requires essential maintenance works to secure the envelope of the building and allow the baths to remain open.

2. Transfer from Manchester City Council to Love Withington Baths

- 2.1 In late 2012 in response to central Government funding cuts, the City Council announced the intention to close Withington Baths and Chorlton Baths and build a new leisure facility at Hough End. The Council embarked on a consultation process in January 2013.
- 2.2 There was a large response to this consultation with strong public feeling that Withington Baths should be kept open. Subsequently, the Save Withington Baths campaign was formed and after discussions the Council agreed to give Withington Baths a two year stay of execution with a view to the community looking to operate the baths thereafter as a community enterprise.
- 2.3 In 2015 management of the Baths transferred from the Council to Love Withington Baths Charitable Trust under a lease arrangement which included liability for any future repairs but with the Council retaining ownership of the building.
- 2.4 Over the following years, Love Withington Baths have carried out minor refurbishments which have restored original details but there are significant major repair works required to the buildings.

3. Current Delivery/Demand at Withington Baths

- 3.1 Love Withington Baths Charitable Trust have been able to successfully turn a loss-making facility into a facility that generates a surplus and which provides a range of programmes and activities for the whole community including swimming pool, gym, office space and fitness studios.
- 3.2 Since 2015, there has been a significant increase in the number of young people living in South Manchester and the number of schools have increased much greater than forecasted when the Baths closure was proposed in 2013.
- 3.3 As a result, the Council contracts with Love Withington Baths for the delivery of school swimming for primary schools at Withington Baths. If the demand analysis undertaken in 2013 was taken again today, it would indicate

that the swimming pool at Withington needs to be retained or replaced to meet the demand forecasted for the foreseeable future. This demand is likely to increase further over the next 2 years whilst Manchester Aquatics Centre is being refurbished.

- 3.4 The facility currently has c2000 gym members, 700+ children on the after-school swimming programme, 16 school swimming sessions weekly, 60 classes per week and a range of community activities including Baby Swimming and Dance Like a Mother through to Silver Circuits, Pilates and table tennis classes for older people. In addition to the gym and pool there are 2 studios, a sauna, and a managed workspace, available for hotdesking.
- 3.5 Love Withington Baths Charitable Trust have surpassed their own business plan expectations year on year and they have generated a healthy surplus from the c150,000 annual footfall which has enabled them to reinvest and restore many parts of the building, which were previously out of commission. As a result, the facility is in a much better condition than it was when it was handed to them by the Council.
- 3.6 Whilst recovery from the pandemic is difficult to predict, we can take some confidence in the Trusts track record of delivery. Also, both the after-school swimming and the gym membership numbers are now higher than they were pre-pandemic. There is a strong rationale to providing support for Love Withington Baths, allowing the building to remain open whilst repairs take place

4. Funding requirements

- 4.1 The facility has been operated on a full repair and maintenance lease and in addition to annual maintenance work, refurbishment of both studios (£60,000), redeveloped upstairs unused area into workspace (£140,000) and refurbished sauna (£100,000) have all been financed from Love Withington Baths own profits, crowdfunding and a loan for the workspace.
- 4.2 The structural fabric of the 110-year-old building is now in need of considerable repair, in particular the roof of the building, but also some repairs to the external elevations and to the building's structural elements, including a significant amount of reinforced concrete around the pool and replacement of the boiler.
- 4.3 Love Withington Baths have approached the required roof works as a heritage project, with a view to restoring what is a beautiful (albeit costly to restore) period feature of the building. The Baths have been developing a bid for some time to address the above issues.
- 4.4 In 2019 the Baths were successful in securing Heritage Lottery funding for £900,000. An additional £230,000 from the Baths' own reserves was intended to cover all the anticipated £1.1million project costs.

- 4.5 A robust and transparent tendering process undertaken by the Baths has returned tendered costs considerably higher than anticipated. Three prices were submitted to the Baths, with the preferred tender coming in at around £2.1 million reflecting the rapid increase in construction costs. There is a significant gap in funding of around £1 million.
- 4.6 Some value engineering work has taken place along with prioritisation of works, to reduce the overall cost. However, the ability to achieve cost reductions or reduce the scope of the works is limited to ensure the long-term condition of the building and to ensure that the works are in keeping with the architectural quality of the building required by the National Heritage Lottery Fund (NHLF). Once the work has been done, major lifecycle works will be complete, thus reducing significantly the risks concerning ongoing operation of the facility by the Trust.
- 4.7 Love Withington Baths is a well-managed Trust. Prior to the pandemic a healthy annual operating surplus has been generated. Some of these surpluses have gone into refurbishment projects and some is held as an operating reserve. Post lockdown, members have returned to the Baths in good numbers and the Baths remain in a healthy position.
- 4.8 However, the condition of the roof and other structural elements are a significant risk and could become unsafe at any time which would result in the significant impact of having to close the pool. Additionally, the NHLF monies are timebound and whilst an extension has been secured due to the pandemic, the project needs to start soon.
- 4.9 As a result of the financial shortfall and the risk factors associated with not proceeding with the works, Love Withington Baths Charitable Trust have approached the Council for financial assistance.

5. MCC Officers Review

- 5.1 Following the approach from Love Withington Baths Charitable Trust for support a small project team of senior officers has met to review in detail, the Baths business plan, profit and loss accounts and tender process for the works required.
- 5.2 This project team comprises of the Deputy City Treasurer, Interim Commercial Director, Head of Sport Culture and Leisure, Strategic Neighbourhood Lead (south) and a Neighbourhood Manager.
- 5.3 The detailed review of all documents provided by the Trust has concluded that the Baths is in a strong financial position, provides a valuable contractual service, is an important community resource and that the tender process undertaken was thorough and robust.
- 5.4 The project team are of the view that trying to achieve the bulk of savings through value engineering is not advisable and that it is prudent for all the works to be carried out concurrently and in totality.

- 5.5 Given the Baths healthy financial position and proven record of accomplishment, the Council is minded to loan Love Withington Baths Charitable Trust of up to £1 million to cover the shortfall repayable over a long payment period of a maximum of 25 years, based on the expected life of the works. The nature of the works will significantly enhance the life of the asset and it is therefore appropriate to allow the repayment of the loan over the life of the works. The terms of the loan and repayment schedule can be agreed between parties, noting that they will need to be compliant with Subsidy Control rules.

6. Conclusion

- 6.1 Withington Baths is a well-managed facility with the Love Withington Baths Charitable Trust having a robust business plan in place. It provides an important local health and well-being offer in south Manchester to a wide range of communities. Provision of this loan will allow for essential repairs to take place whilst allowing the facility to remain open at the same time.
- 6.2 Recommendations can be found at the front of this report.

7. Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The loan will facilitate essential repairs which will ensure Withington Baths continues to provide a range of health and well-being activities to south Manchester residents.

(b) Risk Management

- 7.2 Manchester City Council officers have undertaken due diligence on Love Withington Baths business plan, accounts and tender process for the proposed works and are satisfied in these regards. The freehold of the Baths remains with the Council so failure with the repayment of the loan the building would revert to the Council.

(c) Legal Considerations

- 7.3 The Council is proposing to provide Love Withington Baths Charitable Trust with a term loan facility. The Loan is to be provided by the Council under the powers in section 1 of the Localism Act 2011.

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**Manchester City Council
Report for Information**

Report to: Executive – 17 November 2021

Subject: Greater Manchester Voluntary, Community and Social Enterprise Accord

Report of: Deputy Chief Executive and City Treasurer

Summary

This paper provides an overview of key activities in Manchester to support the VCSE sector.

The Greater Manchester Combined Authority (GMCA) has asked all 10 GM local authority areas to approve and endorse the GM Voluntary, Community and Social Enterprise (VCSE) Accord. GMCA has already approved the Accord.

GM Leaders agreed that, as much of the work to deliver to Accord happens in collaboration with the VCSE sector in localities and neighbourhoods, each of the 10 Executives or Cabinets would consider the Accord and each Leader would sign on behalf of their local authority.

Recommendations

Executive are requested to approve the new GM VCSE Accord and confirm endorsement on behalf of Manchester.

Wards Affected: All

<p>Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>
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<p>Manchester works with VCSE organisations that have a positive impact on tackling climate change and environmental impacts. This is considered in terms of VCSE funding decision making and social value in commissioning and procurement decisions. VCSE sector organisations are involved in delivering many parts of the zero carbon action plan such as community engagement activities and active transport.</p>

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Manchester's VCSE sector represents a substantial economic contributor to the City (see 1.2.2 below), and is specifically identified in the Our Manchester Strategy for this reason. The Accord's commitments to support a thriving and healthy VCSE sector align with the aims of the Our Manchester Strategy to achieve the same.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The Accord outlines a commitment to the VCSE sector's workforce, ensuring workforce development and a more integrated public facing workforce. The sector's workforce is substantial and comprised in the main of local people delivering support and services to other local people. The Accord aspires to support this workforce to fulfil its potential.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	A substantial proportion of VCSE support is delivered by volunteers, with organisations run by and for local people and enabling them to experience improved outcomes. The VCSE organisations that the Council works with all strive to make positive contributions in their area of expertise; the Accord promotes local authority and health service activity to sustain this type of activity and standardise good practice.
A liveable and low carbon city: a destination of choice to live, visit, work	The Accord promotes the involvement of and investment in VCSE organisations across a range of Council priorities. Current activity includes work with local groups progressing climate change initiatives, working with local communities to promote reduced carbon emissions in the local area.
A connected city: world class infrastructure and connectivity to drive growth	The VCSE sector plays a crucial role in connecting individuals and communities and making the best use of local assets to do this. As a result of COVID-19, many VCSE services are prioritising the issue of digital connectivity to enable residents to continue to access support remotely. The connectivity between communities and the VCSE sector, and between the sector and local public services, underpins several of the Accord's commitments.

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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 Work with the VCSE Sector During COVID-19, *Communities and Equalities Scrutiny Committee, Manchester City Council, 8 October 2020*
- Manchester State of the VCSE Sector 2021, *Salford CVS on behalf of 10GM:* <https://manchestercommunitycentral.org/policy-and-influence/state-sector>

1. Background

1.1 GM Accord

- 1.1.1 An initial GM VCSE Accord was signed on behalf of the GMCA by the Mayor of Greater Manchester with the Voluntary, Community and Social Enterprise (VCSE) sector in November 2017. In September 2020, GMCA Members agreed to extend the scope of the Accord to embrace health and social care. The refreshed GM VCSE Accord is included alongside this report.

1.2 Manchester's VCSE Sector

- 1.2.1 Manchester's VCSE sector has long been the cornerstone of community-based support and connectivity and is integral to the Our Manchester approach in the city. The sector has been a vital partner to the Council in continuing to meet communities' needs and celebrating their successes. The VCSE sector has long tackled social inequalities that, as has been well documented, have been highlighted and exacerbated recently by the COVID-19 pandemic. The pandemic has had a profound effect on the sector, with organisations simultaneously adapting ways of working to retain the best support to communities possible, whilst working extremely hard to stay afloat.

- 1.2.2 A 2021 report on the State of the VCSE Sector in Manchester, available here, <https://manchestercommunitycentral.org/policy-and-influence/state-sector> highlights that:

- Manchester is home to 3,871 voluntary organisations, community groups and social enterprises (up from 3,394 in 2017)
- The sector includes 162,278 volunteers (including committee / board members) giving 480,901 hours each week, valued at £242 million per annum based on the living wage of £9.50 p/h. This is compared to 110,900 volunteers giving 278,600 hours in 2017
- 66% of these are micro organisations and 18% are social enterprises
- The total income of the sector in 2019/20 equated to £496.9m (compared to £526m in 2014-15, reported in the 2017 State of the Sector report)
- 90% have some dealings with other VCSE organisations, 87% with the City Council and 79% with private organisations
- Many organisations are able to leverage MCC and other public sector funding to bring in additional funding to the City - 85% of respondents have at least one non-public-sector source of funding (89% in 2017)
- 50% of the organisations have had to use their reserves during the pandemic to remain operational

- 1.2.3 The apparent growth of the sector in the last 5 years is, on the face of it, positive, but it should be considered in the context of some key factors. COVID-19 has had a very significant impact on the sector in terms of demand pressures, requirements to change operating models, and although time-limited financial support has been made available, other sources of income have reduced for many. The high use of reserves has created significant financial pressures for many which may have not yet been fully realised.

Moving forward in an increasingly difficult funding landscape, there is a greater need than ever to:

- Ensure the availability of the right type of support (investment, capacity building, fundraising capability etc) to VCSE organisations, and;
- Increase the number and diversify the organisations investing in Manchester’s VCSE sector.

2. Current Approaches in Manchester City Council

2.1 Our Manchester Funds Team

2.1.1 The GM VCSE Accord promotes meaningful investment in the sector at the local level as well as ‘*making co-design of local services the norm*’. These principles align with the work of the Council’s Our Manchester Funds Team.

2.1.2 The OM Funds Team is a dedicated team within Policy, Performance and Reform that manages a programme of funding activity with the VCSE, along with the VCSE infrastructure contract (see below). The team’s principal focus is the Our Manchester VCS Fund, a programme that currently funds 63 VCSE organisations with a total value of £2.46m per annum, aligned to the aims of the Our Manchester Strategy.

2.1.3 Operating on a three-yearly cycle, the programme is currently in a 12-month extension of the 2018-21 programme, owing to Covid impacts. A further 12-month extension has been agreed in principle (subject to the next financial settlement). A co-designed refresh of the fund, working with stakeholders including VCSE groups, is scheduled for the 2022-23 extension period, to ensure that a refreshed fund which is more closely aligned to the *Our Manchester Strategy Reset: Forward to 2025* is able to run from 2023-26.

2.1.4 In addition to this, the OM Funds Team operates a range of development funding and several Covid-specific funds. The team has longstanding operating principles of co-design, engagement, relationship building and embeds the Our Manchester behaviours in all it does, as described by several groups in its 2019-20 Annual Report:

“I’ve dealt with many funders and can honestly say that your support is an object lesson in how to do it.” *Anne Stebbings, Manchester Rape Crisis*

“Great information sharing from OMVCS as usual. Emails about other opportunities are useful and our liaison officer meeting lets us discuss our work. Our Chair attends and brings back valuable feedback.” *Whalley Range Community Forum*

“We know we can contact the team any time and the reply is prompt and helpful.”
North Manchester Black Health Forum

2.1.5 The team also supports the work of the Manchester Funding Partnership (see below) and works closely with funding partners such as MHCC, National Lottery etc. To that extent, the work of the OM Funds Team very much captures the aims of the GM VCSE Accord.

2.2 Manchester Funding Partnership

2.2.1 A GM VCSE Accord commitment is to ‘*build a financially resilient VCSE sector that is resourced to address our biggest challenges*’ and to ‘*fulfil the potential for building productive relationships between the VCSE, public and private sectors*’. These commitments are reflected in Manchester through the work of the Manchester Funding Partnership.

2.2.2 The Funding Partnership was launched in June 2020 with the aim of supporting Manchester’s voluntary sector in its essential role in both responding to the COVID-19 crisis and supporting the city’s recovery. A Greater Manchester Funder’s Forum already exists, however a space was needed for local funders to share intelligence, tackle issues and co-develop funding solutions for the city.

2.2.3 The partnership’s activities are underpinned by a funding strategy, which aims to encourage and promote ‘*a vibrant, strong, and thriving voluntary and community sector in Manchester*’. The strategy outlines four pillars necessary to achieve this:

- **Adapt and Develop:** Funding needs to be available to support VCSE organisations to adapt delivery of existing services and develop offers that can support residents within this new environment.
- **Lead and Collaborate:** Funding is needed to support individuals and partnerships in the VCSE sector who play key roles in leading, coordinating and supporting the sector.
- **Sustain:** Funding is required for the recovery and long-term viability of organisations beyond the emergency response to Covid-19.
- **Legacy:** Funding is needed to embed new and effective ways of working that will grow and strengthen the sector.

2.2.4 Currently the partnership consists of 10 funding organisations:

- Manchester Health and Care Commissioning
- MCR Active
- One Manchester
- Southway Housing Trust
- The National Lottery
- We Love MCR
- Young Manchester

- Macc
- OMVCS, Manchester City Council
- Greater Manchester Mental Health (GMMH)

2.3 VCSE Support

2.3.1 The GM VCSE Accord operates on the premise that the sector is supported at a GM level and locally, to grow and strengthen, in order to maximise its contribution to communities, to places and to the local economy. VCSE infrastructure support in Manchester is provided by Macc (Manchester Community Central)

2.3.2 The Council currently has a combined infrastructure contract with Manchester Health and Care Commissioning (MHCC) that went live in October 2019, following a process of consultation and co-design. Macc was successful in this process and awarded a 3 year (+2 year option to extend) contract, having delivered against previous infrastructure contracts for the Council. The contract aims to deliver:

- development and support to VCSE organisations around governance, organisational structures, policy and funding;
- engagement and influence in partnership work;
- co-design processes; and
- support volunteering opportunities for residents.

2.3.3 During the course of the pandemic, Macc, like much of the VCSE sector, has had to adapt and diversify its approach to best support the sector.

2.3.4 Moving forwards, it is important to recognise the changes and challenges that the Covid-19 pandemic has forced on the sector. It is also important to note that Manchester's population, and consequently the makeup of the VCSE sector in the City, has diversified greatly in the last decade. In this context, the Council has committed to undertaking a review of VCSE support to ensure that future delivery of this is the best possible fit for Manchester as a place and as a people, in-keeping with the aims of the GM Accord. This review will be completed in early 2022 to inform the future design of VCSE support.

2.4 Wider Council connections with the VCSE Sector

2.4.1 In early 2021, an exercise was carried out to map the different connections and financial support to the VCSE sector across Council services. The exercise showed that, in the 2020/21 financial year, the Council invested in the region of £34million of funding to the VCSE sector from the following sources:

- Adult Social Care
- Carer Support
- Children's (Commissioned contracts only)
- Community Safety Partnership
- Cultural Funds
- Equalities

- Homelessness
- MCR Active
- Neighbourhoods (Neighbourhood Investment Fund)
- Our Manchester Funds
- Work & Skills
- Youth & Play

2.4.2 This is not a definitive record of all Council to VCSE funding, but it does represent 304 funding agreements (not necessarily 304 individual organisations). Of the assessed funds, 68% are grants and 32% contracts. Only 7% relate to statutory services, and whilst the remaining 93% of funding given to the VCSE sector is technically non-statutory, it can be often interlinked with the Council's ability to discharge its statutory requirements, for example non-statutory funding to homelessness organisations through the OMVCS fund helps to prevent future homelessness.

2.4.3 Further work to refine the evaluation of the Council's VCSE funding, and the outcomes being delivered is being taken forward by officers. The initial exercise does highlight the breadth and depth of support from different parts of the Council to the sector and the value of these relationships in terms of improving outcomes for residents. The VCSE sector is an essential delivery partner to the Council to exercise its duties, which aligns to the principles of the GM VCSE Accord.

3. Current approaches in Health and Social Care

3.1 As noted earlier in this paper, the GM VCSE Accord has been evolved to reflect the important role that the region's health and social care sector plays in relation to the VCSE sector, both as a funder and as a strategic partner. As is the case with the City Council, there are numerous examples of the City's health and social care sector embedding the aims of the accord in its operations. The future design of health and social care integration will further develop these partnerships with the VCSE sector.

3.2 Manchester Local Care Organisation

3.2.1 Since its establishment, Manchester's Local Care Organisation (LCO) has looked to include VCSE partners in the design and delivery of its services. Prior to formal establishment, through a range of engagement sessions called Future Search in all neighbourhoods and with key communities (including VCSE partners), the vision and ways of working for the LCO were developed.

3.2.2 In the LCO's first year, Michele Scattergood, Chief Executive of disabled people's organisation Breakthrough UK Ltd, was deployed into the LCO to work with the Executive Team to outline proposals for how the LCO could 'hardwire' VCSE leadership and representation into the operation of the organization. The resulting action plan culminated in the agreement of a memorandum of understanding (MoU) between the LCO and the VCSE sector and the establishment of the Health Leaders Forum.

3.2.3 During the pandemic, teams in neighbourhoods (across community, primary care and the Council) worked alongside VCSE colleagues to ensure that the most vulnerable residents continued to receive key services, as well as engaging with communities to support the roll-out of community testing and the vaccination programme. As a result of this response, it has been agreed that the formal governance through the MoU and Health Leaders Forum would be reviewed to ensure that LCO is adhering to the principles agreed. This approach will build in the commitments of the Accord.

3.2.4 As such, the LCO's work will contribute to the delivery of the following Accord commitments:

Commitment 1: <i>We will work together to achieve a permanent reduction in inequalities and inequity within Greater Manchester, addressing the social, environmental and economic determinants of health and wellbeing.</i>
Commitment 2: <i>We will embed the VCSE sector as a key delivery partner of services for communities in Greater Manchester.</i>
Commitment 3: <i>We will build a financially resilient VCSE sector that is resourced to address our biggest challenges of ending poverty and inequality in Greater Manchester.</i>
Commitment 5: <i>We will build on our existing strengths to build the best VCSE ecosystem in England.</i>
Commitment 6: <i>We will put into place meaningful mechanisms to make co-design of local services the norm, including expanding channels for service design to be informed by 'lived experience'.</i>

3.2.5 There are a number of examples of how MLCO has done this:

- Engaged in Neighbourhood (Integrated Neighbourhood Team, or INT) Operating Model: the 12 Health Development Coordinators (HDC) work in their local communities to engage with local community groups and assets to develop key relationships and understand what is available to residents and where there are gaps in support / services. HDCs support the neighbourhoods to identify priorities and opportunities, co-design local solutions, and access resources to build community capacity.
- Nine of the INTs have Care Navigators as part of the team; they focus on simplifying peoples' care journeys, linking them to services and guiding them to the right services in their community that can support their needs, which includes the VCSE.
- VCSE partners support key care pathways, such as Manchester Care and Repair, supporting MLCO's work to secure safe and timely discharge from hospital.
- The HDCs and INT Leads have developed Neighbourhood Partnership meetings; providing a forum for the engagement of local VCSE groups in the

work of the Neighbourhood and to build connections across key stakeholders. It is through these forums that VCSE partners in each place can share their intelligence about local communities to inform future service design. The LCO will work with INT Leadership Teams to stock-take how that is working and what more needs to happen to ensure that attendance is representative and to assess the impact it is having.

- VCSE partners are also part of the Bringing Services Together for People in Places, working together with partners such as Housing Providers, Police, Children’s Services, MCC Neighbourhoods and MLCO Integrated Neighbourhood Teams to address joint priorities for each of Manchester’s neighbourhoods.
- The Responsive Commissioning workstream of the Better Outcomes, Better Lives programme has included VCSE representation in the steering group and the development of the MLCO Commissioning Plan. The VCSE will be involved in the delivery of the plan particularly around community-led commissioning and citizen commissioning/co-production. The VCSE sector is a key partner across Adult Services and the Better Outcomes, Better Lives programme aims to strengthen these relationships further.

4. Conclusion

- 4.1 The GM Accord represents a continuation of the approaches currently adopted in Manchester, and may help to strengthen commitments across GM to build a stronger and more resilient VCSE sector that can best support and deliver for our residents.
- 4.2 The Council’s Our Manchester Funds Team has used Our Manchester approaches to improve integration and co-design with VCSE partners in planning and developing initiatives, strengthening relationships between the local authority and the VCSE as a result. The approach has not only enabled the team to work with MHCC to leverage in funds for targeted activities, ensuring consistency of approach, minimised bureaucracy and strategic alignment, but has also been instrumental in VCSE partners working with the Council to deliver the Our Manchester VCSE programme. This aligns with the ways of working in the GM Accord.
- 4.3 The Council is working with partners through the Manchester Funding partnership to ensure that future funding of the sector enables is to contribute effectively to deliver the ambitions in the Our Manchester Strategy. This aligns with the ambition of the Accord to ‘maximise new funding sources’. This is a complex and challenging objective though, and due consideration is being given to what those new funding sources might be, how they can be leveraged in and how we best support the VCSE sector across in our localities to attract funding from those areas. Manchester officers will work with GM to develop the detail of this commitment going forward.
- 4.4 It is important that Manchester retains its autonomy in how the sector is best involved and supported, including autonomy in the City’s funding decisions. It

will be vital that decisions are informed by and aligned to local priorities, with a particular focus on what is specific to our place and people. The Accord acknowledges this:

We will acknowledge the value to communities of place, identity and experience and understand the role of local people in leading, shaping and connecting VCSE organisations to create the 'ecosystem' described in the VCSE Policy Paper. We will work using the subsidiarity principle, meaning that decisions and issues are taken and addressed as close to communities as possible, coming together at a Greater Manchester level where there is a demonstrable benefit of doing so.

4.5 Recommendations are set out at the start of this paper.

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GM VCSE Accord Agreement

This is a three-way collaboration agreement between the Greater Manchester Combined Authority and the Greater Manchester Health and Social Care Partnership and the GM Voluntary, Community and Social Enterprise (VCSE) Sector* represented by the GM VCSE Leadership Group, based in a relationship of mutual trust, working together, and sharing responsibility. The purpose of this Accord is to further develop how we work together to improve outcomes for Greater Manchester's communities and citizens.

**When we talk about the VCSE sector in Greater Manchester, we mean voluntary organisations, community groups, the community work of faith groups, and those social enterprises where profits will be reinvested in their social purpose.*

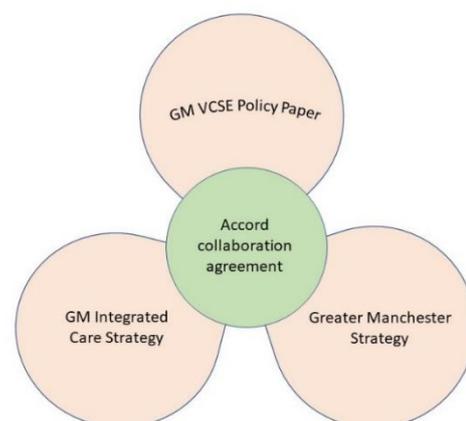
1.1 Introduction

VCSE organisations play a hugely valuable role in the economy and society of Greater Manchester. In 2021, their offer is more vital and relevant than ever, as shown through the ability to mobilise at scale during the recent pandemic. The reports of the Independent Inequalities Commission 'Good Lives for All' and the Marmot Build Back Fairer review make frequent reference to the VCSE sector's knowledge and its tested practical solutions to tackling entrenched inequalities, addressing environmental problems, and improving wellbeing. Local authorities, NHS and health systems have welcomed the role of the VCSE sector as a strategic partner in the emergency response and recovery efforts, and this Accord seeks to make the successful integration of VCSE groups, organisations and leaders the way we do business in Greater Manchester.

The attached *Annex* document contains further details of the context, governance and implementation of this Accord agreement.

1.2 Purpose and scope

The Accord will act as a framework for collaboration involving VCSE leaders and organisations in the delivery of the Greater Manchester Strategy (GMS) and in the thematic strategies and delivery plans that will exist to deliver the GMS vision, including the development of the strategic plan of the new GM Integrated Care System. VCSE representatives will be involved in the development, governance and delivery of these strategies, including co-design of relevant activities, and thereby take a key role in work to build a resilient local economy, tackle inequalities and inequities, and improve the health and wellbeing of the people who live, work and study in Greater Manchester. The Accord will also deliver the ambitions set out in the [VCSE Policy Paper](#), which was published by the GM VCSE Leadership Group in 2020 and sets out



a developmental ambition for the VCSE Sector, as shown in Figure 1 (right).

This agreement is intended to work in a number of ways:

- Through a shared understanding of the contribution that VCSE organisations make towards tackling inequality in society, creating a more inclusive economy and addressing the climate crisis.
- Through the building of effective partnerships and relationships between the statutory sector with VCSE organisations across different geographies (for example GM-wide, district-wide, or in neighbourhoods and communities)
- Through a shared vision, ways of working principles and set of commitments which underpin these partnerships and relationships
- Through a 5-year iterative programme of enabling and developmental activities driven at a GM-wide footprint, which aims to maximise the ability of VCSE organisations to deliver beneficial outcomes.

1.3 Contribution of VCSE organisations

The 2021 [State of the VCSE Sector](#) report shows that Greater Manchester is home to around 17,000 voluntary, community and social enterprise groups and organisations, and nearly 500,000 volunteers giving a total of 1.4 million hours each week. These groups, organisations and volunteers are well-networked with strong, distributed leadership, established communications channels and have evidenced their ability to convene and act together in the interests of Greater Manchester's communities. 71% of the VCSE sector are micro-organisations with an annual income under £10,000, and 57% of organisations work across specific neighbourhoods and communities across Greater Manchester.

VCSE organisations work across every aspect of tackling inequality and inequity in Greater Manchester including skills, employment and enterprise; health and social care; housing and transport; environmental issues and carbon reduction; poverty reduction; inclusive economic growth and inclusive governance. They also work at a variety of footprints – from community and neighbourhood to GM-wide and national, as well as having their origins in business (such as charitable foundations) and the statutory sector (such as NHS charities) as well as in communities.

1.4 Tri-partite Agreement - Shared Vision and principles

From this point on, where the words 'we' or 'our' or 'us' are used, this includes the three parties to this agreement acting with a single voice.

Our shared vision is for a thriving VCSE sector in Greater Manchester that works collaboratively and productively with the GM Integrated Care System¹, the GM Combined Authority, its constituent local authority members and statutory partners².

This vision is based in our shared values, will be supported by a sustainable infrastructure and have strong leadership. We will operate on the basis of mutual trust, respect and transparency.

We will acknowledge the value to communities of place, identity and experience and understand the role of local people in leading, shaping and connecting VCSE organisations to create the 'ecosystem' described in the VCSE Policy Paper. We will work using the subsidiarity principle, meaning that

¹ The final governance of the Integrated Care System is to be finalised, but will include Integrated Care Board, Integrated Care Partnership, GM NHS Trusts, other non-NHS Providers and delivery partners

² Including Transport for Greater Manchester

decisions and issues are taken and addressed as close to communities as possible, coming together at a Greater Manchester level where there is a demonstrable benefit of doing so.

1.4 Building from a strong track record of innovation and partnership

The Agreement does not start from scratch and is built on the strong foundations created over the last 5 years, since the previous GM VCSE Accord and Memorandum of Understanding with the Health and Social Care Partnership were put in place.

It is clear from recent evaluation exercises that VCSE sector representatives are “at the table” in the places where important decisions are made across the NHS, Health and Social Care and GMCA partnerships. Increased VCSE involvement means that people and communities are more likely to be discussed, and prevention and community engagement more likely to be considered across service planning and commissioning.

Substantial progress has been made on the strategic front, with the publication of a Policy Position Paper by the GM VCSE Leadership Group and specific responsibilities identified for the sector in the 2020 GM ‘Living with Covid’ Plan.

Furthermore, work led by VCSE-led groups such as the GM Social Enterprise Advisory Group, GM Equality Network (GM Eq=al) and the GM Social Value Network, for example, have driven forward key policy improvements.

Products of the collaboration over the last 5 years include the GM VCSE Commissioning Framework, a powerful tool for public sector organisations to work effectively with VCSE organisations. There has been strong VCSE involvement and leadership in a number of joint programmes which explore the role of co-production in service reform and commissioning, and further information is contained in the *Annex*.

However, whilst the presence of VCSE organisations on decision making bodies represents progress, there is some way to go yet before the level of collaboration and co-production that we envisage is achieved. Furthermore, it is clear that the level of VCSE engagement and involvement differs between localities. The journey towards becoming equal partners needs a further shift in power, in resources and a greater amount of truly collaborative activity. This new Accord sets out 8 commitments, which aim to continue the transition towards greater parity in the relationship between the VCSE and statutory sectors. We recognise that the shift in the balance of power and how we will work together will also require each of us to take different responsibilities – for example in our investment, delivery, or engagement – but we will share the delivery and the accountability for our actions.

In order to maximise the VCSE contribution, the GM statutory sector will recognise, incorporate, and invest. VCSE leaders and organisations will focus on developing their workforce capacity and capability, on diversifying the income base and creating new partnerships and collaborations within their ‘ecosystem’. The Accord will build from and work with existing structures across each locality, and recognise the different needs and requirements of each place and its populations in order to be successful in its aims.

1.5 Shared commitments for 2021 – 2026

The success of this Accord and the following shared commitments will rely on their recognition, adoption and action at a locality and neighbourhood level. As stated above, the actions invested in at a GM footprint aim to enable and facilitate what is happening in localities, neighbourhoods and

communities. All commitments will be achieved in partnership and equitable involvement from all 10 districts of Greater Manchester.

Commitment 1: *We will work together to achieve a permanent reduction in inequalities and inequity within Greater Manchester, addressing the social, environmental and economic determinants of health and wellbeing.*

Our aim is to ensure active VCSE participation and parity in strategic work to enhance equality, equity and wellbeing.

Examples of routes through which this commitment will be supported at a GM footprint include:

- Effective representation of the VCSE sector on relevant groups including: the GM Integrated Care Partnership, the GM Health and Care Board, GM Commissioning Hub, Joint Commissioning Board, Population Health Board, Reform Board, Tackling Inequality Board, Vulnerable and Marginalised Women's Board, Justice and Rehab group, Employment and Skills Advisory Board, Gender Based Violence Board, GM Accessible Transport Group and 5-year Environment Plan Forum, for example.
- Programmes set up to address key inequalities issues, such as food poverty, fuel poverty, homelessness, accessible transport, active travel, digital and environmental exclusion and abuse/hate crime, which bring together the GM VCSE sector with public and private sector partners to drive action through collaboration.
- Involvement of the VCSE sector in the development and delivery of the revised GM Strategy and GM ICS Strategic Plan.
- Further development of the capacity of the GM Equality Alliance as a coalition to connect communities to policy makers, and vice versa, and to assist with strategic equality and diversity work within the city-region

Commitment 2: *We will embed the VCSE sector as a key delivery partner of services for communities in Greater Manchester*

Our aim is to ensure that VCSE organisations are seen as integral to the delivery of services in communities, alongside statutory-run services and commissioned contracts.

Examples of routes through which this commitment will be supported at a GM footprint include:

- Embedding of learning and recommendations from the review of GM emergency structures and ensuring the VCSE sector plays a key role in local and GM wide recovery programmes, including VCSE involvement in responses that relate to specific communities or places
- Development of the Alternative Provider Federation as a place-based partnership of social enterprise and charitable organisations operating at scale across the ICS footprint.
- Building from the VCSE leadership around mental health to embed VCSEs in governance of Local Care Organisations (through the Mental Health Leaders Group).
- Increasing understanding of each other; building knowledge and understanding of the diverse VCSE sector across the public sector, promoting understanding of GM structures in VCSE organisations and furthering the potential to drive forward strategies and action plans on a GM footprint.

Commitment 3: *We will build a financially resilient VCSE sector that is resourced to address our biggest challenges of ending poverty and inequality in Greater Manchester.*

Our aim is to work together to maximise new funding sources, ways of contracting and grant-giving arrangements.

Examples of routes through which this commitment will be supported at a GM footprint include:

- Develop and put into place an investment approach based on long-term, core funding to support strategic VCSE capacity and infrastructure in delivering the visions of the GMS and GM Integrated Care System. This should explore principles and guidelines, as well as models for investment brokerage, asset transfer and spatial planning for the VCSE sector
- Fully implement the principles of the GM Commissioning Framework in all parts of the GM system
- We will grow VCSE infrastructure capacity in each of the 10 districts of Greater Manchester and at a Greater Manchester level. This will enable VCSE organisations to act as funding anchors, playing a strategic role of grant-giving to VCSE organisations channelling public money and raising investment for communities
- Put in place 'core funding' pilot projects to understand how this will enable improved outcomes, more effective VCSE services and enhanced sustainability for the sector

Commitment 4: *We will grow the role of the VCSE sector as an integral part of a resilient and inclusive economy where social enterprises, co-operatives, community businesses, charities and microsocial business thrive.*

Our aim is to increase the market share of social economy organisations in Greater Manchester.

Examples of routes through which this commitment will be supported at a GM footprint include:

- Create a Community Wealth Hub to support and grow co-operatives, mutuals, social and community enterprises, staffed by people from the co-operative and community sector who understand the market.
- Put in place support for the further development of the Alternative Provider Federation as an alliance of non-extractive organisations (of all sectors) to address new market opportunities beyond health and care and into other neighbourhood services.
- Set up a Community Investment Platform to tap into local savings, unlock community investment and build-up assets to share wealth with everyone in Greater Manchester.

Commitment 5: *We will build on our existing strengths to build the best VCSE ecosystem in England*

Our aim is to enable VCSE organisations to become 'anchors' for their place or their community, creating resources, support and connections for them to thrive.

Examples of routes through which this commitment will be supported at a GM footprint include:

- Formally adopting the principles of the GM VCSE Policy Paper and embed its recommendations within the refreshed GM Strategy and GM ICS Strategic Plan
- Agreement of and investment in the development of a clear arrangement of Greater Manchester, locality and neighbourhood 'infrastructure' of community anchor organisations, including 'fair' representation from all ten boroughs in any decision-making processes.

- Agreement of minimum standards of involvement for leaders from VCSE organisations in partnerships and delivery governance across each of the 10 local authority areas
- Further develop the role of the VCSE Leadership Group at the heart of a collaborative representative 'social architecture' for the VCSE sector at a GM level, recognising the complexity and diverse nature of the sector

Commitment 6: *We will put into place meaningful mechanisms to make co-design of local services the norm, including expanding channels for service design to be informed by 'lived experience'.*

Our aim is to create arrangements to enable local people, groups and organisations to be involved in the design of the services which are provided for them.

Examples of routes through which this commitment will be supported at a GM footprint include:

- We will work together to further implement the principles of GM Model Reform White Paper, including neighbourhood pilots in 10 pathfinder deprived communities.
- Support VCSE infrastructure organisations in localities to engage with LCOs, PCNs and local NHS/health governance within the ICS structure
- Helping to create the Greater Manchester 'Live Well – Beyond Social Prescribing Plan' in partnership with existing social prescribing providers and communities.
- Continue and build on leadership from and lived experience facilitated by the VCSE sector around specific programmes of work (including mental health, homelessness, food poverty, carers and digital inclusion for example) to act as catalysts and connectors for communities in GM

Commitment 7: *We will fulfil the potential for building productive relationships between the VCSE, public and private sectors to address inequity and build back fairer*

Our aim is to work closely with local businesses as well as the public sector to increase their focus on social value and addressing inequalities

Examples of routes through which this commitment will be supported at a GM footprint include:

- Work together with all Greater Manchester Local Authorities and public sector organisations to put in place Employer Supported Volunteering, secondments, work shadowing and other arrangements in conjunction with their local VCSE infrastructure, to enable the sharing of expertise and knowledge between sectors
- Developing collective responsibilities for achieving outcomes against equality objectives, which include an increased role for neighbourhood level political leadership alongside local communities, VCSE organisations, local businesses and public bodies
- Facilitate increased collaboration between population health and inclusive economy colleagues to highlight the intersectionality of population health and economy, and how the VCSE can contribute, lead and innovate
- Fully utilise the GM ICS structures to facilitate collaboration between partners in a place across health, care services, public health, and voluntary sector to overcome competing objectives and improve outcomes

Commitment 8: *We will put in place a comprehensive workforce programme to support organisational and workforce development for VCSE employers based on and facilitating a more integrated public facing workforce*

Our aim is to improve capacity, capability and employment standards across the paid and voluntary VCSE workforce in Greater Manchester

Examples of routes through which this commitment will be supported at a GM footprint include:

- Develop and deliver GM VCSE Race Equality Action Plan
- Develop the skills of VCSE Leaders. increase opportunities for peer support and learning for system leaders in the VCSE sector and create more opportunities for multi-agency connection and increasing awareness of good practice in VCSE leadership
- Achieve our ambition for 100% of VCSE organisations in Greater Manchester to pay the real Living Wage
- Increase VCSE organisations' involvement as Supporters, Members and Advocates for the sector in the GM Good Employment Charter
- Enhanced leadership support for those at the forefront of networks of VCSE organisations who represent particular communities of identity and marginalised groups
- Link the VCSE workforce programme with GM workforce development programme, ensuring that the VCSE workforce is able to benefit from access to Higher Educational Establishments funding and placements.

The content of this Agreement has been developed following a series of structured conversations with key stakeholders in the Accord through the spring and summer of 2021, including VCSE organisations from across the whole of Greater Manchester, as well as representatives from the Greater Manchester Combined Authority, the GM Health and Social Care System, NHS and local authorities.

The final version of the Accord has been shared for sign off by the GM VCSE Leadership Group, the Combined Authority and Health and Social Care Partnership governance structures. It will be supported by a five-year implementation plan for work driven at a GM footprint and funding agreement for implementation of that plan, as well as a review of the operation and membership on the GM VCSE Leadership Group.

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GM VCSE Accord 2021:

ANNEX – Context, governance and implementation

This Annex describes the context surrounding the GM VCSE Accord, and an explanation of how it will be delivered.

It should be noted that as the arrangements, budgets and governance for the GM Integrated Care System are currently in development, it may be necessary to update this document and seek further ratification over the coming months.

1.0 Background and context for the Accord

1.1 Context

The original GM VCSE Accord was signed in November 2017 by the Mayor of Greater Manchester on behalf of the GMCA, with several hundred representatives of the VCSE sector. It was an agreement for 5 years until November 2022¹.

The Memorandum of Understanding between GM Health & Social Care Partnership² and the VCSE sector in Greater Manchester is a 5-year agreement signed in January 2017, which built upon the work by the then VCSE Devolution Reference Group that supported the Partnership in its goals for improving the health and wellbeing of Greater Manchester.

The new Accord agreement will replace both the 2017 GM VCSE Accord and the Memorandum of Understanding with the GM Health and Social Care Partnership.

In January 2020, the GM VCSE Leadership Group published its VCSE Policy Paper³ which describes the role and potential contribution of the VCSE sector as a positive force in a 'system' which will strive for change and the future improvement of Greater Manchester. The Policy Paper sets out the sector's 'offer' to build from successful work that is already in place, and play a greater role in system change, solutions with communities, and building a truly inclusive and equitable economy. It also describes a vision and the development and transformation which needs to take place within in the VCSE sector over the next 10 years.

In February 2021 the Government in the White Paper: 'Integration and Innovation: Working together to improve health and social care for all,' announced a number of new measures as part of a proposed Health and Care Bill which included the creation of statutory Integrated Care Systems.

It details how systems and their constituent organisations will accelerate **collaborative ways of working** in future to improve population health and healthcare; tackle unequal outcomes and access and put the citizen at the heart of their care.

Integrated Care Systems will do this through:

¹ [Accord between Mayor and GM Combined Authority and the VCSE Sector | www.gmcvo.org.uk](http://www.gmcvo.org.uk)

² [MoU between GM Health & Social Care Partnership an the VCSE sector in Greater Manchester — VSNW](#)

³ [GM-VCSE-Position-Paper-Final.pdf \(vcseleadershipgm.org.uk\)](#)

- Stronger **partnerships in local places** between the NHS, local government and others, including the VCSE sector,
- **Collaboration between partners in a place** across health, care services, public health, and voluntary sector to overcome competing objectives.
- Developing strategic **commissioning** through systems with a focus on population health outcomes.
- And driving innovation through the use of **digital and data** to drive system working, connect health and care providers to improve outcomes.

Since 2016 GM has evolved the way it works to move toward an approach which allows delivery of the maximum benefit for our population: more closely aligning and integrating different parts of the NHS, as well as bringing the NHS far closer to wider partners.

GM views **place**, and **partnerships within place** as very important. For most people their day-to-day support needs will be expressed and met locally in the place where they live. The VCSE sector can play a major role in these formal and informal partnerships, networks and collaborations which have been set up at local 'place' level, bringing local community knowledge and insight as well as the benefits of working at scale.

GM is now setting out the next five years of its journey through a refreshed GM health and care strategy. The VCSE sector as a vital cornerstone of a progressive health and care system and as such the sector needs to be positioned as a strategic partner in shaping, improving and delivering services and developing and delivering plans to tackle the wider determinants of health. This Accord provides an opportunity for the VCSE sector to be at the heart of the opportunities presented by the formal ICS and the new GM Health and Care Strategy.

The Accord will also be an integral mechanism for delivery of the refreshed Greater Manchester Strategy, due to be published later in 2021. This agreement will enable the VCSE and statutory sectors to collaborate around key GMS outcomes.

1.2 Process involved in the development of this Accord

The development of this Accord is the product of a series of structured conversations held in July and early August 2021 with the following stakeholders:

- GM VCSE networks
- Local VCSE infrastructure organisations
- Local VCSE leaders (invited via LIOs)
- A range of GMCA and GMHSCP Commissioners, policy leads and statutory sector stakeholders

As well as wide stakeholder engagement, this Accord agreement has been informed by reflection on the success of the original VCSE Accord undertaken by the GM VCSE Leadership Group and officers at GMCA, as well as by learning gleaned from the evaluation report of the GM VCSE Engagement Programme⁴ for the GM Health and Social Care Partnership, carried out by Cordis Bright in early 2021. Furthermore, the Accord has been developed following consideration of our learning and reflections from the Covid-19 pandemic, the 2021 report of the GM Independent Inequalities Commission, and the Marmot report 'Building Back Fairer in Greater Manchester'.

⁴ <https://www.gmcvo.org.uk/publications/gm-health-and-social-care-vcse-engagement-project-evaluation>

On 29th July the *GM State of the VCSE Sector Report* was published, providing a snapshot of the role and health of the VCSE sector in GM. This report contained six key recommendations which were endorsed by the Mayor of Greater Manchester at the launch event. The six recommendations align closely to the eight commitments within the draft VCSE Accord.

1.3 Detailed Scope

This Accord agreement relates to the relationship between voluntary organisations, community groups and social enterprises and statutory sector organisations, including local authorities and NHS, in places and communities across GM. The success of the Accord and the shared commitments that it contains will rely on their recognition, adoption and action at a locality and neighbourhood level.

GMCA and the Health and Social Care Partnership will provide investment towards the following activities:

- The involvement of VCSE leaders, organisations and groups in the development and delivery of the Greater Manchester Strategy, the new Integrated Care System Strategic Plan and any strategies which have a GM footprint, including projects and programmes led by the Greater Manchester Combined Authority and through the GM Integrated Care System, including collaborative work across districts.
- The role, function and purpose of the VCSE within new Provider Collaboratives and partnership arrangements both at GM and place level as part of the development of the new ICS, including the building of relationships with NHS Providers.
- VCSE sector leadership, infrastructure, capacity and support which takes place at a GM footprint.

1.4 Who is involved?

The Accord is a tripartite agreement between the Greater Manchester Combined Authority, and the Greater Manchester Health and Social Care Partnership, and the Voluntary, Community and Social Enterprise Sector in Greater Manchester, represented by the GM VCSE Leadership Group.

1.5 Time scales

This new Accord agreement will be for period of five years commencing on 1st October 2021. It will be subject to an annual review and reporting process through the GM VCSE Leadership Group, Combined Authority and GM Integrated Care System governance.

2.0 Examples of successes from which this Accord is built

2.1 Key strategic pieces of work

The increasing focus on the social, economic and environmental determinants of health and inequality has brought opportunities for the VCSE to show how its work can make an impact. Understanding the distinctive contribution that the VCSE sector can make to a shared aim to address inequality and improve the health and wellbeing of the population has helped to unlock some opportunities for the sector to be involved in conversations about how to bring about the desired change. The GM Devolution VCSE Reference Group (now the GM VCSE Leadership Group) has been a key body for the statutory sector to work with around Taking Charge, the GM Health and Social care Partnership Strategic Plan and the Greater Manchester Strategy.

The **Living with Covid Recovery Plan** was developed in the summer of 2020 with the VCSE sector playing a major role – both in the delivery of key actions, but also in leading a number of the tasks identified in the implementation plan. The Plan has allowed work to move forward around volunteering, mutual aid, emergency support, and social value, for example.

In 2021, the **refresh of GMS** will be designed to link with the refresh of the VCSE Accord and will enable VCSE involvement across the main themes. Work around the VCSE Accord and through the GM VCSE Leadership Group has enabled the involvement of a diverse group of VCSE sector representatives in strategic discussions.

2.2 Improved Standards of Working with the VCSE sector

This is an area where a huge amount of progress has been made. VCSE organisations have been involved in and in some cases led some innovative and effective pieces of work. With the increased recognition of the role of the VCSE sector has come a strengthening of individual relationships. Both statutory and VCSE stakeholders report that people from VCSE sector are seen as valued and trusted colleagues and treated as equals in the formal and informal conversations.

Examples of relevant activities include:

- **Co-production** projects – there has been strong VCSE involvement and leadership in a number of joint programmes which explore the role of co-production in service reform and commissioning. Considerable co-production with the VCSE sector has also informed the development of the GM Homelessness Prevention Strategy by the VCSE-led Homeless Action Network.
- **VCSE Commissioning Framework**⁵ – building from the MOU with the GM Health and Social Care Partnership, and on behalf of the VCSE Leadership Group, a GM VCSE Commissioning Framework has been developed and agreed by the GM Commissioning hub. This Framework was the product of intense consultation and interaction with commissioners, commissioned VCSE groups, and leaders from both the health and social care environment and the VCSE sector across the ten localities. It will be important to build from this work in any future Accord and roll out across GMCA and local authority commissioners of services from VCSE organisations.

2.3 Partnerships and Policy development

Examples of relevant activities include:

- From their inception, VCSE representatives have had a strong role in the work of the **GM Reform Board and Tackling Inequality Board**⁶. The latter has an equal split in membership between VCSE representatives and the statutory sector. Through these partnerships, the VCSE sector is able to influence and shape policy developments such as the Greater Manchester Model.
- **Emergency structures** – during the Covid pandemic, VCSE representation has been strong across both the GM and locality level emergency structures, with the Chair of the Leadership group sitting on the GM SCG.
- **Equalities** – GM now has 7 Panels and partnerships⁷ which enable engagement and voice of communities of identity, including the GM Youth Combined Authority. These have all been

⁵ [VCSE Commissioning Framework and Delivery Plan | www.gmcvo.org.uk](http://www.gmcvo.org.uk)

⁶ [Tackling Inequalities Board - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](http://greatermanchester-ca.gov.uk)

⁷ [Equalities - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](http://greatermanchester-ca.gov.uk)

established since the signing of the VCSE Accord and enable diverse communities to shape and challenge policy at a GM footprint.

- **The Mental Health Leaders Group** – facilitated by VCSE leaders has ensured that best practice is being shared and replicated between member organisations.
- **The Homelessness Action Network** - stands out as an example of best practice in bringing together the full range of statutory and VCSE sector partners, frontline workers and people with lived experience in an open and flexible digital forum which allows for collaborative problem solving.
- **Economy** – following an extensive recruitment process, the GM Local Enterprise Partnership has three members with roots in the VCSE sector. Furthermore, there has been VCSE Leadership Group involvement in the Brexit Resilience and other economic strategy group discussions
- **Environment** – VCSE representation has been key in the development of the GM Environment Plan and in the two Green Summits. It's clear that the sector has a strong influence on this agenda.
- **Police and Crime Commissioner (PCC)** – the PCC team has worked extremely closely with the VCSE sector and with its services users. VCSE representatives have joined the GM Violence Reduction Unit programme, and lead activities as part of its operation.

2.4 Engagement and lived experience

Over the last 5 years there has been increased information sharing and dialogue between the statutory and VCSE sectors, through the creation of formal communication and engagement channels which had not previously existed. As a result, stakeholders have reported that there had been an increase in the understanding of the VCSE sector and the communities it represents amongst statutory partners, that processes had become more inclusive and that more “community voice” is evident in the thinking of statutory organisations.

2.5 Specific pieces of work

- Genuinely inclusive engagement has been evident in the **Big Alcohol Conversation**, which provided grant funding to small voluntary sector and community groups to conduct consultations with the communities they represent and which would not have been reached by a mass media campaign.
- **Response to COVID-19.** The close involvement of the VCSE sector in the response to COVID-19 in GM, particularly in the homelessness and mental health sectors, has been seen to have been successful in providing a huge impact on people's lives.
- **GM smoking campaign.** The VCSE sector led on the campaign and its evaluation highlighted evidence of clear impact in terms of smoking quits.
- **Homelessness provision.** The homelessness sector in GM is a clear example of where significant progress has been seen, for example in the offer to street homeless through the A Bed Every Night programme.
- **Social prescribing.** The active involvement of VCSE leaders in the social prescribing work in GM has substantially helped build the programme, and research carried out by Salford CVS developed guidelines on how to improve social prescribing services.

3.0 Delivery of this Accord Agreement

3.1 Governance / management arrangements for the Accord

The VCSE Accord will be signed off through individual 'governance' structures but **will be owned jointly by the GM Combined Authority, the GM Health and Social Care Partnership (with approvals through the GM Partnership Executive Board and Health and Care Board) and the GM VCSE Leadership Group.**

Representatives from the three parties will meet every 3 months as a VCSE Accord Management Group to review progress made towards the shared objectives and targets set out in the Implementation Plan, to monitor the budget and spend, and to make any necessary adjustments to delivery.

The VCSE Accord Management Group will be jointly and equally accountable to the three parties in this agreement and will also be responsible for evaluation of the effectiveness of the Accord agreement. The Group will be made up of members of the GM VCSE Leadership Group, and officers from the GMCA and ICS.

3.2 Role of the GM VCSE Leadership Group

Formerly known as the VCSE Devolution Reference Group, the GM VCSE Leadership Group works to support VCSE sector engagement across Greater Manchester's devolution agenda.

This Accord agreement has been brokered by and is signed by the GM VCSE Leadership Group on behalf of the VCSE sector in Greater Manchester.

For the purpose of delivering this Accord agreement, the GM VCSE Leadership Group will sit at the heart of a collaborative representative 'social architecture' for the VCSE sector at a GM level, recognising the complexity and diverse nature of that sector. It will take responsibility on behalf of the VCSE sector to drive forward the Accord agreement and the work to implement it at a GM footprint.

The Leadership Group has reviewed its operation and membership to ensure that it can be fully accountable to the wider VCSE sector for delivery of the Accord agreement. Members of the Leadership Group are expected to be 'catalysts and connectors' on behalf of the sector. They will be supported by other collaborations and networks, leadership at a thematic and locality level, and will commit to engaging with leaders and stakeholders operating across all 10 boroughs of Greater Manchester.

For the VCSE Accord to be successful strong relationships and stabilities across the VCSE and statutory sector must also play out in individual localities and neighbourhoods. This will mean that the VCSE Leadership Group must have strong links into the 10 local authority areas, include representation of VCSE Infrastructure (LIOs), providers (Provider Federation) and equalities (GM Equal) as members.

3.3 Implementation plan and funding agreement

Delivery of the Accord will be progressed through the development of a detailed GM Implementation Plan. This will contain the shared commitments set out in the Accord agreement, together with a comprehensive framework for delivery. The 5-year vision and objectives will be underpinned by annual delivery plans which will provide information on the agreed actions, responsibilities, timescales, targets and outcomes for delivery of this Accord agreement.

The GM Implementation Plan will be used as the basis for a partnership funding agreement between the GMCA, Health and Social Care Partnership and the GM VCSE Leadership Group, which will cover the length of this Accord agreement, but be subject to annual review and confirmation of budgets for the GMCA and GM Integrated Care System.

3.3 Evaluation and review

The Accord will be a living document to be reviewed on an annual basis to ensure that it remains relevant and fit for purpose. An annual report will be provided to the GM VCSE Leadership Group, the Combined Authority and Integrated Care System governance arrangements.

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**Manchester City Council
Report for Information**

Report to: Communities and Equalities Scrutiny Committee – 9 November 2021
Executive – 17 November 2021

Subject: Manchester International Festival 2021

Report of: Strategic Director (Neighbourhoods)

Summary

This report provides the Executive with an overview of the outcomes of the 2021 Manchester International Festival (MIF21). The report provides a summary of performance against the agreed objectives and details the impact of the festival, based on the results of the independent evaluation. The report demonstrates how the festival delivered an inspiring programme which enabled Manchester residents and wider audiences to return to the city to enjoy arts and culture, despite the challenges and uncertainty of COVID-19.

Recommendations

The Communities and Equalities Scrutiny Committee is invited to comment on the report and endorse the recommendations to the Executive as detailed below.

The Executive is recommended to:

1. Note the substantial achievements of the 2021 Festival in achieving its objectives and in supporting the economic and cultural recovery of the city following the COVID-19 pandemic.
 2. Recognise and support the importance of maintaining public sector funding commitments in order to attract significant match funding from other public and private sector partners.
-

Wards Affected – All

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

Manchester International Festivals' Environmental Sustainability Policy and Five-Year Action Plan set out how the organisation will contribute to the city's zero carbon target, both in the delivery of the festival and in operating The Factory. Progress is reported on an annual basis against a series of targets, milestones and key performance indicators.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Manchester International Festival supports economic growth by substantially raising the city's profile, drawing in national and international visitors, and attracting inward investment by positioning Manchester as a leading cultural city with an ability to showcase major large-scale events. The 2021 Festival was a flagship event within the city's cultural recovery programme during the reopening phase. Despite the COVID-19 pandemic and related restrictions, the 2021 Festival had an estimated economic impact of £19.5million.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester International Festival continues to maximise employment opportunities, with 69 permanent members of staff. 83 additional staff and a further 62 office-based freelancers were contracted to deliver the 2021 festival. 680 people were contracted as performers, stage managers, front of house staff, and technicians. The Factory Academy continues to work with partners to provide pathways to training and employment opportunities for Manchester residents.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Manchester International Festival's Creative Engagement Team responded to the COVID-19 pandemic by introducing creative and agile ways to bring people together in the run-up to the 2021 festival – including participants, schools and volunteers. The independent evaluation showed that there was an increase in Black, Asian and Minority Ethnic audiences at the 2021 festival, as well as a growth in younger audiences, those with a disability and people from lower socioeconomic groups. A dedicated Volunteer Collaboration Group provided insights into improving accessibility of the volunteering experience.
A liveable and low carbon city: a destination of choice to live, visit, work	Manchester was recently identified as the third best city in the world by Time Out, with Manchester International Festival and The Factory referenced as part of the city's creative scene. 91% of audiences surveyed at the 2021 event agreed or strongly agreed that the festival helps to make Manchester a world-class city, and 86% agreed or strongly agreed that it offers a unique experience unlike anything else in the area. The Festival contributes to the city's carbon reduction targets by minimising the impact of its operations and sharing knowledge and expertise with cultural partners.
A connected city: world class infrastructure and connectivity to drive growth	A core objective for the digital team was to develop a blended offer for the 2021 festival, creating live and interactive content for audiences online. This was supported by an on-demand and live platform, a digital studio for virtual events, website content and new partnerships with media partners. As a result the festival recorded 1.2million views across the website and all digital content, with audiences engaged from 187 countries.

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 Council provides annual funding support of £1.5million to Manchester International Festival. This was agreed for a 10-year period as part of the 2020/21 budget proposals and is part of the Council's commitment to match the c. £9.8million ongoing revenue support for The Factory / Manchester International Festival from Arts Council England and other government grants.

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.

Report to the Executive: Corporate Core Budget Report 2020/21 – 12 February 2020
Report to the Executive: Medium Term Financial Plan – 12 February 2020

1.0 Introduction

- 1.1 Despite the challenges and uncertainty of COVID-19, Manchester International Festival (MIF) 2021 inspired residents of Manchester and beyond to return to the city and enjoy a programme of art, dance, theatre and music, delivered through an immersive series of events that utilised outside spaces like never before.
- 1.2 Because of the context in which this year's Festival has taken place, this report appraises the event not only against Key Performance Indicators (including audiences, box-office and economic impact), but also against measures which recognise the festival's achievements in inspiring joy, encouraging participation, driving open public access and reducing anxiety for audiences seeking to return to cultural experiences in a safe, conscientious and socially distanced manner. This is supported by the Independent Evaluation of the Festival, carried out by the Audience Agency.
- 1.3 The diversity of programming for the 2021 Festival helped to re-emphasise the continued importance for the festival to collaborate with cultural institutions across Manchester to enliven public spaces, profile incredible venues and bring art to every corner of the city.

2.0 Context – the COVID-19 pandemic

- 2.1 MIF21 was delivered in close consultation with the Council, and closely linked to the city's strategy for the city centre as part of the COVID-19 Recovery and Investment Plan. The importance of delivering a festival, in whatever form possible, was established by both parties in Summer 2020, and reaffirmed during the winter as the ongoing impacts of the pandemic became clear. With this contribution to the city centre recovery, and to the social and mental wellbeing of the city's population at the core, MIF developed a range of scenarios for the various potential levels of restriction that might be in place. At any one time, MIF was running five or more differing scenarios for the festival, and for each project within it, ranging from full lockdown to 'business as usual', and with several versions of a socially-distant or blended festival also in play. With government policy in flux through to the last day of the festival, the continued planning of these diverse scenarios remained a significant element of the festival workload throughout.
- 2.2 Early on, it became clear that certain signature elements of MIF were too risky to plan for – for example a mass gathering in a public square for the opening evening; large-scale spectacular stage events with substantial casts; and intensive close on-stage working. Discussions with artists across the globe were ongoing as projects were re-configured, with some being postponed to 2023 and new ones being introduced. Exceptional new ideas were developed for outdoor spaces in particular, and in the end, the outdoor projects which formed the core of MIF21 – *Big Ben Lying Down*, *Portrait of Black Britain*, and *Captioning the City* – brought the festival to wide-ranging new audiences, as

the city itself became a stage and a gallery.

- 2.3 Other projects were reconfigured for new circumstances, with an emphasis in particular on providing exceptional, healing, participatory experiences for the people of Manchester despite the very challenging circumstances. These included *Sea Change*, the re-designed opening event; *I Love You Too*, in collaboration with Manchester Libraries; and *Portrait of Black Britain*, providing transformative experiences for hundreds of participants. The feedback from participants at this festival has been extraordinary – and testament to how important it was in this moment to provide a creative and healing way to re-enter daily life.
- 2.4 MIF had also done a great deal of work over the past year with local artists – providing a daily online drop-in during the early months of the pandemic which provided a lifeline to many isolated freelance creatives. Over the year, this initiative developed into a range of support programmes ranging from *Festival in My House and Yours*, to *Remote Residencies* and *MIF Sounds* - all of which provided funds to independent artists to develop their practice during lockdowns. MIF also had a leadership role in developing “Manchester Independents” - a sector-wide initiative in support of freelance artists, which is currently delivering a wide range of public events, all developed and curated by independent artists and companies. MIF has provided the bulk of funds and support for this project, while ensuring that the decision-making lies with artists themselves, and the initiative is championed by a wide range of Manchester institutions. This work will form an ongoing legacy of MIF’s support for artists during the pandemic.
- 2.5 Equally importantly, MIF21 was an economic lifeline at a very difficult moment for the many freelance professionals in the events industry. By guaranteeing work relatively early on, and by combining this with rigorous COVID-19 safety and contingency planning, MIF was able to help this particularly badly impacted sector of the workforce back into regular employment. The Festival’s partnership with Manchester Central was an important element here, allowing MIF to deliver safe music events in a single space which allowed the maximum permitted indoor audience at the time (1,000) to be welcomed safely, and also allowed MIF to ensure consistent safe working practices across production teams.
- 2.6 Festival Square in Cathedral Gardens was as important a part of the festival as ever, and provided two stages profiling, and providing income to, a huge range of predominantly local artists. With no booking required, Festival Square became a centre for creativity and community. The new location proved popular with families and also attracted diverse adult audiences. The new Neighbourhood Organisers initiative (see Section 6) employed individuals from a range of Manchester communities to support their neighbours in attending the festival, and Festival Square became a key hub for many people attending the festival for the first time.
- 2.7 While one artist (Patti Smith) withdrew due to the news of the spread of the COVID-19 Delta variant and quarantine requirements, no other show was

cancelled during the festival, and a huge range of participatory activity was undertaken safely and successfully. The festival achieved significant international attention as one of the first and most imaginatively re-configured public events to take place internationally this summer. Most importantly, it provided enjoyment, celebration, safe opportunities to socialise, employment, refecation and joy for many thousands of Manchester residents.

3.0 Assessment of Delivery of Objectives for 2021 – Analysis by objective

3.1 The following objectives were set for the 2021 Festival;

1. To continue to grow the international reputation of the Festival and the city – with artists, audiences, partners and media coverage from all five continents and from a wide variety of backgrounds – in turn driving reach for the Festival, attracting people to the city and the best staff to our team.
2. To bring the most extraordinary artists from around the world to Manchester to create diverse and inspiring new work – made in Manchester and shared across the globe.
3. To connect in new and ever deeper ways with the city and region of Manchester, increasing the range and diversity of those engaging with the Festival, with an ever more visible and transformative presence in the city.
4. To develop the brand, profile and awareness of MIF/The Factory locally, nationally and internationally in readiness for opening.

4.0 Objective 1: To continue to grow the international reputation of the Festival and the city – with artists, audiences, partners and media coverage from all five continents and from a wide variety of backgrounds – in turn driving reach for the festival, attracting people to the city and the best staff to our team.

Media Coverage

- 4.1 Despite the impact of COVID-19 on the media landscape, MIF21 generated strong press coverage across print, online and broadcast media including news announcements, previews of MIF shows, and features, interviews and reviews. 118 journalists from 85 outlets including The Financial Times, The Times, The Telegraph and The Guardian attended MIF21 in person, despite travel restrictions in place in the lead-up to MIF21, to review individual shows or a cross section of the programme. There was also a well-attended press trip on the opening day of the Festival, plus 4 and 5 star reviews for *All of This Unreal Time*, *Poet Slash Artist*, *Arlo Parks*, *Damon Albarn*, *The Global Playground*, and *The Long Waited Weighted Gathering*.
- 4.2 A significant proportion of coverage was generated through continuing relationships with media partners - BBC, The Guardian and Manchester Evening News - who provided extensive support leading up to and during the Festival period. Highlights included an MIF21 special edition of the BBC Radio

4 flagship cultural programme Front Row; BBC Radio 6 Music's Radcliffe and Maconie dedicating a weekend to interviewing local and national artists from across the MIF21 programme; and an MIF special hosted by Cerys Matthews featuring an extensive interview with Artistic Director and CEO John McGrath. BBC iplayer also hosted MIF content – with four specially-made artist films still available to stream.

- 4.3 The Guardian provided considerable editorial support in the lead-up and during MIF21 including launch announcements, reviews and high-profile interview features with the likes of Angélique Kidjo, Cillian Murphy and Max Porter, Marta Minujin, Deborah Warner and Lucinda Childs. They also produced a special MIF themed supplement, distributed nationally and published online which included a spotlight on how *Portrait of Black Britain* and *I Love You Too* engaged with local people and creatives.
- 4.4 Despite restrictions on global travel, MIF's programme featured in international coverage spanning 32 countries, from Armenia to Zimbabwe with news, previews and features in the likes of ABC, Corriere della Sera, Dawn, Financial Times Asia, La Nacion, La Repubblica, Monopol, Nigeria Sun, Pakistan Daily Times, Philippine Daily Inquirer, Strait Times, The Times South Africa and high profile interviews in Argentina's Clarín, Italy's Artribune and USA's Broadway World; as well as coverage in 47 US outlets including Artnet, Billboard, Forbes, Pitchfork, Rolling Stone, The New York Times and The Verge.
- 4.5 The Festival was a significant part of the country's return to live music, a wide range of coverage in national broadcast and music specialist publications was secured for the 'first gigs back' from Arlo Parks and Damon Albarn, collaborations with international partners and the platforming of Manchester based artists who were performing across the Festival.
- 4.6 Extensive regional BBC coverage helped tell the story of MIF's community and engagement work to local audiences. BBC North West Tonight broadcast 19 reports on MIF21 including interviews with artists, participants and staff including key interviews with Artistic Director and CEO John McGrath on the first and final days and BBC Music Introducing in Manchester continued their involvement in the programming of Festival Square, selecting artists from across Greater Manchester to perform.
- 4.7 Despite being unable to broadcast from Festival Square due to COVID-19, BBC Radio Manchester created almost 11 hours of coverage including three special MIF21-dedicated programmes. They also reported live from four different Festival sites and interviewed 33 different artists, staff and participants through June and July.
- 4.8 Supporting audience development objectives to deepen engagement with local communities, the press team worked closely with local radio stations in areas such as Wythenshawe, Moss Side, Whalley Range, Harpurhey and Levenshulme, totalling over 50 hours of Festival broadcasts. City centre-based community station Reform Radio broadcast the digital streams for *Looking*

Forward to Tomorrow as well as three specially curated Festival shows presented by a previous MIF participant. A new partnership was brokered with Manchester publication Aurelia, to commission new writing from local people of marginalised genders and host a series of workshops.

- 4.9 A wider range of media relationships were also built nationally with Alt Africa, a bespoke arts and culture print and online guide for African and Asian art; Gaydio the world's biggest LGBTQ+ radio station; The Voice Britain's only national Afro-Caribbean weekly newspaper; Asian Culture Vulture (a South Asian arts & culture website). Strong relationships were developed with BBC Radio Manchester's Black and South Asian weekly radio shows, Indus and The People, with regular coverage across the programmes.

- 4.10 Some examples of media coverage are included below:

“Organisers at the Manchester International Festival have defied the COVID-19 odds, launching a citywide smorgasbord of commissions across the visual and performing arts.” – Art Newspaper

“From local to global, this year’s festival shines a spotlight on Manchester’s diverse communities” – The Guardian

“[There is] a strong focus on community, inclusiveness and political engagement” - The New York Times

“It is to MIF’s enormous credit that such a major event has been staged at all while COVID-19 restrictions are still in place, though it’s perhaps because of the pandemic that the online projects are so ambitious, going far beyond the ‘extension of IRL’ role they often occupy. . . It is with good reason that the Festival prides itself on the diversity and inclusivity of its programming and its commitment to reaching new audiences.” Art Review

“If there’s a signature thread that ties together the eclectic works that have appeared at the Manchester International Festival over the past 14 years, it’s a desire to push at creative boundaries” - Creative Review

“Every two years since launching in 2007, Manchester International Festival puts the northern English city on the global stage with an outstanding range of new work from the world’s top performing and visual artists.” - Forbes

“This year’s programme proves that art can create real impact . . . In its vivid depiction of our capacity to envisage change, MIF 2021 proves art can and is genuinely impactful.” - Manchester’s Finest

“A great taster for all that The Factory will have to offer.” - Manchester Confidential

Audiences

- 4.11 A socially distanced festival due to COVID-19 meant that there were a limited

number of tickets available for MIF events compared to previous festivals. However, with the large number of free and online events it was possible to reach a record number of audiences locally, nationally and internationally. There were also 36 artworks and events in the public realm for this year's festival, which meant that audience reach was much larger than in previous years. As a result the 2021 festival reached 2,662,244 people (compared with 302,161 in 2019) – 1,462,244 in person and 1,200,000 online.

- 4.12 The post MIF21 evaluation indicates that 29% of attendees came from Manchester with a further 28% from other Greater Manchester boroughs, 5% came from elsewhere in the Northwest, 32% from the rest of the UK and 6% were international attendees. It should be noted that these numbers include online attendees who formed a very significant proportion of the whole, including most international audiences.
- 4.13 As with MIF19 a customer survey was carried out, both in-person at several events across the 18 days of the festival and online post-festival. Key data captured included demographic and location information, visitor behaviour, motivations and prompts for visiting, experience and ratings, MIF brand perceptions and awareness of The Factory.
- 4.14 For MIF21 the focus on audiences was around two key goals:
1. To build and grow relationships with low engaged Greater Manchester audiences
 2. To grow digital audiences locally, nationally and internationally

Goal 1: To build and grow relationships with low engaged Greater Manchester audiences

- 4.15 To ensure the festival was accessible to a wide range of people, initiatives included the following:
- 57% of the programme was free
 - 10% of all tickets available at £10 for GM residents on a lower wage
 - A further 10% of all tickets free for community groups across GM or at a discounted price for Young MIF members (a new, free membership scheme for aged 16-26 offering reduced priced tickets)
 - Online ticketed events were priced at “pay what you feel” (£5, £10, £15, £20)
- 4.16 MIF welcomed Greater Manchester audiences to the festival, and the city, with a “Your City Your Festival” campaign, which put the people of Manchester at the heart of the campaign. MIF included a wide representation of the Greater Manchester population in the visuals to ensure they knew they the festival was for them, including Neighbourhood and MIF participants.
- 4.17 Marketing activities included advertising in local areas such as high streets, community centres, train and Metrolink stops, park banners; radio and press advertising; and a highlights leaflet distributed to 200,000 households across Greater Manchester. In addition, MIF aimed to connect with Manchester's

Black, Asian and Minority Ethnic audiences by translating leaflet copy and radio adverts into Urdu and advertising relevant events, such as *Portrait of Black Britain*, *Salaam Festival*, *Homecoming Live* and *Rooted in Rhyme* in targeted areas including Moss Side, Whalley Range, Longsight, Rusholme and Cheetham Hill.

- 4.18 MIF worked closely with the Neighbourhood Organisers and recruited Audience Advisors to communicate the MIF21 programme, amplify the marketing activities and build relationships in their communities.
- 4.19 The festival evaluation demonstrated that the diversity of audiences at MIF 21 had increased:
- By working across the organisation from programming, creative engagement, marketing and press, MIF achieved an increase of 9% in the ethnic diversity of audiences in 2021. 15% of audiences identified as Mixed, Asian or Asian British, Black or Black British or Other (an increase from 6% in 2019). This collaboration between departments will need to continue to ensure that diversity targets are achieved for The Factory.
 - 28% of audiences aged 16-29 (increase from 10% in 2019)
 - There was a marked drop off in audiences above the age of 60 at MIF21, with only 9% of audiences aged 60+ (decrease from 18% in 2019). Wider industry research shows that this population is only slowly returning to cultural attendance and the MIF team will need to monitor this going forward.
 - 11% of audiences identified as a D/deaf, or having a disability or long-term health condition (increase from 6% in 2019)
 - 42% from C2DE social grade (this comprises lower socio-economic groups representing skilled, semi-skilled and unskilled manual occupations, state pensioners, unemployed people and lowest grade occupations). The intention is to continue to build on this figure for The Factory, by working with larger groups of Neighbourhood Organisers in areas where there is lower cultural engagement.
- 4.20 MIF is part of a wider LGBTQI+ arts and culture network and introduced new gender questions in this year's survey as part of best practice reporting. This will be continued for The Factory to get an idea of audiences from an LGBTQI+ background. The audience survey showed that 79% of audiences identified as Heterosexual/Straight, 10% as Gay or Lesbian, 9% as Bisexual and 2% as other sexual orientation.

Goal 2: To grow digital audiences locally, nationally and internationally

- 4.21 To reach a worldwide audience MIF developed the "Festival Like No Other" campaign that focused on reaching global cultural audiences to experience

the festival digitally through MIF Live, live broadcasts, online artwork and video on demand.

- 4.22 Marketing activities included a highlights trailer and digital advertising across a number of platforms such as social media, culture and lifestyle websites and You Tube pre-roll in major UK and worldwide cities (eg London, Berlin, New York, LA, Lagos); partnerships with Time Out and Creative Tourist; and information shared via over 50 UK and international arts organisations and venues.
- 4.23 These initiatives resulted in 6% of audiences attending an MIF event from outside of the UK.

Customer satisfaction

- 4.24 A key priority at MIF21 was the safety of all audiences, and the post-festival survey demonstrated that 92% of people thought the implementation of COVID-19 safety measures was 'good' or 'very good'. 98% of people surveyed said the measures put in place ensured they felt safe during their visit.
- 4.25 Audience satisfaction is consistent with previous festivals, with 89% rating their whole experience as 'good' or 'very good' (93% in 2019 and 86% in MIF17) and 90% rating the quality of events either 'very good' or 'good' (90% in 2019 and 86% in MIF17).
- 91% of audiences either 'agreed' or 'strongly agreed' with the statement that the festival helps to make Manchester a world-class cultural city.
 - 86% 'agreed' or 'strongly agreed' that the festival offers a unique experience unlike anything else available in the area.
 - 81% 'agreed' or 'strongly agreed' with the statement that the festival builds a of excitement in Manchester in the run up to and during the festival.
 - 81% 'agreed' or 'strongly agreed' with the statement that the festival makes Manchester a great place to live, work and study.
- 4.26 A very wide variety of comments were given by survey respondents, with some examples below. The themes emerging in these comments include a real appreciation of the chance to return to cultural events during the pandemic and praise for the MIF team in their delivery in this environment.

'A really well organised festival which was so important to the city's cultural revival during a very difficult year.'

'Given the additional obstacles that MIF had to manoeuvre this year the team did a sensational job, and none of the operational changes in place tempered my enjoyment of the events. Brilliant work.'

'Thank you so much for putting on a wonderful festival, despite all the challenges around COVID. It was wonderful to experience the festival.'

Many expressed that they were grateful to be able to see work online when they could not travel to the festival in person:

'Having the option to see things online was great as not travelling much at moment.'

'I live in the SW of England so without the online option I wouldn't have attended.'

'Thank you for providing virtual options for those of us in other countries who wanted to participate!'

Digital reach

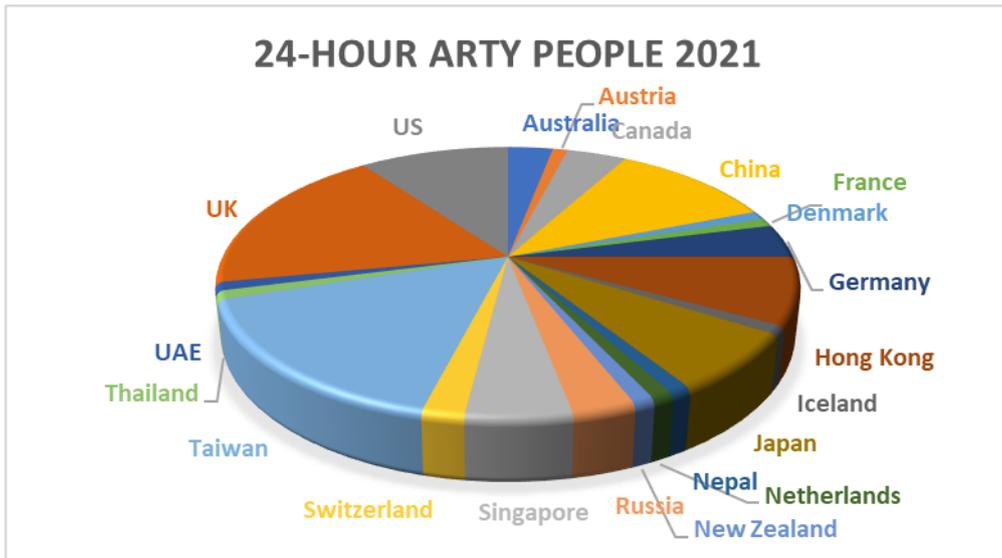
- 4.27 The core objective for the digital team was to develop a blended offer for the festival, creating live and interactive content for international audiences, audiences unable to attend for reasons of travel or health, and audiences not yet comfortable about in person live events. To do this MIF established an on demand and live platform, created a digital studio for virtual events throughout the festival, showcased the new website with multiple web extensions of key projects and developed new partnerships with media partners. The key outcomes included:
- 1.2 million views across the website and all digital content
 - 81 individual pieces of content published – including video, live streams, access provision, websites and a browser game
 - 32 live streams and pre-recorded broadcasts
 - Audiences engaged from 187 countries
- 4.28 One of the main priorities for the 2021 Festival was to establish a bespoke live and on-demand platform, outside of the BBC ecosystem that MIF Live has been hosted on previously. Key streams and events available on Video on Demand included *All Of This Unreal Time*, *The Global Playground*, *The Patience of Trees* and *Notes on Grief*. MIF partnered with Stream GM for 7 broadcasts from Festival Square featuring local and national talent. This brought an additional 13,532 viewers for a total of 20,497 people enjoying Festival Square from home. The BBC also supported on the distribution of *Postcards From Now*, a series of moving image shorts made in response to the pandemic; these will now stay on iPlayer online for the next 12 months.
- 4.29 Access to digital content for disabled audiences has been a key learning across the industry during the pandemic, and MIF is keen to become a leader of good practice in this area. To support the additional online content at MIF21 digital access provision was significantly increased this year, with closed captions provided for all pre-recorded content. MIF also provided captions on all live streams, plus British Sign Language (BSL) interpretation where possible, using tools such as AccessLoop and Stagertext. *All Of This Unreal Time* and *The Global Playground* were also published with audio described versions.

- 4.30 The new website also allowed MIF to create more dynamic project pages and host online artworks, this included a 3D replica of Marta Minujín's *Big Ben Lying Down* sculpture, and her archive. It also allowed MIF to embed an online gallery of *Portrait Of Black Britain* featuring a LiDAR scan of the Arndale Centre. *We Dwell In Possibility (WeDIP)*, the latest Virtual Factory commission, was launched at the start of the festival with excellent press coverage and a very strong reception from the indie gaming community. At over 12,000 plays *WeDIP* has performed better than MIF's previous two game commissions – likely since it can be played directly in the browser on most devices. MIF saw a diverse range of coverage from Gayming Magazine, Pink News, Huck, The White Pube, Vice and Kotaku.

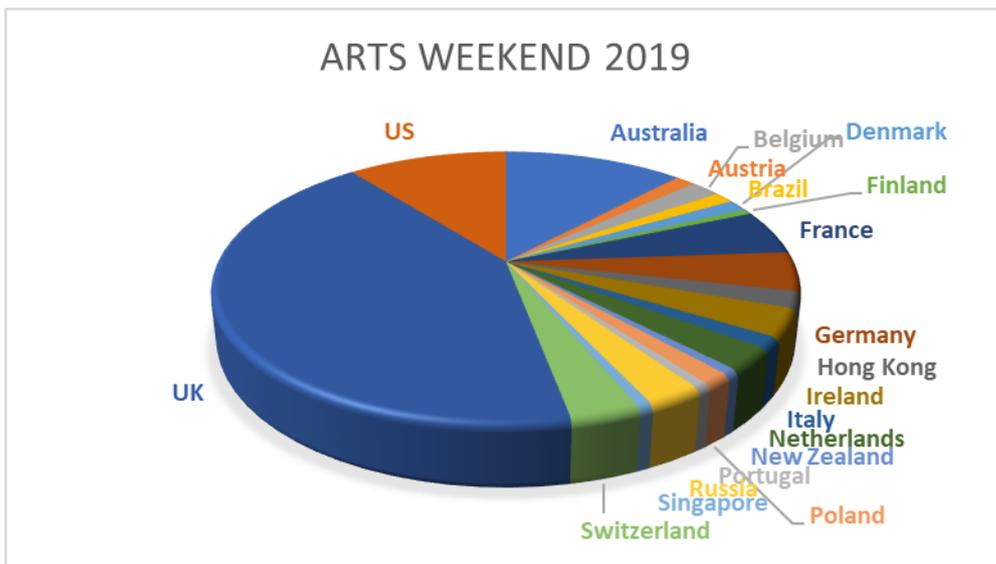
Artists and Partners

- 4.31 Arts Weekend, held on the middle weekend of each Festival, traditionally offers the opportunity to artists and partners from around the world to come to Manchester to visit the city, the Festival and find out more about The Factory. In 2019 MIF had more than 150 in-person attendees (but with a bias towards UK organisations) but with international travel still largely impossible during this year's festival those numbers were greatly reduced with around 20 visitors in addition to a cohort UK Festival Directors, who met in Manchester as part of the Festival.
- 4.32 To continue this international engagement, MIF created an alternative digital event called *24-Hour Arty People* to engage those international visitors not able to attend in person, whilst using this as an opportunity to engage and support future international arts leaders by working with partners to identify individuals and then inviting them to join the event.
- 4.33 The event itself ran live for exactly 24 hours to allow the invited international audience to join from their time zone during working hours if they wished (or to stay with us for as long as they liked). It showcased both the work of the current festival and those artists and works in development allowing MIF to begin the process of engaging with potential partners for upcoming projects. The aim was to give those attending a sense of the 'feel' of the Festival both with regard to the work being created and the energy of the city itself.
- 4.34 Digital attendees came from a wide range of countries including: Australia (3), Austria (1), Canada (4), China (11), Denmark (1), France (1), Germany (4), Hong Kong (8), Iceland (1), Japan (7), Nepal (1), Netherlands (1), New Zealand (1), Russia (3), Singapore (5), Switzerland (2), Taiwan (16), Thailand (1), UAE (1), USA (10).

As can be shown from the charts below, the 24-hour Arty People event dramatically widened international reach in comparison with similar events at previous Festivals.



24-hour Arty People 2021 (artist and partner event) – attendance by country



Arts Weekend 2019 (artist and partner event) – attendance by country

‘At a time when people are bound in their countries and time zones, this marathon was really truly inspiring for bridging space with time.’ - Stephanie Cheung - Curator of the Hong Kong Institute of Contemporary Culture’s MaD (Make a Difference) platform

‘Congratulations on a successful event! it was a useful alternative to travel in these times.’ - Judith Greer – Director International Programmes, Sharjah Art Foundation

- 4.35 COVID-19 greatly reduced opportunities for international co-commissioning as lockdowns impacted budgets and border closures and local hardships made partners reluctant to commit money to international projects. MIF did however successfully secure a contribution of £40,000 from Stanford Live at Stanford University for Arcadia with an outdoor presentation planned for Spring 2023. MIF also secured four partners for *Postcards from Now*, the first ever

international digital co-commission; these were Brooklyn Academy of Music (New York), Théâtre du Châtelet (Paris), Esplanade – Theatres on the Bay (Singapore) and Sadler’s Wells (London). As well as being available online, two of the films from the *Postcards from Now* series – *Breathless Puppets* and *Download and Run Zoom* – have since been screened in-person at the Biennale Danza in Venice. Local partners this Festival included Contact, HOME, Manchester Art Gallery, Manchester Jewish Museum, Manchester Libraries and the Whitworth Art Gallery.

- 4.36 Since the close of MIF21, MIF has confirmed touring presentations for two MIF21 projects later this year: Virtual Factory’s *We Dwell on Possibilities*, will be presented as part of Queer Lisboa’s online programme; and *Poet Slash Artist* will be presented by Kunsthal Charlottenborg in December 2021 on more than 700 sites across Denmark.
- 4.37 In addition, a wide range of presentations from the 2019 festival interrupted by COVID will continue in 2022 and beyond. It is expected that additional projects from MIF21 will be picked up for international distribution in the coming months.
- 5.0 Objective 2: To bring the most extraordinary artists from around the world to Manchester to create diverse and inspiring new work – made in Manchester and shared across the globe.**
- 5.1 “Every two years since launching in 2007, Manchester International Festival puts the northern English city on the global stage with an outstanding range of new work from the world’s top performing and visual artists.” Joanne Shurvell, Forbes, 9 July 2021
- 5.2 Despite the obvious challenges of presenting the work of international artists during MIF21, through a combination of careful planning and embracing of new technology, the Festival continued to bring the work of a global roster of artists to Manchester. Almost 3million people experienced the Festival either in person or online as MIF presented 68 events across 18 days.
- 5.3 The Festival opened with *Sea Change* choreographed by French choreographer Boris Charmatz and his dancers. Working with 150 participants from across Manchester, performing on Deansgate in the city centre, *Sea Change* made for a unique and captivating response to the pandemic - “an ambitious new dance piece that united Deansgate in a celebration of togetherness” Alex Mistlin, The Guardian, 2 July 2021.
- 5.4 More than half of this year’s MIF programme was free, with a range of public artworks by internationally acclaimed artists at prominent locations and in neighbourhoods across Manchester.
- 5.5 In the first major UK commission by Argentine artist Marta Minujín, *Big Ben Lying Down with Political Books* gave us an extraordinary new landmark for the duration of the Festival. Visitors could explore *Big Ben Lying Down* outside for free around the clock – and journey inside to experience a new film and

soundtrack created by Minujín for the Festival. During the closing weekend, *Big Ben Lying Down* was taken apart – and thousands of people came to Piccadilly Gardens to take home one of the 20,000 books for free.

- 5.6 Christine Sun Kim created a series of installations that captioned the world surrounding us - from descriptions installed on buildings, to a plane with a banner caption flying over the city. The American artist is based in Berlin and the team embraced technology to source, plan and map the installation with Kim. Playful, powerful and political, *Captioning the City* invited us to consider what makes up the essence of a city – and to experience the world in a whole new dimension.
- 5.7 The *Poet Slash Artist* exhibition was an exploration of poets who work with visual art and visual artists who work with poetry. Throughout the history of art and literature, there are more words and images passing between us today than ever before – and *Poet Slash Artist*, curated by Hans Ulrich Obrist and Lemn Sissay, brought together cultures, continents, languages and generations with work by 25 artists from across the Globe.
- 5.8 Rashid Rana has coined the term *EART* to describe moments of self-expression beyond the arts: ways of thinking, being and acting creatively in real life. During MIF 21, the acclaimed Pakistani artist considered how the concept could be applied everywhere from social media to real estate development. And alongside it, Rana opened a pop-up shop at nearby Hanover Street, stocking products that turn capitalism inside out and consumerism upside down.
- 5.9 Commissioned and created at the height of the global lockdown, *Postcards from Now* presented the work of leading international artists of every stripe – choreographers, musicians, visual artists, theatre-makers and animators. These five films explored everything from community to communication, patriarchy to power. And in very different ways, they considered the question that people have all been asking themselves and others: what happens next?
- 5.10 In total, MIF worked with 38 international artists in 2021. While there were less live theatre and dance performances than in the past, the development of hybrid projects such as *All of This Unreal Time*, and digital projects including *Virtual Factory*, meant that the roster of leading performing artists, directors and choreographers in this year’s festival remained world-class.

“About as diverse a platform for international art as you could imagine. New commissioned works – in genres from music, dance and film to exhibitions and outdoor installations – reflect diversity, and many tackle pressing global issues. But the Festival also reaches out beyond elite art audiences, offering something for everyone.” Herbert Wright, CoBo Social, 15th July 2021

- 6.0 Objective 3: To connect in new and ever deeper ways with the city and region of Manchester, increasing the range and diversity of those engaging with the Festival, with an ever more visible and transformative**

presence in the city.

6.1 *"That there was a festival at all this year is remarkable and is testament to a huge amount of work and dedication by all at MIF. That there was the number and range of events there was, that so many of them were free and that many were also available online is, to my mind, outstanding and shows some really creative thinking about what is possible and how to make the festival accessible and relevant to a wider audience. Brilliant!" - Member of MIF's People's Forum*

"After 15 months of working from home and living alone I've thoroughly enjoyed seeing old faces and meeting new ones! The festival completely woke me up! Less anxious, more confidence, more goals! I'm just sad it's every two years but looking forward to see what The Factory brings!" - Volunteer

"When you call it Your Festival, Your City I actually did think that I really did, it's been a great thing to happen in my life and let's see where it leads" - Neighbourhood Organiser

"This was my rehabilitation back into social interaction after three lockdowns and it reinvigorated me. My confidence and my positive attitude are back! It was great to mix with strangers, working together on seemingly random but no less important things and being part of MIF rather than just a passive consumer of the festival. I'd forgotten how welcoming and wonderful other people can be and how much fun can be had when you're working together"

6.2 Over the last twelve months, opportunities to engage with residents across Manchester in the run up to MIF21 were significantly challenged. Following a series of ongoing lockdowns, public hesitancy around any kind of social interaction indicated that there would be a significant impact on planned programmes of work for MIF21. MIF's Creative Engagement team had to draw on new ways of working, developing creative and more agile ways of bringing people together.

6.3 Engagement activity consequently focused on six key areas of community involvement including the following;

- Participation programme (opportunities to take part in five MIF Commissions in a safe and socially distanced way);
- Co-creation programme (co-designing commissions or activity during the festival including our community led talks and discussions programme "Looking Forward to Tomorrow");
- GM Artist Development activity alongside substantial investment in the Independent Artist initiative;
- Volunteering Programme;
- Community Building programmes; and
- Educational activity.

6.4 Year-round activity pivoted online with community chats previously hosted in community centres now taking place in zoom rooms (*Have a Word*); Greater Manchester artists invited to entertain us to create mini Festivals in their

homes online (*Festival in My House and Yours*); regular networking, discussions and support for the freelance creative community took place in online space (*Meet the Artist, Lockdown Conversations* and *Matchmakers*); and ongoing legacy activity co-designed with former commission beneficiaries including participants from Schools of Integration and Manchester Street Poem. Emergency response support was also provided during the pandemic to partner organisations Mustard Tree and Rainbow Surprise.

- 6.5 MIF's pilot Neighbourhood Organiser programme was launched in early 2021, recruiting and employing community representatives across Greater Manchester to take an active role in connecting MIF with their local communities and vice versa. The Neighbourhood Organisers were the inspiration and the cover stars of MIF's "Your City Your Festival" campaign with the programme resulting in new partnerships and relationships across Wythenshawe, Whalley Range and North Manchester. Local residents from these areas benefitted from free tickets, performance opportunities, employment and training.
- 6.6 Engagement with schools was scaled up in the run up to the Festival to help address a health and wellbeing epidemic in schools. Two new flagship delivery partnerships were developed; one with new MIF Sponsor Therme, and a second with Manchester United Foundation. Therme's "Today I Feel Like Manchester" programme involved just under 1,000 primary age school children across Greater Manchester at schools in Collyhurst, Longsight, Baguley, Crumpsall, Monsall, Levenshulme and Stretford. Each child received a wooden art box and were instructed by Berlin based Danish artist Jeppe Hein to paint their breath and a picture of how they were feeling. The paintings will be transferred to 1,000 tiles that will feature in Therme's new health and wellbeing spa to open in Trafford next year (all participating children will receive a complimentary ticket to view their artwork).
- 6.7 MIF's collaboration with Manchester United Foundation resulted in a Talent Showcase at Festival Square, involving sixteen young people from across Greater Manchester. An ongoing relationship is now being developed with the Foundation on new MIF Commission *The Walk* taking place at Castlefield Bowl in November.
- 6.8 Local schools from North Manchester (Holy Trinity Primary School) and Hulme (Rolls Crescent) were also invited to attend free events and workshops including Cerys Matthews' *Catch a Fire* poetry workshops and *The Global Playground*.
- 6.9 Many of MIF21's Commissions took their starting point from residents in Manchester. Cephias Williams' *Portrait of Black Britain* took place in the Arndale Centre; a publicly accessible gallery featuring extraordinary imagery of 50 residents across Manchester. *I Love You Too*, a collaboration between Manchester Libraries and MIF featuring South African artist Kemang Wa Lehulere, featured over 150 love letters from Manchester residents to the city. MIF's opening event invited 120 non-professional dancers to collaborate with French choreographer Boris Charmatz to create *Sea Change* – a performative

encapsulation of everything people had experienced in the last eighteen months.

6.10 More so than any other year, MIF21 played a very significant role in bringing people back to the city and reconnecting after a period of sustained separation. Nearly 6,000 people participated in MIF21 activity (5,761) creating just over 25,000 of total engagement hours. 440 Greater Manchester residents volunteering to support the delivery of the Festival with 167 artists accessing a skills, training or network session. Every ward across Manchester had residents taking part in engagement activity with Hulme, Harpurhey, Ardwick, Moss Side and Rusholme all showing high levels of engagement.

6.11 The external evaluation stated that MIF's widening participation programmes improved residents' confidence, health, wellbeing with an increased impact on their lives through creative engagement and development:

"Virtually all participants interviewed described how the activities had helped them to develop their self-confidence generally. Many participants stated how the experiences are helping them to reconnect (or connect for the first time 'since school') with their own creative skills and that this experience is helping to build their self-belief in either seeking new creative experiences for enjoyment, creative training for career development purposes or just generally to go on to use their creative skills in everyday life"

6.12 In addition, increases in connectivity, social and cultural capital could be observed through the public's interaction with the Festival this year;

"Participants expressed their unanimous appreciation of the quality of care, support and encouragement demonstrated by the staff team and artists in practice. They valued the opportunity to work with other people from across Manchester; to meet new people that they would not necessarily come into contact with in their day to day lives; to make new, authentic, friendships and the encouragement (and the vision) to get more involved in other creative activities within their communities". Ayla Suveren, Independent Evaluator

6.13 Furthermore, the evaluation highlighted that;

"Participants (of all activity) can clearly recognise and describe the impact or key differences that engagement with MIF has made to their lives - professional and personal. Examples given include influencing and informing career decisions, confidence to pursue professional goals, becoming more knowledgeable about the arts, the opportunity to apply their skills in different (and related) areas, gaining additional work opportunities elsewhere in the city, the professional value of their affiliation with MIF. Most people state that their personal confidence has increased, along with other skills such as patience, the fulfilment and sense of achievement gained from doing something outside of their comfort zone. Other people cited that the opportunity had enabled them to 'jump start' their lives – reclaiming their self after trauma and a way of reconnecting with self after major changes in life. Other people cited that they had become a better communicator and that the

experiences / impact had even affected their choice of where to live (i.e. not move away from Manchester)”

- 6.14 This was further validated through individual participant comments as follows;

“My family say it’s changed me – it’s put a bit of fire back in me”

“The more I put in, the more I started to break down the constraints I put on myself”

“This (experience) will be with me forever...it has made me not feel afraid to step up now in other area so my life”

- 6.15 MIF21’s engagement activities also continue to have strong representation from the communities of Manchester with 41% of participants (who provided data) identifying themselves from Mixed, Asian or Asian British, Black or Black British or Other backgrounds, 20% identifying themselves as having a disability and 44% aged under 35. With Greater Manchester artists who took part, 30% identified as from Mixed, Asian or Asian British, Black or Black British or Other backgrounds, 16% identified themselves as having a disability and 41% were aged under 35 years.
- 6.16 Satisfaction ratings continue to be impressively high with 95% of volunteers and 87% of participants rating their experience as excellent or good.
- 6.17 Whilst the engagement and volunteering programmes have continued to expand and diversify, there remain some areas of the city with low levels of engagement both in terms of audiences (based on ticket bookers and survey respondents) and participation. These are wards which are found to have overall lower levels of engagement in culture in the Council’s annual Cultural Impact Survey and include Charlestown, Sharston Baguley, Northenden and Brooklands. The MIF Creative Engagement team will continue to work on increasing engagement in these wards for the next festival.

Access

- 6.18 At the 2021 Festival, MIF delivered 29 access performances (those with additional access provision such as BSL interpretation, captioning or audio description) across 10 productions.
- 6.19 This is fewer than in 2019, which saw 42 performances representing 13 productions. Due to the restrictions of COVID-19, a much greater proportion of the MIF21 programme was composed of public art commissions which did not offer the same opportunities for ‘traditional’ access performances, but were still accessible by nature. To guide audiences through these commissions, MIF produced an Access Map, as well as a BSL introduction to the programme which highlighted both BSL-interpreted and otherwise accessible work to Deaf and BSL user audience members. This meant that 45.5% of the productions offered some form of traditional access performance across their MIF21 run, a slight increase compared to 45% at MIF19.

- 6.20 At the 2021 Festival, MIF were able to build on good practice developed during lockdown, and offer access provision equally across live in-person and online presentations (14 in-person access performances and 15 online/digital). In addition, MIF captioned all speech-based digital content, as well as live-captioning the *24hr Arty Party* online event. This felt particularly important in light of the high numbers of disabled people still shielding/exercising caution around in-person events due to both the pandemic and existing health conditions – and is a practice that MIF intend to continue even as live audiences begin to return.
- 6.21 MIF worked with Deaf consultants wherever possible alongside interpreters on BSL translations and performances, and had a local Mancunian Deaf presenter, Raffle Julien, hosting the BSL flyer film.
- 6.22 There was a dedicated Volunteer Collaboration Group focused on access who worked with the Volunteering team. The group provided invaluable insights into improving the accessibility of the MIF21 volunteering experience. They focused primarily on elements of volunteer recruitment and induction, meeting days and digital training sessions.
- 6.23 MIF21 also provided:
- Wheelchair spaces at all venues
 - Accessible viewing platform at Festival Square
 - Wheelchair accessible picnic tables at Festival Square
 - Detailed online access information for all of venues and shows
 - Online booking for all access bookers
 - Dedicated access ticketline
 - Member of the Ticketing team dedicated to access bookings and enquiries
 - Concessionary ticket price for disabled people
 - Free PA/essential companion tickets as required
 - Alternate routes where needed
 - Alternate formats (e.g. large print) as needed
 - Access stewards as needed at live events
 - Disability awareness training for key customer-facing staff pre-Festival
 - Disability awareness induction for front of house staff and volunteers
 - Specialist disability awareness masterclass for Volunteer Academy attendees
- 6.24 Overall, in-person access bookings were low at MIF21 (perhaps an indication of people's reluctance to return to live events), however, accessible online shows were well-used – and MIF intend to continue offering both in-person and online provision in future. Word-of-mouth feedback from those who did attend in-person was positive, with Jacqui Beckford's BSL interpretation of *Notes on Grief* being particularly well received.

7.0 Objective 4: To develop the brand, profile and awareness of MIF/The Factory locally, nationally and internationally in readiness for opening.

- 7.1 MIF 21 was the last Manchester International Festival to take place before the opening of the city's new flagship cultural venue The Factory. As such it provided a citywide and international platform to build profile, raise awareness and introduce elements of The Factory brand to audiences, partners, press and stakeholders locally, nationally and internationally.
- 7.2 Inevitably COVID-19 has created challenge in profile building, principally because there are still significant COVID-19 safety and social distancing guidelines in place that limit the number of people who can visit. However, the Festival included a number of events designed to introduce The Factory and be indicative of the ambition and type of artistic work it will support.
- 7.3 *Arcadia* was the first project commissioned for The Factory building itself, created by the artist and director Deborah Shaw. *Arcadia* was a large-scale installation project spanning over The Factory warehouse and auditorium exploring the tension between industrialisation and natural world, principally through a soundscape that filled The Factory with nature poetry drawn from across the world. Installed over a weekend to minimise disruption to working schedules, the installation was open to the public through the night from 11pm on 10th July to 6am on 11th July. It provided a unique opportunity for audiences (almost 1,000 people attended) and press to access The Factory site for the first time, raising awareness of the artistic work to be produced there. Laing O'Rourke worked tirelessly and creatively with MIF to ensure *Arcadia* was successfully installed in the building. The press campaign achieved a range of preview and review coverage including high profile interviews with Deborah Warner on BBC Radio 4's Front Row, The Guardian, and The Times, and previews and reviews in BBC 6 Music, Art Review, Creative Boom, BBC Online, and others. The marketing campaign for *Arcadia* - whilst having national and international reach - primarily focused on raising awareness with local audiences, including those living within a mile radius of the building. The estimated reach for the marketing activity was 4,016,199.
- 'Late last night, Deborah Warner's #Arcadia was wonderfully calm & composed, offering temporary escape from the clamour of the city life. Cleverly showcasing The Factory, it created something dreamlike in the middle of what is still a building site #MIF21' - Arcadia audience member*
- 7.4 Daytime tours of The Factory were given to local and national stakeholders on Saturday 11th July. Several tours of the main warehouse and auditorium spaces engaged over local residents, MIF's Young People's Forum, Peoples Forum and Neighbourhood Organisers, Manchester City Council elected members and officers, Arts Council England staff and local and national cultural organisations.
- 7.5 Online The Factory was profiled during *24 Hour Arty People*, MIF's 24 digital event targeting national and international arts organisations, of which 200 accepted with over 100 logging on from 23 countries. As part of the event an interview took place between MIF's Creative Director Mark Ball, lead architect for The Factory, OMA's Ellen van Loon, and the creator of *Arcadia* Deborah

Warner.

- 7.6 The third Virtual Factory project by Robert Yang, *We Dwell in Possibility*, launched during MIF21, providing an opportunity to signpost the digital ambition of The Factory. Building on the profile of the previous two iterations (*Your Progress will be Saved* and *The Neon Hieroglyph*), the press campaign generated significant coverage in the likes of Huck, VICE, Metro and more. To date an estimated 12,000 have played *We Dwell in Possibility*.

Communications and brand-building

- 7.7 A key focus for marketing during MIF21 was to raise awareness of The Factory with local, national and international audiences. The new Factory brand was included across numerous MIF21 assets including a 200,000 highlight leaflets distributed door to door across Greater Manchester; tote bags worn by staff, volunteers, artists and sponsors; dressing at *Arcadia* and Festival Square; editorial inclusion on all MIF e-newsletters and across social media channels; on animated outdoor digital screens, paid social advertising and all digital trailers and live broadcast. The estimated reach for the marketing activity was 10,027,149. Creative Director Mark Ball also briefed MIF Neighbourhood Organisers about The Factory, each of whom are advocates for The Factory in their own communities across Manchester. In the post festival survey 63% of people said they had heard of The Factory (an increase of 4% from MIF19), and of these 86% were aware of its connection to MIF, and 58% of all respondents said they would be very likely to attend an event at The Factory. The survey results indicate a need to continue to raise awareness of plans for The Factory, particularly as the city emerges from the pandemic news-cycle. The full launch of the new MIF/Factory brand in 2022 will be a key moment in this regard.
- 7.8 MIF21 created a platform for raising awareness of The Factory to press, audiences (on and offline) and stakeholders. Press coverage included a major feature in the Financial Times, linked with *Arcadia*, exploring the potential impact of The Factory on Manchester and the region, and featured interviews with Ellen van Loon, John McGrath and Deborah Warner.

8.0 KPIs, Sustainability and Financial Performance

Economic impact

- 8.1 Manchester International Festival supports economic growth by substantially raising the city's profile, drawing in national and international visitors, and attracting inward investment by positioning the Manchester as a leading cultural city with an ability to showcase major large-scale events. The effects of COVID-19 have however necessarily meant that the economic impact of the 2021 Festival was lower than previous years – in particular because of lower audience expenditure and lower volunteer numbers.
- 8.2 As a result of this the total economic impact of MIF 2021 is estimated to be £19.5million. This compares with an original target of £25million (the pre-

COVID target being £35million). By way of comparison the economic impact of the 2019 festival was £50.2million.

- 8.3 Delivering 18 original commissions with leading international artists and additional special events through 68 events over 18 days, the Festival attracted over 1,462,244 in-person attendees. This can be broken down into;
- 20,405 attendees at paid ticketed events (excluding video on demand)
 - 50,010 attendees at free and ticketed events (excluding outdoor public realm works around the city);
 - 1,389,784 total attendees at public realm artworks in major spaces; and
 - 2,045 paid ticketed Video on Demand (VOD) audiences.
- 44% of the audience came from outside Greater Manchester. For ticketed events, 63% of available capacity was achieved, and 57% of events were free to attend.
- 8.4 Over 1.2m users actively interacted with digital content and this content reached 187 countries (excluding the UK).
- 8.5 MIF exceeded its KPIs for diversity with 52% of lead commissioned artists from an Asian or Asian British, or Black or Black British background, 52% commissioned female artists and at least one commission from a disabled artist.

Income – Revenue & Grants

- 8.6 Arts Council England continues to support the Festival as one of its National Portfolio organisations and invested £20.4m over the two-year cycle, of which £18.3m is a revenue contribution to the running of The Factory and to build Manchester International Festival's organisational capacity to run The Factory and to prepare for its opening.
- 8.7 Box office income achieved during the Festival was in line with the reduced forecast, based on socially distanced capacity, and was estimated at £206,073, compared with £1,220,280 in 2019.
- 8.8 Co-commissioning income and co-producing Value in Kind support was in line with the COVID-19 impacted forecast and came in at an estimated £470,897, in cash and co-production contribution towards the cost of the artistic programme. This compares with just under £2,213,166 for the last festival.
- 8.9 Building on a successful track record of securing funding from sponsorship and individual giving, the Development team continued to secure a good level of funding from these income streams for MIF21. While it was a difficult climate for raising income, many previous MIF supporters as well as some new partners recognised the value of MIF21 to the city and were keen to offer support.
- 8.10 The final amount raised by the Development team for MIF21 was £1.5m, including Value in Kind. This is in line with the revised target to account for the impact of COVID, and is a 37% reduction on the £2.37m raised for MIF19, the

biggest festival to date. This includes partnerships with 36 sponsors, with ongoing support from returning sponsors Bruntwood (at top tier Official Partner level), Electricity North West (Official Provider), Selfridges (Official Provider), Lendlease (Gold) and Aviva (Gold), alongside new sponsorship from Therme (Official Provider), Co-op (Gold), and PZ Cussons (Gold). Significant media Partnerships with BBC, Guardian and Manchester Evening News continued. A number of businesses offered value in kind support as venues (such as Manchester Arndale, Laing O'Rourke),

- 8.11 19 individuals joined as supporters across Commissioning Circle, Patrons and Pioneers generating an income of £64,500. 289 individuals joined as MIF21 Membership raising £14,536, and online donations alongside ticket sales contributed an additional £11,547.60.
- 8.12 Looking ahead to The Factory and MIF23, the Development team are building on existing successful packages for generating revenue income from sponsorship and individual giving to also develop new opportunities. They continue to cultivate relationships with MIF21 and previous MIF supporters, including a number of sponsors and donors who were unable to support MIF21 due to the difficult climate surrounding COVID-19, but have expressed strong interest in re-joining in 2022. In addition, the team are cultivating a prospect pipeline of new potential sponsors and donors, and also working collaboratively with The Factory Trust capital fundraising team on an integrated strategy to cross-pollinate opportunities.

Financial outturn

- 8.13 MIF has historically run a biennial Festival so budgets have been prepared over a two-year cycle. However, as MIF is currently in a period of transition in the lead up to the opening of The Factory, the budget for the two-year cycle ending 30 September 2021 (which includes the 2021 Festival) also includes some Factory-related costs which are being incurred to ensure that the organisation is well prepared to open and operate the venue. As MIF will both operate The Factory and continue to put on a biennial festival as a single organisation, an integrated budget for the two years ending 30 September 2021 was prepared (i.e. there are not separate budgets for the Festival and The Factory), as the same staff are working on both the Festival and The Factory.
- 8.14 Final reconciliations of the other key Festival-related income and expenditure are currently being undertaken, but the overall net expenditure on the 2021 Festival programme is projected to be in line with the budget. Similarly, the overall level of Factory-related expenditure incurred during the two-year period is also expected to be in line with the budget.
- 8.15 It should be noted that MIF has delivered this on budget result in the context of a uniquely unpredictable environment, with planning for multiple contingencies needed, and income and expenditure streams under constant revision. Re-budgeting was a constant activity throughout the period from March 2020, with huge effort and commitment from all sectors to achieve a stable financial

position in the run up to The Factory.

9.0 Zero Carbon

- 9.1 Since the recruitment of an experienced Environmental Sustainability Manager in October 2020, MIF has developed a new Environmental Sustainability Policy, signed off and published on the website in January 2021. This policy is aligned with global targets (the UN Sustainable Development Goals and 2015 Paris Agreement), national policy (the Climate Change Act) and local policy (Manchester's Zero Carbon 2038 target).
- 9.2 The policy is the foundation of a five-year action plan across all areas of MIF's activity with clear and costed targets, milestones and KPIs, roles and responsibilities. The headline ambition, captured in the business plan, is to be on a committed path towards zero-carbon activity by 2025, using operational data from 2023 (the first year of the Factory) as the benchmark. This will include assessment of the carbon footprint of the construction of The Factory. The plan also includes actions to inspire audiences to think and act more sustainably through the artistic programme, community engagement and in-venue behaviour and innovations. Progress with the Environmental Sustainability Action Plan will be reported to the board on an annual basis.
- 9.3 In MIF21, the Environmental Sustainability Manager coordinated the following activities and initiatives to help reduce the environmental footprint of the organisation and engage audiences.
- 9.4 *Big Ben Lying Down* benefited from sustainable material research - plastic containing 30% recycled content was used for books bags and structural wrap. The material - Sustane - is part of a closed loop of production, and materials were returned to the manufacturers to be recycled after use. This was communicated to audiences at the artwork and when people were collecting books.
- 9.5 For the first time, no additional skips were hired for waste management and the majority of plastic waste was repurposed into boards intended as a replacement for ply sheets. The majority of project materials and items were reused either through community groups, donations and reuse networks. 175 PVC lamppost banners were donated to Plastic Shed who run creative, educational plastic recycling workshops. Plastic Shed also built a relationship with MIF's supplier, ensuring a source of material and reducing waste. Developing circular economy approaches to materials and resources is a key focus for MIF.
- 9.6 The first MIF audience travel survey, at *Sea Change*, gathered data from approximately 10% of the audience. The survey showed that 70% of journeys were by public transport (bus, train, tram) or active travel (walking, cycling). The overall travel carbon footprint of this audience sample was just under 1 tonne (901.19 kg CO₂e).

- 9.7 Starting to gather data across MIF projects and events will help MIF to calculate the organisation's carbon footprint. Work is underway to calculate the carbon footprint of all artist and organisational travel in 2021. This will enable the development of robust carbon reduction targets. As in MIF19, two electric cars were provided by Electricity Northwest.
- 9.8 Along with the Council, MIF invested in making grid-connected electricity available from the National Football Museum to Festival Square in Cathedral Gardens. The works are permanent, meaning that not only could the festival run stages and cabins from grid connected electricity – rather than diesel generators, but all events happening on Cathedral Gardens in future will have access to this power source.
- 9.9 All cups, cutlery and food serveware at Festival Square were compostable and were sent to anaerobic digestion for processing; this diverted the serveware waste from landfill or incineration.
- 9.10 Much of the environmental sustainability work in MIF21 feeds into plans for operation in The Factory – particularly around material and energy use. Key actions for future years include working with industry partners to test and pilot innovative sustainability technology in the Factory, visualising real time energy performance as an audience engagement tool and implementing circular economy approaches with materials and waste management suppliers.
- 9.11 Through a coordinating presence in the Manchester Arts Sustainability Team, MIF will continue to share knowledge and best practice across the sector in the region. The organisation is also represented in national networks through the Theatre Green Book and the Environmental Sustainability Manager is often invited to share expertise either directly with organisations or through speaking engagements.

10.0 Employment and Skills

- 10.1 The Festival creates and sustains a significant number of jobs. 69 staff now work for the Festival all year round and a further 83 were contracted by the Festival for a minimum of three weeks during the Festival period as well as an additional 62 office-based freelancers. In addition, to deliver the festival, MIF contracted a further 680 people who worked as performers, stage managers, front of house staff or technicians on MIF commissions. Provision of freelance and fixed-term employment was seen as a crucial contribution of the festival to COVID-19 recovery for the cultural and creative sector, and was one of the factors informing the decision to ensure the largest-possible festival in the original planned dates.
- 10.2 To build capacity in preparation for opening The Factory, MIF has put in place a programme of organisational development and change to support this growth. This involves a new organisational design and staffing structure which is being implemented incrementally. With an approximate 50 new roles to be recruited over the next 12 months, and more in the final run up to venue opening, including casual staff roles for front of house.

- 10.3 MIF has also implemented a comprehensive review of recruitment, induction and staff training processes – committing significant resources to diversifying the staff base, encouraging transferable skills into the sector and targeting regions and demographics which have not previously engaged with the Festival.
- 10.4 This has resulted in strong diversity across both the core and contracted staff in comparison with other Arts Council England funded National Portfolio Organisations and is an area MIF intends to continue to develop moving forward. With strategy around Positive Action in recruitment, working cross-departmentally to expand networks and reach new potential candidates, and building in early careers engagement to outreach work.
- 10.5 MIF are committed to paying the Manchester Living Wage to employees and aim to become an accredited Real Living Wage employer moving forward. The organisation guarantees employees a minimum number of hours and does not use zero-hour contracts.
- 10.6 MIF has increased the support given to new Freelancers joining the Festival via our process of integration into the organisation and culture. This has been achieved through additional training and the development of a Freelance Handbook which provides guidance to everyone contracted. The purpose of this was to enrich engagement with wider freelance networks as well as to support those coming back into work after a period of unemployment due to COVID-19.
- 10.7 The Creative Engagement and Artist Liaison Teams, as well as the Producing and Technical departments, were very mindful of the challenges in re-entering the workforce for some, post-COVID, and provided a range of support and advice to artists and other freelancers. MIF continue to provide a range of freelance artist support, and are exploring ways to provide ongoing support, including professional development, to the wider freelance community as part of our work on The Factory. The core staff are well-networked into freelance communities and also provide a range of informal support.
- 10.8 The Factory Academy continues to work with a range of Manchester venues and employers to develop exciting opportunities to learn new skills. 141 people completed a Factory Academy programme with partners such as HOME, Sick! Festival, Eight Engines, Vision in Colour and Dock10, between October 2020 and July 2021. During the period March 2021 – September 2021 there have been 12 paid interns at MIF along with 5 apprentices (x2 Royal Exchange, x1 Lowry Theatre, x1 HOME, x1 MMU) from January 2020 to present date.
- 10.9 COVID-19 restrictions limited the volume of work experience opportunities linked to programmes of delivery. Due to the restrictions all Factory Academy programmes were delivered in virtual classrooms, using Microsoft Teams to ensure the programmes were accessible to all. To minimise the effects of digital poverty all students were provided access to wifi-enabled iPADS and

laptops where required.

- 10.10 The Factory Academy will continue to scale up and broaden its membership and invite partners from the wider creative industries. This wider membership will feed into sector wide conversations around skills shortages, programme co-design, keep learning industry current and cement the ambition of the Factory Academy for being the destination for programme design, programme delivery and the gateway to opportunity for all.
- 10.11 To diversify the arts and creative industries - by creating new entry points that do not require degree-level qualifications - remains a critical ambition and between now and 2023. The Factory Academy aims to have established itself as a champion for underrepresented creatives and underserved communities, by creating credible pathways into opportunities that improve life chances, while in turn, supporting organisations in Manchester to access richly diverse, and often hidden talent, and embed inclusive skills, training and recruitment practices into their respective organisations.
- 10.12 Development of all programmes will continue to be guided by MIFs principles centred on Access and Inclusion, with accessibility being an absolute criteria for success, and beneficiaries reporting underrepresented characteristics in greater numbers than Manchester's demographics. This will be achieved through continued collaborative working practice with colleagues in Creative Engagement, and their established community engagement networks and continued oversight and co-authoring of elements of learning and training content from Access colleagues.
- 10.13 Understanding that travel from locations outside the centre of Manchester can be a barrier to underserved communities looking to engage in creative practice, and the visibility of opportunity, the Factory Academy aims to have established satellite learning hubs co-located in community spaces in underserved wards across Greater Manchester. These hubs will be where local people can access world-class skills and training programmes, and in turn, job opportunities which may otherwise feel out of reach, and ensure the Factory Academy is fully integrated into the heart of community.

11.0 Manchester International Festival 2023

- 11.1 Planning is already underway for the July 2023 Manchester International Festival. In recognition of the expected capacity constraints with MIF23 close to the opening of The Factory, MIF has reviewed how to deliver the 2023 festival in this unique year to create a focused and impactful programme that continues to celebrate the city and drive international and national impact.
- 11.2 MIF23 will consist of:
- 5-7 new projects commissioned and produced by MIF, including:
 - A large-scale participatory opening event building on the successes of MIF17 (*What Is The City But The People*). MIF19 (*Bells for Peace*) and MIF21 (*Sea Change*)
 - A commissioned work by an international artist, presented in

Manchester

- A commissioned work by a Manchester based artist, presented in Manchester
- Festival Square will be relocated to its new home outside The Factory, featuring a free programme of music and community events with a pop-up food and beverage offer.
- A ticketed live music programme running for the duration of MIF23 in The Factory's Auditorium
- 6-8 events and productions produced by Manchester-based cultural institution co-commissioned by MIF23. This expands on previous success with the Whitworth, City Art Gallery, the Jewish Museum and others.
- A series of artist residencies across Greater Manchester focused on ideas and projects for MIF25.

11.3 Planning for MIF23 will take place alongside preparations for the opening of The Factory, which will include developing the skills, audiences, artistic vision, community engagement and commercial revenue plans required to deliver the Factory's Vision. This will be underpinned by the submission of a revised business plan for The Factory which will be submitted to Arts Council England in December 2021.

12.0 Future Manchester City Council support for the Festival and The Factory

12.1 The Council provides annual funding support of £1.5million to Manchester International Festival. This was agreed for a 10-year period as part of the 2020/21 budget proposals and is part of the Council's commitment to match the c. £9.8million ongoing revenue support for The Factory / Manchester International Festival from Arts Council England and other government grants.

12.2 The ten-year funding arrangement will be delivered in two parts; an interim agreement prior to the opening of Factory, followed by a longer-term funding agreement for Factory. The Strategic Director of Neighbourhoods, Deputy Chief Executive and City Treasurer and the City Solicitor will negotiate and finalise the terms of these arrangements in consultation with the two Deputy Leaders. The funding will be subject to confirmation of revenue funding from Arts Council England, and will contain terms aligned to those of the third party funding agreements with Arts Council England and/or others, including break clauses aligned to Arts Council England funding cycles and decisions.

13.0 Contributing to a Zero-Carbon City

13.1 Manchester International Festivals' Environmental Sustainability Policy and Five-Year Action Plan set out how the organisation will contribute to the city's zero carbon target, both in the delivery of the festival and in operating The Factory. Progress is reported on an annual basis against a series of targets, milestones and key performance indicators

14.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 14.1 Manchester International Festival supports economic growth by substantially raising the city's profile, drawing in national and international visitors, and attracting inward investment by positioning Manchester as a leading cultural city with an ability to showcase major large-scale events. The 2021 Festival was a flagship event within the city's cultural recovery programme during the reopening phase. Despite the COVID-19 pandemic and related restrictions, the 2021 Festival had an estimated economic impact of £19.5million.

(b) A highly skilled city

- 14.2 Manchester International Festival continues to maximise employment opportunities, with 69 permanent members of staff. 83 additional staff and a further 62 office-based freelancers were contracted to deliver the 2021 festival. 680 people were contracted as performers, stage managers, front of house staff, and technicians. The Factory Academy continues to work with partners to provide pathways to training and employment opportunities for Manchester residents.

(c) A progressive and equitable city

- 14.3 Manchester International Festival's Creative Engagement Team responded to the COVID-19 pandemic by introducing creative and agile ways to bring people together in the run-up to the 2021 festival – including participants, schools and volunteers. The independent evaluation showed that there was an increase in Black, Asian and Minority Ethnic audiences at the 2021 festival, as well as a growth in younger audiences, those with a disability and people from lower socioeconomic groups. A dedicated Volunteer Collaboration Group provided insights into improving accessibility of the volunteering experience.

(d) A liveable and low carbon city

- 14.4 Manchester was recently identified as the third best city in the world by Time Out, with Manchester International Festival and The Factory referenced as part of the city's creative scene. 91% of audiences surveyed at the 2021 event agreed or strongly agreed that the festival helps to make Manchester a world-class city, and 86% agreed or strongly agreed that it offers a unique experience unlike anything else in the area. The Festival contributes to the city's carbon reduction targets by minimising the impact of its operations and sharing knowledge and expertise with cultural partners.

(e) A connected city

- 14.5 A core objective for the digital team was to develop a blended offer for the 2021 festival, creating live and interactive content for audiences online. This was supported by an on-demand and live platform, a digital studio for virtual events, website content and new partnerships with media partners. As a result the festival recorded 1.2million views across the website and all digital

content, with audiences engaged from 187 countries.

15. Key Policies and Considerations

(a) Equal Opportunities

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

(b) Risk Management

15.2 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

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

**Manchester City Council
Report for Resolution**

Report to: Executive – 17 November 2021

Subject: Update of CCTV Code of Practice

Report of: Strategic Director (Neighbourhoods)

Summary

The report advises the Executive of changes required to the Council's CCTV Code of Practice (COP) since it was last updated in 2019.

Recommendations

The Executive is recommended to approve the updated Manchester City Council CCTV Code of Practice.

Wards Affected - All

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

This decision does not have any direct impact on achieving the target of a zero-carbon city

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Amongst the defined purposes for which the CCTV camera system is used in Manchester as outlined in the COP are: i) to increase public safety for those who live, work, or trade within and visit Manchester; and ii) to assist in developing the economic wellbeing of the Manchester area and to encourage greater use of the City Centre.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Not directly applicable.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Not directly applicable.

A liveable and low carbon city: a destination of choice to live, visit, work	The effective use of the CCTV system has a significant role to play in promoting Manchester as a destination of choice through other defined purposes which include the deterrence and detection of crime, disorder and anti-social behaviour, enhancing community safety and assisting in overall management of public places.
A connected city: world class infrastructure and connectivity to drive growth	Not directly 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 directly.

Financial Consequences – Capital

None directly

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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. Manchester City Council CCTV Code of Practice version 2.0 issued in September 2019.

1.0 Introduction

- 1.1 The Council operates a public area closed circuit television (CCTV) system in Manchester through its appointed contractor Mitie Ltd. The System comprises a number of cameras installed at strategic locations including the City Centre, the A6 corridor, the Wilmslow Road area and areas of east and north Manchester. The public area system is operated from the CCTV Control Room in the City Centre where the images are monitored and recorded.
- 1.2 The Council also operates CCTV at its premises. These are usually standalone systems operated from discrete locations.
- 1.3 Most CCTV footage is sufficiently detailed to enable the identification of individuals. Images of individuals constitute their own personal data and are subject to the provisions of the UK General Data Protection Regulation ('UK GDPR') and the Data Protection Act 2018 ('the DPA').
- 1.4 The operation of CCTV systems can therefore create tensions between the privacy rights of individuals and the interests of protecting the public. This is reflected in the body of legislation that covers their use: not only the UK GDPR and the DPA but also the Human Rights Act 1998, the Regulation of Investigatory Powers Act 2000, the Freedom of Information Act 2000 and the Protection of Freedoms Act 2012. The Council's COP is intended to provide comfort to the public that the Council's CCTV systems are operated properly within the legislative framework and that the public's rights to privacy are balanced with public protection.

2.0 Background

- 2.1 The Manchester City Council CCTV Code of Practice was last updated in September 2019 to reflect the advice and guidance in the Home Office Surveillance Camera Code of Practice, the Information Commissioner's Office ('ICO') CCTV Code of Practice and the National Surveillance Camera Strategy for England and Wales.
- 2.2 Paragraph 10.2.1 of the current COP requires that it will be reviewed every two years unless there is a change in legislation or policy which warrants a review within that period. The COP has been reviewed and revised in line with the two-year period in paragraph 10.2.1.

3.0 The updated Manchester City Council CCTV Code of Practice

- 3.1 The only significant change to the COP is the insertion of paragraph 5.4.3.4 relating to the operation of the CCTV system by the Greater Manchester Police ('GMP') as detailed further below. The other amendments are minor only to take account of changes to the title of legislation, changes to procedure and a small number of typographical errors. The revised COP is attached as an Appendix to this report and all changes are highlighted in bold text.

- 3.2 In terms of new paragraph 5.4.3.4 historically GMP have been able to view footage from the City Council's CCTV system through a number of dedicated feeds provided by the CCTV Control Room. To get a particular view of a camera GMP had to make contact with the CCTV Control Room on each occasion to request a particular camera and a particular view be provided on one of the dedicated feeds. This was the same if GMP wanted to, for example, look at retrospective footage. The existing solution was old, unreliable and cumbersome.
- 3.3 Earlier this year GMP updated its own CCTV infrastructure which increased the functionality of the GMP system for access to more of the Council's CCTV cameras. In line with this increased functionality a number of designated GMP officers in the Silver Command Control room, the City Centre policing team and associated radio operators are now able to view all CCTV cameras in the City Centre independently of a Council CCTV operator. In addition to being able to view a camera those GMP officers also have the ability to use the pan, tilt, and zoom features of all cameras they have access to. GMP cannot however make a copy of any CCTV footage using the increased functionality and will still need to formally request copies they need from the Council. All such viewing and use of the features of the CCTV cameras is controlled through a single generic user account and GMP keep records to show which individual officers are using the CCTV cameras at any time. This gives assurance and accountability around the access GMP has. Representatives of the Council, and other Greater Manchester partners such as the Greater Manchester Fire & Rescue Service and the North West Ambulance Service also have access to view the CCTV feedback when working in the Silver Command Control room.
- 3.4 The new solution means GMP can operate more effectively and efficiently without reliance on the CCTV control room operators. This will assist GMP in policing large scale events and incidents in the City Centre as they are able to access footage more quickly leaving the CCTV Control Room to focus on managing the CCTV cameras to support the management of the city in line with agreed priorities.
- 3.5 The Council facilitated a pilot exercise of the new arrangements during the period 1st to 6th October 2021 just prior to and during the Conservative Party Conference held at Manchester Central. The pilot will be used to evaluate the arrangement being implemented into the live environment and will also feed into the completion of a Data Protection Impact Assessment to assess privacy risks. The Council and GMP will also enter into a Data Sharing Agreement setting out the purposes for which personal data shared as a result of the revised arrangements will be used as well as each party's respective role.

4.0 Contributing to a Zero-Carbon City

- 4.1 This decision does not have any direct impact on achieving the target of a zero-carbon city.

5.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

5.1 Amongst the defined purposes for which the CCTV camera system is used in Manchester as outlined in the COP are:

- i) to increase public safety for those who live, work, or trade within and visit Manchester; and
- ii) to assist in developing the economic wellbeing of the Manchester area and to encourage greater use of the City Centre.

(b) A highly skilled city

5.2 Not directly applicable.

(c) A progressive and equitable city

5.3 Not directly applicable.

(d) A liveable and low carbon city

5.4 The effective use of the CCTV system has a significant role to play in promoting Manchester as a destination of choice through other defined purposes which include the deterrence and detection of crime, disorder and anti-social behaviour, enhancing community safety and assisting in overall management of public places.

(e) A connected city

5.5 Not directly applicable.

6.0 Key Policies and Considerations

(a) Equal Opportunities

6.1 None

(b) Risk Management

6.2 The COP addresses the legal and policy issues which should ensure that the CCTV system operates within a lawful framework including accountability, assessment, monitoring and review of the CCTV system.

(c) Legal Considerations

6.3 These have been addressed in the body of this report and in the CCTV COP which is the subject of this report.

CCTV

Code of Practice



Document Control

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v.1.1	27.06.08	K Rennicks	
v.1.2	11.03.13	D Holden, CCTV Manager	3.3 amendment to paragraph on data subject access requests
v.2.0	September 2019	Ian Mark Principal Lawyer, Democratic Services Legal	Policy updated to reflect Home Office Surveillance Camera Code of Practice and updated ICO Data Protection Code of Practice for surveillance cameras and personal information (May 2015)
v.3.0	November 2021	Ian Mark, Principal Lawyer. Democratic Service Legal	Policy updated to revise clause 5 to reflect change in GMP access to CCTV system and to take account of minor changes to the title of legislation, procedure and typographical errors

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1. INTRODUCTION

- 1.1 Manchester City Council operates CCTV cameras within Manchester's public areas (public area cameras) and within and around its premises (premises cameras).
- 1.2 The public area cameras cover public areas in the City Centre, other district centres and public open spaces and are operated from a secure central control room where the images are monitored and recorded. The public area cameras may also be operated from the Council's Emergency Control Centre. A general description of the locations of the Council's public area cameras can be found at [CCTV Cameras and Security](#).
- 1.3 Premises cameras are standalone systems that cover separate Council premises and will be operated in a secure environment where the images can be monitored and recorded.
- 1.4 Public area and some premises cameras operate in colour and have pan, tilt and zoom capabilities, which means they can scan areas, focus in on people (and objects) and follow them. These cameras do not record sound.
- 1.5 The Council may also record footage using:
 - body worn cameras (which may also record sound)
 - mobile cameras mounted in Council vehicles
 - automatic number plate recognition cameras
- 1.6 CCTV cameras and monitoring and recording equipment are owned by the Council but may be operated by contractors as well as Council staff.
- 1.7 This Code of Practice does not apply to schools in the Manchester City Council area as schools are data controllers in their own right.

2. OBJECTIVES OF USING CCTV CAMERAS

- 2.1 The Council's objectives in using CCTV cameras are:
 - To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors in Council premises.
 - To assist in the deterrence and detection of crime (including environmental crime), disorder and anti-social behaviour in Manchester; and in the upholding of legal rights. This will include:
 - Helping to identify, apprehend and prosecute offenders

- Providing evidence for criminal and civil action in the courts including preliminary investigation of claims
- Countering terrorism
- To help reduce the fear of crime and provide reassurance to the public
- To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors in Council premises
- To assist in the overall management of public places
- To assist in developing the economic wellbeing of the Manchester area and encourage greater use of the City Centre
- To assist the Council in carrying out its regulatory functions in relation to environmental health and protection, pollution control, contaminated land, health and safety, food safety, animal welfare, consumer protection, weights and measures and licensing.
- To provide traffic management support and enforce bus lane and parking restrictions
- To provide assistance and direction in the event of a major emergency in Manchester

3. STATEMENT OF PURPOSE AND PRINCIPLES

3.1 Purpose of this Code

- 3.1.1 The purpose of this Code is to outline how the Council uses CCTV cameras to meet its objectives in accordance with the relevant legislation and guidance.

3.2 General Principles of Operation

- 3.2.1 The Council is committed to safeguarding the rights of people visiting, living and working in Manchester. The Council will ensure that the cameras are operated in accordance with the principles in:

- (a) [The Human Rights Act 1998](#)
- (b) The **UK** General Data Protection Regulation and the [Data Protection Act 2018](#) (see the data protection principles in Appendix 1).
- (c) [The Home Office's Surveillance Camera Code of Practice](#) prepared in accordance with section 29 of the Protection of Freedoms Act 2012 (the Surveillance Code) (see the guiding principles in Appendix 2)

- (d) [In the picture: A data protection code of practice for surveillance cameras and personal information produced by the Information Commissioner's Office](#) (the ICO code)
- (e) The [Regulation of Investigatory Powers Act 2000](#)
- (f) The [Freedom of Information Act 2000](#)

3.2.2 CCTV cameras will be operated fairly, within the law, and only in so far as is necessary to achieve the purposes for which they are currently used and which are set out in this Code, or which are subsequently agreed in accordance with this Code.

3.2.3 Any other organisation, individual, including Council staff, or authority participating in the operation of the CCTV cameras or accessing footage provided by the CCTV cameras must comply fully with this Code and with any contractor's operational guidelines approved by the Council.

3.3 Monitoring by Council CCTV Managers

3.3.1 The Council's CCTV Managers (or such other officers as have the day to day management of a CCTV control room or secure operating environment (CCTV Control Rooms) and CCTV footage, irrespective of their title but referred to in this Code of Practice as CCTV Managers) have unrestricted access to the CCTV Control Rooms and receive regular reports as and when required from the Council's contractors.

3.3.2 The Council's CCTV Managers have day-to-day responsibility for the monitoring and operation of the Council's CCTV cameras and the implementation of this Code.

3.3.3 The Council's CCTV Managers report on a yearly basis (or sooner in respect of specific issues requiring more immediate consideration) to the relevant Directorate Senior Information Risk Officer ('DSIRO') with responsibility for their CCTV cameras. The template report at Appendix 3 shows the items to be covered.

3.4 Copyright

3.4.1 Copyright and ownership of all footage recorded from the CCTV cameras will remain with the Council. However, once there has been disclosure of footage to another body such as the police then the recipient becomes responsible for their copy of that footage and must comply with all applicable legal obligations. Disclosure of footage is addressed further in sections 7, 8 and 9 of this Code.

3.5 Processing and Handling of Footage

3.5.1 No footage will be released, including that requested by Council staff for internal work related purposes, except in accordance with either section 7, 8 or 9 of this Code.

3.6 Breach of this Code of Practice

- 3.6.1 If the Council fails to comply with this Code of Practice, the validity of properly imposed fines, penalty charge notices or other financial penalties issued by the Council shall not be affected.

4. ACCOUNTABILITY AND PUBLIC INFORMATION

4.1 The Public

- 4.1.1 The Surveillance Code is clear that individuals and the public must have confidence that CCTV cameras are deployed to protect and support them rather than to spy on them. Overt surveillance in a public place which is in pursuit of a legitimate aim and meets a pressing need should be characterised as surveillance by consent and such consent should be informed consent. This is dependent on the Council operating the CCTV cameras in a transparent and accountable manner. The Council has therefore established procedures for requesting information and making complaints so that it can keep the public fully informed about the operation of the Council's CCTV cameras. See Section 11 for more details.

4.2 Signage

- 4.2.1 Signs will be prominently placed to advise people that CCTV cameras (including those used for automatic number plate recognition (ANPR)) are in operation. The signs will indicate:
- (i) the presence of CCTV monitoring;
 - (ii) who is responsible for the cameras; and
 - (iii) the contact telephone number or e-mail address for the Council (unless this is dangerous or impracticable, for example on ANPR cameras).
- 4.2.2 In the case of body worn cameras, persons wearing them will have signs displayed on their uniforms informing people that footage may be recorded and will also advise people that they are about to be filmed.
- 4.2.3 In the case of mobile cameras on CCTV cars, the cars have signs on them alerting the public that they record using CCTV cameras and they only operate in areas where CCTV signage is in place.

4.3 Published Information

- 4.3.1 A copy of this Code of Practice will be published on the Council's website.

5. OPERATION OF THE SYSTEM

5.1 Staff

- 5.1.1 The Council will ensure that CCTV Control Rooms are staffed by specially selected and trained operators in accordance with the requirements of the Private Security Industry Act 2001. The Council will also ensure that staff are aware of quality management and competency standards produced by the Surveillance Camera Commissioner and are trained in respect of all legislation appropriate to their role, including a comprehensive induction process. Operational procedures ensuring the security and integrity of the CCTV cameras' use will be approved by the Council and kept up to date.
- 5.1.2 The Council will ensure that all relevant staff members are aware of its rules, policies and procedures relating to operation of the CCTV cameras including this Code, the ICO code and the Surveillance Code.
- 5.1.3 The Council will ensure that staff are aware that the CCTV cameras must be operated fairly and without discrimination based on personal prejudice; and not for personal reasons or personal curiosity. Staff may be asked to justify their interest in, or recording of, a particular piece of footage as part of regular audits.

5.2 Declaration of Confidentiality

- 5.2.1 Every person required to comply with the terms of this Code and who has any involvement with the operation of the CCTV cameras, will be required to sign a declaration of confidentiality. Visitors, including Council staff, to a CCTV Control Room must establish they have a lawful, proper, and sufficient reason to enter the Control Room and will also be required to confirm in writing that they accept a duty of confidentiality (see paragraph 5.3.2 below)

5.3 Access to and Security of the CCTV Control Rooms and Associated Equipment

- 5.3.1 Signals from the public area CCTV cameras and certain key Council buildings are received in the CCTV Control Rooms where they are relayed onto various monitors. For reasons of security and confidentiality, access to the CCTV Control Rooms is restricted to authorised personnel only. Public access to the CCTV Control Rooms and recording facility is prohibited except for lawful, proper and sufficient reasons. Any such visits will be conducted and recorded in accordance with the contractor's operational rules, procedures and guidelines approved by the Council. In relation to the other premises cameras appropriate measures will be put in place to ensure security and confidentiality.
- 5.3.2 Regardless of their status, all visitors to a CCTV Control Room, including inspectors and auditors, will be required to confirm in writing that they have read and accept

the terms of entry to the CCTV Control Room (including the need to maintain confidentiality).

- 5.3.3 Authorised personnel will normally be present at all times when the equipment in a CCTV Control Room is in use. If a CCTV Control Room is to be left unattended for any reason it will be secured. In the event of a CCTV Control Room being evacuated for safety or security reasons, the emergency procedures in the approved operational guidance will be followed.

5.4 Control and Operation of Cameras

- 5.4.1 Any person operating the CCTV cameras will act with the utmost probity at all times.

5.4.2 Control

- 5.4.2.1 Control of the CCTV cameras lies only with those trained and authorised staff with responsibility for using the CCTV cameras, including control equipment and recording and reviewing equipment, except where special arrangements are agreed with the police as in paragraph 5.4.3 below.

5.4.3 Operation of the System by the Police

- 5.4.3.1 The police may make a request to direct CCTV cameras under the Regulation of Investigatory Powers Act 2000. Only requests made on the written authority of a police authorising officer of Superintendent rank or above will be considered. If the urgency of the situation makes a written request impracticable, a verbal request from a police officer of any rank may be made. Any such request will be complied with, or not, at the discretion of the relevant CCTV Manager, or their designated deputy, and a record kept of that decision.
- 5.4.3.2 If a request from the police is accepted, the relevant CCTV Control Room will continue to be staffed and equipment operated by only those staff who are authorised to do so, who will operate the CCTV cameras under the direction of the police officer designated in the written authority or who has made the verbal request; unless the written authority requests that the CCTV cameras be operated by a designated police officer and the relevant CCTV Manager has agreed to this.
- 5.4.3.3 In very extreme circumstances a request may be made by the police to take total control of CCTV cameras, including staffing the relevant CCTV Control Room and taking personal control of all associated equipment, to the exclusion of all staff of the Council and its contractor. Any such request must be made to the relevant CCTV Manager in the first instance, who will consult personally with the relevant DSIRO with responsibility for their CCTV Control Room. A request for total exclusive control must be made in writing by a police officer of the rank of Assistant Chief Constable or above. If the urgency of the situation makes a written request impracticable, a verbal request may be made by a police officer of that rank or above.

5.4.3.4 A number of designated GMP officers in the Silver Command Control room, the City Centre policing team and associated radio operators are also able to view all CCTV cameras in the City Centre independently of a Council CCTV operator. In addition to being able to view a camera those GMP officers also have the ability to use the pan, tilt, and zoom features of all cameras they have access to. All such viewing and also use of the features of the CCTV cameras is controlled through a single generic user account and GMP keep records to show which individual officers are using the CCTV cameras at any time. Representatives of the Council, and other Greater Manchester partners such as the Greater Manchester Fire & Rescue Service and the North West Ambulance Service also have access to view the CCTV feedback when working in the Silver Command Control room. Nothing in this paragraph overrides the requirements set out in 5.4.3.1, 5.4.3.2 or 5.4.3.3 above.

5.4.4 Secondary viewing

5.4.4.1 Facilities to view live footage are provided at secondary locations accessed by Manchester City Council Civil Contingencies Officers, Greater Manchester Police (GMP) and by Transport for Greater Manchester (TfGM). TfGM have the ability to change the direction the cameras face.

6. MANAGEMENT OF FOOTAGE

6.1 Guiding Principles

6.1.1 The Council and its contractors will operate the CCTV cameras with regard to the guidance in the ICO Code for looking after footage from the CCTV cameras and using the information contained in it. In this Code footage means anything recorded from the CCTV cameras, including digitally recorded footage. All footage obtained through using the CCTV cameras has the potential for containing material that may need to be admitted in court as evidence.

6.1.2 The public must have total confidence that information recorded about their ordinary every day activities will be treated with due regard to their right to respect for their private and family life. The Council will therefore, irrespective of the format (e.g. paper copy, CD, DVD, or any form of electronic processing and storage) of the footage obtained from the CCTV cameras, treat it strictly in accordance with this Code from the moment it is received by the CCTV Control Room until final destruction. Every movement and usage will be meticulously recorded.

6.1.3 Access to and the use of footage will be strictly for the purposes defined in this Code. Footage will not be copied, sold, otherwise released or used for commercial purposes or for the provision of entertainment.

6.1.4 Footage may be released for the purposes of identification on a case by case basis where considered proportionate and necessary and as permitted by law.

6.2 Recording Policy

6.2.1 Subject to the equipment functioning correctly, images from every camera will be recorded on a continuous basis.

6.3 Retention

6.3.1 Where practicable all digital recording will be set to overwrite automatically at the end of the 31 day retention period. Footage may, however, be retained for longer than the usual 31 days if required, or appears likely to be required, for evidential purposes in accordance with the provisions of this Code. The appropriate additional retention period will be decided on a case by case basis by the relevant CCTV Manager. Where automatic overwrite is not practicable a manual overwrite will be actioned at the end of the 31 day retention period.

6.4 Record of use of footage

6.4.1 A record of all use of footage will be kept, showing each occasion on which that footage has been accessed, retrieved, recorded, viewed or disclosed. Where footage is released in accordance with this Code, a record will be kept which identifies the basis for that release, and to whom. These records will be retained for at least **three** years.

6.5 Storage of footage

6.5.1 Footage is stored in a way that maintains the integrity of the information contained in it. CCTV footage is stored on secure servers in secure areas with limited access authorities in place. Only authorised staff may access the footage using individual logons and passwords to access the system.

6.6 Prints from footage

6.6.1 Prints will be treated in the same way as footage. They will only be released as permitted by this Code, and any release will be recorded.

6.6.2 Where prints which contain personal images, are taken for use within the CCTV control centre, they should not be kept for longer than can be reasonably justified, and should be regularly reviewed. Prints that are no longer required will be securely destroyed.

7. REQUESTS BY INDIVIDUALS FOR CCTV FOOTAGE (DATA SUBJECT ACCESS REQUEST)

7.1. The use of the CCTV cameras and footage captured from them will comply with the data protection principles contained in the **UK** General Data Protection Regulation and Data Protection Act 2018 which are set out in Appendix 1.

7.2 Requests for CCTV footage containing images of individuals requesting footage

7.2.1 The Council and its contractors will have regard to [the guidance produced by the Information Commissioner's Office](#) relating to CCTV and requests for images captured by CCTV cameras. To request access to CCTV images, applicants can visit the following webform: www.manchester.gov.uk/cctvrequest. Requests can also be made in writing, by post, or email to the addresses set out in section 11.1 or orally by contacting **any officer of the Council or an officer of its contractor**.

7.2.2 Images of people obtained from CCTV cameras are their personal data and they have the right to be given a copy of the CCTV footage containing their images, subject to certain exemptions. The most likely exemptions are where releasing the footage would be likely to prejudice:

- The prevention or detection of crime
- The apprehension or prosecution of offenders
- The assessment or collection of any tax or duty or of any imposition of a similar nature

Any exemptions will be considered on a case by case by the Council.

7.2.3 The webform asks for the following information:

- The date and approximate time (to the nearest 15 minutes) of the incident in relation to which the CCTV footage is requested
- The location and direction of travel of the person in the footage at the time of the incident
- Details of any vehicle in which the person in the footage was travelling at the time of the incident
- A description of the clothing worn by the person in the footage at the time of the incident, including details of any distinctive colours, markings or materials
- Whether the CCTV footage is likely to include images of other people

- 7.2.4 The Council will **not** be permitted to charge a fee for providing the footage unless it determined the request is manifestly unfounded or excessive. If a fee is charged it must reflect the administrative costs of providing, communicating the information or taking action as requested.
- 7.2.5 Requests received will be logged by the Democratic Services Information Compliance Group (Infocompliance Group).
- 7.2.6 The Council normally destroys CCTV footage after 31 calendar days. Upon receipt of the request, the Infocompliance Group will arrange for the CCTV footage to be retained while waiting for the documents referred to in paragraph 7.2.8 below. Requests will still be made to establish if the CCTV footage exists even if the date of the incident was more than 31 days ago.
- 7.2.7 Where appropriate, the Infocompliance Group will write to the applicant requesting the following:
- Two forms of proof of photographic identity, including confirmation of the current address of the person asking for footage
 - A signed letter of authority (if the request is being made through an agent such as a solicitor or insurance company)
 - A recent photograph of the person who is making, or on whose behalf, the request is being made
- 7.2.8 People asking for footage will be advised of the 31 day retention period for CCTV footage and that the relevant CCTV Manager has been requested to keep any footage until receipt of the documents and fee (where appropriate). CCTV footage requested to be retained is kept for a period of six months.
- 7.2.9 If the CCTV Manager is able to locate the requested footage then they will provide a reference number to the Infocompliance Group which will enable the footage to be matched to the request when the documents are received.
- 7.2.10 If it is confirmed that no CCTV footage exists, the Infocompliance Group will inform the person asking for footage or their agent.
- 7.2.11 If it has been established that CCTV footage is held and more than three months have passed without the person asking for the footage providing the documents, then the request will be kept on hold for three months after which the footage will no longer be retained.
- 7.2.12 When all the documents have been provided and where required, a fee paid, the CCTV team will copy the footage on to a disc which will be provided to the relevant

CCTV Manager. They will view the footage to consider if it is appropriate to release it in accordance with the data protection principles.

- 7.2.13 If the footage is to be released then it will be sent to the person asking for the footage on an encrypted disc by recorded delivery or some other secure method. The encryption key is sent separately.
- 7.2.14 Images of other identifiable individuals in the footage or their personal data such as their vehicle number plates will be pixelated.

8. REQUESTS BY THIRD PARTIES FOR CCTV FOOTAGE

8.1. General principles

- 8.1.2. Every request for the release of personal images generated by CCTV cameras will be referred to the relevant CCTV Manager or his/her representative.
- 8.1.3 The Council will, as far as reasonably practicable, safeguard people's right to privacy and ensure that footage is disclosed to third parties lawfully and fairly in accordance with the provisions of the Freedom of Information Act 2000, the Human Rights Act 1998 and the **UK** General Data Protection Regulation and Data Protection Act 2018.
- 8.1.4 Members of GMP or other agency having a statutory authority to investigate and/or prosecute offences may, subject to compliance with this Code, release details of recorded information to the media only in an effort to identify alleged offenders or potential witnesses or to trace the whereabouts of a missing person as a matter of urgency.
- 8.1.5 Where footage is provided to GMP or other agency having a statutory authority to investigate and/or prosecute offences, GMP or that other agency will take full responsibility for their use of that footage.

8.2 Requests for CCTV footage

- 8.2.1 Requests to disclose footage generated by the CCTV cameras may be made by third parties for any one or more of the following purposes:
- Providing evidence in criminal proceedings
 - Providing evidence in civil proceedings or tribunals
 - The prevention of crime
 - The investigation and detection of crime (including identification of offenders)
 - Identification of witnesses

- To comply with a court order

8.2.2 Third parties must show lawful and adequate grounds for disclosure of footage. These may include but are not limited to:

- Police
- Statutory authorities with powers to prosecute, (e.g. H M Revenue and Customs, the Department for Work and Pensions, Trading Standards, etc.)
- Claimants in civil proceedings or solicitors acting for them
- Defendants in criminal proceedings or solicitors acting for them
- Other departments of the Council

8.2.3 Upon receipt from a third party of a valid request for the release of footage, the Council will exercise its discretion in accordance with its duties under the Data Protection Act 2018/ **UK** GDPR and:

- (i) Assess and process the request with reasonable speed; and
- (ii) Where it decides to comply with the request, ensure appropriate retention of footage which may be relevant to the request and make clear any time limit for retention.

9. REQUESTS FOR CCTV FOOTAGE BY MANCHESTER CITY COUNCIL STAFF FOR INTERNAL WORK RELATED PURPOSES

9.1 Every request by Council staff for the release of personal images generated by CCTV cameras for internal work related purposes will be referred to the relevant CCTV Manager of his/her representative.

9.2 The member of staff submitting the request must demonstrate how it falls within the scope of the objectives set out in section 2 of this Code of Practice.

9.3 The member of staff submitting the request must also demonstrate that as far as reasonably practicable disclosure would be in accordance with the provisions of the **UK** General Data Protection Regulation, Data Protection Act 2018 and the Human Rights Act 1998.

9.4 Any member of staff who requires guidance as to whether their request for the release of CCTV footage for internal work related purposes is lawful and reasonable should seek advice from the Democratic Services Legal Team.

9.5 The relevant CCTV Manager will determine whether it is appropriate to release the footage. Again if necessary advice should be sought from the Democratic Service Legal Team.

10 ASSESSMENT AND REVIEW

10.1 Annual Review

- 10.1.1 The operation of the CCTV cameras will be reviewed every year in accordance with the Surveillance Code's second guiding principle, to ensure the cameras' effectiveness and compliance with the Council's objectives. The review and any proposed changes will require the completion of a data protection impact assessment to consider whether continued use of the CCTV cameras and any proposed changes are necessary and proportionate in terms of their effects on people's privacy rights. Less intrusive methods that meet the same needs should be considered.
- 10.1.2 The annual review will also consider how use of the CCTV cameras complies with this Code, the ICO Code and the Surveillance Code.
- 10.1.3 Outside of the annual review, the Council may also draw up specific key objectives based on local concerns but if it wishes to extend the purposes for which the cameras are currently used it will not do so unless:
- (i) a data protection impact assessment has been completed
 - (ii) relevant individuals and organisations who may be affected by the changes have been consulted; and
 - (iii) the relevant DSIRO with responsibility for the CCTV cameras has approved the extended purposes in consultation with the Executive Member for Environment, Planning and Transport.

10.2 Changes to the Code

- 10.2.1 This Code will be reviewed every two years unless there is a change in legislation or policy which warrants a review within that period.
- 10.2.2 Any major changes will require the approval of the Council's Executive on the recommendation of the Chief Officer with overall strategic responsibility for CCTV in consultation with the relevant Member of the Council's Executive who leads on CCTV.
- 10.2.3 Minor changes to this Code may be approved by the Chief Officer with overall strategic responsibility for CCTV.

10.3 Audit

- 10.3.1 There will be regular audits of the operation of the CCTV cameras and compliance with this Code. Audits, which may be in the form of irregular spot checks, will include examining CCTV Control Room records and footage.

11. INFORMATION AND COMPLAINTS

11.1 Information

- 11.1.1 Requests for information may be made to the Infocompliance Group at:

Democratic Services Legal Team
 Legal Services
 PO Box 532
 Town Hall
 Manchester
 M60 2LA
 Email: informationcompliance@manchester.gov.uk

11.2 Complaints

- 11.2.1 A member of the public wishing to register a complaint with regard to a data subject access request for footage may do so by following the Council's [Access to Information – Complaint and Appeal Procedure](#) and writing to the department that initially dealt with the request.
- 11.2.2 A member of the public wishing to register any other complaint with regard to the Council's use of CCTV cameras may do so by contacting the Council. All complaints will be dealt with in accordance with the Council's complaints procedure (as appropriate) and further information, including an [online complaint form](#), can be obtained on the Council's website (www.manchester.gov.uk).
- 11.2.3 Other methods of contacting the Council to submit a complaint are as follows;

By email – **complaints.feedback@manchester.gov.uk**

By phone – on 0161-234 5000

By textphone – this service is a means for hearing-impaired people to use the telephone as a method of contacting the Council. The number is 0161-234-3760.

In person – the Customer Service Centre at the Town Hall is **ordinarily** open Monday to Friday 8am to 5pm. One of the team will make a note of any feedback and pass it to the right person.

By post – write to Customer Feedback, Corporate Performance Group, PO Box 532,
Town Hall, Manchester M60 2LA

12. DISCIPLINARY ACTION AGAINST COUNCIL STAFF

12.1 Breaches of this Code of Practice by Council staff will be dealt with in line with the Council's disciplinary procedure. Serious breaches could result in termination of the employment contract and where applicable may result in civil action and/or criminal charges.

Appendix 1 Data Protection Principles

Article 5 of the UK General Data Protection Regulation

1. Personal data shall be:

- (a) processed lawfully, fairly and in a transparent manner in relation to individuals (“lawfulness, fairness and transparent”);
 - (b) collected for specified, explicit and legitimate purposes and not further processed in a manner that is incompatible with those purposes; further processing for archiving purposes in the public interest, scientific or historical research purposes or statistical purposes shall not be considered to be incompatible with the initial purposes (‘purpose limitation’);
 - (c) adequate, relevant and limited to what is necessary in relation to the purpose for which they are processed (“data minimisation”).
 - (d) accurate and, where necessary, kept up to date; every reasonable step must be taken to ensure that personal data that are inaccurate, having regard to the purposes for which they are processed, are erased or rectified without delay (“accuracy”).
 - (e) kept in a form which permits identification of data subjects for no longer than is necessary for the purposes for which the personal data are processed; personal data may be stored for longer periods insofar as the personal data will be processed solely for archiving purposes in the public interest, scientific or historical research purposes or statistical purposes subject to implementation of the appropriate technical and organisational measures required by the GDPR in order to safeguard the rights and freedoms of individuals (“storage limitation”).
 - (f) processed in a manner that ensures appropriate security of the personal data, including protection against unauthorised or unlawful processing and against accidental loss, destruction or damage, using appropriate technical or organisational measures (“integrity and confidentiality”).
2. The data controller shall be responsible for, and be able to demonstrate compliance with paragraph 1. (“accountability”).

Appendix 2 Surveillance Code guiding principles

1. Use of a surveillance camera system must always be for a specified purpose which is in pursuit of a legitimate aim and necessary to meet an identified pressing need.
2. The use of a surveillance camera system must take into account its effect on individuals and their privacy, with regular reviews to ensure its use remains justified.
3. There must be as much transparency in the use of a surveillance camera system as possible, including a published contact point for access to information and complaints.
4. There must be clear responsibility and accountability for all surveillance camera system activities including images and information collected, held and used.
5. Clear rules, policies and procedures must be in place before a surveillance camera system is used, and these must be communicated to all who need to comply with them.
6. No more images and information should be stored than that which is strictly required for the stated purpose of a surveillance camera system, and such images and information should be deleted once their purposes have been discharged.
7. Access to retained images and information should be restricted and there must be clearly defined rules on who can gain access and for what purpose such access is granted; the disclosure of images and information should only take place when it is necessary for such a purpose or for law enforcement purposes.
8. Surveillance camera system operators should consider any approved operational, technical and competency standards relevant to a system and its purpose and work to meet and maintain those standards.
9. Surveillance camera system images and information should be subject to appropriate security measures to safeguard against unauthorised access and use.
10. There should be effective review and audit mechanisms to ensure legal requirements, policies and standards are complied with in practice, and regular reports should be published.
11. When the use of a surveillance camera system is in pursuit of a legitimate aim, and there is a pressing need for its use, it should then be used in the most effective way to support public safety and law enforcement with the aim of processing images and information of evidential value.

12. Any information used to support a surveillance camera system which compares against a reference database for matching purposes should be accurate and kept up to date.

Appendix 3 Template report



CCTV yearly report to Directorate Senior Information Risk Owner (‘DSIRO’)

[Specific CCTV system]

[Period covered]

1. Introduction

1. Manchester City Council operates CCTV cameras within Manchester’s public areas and within and around its premises. The Council’s Code of Practice requires CCTV Managers to report to their relevant DSIRO on the operation of their CCTV system on a yearly basis. This is the report for the [insert specific CCTV system].

2. Objectives of using CCTV cameras

2.1 The Council’s objectives in using CCTV cameras are:

- To assist in the deterrence and detection of crime (including environmental crime), disorder and anti-social behaviour in Manchester. This will include:
 - Countering terrorism
 - Helping to identify, apprehend and prosecute offenders
 - Providing evidence for criminal and civil action in the courts including preliminary investigation of claims
- To help reduce the fear of crime and provide reassurance to the public
- To increase safety for those people who live, work, trade within and visit Manchester including monitoring for security and safety purposes of Council staff and visitors on Council premises
- To assist in the overall management of public places

- To assist in developing the economic wellbeing of the Manchester area and encourage greater use of the City Centre
- To assist the Council in carrying out its regulatory functions in relation to environmental health and protection, pollution control, contaminated land, health and safety, food safety, animal welfare, consumer protection, weights and measures and licensing.
- To provide traffic management support and enforce bus lane and parking restrictions
- To provide assistance and direction in the event of a major emergency in Manchester

3. Performance

- 3.1 [The [insert specific CCTV system] has a Key Performance Indicator to reduce crime at an average of 10 locations which has been achieved during this period, see latest available results below.] Delete if not applicable
- 3.2 The tables below show the number of CCTV Generated Arrests, Data Subject Access requests, requests from GMP for copies of footage processed, FOI requests/general enquiries and complaints.

CCTV generated arrests	
Previous period	Current period

Data subject access requests	
Previous period	Current period

Requests for copies of CCTV footage from GMP	
Previous period	Current period

FOI requests/general enquiries	
Previous period	Current period

Complaints	
Previous period	Current period

4. Maintenance and repair issues

- 4.1 The table below shows the location and number of cameras requiring repair/replacement during the period.

Repair/replacement		
Location	Number of cameras	Reason for repair/replacement (vandalism, fault, age, etc.)

5.0 Siting and operation

- 5.1 Insert here whether siting and operation satisfactory or whether cameras are no longer necessary or should be relocated, changes in how they operate or how and where monitoring is carried out.

6. Signage

- 6.1 Insert here whether adequate signage is present to warn of operation of CCTV or any issues with signage, e.g. vandalism, complaints.

7. Training

- 7.1 Insert here staff training undertaken or needed and any training related issues.

8. Any other relevant issues

8.1 Insert here whether there are any other issues, e.g. problems about providing footage to third parties.

9.0 DSIROs

9.1 If you are unsure who your DSIRO is you can check via the following link:-

[Information governance roles and responsibilities](#)

Signed

Name.....

Position.....

Date.....

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**Manchester City Council
Report for Information**

Report to: Executive – 17 November 2021

Subject: HS2 Tramway Consent

Report of: Director of City Centre Growth & Infrastructure

Purpose of report

The report provides an overview of the consent requested by HS2 Limited under Standing Order 25 for the inclusion, in the High Speed Rail (Crewe to Manchester) hybrid Bill, of works associated with the construction of a tramway on the public highway in the Piccadilly ward of Manchester. This is a purely formal consent, and the DfT has confirmed that it does not stop the Council from objecting to the details of the tramway works once the Bill is published.

The substantive decision making for the Executive is contained within the Report B recommendations on this agenda.

Recommendations

The Executive is recommended to note the report.

Wards Affected - Piccadilly

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

At the national level, whilst there are likely to be additional carbon emissions in the short-term from the construction of HS2, the project is likely to be less carbon intensive than other non-rail alternative transport schemes that would deliver similar transport outcomes. More crucially, high speed rail can encourage a modal shift away from car use, especially where it creates capacity on the conventional railway, to encourage more shorter-distance trips by rail.

In addition, improvements to rail capacity will enable more freight to be transported using rail, reducing the number of journeys by road, and has the potential to reduce demand for domestic flights. The integration of HS2 and Northern Powerhouse Rail (NPR) and investment in new rail infrastructure also provides opportunities for decarbonisation of rail, across the North.

All of these factors are important contributions to taking action on the climate change emergency declared by Manchester City Council, helping to reduce carbon emissions in line with policy aspirations to become a zero-carbon city by 2038, supporting the emerging Clean Air Plan for Greater Manchester.

Major investment in both Manchester Piccadilly and Manchester Airport HS2/NPR stations would provide excellent facilities for public transport connections and support the integration of the transport network in Manchester, as part of the wider integration of transport for Greater Manchester and across the North. This would contribute to the city’s zero-carbon targets and the planning of sustainable transport infrastructure to support future growth.

All new development around Piccadilly under the Strategic Regeneration Framework will be expected to be zero-carbon. Similarly, we expect HS2 to use sustainable materials and methods of construction, which will not impact on the city’s zero-carbon targets - the target for the city to be zero-carbon by 2038 at the latest aligns with the current estimated completion dates for HS2 in 2035-2040.

We are also challenging HS2 Limited on proposals for highways layouts and levels of car parking in the city centre. The Greater Manchester Transport Strategy 2040 and City Centre Transport Strategy have been refreshed to better align with zero-carbon targets and the ambition to reduce vehicles in the city centre, and increase the use of public transport and active travel modes for travelling around, to and from, the city centre.

A new Metrolink stop at Piccadilly would be better integrated into the existing Piccadilly and anticipated HS2 station, providing a significantly improved passenger experience and capacity. This would encourage more people to travel using Metrolink, contributing to carbon reductions.

If the proposals for HS2 appear to be contradictory to our local policies and targets on climate change, then we will look to petition against those aspects as part of the parliamentary process.

Our Manchester Strategy outcomes	Contribution to the strategy
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England, as proposed by Transport for the North through NPR will support business development in the region. The scheme has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area.</p> <p>Specifically, the proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas.</p>

<p>A highly skilled city: world class and home grown talent sustaining the city's economic success</p>	<p>Development of a high speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and connectivity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the high speed rail infrastructure and from the additional investment and regeneration arising from it. Manchester's Local Industrial Strategy highlights the importance of growth in key sectors, and the pipeline of jobs they provide, including the construction industry. There is also an opportunity to develop skills in sustainable construction and technologies as part of the delivery of the high speed rail schemes.</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Development of a high-speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities, at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the High Speed rail infrastructure and from the additional investment and regeneration arising from it.</p>

<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>The Manchester Piccadilly Strategic Regeneration Framework (SRF) provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial accommodation, new residential accommodation and the public amenities including public realm, retail and leisure opportunities, will create a desirable location in which to live, work and visit.</p> <p>HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.</p> <p>The provision of HS2 and NPR will also support the planned development around Piccadilly and the Airport included within the draft Places for Everyone spatial framework.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>HS2, together with NPR and the proposed Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country's major cities, which will increase labour market accessibility, open up new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.</p> <p>The city's plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region</p>

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 directly from this report.

Financial Consequences – Capital

None directly from this report.

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.

- Report to Executive 14 December 2016 - Manchester Piccadilly High Speed 2 (HS2) Phase 2 Route Announcement
- Report to Economy Scrutiny 1 February 2017 - High Speed Rail – High Speed 2 (HS2) and Northern Powerhouse Rail (NPR)
- Report to Executive 18 October 2017 - Greater Manchester HS2 and Northern Powerhouse Rail Growth Strategy
- Greater Manchester HS2 and NPR Growth Strategy: The Stops are Just the Start 2018
- Report to Executive 7 March 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Report to Executive 27 June 2018 – Manchester Piccadilly Strategic Regeneration Framework Update 2018
- Manchester Piccadilly Strategic Regeneration Framework 2018
- HS2 Working Draft Environmental Statement 2018, available at:

<https://www.gov.uk/government/collections/hs2-phase-2b-working-draftenvironmental-statement>

- Report to Economy Scrutiny 7 November 2018 - HS2 Working Draft Environmental Statement (WDES)
- Report to Executive - 12 December 2018 - HS2 Working Draft Environmental Statement (WDES)
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of the Greater Manchester Combined Authority 2018
- HS2 Phase 2b Working Draft Environmental Statement Consultation Response of Manchester City Council 2018
- HS2 Phase 2b Design Refinement Consultation 2019, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-design-refinementconsultation>
- Report to Executive – 11 September 2019 – HS2 Phase 2b Design Refinement Consultation 2019
- HS2 Phase 2b Design Refinement Consultation 2020, available at: <https://www.gov.uk/government/consultations/hs2-phase-2b-western-leg-designrefinement-consultation>
- Report to Economy Scrutiny Committee – 5 March 2020 – High Speed North (High Speed 2 and Northern Powerhouse Rail) Update
- Report to Economy Scrutiny Committee – 9 December 2020 – HS2 Phase 2b Western Leg Design Refinement Consultation Response

1.0 Introduction

- 1.1 The Council, alongside its Greater Manchester partners, continue to support the development and delivery of High Speed Two (HS2) and Northern Powerhouse Rail (NPR) at a local, regional and national level. We remain committed to working collaboratively with HS2 Limited and Government to ensure that both rail schemes fully align with the economic growth context for the city, as well as adjacent and linked regeneration initiatives and other transport infrastructure schemes, to ensure that the optimum solution is delivered in Manchester, which maximises a once in a lifetime opportunity.

2.0 Background

- 2.1 The Department for Transport (DfT) is working towards the submission of a hybrid Bill to Parliament authorising the construction and operation of the HS2 railway between Crewe and Manchester, known as the HS2 Phase 2b western leg. The final route proposal will be submitted as part of the hybrid Bill. The timing of the proposed hybrid Bill is yet to be confirmed, but is expected early 2022, or sooner if possible.
- 2.2 The proposed HS2 Phase 2b route includes stations at Manchester Airport and Manchester Piccadilly, which would also incorporate NPR. Key local strategies, including the Greater Manchester Transport Strategy 2040, City Centre Transport Strategy and the Local Industrial Strategy highlight HS2 and NPR as being vital components of future growth in the city and Greater Manchester as a whole.
- 2.3 The Council, together with Transport for Greater Manchester (TfGM), Trafford Council and Manchester Airports Group (MAG) published the Greater Manchester HS2 NPR Growth Strategy: "The Stops are just the Start". The Growth Strategy is designed to maximise the benefits from high speed rail investment, to the areas surrounding the proposed stations at Manchester Piccadilly and Manchester Airport, the wider Greater Manchester region, and across the North.
- 2.4 A Strategic Regeneration Framework (SRF) for the Manchester Piccadilly area has been approved by the Executive, in response to the opportunity provided by HS2, NPR and other rail investment, to create a world class transport hub and arrival point into the city. Manchester Piccadilly represents one of the most significant development opportunities in the UK, and it is essential that the benefits associated with the growth in the area around the station are maximised. The 2018 Manchester Piccadilly SRF sets out the vision to deliver a fully integrated station, connected to the city centre and surrounding development.
- 2.5 Following representations from the Council and TfGM, HS2 Limited have agreed to include a relocated and enhanced Metrolink stop as part of the HS2 station at Manchester Piccadilly. Benefits of the new Metrolink stop at Piccadilly include a significantly improved passenger experience, enhanced capacity to accommodate future growth (in both passengers and services) and

enable improved integration with the existing railway station and the anticipated HS2 station.

3.0 Tramway Consent Details

- 3.1 To enable the relocated and enhanced Metrolink stop at Piccadilly, HS2 Limited must carry out minor works to the existing Metrolink lines in the Piccadilly ward. These works are “tramway” works for the purposes of the Standing Orders (SOs) of both Houses of Parliament relating to Private Business.
- 3.2 To comply with the SOs of both Houses of Parliament relating to Private Business, the hybrid Bill promoter (HS2 Limited) requires the consent of the local authority regarding the construction of a tramway within its area and consent of the local authority where the construction of the tramway affects a public highway under Standing Order 25. In order for the Council to grant this consent, it is necessary to obtain the approval of the Executive.
- 3.3 The specific draft details of the tramway works have been provided to the Council on a confidential basis and are included in the Part B report on this agenda. The information will be put in the public domain once the hybrid Bill has been deposited to Parliament.
- 3.4 The consent under Standing Order 25 would not directly grant HS2 Limited the powers to construct the tramway works in the Piccadilly ward. The Council’s consent under Standing Order 25 is merely to allow deposit of a hybrid Bill containing the proposed powers to construct a tramway within the City of Manchester.
- 3.5 There will be further opportunities for the Council to make representations on the content of the hybrid Bill itself. The granting of Standing Order 25 consent by the Council would not prejudice the ability to petition against the hybrid Bill, or specific parts of the hybrid Bill.
- 3.6 It should be noted that the body responsible for undertaking the works (which is likely to be HS2 Limited or TfGM) would still be subject to controls during construction and would be required to consult with the local highway authority before exercising powers over the public highway.
- 3.7 It is recommended that the Executive notes this report. The substantive decision making for the Executive is contained within the Report B recommendations on this agenda.

4.0 Contributing to a Zero-Carbon City

- 4.1 Any impacts to the environment caused by HS2, including these tramway works, would be considered through the hybrid Bill process via Environmental Statements (ES), Environmental Impact Assessment’s (EIA) and Transport Assessment’s. Mitigation of any adverse environmental impacts would be considered, and proposed, through the hybrid Bill process. The Council would

be able to petition against any environmental impacts which may be considered unacceptable or unsuitably mitigated against.

- 4.2 As previously highlighted in this report, HS2 will enable the provision of improved public transport through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This has the potential to encourage more public transport journeys. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road. In principle, HS2 should help Manchester meet its long term carbon targets, and the full details of the impacts from HS2 would be set out through the hybrid Bill process.

5.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 5.1 A high-speed line between Manchester, the West Midlands and London, and improved rail connections in the North of England, as proposed by Transport for the North through NPR will support business development in the region. The scheme, delivered in the right way, has the potential to provide a catalyst which can attract further investment into Greater Manchester by creating a new gateway into the regional centre and boost investor confidence in the area.

The proposals for HS2/NPR stations at Manchester Piccadilly and Manchester Airport provide major opportunities for stimulating economic growth and regeneration in the surrounding areas, provided that the right station is delivered.

(b) A highly skilled city

- 5.2 Development of a high speed rail network serving the city centre and the Airport, and the regeneration of the Piccadilly area, together with continued development around the Airport, will provide much needed additional capacity and connectivity and thus contribute towards the continuing economic growth of the city, providing additional job opportunities at a range of skill levels, for local residents. As part of the high speed rail Growth Strategy, a Greater Manchester High Speed Rail Skills Strategy has been developed, to best enable local residents to access the opportunities created by both the construction of the high speed rail infrastructure and from the additional investment and regeneration arising from it. Manchester's Local Industrial Strategy highlights the importance of growth in key sectors, and the pipeline of jobs they provide, including the construction industry. There is also an opportunity to develop skills in sustainable construction and technologies as part of the delivery of the high speed rail schemes.

(c) A progressive and equitable city

- 5.3 The economic growth brought about by High Speed Rail and the regeneration

of the Piccadilly area would help provide additional job opportunities for residents, as well as improved connections to jobs in the city centre and beyond.

(d) A liveable and low carbon city

- 5.4 The Manchester Piccadilly SRF provides a vision and framework for the regeneration of the Piccadilly area as a key gateway to the city, with a unique sense of place. Providing new, high quality commercial accommodation, new residential accommodation and public amenities including public realm, retail and leisure opportunities, will create a desirable location in which to live, work and visit.

HS2 will enable the provision of improved public transport, through the capacity released on the classic rail network and, if aligned with Greater Manchester's plans, integration with other transport modes at Manchester Piccadilly and Manchester Airport. This can encourage more public transport journeys and less reliance on cars. Improvements to rail capacity will also enable more freight to be transported using rail, reducing the number of journeys by road.

The provision of HS2 and NPR will also support the planned development around Piccadilly and the Airport included within the draft Greater Manchester Spatial Framework.

(e) A connected city

- 5.5 HS2, together with NPR and the proposed Northern Hub rail schemes, will bring a step change in rail connectivity both across GM and to the rest of the UK. HS2 and NPR will radically enhance north-south and east-west connectivity between the country's major cities, which will increase labour market accessibility, open up new markets for trade and stimulate economic growth, as well as better connecting people to job opportunities.

The city's plans for Manchester Piccadilly and Manchester Airport Station are to provide world-class transport interchanges that can act as gateways to the city and city region.

6.0 Key Policies and Considerations

(a) Equal Opportunities

- 6.1 HS2 and NPR, and the development of the areas surrounding the stations are anticipated to provide additional job opportunities available to local residents and improved transport connections to those opportunities. As part of the GM Growth Strategy, a GM High Speed Rail Skills Strategy has been developed to ensure that residents are able to acquire the skills to access the jobs created.

(b) Risk Management

- 6.2 The Council will work closely with Government, Transport for the North (TfN), TfGM and other partners to minimise risks arising from the design and delivery of HS2, NPR and the GM Growth Strategy.

(c) Legal Considerations

- 6.3 The request from HS2 Limited on behalf of DfT to the Council to grant consent under Standing Order 25 is a procedural requirement to enable the HS2 hybrid Bill to be deposited in Parliament. Information has been provided to the Council on a confidential basis in advance of the deposit of the hybrid Bill, at which point the information will be in the public domain. The Council will have further opportunities to respond in detail to the Environmental Statement and to petition against items in the hybrid Bill once it has been deposited, as appropriate. The Council and TfGM have jointly appointed Parliamentary Agents to support the Council and TfGM during the parliamentary process.

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