



Executive

Date: Wednesday, 14 September 2022
Time: 2.00 pm
Venue: Council Antechamber, Level 2, Town Hall Extension

Everyone is welcome to attend this Executive meeting.

Access to the Public Gallery

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

Filming and broadcast of the meeting

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

Membership of the Executive

Councillors

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

Membership of the Consultative Panel

Councillors

Ahmed Ali, Butt, Collins, Douglas, Foley, Johnson, Leech, Lynch and Stanton

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 22 July 2022 5 - 20
- 4. Our Manchester Progress Update**
Report to follow
- 5. Revenue Global Monitoring** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 21 - 54
- 6. Capital Programme Monitoring 2022/23**
Report to follow
- 7. Capital Programme Update**
Report to follow
- 8. Manchester Sport and Physical Activity Refresh** **All Wards**
Report of the Strategic Director (Neighbourhoods) attached 55 - 102
- 9. Manchester Climate Change Partnership Framework 2022 Update** **All Wards**
Report of the Director of the Manchester Climate Change Agency attached 103 - 196
- 10. Manchester City Council Climate Change Action Plan: Refreshed Climate Change Action Plan 2020-2025 and Annual Report 2021-22** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 197 - 272
- 11. Moving Traffic Offences Enforcement Overview Report** **All Wards**
Report of the Strategic Director (Neighbourhoods) and Head of Network Management attached 273 - 286

12. **Manchester Accommodation Business Improvement District (ABID)**
Report of the Strategic Director (Growth and Development) and the Deputy Chief Executive and City Treasurer attached

**Ancoats and
Beswick;
Deansgate;
Hulme;
Piccadilly
287 - 296**

Information about the Executive

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

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

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

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

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

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, 6 September 2022** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension, Manchester M60 2LA

Executive

Minutes of the meeting held on Friday, 22 July 2022

Present: Councillor Craig (Chair)

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

Also present as Members of the Standing Consultative Panel:

Councillors: Douglas, Foley, Johnson, Leech, Lynch and Stanton

Apologies: Councillor Igbon, Ahmed Ali, Butt and Collins

Also present: Councillors:

Exe/22/58 Minutes

Decision

The Executive approved as a correct record the minutes of the meeting on 29 June 2022.

Exe/22/59 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 Leader placed on record her thanks to all Council staff, partners and residents of the city who worked with the Council in recognition of the Council winning the LGC Council of the year Award 2022.

The Executive Member for Early Years, Children and Young People reported on the planned opening of a new High School, to be run by Dixons Academies Trust and serving the community in and around Newall Green and Wythenshawe in September 2023. The new co-educational free school – to be known as Dixons Newall Green – would open to pupils in Year 7 from next September on the site of the former Newall Green High School. He also reported on a programme of events that took place 11-16 July to celebrate and promote the importance of a child’s early life. Free activities and events took place in cultural and leisure venues across the city, as well as Sure Start centres, for 0-2 year olds and their families with information and advice provided. In addition, the Executive Member reported on the Bee Green Summit, for school and college leaders who wanted to cut carbon emissions in their institutions which attracted more than 100 delegates representing 80 educational settings.

Councillor Leech queried what the cost had been to the Council’s Education Services

for the closure of the former Newall Green High School. He asked if a progress report could be provided to a future meeting on the impact of the Bee Green Summit.

The Executive Member for Environment and Transport reported on the proposals that had been put forward for Deansgate, which would keep in place measures to reduce the amount of vehicular traffic using Deansgate. The proposals for Deansgate aimed to maintain a balance between the space already given over to cyclist and pedestrians and the infrastructure still required for public transport and taxis.

Councillor Leech asked if there was any empirical evidence of what had happened to the traffic that was no longer travelling along Deansgate and what potential impact these proposals would have on Clean Air Plans.

The Deputy Executive Member for Skills, Employment and Leisure reported on the success of the city, as one of nine host cities of the UEFA Women's European Championships. From 6 July to 31 July, Piccadilly Gardens was hosting a fan festival, welcoming fans from competing nations, showing games on a big screen, offering food and drink and a range of events and activities including football taster sessions. The fan zone had welcomed fans from a variety of European countries – all of whom had played group games in Greater Manchester.

The Executive Member for Healthy Manchester and Adult Social Care reported that Manchester's Health and Wellbeing board had given its support to a Greater Manchester Integrated Care Partnership project on smoke free outdoor spaces. The partnership would begin public consultation on 8 August 2022 and as part of this consideration would be given to a number of potential pilot sites in the city centre. The project was intended to complement work currently being undertaken on Manchester's Outdoor Spaces Strategy and wider health campaigns to encourage people to stop smoking.

Councillor Leech commented that he hoped this pilot would not impact on smokers behaviour with a rise in people smoking at home amongst family members and sought clarity around the enforcement of smoking in open public spaces.

Decision

The Executive notes the report.

Exe/22/60 Revenue Budget Monitoring

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which outlined the projected outturn position for 2021/22, based on expenditure and income activity as at the end of May 2022 and future projections.

The Executive Member for Finance and Resources advised that the current budget monitoring forecast was estimating an overspend of £4.523m for 2022/23, 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.

The overspend predominately related to a corporate £1.6m pressure on inflation requirements, a £3.7m shortfall in income in the Neighbourhoods directorate, driven by income shortfalls in off street parking and Christmas market revenue, offset by a £0.744m underspend in Children's Services

In relation to the delivery of the £7.837m of savings identified as part of the budget process, £3.390m were on track for delivery and £4.447m of these were risk rated amber in terms of the likelihood of delivery.

The report set out the following virements that had been proposed as well as COVID 19 related and non- COVID-19 related grants received:-

Virements

- £2.6m budget for the Children's Legal Service transferred from Children Services to Corporate Core to reflect the ongoing restructure of Children's legal service and its alignment to the Council's Legal Services;
- Within Adult Social Care, long term care budgets had been reset aligned to clients in receipt of care as at 31st March. At the same time, income budgets had also been updated to reflect the level of income being received.

COVID 19 related Grants

- COVID Local Support Grant – £6.453m added to the budget since the budget was set to provide support to households who would otherwise struggle to meet essential living or housing costs in exceptional cases of genuine emergency.

Non COVID 19 related Grants

- Local authority domestic abuse duty - £1.657m;
- Council Tax Energy Rebate Core scheme - £32.488m;
- Council Tax Energy Rebate Discretionary scheme - £1.626m;
- Council Tax Energy Rebate New Burdens initial payment - £295k;
- TfGM Active Travel Complimentary Measures Revenue Fund (School streets) - £50k;
- Establishing Welcome Points for Ukranian Refugees - £140k;
- Rough Sleeper initiative £2.963m; and
- Homes for Ukraine - £1.743m.

Inflation budgets for pay and non pay costs were being held corporately. The 2021/22 pay award had been agreed and paid right at the end of the financial year and after the budget for 2022/23 was set. The £4.549m cost, which included the National Insurance increase, had been allocated to Directorate budgets.

In addition, approval was also sought on the following use of reserves:-

- Development of burial land (Bereavement Services) - £58k;

- Review of City Centre Controlled Parking Zone and on street tariffs (Parking Reserve) - £100k; and
- Domestic Abuse New Burdens 'safe accommodation' funding underspend - £0.866m

The Executive Member for Finance and Resources advised that it was very early in the financial year and vigilance was needed given there were significant uncertainties and risks to the position as cost of living pressures could increase.

Councillor Leech sought clarity on what proportion of the projected overspend was directly or indirectly as a result of inflation; whether there would be any additional costs associated with TRO's arising from the review of City Centre Controlled Parking Zone; was the collection rate for Council Tax achieved and was there a reason for the increased number of voids within the HRA.

The Deputy Chief Executive and City Treasurer commented that almost all of the projected overspend was attributable to inflationary pressures and it was unlikely that there would be any further government support to address this. In terms of a review of City Centre Controlled Parking Zone and on street tariffs, there were still changes in modal shifts from covid impacting on parking revenue alongside cost of living pressures and at present it was just a feasibility study. The Council Tax collection rates were forecasted at 96.5% which was monitored closely across the year. In terms of Voids, these were high at the point Northwards transferred back into the Council but the Deputy Chief Executive and City Treasurer was confident that this alongside the increase in overheads would be addressed.

Decisions

The Executive:-

- (1) Note the outturn position which is showing a £4.523m overspend.
- (2) Approve budget virements to be reflected in the budget
- (3) Approve additional COVID-19 grants to be reflected in the budget.
- (4) Approve the use of unbudgeted external grant funding (non COVID-19).
- (5) Approve the use of budgets to be allocated.
- (6) Approve the use of reserves

Exe/22/61 Capital Update Report

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which informed Members of requests to increase the capital programme, 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 – Manchester Aquatic Centre. A capital budget virement of £0.996m in 2023/24, £1.934m in 2024/25, funded by borrowing via the Inflation Budget and a capital budget increase of £0.070m in 2025/, funded by borrowing, for the rephasing of refurbishment works following the successful application to host the World Para Swimming Championships in 2023.
- Neighbourhoods – Indoor Leisure (Abraham Moss). A capital budget virement of £0.980m in 2022/23 and £0.420m in 2023/24, funded by borrowing via the Inflation Budget to account for additional inflation costs in labour and materials incurred by the main contractor procuring the construction packages in line with the procurement programme following a delay in the project.
- Growth and Development – Hammerstone Road Depot. A capital budget virement of £2.267m in 2023/24 and £0.053m in 2024/25, funded by borrowing via the Inflation Budget and a capital budget increase of £4.280m in 2024/25, funded by borrowing for increased works required alongside inflationary pressures.

The proposals which did not require Council approval and only required Executive approval were those which were funded by the use of external resources, use of capital receipts, use of reserves below £10.0m, where the proposal could be funded from existing revenue budgets or where the use of borrowing on a spend to save basis is required. The following proposals required Executive approval for changes to the City Council's capital programme:-

- Private Sector Housing – Housing Affordability Fund (HAF). A capital budget increase of £9.111m, funded by £1.997m External Contribution – S106 and £7.114m Capital Receipts to help continue to deliver further homes for families and individuals living in temporary accommodation.
- Growth and Development - Essential Remediation Works at the City Art Gallery and Queens Park Conservation Studios. A capital budget increase of £4.5m in 2022/23 funded by Capital Receipts and a capital budget virement of £1.950m funded from the Asset Management Programme (AMP) budget to progress feasibility works and to develop a composite programme of works.
- ICT - Resident and Business Digital Experience (RBDxP). A capital budget decrease of £0.651m and corresponding transfer of £0.651m to the revenue budget, funded by Capital Fund to progress the RBDxP project which would transform the way the Council interacted with residents, businesses, and partners whilst improving efficiency.

- ICT - Legal Services Case Management Replacement. A capital budget decrease of £0.450m and approval of a corresponding transfer of £0.450m to the revenue budget, funded by Capital Fund to progress the scheme.
- Public Sector Housing – Silk Street. A capital budget increase of £0.109m in 2022/23, £0.238m in 2023/24 and £0.153m in 2024/25, funded by HRA Reserve due to increased cost pressures to labour rates, mechanical and electrical works and superstructure work packages.
- Growth and Development – House of Sport. A capital budget reduction of £1.256m funded by borrowing on an invest to save basis. A funding switch of £0.183m External contribution, £0.533m Invest to Save (Waterfall Fund) and £1.990m Capital from a virement from Asset Management Programme (AMP) offsetting £2.706m of Borrowing on an invest to save basis due to changes to the scope changes of the project a consequence of the scheme being reduced in scale in response to the impact of the Covid-19 Pandemic on new ways of working.

The report highlighted that if the recommendations in the report were approved the General Fund capital budget would increase by £14.114m 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 the following capital budget virements:-

- £0.526m to be allocated for SEND Expansions – Birches, Lancs & Rodney House from Unallocated Education Basic Need budget. This project would deliver 44 additional school places across the three locations.
- An allocation from Education Basic Need funding of £2.4m for Manchester Enterprise Academy – September 2022 Bulge Class. This project would create an additional 60 bulge class places at Manchester Enterprise Academy to meet demand for year 7 pupils in September 2022.
- £0.109m for urgent repairs to the heating system at St. John's Primary School funded from grant funding within the Schools Maintenance budget.
- £0.214m from the unallocated Schools Maintenance budget has been approved for urgent repairs to the hall/dining room roof at Broad Oak Primary School.

The report also provided an update on the Levelling Up Fund bid as part of the wider strategic regeneration programme for Wythenshawe Town Centre, and update on the progress of Phase 1 development for This City at Rodney Street (Ancoats and Beswick Ward) and an update on the applicable interest rates now payable in relation to a number of historic mortgages, provided for specific regeneration schemes in the north of the city due to them having reached the end of the intended term

Councillor Leech sought clarification on the proposed length of time to recover the cost of the Hammerstone Road depot refurbishment through savings and was there

any concerns about the potential of being able to meet all the costs over and above the grants that could become available in relation to the Levelling Up bid.

The Executive Member for Housing and Development explained that the proposed redevelopment for Wythenshawe was not solely dependent on the Levelling Up bid and that this would only help accelerate the wider master plan for Wythenshawe, which would be delivered with funding from a number of investors. In addition the Deputy Chief Executive and City Treasurer, in her capacity as the Council's Section 151 officer was confident that the that the Council had sufficient budget to deliver the scheme and that any costs over and above the grant funding could be met by the Council. The Chief Executive added that if the bid was successful, a request for funding would be submitted to the Council's capital approval process and would be reported to the Executive for approval.

Decisions

The Executive:-

- (1) Recommend that Council approve the following changes to Manchester City Council's capital programme:
 - Neighbourhoods – Manchester Aquatic Centre. A capital budget virement of £2.930m, funded by borrowing via the Inflation Budget and a further capital budget increase of £0.070m, funded by borrowing.
 - Neighbourhoods – Indoor Leisure – Abraham Moss. A capital budget virement of £1.4m, funded by borrowing via the Inflation Budget
 - Growth and Development – Hammerstone Road Depot. A capital budget virement of £2.320m, funded by borrowing via the Inflation Budget and a further capital budget increase of £4.280m, funded by borrowing.

- (2) Under powers delegated to the Executive, to approve the following changes to the Council's capital programme:
 - Private Sector Housing – Housing Affordability Fund (HAF). A capital budget increase of £9.111m, funded by £1.997 External Contribution – S106 and £7.114m Capital Receipts.
 - Growth and Development - Essential Remediation Works at the City Art Gallery and Queens Park Conservation Studios. A capital budget increase of £4.5m, funded by Capital Receipts, and a capital budget virement of £1.950m funded from the Asset Management Programme (AMP) budget.
 - ICT - Resident and Business Digital Experience (RBDxP). A capital budget decrease of £0.651m and approval of a corresponding transfer of £0.651m to the revenue budget, funded by Capital Fund.

- ICT – Legal Services Case Management Replacement. A capital budget decrease of £0.450m and approval of a corresponding transfer of £0.450m to the revenue budget, funded by Capital Fund.
 - Public Sector Housing – Silk Street. A capital budget increase of £0.500m, funded by HRA Reserve.
 - Growth and Development – House of Sport. A capital budget reduction of £1.256m funded by borrowing on an invest to save basis. A funding switch with £0.183m External contribution, £0.533m Invest to Save (Waterfall Fund) and £1.990m Capital receipts from a virement from Asset Management Programme (AMP) offsetting £2.706m of Borrowing on an invest to save basis.
- (3) Note the virements in the programme of £3.249m as a result of virements from approved budgets.
- (4) Note the assurances the Deputy Chief Executive and City Treasurer will be required to provide as part of the proposed Levelling Up Fund bid.
- (5) Note the update on This City, and the use of the existing revenue budget to continue to develop proposals for a second site
- (6) Note the change to the applicable mortgage rate.

Exe/22/62 GM Clean Air Plan review

The Executive considered a report of the Deputy Chief Executive and City Treasurer and City Solicitor, which provided an update on progress made on the Greater Manchester Clean Air Plan (GM CAP) policy review prior to its formal submission to government.

Government had issued directions to local authorities in the UK, including those in Greater Manchester, to take action to address illegal exceedances of Nitrogen Dioxide (NO₂) in the shortest possible time and, initially in the case of GM, by 2024 at the latest. In late 2021 GM authorities commissioned an independent review of emerging global supply chain issues and the impact this could have on the cost and availability of vehicles, particularly vans.

The review illustrated that the previous agreed plan would cause businesses and residents financial hardship and the Government agreed with Greater Manchester's assessment that the plan was no longer likely to achieve compliance in 2024 due to the impact of the pandemic and the supply chain issues for compliant vehicles. Subsequently the Government revoked the direction requiring the implementation of a category C charging Clean Air Zone to enable a review of existing measures, in order to determine if any changes should be made and to submit that review to the Secretary of State.

Any new plan would still need to be deliverable and reduce NO2 concentrations to below legal limits in the shortest possible time and by 2026 at the latest, in a way that recognises the cost-of-living crisis and post pandemic economic conditions.

The Leader advised that the proposed new plan would use the £120 million of Clean Air funding that the Government had awarded to Greater Manchester to deliver an investment led approach to invest in vehicle upgrades, rather than imposing daily charges. An investment-led approach would be combined with all the wider measures that GM was implementing and aimed to reduce NO2 emissions to within legal limits, in the shortest possible time and at the latest by 2026. Unlike the previous charging-led scheme defined by Government guidance, the investment-led scheme would seek to factor in the cost-of-living crisis, it would actively consider the impacts of the pandemic and wider global economic instability on supply chains, and crucially considered the significant beneficial effects that the delivery of electric bus could have along key routes

Subject to any comments of Greater Manchester local authorities, the next Air Quality Administration Committee would confirm the final submission and notify the Secretary of State of the change in status. By applying a Participatory Policy Development process, Greater Manchester would develop, assess and agree a package of measures forming a proposed new GM CAP. This package of measures would be consulted upon in early 2023. Greater Manchester would review the responses to the consultation and make any adaptations to the proposals as necessary. It was anticipated that a decision could be made to proceed with the new GM CAP thereafter.

Councillor Leech sought clarity on what the number of NO2 exceedances was based on and whether the Council was going to receive the necessary funding to enable the conversion of other forms of transport, such as HGV's coaches, hackney carriages and private hire vehicles in order to meet the targets that have been set.

Councillor Johnson sought assurance around the ability to deliver the CAP vehicle and other investment measures and cluster measures.

Decisions

The Executive:-

- (1) Note the 'Case for a new Greater Manchester Clean Air Plan' document attached as Appendix 1 and associated appendices 2 to 6 has been submitted to the Secretary of State as a draft document subject to any comments from Manchester City Council ahead of the next Air Quality Administration Committee.
- (2) Note that Cllr Tracey Rawlins as the Manchester City Council appointed representative on the Air Quality Administration Committee will represent Manchester City Council's comments;

- (3) Note the initial screening undertaken to assess which protected characteristics are likely to be impacted by the new GM Clean Air Plan, and in scope for the Equalities Impact Assessment;
- (4) Note the updated Do Minimum position for 2023 and 2025 and the forecasted points of exceedance in GM in 2023 and 2025; and
- (5) Note the participatory policy development approach and the next steps for the GM CAP.
- (6) Note the new 'ask' from Government to remove out-of-area operation by private hire drivers/vehicles to support the new GM Clean Air Plan;
- (7) Note feedback from early engagement activity with vehicle owner representative groups;
- (8) Note the NO2 monitoring results and the exceedances of the annual mean across sites set up for GM CAP purposes between 2018 and 2021.

Exe/22/63 Manchester Housing Strategy 2022-32

The Executive considered a report of the Interim Director of Housing and Residential Growth, which provided an update on the new Manchester Housing Strategy (2022 – 2032).

The new strategy had been developed against the backdrop of a growing residential and employment offer which had attracted people into the city from both the UK and overseas and resulted in a huge increase in the city's population with exceptionally high associated demand for housing. The strategy set out a long-term vision which considered how best to deliver the city's housing priorities and objectives, building on progress already made, whilst tackling head on the scale and complexity of the challenges ahead. The priorities for the new Housing Strategy had been agreed as follows:-

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

The Strategy had been drafted based on the findings of the extensive engagement activity, which captured the views and opinions of key stakeholders in relation to both the housing challenges and opportunities facing the city. This process had been used to establish the above key priority themes and agree practical ambitions to respond to these challenges.

Once the Housing Strategy had been finalised, a delivery plan would be developed. The actions detailed in the delivery plan would set out a clear blueprint for how the

Council would realise this strategy's vision and fulfil the commitments that had been made. The delivery plan would be reviewed on an ongoing basis and refreshed as per the workstreams that sit under it.

Councillor Johnson sought clarity on how the monitoring of outcomes would be achieved and noted that the equality impact assessment did not identify any potential risks of the strategy.

Councillor Leech sought clarity on the number of affordable homes that the strategy would deliver and on what basis was this figure determined.

Councillor Akbar welcomed the positive difference the strategy would make to residents of Manchester, including the tackling of rogue landlords.

Decisions

The Executive agrees to adopt the Manchester Housing Strategy (2022-2032).

Exe/22/64 HS2 Update and Petition

The Executive considered a report of the Strategic Director (Growth and Development), which detailed the current progress of the High Speed (Crewe – Manchester) Bill (known as 'HS2 Phase 2b') in Parliament and outlined the key issues which the Council intended to petition against.

The House of Commons passed the Second Reading of the Bill on 20 June, meaning the Select Committee stage (i.e., petitioning stage) of the parliamentary process had now formally commenced, with a deadline for any petitions to be returned by no later than 5pm on 4 August 2022.

Manchester was continuing to work closely with Greater Manchester (GM) Partners in preparing their respective petitions, as well as with neighbouring authorities, such as Cheshire East on issues of joint concern. The Council's petition would be aligned with those of other GM partners, whilst emphasising and highlighting issues of particular concern for the city.

A number of the key areas that the Council would be petitioning on included:-

- The proposals for a surface terminus station at Manchester Piccadilly;
- The lack of a commitment to remove Gateway House on Station Approach;
- The lack of consideration of local transport and environment, zero carbon and clean air policies in relation to a proposed gyratory junction layout at Pin Mill Brow;
- The proposals for two multi storey car parks with a total capacity of approximately 2,000 parking spaces situated on the proposed Boulevard included in the Piccadilly SRF;
- The relocation of the current ramp used by Network Rail to access the viaduct at Piccadilly Station for maintenance and catering;

- The proposed new sub surface Metrolink Piccadilly stop did not fully integrate Metrolink with the high-speed and classic rail services or provide adequate future-proofing;
- The proposed passive provision for NPR connections to Leeds in the Ardwick area;
- Issues with the Manchester Tunnel ventilation shafts and south tunnel portal; and
- The need for improved Integration of HS2 and Metrolink with Manchester Airport.

The Council would complete the petition and submit it to the House of Commons by the deadline of 4 August 2022 and would also review the first Additional Provision to identify whether it should also submit a petition on that. Following submission, the Council would prepare to appear before the Select Committee to represent and protect the interests of the Council, its residents, communities and businesses, and ensure the best scheme for the city, the North of England and the UK.

Councillor Stanton endorsed the petition being out forward to ensure HS2 fully mitigated any loss of the flood basin capacity in West Didsbury for the best protection of residents and businesses in the area.

Councillor Johnson supported the reasons for the Council petitioning the Bill, recognising the plans for Piccadilly station did not future proof the station and the need for improved integration with Manchester Airport.

Councillor Leech commented on the large number of vehicle movements that would come as part of the construction works and the need to address these as part of the petition.

Decisions

The Executive:-

- (1) Note the current progress of the High Speed (Crewe - Manchester) hybrid Bill ("the Bill"), as introduced into 24th January 2022 session of Parliament, as detailed in this report.
- (2) Note the proposed key contents of the City Council's petition against aspects of the Bill, set out in this report.
- (3) Note that the Department for Transport is bringing forward 'Additional Provisions' to amend the Bill, and that it may be necessary for the Council to petition against the Additional Provisions in addition to petitioning against the Bill.
- (4) Note the delegated authority approved by Council on 4 March 2022 to the Strategic Director – Growth & Development, in consultation with the Leader and City Solicitor, to take all the steps required for the Council to submit any petition (including petitions against Additional Provisions) and thereafter to maintain and if considered appropriate authorise the withdrawal of any petition points that

have been resolved in respect of the Bill, and to negotiate and/or seek assurances / undertaking/agreements to aspects of the Bill.

- (5) Note that the full petition will be provided to Members following its submission to House of Commons on 4 August 2022.

Exe/22/65 Community Development in Manchester

The Executive considered a report of the Director of Public Health, which set out the context and rationale for the proposal to bring back into Council control the provision of the community development service to be delivered by the Neighbourhoods Directorate.

Community development brought people in a community together to take action on what was important to them. Good quality community development formed the basis of the “communities and power” theme of Manchester’s Building Back Fairer action plan and would also be critical to the success of the entire plan. This would be achieved by helping communities to organise, and to identify the issues they wanted to address or the opportunities they wanted to explore. The intention was that community groups would be supported to use their skills and experiences and make the most of local assets to bring about positive changes and improve community life.

The Council currently had a contract with Greater Manchester Mental Health (GMMH) Foundation Trust, to deliver the Buzz neighbourhood health and wellbeing service (the service has two elements - community development and knowledge and information). The contract with GMMH was scheduled to expire on 31 December 2022.

Although a lot of good work is already happening, many of our current approaches, while well intentioned, still focus on providing some form of service to a community, providing them with information/signposting, or supporting a community to set up a service based on a need we have identified. More could be done to focus on equity, strengthening the focus on what is important to communities and enabling them to take action, and facilitating this way of working across all the social determinants of health.

The ‘new’ community development approach would sit within the Council’s Neighbourhoods Directorate and link with current activities to enable and embed a resource that released the capacity of the whole system to deliver the Building Back Fairer action plan. This proposal sought to strengthen and add value to the work already happening to support a community development approach that was appropriate for Manchester and build capacity to deliver the action plan with local communities. It built on the knowledge and experience of the Buzz Neighbourhood Health and Wellbeing Service, whilst recognizing the civic leadership role of the Council and the new place-based leadership arrangements under the Integrated Care System.

A ‘task and finish’ group had been established to support the design and implementation of the new approach. All relevant stakeholders, including key staff from Population Health, the Neighbourhoods Directorate, Performance Research and

Intelligence, the Manchester Local Care Organisation, Human Resources and Legal Services, VCSE sector and Buzz staff would be consulted, and formal processes undertaken. The Senior Responsible Officers would be the Assistant Director of Population Health and the Head of Neighbourhoods.

Decisions

The Executive:-

- (1) Approve the proposal that the delivery of a Community Development service will be provided by the Council's Neighbourhoods Directorate when the current contract with GMMH for the Buzz Health and Wellbeing service ends on 31 December 2022.
- (2) Agree that the current funding for the community development element of the Buzz service (£1 million in total, including staffing costs of £850k) will fund the community development service in the MCC Neighbourhoods Directorate.
- (3) Agree that GMMH staff currently delivering the Buzz Neighbourhood Health and Wellbeing (community development) function, who are eligible for TUPE, will transfer from GMMH to the MCC Neighbourhoods Directorate to form part of the new community development service, from 1 January 2023.

Exe/22/66 Disposal of Land at Greenwood Road and Gladeside Road, Woodhouse Park

The Executive considered a report of the Strategic Director (Growth and Development), which sought approval to grant a new, overriding development lease to Wythenshawe Community Housing Group of land at Greenwood Road and Gladeside Road, Woodhouse Park, Wythenshawe, to facilitate the delivery of a social tenure housing scheme supported by Homes England funding.

The development would comprise of a new residential scheme of 40 apartments all of which were to be a social rent tenure. The scheme would be low carbon and sustainable, employing technologies such as heat pumps and solar panels.

The proposed lease was for a term of 990 years at a premium of £310,000 which was less than the best consideration that could reasonably be obtained on the basis of an unrestricted disposal. The total reduction in sales price was £125,000. This was considered an acceptable compromise and a good result given the Council would be securing 40 new homes, all for social rent.

Decisions

The Executive:-

- (1) Approve the basis of the land transaction at less than best consideration.
- (2) Authorise the Strategic Director (Growth and Development) to finalise the terms of the transaction as set out in this report.

- (3) Authorise the City Solicitor to enter into and complete all documents and agreements necessary to give effect to the recommendations.

Exe/22/67 Review of Home to School Travel support including draft policies and developing a new approach to improve service delivery

The Executive considered a report of the Director of Education, which set out the proposal to adopt two Home to School travel support policies. These proposals would apply to all applicants for pupils starting at reception in primary schools and year 7 at secondary schools in September 2023. It would also apply to young people entering post 16 or post 19 provision in years 12 and 14

All children and young people would have an Education Health and Care Plan (EHCP) to be eligible for support.

Both policies are based on the following principles:

- A commitment to ensuring children and young people could fulfil their potential and that all children and young people with significant special educational needs or disability should lead lives that were as independent and as free from restriction as possible;
- Promoting inclusive opportunities to enable children and young people to travel to and from school or college independently or using family based approaches similar to those used by other children and young people wherever possible, taking account of their age and needs;
- Promoting sustainable, safe, healthy and appropriate travel solutions by working in partnership with parents/carers to support them with their legal responsibility to make sure their children attend school;
- A commitment to equality of opportunity and the celebration of diversity and an opposition to all forms of discrimination; and
- Efficient use of public resources, delivering better outcomes and providing better value for money.

Feedback from young people through different forums and through the recent OFSTED inspection had been consistent. Young people with SEND wanted to learn to travel independently and where possible travel to school or college in the same way as their peers. Consequently, the policies would introduce a number of new travel solutions to support this principle. The aim was for children and young people with SEND to be able to walk or cycle to school and to travel independently using our public transport to attend education provision. Travel by minibus or taxi would remain an option where families required this transport support.

As part of a review of wider service improvement, a review of current active routes would be undertaken to ensure that vehicles were being fully utilised. In addition discussions with current operators would take place to review their capacity in order to provide additional journeys in September and also review what support would be required from the Local Authority to ensure these journeys could continue into the next academic year.

Decisions

The Executive:-

- (1) Agree in principle the Home to School Travel support policy for 5–16-year-olds, the Home to School Travel support policy for post 16 and the Home to School Travel support summary.
- (2) Agree that the Director of Education consults on the proposed implementation of these policies.
- (3) Authorises the Director of Education to consider any responses received to the consultation and to agree to the implementation of the proposed policies if she considers it appropriate to do so.
- (4) Note the work to date on the wider service improvement programme and agree to progress the identified areas of improvement.

Exe/22/68 Manchester Accommodation Business Improvement District (BID)

This item was deferred to September's meeting.

**Manchester City Council
Report for Resolution**

Report to: Resource and Governance Scrutiny – 6 September 2022
Executive – 14 September 2022

Subject: Revenue Monitoring to the end of July 2022 and Budget update 2023/24 to 2025/26

Report of: Deputy Chief Executive and City Treasurer

Summary

The report outlines the projected outturn position for 2022/23, based on the latest expenditure and income activity as at the end of July 2022 and future projections. It also outlines the updated forecast position for 2023/24 and beyond following a full review of income and emerging pressures.

Recommendations

The Resources and Governance Scrutiny Committee is recommended to note the report.

The Executive is requested to:

- (i) Note the global revenue monitoring report and forecast outturn position which is showing a £20.1m overspend.
- (ii) Approve the use of unbudgeted external grant funding (Appendix 2).
- (iii) Approve the use of budgets to be allocated, (Appendix 2).
- (iv) Approve the use of reserves (Appendix 2)
- (v) Note that an urgent key decision has been published in relation to agreeing the energy contracts (para 2.8)

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	The effective use of resources underpins the Council’s activities in

economy that creates jobs and opportunities.	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 overspend of £20.1m for 2022/23, 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 the impact of inflation and the proposed pay award on the financial position.

The first part of this report focuses on 2022/23, however, the implications of COVID-19 and record levels of inflation on the Council's cost based will have a significant impact on the Council's finances for a number of years. With the scale of funding pressures and future resource constraints, 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 2022](#)
[Medium Term Financial Strategy 2022/23 to 2024/25 - Executive Meeting February 2022](#)

1. Introduction

- 1.1. This report provides an overview of the Council's current financial position for 2022/23. The forecast overall position for 2022/23 is an overspend of £20.1m.
- 1.2. Since the budget was set, there have been several significant changes that are impacting on the Council's financial position including:
 - Global supply shocks;
 - tax increases,
 - interest rate rises,
 - unprecedented levels of inflation growth,
 - a higher than expected pay offer for employees,
 - a forecast significant economic downturn
 - instability in the political leadership in the UK government and
 - a potential emergency budget as early as September, which could lead to policy changes and a change the funding outlook for Local Government.
- 1.3. This is feeding through into the Council's cost base through contractual uplifts, new contract prices and the pay award, as well as potential pressure on our resource base and commercial activities. It is considered unlikely that there will be further support from the Government to support the Council's position this financial year.
- 1.4. As well as the current year overspend there remains a significant and increasing budget shortfall for 2023/24 onwards. Budget cuts and savings options are being developed by officers to be considered by scrutiny committees in November. The position will be brought back to the Executive in December to consider the longer-term position and proposed cuts and savings to ensure financial sustainability.

2. Financial position 2022/23

- 2.1. The current forecast is a £20.1m overspend, a deterioration of £15.6m since the last report to Executive in July. This is mainly due to the announcement of a higher than expected one year pay award offer for 2022/23 (£9.5m), additional utilities inflation (£3.9m), higher than expected price inflation (£3.6m) and other pressures, largely relating to income shortfalls (£3.4m).
- 2.2. It is positive that the main demand led services of Adults, Children's and Homelessness are projecting to outturn at or below budget – which puts us in a better position than many other councils and reflects the investment in prevention strategies over the last few years.
- 2.3. The budget is prepared on the basis of the best information available at the time and a robust consideration of the risks which may emerge. This results in a corporate contingency and reserves for specific risks being made available which are allocated to directorates in year, once the requirements are clearer.

- 2.4. The budget was approved in February 2022, prior to the Russian invasion of Ukraine. When the budget was set, inflation was expected to peak at 5% in the summer. It is currently 10.1% (CPI July 22) and the OBR are predicting it could be in excess of 13% later this year. The 2022/23 budget recognised that inflation would be higher than previous years and therefore included £22.4m for pay, utilities and price. Inflationary pressures in 2023/24 are currently forecast at £39.3m, a further £16.9m pressure in addition to the £22.4m built into the 2022/23 budget. For context, in the years to 2019/20 the annual pay and prices inflation budgets averaged £8m per annum.
- 2.5. The pay offer proposed from the National Employers is a flat £1,925 per employee regardless of where they are on the salary structure. For Manchester this equates to an average increase of c7%. The original budget assumed 3%, which was considered a prudent estimate at the time the budget was set, after several years of pay restraint. Additionally, the 2021/22 pay offer was settled in March 2022, after the 2022/23 budget was set at 1.75% against a budgeted 1%. The impact of both awards is an additional £9.5m in year pressure.
- 2.6. Utility prices are also increasing significantly. Previously the expertise in the Energy Unit has meant that the Council has benefitted from low prices for its utilities. However, these contracts expired in 2022 with the retendering coming in at much higher prices and the council facing steep increases in energy costs earlier than some other local authorities whose contracts run to different timescales.
- 2.7. The Council's main electricity contracts expire in October 2022. As at the end of August it is forecast that market prices will be around 145% higher than the current contract for electricity, this is incredibly volatile and changing by the day. Gas prices are still projected to be very high for the winter, with a forecast 450% increase compared to 2021/22 levels. For 2022/23 the council increased its energy budgets by £11.5m. The continued steep increases in prices will mean that c£3.9m more will be required based on current estimates, a total of £15.4m more than the normal budgeted level. There is currently no additional government support planned for businesses and the public sector.
- 2.8. An urgent key decision has been published in relation to the award of electricity supply contracts. This is urgent due to the very significant "within day" volatility taking place to the extent that normal renewal routine is not feasible. In order for the suppliers trading desk to be able to "lock in" an accepted offer, the decision to accept and instruct the supply to go ahead needs to be by immediate return of offer receipt.
- 2.9. The graph below illustrates the volatility seen in the gas and electricity markets since September 2021.



- 2.10. In addition, other price inflation pressures total c£3.6m, as our contractors struggle to contain costs and maintain prices. Again, this is subject to change as contracts renew and discussions with suppliers take place to seek mitigations. Services reporting inflationary pressure include Children’s Social Care, Homelessness Accommodation, Waste collection, Facilities Management and ICT.
- 2.11. The remaining overspend is £3.4m. This includes the ongoing covid legacy issues affecting income, mainly in Neighbourhood Services, and pressures on SEN transport. The main areas of pressure are off street parking income due to continued reduction in car park users; market income as custom levels struggle to return to pre-pandemic along with an increased vacant stall rate; a reduced Christmas Market footprint with the temporary closure of Albert Square and lack of alternative sites; and Home to School Transport pressures due increased to fuel costs.
- 2.12. In relation to the delivery of the required £13.4m of net savings, £3.2m are forecast to be delivered and £4.7m considered at medium risk. £5.5m have been mitigated through the use of reserves, as delivery against the original plan in Adults services was delayed due to the on going pandemic in 2021/22. Officers are working to address these to ensure all savings are achieved or mitigated on recurrent basis.

- 2.13. Full details about of the key budget forecasts and variances by Directorate are provided at Appendix 1. The forecast position includes the recommended budget increases and virements set out in section 4 for the consideration and approval of Executive.
- 2.14. At this stage there is no indication of any financial support from central government. Officers are working to reduce the pressures where possible and mitigate the position. This includes:
- Daily monitoring of wholesale prices for gas and electricity to inform the best time to take up new contracts
 - Rigorous procurement practices and ongoing discussions with suppliers to contain inflationary increases where possible
 - Review of Sales, Fees and Charges income to reflect increased pay awards and other costs where possible. Note there are limitations to what can be achieved in year due to the impact on users and the scale of inflation puts pressure on level of charging for 2023/24.
 - All directorates to review budgets and identify in year savings and mitigations to support the current year position. This will include:
 - Bringing forward savings options being developed for next year
 - Rightsizing the workforce, only filling vacancies where necessary for service and savings delivery
 - Discretionary spend to be reduced or delayed
- 2.15. Longer term the development of a parking strategy is underway to support the overall city centre transport strategy and rebase budgets to reflect the reduced level of off-street parking income.
- 2.16. Any remaining overspend which cannot be mitigated in year will be a call on the smoothing reserve or the general fund reserve. The smoothing reserve has been established to assist with timing differences between savings plans being developed and delivered. Any unplanned use in the current year would reduce capacity to support future years savings programme and reduce the Council's overall resilience.
- 2.17. As well as impacting on the Councils position the current levels of inflation and associated cost of living crisis will have a significant impact on our residents and the services, we provide to support the most vulnerable residents. Work is underway to assess the likely level of additional support needed, any funding implications will be reported back to Executive in December.
- 2.18. Since the last report to Executive there have been a number of new grant announcements and reserve drawdowns which required Executive approval to add to the budget. These are detailed in Appendix 2 for consideration.

3. Financial position 2023/24

National position

- 3.1. A three-year Spending Review (setting high level departmental limits) was announced October 2022. This showed that an increase in funding for local government was 'front loaded' to 2022/23, with no further increases for inflation or demographic pressures for the following two years. It was accompanied by a one-year finance settlement for 2022/23. At that stage the plan was for a two-year settlement (covering 2023-24 and 2024-25), with a consultation to follow.
- 3.2. This technical consultation paper on the future settlement had been due before the Summer Recess. The ministerial changes and political instability have meant that this has not happened. There may be an emergency budget following the appointment of a new Prime Minister in September, however, it is not clear whether this would provide any further funding information in advance of the Finance Settlement that is usually announced late December.
- 3.3. Longer term there is no guarantee that ministers will proceed with the proposals that were under development. The major reforms planned included the Fair Funding Review, new formulas for Public Health and Social Care Grants, a business rates baseline reset and the end of the New Homes Bonus scheme. In addition, the 2021 census will update the population figures used to allocate funding. Both politics and the characteristics of local government finance have changed since the last census and the Levelling up agenda may see a change in funding distribution. Nationally, there has been a growing reliance on council tax to fund services with half of the growth in Spending Power since 2019/20 driven by Council Tax increases which increases the burden on the local taxpayer.
- 3.4. There is also uncertainty around the Health and Social Care reforms with the impact of the restructure of the NHS, and the Fair cost of Care to be paid to care providers, and the Care Cap which puts some limits on what residents pay for their care due to be implemented over the next 18 months. A government consultation on the funding options for the social care reforms is underway which officers will respond to.
- 3.5. Despite this uncertainty, local authorities must produce their budget plans and have a legally approved balanced budget agreed by full council by 11 March. This will need to include a longer-term strategy for financial resilience and a multi-year financial plan. The delays in funding reform, and political instability make it incredibly difficult to predict the funding available and it is likely there will be changes that have to be managed at short notice. The council will continue to press for continuity in our funding position and recognition for the unprecedented cost pressures faced.

Local position

- 3.6. The Medium-Term Financial Strategy (MTFS) recognised that significant budget cuts would need to be delivered over the Spending Review period to set a balanced budget in future years. When the three-year MTFS was presented in February 2022 the budget gap was forecast at £37m in 2023/24, increasing to

£58m by 2024/25. To keep the council on a sustainable financial footing, it was proposed that budget cuts and savings of £60m were developed for member consideration (just under 12% of 2022/23 directorate budgets).

- 3.7. A review of the Council's budget assumptions has been undertaken in August 2022. In the absence of any firm information a rollover settlement has now been assumed for 2023/24 with the impact of funding reforms being moved to 2024/25. The MTFs assumed that any redistribution of local government funding was likely to be detrimental to the Council. In addition, it is now assumed the current business rates regime and 100% retention pilot will continue for a further year which again means resources could be higher than budgeted for. This pushes the settlement risk in our financial plans from 2023/24 to 2024/25.
- 3.8. The Council is still facing the impact from the pandemic with income levels yet to fully recover, particularly in relation to parking income, which has been affected by the different office working patterns. In addition, there are unprecedented levels of inflationary pressures as outlined in section 2 of this report. The ongoing impact of this year's pay award and inflationary pressures and the need to increase estimates in future years is adding a further estimated £26m to our cost base in 2023/24, with a further £25m for 2024/25 budget. This is over and above the levels provided for in the February 2022 MTFs, and therefore increases the budget gap overall.
- 3.9. All budget proposals are subject to the political decision-making process, the main working assumptions include:
- The Fairer Funding reforms are delayed to 2024/25 and all current government grants continue, including New Homes Bonus.
 - Business rates – continuation of 100% pilot for a further year.
 - Council tax – 2023/24 growth in base of 2.0% and increase in council tax of 2.99% in line with the current referendum limit, and Adults Social Care Precept.
 - Demographic pressures for social care are funded.
 - Inflation for utilities, pay and prices is included at £58m in 2023/24 and £69m in 2024/25.
- 3.10. The updated position reflects Collection Fund surpluses totalling £13.4m which will be available to support the 2023/24 position. This is linked to collection levels being higher than anticipated in 2021/22. Collection Fund accounting requires this to be recognised a year in arrears.
- 3.11. The above are subject to more detailed work and political decision making. It is also subject to change both in terms of the level of resources from central government and for the continuing impact of inflation. Finally, it does not yet include any potential new pressures associated with the impact of the cost-of-living crisis on our residents.
- 3.12. Whilst the delays to the funding regime changes have meant the cost pressures have to a certain extent been offset in 2023/24, the £20m overspend will need to

be met and the position for 2024/25 is considerably worse. This has led to an increase in the forecast gap, from an original £58m to £73m by 2024/25.

- 3.13. The table below shows the forecast medium term position. Before any application of smoothing reserve, the gap is £47m next year increasing to £92m the year after. The increase in 2024/25 reflects the cumulative impact of inflation and the expected impact of the funding reforms.
- 3.14. As set out in the February 2022 MTFs it is proposed that smoothing reserves are applied to manage the level of savings to be identified each year. This includes the remaining balance of airport dividend income received prior to the pandemic.

	Forecast 2022 / 23 (p4)	2023 / 24	2024 / 25
	£'000	£'000	£'000
Resources Available			
Business Rates / Settlement Related* Funding	235,553	345,996	341,840
Council Tax	208,965	209,450	219,348
Grants and other External Funding	104,625	98,974	87,374
Dividends	0	0	0
Use of Reserves*	113,701	11,128	4,092
Total Resources Available	662,844	665,548	652,654
Resources Required			
Corporate Costs	140,338	110,229	114,867
Directorate Costs	570,470	602,803	629,461
Total Resources Required	710,808	713,032	744,328
Shortfall	47,964	47,484	91,674
<i>Proposed use of smoothing reserves</i>	(27,821)	(14,382)	(18,399)
Reprofiled Shortfall	20,143	33,102	73,275

*2022/23 Business Rates reflects a deficit from the prior year relating to reliefs granted to the retail, leisure and hospitality sectors as a result of the COVID-19 pandemic. These were fully funded by section 31 grant, received in 2021/22 and carried forward in reserve to offset the deficit in 2022/23.

- 3.15. Work has already started to develop options for balancing the 2023/24 and 2024/25 budgets, based on the anticipated shortfall as set out in the MTFP at February 2022. Given the level of volatility and uncertainty as set out earlier in this report, at this stage it is considered reasonable to continue to work to achieving the £60m target and developing realistic and deliverable options for member consideration. Once the settlement is announced this position will be updated further and savings proposals flexed accordingly.
- 3.16. The Council's robust reserves strategy has proven successful in managing risk and timing differences to deliver balanced and sustainable budgets and provide the time necessary to deliver on its planned savings. It is proposed to continue with this strategy and use smoothing reserves to manage the uncertainty around the funding position.

- 3.17. Reserves should not be used to mitigate the requirement to make ongoing savings, they can only be a temporary support to enable permanent savings to be implemented effectively.
- 3.18. The modelling of the assumptions will continue to be refined throughout the process as more clarity around the funding position and inflationary pressures emerges, alongside further work on the budget cuts and savings options during September with options due to go to the November Scrutiny cycle. The draft budget would then go to February Scrutiny and Executive prior to approval by Full Council in March. The process is being kept under review, particularly with the potential for a government Emergency Budget in September.

4. Conclusion

- 4.1. This report sets out the significant risks faced this year and over the medium term, which mainly relate to external factors around inflationary pressures and continued income shortfalls following the pandemic. Service departments are largely managing within approved budgets and savings delivery is on target. The pressures are resulting in a forecast overspend of £20.1m this year increasing to £33m next year and £73m by 2024/25.
- 4.2. The inflationary pressures outlined in this report are expected to continue into future years. This coupled with funding uncertainty increases the risks associated with setting a balanced and sustainable long-term financial plan and represent a deterioration of our financial position if no action is taken.
- 4.3. It is therefore vital that the Council continues with its programme of innovation and reform and develops its operating model to help tackle these challenges and keep the Council's finances stable and sustainable. A programme of savings totalling £60m is being developed and will be reported to scrutiny committees in November 2022.
- 4.4. To support and mitigate against the high levels of uncertainty a full review of reserves has been undertaken to enable a realistic and resilient budget to be set.
- 4.5. Taking into account the inflationary pressures affecting pay, fuel and utility costs, confirmed and anticipated government funding and any other known budget changes the budget forecast is an overspend of £20.1m for 2022/23. It is early in the financial year and vigilance is needed given there are significant uncertainties and risks to the position and inflationary pressures could increase further.
- 4.6. Officers are working to reduce the overspend through identifying in year efficiencies and working with suppliers to reduce and mitigate inflation requirements. Progress will be reported back to Executive in December 2022.

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Revenue Budget Monitoring: 2022/23 Period 4

Financial Executive Summary

- The Council is forecasting to overspend against its budget for 2022/23 by £20.1m, an adverse movement of £15.6m since P2.
- This overspend is predominantly due to a forecast £9.5m to fund the proposed employer’s 2022/23 pay award offer and energy inflationary pressures of £3.9m. The remainder of the overspend relates to £3.6m of funding needed for price inflation, a £3.7m shortfall in income in the Neighbourhoods directorate mainly for income shortfalls and likely reduced Christmas market revenue as the identification of alternative sites to offset the loss of Albert Square is unlikely. This is offset by a forecast £0.8m underspend in Adult Social Care.
- Approved Directorate savings in 2022/23 total £13.4m of which £5.5m will be mitigated through the use of reserves. Of the remainder £3.2m are forecast to be delivered as planned and £4.7m considered medium risk. Officers are working to address these to ensure all savings are achieved or mitigated on recurrent basis.

Overall MCC Financial Position

Integrated Monitoring report Period 4 total variance

	Original Budget	Revised Budget	Forecast Outturn	Variance	Movement since last report
	£000	£000	£000	£000	£000
Total Available Resources	(690,599)	(699,078)	(699,144)	(66)	0
Total Corporate Budgets	140,652	137,821	154,603	16,782	15,217
Children's Services	129,020	125,458	125,413	(46)	700
Adult Social Care	184,618	185,877	185,091	(786)	(1,338)
Population Health	42,476	42,568	42,568	0	552
Neighbourhoods Directorate	91,704	92,388	96,064	3,676	(90)
Homelessness	27,346	27,215	27,215	0	0
Growth and Development	(9,752)	(9,268)	(8,637)	631	631
Corporate Core	84,535	97,020	96,970	(50)	(50)

Total Directorate Budgets	549,947	561,258	564,684	3,426	405
Total Use of Resources	690,599	699,078	719,287	20,209	15,622
Total forecast over / (under) spend	0	0	20,143	20,143	15,622

• Corporate Budgets

Corporate Budgets £16.782m overspend

Planned Use of Resources	Annual Budget £000	Projected Outturn £000	Projected Variance from Budget £000	Movement from Last Report £000
Other Corporate Items	66,149	66,090	(59)	(59)
Contingency	1,060	1,060	0	0
Inflationary Budgets and Budgets to be Allocated	22,352	39,288	16,936	15,324
Apprentice Levy	1,029	1,029	0	0
Levies	37,915	37,920	5	8
Historic Pension Costs	7,316	7,216	(100)	(57)
Transfer to Budget Smoothing Reserve	2,000	2,000	0	0
Total Corporate Budgets	137,821	154,603	16,782	15,217

Corporate Budgets - Financial Headlines

- Inflationary Budgets and Budgets to be Allocated overspend of £16.782m is due to:
 - The proposed employer's pay award offer for 2022/23 is £1,925 on all NJC pay points 1 and above and results in an overall average increase of 7%, and an associated cost of £15.9m. The budget assumptions were based on a 3% increase (£6.4m). This has resulted in a pressure of £9.5m. The pay award is subject to agreement with Trade Unions and represents the minimum likely cost.
 - Following an analysis of utility costs and budgets, it is expected that these inflationary costs will be greater than the contingency sums set aside by £7.416m, due to further worldwide increases in energy costs and the timing of our energy contract renewals.
 - The Consumer Prices Index (CPI) rose by 10.1% in the 12 months to July 2022, up from 9.4% in June.
- The Bad Debt provision for Council wide debt pre-2009 has been reduced by £59k due to payment plan arrangements being secured.
- Historic pension costs have underspent by £100k (1.37%) due to a reducing number of recipients.

Corporate Resources £66k over-achievement

Resources Available	Annual Budget £000	Projected Outturn £000	Projected Variance from Budget £000	Movement from Last Report £000
Retained Business Rates	(158,337)	(158,337)	0	0
Council Tax	(208,965)	(208,965)	0	0
Other Specific Grants	(112,638)	(112,704)	(66)	0
Business Rates Grants	(77,216)	(77,216)	0	0
Dividends	0	0	0	0
Use of Reserves	(141,922)	(141,922)	0	0
Total Corporate Resources	(699,078)	(699,144)	(66)	0

Corporate Resources - Financial Headlines

- Other specific grants - £66k for Council Tax Subsidy which was confirmed at a higher level than budgeted for.
- Business Rates Collection as at the end of July is 39.22% (excluding account credits) which represents a return to pre covid levels and is an improvement on 29.68% in 2021/22, 25.89% in 2020/21 and 37.55% in 2019/20.
- Council Tax Collection at end of July is 31.74% which compares to 31.81% in 2021/22, 31.74% in 2020/21 and 33.47% in 2019/20.
- £110m of the Use of Reserves budget reflects the timing of the Business Rates S31 grants for Extended Retail Relief which was received in 2021/22 but is applied to offset the 2022/23 Collection Fund Deficit.
- Invoices paid within 30 days is 84.72% compared to a target of 95%.
- £4.5m (14.8%) of pursuable debt is over a year old and still to be recovered by the Council. Progress is being made in resolving outstanding disputes which are preventing payment, this excludes council tax and business rate arrears.

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Children's Services

3a. Children's and Education Services - £46k underspend

	Annual Budget £000	Actuals to P4 £000	Outturn £000	Variance £000	Movement since last report
LAC Placements	45,465	11,691	42,215	(3,250)	(1,022)
LAC Placement Services	7,248	2,093	7,313	65	190
Permanence & Leaving Care	13,153	5,993	13,507	354	1
Safeguarding Service Areas	35,608	13,063	35,733	125	(105)

Children's Safeguarding	101,474	32,841	98,768	(2,706)	(936)
Education Services	6,873	2,777	7,485	612	252
Home to School Transport	10,520	1,552	12,598	2,078	1,563
Targeted Youth Support Service	841	68	841	0	0
Education	18,233	4,397	20,924	2,691	1,815
Strategic Mgmt. & Business Support	5,752	1,454	5,721	(31)	(179)
Total Children's & Education Services	125,458	38,692	125,413	(46)	700

Children's and Education Services - Financial Headlines

Children's Services returned £2m of their initial budget to support the overall in year pressures and contribution to their 2023/24 savings as part of the Period 2 monitor. This forecast outturn position is therefore against the lower revised budget of £125.458m.

The overall position as at Period 4 is forecasting a year end underspend of £46k, which is made up of:

- £3.250m Looked After Children (LAC) placement underspend mainly due to placements being 73 below budgeted figure, in part driven by a movement of Children into Special Guardianship Orders (SGOs). There is an increasing demand for solo and specialised placements, and the need for more flexible and responsive provision for children. The service is developing a proposal for SMT consideration investment (£0.652m) into solo placements and in turn reduce demand for high cost emergency placements.
- £65k LAC placement services overspend is due to pressures on non-staffing budgets (i.e. travel and premises) required to support a growing workforce cohort to ensure Caseworker caseloads remain at a safe and manageable level.
- £354k Permanence and Leaving Care overspends mainly due to Special Guardianship Orders placements numbers being 5 higher than budget and half of SGO's having an average unit cost £220 per week. The increase is in line with strategy to increase SGO placements and therefore lower the number of LAC placements. There is also additional spend on Section 17 Welfare for Children with Disability placements offset by underspends in Adoption Allowances, Child Arrangement Orders and No Recourse to Public Funds.
- £125k Children Safeguarding overspends based on staff and agency cover within Permanence offset by vacancies in Children's Commissioning and Children's Social Work Teams.
- £2.691m Education services pressures mainly relates to increased pressures in Home to Schools Transport (£2.078m) and short breaks (£0.612m).
- £31k underspend in Strategic Management due to underspend on staffing offset by small overspend in Strategic Business Support Teams.
- The position reflects inflationary pressures being managed within the Directorate's existing budget relating to External Residential (£158k) and short breaks (£19k) placements.

The £0.7m adverse movement since last reported month relates to:

- £1.815m in Education Services relating to additional Short Breaks (£252k) and Home to School Transport costs (£1.563m). The service are reviewing short breaks in order to manage this increase down. Home to School Transport has been affected by price increases, due to the cost of fuel and a tight supplier market.
- There is a £0.937m favourable movement in Children's Safeguarding mainly due to the early achievement of placement savings.
- £179k of COMF funding has been applied to support the costs of delivering 'Our Year', reducing the impact on the budget.

Outstanding debt for External residential and External Fostering in Controcc, totals £1.210m at the end of July and is included in the forecast. The aged debt quantum also includes £157k invoices 'held but ready for payment'. The position is expected to continue to improve, reflecting the hard work of the Commissioning Team.

Children's Services – Dedicated Schools Grant (DSG)

3b. Dedicated School Grant - £3.525m forecast overspend

	Annual Budget £000	Actual to Date £000	Projected Outturn £000	Variance £000	Movement since last report £'000
Schools Block	197,772	66,254	197,772	0	0
Central Services Block	3,868	1,074	3,868	0	0
High Needs Block	101,365	30,707	102,188	823	(1,127)
Early Years Block	38,808	13,076	38,808	0	
Recovery Plan	1,350	0	1,350	0	
Total in-year	343,163	111,111	343,987	823	(1,127)
Deficit b/fwd.				2,702	
Overall DSG position	343,163	111,111	343,987	3,525	

Dedicated Schools Grant (DSG) in 2022/23 totals £632m, of which £289m is top sliced by the Department for Education (DfE) to pay for academy budgets. This includes additional supplementary grant funding for 2022/23 provided for the high needs block of £4.034m. The reduction in the DSG overspend from period 2 is a result of work on the recovery plan, including a proposed reduction in the joint funded placements.

The DSG overall in year position is projecting to overspend by £0.823m, primarily due to high levels of growth in the number of Education Health and Care Plans and special schools' placements within the High Needs Block. The service is working on a detailed recovery plan for the high needs block, which focuses on managing demand and finding efficiencies that help to combat these pressures.

The deficit brought forward from previous years is £2.702m, mainly driven by overspends against the high needs block. This will need to be recovered in future years as part of the recovery plan. If the Local Authority are unable to manage down the deficit Manchester will be required to take part in the DfE sponsored Safety Valve project. Savings targets have been agreed for local authorities with the highest dedicated school grant deficits as part of Safety Valve Arrangements.

Adult Social Care / Manchester Local Care Organisation

4a. Adult Social Care and Population Health – £0.786m underspend

	Annual Budget £000	Outturn £000	Variance £000	Movement since last report £000
Provider Services	28,958	30,060	1,102	347
Hospital Teams, Front door, and TEC	3,086	2,989	(97)	(45)

Integrated Neighbourhood teams	46,346	45,460	(886)	(2,483)
Complex Services (LD, MH, Transition)	89,631	89,031	(600)	(306)
Commissioning MLCO	6,591	6,286	(305)	63
Back office, citywide support & growth	8,731	8,760	29	1,044
MCC – Other	2,534	2,505	(29)	42
Total ASC	185,877	185,091	(786)	(1,338)
MCC – Out of scope Population Health	42,568	42,568	0	552
Total ASC and Population Health	228,445	227,659	(786)	(786)

Adult Social Care - Financial Headlines

Overview of main variances – £0.786m underspend

The forecast is an underspend of £786k. The key assumptions underpinning the forecast are:

- Clients in receipt of care at the end of July will remain in care until the end of the financial year. Client numbers are down year to date in key areas which is contributing to the improved position.
- The forecast assumes delivery of £3.3m of the £4m savings through the Better Outcomes Better Lives (BOBL) programme.
- It is assumed all current vacancies will be filled between September and January, based on information from service managers and HR.
- There is full deployment of £12m funding for the annual uplift to the costs of care, including for the Real Living Wage (RLW) increases. At the end of period 4, £5.9m has been allocated. This is based on invoices and payment files received from providers across the service to date. It also assumes that the currently unallocated demographics budget will be spent in full. No deployment for demographics is factored in for the care costs at Period 4, as new starters to the service have been less than the number of leavers.

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The Adults position has improved with key reductions in demand flowing through into the care budgets. Older Peoples residential and nursing budgets have seen a significant decrease in recent months. This needs to be caveated with a forecast pressure on the Discharge to Assess or D2A beds which is detailed below. Client numbers across Learning Disability services and Mental Health are also lower demonstrating reduction in demand, a key feature of our budget management strategy. A significant HR programme has been aimed at recruitment to counter the difficulties with the national shortage of social workers and wider labour market challenges impact on roles in care provision.

The main forecast variances are summarised below:

Provider Services - £1.102m overspend

The pressure on the Provider Services budget is driven by an overspend on In-house Supported Accommodation of £1.911m, offset by underspends on Reablement, Short term intervention teams (£516k), Day Centres (£213k) and Equipment and Adaptations of £77k. The most significant change from period 2 is an increase in staffing costs of c£350k on In-House supported accommodation. This is for increased agency hours to cover emergency placements at two sites, staff with Covid, and some double-cover as staff are promoted internally and are trained-up to into new roles with agency staff filling their old positions. There are also additional hours for health and safety requirements relating to fire safety as this work was delayed. This has been escalated corporately to ensure the right support is in place to complete the necessary surveys and associated capital works.

As reported previously, a review of internal Provider Services is underway, which will be informed by a wider commissioning review of supported accommodation and other LD services. The delivery of the outcomes of the review are feeding into the budget setting process for 2023/24 .As at period 4, the service is supporting

175 clients across the internal provision, which is an increase of 3 from March 2022, with 13 void places available for future clients (not currently staffed). Recruitment difficulties continue due to labour shortages in lower graded support worker roles. The number of agency hours paid is higher than the same period last year, with recruitment into permanent roles not happening at the same pace as increased agency usage. The forecast underspend on Reablement and the Short-Term Intervention Team also relates to the ongoing recruitment challenges. Recruitment into these roles remains important to support the BOBL savings and the overall demand management strategy.

Hospital Teams £97k underspend

The £97k underspend includes an underspend of £218k on the hospital social worker budgets offset by a pressure of £121k across Community Alarms and Assistive Technology budgets. The underspend reflects revised recruitment assumptions, with start dates for new recruits pushed back to December. (Previously September). This accounts for the change since period 2. Allowance has been made within the hospital underspend to support the continuation of the 'home from hospital' service (£40k), which supports vulnerable adults to settle back safely into their own homes following a hospital stay. The staffing underspend is offset by pressures on the Community Alarm budget due to increased overtime costs in their control room where staff are covering essential shifts due to a combination of unexpected absence and vacancies and increased fuel costs from 'call outs' to clients.

Integrated Neighbourhood Teams £0.887m underspend

The forecast underspend reflects underspends on residential and nursing budgets of £1.083m, other care budgets of £296k, and staffing of £101k. These underspends are offset by pressures on the homecare budget of £286k and direct payment budgets of £308k. The continued growth in the use of direct payments is a positive position and reflective of strength-based assessment and encouraging independence. The reported position reflects all known activity as at end of July. The reported position allows for £5.5m reserves drawdown to support the profile of the delivery of the BOBL savings, in line with the 2022/23 financial plan.

The number of clients supported in residential and nursing provision (all ages) is 829, which is a decrease of 55 from outturn, a significant reduction in demand. There are a further 11 clients who remain on the CCG Broadcare system who are yet to undergo a Care Act assessment and may therefore transfer into social care. Costs of £385k have been included in the forecast for these clients as there is no further Hospital Discharge Programme (HDP) funding from the CCG to support.

The upward trajectory of client numbers in 21/22 has reversed, with numbers now significantly below the 21/22 outturn position (829 at period 4, compared with 884 at outturn) - It should be noted that the number of clients in residential and nursing provision still remains lower than pre-COVID levels of 998 at March 2020). Additional bed capacity is now in place across the city which will utilise a D2A (Discharge to Assess) model. The D2A model allows for timely discharge out of hospital into a care setting where a full care assessment regarding the clients' needs can take place. £1.534m of funding (representing 50% of the cost, with Manchester CCG/ICS also funding 50%) was budgeted for this provision. As at period 4, there is a projected pressure of £777k estimated due to continued use of spot purchased beds in addition to the block booked beds. As per the agreement with the CCG, 50% of the pressure is applicable and is reflected in the reported position.

The number of homecare hours commissioned at period 4 is 30,347 a week which is 980 hours a week higher than the position at period 2 and 1,958 higher than outturn. (6.9%). There has now been 4 months of increase, reversing the trend of the second half of 21/22. The actual number of clients supported at period 4 is 1,948, resulting in a pressure of £286k.

There is a forecast overspend on direct payments of £308k at period 4, which is an increase of £295k from period 2 and reflects a net increase of 6 new clients from period 2. Client numbers peaked at 422 towards the end of 2021/22 and are now 417 as at period 4. This compares with 401, 12 months ago.

There is a projected underspend on external day care and supported accommodation of £296k as the numbers attending the provision remain lower than before the pandemic. (120 clients at March 2020 and 105 as at July 2022). The position at period 4 is an increase of 16 clients from outturn. The review of day care services will conclude in the Autumn having reviewed services provided both In-house and externally commissioned. As reported under Provider Services, the In-house day care service is underspending due to difficulties in recruitment. The review will determine what type of service is needed for clients in the future and the most appropriate operating model.

There is a projected underspend on the main social worker budgets of £314k offset by pressures on specialist safeguarding roles of £213k. Some progress has been made with recruitment into social worker roles, and agency staff have been recruited where necessary to cover front-line roles. This results in a reduction in the underspend of £23k from period 2. Recruitment assumptions for specialist roles within the MASH have been scaled back to December with agency staff covering essential roles whilst recruitment is underway, at an additional cost.

Complex Services

- There is a forecast underspend of £600k across the complex services budgets, which is an increase in the underspend of £306k from period 2. The forecast breaks down is as follows:
 - an overspend of £27k on external learning disability packages,
 - an underspend of £214k on specialist learning disability social workers,
 - an underspend of £413k on mental health and other complex services.
- The increase in the underspend from period 2 is due to revised staffing recruitment assumptions of £107k and reduced spend on both the Learning Disability and Mental Health cohort due to reduced client numbers.
- There has been a net decrease of 20 clients since period 2, with the number of clients supported now totalling 1,138. (At outturn there were 1,156). Although overall client numbers are down, the introduction of new more complex placements has driven up the unit costs, resulting in limited change to the overall financial position.
- The pressure on learning disability care packages is off-set by an underspend of £413k on mental health packages. Client numbers are down by 10 from period 2. Numbers are now 674, compared to 699 at outturn. The figures have been verified by the service from panel funding decisions.

Commissioning

- The commissioning of Extra Care provision has a projected year end underspend of £305k which is a reduction of £63k from period 2 and reflects increased homecare hours within the Extracare settings.

Back office and deployment of funding for planned investment

- Back-office and the Council - other budgets collectively have a projected year end balanced position. This includes:
 - £348k of BOBL investment unlikely to be deployed in 2022/23, as investment plans are predicated on recruitment (challenges as outlined above)
 - £419k of additional Reablement funding, above the level originally budgeted for,
 - Staffing underspends on Business Support of £215k due to challenges across the recruitment market,
 - Commissioning and back office of £106k on staffing (recruitment delays) and support budgetsThese are offset by pressures:
 - Savings of £0.688m out of a £3.886m total now considered unlikely to be achieved in year.
 - D2A bed pressure as referenced above £400k.

The main change from period 2 is the unachieved saving of £688k and the pressure on D2A beds of £400k. Work is ongoing across the Directorate to achieve the savings in full.

The most significant budget within Back Office is the support for the implementation of the 2022/23 fee uplift to care providers including NLW and RLW. (c£12m). The £12m is modelled to cover providers to pay the NLW (£6m), the NI increase of 1.25% (£1m), 5% towards general inflation costs (£1.9m) and then an additional amount to meet RLW pay rates. As at Period 4, £5.9m has been drawn down based on invoices and payment files received from providers to date, with the balance committed for future months.

Demographic funding of £1.880m is held within the budget but has not been utilised as at period 4. The overall forecast assumes that this will be spent by the end of the year, but the net number of entrants vs leavers in the year has resulted in no call on this funding to date, a positive position and in line with the demand management strategy.

Population Health

4b. Population Health – Balanced Budget

	Annual Budget	Outturn	Variance	Movement since last report
	£000	£000	£000	£000
Public Health Children's Services	4,222	4,222	0	0
Early Years- Health Visitors	10,676	10,676	0	0
Wellbeing	4,658	4,648	(10)	5
Sexual Health	8,292	8,217	(75)	(11)
Drugs and alcohol	8,989	8,965	(24)	(1)
Other	3,813	3,813	0	300
MHCC - Public Health Core Staffing	1,918	1,737	(181)	(33)
Contribution to Reserves	0	290	290	290
Total Population Health	42,568	42,568	0	552

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Population Health

- Population Health are projecting to balance with authorisation in place to carry forward the 2021/22 underspend which was held in a dedicated reserve in line with the conditions of the former public health grant. There are underspends on the staffing budgets of £181k due to vacant posts, and other areas due to reductions in activity-based contract costs. A re-prioritisation of preventative schemes across Population Health is underway and the Director of Public Health has confirmed that spend will be maximised in 22/23. This is reported in the 'other' line above. Any slippage in this area will result in a request to carry the projected underspend forward into 2023/24 to support with new initiatives, particularly where these relate to delivering the Marmot objectives.
- The Marmot task group are currently considering the arrangements for 'kick-starter' schemes for priority areas with the potential for invest to save measures funding from a £2m investment fund (£1m Public Health grant reserve and £1m COMF).

Neighbourhood Services

5a. Neighbourhoods - £3.676m overspend

	Annual Budget £000	Outturn £000	Variance £000	Movement since last reported £'000's
Neighbourhood Management & Support	1,116	1,116	0	0
Operations and Commissioning	41,498	45,403	3,905	(90)
Parks, Leisure, Events and Youth	7,658	7,903	245	0
Compliance and Community Safety	11,182	10,816	(366)	0
Libraries, Galleries and Culture	9,349	9,241	(108)	0
Neighbourhood Area Teams	3,504	3,504	0	0
Other Neighbourhood Services	310	310	0	0
SUB TOTAL	74,617	78,293	3,676	90
Highways	17,771	17,771	0	0
SUMMARY TOTAL	92,388	96,064	3,676	90

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Neighbourhoods Financial Headlines

Neighbourhood Services - £3.676m forecast overspend and the main variances are set out below:

- Operations and Commissioning - £3.905m overspend – largely due to income shortfalls in off street-car parking and Christmas markets, market revenue forecast has reduced as the identification of alternative sites to offset the loss of Albert Square is unlikely.
- £2.935m reduced off street car parking income due to a continued reduction in car park users following the pandemic. Current payment for on the day usage is around 72% of pre pandemic levels, whilst season ticket sales are only at around 23% of pre pandemic levels, and this is mainly due to the change to increased hybrid working of office workers. We will continue to monitor the usage of car parks, and wherever possible seek to increase usage, but this must be balanced against Council's priority for carbon reduction. This is not always a consideration for the other car operators in the City and they are able to be more flexible in terms of implementing changes, and particularly in response to improved commercial considerations. There is a marginal improvement of £90k from period 2 due to a reduction in the expenditure forecasts for legal costs, compensation, and advertising.

Off street parking was brought in house in January 2020, c.3 months before lockdowns started, the gross income budget is £14.7m, and costs are £6.9m to provide an annual budgeted surplus of £7.8m. The budget was established at this level based on car park performance during the joint venture arrangements and savings of net £4.1m were approved as part of the 2021/22 budget setting, this did assume that the parking usage would return to pre covid levels. Tariff changes are due to be implemented at the end of July, and these do better reflect the expectations of commuters and the shift away from season tickets sales, this includes revised early bird options, particularly around times that enables commuters more flexibility. Work has also commenced to review the Councils on street and off street car parking, as well as review revenues from enforcement activities including the bus lane enforcement and reserves forecasts. The review will include assessing the impact of the moving traffic offences enforcement, proposed new bus lane

enforcement and a review of both on street and off-street parking charges to ensure they are aligned to each other. All enforcement income must be reinvested into improving transport infrastructure and costs of delivering the service.

- £1.0m shortfall in Christmas Markets revenue due to the ongoing closure of Alberts Square and reduced scale of markets whilst the square undergoes improvements, work has been undertaken to identify alternative sites during the closure of Albert Square and whilst Piccadilly Gardens usage has been extended, it has not been possible to close Deansgate to accommodate further markets and mitigate the loss of Albert Square. The losses due to closure are time limited and should provide opportunities for increased income generation opportunities once the enlarged space is reopened.
- £187k underachievement of income for markets due to reduced income at Longsight £100k as the market struggle to recover to pre-pandemic levels of custom. The Arndale Market is currently experiencing a c7% vacancy rate and a projected underachievement of £90k with Church Street experiencing a similar situation £30k. Piccadilly Market continues to benefit from permanent stalls and is forecasted to overachieve income by £33k.
- The advertising portfolio is reporting a balanced budget. The function has a savings target of £450k (£225k in 2021/22 and additional £225k in 2022/23). This cannot be achieved as originally planned due to planning restrictions. Income from other advertising contracts is linked to CPI which has increased above expectations. This has enabled the underachieved savings to be mitigated within the service on an ongoing basis. The budget will be rebased for 2023/24 to remove the unachievable target.
- Bereavement Services are projecting £200k higher than budget income this is due to the ongoing high demand for Manchester facilities and increased income from memorialisation.
- Fleet Services income is anticipated to be £17k above budget due to increased vehicle hires.

Parks, Leisure Events and Youth - £245k income shortfall

- The loss of income is attributed to the closure of facilities whilst undergoing refurbishment at both the Manchester Aquatic Centre (MAC) (£0.792m) and Abraham Moss (£53k) it is expected that the shortfall is time limited and is forecast to recover once the facilities re open in 2023/24. This is offset by use of one off non utilisation of £0.6m set aside to support Covid recovery in the current financial year.

Compliance and Community Safety - £366k underspend

- This is due to staffing underspends of £366k due to vacant posts.

Libraries, Galleries and Culture - £108k underspend

- The £108k underspend on Libraries is due to anticipated staffing underspends for the financial year. Galleries are reporting a balanced budget but there is also a risk of £120k should the claim for business rates discretionary be declined.

5 b. Homelessness – Breakeven

Homelessness	Annual Budget	Outturn	Variance	Movement from last report
	£000	£000	£000	£000
Singles Accommodation	2,140	2,011	(129)	0
B&B's (Room only)	4,600	5,102	502	(5)
Families Specialist Accommodation	323	280	(43)	6
Accommodation Total	7,063	7,393	330	1

Floating Support Service	1,899	1,823	(76)	60
Dispersed & Temporary Accommodation Management Fee	4,900	5,299	399	(32)
Dispersed Accommodation Total	6,799	7,122	323	28
Homeless Management	1,026	996	(30)	0
Homeless Assessment & Caseworkers	2,625	2,552	(73)	(2)
Homelessness PRS & Move On	1,640	1,190	(450)	(22)
Rough Sleepers In reach/Outreach	487	487	0	0
Tenancy Compliance	161	107	(54)	21
Homelessness Support Total	5,939	5,332	(607)	(3)
Commissioned Services	7,414	7,368	(46)	(26)
Commissioned Services Total	7,414	7,368	(46)	(26)
Total	27,215	27,215	0	0

Homelessness Financial Headlines

The reported position for Period 4 is a net breakeven position, despite this forecast position, the Homelessness budgets remain a high-risk area with significant demand pressures.

The Council is has embarked on a refreshed transformation programme as a different approach is vital to unlock some of the most intransigent system issues that are adversely impacting our residents. The focus of the projects is to:

- Increase the prevention of homelessness in Manchester
- Enhance the level of support to people who are at risk or find themselves homeless
- Improve the efficiency and effectiveness of sourcing temporary accommodation
- Provide a series of deliverable property options for the medium term to reduce the rising revenue cost of the service and identify more suitable provision
- Identifying Invest to save models
- Identifying and appraising longer term models of intervention
- Providing an independent and respected local government sector voice, which highlights good practice and positions the Council to access future funding opportunities

The assumptions within the breakeven reported forecast include;

- Numbers in Temporary Accommodation at the end of July remain consistent throughout the year and that any natural growth in demand will be offset by work undertaken in the Transformation Programme to increase prevention.
- Staff vacancies at present will not be filled until November unless start dates have been confirmed, where Agency spend is incurred to cover vacancies this has been assumed to continue at a cost of £24k. Workforce budgets in Homelessness are forecast to underspend by £420k.
- Current cost pressures in B&Bs reduce from September 2022 back to the same level as March 2022.

Overview of main variances:

- Accommodation. Overspend of £330k, driven by the cost pressure in B&B - the average cost of placements is increasing due to increased demand because of the number of events in and around the city, and the significant increase in the numbers supported in hotels since budget setting. The forecast assumes that the average cost of a placement reduces to the same level as that in March 2022 from September to March. If this reduction is not seen the forecast spend in this area will increase by a further £0.975m. At the end of July 2022 the number of families placed in B&Bs was 151 with a further 45 families in nightly paid accommodation. The number of singles in B&B in July was 383. The flow and availability of dispersed temporary accommodation has decreased and is impacting on the number of families in B&B, the numbers of presentations remain high. In 2021/22 there were over 11,607 presentations, an average of 967 per month, the average presentations for April to July 2022/23 are 928 (in line with presentations in this period last year). The current net cost of B&B provision is £188k (£9.8m per annum). A key feature of the current transformation programme is focussing on developing a better understanding of the B&B issue in Manchester and to introduce more effective strategies to improve the position
- Dispersed Accommodation. Overspend of £323k. It had been anticipated that past increases in weekly rates would stimulate the supply of properties in this area to reduce the reliance on B&B accommodation. However, in recent months providers have withdrawn properties from the scheme to let on the open market as rents across Manchester continue to increase. The current housing subsidy loss to the Council is £137k per week (£7.1m p.a.) , this is the shortfall in Housing Benefit income that the Council can claim when compared to the rents paid, the housing benefit income received is 90% of the 2011 Local Housing Allowance.. Placements at the end of July were 1,632. The District Homes Pilot is now fully operational with a further 400 properties transferred to District Homes management, the housing subsidy loss incurred by the Council would be £1m higher per annum if the 400 properties being managed by District Homes were managed by the Council.
- Homelessness Support. Underspend of £0.607m. The majority of underspend is in the Private Rented Sector Team. The team face the challenge of an extremely buoyant rental market and rents are rising rapidly across the city and Greater Manchester. As a result, market rents greatly exceed the local housing allowance making properties unaffordable for many households. This pressure means the team are having to place households further away from the city in order to ensure the property is affordable. However, based on current properties being allocated and with the team carrying 4 vacancies the service will underspend by £450k.

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5c. Housing delivery and HRA

Housing Revenue Account	Annual Budget	Net Actual Spend to date	Projected Outturn	Projected Variance from Budget	Movement from last report
	£000	£000	£000	£000	£000
Housing Rents	(63,713)	(21,938)	(62,562)	1,151	(65)
Heating Income	(681)	(76)	(681)	0	0
PFI (Private Finance Initiative) Credit	(23,374)	(5,843)	(23,374)	0	0
Other Income	(979)	(387)	(979)	0	0
Funding From Investment Reserve	0	0	0	0	0
Funding from General/MRR Reserves	(13,188)	0	(13,188)	0	0
Total Income	(101,935)	(27,704)	(100,826)	1,151	(65)

Operational Housing R&M & Management Costs	24,038	5,598	25,868	1,830	71
PFI Contractor Payments	31,942	9,349	32,534	592	(487)
Communal Heating	1,019	(66)	1,528	509	0
Supervision and Management	6,604	1,285	6,665	61	1,100
Contribution to Bad Debts	640	(102)	538	(102)	(102)
Depreciation	18,991	0	18,991	0	0
Other Expenditure	1,463	204	1,448	(15)	0
Revenue Contribution to Capital Outlay (RCCO)	14,508	0	10,865	(3,643)	(2,061)
Interest Payable and similar charges	2,730	0	2,730	0	0
Total Expenditure	101,935	16,268	101,167	(768)	(1,441)
Total HRA	0	(11,436)	383	383	(1,506)
Movement in General/MRR Reserves	Opening Balance	Budgeted Adjustment	Forecast Closing Balance	Additional Adjustment	Forecast Closing Balance
	78,052	(13,188)	64,864	(383)	64,481

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Housing Revenue Account - Financial Headlines

The HRA budget for 2022/23 included total expenditure of c£102m, and this includes forecast capital investment of c£33m. As part of the approved budget a contribution from reserves of £13.188m was approved to ensure that this capital investment can be funded. The forecast outturn position is that there is an overspend of £383k, which will be funded from reserves and is made up as follows:

Overspends of £4.143m:

- Rent collection continues to hold at 99.3% and is a slight increase from the 99% as at end of quarter 2 2021/22. There is an adverse impact of £1.151m due to the current number of void properties (2.2% against a budget of 1% void loss) and right to buy sales (2.18% against 1.25% budgeted). An improvement plan is in place and is actively reducing the level of void properties, with a corresponding, positive increase in the number of lettings to residents and we expect this trend to continue.
- The operational cost of the service presents a current financial pressure of £1.830m, which includes, £465k in legal disrepair costs and £200k council tax on void properties. The performance metrics on these pressures are improving but still present a risk. Savings of £1.523m were realised in 2021/22 and a new operating model is being created in tandem with a review of the HRA, of which the operating costs are a key dimension
- Due to the significant increase in energy costs, the communal heating charge of £0.509m –present a pressure in year. Going forward, the communal charges will be reviewed, alongside the 2023/24 charges as part of the budget setting process.

- Increased PFI contractor payments £0.592m – Approximately £0.85m was paid to S4B in respect of Elizabeth Yarwood Court, and inflation on all three contracts has been higher than anticipated, which is not offset as the PFI credits remain unchanged. These costs are partly mitigated by c£450k arising from joint insurance savings at Brunswick. It is expected that the site will be sold as part of a future development, and at that time a receipt will come back into the HRA to offset this expenditure.
- Supervision and Management, additional costs of £61k. A mix of costs including ICT recharges, Right to Buy (RTB) plans and Energy Performance Certificates (EPCs), offset by staff vacancies.

Offset by Underspends of £3.76m:

- Reduced RCCO costs £3.643m – based on the latest estimates of capital spend being lower than budgeted
- Reduced contribution to bad debts £102k
- Reduced payments to Tenant Management Organisations (TMO) £15k

As part of the 2022/23 budget process the 30-year business plan was broadly in balance over the life of the plan, there are several issues that could potentially affect this if mitigating actions are not identified to offset potential increased costs, they include: -

- Current high inflation rates and impact on contract costs and rents failing to keep up with these costs
- Additional capital costs for integration of Northwards ICT, Woodward Court and carbon retrofit
- Any delay or reduction in delivery of planned savings.
- Final settlement of commercial details in respect of the repairs and maintenance contract

Given that the HRA is a ringfenced account and cannot be cross subsidised with the General Fund, the implications of the current high inflation rates will have an impact and will need to be covered through rents. There are several contracts which are uplifted annually in line with inflationary indices, this includes the repairs and maintenance contracts and PFI Contracts. The business plan does assume an inflationary uplift, but there is also an assumed inflationary uplift to the tenants' rents and based on current forecasts this could be c11% for 2023/24. Mindful of members discussions around the 4.1% uplift in 2022/23, and the current Government consultation on whether any rent increases should be subject to a maximum cap for 2023/24 work is currently being undertaken to identify what the minimum rent increase would be to cover increased costs and ensure a sustainable HRA.

Looking forward there is likely to be additional asks of the HRA in respect of ensuring compliance with the Social Housing Bill and the Social Housing regulator, this will include building safety and decent homes 2. The impact is yet to be determined but it will require increased investment in the social housing stock.

Any surplus/deficit in year has to be transferred to/from the HRA reserve. At year end, it is forecast that £13.571m will be transferred from reserves at year end, leaving £64.481m in the HRA General Reserve at the end of the year.

Growth and Development – £0.631m Overspend

Growth & Development	Annual Budget £000	Projected Outturn £000	Variance from budget £000	Movement from last report £000
Investment Estate	(12,856)	(12,176)	680	587
Growth & Development	160	160	0	0
City Centre Regeneration	1,041	1,077	36	36

Housing & Residential Growth	1,167	1,157	(10)	83
Planning, Building Control & Licensing	(674)	(749)	(75)	(75)
Work & Skills	1,894	1,894	0	0
Total Growth & Development	(9,268)	(8,637)	631	631

Growth and Development - Financial Headlines

Overview of main variances – £0.631m Overspend

Growth & Development is forecasting a net overspend of £631k, and the main variances are as follows: -

- **Investment Estate - overspend of £0.680m**
 - The biggest issue to date is a reduction in expected income from Manchester Central for 2022-23 based on their latest forecasts – this amounts to £0.764m.
 - Manchester Airport £180k - a reduction in turnover rent (turnover based on previous years)
 - The Arndale £118k - levels of income from retail units remain at relatively low levels in comparison to previous years
 - Wythenshawe Town Centre – Shopping Centre £154k - forecast income is still below budget – the purchase of the property in the near future should resolve the level of income to be received for previous years, and the likely income in future years
 - Barclays Computer Centre £142k - there is no income forecast at present – options are being considered in light of the purchase of the Town Centre Shopping Centre (above).
 - Increased need for bad debt provision, estimated at c£0.6m - rent reviews and the ongoing impact of the pandemic are impacting on the forecast level of bad debt that will be required
 - These are offset by staffing savings of £380k, and additional income from across the estate (including Industrial sites, Let land, Shops and Car Parks) of c£0.9m, largely following a series of rent reviews.
- **City Centre Regeneration – overspend of £36k** - staffing related
- **Housing & Residential Growth – underspend £10k** - Savings on staffing costs are offset by additional land registry fees and professional fees relating to the Moston Commercial review.
- **Planning, Licensing and Building Control – underspend £75k** - Planning income is currently below target, but staffing underspends mean that the forecast drawdown from the Planning reserve is £156k (budget £326k). There is a forecast underspend of £75k due to staffing savings in Building Control and the Planning and Infrastructure teams.
- **Manchester Adult Education Service (MAES) – breakeven** - The current forecast is that £190k will be required from the reserve, but this is subject to confirmation as to the level of Talk English funding.
- **MCDA (Manchester Creative Digital Assets) – breakeven** - The service was given a budget of £250k for 2021/22 to offset the income reduction because of the pandemic, this has been removed for 2022-23. MCDA have indicated that they will require further support for 2022-23, the level isn't known at this stage. Any further support would be subject to appropriate due diligence and the necessary approvals.

Corporate Core – £50k underspend

Chief Executives	Annual Budget £000	Outturn £000	Variance £000	Movement since last report £000
Coroners and Registrars	2,253	1977	(276)	(172)
Elections	1,482	1,482	0	0
Legal Services	9,684	9,414	(270)	0
Communications	3,233	3,213	(20)	0
Executive	955	955	0	0
Legal, Comms, Democratic Statutory Sub Total	17,607	17,041	(566)	(172)
Policy, Performance and Reform	14,173	14,173	0	(80)
Corporate Items	1,215	1,245	30	0
Chief Executives Total	32,995	32,459	(536)	(252)

Corporate Services	Annual Budget £000	Outturn £000	Variance £000	Movement since last report 000's
Finance, Procurement, Commercial Gov.	7,806	7,681	(125)	(40)
Customer Services and Transactions	20,010	19,828	(182)	(152)
ICT (Information & Communication Technology)	14,921	15,258	337	249
Human Resources & OD (Organisational Development)	4,239	4,239	0	0
Audit, Risk and Resilience	1,384	1,354	(30)	0
Capital Progs, Operational Property, Facilities	15,665	16,151	486	145
Corporate Services Total	64,025	64,511	486	202
Total Corporate Core	97,020	96,970	(50)	(50)

Corporate Core - Financial Headline

Corporate Core £50k underspend and the key variances are: -

- Coroners and Registrars £276k underspend due to additional income of £200k, mainly in relation to increased numbers of weddings and citizenship ceremonies, and an £76k underspend on legal costs within Coroners.
- Legal Services £270k net underspend, mainly due to £470k underspends on employee budgets as the service has faced challenges recruiting to vacancies partly offset by reduced external income due to a reduced level of service provision to Salford Council. It also includes a forecast £1m overspend in relation to

children's services which is being funded by a transfer from reserves in 2022/23 as approved by Executive on the 22 July 2022. The service has developed a plan around a recruitment drive to reduce external costs to mitigate this going forward.

- Policy, Performance and Reform - there is reduced income on project activity £183k as there has been a loss of European funding and access to other funding does not cover staffing costs at 100%. This is offset by employee underspends of £183k due to vacancies.
- Finance, Procurement and Commercial Governance £125k underspend on employee budgets due to vacancies.
- Customer Services and Transactions £182k underspend due to and staffing underspend of £30k and from additional income from clamping vehicles across the city which are illegally parked £152k. This income does not fall under the Traffic Management Regulation Act and is therefore un-ringfenced income.
- ICT - £337k overspend due to additional security contracts, in light of the heightened cyber security risks and increased technical resources due to the increased requirements for support from the desktop and helpdesk services.
- Capital Programmes - £486k overspend due to, part year increased security costs for Wythenshawe Hall £141k, increased rates £54k, increased metered water charges £100k delayed Operational Property savings £240k, security and other costs across the estate £69k, running costs in Facilities Management £92k partly offset by £160k underspend on employee budgets in Facilities Management and £50k increased income in capital programmes.

Future risks /opportunities

Increased license costs of Microsoft Endpoint Licenses – to be funded through contingency in 2022/23, considered as part of the budget process for 23/24 onwards.

Directorate Savings Achievement - £4.447m medium risk

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	Savings Target 2022/23					
	Gross Revenue Savings	Use of Reserve	Net Revenue Savings	Low Risk (delivered or expected to be delivered)	Medium Risk (delivery risk or mitigated)	High Risk (undelivered resulting in overspend)
	£000	£000	£000	£000	£000	£000
Children's Services	292	0	292	292	0	0
Adults and Social Care	9,386	(5,500)	3,886	560	3,326	0
Neighbourhoods	829	0	829	604	225	0
Homelessness	117	0	117	117	0	0
Growth and Development	59	0	59	59	0	0
Corporate Core	2,654	0	2,654	1,533	1,121	0
Total Budget Savings	13,337	(5,500)	7,837	3,165	4,672	0

Savings - Headlines

£7.837m approved savings, £4.672m (60%) are considered medium risk as follows:

- Adults - £9.386m gross savings. The detailed BOBL financial plan is operational, and the service are working to deliver the savings and cost reductions. Recurrent mitigation has been identified in-year from higher than budgeted income from means tested client contributions to care costs and this will address

any shortfall from BOBL in year. In addition, the reported position allows for £5.5m reserves drawdown to smooth achievement of BOBL savings in line with the 2022/23 financial plan. ASC also has a further £0.7m of Directorate savings but expectation is now limited that it can be delivered as part of the BOBL programme in 2022/23 and as such is not built into the outturn forecast.

- Corporate Core - £1.121m. ICT £300k which has been mitigated this year across supplies and services. These will be delivered in 2023/24 as part of the printer and telephony rationalisation. Operational Property £0.821m mitigated this year through an approved draw down from the reserve. The operational property savings are time limited and 2023/24 is the final year before the savings come out in 2024/25 following the reopening of the Town Hall. A plan is being developed to ensure the delivery of the savings in 2023/2024
- Neighbourhoods - £225k Piccadilly Gardens advertising target will not be achieved as planned. This has been mitigated on an ongoing basis by additional advertising income

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Appendix 2 - Proposed 2022/23 budget changes for consideration by Executive

The revised budget reflects the following adjustments which are subject to approval by Executive.

Grants

Since the 2022/23 budget was approved there have been additional non COVID-19 grant notifications which are now reflected in the revised budget as follows:

- Homelessness - £7.9m funding has been awarded to provide support to Afghan Families in Bridging Hotels in the City
- Children's Services - Youth Justice Grant - £1.418m. The grant for 2022/23 has been increased to help Youth Justice Services (YJSs) support children without them having to be cautioned or sentenced to receive help, to address the multiple complex needs young people have if sentenced and to reflect the ongoing effects of the pandemic.
- Neighbourhood Services - Levelling Up Parks Fund of £85k has been awarded to create new or significantly refurbish green spaces in urban areas. Of this £47.5k will be applied to the capital budget for the delivery of the project and the remaining £37.5k to the revenue budget to support preparation, creation and maintenance of urban parks and fund tree planting and related costs. This aim to deliver increased access to quality green spaces, tree planting and pride in local places, working towards Green Flag Award status upon completion.
- Adult Social Care – Fairer charging reform implementation support grant - £98.6k. Following Government's announcement in September 2021 to introduce a lifetime personal contribution cap of £86k towards personal care and extend the means test, this grant provides support to authorities in funding implementation of the adult social care charging reform. The grant covers the planning and preparation costs associated with charging reform to recruit additional staff to manage the increased demand for assessments and the implementation of the care account module. This is a non-ringfenced contribution towards local authorities to implement charging reform.

Other budget changes for approval

The following requests for release of funds approved in budget and held corporately but not yet allocated to departmental cash limit have been made:

- Growth and Development - £250k for the Digital Cities programme. As set out in the Revenue Budget 2022/23 report on 16 February 2022, this budget allocation supports the ambition of being a Smart City by 2025. This will enable development of a strategy to harness the opportunities that digital technology presents and is a key enabler to delivering the carbon agenda. Plans are now in place and the budget transfer needs to be actioned.

Reserves

There is a request for use of reserves over and above that agreed as part of the approved 2022/23 budget:

- Homelessness reserve- £1.493m ringfenced homelessness grant was carried forward from 2021/22 and now required 2022/23 to support the following programmes: Project and Vaccinate, Community Accommodation, Rough Sleepers Accommodation, Rough Sleeper Initiative (protect), Ex-offender accommodation and the Private Rented Sector access fund.

Manchester City Council Report for Information

Report to:	Communities and Equalities Scrutiny Committee – 6 September 2022 and Executive – 14 September 2022
Subject:	Manchester Sport and Physical Activity Strategy Update and Proposed Refresh
Report of:	Strategic Director - Neighbourhoods

Summary

In May 2018, the Council adopted a ten-year Strategy for Sport and Physical Activity in Manchester and agreed revised operating arrangements to deliver it. In December 2019, a 12-month update report was provided to the Communities and Equalities Scrutiny Committee highlighting that the new arrangements with Manchester Active (MCRActive) and leisure contractors (GLL and SLM) had been formalised and that Manchester was making good progress in tackling inactivity. Since the Strategy was agreed in 2018, the following significant announcements have been made:

- In July 2019, Manchester declared a Climate Change Emergency in recognition that climate change is a serious risk to Manchester’s future.
- In March 2020, the World Health Organisation declared the Covid-19 outbreak a global pandemic, with the pandemic exposing and exacerbating the inequalities that already existed across the city.
- In 2021 several important strategies were updated, this included a refresh of the Our Manchester Strategy, alongside new strategies for Sport England (Uniting the Movement), UK Sport (Powering Success, Inspiring Impact) and Greater Sport (Greater Manchester Moving). These strategies advocate new ways of working to tackle the priorities for the sector.
- Rising inflation and cost-of-living crisis resulting in more residents facing financial hardship.

This report highlights the progress that has been made to date in delivering Manchester’s Sport and Physical Strategy and the amendments that are proposed to ensure the city remains on target to deliver a sustained increase in participation levels and how the City builds back fairer from the impacts of the virus. Whilst the approach is not a radical shift from the existing strategic direction, it is important to ensure that Manchester’s strategy remains aligned, not least as it helps all partners to come together behind a consistent and united focus. At a more operational level, this process is important to ensure there is a clear alignment between the work that is taking place and the ease of reporting this back within the strategy framework.

Recommendations

- (1) The Communities and Equalities Scrutiny Committee is recommended to: -

- Consider and note the progress made since the implementation of the Sport and Physical Activity Strategy in 2018; and
- Endorse the recommendation to the Executive to approve the refresh of the Strategy.

(2) The Executive is recommended to approve the refresh of the Strategy.

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 inclusion of the new Theme 8, 'Contributing to a Zero Carbon City' directly contributes to this theme. MCRactive will continue to work with partners to support Manchester in accelerating its efforts to encourage all residents, businesses, and other stakeholders to take action on climate change.

Equality, Diversity, and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

As part of the refresh of the Strategy, MCRactive has added the following to ensure we instill EDI within our work practices: Champion an unrelenting emphasis on diversity, inclusion, skills, and behaviours, to open up and increase volunteering and employment opportunities for people from a broader range of backgrounds and experiences.

MCRactive continues to ensure a broad appeal of sport and physical activity and to recognise and overcome barriers to participation.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities.	The Sport and Physical Activity sector is a key economic driver within the City not only as an employer, but also in attracting inward investment to underpin a wide range of key sectors in the City.
A highly skilled city: world class and home-grown talent sustaining the city's economic success.	The Sport and Physical Activity sector provides significant opportunities for training, development, apprenticeship programmes and volunteering. This contributes meaningfully to employment within the Manchester economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities.	MCRactive is at the core of neighbourhoods and creates significant opportunities for all communities within the city to engage actively and energetically.

A connected city: world class infrastructure and connectivity to drive growth.	The Sport and Physical Activity sector has over the last twenty years already invested significantly in new assets that have helped drive the City's growth agenda.
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Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no specific or additional revenue consequences arising from the adoption of the refreshed Strategy.

Financial Consequences – Capital

There are no specific or additional capital consequences arising from the adoption of the refreshed Strategy.

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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 Scrutiny – Sport and Physical Activity Strategy, 5th December 2019.
- Executive Report – Leisure Arrangements, 30th May 2018, Item 7.
- Executive Report – Leisure Arrangements, 7th March 2018, Item 14.
- Communities and Equalities Scrutiny Committee - Sport and Physical Activity Strategy, 5th December 2019, Item 53.
- Communities and Equalities Scrutiny Committee – Climate Change: Leisure Estate, 11th January 2022, Item 5.

1.0 Introduction

1.1 A review of the arrangements for sport and leisure across Manchester was completed in 2017. In May 2018, the Council's Executive approved the delivery of key workstreams in response to the review, these are summarised below:

- Approval of the adoption of the vision, strategic themes, and actions to deliver Manchester's Ten-Year Sport and Physical Activity Strategy, following extensive consultation engaging over 2,250 people.
- Agreement to the governance arrangements and establishment of a new vehicle responsible for implementing the strategy: MCRactive – a not-for-profit organisation established and overseen by Manchester City Council.
- Approval of new leisure service delivery contract arrangements: Lot 1 – Elite and Community facilities (operated by GLL) and Lot 2 – Wythenshawe Forum Leisure and Facilities Management (operated by SLM).

1.2 The Sport and Physical Activity Strategy adopted in 2018 set out a commitment to establish a single system for sport and physical activity with the dual aim of a) strengthening the whole sport and physical activity sector to realise the ambition of making Manchester a more active city, and b) reinforcing Manchester's reputation as a global city of sport. The strategy set out seven strategic themes to realise the aims, as follows:

No.	Theme
1.	Tackling Inactivity - Encourage residents who are currently inactive to become regularly active.
2.	Young People - Helping young people enjoy being active, healthy and reach their potential.
3.	Adult Participation - Sustain and increase adult participation in sport and physical activity.
4.	World Class Sport - The home of world-class sport that inspires people.
5.	Creating Great Places - Creating great places to be active.
6.	Communicate and Engage – Improve communication and engagement with all residents.
7.	Workforce - A skilled, motivated, and valued workforce (employees and volunteers).

1.3 Since the Strategy was agreed in 2018, the following significant announcements have been made:

- In July 2019, Manchester declared a Climate Change Emergency in recognition that climate change is a serious risk to Manchester's future.
- In March 2020, the World Health Organisation declared the Covid-19 outbreak a global pandemic, with the pandemic exposing and exacerbating the inequalities that already existed across the city.

- In 2021, several important strategies were updated, this included a refresh of the Our Manchester Strategy, alongside new strategies for Sport England (Uniting the Movement), UK Sport (Powering Success, Inspiring Impact) and Greater Sport (Greater Manchester Moving). These strategies advocate new ways of working to tackle the priorities for the sector.
- Rising inflation and cost-of-living crisis resulting in more residents facing financial hardship.

1.4 In the context of the above, officers have been working with sport and health partners to review and refresh the strategic priorities / themes and determine how best to adapt and respond to the challenges faced by the sector. This report highlights the progress that has been made to date in delivering Manchester's Sport and Physical Strategy and the amendments that are proposed to ensure the City remains on target to deliver a sustained increase in participation levels and how partners build back fairer from the impacts of the virus.

2.0 Progress on Sport and Physical Activity Strategy

2.1 In summary, since the launch of the Manchester Sport and Physical Activity Strategy in the summer of 2019, there has been significant progress in the development and achievement of the seven strategic themes set out in section 1.3. Since the establishment of MCRactive, and despite the many challenges, officers have worked through the covid pandemic, attracted new world-class sporting events to the City, secured investment to deliver an unprecedented number of capital schemes, forged new relationships with health partners and created a one stop digital platform for residents to find activity across the City. The progress is set out in detail below.

2.2 Theme 1 - Tackling Inactivity

2.2.1 Over the last three years, significant progress has been made in partnering with the local health system, forging partnerships with the likes of MHCC, MLCO, GMMH and Buzz, to recognise the role of physical activity in tackling health challenges. Along with vital support secured from other key sport and health partners, over £2.8m was committed to undertake engagement pilots to change communities' relationship with physical activity, hosting non-traditional partnerships, through the Active Ageing, Winning Hearts and Minds and Local Pilot programmes, with a focus on addressing health inequalities in targeted neighbourhoods.

2.2.2 MCRactive have worked closely with partners across Greater Manchester where collaborative work has resulted in increased investment in walking and cycling and £1.5m investment into a Local Delivery Pilot as well as unified approaches to Public Service Reform. The GM Moving Plan (2017-2021) had an ambition to achieve 2 million moving by 2021 and 75% of the population 'active' by 2025. This Strategy was refreshed in 2021 following the impacts from the pandemic with a revised focus on achieving Active Lives for All, (2021 – 2031). With a call to action for everyone.

- 2.2.3 MCRActive has explored opportunities to create a pathway for Mancunians moving between any health system – be that advice, signposting, or referral – into physical activity. With a key focus on people living with health conditions, the ambition is to create an easy, simple patient journey, personalised and supported to increase their likelihood of being active and improve their health.
- 2.2.4 Community engagement programmes have been delivered, including ‘Heart and Soul Get Together’ Community Led Research Programme in Woodhouse Park, Game Changers programme with Active Communities Network (in Ancoats and Beswick, Clayton and Openshaw, Miles Platting and Newton Heath), Greening and Growing, Miles, and Manchester and Trafford Health Collaboration to create healthier neighbourhoods. It is recognised that low levels of physical activity are associated with poor outcomes including cardiovascular disease, diabetes, musculoskeletal health, cancer, poor mental health and well-being, the prevalence of which is higher in areas such as East Manchester.
- 2.2.5 Whilst good progress was being made in tackling inactivity prior to the pandemic, the impact of multiple lockdowns decimated sport and leisure participation in Manchester and had a disproportionate impact compared to some areas of the UK. In the year 2019/20 the Active Lives Survey revealed that adult participation had dropped by 6.5%, this compared less favourably to the national average of 1.9%. However, the reductions in Manchester were consistent with other comparable areas, who have high levels of deprivation and/or were impacted heavily by the restrictions.
- 2.2.6 During the height of the pandemic, MCRActive worked closely with existing partners to establish new relationships with instructors, and coaches across the City. The workforce facilitated ‘at home’ fitness resources through online activity, pushing remote provision into Manchester’s front rooms, gardens, and balconies to ensure residents did not become inactive. Since the lifting of restrictions, targeted inactivity initiatives such as free swimming for over 60’s have been reinstated with uptake now beyond the pre-pandemic levels (43,680 visits in 19/20, increasing to 52,887 visits in 21/22).
- 2.2.7 New approaches to engagement have been tested through numerous pilot initiatives such as Match Fit, which is a partnership between MCRActive, Manchester City Football Club (Manchester City FC), and Five Oaks Family Practice. Together the partners designed and delivered a programme aimed to test whether the involvement of a professional football club can help get inactive people active. The programme is supported by the Manchester Local Pilot, who have prioritised support for people aged 40-60 with or at risk of developing long-term health conditions and has taken a place-based approach to increase engagement with physical activity. The programme attracted the desired cohort with 50% of all participants interviewed did no activity at all prior to Match Fit, while 40% did very little. The target group had all been screened using the QRISK health check and identified as having a greater risk of heart disease, diabetes, kidney disease and stroke who are also undertaking insufficient physical activity. Whilst recruitment figures were lower than envisaged (94 compared to the 200 target) the ability to maintain

sustained engagement with the majority of this cohort has been outstanding, especially during the pandemic. 92.1% of participants took part in the adapted Match Fit delivery which occurred post-lock-down (68.2% regularly/weekly and a further 23.9% sometimes). The two most common engagement motivators were to 'look after mental wellbeing' and having a 'positive relationship with the instructor' both of which 30.7% of participants put as one of their top three reasons they kept participating. The evaluation of this project has informed design of further projects of engagement.

- 2.2.8 MCRactive have been working closely with the Council to ensure that physical activity features in Manchester's Building Back Fairer (Marmot) Framework. The Build Back Fairer project team have identified five 'kickstarter' projects that will contribute to tackling Manchester's Health Inequalities, with one of the five projects being 'Physical Activity'. The aim is to take the principles and learning from Sport England's Local Pilot and other successful initiatives, such as the Parkrun model, to help build capacity to create the appropriate opportunities for residents to move more, ensuring they are relevant and informed by residents and the communities that they live in.
- 2.2.9 The latest Active Lives Survey results were published in April 2022 and although it shows no statistically significant change (due to confidence levels on the data), the direction of travel seems positive and shows a very good recovery through 2021 from the pandemic. Whilst Manchester is still some way behind where it was pre-pandemic, the numbers of active residents are up by 2.4% (to 60.1%) and inactive residents are down by 3.1% (to 27%). Manchester is now only slightly behind the national average, which is remarkable given the impact of the pandemic in Manchester. However, there is still more to do, continuing the journey of increasing active lives and widening access to tackle under-representation.

2.3 Theme 2 – Young People

- 2.3.1 **Coaching & Instruction** – Whilst all coaching and instruction programmes for young people at council owned leisure centres were heavily impacted by the pandemic, they have recovered well with patronage now at its highest levels to date, ahead of pre-pandemic levels across the city. As at the end of 2021/22 financial year, there were 7,990 young people registered on swimming lessons and courses across the city. The growth of dry sports is slower than swimming with just over 600 participants on the programmes including Tennis, Basketball, Gymnastics, Squash and Athletics. Moving forward, GLL are working with developers to create a learn to programme for Cycling and Taekwondo. GLL have had some challenges with coaching recruitment that is preventing some level of growth of some dry courses however, work is underway to address this.
- 2.3.2 **Education Swimming** - 148 schools are now receiving their regular educational swimming programmes in leisure centres, 237 sessions a week have been delivered, supporting 10,989 pupils. Although, the return of education swimming is positive, it should be noted that national curriculum attainment for swimming at Key Stage 2 remains 5% below pre-pandemic

levels at 73% attainment. This is due to a number of factors including the impact of the multiple lockdowns, during which some schools did not swim and more pupils have swam this year, therefore achieving pre pandemic attainment is not directly comparable. Schools have been offered additional lessons and provided advice and support to reduce the impact on the affected pupils.

- 2.3.3 After an initial slow return due to a reduced offer, the Council's city-wide Free Swimming for the Under 17's programme has recovered well. Visitor numbers during school holiday periods and over weekend sessions are now higher than pre-pandemic levels (at 19,870 in 21/22). Whilst this is positive in part due to additional promotional activity, there is also an element of a better recording of data with the operator's booking system now in place.
- 2.3.4 Holiday activity provision has grown significantly since the lifting of restrictions, with a focus on providing support for children and families eligible for free school meals, with funding secured from the Department for Education, allowing the delivery of enriching and inclusive activities alongside a healthy meal. This year, MCRactive commissioned over 80 partners to deliver the scheme and provided activities to over 11,500 residents.
- 2.3.5 The 'Active Streets' programme has been restarted, bringing together a range of services including waste and recycling, street cleansing and sport, 'closing off' 14 different streets in 12 wards, with nearly 600 adults and children enjoying activities from snakes and ladders to table tennis and swing ball, leaving a lasting resource for continued delivery by residents. This programme of activity continues to grow as we evolve and strengthen the offer working alongside our partners.

2.4 Theme 3 - Adult Participation

- 2.4.1 Keeping adults active and healthy during the pandemic has been the main priority over the last two years. During the period of restrictions sport and leisure partners were encouraged to come together to repurpose provision. This resulted in:
- The Etihad Campus being established as the UK's largest DHSC COVID drive through testing centre and numerous localized PCR, lateral flow testing and surge testing centres.
 - Establishing one of the first mass vaccine centres in the UK at the Manchester Tennis and Football Centre and repurposing of two further facilities as local vaccine centres delivering over 450,000 vaccines and 12,000 overseas document checks since opening in January 2021.
 - Establishing a Rest, Relaxation and Exercise centre at the National Squash Centre which offered free use of facilities to frontline NHS and primary care staff. The centre had over 7,000 visits from NHS & Key workers across Manchester.
- 2.4.1 As set out in section 2.2.9, with the lifting of restrictions regular adult participation in sport and physical activity has now recovered partially to

60.1%, this is still 3% behind pre-pandemic levels. The recovery was assisted by the implementation of COVID-19 secure leisure operational measures that have enabled athletes, schools and the members of the public to access facilities when restrictions have permitted and offered free on-line classes, health and well-being tips, home activities and updates on government plans to various exercise restrictions throughout lockdowns to encourage residents to remain physically and mentally active.

2.4.2 The first wave of the pandemic thrust urban parks into the public spotlight in which residents were permitted to use parks for exercise. To maintain mental and physical health during periods of lockdown and quarantine, residents often engaged in outdoor, physically distanced activities such as visits to parks and green spaces. The importance of Manchester parks as natural spaces was especially noticeable during the lockdown in particular with increased walking, running and cycling. Parks Tennis was one of the first sports that was permitted to return under government and NGB guidelines. Using the new online booking system for Alexandra, Chorlton, Fletcher Moss, Fog Lane, Platt Fields, and Wythenshawe Parks, the Council recorded an increase from 5,906 court bookings from May to September 2019 to 15,241 court bookings for the same period of 2020, an increase of over 258%.

2.4.3 Manchester hosts seven free weekly park runs which take place across five Manchester Parks. These are:

- Alexandra Park Run
- Fletcher Moss Park Run
- Heaton Park Parkrun
- South Manchester Park Run
- Wythenshawe Park run
- Alexandra Park Junior Park run
- South Manchester Junior Park run

Park runs were one of the last sporting activities to return following the lifting of the restrictions initially with Adult Park Runs restarting from May 2021 and Juniors returning from July 2021. Since Park runs have returned the Manchester Park runs have seen over 80,000 attendees across them (up to July 2022) with 74,383 attendees across the adult runs and 5,646 across the junior runs. Work to extend the Parkrun offer has started with a new park run expected to go live at Clayton Vale in Autumn/Winter 2022.

2.4.4 MCRactive worked extensively to insulate sport clubs from the impact of the pandemic by redirecting resources to support sport and community clubs and organisations with financial hardship. This contributed to securing government grants and charity funds of circa £600k, which benefited over 70 groups. MCRactive also supported sports and community clubs with training and advice on how to adapt to deliver their sport with new modified rules and adapting delivery in COVID secure settings.

2.4.5 Leisure centre usage does appear to be recovering well which is positive for Manchester residents. Overall leisure centre patronage for 2021/22 financial

year across the city was 2,535,882 compared to pre-pandemic patronage of 3,226,652 for 2019/20, which is 78.6% recovery - the national average was 68.1% 2021/22. Recovery has continued positively in to 2022, with memberships at East Manchester and Whalley Range now fully recovered with nearly all other centres hitting the 96% mark (vs. 2019).

2.4.6 The Council's leisure operators are continuing to be supported to engage with residents to widen access and ensure there is adequate provision for protected characteristic groups. It is important to ensure that targeted programmes continue and are constantly reviewed, to meet the needs of all residents. Current performance is as follows:

- Women & Girls - Across leisure centres there is positive membership balance with around 51% female and 49% male, however the overall usage by women is lower (39%) than male users (61%).
- Age – The number of users under 16 is higher than the population data for the city which shows there are varied opportunities for young people to participate in activity. Although usage is up on pre- pandemic figures for Over 60's this group is still under-represented
- BAME – Following a City wide equalities impact assessment, completed in June 2022, data showed that leisure centres usage from Black, Asian, and other Minority Ethnic backgrounds currently make up a combined membership of 42.2% of the overall membership. This is significant progress and reflects positively the cultural diversity of the Manchester's population.
- Disability - Around 3% of leisure centre members have declared that they have a disability. Whilst there are issues with under-reporting, the data does highlight that there is still more work to be done to include all residents.

2.5 Theme 4 - World Class Sport

2.5.1 Positive progress continues to be made in cementing Manchester as a world class city for sport. The creation of the new 'House of Sport' is currently underway, due to launch in January 2023 and has already seen the relocation of the Rugby Football League headquarters to Manchester. The City is now home to 14 National Governing Bodies and Sport Federations, hosting national and regional performance centres that have strategic importance for the development of sport in the City. Athletes made and trained in Manchester are now dominating in national and international sport, including Athletics, Basketball, Cycling, Squash and Taekwondo. Each venue is open to the public to participate in a wide menu of sport and physical activity. Bringing local communities into iconic spaces enabling them to try different sports and inspires the next generation of home-grown Manchester talent.

2.5.2 In 2021, Manchester was announced as the leading city in the UK for cycling, ahead of Bristol, London, Newcastle, and Cardiff. Such an accolade underlines why Manchester is worthy of our reputation as a City that prioritises sport and physical activity and continues to lay claim as one of the great sporting cities in the world.

- 2.5.3 Prior to the pandemic and for the first time in 15-years, the Tour of Britain raced through the heart of Manchester. The success of the Tour of Britain demonstrated the strength of collaboration with partners - bringing all ten GM boroughs together to host a major sporting event for the first time.
- 2.5.4 During the height of the pandemic Manchester led the way on the delivery of several high profile COVID certified events. Ahead of the Tokyo Olympic Games, Manchester welcomed several international events (without spectators). Highlights included the Manchester Open International Swim Meet, the British Swimming Championships and for the second year running, the Para Powerlifting World Cup in March at Wythenshawe Forum. In addition, Manchester Thunder led the return of competitive Netball with the 'Netball Rises' tournament at Belle Vue Sports Village and British Cycling held competitive racing within the Velodrome. For every event, the planning and preparation involved was extensive, yet the rewards are plentiful, as witnessed at the Tokyo Games. Team GB once again defied the odds with their fantastic gold medal return, with the Northwest claiming half of those.
- 2.5.5 From an events perspective, Manchester's reputation as a world class sports city continues to be strengthened. Manchester venues are showcasing the very best events in track cycling, football, BMX, squash, speedway, taekwondo, athletics, tennis, and basketball amongst many more.
- 2.5.6 The globally renowned Great Manchester Run continues to see over 27,000 runners participate each year bringing the City Centre to life with runners, their families and supporters.
- 2.5.7 Alongside the Children's Laureate Cressida Cowell, the National Cycling Centre welcomed Dermot O'Leary to host World Book Day - the event saw over 1,000+ local children from 15 different schools attend.
- 2.5.8 MCRactive has played a critical part in the preparation of the 2022 Women's Euro Football tournament working with the Manchester based stadiums, fan zone creation and activation, alongside an extensive Legacy Programme, where the group secured investment of £100k+ to drive the women and girls' game. Success's included investment into a Women's Recreational Officer role, 9 female specific play centres established in Manchester (walking football flexi league and refugee specific), 8 new recreational teams established, a new summer league established, a Manchester Women's Flexy League established with 20 + teams registered, a placement programme to support the Women's Euros Legacy project was established with 8 HE students completing (one of which has secured full time employment with the Manchester FA), Female specific coaching & refereeing course established, a Football Festival delivered with over 500 women & girls participating. The unprecedented success of the Lionesses' will be a turning point in girls' football and MCRactive will continue to work to maximise the legacy of this fantastic achievement with local clubs creating a talent pathway to professional football.

2.6 Theme 5 - Creating Great Places

2.6.1 Since the Sport and Physical Activity Strategy was launched in 2018 over twenty capital projects have either been delivered or are in progress to create great places for residents to be active. Once this phase of investment has been completed, in the first five years of the strategy residents will have benefited from over £115m worth of capital improvements. This is a consequence of the unique partnership between Manchester City Council, Sport England, National, Governing Bodies of Sport and leisure providers. The projects include:

- Active Lifestyle Centre Pitch Programme (cost £0.198m, completed 2019),
- North City Gym Improvement (cost £0.515m, completed in 2019),
- Projects Skate Park (cost £0.79m, completed in 2019),
- Debdale Sports Centre Refurbishment (cost £0.084m, completed in 2020),
- Debdale Bowling Club Refurbishment (cost £0.056m, completed in 2020),
- Regional Athletics Refurbishment (cost £0.499m, completed in 2020),
- Whalley Range Sports Centre (cost £0.465m, completed in 2021),
- Ghyll Head Outdoor Centre (cost £1.277m, completed in 2021),
- House of Sport (cost c£6.8m, completion in 2022),
- Ladybarn Park Playzone (cost c£0.25m, completion in 2022),
- Manchester Institute Wind Tunnel (cost c£0.72m, completion in 2022),
- Tennis Court Refurbishment Programmes (cost c£0.550k, completed in 2022),
- Scotland Hall Road Playzone (cost c£0.25m, completion in 2022),
- Wythenshawe Park Cycle Trails (cost c£1.88m, completion in 2022),
- Outdoor Cricket Wickets (cost £0.25m, completed in 2022),
- Abraham Moss Library & Leisure Centre (cost c£26m, completion in 2023),
- Hough End Playing Fields (cost c£11.9m, completion in 2023),
- Manchester Aquatics Centre (cost c£31m, completion in 2024),
- National Cycling Centre (cost c£26m, completion in 2023),
- Our League Life Rugby League (cost c£6.1m, completion in 2023),

2.6.2 Cricket - As part of the legacy of the 2019 Cricket World Cup, the England and Wales Cricket Board (ECB) invested £200k into Manchester parks and playing fields installing 17 Non-Turf Cricket Wickets into fourteen parks and playing fields. From Heaton Park in the north to Wythenshawe Park in the south, these wickets are ready for play whether its competitive team matches, casual friends and or families use. Artificial wickets extend the period of use you can continue to play and train well beyond the traditional summer season. In addition, £350k has been secured to construct Greater Manchester first ECB accredited indoor cricket hall as part of the Abraham Moss Leisure Centre scheme.

2.6.3 Tennis – A total of 23 parks in Manchester have tennis courts that research by the LTA (the UK's Tennis governing body) has shown are in areas of very high unmet demand. Currently five parks with tennis courts are considered to be in good condition with the remaining eighteen in need of refurbishment. An

investment proposal to create a citywide quality parks tennis network seeks to initially focus on two 4 court footprint sites and seven 2 court footprint sites to be improved. The remaining sites are then single court facilities which will aim to be upgraded in the next five years through a sinking fund generated by a sustainable operating model.

Wythenshawe Park, Alexandra Park and Fletcher Moss Gardens were upgraded between 2013 – 2017 with £650k combined investment from Manchester City Council and LTA Whole Sport Plan funding. Chorlton Park was refreshed with the brand 'Fred Perry' funding a makeover in 2019. In 2021, a further £300k of section 106 funds was invested into Debdale Park and Greenbank Park.

2.7 Theme 6 - Communicate and Engage

- 2.7.1 Following engagement with residents in 2018, the strategy set out a commitment to establish a one stop shop for all information on sport and physical activity in Manchester. This has led to the development of a digital and data project securing over £550k of investment to transform the way the leisure industry communicates activities in Manchester. The aim is to create a place that provides opportunities, in a single digital location, to access and find inspiration on where to experience sport and physical activity. Following the launch of the new MCRactive.com website in 2021, the platform has undergone notable change and enhancement over the last year, with the number of local providers signing up to our Providers Portal more than doubling, and a new streamlined 'Activity Finder' that sits at the heart of the search platform has been introduced. With further developments planned to extend the offer to become a bookings platform in 2023, day to day focus continues to encourage more activity providers to join.
- 2.7.2 Within less than a week of the first national lockdown MCRactive digitally mobilised a revised communications approach and significantly increased social media presence and engagement. A Be Active at Home campaign was launched the following month resulting in an initial 20% uplift in engagement. Along with the wider sector, MCRactive accomplished the unique provision for sport, health and physical activity by offering a mix of diverse and engaging choice to suit all residents within the city and the challenges presented, finding new ways to offer support through online activity pushing remote provision into Manchester's front rooms, gardens and balconies.
- 2.7.3 MCRactive worked closely with existing partners whilst also establishing new relationships with key partners, instructors and coaches across the city to ramp up 'at home' fitness resources. In response to leisure centres and grassroot sports having to close their doors, providers offered free on-demand and live streamed events into Manchester's homes, and shared regular key updates across our established e-letters and channels targeting residents, clubs and health networks.
- 2.7.4 As lockdown and restrictions continued to change, MCRactive tailored communications messaging to properly reflect this position, through the 'We're

Here' campaign offering assurance and guidance, followed by 'We're Back' campaign offering advice on the 'what and how' to support and encourage residents to proactively manage both their return to sport and physical activity as well as their wellbeing and 'at home'.

2.7.5 Whilst the communications proposition is much improved, further work is planned over the next 12 months to further integrate websites / applications and functionality between MCRactive and the various sport and leisure providers. This will ensure the customer journey from activity search through to booking and payment online will be much simpler and more streamlined.

2.8 Theme 7 - Workforce

2.8.1 As with many sectors, sport and physical activity providers have been impacted by workforce shortages, most notably roles such as lifeguards, cleaners, stewards and instructors have been a real challenge to recruit to. This has exacerbated challenges such as recruiting female lifeguards to undertake women only sessions. Manchester's Providers are widening their recruitment reach to create opportunities for residents, including the GLL Employability Programmes that includes working with the following partners:

- Bridge College – providing work placements for autistic students (initially two),
- Princes Trust Leisure Programme – offering two weeks leisure training for young people with the potential offer of employment at end,
- Key4Life Partnership – developing a partnership to offer ex-offenders training opportunities (goes live November 2022),
- Funded Courses to support clubs and residents into employment – eighteen club members completed first aid training and four residents achieved Pool Lifeguard qualifications this quarter (Q1 2022) alone.

2.8.2 Prior to the pandemic, MCRactive ran Sports Leaders initiatives at both Level 1 and 2, this programme was delivered by the Active Communities Network (a sport for development) charity that uses sport as a pathway into education, training and employment and resulted in the upskilling of sixty-four 16 to 18 year-old young people giving them the necessary skills to work as Volunteers within their local clubs. The restrictions led to the suspension of this programme, however within the last 12 months this programme has been modified so that it provides opportunities for Young People to obtain casual coach employment within Manchester's Holiday Activity fund programme. To date within the last eighteen months, we have upskilled 94 young people from across Manchester. Within the last two years there has been a significant increase in the number of courses being made available for coaches and volunteers in the Voluntary Sports Sector. A year-round calendar is now available which includes Mental Health First Aid, Safeguarding and First Aid. Nineteen of these courses have been delivered within the last eighteen months with over 230 attendees.

2.8.3 Coach Education courses were suspended during the early phases of the pandemic. Many of the sports bodies adapted and tailored their courses

throughout 2020 and switched where appropriate, to online teaching. Some of this work has been highly beneficial and has been retained in part by some organisations since the restrictions have lifted. All face-to-face Coach Education courses are now back up and running throughout Manchester's leisure facilities and sports clubs.

3.0 Refresh of the Sport and Physical Activity Strategy to 2028

- 3.1 Manchester's Sport and Physical Activity Strategy 2019–2028 set out the long-term vision for the future of sport and leisure following extensive consultation. It detailed the priorities that the whole city - public, private, voluntary and community organisations and they should work together with residents to establish Manchester in the top-flight of world class sporting cities, creating active lives for all, helping to transform their well-being. Over the first four years of the Strategy, as outlined in section 2, Manchester has made significant progress. However, some challenges remain, and the COVID-19 pandemic has put Manchester in a very different place. So, part way through the Strategy, it is proposed some of the priorities and actions are refreshed for the next six years to 2028. In doing so, it is proposed that organisations continue to respond to the outcomes from the consultation in 2017 on the priorities that are important to residents, but also to make sure the city responds to the changes in the landscape arising from the declaration of the Climate Change Emergency, the impact of the Covid-19 outbreak, which exposed and exacerbate the inequalities that already existed across the city, the changing strategic priorities locally and nationally and rising inflation/ cost of living crisis.
- 3.2 Throughout the summer of 2020, the Council asked what Manchester's priorities should be as part of the Our Manchester Strategy reset; over 3,800 people responded with their views, and their priorities, along with those who were previously consulted on the Sport and Physical Activity Strategy, are at the heart of the proposals. This refresh has been overseen by MCRactive – a partnership of stakeholders from across Health, Sport England, National Governing Bodies and the City Council who oversaw the creation of the original Strategy and have been monitoring its implementation ever since. The proposed changes are set out in Appendix 1 and are summarised below.
- 3.3 **Climate Change** - In response to the declaration of the Climate Change Emergency, a new Theme 8, 'Contributing to a Zero Carbon City' is being proposed.
- 3.3.1 Under this theme it is proposed that three new 'we wills'/ actions are added, all of which reflect the work that has been happening in recent years but wasn't sufficiently emphasised within the existing strategy or as in the case of 'Active Travel', sits across a number of themes. The new proposed 'we wills' are:
- to decarbonise the council owned sport and leisure facilities,
 - to Influence, educate and advocate other sporting bodies connected to Manchester helping them to rise to the challenge of climate change; and

- to embed good active design principles and best practice into policy, practice, and governance.
- 3.3.2 Progress to date on decarbonisation of the Leisure Estate - £20.6million has been invested into eleven leisure centres through the Public Sector Decarbonisation Scheme through capital borrowing. The scheme is estimated to save 2.675tonnes of CO2 per year across the estate and a further three centres are in flight and undergoing audits. A more detailed report describing the work that has been undertaken over the past 3 years to retrofit and improve the sustainability of the Councils leisure estate to deliver energy efficiency and carbon reduction was tabled at Communities and Equalities Scrutiny in January 2022.
- 3.3.3 Alignment with the Manchester Climate Change Partnership (MCCP) – The focus has been on facilities to date but is now including all areas of the business. By 2025, MCRactive will deliver action plans against MCCP’s objectives by focusing in five areas:
- Decarbonise the leisure estate.
 - Deliver efficient and effective products and services.
 - Influence and educate partners.
 - Create sustainable waste & recycling structure.
 - Create sustainable travel plans.
- 3.4 **Cost of Living** - With rising inflation and a cost-of-living crisis impacting disposable income, it is imperative now, more than ever that localised free or low-cost provision such as walking, jogging, running, cycling and park-based activities are prioritised. A key focus on the messaging around the importance of movement, sport and physical activity will be a priority. Sport and physical activity can’t be a ‘nice to have’ element of people’s lives. It was important enough during the pandemic to be recognised and providers need to seize that momentum. Moreover, establishing stronger partnerships with GP networks to make better direct connections from surgeries into community provision is needed to ensure the messaging around activity is consistent and more focused on health improvement.
- 3.5 **Move More** – in the context of challenges ahead, it is proposed that Theme 1 is redefined from “Encourage residents who are currently inactive to become regularly active” to “Encourage residents to move more”. The rationale behind this change is to ensure the sector recognises the importance of ensuring all residents who fall below recommended activity levels are supported, not just those who are regularly active or completely inactive. Increasing regular activity for all people falling short of the recommended levels will contribute to health improvements. Under this theme it is proposed that three ‘we wills’/ actions are refined as follows:
- Develop a range of affordable place-based approaches to tackle inactivity with residents and communities, particularly those with poor health.
 - Work with partners to improve, develop and prioritise the link between physical activity, sport and local health systems.

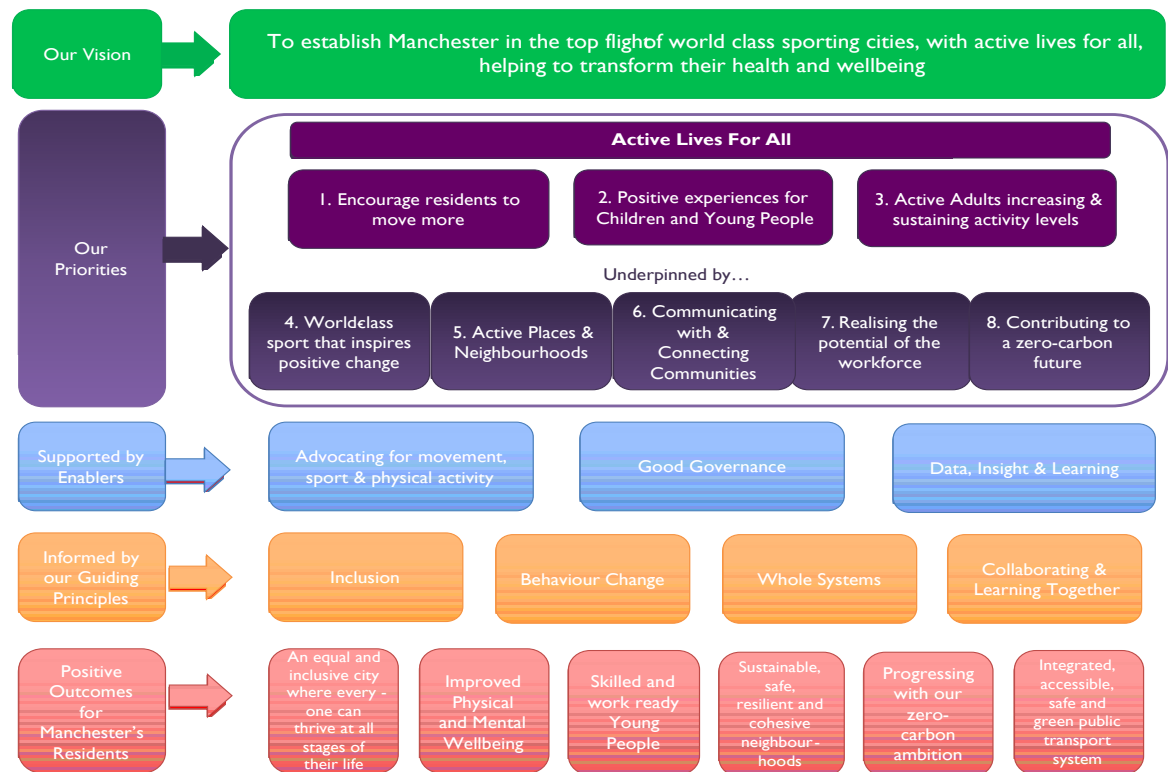
- Ensure the ways in which we encourage people to move more are inclusive providing opportunities and support for those who need new or different ways to take part, removing barriers and increasing access.

3.5 **World Class Sport** - the original 'We Will' was very broad, covering facilities, events, sporting headquarters and performance squads. It is now proposed to separate this commitment into two separate actions. As a result, a new 'We Will' now covers world class facilities and continuing to host major sports events, whilst another focusses on positioning Manchester as the home for GB Performance Squads.

3.6 **Workforce** - Recognising the need to have a more specific emphasis on equality, diversity, and inclusion in the workforce, the following 'We Will' has been proposed: "Champion an unrelenting emphasis on diversity, inclusion, skills, and behaviours, to open up and increase volunteering and employment opportunities for people from a broader range of backgrounds and experiences".

3.7 Alongside the more material changes, it is proposed that the titles of the strategic themes are reworded slightly for ease of presentation and relevance. The narrative descriptions of each theme have also been revised to ensure the language reflects the current and future strategic landscape. These amendments are designed to make it easier for partners to understand and engage. This was a specific objective for instance, with regards to engagement with the local health system.

3.8 Below is the updated proposed 'plan on a page' which provides a visual representation of the refreshed Strategy:



4.0 Conclusion and Next Steps

4.1 Since the Sport and Physical Activity Strategy was agreed in 2018 significant has been made in delivering the strategy, most notably in relation to investment into improved facilities, establishing physical activity interventions, attracting national organising and major events to Manchester and rebuilding from the impact of the global pandemic. The strategy refresh is timely in the context of the climate change emergency, building back fairer from the pandemic and responding to other strategies that have been refreshed during this unprecedented period.

4.2 The following next steps are proposed:

- Report presented to Communities and Equalities Scrutiny (6th September 2022).
- Decision to adopt at Executive (14th September 2022).
- Publication of Strategy (January 2023).
- 12-month review of progress (January 2024).

Appendix 1: Manchester Sport and Physical Activity Refresh.

Appendix 2: Manchester's Ten-Year Sport and Physical Activity Strategy 2019-2028.

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Appendix I: Manchester Sport and Physical Activity Strategy Refresh

Strategic Theme I

	Current	Proposed	Notes
Theme	Encourage residents who are currently inactive to become regularly active.	Encourage Residents to move more	This is a specific shared commitment from GM Moving (GMM) and succinctly captures the essence of supporting the least active to move more and addressing inequalities.
Narrative Description	This theme is about supporting a decrease in the percentage of people physically inactive, with a particular focus on underrepresented groups – for example, disabled residents, women and girls and older people. Manchester City Council, Manchester Active together with residents, local communities and partners will:	This theme is about improving sport and physical activity experience and opportunities, so they are inclusive, irrespective of gender, ethnicity, age, disability, or whether you live with a health condition. We will follow the established concept of “proportionate universalism” in the work that we do, balancing targeted and universal provision in a way that’s proportionate to the level of need and helping to ensure that we are tackling inequalities across the city. Manchester partners together with residents and local communities will:	Redrafted to highlight the focus on inclusion, proportionate universalism, and addressing inequalities. The language also draws on some of the commitments within Uniting the Movement (UTM) regarding ‘connecting with health and wellbeing’.
We Wills	I. Co-produce new community led initiatives with resident led groups and embed sport and physical activity as part of a place based integrated services approach in priority areas within the city	I. Develop a range of place-based approaches to tackle inactivity with residents and communities, particularly those with poor health.	The focus is on geography and areas of poor health. This continues to align to the work through the Sport England Local Pilot.

	Current	Proposed	Notes
	(people on low incomes and inactive people).		
	2. Place physical activity at the heart of health related initiatives such as social prescribing approaches across the city	2. Work with partners to improve, develop and prioritise the link between physical activity, sport and local health systems.	Rather than being too prescriptive to a single concept this has been broadened to focus more strategically on the link between the physical activity and sport and health systems. This aligns to the focus of Sport Englands Uniting The Movement Strategy which talks to: <ul style="list-style-type: none"> • ‘Support meaningful links between the sport and physical activity sector and health systems.’ • ‘Support local solutions, develop leaders who respond to local need and help bridge the gap between physical activity and sport and local health systems.’
	3. Ensure the sport and physical activity offer available is diverse, inclusive, affordable, accessible, and is tailored towards tackling the main barriers of participation (e.g. lack of time, lack of money, availability and timing of sessions) particularly amongst under- represented groups.	3. Ensure the ways in which we encourage people to move more are affordable and inclusive providing opportunities and support for those who need new or different ways to take part, removing barriers and increasing access.	The focus remains on ensuring the formal/informal offer and interventions are inclusive.

Strategic theme 2

	Current	Proposed	Notes
Theme	Helping young people enjoy being active and healthy, and reach their potential	Positive experiences for Children and Young People	This aligns to one of the 5 big issues in Sport England's Uniting The Movement Strategy. The slight reword is a more succinct way of saying the same thing.
Narrative Description	This theme is about supporting children and young people to have the best start in life (aged 0-18), to enjoy taking part in sport and physical activity and support their all-round wellbeing, to reduce childhood obesity, and to help provide the skills that will help them to reach their potential in life through sport and physical activity. Manchester City Council, Manchester Active together with residents, local communities and partners will:	This theme is about supporting children and young people to have the best start in life, to benefit from being active in a safe and positive environment and have equal chance to achieve their potential. Positive experiences at an early age help build the foundations for an active life. This will support their all-round wellbeing, help to reduce childhood obesity, and provide skills that will help them to reach their potential in life. Manchester partners together with residents and local communities will:	Minor tweaks to emphasise the importance of a positive experience.
We Wills	4. Embedding physical literacy into young people's lives (0-5s) through parental education, through Early Years settings, and through raising awareness and education for the Early Years workforce.	4. Embed physical literacy into young people's lives (0-5s) through parental education, through Early Years settings, and through raising awareness and education for the Early Years workforce.	No amends necessary.
	5. Tackle childhood obesity by helping all children in Manchester enjoy an hour of physical activity every day through a range of interventions.	5. Tackle childhood obesity by creating the conditions for all children in Manchester enjoy an hour of physical activity every day.	Whilst the outcome is broader than obesity the explicit reference remains as it is important to draw the link to other policy areas.

	Current	Proposed	Notes
			<p>The language ‘creating the conditions’ aligns to both UTM and GMM and is sufficiently broad to capture the many actions that would fit under this area recognising this includes policy level interventions right through to the physical provision on the ground.</p>
	<p>6. Create a connected and visible city based talent system ensuring those young people with talent are supported to reach their full potential in sport, either as a participant, volunteer or coach.</p>	<p>6. Create a connected and visible city-based talent system ensuring that young people have equal chance to achieve their potential in sport, either as a participant or member of the workforce.</p>	<p>Tweaked the language to talk more about equality of opportunity as talent might not shine through in the first place without opportunity.</p> <p>Have used ‘workforce’ over ‘coach’ as it captures a broader employability dimension.</p>

Strategic theme 3

	Current	Proposed	Notes
Theme	Sustain and increase adult participation in sport and physical activity.	Active Adults increasing and sustaining activity levels	Originally considered 'active adults' on its own but tagged on the increasing and sustaining part to make the distinction between the work covered in theme 1.
Narrative Description	This theme is about growing participation amongst adults and ensuring that those already participating in sport and physical activity remain doing so. Manchester City Council, Manchester Active together with residents and, local communities and partners will	This theme is about creating the conditions for adults moving in everyday life and helping those who are already active to sustain positive habits throughout their lives. It is about working with Manchester residents, families and communities, in all their diversity to enable everyone to live an active life. Manchester partners together with residents and local communities will:	Sustaining positive habits is the key emphasis recognising the different pressures at different stages of the life course on remaining active. The theme of families feels important in terms of being an area of strategic focus. It wasn't explicit in the document even though it cuts across a number of we will's.
We Wills	7. Support programmes and activities with mass appeal (e.g. Great Manchester Run), work with open data, embrace technology, and different partners who can open new opportunities, in order to help sport and physical activity become part of everyday life.	7. Support programmes and activities with mass appeal and reach . This includes working with open data, embracing technology, and different partners who can open new opportunities, to help sport and physical activity become part of everyday life.	Very minor tweaks. The emphasis remains on areas of mass appeal and reach.
	8. Develop a new suite of sports specific plans, which help to grow and sustain high quality sports clubs and results in additional resources leveraged.	8. Develop and implement sports specific development plans , which help to grow high quality, sustainable and inclusive sports clubs, addressing inequalities and supporting a whole population approach to moving more.	Clubs are clearly important but they need to <u>inclusive</u> , sustainable and aligned to the broader agenda. Acknowledge that there are cross overs with we will 5 which focusses on young people being active.

	Current	Proposed	Notes
	<p>9. Encourage self-sufficient physical activity habits by working to increase the amount of family friendly sessions and local, free / low cost, regular, volunteer led programmes and activities in local facilities such as parks and community venues.</p>	<p>9. Create the conditions for adults moving in everyday life and throughout their lives. We will design movement into everyday habits, routines, activities and spaces and enabling movement to become normal. We will understand the barriers at different life stages including supporting an active life in older age.</p>	<p>As written, we will 9 was very similar to 3 in that they were both focussing on the formal/informal offer. To avoid confusion it has needed to change quite a lot from the original focus. The reword is informed by GMM and tries to capture the essence of what 9 is about but in a broader way.</p> <p>The specific reference to older age is important as it links to an important strand of work in the city supporting aging well. It is also highlighted within GMM. There are some cross overs to We Will's 1 and 3 but given none of the We Wills were being explicit to any particular group the wording here has been broadened to capture this. We Will 4 makes reference to a particular age group in the context of young people. The alternative would have been to create a new We Will but it was decided against this because the work on active aging it happening, it is now just being drawn out more specifically.</p>

Strategic theme 4

	Current	Proposed	Notes
Theme	The home of world-class sport that inspires people	World-class sport that inspires positive change	Slight tweak in language re 'positive change'. This aligns to UK Sport' new Strategic Plan as one of its 3 strategic ambitions.
Narrative Description	This theme is about actively supporting high performance sporting success in the city, ensuring the maximum sporting, social and economic benefits in return. Manchester partners City Council, Manchester Active together with residents and , local communities and partners will	This theme is about actively supporting high performance sporting success in the city, ensuring the maximum sporting, social and economic benefits in return. This theme will use the power and platform of sport to contribute to a happier, prouder and more connected society. Manchester partners together with residents and local communities will:	Small tweaks in language to elaborate a little more on what that positive change can be.
We Wills	10. Position the Etihad Campus as a global leading sports and innovation zone that becomes home to an increasing number of sports organisations resulting in a global sporting knowledge capital and economic driver for continued regeneration in East Manchester and the City more generally	10. Position the Etihad Campus as a global leading sports and innovation zone that becomes home to an increasing number of sports organisations resulting in a global sporting knowledge capital and economic driver for continued regeneration in East Manchester and the City more generally.	No change needed. The Etihad Campus remains a key strategic priority for the city.
	11. Position Manchester to be known as a global sporting headquarters through improving our world class facilities, continuing to host major sports events, becoming the home of more GB / National Squads, supporting more	11. Position Manchester to be known as a global sporting city through improving our world class facilities and continuing to host major sports events which generate positive social and economic impacts for the city.	There was some potential overlap 10 as it was also talking of hosting sports organisations. This is therefore focussed in on facilities and events and the positive impacts they will have.

	Current	Proposed	Notes
	<p>performance sports clubs, and supporting world class coaching, which connects and creates opportunities for residents, contributing to the continued economic growth of the city.- Potentially look to split the we will up into two: 1 to focus on sporting head quarters and major events and 2: to focus on performance squads and teams and the inspirational role for our residents and performance clubs.</p>		
		<p>12. Position Manchester as the home of more GB / National Squads, supporting more performance sports clubs, and world class coaching, and creating opportunities for residents.</p>	<p>New 'we will' as suggested feedback. The original 11 was very broad and wordy so is now split into 2 separate statements.</p>

Strategic theme 5

	Current	Proposed	Notes
Theme	Creating great places to be active	Active Places and Neighbourhoods	Added <i>neighbourhoods</i> ' to be more explicit to the language and focus given to neighbourhood working in other strategic documents.
Narrative Description	This theme is about developing more active and sustainable environments and communities. Manchester City Council, Manchester Active together with residents and , local communities and partners will:	This theme is about developing more active and sustainable environments creating the opportunities for all residents to lead an active life. Manchester partners together with residents and local communities will:	
We Wills	12. Continue to invest significant resources to develop and sustain a world class facilities infrastructure over the next 10 years as identified within the suite of facility strategies for indoor and outdoor facilities	13. Continue to invest significant resources to sustain, develop and enhance the facility asset base over the next 10 years. This includes the provision of multi-sport hub sites and new active environments at a neighbourhood level to encourage and provide new opportunities for more people to get active.	Minor reword in line with the forward focus of the facility work.
	13. Widen access to and activate all of the existing 803 sport and leisure facilities, including local parks, community assets, local sport and leisure centres and work to open up more school facilities beyond the school day. This includes the use of faith centres, community centres, and GP surgeries and exploring the timing of sessions (including increased opening	14. Widen access to and activate facilities and spaces, grow local assets, and address spatial inequalities. This includes sport and leisure facilities, green spaces, local parks, workplaces, community centres, faith centres, GP surgeries and schools.	The focus of the work remains broad, but the wording has been made more concise. It is acknowledged that there is cross over to active design and active travel within this 'we will.' This has been highlighted specifically under strategic theme 8.

	Current	Proposed	Notes
	times), whilst building on the success of the existing approach to community asset transfers.		

Strategic theme 6

	Current	Proposed	Notes
Theme	How we communicate and engage with residents	Communicating with and Connecting Communities	<p>This theme has been more challenging as the two 'we will's' are quite distinct.</p> <p>'Connecting Communities' is one of the big issues within UTM and at its heart it is about a bottom-up approach to working with communities.</p> <p>It is important to have communication explicitly referenced given the existing 'we will 15'.</p>
Narrative Description	<p>This theme is about placing residents at the centre of everything we do by ensuring we get the right message to the right person in the right way to make it easy to find out about opportunities. It's also about giving residents and local Councillors a local voice in the way in which local provision is provided and developed. Manchester City Council, Manchester Active together with residents, local communities and partners will:</p>	<p>This theme is about placing residents at the centre of everything we do engaging and involving communities to co-design, co-produce, co-deliver and ultimately own sustainable solutions that enable active lives for all. This includes shaping and sharing a powerful public narrative and communications about the importance of being physically active that will engage and resonate. Manchester partners together with residents and local communities will:</p>	<p>There is a slight shift / broadening in the focus here to bring out the community engagement element beyond just communication.</p> <p>The following are catalysts for system change identified in GMM which have been merged in the description.</p> <ul style="list-style-type: none"> • <i>Engage and involve communities to co-design, co-coproduce, co-deliver and ultimately own sustainable and realistic solutions that enable active lives for all.</i> • <i>Shape and share powerful public narrative and communications that engage and resonate with systemwide and community audiences through</i>

	Current	Proposed	Notes
			<i>positive messaging, imagery, language and stories.</i>
We Wills	14. Create 12 “locality active networks” encouraging collaboration amongst residents, members and partners to inform communication priorities and provide leadership and coordination to local provision. These networks will be directly connect to ward coordination and to new governance arrangements for city wide sport and physical activity in Manchester.*(see below)	15. Align our resources to embed sport, physical activity and movement in each of the city’s 12 neighbourhoods . We will continue to establish trusted relationships to encourage collaboration and engagement with residents, members, partners, community organisations / clubs, the VCSE sector and local providers to ensure that communities are heard and at the forefront of what we do, engaging with people in ways that work for them.	The wording itself has been slightly edited to ensure it remains current with the language being used.
	15. Build a single communications platform and single user account, enabling one central digital location for sport and physical activity information in Manchester and ensuring local residents can be communicated to in a seamless way and to link participation opportunities to their individual interests	16. Build a single communications platform and single user account, enabling one central digital marketplace for information on sport, physical activity and movement in Manchester, ensuring residents can access opportunities to change their behaviour to live healthier, happier lives.	Minor reword.

Strategic theme 7

	Current	Proposed	Notes
Theme	A skilled, motivated and valued workforce (employees and volunteers).	Realising the potential of the workforce	More engaging language that plays to the contribution the workforce can make but also to the individual value that working in sport and physical activity can provide.
Narrative Description	This theme is about developing a fit for purpose workforce for the future, with the skills to support the least active to get active, to grow and sustain people's interest in sport, and to support elite success. In doing this will provide employability skills, create jobs, and other individual benefits to those engaged. Manchester City Council, Manchester Active together with residents, local communities and partners will	This theme is about harnessing the potential of the people who spend their time helping others to be active. They're the key to adopting and achieving the ambitions in this strategy, whether that be supporting the least active move more, to grow and sustain people's interest in sport, or to support high performance success. In doing this will provide employability skills, create jobs, and other individual benefits to those engaged. Manchester partners together with residents and local communities will:	Minor tweaks. 'Harnessing potential' feels more engaging than 'fit for purpose.'
We Wills	16. Develop a coordinated city-wide Training Hub which provides CPD resources and training to help upskill the sector workforce. The hub will co-ordinate new apprenticeship opportunities, a programme of peer mentoring, work closely with the student sector to link training and work opportunities and create a new coaching framework for Manchester	17. Develop a coordinated city-wide Training Hub which provides CPD resources and training to help upskill the sector workforce . The hub will co-ordinate new apprenticeship opportunities, a programme of peer mentoring, work closely with the student sector to link training and work opportunities and create a new coaching framework for Manchester.	No changes required.

	Current	Proposed	Notes
	17. Grow the volunteer base by working closely with and to the strengths of residents, utilizing platforms such as MCR VIP to identify, recruit, train and deploy more volunteers in sport and physical activity opportunities	18. Grow the volunteer base and improve the experience for volunteers focussing on what is needed to making giving your time easy, meaningful and supported, now and for the future.	Removed the MCR VIP reference as suggested for consistency of not referencing specific initiatives. This has also drawn on some of the language from UTM regarding improving the volunteering experience. This also links to the new Sport England Coaching Plan 2.0.
		19. Champion an unrelenting emphasis on diversity, inclusion, skills and behaviours , to open up and increase volunteering and employment opportunities for people from a broader range of backgrounds and experiences.	The original 'we will's did not appear to sufficiently emphasis the strategic importance of equality, diversity and inclusion in the workforce. This addition links directly to UTM and it needs explicit reference.

Strategic theme 8- Proposed new theme

	Current (original draft)	Proposed	Notes
Theme	N/A	Contributing to a zero-carbon future	Contributing to environmental sustainability is how it is phrased in GMM. 'Zero carbon future' is the language used within the Our Manchester Strategy.
Narrative Description	N/A	This theme is about contributing positively to environmental sustainability and reducing our carbon emissions. A Climate Emergency has been declared by Manchester City Council and this strategy needs to play its part. Sedentary behaviours are carbon intensive so our core mission of enabling more people to move more, will support net zero ambitions. We will also focus on reducing the negative impact leisure facilities have regarding CO ² emissions.	The original narrative was quite inward looking. As a city strategy the aspiration should be to get to net zero carbon for all sports facilities in the city, irrespective of whoever owns/operates. Also cycling has been identified as one of the biggest factors that could support the climate change agenda. Broadening the narrative helps bring this into focus as well.
We Wills	N/A	20. Decarbonise city council owned sport and leisure facilities through a variety of means including: <ul style="list-style-type: none"> • the installation of energy efficient and renewable technologies • the development of a sustainable waste and recycling structure • implementing sustainable procurement approaches. 	Suggest that the target is left to the action plan as that could change over time. The bullet points have been used to be more explicit on the specific elements to the objective.
	N/A	21. Influence, educate and advocate other sporting bodies connected to	Tried to make it a little clearer on 'who' this relates to whilst being broader on

	Current (original draft)	Proposed	Notes
		Manchester to rise to the challenge of climate change.	the 'what'. Ideally it will be more than 'just' carbon reducing hence using 'rise to the challenge'.
		22. Embed good active design principles and best practice into policy, practice and governance, with a particular emphasis on designing active travel into the built and natural environment.	Focussing here more on the 'what' rather than 'why' as that is established in the narrative. This also tries to pitch more at system change vs initiatives.



MANCHESTER'S SPORT & PHYSICAL ACTIVITY STRATEGY 2019 > 2028

UNDERPINNED BY ONE OF THE MOST EXTENSIVE PUBLIC CONSULTATION EXERCISES THE CITY HAS EVER UNDERTAKEN, ENGAGING WITH THOUSANDS OF RESIDENTS, PARTNERS AND MULTIPLE STAKEHOLDERS, OUR 10 YEAR SPORT AND PHYSICAL ACTIVITY STRATEGY IS THE CULMINATION OF THE OVERWHELMING RESPONSES WE RECEIVED.



IT IS A LONG-TERM VISION FOR MANCHESTER, BY MANCHESTER.

Sport and physical activity is already a part of our city's identity, and of the lifestyles of so many, but we must break the deep-seated resistance to activity by removing barriers, widening access and helping all Mancunians lead healthier lifestyles and move more.

Manchester is unique in terms of the breadth of its focus on sport and physical activity – but achieving a common narrative is difficult. The language of winning medals and reducing health inequalities are very different but both are equally important to the city.

We know that establishing a narrative, achieving our vision, changing behaviour, and delivering our strategy cannot be achieved alone.

EVERYONE HAS A ROLE TO PLAY.

Working with the whole sport and physical activity sector in a collaborative manner is the only way to achieve our ambitions and deliver against the following 7 interrelated themes.

We love our city and all the spaces, people and things that make it great. And, together with you, we want our city to be more active and even greater over the next decade...



THEME 1: ENCOURAGE RESIDENTS WHO ARE CURRENTLY INACTIVE TO BECOME REGULARLY ACTIVE

SUPPORTING A DECREASE IN THE PERCENTAGE
OF PEOPLE PHYSICALLY INACTIVE, WITH A
PARTICULAR FOCUS ON UNDERREPRESENTED
GROUPS – DISABLED RESIDENTS, WOMEN AND
GIRLS AND OLDER PEOPLE

WE WILL:

- **CO-PRODUCE NEW COMMUNITY LED INITIATIVES** with resident led groups and embed sport and physical activity as part of a **PLACE BASED INTEGRATED SERVICES** approach in priority areas within the city (people on low incomes and inactive people)
- Place physical activity at the heart of health related initiatives such as **SOCIAL PRESCRIBING** approaches across the city, educating and supporting the benefits of moving 30 minutes per day
- Ensure the sport and physical activity offer available is diverse, inclusive, affordable, accessible, and is **TAILORED TOWARDS TACKLING THE MAIN BARRIERS OF PARTICIPATION** (e.g. lack of time, lack of money, availability and timing of sessions) particularly amongst under-represented groups

THEME 2: **HELPING YOUNG PEOPLE ENJOY BEING ACTIVE, HEALTHY AND REACH THEIR POTENTIAL**

SUPPORTING CHILDREN AND YOUNG PEOPLE TO HAVE THE BEST START IN LIFE (AGED 0-18), TO ENJOY TAKING PART IN SPORT AND PHYSICAL ACTIVITY AND SUPPORT THEIR ALL-ROUND WELLBEING, TO REDUCE CHILDHOOD OBESITY, AND TO HELP PROVIDE THE SKILLS THAT WILL HELP THEM TO REACH THEIR POTENTIAL IN LIFE THROUGH SPORT AND PHYSICAL ACTIVITY

WE WILL:

- Embed physical literacy into young people's lives (0-5's) through **PARENTAL EDUCATION**, through **EARLY YEARS SETTINGS**, and through **RAISING AWARENESS AND EDUCATION** for the Early Years workforce
- Tackle childhood obesity by helping all children in Manchester **ENJOY AN HOUR OF PHYSICAL ACTIVITY EVERY DAY** through a wide range of interventions, i.e. the Daily Mile
- **CREATE A CONNECTED AND VISIBLE CITY BASED TALENT SYSTEM** ensuring those young people with talent are supported to reach their full potential in sport, either as a participant, volunteer or coach

- OUR VISION -

TO ESTABLISH
MANCHESTER
IN THE TOP FLIGHT OF
WORLD-CLASS SPORT CITIES,
WITH ALL RESIDENTS
ACTIVE ACROSS THE
LIFE COURSE,
HELPING TO TRANSFORM THEIR
HEALTH AND WELL-BEING



THEME 3: SUSTAIN AND INCREASE ADULT PARTICIPATION IN SPORT AND PHYSICAL ACTIVITY

**GROWING PARTICIPATION AMONGST
ADULTS AND ENSURING THAT THOSE
ALREADY PARTICIPATING IN SPORT
AND PHYSICAL ACTIVITY REMAIN
DOING SO**

WE WILL:

- Support programmes and activities **WITH MASS APPEAL** (e.g. Great Manchester Run), work with open data, embrace technology, and different partners who can open new opportunities, in order to help sport and physical activity become a more integral part of everyday life
- Develop a new suite of **SPORTS SPECIFIC PLANS**, which help to grow and sustain high quality sports clubs and results in additional resources leveraged
- Encourage self-sufficient physical activity habits by working to increase the amount of family friendly sessions and local, free / low cost, regular, volunteer-led programmes and activities in local facilities such as parks and community venues
- **EDUCATE, SUPPORT AND REINFORCE** the benefits of moving (a minimum of) 30 minutes per day



THEME 4: THE HOME OF WORLD-CLASS SPORT THAT INSPIRES PEOPLE

ACTIVELY SUPPORTING HIGH PERFORMANCE
SPORTING SUCCESS IN THE CITY, ENSURING THE
MAXIMUM SPORTING, SOCIAL AND ECONOMIC
BENEFITS IN RETURN

WE WILL:

- Position the Etihad Campus as a **GLOBAL LEADING SPORTS AND INNOVATION ZONE** that becomes home to an increasing number of sports organisations resulting in a global sporting knowledge capital and economic driver for continued regeneration in East Manchester and the city more generally
- Position Manchester to be known as a **GLOBAL SPORTING HEADQUARTERS** through improving our world class facilities, continuing to host major sports events, becoming the home of more Governing Bodies / National Squads, supporting more performance sports clubs, and supporting world-class coaching, which connects and creates opportunities for residents, contributing to the continued economic growth of the city



THEME 5:
**CREATING GREAT
PLACES TO
BE ACTIVE**

**DEVELOPING MORE ACTIVE AND
SUSTAINABLE ENVIRONMENTS
AND COMMUNITIES**

WE WILL:

- Continue to invest significant resources to develop and sustain a world-class **FACILITIES INFRASTRUCTURE** over the next 10 years as identified within the suite of facility strategies for indoor and outdoor facilities
- **WIDEN ACCESS** to and activate all of the existing **900+ SPORT AND LEISURE FACILITIES**, including local parks, community assets, local sport and leisure centres and **WORK TO OPEN UP MORE SCHOOL FACILITIES** beyond the school day. Including the use of faith centres, community centres, and GP surgeries and exploring the timing of sessions, whilst building on the success of the existing approach to community asset transfers

THEME 6: **HOW WE COMMUNICATE AND ENGAGE WITH ALL RESIDENTS**

PLACING RESIDENTS AT THE CENTRE OF EVERYTHING WE DO BY ENSURING WE GET THE RIGHT MESSAGE TO THE RIGHT PERSON IN THE RIGHT WAY TO MAKE IT EASY TO FIND OUT ABOUT OPPORTUNITIES, GIVING RESIDENTS AND LOCAL COUNCILLORS A LOCAL VOICE IN HOW LOCAL PROVISION IS PROVIDED AND DEVELOPED


WE WILL:

- Create **12 “LOCALITY ACTIVE NETWORKS”** encouraging collaboration amongst residents, members and partners to inform communication priorities and provide leadership and coordination to local provision. These networks will directly connect to ward coordination and to new governance arrangements for city-wide sport and physical activity in Manchester*
- Build a **SINGLE COMMUNICATIONS PLATFORM AND SINGLE USER ACCOUNT, ENABLING ONE CENTRAL DIGITAL ‘MARKETPLACE’** for accessing sport and physical activity information in Manchester, ensuring local residents can be communicated to in a seamless way and to link real-time participation opportunities to their individual interests

* The 12 locality active networks model will be aligned to the existing administrative model for Health and Social Care, but importantly will work directly with ward coordination and neighbourhood teams

- OUR ENGAGEMENT -

- 2,266 responses as part of the **CITY'S LARGEST PUBLIC CONSULTATION EXERCISE**
- **80% AGREEING** with all seven themes, and five themes **ACHIEVING 90%+**
- Including residents from **EVERY WARD** across Manchester
- Biggest barriers: **LACK OF TIME (43%), LACK OF MONEY (23%) AND AVAILABILITY / TIMING OF SESSIONS (22%)**
- **2 OUT OF 3 RESPONDENTS** wanted to be more physically active - across all inactive and active respondents
- Provision needs to be **LOCAL, ACCESSIBLE AND EASY TO FIND**
- Most common request: more local, **REGULAR PARK BASED RUNNING AND WALKING ACTIVITIES**
- **MORE FAMILY BASED ACTIVITIES** would appeal to largest number of resident and groups
- **PROVISION TIMINGS AND WORKING HOURS ARE KEY BARRIERS TO** Muslim community participation
- **KNOWLEDGEABLE, WELL TRAINED STAFF** are essential to better understand groups with specific needs



THEME 7: A SKILLED, MOTIVATED AND VALUED WORKFORCE (EMPLOYEES AND VOLUNTEERS)

DEVELOPING A FIT FOR PURPOSE WORKFORCE FOR THE FUTURE, WITH THE SKILLS TO SUPPORT THE LEAST ACTIVE TO GET ACTIVE, TO GROW AND SUSTAIN PEOPLE'S INTEREST IN SPORT, AND TO SUPPORT ELITE SUCCESS, PROVIDING EMPLOYABILITY SKILLS, CREATING JOBS AND OTHER INDIVIDUAL BENEFITS TO THOSE ENGAGED

WE WILL:

- Develop a coordinated city-wide **TRAINING HUB** which provides Continual Personal Development resources and training to help upskill the sector workforce. The hub will co-ordinate new apprenticeship opportunities, a programme of peer mentoring, work closely with the student sector to link training and work opportunities and create a new coaching framework for Manchester
- Grow the volunteer base by working closely with and to the strengths of residents, utilising platforms such as MCR VIP to **IDENTIFY, RECRUIT, TRAIN AND DEPLOY MORE VOLUNTEERS** in sport and physical activity opportunities



TOGETHER WE CAN ACHIEVE AN EXCITING
VISION AND SHAPE THE ROLE WE WANT
SPORT AND PHYSICAL ACTIVITY TO PLAY IN
MANCHESTER'S FUTURE AND ALL OUR LIVES.

THANK-YOU FOR YOUR TIME,
PASSION AND COMMITMENT.

FOR MORE INFORMATION ON
MANCHESTER'S SPORT AND PHYSICAL ACTIVITY STRATEGY:

CONTACT: INFO@MCRACTIVE.COM
VISIT: WWW.MCRACTIVE.COM

CHAT WITH US:



**Manchester City Council
Report for Resolution**

Report to:	Environment and Climate Change Scrutiny Committee – 8 September 2022 Executive – 14 September 2022
Subject:	Manchester Climate Change Partnership Framework 2022 Update
Report of:	Manchester Climate Change Agency

Summary

The Manchester Climate Change Partnership Framework 2022 Update (2020-25) presents the findings of detailed modelling done to identify granular targets for reducing the city's direct emissions by 50%, to help us stay within our carbon budget.

It also provides an overview of ongoing work on the Framework's other headline objectives, notably adaptation and resilience, and recommends over 150 specific actions for delivery at local, city-region and national level, by government and the wider public sector, private companies and third sector organisations, and communities and individuals that will support our transition to a zero carbon and climate resilient city by 2038 at the latest.

This item links directly to the report on the Council's refreshed Climate Change Action Plan and Annual Report which are also on the Committee's agenda. The Council's delivery of the Climate Change Action Plan will make a substantial contribution to the implementation of the 2022 Update to Manchester's Climate Change Partnership Framework (2020-25).

Recommendations

It is recommended that the Environment and Climate Change Scrutiny Committee:

- (1) The Environment and Climate Change Scrutiny Committee are asked to note and comment on the content of the 2022 Update of the Manchester Climate Change Partnership Framework (2020-25).

The Executive is recommended to:

- (1) Formally adopt the 2022 Update to the Manchester Climate Change Partnership Framework's aim, vision, objectives, and targets as the definition of what Manchester needs to achieve to 'play its full part in limiting the impacts of climate change';
- (2) On behalf of the city, endorse the 2022 Update to the Manchester Climate Change Partnership Framework (2020 – 25) as Manchester's high-level strategy for achieving the aim, vision, objectives, and targets; and

- (3) Support the delivery of the refreshed 2020-25 Manchester City Council Climate Change Action Plan to contribute towards the successful implementation of the citywide Framework.

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 Manchester Climate Change Partnership Framework 2020-25 is the city's high-level strategy for tackling climate change. It sets out how Manchester will 'play its full part in limiting the impacts of climate change', a commitment in the Our Manchester Strategy 2016-25. The Framework's key aim is for "Manchester to play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive."

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Actions set out in the Manchester Climate Change Partnership Framework 2020-25 relate to the need for just and equal delivery of climate action across Manchester. This includes areas such as community engagement, warmer homes, accessible transport, access to green spaces and tackling fuel poverty. There is also detail in the Framework on creating a 'just transition' and a chapter on creating an inclusive, net zero and climate resilient economy.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Manchester Climate Change Framework has the core objective: "To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate."
A highly skilled city: world class and home grown talent sustaining the city's economic success	The Manchester Climate Change Framework notes: "By 2025 Manchester will be a key player in the global zero carbon economy, recognised as one of the best places in the world to innovate, invest and roll-out new solutions to climate change. Manchester businesses will be rewarded for their commitment to climate action by saving money, attracting talented workers and exporting their products and expertise across the UK and internationally."

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Manchester Climate Change Framework has the core objective: “To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.
A liveable and low carbon city: a destination of choice to live, visit, work	The Manchester Climate Change Framework notes: “By 2025 Manchester residents will have cleaner air, be walking and cycling more, be living in more energy efficient homes, have access to high quality green spaces in their neighbourhoods, and be securing good, well-paid jobs in socially and environmentally responsible Manchester businesses.”
A connected city: world class infrastructure and connectivity to drive growth	The Manchester Climate Change Framework has the core objective: “To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate

Financial Consequences – Revenue

Delivery of the Update to the Manchester Climate Change Framework will require revenue expenditure by stakeholders across the city, including the City Council.

Financial Consequences – Capital

Delivery of the Update to the Manchester Climate Change Framework will require capital expenditure by stakeholders across the city, including the City Council.

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Background documents (available for public inspection):

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

Manchester Climate Change Framework 2020-2025:
<https://www.manchesterclimate.com/framework-2020-25>

1.0 Introduction

- 1.1 The Manchester Climate Change Partnership (MCCP) and Agency (MCCA) have been given the responsibility to set the city's strategy for tackling the climate emergency.
- 1.2 In 2020 the Manchester Climate Change Partnership Framework was published; it is the city's high-level strategy for tackling climate change. The Framework's key aim is for "Manchester to play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive". This is aligned to a key commitment in the Our Manchester Strategy 2016-25.
- 1.3 The Framework is being updated to ensure it remains a live document, responsive to a changing city and increasingly urgent climate emergency, and to provide more information on the scale of action needed for the city to stay within its carbon budget.

2.0 Background

- 2.1 Manchester's Climate Change Partnership Framework 2020-25 (the Framework) was developed with support from the Tyndall Centre for Climate Change Research at the University of Manchester.
- 2.2 It calculates a science-based target for the city to reach zero carbon emissions by 2038 and sets a total carbon budget of 15m tCO₂ for the period 2018-2100. It also sets a target for the city to reduce its emissions by 50% by 2025, with further milestones along the way to 2038.
- 2.3 The Tyndall Centre method includes direct, energy-related emissions in the city's carbon budget, sometimes described as territorial emissions. Indirect emissions are not included in the budget but are addressed by the Framework.
- 2.4 The Framework identifies four headline objectives for the city to tackle:
 - Staying within our carbon budgets
 - Climate adaptation and resilience
 - Health and wellbeing
 - Inclusive, zero carbon and climate resilient economy
- 2.5 It also identifies six priority areas:
 - Buildings (existing and new)
 - Renewable energy
 - Transport and flying
 - Food
 - The things we buy and throw away
 - Green infrastructure and nature-based solutions

3.0 The 2022 Update to the Climate Change Framework Update

3.1 An-update of the Manchester Climate Change Framework has been developed to ensure it remains a live document, responsive to the needs of a changing city and the urgency of the climate emergency.

3.2 The **purpose of the 2022 Update** to the Framework is to:

- Present the findings of detailed modelling done to identify granular targets for reducing the city's direct emissions by 50%, to help the city stay within its carbon budget.
- Provide an overview of ongoing work carried out in support of the Framework's other headline objectives, notably on adaptation to climate change.
- Recommend specific actions for delivery at local, regional, and national level by government and the wider public sector, private companies and third sector organisations, and communities and individuals, that will support our transition to a zero carbon and climate resilient city.

4.0 The City's Direct Emissions

4.1 Manchester's carbon budget relates to its direct emissions. These are defined by the Tyndall Centre as carbon dioxide emissions from our energy system, i.e., the gas, electricity and liquid fuels used to power and heat our homes and businesses and to transport us around the city.

4.2 Manchester has not been reducing its direct emissions by the targeted 13% per year and so we are not currently on track to stay within our carbon budget and are at risk of missing our first milestone: to reduce the city's direct emissions by 50% by 2025.

4.3 The Update unpacks the sources of Manchester's current direct emissions to clarify where focus is required to get back on track. It sets out in granular detail the scale of action needed to reduce our direct emissions from buildings and transport by 50%, and the scale of increase in renewable energy generation needed to support this, using an evidence base provided by Anthesis' SCATTER carbon data tracking model.

4.4 The Update sets out two scenarios for the city to remain within its carbon budget and reach zero carbon by 2038. It does not identify a preferred scenario, rather, it illustrates that an increased scale and urgency of action is needed to meet the city's goals.

5.0 Consumption-based Emissions

5.1 The city's indirect, or consumption-based, emissions are those that occur from the services and goods we buy, use, and ultimately dispose of. Whilst they are not included within our carbon budget, indirect emissions are important as they are commonly 60% larger than direct emissions and so contribute to the city's overall climate impact.

- 5.2 The Update provides an overview of research by the University of Manchester to help the city understand its indirect emissions – it estimates the city’s footprint was over 3m tCO₂e in 2019; and identifies sectoral hotspots for us to focus on for maximum impact, including construction, food and drink, waste, and wastewater.
- 5.3 The Update also presents a new agreement reached by members of Manchester’s Climate Change Partnership (MCCP), with support from its Zero Carbon Advisory Group, which notes the importance of tackling aviation emissions through national policy to avoid displacement of emissions from one UK airport to another, and of international industrial collaboration to deliver the technologies and processes needed for zero emission flights.

6.0 Adaptation and Resilience

- 6.1 While bold action on climate change mitigation (reducing our emissions) is vital, the global and local climate is already changing, and many climate impacts are already ‘locked in’ and deemed irreversible even under the most ambitious emissions reduction scenarios.
- 6.2 The Update provides an overview of work by Manchester Metropolitan University and MCCP’s Adaptation and Resilience Advisory Group to help the city assess its vulnerability to climate risk, define the characteristics of a climate resilient city, and establish principles to guide both ambition and practical action, including how green infrastructure and nature-based solutions can support these efforts.

7.0 Health and Wellbeing

- 7.1 The actions we need to take to reduce our emissions and adapt the city to climate change also have the potential to improve the health and wellbeing of Manchester’s residents. Conversely, actions that improve our health and wellbeing can also help to tackle the climate crisis.
- 7.2 The Update presents a summary of work by MCCP’s new Health and Wellbeing Advisory Group and Manchester’s Marmot Taskforce on the link between health inequalities and climate change, including creation of a tailored action plan, and the need for indicators to track climate and health.

8.0 Inclusive, Zero Carbon and Climate Resilient Economy

- 8.1 Meeting our goals on climate action can also help Manchester to establish a more inclusive economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.
- 8.2 The Update provides an overview of activity underway to build demand for, and increase supply of, green skills into make sure that local businesses and residents can make the most of the new opportunities that the shift to a zero carbon city offers.

9.0 Co-benefits of Climate Action

- 9.1 The systemic transitions required to tackle the climate crisis within cities are complex and interlinking. This creates significant challenges in delivery but also means that action to tackle the climate crisis can help us address other priority issues including fuel poverty, food poverty, health inequalities, skills development, and jobs growth.
- 9.2 Throughout this Update, the co-benefits of climate action are highlighted and categorised by their potential to help us reduce our carbon emissions; boost our adaptive capacity; improve the health and wellbeing our communities; and increase the inclusivity, productivity, and sustainability of our economy.

10.0 Challenges, Enablers and Examples of Good Practice

- 10.1 The transition to a zero carbon, climate resilient city presents significant economic, technical, institutional, societal, and regulatory challenges. The Update highlights a selection of these to provide context to the topics covered and the actions being recommended.
- 10.2 It also highlights where policies at local, regional, and national level are incentivising and enabling actions of a similar type and magnitude to reinforce the feasibility and credibility of the actions being recommended.
- 10.3 Finally, to illustrate that climate action is possible, the Update signposts examples of good practice from within Manchester, the wider city region and across the UK.

11.0 Ensuring a Just Transition

- 11.1 Ensuring that all of Manchester's residents are protected from the impact of climate change, that actions to help the transition to a zero carbon and climate resilient city do not have a negative impact on the most vulnerable people, and that the costs of change do not fall unevenly on those that are least able to afford them, is a constant theme throughout this Update.
- 11.2 The recommended actions have been developed with this in mind and the cost of living crisis is recognised as a key challenge in this chapter of the Update.

12.0 Financing the Transition

- 12.1 The cost of the transition to a zero carbon and climate-resilient city, is significant. The Local Area Energy Plan for Manchester estimates the cost to decarbonise the city's energy system is over £13bn (£4 billion by 2030).
- 12.2 This level of capital investment is beyond the reach of public finances and so private finance is critical to our success. The scale of private funds available is

sufficient to support substantial activity, however, new approaches must be developed to unlock this resource.

- 12.3 The Update summarises the challenges and developing climate measures at sufficient scale, volume, and predictability to attract the patient capital investment needed to accelerate progress and achieve the ambitious climate change targets that Manchester has set.

13.0 Recommended Actions in the Update

- 13.1 To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

- 13.2 The Update has co-designed over 150 recommended actions organised into four categories according to where there is agency to act; that is, where there is direct control to deliver, affect or influence the required change or outcome:

- To be delivered locally, where direct control lies in Manchester
- To work on at city-region level, with Greater Manchester partners
- To advocate for national government to do
- To do differently, where there are opportunities to innovate

14.0 Key Messages of the 2022 Update

- 14.1 There are five key messages within the Update:

- Urgent action is needed to reduce direct emissions from our buildings and ground transport, and to increase renewable energy generation, if Manchester is to stay within its carbon budget.
- Decisive action is needed to assess the city's vulnerability to climate change and to ensure we are adapting our infrastructure, buildings, economy, and residents to be resilient to a changing climate.
- Everyone has a role to play – individuals, organisations, local and national government – and there is a great deal we have the power to achieve locally, if we work collaboratively.
- The cost of transitioning to a zero carbon, climate resilient city cannot be borne solely by the public purse, so we need to find innovative ways to unlock private finance investment.
- Tackling the climate crisis brings opportunities to deliver wider strategic ambitions, including improving people's health, reducing fuel and food poverty, creating new jobs and economic growth, and delivering a greener city for everyone.

15.0 Next Steps

- 15.1 This Update is a call to action for everyone in Manchester. MCCP will champion delivery of the recommendations set out, but everyone needs to

increase the pace and scale of their own activity, and reach out to support and collaborate with others, if we are to succeed in achieving the city's ambitions.

- 15.2 To support the prioritisation of effort, in particular for reducing direct emissions, MCCP has asked MCCA to assess the comparative impact of the recommended actions, building on the insights already provided by the detailed emissions baseline and 50% reduction targets in this Update.
- 15.3 MCCP has also asked MCCA to develop options for tracking the city's progress towards its zero carbon and climate resilient goals, in a way that enhances the existing Annual Reports. MCCP members and its independent Advisory Groups will support all these activities.

16.0 Recommendations

16.1 It is recommended that the Environment and Climate Change Scrutiny Committee:

- (1) Note and comment on the content of the 2022 Update of the Manchester Climate Change Partnership Framework (2020-25).

16.2 It is recommended that the Executive:

- (1) Formally adopt the 2022 Update to the Manchester Climate Change Partnership Framework's aim, vision, objectives, and targets as the definition of what Manchester needs to achieve to 'play its full part in limiting the impacts of climate change';
- (2) On behalf of the city, endorse the 2022 Update to the Manchester Climate Change Framework Partnership (2020 – 25) as Manchester's high-level strategy for achieving the aim, vision, objectives, and targets; and
- (3) Support the delivery of the refreshed 2020-25 Manchester City Council Climate Change Action Plan to contribute towards the successful implementation of the citywide Framework.

MANCHESTER CLIMATE CHANGE FRAMEWORK

(2020-25) | 2022 UPDATE



**MANCHESTER
CLIMATE CHANGE
PARTNERSHIP**

Produced by
**MANCHESTER
CLIMATE CHANGE
AGENCY**

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Acknowledgements

FOREWORD

In 2020, the Manchester Climate Change Partnership developed a high-level strategy for the city to focus action that would help deliver on its climate change ambitions.

The Manchester Climate Change Framework 2020-2025 envisioned a green city with walkable neighbourhoods, clean air, good jobs in successful businesses, warm homes and affordable energy, safe cycling routes and a public transport system that works for everyone.

This is the city we are working to create. As a Partnership, we've been part of this work since 2018. As a city we've been doing it for well over a decade and more. Working together to create the green and healthy city that we all want.

Manchester needs to play its full part in limiting the impacts of climate change. It is just as important to ensure our communities can thrive, our businesses can prosper, and we continue to draw people and businesses to the city to share in our success.

After the real challenges of the COVID-19 pandemic and the current 'cost of living' crisis, it is essential that climate action supports measures to make our homes warmer, improve our health and wellbeing, and enable a 'just transition' that supports fairness as we move from a high carbon to a zero carbon economy.

As we reach the mid-point of the Framework's timeline, we have developed an Update to outline the granular actions needed to achieve the city's first milestone of a 50% cut in its direct energy-related emissions. It focuses that work around several action areas – buildings, transport, and renewable energy generation.

The Update has also provided the opportunity for the Partnership to outline new research and initiatives against the other core objectives of the Framework – reducing our indirect emissions, progressing climate adaptation and resilience, improving health and wellbeing, and supporting an inclusive, zero carbon and climate resilient economy.

We know that many members of the Partnership are on track to meet their own climate targets. However, the data outlined in this Update tells us that **Manchester, as a city, is behind where we need to be**. Scientific evidence tells us that the climate is already changing, and we are feeling the effects of increased rainfall and hotter summers locally. The Update gives us different pathways of emissions reduction to stay on track to meet zero carbon by 2038 and the actions we need to take to act now.

Acting now is the right and responsible thing to do. It will also strengthen the appeal of our buildings, investment properties and public spaces as attractive places to work, live, study and visit, both now and in the future. We do not need to compromise the economy to fix the environment. Climate action will drive growth and jobs. In order to remain relevant and commercially viable, we need to be responsible and resilient.

The Update shows that we cannot simply pick one or two key issues for effective climate action. To get back on track we need to address **all the areas of action identified**.

Manchester Climate Change Agency will continue to report on the city's progress towards our zero carbon target date of 2038 and its carbon budget for the Partnership and Manchester, as it has done for a number of years, and we will identify those further actions as are required by the evidence.

This is not the end of this process - it's a call for wider and deeper collaborative action to do things differently, to do it faster and to move forward on climate action together.

This Update sets out how we will work in partnership with our stakeholders to accelerate action and develop new solutions to tackle climate change. We must build back better and fairer, making sure no one is left behind. We invite you to work with us as we adapt so that our society can flourish for decades to come.

Mike Wilton, Chair of the Manchester Climate Change Partnership and the members of the Manchester Climate Change Partnership:

- Age Friendly Manchester
- Arup
- Bruntwood
- Creative Concern
- Deloitte
- Electricity North West Ltd
- Greater Manchester Arts Sustainability Team
- Manchester Airports Group
- Manchester City Council
- Manchester Metropolitan University
- Manchester Health and Wellbeing Board
- Manchester Climate Change Youth Board
- Manchester Housing Providers Partnership
- Manchester City Football Club
- Our Faith Our Planet
- The Carbon Literacy Trust
- The Hut Group (THG)
- The University of Manchester
- Wates Construction Group Ltd



EXECUTIVE SUMMARY

The aim of Manchester's Climate Change Framework 2020-25 (the Framework¹) is that:

Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive

Its vision is for:

A green city with walkable neighbourhoods, clean air, good jobs in successful businesses, warm homes and affordable energy, safe cycling routes and a public transport system that works for everyone.

The Framework used a science-based targets approach to set a **zero carbon date** of 2038 and a **carbon budget** of 15m tCO₂ for the period 2018-2100 for the city.

It set **four headline objectives**: staying within our carbon budgets; climate adaptation and resilience; health and wellbeing; and inclusive, zero carbon and climate resilient economy; and identified **six priority areas for action**: buildings (existing and new); renewable energy; transport and flying; food; the things we buy and throw away; and green infrastructure and nature-based solutions.

The **purpose of this 2022 Update** to the Framework is to:

- Present the findings of detailed modelling done to identify granular targets for reducing the city's direct emissions by 50%, to help the city stay within its carbon budget.
- Provide an overview of ongoing work carried out in support of the Framework's other headline objectives, notably on adaptation to climate change.
- Recommend specific actions for delivery at local, regional, and national level by government and the wider public sector, private companies and third sector organisations, and communities and individuals, that will support our transition to a zero carbon and climate resilient city.

The city's direct emissions

Our carbon budget relates to our direct emissions. These are defined by the Tyndall Centre as carbon dioxide emissions from our energy system, i.e., the gas, electricity and liquid fuels used to power and heat our homes and businesses and to transport us around the city.

Manchester has not been reducing its direct emissions by the targeted 13% per year and so **we are not currently on track to stay within our carbon budget** and are at risk of missing our first milestone: to reduce the city's direct emissions by 50% by 2025.

This Update unpacks the sources of our current direct emissions to clarify where we need to focus our efforts to get back on track. It shows that buildings (including industrial processes) are responsible for 76% of our direct emissions and ground transport for 24%.

It then sets out in granular detail the scale of action needed to reduce our direct emissions from buildings and transport by 50%, and the scale of increase in renewable energy generation needed to support this, using an evidence base² provided by the Anthesis SCATTER³ model.

¹ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

² [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

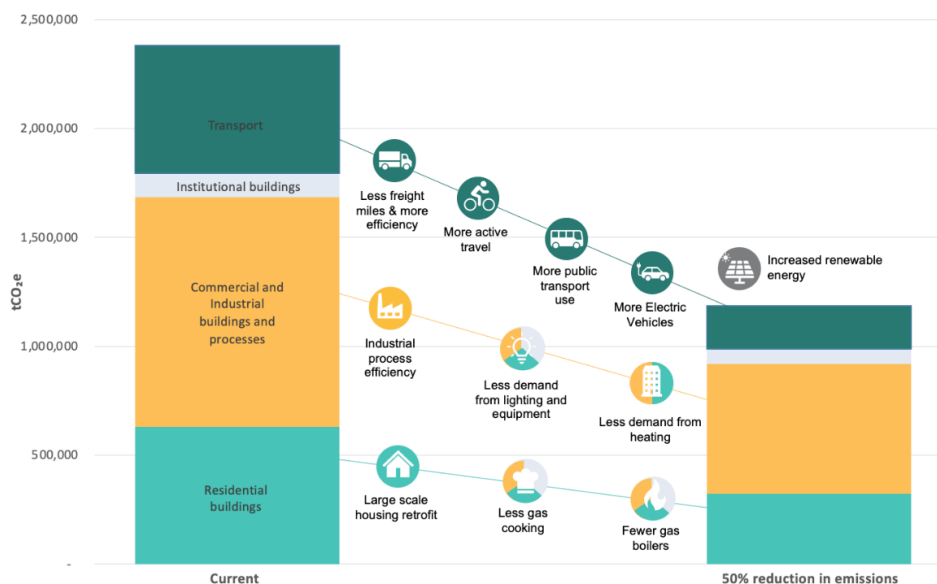
³ [SCATTER: Emissions Reporting Tool for Local Authorities - Anthesis Group](#)

Scale of action needed to reduce direct emissions by 50%:

Modelling by SCATTER indicates the following scale of action is needed to halve the city's direct emissions:

- Over 84,000 homes to be retrofitted
- 21% reduction in energy demand from domestic heating and hot water
- 31% reduction in energy demand from domestic appliances and lighting
- 39% of homes to switch off gas heating to electric heat pumps
- 61% reduction in overall energy demand from commercial premises
- 45% reduction in overall energy demand from institutional buildings
- 58% reduction in overall energy demand from industrial buildings and processes
- 100% of new houses must meet best practice zero carbon standards
- 30% reduction in overall distance travelled
- 20% of journeys to be made by active travel – walking / wheeling or cycling
- 20% of journeys to be made by public transport
- 80% of remaining passenger miles that are by cars, vans and motorbikes need to be in electric or hybrid electric vehicles
- 9% reduction in freight mileage and 71% increase in freight fuel efficiency
- Access to 1,500 MW of energy from renewable sources:
 - 590 MW from small-scale solar photovoltaics
 - 600 MW from large solar photovoltaics
 - 310 MW from large-scale offshore wind
 - 15 MW from local onshore wind
 - 9 MW from large-scale onshore wind

Graph 1 summarises these targets in a simple graphic.



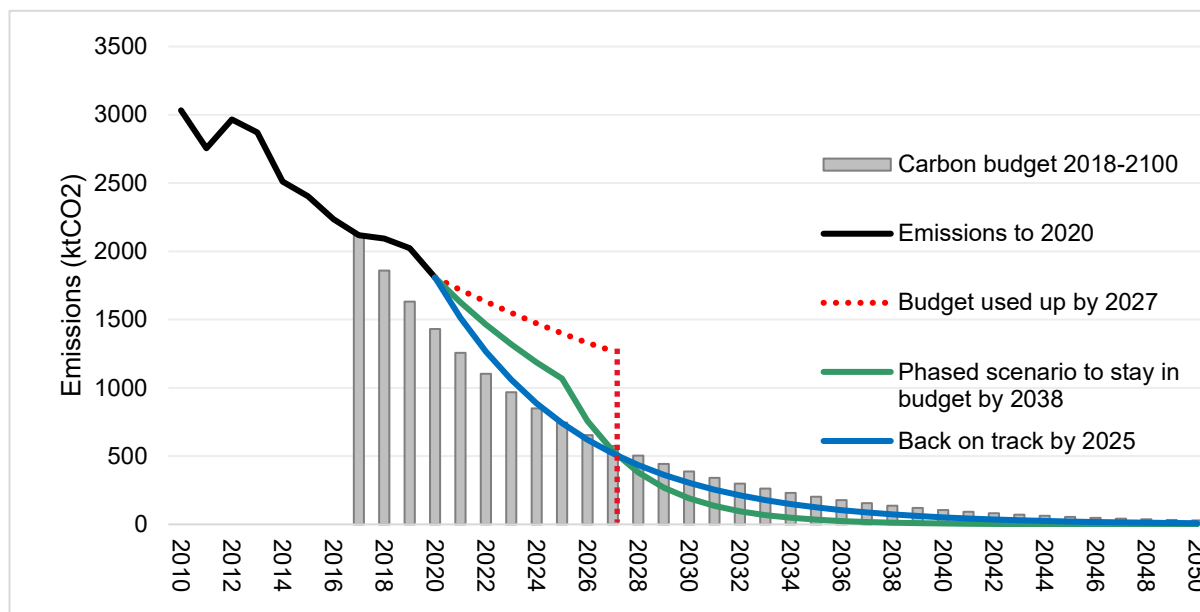
CO₂e savings

On meeting all the above targets, SCATTER estimates that our annual direct emissions will reduce by **~900k tCO₂**, equating to a 50% reduction from the city's 2020 baseline.

SCATTER estimates the cumulative CO₂e savings, based on a delivery timeline to 2030, which Manchester can accelerate, will be **4.7m tCO₂e**.

Staying within our carbon budget

Given the divergence from our original pathway, graph 2 sets out two scenarios for the city to remain within its carbon budget and reach zero carbon by 2038. It does not identify a preferred scenario, rather, illustrates that an increased scale and urgency of action is needed to meet our goals.



Consumption-based emissions

The city's indirect, or consumption-based, emissions are those that occur from the services and goods we buy, use, and ultimately dispose of. Whilst they are not included within our carbon budget, indirect emissions are important as they are commonly 60% larger than direct emissions and so contribute to the city's overall climate impact.

Chapter 3.4 provides an overview of research by the University of Manchester to help the city understand its indirect emissions – it estimates the city's footprint was over 3m tCO₂e in 2019; and identifies sectoral hotspots for us to focus on for maximum impact, including construction, food and drink, waste, and wastewater.

Chapter 3.5 presents a new agreement reached by members of Manchester's Climate Change Partnership (MCCP), with support from its Zero Carbon Advisory Group, which notes the importance of tackling aviation emissions through national policy to avoid displacement of emissions from one UK airport to another, and of international industrial collaboration to deliver the technologies and processes needed for zero emission flights.

Adaptation and resilience

While bold action on climate change mitigation (reducing our emissions) is vital, the global and local climate is already changing, and many climate impacts are already 'locked in'⁴ and deemed irreversible even under the most ambitious emissions reduction scenarios.

Chapter 4 provides an overview of work by Manchester Metropolitan University and MCCP's Adaptation and Resilience Advisory Group to help the city assess its vulnerability to climate risk, define the characteristics of a climate resilient city, and establish principles to guide both ambition and practical action, including how green infrastructure and nature-based solutions can support these efforts.

⁴ https://gca.org/wp-content/uploads/2021/09/Communique_High-Level-Dialogue.pdf

Health and wellbeing

The actions we need to take to reduce our emissions and adapt the city to climate change also have the potential to improve the health and wellbeing of Manchester's residents. Conversely, actions that improve our health and wellbeing can also help to tackle the climate crisis.

Chapter 5 presents a summary of work by MCCP's new Health and Wellbeing Advisory Group and Manchester's Marmot Taskforce on the link between health inequalities and climate change, including creation of a tailored action plan, and the need for indicators to track climate and health.

Inclusive, zero carbon and climate resilient economy

Meeting our goals on climate action can also help Manchester to establish a more inclusive economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.

Chapter 6 provides an overview of activity underway to build demand for, and increase supply of, green skills into make sure that local businesses and residents can make the most of the new opportunities that the shift to a zero carbon city offers.

Co-benefits of climate action

The systemic transitions required to tackle the climate crisis within cities are complex and interlinking. This creates significant challenges in delivery but also means that action to tackle the climate crisis can help us address other priority issues including fuel poverty, food poverty, health inequalities, skills development, and jobs growth.

Throughout this Update, the co-benefits of climate action are highlighted and categorised by their potential to help us reduce our carbon emissions; boost our adaptive capacity; improve the health and wellbeing our communities; and increase the inclusivity, productivity, and sustainability of our economy.

Challenges, enablers and examples of good practice

The transition to a zero carbon, climate resilient city presents significant economic, technical, institutional, societal, and regulatory challenges. This Update highlights a selection of these to provide context to the topics covered and the actions being recommended.

It also highlights where policies at local, regional, and national level are incentivising and enabling actions of a similar type and magnitude to reinforce the feasibility and credibility of the actions being recommended.

Finally, to illustrate that climate action is possible, the Update signposts examples of good practice from within Manchester, the wider city region and across the UK.

Ensuring a just transition

Ensuring that all of Manchester's residents are protected from the impact of climate change, that actions to help the transition to a zero carbon and climate resilient city do not have a negative impact on the most vulnerable people, and that the costs of change do not fall unevenly on those that are least able to afford them, is a constant theme throughout this Update.

The recommended actions have been developed with this in mind and the cost of living crisis is recognised as a key challenge in chapter 7.

Financing the transition

The cost of the transition to a zero carbon and climate-resilient city, is significant. The Local Area Energy Plan for Manchester⁵ estimates the cost to decarbonise the city's energy system is over £13bn (£4 billion by 2030).

This level of capital investment is beyond the reach of public finances and so private finance is critical to our success. The scale of private funds available is sufficient to support substantial activity, however, new approaches must be developed to unlock this resource.

Chapter 8 summarises the challenges and developing climate measures at sufficient scale, volume, and predictability to attract the patient capital investment needed to accelerate progress and achieve the ambitious climate change targets that Manchester has set.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

This Update has co-designed over **175 recommended actions** organised into four categories according to where there is agency to act; that is, where there is direct control to deliver, affect or influence the required change or outcome:

- To be delivered locally, where direct control lies in Manchester
- To work on at city-region level, with Greater Manchester partners
- To advocate for national government to do
- To do differently, where there are opportunities to innovate

These actions can be summarised as follows:

We need to **retrofit existing buildings** – our homes, institutions, industrial and commercial premises – to make them more energy efficient; they need to be better insulated, rely less on gas for heating, and use more efficient appliances and equipment.

We need to construct **new buildings** to high and rising standards of low carbon performance, covering operational and embodied energy, which ensures we do not add to the future cost of decarbonisation.

We need to **travel less** and **change the way we travel**, ensuring we chose the right mix of transport for each journey, prioritising active travel and public transport, particularly for short trips.

We need to rapidly reduce our dependency on fossil fuels and **deploy electric vehicles** at scale for both public and private transport.

We need to see a **rapid shift away from fossil fuels** to electricity for heating, transport, and industry. To support this, we need to **increase renewable energy generation**, both locally and at national level.

This needs to be coupled with a **step change in energy efficiency** across all sectors, and increased adoption of **smart grid** technologies and **local storage** to balance energy supply and demand for maximum efficiency.

We need to continue to explore the **role of hydrogen in our future energy mix**, including to support decarbonisation of industry, transport, and heating.

We need to **produce goods and services more sustainably**, moving to a circular economy, alongside becoming more **sustainable consumers**.

⁵ https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/

We need to halve our **consumption-based emissions by 2030**, before halving them once again by 2036.

We need to **reduce waste**, including unnecessary **food waste**, and manage unavoidable waste as sustainably as possible, maximising reusing and recycling.

We need to work collaboratively across the aviation industry, with other core cities, national government, and international partners to ensure **aviation emissions** are reduced in line with the Paris Agreement.

We need to **understand our exposure to climate change risk** and make detailed plans that support all our residents, and all parts of our city, its economy and natural environment to adapt.

This includes prioritising action to ensure our **critical infrastructure is resilient** to climate change and ensuring our **most vulnerable communities are protected**.

We need to monitor the **impact of climate change on health and wellbeing** and target policies and measures that improve outcomes for both.

We need to **create demand for green skills** and provide the right training and qualifications to enable employers and residents to capture the new opportunities of the green economy.

We need to ensure all the investments we make are low carbon and resilient to climate change and we need to **develop innovative models to unlock private investment** into both climate mitigation and adaptation.

Key messages

Urgent action is needed to **reduce direct emissions** from our buildings and ground transport, and to increase renewable energy generation, if Manchester is to stay within its carbon budget.

Decisive action is needed to assess the city's vulnerability to climate change and to ensure we are adapting our infrastructure, buildings, economy, and residents to **be resilient to a changing climate**.

Everyone has a role to play – individuals, organisations, local and national government – and there is a great deal we have the power to achieve locally, if we **work collaboratively**.

The cost of transitioning to a zero carbon, climate resilient city cannot be borne solely by the public purse, so we need to find innovative ways to **unlock private finance investment**.

Tackling the climate crisis brings opportunities to **deliver wider strategic ambitions**, including improving people's health, reducing fuel and food poverty, creating new jobs and economic growth, and delivering a greener city for everyone.

Next steps

This Update is a call to action for everyone in Manchester. MCCP will champion delivery of the recommendations set out, but everyone needs to increase the pace and scale of their own activity, and reach out to support and collaborate with others, if we are to succeed in achieving the city's ambitions.

To support the prioritisation of effort, in particular for reducing direct emissions, MCCP has asked Manchester Climate Change Agency (MCCA) to assess the comparative impact of the recommended actions, building on the insights already provided by the detailed emissions baseline and 50% reduction targets in this Update.

MCCP has also asked MCCA to develop options for tracking the city's progress towards its zero carbon and climate resilient goals, in a way that enhances the existing Annual Reports. MCCP members and its independent Advisory Groups will support all these activities.

INTRODUCTION

Manchester's Climate Change Framework 2020-25 (the Framework)

The aim of the Framework⁶ is that:

Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive

Its vision is for:

A green city with walkable neighbourhoods, clean air, good jobs in successful businesses, warm homes and affordable energy, safe cycling routes and a public transport system that works for everyone.

The Framework used a science-based targets approach to set a zero carbon date of 2038 and a carbon budget for direct emissions of 15m tCO₂ for the period 2018-2100 for the city.

The definition of zero carbon used in the Framework is based on the Tyndall Centre's recommendation and is the point beyond which Manchester's average annual carbon emissions are 97% lower than 1990 levels⁷. This includes carbon dioxide emissions from the energy system only, i.e., the gas, electricity and liquid fuels used to power and heat our homes and businesses and to transport us around the city, described as direct emissions.

The Framework set four headline objectives:

- **Staying within our carbon budgets** – this includes taking action to reduce our direct emissions, but also recognises the need to tackle our indirect emissions (from the things we consume, and which generate greenhouse gases through their production, transportation, and disposal) and aviation emissions.
- **Climate adaptation and resilience** – adapting the city's buildings, infrastructure and natural environment to the changing climate and increasing the climate resilience of our residents and organisations.
- **Health and wellbeing** – improving the health and wellbeing of everyone in Manchester through actions that also contribute to our objectives for emissions reduction and climate adaptation.
- **Inclusive, zero carbon and climate resilient economy** – ensuring we have an economy where everyone can play an active role in decarbonising and adapting the city to the changing climate.

It also identified six priority areas for action:

- Buildings (existing and new)
- Renewable energy
- Transport and flying
- Food
- The things we buy and throw away
- Green infrastructure and nature-based solutions

Manchester Climate Change Partnership (MCCP)

MCCP was established in 2018 and brings together organisations from across the city's public, private, community, faith, health, culture, and academic sectors that share the

⁶ [Manchester Climate Change Framework 2020-25 | Manchester Climate Change](#)

⁷ https://www.manchesterclimate.com/sites/default/files/POFP%20Proposal%20to%20MCC%2016.10.2018_0.pdf

common goal of helping Manchester to limit its greenhouse gas emissions and build resilience to a changing climate.

Its aim is to work with the Manchester Climate Change Agency (MCCA), Manchester communities and other relevant partners to ensure the city develops and successfully implements a climate change strategy aligned with the latest science and built on the views of city stakeholders.

Its objectives are to work with MCCA and other partners to: ensure the city maintains climate targets aligned to the Paris Agreement; has a robust strategy and implementation plan to meet those targets; champions the delivery of effective climate action across sectors; engages and influences stakeholders and communities to act; provides evidence based reporting on the city's progress towards its climate targets and objectives; and helps to establish Manchester as a world class city for action on climate change.

In line with these objectives, Manchester's Climate Change Framework (and this 2022 Update) comes from Manchester's Climate Change Partnership, as produced by Manchester Climate Change Agency, and provides an independent, science-based plan with targets for the city to play its full part in tackling the climate crisis in a just and equitable way.

Purpose of the 2022 Update

The purpose of this Update is to:

- Provide an overview of work carried out since publication of the Framework in 2020 on the objectives for Adaption and Resilience, Health and Wellbeing, and Inclusive Economy.
- Set granular targets for reducing our direct emissions to help the city stay within its agreed carbon budget.
- Identify detailed and specific actions for all of us to deliver in order that we may successfully achieve our ambition to become a thriving, resilient, zero carbon city.

The Update is not changing the zero carbon date of 2038, the carbon budget of 15m tCO₂, or the Framework's headline objectives and priority areas.

Manchester is not currently on track to stay within its carbon budget. We have not been reducing our direct emissions by 13% per year as targeted and are at risk of missing the city's first milestone: to reduce our direct emissions by 50% by 2025.

This Update sets out in more granular detail the **scale of action needed to reduce our direct emissions by 50%** using an evidence base⁸ provided by the SCATTER⁹ model developed by Anthesis.

Alongside these targets, the Update presents **detailed, specific recommended actions**, co-created with a wide range of stakeholders, that focus on where there is agency to act; that is, where there is direct control to deliver, affect or influence the required level of emissions reductions.

Four categories have been identified for the recommended actions:

- **To be delivered locally, where direct control lies in Manchester**
- **To work on at city-region level, with Greater Manchester partners**
- **To advocate for national government to do**
- **To do differently, where there are opportunities to innovate**

The Update also shows the impact that our performance to date is having, and could have, on our overall carbon budget. It sets out a series of scenarios for the city – **different**

⁸ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

⁹ [SCATTER: Emissions Reporting Tool for Local Authorities - Anthesis Group](#)

pathways of emissions reductions – to show what needs to be done to stay within our carbon budget by 2038.

All of this is in line with commitments made in the original Framework, and with the objectives of the MCCP – to ensure the city has a robust strategy, targets, and plan, aligned to the latest science, policy, and technology development, to enable us to play our full part in tackling the climate crisis.

Across this Update, we have highlighted:

- **Policy drivers and enablers** - where other local or national policy and initiatives are pushing for a similar type and scale of action.
- **Challenges of implementation** - based on research in the relevant sector and local consultations to ensure common barriers are understood.
- **Co-benefits of climate action** - highlighting the wider positive impacts that reducing our emissions and building resilience to climate change can deliver.
- **Examples of good practice** – illustrating some of the positive action being taken across the city to tackle the climate crisis.
- **Recommended actions** - specific steps that have been developed in collaboration with a range of stakeholders and that can be taken locally, at city region level, and nationally to help achieve the targets.

Key messages

Urgent action is needed to **reduce direct emissions** from our buildings and ground transport, and to increase renewable energy generation, if Manchester is to stay within its carbon budget.

Decisive action is needed to assess the city's vulnerability to climate change and to ensure we are adapting our infrastructure, buildings, economy, and residents to **be resilient to a changing climate**.

Everyone has a role to play – individuals, organisations, local and national government – and there is a great deal we have the power to achieve locally, if we **work collaboratively**.

The cost of transitioning to zero carbon cannot be borne solely by the public purse, so we need to find innovative ways to **unlock private finance investment**.

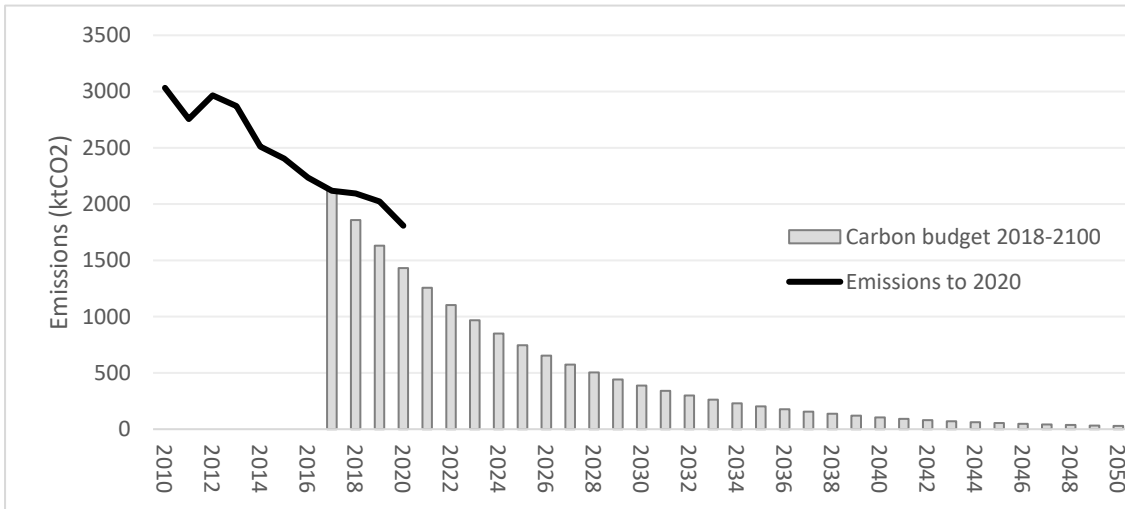
Moving to a low carbon and climate resilient city brings opportunities to **deliver wider strategic ambitions**, including improving people's health, reducing fuel and food poverty, creating new jobs and economic growth, and delivering a greener city for everyone.

STAYING WITHIN OUR CARBON BUDGETS

Manchester’s Climate Change Framework (2020-2025) sets a science-based target for the city to reach zero carbon by 2038 and a carbon budget for direct emissions of 15m tCO₂ for the period 2018-2100. The first milestone in the Framework is for the city to reduce its direct emissions by 50% by 2025.

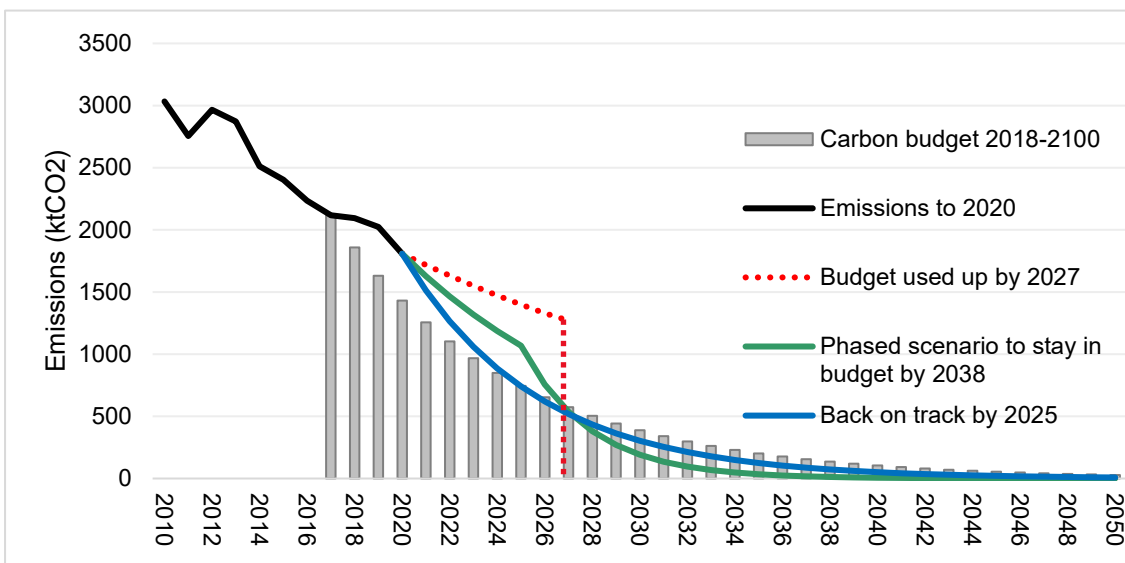
Direct emissions are sometimes described as territorial emissions and include emissions from our buildings and from ground transport inside the city.

Graph 3 shows Manchester’s carbon budget (vertical bars) and our actual emissions to 2020 (descending line). The gap between the line and the bars indicates we are not on track to hit our first milestone which puts staying within our carbon budget to 2038 at risk. This has been reported in the city’s Annual Climate Change Reports¹⁰.



Scenarios for staying within our carbon budget

Graph 4 sets out two scenarios for the city to remain within its carbon budget. It does not identify a preferred scenario, rather, it illustrates the urgency with which we need to act, and the scale of action needed to stay within our carbon budget between now and 2038. It also illustrates what happens to our carbon budget if we fail to take urgent action at scale.



¹⁰ [How are we doing? | Manchester Climate Change](#)

The smoothly descending **blue line** gets the city back on track to meet the 50% reduction target for direct emissions by 2025.

It requires immediate, large-scale action and investment to deliver a 16% per annum (pa) reduction in direct emissions every year until 2038. It also requires that we make up the expected shortfall to this target during 2020 and 2021 which will be confirmed in future Annual Reports once data is released by UK government. This is a higher annual reduction rate than originally proposed (13%) and much higher than the average achieved pre-pandemic (under 5% pa).

The staggered **green line** ensures the city stays within its carbon budget to 2038 via a phased approach to emissions reductions.

It recognises the challenges associated with immediately and retroactively upscaling action to the high level required in the blue line scenario, and so identifies a first phase to 2025 that requires a 10% pa reduction in direct emissions - still a high expectation compared to pre-pandemic averages - to provide time for the city to intensify its efforts to develop the projects, financial investment and delivery systems needed in phase two. Phase two requires a much steeper reduction in direct emissions of 29% pa, every year to 2038.

The dotted **red line** shows we will use up our carbon budget by 2027 if we continue to reduce our direct emissions at just above the average rate the city was achieving pre pandemic (5% pa).

This Update is not advocating for the city to adopt either the blue or green trajectory, it is highlighting the risk to the carbon budget if we continue to decarbonise at our current average rate and illustrating that there are multiple ways for the city to remain within its carbon budget to 2038 - all of which require significant, urgent action from all sectors at a scale we have not achieved before.

Scale of action required to reduce direct emissions by 50%

Chapters 3.1, 3.2, and 3.3 of this Update identify the **scale of action** needed to achieve a 50% reduction in our direct emissions.

These granular targets have been defined by the SCATTER¹¹ model using an emissions baseline equivalent to that reported in the city's 2020 Annual Report¹² and identify actions that will deliver 900k tCO₂ of annual savings when achieved, i.e., a 50% reduction in direct emissions.

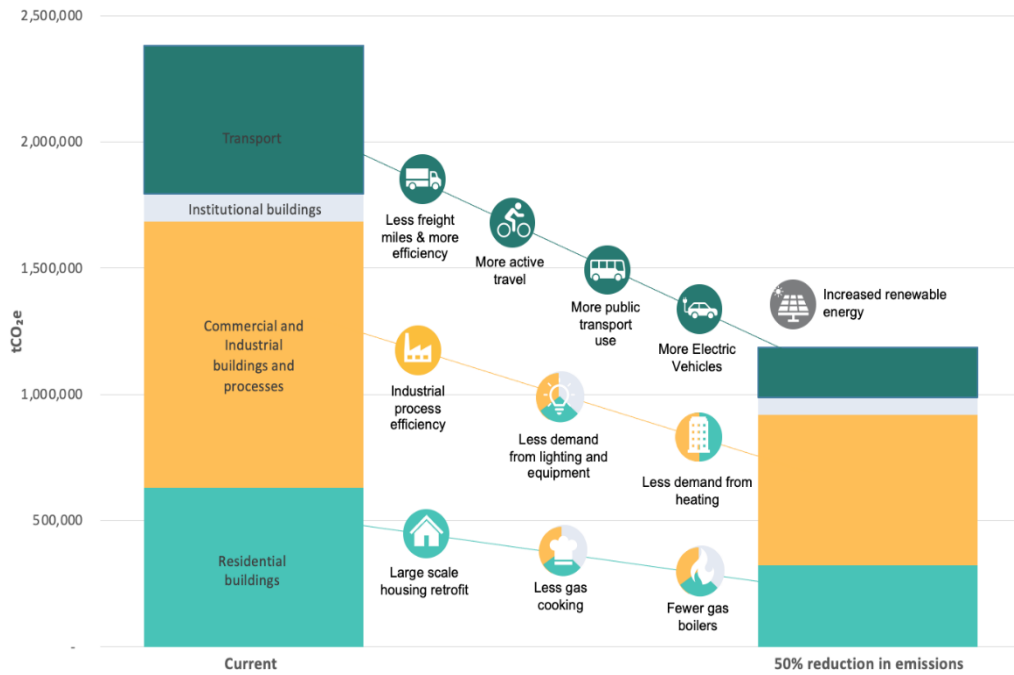
They apply to new and existing buildings and ground transport¹³, as these are the sources of our direct emissions, and to renewable energy generation as this will be needed to support electrification of our buildings and ground transport. They are accompanied by an estimation of the CO₂e savings that will be delivered if the targets are met - showing how each action contributes to the overall emissions reductions required.

Graph 5 summarises this visually.

¹¹ [SCATTER \(scattercities.com\)](https://scattercities.com)

¹² [Mcr Climate Change Annual Report 2020 Single Pages.pdf \(manchesterclimate.com\)](#)

¹³ Ground transport includes cars, HGV's, buses, coaches, vans, motorbikes, trams, and trains



The left-hand column shows our current direct emissions and how they are split between ground transport and buildings.

Buildings are disaggregated into institutional¹⁴, commercial and industrial¹⁵, and domestic buildings.

The right-hand column shows how each of these categories needs to shrink so that collectively the city’s direct emissions reduce by 50%.

The ‘zip wires’ between the two columns highlight the key actions needed to achieve the required reduction in direct emissions.

¹⁴ Institutional buildings include schools, hospitals, government offices, street lighting, and other public facilities

¹⁵ Commercial and industrial buildings include direct emissions from industrial processes

Buildings

Current emissions

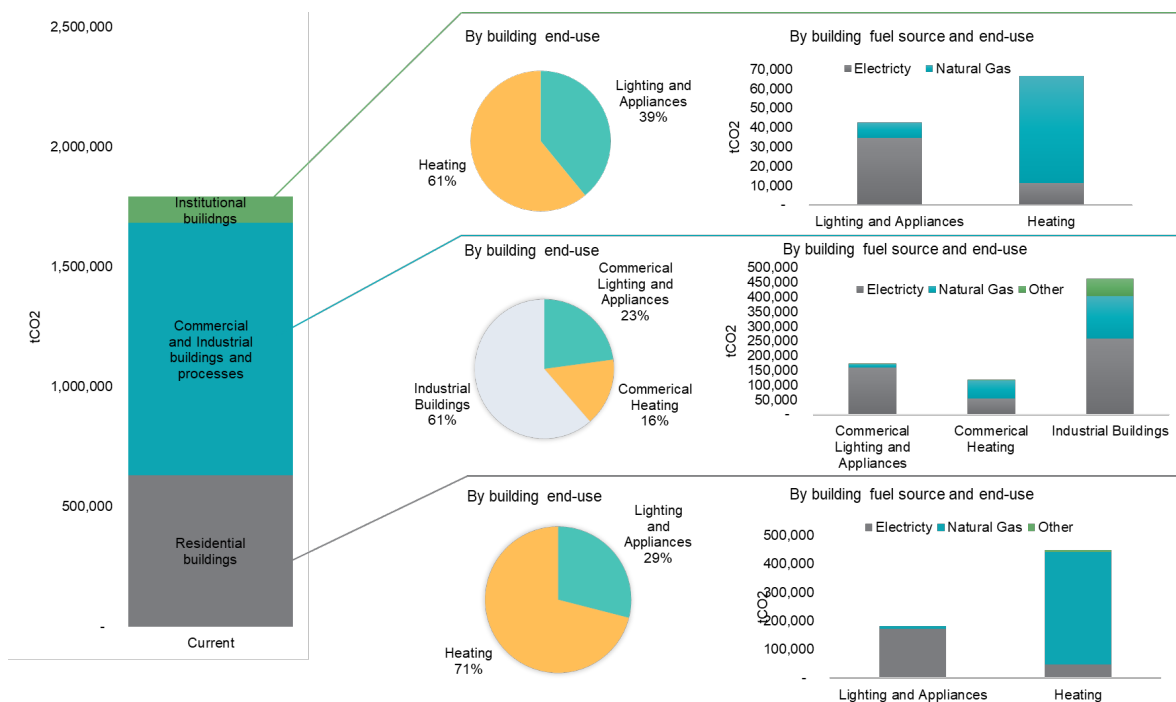
Modelling by SCATTER shows the built environment is responsible for 76% of Manchester’s direct emissions. Graph 6 below shows how these emissions are broken down.

On the left, the graph shows emissions by building type – split into institutional, commercial/industrial, and residential buildings.

Each of these building types is then broken down to show emissions by end-use in the building: pie charts show, for example, whether emissions come from lighting and appliances or from heating.

Finally, the data is broken down further to show emissions by the mix of fuel used: bar charts show, for example, where emissions from heating come from gas or electricity.

A key observation from this graph is that we are too reliant on gas for heating, across all of our building types.



Institutional buildings

Institutional buildings are public buildings such as schools, hospitals, government offices, highway street lighting, and other public facilities.

- 4% of Manchester’s total carbon emissions are from institutional buildings
 - 61% of institutional emissions are from space heating and hot water
 - 89% of heating is powered by gas and 11% by electricity
 - 39% of emissions are from lighting and appliances

Commercial buildings

Commercial premises are buildings that serve the public including restaurants, offices, hotels, retail stores.

- 12% of Manchester’s total carbon emissions are from commercial buildings

- 48% of commercial emissions are from space heating and hot water
- 67% of heating powered by gas and 32% by electricity
- 52% of emissions are from lighting and appliances

Industrial buildings

Industrial buildings include all types of manufacturing, processing, and logistics operations and also the industrial process contained within them. It also includes the energy used to transport and treat waste and waste water.

- 34% of Manchester's total carbon emissions are from industrial buildings (19% from industrial buildings and facilities and 15% from industrial processes including the energy used in waste and wastewater treatment)
 - 61% of industrial emissions are associated with the buildings
 - 41% powered by gas, 42% electric and 17% petroleum products
 - 39% of industrial emissions come from industrial processes
 - 79% of that is from general manufacturing operations

Domestic buildings

As of 31st March 2020, Manchester has over 234,000 domestic properties¹⁶, housing more than 586,000 residents¹⁷. The mix of buildings is 39% flats, 34% terraced houses, 24% semi-detached, and 3% other.

- 26% of Manchester's total carbon emissions are from domestic buildings
 - 71% of domestic carbon emissions are from space heating and hot water
 - 92% of domestic heating is powered by gas, 6% by electricity and the remaining by other sources (coal and petroleum)
 - 29% of domestic carbon emissions are from electric lighting and appliances

The ownership of Manchester homes can be split into three categories: 33% owned by their occupants, 39% privately rented and 28% socially rented (7% above national average).

The UK Green Building Council (UKGBC) says that 80% of the homes we will occupy in 2050 are already built¹⁸. Over half (58%) of Manchester's homes are energy inefficient with an Energy Performance Rating (EPC) of D – G¹⁹ and so are costly to heat, will need to be retrofitted, and are failing to deliver health and comfort to inhabitants²⁰.

In 2019, 20% of Manchester's households were fuel poor, more than the English average²¹. Each year, these residents would have to spend £223 more on their energy to keep warm than a household that is not in fuel poverty²².

As Manchester grows, it is set to build over 56,000 new homes between 2021-2037²³; a significant increase that needs to be done in a way that does not add to our building emissions or to the cost of housing retrofit.

¹⁶ [Housing data | Housing data | Manchester City Council](#)

¹⁷ [Manchester's population, ethnicity and migration | Population | Manchester City Council](#)

¹⁸ [Climate change - UKGBC - UK Green Building Council](#)

¹⁹ [Energy Performance of Buildings Certificates \(EPC\) in England and Wales 2008 to March 2022](#)

²⁰ https://www.theade.co.uk/assets/docs/resources/Energising_Greater_Manchester_050718v2.pdf

²¹ <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-2021>

²² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf

²³ <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

In order to reach zero carbon

We need to **retrofit existing buildings** – our homes, institutions, industrial and commercial premises – to make them more energy efficient; they need to be better insulated, rely less on gas for heating, and use more efficient appliances and equipment.

We need to construct **new buildings** to high and rising standards of low carbon performance, covering operational and embodied energy, which ensures we do not add to the future cost of decarbonisation.

Scale of action needed to reduce emissions by 50%:

Modelling by SCATTER indicates the following scale of action is needed.

Domestic buildings

- Over 84,000 homes to be retrofitted
 - 21% reduction in energy demand from domestic heating and hot water
 - 31% reduction in energy demand from domestic appliances and lighting
 - 39% of homes to switch off gas heating and install electric heat pumps

Commercial buildings

- 61% reduction in overall energy demand from commercial premises, including:
 - 17% reduction for heating, cooling and hot water
 - 33% reduction in gas use for space heating, cooling, and hot water
 - 74% reduction for lighting, appliances, equipment and catering

Institutional buildings

- 45% reduction in overall energy demand from institutional buildings
 - 37% reduction for heating, cooling and hot water
 - 63% reduction for lighting, appliances, equipment and catering

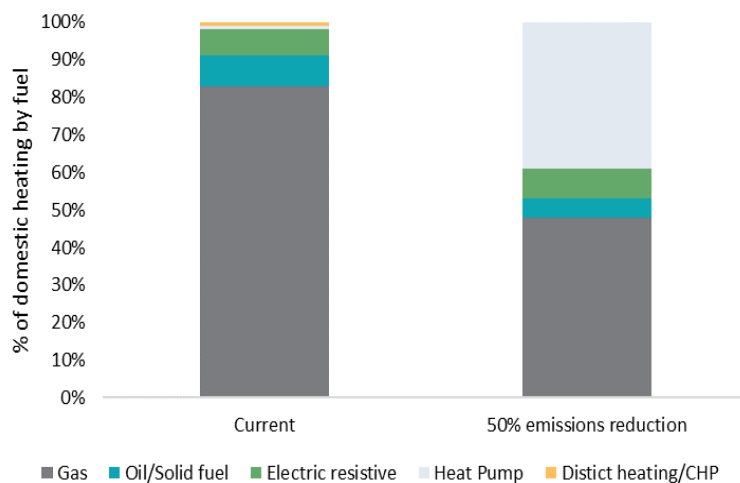
Industrial buildings

- 58% reduction in overall energy demand from industrial buildings and processes
 - 55% reduction for buildings and facilities including heating, cooling, hot water, lighting, and appliances
 - 63% reduction from industrial processes²⁴

New buildings

- 100% of new houses must meet best practice zero carbon standards.

Graph 7 shows how the heating of our homes needs to change to deliver a 50% reduction in direct emissions; the key message being we need to shift off gas to electrified heating, primarily via adoption of air source or ground source heat pumps. In addition, 20% of non-domestic heating systems need to be district heating.



²⁴ Fugitive emissions are excluded from this data

CO2e savings and costs

SCATTER estimates the cumulative CO2e savings from delivering all the above targets is **3.4m tCO2e** compared to a 'business as usual' case.

The timeframe applied by SCATTER in this calculation is to 2030, but Manchester can choose to act faster than this.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- Manchester's Local Area Energy Plan²⁵ echoes the need for building retrofit at scale, targeting 100,000 homes and 180,000 heat pumps to be deployed by 2038.
- Manchester's Housing Strategy 2022-32 commits that 50% of affordable homes built by 2025 will be low or zero carbon and a retrofit programme will be developed for all housing in the city.²⁶
- Greater Manchester Combined Authority's (GMCA) 'retrofit GM'²⁷ headline objective is to retrofit 61,000 domestic properties a year, and for all non-domestic buildings to reach an average of Energy Performance Certificate rating of C or Display Energy Certificate B by 2030.
- From April 2018, homes that are privately rented are subject to minimum energy efficiency standards and those with F and G ratings will have to improve²⁸.
- The Committee on Climate Change (CCC) says that 19 million heat pumps need to be installed by 2050²⁹.
- Manchester's Climate Change Partnership's (MCCP) Roadmap to Net Zero Carbon New Buildings³⁰ sets targets for operational and embodied carbon emissions, in line with the objective to shift all new builds to zero carbon from 2023 onwards, as articulated in the original Framework.
- GMCA have a goal for all new developments to be net zero carbon by 2028³¹.
- The UKGBC have set out a pathway to net zero for the UK built environment³² which includes a budget for operational and embodied carbon relating to the construction, operation, and demolition of buildings and infrastructure.
- The increased cost of building to zero carbon standards is calculated to be 6.2% for offices and 3.5% for residential properties³³ and, if considered over the whole life of

²⁵ [Manchester Local Area Energy Plan - GM Green City](#)

²⁶ https://www.manchester.gov.uk/downloads/download/7463/manchester_housing_strategy_2022-2032

²⁷ <https://www.greatermanchester-ca.gov.uk/media/6018/retrofitgm.pdf>

²⁸ <https://www.gov.uk/guidance/domestic-private-rented-property-minimum-energy-efficiency-standard-landlord-guidance>

²⁹ <https://www.theccc.org.uk/wp-content/uploads/2019/05/Net-Zero-Technical-report-CCC.pdf>

³⁰ [Manchester Climate Change Partnership adopts and endorses a Roadmap to Net Zero Carbon New Buildings in Manchester | Manchester Climate Change](#)

³¹ <https://www.greatermanchester-ca.gov.uk/news/greater-manchester-calls-on-government-not-to-cap-climate-ambition-for-new-homes/>

³² <https://www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf>

³³ https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144623/Executive-Summary_-_Building-the-Case-for-Net-Zero.pdf

the building, can likely be offset by increased rental premiums, lower tenancy void periods, lower offsetting costs, and lower operating/ lifecycle costs³⁴.

- The cost of retrofitting a new build is 3-5 times higher³⁵ than ensuring it meets stretching zero carbon standards at the point of design and construction.
- The UKGBC³⁶ show the importance of including offset payments within the capital cost appraisal for new buildings. Carbon prices will only increase over the next decade, and this will impact the absolute values of buildings.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in decarbonising our buildings, including:

- National and local policy is not currently driving change at the pace and scale required, either in retrofit or new build standards.
- There are competing priorities for policy makers, for example balancing the demand for more housing with the need to increase zero carbon standards in new builds.
- The capital cost of retrofit, lack of grant funding and an under-developed supply chain are discouraging property owners to retrofit.
- For air source heat pumps to be a viable alternative to gas for domestic heating, insulation levels must be improved first.
- The hassle costs, whether perceived or actual, of carrying out major building works like insulation and heating upgrades can discourage and delay action.
- There are limited market signals to stimulate supply chain growth and the provision of skills development, further restricting capacity for action at scale.
- The absence of standardised energy efficiency disclosure makes it difficult to track progress at city scale.
- The UK has one of the highest ratios of gas to electricity across Europe, sometimes known as a 'spark gap', with the price of electricity being close to four times that of gas per kWh³⁷. This is due in a large part to the taxation on electricity and, according to Ofgem, the environmental and social obligation costs are over 20% of an electricity bill,³⁸ compared to less than 2% for gas.³⁹

Co-benefits of action

The systemic transitions required within cities to tackle the climate crisis are complex and interlinking. This creates challenges but also means that action to reduce our carbon emissions can deliver additional benefits to the adaptive capacity of our cities, the health and wellbeing our communities, and the inclusivity and sustainability of our economy.

Adaptation and resilience

³⁴ <https://www.jll.co.uk/content/dam/jll-com/documents/pdf/research/Sustainability%20and%20Value%20in%20the%20Regions%20-%20Final%20Report.pdf>

³⁵ <https://www.theccc.org.uk/wp-content/uploads/2019/07/The-costs-and-benefits-of-tighter-standards-for-new-buildings-Currie-Brown-and-AECOM.pdf>

³⁶ <https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144621/Building-the-Case-for-Net-Zero-UKGBC.pdf>

³⁷ https://www.ehpa.org/fileadmin/red/09_Events/2019_Events/Market_and_Statistic_Webinar_2019/20190624_-_EHPA_Webinar_outlook_2019_-_Thomas_Nowak.pdf

³⁸ <https://www.ofgem.gov.uk/data-portal/breakdown-electricity-bill>

³⁹ <https://www.ofgem.gov.uk/data-portal/breakdown-gas-bill>

- Retrofitting homes helps to ensure residents are better placed to withstand heat waves and excessively cold spells.
- Increasing the energy efficiency of housing stock can help build local energy resilience and reduce concerns over energy security.
- Energy efficient appliances, including dishwashers and washing machines, can also minimise water use therefore help mitigate against water scarcity.
- Low carbon new builds often incorporate nature-based solutions to climate adaptation in their surrounding areas and so build resilience to a changing climate.

Health and wellbeing

- Housing retrofit can address fuel poverty; increasing the energy efficiency of a home to EPC C can save an average of £223 per year on fuel costs⁴⁰.
- High energy bills can create financial stress and so reducing energy costs can help the prevention of mental disorders (e.g., anxiety or depression).
- Retrofitting measures create warmer, drier homes and thus impact positively on the health and wellbeing of their residents.
- Investing £1 in keeping homes warm is estimated to reduce direct health costs by £0.42⁴¹.

Inclusive, zero carbon and climate resilient economy

- Upgrading the energy efficiency of Manchester's buildings presents a huge opportunity to boost the local economy⁴².
- Growing the market for green products and services creates opportunities for local companies and local people to diversify and develop new skills and new businesses.
- 9,800 jobs could be supported in the Northwest⁴³ by an energy efficiency programme in the UK.
- Ambitious retrofit programmes in the public sector and social housing sector, build demand for skills and supply chain growth by providing a stable pipeline to enable rapid expansion of market delivery capability.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice within Manchester, the wider city-region and across the UK, including:

- Manchester City Council (MCC), the city's universities and its health sector, have committed to achieve zero carbon by 2038 and have action plans in place⁴⁴.
- Since 2009, the percentage of Manchester's non-domestic buildings with an EPC rating between A-C has increased from 34% to 60%.
- Manchester has one of the highest proportions of existing BREEAM 'Good to Outstanding' office stock⁴⁵.

⁴⁰https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf

⁴¹https://www.nea.org.uk/wp-content/uploads/2021/11/0000_NEA_Fuel-Poverty-Report-and-Exec-Summary_v2.pdf

⁴²https://www.theade.co.uk/assets/docs/resources/Energising_Greater_Manchester_050718v2.pdf

⁴³<https://friendsoftheearth.uk/sites/default/files/downloads/making-better-job-it-full-report-75291.pdf>

⁴⁴<https://www.manchesterclimate.com/sites/default/files/MCCA%20Annual%20Report%202021%20Final.pdf>

⁴⁵<https://www.greenbooklive.com/index.jsp>

- Over 150 public buildings across Greater Manchester are investing £78m of retrofit funding from UK government to install heat pumps, solar panels, insulation, and energy monitoring systems⁴⁶.
- The Carbon Literacy Project has created a toolkit specifically for the social housing sector which is being used by over 70 providers.
- ‘Your Home, Better⁴⁷’ has been launched in Greater Manchester to support homeowners that are able and willing to pay for retrofit.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester: (New build)

- Buildings 1. **Property developers**, and those who commission new buildings in the public and private sector, to apply the highest zero carbon standards to new developments from 2023.
- Buildings 2. Manchester Climate Change Partnership (MCCP) to engage the developer community in progressing the sector’s understanding of the **financial viability** considerations of stretching whole-life carbon standards.
- Buildings 3. Manchester City Council (MCC) to make full use of its existing planning powers, including the Local Plan, to regulate for **whole-life carbon emissions standards** in all new buildings, covering operational and embodied carbon in line with Manchester’s Roadmap⁴⁸, the UKGBC whole life carbon roadmap⁴⁹, and the emerging Future Buildings Standard, from 2023 (going faster than UK) and increasing over time.
- Buildings 4. MCC to require a percentage of energy used on site by new builds to be from **renewable energy** or low carbon sources in the locality.
- Buildings 5. MCC to use planning policies to include **carbon offset levies** for developments that do not meet specified zero-carbon requirements.

(Retrofit)

- Buildings 6. **Public sector** organisations to have retrofit programmes in place to reduce the operational emissions from their buildings in line with Manchester’s carbon budget, and to disclose energy efficiency performance data.
- Buildings 7. **Private sector** organisations to retrofit their commercial or industrial premises in line with Manchester’s carbon budget, and to disclose energy efficiency performance data.

⁴⁶ [Green upgrades for Greater Manchester public buildings with £78m decarbonisation fund - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](#)

⁴⁷ [YOUR HOME BETTER](#)

⁴⁸ [Manchester Climate Change Partnership adopts and endorses a Roadmap to Net Zero Carbon New Buildings in Manchester | Manchester Climate Change](#)

⁴⁹ [www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf](#)

- Buildings 8. MCC to lead development of a **Housing Retrofit Strategy by 2023** that covers all domestic housing whether owner occupied, private rented or social housing.
- Buildings 9. **Social housing providers** to retrofit their 68,000 homes to a minimum standard of EPC C by 2030.
- Buildings 10. **Private rented sector (PRS) landlords** to allocate funds to assess the energy efficiency of their properties and develop an improvement plan to implement minimum energy efficiency standards (MEES) regulations across all tenures, ensuring all Manchester's homes meet EPC C at a minimum.
- Buildings 11. MCC to **increase capacity for enforcement** of MEES in the private rented sector and explore introduction of a landlord licensing scheme.
- Buildings 12. MCCP members and Manchester Climate Change Agency (MCCA) to support **engagement with Manchester residents** to maximise uptake of home energy efficiency and retrofit actions.
- Buildings 13. MCC to ensure planning and environmental health teams are fully conversant with low carbon retrofit measures, including air source heat pumps and external wall insulation, to **minimise barriers to their uptake**.
- Buildings 14. **Commercial landlords** to work transparently with tenants to minimise energy use, with requirements clearly set out in green leases.

**To work on at city-region level, with Greater Manchester partners:
(Retrofit)**

- Buildings 15. Electricity North West Ltd (ENWL) to work with local partners including MCCP and MCCA to drive **uptake of solar PV** in domestic and non-domestic properties.
- Buildings 16. Greater Manchester Combined Authority (GMCA) to fund dedicated support to the **green technology sector** to maximise economic benefits and job growth to Manchester.
- Buildings 17. Skills providers to develop and roll out **regional upskilling** programmes for retrofit to ensure Manchester residents can benefit from the growth of this emerging market.
- Buildings 18. Private sector organisations to incentivise and support green **apprenticeships**, building local skills for zero carbon.
- Buildings 19. Social housing providers to work together via the Manchester Housing Providers Partnership Zero Carbon Group and Greater Manchester Housing Providers Decarbonisation and Low Carbon Asset Management Groups to accelerate retrofit through sharing best practice and collaborative procurement.

**To advocate for national government to do:
(New build)**

- Buildings 20. Use national planning policy to better support the transition to zero carbon by adopting **whole life carbon standards for all new developments**, by 2030 at the latest, ensuring a level playing field for all locations.
- Buildings 21. Adopt recommendations set out in the UKGBC Roadmap to ensure national regulations require new buildings to adequately **predict or represent the actual performance** of operational carbon.
- Buildings 22. Update the National Calculation Methodology (NCM), as underpinned by SAP and the EPC methodology, to create a fit-for-purpose **predictive**

methodology for energy performance of dwellings, that better reflects in-use energy.⁵⁰

- Buildings 23. Introduce a phased approach to mandatory energy efficiency **data disclosure** through performance-based rating schemes for existing non-domestic buildings in the public and private sector.

(Retrofit)

- Buildings 24. Adopt a **National Retrofit Strategy**⁵¹ and coordinate through a Retrofit Delivery Authority⁵² to set out and deliver a national homes upgrade programme, fully coordinated with local government, industry, and relevant stakeholders.
- Buildings 25. Introduce a requirement for **MEES on all tenures** at point of sale, which includes production of a retrofit assessment, with incremental increases over time from 2025, including funding to support enforcement.
- Buildings 26. More effectively **distribute the environmental levies** placed on gas and electricity to incentivise the electrification of heat and encourage low carbon heating uptake⁵³ and reduce carbon intensity of the energy mix.
- Buildings 27. **Reform EPC** to ensure the data on which it is built remains up to date and reflects the energy mix in the grid at the time of production.
- Buildings 28. Tighten building regulations so that works to **existing dwellings** give clear triggers for energy improvement requirements.
- Buildings 29. Explore ways to bring forward the **cut-off date** of 2035 for the sale of gas boilers in existing homes to align more closely with the 2025 date for new homes.
- Buildings 30. **Develop a 'skills card'**⁵⁴ as a quality assurance scheme for heat pump installers, like the Gas Safe scheme.
- Buildings 31. Deliver **upskilling campaigns** for relevant industry sectors (e.g., gas heating engineers) to remove barriers to the uptake of electrified and low carbon space heating, including heat pumps.
- Buildings 32. Introduce **variable stamp duty rates** that are adjusted in line with the energy performance of buildings.
- Buildings 33. **Remove VAT on refurbishment work** where energy performance targets are met.
- Buildings 34. Introduce direct grants and other financial products, e.g., equity release or property based loan, **for low-income households** to support retrofit.
- Buildings 35. **Banking sector** to develop attractive financial offers for homeowners to overcome the high up-front capital costs of deep retrofit, e.g., low interest mortgage extensions and loans where performance targets are met.
- Buildings 36. **Institutional investors** based in the UK to disclose the operational energy and carbon performance of their property portfolios (at asset level) in annual reporting.

⁵⁰ <https://www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf>

⁵¹ www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf

⁵² <https://www.constructionleadershipcouncil.co.uk/wp-content/uploads/2020/12/CLC-National-Retrofit-Strategy-final-for-consultation.pdf>

⁵³ <https://www.heatpumps.org.uk/wp-content/uploads/2019/11/A-Roadmap-for-the-Role-of-Heat-Pumps.pdf>

⁵⁴ <https://www.skillcard.org.uk/types-of-skillcard/>

To do differently, where there are opportunities to innovate:

- Buildings 37. Property developers to deploy **digital twin technology** to increase understanding of the financial viability of applying zero carbon standards to new builds.
- Buildings 38. MCC to explore ways to enable **accelerated planning approval** for early adopters of future energy efficiency levels (with disclosure of performance on completion).
- Buildings 39. Local areas to develop a **place-based approach** to domestic housing decarbonisation that bundles multiple low carbon measures together, e.g., insulation, solar PV, and battery storage, with innovative financial models to attract private finance in to provide the upfront capital investment required.
- Buildings 40. Financial institutions and lenders to increase the availability of **green mortgages** with reduced rates for the most efficient homes to incentivise housing retrofit.
- Buildings 41. Domestic landlords to develop and test the use of **warm rental agreements** which include energy costs within the rent to incentivise and reward increasing the energy efficiency of properties.
- Buildings 42. Electrical product manufacturers to increase engagement with the Internet of Things (IoT), to enable greater uptake of **smart controls in homes**, helping to balance the grid and lower consumer fuel bills.
- Buildings 43. Commercial building owners/managers to use **digital modelling tools** to simulate and evaluate retrofit options for Heating, Ventilation and Air Conditioning (HVAC) systems; supporting the mainstreaming of these skills across the building services industry⁵⁵.
- Buildings 44. Commercial property owners to **disclose energy efficiency performance data** to fixed standards such as NABERS, UKGBC, or BREEAM to enable benchmarking of building performance and drive retrofit across the sector.

⁵⁵ <https://www.hvnplus.co.uk/news/much-more-to-do-to-upskill-sector-for-heat-pumps-experts-warn-28-05-2021/>

Transport

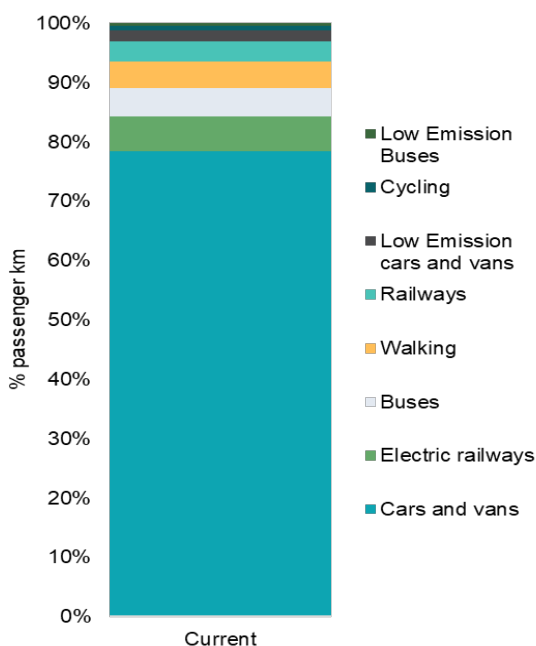
Current emissions

Modelling by SCATTER shows that transport is responsible for 24% of Manchester's direct emissions. Within that, 95% of emissions are from on-road vehicles: cars, buses, vans, and motorbikes, predominantly running on petrol and diesel.

Graph 8 below shows the percentage of passenger kilometres (km) travelled in 2018 by mode of transport. This tells us how we travel. The spread of carbon emissions will differ from this graph as some of the km will travelled be via low-carbon modes of transport such as electric cars.

Over the last 30 years, transport emissions have not reduced at the same rate as other sources of greenhouse gas emissions. There are several reasons for this, including:

- Increased length of journeys
- Falling relative cost of motoring – 15% down in real terms over the last twenty years
- Increased cost of rail fares – up by over 20% in twenty years
- Increased bus and coach fares – up by over 40% in twenty years⁵⁶
- Shift towards large vehicles – 31% of new car sales are classed as large vehicles compared to 21% in 2010⁵⁷



In Manchester:

- At the end of 2021, there were only 1,450 ultra-low emissions vehicles registered, which is below the national average⁵⁸.
- Most buses are still running on diesel⁵⁹.
- 36% of all trips that start in Manchester are neighbourhood trips under 2kms and could be walked in around 20 minutes or less⁶⁰ in many situations.
- There remains a paucity of public transport options to tackle Manchester's growing night-time economy in comparison with larger cities like London.

In Greater Manchester:

- Too many short trips are made by car: 88% of trips are shorter than five miles, and more than half of these are made by car⁶¹.
- We are behind both the UK and the North West per capita average for installing electric vehicle charging infrastructure⁶².

⁵⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf

⁵⁷ <https://www.theccc.org.uk/publication/reducing-uk-emissions-2019-progress-report-to-parliament/>

⁵⁸ [Vehicle licensing statistics data tables - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/vehicle-licensing-statistics-data-tables)

⁵⁹ <https://www.businessgrowthhub.com/green-technologies-and-services/green-intelligence/resource-library/greater-manchester-set-for-europe-leading-e-bus-fleet>

⁶⁰ <https://tfgm.com/our-five-year-transport-delivery-plan>

⁶¹ [State of the City Report](#)

⁶² [Electric Vehicle Charging Infrastructure Strategy \(ctfassets.net\)](#)

However, there are some positive trends:

- In 2019, 78% of peak morning travel (over 108,000 journeys) into Manchester city centre was made by public transport (63%) or active travel (15%)⁶³.
- In the decade leading up to 2019, there was a 19% reduction in the number of cars entering the city centre at peak morning travel time (reducing from over 27,000 to under 23,000)⁶⁴.
- As a result of changes caused by the COVID-19 pandemic, there has been an increase in hybrid working which is predicted to cause commuting to fall by 1 in 10 journeys as we move away from the 5-day commuting week⁶⁵.
- Between 2010 and 2020, the size of the Metrolink network was tripled, converting many city-centre bound journeys from car to public transport. In 2019 Metrolink accounted for 16% of peak morning journeys⁶⁶.

In order to reach zero carbon

We need to **travel less** and **change the way we travel**, ensuring we chose the right mix of transport for each journey, prioritising active travel (walking / wheeling⁶⁷ and cycling) and public transport, particularly for short trips.

We also need to rapidly reduce our dependency on fossil fuels and **deploy electric vehicles** at scale for both public and private transport.

Scale of action needed to reduce emissions by 50%:

Modelling by SCATTER indicates the following scale of action is needed:

- 30% reduction in overall distance travelled – we need to travel less by, for example, accessing services remotely and making more use of use of local facilities and services.
- 20% of journeys need to be made by active travel – walking / wheeling or cycling.
- 20% of journeys needs to be made by public transport.
- 80% of remaining passenger miles that are by cars, vans and motorbikes need to be in electric or hybrid electric vehicles.
- 9% reduction in freight mileage and 71% increase in freight fuel efficiency.

Graph 9 shows the modal shift in passenger miles needed to meet a 50% reduction in direct emissions. In addition to the targets set out above, the graph shows we need to electrify our buses and trains.

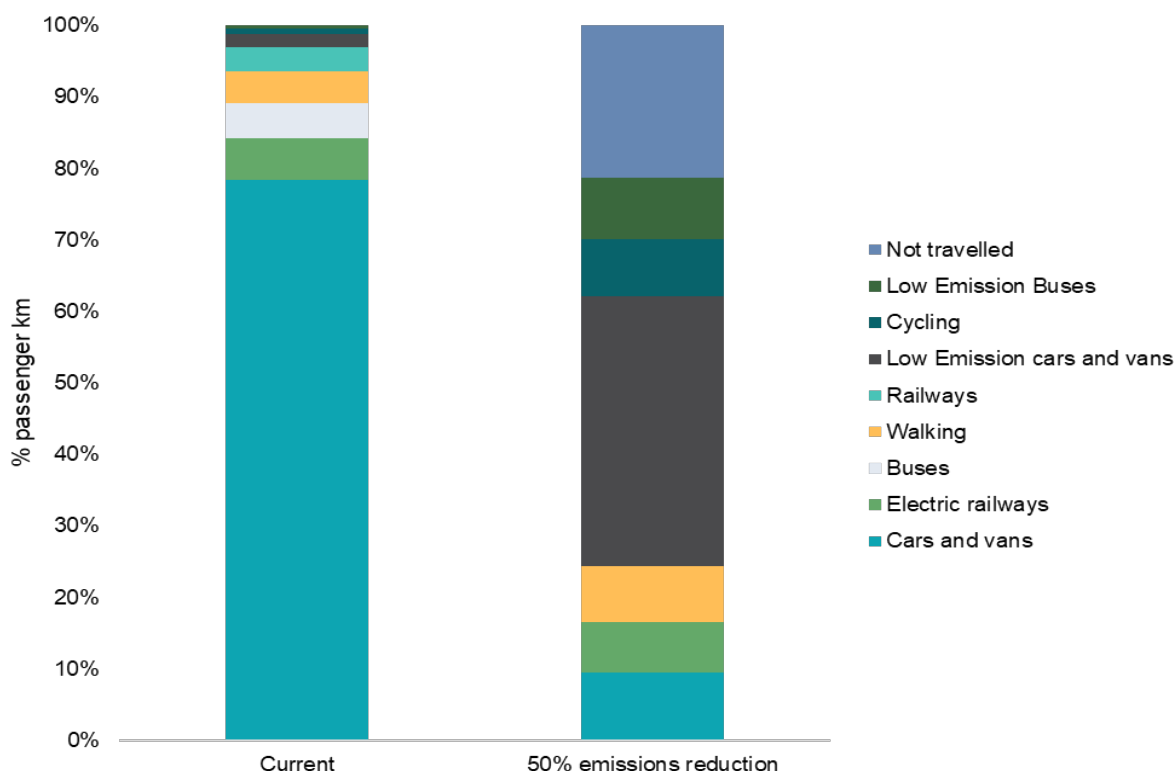
⁶³ [City Centre Transport Strategy to 2040](#)

⁶⁴ [City Centre Transport Strategy to 2040](#)

⁶⁵ <https://democracy.greatermanchester-ca.gov.uk/documents/s8356/GMTC%2020200710%20Transport%20Recovery%20Report.pdf>

⁶⁶ [City Centre Transport Strategy to 2040](#)

⁶⁷ [Campaigning for inclusive cycling, Wheels for Wellbeing](#)



CO2e savings

SCATTER estimates the cumulative CO2e savings from delivering all the above targets to achieve a 50% reduction in direct emissions is **1.3m tCO₂e**.

The timeframe applied in this calculation is to 2030, but Manchester can choose to act faster than this.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- The City Centre Transport Strategy⁶⁸ which is focused on delivering a net-zero carbon transport system and includes the following targets (from a 2019 baseline):
 - Reduce car journeys from 21% to 10% by 2040.
 - Increase public transport trips into the city centre by around 50% for Metrolink, over 50% for bus travel, and around 90% by rail by 2040.
 - Increase walking and cycling trips by around 70%.
- The Manchester Local Area Energy Plan⁶⁹ calls for 72,000 electric vehicle charging points to be installed by 2038 at an estimated cost of £40 million.
- The Greater Manchester Transport Strategy 2040⁷⁰ sets ambition for:
 - 50% of all journeys to be by public transport or active travel by 2040.
 - 1 million more active travel and public transport journeys per day by 2040.
 - No net increase in motor vehicle traffic and 200,000 more EVs by 2040.

⁶⁸https://assets.ctfassets.net/nv7y93idf4jq/6HANAC6XKWnyvZ508tbVfq/f661cc31bad890a4f388de49e79c1826/CCTS_Full_Document_Final_170321.pdf

⁶⁹https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/

⁷⁰<https://tfgm.com/2040-transport-strategy>

- The Greater Manchester Streets for All Strategy⁷¹ sets out a vision to ensure that our streets are welcoming, green, and safe spaces for all people that enable more travel by walking, cycling and using public transport and create thriving places that support local communities and businesses⁷²
- Nationally there are commitments for:
 - 50% of all journeys in towns and cities to be walked or cycled by 2030⁷³.
 - Sales of cars and vans with only a petrol or diesel engine to cease after 2030 and no sales of new fossil fuel vehicles (including hybrids) after 2040⁷⁴.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in decarbonising our transport system, including:

- To make walking / wheeling the natural choice, people need safe, inclusive, and attractive routes.
- To enable more people to cycle, there needs to be high quality, connected and safe cycling infrastructure, broad access to bikes and sufficient places to safely park and store them.
- To encourage people to access more services and activities online, instead of travelling, we need to ensure digital skills and technologies are widely available.
- The space needed to deliver more priority for active travel and public transport infrastructure may be constrained in the city centre and some built-up residential areas, and will, in some cases, require road space to be reallocated away from general traffic towards the most space-efficient and sustainable modes⁷⁵.
- There are some systemic barriers to using public transport, such as safety and security to lone passengers, particularly women, which need to be addressed to enable modal shift.
- As we switch away from fossil fuels to electric vehicles, the demand for electricity needs to be met by sufficient increased supply.
- Electric vehicles have a higher upfront cost than most petrol or diesel vehicles.
- Switching large numbers of cars to electric reduces direct emissions in operation but results in an increase in embodied carbon through mass production of vehicles and batteries.
- Delivering the infrastructure needed to support behaviour change requires a significant scale and pace of change, which presents challenges in terms of capacity of local government and delivery authorities and will require significant engagement with communities and businesses.
- Revenue funding is needed to maintain integrated transport systems, including maintaining cycle infrastructure and footpaths and operating public and shared transport services, not just the upfront capital cost of infrastructure.

⁷¹ [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://www.tfgm.com/streets-for-all)

⁷² https://downloads.ctfassets.net/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03_GM_2040_TS_Full.pdf

⁷³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf

⁷⁴ <https://www.gov.uk/government/publications/transport-decarbonisation-plan>

⁷⁵ <https://bettertransport.org.uk/sites/default/files/research-files/Sustainable-Transport-and-the-NPPF.pdf> and [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://www.tfgm.com/streets-for-all)

Co-benefits of action

The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to reduce our carbon emissions from transport can deliver additional benefits to the adaptive capacity of our cities, the health and wellbeing of our communities, and the inclusivity and sustainability of our economies.

Adaptation and resilience

- Creating new transport infrastructure for active travel and public transport brings the opportunity to increase tree planting and embed sustainable urban drainage systems, building resilience to climate risk within our critical infrastructure.

Health and wellbeing

- Increased active travel improves health and could save the NHS £17bn within 20 years by reducing prevalence of type 2 diabetes, dementia, heart disease and cancer⁷⁶.
- A more integrated and affordable public transport system can save households money on owning and running a car, which will be even more significant as the cost of living rises⁷⁷.
- Reduced use of internal combustion engine cars, vans and motorbikes, through modal shift and the switch to electric vehicles, improves air quality and reduces the negative health effects of air pollution.

Inclusive, zero carbon and climate resilient economy

- The need to create new infrastructure for sustainable travel and electric vehicles is a new opportunity for jobs and growth – for example, a report by Transition Economics for the TUC suggests investing in the electrification of transport could help deliver 59,000 new jobs in the UK⁷⁸.
- An integrated public transport system and active travel network can reduce the undesirable impacts of congestion on business and help drive economic growth⁷⁹.
- By changing how we move goods around the city, particularly in ‘last mile’ delivery, we can create opportunities for new business - a report by Accenture notes that, creating local fulfilment centres to support the ‘last-mile’ supply chain could create jobs and lower last-mile emissions between 17-26% by 2025⁸⁰.
- Electric vehicles are cheaper to run and usually cheaper to service and maintain⁸¹.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice within Manchester, the wider city-region and across the UK, including:

- The Bee Network aims to provide a fully integrated active travel and public transport system joining together cycling, buses, trams and walking by 2024, with rail incorporated by 2030, to transform how people travel in Greater Manchester⁸².

⁷⁶ <https://www.sustrans.org.uk/media/4471/4471.pdf>

⁷⁷ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/953951/Transport_and_inequality_report_document.pdf

⁷⁸ <https://www.tuc.org.uk/research-analysis/reports/rebuilding-after-recession-plan-jobs>

⁷⁹ [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://www.tfgm.com/streets-for-all)

⁸⁰ <https://www.accenture.com/acnmedia/PDF-148/Accenture-Sustainable-Mile-POV.pdf>

⁸¹ <https://www.buyacar.co.uk/cars/economical-cars/electric-cars/650/cost-of-running-an-electric-car>

⁸² <https://tfgm.com/destination-bee-network>

- A cycle hire scheme⁸³ with over 1,200 pedal bikes and 300 e-bikes is available across Manchester, Salford, and Trafford.
- Greater Manchester has been successful in securing over £1bn from the Government's City Region Sustainable Transport Settlement⁸⁴ which will help to deliver the Bee Network's ambitions for an integrated and sustainable transport system providing seamless end-to-end journeys⁸⁵
- The Carbon Literacy Project and Auto Trader have developed a bespoke training toolkit for the automotive sector⁸⁶ which is being rolled out nationally with over 70 organisations involved.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester:

- Transport 1. Organisations to adopt policies that encourage **business travel** to be done via sustainable transport options and enable virtual working.
- Transport 2. Organisations to encourage and **incentivise employees to commute via sustainable modes of travel** (including walking / wheeling, cycling, public transport, and car sharing).
- Transport 3. Organisations to **shift their fleet to electric vehicles / e-cargo bikes** and install electric vehicle charging points as appropriate to their location, ensuring they avoid encouraging unnecessary car travel into local centres.
- Transport 4. **Logistics companies** to reduce fuel use, increase fuel efficiency, and explore alternative vehicles including e-cargo bikes for last mile delivery.
- Transport 5. **Schools to encourage walking / wheeling and cycling** to school via road safety education campaigns and school street schemes.
- Transport 6. Public sector organisations to work collaboratively to adopt **sustainable travel policies** for business travel, employee commuting, logistics, and the electrification of fleet.
- Transport 7. **Residents to change the way we travel**, ensuring we chose the right type of transport for each journey, prioritising active travel (walking / wheeling and cycling) and public transport, particularly for short trips.
- Transport 8. **Culture, leisure, and tourist destinations** to work together with Manchester City Council (MCC) and Transport for Greater Manchester (TfGM) to deliver more sustainable travel outcomes for major events in the city, and to provide readily accessible information as standard on how visitors can reach them by public transport or active travel, exploring incentives to discourage car travel.

⁸³ [Cycle Hire | TfGM Bee Active](#)

⁸⁴ <https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-allocations>

⁸⁵ <https://tfgm.com/destination-bee-network>

⁸⁶ [Automotive - The Carbon Literacy Project](#)

- Transport 9. Manchester Climate Change Partnership (MCCP) to deliver collaborative **behaviour change campaigns** to encourage its networks to increase use of active travel, public transport, and shared modes of transport, such as car clubs and cycle hire schemes.
- Transport 10. MCC to deliver more **active travel infrastructure** and develop new schemes that **integrate sustainable transport choices**, including e-mobility, and **smart logistics** into neighbourhoods like the Ancoats Mobility Hub.
- Transport 11. MCC to adopt the principles of the **15⁸⁷-20⁸⁸-30⁸⁹-minute neighbourhood** within planning policy to ensure residents can access essential services without the need for a car.
- Transport 12. MCC to **reallocate road space** on appropriate parts of the network to support the delivery of infrastructure for more sustainable modes of transport, including buses, walking/wheeling, and cycling.
- Transport 13. MCC to gradually **remove inner city centre parking supply** as sustainable travel options are improved and to explore introduction of a workplace parking levy across the city to further encourage modal shift.
- Transport 14. MCC to implement **reductions in speed limits** across the city to help reduce emissions and support delivery of road safety programmes.
- Transport 15. MCC to target reductions in the **carbon impact of construction and maintenance** of highways, adopting PAS2080 carbon management standards.
- Transport 16. MCC to develop and implement a strategy for electric vehicle charging infrastructure, including within car parks and existing residential areas, and set requirements for **electric vehicle charging infrastructure to be integrated** within new residential, workplace and commercial developments.

To work on at city-region level, with Greater Manchester partners:

- Transport 17. Deliver the **Streets for All** Strategy and **Bee Network** ambition for an integrated, affordable, and sustainable transport system which will join up buses, trams, cycling and walking by 2024 and rail by 2030.
- Transport 18. Investigate and implement cutting edge **smart transport solutions**, getting the most out of digital technology to improve our understanding of travel patterns, and improve physical and digital integration of low-carbon modes⁹⁰.
- Transport 19. Increase the number of **zero emissions buses** and transition to an electric bus fleet.
- Transport 20. Deliver the **GM Clean Air Plan** to improve air quality.
- Transport 21. **Minimise embodied carbon in new transport infrastructure** and vehicles, under best practice guidance like the PAS2080 carbon management standard, and ensure it is designed to be **resilient to climate change**.
- Transport 22. **Incentivise sustainable travel** behaviour change and deliver public transport and active travel schemes into and within the city centre, targeting 90% of all morning peak trips to the city centre by public transport or active travel.⁹¹

⁸⁷ [15-Minute City \(15minutecity.com\)](https://www.15minutecity.com/)

⁸⁸ [The 20-minute neighbourhood - Town and Country Planning Association \(tcpa.org.uk\)](https://www.townandcountryplanning.org.uk/the-20-minute-neighbourhood/)

⁸⁹ [Mapping the 30-minute city | Centre for Cities](https://www.centreforcities.org/mapping-the-30-minute-city/)

⁹⁰ <https://tfgm.com/city-centre-transport-strategy/> and

⁹¹ <https://democracy.manchester.gov.uk/documents/s31521/City%20Centre%20Transport%20Strategy%20Update.pdf>

- Transport 23. Work with local authorities to explore introduction of **workplace parking levies** across the city region to encourage modal shift.
- Transport 24. Support improvements to distribution, delivery, service, and logistics activities that **reduce heavy goods vehicle emissions** using traffic powers, restricting vehicle type, weight, and delivery times in specific areas, as outlined in the Greater Manchester Freight and Logistics Strategy.⁹²
- Transport 25. Deliver **awareness raising campaigns** and initiatives in collaboration with local partners to enable all businesses and residents to take tangible actions to reduce transport emissions.

To advocate for national government to do:

- Transport 26. Provide **long-term, multi-year devolved capital funding** to allow Greater Manchester to invest in smart and sustainable transport solutions, including active and public transport and fleet transition.
- Transport 27. Provide **additional revenue funding for capacity and capability** at the local level to enable planning and delivery of local sustainable transport strategies.
- Transport 28. Provide **integrated funding for decarbonised transport** as recommended in the National Audit Office report.⁹³
- Transport 29. Review the most effective range of **tax measures**, including VAT, to incentivise active travel and drive uptake of zero emission vehicles.
- Transport 30. **Reallocate** the national road building budget to road safety and sustainable travel schemes.
- Transport 31. Work collaboratively with local partners on **reducing emissions across the strategic and local roads networks**⁹⁴.
- Transport 32. Introduce legislation to **phase out new sales of diesel buses** and coaches by 2035 at the latest, as has been done with cars (2030)⁹⁵.
- Transport 33. Publish the **Local Authority Transport Toolkits** to support identification and assessment of local transport decarbonisation strategies.
- Transport 34. Reinforce active travel and travel decarbonisation messages in **national behaviour change campaigns** and provide funding for local campaigns to support this work⁹⁶.
- Transport 35. Introduce grants for second hand electric vehicle purchases, **helping lower income households** and small businesses.

To do differently, where there are opportunities to innovate:

- Transport 36. To enable more flexible and hybrid working patterns, introduce **new flexible travel initiatives** like the Metrolink Clipper Card.
- Transport 37. Local businesses to work collaboratively to **integrate sustainable last mile logistics** in the city, e.g., through shared local logistics hubs.
- Transport 38. Expand options for **electric shared mobility schemes**, including car clubs, bikes, scooters, and e-cargo bikes.

⁹² <https://tfgm.com/freight>

⁹³ <https://www.nao.org.uk/report/local-government-and-net-zero-in-england/>

⁹⁴ <https://nationalhighways.co.uk/netzerohighways/>

⁹⁵ <https://www.gov.uk/government/consultations/ending-the-sale-of-new-diesel-buses/ending-of-the-sale-of-new-diesel-buses>

⁹⁶ <https://news.tfgm.com/news/half-of-respondents-to-greater-manchester-survey-open-to-walking-and-cycling-more-post-pandemic>

Renewable energy

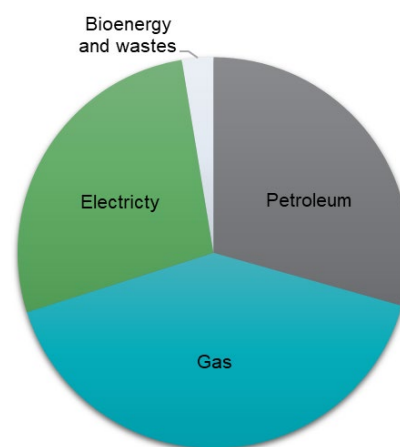
Current energy mix

Graph 10 shows Manchester's energy mix for 2019. It is based on data from the UK government's Department for Business, Energy, and Industrial Strategy (BEIS) and covers all activities that use energy: transport, buildings, and industry.

It shows we remain heavily reliant on gas, primarily for heating, and on petrol/diesel for road transport.

As we shift away from fossil fuels to a low carbon future, our demand for electricity will increase. In Manchester it is projected to almost double in the next 15 years⁹⁷.

To support this, we need to create a step-change in the scale of renewable energy that we generate.



Renewable energy generation

Over 39% of UK electricity is now generated by renewable sources⁹⁸ (Manchester contributes less than 1% of this). Generation of electricity by solar photovoltaics (PV) in the UK has grown rapidly since 2010, increasing capacity from 95 MW to 13,900 MW by the end of 2021⁹⁹.

The production of renewable energy within Manchester's boundaries in 2019 was below the national average, delivering less than 3% of local demand. According to BEIS, the 32 MW generated in Manchester¹⁰⁰ was broken down by technology type as follows:

- 22 MW from 6,800 solar PV installations
- 4.5 MW from 2 x anaerobic digestors
- 5.1 MW from 3 x plant biomass

Data from Electricity North West Ltd (ENWL) shows local production has increased to 115 MW by 2021¹⁰¹ for all types of distributed energy (solar PV, wind, hydro, combined heat and power, biomass, biogas and waste). Their detailed forecasting of future renewable energy generation emphasises the need for a significant acceleration in deployment of renewables to meet the targets proposed in this Update for our buildings and ground transport.

In order to reach zero carbon

We need to see a **rapid shift away from fossil fuels to electricity** for heating, transport, and industry. To support this, we need to **increase renewable energy generation**, both locally and at national level.

This needs to be coupled with a **step change in energy efficiency** across all sectors, and increased adoption of **smart grid** technologies and **local storage** to balance energy supply and demand for maximum efficiency.

⁹⁷ <https://www.nationalgrideso.com/document/246851/download>

⁹⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1064765/Energy_Trends_March_2022.pdf

⁹⁹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1093638/Renewables_JUL_22.ods

¹⁰⁰ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1030065/Renewable_electricity_by_local_authority_2014_to_2020_rev.xlsx

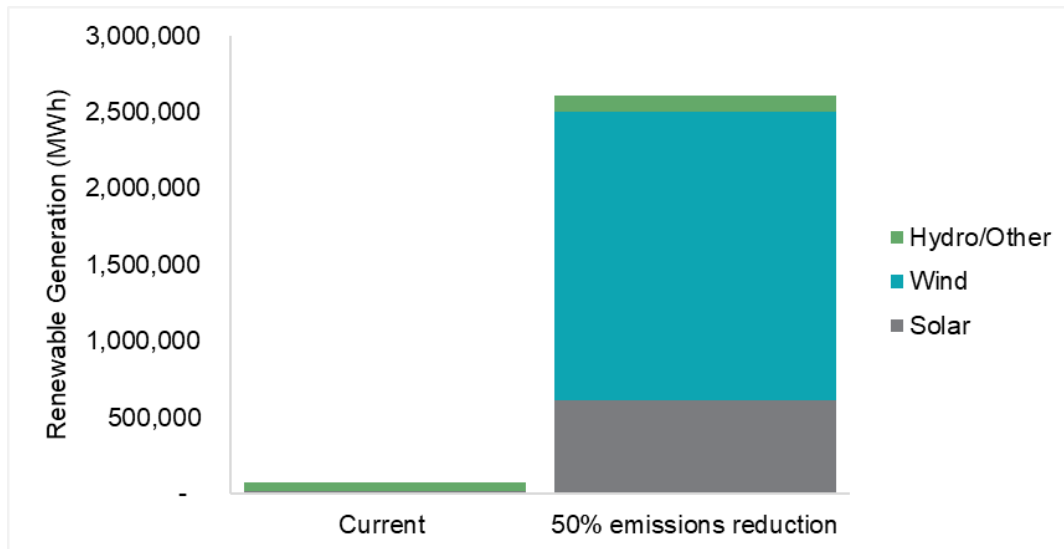
¹⁰¹ <http://www.enwl.co.uk/dfes>

We need to continue to explore the **role of hydrogen in our future energy mix**, including to support decarbonisation of industry, transport, and heating.

Scale of action needed to reduce emissions by 50%:

Modelling by SCATTER looks at the future renewable energy mix needed at national level to deliver a 50% reduction in direct emissions and allocates Manchester a share of this. Some of the renewable energy needed by the city will be generated outside the city, hence the references to, for example, offshore wind, in the targets.

Graph 11 below shows the scale of growth in renewable energy production needed.



Manchester needs access to over 1,500 MW of energy from renewable sources, broken down as follows:

- 590 MW from local, small-scale PV
- 600 MW from large PV
- 310 MW from large-scale offshore wind
- 15 MW from local, onshore wind
- 9 MW from large-scale onshore wind

Other renewable technologies provide a nominal contribution to Manchester's future renewable energy mix; for example: 0.3 MW from small-scale hydroelectric.

CO₂e savings

SCATTER estimates the cumulative CO₂e savings from delivering all the above targets to achieve a 50% reduction in direct emissions is **1.1m tCO₂e**.

The timeframe applied in this calculation is to 2030, but Manchester can choose to act faster than this.

Carbon savings from supply-side measures (such as renewable energy installation) should not be directly compared with demand-side measures (such as retrofitting or installing heat pumps) since this can lead to some double counting of savings. The carbon savings garnered from each type of measure are often interlinked and should be considered separately.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- Manchester’s Local Area Energy Plan¹⁰² identifies that 35% of the renewable energy needed by the city can be produced within Manchester, predominantly from small-scale solar PV.
- ENWL’s report “Leading the North West to Net Zero”¹⁰³ sets out their plans to invest £63.5 million between 2019-2023 to drive down their own emissions and help businesses, customers and colleagues to do the same.
- The UK government’s National Energy Security Strategy¹⁰⁴ sets out a plan for secure, clean, and affordable energy for the long term.
- Ofgem are consulting on local energy systems¹⁰⁵ to ensure the country is geared up to support the transition to zero carbon at the lowest cost to the customer, which will require a huge increase in renewable energy generation.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in increasing renewable energy generation, including:

- The electrification of heat and transport will create a significant increase in the demand for electricity that will need to be serviced by renewable energy generation.
- There is a lack of space for large-scale solar or onshore wind in Manchester which focuses options for in-boundary generation on small-scale solar PV.
- Technical capacity is needed to develop investable energy projects, and this is not readily available in most public or private sector organisations.
- An increase in the decentralised supply of electricity from many local renewable energy generators and batteries of all sizes requires the grid to be modernised.
- The development of smart, local energy markets needs collaborative innovation and investment.
- Steady market and policy signals are needed to grow the supply chain and skills force for renewable technologies to meet demand.

Co-benefits of action

The systemic transitions required within cities to tackle the climate crisis are complex and interlinking. This creates challenges but also means that action to increase our renewable energy generation can deliver additional benefits to the adaptive capacity of our cities, the health and wellbeing our communities, and the inclusivity and sustainability of our economy.

Adaptation and resilience

- Increasing local renewable energy supply provides energy security and resilience against future fossil fuel price increases.

¹⁰² https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/

¹⁰³ <https://www.enwl.co.uk/go-net-zero/our-plans-to-go-net-zero/leading-the-north-west-to-net-zero/#:~:text=Our%20Leading%20the%20North%20West,colleagues%20to%20do%20the%20same>

¹⁰⁴ <https://www.gov.uk/government/publications/british-energy-security-strategy/british-energy-security-strategy>

¹⁰⁵ <https://www.ofgem.gov.uk/publications/ofgem-launches-review-local-energy-system-operation>

- As the production of renewable energy (solar and wind power) requires negligible amounts of water, it does not contribute to water scarcity concerns.

Health and wellbeing

- Improved energy affordability can deliver health benefits by reducing the risks of illness due to living in inadequately heated homes.
- Renewable energy helps to reduce air pollution and the associated health impacts.

Inclusive, zero carbon and climate resilient economy

- In the UK, low carbon and renewable energy activities generated £46.7bn¹⁰⁶ turnover in 2018, directly employing 224,800 people (full-time equivalents).

Examples of good practice

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- ENWL's Powering Our Communities Fund¹⁰⁷ provides seed funding to support the development of community and local energy.
- Manchester City Council (MCC) is targeting a carbon reduction of 7,000 tonnes a year through investment in large-scale renewable energy generation¹⁰⁸.
- Greater Manchester Combined Authority's Go Neutral Smart Energy¹⁰⁹ programme aims to accelerate delivery of up to 85MW of solar power generation with battery storage and electric vehicle charging infrastructure through establishment of a call-off framework to streamline the procurement process for public sector organisations.
- The smart energy cities concept¹¹⁰ links energy systems to data and digital technologies to collect and analyse data in real time and manage city services more efficiently by reduce emissions, improve energy efficiency, and enhance resilience.
- The Government have brought forward green relief rates¹¹¹ to incentivise uptake and deployment of small-scale solar PV on commercial properties.
- Manchester Metropolitan University's Fuel Cell Innovation Centre is leading the way in harnessing hydrogen as a productive form of renewable energy. The Centre is engaging with industry on a local, national, and international scale to understand the potential of fuel cell technology.¹¹²

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

¹⁰⁶ <https://www.ons.gov.uk/economy/environmentalaccounts/bulletins/finalestimates/2018>

¹⁰⁷ <https://www.enwl.co.uk/go-net-zero/community-and-local-energy/case-studies/>

¹⁰⁸ https://www.manchester.gov.uk/news/article/8927/solar_farm_plan_to_cut_council_greenhouse_gas_emissions_advances

¹⁰⁹ [Blog - Go Neutral Smart Energy Programme | GM Green City](https://www.gmcg.co.uk/blog-go-neutral-smart-energy-programme-gm-green-city)

¹¹⁰ <https://www.iea.org/reports/empowering-cities-for-a-net-zero-future>

¹¹¹ <https://www.gov.uk/government/publications/32022-bringing-forward-implementation-of-green-rate-reliefs-by-one-year-and-the-delta-data-collection-exercise>

¹¹² <https://www.mmu.ac.uk/fuel-cell/>

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester:

- Energy 1. ENWL to work alongside Manchester's public and private sectors to **maximise investment** in the city's electricity network enabling an increase in renewable energy generation and a rapid electrification of heating and transport.
- Energy 2. Manchester City Council (MCC) to **set stretching requirements through the Local Plan** to increase renewable energy generation, for example:
 - a. Require a percentage of energy used on site by new builds to be from renewable energy or low carbon sources in the locality.
 - b. Prioritise low carbon district heating in population-dense areas and encourage large developments to require heat planning alongside master planning.
 - c. Allocate land for onshore wind where this is technically feasible.
 - d. Ensure policies for housing, transport and energy are considered together, for example through the Local Area Energy Plan.
- Energy 3. Organisations in the **public and private sectors** (covering commercial, industrial, and institutional buildings) to **maximise renewable energy generation on site** and explore off-site generation either through asset ownership or arrangements like power purchase agreements (PPA), with the aim to achieve 100% renewable electricity.
- Energy 4. Social housing providers, owner-occupiers, and private landlords in the **domestic housing sector** to maximise renewable energy generation on site, including through community energy initiatives¹¹³.
- Energy 5. Manchester Climate Change Partnership (MCCP) to **work collaboratively** to increase renewable energy generation capacity across members' portfolios.
- Energy 6. Industrial sites to explore opportunities for **re-use of heat** that is a by-product of industry.
- Energy 7. MCC to develop a **green skills action plan** to upskill and expand the green economy workforce, as outlined in the Work and Skills Strategy¹¹⁴, ensuring residents can benefit from jobs growth in the renewable energy sector.

To work on at city-region level, with Greater Manchester partners:

- Energy 8. ENWL to work with partners across the city region to deliver a **smart, flexible, low carbon, energy grid** in Manchester.
- Energy 9. ENWL to continue to work with BEIS, Ofgem and other District Network Operators to **ensure local electricity networks are resilient** to the changing climate and respond to local need.
- Energy 10. Greater Manchester Combined Authority (GMCA) to work with ENWL to support **resource and strategic planning for network capacity applications** across the ten districts.
- Energy 11. GMCA to support the development of **local energy markets**¹¹⁵ that coordinate the generation, supply, storage, transport, and consumption of energy from

¹¹³ [What is community energy? | Community Energy England](#)

¹¹⁴ https://www.manchester.gov.uk/download/downloads/id/28279/draft_new_work_and_skills_strategy.pdf

¹¹⁵ <https://www.greatermanchester-ca.gov.uk/what-we-do/environment/energy-supply/>

decentralised energy resources, involving network utilities and energy companies.

- Energy 12. GMCA to support the development of a **pipeline of renewable energy projects** as set out in Manchester's Local Area Energy Plan, ensuring coordination across the city region¹¹⁶
- Energy 13. GMCA to promote the '**Go Neutral Smart Energy**'¹¹⁷ framework to all public sector bodies in Manchester and to explore opportunities for the expansion of similar initiatives to other sectors.
- Energy 14. GMCA to support **owner occupiers** who are 'able to pay' to incorporate renewable energy projects into domestic retrofit through 'Your Home, Better'¹¹⁸.
- Energy 15. GMCA to work with MCC, MCCP, Manchester Climate Change Agency (MCCA) and others on delivering **campaigns to residents and businesses** to encourage installation of renewable energy generation.
- Energy 16. ENWL to fund cooperative and **community energy** schemes for renewable energy generation¹¹⁹ with support from public sector organisations.
- Energy 17. **Bee Net Zero**¹²⁰ partners and the **Energy Innovation Agency**¹²¹ to support Manchester businesses to install renewable energy capacity and diversify or grow in the renewable energy and low carbon sector.
- Energy 18. Higher education sector to develop and roll out a **regional upskilling** programme for renewable energy generation and local energy markets.

To advocate for national government to do:

- Energy 19. Increase the availability of **development finance and capacity** to local areas to accelerate creation of renewable energy projects suitable for green funding (e.g., through UKIB)¹²².
- Energy 20. Bring forward **subsidy schemes** to support local energy generation and battery storage.
- Energy 21. **Change the environmental levies** on energy bills into a levy based on carbon impact, in line with the recommendation from the Climate Change Committee¹²³.
- Energy 22. Continue to explore the **role of hydrogen in our future energy mix**, including to support decarbonisation of industry, transport, and heating.
- Energy 23. Clarify or include energy projects as a suitable category in **future lending terms for PWLB**¹²⁴ to enable local authorities to access low-cost investment finance for energy projects.
- Energy 24. **Increase powers and resources** for local authorities to deliver systems-based, area-wide planning for zero carbon, including the infrastructure and incentives needed to increase renewable energy generation.

¹¹⁶ <https://democracy.greatermanchester-ca.gov.uk/documents/s19633/GM%20LAEPs.pdf>

¹¹⁷ <https://democracy.greatermanchester-ca.gov.uk/documents/s18852/07a%20Go%20Neutral%20Update.pdf>

¹¹⁸ [YOUR HOME BETTER](#)

¹¹⁹ <https://www.enwl.co.uk/go-net-zero/community-and-local-energy/>

¹²⁰ [Bee Net Zero | The journey to becoming Net Zero](#)

¹²¹ [Energy Innovation Agency](#)

¹²² <https://www.ukib.org.uk/strategic-plan>

¹²³ www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf

¹²⁴ [Local Authority Lending \(dmo.gov.uk\)](#)

To do differently, where there are opportunities to innovate:

- Energy 31. Use open access **digital technology** to enable residents and businesses to assess the suitability of their property for renewable energy generation to help increase deployment.
- Energy 32. Launch a **local climate bond**¹²⁵, based around the UK Green Taxonomy criteria, that raises finance for local renewable energy projects.
- Energy 33. Innovate and advocate for research into **small-scale wind generation** that could be deployed across the city.

¹²⁵ <https://www.greenfinanceinstitute.co.uk/news-and-insights/local-climate-bonds-a-cost-effective-way-to-raise-billions-for-councils-green-plans-says-new-campaign/>

Consumption-based emissions

Sub-objective:

To better understand the broader climate change impact of the city's consumption of goods and services and take action to develop more sustainable consumption practices for the city's residents and organisations.

Introduction

Our consumption-based emissions are sometimes called indirect emissions. They occur from the services we consume and the goods that we buy and ultimately dispose of.

The Framework addresses three main categories of consumption-based emissions: food, the things we buy and throw away, and aviation.

They are significant as they can be 60% greater¹²⁶ than our direct emissions but are more difficult to assess accurately, particularly at city-scale, and so target-setting and granular monitoring is not yet possible.

As part of building a thriving and sustainable city, we need to promote sustainability within our food systems, and resource productivity within our businesses. We need to encourage more circular business models and the use of more sustainable materials in all sectors, and the elimination of waste by designing it out at source¹²⁷.

We also need to become more sustainable consumers of food, goods, and services as we recognise the impact that our behaviours have on the city's goals to address climate change.

Update on research and initiatives

Since publication of the Framework, Manchester Climate Change Agency (MCCA) and members of Manchester Climate Change Partnership's (MCCP) Zero Carbon Advisory Group¹²⁸ have collaborated with city partners on the following research and initiatives, all of which have fed into the Recommended Actions which follow at the end of this section:

Incorporating food into Manchester's climate change response

The University of Manchester have addressed the inclusion of food systems in Manchester's sustainability policymaking¹²⁹ in two reports.

The first report¹³⁰ states that, historically, food systems have been absent from sustainability policymaking at both national and local levels, and they continue to be absent in strategies such as the UK government's "10-point Plan for a Green Industrial Revolution"¹³¹. This is despite the food system's crucial role within the UK economy, and its extensive contributions to climate change, equivalent to 35%¹³² of the UK's greenhouse gas emissions.

It notes that the food system impacts directly on public health, with the current nature of food provisioning acting as a driver of chronic disease and food poverty. As such, food system interventions that address these issues can produce multiple co-benefits to our health and wellbeing, the local economy, and global climate.

¹²⁶ [2270_C40_CBE_MainReport_250719.original.pdf](#)

¹²⁷ <https://gmgreencity.com/wp-content/uploads/2022/07/GM-SCP-Plan-2022-25.pdf>

¹²⁸ [Manchester Climate Adaptation and Resilience Advisory Group | Manchester Climate Change](#)

¹²⁹ <https://www.manchesterclimate.com/content/incorporating-food-manchester%E2%80%99s-climate-change-response>

¹³⁰ [Sustainable Food Mission Part 1 Final.docx \(manchesterclimate.com\)](#)

¹³¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/10_POINT_PLAN_BOOKLET.pdf

¹³² <https://wrap.org.uk/resources/report/uk-food-system-ghg-emissions>

It argues that, although Manchester produces relatively little food, its position as a major urban centre means that it plays a significant role in generating demand for food and shaping food consumption practices. By engaging with the activities and infrastructures associated with food consumption, such as the provision of meals in public contexts, food processing in our retail and hospitality sectors, and food delivery and distribution services, Manchester can leverage its position to catalyse food system transformation.

The second report¹³³ makes ten recommendations, based on six case studies, aimed at supporting the implementation of a more equitable, zero-carbon food system in Manchester, and concludes that further work is needed to specify coherent pathways for food system reform, particularly to support Manchester's climate change goals.

Manchester Food Board Strategy

Manchester Food Board¹³⁴ is an independent membership group with representatives from across Manchester's economic, health, environment, housing, farming, and social sectors. One of their strategic priorities is to "Reduce the carbon impact of the food system by elimination of avoidable food waste, excess packaging and ineffective utilisation of natural resources."

The research undertaken by the University of Manchester described above was supported by, and has been fed into, the refresh of the Manchester Food Board (MFB) Strategy. This work is identifying actions for the public, private, and voluntary sectors; for communities and individuals; for Manchester Food Board; and for regional and national partners, that will reduce the climate impacts of our food system, organised under the following priorities:

- Reduce food waste
- Consume more sustainable diets
- Increase the number and improve the quality of food-growing spaces
- Increase the diversity and sustainability of food and drink operations
- Develop shorter food supply chains
- Reduce unnecessary product packaging and single-use plastics
- Support agroecological food production and management practices
- Promote responsible advertising and the promotion of healthy, sustainable food

These actions will align with those for the wider objectives of MFB's Strategy which include improving food security, promoting a vibrant food economy, and facilitating collaboration, research, and innovation.

Decarbonising consumption

The University of Manchester has examined how decarbonising consumption could support Manchester's COVID-19 recovery¹³⁵. Their work brought together academic and grey literature alongside insights generated from two workshops with academics, organisations and citizens held in October 2020 to delve deeper into each of these topics.

The report highlights that cities tend to focus their zero carbon efforts on production-based emissions: those that occur within their boundaries or those associated with their energy supply. This approach leaves a large gap, if it is the sole focus, as it ignores the emissions arising from the consumption of goods and services within the city when these emissions are generated elsewhere. Cities such as Manchester, with an import-based economy, effectively outsource a large amount of their carbon emissions to areas where goods and services are produced if they do not also address these consumption-based emissions.

The work estimates that the carbon footprint of Manchester's consumption-based emissions is at least 1.5 times larger than its production-based footprint, standing at 3.3m tCO₂e in

¹³³ [Manchester Food Mission Part 2 Final.pdf \(manchesterclimate.com\)](#)

¹³⁴ <https://www.manchesterfoodboard.co.uk/>

¹³⁵ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

2017 (an update of this calculation by the University of Manchester shows it to be 3.12m tCO₂e in 2019; with an average per capita footprint of 5.6 tCO₂e).

The work identifies several hotspots¹³⁶ for direct emissions where action should be focused to deliver the greatest impact; these include food and drink, construction, manufactured goods, waste and wastewater, and transport beyond the city. It then outlines specific areas for action against each of these hotspots – some immediate ‘low-hanging fruit’ and some more comprehensive and ambitious changes.

The actions are not exhaustive, rather they signpost a direction and set out an agenda for further detailed work for policy makers, academics, and the wider Manchester community.

In order to reach zero carbon

We need to **half the city’s consumption-based emissions by 2030**, before halving once again by 2036.

We need to **produce goods and services more sustainably**, moving to a circular economy, alongside becoming more **sustainable consumers**.

We need to **reduce waste** production, including unnecessary **food waste**, and manage unavoidable waste as sustainably as possible, maximising reuse and recycling.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- Greater Manchester’s Sustainable Consumption and Production Plan¹³⁷ adds detail to the 5-year Environment Plan with four priority areas and target indicators:
 - Moving to a circular economy - 38% reduction in industrial emissions by 2025 and a 50% - 77% reduction by 2038.
 - Managing waste as sustainably as possible - 65% recycling rate for municipal solid waste and no more than 10% to landfill by 2035.
 - Reducing avoidable food waste - working towards the Government’s Resources and Waste Strategy ambition of eliminating avoidable waste of all kinds by 2050.
 - Moving to a sustainable lifestyle - reduction in residual waste sent to landfill and incineration.
- DEFRA’s Resources and Waste Strategy¹³⁸ has been designed to accelerate the transition to a circular economy, to support an effective domestic recycling infrastructure and to tackle the challenges of plastic pollution and food waste. It targets:
 - Introduction of a deposit return scheme by 2023.
 - Legislation for mandatory separate food waste collections by 2023
 - 75% recycling rate of packaging by 2030
 - 65% recycling rate for municipal solid waste by 2035
 - Municipal waste to landfill 10% or less by 2035.
- DEFRA’s 25 Year Environment Plan¹³⁹ also targets a doubling of resource productivity by 2050.

¹³⁶ [2022 Update to Manchester’s Climate Change Framework | Manchester Climate Change](#)

¹³⁷ [Sustainable Consumption & Production Plan 2021-2025 \(gmgreencity.com\)](#)

¹³⁸ [Resources and waste strategy: at a glance - GOV.UK \(www.gov.uk\)](#)

¹³⁹ [At a glance: summary of targets in our 25 year environment plan - GOV.UK \(www.gov.uk\)](#)

- The Environment Bill¹⁴⁰ includes recommendations to improve waste and resource efficiency, requiring all businesses and non-domestic premises to arrange for the collection of glass, metal, plastic, paper and card and food waste for recycling or composting¹⁴¹.
- The Future of Urban Consumption in a 1.5°C World¹⁴² by C40 Cities states that the consumption-based emissions of cities need to half by 2030, before halving again by 2036, and finally stabilising at 0.7t CO₂e per capital by 2050. It identifies a range of interventions to help reduce indirect emissions from key sectors including:
 - Clothing and textiles – reduce the number of new clothing items bought each year and reduce supply chain waste
 - Technology – optimise lifetimes of IT equipment
 - Food and beverage – reduce household waste, lower meat and dairy consumption, reduce supply chain waste
- A recent Food Strategy policy paper¹⁴³ sets the objective to reduce greenhouse gas emissions and the environmental impacts of the food system, in line with the UK's net zero commitments and biodiversity targets and preparing for the risks from a changing climate.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in transitioning to a zero carbon, climate resilient city, including:

- Shifting the farming system from large scale land and crop productivity, and high dependence on pesticides, towards more sustainable practices and more diverse food production can pose technological, financial, and skills challenges¹⁴⁴.
- Plant-based foods are often perceived to be more expensive¹⁴⁵ than their non-vegan or vegetarian counterparts.
- 81% of citizens are concerned about climate change, however only 37% realise the connection with wasting food.¹⁴⁶
- Cities often have little direct influence over indirect emissions¹⁴⁷; for example, it is not possible to control the carbon intensity of power used in the manufacturing process of an imported product, or how that product is transported.
- Manufacturing businesses within a value chain often have limited power to change a product's design or packaging; the shift to more circular economies requires collaboration across parties¹⁴⁸ within these chains.
- Indirect emissions are more difficult to estimate and monitor¹⁴⁹, for cities and individuals, meaning that identifying actions and tracking progress is not as accessible as for direct emissions.

¹⁴⁰ <https://www.gov.uk/government/publications/environment-bill-2020/10-march-2020-waste-and-resource-efficiency-factsheet-part-3>

¹⁴¹ https://consult.defra.gov.uk/waste-and-recycling/consistency-in-household-and-business-recycling/supporting_documents/Recycling%20Consistency%20Final%20Consultation_May%202021.pdf

¹⁴² <https://resourcecentre.c40.org/resources/consumption-based-ghg-emissions>

¹⁴³ [Government food strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/food-strategy)

¹⁴⁴ [dttl_cb_Food Value Chain Global POV.pdf \(deloitte.com\)](https://www.deloitte.com/uk/en/insights/industry/food-beverage-and-drinks/dttl_cb_Food_Value_Chain_Global_POV.pdf)

¹⁴⁵ <https://www.vegansociety.com/news/blog/why-does-veganism-have-expensive-reputation>

¹⁴⁶ <https://wrap.org.uk/taking-action/citizen-behaviour-change/love-food-hate-waste>

¹⁴⁷ <https://resourcecentre.c40.org/resources/consumption-based-ghg-emissions>

¹⁴⁸ <https://www.oecd.org/environment/waste/policy-highlights-business-models-for-the-circular-economy.pdf>

¹⁴⁹ <https://ghgprotocol.org/standards/scope-3-standard>

- Individual consumers cannot change the way the global economy operates on their own, however, they can exercise some choice¹⁵⁰ over what they buy.
- The pandemic and online shopping has led to an increase in consumption¹⁵¹
- Meeting circular economy goals requires simultaneous innovations in business models, manufacturing and digital technologies, and changes to the way we interact socially¹⁵².

Co-benefits of action

Adaptation and resilience

- Increasing local food production helps build the city's resilience to disruptive events in the global supply chain¹⁵³ often caused by climate change, increasing food security.
- Agroecological farming practices¹⁵⁴ protect our soil, restore biodiversity, reduce water stress, and produce more nutritious food.
- Adaptation measures can help to reduce negative impacts of climate change on the food system and ecosystems¹⁵⁵
- Businesses moving towards more circular business models will reduce their exposure to market volatility and supply chain disruption often caused by climate change.

Health and wellbeing

- The move to a more sustainable food system¹⁵⁶ can aid in tackling food poverty by providing equal access to healthy, affordable, and appropriate meals for all.
- Community participation in local food growing can facilitate physical activity as well as healthier food options. Participation can also reduce stress, improve mood, and increase confidence¹⁵⁷.
- Eating local, seasonably produced food, consuming more vegetables, and choosing more sustainable meat and fish, can help to reduce the risk of death associated with heart disease, diabetes, and stroke, and tackle obesity.

Inclusive, zero carbon and climate resilient economy

- The Our Manchester Industrial Strategy¹⁵⁸ positions the development of our low carbon technology sector and clean growth across all sectors as a priority; these actions will help to reduce both direct and indirect emissions and create local job opportunities.
- Supporting local SMEs not only reduces emissions associated with logistics but also helps to circulate wealth in the local economy¹⁵⁹.

¹⁵⁰ <https://www2.deloitte.com/uk/en/pages/consumer-business/articles/the-covid-19-pandemic-may-accelerate-the-climate-change-transition.html>

¹⁵¹ <https://www2.deloitte.com/uk/en/pages/consumer-business/articles/the-covid-19-pandemic-may-accelerate-the-climate-change-transition.html>

¹⁵² <https://www.eea.europa.eu/publications/a-framework-for-enabling-circular>

¹⁵³ <https://cityco.com/cms/wp-content/uploads/2021/02/MFB-Policy-Statement.pdf>

¹⁵⁴ <https://www.soilassociation.org/causes-campaigns/a-ten-year-transition-to-agroecology/what-is-agroecology/>

¹⁵⁵ <https://www.ipcc.ch/srccl/chapter/chapter-5/>

¹⁵⁶ <https://foodfoundation.org.uk/>

¹⁵⁷ <https://www.mind.org.uk/information-support/tips-for-everyday-living/nature-and-mental-health/how-nature-benefits-mental-health/>

¹⁵⁸ https://www.manchester.gov.uk/downloads/download/7156/our_manchester_industrial_strategy

¹⁵⁹ <https://www.theguardian.com/money/2013/dec/06/shop-locally-small-business-saturday-seven-reasons>

- Increasing recycling rates has the potential to create more jobs. If a target of a 70% recycling rate is reached in the UK, 50,000 new jobs¹⁶⁰ could be created.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice from within Manchester and the wider city region, including:

- Manchester Healthy Schools¹⁶¹ and Growing Manchester¹⁶² are among the many local projects supporting residents and communities to grow their own food and cook healthy, sustainable meals, helping to reduce food waste.
- Manchester City Council's procurement practices include a 10% weighting for environmental performance to help reduce emissions through the supply chain.
- Plastic Free GM is a campaign to ask businesses, organisations, and individuals to pledge to eliminate avoidable single use plastics¹⁶³
- Three Renew Shops have been opened across Greater Manchester in a partnership between GMCA and Suez. They sell pre-loved household items that have been donated by residents at their local waste recycling centre¹⁶⁴.
- Bee Net Zero¹⁶⁵ connects businesses in Manchester to expert advice and support on sustainable product and packaging design, material efficiency in operations, and business model and value chain innovation to support the circular economy.
- Tools such as Corporate Value Chain Standard¹⁶⁶ help businesses to better measure and manage indirect emissions through supply chains.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester:

- Indirect emissions 1. Public, private and third sector organisations to **implement sustainable food policies and procurement practices** to encourage more sustainable diets, and to reduce food miles and unnecessary food waste.
- Indirect emissions 2. Food and drink businesses to implement **food waste reduction plans** and increase the amount of surplus consumed via food technology redistribution services such as Olio.
- Indirect emissions 3. Manchester City Council (MCC) to **increase access to food growing spaces** at local level for individuals, communities, and businesses, for example through the Local Plan.

¹⁶⁰ <https://friendsoftheearth.uk/sustainable-living/7-benefits-recycling>

¹⁶¹ [Healthy Schools \(manchesterhealthyschools.nhs.uk\)](http://manchesterhealthyschools.nhs.uk)

¹⁶² [growing Manchester \(sowthecity.org\)](http://sowthecity.org)

¹⁶³ [Plastic Free GM - GM Green City](#)

¹⁶⁴ [Renew Shops are open - Recycle for Greater Manchester: Recycle for Greater Manchester](#)

¹⁶⁵ [Bee Net Zero | The journey to becoming Net Zero](#)

¹⁶⁶ <https://ghgprotocol.org/standards/scope-3-standard>

- Indirect emissions 4. MCC to lead delivery of commitments made in the **Glasgow Food and Climate declaration**.
- Indirect emissions 5. MFB to complete an exploratory study into **shortening the supply chains** of food used by people of ethnic minority backgrounds in Manchester and to investigate the improvement of sustainable sourcing for ethnically diverse foods¹⁶⁷.
- Indirect emissions 6. Manchester's **hospitality and food service** sector to reduce food waste, with support from campaigns like WRAP's Guardians of Grub¹⁶⁸.
- Indirect emissions 7. Manchester residents to reduce food waste and stretch budgets, with support from campaigns like WRAP's **Love Food Hate Waste**¹⁶⁹.
- Indirect emissions 8. Businesses to apply **sustainable design to products and packaging** and improve the **resource efficiency** of their operations and value chains, to minimise indirect emissions and eliminate waste at source. This is particularly relevant to the manufacturing, textiles, construction and food and drink sectors.
- Indirect emissions 9. Manchester Climate Change Partnership (MCCP) to work collaboratively on the adoption of **sustainable procurement** practices, with particular focus on supporting local SMEs to reduce their carbon footprints.
- Indirect emissions 10. Residents to become more **informed consumers**, reducing their purchases of new clothing, consumer electronics and other manufactured goods and services.
- Indirect emissions 11. All organisations and individuals to **minimise water use**, protecting this valuable resource and reducing the emissions associated with transporting and treating it.
- Indirect emissions 12. All organisations and individuals to **reduce waste production** and increase **reuse** and **recycling** rates.
- Indirect emissions 13. Retailers to help reduce plastic waste by supporting consumers with **reusable water bottles** through campaigns like Refill¹⁷⁰.
- Indirect emissions 14. MCCP members to work together to **promote sustainable lifestyles** through their employees, and outreach networks.
- Indirect emissions 15. Manchester Climate Change Agency to continue with academic partners to improve our understanding of the city's consumption-based emissions, including via the University of Leeds work using economic data.

To work on at city-region level, with Greater Manchester partners:

- Indirect emissions 16. Manchester University **NHS Foundation Trust** (MFT) to lead by example through the healthy enhancement of food and drink provision for patients, staff, and visitors within canteens, vending and retail outlets on NHS sites.

¹⁶⁷ <https://democracy.manchester.gov.uk/documents/s34696/Climate%20Change%20-%20Food%20and%20Health.pdf>

¹⁶⁸ <https://guardiansofgrub.com/>

¹⁶⁹ <https://www.lovefoodhatewaste.com/>

¹⁷⁰ [Retailers and brands | Refill | See which brands and retailers joined Refill](#)

- Indirect emissions 17. Bee Net Zero partners to continue to **help local businesses go green**, with targeted support for small and medium-sized enterprises.
- Indirect emissions 18. Greater Manchester Combined Authority (GMCA) to help drive down overall rates of waste production and **drive-up rates of reuse and recycling**, including food waste.
- Indirect emissions 19. GMCA to deliver the commitments in the Sustainable Consumption and Production Plan encourage sign ups to **Plastic Free GM**¹⁷¹.

To advocate for national government to do:

- Indirect emissions 20. **Fund business support** programmes and initiatives that enable organisations of all sizes and in all sectors to take effective action to reduce their indirect emissions and shift to a circular economy.
- Indirect emissions 21. Develop a **standardised labelling system** to inform consumers about the environmental and climate impacts of goods, extending the electronics rating system to other products, including food.
- Indirect emissions 22. Deliver national **behaviour change campaigns** to encourage consumer behaviour change around goods and services associated with hotspots for consumption-based emissions.
- Indirect emissions 23. Support development of **more trackable and accurate data** on indirect emissions and increase requirements for them to be included in **financial disclosures**.
- Indirect emissions 24. Ensure the UK maintains high quality food standards which minimise climate impacts in **trade deals**.
- Indirect emissions 25. Ensure that **regulatory frameworks are coherent** and fit to support a move towards a more circular economy¹⁷²

To do differently, where there are opportunities to innovate:

- Indirect emissions 26. Deliver **materials innovation** for the circular economy, with particular focus on plastics (including food packaging) and textiles.
- Indirect emissions 27. Increase uptake of **data-enabled technology** to enable supply chain partners to share product information, optimise product life, trace raw materials, track and reduce waste.

Aviation

Sub-objective:

We want the emissions from all flights from Manchester Airport to be fully aligned with the Paris Agreement. We believe this means operating within a limited carbon budget for UK aviation, as part of a wider international budget.

Current emissions

Whilst aviation emissions, i.e., emissions from aircraft, are not part of Manchester's carbon budget, it is recognised that aviation emissions must be tackled as part of ensuring that the city, and the UK overall, play their full part in delivering the Paris Agreement.

¹⁷¹ <https://gmgreencity.com/projects-and-campaigns/plastic-free-gm/>

¹⁷² <https://www.oecd.org/environment/waste/policy-highlights-business-models-for-the-circular-economy.pdf>

The 2021 Manchester Climate Change Annual Report¹⁷³ outlined the impact of the COVID-19 pandemic on aviation, with emissions from flights departing Manchester Airport reducing by 91% in 2020 compared to 2019, and emissions from flights departing from all UK airports falling by 75% over the same period.

Now that lockdowns and travel restrictions have lifted, we fully expect to see some upturn in aviation emissions to be reported in the 2022 Annual Report.

In order to reach zero carbon

We need to **work collaboratively** across the aviation industry, with other core cities, national government, and international partners to ensure aviation emissions are reduced in line with the Paris Agreement.

We need to **enable and encourage residents and businesses to make informed choices** about their travel behaviours, including an understanding of the climate impacts.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- Decarbonisation Roadmap: A Path to Net Zero¹⁷⁴ – a report from Sustainable Aviation, a coalition of UK airlines, airports, and manufacturers, that outlines how the UK aviation industry can achieve net zero by 2050 including through sustainable aviation fuels, introduction of known and new more efficient aircraft, and better air traffic management and operating procedures. Interim targets were also published¹⁷⁵.
- Flightpath to the future: a strategic framework for the aviation sector¹⁷⁶ – sets out the commitment to include international aviation and shipping emissions in the UK's sixth carbon budget (2033-2037) for the first time.
- The Sixth Carbon Budget¹⁷⁷ from the Climate Change Committee (CCC) – recommended that aviation emissions in 2030 should be 20% below 2019 levels, without carbon offsetting or removal.
- The UK government's Jet Zero Strategy¹⁷⁸ sets a goal for net zero UK aviation emissions by 2050, acknowledging there are multiple pathways to achieve this; commits to five year delivery plans structured around three principles (international leadership, delivered in partnership, and maximising opportunities) and six measures (system efficiencies, sustainable aviation fuels, zero emission flight, markets and removals, influencing customers, and addressing non-CO2); introduces a CO2 emissions reduction trajectory to 2050; sets a target for all domestic flights to reach net zero by 2040 and for all airport operations to be zero emission by 2040; commits to have at least five UK sustainable aviation fuel (SAF) plants under construction by 2025 and a SAF mandate in place with a target of at least 10% SAF by 2030. Finally, it commits to monitor progress on an annual basis, followed by a major review every five years, and undertakes to maximise opportunities to deliver wider benefits in jobs, skills, and investments that these new technologies will bring.

¹⁷³ [MCCA Annual Report 2021 Final.docx \(manchesterclimate.com\)](#)

¹⁷⁴ [SustainableAviation_CarbonReport_20200203.pdf](#)

¹⁷⁵ <https://www.sustainableaviation.co.uk/news/uk-aviation-industry-strengthens-commitment-to-achieving-net-zero-and-launches-first-interim-decarbonisation-targets/>

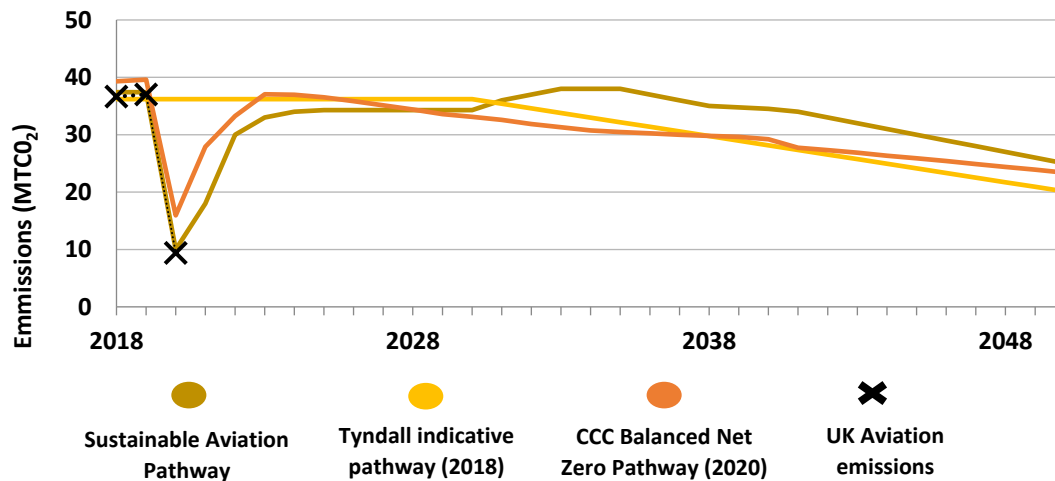
¹⁷⁶ [Flightpath to the future: a strategic framework for the aviation sector - GOV.UK \(www.gov.uk\)](#)

¹⁷⁷ <https://www.theccc.org.uk/publication/sixth-carbon-budget/>

¹⁷⁸ [jet-zero-strategy.pdf \(publishing.service.gov.uk\)](#)

- The COP26 Declaration by the International Aviation Climate Ambition Coalition¹⁷⁹ emphasises that international action on tackling aviation emissions is essential given the global nature of the sector and that co-operation by states and aviation stakeholders is critical for reducing the aviation sector's contribution to climate change.

Graph 12 shows the emission reduction pathways proposed for UK aviation by the CCC and Sustainable Aviation, alongside the indicative pathway developed by the Tyndall Centre.



Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in decarbonising our aviation, including:

- Reconciling a city's climate change responsibilities with having a major international airport that brings significant employment, business, cultural and tourism benefits, within its boundaries.
- Regional policies that unilaterally impose costs in one region that are not shared nationally or internationally can distort the aviation market, resulting in emissions being displaced to another city, as travellers chose a different airport, rather than creating a reduction in aviation emissions. As such, decarbonising aviation must be tackled collectively at a holistic national and industry-wide level.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are examples of good practice within Manchester, and across the UK, including:

- Jet Zero Council¹⁸⁰ a partnership between industry and government with the aim of achieving zero emission transatlantic flight within a generation and delivering new technologies and innovative ways to cut aviation emissions. Manchester Airport Group are a founding member of this Council and the Jet Zero Strategy¹⁸¹ was published in July 2022.
- The infrastructure to access the airport, and Airport City, has been made more accessible via public transport and walking and cycling, including a new pedestrian

¹⁷⁹ [COP 26 declaration: International Aviation Climate Ambition Coalition - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/cop26-declaration-international-aviation-climate-ambition-coalition)

¹⁸⁰ www.gov.uk/government/groups/jet-zero-council

¹⁸¹ [jet-zero-strategy.pdf \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/111111/jet-zero-strategy.pdf)

and cycle bridge over the motorway link, enabling more sustainable transport choices to be made when travelling to/from the airport.

- In 2022, Manchester Airports Group (MAG)¹⁸² became the first airport operator to be named a Financial Times European Climate Leader two years in a row and was the only one to feature on the list. In 2021, MAG was named the highest performing transport organisation, ranking 37th out of 300. In response to the Jet Zero Strategy, MAG has announced a series of new pledges on education, research, technology, sustainable aviation fuel and airspace modernisation to help drive the industry towards net zero aviation.

MCCP Agreement

To support the common aim of establishing Manchester Airport, and the city of Manchester, as a national and international leader in sustainable aviation, Manchester Climate Change Partnership has worked together to develop and commit to the following agreement:

To work with the UK Government and other stakeholders to ensure that emissions from flights are kept within a carbon budget for UK aviation that is fully aligned with the Tyndall budget and the Paris Agreement (the “UK Aviation Budget”). This includes flights by Manchester citizens, businesses and other organisations, and all flights from airports in which the city has a stake.

As with the Manchester Climate Change Framework as a whole, the following principles underpin our approach to this sub-objective:

- *The principle of urgency, to ensure that high impact actions are taken in the short term to minimise cumulative emissions and their climate effects.*
- *The precautionary principle, to ensure that we are confident of remaining within the UK Aviation Budget by only adopting proven measures, while also supporting research into innovative approaches.*
- *The principle of equity, to ensure fair access to transport and an equitable distribution of the remaining global carbon budget.*

To meet this sub-objective, we will pursue the following actions:

- *Empower citizens, businesses, and other organisations to understand the climate impact of their aviation practices and take action to reduce it*
- *Engage and collaborate with national government, regulatory agencies, other cities and the industry to ensure aviation emissions remain within the UK Aviation Budget*
- *Monitor progress through emissions reporting and budgeting, track the contribution of mitigation measures, and periodically review the underpinning science*
- *Recommend actions to ensure that the city plays its fair part in keeping aviation emissions within the UK Aviation Budget, while mitigating the risk of redistributing flights, emissions and associated social and economic benefits*

In support of this agreement, Manchester Climate Change Agency will engage with members of the Core Cities network, especially those with an airport within their boundaries, to develop a common approach to aviation emissions.

¹⁸² [Manchester Airport supports Government's Jet Zero Strategy with new pledges for a more sustainable aviation sector](#)

ADAPTATION & RESILIENCE

Headline objective:

To adapt the city's buildings, infrastructure, and natural environment to the changing climate and to increase the climate resilience of our residents and organisations.

Introduction

Bold action on climate change mitigation is vital, as described in the previous section of this Update; however, the global and local climate is already changing, with many climate impacts already 'locked in'¹⁸³ and deemed irreversible even under the most ambitious emissions reduction scenarios.

Climate change creates risks for our communities, buildings, critical infrastructure, wider economy, and natural environment; yet we do not fully understand the impacts we face at local level and so cannot plan and prioritise effective action.

The costs relating to climate disasters, such as flooding and wildfires, are unplanned and largely unaccounted for on most balance sheets in the public and private sector; we need to monetise the impact of climate change¹⁸⁴ to help incentivise action that builds resilience and avoids stranded assets.

To adapt well, a holistic approach must be taken, where measures that build resilience are integrated with actions that reduce emissions across all sectors, with particular focus on protecting the most vulnerable.

The climate is changing now

The latest evidence report¹⁸⁵ that feeds into the UK's Climate Change Risk Assessment¹⁸⁶ sets out the following observed changes to England's climate:

Variable	Observed change in England
Average annual temperature	Increase of 0.9°C from mid-1970s to mid-2010s
Annual mean rainfall	Increase of 4.5% from mid-1970s to mid-2010s
Sunshine	Increase of 9.2% from mid-1970s to mid-2010s
Weather extremes	UK-wide increase in extreme heat events Little evidence yet on changes in extreme rainfall
Sea level rise	UK-wide increase of ~1.4mm per year since 1901 (16cm to date)

In addition, the Climate Change Committee's (CCC) Independent Assessment of UK Climate Risk¹⁸⁷ identifies that:

- Global and UK average land temperatures have risen by around 1.2°C since the 1850-1900 period.
- Episodes of extreme heat are becoming more frequent, with the chance of a hot summer like 2018 now up to 25% per year, compared to less than 10% a few decades ago.
- 5.2 million homes and businesses are now at risk from flooding.

¹⁸³ https://gca.org/wp-content/uploads/2021/09/Communique_High-Level-Dialogue.pdf

¹⁸⁴ <https://www.lse.ac.uk/granthaminstitute/explainers/what-are-stranded-assets/>

¹⁸⁵ www.ukclimaterisk.org/wp-content/uploads/2021/06/CCRA-Evidence-Report-England-Summary-Final.pdf

¹⁸⁶ [UK Climate Change Risk Assessment 2022 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/uk-climate-change-risk-assessment-2022.pdf)

¹⁸⁷ www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf

Future projections for the UK's climate¹⁸⁸, as modelled by the UK Met Office, tell us to expect:

- Hotter, drier summers with +5.6°C summer mean daily temperature
- Warmer, wetter winters with +28% winter mean precipitation
- More frequent and intense weather events, including heatwaves and floods

The picture locally is the same, with climate changes being felt in Manchester and projected to increase and intensify:

- Flooding is Manchester's biggest climate risk:
 - Approximately 10,000 homes are at flood risk in Manchester¹⁸⁹
 - Storm Christoph in January 2021 led to 3,000 properties across Didsbury and Northenden being evacuated¹⁹⁰
 - In February 2022, the UK's Met Office named three major storms in one week for the first time
 - These events saw Manchester experience disruption to critical infrastructure services, including increased sewer flooding incidents¹⁹¹
- Rising temperatures are an increasing risk for the city:
 - July 2022 saw the highest maximum recorded temperature in Manchester at 38°C¹⁹², and the UK Met Office issued its first 'extreme heat' weather warning¹⁹³
- Periods of water scarcity are projected to become more prevalent:
 - During 2018, 2020 and 2021 the North West experienced extremely hot, dry weather coupled with significantly increased demand for water over the summer¹⁹⁴, leading to temporary use bans in Manchester

The evidence for the third UK Climate Change Risk Assessment (CCRA3) identified eight top risks for England¹⁹⁵ based on the urgency of additional action, the gap in adaptation planning across the UK, imminent opportunities for integrating adaptation action into upcoming major policy commitments, and the opportunity to avoid lock in where major developments are taking place now. These are:

- Risks to the viability and diversity of terrestrial and freshwater habitats and species from multiple hazards.
- Risks to soil health from increased flooding and drought
- Risks to natural carbon stores and sequestration from multiple hazards, leading to increased emissions
- Risks to crops, livestock, and commercial trees from multiple climate hazards
- Risks to supply of food, goods, and vital services due to climate-related collapse of supply chains and distribution networks
- Risks to people and the economy from climate-related failure of the power system
- Risks to human health, wellbeing, and productivity from increased exposure to heat in homes and other buildings

¹⁸⁸ <https://www.metoffice.gov.uk/weather/climate-change/effects-of-climate-change>

¹⁸⁹ <https://thefloodhub.co.uk/greater-manchester/#section-2>

¹⁹⁰ <https://democracy.manchester.gov.uk/documents/s30078/Approach%20to%20Flood%20Prevention%20and%20Management.pdf>

¹⁹¹ <https://www.unitedutilities.com/corporate/responsibility/environment/climate-change/climate-change-adaptation/>

¹⁹² <https://www.manchesterworld.uk/news/weather/manchester-record-temperature-what-is-hottest-weather-ever-recorded-how-does-it-compare-to-uk-record-3774584>

¹⁹³ https://www.manchestereveningnews.co.uk/news/greater-manchester-news/met-office-extends-extreme-weather-24474624?int_source=mantis_rec_rhc&int_medium=web&int_campaign=more_like_this_rhc

¹⁹⁴ <https://www.unitedutilities.com/globalassets/documents/pdf/summary-of-our-drought-plan-2022.pdf>

¹⁹⁵ <https://www.ukclimaterisk.org/independent-assessment-ccra3/technical-report/>

- Multiple risks to the UK from climate change impacts overseas

The Climate Change Committee's progress report¹⁹⁶ to Parliament in 2022 also raised the increasing need for adaptation action across the UK economy and key sectors, and urges the Government to:

- Take urgent steps to ensure the UK is ready for our changing climate
- Demonstrate how the top eight priority risks are being addressed
- Set out how adaptation is being integrated into policy across all departments
- Develop a detailed monitoring and evaluation framework.

Green Infrastructure and Nature-based Solutions

Green infrastructure (GI) and nature-based solutions (NBS) are identified as one of six priority areas in Manchester's Climate Change Framework.

The city's green infrastructure includes our public green spaces, parks, gardens, trees and woodlands, rivers, canals, and lakes, growing spaces, green roofs and green walls, and sustainable urban drainage systems, for example: ponds, rain gardens, ditches and swales.

The term nature-based solutions refer to the sustainable management and use of natural features and processes to tackle challenges such as climate change, water pollution, biodiversity loss, and disaster risk management.

GI and NBS have an essential role to play in helping Manchester to meet its climate change objectives, both adapting the city to the changing climate (by helping to manage flood risk and heat stress) and helping to reduce our CO2 emissions (to stay within our carbon budget we need to become a net remover of carbon).

They are addressed within this section of the Update as they are a critical part of helping the city to adapt to climate change and build resilience to extreme weather events.

In order to adapt

We need to **understand our exposure to climate change risk** and make detailed plans that support all our residents, all parts of our city, its economy and natural environment to adapt.

This includes prioritising action to ensure our **critical infrastructure is resilient** to climate change and ensuring our most **vulnerable communities are protected**.

We need to ensure all the investments we make are resilient to climate change and we need to develop innovative models to **unlock new private investment** for adaptation.

Update on research and initiatives

Since publication of the Framework, Manchester Metropolitan University, Manchester Climate Change Agency (MCCA) and members of Manchester Climate Change Partnership's (MCCP) Adaptation and Resilience Advisory Group¹⁹⁷ have collaborated on the following research and initiatives:

Manchester's climate risk: a framework for understanding hazards & vulnerability¹⁹⁸

This work identifies the key weather-related hazards in Manchester and how these will be amplified by climate change.

¹⁹⁶ <https://www.theccc.org.uk/publication/2022-progress-report-to-parliament/>

¹⁹⁷ [Manchester Climate Adaptation and Resilience Advisory Group | Manchester Climate Change](#)

¹⁹⁸ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

It sets out the direct impacts these hazards are likely to have on the city's people, communities, health, energy consumption, water supply, buildings, economic activity, transport and other critical infrastructure, and natural environment.

In doing so, it establishes a structure to support a comprehensive assessment of the city's vulnerabilities to climate change and an evaluation of our capacity to respond to these threats.

It recognises that we must intensify our collective effort to understand the complex interactive implications of a changing climate, in order that we can prioritise where adaptation action will have the most benefit and calls for a comprehensive risk assessment to be carried out at city-scale.

Manchester Climate Ready: risk, resilience, and adaptation¹⁹⁹

This work outlines the global to local policy drivers on climate adaptation, proposes a broad vision for progressive climate resilience in Manchester, identifies the key characteristics of such a resilient city, and seven principles to guide both ambition and practical action.

It sets out the following vision for a climate resilient Manchester:

Our vision for a more climate resilient Manchester will enhance the capacity of the entire city - our buildings, infrastructure, green and blue space, businesses, and people - to adapt to future climate shocks and stresses.

Our pursuit of climate resilience will be aligned with other progressive agendas that aspire to create a healthier, happier, and a more socially just city, and to produce sustainable, inclusive, and green economic growth.

The work also details a series of characteristics of a climate resilient city, where action reduces the systemic causes of vulnerability, is pursued by the whole of society, is informed by a comprehensive assessment of climate risk, takes account of future risk, targets interventions toward those most in need, ensures a legacy of climate resilience, avoids unintended adverse consequences ('maladaptation') and 'lock-in' to decisions, delivers adaptation measures beyond the city's boundaries, and capitalises on the co-benefits of climate adaptation interventions.

It identifies seven principles to catalyse coherent action and to assess progress:

1. Enhance leadership and strategic capacity to pursue progressive resilience and adaptation action across the city
2. Develop detailed understanding of the implications of, and vulnerabilities to, exposure to climate change.
3. Embed progressive climate resilience ambition and action across the city, including governance, policy, and practice.
4. Enable individuals, communities, service providers and businesses to adopt and integrate adaptation measures.
5. Embed and enhance green and blue infrastructure to support climate resilience and adaptation.
6. Ensure our urban environment, including buildings and urban infrastructure, is climate resilient.
7. Encourage research, innovation, and reflective practice to support our progress in creating a more resilient Manchester.

The work also identifies specific actions against each of these principles for different stakeholders to follow.

¹⁹⁹ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

Manchester Climate Ready (MCR) website²⁰⁰.

To help bring action to life, a range of examples of adaptation measures will be published from members of the Manchester Climate Change Partnership.

MCCA is also working with:

The Met Office on:

- A City Pack²⁰¹ to forecast climate projections at local level and to highlight the importance of addressing climate risk.
- A heat mapping tool to give the city a better understanding of its exposure and vulnerability to heat over time.

The University of Exeter on:

- A Local Climate Adaptation Tool²⁰² (LCAT) that is intended to recommend adaptation action that will support improvements in health and wellbeing.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

- Manchester's Green and Blue infrastructure strategy refresh²⁰³ embeds the role of our natural environment in supporting climate resilience and adaptation.
- Greater Manchester's Strategic Flood Risk Assessment²⁰⁴ provides a framework for flood risk management across the city-region, including identification of key strategic flood risks plus existing and planned interventions.
- Greater Manchester Resilience Strategy 2020-30²⁰⁵ sets out the vision for a resilient Greater Manchester; the Greater Manchester 5-Year Environment Plan²⁰⁶ includes a priority to ensure 'our resilience and adaptation to climate change'; and Places for Everyone²⁰⁷ refers to climate resilience and adaptation throughout.
- The Climate Change Act (2008)²⁰⁸ provides a framework for mitigating and adapting to climate change. It requires the completion of a five-yearly Climate Change Risk Assessment (CCRA)²⁰⁹, with a National Adaptation Programme establishing how risks will be addressed. Additionally, the Act provides an 'Adaptation Reporting Power' requiring public bodies and infrastructure operators providing key services to report actions being taken to address climate impacts.
- The Glasgow Climate Pact emphasises the urgency of scaling up climate adaptation through local, regional, and national planning.²¹⁰

²⁰⁰ <https://www.manchesterclimateready.com>

²⁰¹ https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/research/spf/manchester-city-pack_august-2022.pdf

²⁰² <https://thentrythis.org/projects/climate-and-health-tool/>

²⁰³ https://www.manchester.gov.uk/downloads/download/7456/2022_green_and_blue_infrastructure_refresh

²⁰⁴ <https://www.manchesterclimate.com/sites/default/files/Climate%20vulnerability%20framework.pdf>

²⁰⁵ [Greater Manchester Resilience Strategy 2020 - 2030 \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/greatermanchester-ca.gov.uk)

²⁰⁶ https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf

²⁰⁷ <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

²⁰⁸ <https://www.legislation.gov.uk/ukpga/2008/27/contents>

²⁰⁹ www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf

²¹⁰ https://unfccc.int/sites/default/files/resource/cop26_auv_2f_cover_decision.pdf

- The Environment Agency's Flood and Coastal Erosion Risk Management Strategy²¹¹ and Strategy Action Plan²¹² sets out how they will deliver a £5.2 billion capital investment programme allocated to flooding and coastal erosion by 2027²¹³.
- The UK Infrastructure Bank's Strategic Plan²¹⁴ sets out how it will explore projects that make the UK's infrastructure more resilient to climate change and better adapted to future risks - including the impact of climate change on financial assets.
- The Bank of England published its first climate stress tests in 2022²¹⁵, highlighting the need for UK banks and insurers to act on climate change to avoid climate-related losses.
- Greening Finance: A Roadmap to Sustainable Investing²¹⁶ is suggesting that mandatory requirements to the pensions and investment sectors to assess and disclose climate risk on portfolios, will help shift financial flows to align with a net-zero, nature-positive economy.
- The Government's green taxonomy²¹⁷ will help to tackle greenwashing by providing a framework for sustainable financial disclosure.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in transitioning to a zero carbon, climate resilient city, including:

- There are limitations in information and awareness of climate risk and a lack of clarity on ownership of risk management and response.
- DEFRA's survey *What does a well-adapted England look like?*²¹⁸ found that people in Greater Manchester need more information on the risks associated with climate change and the type of actions they can take. This lack of awareness applies across sectors²¹⁹.
- Quantifying the risks and costs associated with climate change is in its infancy with gaps in standardised data and reporting; this makes it difficult to quantify the benefit of adaptation and resilience measures which would incentivise action.
- A future with a changing climate contains innate uncertainty and makes adaptation complex in terms of planning, setting targets for and catalysing action. This particularly impacts on private investment into adaptation, which are costly and resource intensive, and need confidence in climate risk modelling²²⁰ to unlock.

²¹¹ <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england-2>

²¹² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/985128/FCERM_Strategy_Action_Plan_2021.pdf#:~:text=The%20Flood%20and%20Coastal%20Erosion%20Risk%20Management%20%28FCERM%29,Coastal%20Erosion%20Risk%20Management%20Strategy%20for%20England%20%28the

²¹³ <https://www.gov.uk/government/news/environment-agency-sets-out-roadmap-for-more-flood-and-climate-resilient-nation>

²¹⁴ <https://www.ukib.org.uk/strategic-plan>

²¹⁵ <https://www.bankofengland.co.uk/stress-testing/2022/results-of-the-2021-climate-biennial-exploratory-scenario>

²¹⁶ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031805/CS0821102722-006_Green_Finance_Paper_2021_v6_Web_Accessible.pdf

²¹⁷ [UK Green Taxonomy – GTAG \(greenfinanceinstitute.co.uk\)](https://www.greenfinanceinstitute.co.uk/uk-green-taxonomy-gtag)

²¹⁸ <https://www.ukclimaterisk.org/wp-content/uploads/2020/10/2020-10-20-Is-the-UK-on-track-to-adapt-to-climate-change-Conference-Summary-1.pdf>

²¹⁹ https://www.ukcip.org.uk/wp-content/PDFs/UKCIP_Business.pdf

²²⁰ https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap17_FINAL.pdf

- Currently, the largest share of investment into resilience goes into the post event-emergency response and recovery, much of which is held by the public sector²²¹. This needs to be expanded to include de-risking investment to attract private finance.²²²
- Adaptation measures can take time to plan and implement, especially for infrastructure and nature-based solutions, which means change has to happen quickly to avoid 'lock-in' to high levels of risk in 2050 and beyond.²²³
- Adaptation metrics are essential for tracking progress²²⁴ but current data and tools are partial and fragmented²²⁵ which makes benefits difficult to assess.
- Future Homes Standards and building regulations²²⁶ are not proposing to cover climate adaptation measures within new and existing buildings, focusing only on reducing greenhouse gas emissions.

Co-benefits of action

The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to increase our resilience to climate change can deliver additional benefits to reducing our emissions, improving the health and wellbeing of our communities, and delivering an inclusive and sustainable economy.

Staying within our carbon budget

- Nature-based solutions that build resilience to climate change can also deliver zero carbon benefits in the form of carbon sequestration.
- Without consideration of the future weather and climate conditions, aspects of the UK's transition to zero carbon are at risk of failure²²⁷.

Health and wellbeing

- Adaptation and resilience that is targeted through a comprehensive risk assessment will deliver benefits to those communities most at risk, including from heat stress, flooding and extreme weather events.
- Nature-based solutions that build resilience can also provide access to good quality green space which supports health and wellbeing and enhances quality of life.
- Increased tree coverage in urban areas can help to mitigate extreme heat and therefore reduce the health impacts associated.

Inclusive, zero carbon and climate resilient economy

- Action to build climate resilience helps to grow the green technology and services sector which brings growth and job opportunities for Manchester, especially in sectors such as construction, water, infrastructure, and nature conservation²²⁸.

²²¹ <https://www.lse.ac.uk/granthaminstitute/publication/multiple-resilience-dividends-at-the-community-level-a-comparative-study-on-disaster-risk-reduction-interventions-in-different-countries/>

²²² [Unlocking Private Investment in Climate Adaptation and Resilience \(worldbank.org\)](https://www.worldbank.org/en/topic/urandres/Unlocking-Private-Investment-in-Climate-Adaptation-and-Resilience)

²²³ <https://www.theccc.org.uk/uk-action-on-climate-change/adapting-to-a-warmer-uk/>

²²⁴ <https://unepccc.org/wp-content/uploads/2019/09/adaptation-metrics-current-landscape-and-evolving-practices.pdf>

²²⁵ <https://link.springer.com/article/10.1007/s11027-014-9627-7>

²²⁶ <https://www.gov.uk/government/consultations/the-future-homes-standard-changes-to-part-l-and-part-f-of-the-building-regulations-for-new-dwellings>

²²⁷ www.theccc.org.uk/wp-content/uploads/2022/06/Progress-in-reducing-emissions-2022-Report-to-Parliament.pdf

²²⁸ <https://www.theccc.org.uk/publication/uk-housing-fit-for-the-future/>

- Businesses that have adapted to climate change and built resilience will be less likely to experience disruption and the costs associated with this.
- Investing in resilience is good for business²²⁹ with estimates indicating cost-benefit ratios up to 1:10. Recent research²³⁰ shows that this topic is high on the agendas of CEOs with 79% adjusting supply chains to reduce risk.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice within Manchester, the wider city-region and across the UK, including:

- Northern Gateway development²³¹: now called Victoria North²³², on the River Irk, is investing over £16m into flood mitigation and river works alongside major enhancements to the existing green spaces.
- Mayfield development²³³: will include a new multifunctional city park that provides recreation space, manages flood water, and increases biodiversity.
- Manchester City Council's Climate Change Action Plan²³⁴ has set a target of net 1,000 new trees, 1,000 new hedge trees and 4 community orchards a year on known schemes on public or partner land.
- Manchester City Council's Highways team are integrating Sustainable Urban Drainage (SuDS) into schemes such as 'Glade of Light' Manchester Memorial Gardens to treat and attenuate flows before discharging into the nearby River Irwell.
- The GrowGreen²³⁵ project has delivered a new community 'sponge park' in West Gorton which demonstrates how nature-based solutions such as swales, bio-retention tree pits, rain gardens and permeable paving can be used to address climate issues like surface water flooding.
- Manchester is a signatory to the Edinburgh Declaration on post-2020 global biodiversity framework²³⁶ which tackles the twin challenges of climate change and biodiversity loss by integrating nature-based solutions into city planning.
- The Greater Manchester Environment Fund²³⁷ is bringing together public, private, and philanthropic funders to tackle urgent environmental challenges facing the city region.
- The IGNITION²³⁸ project is exploring innovative funding and delivery mechanisms to increase Greater Manchester's green infrastructure over the next two decades.
- Greater Manchester is part of both the Resilient Cities Network²³⁹ and the UNDRR's Making Cities Resilient 2030 (MCR2030) programme²⁴⁰. It has been

²²⁹ <https://gca.org/why-investing-in-resilience-is-good-for-business/>

²³⁰ https://www.ey.com/en_uk/ceo/will-bold-strategies-fuel-market-leading-growth

²³¹ <http://northerngatewaymanchester.co.uk/>

²³² [Victoria North - Victoria North](http://VictoriaNorth-VictoriaNorth)

²³³ <https://mayfieldmanchester.co.uk/>

²³⁴ https://www.manchester.gov.uk/info/500002/council_policies_and_strategies/8225/climate_change_action_plan_2020-25_appendix_1_actions/11

²³⁵ www.growgreenproject.eu

²³⁶ <https://www.gov.scot/publications/edinburgh-declaration-on-post-2020-biodiversity-framework/pages/current-signatories/>

²³⁷ <https://gmenvfund.org/>

²³⁸ <https://www.greatermanchesterca.gov.uk/what-we-do/environment/ignition/>

²³⁹ <https://resilientcitiesnetwork.org/>

²⁴⁰ <https://mcr2030.undrr.org/>

recognised as a MCR2030 Resilience Hub²⁴¹ and is working to enhance city-to-city collaboration and inspire other communities to reduce risk and build resilience.

- The Business of Resilience programme²⁴² is an industry-led taskforce working to identify current strengths and future international opportunities for the UK's resilience industry.
- The Coalition for Climate Resilient Investment²⁴³ develops and pilots practical tools, solutions, and financial instruments to support a more efficient integration of physical climate risks in investment decision-making.
- Financing Nature Recovery UK²⁴⁴ outlines a new roadmap to unlock barriers and deliver high-integrity environmental markets that drive private investment and nature recovery across the UK.
- The Race to resilience²⁴⁵, is a UN-backed global campaign to catalyse a step-change in ambition for climate resilience, putting people and nature first in pursuit of a resilient world where we don't just survive climate shocks and stresses, but thrive in spite of them.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester:

- Adaptation 1. Manchester should set a **high level ambition for adaptation** to mirror the city's target to reach zero carbon by 2038.
- Adaptation 2. Manchester City Council (MCC) to lead a **detailed climate risk and vulnerability assessment** of the city and produce an **adaptation plan**, directing priority action towards increasing the resilience of our critical infrastructure and most vulnerable communities, and ensuring that nature-based solutions are given sufficient time to develop their adaptive services.
- Adaptation 3. MCC to ensure that its **planning, housing, and infrastructure policies and project appraisal** incorporate climate adaptation and resilience, in line with Green Book standards, including through deployment of nature-based solutions, to avoid increasing exposure to risk through capital expenditure and new developments.
- Adaptation 4. MCC and Greater Manchester Resilience Forum to assess the current and predicted future costs of damage caused by climate change and extreme weather events to the city's critical infrastructure, residents and local economy, to support the **business case for increased investment in adaptation** and resilience measures.

²⁴¹ <https://mcr2030.undrr.org/resilience-hub>

²⁴² <https://www.gov.uk/government/publications/the-business-of-resilience-summary-report-2022#:~:text=Details,for%20the%20UK's%20resilience%20industry.>

²⁴³ <https://resilientinvestment.org/>

²⁴⁴ <https://irp.cdn-website.com/82b242bb/files/uploaded/FINAL%20Financing%20UK%20Nature%20Recovery%20Final%20Report%20ONLINE%20VERSION.pdf>

²⁴⁵ [Resilience - Climate Champions \(unfccc.int\)](https://www.unfccc.int/resilience-climate-champions)

- Adaptation 5. MCC to ensure capital expenditure is made resilient to climate change and to help develop innovative ways to **unlock private capital investment** into adaptation and resilience.
- Adaptation 6. Public sector organisations to **transparently report** on what they are doing to mitigate the risks of climate change to their services and how these risks are being governed, in line with TCFD²⁴⁶ reporting standards.
- Adaptation 7. **Manchester Climate Change Partnership** (MCCP) to work collaboratively on assessing climate risks and building resilience, both at organisational level and through value chains, sharing learning with wider partners.
- Adaptation 8. Manchester Climate Change Agency (MCCA) to work with local partners to explore ways to **raise awareness of climate risk to communities**.

To work on at city-region level, with Greater Manchester partners:

- Adaptation 9. **Greater Manchester Pension Fund** to actively work towards a greater percentage of its investment portfolio being divested from fossil fuels and defined as environmentally sustainable and climate resilient, as set out in the UK Green Taxonomy²⁴⁷.
- Adaptation 10. Greater Manchester Combined Authority (GMCA) to engage with the National Infrastructure Commission to explore the early adoption of **national resilience standards**.

To advocate for national government to do:

- Adaptation 11. Set a **high level ambition for adaptation** to mirror the UK's target to reach net zero by 2050 as called for by the Climate Change Committee²⁴⁸.
- Adaptation 12. Set out a **National Resilience Strategy** to focus on the UK's ability to anticipate, assess, prevent, mitigate, respond to, and recover from known, unknown, direct, indirect, and emerging climate risks²⁴⁹.
- Adaptation 13. Strengthen the ownership and accountability of the cross-Whitehall **National Adaptation Strategy** to drive adaptation principles across Government policy and strategy.
- Adaptation 14. Ensure climate resilience is factored into all **public capital spending**, including the National Infrastructure and Construction pipeline of £650 billion investment by 2030²⁵⁰.
- Adaptation 15. Develop national **adaptation and resilience infrastructure standards** as called for by the National Infrastructure Commissions report: 'Anticipate, React, Respond'²⁵¹.
- Adaptation 16. Use the **Green Finance Strategy** to set the frameworks for more integration of investment into measures for resilience, emission reduction and nature restoration.
- Adaptation 17. Develop more **localised climate risk and vulnerability data** to guide investment and decision-making, as recommended by The World Bank report²⁵².

²⁴⁶ [TCFD Knowledge Hub - TCFD Knowledge Hub \(tcfddh.org\)](https://www.tcfddh.org/)

²⁴⁷ [UK Green Taxonomy – GTAG \(greenfinanceinstitute.co.uk\)](https://www.greenfinanceinstitute.co.uk/)

²⁴⁸ <https://www.theccc.org.uk/publication/2022-progress-report-to-parliament/#recommendations-to-government>

²⁴⁹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1001404/Resilience_Strategy_-_Call_for_Evidence.pdf#page12

²⁵⁰ <https://www.gov.uk/government/collections/national-infrastructure-plan>

²⁵¹ <https://nic.org.uk/studies-reports/resilience/>

²⁵² <https://openknowledge.worldbank.org/handle/10986/35203>

- Adaptation 18. Require infrastructure operators to develop and maintain long term **resilience strategies** that meet resilience standards²⁵³.
- Adaptation 19. Put in place longer term support to continue the work of **Flood Re**²⁵⁴, a joint initiative between the Government and insurers, making flood cover part of household insurance policies more affordable.
- Adaptation 20. **Expand mandatory TCFD**²⁵⁵ reporting to the public sector²⁵⁶.
- Adaptation 21. Make **TNFD reporting**²⁵⁷ **mandatory** for both the public and private sector once published.

To do differently, where there are opportunities to innovate:

- Adaptation 22. HM Treasury to commission a review on the **economics of climate resilience** to better understand the costs and benefits, and drive smarter public-private investment into adaptation²⁵⁸.
- Adaptation 23. HM Treasury to develop an **Environmental Investment Tax Relief** to incentivise investment into environmental outcomes including adaptation and resilience.
- Adaptation 24. Advocate for national action to support the **Commission for Climate Resilient Infrastructure's** call for physical climate risks to be systemically integrated into infrastructure project appraisal and spending by 2025²⁵⁹

²⁵³ <https://publications.parliament.uk/pa/cm201415/cmselect/cmenvaud/453/45309.htm>

²⁵⁴ <https://www.floodre.co.uk/>

²⁵⁵ [Task Force on Climate-Related Financial Disclosures | TCFD\) \(fsb-tcfd.org\)](https://www.fsb-tcfd.org/)

²⁵⁶ <https://www.icaew.com/insights/viewpoints-on-the-news/2022/jan-2022/summary-of-public-sector-sustainability-reporting-landscape>

²⁵⁷ [TNFD – Taskforce on Nature-related Financial Disclosures](https://www.gov.uk/government/speeches/finance-resilience-net-zero-and-nature)

²⁵⁸ <https://www.gov.uk/government/speeches/finance-resilience-net-zero-and-nature>

²⁵⁹ <https://resilientinvestment.org/>

HEALTH AND WELLBEING

Headline Objective:

To improve the health and wellbeing of everyone in Manchester through actions that also contribute to our objectives for CO2 reduction and adaptation and resilience, with particular focus on those most in need.

Introduction

The Climate Change Framework states that the actions we need to take to reduce our CO2 emissions and adapt the city to climate change also have the potential to improve the health and wellbeing of Manchester's residents. Equally, actions that improve our health and wellbeing can also help to tackle the climate crisis.

The Framework calls for new strategic initiatives to accelerate action and remove barriers that are limiting further action, and notes they need to be focused on the people and communities where climate action has most potential to improve health and wellbeing.

The UK's Climate Change Committee (CCC) echoes this in its 2020 report Sustainable Health Equity: Achieving Net Zero UK²⁶⁰ which gives evidence to show that climate change will lead to more unpredictable systemic shocks that will impact population health.

The effects of climate change on health and wellbeing will be cumulative, becoming more severe and unpredictable over time if left unaddressed, and they will commonly impact our most vulnerable communities first and worst. Impacts will be both direct and indirect.

Direct impacts are created by our changing climate increasing exposure to heat and cold, UV radiation, air pollution, pollen, emerging infections, and extreme weather events such as flooding and its associated water-borne diseases.

- Poor air quality kills 28,000 to 36,000 people in the UK each year²⁶¹.
- Heatwaves cause an average 8% increase in emergency hospital admissions on the top 5% of hottest days in the UK. For every 1°C increase in temperature over 20°C, ambulance callouts for the NHS increase by 1%²⁶².
- Whilst flood water poses a relatively small risk of drowning, people who are unable to relocate after a flood are at risk of ill health from living in damp homes and the experience of flooding can also generate severe mental health impacts that may outlast the immediate impacts of the flood itself.

Indirect impacts of climate change on population health and health inequalities are much more complex and systemic but are increasingly being recognised in global reports²⁶³ and include: under-nutrition related to food insecurity, increases in the price of food, water and domestic energy and increase poverty, unemployment and anxiety; respiratory illnesses from cold damp homes and rising levels of obesity due to lack of physical activity and provision of good quality green space or active transport infrastructure.

Update on research and initiatives

Since publication of the Framework, Manchester Climate Change Agency (MCCA) has collaborated on the following research and initiatives:

²⁶⁰ <https://www.instituteofhealthequity.org/resources-reports/sustainable-health-equity-achieving-a-net-zero-uk/main-report.pdf>

²⁶¹ <https://airqualitynews.com/2018/08/22/comeap-updates-estimates-on-uk-air-pollution-deaths/>

²⁶² <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/articles/climaterelatedmortalityandhospitaladmissionsenglandandwales/2001to2020/previous/v1>

²⁶³ [https://doi.org/10.1016/s0140-6736\(17\)32464-9](https://doi.org/10.1016/s0140-6736(17)32464-9)

Manchester’s Marmot Health Inequalities Task Group:

The Greater Manchester Health and Social Care Partnership commissioned the Institute of Health Equity to deliver: ‘Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives’²⁶⁴, which was published in June 2021.

It recognises an urgent need to do things differently, to build a society based on the principles of social justice; to reduce inequalities of income and wealth; to build a wellbeing economy that puts achievement of health and wellbeing at the heart of government strategy; and, notably, to build a society that responds to the climate crisis at the same time as achieving greater health equity.

It highlights that both direct and indirect impacts of climate change are a threat to health and health inequalities, and that immediate action to reduce greenhouse gas emissions can also improve health and reduce existing health inequalities.

Following this, in 2022, the Manchester Marmot Health Inequalities Task Group was established to review the report’s recommendations and create a tailored action plan for the city²⁶⁵ which Manchester Climate Change Agency (MCCA) has supported..

Health and Wellbeing Advisory Group:

MCCA has worked with the Manchester Health and Wellbeing Board to establish an independent Health and Wellbeing Advisory Group²⁶⁶ to support the work of Manchester’s Climate Change Partnership (MCCP).

It includes representatives from: Manchester Public Health Team, Manchester University NHS Foundation Trust, Manchester Local Care Organisation, Greater Manchester Mental Health NHS Foundation Trust, Manchester Population Health Team, NHS GM Integrated Care Organisation, Manchester City Council Infrastructure and Environment Team and City Policy Team and Salford University.

The Group has fed into this Update, and the Manchester Marmot Health Inequalities Task Group, and agreed to focus its efforts on developing a set of indicators to track the impact of climate change on health inequalities in Manchester, bringing together existing metrics to add new insights wherever possible.

Co-benefits of action

The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to improve health and wellbeing can deliver additional benefits in reducing our carbon emissions, increasing the adaptive capacity of our cities and the inclusivity and sustainability of our economies.

Staying within our carbon budget

- Energy efficient, low emission housing helps to reduce fuel poverty and creates warm, dry homes that improve health and wellbeing.
- Cycling and walking / wheeling (active travel) improves air quality and health outcomes, reducing pressure on the NHS.
- Sustainable and resilient food systems help to deliver more affordable, nutritious diets and reduce food poverty.

²⁶⁴ <https://www.instituteofhealthequity.org/about-our-work/latest-updates-from-the-institute/greater-manchester-a-marmot-city-region>

²⁶⁵ [104318 Marmot Report Building Back Fairer in Manchester V8.pdf](#)

²⁶⁶ [Manchester Health and Wellbeing Advisory Group | Manchester Climate Change](#)

Adaptation and resilience

- Addressing the health impacts associated with heatwaves, cold spells, storms, and flooding is part of adapting to extreme weather events and building resilience to climate change.
- Creating neighbourhoods with access to good quality green space, improves health and wellbeing and increases our resilience to climate change through nature-based solutions.

Inclusive, zero carbon and climate resilient economy

- Incorporating health and wellbeing into our measures of economic success can support more inclusive local economic growth.
- Building environmentally sustainable health care systems and facilities creates a health care system resilient to climate change that can best support the economic growth and development of the city.

Recommended Actions

To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.

These recommended actions have been co-designed with stakeholders across the city to provide clear guidance to all sectors on how they can play their full part in tackling the climate crisis. They should all be read in the context of the need for urgent action at scale.

To be delivered locally, where direct control lies in Manchester:

- Health 1. The city's health sector to work collaboratively to carry out a **vulnerability assessment** that maps at hyperlocal level where climate change will exacerbate health inequality so that action can be prioritised and targeted.
- Health 2. Manchester Climate Change Agency to work with the Health and Wellbeing Advisory Group to **develop city-scale indicators** to track and report the impacts of climate change on health inequalities.
- Health 3. Manchester City Council to incorporate health equity and climate action into its **policies and strategies** in a consistent and transparent manner and implement methods to measure their impact.
- Health 4. Manchester's Marmot Health Inequalities Taskforce to **lead implementation** of the city's action plan.
- Health 5. Manchester Climate Change Partnership (MCCP) to support partners across Manchester to **share knowledge and action** on decarbonisation and adaptation of the health sector.
- Health 6. Health sector partners to **maximise uptake of Carbon Literacy** courses and toolkits co-produced with the NHS to support climate mitigation and adaptation activities, in line with Greener NHS²⁶⁷ and Delivering a Net Zero Health Service²⁶⁸.
- Health 7. MCCP's Health and Wellbeing Advisory Group to **expand this list** of recommended actions to encompass collaborative action across Greater Manchester and a clear set of asks of national government.

²⁶⁷ [Greener NHS \(england.nhs.uk\)](https://www.england.nhs.uk/greener-nhs/)

²⁶⁸ [B1728-delivering-a-net-zero-nhs-july-2022.pdf \(england.nhs.uk\)](https://www.england.nhs.uk/b1728-delivering-a-net-zero-nhs-july-2022.pdf)

INCLUSIVE, ZERO CARBON & CLIMATE RESILIENT ECONOMY

Headline objective:

To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate

Update on research and initiatives

The Framework identifies several strategic actions relating to carbon literacy, green skills, and the green economy which are updated below.

Carbon Literacy

The Carbon Literacy Project²⁶⁹ was established in Manchester and is globally unique, having been recognised by the UN at COP21 in Paris as one of 100 worldwide Transformative Action Programmes.

Carbon Literacy is defined as “An awareness of the carbon dioxide costs and impacts of everyday activities, and the ability and motivation to reduce emissions, on an individual, community and organisational basis.”

The training is a structured way to help citizens understand how climate change will affect them and to provide the knowledge and skills needed to lower their carbon footprint and is delivered through communities, workplaces, and educational institutions; with sector-specific courses and toolkits tailoring the learning to, for example, local authorities, social housing providers, universities and colleges, and the healthcare and automotive sectors.

As every job becomes a green job²⁷⁰, Carbon Literacy can help to unlock new opportunities for local people by providing the knowledge and skills that will be needed in every workplace. As part of Manchester’s collective commitment to low-carbon culture, over 5,400 citizens have been trained and certified as Carbon Literate since 2012.

Green skills

Manchester’s new Work and Skills Strategy²⁷¹ recognises the skills gaps in the low carbon sector and the challenges this presents to achieving our climate change goals. It also notes the opportunities presented for the local workforce, including through upskilling/reskilling. Work has begun on a green skills plan to support businesses and residents with a focus on the skills needed for: retrofitting buildings and low carbon transport.

Greater Manchester’s Green Economy report²⁷² explores this further and identifies the biggest opportunities lie where green technologies are approaching mass-adoption stage, such as electric vehicles, low carbon heating, and renewable energy; noting this will bring changes to the volume, make-up, and skill levels of hundreds of different occupations, especially in construction, manufacturing, and logistics.

Across the North West, businesses and universities are collaborating develop the UK’s first regional skills plan²⁷³ to support both younger generations and those already in work into new, green jobs as they emerge, ensuring business and industry have access to the talent they need to successfully transition to a net zero economy.

²⁶⁹ [Home - The Carbon Literacy Project](#)

²⁷⁰ [Expert report: every UK job has the potential to be green - GOV.UK \(www.gov.uk\)](#)

²⁷¹ [New Work and Skills draft strategy | Manchester City Council](#)

²⁷² [gm-skills-intelligence-pack-green-economy-feb-2022.pdf \(greatermanchester-ca.gov.uk\)](#)

²⁷³ [UK’s first regional Net Zero skills plan to unlock green jobs bonanza in the North West – Net Zero North West \(netzeronw.co.uk\)](#)

Green economy

In Greater Manchester²⁷⁴ the low carbon and environmental goods and services sector includes over 3,100 companies with over 58,000 employees and sales of over £8.6bn. It grew by over 27% (by sales) in the five years between 2015/16 and 2019/20 and represents over 14% of Greater Manchester's business base (by GVA) and over 3% of total employment; this is larger than the Advanced Manufacturing, Digital, Creative, and Science, Research and Development sectors combined and outperforms a host of global cities including Milan, Portland, Copenhagen, Seattle, Stockholm, and Berlin.

The Local Government Association has estimated that by 2030 the UK will need over 690,000 jobs directly in the low carbon and renewable energy economy, with this figure rising to over 1.1m by 2050. Their interactive report: Local green jobs – accelerating a sustainable economic recovery²⁷⁵ enables analysis of these figures at local authority level with sectoral breakdown.

Bee Net Zero

Business support organisations across the city region have taken a collaborative approach to make Greater Manchester the easiest place in the UK for every business to become a green business.

Bee Net Zero²⁷⁶ provides support and guidance to help organisations make the transition to zero carbon, including setting out ten key steps to achieving net zero, simple actions that can be taken immediately to reduce carbon footprints, and help to find more targeted business support and funding.

The partnership includes the Greater Manchester Local Enterprise Partnership, Combined Authority, and Chamber of Commerce, The Growth Company, Business in the Community, Pro Manchester, Transport for Greater Manchester, Electricity North West, the national SME Climate Hub, and Manchester Climate Change Agency.

City Business Climate Alliance

Manchester Climate Change Agency (MCCA) and Manchester Climate Change Partnership (MCCP) are working with CDP²⁷⁷, C40 Cities²⁷⁸, and the World Business Council on Sustainable Development²⁷⁹ on the City-Business Climate Alliance²⁸⁰ (CBCA) initiative.

Manchester is one of eight cohort cities alongside Dallas, Durban, Lisbon, New York, Stockholm, Tel Aviv and Vancouver; and MCCA is helping to draw expertise and insight from across this partnership to support production of this Update and MCCP's activities around net zero new buildings, commercial retrofit, and setting/reporting on science based targets.

Other policy drivers and enablers

Whilst this Update is setting ambitious targets for action, there are a range of related policies at local, regional, and national level that are driving and enabling change of a similar magnitude and pace, including:

²⁷⁴ [Green Economy booklet \(greenintelligence.org.uk\)](https://www.greenintelligence.org.uk)

²⁷⁵ [Local green jobs - accelerating a sustainable economic recovery in Manchester | LG Inform](#)

²⁷⁶ [Bee Net Zero | The journey to becoming Net Zero](#)

²⁷⁷ [Home - CDP](#)

²⁷⁸ [The Alliance Partners — City-Business Climate Alliance](#)

²⁷⁹ [World Business Council For Sustainable Development \(WBCSD\)](#)

²⁸⁰ [Meet the Members — City-Business Climate Alliance](#)

- The Our Manchester Industrial Strategy²⁸¹ and Greater Manchester Industrial Strategy²⁸² both address the need to capitalise on the employment and growth opportunities that responding to climate change will present.
- Greater Manchester's Local Skills Report and Labour Market Plan²⁸³ recognises 'clean growth' as a frontier sector and is supported by the Green Economy Skills Intelligence report²⁸⁴.
- The UK's Ten Point Plan²⁸⁵ for a green industrial revolution identifies growth sectors and targets adding up to 250,000 jobs in our low-carbon industries by 2030.

Challenges

There are significant economic, technical, institutional, societal, and regulatory challenges in creating an inclusive, zero carbon and climate resilient economy, including:

- Skills and training providers are naturally cautious about investing in skills development for "future jobs" where the market demand is uncertain.
- Employers generally want to be able to recruit skilled staff at exactly the point they need them; however, the skills system needs time to respond to market changes.
- Development of new green technology areas like electric vehicles, low carbon heating, or nature-based solutions often outpaces the skills system.
- The growth of financial, technology, and digital companies has increased competition for STEM skills which are needed in many low carbon roles.
- The perception of jobs in the green economy is often limited to ones which link directly to the environment and so the full range of options is not well understood.

Co-benefits of action

The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to improve the inclusivity and sustainability of our economy can deliver additional benefits to our climate mitigation and adaptation and our health and wellbeing.

Staying within our carbon budget

Organisations with strong climate targets can secure a competitive advantage with investors and consumers who are increasingly seeking greater accountability and transparency on climate action.

The growing market for products and services that reduce emissions or have a lower carbon footprint enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

Adaptation and resilience

Organisations that address their exposure to climate risk, both 'at home' and through their global value chains, are more resilient to climate shocks and more aligned to the evolving demands of investors.

²⁸¹ [Our Manchester Industrial Strategy | Manchester City Council](#)

²⁸² [gm-local-industrial-strategy-web.pdf \(greatermanchester-ca.gov.uk\)](#)

²⁸³ [gm-esap-local-skills-report-update-march-2022-final.pdf \(greatermanchester-ca.gov.uk\)](#)

²⁸⁴ [gm-skills-intelligence-pack-green-economy-feb-2022.pdf \(greatermanchester-ca.gov.uk\)](#)

²⁸⁵ [The Ten Point Plan for a Green Industrial Revolution \(publishing.service.gov.uk\)](#)

The growing market for products and services that help us adapt to a changing climate enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

Health and wellbeing

Organisations that can demonstrate strong environmental, social and governance criteria have a competitive advantage in talent recruitment and retention²⁸⁶.

The growing marketing for products and services that improve our health and tackle climate change enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

Examples of good practice

Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice from within Manchester, the wider city region as well international, including:

One Manchester²⁸⁷ is creating 125 part time and flexible jobs for unemployed people to develop skills in the green economy.

The Low Carbon Academy has supported over 2,200 individuals across more than 1,000 businesses in Greater Manchester to become upskilled in the retrofit market.

Recommended Actions

To be delivered locally, where direct control lies in Manchester

Organisations in all sectors to set high level ambitions for decarbonising and building climate resilience into their operations and value chains, accelerating change and **stimulating demand for low carbon skills**.

Manchester Climate Change Partnership (MCCP) to use its collective spending power and influence, for example through including social value in procurement, to help **create local opportunities for green skills growth**.

Organisations to **empower employees** to support the transition to a zero carbon, climate resilient city, through initiatives like the Carbon Literacy Project.

Skills providers to support new entrants to the green economy as well as providing opportunities to upskill/reskill for those already in work, targeting assistance where it is most needed to support a just transition. education sector and skills providers to **align provision of new training with growing market need**

Education sector to support young people to gain a better understanding of the range of opportunities and career pathways in the green economy.

MCCP to accelerate the climate action of its members through a **peer to peer learning** programme and to leverage specialist expertise from organisations across the city into **city-scale challenges**, following the blueprint of the Roadmap for Net Zero Carbon New Building²⁸⁸.

²⁸⁶ <https://www.dentons.com/en/services-and-solutions/environmental-social-and-governance/employment-and-esg>

²⁸⁷ [Green Employment and Skills | One Manchester](#)

²⁸⁸ [Manchester Climate Change Partnership adopts and endorses a Roadmap to Net Zero Carbon New Buildings in Manchester | Manchester Climate Change](#)

ENSURING A JUST TRANSITION

A core principle of the Climate Change Framework is to ensure that all of Manchester's residents are protected from the impact of climate change and that actions to help the transition to a zero carbon and climate resilient city do not have a negative impact on the most vulnerable people, ensuring the costs do not fall unevenly on those that are least able to afford them.

Rising cost of living

This Update to the Climate Change Framework comes at a time of economic uncertainty and significant increases to the cost of living.

For Manchester residents, we recognise that:

- High inflation is likely to reduce disposable incomes and spending power.
- More residents may be pushed into poverty, and residents already in poverty may find it significantly harder to recover.
- Residents on the fringes of eligibility for support may be amongst the worst affected.
- Nearly 20% of households are now fuel poor.
- Over 12% of United Utilities customers are accessing financial support.
- Over 11% of households are struggling with food insecurity and the number of food providers has almost doubled since 2017.

For Manchester business, we recognise that:

- Inflation has caused upwards pressure on wages, the cost of raw materials and energy, and is increasing business costs. Supply chain disruption is also contributing to price inflation.
- Decreased consumer confidence and squeezed household budgets are leading to fewer sales, particularly impacting the retail, hospitality, culture, and leisure sectors.
- A potential Real Living Wage increase is a positive ambition for the city but may put pressure on some business sectors to make that commitment and meet other inflationary pressures.

For the public and voluntary/charitable sectors in Manchester we recognise that:

- Price inflation is affecting budgets (especially relating to fixed costs like energy) and project viability, as well as lowering the relative value of funding awards provided.
- Uncertain funding reduces the ability of organisations to plan ahead and deliver services to support residents, communities and business.

Recommendations in this Update

The recommended actions outlined in this Update reflect the latest understanding of how we can tackle both climate change and wider socioeconomic challenges, including the rising cost of living, together; ensuring we deliver multiple benefits. For example:

- Insulating properties creates warmer, healthier homes that are cheaper to heat and that create fewer greenhouse gas emissions.
- Improving the efficiency of product design and manufacturing processes reduces the cost of material and energy inputs to industry.
- Transitioning to a zero carbon, climate resilient city creates opportunities for innovation, diversification and growth for business, and opportunities for new jobs and skills for local people.

FINANCING THE TRANSITION

The cost of the transition to a zero carbon and climate-resilient city, is significant. Manchester's Local Area Energy Plan²⁸⁹ estimates the cost to decarbonise Manchester's local energy system is over £13bn (£4 billion by 2030).

Unlocking the scale of finance needed to make our cities zero carbon and climate resilient, in a way that works for everyone, will be key to accelerating progress and achieving the ambitious climate change targets that Manchester has set.

The challenge

The City Investment Analysis Report²⁹⁰ from the UK Cities Climate Investment Commission (now 3Ci) describes the challenge in this way:

The transition of our existing carbon intensive systems to net zero will require significant up front capital and presents unique challenges for UK cities.

- **Scale:** it is estimated that around £200 billion will be needed to achieve the zero carbon pledges made by the UK's Core Cities and London Councils.
- **Urgency:** implementation must accelerate as soon as possible to meet the targeted zero carbon deadlines.
- **Complexity:** the systemic transitions required within cities are complex and interlinked and are unlikely to be achieved successfully through individual decision-making.

The quantity of capital that must be deployed is beyond the reach of public finances and if the funding gap is met only by citizens and businesses there will be damaging impacts on the poorest sections of society which is a counter to the intended just transition.

Private sector finance and reporting

Private sector finance is critical in addressing climate change and the scale of private finance available is sufficient to support substantial progress towards our zero carbon ambitions. However, there are significant hurdles to overcome and new approaches must be developed to unlock this resource.

This may include bundling climate measures together, coordinating delivery with multiple stakeholders and blending finance from different sources, for example grant-based funding and returns-based funding.

'Financing Green²⁹¹' creates huge opportunities for UK financial institutions²⁹², however, the mechanisms to drive investment into green outcomes are new and need to be developed at scale to produce a rate of return that is attractive.

Financial benefits must be aggregated to support repayable finance and improvements in fuel poverty, health outcomes and carbon emissions must be evaluated and harnessed together in a precise financial framework.

Standardisation of reporting, governance, billing, and legal structures will be required to encourage private investor confidence and allow aggregation for scaled investment²⁹³.

Despite these challenges, the city scale presents an attractive and substantial proposition for investors to bring together projects at sufficient scale, volume, and predictability.

²⁸⁹ https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/

²⁹⁰ https://www.corecities.com/sites/default/files/field/attachment/UKCCIC_Final_Report-1.pdf

²⁹¹ <https://www.gov.uk/government/publications/green-finance-strategy>

²⁹² <https://www.theccc.org.uk/publication/uk-energy-prices-and-bills-2017-report-supporting-research/>

²⁹³ https://www.corecities.com/sites/default/files/field/attachment/UKCCIC_Final_Report-1.pdf

The Green Finance Institute, The UK Infrastructure Bank and 3Ci are working to support local areas, including Manchester, to develop investable pipelines of climate activity and the new financial mechanisms that will be needed to deploy them.²⁹⁴

Gold standard for zero carbon investment

In its second phase of work, the 3Ci and the Connected Places Catapult²⁹⁵ are working in partnership with local authorities, industry, and the investment community to develop a gold standard for zero carbon investment, exploring the skills, capacities, and infrastructure that local areas need to develop projects and attract private finance.

Manchester Climate Change Agency (MCCA) secured Manchester's ongoing engagement with this work, with Manchester being one of three focus cities in this second phase. The outcomes will help the city to develop robust business cases and investment models that give the confidence, scale and longevity needed by the investor community²⁹⁶ to unlock private finance at scale into local climate action. But more work is needed.

Greening finance

Alongside this, the government's Green Finance Strategy²⁹⁷ and 'Greening Finance: a Roadmap to Sustainable Investing'²⁹⁸ also recognise the role of the financial sector in delivering climate and environmental objectives, by setting out a series of steps for businesses and investors to factor climate risk into mainstream financial decision making:

- To green portfolios through aligning activity to the UK Green Taxonomy²⁹⁹
- To disclose data on the risks and vulnerability climate change poses to business through the Taskforce on Financial-related Climate Disclosures (TCFD)³⁰⁰.
- To plan for the transition to a zero carbon future through publishing Transition Plans³⁰¹.

²⁹⁴ <https://www.greenfinanceinstitute.co.uk/> <https://www.ukib.org.uk/> and <https://www.3ci.org.uk/>

²⁹⁵ [Connected Places Catapult - The UK's innovation accelerator for cities, transport & place leadership.](https://cp.catapult.org.uk/news/uk-cities-climate-investment-commission-report/)

²⁹⁶ <https://cp.catapult.org.uk/news/uk-cities-climate-investment-commission-report/>

²⁹⁷ <https://www.gov.uk/government/publications/green-finance-strategy>

²⁹⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031805/CS0821102722-006_Green_Finance_Paper_2021_v6_Web_Accessible.pdf

²⁹⁹ <https://www.greenfinanceinstitute.co.uk/programmes/uk-green-taxonomy-gtag/>

³⁰⁰ <https://www.fsb-tcf.org/>

³⁰¹ <https://transitiontaskforce.net/>

THE ROLE OF LOCAL ACTION

The UK's Climate Change Committee addressed the role of local action in its 2020 report 'Local authorities and the sixth carbon budget'³⁰². It explains that action to reduce the country's emissions has, to date, largely been achieved through national policy to phase out fossil fuels in electricity production.

This decarbonisation of the grid has required a small number of actors supported by local supply chains in specific places, however, many of the urgent changes and decisions which are needed now to reduce our emissions and adapt to climate change, have a strong local dimension. Decarbonising buildings, transport, and industry, and building our resilience to climate risk all need delivery at a local scale.

To support this, local authorities have a key role to play. Typically, they are **responsible for between 2% and 5%** of their area's emissions, through delivery of their services and operations, management of their own estate, and procurement. However, they **have influence over about a third** of local area emissions through their planning and transport policies; housing, regeneration, and economic development activities; education and skills services; community involvement; partnership working and leadership role.

In addition to these local powers, Greater Manchester Combined Authority holds devolved responsibilities including for health and social care commissioning, and aspects of justice and employment policy³⁰³.

Collectively, these are powerful levers, but they are not sufficient to deliver on Manchester's climate ambitions due to the existence of policy and funding barriers, and gaps in key powers that prevent systems-scale or holistic approaches that will transform whole places, not simply seek emissions reductions in separate sectors.

National government needs to remove these barriers and work at pace to support local delivery of climate action, including by increasing local capacity; making funding more certain and longer-term; streamlining policy across departments; and ensuring that Greater Manchester's 'trailblazer' devolution deal provides the required powers and funding for strategic planning and operational delivery of both mitigation and adaptation measures at scale, and at the pace needed to meet the 2038 zero carbon target (ahead of the national commitment of 2050), in a way that meets local priorities.

The need for local-national co-ordination, and greater local action, is expanded upon in the following recent reports:

- The UK government's Net Zero Strategy: Build Back Greener³⁰⁴
- The National Audit Office's Achieving Net Zero³⁰⁵
- UK100's Power Shift: Research into Local Authority Powers Relating to Climate Action³⁰⁶; Local Net Zero Delivery Report: Local Powers³⁰⁷; and research into a National-Local Net Zero Delivery Framework³⁰⁸

In addition to local and city-region authorities, the individuals, businesses, and organisations in a local area have a key role to play in tackling the climate crisis as over half of the emissions cuts needed in the UK are dependent on concerted action by all of us.

³⁰² <https://www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf>

³⁰³ <https://www.instituteforgovernment.org.uk/explainers/devolution-greater-manchester>

³⁰⁴ <https://www.gov.uk/government/publications/net-zero-strategy#:~:text=This%20strategy%20sets%20out%20policies,net%20zero%20target%20by%202050>

³⁰⁵ <https://www.nao.org.uk/report/achieving-net-zero/>

³⁰⁶ https://www.uk100.org/sites/default/files/publications/Power_Shift.pdf

³⁰⁷ https://www.uk100.org/sites/default/files/2022-07/Local%20Powers_0.pdf

³⁰⁸ [Framework_final.pdf \(uk100.org\)](#)

ACTIONS FOR RESIDENTS AND BUSINESS

To realise our potential to become a leading city for action on climate change we need every resident and organisation to take urgent and sustained action.

To support this, the Climate Change Framework published in 2020 proposed 15 actions³⁰⁹ to help people get started, take action, inspire, and influence others, and ask for help.

The 2022 Update has involved multiple conversations with residents and business to understand more about the actions that are being taken, the barriers that are being encountered, and the support that is needed to do more.

These conversations have informed the Recommended Actions contained within this Update and will continue after its publication.

Residents

A recent poll by the UN Development Programme³¹⁰ found that two-thirds of people across the world say climate change is a global emergency, with that figure increasing to over 80% in the UK.

The UK government's public attitudes tracker in Spring 2022 found that 84% of people are concerned about climate change³¹¹ and the Office for National Statistics survey in May 2022 found that 62% of adults in Great Britain expect rising UK temperatures will directly affect them by 2030³¹².

A small survey was carried out in Manchester in Autumn 2021 to support this Update and echoes these results:

- 84% of people said they were worried about the effect of climate change on their home, work, or family.
- 57% of people said they were worried about the future impact of climate change in their local area.

The results also align with those from the consultation for the Our Manchester Strategy refresh, carried out in summer 2020, which received 3,800 responses and reset the city's goals to include creating a zero carbon city as one of its five top priorities.

Our 2021 survey went beyond attitudes to climate change and asked about actions that are being taken against the priority areas in the Framework and found that more than half of respondents had switched to renewable energy, were driving less and cycling or walking more, buying fewer clothes, trying not to waste food, recycling, and talking to others about climate change. Less than 10% of respondents had installed solar panels or had an electric or hybrid car. Full details of the survey results can be found in the Anthesis evidence base³¹³.

The 2021 survey also explored the barriers to action for residents based on the following commonly cited issues:

- **Technical awareness:** despite the increased general awareness of climate change, there is a lack of knowledge of the specific changes that need to be made.
- **Lifestyle:** finding the time to fit climate action in with existing obligations and family routines, and how easy it is to accommodate within everyday life.

³⁰⁹ [15 actions \(manchesterclimate.com\)](https://www.manchesterclimate.com)

³¹⁰ <https://www.undp.org/publications/peoples-climate-vote>

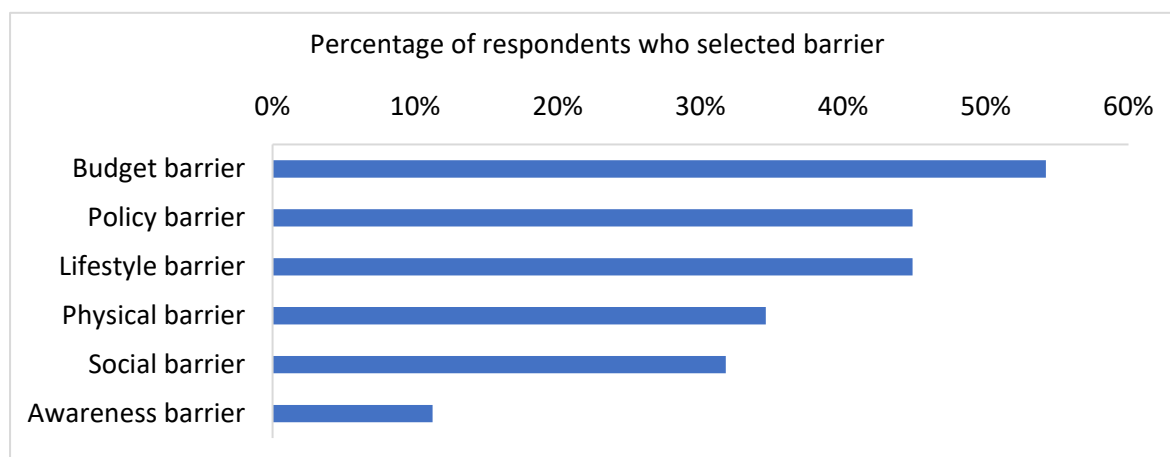
³¹¹ [BEIS PAT Spring 2022 Net Zero and Climate Change \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

³¹² [Climate Change Insights, UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

³¹³ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

- **Budget:** the actual cost of change can limit action, as can the perceived cost of change.
- **Policy:** local, regional, and national policies can act as a barrier if they do not support individuals to act.
- **Physical:** lack of infrastructure and facilities, or access to a technology, can prevent individual action.
- **Social:** includes lack of buy-in from the community, a perceived lack of influence and the belief that individual action will not make an impact.

The survey responses show how each these of barriers is affecting action in Manchester:



These barriers were fed into the evidence base³¹⁴ for this Update, and Anthesis produced an expanded list of actions for residents which will be explored in practice with local communities by Manchester Climate Change Agency and the Council's Neighbourhoods Team.

Business

A survey by the British Chamber of Commerce and Drax³¹⁵ in 2022 reported that 68% of respondents found COVID-19 and lockdown restrictions have made them more environmentally conscious. A Business Leader's survey of small and medium sized enterprise (SME) owners, also in 2022, showed even stronger support for climate action with 91% saying they believe it's important to be sustainable³¹⁶.

Business has a key role to play in helping to tackle the climate crisis, including:

Scale of emissions reduction potential: Companies can enact emissions reduction activities which will not only reduce their own emissions, but also support Manchester as a city to reduce its emissions.

Innovation: Businesses can trial new technologies and business models. By investing in innovative solutions, we can test new models and work to scale them across the city.

Influence customers, clients, and employees: Companies can influence behaviour change among the people and networks they engage to encourage others to act.

Influence supply chain: Using their purchasing power, companies can influence their local and global supply chains to take meaningful climate action by reducing emissions and increasing resilience.

³¹⁴ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

³¹⁵ <https://www.britishchambers.org.uk/news/2020/10/bcc-and-drax-breaking-down-climate-barriers-for-businesses>

³¹⁶ [Earth Day 2022: 56% of UK SMEs feel it's too late to reverse climate change - Business Leader News](#)

Develop local solutions: Companies can provide new solutions to local issues by investing and creating new products and services that respond to local need.

Create local jobs: Companies can grow through embedding resource efficiency and circular economy practices, and by diversifying into the green technologies and services sector, creating new local jobs that will be more resilience to future climate changes.

However, like residents, businesses face barriers to making these changes, including:

- **Lack of finance:** The British Chamber of Commerce found that lack of finance was one of the top barriers to climate action³¹⁷; although this is sometimes a perceived rather than an actual barrier.
- **Technical Understanding:** Without a detailed understanding of their emissions, and the risks and opportunities that climate action offers, companies struggle to understand where to prioritise their reduction strategies and investments³¹⁸.
- **Policy uncertainty:** Companies need clear regulation and a stable policy environment to help drive innovation and the growth of new markets³¹⁹.
- **Delivery and skills:** Companies need the right skills and talent to deliver emissions reductions and build resilience, and there is a shortage of supply across sectors³²⁰.

These opportunities and barriers, along with feedback from a small survey and a workshop with large companies in 2021, were fed into the evidence base³²¹ for this Update, and Anthesis produced an expanded list of actions for business which will be explored in practice with local companies by Manchester Climate Change Agency and our Bee Net Zero³²² partners.

³¹⁷ <https://www.britishchambers.org.uk/media/get/Net%20Zero%20Survey%20August%202021%20v3.pdf>

³¹⁸ <https://www.bcg.com/publications/2022/companies-climate-change-strategies>

³¹⁹ <https://www.aldersgategroup.org.uk/asset/1845>

³²⁰ [gm-skills-intelligence-pack-green-economy-feb-2022.pdf](https://www.greatermanchester-ca.gov.uk/gm-skills-intelligence-pack-green-economy-feb-2022.pdf) (greatermanchester-ca.gov.uk)

³²¹ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

³²² [Bee Net Zero | The journey to becoming Net Zero](#)

ENGAGEMENT WITH STAKEHOLDERS

Manchester Climate Change Agency (MCCA) has engaged with numerous stakeholders through a variety of channels over the last twelve months to ensure a diverse range of input has been incorporated into the recommended actions in this 2022 Update of the Framework.

Engagement with residents and businesses

Manchester's first Climate Assembly was held in Autumn 2021 to feed into this Update and was supported by the Zero Carbon Cities project³²³.

The Assembly workshops resulted in creation of a "Mandate on Climate Action"³²⁴ which was taken to the COP26 Conference in Glasgow in November 2021.

A survey of residents and businesses was also carried out in Autumn 2021 to understand:

- The types of positive climate action that are already being taken in the priority areas in the Framework – buildings, energy, transport, the things we buy and things we throw away, food, and green infrastructure and nature-based solutions.
- The types of barriers being encountered when trying to adopt more sustainable behaviours and the kind of support that may be required to overcome these challenges, including practical and financial assistance, shifts in local and national policy, and a change in public perception.

In addition, detailed conversations with residents have been carried out via MCCA's In Our Nature community engagement programme which have involved understanding the climate priorities of several diverse communities across the city.

MCCA is also part of a coalition of business support organisations operating across Greater Manchester, including the Chamber of Commerce, Business Growth Hub, Business in the Community and Pro Manchester, who engage with hundreds of companies, particularly small and medium-sized enterprises, on a regular basis and have a detailed understanding of the challenges and opportunities that climate change provides. To expand this understanding, MCCA held a workshop with large businesses in Manchester in Summer 2021.

The results of all these conversations have showed that the residents and businesses of Manchester want to take action to tackle climate change, are already doing much to reduce their carbon footprints and need help to do more.

They recognise that their ability to do more will be enhanced by more ambitious local and national policy and by increased and targeted investment in sustainable infrastructure such as active travel networks. They also see the benefits of climate action in terms of reduced energy bills, healthier lifestyles, new business opportunities and access to more green space.

All these insights have fed into the recommended actions within the Update.

Manchester Climate Change Partnership

Manchester Climate Change Partnership (MCCP) is a cross-sectoral partnership of organisations that are engaged in helping the city become zero carbon and climate resilient. It includes representation from across the city's communities and its private, public, health, faith, culture, sport, property, social housing, and academic sectors.

³²³ [Zero Carbon Cities - Energy Cities \(energy-cities.eu\)](https://energy-cities.eu)

³²⁴ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

As such, the Partnership has brought a diverse and inclusive range of voices to the Update and have fed into its design and delivery on a regular basis including in July, September, and November 2021; and January, March, May, and July 2022.

In addition, MCCP has several Advisory Groups³²⁵ that have provided expert input and academic challenge to the Update including the:

- **Zero Carbon Advisory Group** – includes the University of Manchester’s Tyndall Centre and Sustainable Consumption Institute, Manchester Metropolitan University, Friends of the Earth and Anthesis.
- **Adaptation and Resilience Advisory Group** – includes the University of Manchester, Manchester Metropolitan University, the Greater Manchester Resilience Unit, the Environment Agency, and Groundwork Manchester.
- **Health and Wellbeing Advisory Group** – includes the Manchester Public Health Team, Manchester University NHS Foundation Trust, Manchester Local Care Organisation, Greater Manchester Mental Health NHS Foundation Trust, Manchester Population Health Team, NHS GM Integrated Care Organisation, Manchester City Council Infrastructure and Environment Team and City Policy Team and Salford University.

Wider stakeholder engagement

MCCA has engaged with a wide variety of stakeholders throughout development of this Update, to ensure technical expertise and input from many sectors.

This includes engagement with:

- Manchester Climate Change Youth Board³²⁶
- Manchester Housing Providers Partnership
- Manchester Strategic Housing Board
- Manchester Health and Wellbeing Board
- Manchester’s Marmot Health Inequalities Taskforce
- Manchester Food Board
- Manchester Zero Carbon Skills Group
- Manchester Zero Carbon Communities Group (In Our Nature delivery partners)
- Manchester City Council:
 - Council Leader, Executive Member for Environment and Climate Change and Senior Management Team
 - Environment and Climate Change Scrutiny Committee
 - Zero Carbon Coordination Group
 - Officers leading on Work and Skills, Estates, Local Area Energy Planning, Planning, City Centre Regeneration, Growth and Development, Neighbourhoods, City Policy, Housing, Highways, Transport, Procurement, and Green and Blue Infrastructure
- Transport for Greater Manchester (TfGM)
- Greater Manchester Combined Authority (GMCA)
- Electricity North West Ltd
- UK Core Cities Low Carbon Group
- City Business Climate Alliance partners – including C40, CDP and the World Business Council for Sustainable Development

³²⁵ <https://www.manchesterclimate.com/advisory-groups>

³²⁶ [2022 Update to Manchester's Climate Change Framework | Manchester Climate Change](#)

Conversation on the 2022 Update

Manchester Climate Change Agency launched a short 'Climate Change Conversation' in August 2022 to raise awareness that the Update to the Framework was coming, share some of its headline messages and capture some new insights on attitudes to climate change, building on those detailed above.

This included a simple animation³²⁷ to explain key messages in the Update and a short survey of nine questions³²⁸ to assess respondents' perception of Manchester's climate ambition, their understanding of the co-benefits of climate action, their commitment to take no/low cost climate action themselves, and whether they knew where to get more support.

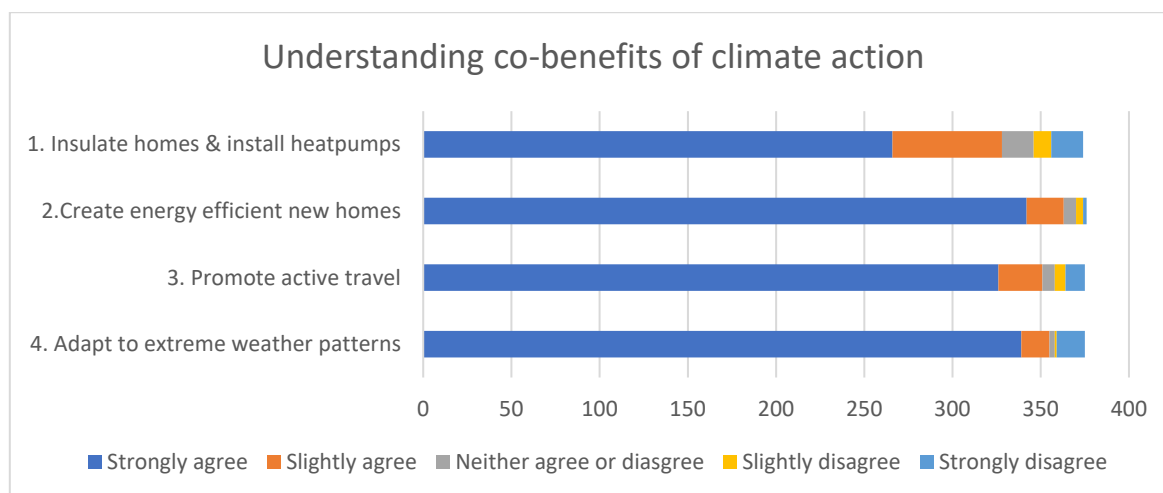
Initial findings from over 375 responses show:

Ambition:

- 61% 'strongly' (29%) or 'slightly' (32%) agree that Manchester's climate change targets are ambitious enough.

Co-benefits:

- 71% 'strongly agreed' that '**insulating homes and installing electric heat pumps** makes houses warmer in winter, cheaper to heat and saves carbon'.
- 91% 'strongly agreed' that '**ensuring new homes are as energy efficient as possible** makes them cheaper to heat and cool, and it saves carbon'.
- 87% 'strongly agreed' that '**encouraging people to walk, cycle and use public transport** (also known as active travel) more, especially for short journeys, is good for health and wellbeing, and saves carbon'.
- 91% 'strongly agreed' that 'climate change is impacting us now, with **extreme temperatures and flooding**, so urgent action is needed'.

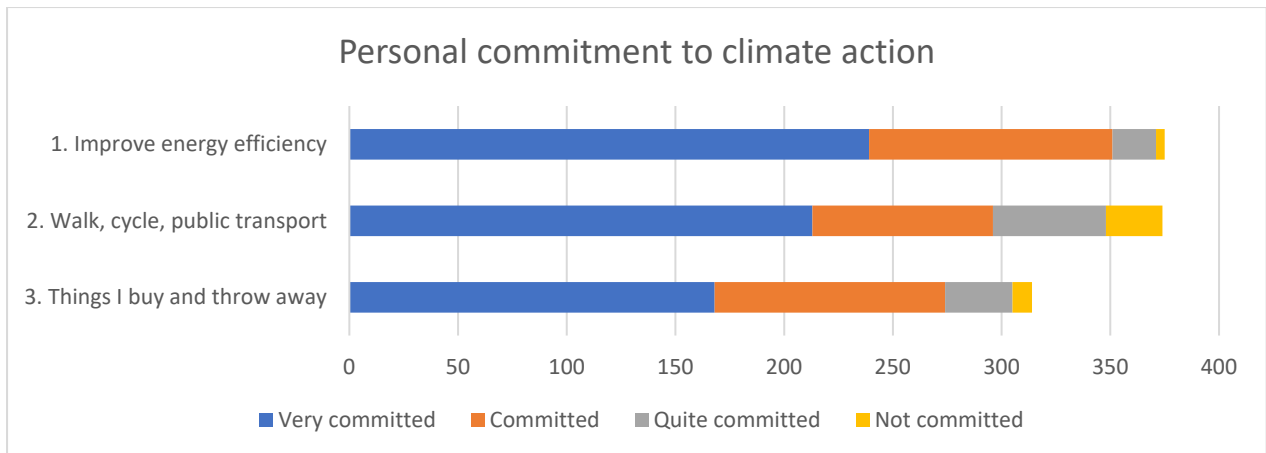


Personal commitment:

- 94% were 'very committed' or 'committed' to **improving energy efficiency** by switching off appliances or equipment when not in use
- 79% were 'very committed' or 'committed' to **walk, cycle and use public transport** instead of driving wherever possible.
- 83% were 'very committed' or 'committed' to think about the **things they buy and the food they eat to help reduce waste**.

³²⁷ <https://www.youtube.com/watch?v=YOWFBEWPEAw>

³²⁸ <https://www.manchesterclimate.com/content/mcca-framework-conversation>



Getting support:

- 54% of respondents said they 'strongly' or 'slightly' **knew where to get support** to help them take positive climate action.

Additional comments:

Respondents were given the opportunity to provide additional comments after the survey and 150 were received:

- 37 on integrated transport
- 25 on local action from business and the Council
- 23 on support for home insulation and retrofit
- 21 on support to communities
- 15 on new green spaces and protection of existing ones
- 8 on recycling
- 8 on systemic change
- 7 on the Clean Air Plan
- 6 on plant -based diets and shopping local

An initial review of the specific calls made in these comments identifies that the Recommended Actions in this Update are well aligned to the feedback and provide broad coverage of the individual asks.

Further assessment will be carried out as more responses are received and the survey will remain open as the Update is published and more widely promoted. All findings will be published by Manchester Climate Change Agency on www.manchesterclimate.com

NEXT STEPS

Manchester Climate Change Partnership (MCCP) and Manchester Climate Change Agency (MCCA) will work together to:

- Promote the 2022 Update of the Framework to raise awareness of the scale and urgency of action needed if Manchester is to meet its climate change goals.
- Champion action that supports delivery of the targets and recommendations contained in this Update.
- Include a wider diversity of voices and perspectives in Manchester's climate conversation and positive action.
- Expand engagement in climate action through convening and supporting new programmes and initiatives.
- Work with partners outside the city to ensure Manchester has access to the latest best practice in climate finance, policy, technology, and practical delivery.
- Position Manchester as a leader on climate action in the UK and internationally.

In addition, MCCP has asked MCCA to:

- Assess the relative impact of the recommendations in the Update, with specific focus on those over which Manchester has direct control. Whilst the targets relating to direct emissions give a clear indication of priority action, it has been identified that additional insights into the level of impact, cost, ease of implementation and timeframe needed would help to catalyse action and prioritise often limited resources.
- Explore options for tracking progress against the targets and recommendations made in the Update. Whilst acknowledging that data is not available for all measures, and that when it is available it is often time-lagged, incomplete and incompatible with other data, a more granular monitoring of progress would help to trigger corrective action as well as amplify success.
- Enhance the city's reporting of climate action, building on the existing Annual Reports³²⁹ and the targets and recommendations in this Update, to more regularly and in more granular detail highlight the progress being made towards the city's goals for climate change mitigation and adaptation.

Members of the Partnership and its independent Advisory Groups will support these actions.

³²⁹ [How are we doing? | Manchester Climate Change](#)

ACKNOWLEDGEMENTS

The 2022 Update to Manchester's Climate Change Framework has been supported by many organisations and individuals. Manchester Climate Change Partnership would like to thank everyone for their input, with special recognition for:

- The Zero Carbon Cities project, funded by the EU's URBACT initiative and administered by Manchester City Council.
- Anthesis.
- Members of Manchester's Climate Change Partnership (MCCP) – listed in the Foreword of this report.
- MCCP's Zero Carbon Advisory Group members: the Tyndall Centre for Climate Research and the Sustainable Consumption Institute at the University of Manchester, Manchester Metropolitan University, Anthesis and Friends of the Earth Manchester.
- MCCP's Adaptation and Resilience Advisory Group members: Manchester Metropolitan University, the University of Manchester, Greater Manchester Resilience Unit, Greater Manchester Combined Authority Environment Team, the Environment Agency, and Groundwork Manchester.
- MCCP's Health and Wellbeing Advisory Group members: Manchester Care and Commissioning Service, Manchester Public Health, Manchester University NHS Foundation Trust, NHS Greater Manchester Integrated Care, Manchester City Council, and Salford University.
- Manchester City Council's Leader, Cllr Bev Craig, and Exec Member for Environment and Climate Change, Cllr Tracey Rawlins.
- Manchester City Council's Zero Carbon Coordination Group, Zero Carbon Team, and Zero Carbon Skills Group.
- Greater Manchester Combined Authority and Transport for Greater Manchester.
- Manchester's Strategic Housing Board and Housing Providers Partnership.
- Manchester's Food Board.
- City Business Climate Alliance partners - CDP, C40 and the WBCSD.
- Creative Concern.

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Manchester City Council Report for Information

Report to: Environment & Climate Change Scrutiny Committee –
08 September 2022

Executive – 14 September 2022

Subject: Manchester City Council Climate Change Action Plan: Refreshed
Climate Change Action Plan 2020-2025 and Annual Report
2021-22

Report of: The Deputy Chief Executive and City Treasurer

Summary

The Council declared a Climate Emergency in July 2019 and developed a Climate Change Action Plan (CCAP) 2020-25, which was approved by Executive in March 2020. Quarterly updates and an Annual Report covering year one (2020-21) of the CCAP are available online at www.manchester.gov.uk/zerocarbon.

This report presents a refreshed action plan for delivery between September 2022 – March 2025 and the latest Annual Report for the year 2021-22 of the CCAP 2020-25.

Recommendations

The Environment and Climate Change Scrutiny Committee is recommended to note, comment upon and support the content of the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

The Executive is recommended to note the content and approve the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

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>
--

<p>The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering Manchester's Climate Change Framework 2020-25.</p>

<p>Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p>

<p>Actions set out in the Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of the climate action plan across the city, focusing on the areas</p>

such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.

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

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

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

Financial Consequences – Capital

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

Contact Officers:**Name:** Mark Duncan**Position:** Strategic Lead – Resources & Programmes**Email:** mark.duncan@manchester.gov.uk**Name:** Sarah Henshall**Position:** Zero Carbon Manager**E-mail:** sarah.henshall@manchester.gov.uk**Background documents (available for public inspection):**

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

Manchester City Council Climate Change Action Plan 2020-25

Manchester City Council Climate Emergency Declaration July 2019

Manchester Climate Change Framework 2020-25 Updated 2022

Purpose of the report

- 1.1 The purpose of this report is to present a refreshed version of Manchester City Council's Climate Change Action Plan (CCAP) 2020-25 and highlight the progress made in delivering the Council's CCAP during its second year, April 2021 – March 2022.
- 1.2 In the last two years, the Council has made good progress in delivery of its Climate Change Action Plan and achieved important milestones. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions which are clear and measurable. The refreshed Action Plan is designed to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the City wide actions that are needed.
- 1.3 Both the refreshed Climate Change Action Plan and the Annual Report 2021-22 have been reviewed by the City Council's Zero Carbon Coordination Group to ensure their accuracy and transparency. The information will also be published in an accessible format on the Council's website.

2.0 Background

- 2.1 The Council declared a Climate Emergency in July 2019 and developed the 5-year Climate Change Action Plan (CCAP) 2020-25, setting out its plan to respond to the Climate Emergency, tackle climate change and take action for the City Council to become a zero carbon organisation by 2038.
- 2.2 The five-year CCAP 2020-25 went live following approval by Executive in March 2020.
- 2.3 The Climate Change Action Plan 2020-25 sets a target for the Council to reduce its direct CO₂ emissions by 50% between 2020 and 2025 based on a 13% year on year reduction trajectory to then reach zero carbon by 2038. The Plan also recognises the Council's unique leadership role in supporting and influencing the city to reduce its emissions and in ensuring that the city's residents are protected from the impacts of climate change.
- 2.4 The actions are structured across five workstreams as follows:
 1. Buildings and energy;
 2. Transport and travel;
 3. Reducing consumption based emissions and influencing suppliers;
 4. Climate adaptation, carbon storage and carbon sequestration;
 5. Influencing behaviour and being a catalyst for change
- 2.5 Regular updates on delivery of the CCAP are provided via the Quarterly Progress Reports to the Environment & Climate Change Scrutiny Committee. Previous quarterly progress reports are available on the Council's website

https://www.manchester.gov.uk/info/500002/council_policies_and_strategies/3833/zero-carbon_manchester/2)

3.0 Climate Change Action Plan – Key Messages

- 3.1 The Council has made good progress to date in working towards its target to reduce its direct CO₂ emissions by 50% by 2025 and is on track to meeting its targets. Since 2020, the Council has exceeded its annual reduction targets, achieving 29.4% reductions so far.
- 3.2 The refreshed Climate Change Action Plan sets out new actions, building on existing ambitions, for example, looking at ways to accelerate reaching net zero carbon even sooner than 2038; identifying opportunities to be bolder and avoiding any risk of complacency.
- 3.3 The Council is committed to the net zero carbon target, already having put in place investment of approximately £192m to deliver the 5-year Plan and a further £800,000 of revenue investment was secured as part of the 2022/23 budget setting for the Council. This will provide vital additional capacity to support delivery of the CCAP across the Council.
- 3.4 In addition to this investment and as part of the CCAP, the Council has established a zero carbon finance and investment subgroup, reporting into the Zero Carbon Coordination Group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP.
- 3.5 Furthermore, a key part of the Council's Leadership role across the City is to maximise opportunities to communicate and engage all stakeholders, such as residents, communities and businesses to come along on the zero carbon journey.
- 3.6 Although the Council is working hard to enable changes within its control, national Government Policy needs to change to support this transition to net zero carbon. As such, the Council is working with partners and other Cities to lobby Government for policy changes and financial support on this important agenda.
- 3.7 The Council is working hard to engage and influence wider changes and align with the Manchester Climate Change Framework. But a full team effort is required with everyone in Manchester playing their full part to limit the impacts of climate change to create a healthy, green and socially just city where everyone can thrive.

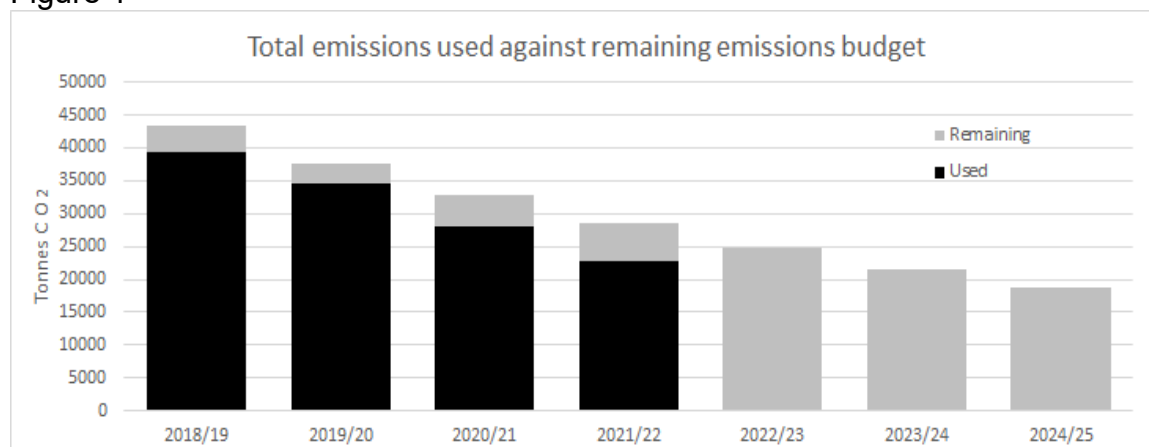
4.0 Annual Report 2021-22 Key Achievements and Progress to date

- 4.1 This Annual Report brings together the CCAP updates provided over the last 12 months (2021-22) into a single annual report and highlights the progress which has been made during this time in terms of individual actions within the Climate Change Action Plan. It also includes updates on the Council's direct

carbon emissions during this 12-month period (as estimated figures are reported during the year, due to lags in billing and data monitoring).

- 4.2 The updated analysis of the Council's carbon emissions shows that, overall, the Council has remained within budget this year, (against an annual target to reduce emissions by 13%), emitting 22,807 tonnes of CO₂ – 16% under budget. It has also reduced its direct emissions by 10.6% (-2,694 tonnes CO₂) compared to 2020-21.
- 4.3 Figure 1 below shows the Council's emissions from the baseline year 2018-19 to end of 2021-22, showing the year-on-year budget reduction. These emissions are made up of Council buildings and energy, streetlights, waste collection fleet, operational fleet and MCC business travel. The Council has remained within the emissions budget each year.

Figure 1



- 4.4 The Climate Change Action Plan Annual Report for the year 2021-22 is attached as Appendix 2.
- 4.5 A selection of key achievements made during this second year (2021-22) as well as overall progress to date for each workstream is set out in paragraphs 4.6 to 4.13.
- 4.6 Manchester City Council's CCAP 2020-25 was rated one of the strongest in the country by Climate Emergency UK, being 1st place amongst single tier authorities and 3rd overall out of 409 UK Local authorities. Climate Emergency UK are an independent Non-Governmental Organisation (NGO) whose aim is to support Local Authorities and other bodies to deliver climate ambitions.
- 4.7 The Council has already put in place investment of approximately £192m to deliver the 5-year Plan. However, it has committed a further £800,000 of revenue investment as part of the 2022-23 budget setting, which will provide vital additional capacity to support delivery of the CCAP across the Council.

New posts include:

- Zero Carbon Project Manager within Strategic Housing to help develop and deliver the Zero Carbon Housing Strategy
- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and providing additional support to deliver sustainable events.

4.8 Buildings and Energy (workstream 1)

- The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme, supplementing the £19m secured in 2021-22, contributing towards emissions reductions and reduced energy consumption.
- 69 new low carbon Council properties are being developed by the Council. These properties will include a range of innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls. The site is on Silk Street, Newton Heath.
- £600,000 funding has been secured as part of the Greater Manchester Warm Homes Fund to install central heating systems in fuel poor homes for up to 50 homes.

Other progress to date:

- 12 Council buildings have been retrofitted (improved from an energy efficiency perspective) using £19m of secured funding, reducing our energy demand
- 55,000 LED streetlights have been installed, reducing our energy demand
- Commissioned a feasibility study for large scale energy generation (£35k), recommending taking forward steps for the purchase of a solar farm or Power Purchase Agreement.

4.9 Transport and Travel (workstream 2)

- A range of walking and cycling improvements have been delivered across the Northern Quarter as part of the Mayor's Challenge Fund
- 26 eCargo bikes and 6 eCargo trailers are now being used across Council teams, city partners and a public hire scheme as part of a project launched by the City Council in January 2022 in collaboration with the Energy Savings Trust.

Other progress to date:

- 27 (50%) of our waste collection fleet plus 37 other MCC vehicles are now electric, helping reduce the use of fossil fuels and helping improve air quality.

4.10 Reducing Consumption Based Emissions and Influencing Suppliers (workstream 3)

- The Council has launched a “Reusable Cups Guide”. This adds to the range of sustainable events guides, which are being rolled out across Manchester events

Other progress to date:

- 10% social value weighting for the environment has been introduced and now being implemented, and we are working with suppliers to reduce their CO₂ emissions
- Appointed a member of staff to lead on the Councils commitments to reduce the use of avoidable Single Use Plastics and deliver sustainable events.

4.11 Climate Adaptation, Carbon Storage and Sequestration (workstream 4)

- The West Gorton Community Park has won two awards: a ‘Golden Pineapple’ Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards. The Park was highly commended in the Environment Agency's Flood and Coastal Resilience Awards.

Other progress to date:

- Built a ‘sponge’ park in West Gorton, helping reduce surface water flooding and reduce excess water entering the water network whilst improving the quality of green space in the neighbourhood
- Planted over 7,000 trees and hedge trees, helping to absorb carbon, improve health and wellbeing and support biodiversity

4.12 Influencing Behaviour and Being a Catalyst for Change (workstream 5)

- All Wards have developed Climate Change Action Plans which contain localised positive climate action.
- A “Zero Carbon Culture Guide” was launched to support Manchester’s culture sector to become zero carbon. In collaboration with sustainability specialists, Julie’s Bicycle, the Council has:
 - published a guide for any culture organisations that provides inspiration on potential actions and shared through local networks
 - produced additional guidance for Council-funded organisations on how to create a Carbon Reduction Plan (a requirement of Cultural Partnership funding 2023-26)
 - delivered enhanced carbon literacy training to staff from the Culture and Events teams to equip them with the knowledge to support other organisations.

Other progress to date:

- Achieved Silver Carbon Literacy Accreditation and working towards Gold, having trained over 1,400 members of staff and 54 elected members

- 3 Neighbourhood Climate Change Officers now in post, helping communities produce climate change action plans for their Wards
- 41 neighbourhood climate action projects delivered

4.13 Image 1: A visual summary of key activity, achievements, and progress to date



5.0 Refreshed Climate Change Action Plan 2020-25

- 5.1 In September 2021, the City Council's Zero Carbon Coordination Group requested a refresh of the current CCAP at the mid-point of the 5-year plan - September 2022. This was to be a refresh of the current MCC Climate Change Action Plan, not a re-write. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions which are clear and measurable. The refreshed Action Plan is designed to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the City wide actions that are needed.
- 5.2 The refresh ensures our actions are SMART, align with key strategies and plans, and reinforces our commitments as an organisation to taking responsibility for our own emissions as well as supporting others across the city to play their full part in ensuring Manchester is resilient to the impacts of climate change.
- 5.3 It also shows our progress and achievements to date and specific individual actions split out into the two sections – **Council direct actions** and **City-wide leadership** actions for all five workstreams.
- 5.4 Our commitments for each workstream are set out across three pillars in the refreshed CCAP.
- Firstly, continue to reduce MCC's own direct CO₂ emissions, reduce MCC's consumption emissions, influence suppliers and take actions to adapt to climate change

- Secondly, to strengthen MCC's city wide leadership role through leading by example, to support and influence others across the city to reduce their CO₂ emissions, reduce city wide consumption emissions and support city wide adaptation to climate change.
- Thirdly, to strengthen MCC's stakeholder engagement and policy work, influencing stakeholders, identifying funding and investment, and identifying ways to help transform current systems to enable others to make the right choices.

5.5 The refreshed MCC CCAP also links to other key and relevant city wide strategies and plans, such as the Local Plan, the Green & Blue Infrastructure Strategy, the GM Transport Strategy, Manchester's Work and Skills Strategy and the Manchester Housing Strategy, enabling the Council to be bolder, even more ambitions and deliver even more across the City.

5.6 Where possible, it also aligns to the refreshed Manchester Climate Change Framework 2020-25, which is being published at the same time in September 2022.

5.7 As some of these key strategies and plans, such as the Local Plan, are still developing and evolving, the Climate Change Action Plan will aim to remain aligned with these pieces of work to stay current and fresh. By aligning to these other areas, this can enable our decision making across all activity to be joined up and that we continue to make Manchester a resilient and liveable city, able to cope with the ongoing impacts of climate change.

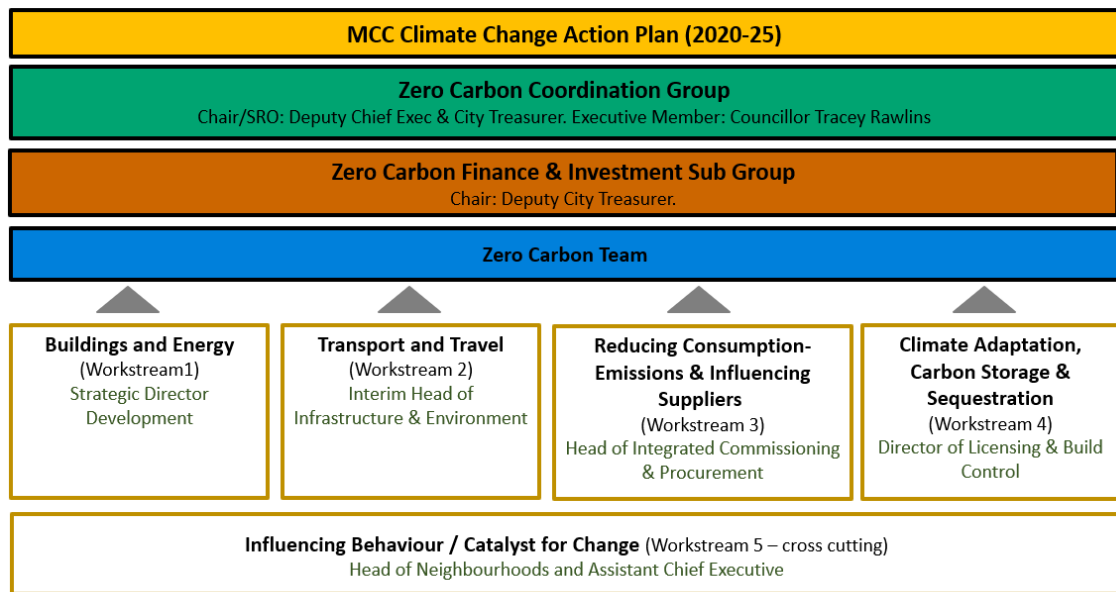
6.0 Governance and Reporting

6.1 A Zero Carbon Coordination Group (ZCCG) was established in September 2019 to oversee the Council's response to the Climate Emergency, the development of the Plan and the strategic oversight of its implementation. The Group is chaired by the Deputy Chief Executive and City Treasurer and is attended by the Executive Member for Environment & Transport, the strategic leads for each of the workstreams within the Climate Change Action Plan and members of the Council's Zero Carbon team.

6.2 The Group will continue to meet monthly to review progress and delivery of the refreshed Climate Change Action Plan, unblock issues and ensure that the different parts of the plan are joined up. The Group is also critical in identifying emerging opportunities to support the Council and the city to accelerate delivery.

6.3 In addition to the ZCCG, the Council has also established a zero carbon Finance and Investment sub group, which reports into the CCAP's Zero Carbon Coordination Group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP. Figure 2 (below) summarises the governance of the Council's zero carbon programme along, which includes this new sub group.

Figure 2: Zero Carbon Governance Diagram



6.4 In addition to monthly programme management, we monitor, track and report our progress to the Council’s Strategic Management Team, Environment & Climate Change Scrutiny Committee and Executive Committee, using the following methods:

- Quarterly reports
- Specific items on Scrutiny work programme
- Annual report
- Annual work programme
- Key Decisions

6.0 Recommendations

6.1 The Environment and Climate Change Scrutiny Committee is recommended to note, comment upon and support the content of the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

6.2 The Executive is recommended to note the content and approve the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

Appendices

Appendix 1 – Refreshed Manchester City Council Climate Change Action Plan 2020-25

Appendix 2 - Manchester City Council 2020-25 Climate Change Action Plan Annual Report 2021-22

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Manchester City Council's Climate Change Action Plan 2020 – 2025 (Refreshed plan 2022 –2025)

Manchester City Council published its Climate Change Action Plan (CCAP) in 2020, setting out its five year plan to respond to the Climate Emergency, tackle climate change and work towards becoming a zero carbon organisation by 2038 at the latest.

In the last two years, the Council has made good progress in delivery of its Climate Change Action Plan and achieved important milestones. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions, to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the City-wide actions, the Council's leadership role, and helping others to take action.

The refreshed MCC CCAP ensures individual actions are SMART, it aligns with key strategies and plans, and reinforces our commitments as an organisation to taking responsibility for our own emissions as well as supporting others across City to play their full part in ensuring Manchester is resilient to the impacts of climate change. The refreshed MCC CCAP now shows the Council's progress and achievements to date and specific individual actions split out into two sections – **Council direct actions** and **City-wide leadership** actions for all five workstreams.

Our commitments for each workstream are set out across three pillars in the refreshed CCAP.

- Firstly, to continue to undertake activities to reduce MCC's own CO₂ emissions, reduce MCC's consumption emissions, influence suppliers and take actions to adapt to climate change
- Secondly, to strengthen MCC's unique City-wide leadership role through leading by example, using our own experiences, learnings, and knowledge to support and influence others across the city to reduce their CO₂ emissions, reduce city wide consumption emissions and support city wide adaptation to climate change.
- Thirdly, to strengthen MCC's stakeholder engagement and policy work, influencing stakeholders, identifying funding and investment, and identifying ways to help transform current systems to enable others to make the right choices.

The refreshed MCC CCAP also links to other key and relevant City-wide strategies and plans, such as the Local Plan, the Green & Blue Infrastructure Strategy, the GM Transport Strategy, Manchester Work and Skills Strategy and the Housing Strategy.

Where possible, actions also align to the refreshed Manchester Climate Change Framework 2020-25 (published in September 2022)

By aligning and linking to wider strategies and plans and keeping the MCC CCAP current and fresh, the Council can ensure its decision making across all activity will be joined up and that it continues to make Manchester a resilient and liveable city, able to cope with the ongoing impacts of climate change.

Governance, Finance & Investment

The Zero Carbon Coordination Group (ZCCG) oversees the Council's response to the Climate Emergency, the development of the Plan and the strategic oversight of its implementation. The Group is chaired by the Deputy Chief Executive and City Treasurer and is attended by the Executive Member for Environment & Transport, the strategic leads for each of the workstreams within the Climate Change Action Plan and members of the Council's Zero Carbon team.

In addition to the ZCCG, the Council has also established a zero carbon finance and investment sub group, which reports into the CCAP's Zero Carbon Coordination Group. Figure 1 (below) summarises the governance of the Council's zero carbon programme including this sub group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP. This group is chaired by the Deputy City Treasurer with Council representatives from Finance, Commercial, Integrated Commissioning and Procurement, Strategic Housing, Corporate Estates, Growth and Development, City Policy as well as Manchester Climate Change Agency. The group meets quarterly, and progress will be reported under Action 5.3 in Workstream 5.

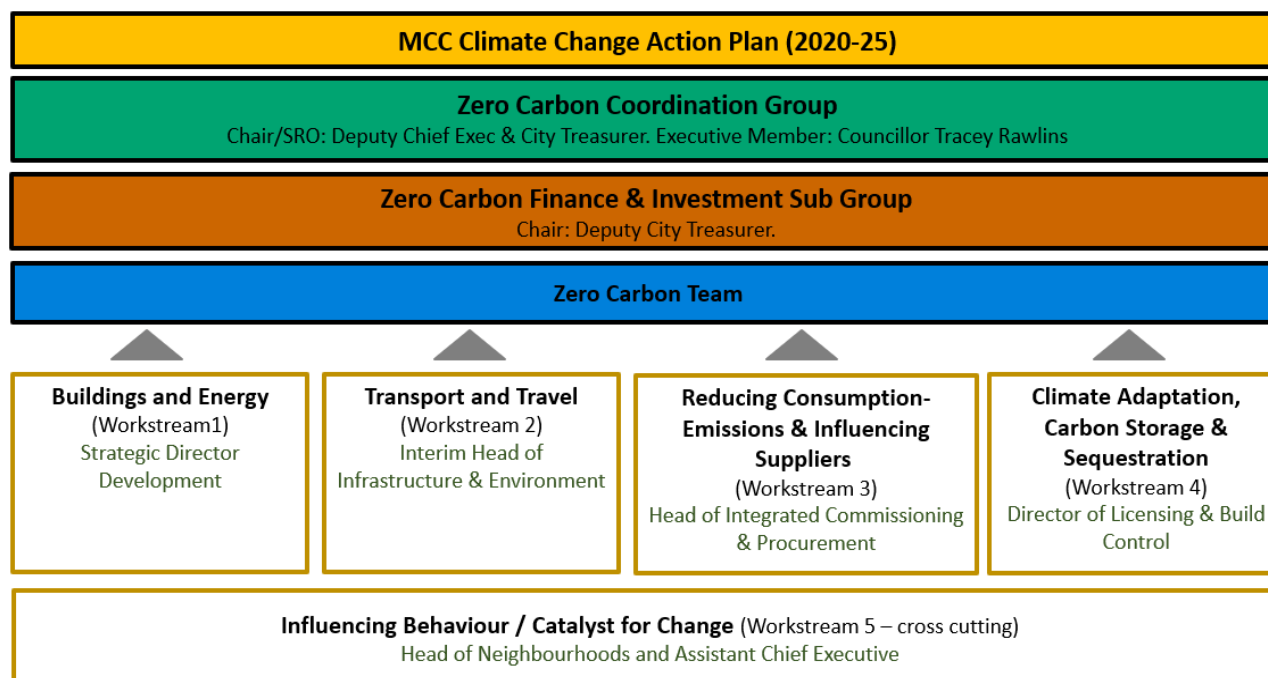


Figure 1 Zero Carbon 2038 Governance

Workstream 1 - Buildings & Energy

Introduction:

The energy used within buildings made up 69% of the Council’s direct CO₂ emissions in 2018/19 and approximately 72% of the citywide CO₂ emissions. The use of fossil fuels (particularly coal) within the National Grid has fallen significantly in recent years as the grid has become decarbonised. Renewable energy such as wind, solar and hydro only represented 2.3% of the UK power supply in 1990 but now contributes 45.5% (BEIS, 2022). Further decarbonisation of the National Grid will deliver significant reductions to the Council’s and the city’s CO₂ emissions, but local action is needed to reduce the use of energy via the retrofitting and refurbishment of buildings and generating energy through a variety of renewable sources.

Co-benefits of action include increased energy security, building resilience to fossil fuel price fluctuations; better performance of retrofitted buildings in cold spells or heatwaves; cost savings on energy bills thus reducing fuel poverty; opportunities for growing the local low carbon economy via design, manufacturing, and installation of low carbon technologies as well as health and wellbeing benefits from a better insulated home.

Progress 2020-22:

- Produced a Buildings and Energy Strategy for MCC Estate
- 18 MCC buildings retrofitted as part of the Estate Decarbonisation programme (Funding: £6.3m MCC and £19.1m Public Sector Decarbonisation Scheme) forecasting a total carbon saving of 3,100 tonnes CO₂ p.a. Funding now secured for 8 additional buildings
- Produced a Manchester Build Standard and now embedding into Council decision making
- Commissioned a feasibility study for large scale renewable energy generation (£35k), recommending taking forward steps for the purchase of a solar farm or Power Purchase Agreement
- Completed the installation of 55,000 LED Street lights (£32.8m), showing 2021-22 emissions being 13,563 tonnes CO₂ (86%) lower than in 2009-10
- Completed Civic Quarter Heat Network infrastructure with 6 buildings now connected (£26m)
- Undertaken a stock condition survey of private rented properties across the city
- Manchester City Council now has a Local Area Energy Plan for Manchester, which was developed as part of the Greater Manchester Local Energy Market project
- Supported One Manchester with a Social Housing Decarbonisation Scheme bid to retrofit social housing in Beswick (£7.8m)

Commitments (2022-25)**Reducing MCC Direct CO₂ Emissions:**

Reduce the CO₂ emissions from the Council's operational estate and streetlighting by at least 50% by 2025 and put in place plans for a further 50% reduction between 2025 and 2030.

Reducing City-wide CO₂ Emissions:

Support building retrofit and energy generation across the city's buildings and ensure all future development across the city is as close to zero carbon as possible.

Engagement & Policy Change:

Developing a pipeline of place-based zero carbon projects (including housing retrofit, local energy generation and infrastructure) and work with UK Core Cities and UK Government to develop new investment models and finance streams to deliver these projects, engaging key housing and building stakeholders.

Ref	Action	By (date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO ₂)	Potential City-wide emissions reduction
Council						

1.1	Deliver... Develop and deliver an estates carbon reduction programme for the Council by:		Corporate Estates	£247k (MCC revenue 22/23)	4800	
	<ul style="list-style-type: none"> Delivering the decarbonisation programme (PSDS 3) 	Mar-23		£5.9m (£1m MCC match funding)		
	<ul style="list-style-type: none"> Delivering the GM ERDF project Unlocking Clean Energy Project (Phase 1a of MCC plan) 	Jun-23		£2.9m		
	<ul style="list-style-type: none"> Developing a forward plan for continued estates carbon reduction to 2038 	Mar-25				
To achieve... a contribution towards the overall 50% reduction target for estates CO ₂ emissions by 2025						
1.2	Deliver... Develop and implement a Manchester Build Standard for new buildings, extensions and refurbishments and embed within decision making processes by:		Capital Programmes			
	<ul style="list-style-type: none"> Embedding the Manchester Build Standard for all City Council new builds or built on Council land 	Mar-23				
	<ul style="list-style-type: none"> Maintaining and updating the Manchester Build Standard to reflect industry practice and ensure climate resilience 	Ongoing				
To achieve... reducing CO ₂ emissions from construction and creating more energy efficient buildings						
1.3	Deliver... Research and identify options for large scale renewable energy generation and:		Neighbourhoods	£40m (Project cost)	7000	
	<ul style="list-style-type: none"> Implement the findings of the feasibility study to deliver either a solar asset and/or suitable Power Purchase Agreements (PPAs). 	Dec-24				

	To achieve... having a traceable, renewable energy source to deliver CO ₂ savings and maximise long-term benefits for the Council					
1.4	Deliver... Monitoring CO ₂ savings from the replaced LED street lighting. Investigate ways to further reduce consumption and improve efficiency	Ongoing	Neighbourhoods		220	
	To achieve.... a reduction in CO ₂ emissions and energy costs					
1.5	Deliver... Establish and expand the Civic Quarter Heat Network (CQHN) within the city centre by:		Neighbourhoods		1600	ü
	• Connecting the Town Hall to CQHN	Mar-24				
	• Identifying new building connections and assessing opportunities for decarbonisation of the network	Ongoing				
	To achieve... a reduction in CO ₂ emissions and energy costs					
1.6	Deliver... Develop an approach to retrofit and decarbonise MCC owned domestic properties (including Northwards), by:		Housing and Residential Growth	£29m (MCC HRA 20-25) £188k (MCC revenue 22/23) £600k (GM Warm Homes Fund)		ü
	• Continuing to deliver the Northwards Climate Change Action Plan	Ongoing	Housing Operations			
	• Taking learnings from stock condition surveys for MCC housing stock, PFI and contractor managed stock	Ongoing				

	<ul style="list-style-type: none"> Developing and delivering an investment programme to retrofit all MCC housing stock 	Ongoing				
	<ul style="list-style-type: none"> Establishing a framework for monitoring housing emissions across all MCC housing stock 	Mar-25				
To achieve... the targets outline in the Housing Strategy, in order to reduce emissions and energy bills for tenants						
City						
1.7	Deliver... Provide leadership in line with the Housing Strategy, to retrofit and decarbonise domestic properties including social housing, owner occupier and private rented sector by:		Housing and Residential Growth			ü
	<ul style="list-style-type: none"> Utilising learnings from local housing stock condition survey (GM wide) 	Ongoing				
	<ul style="list-style-type: none"> Working with MCR Housing Providers Partnership and GM Decarb Taskforce to ensure all social housing properties are on a path to zero carbon 	Ongoing				
	<ul style="list-style-type: none"> Developing a housing retrofit strategy for the domestic sector across all of Manchester (including private rented, owner occupier and social housing) 	Nov-22				
To achieve... a reduction in CO ₂ emissions and energy bills for residents						
1.8	Deliver... Support the Growth Company with its offer of helping Manchester businesses with their own carbon reduction and retrofit activities	Ongoing	Work & Skills			ü

	To achieve... a reduction in emissions and energy bills for business and organisations					
1.9	Deliver... Review and respond to the Local Area Energy Plan for Manchester produced by GMCA, ensuring it aligns with the City's Climate Change Framework refresh, working with GMCA, MCCP, Cadent and ENW to evolve the Local Energy Market.	Dec-22	Planning & Infrastructure	£100k (GM Local Energy Market Project) £103k (MCC revenue 22/23)		
	To achieve... identifying suitable areas for renewable energy deployment, battery storage, low carbon heating and EV deployment, to reduce overall CO ₂ emissions across the city					
1.10	Deliver... Zero carbon commitments being considered when any Council owned buildings or land is disposed of or leased to a third party	Ongoing	Growth and Development			
	To achieve... better support for third parties to improve energy efficiency and condition of buildings or end use of the land					
1.11	Deliver... Ensure the Local Plan reflects our zero carbon commitments to meet the population's needs for the next 15 years and:		Growth and Development			
	<ul style="list-style-type: none"> Look to align the Local Plan with the Council's Climate Change Action Plan, Manchester Climate Change Framework and latest IPCC findings. 	Apr-24				
	To achieve... policy levers ensure that developments reflect the city's zero carbon and green infrastructure commitments, promote a reduction in CO ₂ emissions and climate adaptation measures					
1.12	Deliver... Partnership working with local and national experts including the Green Building Council and property developers	Ongoing	Capital Programmes			
	To achieve... learning from best practice in building design to have the best possible standards in carbon performance					

<p>Workstream 2 - Transport & Travel</p> <p>Introduction: Transport is a major contributor to the city's CO₂ emissions with just under 30% of total emissions, as well as impacting the cleanliness of the city's air. It is also the sector which has seen the least progress in achieving reductions in CO₂ emissions over recent years. The Council's direct emissions include the waste and recycling fleet (8.3%), Manchester City Council fleet (2.3%) and staff travel (1.8%). There is an urgent need to shift to sustainable and active travel for Council staff and the city's residents, workers, and visitors to reduce CO₂ emissions.</p> <p>Co-benefits of action include improved air quality; enhancing the city's overall liveability through a well-connected, low-cost public transport system; health benefits from active travel and growing opportunities for low carbon jobs.</p> <p>Progress 2020-22:</p> <ul style="list-style-type: none"> • 50% of waste collection fleet (27 vehicles) have now been replaced with electric vehicles forecasting an annual carbon saving of 900 tonnes CO₂ (£9.8m) • 37 fully electric and 2 hybrid vehicles leased as part of the MCC fleet • 26 electric cargo bikes and six electric cargo trailers purchased by MCC (£174k Energy Savings Trust grant, £106k MCC, £19k partner investment) • 166 cycle to work scheme applications by MCC staff submitted during 20/21 • Publication of a new MCC Staff Travel Policy • Manchester Airport Group joined the Manchester Climate Change Partnership and founder member of UK Jet Zero Council <p>Commitments (2022-25)</p> <p>Reducing MCC Direct CO₂ Emissions Reduce the emissions from the Council's fleet including waste and recycling vehicles by 35-45% between 2020 and 2025 by rolling out electric vehicles and charging infrastructure.</p> <p>Reducing City-wide CO₂ Emissions Support a shift to sustainable and active travel through the Council's role in transport planning and work with Transport for Greater Manchester (TfGM), Greater Manchester Combined Authority (GMCA), and national government to deliver strategic transport infrastructure projects.</p> <p>Engagement & Policy Change Working in partnership with TfGM and Greater Manchester stakeholders to continue securing funding to tackle air pollution, by increasing active travel opportunities and access to low-cost public transport, to improve the overall liveability of the city.</p>
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Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO ₂)	Potential City-wide emissions reduction
Council						
2.1	Deliver... Decarbonising MCC waste and recycling fleet with electric vehicles and the appropriate charging infrastructure by:		Neighbourhoods		900	
	<ul style="list-style-type: none"> Developing a business case for the replacement of the remaining waste and recycling fleet (50% of total) and the provision of appropriate infrastructure 	Jul-24				
	To achieve... significant reduction in emissions from the diesel waste and recycling refuse vehicles and improved air quality					
2.2	Deliver... Implementing the rolling replacement of the Council's operational fleet with non-internal combustion engine vehicles by:		Neighbourhoods	c.£155k p.a. (MCC)	400	
	<ul style="list-style-type: none"> Deploying and monitoring of cycles (eCargo and other) into MCC operational fleet 	Mar-23	Zero Carbon Team			
	<ul style="list-style-type: none"> Developing a plan for the remainder of the operational MCC fleet vehicles 	Mar-25				
	To achieve... significant reduction in emissions from the diesel and petrol internal combustion engine fleet vehicles and improved air quality					
2.3	Deliver... A new business travel policy within the Council to reduce emissions by:		HROD	£71k (MCC revenue 22/23)	100	

	<ul style="list-style-type: none"> Implementing and embedding the staff travel policy across the Council 	Ongoing				
	<ul style="list-style-type: none"> Producing sustainable travel guidance for Members, directing members to choose sustainable travel options 	Dec-22				
To achieve... influencing travel choices, promoting sustainable and active travel and reducing CO ₂ emissions						
2.4	Deliver... Identify and implement environmental actions within Highways by:		Highways	£63k (MCC revenue 22/23)		ü
	<ul style="list-style-type: none"> Identifying and applying a suitable tool to monitor CO₂ savings from highway design and delivery works, to track embodied carbon from highways design and delivery 	Mar-23				
	<ul style="list-style-type: none"> Producing guidance for the use of resilient and sustainable materials within Highways 	Mar-23				
To achieve... CO ₂ emissions reductions and improving resilience across the city						
City						
2.5	Deliver... Implement the Greater Manchester Transport Strategy 2040, working with GMCA, TfGM & Government	Ongoing	Planning & Infrastructure			ü
To achieve... an integrated and low carbon transport network						
2.6	Deliver... Develop and deliver a revised City Centre Transport Strategy with Transport for Greater Manchester and Salford City Council	Ongoing	Planning & Infrastructure			ü
To achieve... improvements to sustainable and active travel and prioritisation of pedestrians and cyclists						

2.7	Deliver... Develop and deliver the Electric Vehicle Charging Infrastructure Strategy and assess investment requirements, link with the Local Area Energy Plan and Local Plan	Mar-23	Planning & Infrastructure			ü
To achieve... an increase in the supply of electric vehicle charging infrastructure to encourage the uptake of low emission vehicles						
2.8	Deliver... Identify and secure infrastructure funding to prioritise improvements for active travel	Ongoing	Planning & Infrastructure	£40.9m (GM Mayors Challenge Fund) £16.2m (UK Govt)		ü
To achieve... encouraging a modal shift to sustainable forms of transport across the city and supporting the decarbonisation of transport						
2.9	Deliver... Develop and promote incentives for Council staff to commute more sustainably and understand the baseline of how Council staff commute to the workplace to be able to improve on this	Ongoing	HROD	£6k (MCC revenue 22/23)		
To achieve... increasing the number of Council officers travelling to work by sustainable modes of transport or active travel						
2.10	Deliver... Support Manchester Airport Group to work with the MCCP, UK Government, other cities with airports, UK100 and other stakeholders to reduce aviation emissions (including flights by Manchester citizens, businesses and other organisations, and all flights from airports in which the city has a stake).	Ongoing	City Policy			ü
To achieve... increasing engagement with stakeholders to ensure that emissions from flights are kept within a carbon budget for UK aviation that is fully aligned with the Tyndall Budget and the Paris Agreement (the "UK Aviation Budget")						

2.11	Deliver... Develop and implement plans and policies to improve Manchester's air quality by:		Neighbourhoods			ü
	<ul style="list-style-type: none"> Delivering the Council's Air Quality Action Plan 	Ongoing				
	<ul style="list-style-type: none"> Carrying out a policy review to update the GM Clean Air Plan to obtain Government sign-off to implement by 2026 	Jul-22				
To achieve... improving air quality across Manchester						

Workstream 3 - Reducing consumption-based emissions and influencing suppliers

Introduction:

The Council and the city need to reduce consumption-based emissions of goods and services, which have the highest carbon footprint. This requires behaviour change and a shift in what the Council procures and contracts, where it comes from, how it is packaged and its disposal.

Co-benefits of action include a locally resilient economy and supply chain, cleaner neighbourhoods as a result of reduced waste and increased recycling, and more sustainable food systems.

Progress 2020-22:

- Acted on the findings of the Tyndall Centre for Climate Change research into the City's consumption emissions, strengthening the environmental weighting for tenders of goods and services
- Introduced a 10% social value weighting for the environment to increase the total social value weighting to 30%
- Updated the Council's supplier and commissioner toolkit to support existing and prospective suppliers to reduce their CO₂ emissions and respond to the social value environmental weighting
- Created and appointed a member of staff to lead on MCC's commitment to reduce the use of avoidable single use plastics and deliver sustainable events
- Added capacity to the Integrated Commissioning & Procurement team to support monitoring delivery of CO₂ emissions in contracts and to challenge specifications to ensure that low carbon options are fully considered.

Commitments (2022-25)

Reducing MCC's Direct Consumption and Influencing Suppliers

Reduce the use of avoidable single use plastics and other goods that we procure, which are unsustainable on Council land and at our premises.

Reducing City-wide Consumption and Influencing Suppliers

<p>Influence the city through procurement and commissioning and other levers including licensing. As part of the Climate Change Action Plan, the council is working to reduce the emissions associated with the goods, services, and works contracts that the council procures. There are different elements to this work but one of the main innovations has been the rolling out of a 10% weighting in the evaluation of tenders to give additional focus on climate change and the environment in the supply chain.</p>						
<p>Engagement & Policy Change</p>						
<p>To support businesses, particularly smaller organisations as a key priority for MCC, both signposting to external support that is already available to businesses, such as the Growth Company and building a range of in-house tools and guidance. To support external stakeholders to adopt more sustainable practices, including food and reducing the use of Single Use Plastics on Council land.</p>						
Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO ₂)	Potential City-wide emissions reduction
<p>Council</p>						
3.1	Deliver... Amendments to the Council's procurement process to:		Integrated Commissioning and Procurement	£120k (MCC revenue 22/23)		
	<ul style="list-style-type: none"> Develop a monitoring framework to measure and track the emissions from goods and services procured to establish a baseline and enable a CO₂ savings target to be set for future years. 	Ongoing				
<p>To achieve... influencing the behaviours and activities of new and existing suppliers to reduce their CO₂ emissions via the Council's procurement and commissioning activity</p>						
3.2	Deliver... Ensure the Council reduces avoidable Single Use Plastic by 2024 by:		City Policy	£58k (MCC revenue 22/23)		ü

	<ul style="list-style-type: none"> Reducing single use plastics from across the Council's operational estates (i.e. cafes) 	Dec-23	Corporate Estates & FM			
	<ul style="list-style-type: none"> Reducing single use plastics from across the Council's markets, including pop-ups 	Dec-22	Markets			
	<ul style="list-style-type: none"> Reducing single use plastics from across Council events and events held on Council owned land. 	Dec-24	Events and Parks			
	<ul style="list-style-type: none"> Reducing single use plastics and other packaging from the goods purchased by the Council 	Dec-24				
To achieve... reducing avoidable Single Use Plastics across the Council by 2024 in line with the Plastic Free Greater Manchester pledge, which will reduce waste and related CO ₂ emissions						
3.3	Deliver... Sustainable Council events and support the delivery of sustainable events on Council owned land and:		Events			ü
	<ul style="list-style-type: none"> Adopt the Sustainable Events Guides for all MCC events 	Sep-23				
	<ul style="list-style-type: none"> Ensure all MCC funded events meet the principals of a sustainable event, aligned to the Sustainable Events Guides or other 	Ongoing				
	<ul style="list-style-type: none"> Ensure all events taking place on MCC owned land meet principals of a sustainable event, aligned to the Sustainable Events Guides or other 	Ongoing				
	<ul style="list-style-type: none"> Research and assess viable opportunities to reduce CO₂ emissions from events held on MCC land 	Ongoing	City Policy			
To achieve... a reduction in consumption-based emissions across the city and promote more sustainable events						

3.4	Deliver... Research and assess viable opportunities within Waste Services to reduce CO ₂ emissions by:		Neighbourhoods (Waste Services)			
	<ul style="list-style-type: none"> Reviewing waste and recycling collections across MCC operational estates, Markets and Events 	Mar-24				
	<ul style="list-style-type: none"> Reviewing waste and recycling collections across the city (residents, schools and businesses) to maximise waste and segregation to assess potential to reduce waste and associated emissions 	Mar-25				
To achieve... a reduction in waste and the associated CO ₂ emissions from across Waste Services						
City						
3.5	Deliver... A shared approach to procurement and commissioning across the city and city region Greater Manchester by:		Integrated Commissioning and Procurement			
	<ul style="list-style-type: none"> Using the MCC supplier toolkit and sharing this and our learnings with city partners and GMCA to influence a city region approach. 	Ongoing				
	To achieve... providing guidance and support for suppliers, to increase emissions reductions across the City and wider					
3.6	Deliver... Ensure all MCC Markets and Parks meet the Council's Single Use Plastic Free Pledge and UK Government legislation by:	Dec-24	Neighbourhoods (Markets & Parks)			
	<ul style="list-style-type: none"> Embedding and enforce requirements to be single use plastic free within Market trader licences 	Ongoing	Markets			

	<ul style="list-style-type: none"> Embedding and enforce requirements to be single use plastic free within Park trader licences 	Ongoing	Parks			
	To achieve... reducing avoidable Single Use Plastics across the Council by 2024 in line with the Plastic Free Greater Manchester pledge, which will reduce waste and related CO ₂ emissions					
3.7	Deliver... Work with the Secretariat of the Manchester Food Board to deliver the climate change priorities of the Manchester Food Board by:		Integrated Commissioning and Procurement			
	<ul style="list-style-type: none"> Developing and adopting a Sustainable Food Policy that considers eating more vegetables, better quality meat and UK produce, reducing food waste and using food tech redistribution services to reduce CO₂ emissions from MCC Procurement of food supplies and catering 	March 2024				
	<ul style="list-style-type: none"> Consider the Sustainable Food Policy within other relevant Council policies 	Ongoing	City Policy			
	<ul style="list-style-type: none"> Producing a schools Food Standards Policy to encourage the purchase more vegetables, better quality meat and UK produce, reducing food waste and CO₂ emissions from schools' food supplies 	March 2024				
	To achieve... improving food quality and sustainable food systems to increase vegetable and better-quality meat consumption and UK produced food, influencing supply chains to reduce waste and CO ₂ emissions and have a more economically, socially, and environmentally sustainable food system for Manchester					

<p>Workstream 4 - Climate adaptation, carbon storage & carbon sequestration</p>
<p>Introduction: Adaptation to climate change requires changes to the way in which the city's infrastructure is developed and how we manage issues such as flooding and extreme heat. Key to this is the installation of Green Infrastructure, including trees, across the city. Improving the quality and quantity of trees and hedgerows will increase the volume of carbon that can be stored and ultimately sequestered whilst also helping to reduce flooding and heat stress.</p> <p>Co-benefits of action include biodiversity uplift, increased citizen health and wellbeing from time spent in nature and economic gains for example uplifted house prices or revenue generated from events in green spaces.</p>
<p>Progress 2020-22:</p> <ul style="list-style-type: none"> • Built a 'sponge' park in West Gorton as part of the Horizon 2020 GrowGreen Project (opened June 2020) (£1.6m Horizon 2020) • MCC commissioned a River Valley Strategy 'Our Rivers Our City' (completed) • Completion of the GMCA-led IGNITION project (£58k) • MCC appointed a fixed-term Tree Officer post to implement the Tree Action Plan (time limited post) alongside a £1m MCC tree planting budget • Planted 7,021 trees (4,401 trees, 2,620 hedge trees) and 5 community orchards across the city (£148k DEFRA) • MCC commissioned Tree Opportunity Map for Manchester (£50k)
<p>Commitments (2022-25):</p>
<p>Reducing MCC Direct CO₂ Emissions and adapting to climate change</p> <p>Review Council operations around green infrastructure to reduce emissions associated with its green spaces, parks and gardens. Deliver Manchester's Green Infrastructure Strategy to increase the quality and function of our green spaces. Take the learnings from nature-based projects and apply these to other Council led projects, such as West Gorton Sponge Park.</p>
<p>Reducing City-wide CO₂ Emissions and adapting to climate change</p> <p>Ensure that the city's infrastructure is resilient to climate change and that nature-based solutions are used to combat issues such as flooding. Develop an intelligence led approach to tree and hedge planting, and the implementation of Nature Based Solutions to support the delivery of the Green and Blue Infrastructure Strategy.</p>
<p>Engagement & Policy Change</p> <p>Engage with green infrastructure stakeholders within the Council and citywide to share best practice, foster collaboration and where possible encourage increased engagement by local communities with their green spaces. As part of the Local Plan preparation process, policy options around green infrastructure and adaptation to climate change will be given full consideration.</p>

Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO ₂)	Potential City-wide emissions reduction
Council						
4.1	Deliver... Increasing the quantity of trees and hedgerows on Council owned land by:		Growth & Development			
	<ul style="list-style-type: none"> Continuing delivery of the Manchester Tree Action Plan (including investigating opportunities for planting in parks, Council owned open spaces, highways, and the grounds of buildings) 	Ongoing				
	<ul style="list-style-type: none"> Considering the need to secure additional funding for the Tree Officer post (beyond 2023). 	Dec-23				
	<ul style="list-style-type: none"> Refreshing the Tree Action Plan based on the findings of Managing Manchester's Trees 	Aug-23				
To achieve... a target of net 1,000 new trees, 1,000 new hedge trees and 4 community orchards a year by MCC and citywide partners on known schemes on public or partner land						
4.2	Deliver... Increasing the amount of Nature Based Solutions (NBS) across the city by:		Growth & Development			
	<ul style="list-style-type: none"> Using the learnings from NBS projects (Grow Green, Ignition and River Valley Strategy) to inform future green and blue infrastructure projects and policies 	Ongoing	City Policy			
	<ul style="list-style-type: none"> Identifying a consistent approach to implementing green Sustainable 	Mar-23	Highways			

	Urban Drainage Solutions (SUDs) in Highway schemes, using a SUDs developer guide					
	<ul style="list-style-type: none"> Promoting and influencing citywide SUDs implementation opportunities 	Ongoing				
	To achieve... better understanding of the benefits of NBS, increased skills, and knowledge for increasing NBS across the City and embedding resilience measures into the new Local Plan					
4.3	Deliver... Producing and delivering a Parks specific Climate Change Action Plan	Mar-25	Parks			
	To achieve... increasing understanding of CO ₂ emissions relating to Parks and identification of potential carbon reduction options					
4.4	Deliver... The Green & Blue Infrastructure Strategy and Implementation Plan	Ongoing	Green Infrastructure Board			
	To achieve...increasing quality and function of green infrastructure; increasing accessibility to and connectivity of green space; increasing knowledge, engagement, and awareness of the benefits of green spaces and the embedding of green infrastructure into new developments					
4.5	Deliver... Improvements for biodiversity across the city by:		Growth & Development			
	<ul style="list-style-type: none"> Producing, endorsing, and delivering a Biodiversity Strategy and Action Plan, linked to the Local Plan and Biodiversity Net Gain offer for the city 	Mar-25				
	<ul style="list-style-type: none"> Exploring the possibility of differential mowing schedule across MCC estate 	Dec-22	Parks / Grounds Maintenance			
	To achieve... robust processes and planning policies to increase biodiversity across the city, reducing CO ₂ emissions and creating better quality habitats for biodiversity					
City						
4.6	Deliver... Increasing the quantity of trees and hedgerows across the city by:	Ongoing	Growth & Development			

	<ul style="list-style-type: none"> Using the Tree Opportunity Mapping assessment to identify tree planting opportunities within existing woodland (and particularly those affected by Ash Dieback), parks, streets, and gardens 					
	<ul style="list-style-type: none"> Securing funding for more tree planting across the city as part of the Northern Forest, planting beacon trees, mature trees, street trees and hedgerows 					
<p>To achieve... increasing potential for carbon storage and sequestration across the city, helping to improve liveability and contributing to improving air quality</p>						

Workstream 5 - Influencing behaviour change and being a catalyst for change

Introduction:

Although the Council's direct CO₂ emissions make up approximately 2% of the city's total emissions, the Council has a unique role within the city to lead by example and influence the behaviour of a range of different cohorts. Influencing positive behaviour change in Manchester's residents, workers and visitors and also influencing behaviours, policies and investments at a city region and national level will support the climate change agenda.

Co-benefits of action include sustainable economic growth supported by a strong green skills sector, and empowered residents and communities helping create resilient neighbourhoods.

Progress 2020-22:

- Silver Carbon Literate Accreditation (15% of workforce – 1050 members of staff) - March 2021 (£86k MCC revenue 20-22)
- Embedded zero carbon as a priority into Council Service Plans
- Three Neighbourhood Climate Change Officer appointed (£130k)
- Climate Change Action Plans developed across all 32 Wards
- 49 neighbourhood climate action projects delivered during 20-21, utilising £91.2k of Neighbourhood Investment Funds
- First city climate change communications campaign delivered during summer 2020 (£32k)
- Delivered presentation to the Oxford Road Corridor Partnership in January 2020 sharing the learnings from Triangulum project
- Public and private lobbying of the GM Pension Fund to divest from investment in fossil fuels
- Schools Bee Green Conference held at Connell Co-op College on 30 June 2022 (£13.7k MCC revenue 22/23)
- Developed a proposition to UK Government in relation to COP26 being held in Glasgow, leading to engagement in UK Cities Climate Investment Commission (UK3CI) and developing a pipeline of investible projects
- Manchester Work & Skills Strategy 2022-27 featuring Green Skills, adopted by Executive Committee on the 29 June 2022

Commitments (2022-25):

Reducing MCC Direct CO₂ Emissions:

To use every opportunity to engage, empower and equip Council staff and elected members with the knowledge and skills to make a positive difference in reducing CO₂ emissions through the decisions they make. Influence behaviour change across the city's residents, businesses, public sector organisations, voluntary and community sector and visitors.

Reducing City-wide CO₂ Emissions:

Ensure that everyone across the city understands the scale of the challenge, they are positively engaged, empowered and supported in taking action to reduce emissions and increase resilience across the city. Support for and working with MCCA / UK3CI to develop a pipeline of project and secure funding and private finance to accelerate carbon reductions.

Engagement & Policy Change:

Influencing, lobbying, and working in partnership with Greater Manchester stakeholders and UK Government to take more action to tackle the climate emergency with specific focus on the funding and investment needed to allow the City to make the changes needed to deliver the City's climate change objectives.						
Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO ₂)	Potential City-wide emissions reduction
Council						
5.1	Deliver... Carbon Literacy training to staff and members, undertaking:		HROD	£134k (MCC revenue 22/23)		ü
	• Carbon Literacy training to 50% of all workforce	Mar-25				
	• Carbon Literacy training to all elected members	Sep-22				
	• Bespoke training to support Council services	Mar-25				
	• A monitoring and evaluation framework to capture the training benefits	Mar-23				
To achieve... a Gold Carbon Literate organisation, with a skilled workforce who can embed climate action within the organisation and across the city						
5.2	Deliver... Embedding Zero Carbon within Council decision making by:		PPR			ü
	• Designing and embedding carbon accounting tools to aide financial decision making	Mar-23	Finance			
	• Embedding zero carbon into Council Policies and Strategies.	Mar-25	City Policy			
	• Ensuring all MCC grant programmes positively address climate change	Mar-23	City Policy, Neighbourhoods			

	To achieve... having Council policies, systems and processes which reduce CO ₂ emissions					
5.3	Deliver... Establishing a Finance & Investment subgroup to develop a pipeline of projects and funding opportunities	Jul-22	Finance			
	<ul style="list-style-type: none"> Developing a work programme for the subgroup 	Oct-22				
	<ul style="list-style-type: none"> Developing a pipeline of projects and funding opportunities 	Ongoing				
	To achieve...having an investment plan to underpin delivery of the Council's Climate Change Action Plan					
City						
5.4	Deliver... Citywide climate change community engagement approaches, working with the MCCA and partners to:		Neighbourhoods	£134k (MCC revenue 22/23)		ü
	<ul style="list-style-type: none"> Establish a monitoring framework to measure the impact of the Ward Climate Change Action Plans and the Neighbourhood Investment Fund. 	Mar-25				
	<ul style="list-style-type: none"> Continue to engage and deliver climate change activities with young people through the Youth Council and schools 	Mar-25				
	To achieve... enabling and support community groups and residents to engage in the climate change agenda through the Ward Climate Change Action Plans and building capacity to take positive local action					
5.5	Deliver... A Zero Carbon Communications Strategy by:		Communication s	£95k (MCC revenue 22/23)		ü
	<ul style="list-style-type: none"> Targeting internal and external stakeholders, using all appropriate communications channels (i.e. social 	Sep-22				

	media, media, internal broadcasts, partner channels) to communicate key zero carbon projects, achievements, and progress					
	<ul style="list-style-type: none"> Ensuring key zero carbon messages run through all relevant/linked Council communications campaigns, plans and strategies (i.e. Waste & Recycling, Neighbourhoods, Green & Blue Infrastructure, Housing Retrofit, Sustainable Transport). 	Mar-25				
	<ul style="list-style-type: none"> Actively amplifying and promoting opportunities, empowering city partners, communities, and residents to reduce emissions (e.g. 'Your Home Better' (GM Retrofit Accelerator), global days of action) 	Mar-25				
	<ul style="list-style-type: none"> Working with the Age-Friendly Manchester Board to develop specific communications and case studies for over 50's 	Mar-25	Manchester Population Health Team			
To achieve... raising awareness, promoting positive behaviour change across Council staff and elected Members, city residents, workers, businesses, and visitors, sharing examples of climate action best practice						
5.6	Deliver... Funding to the Manchester Climate Change Agency for 4 FTE's (Director; Deputy Director; Policy & Strategy Lead; Programme & Finance Officer) and operational budget to support day to day costs. Support the Agency to leverage further external funding	Funding needs reviewed on an annual basis	City Policy	£532k (MCC revenue 21-23)		ü
To achieve... an organisation which is fit for purpose to effectively champion and drive forward citywide climate change action						

5.7	Deliver... Build on existing relationships and board memberships in Manchester (e.g., Manchester Climate Change Partnership and Oxford Road Corridor Partnership) to identify opportunities where the Council can influence agendas, share learnings, and unblock barriers (e.g. from the Horizon 2020 Triangulum project)	Ongoing	City Policy			ü
To achieve... enabling key city stakeholders to accelerate action to reduce their CO ₂ emissions						
5.8	Deliver... A programme of work to support and engage education providers (i.e. events, signposting, resource hub) to develop and implement their own climate change action plans	Mar-23	Education			ü
To achieve... improved knowledge and capacity across the city's education providers and reducing their CO ₂ emissions and adapting to climate change						
5.9	Deliver... Build on existing relationships and board memberships across Greater Manchester to identify opportunities where the Council can influence agendas, share learnings, and unblock barriers	Ongoing	City Policy			ü
To achieve... enabling key Greater Manchester stakeholders to accelerate climate action, promote sustainable behaviour, investments and decision making						
5.10	Deliver... Influencing and working with government to ensure that Manchester (and other UK cities) have the support required through policy changes and investment	Ongoing	City Policy			ü
To achieve... meeting local climate change objectives and contribute to the UK's zero carbon commitment						
5.11	Deliver... Using the Council's international partnerships and membership networks to collaborate with	Ongoing	City Policy			ü

	international partners to develop best practice around climate change and continue to explore options to access European Funding					
	To achieve... sharing best practice and learnings from other cities who are delivering climate change programmes to build knowledge and capacity within the Council and city. To attract external funding to support the delivery of the Climate Change Action Plan objectives					
5.12	Deliver... A refreshed Manchester Work & Skills Strategy with a Green Skills Plan	Sep-22	Work & Skills			ü
	To achieve... a skills system which supports the city's ambition, recognising inclusivity and supporting a just transition, working towards being zero carbon by 2038 and maximising opportunities for residents and businesses					

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Executive Summary

Purpose

This report provides an overview of progress made in delivering [Manchester City Council's Climate Change Action Plan \(CCAP\) 2020-25](#) during its second year; April 2021 – March 2022.

Background

The Council declared a Climate Emergency in July 2019 and developed the 5-year Climate Change Action Plan (CCAP) 2020-25, setting out its plan to respond to the Climate Emergency, tackle climate change and take action to become a zero-carbon organisation by 2038.

The Climate Change Action Plan 2020-25 sets a target for the Council to reduce its direct CO₂ emissions by 50% between 2020 and 2025 based on a 13% year on year reduction trajectory to reach zero-carbon by 2038.

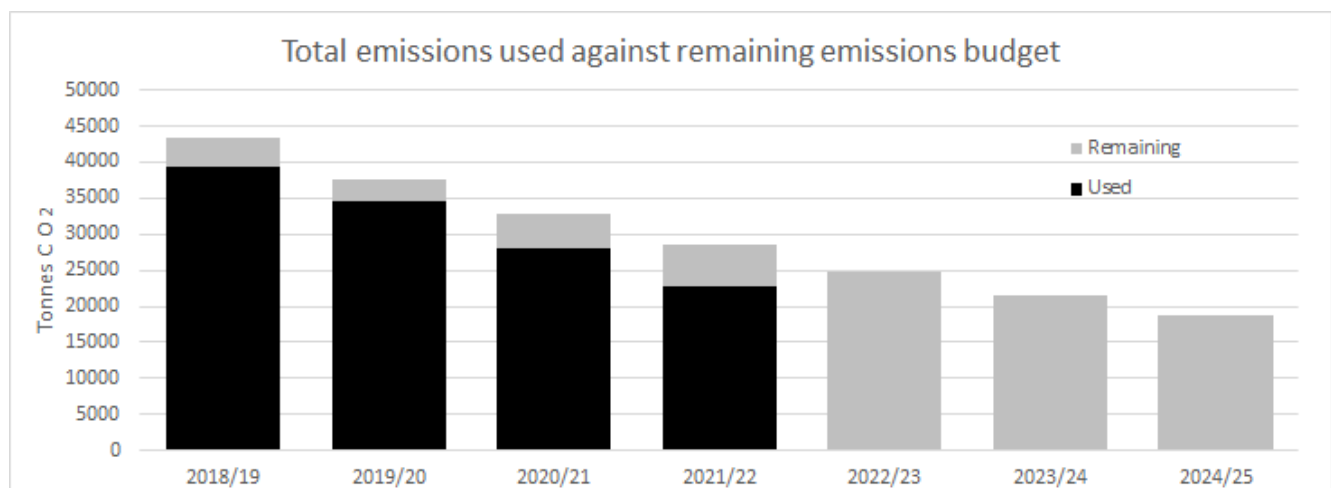
The CCAP includes 43 individual actions. These are organised into five thematic workstreams, each split into two sections – Council direct actions and City-wide leadership actions. The five workstreams are:

- Buildings and Energy
- Travel and Transport
- Reducing Consumption Based Emissions & Influencing Suppliers
- Adaptation & Carbon Sequestration
- Influencing behaviour & Being a Catalyst for Change

Key Messages

The Council has made good progress to date and is on track to reduce its direct CO₂ emissions by 50% by 2025. Since 2020, the Council has exceeded its annual reduction targets, achieving 29.4% reductions so far.

In 2021-22, the Council emitted 22,807 tonnes of CO₂ which is 84% of the available budget. This is less than the maximum cap for the year.



In 2021, the CCAP 2020-25 was rated one of the strongest in the country, being 1st place amongst single tier authorities and 3rd overall out of 409 UK Local authorities. This was assessed by Climate Emergency UK who support Local Authorities to deliver climate ambitions.

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The Council already put in place investment of approximately £192m to deliver the 5-year Plan. However, it has committed a further £800,000 of revenue investment as part of the 2022-23 budget for the Council, which will provide vital additional capacity to support delivery of the CCAP across the Council. The new posts include:

- Zero Carbon Project Manager within Strategic Housing to help develop and deliver the Zero Carbon Housing Strategy
- Zero Carbon Workforce Development Manager to further embed Carbon Literacy across the Council delivering bespoke programmes tailored to specific needs
- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and events

Successes

A selection of accomplishments made during 2021-22 is set out below:

The West Gorton Community Park won two awards: a 'Golden Pineapple' Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards. The Park was highly commended in the Environment Agency's Flood and Coastal Resilience Awards



The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme



69 new low carbon Council properties are being developed by the Council in Newton Heath. These properties will include a range of innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls



26 eCargo bikes and 6 eCargo trailers are now being used across Council teams, city partners and a public hire schemes as part of a project launched in January 2022 in collaboration with the Energy Saving Trust



A "Zero Carbon Culture Guide" was launched in collaboration with sustainability specialists, Julie's Bicycle. The guide supports cultural organisations to reduce their carbon emissions. Staff in Culture and Events teams received **Enhanced Carbon Literacy training** to support implementation of its principles, along with those in the existing 'Sustainable Event Guides'



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport. The Museum building is also part of the Council Estates Retrofit Programme



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Challenges

In 2021-22, a number of project risks and issues were identified and managed as part of the formal programme management process. The two issues highlighted below are ongoing risks, which impact several actions within the Climate Change Action Plan:

- There are ongoing supply chain issues following COVID-19, which are impacting progress. For example, over half of the electric Refuse Collection Vehicles arrived approximately 9-months later than originally planned. This means the associated carbon savings need to be reviewed to assess the impact on annual emission reduction targets and the overall carbon budget.
- Increases in gas and electricity prices impacting programmes of work and reinforcing the need to take action, such as retrofitting buildings, particularly housing. This has also resulted in more organisations looking to purchase solar farms, leading to the market becoming more challenging. The Civic Heat Network and connected buildings are needing to be monitored daily to ensure the most efficient operating practice is in place.

CO₂ Emissions

The current CCAP has a target to reduce the Council's direct emissions by 50% over the five-year period of 2020-25. This is a science-based target based on research conducted by the Tyndall Centre in 2018.

- Since the start of this CCAP (2020-21), emissions have reduced by 29.4%.
- To stay within its carbon budget, and achieve the overall 50% reduction target, the Council must reduce its emissions by 13% every year, for five years.

The budget for the period of this report (2021-22) was 27,056 tonnes of direct CO₂ emissions. The Council emitted 22,807 tonnes of CO₂ – using 84% of the available budget.



27,056 tonnes CO₂ – Emissions **budget** 2021-22

22,807 tonnes CO₂ – Emissions **released** 2021-22

These emissions are associated with Council buildings, streetlights, waste collection, operational fleet, and staff travel. As well as the carbon savings created by a range of proactive measures (detailed throughout this report), additional savings were delivered as a result of the decarbonisation of the national grid.

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Figure 1 shows the Council's total emissions in the last three years. In 2020-21 emissions are 10.6% lower than the previous year.

Figure 1: Percentage reduction in emissions relative to the previous year

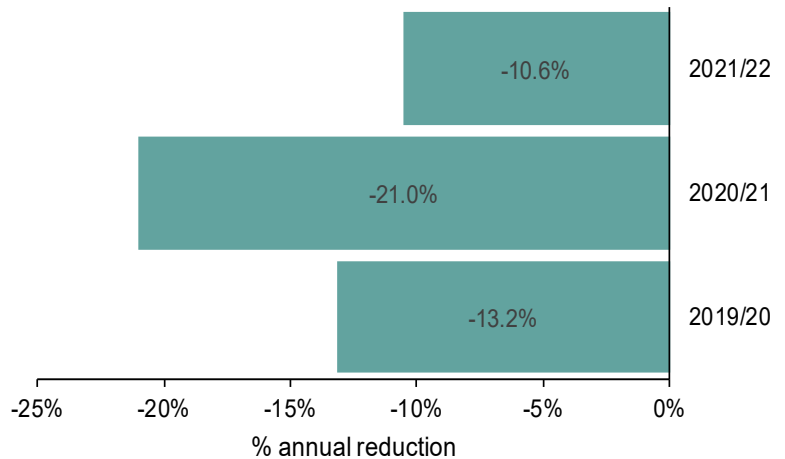
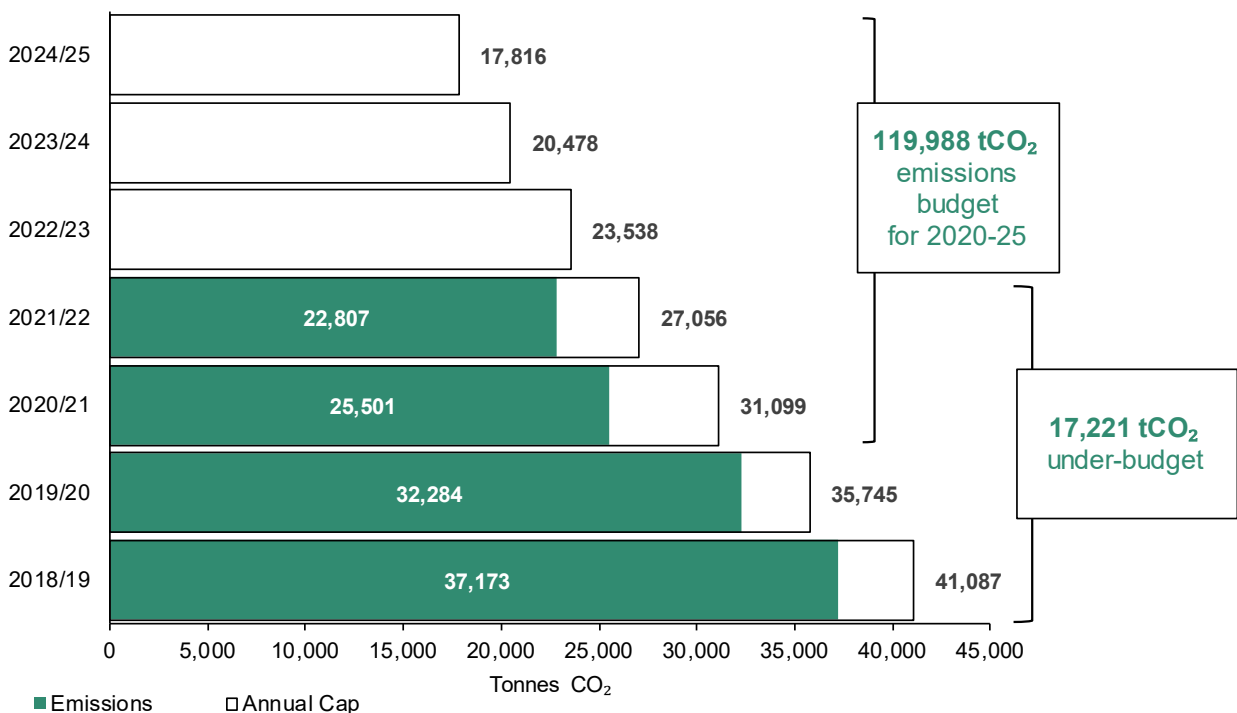


Figure 2 shows the carbon budget since 2018-19 and, the actual emissions from the Council generated.

Between April 2018 and March 2022, the Council's direct emissions totalled 117,765 tonnes of CO₂, which is 17,221 tonnes - 15%, under-budget.

Figure 2: Total Council emissions vs annual budgets



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The Pathway to Zero Carbon 2038

In addition to the targets for 2020-25, the Council has a target to reach zero-carbon by 2038 (at the latest). The trajectory to this point is shown in Figure 3.

The Council’s carbon budget extends beyond 2038 (covering the period 2018-19 to 2099-2100). But as would be expected, most of the carbon budget is allocated to the start of the pathway to zero carbon, as this is the period when the greatest savings need to be made.

Figure 3: Pathway to zero carbon by March 2038

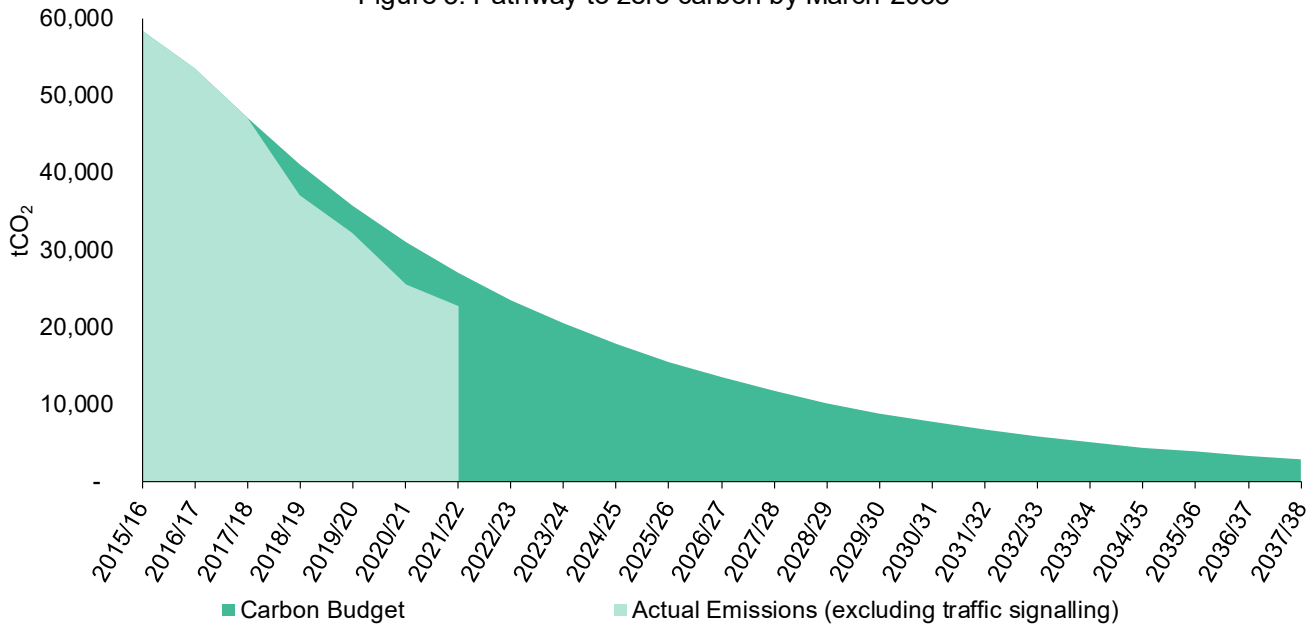


Figure 4: Council emissions 2021/22

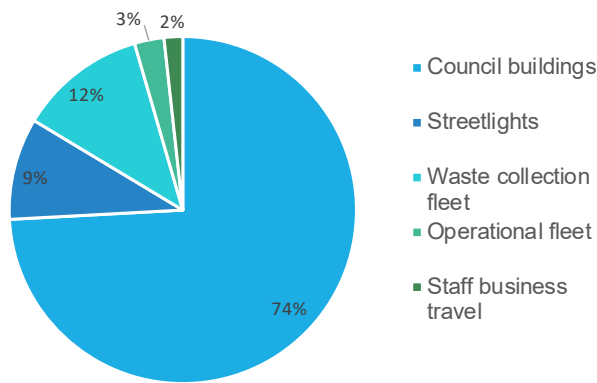


Figure 4 shows a breakdown of the council emissions for this period 2021-22.

Buildings are the most significant contributor to the Council’s direct emissions (74%), followed by the waste collection fleet (12%) and streetlights (9%).

All these emissions have been targeted for proactive change which is detailed later in this report.

The following charts (figures 5 – 10) show emissions for each of these five categories over the last thirteen years, starting in 2009-10.

Figure 5 shows emissions from energy use in Council buildings have steadily declined over the 13 years since 2009-10 and that the total energy used in 2021-22 (kilowatt hours of gas, electricity, and oil) is 10% lower than the year before.

The reductions in energy use have been driven by the proactive installation of energy efficiency measures and renewable energy generation capacity across the Council’s estate, as well as the decarbonisation of the national grid.

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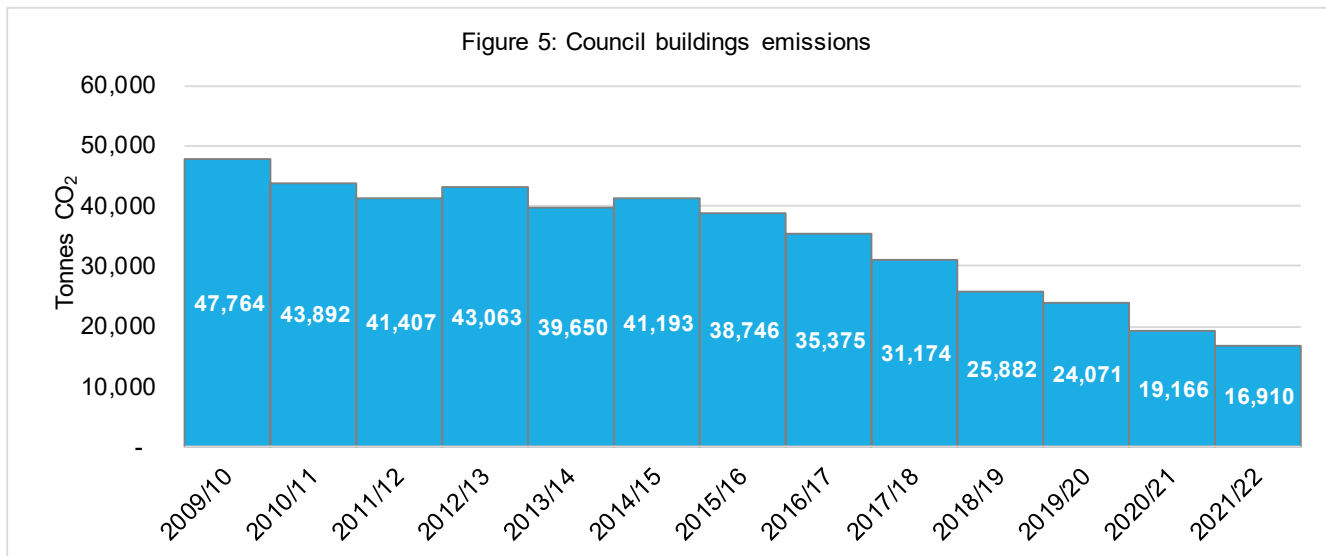


Figure 6 shows that emissions from streetlights have significantly reduced over the past three years due to the large-scale retrofitting of LED lightbulbs. The streetlights replacement programme was completed in December 2021. Total energy used by streetlights in 2021-22 was 3% lower than the previous year and emissions were 86% lower than in 2009-10. The full impact of this work will be seen in 2022-23.

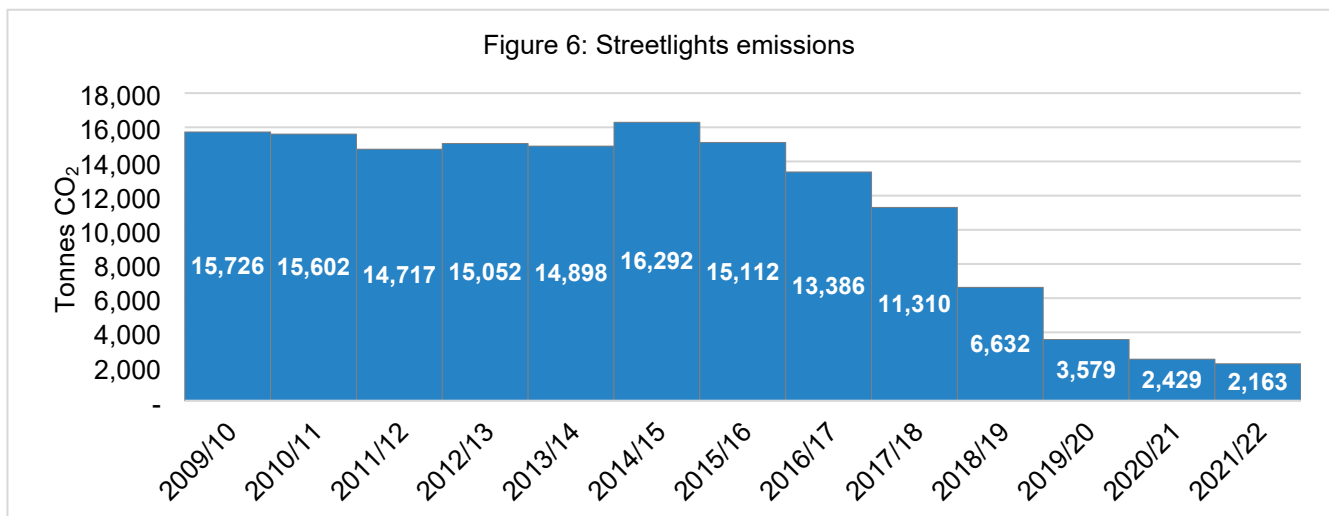


Figure 7 shows that emissions from the waste fleet have remained relatively consistent since Biffa began delivering the Council's household refuse collection and street cleansing services in 2015 (marked with an *asterisk in Figures 7 and 8).

As part of this change, 28 road sweepers and 40 refuse collection vehicles were transferred from the Council to Biffa and the emissions from this equipment transferred from operational fleet to waste collection. The changeover can be seen in both Figures 7 and 8.

Emissions from the waste collection fleet in 2021-22 are 9% lower (-281 tonnes CO₂) than in the previous year (2020-21).

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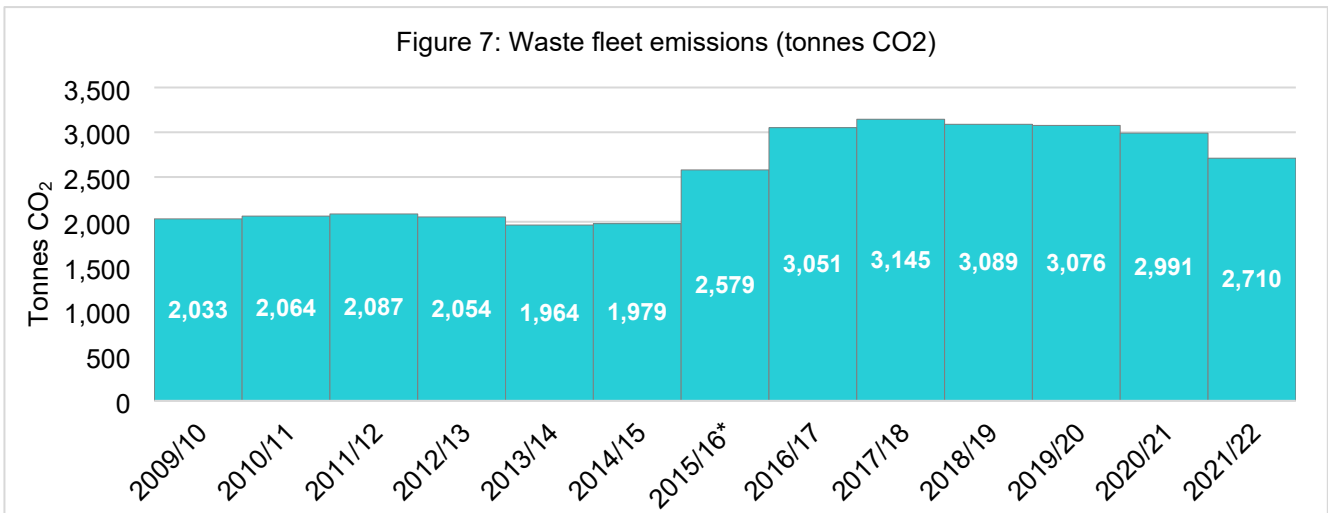


Figure 8 shows emissions from the Council's operational fleet have reduced by 78% over the last 13 years and in 2021-22, emissions were 1% lower (-8 tonnes CO₂) than the previous year (2020-21). Switching fleet vehicles to electric has contributed to this reduction in 2021-22.

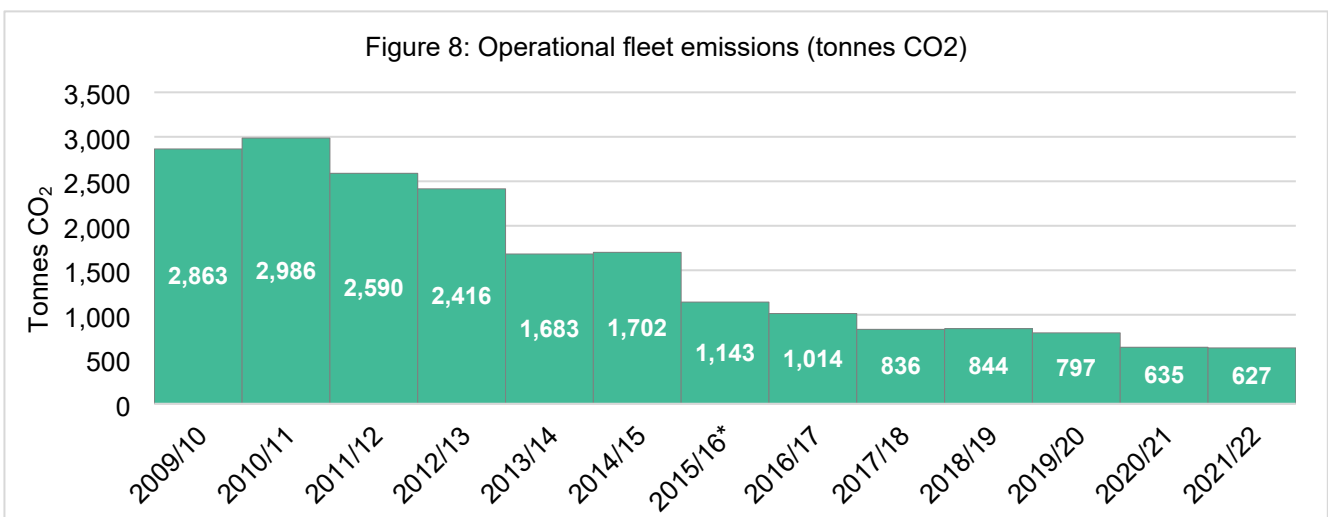


Figure 9 shows a 41% increase in emissions from business travel in 2021-22 (+116 tonnes CO₂) compared to 2020-2021. The easing of COVID-19 restrictions may have contributed to the figure increasing on the previous years, although levels remain significantly lower than pre-pandemic emissions.

The miles travelled by car (e.g., staff mileage in their own vehicles, taxis, or car club) increased by 87% compared to the previous year, and miles travelled by rail and air were up by 227% and 260% respectively compared to 2020-21. Again, this is a result of activities resuming after Covid-19.

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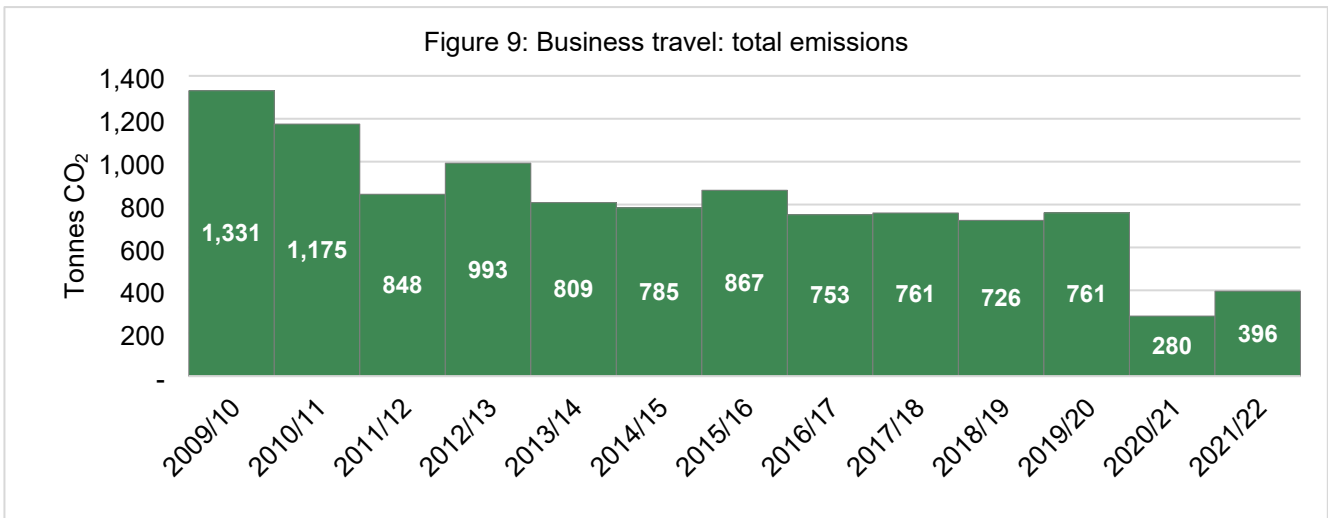
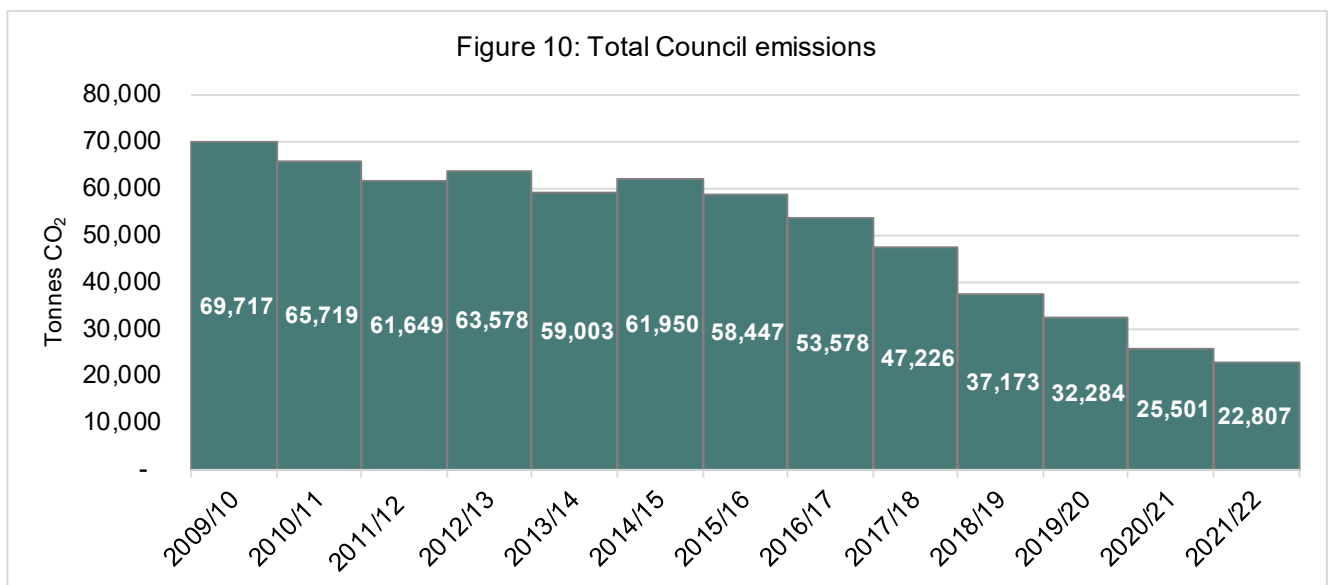


Figure 10 shows the Council's total emissions over the last 13 years and reflects the overall downward trends seen in Figures 5-8.

CO₂ emissions in 2021-22 were 10.6% lower (-2,694 tonnes CO₂) than in the previous year (2020-21) and 67% lower than in 2009-10.



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Key Achievements



Manchester City Council's Climate Change Action Plan (CCAP) 2020-25 has been rated one of the strongest in the country, being 1st place amongst single tier authorities and 3rd overall out of 409 UK Local authorities. This was rated by Climate Emergency UK who support Local Authorities to deliver climate ambitions



The West Gorton Community Park has won two awards: a 'Golden Pineapple' Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards and has been Highly Commended in the Environment Agency's Flood and Coastal Resilience Awards



The Executive Member for Environment attended COP26 and formally signed the Food and Climate Declaration on behalf of the Council



The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme



69 new low carbon Council properties are being developed by the Council in Newton Heath. These properties will have innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls.



The Council's own housing development company known as "This City" was launched in February 2022. The focus is to deliver high-quality, low-carbon, affordable homes in Manchester



£600,000 funding has been secured as part of the Greater Manchester Warm Homes Fund to install central heating systems in fuel poor homes for up to 50 homes



All 32 Ward Plans contain localised positive climate action, which have been developed through engagement with the Neighbourhood Climate Change Officers, Ward Members, residents, and local businesses

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26 eCargo bikes and 6 eCargo trailers are now being used by Council teams, city partners and a public hire scheme as part of a project launched in January 2022 in collaboration with The Energy Savings Trust.



A range of walking and cycling improvement across the City as part of the Mayor's Challenge Fund



The Council has launched a "Reusable Cups Guide". This adds to the suite of sustainable events guides, which are being rolled out across Manchester events



A "Zero Carbon Culture Guide" was launched to support Manchester's culture sector to become zero carbon in collaboration with sustainability specialists, Julie's Bicycle



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport.

The Museum building is also part of the Council Estates Retrofit Programme and will receive £1.9million from the Public Sector Decarbonisation Fund to upgrade its air handling, heating, and cooling systems in 2022-23.



The Council has committed a further £800,000 of revenue investment as part of the 2022-23 budget setting for the Council, which will provide vital additional capacity to support delivery of the CCAP across the Council. New posts include:

- Zero Carbon Project Manager within Strategic Housing to develop and deliver the Zero Carbon Housing Strategy.
- Zero Carbon Workforce Development Manager to further embed Carbon Literacy across the Council, delivering bespoke programmes tailored to specific needs
- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and events

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Risks and Issues

In 2021-22, a number of project risks and issues were identified and managed as part of the formal programme management process. The two issues highlighted below are ongoing risks, which impact several actions within the Climate Change Action Plan:

- There are ongoing supply chain issues following COVID-19, which are impacting progress. For example, over half of the electric Refuse Collection Vehicles arrived approximately 9 months later than originally planned. This means the associated carbon savings will need to be reviewed to assess the impact on annual emission reduction targets and the overall carbon budget.
- Increases in gas and electricity prices are having an impact across programmes, and this is reinforcing the need to take action. For example, there is greater urgency for buildings to be retrofitted, particularly housing; and there are more organisations looking to purchase solar farms, leading to the market becoming challenging. Furthermore, to ensure the Civic Quarter Heat Network and its connected buildings remain as efficient as possible, the Council is monitoring the supply and demand on a daily basis.

Progress Report by Workstream

Buildings and Energy (Workstream 1):

Action 1.1 Carbon Reduction in Council Estate

In 2021-22, work continued to decarbonise the Council's operational buildings, using Council budget and grant funding, which included:

- **£19.1m** secured from the Government's Public Sector Decarbonisation Scheme Phase 1 (PSDS 1)
- **£1.2m** from European Regional Development Fund 'Unlocking Clean Energy in Greater Manchester' project (UGCEM)
- Over **£6m** of **Council's own capital investment** as well as our own planned schemes of work

PDS1 Phase 1 Buildings	Forecast tCO2 Saving PA
Arcadia Leisure Centre	58
East Manchester Leisure Centre	119
Hough End Leisure Centre	80
Moss Side Leisure Centre	55
North City Leisure Centre	182
Space Studio	33
Sharp Project	53
Town Hall Extension	-
Wythenshawe Forum	188
Manchester Aquatic Centre	505
National Cycling Centre	354
Zion Arts Centre	79

Targeting the most carbon intensive buildings first, PSDS1 work covered **12 Council buildings** which have undergone retrofit work, due to be completed by summer 2022.

The improvements include fitting a range of low carbon technologies such as air and ground source heat pumps and LED lighting, as well as measures to improve the efficient running of the buildings, such as new Building Energy Management systems. Energy generation and storage in the form of solar panels and batteries have also been installed on suitable buildings.

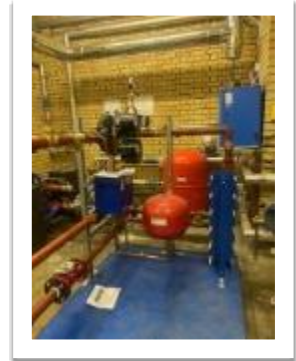


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Examples of the work completed to date includes:

- **The National Cycling Centre** - parts of the building fabric as well as the heating, lighting and power were addressed to enable the building to run more efficiently. Specially designed car ports with solar panels will also be installed in the car park
- **Hammerstone Road Depot** - a refurbishment programme has been complemented by a new insulated roof, window replacement, wall and cladding insulation, new mechanical and electrical installations including LED lighting, building controls, energy monitoring and an expansion of the electric vehicle charging infrastructure. Again a solar photovoltaics (PV) array on the roof will follow
- **Gorton Library** - an innovative new hydrogen boiler has been installed.



The target CO₂ savings for the Carbon Reduction Programme is **3,754 tonnes** per annum.

The Council has secured an additional **£4.9m** of funding from the Public Sector Decarbonisation Scheme Phase 3, to retrofit eight more buildings, including the National Football Museum, One Central Park, Harpurhey District Office and several resource centres throughout 2022-23.

Action 1.2 Manchester Low Carbon Build Standard

A Manchester Low Carbon Build Standard has been developed and is now being implemented in Capital Programmes. The standard contains design guidance for Manchester City Council's new build and refurbishment projects with the aim **to reduce the carbon impact of new build developments delivered by the Council.**

The areas covered include fabric improvements, decarbonising heat, energy efficient lighting, controls and metering, ventilation, renewable energy generation, reducing water consumption, use of low energy equipment, performance monitoring and recycling. All new projects put forward for inclusion in the Capital Programme must now demonstrate how they comply with the new standard as part of the business case process.

Action 1.3 Building and Energy Strategy

Manchester City Council's Building and Energy Strategy sets out the approach for reducing carbon emissions across the operational estate, including the procurement of green energy, the generation of renewable energy, and infrastructure to support the wider take-up of electric vehicles. It informs the ongoing retrofit of the Council's estate to reduce carbon emissions.

Action 1.4 Large Scale Renewable Energy Generation

In April 2021, a feasibility study and options appraisal were completed following identification by Manchester City Council that more radical measures were needed to achieve a 50% reduction in the Council carbon emissions by 2025.

The study recommended two options for the Council:

- to purchase a Solar PV facility,
- to negotiate a suitable Power Purchase Agreement (PPA).

Work is now ongoing to progress these options.

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Action 1.5 LED Streetlights

A programme to retrofit Manchester's streetlights with LEDs, completed in December 2021.

55,000 LED streetlights have been installed across the city. Emissions from streetlights are **down 86%** from 2009-10.

Action 1.6 Civic Quarter Heat Network

The Civic Quarter Heat Network (CQHN) provides a heat and power solution for some of Manchester's most iconic buildings. There is **2km** of insulated pipework and cables distributing electricity, heat and hot water to the **six buildings** connected to the Energy Centre (the Town Hall Extension, Central Library, Manchester Central Convention Centre, the Bridgewater Hall, Manchester Art Gallery and Heron House). The Town Hall will be connected following the completion of its current refurbishment in 2024.



Heat and power are generated by a **3.3MW**

Combined Heat and Power Unit (CHP), based at the new Energy Centre, with the iconic 'Tower of Light'. The CHP Unit is currently running on gas, however, it has the potential to further decarbonise, for example by adding hydrogen.

Action 1.7 Energy efficient housing across the City

A stock condition survey was undertaken across the Private Rented Sector. The Council have continued to work with the Zero Carbon Working Group of the Manchester Housing Providers Partnership to ensure all social housing properties are on a path to zero-carbon.

In February 2022, the Council launched its own housing development company known as **"This City"**, with the focus being to deliver high-quality, low-carbon, affordable homes in Manchester.

Action 1.8 Energy Efficient Housing



In January 2021, the Council began work on a mix of **69 low carbon social houses and flats**, that will feature solar PV panels, electric vehicle charging points, ground source heat pumps, a green roof and green walls. Once complete, the Newton Heath site will be managed by Northwards Housing. Discussions are ongoing with the Council's Private Finance Initiative (PFI) contractors to identify savings from other work to cover low carbon improvements.



As

Works have been carried out on the Social Housing Decarbonisation Fund (SHDF) Demonstrator scheme in partnership with One Manchester Housing Association. Around **90 properties along Grey Mare Lane in Beswick will undergo deep retrofit works**, with **70%** taking up a heat pump. part of the Greater Manchester Warm Homes Fund, around **50 Manchester homes** will benefit

from first time central heating systems, utilising **£600,000** funding delivered by AgilityEco.

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Action 1.9 Energy Efficiency in Commercial and Non-Domestic Buildings

The Council has ongoing engagement with partner organisations, such as the Growth Company which provides advice and support to businesses across Manchester to take energy efficient measures on their own buildings. This programme of support is ongoing.

Action 1.10 A Local Energy Plan for Manchester

Manchester City Council has a Local Area Energy Plan for Manchester, which was developed as part of the Greater Manchester Local Energy Market project. The plan will assist the Council and partners to make sure the city's energy infrastructure meets the needs of the city, whilst identifying locations to increase renewable energy and determine suitable sites for innovative energy projects. The Council is now using the plan to consider the next steps.



Action 1.11 Leasing or Disposing of Council Land and Buildings

The Council's Development Team is creating a way to assess the carbon impact of land and asset disposal. It is looking at the impact of asset disposal on a wide range of related issues, e.g. capital receipts, achieving best value, links to the delivery of other policies, and the impact on procurement and state aid. It will look at thresholds for transactions, the skills and resource needed and ways to measure impact.

Action 1.12 A New Manchester Local Plan

The Manchester Local Plan is progressing with consultations due to take place during summer 2022. Adoption of the Local Plan is scheduled for autumn 2023.

In August 2021, Manchester Climate Change Partnership published its "Roadmap to Net Zero Carbon New Buildings in Manchester". This sets out a proposal for all new buildings in the city to be zero carbon from 2023, without offsetting or a carbon tax. This will be incorporated into the Local Plan process.

Action 1.13 Partnership Work with Experts on Buildings

Work has been continuing to support the University of Cambridge with the development of supporting KPIs and scoring metrics for their 'Achieving Net Zero' Carbon Code, which has been developed in conjunction with the Construction Leadership Council, HS2, Environment Agency, Highways England and the wider construction industry.

The proposals which have been drafted in such a way to support both the largest contractors and SMEs to deliver on their existing Achieving Net Zero Plans and to develop such plans where required. The Code was launched at COP26 in October 2021.

Travel and Transport (Workstream 2):

Action 2.1 Decarbonise Waste Collection

The Council has invested **£9.8m** into decarbonising its waste fleet and improving air quality by purchasing **27 electric** refuse collection vehicles - **50%** of its existing diesel fleet.

25 vehicles were operational throughout 2021-22. The remaining 2 vehicles will be operational in Spring 2022. Some delays were experienced due to the impact of COVID-19 on the supply chain, resulting in the receipt of the new vehicles being later than originally planned.

Following delivery of the new electric waste fleet, each vehicle was fitted with the additional camera and software installations, along with being wrapped in the Council's zero carbon branding.

Once fully operational, these trucks will save around **900 tonnes of CO₂** per year.



Action 2.2 Decarbonise Operational Fleet

At the beginning of the year, the corporate vehicle leasing contract was re-procured as part of the ongoing programme to replace petrol and diesel vehicles with more sustainable alternatives.

During 2021-22, the Council's electric fleet increased from **17 to 37 vehicles** (**17%** of the total fleet) and one of the hybrid vehicles was returned to the provider as it was no longer needed, leaving two hybrid vehicles remaining in the fleet.

New electric vehicles have been deployed across Facilities Management, Grounds Maintenance, Highways, Pest Control, Bereavement Services, Galleries, Mail Room, Arboriculture and Manchester Contracts.

There are currently **69** vehicles that require towing capabilities and specialist heavy goods vehicles in the fleet, which cannot be replaced as there is no non-internal combustion engine alternative on the market yet. The supply of new electric vehicles is challenging due to the increased global demand and the shortage of components, such as batteries. The Fleet Services Manager is maintaining an ongoing dialogue with suppliers.

In January 2022, the Council launched the eCargo bike project. **£173,000** was awarded to the Council and partners to purchase a fleet of 26 electrically assisted cargo bikes and trailers. The project, funded by the Energy Savings Trust, aims to speed up the local delivery of goods and services as well as reduce carbon emissions. Twelve bikes and three trailers form part of the Council's operational fleet, the remaining bikes are being used by the University of Manchester, Manchester Metropolitan University, three social enterprise organisations and providing a 'bike library' for short-term leases to local residents.



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Action 2.3 Sustainable Travel Policy

In April 2021, a **Senior Project Manager** was appointed to support the development and delivery of our **Sustainable Staff Travel Policy** and travel incentives (action 2.8), which complement the policy.

Personnel Committee approved the [Sustainable Staff Travel Policy](#) on the 15 December 2021. As a result of work on the policy, a car club vehicle is now available at Etrop Court, the Council's Wythenshawe district office. Further implementation will continue throughout 2022/23.



Action 2.4 Walking and Cycling

Manchester City Council has secured **£325,000** from the Department for Transport's (DfT) Active Travel Capability Fund to support the development of the Active Travel Strategy for the city and develop a pipeline of potential schemes. Calls to tender for the appointment of a consultant to develop the strategy and investment plan opened in January 2022. An appointment is expected to be made during the first quarter of 2022-23.

The Council was awarded **£3.95m** during 2021-22 via Transport for Greater Manchester (TfGM) from DfT's Active Travel Fund, to make improvements to Alan Turing Way and High Street and Fountain Street traffic free streets. The funding will be used to develop high quality walking and cycling routes, improve safety of the existing ones and connect segregated cycleways. Further work to develop both schemes will be progressed throughout 2022.

Funding from the Active Travel Fund and the Mayor's Challenge Fund is supporting work on the following Bee Network schemes:

- Northern Quarter scheme is well underway, with the first phase complete. The new signalised crossing at the junction of London Road and Ducie Street (close to Piccadilly Station) provides improved crossing for pedestrians and cyclists at the busy intersection
- Plans for the next phase of Stevenson Square are out for consultation
- Work started on the Northern Eastern Gateway scheme in January 2022
- Chorlton Cycleway is almost complete, with the exception of one area where work is due to finish in Autumn 2022
- Rochdale Canal towpath proposals have been agreed
- Withington proposals for improvements and road safety measures are being developed
- Consultation has taken place for the development of the City Centre Triangle, which will be followed by the development of more detailed plans.

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In October 2021, TfGM eHubs project launched in Chorlton, Chorlton Park, Whalley Range, Ancoats and Beswick with eCargo “Cargoroo” **bikes available to the public** on an hourly hire charge.

In November 2021, the first phase of the **Bee Network Cycle Hire scheme** was operational with bikes

available along Oxford Road, and Piccadilly Station to Fallowfield. Docking stations in this phase were deployed in January 2022.



Action 2.5 Strategic Transport Infrastructure

In November 2021, the Greater Manchester Streets for All Strategy was approved by Manchester City Council’s Executive Committee. The purpose of the strategy is to set out Greater Manchester’s progressive approach to managing our streets and making them easier to access and get around by all.

In February 2022, a draft annual progress report for the Greater Manchester Transport Strategy 2040 was published. The report reflects key developments during 2021, setting out delivery priorities for the year ahead as well as update on progress in delivering the Greater Manchester Transport Strategy and Five-Year Transport Delivery Plan 2021-26.

GM Cycle Hire Scheme

The scheme is being rolled out across the GM region and Beryl – nationwide UK shared mobility provider - was chosen as the preferred supplier. Between November 2021 and January 2022 work was undertaken with TfGM and Beryl to approve the locations for **35 docking stations** along the Oxford Road Corridor.

Electric Vehicle Charging Infrastructure

The Council continues to work with TfGM on rolling out Electric Vehicle charging infrastructure as funding becomes available, including through the Government’s On-Street Residential ChargePoint Scheme.

Greater Manchester Clean Air Plan



The Government instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO₂) levels following the Secretary of State issuing a direction under the Environment Act 1995.

The 10 Greater Manchester local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) are working together to develop a Clean Air Plan to tackle NO₂ exceedances at the roadside, known as the Greater Manchester Clean Air Plan. The Plan is a package of measures to deliver NO₂ reductions to within legal limits within the shortest possible time and by 2026 at the latest. Development of the Plan is underway in consultation with Government.

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Action 2.6 City Centre Transport Strategy

The Council secured funding to support key sustainable transport schemes across Manchester, including Metrolink, bus priority corridors, walking and cycling infrastructure. This funding forms part of the wider bid in collaboration with other Greater Manchester Local Authorities to secure

£1.07bn in capital funding for transport infrastructure in Greater Manchester (GM) as part of the GM City Region Sustainable Transport Settlement.

Transport for Greater Manchester (TfGM) is working to measure carbon reduction benefits expected through the delivery of active travel targets set out in the City Centre Transport Strategy.

Action 2.7 Aviation Emissions

Manchester Airport Group (MAG) was listed as one of **300 companies that achieved the greatest reduction in its greenhouse gas emissions** between 2014 – 2019 by the [Financial Times Europe Climate Leaders](#). This takes account of Scope 1 and Scope 2 emissions (those directly produced by the organisation and those produced in generating the energy used by the organisation).



In December 2021, MAG shared a report with [Environment and Climate Change Scrutiny Committee](#) to give an overview of the relationship between aviation and the city's carbon emissions. It sets out how aviation-related emissions need to form part of a nationally agreed carbon budget for aviation, which should be compatible with the Paris Agreement, rather than being accounted for directly in the city's own carbon budget.

The Airport has been working hard to reduce the ground-based carbon impact of their activities, as well as the work that the wider Group is doing to ensure that the UK aviation sector achieves net zero emissions by 2050.

Action 2.8 Sustainable Travel Incentives

Promotion of staff travel incentives are a regular feature in staff communications, including discounted and flexible public transport tickets and the Council's Cycle to Work scheme. Cycle September was promoted and prizes from TfGM were on offer for staff.

124 applications totalling almost £160,000 were paid out during 2021-22 via the Cycle to Work scheme. This figure shows a continuous uptake and interest in active travel amongst staff. The average payment was **£1,285**.

Reducing Consumption-based Emissions (Workstream 3):

Action 3.1 Sustainable Procurement

The Council introduced a **10%** environmental weighting taking the total social value weighting to 30%. During 2021-22, following a successful trial, this became a standard requirement for all new tenders except in exceptional circumstances.

This additional 10% weighting asks suppliers to **highlight how they are supporting the city's zero carbon ambition** and what steps they are taking to incorporate environmentally friendly practices.

The Integrated Commissioning and Procurement (IC&P) team has worked with commissioners and contract leads across the council to support the implementation of the new weighting and has provided additional guidance and training to enable staff to assess tenders.

Action 3.2 Tyndall Centre Report on Manchester's consumption emissions

A key recommendation from the Tyndall Centre for Climate Change Research into the City's consumption emissions relates to estimating emissions associated with particular goods and services and taking steps to reduce them. The IC&P team has been working with key stakeholders, including Core Cities to establish how best to approach this challenge and identify solutions for capturing this data.

Work is being carried out with specific teams within the Council, such as Highways and ICT to identify areas where carbon emissions can be monitored, and further efficiencies made.

Additionally, the Council has been working to develop **a range of supplier toolkits** to encourage and support zero carbon practices across our supplier chain.

Action 3.3 Single Use Plastics (MCC Operational Estates & Markets)

The Council has pledged to take action to **reduce avoidable Single Use Plastics (SUPs) by 2024** in line with the Plastic Free Greater Manchester Pledge. To achieve this, a new **Sustainability Project Manager** was appointed to develop and deliver an action plan to reduce avoidable SUPs on Council land and to implement a strategy for influencing external partners.

New UK Government legislation introduced in October 2020, banned the use of specific SUPs (straws, cotton buds, drinks stirrers) across all Retail and Wholesale Markets, which has been incorporated into our trader licensing agreements. Whilst it is the Traders responsibility to comply with the legislation, the Markets team has been reminding all traders of the requirements set out in the legislation, which was particularly important this year on the return to 'business as usual' post COVID-19 restrictions.

In February 2022, a new Waste pilot project began to review how the supply and demand of wheellie bins can be improved to reduce plastic waste. This involved a trial with the supplier **to recycle the plastic from old bins as content for the new bins**. Findings of the trial will be provided in 2022-23.

Action 3.4 Citywide Supplier Toolkit

A Supplier Toolkit '[Social Value and Environment Guidance for Suppliers and Bidders for Council Contract Opportunities](#)' has been published on MCC's website, with an opportunity for the wider public to provide feedback.

The Toolkit, developed by the Council's IC&P team with support from the Business Growth Company aims to support suppliers, particularly SMEs to respond to the **10% environmental weighting**. The Toolkit has been shared with Procurement and Commissioning Leads across Greater Manchester to share knowledge and best practice.

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Action 3.5 Single Use Plastics (licensing and events)

In 2021/22, large scale events were able to recommence following COVID-19 restriction easing.

During the COVID-19 lockdown period, research was undertaken to identify how Council events could be made more sustainable. Two key focus areas were identified:

- 1) Single Use Plastic reduction across cold drinks cups, and
- 2) Using alternative power supply for events to avoid diesel generators.

In October 2021, a [Reusable Cups Guide](#) was launched for event organisers as a result.



In January 2022, an initial scoping project began to identify need and outline specification for improving access to grid power for live events. The study looks at **3 parks sites** and approximately **10 city centre sites**. As a pilot project in 2021, the Council worked with the Manchester International Festival (MIF) to install access to grid power from the National Football Museum to **remove the need for diesel generators to power stages and cabins** for its Festival Square. This new power source will feed into the power improvement project.

Action 3.6 A Sustainable Food System

In January 2022, The Manchester Food Board (MFB) produced an action plan to better align with the Our Manchester principles and include a key objective to “*Reduce environmental impacts throughout the food system with a focus on food waste and a shift to more ecological practices*”. **The MFB is chaired by Councillor Rawlins, Executive Member for Environment & Transport.**

The Council’s Food Response Team is working with the MFB to assist with the delivery of the action plan. There is also ongoing engagement with Greater Manchester Food Operations Group to ensure best practice and regional resources are being shared.

Ongoing engagement between the MFB secretariat, FoodSync, the Manchester Climate Change Agency and the Council’s Zero Carbon team is underway to better understand the priorities of the Manchester Food Board and how the Council can support these priorities.

Climate Change Adaptation and Carbon Sequestration (Workstream 4)

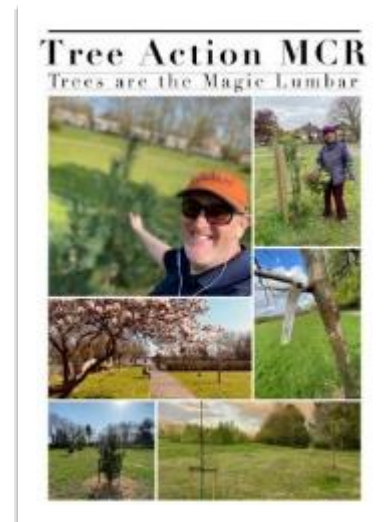
Action 4.1 Manchester Tree Action Plan

In total, **7021 trees** were planted across the City on known schemes, including **2620** hedge trees and **8 Community orchards**.

Watering programmes continued throughout to protect the trees planted to date. Five new Tree Preservation Orders (TPOs) were also declared in 2021, taking the overall number to **404**.

Over the course of the year, the Council's tree officers have continuously liaised with Neighbourhood teams' Climate Change officers, Ward Councillors and community representatives to understand local needs and priorities.

In 2021, significant work was undertaken to develop a new fundamental appraisal of the City's tree resource. This work will shape the development of the new Tree and Woodland Action Plan in 2022 and will draw on information from the Managing Manchester's Trees and Tree Opportunity mapping work.



Action 4.2 Embedding Nature Based Solutions

Work to embed nature-based solutions (NBS) for flood resilience in open spaces, highways and new developments across the city continued in 2020/21.

Mayfield – In 2021, work began on site at the Mayfield mixed use development. As part of the landscape led approach, the **six-acre public park** on the outskirts of the city centre was one of the first elements to begin. It includes the **historic "daylighting" of a 400 metre stretch of the River Medlock**, making this part of the river visible again for the first time in nearly 100 years. The Park is scheduled to open to the public in September 2022.

West Gorton Community Park – Since its opening in July 2020, West Gorton Community Park (the 'sponge park') has **won several awards**, including a Landscape Institute Award for Excellence in Flood and Water Management. Multiple activities have been organised on site by regeneration charity Groundwork Greater Manchester to help the development of a Friends group.



Our Rivers, Our City vision – In September 2021, MCC commissioned the River Valley Strategy (funded by the EU Horizon 2020 GrowGreen project). This comprehensive study sets out the importance of the Rivers Irk, Mersey and Medlock to the City, especially in terms of maximising their flood mitigation potential.



Resilient River Valleys Programme – Led by Groundwork Greater Manchester, this ambitious two-year, **£1m** programme will focus on delivering nature-based solutions to enhance the climate resilience of our river valleys. It will help improve access to, along and across our river valleys for people and nature. This will be achieved using sustainable management and new employment and training opportunities.

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Implementation Plan for the Green & Blue Infrastructure Strategy – The updated plan was shared with [Environment & Climate Change Scrutiny Committee](#) in March 2022. The plan includes over **£150m** worth of expected environmental improvements that will support the Our Manchester Vision over the coming five years. This work will shape climate resilience and environment policy within the Local Plan that is currently in development.

Action 4.3 Tree Opportunity Mapping

Using detailed data sets, the Council City Policy Team was able to deliver **ward level insight into tree capacity**, identifying where and how tree canopy can be increased effectively, sustainably, and appropriately.

Capacity mapping will help steer new local campaigns for tree planting and will help address environmental inequalities, allowing better prioritisation.

Further work will be undertaken in 2022-23, investigating efficiency and effectiveness of management systems and processes across the City's treescape.

Action 4.4 Maximising Council Contribution to the Northern Forest

£148,000 of funding was secured by the Council working with City of Trees for additional tree planting via the Department for Environment Food and Rural Affairs (DEFRA) Urban Tree Challenge Fund.

Tree Action – the 2021/22 planting season marked the second year of the Council's **£1m** tree planting programme. All wards have been surveyed for the new street tree planting.

Four new community orchards were planted with community support and training delivered by The Orchard Project in Delamere Park (Openshaw), Platt Fields Park (Fallowfield), Mersey Bank Fields (Chorlton) and Kenworthy Wood (Northenden).

Manchester saw three events take place as part of the **Queen's Green Canopy** - a unique tree planting initiative created to mark Her Majesty's Platinum Jubilee in 2022 which invites people from across the United Kingdom to "Plant a Tree for the Jubilee". Further details of these events are included below.



Oak Trees being planted to form a brand-new feature avenue at the Heaton park in December 2021. The event was attended by Councillor Tracey Rawlins and the Deputy Lieutenants of Greater Manchester. This also formed part of the Tree Action MCR programme.

Planting of a Covid Beacon Oak Tree took place in Fog Lane Park, Didsbury, as a living legacy for all those lost and affected by the Covid 19 pandemic. This event, held in December 2021, was attended by Friends of Fog Lane Park, green champions from St Cuthbert's Primary School and Council staff. Further Covid Beacon trees have been planted in Manchester parks and cemeteries as a legacy of the pandemic.



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An Oak Tree has been planted in Wythenshawe Park in March 2022. This event was attended by the Lord Mayor and Lady Mayoress, Councillor Tracey Rawlins and Councillor Rabnawaz Akbar.

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Catalysing Change (Workstream 5):

Action 5.1 Carbon Literacy

During 2021-22, the rollout of Carbon Literacy training for staff and elected members continued through virtual learning sessions.

In the first quarter of 2021, a data cleanse was performed to ensure that the Council still meets the requirements for **Silver** accreditation, following the uptake of a Voluntary Redundancy and Voluntary Early Retirement offer in 2020-21. While the overall number of certified staff reduced by 163, we were still above the Silver accreditation threshold of 15% of the workforce certified.

In January 2022, Carbon Literacy training was made **mandatory** for all staff resulting in increased levels of engagement. Between March 2021 and April 2022;

- **1,279 Council staff** (including Northwards Housing staff) and
- **54 elected members** were certified carbon literate.

In addition, the Council's Carbon Literacy trainer trained **57 members of staff from Greenwich Leisure Limited and Manchester Active**, which supports the Council's ambition to achieve Gold accreditation.

The Culture and Events team were the first team within the Council to undertake a **bespoke Carbon Literacy training programme**, delivered by Julie's Bicycle, a not-for-profit sustainability organisation who work with the culture sector to act on the climate change. Officers who attended the training gained additional skills to support external partners from the sector.

As part of the 2022-23 Council budget setting, **additional resource will be available to oversee delivery of the Carbon Literacy training across the Council**. This will include proactively engaging with services to deliver training and commissioning external providers to develop training programmes tailored to needs of individual services.

Action 5.2 Environmental Weighting in Procurement

See update for action 3.1.

Action 5.3 Embedding Carbon in Decision-Making

This action has been built into **the core workstream of Future Shape of the Council as a key area**, embedding zero-carbon ambition into a full range of decision-making structures. Scope of this work was developed further in Q2 with aim to be delivered over the next 2 years, and will focus on the following areas:

- Adding **zero carbon as a priority to the internal Service Plan 2022-23 template**, which will help to understand what action is already taking place within individual services.
- Carrying out a skills audit across directorates to assess the need for more bespoke climate change training.
- Further work on monitoring the benefit of climate actions in decision-making, for example measuring and assessing the carbon impact across our capital programmes and monitoring supplier commitments through the revised procurement process.
- Further research into carbon pricing tools to help calculate the value of carbon reduction and environmental measures.

As part of the Council's 2022-23 budget setting, **£800,000 was secured** to provide additional resources to support delivery of the Climate Change Action Plan. **The added capacity will focus on 6 key areas:**

- Housing Investment & Retrofit

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- Energy and Infrastructure Support
- Procurement
- City Policy Zero Carbon team
- Sustainable Staff Travel
- Carbon Literacy

In February 2022, Manchester City Council commissioned Julie's Bicycle to develop a **Zero Carbon Culture Guide**.

Staff from the Culture and Events teams took part in a **bespoke Carbon Literacy training programme** delivered by Julie's Bicycle and designed to equip staff with further knowledge to further support the arts and culture sector in reaching Manchester's Zero Carbon 2038 target

The Guide was produced in line with the principles from the Manchester Climate Change Framework. It outlines the Council's expectations for grant funded recipients, and the new funding agreement requirements, in preparation for the upcoming funding programmes in 2023.



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport. The Museum building is also part of the Council Estates Retrofit Programme.

Action 5.4 Community Engagement

Three Neighbourhood Climate Change Officers

were appointed in early 2021 to engage with communities to raise awareness of climate change and encourage local action.

All of Manchester's **32 wards now have a climate change action plan**. These were developed through a series of engagement events including:

- Ward Climate Summits,
- Climate Emergency events held in Burnage, Whalley Range, and Wythenshawe
- A Creative Climate Resilience Community Pageant in Newton Heath



A Climate Youth Network was also established to further engage with residents in Old Moat and Withington. Promotional materials and a communications plan have been developed to provide as a resource to share good practice and stories across the wards.

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In May 2021, a zero-carbon community engagement programme ‘**In Our Nature**’ launched. The programme engaged residents across **6 pilot neighbourhoods** – Hulme, Levenshulme, Moss Side, Newton Heath and Miles Platting, the Northern Quarter, and Rusholme – to drive local climate change activity. The programme was facilitated in partnership with Manchester Climate Change Agency, Manchester City Council, Hubbub, Amity, the Tyndall Centre for Climate Change Research and Commonplace.



In Summer 2021, **Manchester’s first ever Community Assembly on climate change was held** as part of the In Our Nature programme. Over **100** Manchester residents came together over 7 weeks to learn about climate action on a city level from a panel of experts to enable them to debate and vote on actions for a “**Citizens Mandate on Climate Action**” for Manchester. This was presented to Manchester City Council before being taken to COP26 in November 2021.

Action 5.5 Citywide Communications Campaign

Climate related content across the Council’s social media channels, local media and internal communications has increased. Activities across all five workstreams have been highlighted, with particular focus on COP26, the Civic Quarter Heat Network, Carbon Literacy training, and community engagement.

The communications **team regularly engage with the Deputy Chief Executive, the Executive Member for Environment and Transport**, and the Zero Carbon team to discuss external and internal communication opportunities and shine the light on the positive news stories.

Work was complete to develop a new, coherent structure for content on the Zero Carbon pages of the Council’s website. The promotion of neighbourhood community engagement events and activities across the city as well as information on how residents can get involved in local climate action has been added. The pages also contain information such as quarterly progress reports, information on Green Skills and contact details for the Climate Change Neighbourhood Officers.

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As part of preparations for COP26, [a film](#) was created to highlight Manchester's journey to Net Zero. The film summarises the actions delivered across the five workstreams.

In January 2022, **two Elected Member Learning Sessions** were delivered in on the Council's Climate Change Action Plan. The aim of these sessions was to provide members with the opportunity to familiarise themselves with climate actions across the Council and gain

the confidence to discuss climate related issues in their wards. These were held in consultation with the Executive Member for Environment and Transport.

Action 5.6 Funding Manchester Climate Change Agency

The Council continues to support the Manchester Climate Change Agency (MCCA) through funding for staff and day to day operational budget.

During the year the Agency's staff increased to **eight** which included the appointment of **four new roles**:

- Director
- Two x Deputy Directors
- Policy & Strategy Lead

The Council's funding has helped to mobilise activity within the Agency and unlock further contributions from across the Manchester Climate Change Partnership (MCCP).

A key priority for the Agency is to undertake a refresh of the Manchester Climate Change Framework, which is due to be published in Autumn 2022. **Council funding to continue to support the Agency** has been approved for 2022-23.

Action 5.7 Influencing Manchester Stakeholders

Manchester Climate Change Partnership (MCCP)

In May 2021, a progress and priorities update on the Manchester Climate Change Framework was presented to the [Environment & Climate Change Scrutiny Committee](#). The update outlines the ambition for wider engagement with Manchester organisations and proposals to expand the Partnership. **The Council continues to be represented at the Partnership Board by the Deputy Chief Executive and Executive Member for Environment and Transport.**

In July 2021, **MCCP formally endorsed and adopted a Net Zero Carbon New Build Policy**, which proposes a zero-carbon standard for all new buildings in the city from 2023. The Partnership continue to engage with those involved in commissioning new buildings in the Manchester to further refine this proposal, with the next steps to be included in the refreshed Manchester Climate Change Framework 2022-25.

In February 2022, an update on the refresh of the Manchester Climate Change Framework 2022-25 went to the [Environment & Climate Change Scrutiny Committee](#).

In 2021, **Manchester Airport Group became a member of MCCP**. Manchester Airport Group continue to work on reducing aviation emissions through their engagement with UK Government and other cities with airports.

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Action 5.8 Supporting Schools with Climate Change

Between March 2021 and April 2022, series of meetings took place between the Council's Education Team and key stakeholders across Manchester schools to discuss their circumstances and challenges around reducing operational emissions.

Information gathered from these meetings informed planning for the **Bee Green Education Summit** which takes place in June 2022. The Summit provides the opportunity for headteachers, facilities management and governors to gain advice and support to decarbonise their estates.



Action 5.9 Influencing Greater Manchester Stakeholders

The Council continues to push the Greater Manchester Pension Fund (GMPF) to divest from fossil fuels. Further lobbying on fossil fuel divestment has taken place via the Executive Member for Environment and Transport and at officer level.

To take steps towards carbon neutrality, GMPF made a joint commitment with other UK and Nordic pension funds to spend **£95.4bn** on clean energy and climate investments by 2030.

Council officers and the Executive Member for Environment and Transport regularly engage with the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) through attendance at meetings throughout the year. **The Council actively engage with a wide range of other Greater Manchester stakeholders** at notable meetings such as:



- Green City Region Partnership
- Greater Manchester Green City Board
- Greater Manchester Climate Emergency and 5 Year Environmental Plan Liaison
- Decarbonising of the Public Estate
- Directors of Place

Officers use these engagements as an opportunity to share best practice, identify synergies and maximise opportunities for the city.

Action 5.10 COP26 in Glasgow 2021

In the lead up to COP26, Manchester City Council was involved in various projects.

One of the most significant being a **collaboration with Core Cities UK, the London Councils, Connected Places Catapult, and UK Cities Climate Investment Commission (UKCCIC)**. The initiative provided a platform to discuss and understand the scale of investment needed to deliver a zero-carbon ambition across the UK's largest cities, as well as associated barriers and challenges. Outcomes of this work have shown that an estimated **£206 billion of investment is needed** to deliver low carbon ambitions across the pilot cities. These findings, along with green investment proposals, were presented at COP26 in a [detailed UKCCIC report](#).



Manchester City Council was represented at COP26 by the Executive Member for Environment and Transport, who also attended supporting events such as the **Glasgow Declaration on Food and Climate** and the **Edinburgh Declaration on Biodiversity**.

Both declarations have been signed and officers are exploring how the principles of these declarations can be embedded into the Climate Change Action Plan 2020-25, as well as wider city activity, for example through the partnership with the Manchester Food Board.

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A Manchester “**Citizens Mandate on Climate Action**” developed as part of the Community Assemblies (see action 5.4) was presented in person by a representative from Envirolution with a video summarising the events held and the purpose of the manifesto.

Action 5.10 is now complete and the learnings from COP26 will be reviewed to inform the development of next steps.

Action 5.11 International Networks

Learning from other cities and positioning Manchester as a key player on climate change continues through the Council’s involvement in recognised networks and leading European partnership projects.

Manchester is one of **10,434** city signatories to **the Covenant of Mayors**. The initiative brings together local governments who are voluntarily committed to implementing European Union climate and energy objectives. It draws on worldwide multi-stakeholder networks with technical and methodological support.

The Council is also a long-standing member of **Eurocities**, the leading network of major European cities.

The Council continued to participate in two **European Commission funded URBACT projects**:

- **Zero Carbon Cities** - a **£688,000** 3-year project, leading **six European cities** to adopt science-based targets to support their transition to zero carbon.
 - **£330,000** of the budget is allocated to Manchester. This has enabled the commissioning of Anthesis – a consulting group who supported the Council and Manchester Climate Change Agency in carrying out a refresh of the Manchester Climate Change Framework. Funding has also supported the development of Manchester’s Implementation Plan, which resulted in a series of community workshops delivered in collaboration with Envirolution.
- **C-Change** - a **£650,000** project working with five European cities to drive positive climate action through the culture sector.
 - **£263,000** of the budget is allocated to Manchester. This has funded consultancy from Julie’s Bicycle to support the development of the Zero Carbon Culture Guide, which offers advice to cultural organisations on how to reduce their carbon emissions. (See action 5.3).
 - In Manchester, the project built on capacity for Manchester Arts Sustainability Team (MAST), **delivered tailored carbon literacy training to sector and produced a series of climate engaged arts** via a series of pilot action programmes
 - The C-Change project completed in April 2021, with a final networking event that was held virtually and saw **120 participants** from across all partner cities, sharing their project achievements and learnings.



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Action 5.12 Green Skills

Throughout the year, the Work and Skills team has continued **to deliver awareness raising campaigns** within schools to promote green skills, jobs and opportunities to pupils and careers advisers.

A refresh of the Work and Skills Strategy is underway. This will see green skills outlined as a key priority with several key actions outlined in a Green Skills Action Plan. Skills relating to building retrofit has been identified as a primary area of focus in engagement with the Local Green Skills Partnership Group and the Greater Manchester Combined Authority. As part of the strategy refresh, work will be focused on developing a tangible work programme with clear milestones alongside key performance indicators.





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Press Coverage 2021-22

Topic		Date	Link
Active Travel	Fallowfield Loop	Jul-21	Place North West: Final consultation on future of Fallowfield Loop 
	City Centre and Oxford Road	Nov-21	MEN: New 24/7 hire scheme offering electric bikes launches on Oxford Road 
			Manchester Evening News: Is this the 'proper square' the Northern Quarter has been missing? New plans for pedestrianisation released 
	E-Cargo Bikes	Jan-22	Manchester World: New electric cargo bikes launch in Manchester to 'offer alternative to cars'  MEN: All the details over Manchester's new e-bike hire scheme 
Wythenshawe	Feb-22	MEN: How £1.5m will change Wythenshawe Park's cycle hub development 	
Civic Quarter Heat Network	Tower of Lights	Oct-21	The Manc: Manchester's new Tower of Light has officially been lit up - and this is why  Manchester World: What is Manchester's new Tower of Light 
Green and Blue Infrastructure	Our Rives, Our City Strategy	Jul-21	About Manchester: A new strategy to revitalise Manchester's river valleys launched 
	Mayfield Park	Sep-21	MEN: New images show one of Manchester's founding rivers will be brought back to life at Mayfield Park. 

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		Jan-22	About Manchester, a new green lung for Manchester city centre Manchester World: First look at Manchester's new city centre playpark at Mayfield – with a 60ft see-through slide over the river	
Low Carbon Homes	Manchester Net Zero Carbon New Build Policy	Aug-21	Manchester's Finest: Manchester to adopt Net Zero Carbon for ALL new Manchester buildings? Place North West: Manchester considers net zero new build rule by 2023	
	New social housing Newton Heath and Blakely	Jun-21 Sep-21	MEN: A new estate of affordable homes is being planned for Newton Heath Place North West Manchester tables Newton Heath proposals	
Large Scale Renewable Energy Generation		Oct-21	Business Live: Manchester eyes £30m solar farm buy to help fight climate change Insider: Council considers renewable energy options	
Sustainable Culture and Events	Sustainable Events	Oct-21	Festival Insight: Vision: 2025 Call for Sustainable Return for Events at The Showman's Show	
	Zero Carbon Culture Guide	Feb-22	Energy Live News: Mancunians eye a greener encore	
Budget and Investment		Feb-22	Environmental Journal: Manchester City Council confirms £200m funding package to help tackle climate change MEN: Council spends £200m on tackling climate change	

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RAG Rating at a Glance:

The tables below show the overall progress of each action within the CCAP 2020-25, along with a deadline and emissions saving target, if applicable. The progress against the target and/or deadline is shown using the RAG rating with Green

Workstream 1: Buildings & Energy

Action number	RAG rating	Action Summary	Deadline	Annual tCO ₂ Saving Target
Council				
1.1	Green	MCC Estates carbon reduction programme	March 2025	4,800
1.2	Grey	Manchester Build Standard	December 2020	
1.3	Grey	Buildings and Energy Strategy	April 2020	
1.4	Grey	Large scale renewable energy generation	December 2020	7,000
1.5	Grey	LED street lighting	December 2020	220
1.6	Grey	Civic Quarter Heat Network – in operation	2021	1,600
	Green	Town Hall to connect	2023/24	
City				
1.7	Grey	Housing stock condition survey	2021	
1.8	Yellow	Northwards Housing	Ongoing	
1.9	Yellow	Commercial and non-domestic buildings	Ongoing	
1.10	Grey	Local Area Energy Plan for Manchester	April 2020	
1.11	Yellow	Leasing and disposing of Council buildings	April 2020 and ongoing	
1.12	Green	Manchester Local Plan	2023	
1.13	Green	Partnerships e.g., UKGBC	Ongoing	

Workstream 2: Travel & Transport

Action number	RAG rating	Action Summary	Deadline	Annual tCO ₂ Saving Target
Council				
2.1	Grey	Electric refuse collection vehicles	March 2021	900

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2.2		Replace operational fleet with EVs	Ongoing	400
2.3		Travel policy for staff and members	April 2020	100
City				
2.4		Cycling and walking networks	Ongoing	
2.5		Greater Manchester Transport Strategy 2040	Ongoing	
2.6		City Centre Transport Strategy	2020 and ongoing	
2.7		Aviation emissions and Manchester airport	Ongoing	
2.8		Sustainable travel incentives	Ongoing	

Workstream 3: Sustainable Consumption

Action number	RAG rating	Action Summary	Deadline	Annual tCO ₂ Saving Target
Council				
3.1		10% environmental weighting in procurement	April 2020	
3.2		Tyndall Centre findings on consumption emissions	December 2020	
3.3.		Eliminate single use plastics in estates and markets	2024	
City				
3.4		Supplier toolkit	December 2020	
3.5		Single use plastics in licensed activities	Ongoing	
3.6		Manchester Food Board priorities	Ongoing	

Workstream 4: Adaptation & Sequestration

Action number	RAG rating	Action Summary	Deadline	Annual tCO ₂ Saving Target
Council				
4.1		Plant 1,000 trees 1,000 hedge trees 4 orchards pa	Ongoing	
4.2		West Gorton 'sponge park'	Ongoing	
City				
4.3		Tree opportunity mapping assessment	December 2020	

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4.4		Funding for beacon trees	March 2021	
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Workstream 5: Catalysing Change

Action number	RAG rating	Action Summary	Deadline	Annual CO ₂ Saving Target
Council				
5.1		Carbon literacy	2025	
5.2		10% environmental weighting in procurement	April 2020	
5.3		Carbon accounting in decision making	Ongoing	
City				
5.4		Ward Plans	April 2020	
		Community engagement	Ongoing	
5.5		Citywide communications strategy	April 2020	
5.6		Fund Manchester Climate Change Agency	April 2020	
5.7		Support Manchester Climate Change Partnership	December 2020 and ongoing	
5.8		Large scale event with schools	June 2020*	
5.9		Influence GM stakeholders to decarbonise	Ongoing	
5.10		Play a part in COP26	November 2020	
5.11		International networks and projects	Ongoing	
5.12		Green Skills Plan	September 2020**	
				15,020

* School event delayed due to Covid19 and taking place in July 2022

** Green Skills Plan delayed due to Covid19 and due to be completed in September 2022

Key:

Working to target
Work in progress
Not started / Missed critical milestones
Complete

**Manchester City Council
Report for Resolution**

Report to: Executive – 14 September 2022

Subject: Moving Traffic Offences Enforcement Overview Report

Report of: Strategic Director Neighbourhoods
Head of Network Management - Highways

Summary

The lack of enforcement of moving traffic offences can lead to increases in road congestion, increases in road traffic accidents, increases in journey times for public transport and emergency service vehicles and reductions in air quality, through an increase in transport related emissions.

It is proposed that civil enforcement will begin at 7 sites that have been selected following an assessment of 15 sites identified by GMP, TfGM and the MCC Neighbourhood teams. Further enforcement locations can subsequently be introduced should there be issues with drivers committing offences. Consideration is being given to the practicality of enforcing parking offences around schools as a likely future development.

Recommendations

That the Executive:

1. Agree that the Director of Highways undertake all steps outlined in the report at 7.1 (a) to (f) in advance of the Council applying to the Secretary of State for powers under part 6 of the Traffic Management Act to undertake the enforcement of Highway Moving Traffic Offences and the designation of locations where enforcement will be undertaken;
2. Agree the seven locations identified in paragraph 6.2 for implementing civil enforcement of certain moving traffic and parking contraventions, including the enforcement of yellow box junctions, and restrictions on direction of travel and turning movements;
3. Agree that the Director of Highways undertake a minimum six-week public consultation on the detail of planned civil enforcement of moving traffic contraventions, including the types of restrictions to be enforced and the location(s) in question across the seven identified sites;
4. Agree that the Director of Highways then submit the necessary application for a Designation Order to the Secretary of State for Transport;
5. Note that the Director of Highways, under delegated powers, will also be required to undertake all of the steps set out in paragraph 7.1 (a) –(f) of the

report in respect of any new enforcement locations in the future without the need to seek further approval from the Secretary of State.

Wards Affected: Potentially all wards as this report seeks comments on the designation of the moving traffic enforcement powers within the existing civil enforcement area.

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
The proposal seeks to support public transport and reduce congestion which will potentially have a positive impact on air quality at the enforcement locations

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
An assessment has been undertaken for the proposal in general. In summary no negative impacts were identified as a result of this proposal. Positive impacts were identified in terms of reducing congestion, promoting active and public transport travel, improving air quality and supporting local transport policies.
It is important to note that sites for Part 6 enforcement will be selected and enforced against the existing Traffic Regulation Orders and maintain the existing exemptions (where they apply) for those with a right of access/exemption. It is only the style of enforcement is changing, not the restriction itself. Therefore, there are not considered to be any new implications as a result of this decision.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Significantly support public transport in the city centre helps economic opportunities
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The economic success of the city is supported by having an efficient public transport system
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Having a more reliable public transport system helps accessibility for all communities
A liveable and low carbon city: a destination of choice to live, visit, work	Reducing congestion potentially improves air quality
A connected city: world class infrastructure and connectivity to drive growth	Having an improved public transport service is part of having world class infrastructure

Equal Opportunities Policy Consequences

None

Risk Management Consequences

See the risk section in the report

Financial Consequences – Revenue

Initial funding of £100k was approved to fund feasibility in order to establish the proposals and review sites, this has been funded from the Parking Reserve. Currently £35k of the approved budget has been spent, the remaining £65k will be used to fund the required TRO revisions and signing and lining.

Once operational, there will be additional revenue costs and this will include staffing costs, camera maintenance and other running costs associated with the issuance of penalty charge notices, the costs are dependent on volumes of offences. Initial analysis of other enforcement schemes indicates that sufficient income is generated that will cover all operational costs. In the event of any surplus being made, this is required to be ring fenced as per the Traffic Management Act and this can be used for

- making good the general fund of any enforcement related deficit in previous 4 years
- highways improvement projects
- public passenger transport services

For indicative purposes only, Bus Lane enforcement operational costs are c£1.1m with penalty charge notice volumes at 175,000.

Financial Consequences – Capital

Following on from the initial feasibility work and identification of the 7 sites detailed in 6.2, this will require c15 cameras. Indications are that this will cost c£0.525m, although will only be confirmed once the Council has undertaken the procurement exercise for the contracts necessary to provide the CCTV cameras. Once costs are confirmed, this will be subject to the usual Council Capital approval processes. Any future replacement cameras will be funded from revenue generated from Moving Traffic Offences.

Legal Implications

The following Regulations came into effect on 31 May 2022;

- The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022
- The Civil Enforcement of Road Traffic Contraventions (Representations and Appeals) (England) Regulations 2022

These provide a single framework for the civil enforcement by local authorities of parking and waiting restrictions, bus lane restrictions and some moving traffic offences.

Under Part 8 of the Traffic Management Act 2004 local authorities with existing civil parking enforcement powers may be granted moving traffic enforcement powers. The area covered by a moving traffic Designation Order may only be within, or co-extensive with, the geographic area already designated as a civil enforcement area for parking contraventions.

If a decision is made to implement these proposals, it should not give rise to any legal implications as the Council only seeks approval for designation of the moving traffic enforcement powers within the existing civil enforcement area.

The surplus income from any penalty charge payments received from bus lane or any moving traffic enforcement must only be used in accordance with regulation 31 of The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022.

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Background documents (available for public inspection):

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

None

1.0 Introduction

- 1.1 The proposals in this report have been brought forward as a result of changes in legislation that allows local authorities to enforce moving traffic offences. Such offences as blocking yellow boxes cause considerable delays to public transport and creates congestion. Dealing with inconsiderate driving will support public transport (especially Metrolink) and potentially improve air quality. This report outlines the proposals to introduce enforcement in Manchester.

2.0 Background

- 2.1 The Government has committed to make the moving traffic enforcement powers, under Part 6 of the Traffic Management Act (TMA) 2004, available to local authorities outside London. The regulations giving effect to these powers were laid in Parliament on 27th January and came into effect on 31 May 2022. In making these powers available, the legislative opportunity has also been taken to consolidate, under the 2004 Act, the existing civil enforcement regimes for bus lane contraventions (outside London currently under 2005 regulations made under the Transport Act 2000) together with parking contraventions (England-wide currently under 2007 regulations made under the 2004 Act).
- 2.2 These powers enable the Manchester City Council as the highway authority to enforce certain moving vehicle offences such as no entry, yellow boxes, banned turns, traffic restrictions and environmental weight limits. Full details of what these specific restrictions can be found at Appendix 1.
- 2.3 A Designation Order issued by the Secretary of State for Transport will apply within the existing civil enforcement area and will allow for the enforcement of moving traffic offences by the Council. Its purpose is to enable authorities to manage specific problem areas through Automatic Number Plate Recognition camera enforcement (similar to the bus lanes) with the fines being retained by the authority to cover the maintenance, management and enforcement costs.

3.0 Benefits of Enforcement

- 3.1 The list of benefits of enforcement of moving traffic offences include:
- Improved pedestrian and cyclist safety, supporting modal shift to sustainable transport options
 - Reduced highway congestion
 - Improved journey times for public transport and emergency service vehicles
 - Improved air quality, reduction in transport related emissions contributing to carbon net zero targets
 - Reallocation and saving of police time

4.0 Changes in Enforcement Powers

- 4.1 The Traffic Management Act Part 6 now permits local authorities to take on civil enforcement of certain moving traffic and parking contraventions by decriminalising the offences. This in effect allows the transfer of enforcement responsibility from the Police to the Council for certain offences. It includes enforcement of yellow box junctions, and restrictions on direction of travel and turning movements. They do not include speeding offences, red light violations and cycling on the pavement which remain a matter for the Police.
- 4.2 Enforcement by CCTV cameras has proven to improve levels of compliance with road traffic regulations, reducing congestion and improving road safety.

5.0 Initial Implementation Programme

- 5.1 The current outline programme is: -
- Key Decision published – 1 July 2022 - complete
 - Economy Scrutiny 21 July 2022 - complete
 - Consider scrutiny committee comments - 22 July to 29 July 2022 - complete
 - Executive Report – 14 September 2022
 - Consultation – minimum 6-week period at a time – September/October
 - Consideration of any objections – 2 weeks - November
 - Apply for powers to DfT – November 2022
 - Gain DfT approval – May 2023
 - Implementation of 7 trial sites – May 2023 (warning letters issues to first time offenders initially) *
 - Review and consult with Exec member about any extension of enforcement – Autumn 2023

*The DfT have recently announced some changes to the timescales for Local authorities to apply for Enforcement of Moving Traffic Offence powers. The latest date to make the application has been brought forward to the 11th November 2022, with the DfT then expecting to lay the powers before Parliament in May 2023.

6.0 Initial Site Selection

- 6.1 An initial list of 15 enforcement sites was identified based on suggested problem areas provided by TfGM, the Neighbourhoods team and GMP. To ensure that the sites prioritised for enforcement are focused on the above benefits a shortlisting criterion has been developed. This weighed scores at each site based on a series of questions focusing on key routes, traffic flows, accident data, public transport routes, bee network routes, proximity to schools, and existing levels of compliance.
- 6.2 An assessment has been undertaken to determine the initial enforcement sites and using the priority scoring process it is suggested that the following 7 sites for implementing civil enforcement of certain moving traffic and parking

contraventions. This includes the enforcement of yellow box junctions, and restrictions on direction of travel and turning movements as provided for in Part 6 of the Traffic Management Act:

1. Stockport Road – Box junction/no right turn
2. Cheetham Hill Road / Elizabeth Street. (Near Manchester Fort, near the Lidl)
3. Ashton Old Road – Chancellor Lane – Fairfield Street (Pin Mill Brow) – yellow box
4. Princess Parkway – Palatine Road – Yellow box
5. Great Ancoats Street – Oldham Road – Oldham Street – Yellow box
6. Kirkmanshulme Lane / Mount Road – Compulsory Left Turn & Yellow box
7. Wilmslow Road / M56 jct 6 – Ahead Only

- 6.3 As part of the process, surveys have been carried out and the site conditions and any TROs have been checked for compliance. Alongside this process the consultation stage will commence and engagement with elected Members and all other stakeholders and further engagement with GMP will begin. Following on from this, the designation order application will be submitted, and implementation of camera infrastructure and back-office processes will begin.

7.0 Consultation

- 7.1 Before applying for a Designation Order, to grant to Manchester City Council powers under part 6 of the Traffic Management Act to undertake the enforcement of Highway Moving Traffic Offences, the Council must confirm to the Secretary of State that it has:
- a) Consulted the appropriate Chief Officer of Police;
 - b) Carried out a minimum six-week public consultation on the detail of planned civil enforcement of moving traffic contraventions (rather than whether people agree with the principle of moving traffic enforcement), including the types of restrictions to be enforced and the location(s) in question. This is intended to communicate the rationale for, and benefits of, moving traffic enforcement to residents and businesses, and allow them the opportunity to raise any concerns. There is no requirement for newspaper advertising. Local authorities should consider the full range of media available to them when communicating with the public. They should consider telling every household in the CEA when they propose changes - for example, to the operation of a scheme;
 - c) Considered all objections raised and has taken such steps the Council considers reasonable to resolve any disputes;
 - d) Carried out effective public communication and engagement as the Council considers appropriate, for example using local press and social media, and that this will continue up to the start of enforcement and for a reasonable period thereafter;
 - e) Ensured all moving traffic restrictions to be enforced will be underpinned by accurate TROs, where applicable, and indicated by lawful traffic signs and road markings. Local authorities are not required to audit all their

TROs and traffic signs; but instead, those that are directly related to the moving traffic restrictions to be enforced;

- f) Ensured all the relevant equipment has been certified by the Vehicle Certification Agency (VCA) specifically for moving traffic contraventions.

7.2 The Director of Highways (under his delegated powers) will also be required to carry out all the steps set out in a - f above in respect of any proposed new locations for enforcement in the future. However, it will not be necessary to seek further approval from the Secretary of State for additional enforcement locations in cases where the whole area has already been so designated.

7.3 A citywide consultation will be required to be undertaken on the 7 sites identified for enforcement. This will also be a wider consultation on the proposal of Manchester City Council undertaking moving traffic enforcement.

8.0 Operational Enforcement Plans

8.1 The Department for Transport (DfT) have confirmed that, Local Authorities taking up the new powers, must issue warning notices at each site over an initial six-month period. This applies to first offences only therefore any motorist contravening at the same site more than once within the warning notice period will receive a PCN

8.2 Enforcement will be carried out through ANPR cameras, and the processing of contraventions will be done by the parking service in the same way that bus lane enforcement is managed.

8.3 Members are asked to note that following the initial stages where 7 sites will be enforced, following a city-wide consultation period, any further sites can be added without a further city-wide consultation process. It is likely that further sites will be added where there are issues caused by poor driver behaviour.

8.4 Given the challenges in determining the number of offences that will be committed once enforcement begins, and what any 'drop off' rate in offences may be, it will be very challenging to accurately determine the 'back-office' resources required to manage this new area of work. As such it is proposed that we will undertake a staged approach to implantation, starting with a couple of locations and gradually increasing resources as more accurate data becomes available.

9.0 Economy Scrutiny Committee Comments

9.1 The MTO proposal was discussed at the Economy Scrutiny Committee on 21 July 2022. The committee members were very supportive of the proposals and asked for the trial period to be as short as possible and for the initial trial sites to be increased from 5 to 7. The highways service has accepted the recommendations which are included in this report.

10.0 Future Proposal – Enforcement of Parking on School Keep Clear Markings

- 10.1 When they are properly observed by drivers, School Keep Clear markings (SKCs) and other restrictions to manage parking, provide drivers and children clear visibility of the street outside their school and therefore help children to cross the road when it is safe to do so. However, SKCs outside or around schools are routinely ignored by some motorists who are setting down or collecting pupils
- 10.2 Camera enforcement can help prevent conflict and abuse of school staff, responsible parents and CEO's by inconsiderate motorists. It can also free up CEO resources, which can be redeployed to other sites. The instant, irrefutable evidence that a breach has taken place also saves substantial officer costs of investigating complaints against CEO enforced PCNs.
- 10.3 The Council trialled cameras at a school around 2 years ago and it proved to be partly successful, however the team were unable to issue any PCN's as drivers were aware that the camera was focused on the zigzags and so changed their behaviour and did not park there.
- 10.4 Once the technology and back-office processes have been tested and proven to be successful, and subject to Exec member approval, trials could begin (probably in spring 2023) of this type of enforcement after some sample sites have been identified through a prioritisation methodology.

11.0 Risks

- 11.1 There is a risk that some may view this enforcement as a tax on motorists but the powers to enforce are merely transferring from the police to the Council. These offences are completely avoidable and cause congestion and impact on public transport and the locations where enforcement will be carried out are the ones where it known that adverse behaviour occurs. There will also be an introductory period where warning notices will be provided to motorists, so they have an opportunity to change their behaviour.
- 11.2 It is possible that the costs of enforcement are greater than the income from PCN's but an analysis of other locations indicates that the risk is low.

12.0 Recommendations










- 12.1 The recommendations are at the top of this report.









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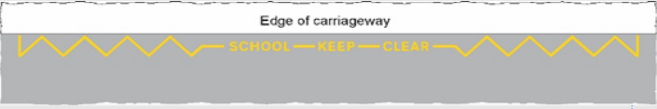
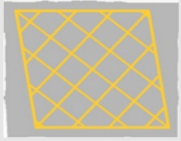
Appendix 1 Restrictions that can be enforced

Traffic Signs and Markings Subject to Moving Traffic Enforcement

Under TMA Schedule 7, restrictions indicated by the below traffic signs and markings, as prescribed in the Traffic Signs Regulations and General Directions 2016 (as amended: 'TSRGD') are civilly enforceable as moving traffic contraventions. This applies to any permitted variant under TSRGD; for example, diagram 606 when varied to point ahead or to the right.

Description	TSRGD diagram number & location	
Vehicular traffic must proceed in the direction indicated by the arrow	606 (Schedule 3, Part 2, item 1 and Schedule 14, Part 2, item 42)	
Vehicular traffic must turn ahead in the direction indicated by the arrow	609 (Schedule 3, Part 2, item 2)	
Vehicular traffic must keep to the left/right of the sign indicated by the arrow	610 (Schedule 3, Part 2, item 3)	
No right turn for vehicular traffic	612 (Schedule 3, Part 2, item 7 and Schedule 14, Part 2, item 43)	
No left turn for vehicular traffic	613 (Schedule 3, Part 2, item 8 and Schedule 14, Part 2, item 43)	
No U-turns for vehicular traffic	614 (Schedule 3, Part 2, item 6 and Schedule 14, Part 2, item 43)	
Priority must be given to vehicles from the opposite direction	615 (Schedule 3, Part 2, item 9)	
No entry for vehicular traffic (when the restriction or prohibition is one that may be indicated by another traffic sign subject to civil enforcement)	616 (Schedule 3, Part 2, item 10 and Schedule 14, Part 2, item 44)	
All vehicles prohibited except non-mechanically propelled vehicles being pushed by pedestrians	617 (Schedule 3, Part 2, item 11)	

<p>Entry to and waiting in a pedestrian zone restricted</p>	<p>618.3B (Schedule 8, Part 2, item 1)</p>	
<p>Entry to and waiting in a pedestrian and cycle zone restricted</p>	<p>618.3C (Schedule 8, Part 2, item 2)</p>	
<p>Motor vehicles prohibited</p>	<p>619 (Schedule 3, Part 2, item 12)</p>	
<p>Motor vehicles except solo motorcycles prohibited</p>	<p>619.1 (Schedule 3, Part 2, item 18)</p>	
<p>Solo motorcycles prohibited</p>	<p>619.2 (Schedule 3, Part 2, item 20)</p>	
<p>Goods vehicles exceeding the maximum gross weight indicated on the goods vehicle symbol prohibited</p>	<p>622.1A (Schedule 3, Part 2, item 13)</p>	
<p>One-way traffic</p>	<p>652 (Schedule 9, Part 4, item 5)</p>	
<p>Buses prohibited</p>	<p>952 (Schedule 3, Part 2, item 17)</p>	

<p>Route for use by buses, pedal cycles and taxis only</p>	<p>953 (Schedule 3, Part 2, item 33)</p>	
<p>Route for use by tramcars only</p>	<p>953.1 (Schedule 3, Part 2, item 36)</p>	
<p>Route for use by pedal cycles only</p>	<p>955 (Schedule 3, Part 2, item 28)</p>	
<p>Route for use by pedal cycles and by pedestrians only</p>	<p>956 (Schedule 3, Part 2, item 29)</p>	
<p>Route comprising two ways, for use by pedal cycles only and by pedestrians only</p>	<p>957 (Schedule 3, Part 2, item 32)</p>	
<p>With-flow cycle lane</p>	<p>959.1 (Schedule 9, Part 4, item 9)</p>	
<p>Contra-flow cycle lane</p>	<p>960.1 (Schedule 9, Part 4, item 6)</p>	
<p>Part of the carriageway outside an entrance where vehicles must not stop when the marking is placed in conjunction with the prescribed upright sign which includes the symbol at Schedule 4, Part 3, item</p>	<p>1027.1 (Schedule 7, Part 4, item 10)</p>	
<p>Box junction markings</p>	<p>1043 (Schedule 9, Part 6, item 25)</p>	

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**Manchester City Council
Report for Resolution**

Report to: Executive – 14 September 2022

Subject: Manchester Accommodation Business Improvement District (ABID)

Report of: Strategic Director (Growth and Development) and the Deputy Chief Executive and City Treasurer

Summary

This report outlines proposals for an Accommodation Business Improvement District (ABID) covering Manchester city centre and an area of Salford in the regional centre. The Executive are asked to confirm that the proposals do not conflict with Council policy. They are also asked to put in place arrangements for the Chief Executive (as Ballot Holder) to hold the ABID ballot.

Recommendations

The Executive is recommended to:-

1. Note the receipt of the Manchester Accommodation Business Improvement District 2023 – 2028 proposal from the BID Proposer, Manchester Hoteliers' Association.
 2. Confirm that the proposals do not conflict with any policy formally adopted by, and contained in a document published by, the Council.
 3. Delegate to the Deputy Chief Executive and City Treasurer the authority to instruct the Ballot Holder to hold a BID ballot.
 4. Note that if the ABID is approved, the Deputy Chief Executive and City Treasurer will be responsible for collecting the BID levy in accordance with the BID arrangements.
-

Wards Affected: Ancoats & Beswick, Deansgate, Hulme and Piccadilly

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

The growth of the visitor economy within the regional centre will provide the opportunity for the sector to further support the prioritisation of active and sustainable modes of transport.

The city centre, its attractions and accommodation offer all benefit from excellent sustainable connectivity. The city centre is served by three major rail stations which

connect and provides connections throughout the UK and also to Manchester Airport, a major international airport which provides direct connections to around 200 international destinations.

The proposal also provides the opportunity to align with the city's active travel aspirations, continuing to provide attractive and safe walking and cycling infrastructure for visitors to the city.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Manchester Accommodation BID is a proposal for certain city centre hotelier businesses, of whom a majority (both in terms of number and collective rateable value) would need to vote in favour, in order for it to be implemented.

Subsequently, it has been considered that the proposal does not impact any protected or disadvantaged groups.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>The Manchester Accommodation BID proposal would further develop Manchester's performance as a leading visitor destination, for both business and leisure tourism.</p> <p>The ABID would seek to support the city centre tourism offer to realise its full potential and enhancing the visitor experience for those travelling to the city.</p>
A highly skilled city: world class and home grown talent sustaining the city's economic success	Strengthening the city centre tourism and accommodation offer will safeguard the jobs of those employed within the sector in addition to supporting further investment which will create additional new employment opportunities for local residents

<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The aspiration of the ABID is to strengthen the city centre hotelier and tourism offer, which in turn has the potential to stimulate further investment, economic activity and job opportunities for local residents within the regional centre.</p> <p>The city centre is accessible to residents from all areas of the city and wider region. Activity facilitated via the ABID will be support tourism across a range of subsectors including international, business and leisure travel.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>A BID could enhance the hotelier environment and visitor experience within the city centre.</p> <p>It will provide seek to attract a range of high-profile sport, music and cultural events, raising the profile of the city on a domestic and international stage. This will further stimulate activity within the tourism and hospitality sector. New development continues to prioritise active travel and sustainable modes of transport.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The city centre is accessible destination that is well connected locally, regionally, and internationally.</p> <p>The aspiration of the ABID is to enhance the tourism sector within the city centre including the city welcome and overall visitor experience.</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

If the ABID is approved, the Council's Revenue and Benefits Service will undertake the administration and collection of the levy. Any costs incurred for the collection will be met by the BID Company.

The cost for holding the ballot will be funded by the Manchester Accommodation BID.

There will be no direct financial support required from the City Council.

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 officers above.

- Greater Manchester International Strategy
- Proposal and Business Plan for Manchester Accommodation Business Improvement District 2023-2028

1.0 Introduction

- 1.1 In recent years the city centre as the region's economic hub has undergone transformational regeneration and benefitted from significant inward investment. This has underpinned Manchester's development as a leading international city to live, work, study and visit.
- 1.2 The visitor economy across Greater Manchester is worth £9.5billion and supports over 102,000 jobs, accounting for 8% of the people working in Greater Manchester, with most of this tourism activity clustered within the city centre.
- 1.3 Manchester is the 3rd most visited city in the UK for international visitors after the capital cities of London and Edinburgh and the value of international visits to Greater Manchester grew by 37% from 2014 to 2019, outperforming the UK average growth of 22%.
- 1.4 Tourism will continue to experience significant growth over the next few years with major new openings including The Factory and Coop Live Arena which will enhance an already diverse cultural and leisure offer. This new demand, coupled with current visitors to the city who travel to experience the leading retail / leisure, cultural and international sporting offer within Manchester, in addition to those visiting for business and enterprise will drive the region's visitor numbers.
- 1.5 Over the next 5 years, the tourism sector across Greater Manchester is set for a radical step change, powered by major investment in new attractions, accommodation, and visitor facilities. The proposed BID levy would support the development of the tourism and hospitality sector by providing additional funds for high profile, tactical marketing campaigns, by attracting more national and international business conferences and major sporting events to the city, by developing and attracting new consumer events to the city, and by improving the city's welcome: helping to keep the entry points to the city centre cleaner, providing hosts at the railway stations and supporting hotels in ensuring secure environments for guests. During a period of financial challenges and at a time when the tourism sector is recovering from almost 2 years of restricted trading which wiped almost 70% off the value of the city's visitor economy such additional resource could provide much needed additional support.

2.0 BID Proposal

- 2.1 Following collaborative discussion, Manchester Hoteliers' Association (MHA), supported by Marketing Manchester and CityCo, have stated that their preferred approach is the development of a private sector-led Manchester Accommodation Business Improvement District (ABID). Over the past four years, MHA have developed the proposition through a series of workshops and consultations. A map of the proposed ABID area is appended to this report.

- 2.2 The ABID approach focuses on a proposal developed by and voted on by potential levy-payers. All relevant businesses would contribute, but within a structure where the businesses will control the levy raised. Legislation allows for a BID focused on accommodation to be set up once a vote (a “BID ballot”), with a majority in favour (both in terms of number and collective rateable value), has taken place.
- 2.3 The proposed ABID would be managed by those that pay into the levy over the five-year term. As an independent company, the ABID’s board of directors will provide oversight and governance.
- 2.4 Membership of the ABID will be limited to hereditaments that are identifiable by the relevant billing authority as hotels or short stay serviced apartments (based on billing authority records, including Valuation Office Agency classifications CH, CH1, CH2 and CH3) and have a rateable value of £75,000 or more and are within the ABID area. They will be required by the BID legislation to contribute via the BID levy. The formula for the levy will take into account the numbers of rooms/units available per night, the number of nights per month and the STR Published ‘Manchester Average’ Occupancy rate for each month LESS 5%. All of this information will be collated by the City Council. Any new accommodation opening during the period 2023 – 2028 within the geographical boundary of the ABID, who meet the relevant criteria, will also be required to pay the BID levy.
- 2.5 BID legislation requires the local authority to collect the levy under ratings legislation. BIDs are permitted across authority boundaries, in this instance Manchester City Council and Salford City Council. It has been agreed that Manchester City Council will act as “lead authority” for the purposes of the Business Improvement Districts (England) Regulations 2004 (“the BID Regulations”). It is also anticipated that the two Councils will enter into an arrangement whereby Manchester City Council will collect the BID levy on behalf of both authorities.
- 2.6 The ABID Proposal and Business Plan has been formally submitted to the Council, along with a formal notice requesting that the Council (as lead authority) instruct the Ballot Holder (i.e. Manchester’s Returning Officer) to hold a BID Ballot. If a BID proposer sends the Council BID proposals (and other required information) that appear to meet the relevant legislative requirements (in particular, Regulation 4 and Schedule 1 of the BID Regulations), along with notice in writing requesting that the Council instruct the Ballot Holder to hold a BID ballot, the Council must (under Regulation 5 of the BID Regulations) instruct the Ballot Holder accordingly. It is proposed that authority to instruct the Ballot Holder is delegated by the Executive to the Deputy Chief Executive and City Treasurer.
- 2.7 If the Ballot Holder is instructed to hold a BID ballot, it is anticipated that the ballot will be conducted as follows:

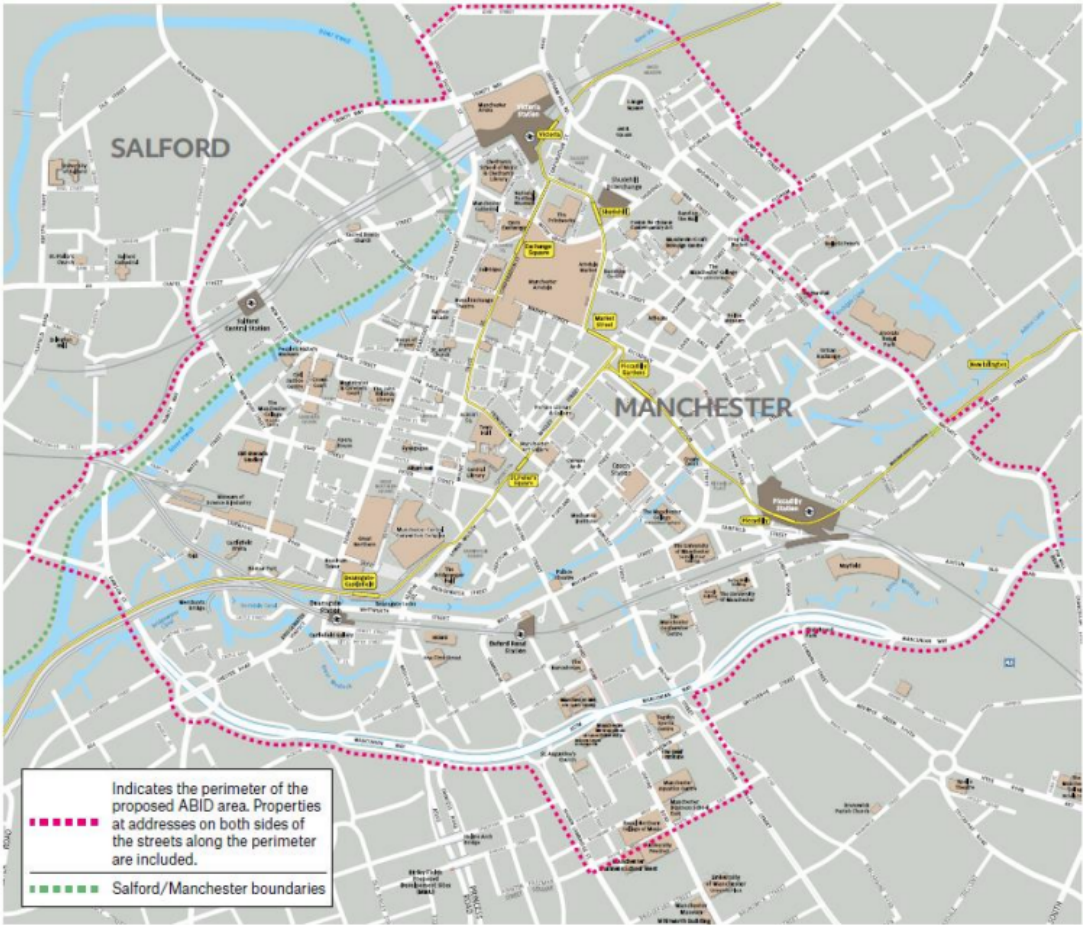
- The day of the ballot will be 7th November 2022, with the ballot period formally starting upon publication of the Notice of Ballot on 26 September 2022.
- Relevant non-domestic ratepayers will be entitled, in respect of each of their hereditaments within the ABID area for which they would be liable for the BID levy, to one vote each in respect of the proposal.
- Civica Election Services, acting on behalf of the Ballot Holder, will dispatch ballot paper packs by post, to in scope accommodation providers by no later than 10th October 2022. The ballot will close at 5pm on 7th November 2022. Ballot papers received after 5pm on 7th November 2022 will not be counted.
- The result will be declared as soon as possible. For the proposal to be successful, the result will need to meet two statutory criteria, which are: (a) of those ballots returned by the close, those voting in favour of the proposal must exceed those voting against it; and (b) of those ballot papers returned by the close, the total rateable value of those properties which vote in favour of the proposal, must exceed the total rateable value of those voting against. If most of the businesses vote 'yes,' both by number and by the collective rateable value, Manchester ABID will begin on 1 April 2023, for a 5-year term.

3.0 Recommendations

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

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Appendix: ABID Area



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