



Executive

Date: Wednesday, 18 January 2023

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 14 December 2023. 5 - 16
- 4. Our Manchester Progress Update**
Report to follow
- 5. Capital Programme Update** **All Wards**
Report of the Deputy Chief Executive and City Treasurer attached 17 - 30
- 6. Making Manchester Fairer - the Anti-Poverty Strategy 2023-2028** **All Wards**
Report of the Strategic Director (Growth and Development) attached 31 - 62
- 7. Revised Policy for Residents Parking Schemes** **All Wards**
Report of the Strategic Director (Neighbourhoods) attached. 63 - 74
- 8. Wythenshawe Civic Centre Development Framework**
Report to follow
- 9. Gorton District Centre Development Framework**
Report to follow
- 10. Large Scale Renewable Energy Generation - Solar Farm Purchase (Part A)**
Report to follow
- 11. Exclusion of Press and Public**
The officers consider that the following item or items contains exempt information as provided for in the Local Government

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

12. **Large Scale Renewable Energy Generation - Solar Farm Purchase (Part B)**
Report to follow

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,
Albert Square,
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, 10 January 2023** 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 Wednesday, 14 December 2022

Present: Councillor Craig (Chair)

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

Also present as Members of the Standing Consultative Panel:

Councillors: Ahmed Ali, Collins, Foley, Leech, Lynch and Stanton

Apologies: Councillor Igbon, Rawlins, Butt, Douglas and Johnson

Also present: Councillor M Dar (Ancoats and Beswick Ward Councillor)

Exe/22/105 Minutes

Decision

The Executive approved as a correct record the minutes of the meeting on 16 November 2022.

Exe/22/106 Delegation of Executive Functions to the Executive and Council Officers

The Executive considered a report of the City Solicitor, which sought Executive to note the decision of the Leader of the Council to delegate all of the Council's executive functions to the Executive and endorse the decision of the Leader of the Council to arrange for the discharge of all of the Council's executive functions recorded at Part 3, Sections A and F of the Council's November 2022 Constitution.

Decisions

The Executive:-

- (1) Notes the decision of the Leader of the Council to exercise the power under Section 9E(2) of the Local Government Act 2000 to delegate the discharge of all of the Council's executive functions to the Executive;
- (2) Notes and endorses the decision of the Leader of the Council to delegate to officers the discharge of all of the Council's executive functions recorded at Part 3, Sections A and F of the Council's November 2022 Constitution as set out in the revised versions of those sections presented to Council at its meeting on 30 November 2022; and
- (3) In relation to the Scheme of Delegation to Officers set out in Part 3, Section F of the Council's November 2022 Constitution, note that such delegations of executive functions include those functions that are designated as "Executive

Functions” and those functions that are designated as “General Functions” insofar as these are executive functions.

Exe/22/107 Our Manchester Progress Update

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

The Executive Member for Children, Young People and Families reported that Manchester had been accepted by UNICEF UK onto their Child Friendly City programme. It was hoped in the coming months this would culminate with Manchester being internationally recognised as a child friendly city by the organisation. In order to be recognised the city would need to show evidence of sustainable progress in six different ‘badges’ - areas that children and young people think Manchester should prioritise to help make the city more child-friendly. Progress on this would be closely monitored by an independent panel of experts in human rights, child well-being and public services, as well as an advisory board of local children and young people.

The Deputy Leader reported that responses to a consultation asking residents for their views on the Council’s updated Anti-Poverty strategy were currently being analysed. With poverty remaining a significant problem across the city, the reworked strategy took account of the impacts of the health and economic challenges which highlight and exacerbate poverty. Whereas previously the focus was on families with children, this has been expanded to include all households. The proposed strategy, which reflects input from earlier consultations with organisations and residents, would help tackle poverty over the next five years.

The Executive Member for Growth and Development reported that building works in Newton Heath to deliver 69 zero and low carbon social homes on Council-owned land had reached their highest point, as some of the new homes near completion. The Silk Street project was bringing a long-term brownfield site back into use and already 20 of the houses had been built with solar panels fitted and were currently receiving the finishing touches. Each of the homes would be zero carbon on completion. The first completions were expected in spring next year with the first residents moving in shortly afterwards.

Councillor Leech enquired as to whether discussions were taking place between the Council and developers in regards to the layout and orientation of the properties on new development sites to enable all properties to benefit from solar power.

The Deputy Leader (Statutory) reported that earlier this month Manchester marked the fifth anniversary of becoming a UNESCO City of Literature. Over the last five years, the Council along with the city’s universities and literary community had worked together to deliver a programme of events showcasing Mancunian talent and giving Manchester people the chance to take part in, and benefit from, being a City of Literature. In that time the Manchester City of Literature Charity had raised more than £200,000 to support literature in – and from – the city.

Decision

The Executive note the report.

Exe/22/108 Revenue Budget Monitoring

The Executive considered a report of the Deputy Chief Executive and City Treasurer, which outlined the projected outturn position for 2022/23, based on the latest expenditure and income activity and future projections.

The Executive Member for Finance and Resources advised that the report identified a forecast overspend of £7.6m for 2022/23, based on activity to date and projected trends in income and expenditure, and included the ongoing financial implications of COVID-19, government funding confirmed to date and the impact of inflation and the agreed pay award on the financial position.

The above was a substantial change from the position reported to Executive in September 2022, resulting in an improvement of £12.5m since the last report to Executive.

The previous forecast included the provisional impact of the higher pay offer for local government and was during an extremely volatile period for energy prices, predating the additional government support announced for the public sector. Since then the actual impact of the pay award has been costed, taking into account the current level of vacancies reducing the cost by £2.2m to £7.3m. The decision to reverse the employer 1% national insurance increase had also resulted in savings of £0.6m. Energy prices had settled at a lower level along with some government compensation together (saving £3m) and price inflation had been mitigated where possible, reducing the budget requirement by £2.7m to £5.4m. These amounted to a £8.5m reduction in the inflation overspend. This was coupled with some improvements in the departmental position, many of which are one off and only impact the 2022/23 financial year.

It was positive that the main demand led services of Adults, Children's and Homelessness were underspending or breakeven, which put the Council in a better position than many other councils and reflected the investment in prevention strategies over the last few years.

Whilst the report focused on 2022/23, the implications of COVID-19 and record levels of inflation on the Council's cost base would 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 was therefore vital that the Council continued with its programme of innovation and reform and developed its operating model to help tackle these challenges and keep the Council's finances stable and sustainable. A programme of savings totalling £42m had been developed and reported to scrutiny committees in November 2022.

Officers continued to work to reduce the overspend through identifying in year efficiencies and working with suppliers to reduce and mitigate inflation requirements and progress would be reported back to Executive in February 2023.

Councillor Leech welcomed the work of Officers in reducing inflationary pressures on the Council's Revenue Budget and sought clarification of similar work was being undertaken to reduce inflationary pressures associated to the Council's Capital Programme. He also sought confirmation as to whether the Council would receive a rebate in relation to the additional profit made by the Greater Manchester Waste Disposal Authority (GMWDA) through the incineration of waste. The Deputy Chief Executive and City Treasurer gave assurances that the Officers were working on reducing the inflationary pressures associated to the Council's Capital Programme and that there would likely be an expected financial return from the GMWDA but discussions were still ongoing at the moment so no further detail could be provided.

Decisions

The Executive:-

- (1) Note the global revenue monitoring report and forecast outturn position which is showing a £7.6m overspend.
- (2) Approve the release of reserve funding to support residents through the Cost of Living as detailed in paragraph 2.18 of the report.
- (3) Approve the use of unbudgeted external grant funding as detailed in paragraph 3.2 of the report.
- (4) Approve the request for contingency funding as detailed in paragraph para 3.3 of the report.
- (5) Approve the allocation of budgets to fund the pay award as detailed in paragraph 3.4, electricity increases reported in paragraph 3.5 and price inflation outlined in paragraph 3.6 of the report.

Exe/22/109 Capital Programme Update

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

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

- Public Sector Housing – Rough Sleepers Accommodation Programme (RSAP) Bring Bedsits Back in to Use. A capital budget increase of £0.350m in 2023/24 was requested, funded by £0.141m Government Grant and £0.209m RCCO from HRA Reserve to refurbish and bring back into use 11 of bedsits to be utilised as Move On homes.

- Growth and Development - Land at Withington Road. A capital budget decrease of £0.160m was requested in 2022/23 and approval of a corresponding transfer of £0.160m to the revenue budget, funded by Capital Fund to remove a restrictive covenant currently in favour of Barnardo's (previously The Tatton Estate), that potentially limits or prevents development that could take place.
- Highways Services - Manchester to Chorlton Cycleway Area 3A and 3B. A capital budget increase of £2.035m is requested, funded by External Contribution to deliver a significant improvement in the provision of infrastructure for cyclists, whilst also improving the walking environment through making junctions safer to cross and improving the public realm.

Councillor Leech queried whether the land at Withington Road would contain any affordable Housing in its development. The Executive Member for Finance and Resources advise that it was too early to determine what would be developed on Withington Road however the Council's ambitions for the city was to build affordable housing for Manchester residents and once the restricted covenant was removed discussions could take place as to what could be delivered on the land.

The report highlighted that if the recommendations in the report were approved the General Fund capital budget would increase by £2.225m across financial years which would also result in an increase in the prudential indicator for Capital Expenditure in corresponding years.

There had also been increases to the programme totalling £0.150m as a result of delegated approvals since the previous report to the Executive on 16 November 2022. The increase related to Highfield Country Park S106. The scheme would utilise the S106 for the benefit of local residents in improving the services within the vicinity of Highfield Country Park in the ward of Levenshulme as set out within the general obligations of the agreement.

Decisions

The Executive:-

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

- Public Sector Housing – Rough Sleepers Accommodation Programme (RSAP) - Bring Bedsits Back in to Use. A capital budget increase of £0.350m, funded by £0.141m Government Grant and £0.209m RCCO from HRA Reserve.
- Growth and Development - Land at Withington Road. A capital budget decrease of £0.160m and a corresponding transfer of £0.160m to the revenue budget, funded by Capital Fund.
- Highways Services - Manchester to Chorlton Cycleway Area 3A & 3B. A capital budget increase of £2.035m, funded by External Contribution.

- (2) Note the increases to the programme of £0.150m as a result of delegated approvals.

**Exe/22/110 Manchester Piccadilly Strategic Regeneration Framework
Addendum: East Village Central Framework**

The Executive considered a report of the Strategic Director Growth and Development), which provided details of a draft framework for the East Village area of the Manchester Piccadilly Strategic Regeneration Framework (SRF) and sought endorsement in principle of the draft East Village Central Framework and sought agreement for a public consultation exercise to be undertaken on the draft East Village Central Framework.

The Executive Member for Growth and Development report that the draft Framework would help to guide development in a way that reflected the physical and locational characteristics, meet the objectives and principles within the Manchester Piccadilly SRF, complement developments in adjacent neighbourhoods and support future growth.

The East Village area included 2 primary landowners. The draft framework had been produced in order to ensure that the area was developed in an appropriate and holistic manner in the future across all plots within the site

Furthermore the draft Framework was an addendum to the Manchester Piccadilly SRF. It represented a major strategic opportunity capable of delivering extensive and comprehensive redevelopment, close to a major transport hub. It had been prepared in order to shape and realise the city's ambitions to regenerate and transform the neighbourhood surrounding Piccadilly Station, with connected open spaces and public realm and a distinctive sense of place. The successful delivery of the draft framework would create a new vibrant, commercially-led, mixed use neighbourhood and community, boosting growth and new jobs. The development would be highly connected, functionally and physically, to the wider city centre and adjoining regeneration priority areas and will complement the arrival of HS2 and Northern Powerhouse Rail.

Decisions

The Executive:-

- (1) Endorse in principle, the proposals set out in the draft East Village Central Framework which is an addendum to the Manchester Piccadilly Strategic Regeneration Framework (SRF);
- (2) Request the Chief Executive undertake a public consultation exercise on the draft East Village Central Framework with local residents, businesses and other stakeholder; and
- (3) Agree that a further report be brought forward, following the public consultation exercise, for consideration by the Executive which sets out the comments received.

Exe/22/111 Manchester Science Park (MSP) Strategic Regeneration Framework Addendum November 2022

The Executive considered a report of the Strategic Director Growth and Development), which provided details of a draft addendum to the Strategic Regeneration Framework (SRF) for Manchester Science Park (MSP). It also updated the development principles across the SRF area to reflect the Council's target to be net zero carbon by 2035.

The Executive Member for Growth and Development advised that the addendum responded to the opportunity that had arisen for a proposed relocation of an internationally significant health research resource to Manchester Science Park. It related specifically to a site currently occupied by the Greenheys Building and adjacent car park, located within and to the north-west of the framework area. This latest update reflected increased ambitions for the area, following on from the ongoing success of MSP in establishing a world-class science park. The key principles underpinning the March 2014 MSP SRF, and the subsequent 2018 update, were carried forward into the 2022 addendum, and had been updated to provide a new emphasis on climate change, biodiversity, green and blue infrastructure.

It was noted that assets within Manchester Science Park and the wider Oxford Road Corridor area were vital to capture the commercial potential of research and innovation. The proposal would deliver several wider strategic and economic benefits including supporting academic advances in the Life Sciences sector; supporting growth in number of SMEs and start-ups in the city; driving clustering and agglomeration; building on Manchester's research strengths; raising Manchester's international profile; and creating new talent and graduate employment opportunities. It also represented an opportunity for the city to build upon the further development of its network of alliances and partnerships throughout the world.

Decisions

The Executive:-

- (1) Approve in principle the draft Manchester Science Park SRF Addendum;
- (2) Request the Strategic Director to undertake a public consultation exercise on the addendum with local stakeholders;
- (3) Agree that a further report be brought back to the Executive, following the public consultation exercise, setting out comments received.

Exe/22/112 Former Central Retail Park - Updated Strategic Regeneration Framework

The Executive considered a report of the Strategic Director Growth and Development), which provided details an updated Strategic Regeneration Framework (SRF) for the former Central Retail Park site, and sought approval of the Framework in principle, subject to public consultation.

The Leader reported that the redevelopment of the Former Central Retail Park was a long-standing strategic priority for the city and identified for development in previous planning documents, including the Ancoats and New Islington Neighbourhood Development Framework (2016) and Development Frameworks prepared for the Central Retail Park site in 2015 and more recently in 2020.

The 2020 Development Framework had now been reviewed to reflect the current market position and positively respond to the latest market requirements to provide purpose-built offices and high-quality facilities for workers.

A new Strategic Regeneration Framework had been produced, which built on many of the key design principles set out in the in the 2020 Framework, to provide a comprehensive approach to the future redevelopment of the site, supporting the Council's aspirations to drive economic growth through the provision of new high-quality Grade A offices to attract new companies to Manchester, surrounded by attractive and accessible public realm.

The updated SRF also responded to a potential interest from the Government Property Agency (GPA) to locate government offices on the site and work collaboratively with the Council to help unlock this development opportunity. Were GPA to commit to offices at the Former Central Retail Park, this would provide the catalyst to deliver the masterplan and provide socio-economic benefits, including new high-quality jobs.

Councillor M Dar addressed the Committee as Ward Councillor for Ancoats and Beswick. He welcome the revised SRF proposals as it took on board the concerns of the Ward Councillors and residents of Ancoats and Beswick in relation to the original SF and he welcomed the public consultation on the new proposals.

Councillor Leech welcomed the revised SRF proposals. He sought clarification as to whether the propose open space would be classified as a park and whether it would be publicly maintained by the Council. He also sought assurance that should the proposals in relation to GPA not come to fruition would there still be a commitment to include green space in the proposals. The Strategic Director (Growth and Development) confirmed that the proposed open space would be public space but it was not possible at the present moment to determine the management arrangements for this space. The site was a key strategic location for the city that had significant interest from third parties and as such the Council was confident there would be demand for the site including accessible public realm.

Decisions

The Executive:-

- (1) Approve in principle the proposals set out in the draft updated Former Central Retail Park Strategic Regeneration Framework (SRF).
- (2) Request the Strategic Director to undertake a public consultation exercise on the draft updated Former Central Retail Park Strategic Regeneration Framework (SRF); with local residents, businesses and other stakeholders.

- (3) Agree that a further report be brought back to the Executive, following the public consultation exercise, setting out comments received.

Exe/22/113 Local Nature Reserve Declaration: Kenworthy Woods

The Executive considered a report of the Strategic Director (Growth and Development), which sought approval to declare Kenworthy Woods as a Local Nature Reserve (LNR).

The Executive Member for Environment reported that the Council's new Biodiversity Strategy had, amongst others an objective to protect and recover biodiversity. One of the key ways to achieve this objective was to increase the number of Local Nature Reserves in Manchester. There were currently eight Local Nature Reserves in Manchester all of which had benefitted from the designation through increased public usage by local and regional visitors. These sites are nationally recognised by Natural England and other nature conservation organisations such as Lancashire Wildlife Trust

The designation of LNR status for Kenworthy Woods would help to establish the long-term maintenance and raise the profile of the site. The designation would also offer opportunities for funding as it reinforced Manchester's commitment to nature conservation and recreation. The location of the proposed LNR within the Mersey Valley also meant that the designation supported the ambition set out across a range of objectives in the City's Our River Our City Strategy, providing increased opportunity for increased practical action, community engagement and awareness raising. Natural England had confirmed their informal support for the declaration of LNR status for the site.

Decisions

The Executive:-

- (1) To declare the area shown outlined on the "Location map of Kenworthy Woods" (Appendix 1) as the Kenworthy Woods Local Nature Reserve.
- (2) Note officers are to consult formally with Natural England on the declaration.
- (3) To instruct the City Solicitor (subject to the above) to prepare the formal declaration document as necessary.

Exe/22/114 Draft Electric Vehicle Charging Strategy

The Executive considered a report of the Strategic Director (Growth and Development), which sought approval of the draft Manchester Electric Vehicle Charging Strategy.

The Executive Member for Environment and Transport advised that the Government's Taking Charge Strategy published earlier this year sought an obligation on local authorities to develop and implement local charging strategies to

consider how to best assist in the delivery of an accessible public charging network. The Manchester Electric Vehicle Charging Strategy (MEVCS) had been developed to meet this requirement and to set out the Council's main focus for the provision of EV charging infrastructure within the city.

The main focus of the strategy was in relation to public charging although it did note that the Council also had a role to play in transitioning its own vehicle fleet, encouraging growth through planning requirements for new developments and in generally raising awareness as well.

It was proposed that the council would assist in facilitating the installation of supplier owned, funded (possibly utilising existing grant funding opportunities), maintained and operated EV charging infrastructure within its own car parks and at facilities with parking such as leisure centres, parks, libraries, etc. These were proposed to be predominantly 'fast' chargers which would allow users of the car parks to top up their batteries and, where the car parks were operational 24h hours a day, may also allow for overnight charging by residents. It was also proposed that the Council could consider leasing small parcels of land for the development of charging hubs made up predominantly of ultra-rapid and rapid chargepoints which may be more suitable for those drivers with higher mileage requirements and for those who are more likely to charge when the battery levels are very low.

The draft strategy was not proposing the introduction of on-street public chargepoints at this time although it was considered that such locations may be suitable for particular groups such as taxis/PHVs as well as car club vehicles. There were a number of reasons for this including potential damage, pavement obstructions, visual street clutter, etc. Whilst technology did exist to connect EV chargepoints to lamp posts, the majority of lamp posts in the district were located at the back of the pavement and it was not considered appropriate to trail cables across the footway. Connecting the lamp post to a charging bollard at the kerbside could again cause issues of street clutter and pavement obstructions and would be a more costly solution. Lamp post chargepoints were also slow chargers generally operating at around the 3kW range which was now slower than many home chargers that could be purchased.

Councillor Leech stated that one of the largest challenges in trying to get residents to move to using electric vehicles was the ability to provide off street charging. He sought clarification as to whether consideration was going to be given to charging facilities from the footway for terraced properties. The Strategic Director (Growth and Development) state that the issue of off street parking for terraced properties had been looked at in detail but currently there was too many associated risks, such as trip hazards, to include proposals within this strategy at the present moment. It was noted that the technology for charging vehicles was changing very quickly and that this may be an area the Council looks at in the future.

Decision

The Executive approve and endorse the Manchester Electric Vehicle Charging Strategy.

Exe/22/115 Youth, Play & Participation Service (YPPS) Grants Framework

The Executive considered a report of the Strategic Director (Neighbourhoods), which set out the outcome from the design and development work to the proposed Youth, Play and Participation Service's commissioning process and framework including timescales for the implementation of the proposed new arrangements.

The Deputy Leader (Statutory) reported that In March 2021, Executive agreed several actions to build stronger and more effective arrangements for youth and play services to improve the outcomes for children and young people. The Youth and Play Commissioning Arrangements were presented to Executive in October 2021 and set out the principles of an alternative delivery model and the need to establish a revised Commissioning Framework to be designed and developed. Since April 2022, the Youth, Play and Participation service had been developing the Commissioning Framework.

The Council currently granted annual funding of £1.6m to Manchester's voluntary and community sector (VCS) to deliver youth, play and participation services. It was proposed and agreed in 2021 that the Council would administer the budget going forward, and that the budget would remain unchanged. The proposals set out in the report sought to protect the current levels of investment and to direct those funds in line with the proposed new commissioning arrangements as set out in the main body of the report.

The proposed new framework would build on the existing strengths and progress made over the last few years. It would aim to reduce operational overheads and seek to remove duplication. It was anticipated that more funding would reach grassroots organisations who were working directly with children and young people and would encourage and support applications from new and diverse non-white organisations that were not usually represented in the VCS.

Decision

The Executive agree the proposed new commissioning framework.

Exe/22/116 Public Open Spaces CCTV

The Executive considered a report of the Strategic Director (Neighbourhoods), which sought approval of a policy for the targeted placement of CCTV cameras across the city to ensure they are used effectively and in line with government guidance.

The Deputy Leader (Statutory) reported that the Council's CCTV Code of Practice reflects the Home Office Surveillance Camera Code of Practice and updated ICO Data Protection Code of Practice for surveillance cameras and personal information. It references the Home Office's Surveillance Camera Code of Practice, prepared in accordance with section 29 of the Protection of Freedoms Act 2012 and lists the guiding principles contained within it.

Historically CCTV cameras had been installed in the city for different of reasons, including investment in an area through regeneration, or in response to crime or anti-

social behaviour in an area. This meant that there were significant disparities of coverage across the city that do not correspond to a pressing need. To ensure the Council was complying with the requirements of the codes of practice, and to address the discrepancies in the CCTV coverage of the city, a review of Public Space CCTV Cameras in their current locations had been proposed.

Significant investment had also been made to upgrade the CCTV system in the city in recent years including the upgrade to the platform in 2018 and this year would see £618k investment in upgrading 169 cameras that were over 7 years old. Additional funds had also been secured to expand the number of fly tipping cameras that could be deployed across the city to address areas that were subjected to sustained fly tipping.

An initial review of effectiveness of all cameras would take place on approval for the policy so new replacement cameras were fitted in compliance with the guidance. There would also be regular opportunities to review whether the CCTV cameras were legitimate and addressing the areas with the greatest need, in accordance with the defined criteria

The policy had been drafted in line with legislative requirements with a particular focus on demonstrating whether each of the CCTV cameras operated by the Council met a pressing need and also achieved the specific purpose(s) for which they were being used. Where the proposed Review's finding was that a camera did not meet that criterion, it would recommend the camera was moved to a different location where its use was justified.

Decision

The Executive Approve the Policy and Procedure for legitimacy and effectiveness of CCTV in the city.

Manchester City Council Report for Resolution

Report to: Executive – 18 January 2023

Subject: Capital Programme Update

Report of: Deputy Chief Executive and City Treasurer

Summary

In February each year the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to Council for the approval of the capital programme. Proposals for the capital budget were presented to the Executive on 16 February 2022.

Throughout the year new and emerging projects are brought forward, as well as changes to on-going projects which require investment. The Capital Update Report informs members of these requests to increase the capital programme, seeks approval for those schemes that can be approved under authority delegated to the Executive and asks the Executive to recommend to Council proposals that require specific Council approval.

Recommendations

- (1) Under powers delegated to the Executive, to approve the following changes to the Council's capital programme:
 - Children's Services - New Secondary Special Educational Needs and Disabilities (SEND) School – Varley Street. A capital budget virement of £18.1m is requested, funded from Unallocated Special Educational Needs Grant.
 - Highways Services – Rochdale Canal. A capital budget virement of £0.230m is requested, funded from Borrowing.
 - Highways Services – Safer Streets – Manchester Cycleway. A capital budget increase of £0.323m is requested, funded by External Contribution. A capital budget virement of £0.220m is also requested, funded by borrowing via the Highways Project Delivery Fund.
 - ICT – Contract Management. A capital budget decrease of £0.109m is also requested and approval of a corresponding transfer of £0.109m to the revenue budget, funded by Capital Fund.
- (2) Executive is also asked to note:
 - The increases to the programme of £4.002m as a result of delegated approvals.

- The virements in the programme of £1.326m as a result of virements from approved budgets

Wards Affected – Various

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

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

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

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

1. Equal Opportunities Policy
2. Risk Management
3. Legal Considerations

Financial Consequences – Revenue

The revenue budget of the City Council will increase by £0.109m if the recommendations in this report are approved.

Financial Consequences – Capital

The recommendations in this report, if approved, will increase Manchester City Council's capital budget by £0.214m across the financial years as detailed in Appendix 1.

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Background documents (available for public inspection):

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

Report to the Executive 16th February 2022 – Capital Strategy and Budget 2022/23 to 2024/25

Report to the Executive 16th March 2022 - Capital Programme Update

Report to the Executive 1st June 2022 – Capital Programme Update

Report to the Executive 29th June 2022 – Capital Outturn Report

Report to the Executive 22nd July 2022 – Capital Programme Update

Report to the Executive 14th September 2022 - Capital Programme Update

Report to the Executive 19th October 2022 – Capital Programme Update

Report to the Executive 16th November 2022 – Capital Programme Update

Report to the Executive 14th December 2022 – Capital Programme Update

1.0 Introduction

1.1 This report outlines the requests for changes to the capital budget from 2022/23.

2.0 Background

2.1 In February each year the Executive receives a report on the capital budget for the forthcoming five financial years and approves a series of recommendations to Council for the approval of the five-year capital programme. Proposals for the capital budget were presented to the Executive on 16th February 2022.

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

2.3 The following requests for a change to the programme have been received since the previous report to the Executive on 14th December 2022. The impact of changes to the Capital Budget from previous reports are detailed in Appendix 3.

2.4 The capital programme budget was reset for 2022-23 and future years as part of the Capital 2021-22 Outturn report which came to Executive at the end of June.

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

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

3.0 Proposals Not Requiring Specific Council Approval

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

3.2 Children's Services - New Secondary SEND School. This project will develop a new 150 place secondary SEND school for pupils aged 11-19 with an Education, Health, and Care Plan (EHCP) in north Manchester.

3.3 The Council must continue to plan for and secure sufficient schools and places for their area in line with their duties under section 14 of the Education Act 1996. This project will contribute to achieving that duty and respond to ongoing growth in demand for secondary special school places in Manchester. A capital budget virement of £18.1m is requested, funded from Unallocated Special Educational Needs Grant.

- 3.4 Highways Services – Rochdale Canal. The scheme will deliver improvements to the towpath in Newton Heath & Miles Platting. The work will include patching and resurfacing to the towpath, repairs to the cobbled areas, new marker posts to indicate distances, and new signage at accesses and exits to advertise local amenities. The work will improve the section of the towpath between Miles Platting and Newton Heath libraries. The project is to be funded from an underspend within Highways approved budgets. The Great Ancoats Street scheme has savings because the statutory undertaker diversion costs were significantly less than expected and a portion of the allocated risk funding is not required. A capital budget virement of £0.230m in 2022/23 is requested, funded from Borrowing.
- 3.5 Highways Services – Safer Streets Manchester Cycleway. The scheme will deliver a number of improvements including landscaping, removal, and addition of new barriers, new access points and signage on the Manchester Cycleway (Fallowfield loop and Yellow Brick Road) to help improve safety and perception of safety along the route. A capital budget increase of £0.030m in 2022/23 and £0.293m in 2023/24 is requested, funded by External Contribution – Safer Streets Fund. A capital budget virement of £0.220m in 2022/23 is also requested, funded by borrowing via the Highways Project Delivery Fund.
- 3.6 ICT – Contract Management. The function of commissioning, procurement and contract management is essential for meeting the objectives of the City Council in the most cost effective and efficient manner. The Council currently commissions and procures over £500 million of goods and services from third parties. One of the key activities detailed in the commissioning and contract management improvement programme is to introduce an improved ICT system for managing contracts. Without a Contract Management solution, the Council will continue to be unable to effectively report on spend and performance of its multi-million pound contracts. Opportunities to deliver significant savings and improvements in delivery will continue to be missed.
- 3.7 This scheme will introduce an ICT system for managing contracts across the whole Council. Providing numerous benefits, including, providing a central repository of all contract information, enabling recording of risks and issues, and contract management and performance information to be recorded. A capital budget decrease of £0.109m is also requested and approval of a corresponding transfer of £0.109m to the revenue budget, funded by Capital Fund.

4.0 Delegated budget Approvals

- 4.1 There have been increases to the programme totalling £4.002m as a result of delegated approvals since the previous report to the Executive on 14th December 2022. These are detailed at Appendix 2.

5.0 Virements from Approved Budgets

- 5.1 Capital budgets approved for an agreed programme pending allocation can seek approval under delegated powers from the Deputy Chief Executive and City Treasurer.
- 5.2 Approval has been given for the Installation of Carbon Monoxide Monitors utilising £0.490m of Unallocated Public Sector Housing budget. The project will install the monitors in our properties to comply with the Smoke and Carbon Monoxide Alarm (Amendment) Regulations 2022 which came into force on 1st October 2022. The regulations apply to all homes rented by private landlords or registered providers of social housing.
- 5.3 An allocation from the Parks Development Programme of £0.026m for the Heaton Park Orangery has been approved. The funding is for the predevelopment stage to commission the Capital Programmes and Procurement Team to progress scheme design to RIBA Stage 2. The overall project will bring the Orangery back to life and contribute to the Park's strategy.
- 5.4 Funding was approved for Cringle Park – Grounded Coffee Offer. In order to improve the existing offer in the park, that currently runs through a tricycle coffee stall, a shipping container café will be used to prepare a variety of food and beverages and be located within the park. In addition, the container will provide shelter and seating and a central hub from which to launch park activities. The £0.110m funding will deliver the container and allow the installation of utility services and associated civil engineering works to a new food and beverage offer to be located within Cringle Park, Levenshulme.
- 5.5 An allocation from Education Basic Need funding of £0.700m to provide additional funding to Our Lady's RC High School and Manchester Enterprise Academy to deliver additional school places. The projects have seen increased cost pressures due to the current economic climate.

6.0 Prudential Performance Indicators

- 6.1 If the recommendations in this report are approved the General Fund capital budget will increase by £0.214m across financial years, as detailed in Appendix 1.
- 6.2 This will also result in an increase in the prudential indicator for Capital Expenditure in corresponding years. Monitoring of all prudential indicators is included within the Capital Monitoring Report during the year.

7.0 Contributing to a Zero-Carbon City

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

8.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

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

(b) A highly skilled city

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

(c) A progressive and equitable city

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

(d) A liveable and low carbon city

8.4 Investment in cultural and leisure services and housing.

(e) A connected city

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

9.0 Key Policies and Considerations

(a) Equal Opportunities

9.1 None.

(b) Risk Management

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

(c) Legal Considerations

9.3 The approvals set out in this report are in accordance with the Council's constitution.

10.0 Conclusions

10.1 The revenue budget of the City Council will increase by £0.109m if the recommendations in this report are approved.

10.2 The capital budget of the City Council will increase by £0.214m, if the recommendations in this report are approved.

11.0 Recommendations

11.1 The recommendations appear at the front of this report

Appendix 1 – Requests for Adjustments to the Capital Budget Provision

Dept	Scheme	Funding	2022/23	2023/24	2024/25	Future	Total
			£'000	£'000	£'000	£'000	£'000
Executive Approval Requests							
Children's Services	New Secondary SEND School - Varley Street	Government Grant	1,000	14,000	3,100		18,100
Children's Services	Unallocated Special Educational Needs grant	Government Grant	- 1,000	- 14,000	- 3,100		- 18,100
Highways Services	Rochdale Canal	Borrowing	230				230
Highways Services	Great Ancoats Improvement Scheme	Borrowing	-230				- 230
Highways Services	Safer Streets - Manchester Cycleway	External Contribution	30	293			323
Highways Services	Safer Streets - Manchester Cycleway	Borrowing	220				220
Highways Services	Project Delivery Fund	Borrowing	- 220				- 220
ICT	Contract Management	Borrowing reduction, funding switch via Capital Fund	-109				- 109
Total Executive Approval Requests			-79	293	0	0	214
Total Budget Adjustment Approvals			-79	293	0	0	214

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Appendix 2 – Approvals under authority delegated to the City Treasurer

Dept	Scheme	Funding	2022/ 23	2023/ 24	2024/ 25	Future	Total
			£'000	£'000	£'000	£'000	£'000
Public Sector Housing	Buy Back Properties - Right to Buy	Capital Receipts	300				300
Neighbourhoods	Tennis and Football Pitch Replacement	Waterfall Fund	85				85
Neighbourhoods	Hough End Masterplan	Waterfall Fund		445			445
Children's Services	Take a Breath	Capital Receipts	123				123
Children's Services	Take a Breath	Government Grant	122				122
Children's Services	Refurbishment of 382 Wythenshawe Road	Capital Receipts	165				165
Children's Services	St. Agnes CEP Structural Repairs	Government Grant		1,388			1,388
Highways Services	Restoration of Ordinary Water Course	Government Grant	293				293
Highways Services	Accident Reduction and Local Community Safety Schemes	External Contribution	130				130
Highways Services	School Safety Improvement Programme Additional Funding	External Contribution		190			190
Highways Services	Broadway Crossing Pedestrian Safety Scheme – Feasibility	External Contribution	38				38
Growth and Development	Home Arches	Invest to Save		723			723
Total Delegated Approval Requests			1,256	2,746	0	0	4,002

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Appendix 3 – Capital Programme Budget 2022-25

	Approvals			
	Council	Executive	Delegated	Total
	£'000's			
Capital Outturn 2021/22		969,370		969,370
Capital Update Report 1st June 2022	11,905			11,905
Capital Update Report 22nd July 2022	4,350	9,764		14,114
Capital Update Report 14th September 2022	5,230	11,144	-264	16,110
Capital Update Report 19th October 2022		1,550	1,794	3,344
Capital Update Report & Standalone 16th November 2022	23,000	2,484	659	26,143
Capital Update Report 14th December 2022		2,225	150	2,375
Capital Update Report 18th January 2022			4,002	4,002
Total Revised Budget	44,485	996,537	6,341	1,047,363

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Manchester City Council Report for Resolution

Report to: The Executive – 18 January 2023

Subject: Manchester Anti-Poverty Strategy

Report of: Strategic Director (Growth and Development)

Summary

This report provides an overview of the work undertaken to date to develop a refreshed poverty strategy for the city which for the purpose of this report will be referred to as the 'Manchester Anti-Poverty Strategy'. The report will set out the approach, evidence base and engagement process for developing the strategy.

This report also outlines the relationship between the new strategy and existing work on Making Manchester Fairer, developing a more inclusive economy, tackling the Cost-of-Living Crisis and other linked areas of work.

Recommendations

The Executive is recommended to adopt the new Anti-Poverty Strategy for Manchester

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 report recognises that it is important to ensure a just transition to a zero-carbon economy. Some measures, such as retrofit of housing to increase energy efficiency and reduce energy costs, should be targeted at the households with the lowest incomes. The Anti-Poverty Strategy commits to doing this within our existing zero-carbon work and climate change action plan.

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

A full Equalities Impact Assessment has been completed.

The focus of the anti-poverty strategy will consider the impact of poverty on the different protected characteristics. Poverty has a disproportionate impact on people with protected characteristics and therefore the strategy will seek to include priorities which will be aimed at mitigating and or lessening the impact of poverty on these groups.

To inform the priorities for the strategy, consultation has been undertaken with the relevant VCSE groups across the protected characteristics.

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 report recognises the importance of good quality employment and commits to working to connect residents on low incomes to better quality employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The report recognises the importance of skills and employment as a route out of poverty.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	As a citywide Strategy, the Manchester Anti-Poverty Strategy will directly support the delivery of this Our Manchester Strategy priority by contributing towards making Manchester a more equal and inclusive city.
A liveable and low carbon city: a destination of choice to live, visit, work	See environmental impact assessment section above.
A connected city: world class infrastructure and connectivity to drive growth	Working via the city's Digital Strategy, tackle digital exclusion and ensure access to digital services. Working via the City Centre Transport Strategy work to ensure access to accessible and affordable transport.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no direct revenue budget consequences arising from this report. The delivery of the strategy will be met through existing resources.

Financial Consequences – Capital

None proposed.

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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 Family Poverty Strategy – Executive, 13 September 2017
- Manchester’s Support for Families Living in Poverty – Economy Scrutiny, 9 September 2021 & Executive, 15 September 2021 including the appended Poverty Truth Commission final report.
- Family Poverty Strategy Update – Economy Scrutiny, 6 March 2019
- Notice of Motion Cost of Living Crisis – Council, 5 October 2022
- Making Manchester Fairer, Tackling Health Inequalities in Manchester 2022-2027 – Health Scrutiny Committee, 12 October 2022
- Build Back Fairer – COVID-19 Marmot Review: Housing, Unemployment and Transport – Economy Scrutiny, 14 October 2021
- Our Manchester Strategy, forward to 2025 – Executive, 12 February 2021
- UK POVERTY 2022 The essential guide to understanding poverty in the UK, Joseph Rowntree Foundation, January 2022
- Poverty Strategy Update, Economy Scrutiny Committee – 10 November 2022

1.0 Introduction

- 1.1 Manchester has long recognised the significant challenge of tackling and reducing poverty in the city. In 2017, a Family Poverty Strategy was launched which focused on families with children and young people up to the age of 19. A significant amount of partnership work was undertaken to deliver the Family Poverty Strategy in the last five years, against a backdrop of health and economic challenges which have highlighted and exacerbated poverty in Manchester. The new Anti-Poverty Strategy provides an opportunity to take account of the impact of these challenges and extend the strategy to cover all households in the city to include those without children.
- 1.2 Extensive research and engagement work has taken place with residents and partners to determine the main themes and priorities for the new strategy. This has consisted of desktop research using local and national sources and data, alongside a process of listening to our residents, partners and other stakeholders about their experience of poverty in Manchester.
- 1.3 As a result, there are four main themes which have emerged to guide this strategy:
 1. **Preventing Poverty** – the action we can take to prevent residents from experiencing poverty
 2. **Mitigating Poverty** – making life easier for the people that are experiencing poverty
 3. **Pathways out of Poverty** – raising people’s incomes
 4. **Inclusive and effective delivery** – working together to tackle poverty and ensure that tailored support is available to the communities which are most affected by poverty
- 1.4 Sitting under each of these themes are a further 51 priorities which outline the city’s commitments to tackling poverty in Manchester.
- 1.5 A formal consultation has been carried out to find out if our interpretation of the information presented to us during the initial research and engagement phase was correct, and that the priorities identified for the new strategy are the right ones for our city.
- 1.6 This report provides additional background and context to the refresh, its relationship to existing work in Manchester, and an overview of the consultation and engagement process that has taken place to support the Strategy’s development.

2.0 Background

Family Poverty Strategy 2017-22

- 2.1 The Family Poverty Strategy was adopted in 2017 with the aim of addressing child poverty. The Strategy is based on the three themes of:
1. Sustainable Work as a route out of poverty – creating more opportunities for secure and more highly paid employment
 2. Getting the basics right – supporting families with everyday living costs
 3. Boosting resilience and building on strengths – works to enhance the resilience of communities by giving them the tools they need to empower themselves.
- 2.2 The Family Poverty Core Group has overseen delivery of the Strategy. Working groups on each of the three themes are attended by partners from across the statutory, voluntary and community sector. Efforts have been made to include residents with lived experience of poverty on each of the working groups, although consistent engagement of this group has proved challenging due personal circumstances of these residents.
- 2.3 In 2020, the Family Poverty Strategy went through a reprioritisation process to ensure that it was fit for purpose and could continue to meet the needs of children and families living in poverty, and support families that were disproportionately affected by the COVID-19 pandemic. The Family Poverty Strategy Reprioritisation was agreed in December 2020 and can be found in background documents above.

Family Poverty Strategy Outcomes

- 2.4 Over its lifetime, the Strategy has been well supported by partners and has delivered a wide range of activity, with highlights over the life of the strategy including:

Sustainable Work	Basics	Boosting Resilience
<ul style="list-style-type: none"> • Support for and development of a network of 50 work clubs • Support for and development of affordable and flexible childcare including capital investment and grant support. • Achieving Living Wage City recognition 	<ul style="list-style-type: none"> • Council and Groundwork partnership delivers energy efficiency and income advice to almost 1,000 low-income households • Produced winter warm homes leaflet in 17 languages and delivered to 1,250 households in at risk areas 	<ul style="list-style-type: none"> • Work to “poverty proof” the school day together with Cedar Mount Academy. • Produced a pocket guide of support information distributed by voluntary organisations across the city.

	<ul style="list-style-type: none"> • Set up and managed food distribution hubs and carried out research into “food deserts”. 	
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2.5 Delivering the Family Poverty Strategy has led to some lessons which can be applied to the new Anti-Poverty Strategy. These include:

- The importance of partnership working. There is an opportunity to widen the range of stakeholders involved and to ensure that delivery is led and co-owned by these stakeholders, not just the Council.
- The need for additional delivery resources. Extra funding during the COVID-19 pandemic allowed additional temporary support measures to be established to support vulnerable residents, however, we do not currently have a dedicated team of officers working on poverty so must consider ways of adequately resourcing the delivery of actions in the new Strategy.
- Ensuring that actions are supported by clear and measurable targets and indicators.
- Considering place and using data more effectively to understand the specific needs of areas in more detail.
- Utilising evidence from work during the pandemic has highlighted the wider vulnerability and poverty of single adults and all adult households which has resulted in agreement to focus the new Strategy on all households, not just those with children.

Case Study: Manchester Living Wage Place

- 2.6 Manchester gained Living Wage Place recognition in September this year. The recognition was approved by the Living Wage Foundation following a three-year action plan which was collectively developed by a group of employers and anchor institutions who are committed to paying the real living wage. The plan sets targets for increasing the number of living wage employers in the city including those sectors which experience greater challenges in paying the real living wage.
- 2.7 The targets include increasing the number of living Wage employers in Manchester from 162 to 300 and the number of living wage employees from 63,908 in 2022 to 118,348 by 2025. Given the current economic challenges, the group’s initial focus will be to support and maintain existing living wage employers.
- 2.8 This work has highlighted the importance of working in partnership with anchor institutions and other large employers from different sectors to tackle poverty and particularly in-work poverty.

3.0 External Context

- 3.1 Whilst Manchester has experienced many successes over recent decades, poverty remains a significant and deeply entrenched problem that affects too many of the city's residents. It is a complex problem, driven by many external factors and one that has persisted despite the best local efforts to reduce it. Recent national and international issues such as the COVID-19 pandemic, Cost of Living Crisis and economic uncertainty have further exacerbated the problem.
- 3.2 Manchester was ranked as the 6th most deprived local authority in the country in the 2019 index of multiple deprivation and as of March 2021, the End of Child Poverty Coalition estimated that 46,700 children (42%) in Manchester were living in poverty, the third highest rate amongst core cities.
- 3.3 It is important to recognise that the two most important factors contributing to poverty is unemployment and dependency on benefits, with the most effective intervention in many cases being to secure a route into fairly paid and secure employment. The Anti-Poverty Strategy itself includes more detail on what poverty looks like in Manchester and is supported by some recent statistics.

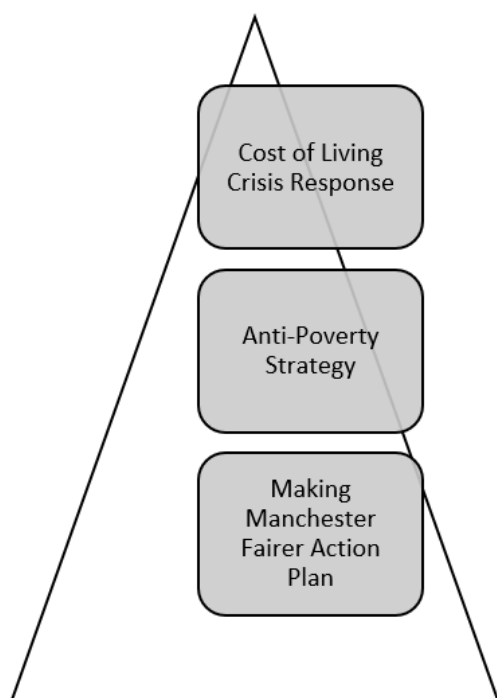
4.0 Strategic Context and Links

- 4.1 In developing the new Strategy, the linkages and dependencies with and between other Manchester strategies have been mapped out, to ensure clear interfaces and avoid duplication.
- 4.2 The Our Manchester Strategy 2016 –2025 provides the overall strategic framework for the city. As a citywide Strategy, the Manchester Anti-Poverty Strategy will directly support the delivery of the Our Manchester Strategy priority “*We will strive to create a truly equal and inclusive city, where everyone can thrive at all stages of their life, and quickly and easily reach support to get back on track when needed*” and its cross-cutting priority of improving equality in the city.
- 4.3 In addition, there are other citywide strategies which are closely linked to this work.

Making Manchester Fairer

- 4.4 Professor Sir Michael Marmot's report, *Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives*, sets out systemic and structural inequalities and the wider social determinants of health impacting life outcomes in Greater Manchester. At a Manchester level, a multi-agency group has developed the *Making Manchester Fairer Action Plan* which sets out how Manchester will respond to the recommendations by adopting a whole system approach to addressing health inequalities across the five-year period 2022-27.

- 4.5 The plan includes tackling poverty and debt as one of the most significant routes to improving health outcomes in Manchester. Actions to address poverty, income and debt identified in the plan will be included in the new strategy.
- 4.6 Given the strategic relationship between poverty and health inequalities, the Manchester Anti-Poverty Strategy will sit under the Making Manchester Fairer Plan and will support the delivery of these priority actions, along with other key actions identified through the development of the Strategy.
- 4.7 Figure 1 (below) illustrates how the Manchester Anti-Poverty Strategy supports delivery of Making Manchester Fairer and provides a longer-term focus than the current emergency response to the Cost-of-Living Crisis.



The **cost of living crisis** is putting immediate pressure on residents of Manchester who will be unable to afford the basics of daily life – food, fuel and shelter. This is the tip of the iceberg that requires a rapid and collaborative response to support those most at risk whilst continuing to work on the longer term solutions that will improve lives and address inequalities beyond the immediate crisis.

The Anti-Poverty Strategy is focused on delivering three positive changes to tackle poverty in the long-term; lessening the chances of a person experiencing poverty, lessening the impact of poverty on people who do experience it, and increasing the chances of a person being able to move out of poverty. It will be a plan that focuses on deliverables, but also which signposts to other areas of work that are relevant and linked.

Making Manchester Fairer provides the leadership, framework and whole system level change building the foundations for long-term improvements in life chances for Manchester's residents. Addressing the causes of poverty is critical to improving health equity, and MMF will also influence the delivery of the poverty strategy. We cannot improve health equity without tackling poverty.

Figure 1: Relationship between Poverty Strategy, Making Manchester Fairer and Cost of Living Crisis

- 4.8 The Anti-Poverty strategy will also support and link into several other strategies and key strategic priorities including:
- **Manchester Work and Skills Strategy** – focuses on linking Manchester residents to better quality local employment opportunities and creating the learning and training pathways that enable residents to access these opportunities. Also focuses on Manchester's most vulnerable residents including those in poverty and so forms the main delivery vehicle for employment and skills related outcomes.
 - **Housing Strategy** – includes objectives to increase affordable housing supply, reduce homelessness, ensure housing is affordable and accessible to all. Also seeks to address spatial inequalities between

neighbourhoods and improve the energy efficiency of new and existing homes.

- **Children and Young People’s Plan** - sets out eight priority actions and underpinning KPIs to improve children and young people’s outcomes, several of which relate to addressing poverty and deprivation. Specifically, the plan commits to challenging poverty and inequality by ensuring everyone in the city has the same opportunities and life chances no matter where they are born, live or their ethnicity.
- **Climate Change Action Plan** - includes several work areas that are relevant to Anti-Poverty work including housing retrofit and energy efficiency measures, improved access to active travel which reduces transport costs, the creation of an action plan for ‘green’ jobs (links to Work and Skills Strategy).

Cost of Living response

- 4.9 At the same time as developing Manchester’s strategic response to poverty, the immediate impact of the Cost-of-Living Crisis has resulted in the establishment of a working group that is bringing forward several support measures for residents. Some of these measures are based on feedback from the development of the Anti-Poverty Strategy, Making Manchester Fairer and experience from implementing the existing Family Poverty Strategy. The new strategy commits to continuing these measures should they still be required and subject to the availability of ongoing funding.

5.0 Strategy Development

- 5.1 The development of the strategy can be broadly understood in two phases. An initial phase one of development which used a mixed methods approach to research and engagement, to enable a breadth of understanding of the current challenges and issues facing Manchester. Followed by a second phase of consultation and engagement to refine the city’s priorities and to develop a concise and effective set of priorities to tackle poverty which are fit for purpose for our city.

Strategy Development Phase One

- 5.2 A mixed-methods approach to research and engagement was conducted by the Council’s Strategy and Economic Policy Team and Work and Skills Team to develop the Anti-Poverty Strategy. Activities included:
- A review of recent literature concerning poverty, including published reports and research to collate recommendations from other sources.
 - A review of the Council’s existing consultation and engagement responses to pick out any information relevant to anti-poverty work.
 - Conversations with other Core Cities to understand their approaches to tackling poverty and taking on board any lessons learned and best practice.

- Detailed conversations with partner organisations and stakeholder groups to understand the issues in their areas of work and to collect ideas for inclusion in the final strategy.
- A wider online engagement event to engage a larger group of stakeholders.
- Resident engagement via front line workers and existing networks to test out ideas and findings and to gain input from people with lived experience of poverty.

5.3 An Equality Impact Assessment (EIA) was also undertaken in June 2022, which examined qualitative and quantitative data to identify how poverty impacted different communities of identity. The EIA indicated that all communities of identity were more likely to live in or experience poverty. The biggest impact was felt by disabled residents, people from Black, Asian and Ethnic Minority backgrounds, the over 50's and younger. People with one or more protected characteristics were also most likely to live in or experience poverty. The EIA has been used to inform the engagement process of the Strategy, particularly engagement undertaken with residents.

Stakeholder Engagement

5.4 Consultation was undertaken with most of Manchester's major partnership boards to identify their priorities based on their respective areas of expertise and interests. These included the Our Manchester Forum, the Age Friendly Board and the Children's Board. Additional conversations took place with 25 different groups of stakeholder organisations networks that included:

- Children and young people's organisations
- Food organisations
- Health organisations
- Housing organisations
- Advice and guidance (including debt advice) organisations
- Equalities organisations

5.5 Council officers also ran an online engagement event to reach a wider audience. The online event was held in September 2022 and allowed organisations to give feedback on the work to date and to make suggestions for actions to include in the final strategy. The online event was attended by over 70 individuals representing around 50 organisations and departments.

5.6 A full list of organisations engaged and consulted with is included in appendix 2. The total number of organisations consulted was over 70.

Resident Engagement

5.7 Recognising the sensitive, personal and nuanced nature of poverty and the need to build on established and trusted relationships to avoid consultation fatigue, it was agreed that partners and organisations with existing relationships with residents would provide the best route into engaging with residents. Due to the inequalities described earlier in this report, those

organisations representing and working with people who are disproportionately impacted by poverty were targeted.

5.8 This targeted approach involved working with the following partners:

- Manchester Adult Education Service
- COVID Health Equity Manchester sounding boards
- Trussell Trust Food Banks
- Neighbourhood and work and skills teams delivering cost of living events across the city

5.9 Key themes arising from this engagement included:

- Access to advisory services
- Employment opportunities and advice
- Social isolation / lack of access to affordable and enjoyable activities
- Mental Wellbeing
- Despondency
- Culmination of costs and feeling out of control or hopeless

5.10 Responses from this resident engagement fed directly into the development of the strategy's themes and priorities. Ongoing resident and community engagement will be built upon throughout the implementation of the Anti-Poverty Strategy under the Making Manchester Fairer framework and the governance model.

Strategy Development Phase Two

5.11 After completing a synthesis of the outputs from phase 2 of the strategy development, an update on emerging priorities and themes was taken to Economy Scrutiny Committee. This provided an opportunity for members to feed into the early development of the strategy.

5.12 Following this, a further extensive programme of consultation took place on the draft Anti-Poverty strategy's themes and priorities with a range of audiences. The purpose of the consultation was to test out officers' interpretation of information provided during the initial phase 1 of research and engagement was accurate, and to provide a final opportunity for stakeholders to identify any remaining gaps within the strategy. Consultation activity included member policy panel meetings, engagement with the Family Poverty core group, conversations with colleagues from University of Manchester, a city-wide online consultation and a final virtual drop-in session for key external partners.

Responses from city-wide consultation

5.13 The online consultation was open between Monday 28 November and Sunday 11 December and was completed by 187 people and organisations. The survey questioned whether respondents agreed or disagreed with each of the draft priorities and provided a final opportunity to suggest additions to the

strategy.

- 5.14 The consultation was promoted through council communication channels, including social media and press briefings. Officers also directly contacted partners and organisations who had been involved in the initial strategy research and engagement to ensure consistency throughout the engagement phases. Additional support was also received from organisations like Manchester Pride, who promoted the consultation through their networks.
- 5.15 The responses to the consultation came from a mix of people and organisations, which included:
- 119 (64%) residents of Manchester
 - 28 (15%) voluntary community organisations
 - 15 (8%) public sector organisations
 - 11 (6%) 'other' organisations, which mostly included people who work in Manchester
 - 8 (4%) businesses based in Manchester
 - 6 (3%) learning or training providers
- 5.16 Most respondents provided demographic information in addition to the survey questions:
- 63% of respondents were female and 31% were male
 - Most respondents identified with a White ethnic origin (83%), followed by Mixed or multiple ethnic groups (5%), Black ethnic origin (4%), Asian ethnic origin (3%), and another ethnic group (1%). The remaining 4% of respondents preferred not to state their ethnic identity.
 - 19% respondents advised that their day-to-day activities had been limited because of a health problem, long-term condition or disability
 - 13% of respondents described their sexual orientation as LGBTQ+
 - Most respondents identified with No religion (47%), followed by Christianity (39%), Islam (3%), Buddhism (3%), Another religion (2%), and Agnostic (1%). The remaining 5% of respondents preferred not to state their religion.
 - 15% of respondents reported that they were a carer
- 5.17 Most respondents agreed with the draft priorities (93-99%). The consultation provided the opportunity for respondents to give free text commentary to provide feedback if they had disagreed with a priority, and a final opportunity to outline any gaps they felt were missing from the strategy.
- 5.18 A full report providing a detailed analysis of the consultation responses is included under appendix 3.

6.0 Priorities and Outcomes

- 6.1 The research, engagement and consultation work enabled us to arrive at a set of themes, priorities and actions for the new strategy which incorporated many

of the ideas proposed by our partners. These are included in full as part of appendix 1 and summarised here.

6.2 Our vision is that *the whole of Manchester will work together to reduce poverty and lessen the impact of poverty on our residents*. This is our vision because we recognise that tackling and ending poverty requires a coordinated and whole system approach, where individuals and organisations act as allies for people who are the most in need.

6.3 **Theme 1: Preventing Poverty.** The priorities in this theme are about the things that we can do to prevent residents experiencing poverty.

- Priority 1.1 - Identify residents at risk of poverty and connect them to help and support that is tailored to their needs.
- Priority 1.2 - Help residents on low incomes to manage their household expenditure and reduce debt.
- Priority 1.3 - Avoid taking action that will push residents into poverty or debt.
- Priority 1.4 - Connect residents who are working to better paid and more secure employment.

6.4 Theme 2: Mitigating Poverty. The priorities in this theme are about trying to make life easier for people who are experiencing poverty and making sure that their basic needs are met.

- Priority 2.1 - Make sure everyone has access to appropriate and good quality, accessible advice.
- Priority 2.2 - Meet people's basic needs of food, warmth, shelter, health & hygiene.
- Priority 2.3 - Ensure access to culture and leisure opportunities to help people experiencing poverty have a good quality of life.
- Priority 2.4 - Make sure that the support available treats people with dignity, is respectful of their needs and operates in a way that is best for them.

6.5 Theme 3: Pathways out of Poverty. The priority in this theme is about raising people's incomes so they can move out of poverty.

- Priority 3.1 - Help residents on low incomes to maximise their household income.

6.6 Theme 4: Inclusive and effective delivery. Inclusive and effective delivery is about improving the way that the ecosystem of people and organisations supporting people in poverty operates.

- Priority 4.1 - We will make sure that people with lived experience of poverty have a voice in anti-poverty work.
- Priority 4.2 - We will find new ways of funding and resourcing anti-poverty work in Manchester.

- Priority 4.3 - We will use data to help understand poverty in Manchester and to design and target interventions accordingly, making sure that we consider inequalities and inequity in how poverty is experienced.

7.0 Delivery and measuring success

Delivery

- 7.1 Learning from our experience with the Family Poverty Strategy 2017-2022 and considering the information we have gathered from research and our conversations with partners, there is an opportunity to make some changes to the governance for the new strategy to ensure that it is as effective as it can be. The strategy will be led by a Making Manchester Fairer and Anti-Poverty Programme Management Team made up of council officers and our partners. Delivery will ultimately be accountable to the Making Manchester Fairer Programme Board. Specific actions relating to governance and delivery are outlined within the text of the strategy under theme 4 (appendix 1).
- 7.2 Incorporating resident engagement and lived experience in delivery of the strategy is also a key component of Making Manchester Fairer, which includes a whole workstream on this agenda. We acknowledge the continued difficulty in reaching certain people and communities in Manchester (as evidenced by the responses to our online consultation) and are committed to developing this work through the life of the Making Manchester Fairer Action Plan and Anti-Poverty Strategy. More detail on this approach is included within the draft strategy itself.
- 7.3 Delivery of the strategy will be undertaken through partnership working and collaboration between Manchester's Voluntary and Community Sector organisations and public sector institutions with the support of the city's private sector. Poverty is a complex issue which no one organisation or team holds all the levers to address. Resources for this agenda are extremely limited, and at present are focused on the immediate response required to the Cost of Living Crisis.
- 7.4 To ensure effective and sustainable resourcing throughout the duration of this strategy, a "virtual team" will be convened to bring together different expertise from across the Council and partner organisations. The team will continue to look for opportunities to bring in funding and other resources to support Manchester's anti-poverty work.
- 7.5 Additionally, it is proposed that the strategy's priorities are embedded in the Council's Team Around the Neighbourhood work plans. The team already works to bring together services at a local level and are best placed to utilise local connections and assets to manage delivery which is responsive to local needs.

Measuring Success

- 7.6 Measuring the impact and success of the new strategy will be challenging due to external factors beyond the Council's control. The worsening economic context is likely to put pressure on household budgets in the medium term, whilst constraining the ability of the Council and our partners to deliver effective services. Additionally, the action that we are collectively able to take is already limited in scope when compared to the scale and complexity of the factors driving poverty in Manchester.
- 7.7 In response to these challenges, a series of indicators have been selected which will assist in telling us about the risk of people experiencing poverty, and the volume and need of individuals accessing certain services. This will help us understand how external factors are likely to drive demand and adapt our collective approach in response to changing needs.
- 7.8 We will know we have been successful when our evaluation of individual activities shows that they have made a positive difference to people's lives and when demand on MCC and our partner services reduces. This will be backed up in the longer term by changes in more longitudinal data.
- 7.9 A full list of the proposed indicators is outlined within the draft strategy.

8.0 Conclusion

- 8.1 The current economic challenges and rising inflation means that poverty is going to continue to be a significant issue in Manchester for several years to come. Manchester has a robust system and network of professionals and organisations who remain committed to this issue, and who work together to ensure that we are doing everything we can as a collective to reduce the number of people experiencing poverty.
- 8.2 We also recognise that in some areas our powers to tackle poverty are limited, and we are prepared to work together to identify new solutions and ways of working to maximise our collective impact on this issue. Where we do not have the powers locally, we will continue to make the case to UK Government for the legislative changes that we believe are required to create the right conditions to effectively reduce poverty in our city.

9.0 Recommendations

- 9.1 The Executive is recommended to adopt the new Anti-Poverty Strategy for Manchester

10.0 Appendices

- Appendix 1: Anti-Poverty Strategy
- Appendix 2: Full list of consultees
- Appendix 3: Analysis of consultation responses

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Making Manchester Fairer: Anti-Poverty Strategy 2023-2027

Title page

Foreword

Cllr Bev Craig, Leader, Manchester City Council

Manchester is a place that is thriving and growing, with a proud history of working together to fight inequality to build a fairer city.

Our city has enjoyed many successes over recent years. However, we know that despite our good progress, poverty remains one of the most significant challenges we face. In one of the world's richest countries, we must work to eradicate poverty.

Manchester City Council is deeply committed to improving the lives of Manchester's residents. We know the profound effect poverty has on people – it impacts everything from life expectancy to employment opportunities. Too many people are struggling, and this has been magnified by the current context of rising costs of essentials like food and energy bills.

This Anti-Poverty strategy draws upon evidence from residents, organisations, and national research to produce evidenced based recommendations to tackle poverty, its causes, and consequences.

We've seen that recent economic challenges have exasperated longstanding inequalities which has had a disproportionate impact on some communities. We are determined to make Manchester a place where anyone, regardless of their background or the neighbourhood they grew up in, can lead a healthy and successful life in which they can reach their full potential.

We recognise that no one person or organisation holds all the levers to address poverty. It is now more important than ever that we work together across our city to take tangible actions to tackle poverty. We all have a shared responsibility to ensure that no one gets left behind.

Cllr Joanna Midgley, Deputy Leader and lead for reducing poverty and tackling inequalities

As Deputy Leader with Executive Member responsibility for Reducing Poverty and Tackling Inequalities, I look forward to working in collaboration with partners across the city to deliver this strategy.

Our city has a strong track record of successful partnership working. This has been demonstrated in our delivery of the previous Family Poverty Strategy. Despite the difficulties experienced in recent years, we have continued to work together to tirelessly improve the quality of life for Manchester's residents.

The Anti-Poverty strategy outlines our ambitious priorities to take the city in the right direction over the next 5 years by collectively taking action to prevent residents experiencing poverty, making life easier for people experiencing poverty, and raising household incomes so residents of all ages can move out of poverty.

Residents and partner organisations have been instrumental in shaping and developing this Strategy. Through continuing this partnership approach, we will deliver against our priorities and continue to take a responsive and reactive approach to tackling poverty in Manchester.

Introduction

We want to work together to tackle poverty in Manchester.

Manchester is a growing and thriving city that has enjoyed many successes, however we know that despite our achievements there are still too many people in our city who experience and are affected by poverty. This Anti-Poverty Strategy has been created with the help of people and organisations in Manchester, so that we can work together to make it less likely that people will experience poverty, and to help people more effectively and appropriately if they do experience poverty.

This strategy sets out the priorities we are going to focus on, the actions we will take and the information that we will use to know if we are making a difference. It also shows how this strategy fits with Manchester's strategic objectives, and the connections to other areas of work that will support the work we do on poverty.

Most importantly, by adopting this strategy we are making it clear that poverty is unacceptable and is incompatible with our vision for the city. Collectively, we are committed to doing everything that is within our power to reduce and eliminate poverty in Manchester.

Context

This strategy has been written at a time of worsening economic conditions, with the impacts of Brexit, COVID-19 and the war Ukraine all playing a part in creating a cost-of-living crisis that has seen household costs and the demand for support and services rapidly increase. Pressure on food, energy and housing costs have been particularly significant and consumer price index inflation is at its highest level for decades. It is expected that in the short term the problem of poverty may well get worse, and that ultimately our control over some of the causes of poverty are limited. However, this strategy is a medium-term plan which should look beyond tied to the circumstances of the day.

There are also opportunities that we need to take advantage of. Manchester enjoys a dynamic and growing economy that is generating the skills and employment opportunities that can play a role in increasing incomes and reducing poverty. We have a diverse and committed system of support for residents who experience poverty, with organisations who provide tailored and supportive services for those most in need. We also have a renewed focus across all our work of creating a city that is fairer and more equitable for our residents.

At the same time Manchester is facing two other major challenges. Firstly, the challenge of a changing climate. In 2019, Manchester City Council declared a climate emergency and the city has set an ambitious target to become zero carbon by 2038. We must make sure that the transition to a zero-carbon economy happens in a way that is just and fair. Secondly, the challenges of inequality and inequity. Manchester is working to develop a more inclusive and more equitable economy that benefits our residents regardless of who they are, and we will work harder to support people who experience disadvantage to benefit from our growth.

Our Manchester

The Our Manchester Strategy 2016-2025 provides the overall strategic direction for the city. It sets the framework for all our actions to ensure we are contributing towards meeting that priorities that Manchester people agreed are important to them. As a citywide strategy, this Anti-Poverty Strategy will directly support the delivery of the Our Manchester Strategy priority "*We will strive to create a*

truly equal and inclusive city, where everyone can thrive at all stages of their life, and quickly and easily reach support to get back on track when needed" and its cross-cutting priority of improving equality in the city. However, work to tackle poverty is cross-cutting and will contribute to all Our Manchester themes and priorities.

Making Manchester Fairer

Professor Sir Michael Marmot's report, *Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives*, sets out systemic and structural inequalities and the wider social determinants of health impacting life outcomes in Greater Manchester. At a Manchester level, a multi-agency group has developed the Making Manchester Fairer Action Plan which sets out how Manchester will respond to the recommendations by adopting a whole system approach to addressing health inequalities across the five-year period 2022-27. The plan shows that tackling poverty and debt is one of the most significant routes to improving health outcomes in Manchester.

The actions proposed in the Making Manchester Fairer Action Plan are included and developed further in this strategy. The Anti-Poverty Strategy forms the foundation of delivery against the Making Manchester Fairer Action Plan priority to reduce poverty.

The Cost-of-Living Crisis

At the time of writing, high inflation and stagnant wages has led to a cost-of-living crisis, resulting in large increases in the cost of housing, energy, food and other essential goods and services. Manchester is responding to the cost-of-living crisis with our partners to make sure that the most severely affected residents are supported. These measures are intended as a short-term response to the crisis, and while this strategy commits us to maintaining this type of support where it is needed, it is intended as a medium-longer term plan for tackling poverty in the city.

Poverty in Manchester

Poverty in Manchester remains a significant and engrained problem that is the product of complex and inter-connected issues. This section shows what we know about poverty in the city and how we define and think about poverty. It also looks at some of the data we have about poverty.

Defining Poverty

There is no single definition of poverty. Poverty can be experienced differently by different people, and its exact nature can depend on individual circumstances. The Joseph Rowntree Foundation has agreed a broad definition of poverty as "*When a person's resources (mainly their material resources) are not sufficient to meet their minimum needs (including social participation)*". This definition is useful because it recognises the difference in individual circumstances.

People in Manchester have told us that for them, poverty can mean one or more things:

- Being unable to afford the basics of food, warmth and shelter or to be able to keep clean
- Being unable to adequately care for dependents
- Being constantly or persistently worried about money
- Feeling like there is no way to improve your life or to progress
- Lacking hope in the future or feeling that it is impossible to make a change.

We also know that some people who meet the definition of being in poverty do not always recognise themselves as being in this position, sometimes because it is just what they are used to, and sometimes because of the shame or stigma that can be associated with poverty.

There are also qualitative definitions of poverty. These are used by organisations which measure and report on poverty and are the closest we have to a standard definition. They are based on household incomes and include:

- Household income less than 60% of the national median (after housing costs)
- Household income less than 40% of the national median (known as deep poverty)

Poverty Myths (Credit: Mr Carl Emery, University of Manchester)

We also recognise that people's understanding of poverty can often be prejudiced and based on "myths", and that in tackling poverty we need to make sure that we dispel these myths to avoid prejudicing the action that we take. Myths about poverty include:

- The bootstraps myth – that anyone can pull themselves out of poverty if they just work hard enough.
- The individual faults myth – that those who experience poverty are lazy and/or irresponsible, and therefore deserve to be in poverty.
- The educability myth – that children experiencing poverty are innately less intelligent or less school ready.
- The culture of poverty myth – that people who experience poverty share common beliefs, values and behaviours.
- The intergenerational worklessness myth – that there are families where multiple generations don't work and don't want to work.

In reality, the causes of poverty are socio-economic, and we cannot make assumptions or judgements about people who experience it.

Poverty in Manchester

Poverty in Manchester is mainly caused by worklessness and benefit dependency. However, we know that there are also other important contributing factors. These include:

- Unemployment and worklessness – as of October 2022 around 76,000 people in Manchester are claiming Universal Credit, of whom 49,000 are not in employment.
- Low paid and insecure work – around 28,000 people in employment are also claiming Universal Credit, many of these will work part-time, earn below the Living Wage or move in and out of work
- Relatively lower household incomes (including benefits and pensions) - average household income in Manchester is about X compared to a national average of Y.
- Increasing household costs – inflation has hit record highs and has most affected people who were already struggling. Consumer Price Index inflation was 9.6% in the 12 months to October 2022.
- Changes to the welfare system – the support available to people has reduced in the last ten years and the value of benefits has declined. The basic rate of unemployment benefits is now at a 35-year low in real terms. Together with wider cuts to public services, this means that there is less help to prevent people from going into crisis, as well as less help when they are in crisis.

- Changes in the labour market – while some good progress has been made on this issue of low pay, insecure work and low hours worked remain problems that affect some people.

We also know that poverty in Manchester is distributed unevenly, with certain groups and communities likely to be disproportionately affected. This includes, but is not limited to:

- Communities experiencing racial inequalities, particularly black, Bangladeshi and Pakistani residents
- Women
- Disabled people
- Older people
- Children and young people
- Residents in certain spatial areas, particularly north Manchester, east Manchester and Wythenshawe.

Intersectionality, or the connection between different social and demographics categories, is also significant when talking about poverty. For example, we know that children and young people from ethnic minority backgrounds are more likely to experience poverty. Our responses to poverty will account for these characteristics and be designed appropriately.

The Impact of Poverty

The way that poverty affects people can be very profound, touching on all aspects of their lives. While the exact nature of people's experience is highly individual, we know that people who experience poverty of a sustained period of time can have several adverse consequences:

- Poor mental health – particularly stress, anxiety and depression caused by worrying about money and how to meet basic needs.
- Poor physical health – health problems associated with poor or insufficient nutrition, living in cold or damp homes, being unable to exercise regularly or participate in activities. Overall reduced life expectancy and healthy life expectancy
- Reduced educational attainment – children and young people experiencing poverty are likely to fall behind their peers. The gap widens the longer that the child or young person is in poverty. Education attainment significantly affects life chances on completion of mandatory education, and there is a persistent earnings gap between children eligible for free school meals and other children.
- Reduced neighbourhood resilience – neighbourhoods with high concentrations of people on low incomes are generally less resilient, frequently lacking the services and infrastructure found in higher income neighbourhoods. High concentrations of people on low income can also place greater demand on local services that may result in lower quality of provision.
- Persistent gap in earnings between those who have experienced poverty in childhood and those who have not.

What's more, people who are already vulnerable, mainly those in the communities describe above, will be more affected by these consequences than their peers. Intersectionality plays an important role, for example older people experiencing poverty will likely face a greater impact on their physical health than younger people.

What we're already doing

It is important to remember that we are not starting from scratch and that there is already a great deal of work taking place in Manchester to tackle poverty. This work ranges in scale from hyper-local projects undertaken by very small organisations or even individuals, all the way up to city-wide programmes of investment in services. All of it is important, and learning from these experiences has laid the groundwork for this strategy.

Short case studies to insert:

- Cheetham Hill Advice
- Resident (debt)
- Resident (employment)
- Foodbank
- Barlow Moor Community Association

There is also a lot of work underway that is fundamentally important to tackling poverty, even if it is not explicitly or only aimed at people who experience poverty. Examples include:

Skills, employment and training – Manchester, through its Work and Skills Strategy, already has an ecosystem of learning, training and employment providers working together to help more residents find more secure and better paid work, which is one of the most important routes out of poverty.

Housing and homelessness – we recognise that the cost of housing is an important issue in Manchester that overlaps with poverty. Through our Housing strategy we have committed to building 10,000 new affordable homes in the city, and through our homelessness strategy we have committed to making homelessness as rare and as brief as possible.

Transport – the cost of transport is another important issue and is a barrier to people on lower incomes. Through work underway at a Greater Manchester level and through the City Centre Transport Strategy, we are working to reduce public transports costs and make routes and services more joined up to enable people to access services and opportunities across the city.

Environment – we have a commitment to becoming a zero-carbon city by 2038 and recognise that this target has benefits for people on low incomes but only if we can make sure that the transition to a zero-carbon economy is fair and equitable. Manchester’s Climate Change Action Plan will drive some of the changes that we need to see to help make people’s homes warmer and more efficient, therefore reducing household costs as well as saving carbon.

Vision

Our vision is that the whole of Manchester will work together to reduce poverty and lessen the impact of poverty on our residents.

This is our vision because we recognise that tackling and ending poverty requires a coordinated and whole system approach, where individuals and organisations act as allies and advocates for people who are the most in need.

Principles

In delivering this strategy, we have agreed a set of principles that everyone working to tackle poverty in Manchester can adopt so that we can be sure we are working together effectively towards our shared goal.

These principles are:

Proportionate universalism – The action that we take must be universal but must also be adjusted to a scale and intensity that is required according to the needs of particular people or communities.

Nothing about us without us – We will include people with lived experience of poverty in the decision-making processes that affect them.

Working together – Organisations working to tackle poverty will work together towards the same shared goal. No matter where people come to for help, they will always be provided with the right support in way that is compassionate and appropriate for their needs.

Breaking the feedback loop – we will avoid sustaining and reinforcing a system of support that ultimately, we don't want to exist. We will collectively endeavour to enable people to support themselves and make decisions about their own lives.

The action we will take

The actions we are going to take over this five-year strategy are divided into four themes and thirteen priorities. Themes 1-3 show are about how we directly support people in Manchester, while theme 4 is about how we can improve the way that the support system operates.

These actions will not all happen at once but will be sequenced over the life of the strategy and in line with the work undertaken as part of the Making Manchester Fairer Action Plan. Some actions will need significant development to achieve, whereas others are smaller changes that we should be able to make more quickly. They will all need to be delivered by a range of partners, not just by the city council, and in a way that responds to the needs of our residents.

Theme 1: Preventing Poverty

The priorities in this theme are about the things that we can do to prevent residents experiencing poverty.

Preventing poverty means identifying those people who are most at risk and connecting them to the right support before they reach crisis. It means that when people ask for help, they get it, but also that people working in front line services are able to spot the signs that someone is struggling and have the confidence and expertise to offer support. Preventing poverty also means working to reduce household's and families' costs and increasing access to advice and support services, as well as those early intervention services that can help people manage smaller pressures that can build up to become more serious problems. At the same time, we can look at the way public services operate to make sure that we don't push more people into poverty through the inappropriate use of fines or charges, especially where residents are already seeking professional help.

By focusing on prevention, we can reduce the number of people who fall into poverty and reduce demand on the services that support people.

Priority 1.1 Identify residents at risk of poverty and connect them to help and support that is tailored to their needs

- We will use data to identify the places and communities that have the highest concentrations of poverty so we can design and target interventions appropriately, focusing our response on the neighbourhoods and households who need it most.

- We will design and run information campaigns that target these places and communities to encourage people to ask for support before they reach crisis.
- We will develop and roll out training for front line staff in public and voluntary services to help them identify when someone may be at risk of poverty and how to support them.
- We will reduce the stigma associated with accessing help by considering how support is branded and advertised, the process through which support is given and who is providing the help.
- We will target additional resource investment at VCSE organisations to work on prevention activity in the areas of greatest need.

Priority 1.2 Help residents on low incomes to manage their household expenditure and reduce debt

- We will promote and ensure access to more affordable forms of credit for Manchester residents, including the use of credit unions and salary finance schemes, and make this offer more consistent across the city.
- We will continue to take preventative and enforcement action against those who seek to profit from illegal money lending
- We will improve access to and take up of good quality affordable childcare so that it is not a barrier to employment, particularly for women.
- We will target home energy efficiency and retrofit activity at the lowest income households first and work with advice providers to make sure that people have access to resources to help them manage their energy usage.
- We will test and embrace digital innovations to deliver smart energy systems that work for low income and vulnerable consumers.
- We will ensure adoption of more demanding Energy Performance Certificate standards in selective licencing areas, in line with national standards.
- We will work with schools, colleges, adult education providers and financial institutions to ensure that young people and adults can access help with budgeting and can make informed choices about affordable credit and dealing with debt.
- We will build on work to “poverty proof” the school day, ensuring that all Manchester schools are included and in particular, work to reduce the cost of school uniforms.

Priority 1.3 Avoid taking action that will push residents into poverty or debt

- Encourage residents who are experiencing hardship to contact the Council Tax Service at the earliest possible time so that the Council can support them to establish a sustainable payment plan, and proactively approach people who are in arrears to connect them to appropriate support.
- Review public sector organisations’ approach to charges and debt recovery processes to make sure we are effectively supporting residents to access support and avoiding taking action that will make their situation worse.
- Connect residents who approach public services and who are experiencing debt to appropriate wrap around support.

Priority 1.4 Connect residents who are working to better paid and more secure employment.

- We will increase the number of Manchester employers who have signed up to the Greater Manchester Good Employment Charter

- We will sustain and increase the number of employers in Manchester paying and the number of Manchester residents being paid the real living wage, as well as promoting its benefits.

Theme 2: Mitigating Poverty

The priorities in this theme are about trying to make life easier for people who are experiencing poverty and making sure that their basic needs are met.

Mitigating poverty means making sure that people don't go without food, warmth, shelter and that they are able to stay in good health. This means continuing some of the good work already underway in the city but making sure that there is capacity in the system to respond to increasing demands on services. It also means making sure that people are accessing the full range of help and support available.

Mitigating poverty also means making sure that people are not prevented from playing a part in the life of the city and accessing the opportunities that most people take for granted. It means that we need to consider how people experiencing poverty can still access the city's culture and leisure offer, how people are supported to have full access to information to help them to make decisions for themselves and those around them and how we can help people maintain their dignity and quality of life.

By mitigating against the impact of poverty we can help people maintain their health, wellbeing and independence so that they can be in a better position get out and stay out of poverty.

Priority 2.1 Make sure everyone has access to appropriate and good quality, accessible advice

- We will expand access to advice about finance in different settings, including community settings, schools, health services and workplaces and use of the money advice referral tool.
- We will increase access to debt advice and debt management services as part of the wider advice offer, making sure that people can consolidate debts and move to more affordable forms of credit.
- We will work with advice providers to increase the availability of in-person advice in areas of the city where this is not available.
- We will provide support to residents who are digitally excluded to access advice online and to support them to be able to find information online through the provision of training, appropriate devices and affordable connectivity.
- We will work with advice providers to create, maintain and distribute a single source of information for practitioners in all sectors to access up to date information regarding poverty and the services that can be accessed to help support people experiencing poverty, including those services that are specific to certain communities or spatial areas.
- We will work with schools to ensure that they have a single point of contact for issues related to poverty and that this person is connected into the wider network of anti-poverty work in Manchester.
- We will make sure that advice information is available in accessible formats and languages.
- We will provide support to residents who are digitally excluded to access advice online through the provision of training, devices and internet access.

Priority 2.2 Meet people's basic needs of food, warmth, shelter, health & hygiene.

- We will work with Manchester Food Board to support and maintain a strong eco-system of food provision giving access to healthy, affordable and culturally appropriate food for residents who are food insecure via the Our Manchester Food Partnership.
- We will work with energy companies to ensure that residents on low incomes are receiving all of the support they are entitled to, alongside any discretionary schemes, and help publicise the support that is available.
- We will work to ensure that people in crisis are able to maintain their own home and reduce the risk of homelessness, especially in the private rented sector.
- We will work with Manchester Local Care Organisation to target mental health support in areas where poverty and debt has a significant impact on residents' mental health.
- We will work to ensure access to personal hygiene products and reduce period poverty
- We will support the continuing operation of our cost-of-living crisis response for as long as it is needed, including the Cost-of-Living Helpline.

Priority 2.3 Ensure access to culture and leisure opportunities to help people experiencing poverty have a good quality of life.

- We will maintain free-school holiday provision and work to provide greater certainty of funding that allows schools to confirm provision with parents in advance.
- We will work with Manchester's cultural organisations to design and promote activity that is accessible to everyone, regardless of their income.

Priority 2.4 Make sure that the support available treats people with dignity, is respectful of their needs and operates in a way that is best for them.

- We will pause enforcement action taken against residents for non-payment of fines or other charges when they are accessing professional help or support.
- Where residents make contact with Manchester City Council or other public bodies because they are struggling to pay rent, Council Tax or other charges, we will use that opportunity to connect them to the most appropriate support services
- We will review support services and commit to moving towards a cash first approach to support where it is feasible and appropriate.
- We will implement the Algorithmic Transparency Standard so we can make sure that algorithmic decision making does not unfairly penalise people on low incomes and encourage our partners to do the same.

Call out box: Algorithmic Transparency Standard

Algorithms are sets of rules applied to data in order to find patterns, solve problems, or make predictions. Local government and other organisations collect, store, and analyse large amounts of data, and they increasingly use algorithms to support decision-making. The use of algorithms brings opportunities to make services more efficient, tailor services to individual users, and reveal new insights about social problems based on robust evidence. However, algorithmic decision-making also brings risks, such as violations of privacy, discrimination, or bias against certain people or groups. Research increasingly shows that algorithmic decision-making can disproportionately penalise the poor and communities experiencing racial inequalities. The use of algorithms to assist or replace human decision-making also puts more distance between people and the decisions that impact their lives, making it harder to challenge those decisions. The UK Algorithmic Transparency Standard is a

national framework to enable the public sector to share information on the use of algorithmic tools with the public and other stakeholders, like regulators and researchers. It sets out an expectation that public sector organisations will make it known when they are using algorithms and what those algorithms do, so they can be subjected to public debate. The standard also opens the door to the future use of additional scrutiny tools, such as algorithmic audits and impact assessments, which might help to identify and mitigate the risks and harms associated with algorithmic decision-making.

Theme 3: Pathways out of Poverty

The priority in this theme is about raising people's incomes so they can move out of poverty.

A pathway out of poverty will be different for different people, and therefore responses need to be tailored to the needs of Manchester's diverse communities. We are lucky to already have organisations in Manchester who are experts at working with specific groups, whether they are young, old, disabled, neurodiverse, white or non-white or live in a certain part of the city. These organisations can help is making sure our response reaches the people who need it most.

Pathways out of poverty will look different for different people, so it will be necessary to design specific pieces of work that focus on our most vulnerable residents, working with the organisations that are best placed to reach them.

This theme is also reliant on Preventing Poverty and Mitigating Poverty, particularly access to advice and support, to make sure people get the help they need.

Priority 3.1 Help residents on low incomes to maximise their household income.

- We will help move low-income residents who are able to work towards and into better paid, higher quality and more secure employment, working with the health system and other services to provide wrap-around support.
- We will make sure that all public bodies are explicit about using social value to create education, skills, employment and training opportunities for residents living in poverty.
- We will support our residents to access the full range of additional income to which they are entitled, including benefits.
- We will work with community partnerships and trusted organisations to provide tailored support to communities which are more likely to be experiencing poverty, for example NRPF, ethnic minorities and residents with long term health conditions or disabilities, elderly people, large families, etc, which are delivered through community settings and outreach.

Theme 4: Inclusive and effective delivery

Inclusive and effective delivery is about improving the way that the ecosystem of people and organisations supporting people in poverty operates.

Fundamentally, this means including people with lived experience of poverty in the decision-making processes that affect their lives. It means that their voice should be heard and listened to and affect the way in which services are delivered.

It is also about making the system work more effectively together, both by finding the resource we need to sustain and increase the work already taking place, and finding ways in which to resource new areas of work or do things differently.

Priority 4.1 We will make sure that people with lived experience of poverty have a voice in anti-poverty work.

- We will set up an Anti-Poverty Reference Group made up of people who are, by experience or profession, experts in poverty and who can act as a critical friend in the delivery of this strategy.
- We will use the Making Manchester Fairer Network to hold regular events that bring together professionals working on the anti-poverty agenda alongside residents who experience poverty to connect, share information, learning and best practice and work together on shared priorities.
- We will work with relevant support organisations to ensure tailored support for groups most affected by poverty, such as communities experiencing racial inequalities and disabled people.
- We will embed the socio-economic duty in decision making of public, private and voluntary sector organisations.

Priority 4.2 We will find new ways of funding and resourcing anti-poverty work in Manchester

- We will review existing grant funding streams to see if it can be reconfigured to better support anti-poverty work and provide greater certainty of funding for organisations working to alleviate poverty.
- We will seek to bring in funding contributions from private sector organisations and philanthropic giving to help resource anti-poverty work.
- We will make better use of social value commitments to contribute additional resource to anti-poverty work.
- We will create an anti-poverty “virtual team” from MCC and our partners to deliver this strategy.
- We will find opportunities to reconfigure existing volunteering programmes and community payback schemes to better support anti-poverty work.

Priority 4.3 We will use data to help understand poverty in Manchester and to design and target interventions accordingly, making sure that we consider inequalities and inequity in how poverty is experienced.

- We will create and maintain a list of relevant indicators and other data products that can be shared with people and organisations working to tackle poverty in Manchester.
- We will develop targeted and bespoke programmes of activity that focus on particular residents who are the most vulnerable:
 - Women
 - Children and young people
 - Older people
 - Communities experiencing racial inequalities
 - Disabled people
 - People experiencing mental health conditions
 - Areas with the highest concentrations of poverty

How we will deliver it

Lifting low-income households out of poverty and debt is one of the eight themes of the Making Manchester Fairer Action Plan. Given the strategic relationship between poverty and health inequalities, the Manchester Anti-Poverty Strategy will sit under the Making Manchester Fairer Plan

and will support the delivery of these priority actions, along with other key actions identified through the development of the Strategy.

Delivery of the actions in this strategy will be undertaken by partnership working and collaboration between Manchester's Voluntary and Community Sector Organisations and public sector institutions with the support of the city's private sector. Actions will be sequenced in line with the wider Making Manchester Fairer Action Plan to ensure that they happen at the right time and maximise their impact.

The strategy will be led by a Making Manchester Fairer and Anti-Poverty Programme Management Team made up of council officers and our partners. Delivery will ultimately be accountable to the Making Manchester Fairer Programme Board.

As part of work to ensure we are fully involving residents with lived experience of poverty in the delivery of this strategy, we will establish two new groups:

1. A **Making Manchester Fairer Network** that brings together partners and stakeholders with an interest in MMF and which can feed into all levels of governance on MMF.
2. An **Anti-Poverty Reference Group** made up of experts, by experience or profession, who can act as critical friends to the delivery of the Anti-Poverty Strategy.

Outcomes, measures and indicators

Measuring poverty is difficult and there is no reliable data available that gives us an accurate overall picture of the number of people in Manchester who are living in poverty at any point in time. At the same time, we know that the economic conditions described at the start of this report mean that poverty is likely to get worse before it gets better.

However, we do have data available to us that is useful in several ways:

- Data can tell us about the risk of people experiencing poverty. We can use information that includes housing costs, pay, or people accessing debt advice to give us an overall picture of how much external conditions are likely to drive demand and where risk lies.
- Data can tell us about the volume of people accessing certain services, such as council tax support or welfare assistance schemes that can help us understand the scale of overall demand at the present time.
- Data from individual services can tell us about who is accessing services and therefore design responses according to their needs.

Because of the difficulties with data, to measure the success of this strategy we will do two things:

1. Collect and collate data from service providers in Manchester, including the City Council, to understand the level of demand on their services and track changes in this demand over time.
2. Evaluate the impact of individual actions and projects, in line with the methods developed through Making Manchester Fairer, to make judgements about their success.

We will know we have been successful when our evaluation of individual activities shows that they have made a positive difference to people's lives and when demand on MCC and our partners services reduces. This will be backed up in the longer term by changes in more longitudinal data.

Some of the measures that we may use include:

Indicator	Baseline	Date last released	Frequency of releases
Number of children living in relative poverty before housing costs (DWP)	44,734	March 2022	Annual
Number of children living in absolute poverty before housing costs (DWP)	35,751	March 2022	Annual
Number of children eligible for free school meals (School Census)	38,584	May 2022	Triannual
Average amount of debt of those who seek debt advice (GMPA Poverty Monitor)	£3,347	February 2022	Annual
People in employment who are approaching Citizens Advice for debt advice (GMPA Poverty Monitor)	28%	February 2022	Annual
People seeking debt advice who have previously taken out payday loans (GMPA Poverty Monitor)	1.60%	February 2022	Annual
People who are seeking debt advice that have been subject to debt enforcement (GMPA Poverty Monitor)	3.10%	February 2022	Annual
Volume of unsecured personal loans (GMPA Poverty Monitor)	140 / 3.06%	February 2022	Annual
Households in fuel poverty (UKGOV)	44,864	April 2022	Annual
Fuel insecurity by lower super output area (UKGOV)	Maps created.	April 2022	Annual
People accessing financial support from United Utilities (GMPA Poverty Monitor)	30,180	April 2022	Annual
Proportion of households experiencing food insecurity (GMPA Poverty Monitor)	17.20%	January 2021	
Difference between average rent vs local housing allowance rates (Various public and private data sources)	£197.00	November 2022	Quarterly
Lower quartile monthly gross pay vs lower quartile monthly rent (Various public and private data sources)	40% / 48%	April 2022	Annual
People on National Living Wage (NLW)/ National Minimum Wage (NMW) (GMPA Poverty Monitor)	16,600 / 5.6%	March 2021	Annual
Unemployment rates (NOMIS)	6.3%	November 2022	Quarterly
Changes in gross average pay since 2007 (ASHE)	3,965	December 2022	Annual
Proportion of Manchester Residents paid less than the Real Living Wage	23.1%	April 2022	Annual
Number of people paid less than the Real Living Wage	40,000	April 2022	Annual

Out of work claimants as a proportion of 16 – 64 year old population (DWP/NOMIS)	5.8%	November 2022	Monthly
Number of universal credit out of work claimants (DWP/NOMIS)	48,043	November 2022	Monthly
Number of people receiving council tax support (MCC)	48,573	October 2022	Monthly
Number of people claiming Housing Benefits (DWP)	31,821	November 2022	Quarterly
Housing element of Universal Credit claimants (DWP)	41,341	November 2022	Quarterly
Residents claiming health-related unemployment benefits (DWP)	19,553	November 2022	Quarterly
Ratio of house price to earnings (ONS)	7.6	April 2022	Annual
Proportion of employed in non-permanent employment (NOMIS)	5.5%	November 2022	Annual

Acknowledgements

The City Council would like to thank the many people who have made important contributions to the development of this strategy. While there are too many to name individually, we are particularly grateful to the following colleagues:

- Age Friendly Manchester Board and Assembly
- Cheetham Hill Advice
- Citizens Advice Manchester (CAB)
- COVID Health Equity Manchester
- Family Poverty Core Group
- GM Poverty Action
- Manchester Poverty Truth Commission
- Public Health & Making Manchester Team
- The University of Manchester
- Trussell Trust

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**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 12 January 2023
The Executive – 18 January 2023

Subject: Revised Policy for Residents Parking Schemes

Report of: Strategic Director of Neighbourhoods

Summary

The purpose of this report is to agree a revised policy around the implementation and operation of Residents Parking Zones (RPZ) within the city. The revised policy reflects the feedback and issues that have been gathered during the process of extending the Christie Resident Parking Scheme and in the design of other planned schemes.

Recommendations

The Committee is recommended to:

- (1) Consider and comment on the content of this report and the proposed revised policy.

The Executive is recommended to:

- (1) Agree the revised policy appended to this report.

Wards Affected:

All

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

Resident Parking Schemes (RPS) restrict parking in specific areas and therefore encourage the use of alternative measures such as public transport and sustainable travel.
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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 and no negative impacts were identified as a result of this proposal.

Each individual scheme proposed should be subject to an Equality Impact Assessment (EIA) specific to the area and the scheme proposed. This may result in variations to schemes across the city.
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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	Encouraging active travel and other transport modes across the city will support the growth of the economy and maximise the city's competitiveness.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	The support and promotion of active travel and other sustainable transport will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips.
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The potential additional annual costs of the proposed changes are up to £75k per annum. These costs will be met from the parking reserve.

Financial Consequences – Capital

None.

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Background documents (available for public inspection):

'Proposals for a Resident parking Policy' – Executive 12/09/2018

1.0 Introduction

- 1.1 Resident parking schemes have operated in the city for over 20 years. These schemes have been introduced into a number of areas to tackle the impact that commuter and other non-residential parking has on residential areas.
- 1.2 The Residents Parking Scheme (RPS) Policy was last considered in September 2018. The scheme has recently been reviewed following feedback from the Extended Christie RPS. The policy ultimately determines the design of the scheme through the restrictions that are put in place around resident and visitor parking.
- 1.3 Further, or expanded, schemes are planned in both Ancoats and Eastlands and Rusholme, this provides an opportunity to ensure that a single policy which works as effectively as possible for all current and future schemes is adopted.
- 1.4 Manchester continues to invest in cycling, walking and public transport schemes to provide alternatives for residents and commuters to access the city without the use of a private motor vehicle.

2.0 Background

- 2.1 Resident parking schemes are a restrictive solution to a significant problem created by a third-party attractor. Although a RPS will alleviate the original problem, it will also add restrictive consequences for residents within a controlled zone which need to be considered before implementation.
- 2.2 When a scheme is implemented, the whole area is reviewed in relation to road safety and other restrictions. As a result, single and double yellow lines may also be added which will result in further parking restrictions. Although these will be in line with agreed design principles followed across the city, they will further limit the availability of space for on-street parking.

3.0 Existing Policy Challenges

- 3.1 The existing policy has evolved over time in response to parking issues in neighbourhoods. The recent review has highlighted that the current policy creates issues within the design of the schemes, primarily because of the approach taken to visitor parking. The proposed extension of recent parking schemes, which covers a much greater area has highlighted this issue.
- 3.2 For example, comments raised by residents include: -
 - The visitor permit charge of £45 is perceived as unfair particularly if a scheme is intended to be funded from external contributions.
 - The visitor permit system requires you to go on-line to change registration details for every vehicle that visits.
 - You can only have one visitor permit activated at any one time. This prevents multiple family members visiting, tradespeople etc. and it is perceived as too restrictive.

- The double yellow lines that are added in tandem with the implementation of a Resident Parking Zone can significantly restrict the amount of parking on several streets and some of this is deemed unnecessary.
 - Double yellow lines around junctions appear excessive and inconsistent.
- 3.3 The issues above are mainly as a consequence of the policy to strictly limit visitor permits and to include a charge for the visitor permit. In order to ensure that this doesn't make it impossible for multiple visitors to one household, or general visitors to an area rather than a specific household, limiting waiting bays are included within the design of the scheme.
- 3.4 Limited waiting restrictions only apply during the hours of operation which varies between schemes. A limited waiting bay may, for example, allow for parking of up to 3 hours with no return in four hours. This is effectively designed to enable a short-term visitor to an area whilst preventing all day parking.
- 3.5 The inclusion of limited waiting bays often then creates a further issue with an increased requirement for double yellow lines. The waiting bays that are added are painted bays on the road for vehicles to park within. The width of the bay compared to the road is then used to determine if parking restrictions (double yellow lines) are required opposite the bays.
- 3.6 In order to mitigate this issue and provide more flexibility within the design of schemes a number of changes have been proposed to the guidance around Resident Parking Schemes attached as Appendix 1.
- 3.7 The primary changes are:
- Provision of two (previously one) free (previously £45 per annum) digital visitor permits for all residents, that can be managed within the online system.
 - Option for transferrable paper permits for those without digital access.
 - Provision of physical temporary parking permits (scratch cards) to all residents in addition to the permits. A number of scratch cards will be provided free to each household per annum, with further scratch cards available at an additional charge.
- 3.8 The overall approach is to promote the management of visitor permits online consistent with providing better and more efficient services through the Council's Digital Front Door. This also facilitates significant efficiencies within both enforcement activities and administration of the schemes.
- 3.9 The proposed changes around visitor parking will provide additional flexibility to the highway designers. This will enable more streets to adopt 'Past this Point' parking restrictions, where appropriate, which limits the reduction in available on-street parking capacity.
- 3.10 It will however create further restrictions and potential inconvenience to residents around the management of visitor parking. As with all resident

parking schemes, a balanced and pragmatic approach will need to be adopted across the whole area affected.

- 3.11 The policy also amends the approach to businesses to ensure that each business impacted will be considered on a case-by-case basis. This is to reflect the potential diversity between businesses and their relative needs in order to operate sustainably. All permits for businesses would however be chargeable and the Council would seek to provide limited waiting bays within the proximity of business to limit the potential adverse impact.

4.0 Feedback on Proposed Changes

- 4.1 There are currently no plans to change the design of existing schemes that are already in operation - these are considered to be working effectively.
- 4.2 However, feedback has been received on the proposed changes through drop-in sessions with residents within the extended Christie RPS.
- 4.3 The feedback around the proposed changes has been generally positive, with questions more focussed on the solutions and restrictions within individual streets, and the current boundaries of the scheme.
- 4.4 Some concerns were raised around how Homes of Multiple Occupancy (HMO's) are going to be treated due to the potential for these households to already have multiple vehicles and the potential for multiple requests for visitor permits. In response to this the policy proposes that Visitor permits are to be issued on a household, rather than individual, basis.
- 4.5 Concerns were also raised around the current on-line system for managing visitor permits. This system is due to be updated in 2023 with an improved interface and functionality.

5.0 Financial Implications

- 5.1 The revised policy would be applied to all current and future resident parking zones. The removal of the visitor permit charge and provision of scratch cards to each household within the current schemes is estimated to cost £75k per annum.
- 5.2 The enforcement of resident parking schemes would also be subject to review and monitoring. It is necessary to ensure that the resources deployed are proportionate to the scale of non-compliance. Therefore, regular reviews will be conducted in each area to determine the level of non-compliance and the level of enforcement resource required. Ultimately this resource will be deployed flexibly across the city should be largely self-financing through the revenue generated from fines.

6.0 Recommendations

6.1 The Economy Scrutiny Committee is recommended to consider and comment on the content of this report.

6.2 The Executive is recommended to agree the revised policy attached to this report.

7.0 Key Policies and Considerations

(a) Equal Opportunities

7.1 An Equality Impact Assessment will be carried out in relation to each Resident Parking Zone at the point of implementation or modification. There is no adverse impact anticipated for any protected characteristic group as a result of these policy changes.

(b) Risk Management

7.2 A risk workshop for each scheme will continue to be undertaken and a detailed risk log will be captured.

(c) Legal Considerations

7.3 There are no legal issues that arise from the recommendations in this report.

8.0 Appendices

Appendix 1 - Residents' Parking Scheme Provision – January 2023

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Residents' Parking Scheme Provision

January 2023

1.0 Introduction

- 1.1 Resident parking demands vary across the city. While many aspects of residents' parking are similar, there is a need for us to be able to respond to local differences with appropriate design.
- 1.2 There will be a number of general principles applied to RPS schemes, however it is not practical for all schemes to follow the same design as the hours of operation, geographic area and cause of the parking issue may vary considerably between schemes.

2.0 Key Principles

- 2.1 All new residents' parking schemes must follow these key principles:
- No council funding should be used for implementing resident parking schemes. It is anticipated that this will normally be funded by the 'attractor'.
 - Operation, management and maintenance should be funded by the 'businesses or 'attractor', see section 2.2 below, or be self-funding from the revenue generated.
 - New resident parking schemes must not include charges for residents permits
 - The design of schemes must take account of provision for free visitor parking.
 - There needs to be significant support in the area and clear evidence will need to be provided of this including a robust consultation process.
 - There must be clear evidence of need for the scheme. This will include analysis from parking surveys to quantify the level of non-residential parking and the impact this is having on an area, and / or an analysis of the likely additional demand that will be created by a new attractor.
 - Enforcement of resident parking schemes should be effective and reviewed regularly with an analysis of levels of non-compliance.
 - Schemes need to clearly address the parking issues being faced by residents in any given area.
 - The effect of any areas' scheme should not, as far as possible, be detrimental to neighbouring areas or create the need for an additional scheme.
 - A full Equality Impact Assessment should be carried out for each individual scheme and include assessment of accessibility of parking permits. This may result in some scheme specific provisions.

2.2 Any new proposals will be assessed against these principles and if these principles cannot be met then a scheme will not be taken forward. Any charging would be to cover operational, management and maintenance costs and would need to be covered by the 'businesses or 'attractor' that is creating the parking demand. Examples include:

- Hospitals
- Airports
- Places of education
- Sporting venues
- Entertainment venues
- Universities
- City Centre / Commercial Development
- Other local attractor or combination of attractors

2.3 As part of the legal process all schemes will need to go through the correct channels with responses carefully considered and addressed before the scheme can start.

3.0 Funding

3.1 A core principle of future schemes is there should be no council revenue subsidy for running or maintaining the schemes, where possible.

3.2 The operational (revenue) costs for schemes are associated with maintenance. This includes both physical maintenance of signs and lines, maintenance of appropriate back-office systems, and the costs of enforcing the schemes and dealing with appeals.

3.2 The capital costs of a scheme are considerable and include design fees, approvals, advertising, consultation and physical works on site such as signing and lining plus additional traffic regulation orders. All funding will need to be found through external sources.

4.0 Visitor Permits

4.1 Resident parking schemes must make provision for visitors to be able to park in the area affected. This will be proportionate to the scale of the scheme and may include both long term (limited number of transferable permits) and short term (scratchcards) permits.

4.2 Within each proposed scheme a limited number of long-term visitor passes will be provided per eligible household, depending on scheme design. These will, where possible, be managed on-line allowing for the vehicle details to be changed / updated by residents as often as they require. Paper permits will be available by exception to those who require them.

4.3 A limited number of free short-term permits may also be provided annually, with further short-term permits chargeable. These will initially take the form of single use scratchcards that must be displayed in the vehicle. A book of 10 will be provided to each address annually with further books available to purchase. These are intended to cover specific circumstances, such as simultaneous attendance by multiple tradespeople or family parties, that cannot be accommodated through the use of the long-term permits.

4.4 All permits will be 'scheme specific' and cannot be used across all schemes in the city. Requests to purchase scratchcards will be monitored and reviewed to identify any potential misuse / resale of the permits.

4.5 Where practicable, the permits will be supplemented with locations within the boundary of the scheme that provide for 'limited waiting' or 'pay and display'. These are intended to reduce the inconvenience to residents when they have multiple visitors at any one time, and they travel in individual vehicles.

5.0 Carers Permits

5.1 People who live in a restricted parking zone (RPZ) area and require care can apply for a transferable free carer permit which can be used by those who are visiting to provide care. The permit is given to the person in receipt of care to give to their caregiver(s) at their discretion. It is a physical permit to display in the windscreen so that it is flexible for users.

6.0 Business Permits

6.1 There is an annual charge for business permits and for business visitor permits.

6.2 The number of business permits available along with the number of business visitor permits available will need to be assessed on a case by case basis to ensure that the needs of the wider community are considered.

6.3 The assessment will consider the size of the business and their ability to accommodate staff and visitors off the highway. Any large businesses will be expected to demonstrate a green travel plan.

7.0 Students

7.1 Students who live in the scheme area and who require a vehicle to complete their studies (for example, a student nurse on placement at a remote hospital) can apply for an annual permit free of charge. One permit provides for one student vehicle, valid for the academic year (September to June).

8.0 Enforcement

8.1 Enforcement of all schemes will be proportionate to the level of non-compliance that is identified and will flex according to need. The enforcement requirements of schemes will be assessed on a periodic basis through targeted enforcement activity.

9.0 Blue Badge Holders

9.1 Blue Badge holders can park in areas where RPZs are in place by displaying their blue badge. There will be no change to this current practice in new schemes.

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