



## **Environment and Climate Change Scrutiny Committee**

Date: Thursday, 8 September 2022

Time: 10.00 am

Venue: Council Antechamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

**There will be a private meeting for Committee Members only at 9:30am in Room 2006, 2nd Floor, Town Hall Extension**

### **Access to the Antechamber**

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 Environment and Climate Change Scrutiny Committee 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 Environment and Climate Change Scrutiny Committee**

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**Councillors** - Chohan, Doswell, Holt, Hughes, Ilyas, Jeavons, Lyons, Nunney, Razaq, Sheikh, Shilton Godwin (Chair) and Wright

## Agenda

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**1. Urgent Business**

To consider any items which the Chair has agreed to have submitted as urgent.

**2. 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.

**3. Interests**

To allow Members an opportunity to declare any personal, prejudicial or disclosable pecuniary interest 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. Members with a personal interest should declare that interest 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.

**4. Minutes**

To approve as a correct record the minutes of the meeting held on 21 July 2022.

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**5. Manchester Climate Change Partnership Framework 2022 Update**

Report of the Manchester Climate Change Agency

13 - 108

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

**6. Manchester City Council Climate Change Action Plan: Refreshed Climate Change Action Plan 2020-2025 and Annual Report 2021-22**

Report of the Deputy Chief Executive and City Treasurer

109 - 180

This report presents a refreshed action plan for delivery between September 2022 – March 2025 and the latest Annual Report for the year 2021-22 of the CCAP 2020-25.

**7. Manchester Retrofit Plan - Emerging Proposals**

Report of the Head of Housing Services

181 - 204

The Manchester Housing Strategy (launched in June 2022) outlined our commitment to developing a Retrofit Plan for all the housing in the city. This report is the first step towards developing

the plan and provides an opportunity for the Scrutiny Committee and Members to consider the emerging proposals and influence the policy in its early stages.

This report explains why a Retrofit Plan is needed, the key issues for developing and delivering a large scale decarbonisation programme in Manchester, stakeholders who will need to be involved in the development and delivery of the plan, and the programme for delivering the plan.

**8. Overview Report**

205 - 216

Report of the Governance and Scrutiny Support Unit

This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.

## Information about the Committee

Scrutiny Committees represent the interests of local people about important issues that affect them. They look at how the decisions, policies and services of the Council and other key public agencies impact on the city and its residents. Scrutiny Committees do not take decisions but can make recommendations to decision-makers about how they are delivering the Manchester Strategy, an agreed vision for a better Manchester that is shared by public agencies across the city.

The Environment and Climate Change Scrutiny Committee areas of interest include The Climate Change Strategy, Waste, Carbon Emissions, Neighbourhood Working, Flood Management, Planning policy and related enforcement and Parks and Green Spaces.

The Council wants 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. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson. The Council wants its meetings to be as open as possible but occasionally there will be some confidential business. Brief reasons for confidentiality will be shown on the agenda sheet.

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Smoking is not allowed in Council buildings.

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## Further Information

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

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This agenda was issued on **Wednesday 31 August 2022** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension, Manchester M60 2LA

## Environment and Climate Change Scrutiny Committee

### Minutes of the meeting held on 21 July 2022

#### Present:

Councillor Shilton Godwin – in the Chair

Councillors Chohan, Doswell, Holt, Hughes, Lyons, Nunney, Sheikh and Wright

**Apologies:** Councillor Razaq

#### Also present:

Councillor Rawlins, Executive Member for Environment and Transport

Councillor Foley, Deputy Executive Member for Environment and Transport

Councillor A. Ali, Deputy Executive Member for Vibrant Neighbourhoods

Samantha Nicholson, Director, Manchester Climate Change Agency

Mike Wilton, Chair, Manchester Climate Change Partnership

Simon Warburton, Transport Strategy Director, TfGM (Transport for Greater Manchester)

#### **ECCSC/22/22          Minutes**

#### **Decision**

To approve the minutes of the meeting held on 23 June 2022 as a correct record.

#### **ECCSC/22/23          Greater Manchester Clean Air Plan Review**

The Committee considered the report of the Deputy Chief Executive & City Treasurer and the City Solicitor that provided an update on progress made on the Greater Manchester Clean Air Plan (GM CAP) policy review and sought comments from Members to inform finalisation of the review submission to government.

The Committee had been invited to comment on the report prior to it being considered by the Executive.

Key points and themes in the report included:

- Providing an introduction and background;
- An overview of the impacts of poor air quality, noting that improving air quality was a key objective for Manchester City Council;
- The rationale for the new plan;
- The core objectives of the new Clean Air Plan, noting that the new GM CAP would target investment in vehicle upgrades rather than imposing daily charges;
- Describing that the primary focus of the new plan was to achieve compliance in a way that considered the current cost of living crisis and associated economic challenges faced by businesses and residents;
- Describing the approach to the development of the new plan;
- NO2 exceedances forecast for the period 2023-2026 and monitoring data;
- An overview of the changes in economic context since Summer 2021 and the emerging conclusions to changes in an economic context;

- The changed conditions within the vehicle market;
- Equality considerations;
- The asks of Government, particularly the specific new 'ask' to remove out-of-area operation by private hire drivers/vehicles;
- Feedback for targeted engagement undertaken to test support for the case for a new GM CAP; and
- Next steps.

Some of the key points that arose from the Committee's discussions were: -

- Continuing the call for an Ultra Low Emissions Zone, particularly in the city centre area;
- Recognising the cost of compliant taxi vehicles;
- Noting the levels of emissions from the bus fleet what was the timescale for the roll out of replacement vehicles;
- Was the £115m earmarked for a third of the bus fleet in GM to be zero emission by 2027 sufficient;
- What work was being done to address the issues associated with the strategic road network;
- Fully supporting the 'ask' to remove out-of-area operation by private hire drivers/vehicles;
- Clarification was sought as to the proposed use of the ANPR cameras;
- Information was sought as to the provision of electric vehicle charging points;
- The importance of considering this topic through the lens of public health; and
- The importance of capturing the existing creativity and enthusiasm in the city, particularly amongst young people to inform plans to address emissions and climate change.

The Transport Strategy Director, TfGM (Transport for Greater Manchester) advised that the greater control of the regional bus fleet that would be achieved through the franchising of this service would allow for granular control of the service. He stated that the ability to control this network would address the issues associated with buses, particularly in the city centre area. He advised that the £115m referred to by the Member was additional funding above the core funding proposition.

The Transport Strategy Director, TfGM described the work underway to address the issues associated with the strategic road network. He gave the example of the work to understand the flow of commercial traffic on Regent Road and the options available to address this. He advised that this analysis was being undertaken with Highways England. Members welcomed this and advised that the lessons learnt from previous schemes involving Regent Road needed be used to inform any proposals, particularly in regard to communications with local residents and elected Members. The Transport Strategy Director, TfGM stated that this was fully understood, and the approach would be to capture views and comments to inform any formal consultation exercise.

The Chair noted that it was important to recognise that Regent Road was only one strategic road network route that impacted significantly on the city. She commented that it was important to consider all road users, including promoting active travel

when considering alternative options for these routes. She commented that a report on the Active Travel Strategy would be considered by the Committee later in the municipal year.

The Transport Strategy Director, TfGM commented that the issues associated with the wider strategic road network across Greater Manchester was understood and they continued to make representations to the Government on this issue.

The Transport Strategy Director, TfGM addressed the issue of the cost of replacement vehicles for business and advised that they were working closely with business representatives to map the inflationary pressures experienced by businesses and this would inform the funding ask from government. With reference to taxis, he advised that the funding available would be used to target the worst polluting vehicles, using an evidenced based approach.

The Transport Strategy Director, TfGM described that the proposed use of the ANPR cameras would help identify directed marketing possibilities with business and Greater Manchester Police had expressed an interest in the wider use of ANPR.

The Executive Member for Environment and Transport advised that a report on the provision of electric vehicle charging points would be submitted to the Committee for consideration in the new year.

In concluding this item of business, a Member suggested that an additional recommendation be added. The Member noted that the report discussed measures to address NO2 emissions with no reference to carbon emissions. She recommended that the Executive consider all emissions, including carbon when considering future transport and active travel strategies so that they contribute to the Council's stated zero carbon ambitions by 2038.

## **Decisions**

1. The Committee recommend that the Executive consider all emissions, including carbon when considering future transport and active travel strategies so that they contribute to the Council's stated zero carbon ambitions by 2038.
2. The Committee endorse the recommendations that the Executive:
  - (1) Note the 'Case for a new Greater Manchester Clean Air Plan' document attached as Appendix 1 and associated appendices 2 to 6 has been submitted to the Secretary of State as a draft document subject to any comments from Manchester City Council ahead of the next Air Quality Administration Committee.
  - (2) Note that Cllr Tracey Rawlins as the Manchester City Council appointed representative on the Air Quality Administration Committee will represent Manchester City Council's comments.
  - (3) Note the initial screening undertaken to assess which protected characteristics are likely to be impacted by the new GM Clean Air Plan, and in scope for the Equalities Impact Assessment.

- (4) Note the updated Do Minimum position for 2023 and 2025 and the forecasted points of exceedance in GM in 2023 and 2025; and
- (5) Note the participatory policy development approach and the next steps for the GM CAP.
- (6) Note the new 'ask' from Government to remove out-of-area operation by private hire drivers/vehicles to support the new GM Clean Air Plan.
- (7) Note feedback from early engagement activity with vehicle owner representative groups.
- (8) Note the NO<sub>2</sub> monitoring results and the exceedances of the annual mean across sites set up for GM CAP purposes between 2018 and 2021.

**ECCSC/22/24      Manchester Climate Change Agency / Partnership  
Framework 2.0**

The Committee considered the report of the Manchester Climate Change Partnership and Agency that described the key contents of the 2022 Update to the Manchester Climate Change Framework (2020–2025).

Key points and themes in the report included:

- Providing an introduction and background, noting that The Manchester Climate Change Framework (2020-25) was the city's high-level strategy for tackling climate change;
- Manchester's Climate Change Framework 2020-25 (the Framework) sets a science-based target for the city to reach zero carbon emissions by 2038 and sets a total carbon budget for our direct emissions, noting that the first milestone on this pathway was for the city to reduce its direct emissions by 50% by 2025;
- The Framework was being updated to ensure it remained responsive to a changing city and evolving local and national policy, to improving data and modelling, plus to the increasing need for urgent action to tackle the climate emergency;
- The update would include an overview of research to move the city forwards on climate adaptation and resilience; and Health and Wellbeing;
- Information in relation to direct and indirect emissions;
- Information on the approach to the proposed engagement with stakeholders; and
- Next steps, noting that comments and feedback would be collated from this Committee, Manchester Climate Change Partnership members and wider city stakeholders, including residents and business and feed into the final publication, due for release in September.

To accompany the report the Committee also received a presentation that summarised the key themes of the report.

Some of the key points that arose from the Committee's discussions were: -



- The Committee welcomed the report and accompanying presentation, noting the content was clear and concise;
- The importance of the communications strategy to residents on the issue of climate change, particularly the use of appropriate language and terminology;
- What was being done to engage those private sector businesses who were not currently signed up to the Partnership;
- Had any consideration been given to enforcement activity;
- What lessons had been learnt to date;
- What could be done to influence the Greater Manchester Pension Fund to divest from fossil fuels;
- Was there a Green Work and Skills strategy;
- Had consideration been given to develop an action plan to accompany the Update to the Manchester Climate Change Framework (2020–2025); and
- The report did not address the issues of food sustainability or biodiversity;

The Chair, Manchester Climate Change Partnership described the importance of partnership working to deliver the changes required to address climate change and keep the city with the agreed carbon budget. He stated that in Manchester there were many good practices and examples of businesses actively enacting strategies to reduce their carbon emissions, particularly in the construction industry. He stated that these examples of good practice could influence other businesses.

The Head of City Policy informed the Committee that a significant amount of work had been delivered around the issue of green skills and training and this was regularly reported to the Economy Scrutiny Committee, adding that an update report on this topic was scheduled to be considered at their September meeting.

The Chair, Manchester Climate Change Partnership stated that many lessons had been learnt over previous years, and he made particular reference to the ineffective national domestic retrofitting scheme. He advised that following this, a Greater Manchester initiative was being developed on this important issue, making reference to the Your Home Better scheme and the work done to engage directly with the supply chain. The Committee noted that a report on this subject was scheduled for consideration at the September meeting. With regard to the issue of enforcement he made reference to the work that was being undertaken across Manchester to work with landlords in the private rented sector to improve property standards.

The Director, Manchester Climate Change Agency stated that the need for immediate action to address the climate crisis was acutely understood, she further commented on the scale of the issue and called for a national and global systematic change to address carbon emissions. With regard to wider engagement with the private sector she stated that Manchester, and Greater Manchester had a strong track record in supporting and developing green businesses, particularly in regard to Small and Medium Enterprises (SMEs).

The Chair, Manchester Climate Change Partnership advised that businesses were recognising the threat to their business that climate change represented, and this increased awareness across different sectors was accelerating change, he further commented that this increased realisation amongst shareholders would also support the argument and act as a lever to influence the Greater Manchester Pension Fund

to divest from fossil fuels, recognising that the Committee had continued to call for this.

The Director, Manchester Climate Change Agency stated that the issue of meaningful communications with residents on the issue of climate change was understood and advised that whilst the strategy document was written in a particular 'high level' style, the language used in all communications would be appropriate and accessible. She described that a bespoke communications strategy, addressing a range of issues would be devised and delivered to accompany the launch of the updated framework, and this would also include a questionnaire to capture feedback.

The Director, Manchester Climate Change Agency commented on the challenges of reporting outcomes and progress due the time lags in the availability of the range of data sets and metrics used to report against. She advised that a comprehensive annual report was produced and would continue to be submitted to the Committee for consideration. She commented that the Partnership comprised of different sectors from across the city to ensure a range of voices were captured.

The Director, Manchester Climate Change Agency stated that the Manchester Food Board were represented on the Partnership and the updated Framework would include consideration of food and biodiversity.

The Deputy Chief Executive and City Treasurer commented that the city had a stated and explicit ambition to address climate change, adding that it was one of the first cities to establish a carbon budget. She advised that the Partnership was the lead for the city on this issue. She further added that the refreshed Manchester City Council Climate Change Action Plan would be aligned to the refreshed Manchester Climate Change Framework.

The Deputy Executive Member for Vibrant Neighbourhoods spoke in support of the report and the importance of addressing climate change.

The Executive Member for Environment and Transport welcomed the comments from the Committee and recognised the points raised regarding the need for appropriate language to be used in all communications on the issue of climate change. She advised that regular communications would be provided to Members that contained useful links and sign posting that could be shared with interested residents and groups in their respective wards. She reiterated that it was everyone's responsibility to adopt behaviours to address climate change. She recognised the comments made by Members on the importance of active travel and improved public transport, noting the importance of the need to address climate change was implicit across all Council decision making considerations.

## **Decision**

To note the report.

**ECCSC/22/25            MCC Climate Change Action Plan: Quarterly Progress Report, Quarter 1 April – June 2022**

The Committee considered the report of the Deputy Chief Executive and City Treasurer that provided an update on progress in delivery of the Council's Climate Change Action Plan (CCAP) in Quarter 1 2022-23 (April – June 2022).

Key points and themes in the report included:

- Providing an introduction and background;
- Describing Quarter 1 Progress against individual actions within the CCAP during the first quarter of 2022-23, with the Council's direct carbon emissions data covering the previous quarter, in this case, January – March 2022, due to the availability of billing and data monitoring which was drawn from billing information from the previous quarter;
- Describing key achievements; and
- Next steps.

Some of the key points that arose from the Committee's discussions were: -

- Information was sought on the approach to decarbonising Council owned buildings that had been leased to community groups;
- What type of projects had been proposed to the UK Cities Climate Investment Commission;
- Noting the recent heatwave and the importance of foliage cover and shade provided by trees, what was the policy for ensuring trees were suitable maintained during periods of extreme weather events;
- An update was sought on the plans to deliver Large Scale Renewable Energy Generation;
- Welcoming the appointment of a Sustainability Project Manager to deliver the Council's commitment to be Single Use Plastic Free by 2024;
- Recognising and welcoming the Staff Travel Policy that was referred to in the report, and asking if it was appropriate to offer free city centre parking for Councillors;
- An explanation was sought as to the reasons for the reported flight to Ireland; and
- Why had some Councillors still not completed the Carbon Literacy Training.

The Strategic Lead, Resources & Programmes advised that there were a range of projects submitted to UK Cities Climate Investment Commission that reflected and supported the range of activities described within the action plan, these included, but not restricted to retrofitting and energy generation. He stated that the plans to deliver Large Scale Renewable Energy Generation were still ongoing and viable options were being considered, and an update would be provided to the Committee at an appropriate time.

The Strategic Lead Policy and Partnerships advised the Committee that he would enquire with the Corporate Property Team on the approach to the retrofitting of those Council owned properties leased to community groups and a briefing note would be circulated to the Committee.

The Deputy Chief Executive and City Treasurer paid tribute to all of the team involved in delivering the Climate Change Action Plan, advising that this work had been recognised nationally as an example of good practice. The Chair on behalf of the Committee supported this acknowledgement and appreciation of all staff involved in this important area of work.

The Executive Member for Environment and Transport welcomed the ongoing support and challenge of the Committee on this important area of work. She advised that a note would be provided following the meeting that described the approach to maintaining trees during periods of extreme weather events, noting her appreciation to those residents who had watered trees during the recent heatwave.

The Executive Member for Environment and Transport advised that all Councillors, like every resident needed to take personal responsibility for their travel choices and stated that individual circumstances needed to be considered, and it would be inappropriate for her to comment any further. She advised that Councillor Foley, Deputy Executive Member for Environment and Transport would be looking into Councillor take up of the Carbon Literacy Training to understand any barriers experienced so that these could be addressed with a view to maximising take up of this training. With regard to the reported flight to Ireland an explanation was provided, however recognising the need for the reporting of context was required in future updates if this occurred again.

### **Decision**

To note the report.

### **ECCSC/22/26      Overview Report**

The report of the Governance and Scrutiny Support Unit which contained key decisions within the Committee's remit and responses to previous recommendations was submitted for comment. Members were also invited to agree the Committee's future work programme.

The Chair informed the Committee that following discussions between herself and Cllr Reid, Chair of the Children and Young People Scrutiny Committee it had been agreed to remove the item that was listed on the Work Programme for the November meeting as 'Working with Schools - To receive a report on the Council's work to support schools in relation to the climate emergency.'

The Chair was satisfied that this report sat within the remit of the Children and Young People Scrutiny Committee (CYPS), further noting that the CYPS Committee had recently considered this item at their 12 January 2022 meeting.

### **Decision**

The Committee notes the report and agrees the work programme, noting the comments above.

**Manchester City Council  
Report for Resolution**

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

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### **Summary**

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

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

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

### **Recommendations**

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

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

The Executive is recommended to:

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

3. Support the delivery of the refreshed 2020-25 Manchester City Council Climate Change Action Plan to contribute towards the successful implementation of the citywide Framework.
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**Wards Affected:** All

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

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

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

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

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Manchester Climate Change Framework has the core objective: “To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.
A highly skilled city: world class and home grown talent sustaining the city’s economic success	The Manchester Climate Change Framework notes: “By 2025 Manchester will be a key player in the global zero carbon economy, recognised as one of the best places in the world to innovate, invest and roll-out new solutions to climate change. Manchester businesses will be rewarded for their commitment to climate action by saving money, attracting talented workers and exporting their products and expertise across the UK and internationally.”
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Manchester Climate Change Framework has the core objective: “To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.
A liveable and low carbon city: a destination of choice to live, visit, work	The Manchester Climate Change Framework notes: “By 2025 Manchester residents will have cleaner air, be walking and cycling more, be living in more energy efficient homes, have access to high quality green spaces in their neighbourhoods, and be securing good, well-paid jobs in socially and environmentally responsible Manchester businesses.”
A connected city: world class infrastructure and connectivity to drive growth	The Manchester Climate Change Framework has the core objective: “To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate

### **Financial Consequences – Revenue**

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

### **Financial Consequences – Capital**

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

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**Background documents (available for public inspection):**

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

Manchester Climate Change Framework 2020-2025:

<https://www.manchesterclimate.com/framework-2020-25>



## **1.0 Introduction**

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

## **2.0 Background**

- 2.1 Manchester's Climate Change Partnership Framework 2020-25 (the Framework) was developed with support from the Tyndall Centre for Climate Change Research at the University of Manchester.
- 2.2 It calculates a science-based target for the city to reach zero carbon emissions by 2038 and sets a total carbon budget of 15m tCO<sub>2</sub> for the period 2018-2100. It also sets a target for the city to reduce its emissions by 50% by 2025, with further milestones along the way to 2038.
- 2.3 The Tyndall Centre method includes direct, energy-related emissions in the city's carbon budget, sometimes described as territorial emissions. Indirect emissions are not included in the budget but are addressed by the Framework.
- 2.4 The Framework identifies four headline objectives for the city to tackle:
- Staying within our carbon budgets
  - Climate adaptation and resilience
  - Health and wellbeing
  - Inclusive, zero carbon and climate resilient economy
- 2.5 It also identifies six priority areas:
- Buildings (existing and new)
  - Renewable energy
  - Transport and flying
  - Food
  - The things we buy and throw away
  - Green infrastructure and nature-based solutions

## **3.0 The 2022 Update to the Climate Change Partnership Framework Update**

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

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

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

#### **4.0 The City's Direct Emissions**

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

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

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

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

#### **5.0 Consumption-based Emissions**

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

- 5.2 The Update provides an overview of research by the University of Manchester to help the city understand its indirect emissions – it estimates the city’s footprint was over 3m tCO<sub>2</sub>e in 2019; and identifies sectoral hotspots for us to focus on for maximum impact, including construction, food and drink, waste, and wastewater.
- 5.3 The Update also presents a new agreement reached by members of Manchester’s Climate Change Partnership (MCCP), with support from its Zero Carbon Advisory Group, which notes the importance of tackling aviation emissions through national policy to avoid displacement of emissions from one UK airport to another, and of international industrial collaboration to deliver the technologies and processes needed for zero emission flights.

## **6.0 Adaptation and Resilience**

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

## **7.0 Health and Wellbeing**

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

## **8.0 Inclusive, Zero Carbon and Climate Resilient Economy**

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

## **9.0 Co-benefits of Climate Action**

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

## **10.0 Challenges, Enablers and Examples of Good Practice**

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

## **11.0 Ensuring a Just Transition**

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

## **12.0 Financing the Transition**

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

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

### **13.0 Recommended Actions in the Update**

- 13.1 To achieve our climate goals, action needs to be taken urgently and by everyone – by government at local and national level, by institutions and organisations in the public, private and voluntary sector, and by residents and communities across the city.
- 13.2 The Update has co-designed over 150 recommended actions organised into four categories according to where there is agency to act; that is, where there is direct control to deliver, affect or influence the required change or outcome:
- To be delivered locally, where direct control lies in Manchester
  - To work on at city-region level, with Greater Manchester partners
  - To advocate for national government to do
  - To do differently, where there are opportunities to innovate

### **14.0 Key Messages of the 2022 Update**

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

### **15.0 Next Steps**

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

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

## **16.0 Recommendations**

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

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

- 16.2 It is recommended that the Executive:

(1) Formally adopt the 2022 Update to the Manchester Climate Change Partnership Framework's aim, vision, objectives, and targets as the definition of what Manchester needs to achieve to 'play its full part in limiting the impacts of climate change';

(2) On behalf of the city, endorse the 2022 Update to the Manchester Climate Change Partnership Framework (2020 – 25) as Manchester's high-level strategy for achieving the aim, vision, objectives, and targets; and

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

# MANCHESTER CLIMATE CHANGE FRAMEWORK

(2020-25) | 2022 UPDATE



MANCHESTER  
CLIMATE CHANGE  
PARTNERSHIP

Produced by  
MANCHESTER  
CLIMATE CHANGE  
AGENCY

## FOREWORD

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

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

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

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

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

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

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

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

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

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

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

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



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

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



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

## EXECUTIVE SUMMARY

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The aim of Manchester's Climate Change Framework 2020-25 (the Framework<sup>1</sup>) is that:

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

Its vision is for:

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

The Framework used a science-based targets approach to set a **zero carbon date** of 2038 and a **carbon budget** of 15m tCO<sub>2</sub> for the period 2018-2100 for the city.

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

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

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

### The city's direct emissions

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

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

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

It then sets out in granular detail the scale of action needed to reduce our direct emissions from buildings and transport by 50%, and the scale of increase in renewable energy generation needed to support this, using an evidence base provided by Anthesis' SCATTER<sup>2</sup> model.

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

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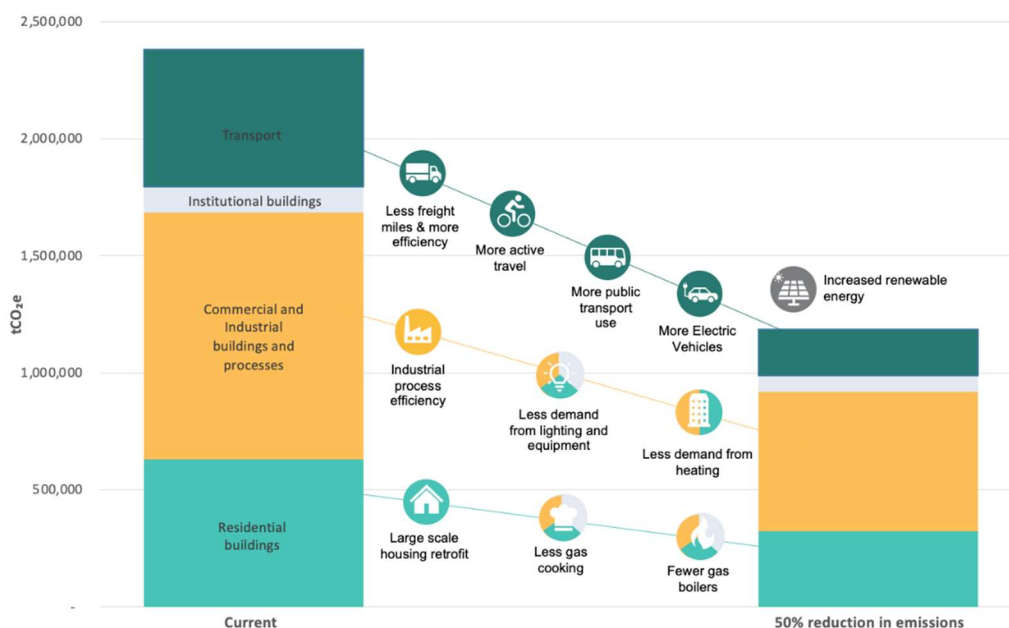
Modelling by SCATTER indicates the following scale of action is needed to halve the city's direct emissions:

<sup>1</sup> [Manchester Climate Change Framework 2020-25 | Manchester Climate Change](#)

<sup>2</sup> [SCATTER: Emissions Reporting Tool for Local Authorities - Anthesis Group](#)

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

Graph XX summarises these targets in a simple graphic.



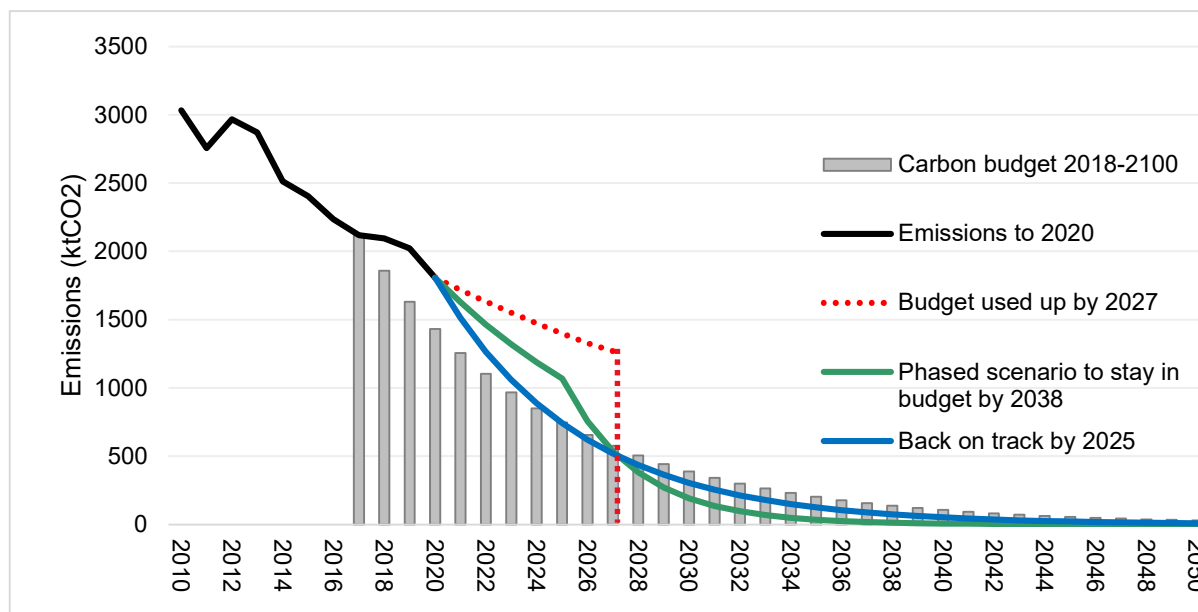
### CO2e savings

On meeting all the above targets, SCATTER estimates that our annual direct emissions will reduce by **900k tCO<sub>2</sub>**, equating to a 50% reduction from the city’s 2020 baseline.

SCATTER estimates the cumulative CO<sub>2</sub>e savings, based on a delivery timeline to 2030, which Manchester can accelerate, will be **4.7m tCO<sub>2</sub>e**.

## Staying within our carbon budget

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



## Consumption-based emissions

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

**Chapter X** provides an overview of research by the University of Manchester to help the city understand its indirect emissions – it estimates the city's footprint was over 3m tCO<sub>2</sub>e in 2019; and identifies sectoral hotspots for us to focus on for maximum impact, including construction, food and drink, waste, and wastewater.

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

## Adaptation and resilience

While bold action on climate change mitigation (reducing our emissions) is vital, the global and local climate is already changing, and many climate impacts are already 'locked in'<sup>3</sup> and deemed irreversible even under the most ambitious emissions reduction scenarios.

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

<sup>3</sup> [https://gca.org/wp-content/uploads/2021/09/Communique\\_High-Level-Dialogue.pdf](https://gca.org/wp-content/uploads/2021/09/Communique_High-Level-Dialogue.pdf)

## Health and wellbeing

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

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

## Inclusive, zero carbon and climate resilient economy

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

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

## Co-benefits of climate action

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

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

## Challenges, enablers and examples of good practice

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

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

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

## Ensuring a just transition

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

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

## Financing the transition

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

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

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

## Recommended Actions

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

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

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

These actions can be summarised as follows:

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

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

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

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

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

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

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

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

<sup>4</sup> [https://gmgreencity.com/resource\\_library/manchester-local-area-energy-plan/](https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/)

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

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

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

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

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

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

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

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

## Key messages

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

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

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

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

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

## Next steps

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

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

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

## INTRODUCTION

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

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The aim of the Framework<sup>5</sup> is that:

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

Its vision is for:

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

The Framework used a science-based targets approach to set a zero carbon date of 2038 and a carbon budget for direct emissions of 15m tCO<sub>2</sub> for the period 2018-2100 for the city.

The definition of zero carbon used in the Framework is based on the Tyndall Centre's recommendation and is the point beyond which Manchester's average annual carbon emissions are 97% lower than 1990 levels<sup>6</sup>. This includes carbon dioxide emissions from the energy system only, i.e., the gas, electricity and liquid fuels used to power and heat our homes and businesses and to transport us around the city, described as direct emissions.

The Framework set four headline objectives:

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

It also identified six priority areas for action:

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

### Manchester Climate Change Partnership (MCCP)

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

<sup>5</sup> [Manchester Climate Change Framework 2020-25 | Manchester Climate Change](#)

<sup>6</sup> [https://www.manchesterclimate.com/sites/default/files/POFP%20Proposal%20to%20MCC%2016.10.2018\\_0.pdf](https://www.manchesterclimate.com/sites/default/files/POFP%20Proposal%20to%20MCC%2016.10.2018_0.pdf)



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

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

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

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

### **Purpose of the 2022 Update**

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The purpose of this Update is to:

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

The Update is not changing the zero carbon date of 2038, the carbon budget of 15m tCO<sub>2</sub>, or the Framework's headline objectives and priority areas.

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

This Update sets out in more granular detail the **scale of action needed to reduce our direct emissions by 50%** using an evidence base provided by the SCATTER<sup>7</sup> model developed by Anthesis. An overview of this tool can be found in Appendix 2.

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

Four categories have been identified for the recommended actions:

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

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

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<sup>7</sup> [SCATTER: Emissions Reporting Tool for Local Authorities - Anthesis Group](#)

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

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

Across this Update, we have highlighted:

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

### **Key messages**

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

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

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

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

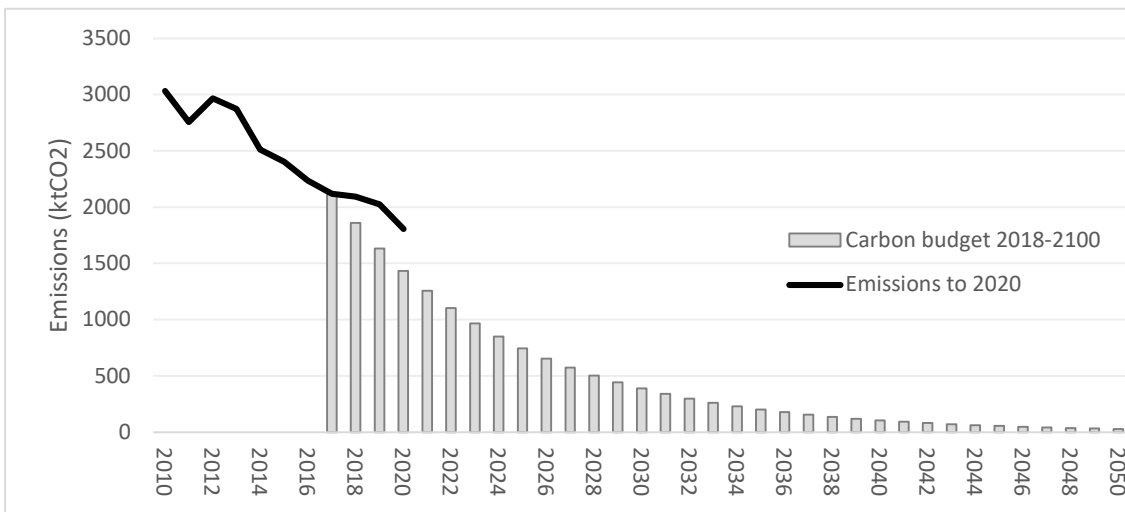
Moving to a low carbon and climate resilient city brings opportunities to **deliver wider strategic ambitions**, including improving people's health, reducing fuel and food poverty, creating new jobs and economic growth, and delivering a greener city for everyone.

## STAYING WITHIN OUR CARBON BUDGETS

Manchester’s Climate Change Framework (2020-2025) sets a science-based target for the city to reach zero carbon by 2038 and a carbon budget for direct emissions of 15m tCO<sub>2</sub> for the period 2018-2100. The first milestone in the Framework is for the city to reduce its direct emissions by 50% by 2025.

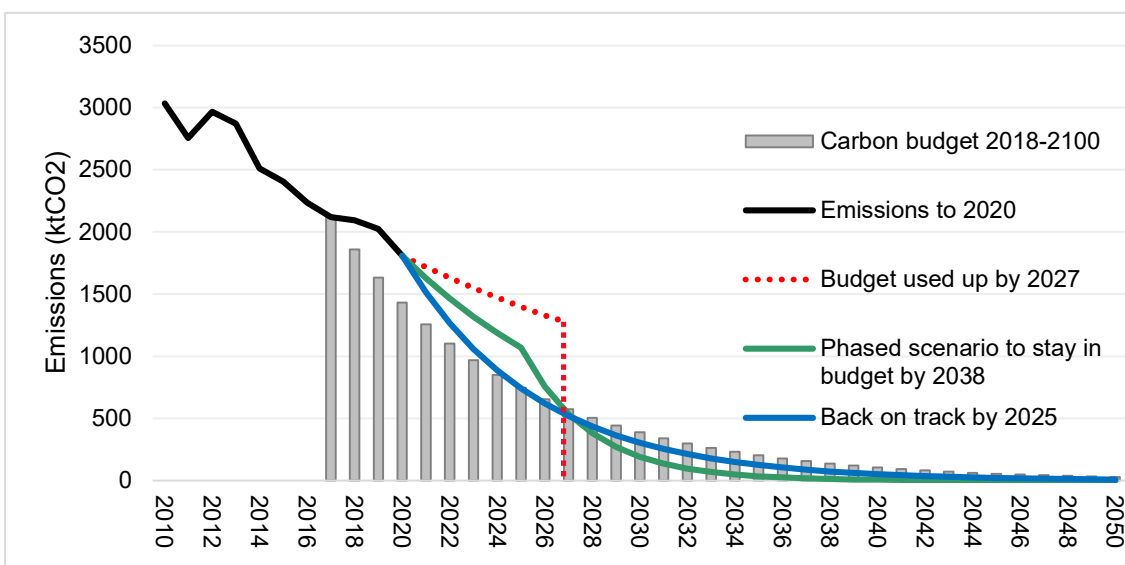
Direct emissions are sometimes described as territorial emissions and include emissions from our buildings and from ground transport inside the city.

Graph XX shows Manchester’s carbon budget (vertical bars) and our actual emissions to 2020 (descending line). The gap between the line and the bars indicates we are not on track to hit our first milestone which puts staying within our carbon budget to 2038 at risk. This has been reported in the city’s Annual Climate Change Reports<sup>8</sup>.



### Scenarios for staying within our carbon budget

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



<sup>8</sup> [How are we doing? | Manchester Climate Change](#)

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

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

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

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

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

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

### **Scale of action required to reduce direct emissions by 50%**

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**Sections 2a, 2b and 2c** of this Update identify the **scale of action** needed to achieve a 50% reduction in our direct emissions.

These granular targets have been defined by the SCATTER<sup>9</sup> model using an emissions baseline equivalent to that reported in the city's 2020 Annual Report<sup>10</sup> and identify actions that will deliver 900k tCO<sub>2</sub> of annual savings when achieved, i.e., a 50% reduction in direct emissions.

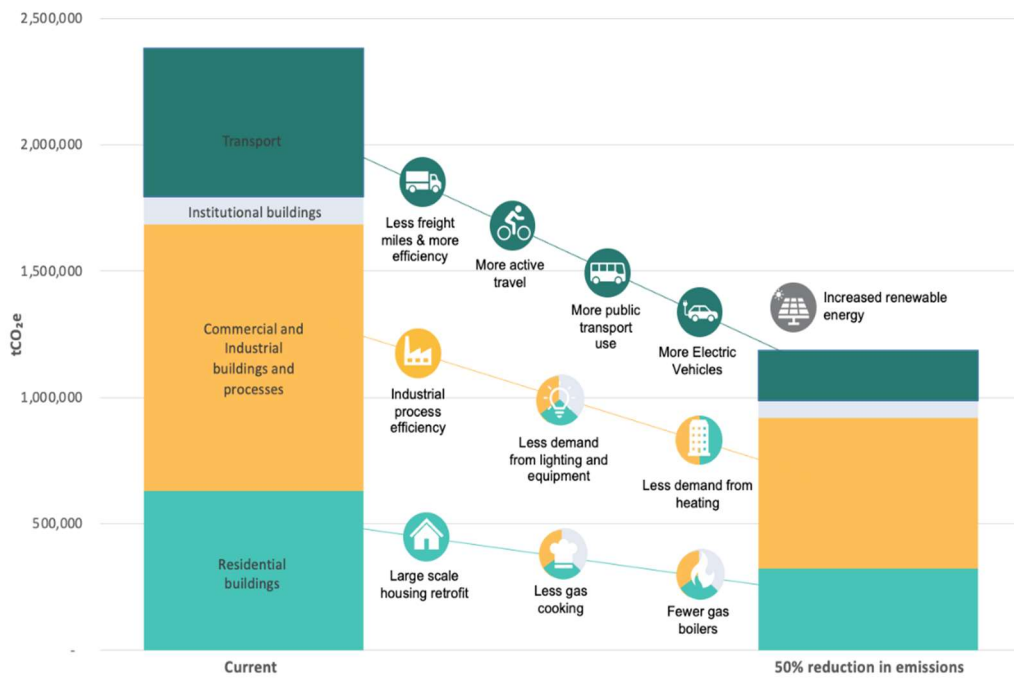
They apply to new and existing buildings and ground transport<sup>11</sup>, as these are the sources of our direct emissions, and to renewable energy generation as this will be needed to support electrification of our buildings and ground transport. They are accompanied by an estimation of the CO<sub>2</sub>e savings that will be delivered if the targets are met - showing how each action contributes to the overall emissions reductions required.

**Graph XX** summarises this visually.

<sup>9</sup> SCATTER ([scattercities.com](https://scattercities.com))

<sup>10</sup> [Mcr Climate Change Annual Report 2020 Single Pages.pdf \(manchesterclimate.com\)](#)

<sup>11</sup> Ground transport includes cars, HGV's, buses, coaches, vans, motorbikes, trams, and trains



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

Buildings are disaggregated into institutional<sup>12</sup>, commercial and industrial<sup>13</sup>, and domestic buildings.

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

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

<sup>12</sup> Institutional buildings include schools, hospitals, government offices, street lighting, and other public facilities

<sup>13</sup> Commercial and industrial buildings include direct emissions from industrial processes

## Buildings

### Current emissions

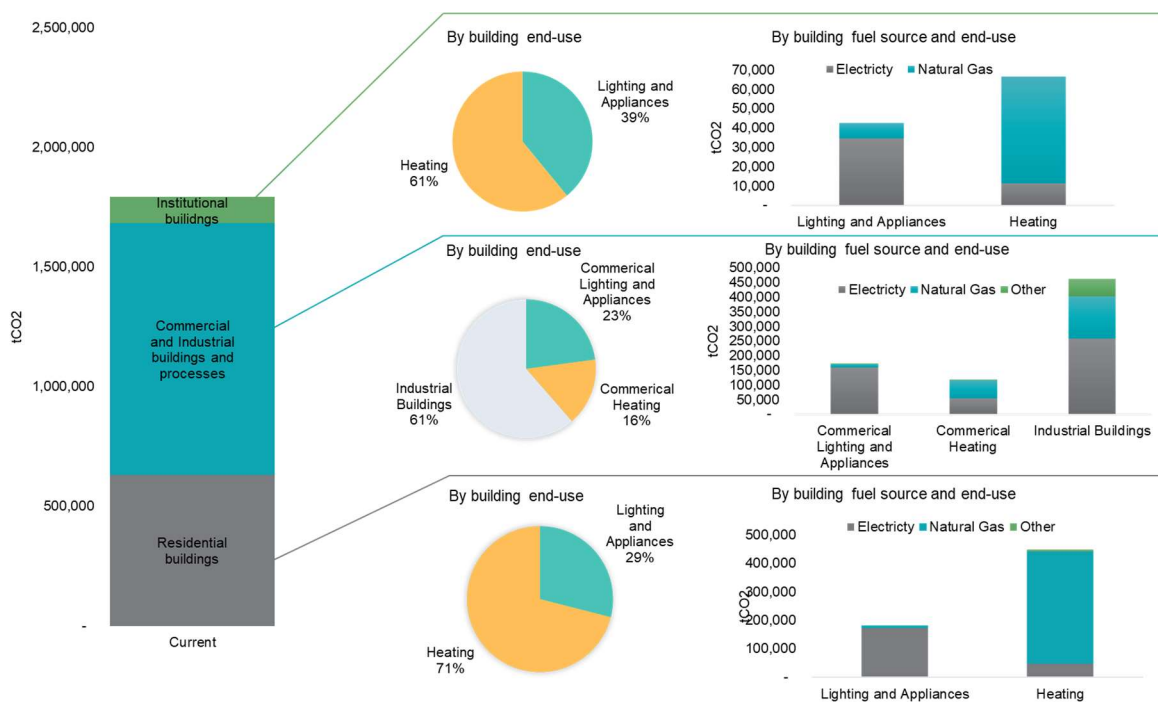
Modelling by SCATTER shows the built environment is responsible for 73% of Manchester’s direct emissions. **Graph XX below** shows how these emissions are broken down.

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

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

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

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



### Institutional buildings

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

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

### Commercial buildings

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

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

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

### Industrial buildings

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

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

### Domestic buildings

As of 31<sup>st</sup> March 2020, Manchester has over 234,000 domestic properties, housing more than 586,000 residents<sup>14</sup>. The mix of buildings is 39% flats, 34% terraced houses, 24% semi-detached, and 3% other.

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

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

The UK Green Building Council (UKGBC) says that 80% of the homes we will occupy in 2050 are already built<sup>15</sup>. Over half (58%) of Manchester's homes are energy inefficient with an Energy Performance Rating (EPC) of D – G<sup>16</sup> and so are costly to heat, will need to be retrofitted, and are failing to deliver health and comfort to inhabitants<sup>17</sup>.

In 2019, 20% of Manchester's households were fuel poor, more than the English average<sup>18</sup>. Each year, these residents would have to spend £223 more on their energy to keep warm than a household that is not in fuel poverty<sup>19</sup>.

As Manchester grows, it is set to build over 56,000 new homes between 2021-2037<sup>20</sup>; a significant increase that needs to be done in a way that does not add to our building emissions or to the cost of housing retrofit.

<sup>14</sup>[https://www.manchester.gov.uk/info/200088/statistics\\_and\\_intelligence/2024/housing\\_data#:~:text=Key%20statistics,234%2C290%20residential%20properties%20in%20Manchester](https://www.manchester.gov.uk/info/200088/statistics_and_intelligence/2024/housing_data#:~:text=Key%20statistics,234%2C290%20residential%20properties%20in%20Manchester) and

[https://www.manchester.gov.uk/info/200088/statistics\\_and\\_intelligence/438/population](https://www.manchester.gov.uk/info/200088/statistics_and_intelligence/438/population)

<sup>15</sup> [Climate change - UKGBC - UK Green Building Council](#)

<sup>16</sup> [Energy Performance of Buildings Certificates \(EPC\) in England and Wales 2008 to March 2022](#)

<sup>17</sup> [https://www.theade.co.uk/assets/docs/resources/Energising\\_Greater\\_Manchester\\_050718v2.pdf](https://www.theade.co.uk/assets/docs/resources/Energising_Greater_Manchester_050718v2.pdf)

<sup>18</sup> <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-2021>

<sup>19</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf)

<sup>20</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

## In order to reach zero carbon

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

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

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

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

### Domestic buildings

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

### Commercial buildings

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

### Institutional buildings

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

### Industrial buildings

- 58% reduction in overall energy demand from industrial buildings and processes
  - 55% reduction for buildings and facilities including heating, cooling, hot water, lighting, and appliances
  - 63% reduction from industrial processes<sup>22</sup>

### New buildings

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

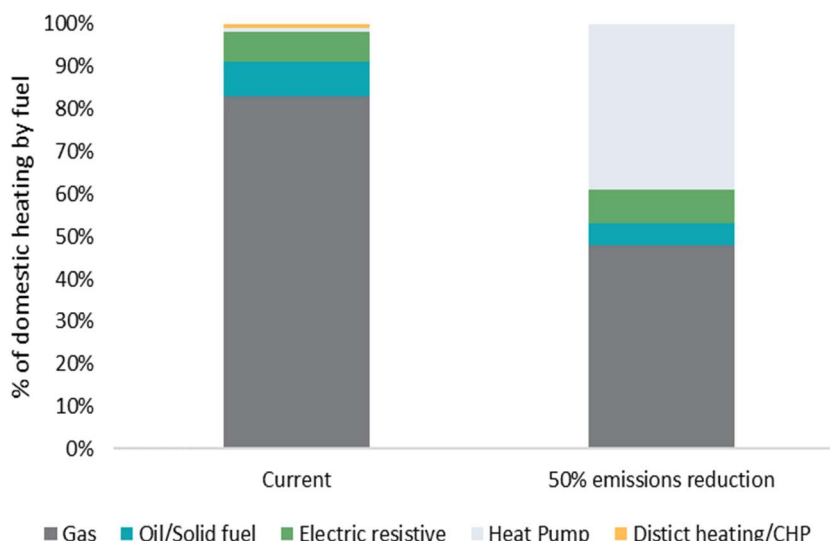
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<sup>21</sup> <https://scattercities.com/pages/pathways-methodology/>

<sup>22</sup> Fugitive emissions are excluded from this data



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



### CO2e savings and costs

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

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

### Other policy drivers and enablers

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

- Manchester's Local Area Energy Plan<sup>23</sup> echoes the need for building retrofit at scale, targeting 100,000 homes and 180,000 heat pumps to be deployed by 2038.
- Manchester's Housing Strategy 2022-32 commits that 50% of affordable homes built by 2025 will be low or zero carbon and a retrofit programme will be developed for all housing in the city.<sup>24</sup>
- Greater Manchester Combined Authority's (GMCA) 'retrofit GM'<sup>25</sup> headline objective is to retrofit 61,000 domestic properties a year, and for all non-domestic buildings to reach an average of Energy Performance Certificate rating of C or Display Energy Certificate B by 2030.
- From April 2018, homes that are privately rented are subject to minimum energy efficiency standards and those with F and G ratings will have to improve<sup>26</sup>.

<sup>23</sup> [Manchester Local Area Energy Plan - GM Green City](#)

<sup>24</sup> [New Housing Strategy looks to deliver 10,000 new affordable homes in the next 10 years | Manchester City Council](#) and [https://www.manchester.gov.uk/downloads/download/7463/manchester\\_housing\\_strategy\\_2022-2032](https://www.manchester.gov.uk/downloads/download/7463/manchester_housing_strategy_2022-2032)

<sup>25</sup> <https://www.greatermanchester-ca.gov.uk/media/6018/retrofitgm.pdf>

<sup>26</sup> <https://www.gov.uk/guidance/domestic-private-rented-property-minimum-energy-efficiency-standard-landlord-guidance>

- The Committee on Climate Change (CCC) says that 19 million heat pumps need to be installed by 2050<sup>27</sup>.
- Manchester's Climate Change Partnership's (MCCP) Roadmap to Net Zero Carbon New Buildings<sup>28</sup> sets targets for operational and embodied carbon emissions, in line with the objective to shift all new builds to zero carbon from 2023 onwards, as articulated in the original Framework.
- GMCA have a goal for all new developments to be net zero carbon by 2028<sup>29</sup>.
- The UKGBC have set out a pathway to net zero for the UK built environment<sup>30</sup> which includes a budget for operational and embodied carbon relating to the construction, operation, and demolition of buildings and infrastructure.
- The increased cost of building to zero carbon standards is calculated to be 6.2% for offices and 3.5% for residential properties<sup>31</sup> and, if considered over the whole life of the building, can likely be offset by increased rental premiums, lower tenancy void periods, lower offsetting costs, and lower operating/ lifecycle costs<sup>32</sup>.
- The cost of retrofitting a new build is 3-5 times higher<sup>33</sup> than ensuring it meets stretching zero carbon standards at the point of design and construction.
- The UKGBC<sup>34</sup> show the importance of including offset payments within the capital cost appraisal for new buildings. Carbon prices will only increase over the next decade, and this will impact the absolute values of buildings.

## Challenges

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

- National and local policy is not currently driving change at the pace and scale required, either in retrofit or new build standards.
- There are competing priorities for policy makers, for example balancing the demand for more housing with the need to increase zero carbon standards in new builds.
- The capital cost of retrofit, lack of grant funding and an under-developed supply chain are discouraging property owners to retrofit.
- For air source heat pumps to be a viable alternative to gas for domestic heating, insulation levels must be improved first.
- The hassle costs, whether perceived or actual, of carrying out major building works like insulation and heating upgrades can discourage and delay action.

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<sup>27</sup> <https://www.theccc.org.uk/wp-content/uploads/2019/05/Net-Zero-Technical-report-CCC.pdf>

<sup>28</sup> <https://www.manchesterclimate.com/sites/default/files/Roadmap%20to%20Net%20Zero%20Carbon%20-%20Report.pdf>

<sup>29</sup> <https://www.greatermanchester-ca.gov.uk/news/greater-manchester-calls-on-government-not-to-cap-climate-ambition-for-new-homes/>

<sup>30</sup> <https://www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf>

<sup>31</sup> [https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144623/Executive-Summary\\_-\\_Building-the-Case-for-Net-Zero.pdf](https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144623/Executive-Summary_-_Building-the-Case-for-Net-Zero.pdf)

<sup>32</sup> <https://www.jll.co.uk/content/dam/jll-com/documents/pdf/research/Sustainability%20and%20Value%20in%20the%20Regions%20-%20Final%20Report.pdf>

<sup>33</sup> <https://www.theccc.org.uk/wp-content/uploads/2019/07/The-costs-and-benefits-of-tighter-standards-for-new-buildings-Currie-Brown-and-AECOM.pdf>

<sup>34</sup> [https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144621/Building-the-Case-for-Net-Zero\\_UKGBC.pdf](https://ukgbc.s3.eu-west-2.amazonaws.com/wp-content/uploads/2020/09/05144621/Building-the-Case-for-Net-Zero_UKGBC.pdf)

- There are limited market signals to stimulate supply chain growth and the provision of skills development, further restricting capacity for action at scale.
- The absence of standardised energy efficiency disclosure makes it difficult to track progress at city scale.
- The UK has one of the highest ratios of gas to electricity across Europe, sometimes known as a 'spark gap', with the price of electricity being close to four times that of gas per kWh<sup>35</sup>. This is due in a large part to the taxation on electricity and, according to OFGEM, the environmental and social obligation costs are over 20% of an electricity bill,<sup>36</sup> compared to less than 2% for gas.<sup>37</sup>

### Co-benefits of action

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

#### Adaptation and resilience

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

#### Health and wellbeing

- Housing retrofit can address fuel poverty; increasing the energy efficiency of a home to EPC C can save an average of £223 per year on fuel costs<sup>38</sup>.
- High energy bills can create financial stress and so reducing energy costs can help the prevention of mental disorders (e.g., anxiety or depression).
- Retrofitting measures create warmer, drier homes and thus impact positively on the health and wellbeing of their residents.
- Investing £1 in keeping homes warm is estimated to reduce direct health costs by £0.42<sup>39</sup>.

#### Inclusive, zero carbon and climate resilient economy

- Upgrading the energy efficiency of Manchester's buildings presents a huge opportunity to boost the local economy<sup>40</sup>.

<sup>35</sup>[https://www.ehpa.org/fileadmin/red/09\\_Events/2019\\_Events/Market\\_and\\_Statistic\\_Webinar\\_2019/20190624\\_-\\_EHPA\\_Webinar\\_outlook\\_2019\\_-\\_Thomas\\_Nowak.pdf](https://www.ehpa.org/fileadmin/red/09_Events/2019_Events/Market_and_Statistic_Webinar_2019/20190624_-_EHPA_Webinar_outlook_2019_-_Thomas_Nowak.pdf)

<sup>36</sup><https://www.ofgem.gov.uk/data-portal/breakdown-electricity-bill>

<sup>37</sup><https://www.ofgem.gov.uk/data-portal/breakdown-gas-bill>

<sup>38</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1056777/annual-fuel-poverty-statistics-lilee-report-2022-2020-data.pdf)

<sup>39</sup>[https://www.nea.org.uk/wp-content/uploads/2021/11/0000\\_NEA\\_Fuel-Poverty-Report-and-Exec-Summary\\_v2.pdf](https://www.nea.org.uk/wp-content/uploads/2021/11/0000_NEA_Fuel-Poverty-Report-and-Exec-Summary_v2.pdf)

<sup>40</sup>[https://www.theade.co.uk/assets/docs/resources/Energising\\_Greater\\_Manchester\\_050718v2.pdf](https://www.theade.co.uk/assets/docs/resources/Energising_Greater_Manchester_050718v2.pdf)

- Growing the market for green products and services creates opportunities for local companies and local people to diversify and develop new skills and new businesses.
- 9,800 jobs could be supported in the Northwest<sup>41</sup> by an energy efficiency programme in the UK.
- Ambitious retrofit programmes in the public sector and social housing sector, build demand for skills and supply chain growth by providing a stable pipeline to enable rapid expansion of market delivery capability.

### Examples of good practice

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

- Manchester City Council (MCC), the city's universities and its health sector, have committed to achieve zero carbon by 2038 and have action plans in place<sup>42</sup>.
- Since 2009, the percentage of Manchester's non-domestic buildings with an EPC rating between A-C has increased from 34% to 60%.
- Manchester has one of the highest proportions of existing BREEAM 'Good to Outstanding' office stock<sup>43</sup>.
- Over 150 public buildings across Greater Manchester are investing £78m of retrofit funding from UK government to install heat pumps, solar panels, insulation, and energy monitoring systems<sup>44</sup>.
- The Carbon Literacy Project has created a toolkit specifically for the social housing sector which is being used by over 70 providers.
- 'Your Home, Better'<sup>45</sup> has been launched in Greater Manchester to support homeowners that are able and willing to pay for retrofit.

### Recommended Actions

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

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

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

##### (New build)

- Buildings 1. **Property developers**, and those who commission new buildings in the public and private sector, to apply the highest zero carbon standards to new developments from 2023.
- Buildings 2. Manchester Climate Change Partnership (MCCP) to engage the developer community in progressing the sector's understanding of the **financial viability** considerations of stretching whole-life carbon standards.

<sup>41</sup> <https://friendsoftheearth.uk/sites/default/files/downloads/making-better-job-it-full-report-75291.pdf>

<sup>42</sup> <https://www.manchesterclimate.com/sites/default/files/MCCA%20Annual%20Report%202021%20Final.pdf>

<sup>43</sup> <https://www.greenbooklive.com/index.jsp>

<sup>44</sup> [Green upgrades for Greater Manchester public buildings with £78m decarbonisation fund - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/press-releases/greater-manchester-public-buildings-with-78m-decarbonisation-fund)

<sup>45</sup> [YOUR HOME BETTER](#)

- Buildings 3. Manchester City Council (MCC) to make full use of its existing planning powers, including the Local Plan, to regulate for **whole-life carbon emissions standards** in all new buildings, covering operational and embodied carbon in line with Manchester's Roadmap<sup>46</sup>, the UKGBC whole life carbon roadmap<sup>47</sup>, and the emerging Future Buildings Standard, from 2023 (going faster than UK) and increasing over time.
- Buildings 4. MCC to require a percentage of energy used on site by new builds to be from **renewable energy** or low carbon sources in the locality.
- Buildings 5. MCC to use planning policies to include **carbon offset levies** for developments that do not meet specified zero-carbon requirements.

#### **(Retrofit)**

- Buildings 6. **Public sector** organisations to have retrofit programmes in place to reduce the operational emissions from their buildings in line with Manchester's carbon budget, and to disclose energy efficiency performance data.
- Buildings 7. **Private sector** organisations to retrofit their commercial or industrial premises in line with Manchester's carbon budget, and to disclose energy efficiency performance data.
- Buildings 8. MCC to lead development of a **Housing Retrofit Strategy by 2023** that covers all domestic housing whether owner occupied, private rented or social housing.
- Buildings 9. **Social housing providers** to retrofit their 68,000 homes to a minimum standard of EPC C by 2030.
- Buildings 10. **Private rented sector (PRS) landlords** to allocate funds to assess the energy efficiency of their properties and develop an improvement plan to implement minimum energy efficiency standards (MEES) regulations across all tenures, ensuring all Manchester's homes meet EPC C at a minimum.
- Buildings 11. MCC to **increase capacity for enforcement** of MEES in the private rented sector and explore introduction of a landlord licensing scheme.
- Buildings 12. MCCP members and Manchester Climate Change Agency (MCCA) to support **engagement with Manchester residents** to maximise uptake of home energy efficiency and retrofit actions.
- Buildings 13. MCC to ensure planning and environmental health teams are fully conversant with low carbon retrofit measures, including air source heat pumps and external wall insulation, to **minimise barriers to their uptake**.
- Buildings 14. **Commercial landlords** to work transparently with tenants to minimise energy use, with requirements clearly set out in green leases.

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

- Buildings 15. Electricity North West Ltd (ENWL) to work with local partners including MCCP and MCCA to drive **uptake of solar PV** in domestic and non-domestic properties.
- Buildings 16. Greater Manchester Combined Authority (GMCA) to fund dedicated support to the **green technology sector** to maximise economic benefits and job growth to Manchester.

<sup>46</sup> [Roadmap to Net Zero Carbon - Report.pdf \(manchesterclimate.com\)](#)

<sup>47</sup> [www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf](http://www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf)

- Buildings 17. Skills providers to develop and roll out **regional upskilling** programmes for retrofit to ensure Manchester residents can benefit from the growth of this emerging market.
- Buildings 18. Private sector organisations to incentivise and support green **apprenticeships**, building local skills for zero carbon.
- Buildings 19. Social housing providers to work together via the Manchester Housing Providers Partnership Zero Carbon Group and Greater Manchester Housing Providers Decarbonisation and Low Carbon Asset Management Groups to accelerate retrofit through sharing best practice and collaborative procurement.

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

- Buildings 20. Use national planning policy to better support the transition to zero carbon by adopting **whole life carbon standards for all new developments**, by 2030 at the latest, ensuring a level playing field for all locations.
- Buildings 21. Adopt recommendations set out in the UKGBC Roadmap to ensure national regulations require new buildings to adequately **predict or represent the actual performance** of operational carbon.
- Buildings 22. Update the National Calculation Methodology (NCM), as underpinned by SAP and the EPC methodology, to create a fit-for-purpose **predictive methodology** for energy performance of dwellings, that better reflects in-use energy.<sup>48</sup>
- Buildings 23. Introduce a phased approach to mandatory energy efficiency **data disclosure** through performance-based rating schemes for existing non-domestic buildings in the public and private sector.

**(Retrofit)**

- Buildings 24. Adopt a **National Retrofit Strategy**<sup>49</sup> and coordinate through a Retrofit Delivery Authority<sup>50</sup> to set out and deliver a national homes upgrade programme, fully coordinated with local government, industry, and relevant stakeholders.
- Buildings 25. Introduce a requirement for **MEES on all tenures** at point of sale, which includes production of a retrofit assessment, with incremental increases over time from 2025, including funding to support enforcement.
- Buildings 26. More effectively **distribute the environmental levies** placed on gas and electricity to incentive the electrification of heat and encourage low carbon heating uptake<sup>51</sup> and reduce carbon intensity of the energy mix.
- Buildings 27. **Reform EPC** to ensure the data on which it is built remains up to date and reflects the energy mix in the grid at the time of production.
- Buildings 28. Tighten building regulations so that works to **existing dwellings** give clear triggers for energy improvement requirements.

<sup>48</sup> <https://www.ukgbc.org/wp-content/uploads/2021/11/UKGBC-Whole-Life-Carbon-Roadmap-A-Pathway-to-Net-Zero.pdf>

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

<sup>50</sup> <https://www.constructionleadershipcouncil.co.uk/wp-content/uploads/2020/12/CLC-National-Retrofit-Strategy-final-for-consultation.pdf>

<sup>51</sup> <https://www.heatpumps.org.uk/wp-content/uploads/2019/11/A-Roadmap-for-the-Role-of-Heat-Pumps.pdf>

- Buildings 29. Explore ways to bring forward the **cut-off date** of 2035 for the sale of gas boilers in existing homes to align more closely with the 2025 date for new homes.
- Buildings 30. **Develop a ‘skills card’<sup>52</sup>** as a quality assurance scheme for heat pump installers, like the Gas Safe scheme.
- Buildings 31. Deliver **upskilling campaigns** for relevant industry sectors (e.g., gas heating engineers) to remove barriers to the uptake of electrified and low carbon space heating, including heat pumps.
- Buildings 32. Introduce **variable stamp duty rates** that are adjusted in line with the energy performance of buildings.
- Buildings 33. **Remove VAT on refurbishment work** where energy performance targets are met.
- Buildings 34. Introduce direct grants and other financial products, e.g., equity release or property based loan, **for low-income households** to support retrofit.
- Buildings 35. **Banking sector** to develop attractive financial offers for homeowners to overcome the high up-front capital costs of deep retrofit, e.g., low interest mortgage extensions and loans where performance targets are met.
- Buildings 36. **Institutional investors** based in the UK to disclose the operational energy and carbon performance of their property portfolios (at asset level) in annual reporting.

**To do differently, where there are opportunities to innovate:**

- Buildings 37. Property developers to deploy **digital twin technology** to increase understanding of the financial viability of applying zero carbon standards to new builds.
- Buildings 38. MCC to explore ways to enable **accelerated planning approval** for early adopters of future energy efficiency levels (with disclosure of performance on completion).
- Buildings 39. Local areas to develop a **place-based approach** to domestic housing decarbonisation that bundles multiple low carbon measures together, e.g., insulation, solar PV, and battery storage, with innovative financial models to attract private finance in to provide the upfront capital investment required.
- Buildings 40. Financial institutions and lenders to increase the availability of **green mortgages** with reduced rates for the most efficient homes to incentivise housing retrofit.
- Buildings 41. Domestic landlords to develop and test the use of **warm rental agreements** which include energy costs within the rent to incentivise and reward increasing the energy efficiency of properties.
- Buildings 42. Electrical product manufacturers to increase engagement with the Internet of Things (IoT), to enable greater uptake of **smart controls in homes**, helping to balance the grid and lower consumer fuel bills.
- Buildings 43. Commercial building owners/managers to use **digital modelling tools** to simulate and evaluate retrofit options for Heating, Ventilation and Air Conditioning (HVAC) systems; supporting the mainstreaming of these skills across the building services industry<sup>53</sup>.

<sup>52</sup> <https://www.skillcard.org.uk/types-of-skillcard/>

<sup>53</sup> <https://www.hvnplus.co.uk/news/much-more-to-do-to-upskill-sector-for-heat-pumps-experts-warn-28-05-2021/>

Buildings 44. Commercial property owners to **disclose energy efficiency performance data** to fixed standards such as NABERS, UKGBC, or BREEAM to enable benchmarking of building performance and drive retrofit across the sector.



## Transport

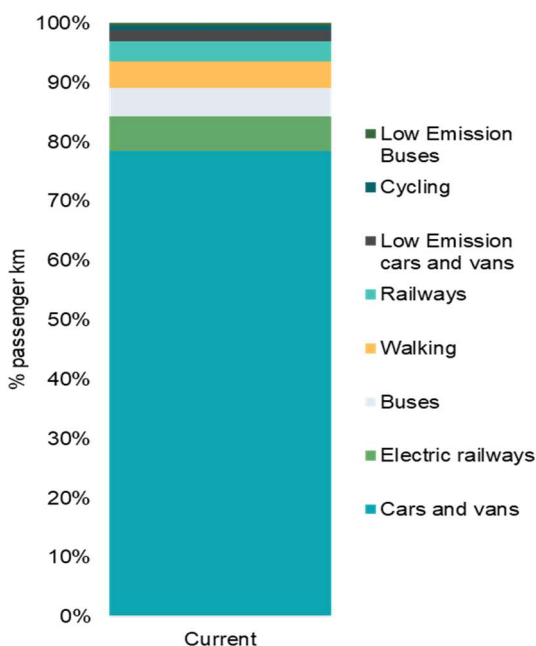
### Current emissions

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

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

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

- Increased length of journeys
- Falling relative cost of motoring – 15% down in real terms over the last twenty years
- Increased cost of rail fares – up by over 20% in twenty years
- Increased bus and coach fares – up by over 40% in twenty years<sup>54</sup>
- Shift towards large vehicles – 31% of new car sales are classed as large vehicles compared to 21% in 2010<sup>55</sup>



In Manchester:

- At the end of 2021, there were only 1,450 ultra-low emissions vehicles registered, which is below the national average<sup>56</sup>.
- Most buses are still running on diesel<sup>57</sup>.
- 36% of all trips that start in Manchester are neighbourhood trips under 2kms and could be walked in around 20 minutes or less<sup>58</sup> in many situations.
- There remains a paucity of public transport options to tackle Manchester's growing night-time economy in comparison with larger cities like London.

In Greater Manchester:

- Too many short trips are made by car: 88% of trips are shorter than five miles, and more than half of these are made by car<sup>59</sup>.

<sup>54</sup> Decarbonising Transport – A Better, Greener Britain

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf)

<sup>55</sup> CCC, 2019 Progress Report to Parliament - <https://www.theccc.org.uk/publication/reducing-uk-emissions-2019-progress-report-to-parliament/>

<sup>56</sup> [Vehicle licensing statistics data tables - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/vehicle-licensing-statistics-data-tables)

<sup>57</sup> <https://www.businessgrowthhub.com/green-technologies-and-services/green-intelligence/resource-library/greater-manchester-set-for-europe-leading-e-bus-fleet>

<sup>58</sup> <https://tfgm.com/our-five-year-transport-delivery-plan>

<sup>59</sup> Manchester City Council [State of the City Report](#)

- We are behind both the UK and the North West average for installing electric vehicle charging infrastructure<sup>60</sup>.

However, there are some positive trends:

- In 2019, 78% of peak morning travel (over 108,000 journeys) into Manchester city centre was made by public transport (63%) or active travel (15%)<sup>61</sup>.
- In the decade leading up to 2019, there was a 19% reduction in the number of cars entering the city centre at peak morning travel time (reducing from over 27,000 to under 23,000)<sup>62</sup>.
- As a result of changes caused by the Covid-19 pandemic, there has been an increase in hybrid working which is predicted to cause commuting to fall by 1 in 10 journeys as we move away from the 5-day commuting week<sup>63</sup>.
- Between 2010 and 2020, the size of the Metrolink network was tripled, converting many city-centre bound journeys from car to public transport. In 2019 Metrolink accounted for 16% of peak morning journeys<sup>64</sup>.

### **In order to reach zero carbon**

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We need to **travel less** and **change the way we travel**, ensuring we chose the right mix of transport for each journey, prioritising active travel (walking / wheeling<sup>65</sup> and cycling) and public transport, particularly for short trips.

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

### **Scale of action needed to reduce emissions by 50%:**

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

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

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

<sup>60</sup> <https://electrictravel.tfgm.com/greater-manchesters-ev-strategy/>

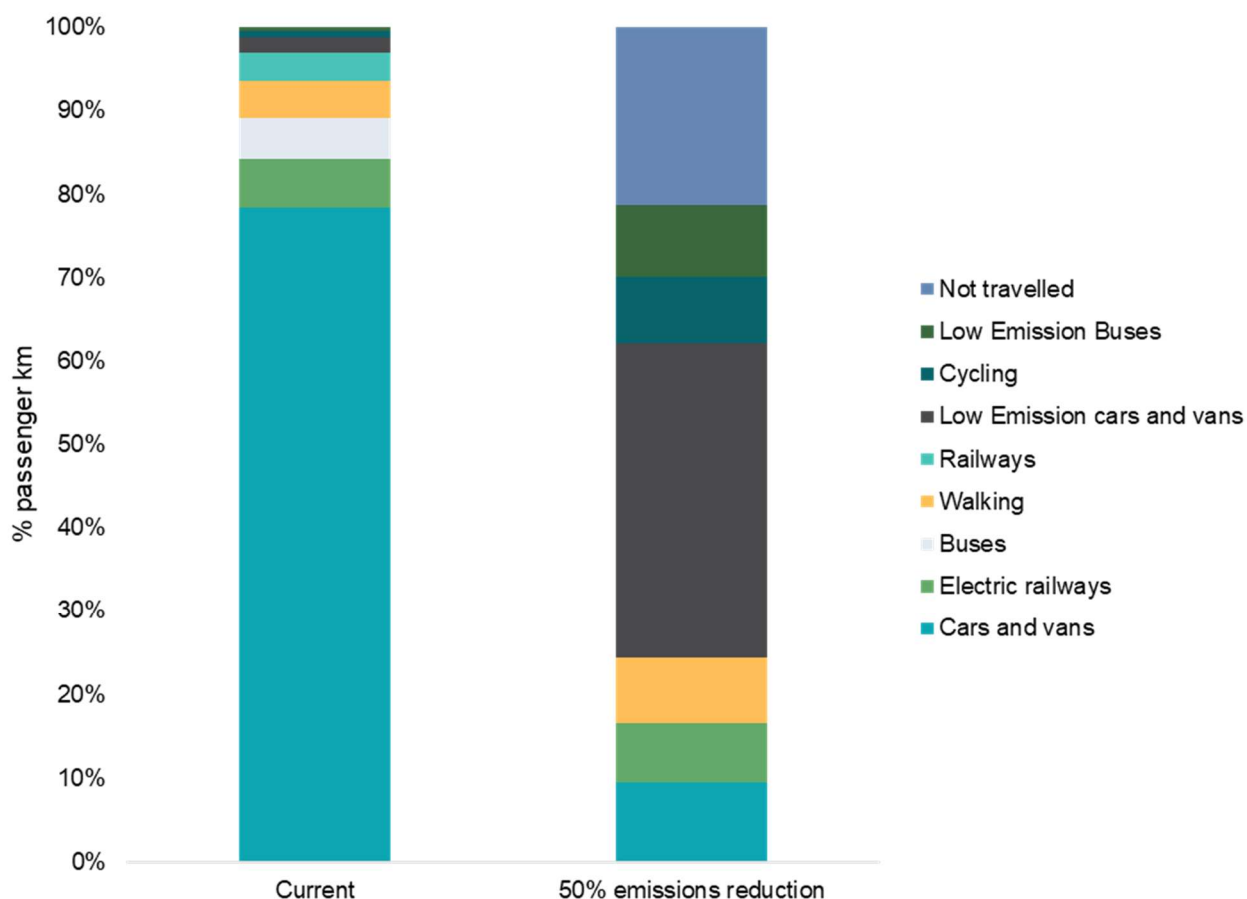
<sup>61</sup> [City Centre Transport Strategy to 2040](#)

<sup>62</sup> [City Centre Transport Strategy to 2040](#)

<sup>63</sup> <https://democracy.greatermanchester-ca.gov.uk/documents/s8356/GMTC%2020200710%20Transport%20Recovery%20Report.pdf>

<sup>64</sup> [City Centre Transport Strategy to 2040](#)

<sup>65</sup> [Campaigning for inclusive cycling, Wheels for Wellbeing](#)



### CO<sub>2</sub>e savings

SCATTER estimates the cumulative CO<sub>2</sub>e savings from delivering all the above targets to achieve a 50% reduction in direct emissions is **1.3m tCO<sub>2</sub>e**.

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

### Other policy drivers and enablers

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

- The **City Centre Transport Strategy**<sup>66</sup> which is focused on delivering a net-zero carbon transport system and includes the following targets (from a 2019 baseline):
  - Reduce car journeys from 21% to 10% by 2040.
  - Increase public transport trips into the city centre by around 50% for Metrolink, over 50% for bus travel, and around 90% by rail by 2040.
  - Increase walking and cycling trips by around 70%.
- The **Manchester Local Area Energy Plan**<sup>67</sup> calls for 72,000 electric vehicle charging points to be installed by 2038 at an estimated cost of £40 million.

<sup>66</sup> [https://assets.ctfassets.net/nv7y93idf4jq/6HANAC6XKWnyvZ508tbVfq/f661cc31bad890a4f388de49e79c1826/CCTS\\_Full\\_Document\\_Final\\_170321.pdf](https://assets.ctfassets.net/nv7y93idf4jq/6HANAC6XKWnyvZ508tbVfq/f661cc31bad890a4f388de49e79c1826/CCTS_Full_Document_Final_170321.pdf)

<sup>67</sup> [https://gmgreencity.com/resource\\_library/manchester-local-area-energy-plan/](https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/)

- The **Greater Manchester Transport Strategy 2040**<sup>68</sup> sets ambition for:
  - 50% of all journeys to be by public transport or active travel by 2040.
  - 1 million more active travel and public transport journeys per day by 2040.
  - No net increase in motor vehicle traffic and 200,000 more EVs by 2040.
- The **Greater Manchester Streets for All Strategy**<sup>69</sup> sets out a vision to ensure that our streets are welcoming, green, and safe spaces for all people that enable more travel by walking, cycling and using public transport and create thriving places that support local communities and businesses<sup>70</sup>
- **Nationally** there are commitments for:
  - 50% of all journeys in towns and cities to be walked or cycled by 2030<sup>71</sup>.
  - Sales of cars and vans with only a petrol or diesel engine to cease after 2030 and no sales of new fossil fuel vehicles (including hybrids) after 2040<sup>72</sup>.

## Challenges

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

- To make walking / wheeling the natural choice, people need safe, inclusive, and attractive routes.
- To enable more people to cycle, there needs to be high quality, connected and safe cycling infrastructure, broad access to bikes and sufficient places to safely park and store them.
- To encourage people to access more services and activities online, instead of travelling, we need to ensure digital skills and technologies are widely available.
- The space needed to deliver more priority for active travel and public transport infrastructure may be constrained in the city centre and some built-up residential areas, and will, in some cases, require road space to be reallocated away from general traffic towards the most space-efficient and sustainable modes<sup>73</sup>.
- There are some systemic barriers to using public transport, such as safety and security to lone passengers, particularly women, which need to be addressed to enable modal shift.
- As we switch away from fossil fuels to electric vehicles, the demand for electricity needs to be met by sufficient increased supply.
- Electric vehicles have a higher upfront cost than most petrol or diesel vehicles.
- Switching large numbers of cars to electric reduces direct emissions in operation but results in an increase in embodied carbon through mass production of vehicles and batteries.
- Delivering the infrastructure needed to support behaviour change requires a significant scale and pace of change, which presents challenges in terms of capacity

<sup>68</sup> <https://tfgm.com/2040-transport-strategy>

<sup>69</sup> [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://tfgm.com/streets-for-all)

<sup>70</sup> [https://downloads.ctfassets.net/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03\\_GM\\_2040\\_TS\\_Full.pdf](https://downloads.ctfassets.net/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03_GM_2040_TS_Full.pdf)

<sup>71</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf)

<sup>72</sup> <https://www.gov.uk/government/publications/transport-decarbonisation-plan>

<sup>73</sup> <https://bettertransport.org.uk/sites/default/files/research-files/Sustainable-Transport-and-the-NPPF.pdf> and [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://tfgm.com/streets-for-all)

of local government and delivery authorities and will require significant engagement with communities and businesses.

- Revenue funding is needed to maintain integrated transport systems, including maintaining cycle infrastructure and footpaths and operating public and shared transport services, not just the upfront capital cost of infrastructure.

### Co-benefits of action

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

#### Adaptation and resilience

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

#### Health and wellbeing

- Increased active travel improves health and could save the NHS £17bn within 20 years by reducing prevalence of type 2 diabetes, dementia, heart disease and cancer<sup>74</sup>.
- A more integrated and affordable public transport system can save households money on owning and running a car, which will be even more significant as the cost of living rises<sup>75</sup>.
- Reduced use of internal combustion engine cars, vans and motorbikes, through modal shift and the switch to electric vehicles, improves air quality and reduces the negative health effects of air pollution.

#### Inclusive, zero carbon and climate resilient economy

- The need to create new infrastructure for sustainable travel and electric vehicles is a new opportunity for jobs and growth – for example, a report by Transition Economics for the TUC suggests investing in the electrification of transport could help deliver 59,000 new jobs in the UK<sup>76</sup>.
- An integrated public transport system and active travel network can reduce the undesirable impacts of congestion on business and help drive economic growth<sup>77</sup>.
- By changing how we move goods around the city, particularly in 'last mile' delivery, we can create opportunities for new business - a report by Accenture notes that, creating local fulfilment centres to support the 'last-mile' supply chain could create jobs and lower last-mile emissions between 17-26% by 2025<sup>78</sup>.
- Electric vehicles are cheaper to run and usually cheaper to service and maintain<sup>79</sup>.

### Examples of good practice

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<sup>74</sup> <https://www.sustrans.org.uk/media/4471/4471.pdf>

<sup>75</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/953951/Transport\\_and\\_inequality\\_report\\_document.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/953951/Transport_and_inequality_report_document.pdf)

<sup>76</sup> <https://www.tuc.org.uk/research-analysis/reports/rebuilding-after-recession-plan-jobs>

<sup>77</sup> [Streets for All | Transport for Greater Manchester \(tfgm.com\)](https://www.tfgm.com/streets-for-all)

<sup>78</sup> <https://www.accenture.com/acnmedia/PDF-148/Accenture-Sustainable-Mile-POV.pdf>

<sup>79</sup> <https://www.buyacar.co.uk/cars/economical-cars/electric-cars/650/cost-of-running-an-electric-car>

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

- The **Bee Network** aims to provide a fully integrated active travel and public transport system joining together cycling, buses, trams and walking by 2024, with rail incorporated by 2030, to transform how people travel in Greater Manchester<sup>80</sup>.
- A **cycle hire scheme**<sup>81</sup> with over 1,200 pedal bikes and 300 e-bikes is available across Manchester, Salford and Trafford.
- Greater Manchester has been successful in securing over £1bn from the Government's City Region **Sustainable Transport Settlement**<sup>82</sup> which will help to deliver the Bee Network's ambitions for an integrated and sustainable transport system providing seamless end-to-end journeys<sup>83</sup>
- The Carbon Literacy Project and Auto Trader have developed a bespoke training toolkit for the **automotive sector**<sup>84</sup> which is being rolled out nationally with over 70 organisations involved.

### Recommended Actions

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

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

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

- Transport 1. Organisations to adopt policies that encourage **business travel** to be done via sustainable transport options and enable virtual working.
- Transport 2. Organisations to encourage and **incentivise employees to commute via sustainable modes of travel** (including walking / wheeling, cycling, public transport, and car sharing).
- Transport 3. Organisations to **shift their fleet to electric vehicles / e-cargo bikes** and install electric vehicle charging points as appropriate to their location, ensuring they avoid encouraging unnecessary car travel into local centres.
- Transport 4. **Logistics companies** to reduce fuel use, increase fuel efficiency, and explore alternative vehicles including e-cargo bikes for last mile delivery.
- Transport 5. **Schools to encourage walking / wheeling and cycling** to school via road safety education campaigns and school street schemes.
- Transport 6. Public sector organisations to work collaboratively to adopt **sustainable travel policies** for business travel, employee commuting, logistics, and the electrification of fleet.

<sup>80</sup> <https://tfgm.com/destination-bee-network>

<sup>81</sup> [Cycle Hire | TfGM Bee Active](#)

<sup>82</sup> <https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-allocations>

<sup>83</sup> <https://tfgm.com/destination-bee-network>

<sup>84</sup> [Automotive - The Carbon Literacy Project](#)

- Transport 7. **Residents to change the way we travel**, ensuring we chose the right type of transport for each journey, prioritising active travel (walking / wheeling and cycling) and public transport, particularly for short trips.
- Transport 8. **Culture, leisure, and tourist destinations** to work together with Manchester City Council (MCC) and Transport for Greater Manchester (TfGM) to deliver more sustainable travel outcomes for major events in the city, and to provide readily accessible information as standard on how visitors can reach them by public transport or active travel, exploring incentives to discourage car travel.
- Transport 9. Manchester Climate Change Partnership (MCCP) to deliver collaborative **behaviour change campaigns** to encourage its networks to increase use of active travel, public transport, and shared modes of transport, such as car clubs and cycle hire schemes.
- Transport 10. MCC to deliver more **active travel infrastructure** and develop new schemes that **integrate sustainable transport choices**, including e-mobility, and **smart logistics** into neighbourhoods like the Ancoats Mobility Hub.
- Transport 11. MCC to adopt the principles of the **15<sup>85</sup>-20<sup>86</sup>-30<sup>87</sup>-minute neighbourhood** within planning policy to ensure residents can access essential services without the need for a car.
- Transport 12. MCC to **reallocate road space** on appropriate parts of the network to support the delivery of infrastructure for more sustainable modes of transport, including buses, walking/wheeling, and cycling.
- Transport 13. MCC to gradually **remove inner city centre parking supply** as sustainable travel options are improved and to explore introduction of a workplace parking levy across the city to further encourage modal shift.
- Transport 14. MCC to implement **reductions in speed limits** across the city to help reduce emissions and support delivery of road safety programmes.
- Transport 15. MCC to target reductions in the **carbon impact of construction and maintenance** of highways, adopting PAS2080 carbon management standards.
- Transport 16. MCC to develop and implement a strategy for electric vehicle charging infrastructure, including within car parks and existing residential areas, and set requirements for **electric vehicle charging infrastructure to be integrated** within new residential, workplace and commercial developments.

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

- Transport 17. Deliver the **Streets for All** Strategy<sup>88</sup> and **Bee Network** ambition for an integrated, affordable, and sustainable transport system which will join up buses, trams, cycling and walking by 2024 and rail by 2030.
- Transport 18. Investigate and implement cutting edge **smart transport solutions**, getting the most out of digital technology to improve our understanding of travel patterns, and improve physical and digital integration of low-carbon modes<sup>89</sup>.

<sup>85</sup> [15-Minute City \(15minutecity.com\)](https://www.15minutecity.com/)

<sup>86</sup> [The 20-minute neighbourhood - Town and Country Planning Association \(tcpa.org.uk\)](https://www.townandcountry.org.uk/20-minute-neighborhood/)

<sup>87</sup> [Mapping the 30-minute city | Centre for Cities](https://www.centreforcities.com/mapping-the-30-minute-city/)

<sup>88</sup> <https://tfgm.com/strategy/streets-for-all/>

<sup>89</sup> <https://tfgm.com/city-centre-transport-strategy/> and

[https://downloads.ctfassets.net/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03\\_GM\\_2040\\_TS\\_Full.pdf](https://downloads.ctfassets.net/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03_GM_2040_TS_Full.pdf)

- Transport 19. Increase the number of **zero emissions buses** and transition to an electric bus fleet.
- Transport 20. Deliver the **GM Clean Air Plan** to improve air quality.
- Transport 21. **Minimise embodied carbon in new transport infrastructure** and vehicles, under best practice guidance like the PAS2080 carbon management standard, and ensure it is designed to be **resilient to climate change**.
- Transport 22. **Incentivise sustainable travel** behaviour change and deliver public transport and active travel schemes into and within the city centre, targeting 90% of all morning peak trips to the city centre by public transport or active travel.<sup>90</sup>
- Transport 23. Work with local authorities to explore introduction of **workplace parking levies** across the city region to encourage modal shift.
- Transport 24. Support improvements to distribution, delivery, service, and logistics activities that **reduce heavy goods vehicle emissions** using traffic powers, restricting vehicle type, weight, and delivery times in specific areas, as outlined in the Greater Manchester Freight and Logistics Strategy.<sup>91</sup>
- Transport 25. Deliver **awareness raising campaigns** and initiatives in collaboration with local partners to enable all businesses and residents to take tangible actions to reduce transport emissions.

#### To advocate for national government to do:

- Transport 26. Provide **long-term, multi-year devolved capital funding** to allow Greater Manchester to invest in smart and sustainable transport solutions, including active and public transport and fleet transition.
- Transport 27. Provide **additional revenue funding for capacity and capability** at the local level to enable planning and delivery of local sustainable transport strategies.
- Transport 28. Provide **integrated funding for decarbonised transport** as recommended in the National Audit Office report.<sup>92</sup>
- Transport 29. Review the most effective range of **tax measures**, including VAT, to incentivise active travel and drive uptake of zero emission vehicles.
- Transport 30. **Reallocate** the national road building budget to road safety and sustainable travel schemes.
- Transport 31. Work collaboratively with local partners on **reducing emissions across the strategic and local roads networks**<sup>93</sup>.
- Transport 32. Introduce legislation to **phase out new sales of diesel buses** and coaches by 2035 at the latest, as has been done with cars (2030)<sup>94</sup>.
- Transport 33. Publish the **Local Authority Transport Toolkits** to support identification and assessment of local transport decarbonisation strategies.

<sup>90</sup><https://democracy.manchester.gov.uk/documents/s31521/City%20Centre%20Transport%20Strategy%20Update.pdf>

<sup>91</sup><https://tfgm.com/freight>

<sup>92</sup><https://www.nao.org.uk/report/local-government-and-net-zero-in-england/>

<sup>93</sup><https://nationalhighways.co.uk/netzerohighways/>

<sup>94</sup><https://www.gov.uk/government/consultations/ending-the-sale-of-new-diesel-buses/ending-of-the-sale-of-new-diesel-buses>



Transport 34. Reinforce active travel and travel decarbonisation messages in **national behaviour change campaigns** and provide funding for local campaigns to support this work<sup>95</sup>.

Transport 35. Introduce grants for second hand electric vehicle purchases, **helping lower income households** and small businesses.

**To do differently, where there are opportunities to innovate:**

Transport 36. To enable more flexible and hybrid working patterns, introduce **new flexible travel initiatives** like the Metrolink Clipper Card.

Transport 37. Local businesses to work collaboratively to **integrate sustainable last mile logistics** in the city, e.g., through shared local logistics hubs.

Transport 38. Expand options for **electric shared mobility schemes**, including car clubs, bikes, scooters, and e-cargo bikes.

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<sup>95</sup> <https://news.fgm.com/news/half-of-respondents-to-greater-manchester-survey-open-to-walking-and-cycling-more-post-pandemic>

## Renewable energy

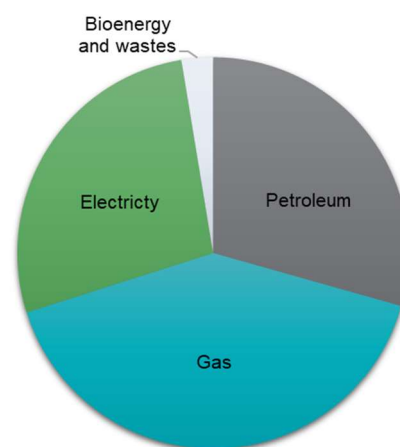
### Current energy mix

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

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

As we shift away from fossil fuels to a low carbon future, our demand for electricity will increase. In Manchester it is projected to almost double in the next 15 years<sup>96</sup>.

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



### Renewable energy generation

Over 39% of UK electricity is now generated by renewable sources<sup>97</sup> (Manchester contributes less than 1% of this<sup>6</sup>). Generation of electricity by solar photovoltaics (PV) in the UK has grown rapidly since 2010, increasing capacity from 95 MW to 13,900 MW by the end of 2021<sup>98</sup>.

The production of renewable energy within Manchester's boundaries in 2019 was below the national average, delivering less than 3%<sup>99</sup> of local demand. According to BEIS, the 32 MW<sup>100</sup> generated in Manchester was broken down by technology type as follows:

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

Data from Electricity North West Ltd (ENWL) shows local production has increased to 115 MW by 2021<sup>101</sup> for all types of distributed energy (solar PV, wind, hydro, combined heat and power, biomass, biogas and waste). Their detailed forecasting of future renewable energy generation emphasises the need for a significant acceleration in deployment of renewables to meet the targets proposed in this Update for our buildings and ground transport.

### In order to reach zero carbon

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

<sup>96</sup> <https://www.nationalgrideso.com/document/246851/download>

<sup>97</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1064765/Energy\\_Trends\\_March\\_2022.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1064765/Energy_Trends_March_2022.pdf)

<sup>98</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1093638/Renewables\\_JUL\\_22.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1093638/Renewables_JUL_22.ods)

<sup>99</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1030065/Renewable\\_electricity\\_by\\_local\\_authority\\_2014\\_to\\_2020\\_rev.xlsx](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1030065/Renewable_electricity_by_local_authority_2014_to_2020_rev.xlsx)

<sup>100</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1030065/Renewable\\_electricity\\_by\\_local\\_authority\\_2014\\_to\\_2020\\_rev.xlsx](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1030065/Renewable_electricity_by_local_authority_2014_to_2020_rev.xlsx)

<sup>101</sup> <http://www.enwl.co.uk/dfes>

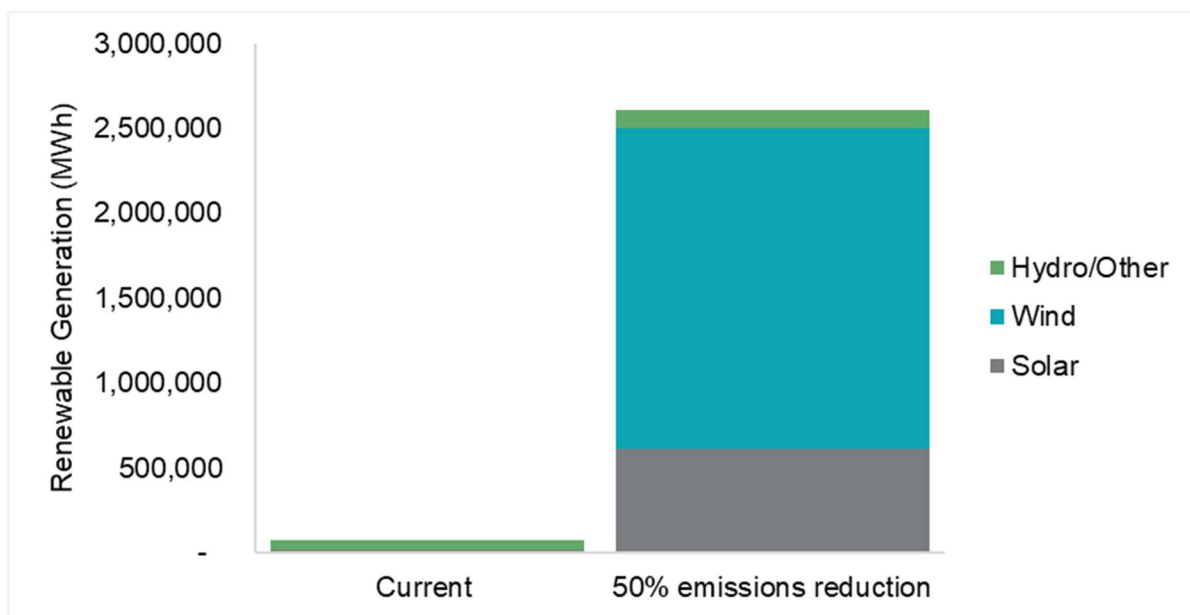
This needs to be coupled with a **step change in energy efficiency** across all sectors, and increased adoption of **smart grid** technologies and **local storage** to balance energy supply and demand for maximum efficiency.

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

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

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

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



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

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

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

### CO<sub>2</sub>e savings

SCATTER estimates the cumulative CO<sub>2</sub>e savings from delivering all the above targets to achieve a 50% reduction in direct emissions is **1.1m tCO<sub>2</sub>e**.

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

*Carbon savings from supply-side measures (such as renewable energy installation) should not be directly compared with demand-side measures (such as retrofitting or installing heat pumps) since this can lead to some double counting of savings. The carbon savings*

*garnered from each type of measure are often interlinked and should be considered separately.*

### Other policy drivers and enablers

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

- **Manchester’s Local Area Energy Plan**<sup>102</sup> identifies that 35% of the renewable energy needed by the city can be produced within Manchester, predominantly from small-scale solar PV.
- ENWL’s report “**Leading the North West to Net Zero**”<sup>103</sup> sets out their plans to invest £63.5 million between 2019-2023 to drive down their own emissions and help businesses, customers and colleagues to do the same.
- The UK government’s **National Energy Security Strategy**<sup>104</sup> sets out a plan for secure, clean, and affordable energy for the long term.
- Ofgem are consulting on **local energy systems**<sup>105</sup> to ensure the country is geared up to support the transition to zero carbon at the lowest cost to the customer, which will require a huge increase in renewable energy generation.

### Challenges

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

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

### Co-benefits of action

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

### Adaptation and resilience

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<sup>102</sup> [https://gmgreencity.com/resource\\_library/manchester-local-area-energy-plan/](https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/)

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

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

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

- Increasing local renewable energy supply provides energy security and resilience against future fossil fuel price increases.
- As the production of renewable energy (solar and wind power) requires negligible amounts of water, it does not contribute to water scarcity concerns.

### Health and wellbeing

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

### Inclusive, zero carbon and climate resilient economy

- In the UK, low carbon and renewable energy activities generated £46.7bn<sup>106</sup> turnover in 2018, directly employing 224,800 people (full-time equivalents).

### Examples of good practice

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

- ENWL's **Powering Our Communities Fund**<sup>107</sup> provides seed funding to support the development of community and local energy.
- Manchester City Council (MCC) is targeting a carbon reduction of 7,000 tonnes a year through investment in large-scale renewable energy generation<sup>108</sup>.
- Greater Manchester Combined Authority's **Go Neutral Smart Energy**<sup>109</sup> programme aims to accelerate delivery of up to 85MW of solar power generation with battery storage and electric vehicle charging infrastructure through establishment of a call-off framework to streamline the procurement process for public sector organisations.
- The **smart energy cities concept**<sup>110</sup> links energy systems to data and digital technologies to collect and analyse data in real time and manage city services more efficiently by reduce emissions, improve energy efficiency, and enhance resilience.
- The Government have brought forward **green relief rates**<sup>111</sup> to incentivise uptake and deployment of small-scale solar PV on commercial properties.
- Manchester Metropolitan University's Fuel Cell Innovation Centre is leading the way in harnessing **hydrogen** as a productive form of renewable energy. The Centre is engaging with industry on a local, national and international scale to understand the potential of fuel cell technology.<sup>112</sup>

### Recommended Actions

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

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

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

<sup>108</sup> [https://www.manchester.gov.uk/news/article/8927/solar\\_farm\\_plan\\_to\\_cut\\_council\\_greenhouse\\_gas\\_emission\\_s\\_advances](https://www.manchester.gov.uk/news/article/8927/solar_farm_plan_to_cut_council_greenhouse_gas_emission_s_advances)

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

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

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

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

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

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

- Energy 1. ENWL to work alongside Manchester's public and private sectors to **maximise investment** in the city's electricity network enabling an increase in renewable energy generation and a rapid electrification of heating and transport.
- Energy 2. Manchester City Council (MCC) to **set stretching requirements through the Local Plan** to increase renewable energy generation, for example:
- a. Require a percentage of energy used on site by new builds to be from renewable energy or low carbon sources in the locality.
  - b. Prioritise low carbon district heating in population-dense areas and encourage large developments to require heat planning alongside master planning.
  - c. Allocate land for onshore wind where this is technically feasible.
  - d. Ensure policies for housing, transport and energy are considered together, for example through the Local Area Energy Plan.
- Energy 3. Organisations in the **public and private sectors** (covering commercial, industrial and institutional buildings) to **maximise renewable energy generation on site** and explore off-site generation either through asset ownership or arrangements like power purchase agreements (PPA), with the aim to achieve 100% renewable electricity.
- Energy 4. Social housing providers, owner-occupiers, and private landlords in the **domestic housing sector** to maximise renewable energy generation on site, including through community energy initiatives<sup>113</sup>.
- Energy 5. Manchester Climate Change Partnership (MCCP) to **work collaboratively** to increase renewable energy generation capacity across members' portfolios.
- Energy 6. Industrial sites to explore opportunities for **re-use of heat** that is a by-product of industry.
- Energy 7. MCC to develop a **green skills action plan** to upskill and expand the green economy workforce, as outlined in the Work and Skills Strategy<sup>114</sup>, ensuring residents can benefit from jobs growth in the renewable energy sector.

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

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

<sup>113</sup> [What is community energy? | Community Energy England](#)

<sup>114</sup> [https://www.manchester.gov.uk/download/downloads/id/28279/draft\\_new\\_work\\_and\\_skills\\_strategy.pdf](https://www.manchester.gov.uk/download/downloads/id/28279/draft_new_work_and_skills_strategy.pdf)

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

decentralised energy resources, involving network utilities and energy companies.

- Energy 12. GMCA to support the development of a **pipeline of renewable energy projects** as set out in Manchester's Local Area Energy Plan, ensuring coordination across the city region<sup>116</sup>
- Energy 13. GMCA to promote the '**Go Neutral Smart Energy**'<sup>117</sup> framework to all public sector bodies in Manchester and to explore opportunities for the expansion of similar initiatives to other sectors.
- Energy 14. GMCA to support **owner occupiers** who are 'able to pay' to incorporate renewable energy projects into domestic retrofit through 'Your home, better'<sup>118</sup>.
- Energy 15. GMCA to work with MCC, MCCP, Manchester Climate Change Agency (MCCA) and others on delivering **campaigns to residents and businesses** to encourage installation of renewable energy generation.
- Energy 16. ENWL to fund cooperative and **community energy** schemes for renewable energy generation<sup>119</sup> with support from public sector organisations.
- Energy 17. **Bee Net Zero**<sup>120</sup> partners and the **Energy Innovation Agency**<sup>121</sup> to support Manchester businesses to install renewable energy capacity and diversify or grow in the renewable energy and low carbon sector.
- Energy 18. Higher education sector to develop and roll out a **regional upskilling** programme for renewable energy generation and local energy markets.

#### To advocate for national government to do:

- Energy 19. Increase the availability of **development finance and capacity** to local areas to accelerate creation of renewable energy projects suitable for green funding (e.g., through UKIB)<sup>122</sup>.
- Energy 20. Bring forward **subsidy schemes** to support local energy generation and battery storage.
- Energy 21. **Change the environmental levies** on energy bills into a levy based on carbon impact, in line with the recommendation from the Climate Change Committee<sup>123</sup>.
- Energy 22. Continue to explore the **role of hydrogen in our future energy mix**, including to support decarbonisation of industry, transport, and heating.
- Energy 23. Clarify or include energy projects as a suitable category in **future lending terms for PWLB**<sup>124</sup> to enable local authorities to access low-cost investment finance for energy projects.
- Energy 24. **Increase powers and resources** for local authorities to deliver systems-based, area-wide planning for zero carbon, including the infrastructure and incentives needed to increase renewable energy generation.

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

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

<sup>118</sup> <https://www.greatermanchester-ca.gov.uk/media/6018/retrofitgm.pdf> <https://www.greatermanchester-ca.gov.uk/what-we-do/environment/homes-workplaces-and-public-buildings/retrofitting/>

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

<sup>120</sup> [Bee Net Zero | The journey to becoming Net Zero](#)

<sup>121</sup> [Energy Innovation Agency](#)

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

<sup>123</sup> [www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf](http://www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf)

<sup>124</sup> [Local Authority Lending \(dmo.gov.uk\)](#)

**To do differently, where there are opportunities to innovate:**

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

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



## Consumption-based emissions

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### *Sub-objective:*

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

### Introduction

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

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

They are significant as they can be 60% greater<sup>126</sup> than our direct emissions but are more difficult to assess accurately, particularly at city-scale, and so target-setting and granular monitoring is not yet possible.

As part of building a thriving and sustainable city, we need to promote sustainability within our food systems, and resource productivity within our businesses. We need to encourage more circular business models and the use of more sustainable materials in all sectors, and the elimination of waste by designing it out at source<sup>127</sup>.

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

### Update on research and initiatives

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Since publication of the Framework, Manchester Climate Change Agency (MCCA) and members of Manchester Climate Change Partnership's (MCCP) Zero Carbon Advisory Group<sup>128</sup> have collaborated with city partners on the following research and initiatives, all of which have fed into the Recommended Actions which follow at the end of this section:

#### **Incorporating food into Manchester's climate change response**

The University of Manchester have addressed the inclusion of food systems in Manchester's sustainability policymaking<sup>129</sup> in two reports.

The first report<sup>130</sup> states that, historically, food systems have been absent from sustainability policymaking at both national and local levels, and they continue to be absent in strategies such as the UK government's "10-point Green Recovery Plan<sup>131</sup>". This is despite the food system's crucial role within the UK economy, and its extensive contributions to climate change, constituting up to 30%<sup>132</sup> of the UK's territorial greenhouse gas emissions.

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

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<sup>126</sup><https://www.manchesterclimate.com/sites/default/files/Consumption%20Based%20Carbon%20Target%20Setting.pdf>

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

<sup>128</sup> [Manchester Climate Adaptation and Resilience Advisory Group | Manchester Climate Change](#)

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

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

<sup>131</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/936567/10\\_POINT\\_PLAN\\_BOOKLET.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/10_POINT_PLAN_BOOKLET.pdf)

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

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

The second report<sup>133</sup> makes ten recommendations, based on six case studies, aimed at supporting the implementation of a more equitable, zero-carbon food system in Manchester, and concludes that further work is needed to specify coherent pathways for food system reform, particularly to support Manchester's climate change goals.

### **Manchester Food Board Strategy**

Manchester Food Board<sup>134</sup> is an independent membership group with representatives from across Manchester's economic, health, environment, housing, farming, and social sectors. One of their strategic priorities is to "Reduce the carbon impact of the food system by elimination of avoidable food waste, excess packaging and ineffective utilisation of natural resources."

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

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

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

### **Decarbonising consumption**

The University of Manchester has examined how decarbonising consumption could support Manchester's Covid-19 recovery.<sup>135</sup> Their work brought together academic and grey literature alongside insights generated from two workshops with academics, organisations and citizens held in October 2020 to delve deeper into each of these topics.

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

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

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

<sup>135</sup> [https://www.manchesterclimate.com/sites/default/files/Decarbonising%20Consumption%20in%20Manchester\\_0.pdf](https://www.manchesterclimate.com/sites/default/files/Decarbonising%20Consumption%20in%20Manchester_0.pdf)

The work estimates that the carbon footprint of Manchester's consumption-based emissions is at least 1.5 times larger than its production-based footprint, standing at 3.3m tCO<sub>2</sub>e in 2017 (an update of this calculation by the University of Manchester shows it to be 3.12m tCO<sub>2</sub>e in 2019; with an average per capita footprint of 5.6 tCO<sub>2</sub>e).

The work identifies several hotspots for direct emissions where action should be focused to deliver the greatest impact; these include food and drink, construction, manufactured goods, waste and wastewater, and transport beyond the city<sup>136</sup>. It then outlines specific areas for action against each of these hotspots – some immediate 'low-hanging fruit' and some more comprehensive and ambitious changes.

The actions are not exhaustive, rather they signpost a direction and set out an agenda for further detailed work for policy makers, academics, and the wider Manchester community.

### **In order to reach zero carbon**

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We need to **half the city's consumption-based emissions by 2030**, before halving once again by 2036.

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

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

### **Other policy drivers and enablers**

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

- **Greater Manchester's Sustainable Consumption and Production Plan**<sup>137</sup> adds detail to the 5-year Environment Plan with four priority areas and target indicators:
  - Moving to a circular economy - 38% reduction in industrial emissions by 2025 and a 50% - 77% reduction by 2038.
  - Managing waste as sustainably as possible - 65% recycling rate for municipal solid waste and no more than 10% to landfill by 2035.
  - Reducing avoidable food waste - working towards the Government's Resources and Waste Strategy ambition of eliminating avoidable waste of all kinds by 2050.
  - Moving to a sustainable lifestyle - reduction in residual waste sent to landfill and incineration.
- **DEFRA's Resources and Waste Strategy**<sup>138</sup> has been designed to accelerate the transition to a circular economy, to support an effective domestic recycling infrastructure and to tackle the challenges of plastic pollution and food waste. It targets:
  - Introduction of a deposit return scheme by 2023.
  - Legislation for mandatory separate food waste collections by 2023
  - 75% recycling rate of packaging by 2030
  - 65% recycling rate for municipal solid waste by 2035
  - Municipal waste to landfill 10% or less by 2035.
- **DEFRA's 25 Year Environment Plan**<sup>139</sup> also targets a doubling of resource productivity by 2050.

<sup>136</sup> [Consumption Based Carbon Target Setting \(manchesterclimate.com\)](https://manchesterclimate.com)

<sup>137</sup> [Sustainable Consumption & Production Plan 2021-2025 \(gmgreencity.com\)](https://gmgreencity.com)

<sup>138</sup> [Resources and waste strategy: at a glance - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

<sup>139</sup> [At a glance: summary of targets in our 25 year environment plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

- **The Environment Bill**<sup>140</sup> includes recommendations to improve waste and resource efficiency, requiring all businesses and non-domestic premises to arrange for the collection of glass, metal, plastic, paper and card and food waste for recycling or composting<sup>141</sup>.
- **Climate-related disclosures** are already mandatory for large businesses and the UK government is exploring whether indirect emissions should be included in future to help drive increased resource efficiency and reduce waste.
- The **Future of Urban Consumption in a 1.5°C World**<sup>142</sup> by C40 Cities states that the consumption-based emissions of cities need to half by 2030, before halving again by 2036, and finally stabilising at 0.7t CO<sub>2</sub>e per capital by 2050. It identifies a range of interventions to help reduce indirect emissions from key sectors including:
  - Clothing and textiles – reduce the number of new clothing items bought each year and reduce supply chain waste
  - Technology – optimise lifetimes of IT equipment
  - Food and beverage – reduce household waste, lower meat and dairy consumption, reduce supply chain waste
- A recent **Food Strategy** policy paper<sup>143</sup> sets the objective to reduce greenhouse gas emissions and the environmental impacts of the food system, in line with the UK's net zero commitments and biodiversity targets and preparing for the risks from a changing climate.

## Challenges

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There are significant economic, technical, institutional, societal, and regulatory challenges in transitioning to a zero carbon, climate resilient city, including:

- Shifting the farming system from large scale land and crop productivity, and high dependence on pesticides, towards more sustainable practices and more diverse food production can pose technological, financial, and skills challenges<sup>144</sup>.
- Plant-based foods are often perceived to be more expensive<sup>145</sup> than their non-vegan or vegetarian counterparts.
- 81% of citizens are concerned about climate change, however only 37% realise the connection with wasting food.<sup>146</sup>
- Cities often have little direct influence over indirect emissions<sup>147</sup>; for example, it is not possible to control the carbon intensity of power used in the manufacturing process of an imported product, or how that product is transported.
- Manufacturing businesses within a value chain often have limited power to change a product's design or packaging; the shift to more circular economies requires collaboration across parties<sup>148</sup> within these chains.

<sup>140</sup> <https://www.gov.uk/government/publications/environment-bill-2020/10-march-2020-waste-and-resource-efficiency-factsheet-part-3>

<sup>141</sup> [https://consult.defra.gov.uk/waste-and-recycling/consistency-in-household-and-business-recycling/supporting\\_documents/Recycling%20Consistency%20Final%20Consultation\\_May%202021.pdf](https://consult.defra.gov.uk/waste-and-recycling/consistency-in-household-and-business-recycling/supporting_documents/Recycling%20Consistency%20Final%20Consultation_May%202021.pdf)

<sup>142</sup> <https://resourcecentre.c40.org/resources/consumption-based-ghg-emissions>

<sup>143</sup> [Government food strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/food-strategy)

<sup>144</sup> [dti cb Food Value Chain Global POV.pdf \(deloitte.com\)](https://www.deloitte.com/uk/en/insights/industry/food-beverage-and-drinks/food-value-chain-global-pov.pdf)

<sup>145</sup> <https://www.vegansociety.com/news/blog/why-does-veganism-have-expensive-reputation>

<sup>146</sup> <https://wrap.org.uk/taking-action/citizen-behaviour-change/love-food-hate-waste>

<sup>147</sup> <https://resourcecentre.c40.org/resources/consumption-based-ghg-emissions>

<sup>148</sup> <https://www.oecd.org/environment/waste/policy-highlights-business-models-for-the-circular-economy.pdf>

- Indirect emissions are more difficult to estimate and monitor<sup>149</sup>, for cities and individuals, meaning that identifying actions and tracking progress is not as accessible as for direct emissions.
- Individual consumers cannot change the way the global economy operates on their own, however, they can exercise some choice<sup>150</sup> over what they buy.
- The pandemic and online shopping has led to an increase in consumption<sup>151</sup>
- Meeting circular economy goals requires simultaneous innovations in business models, manufacturing and digital technologies, and changes to the way we interact social interactions<sup>152</sup>.

## Co-benefits of action

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### Adaptation and resilience

- Increasing local food production helps build the city's resilience to disruptive events in the global supply chain<sup>153</sup> often caused by climate change, increasing food security.
- Agroecological farming practices<sup>154</sup> protect our soil, restore biodiversity, reduce water stress, and produce more nutritious food.
- Adaptation measures can help to reduce negative impacts of climate change on the food system and ecosystems<sup>155</sup>
- Businesses moving towards more circular business models will reduce their exposure to market volatility and supply chain disruption often caused by climate change.

### Health and wellbeing

- The move to a more sustainable food system<sup>156</sup> can aid in tackling food poverty by providing equal access to healthy, affordable, and appropriate meals for all.
- Community participation in local food growing can facilitate physical activity as well as healthier food options. Participation can also reduce stress, improve mood, and increase confidence<sup>157</sup>.
- Eating local, seasonably produced food, consuming more vegetables, and choosing more sustainable meat and fish, can help to reduce the risk of death associated with heart disease, diabetes, and stroke, and tackle obesity.

### Inclusive, zero carbon and climate resilient economy

- The Our Manchester Industrial Strategy<sup>158</sup> positions the development of our low carbon technology sector and clean growth across all sectors as a priority; these actions will help to reduce both direct and indirect emissions and create local job opportunities.

<sup>149</sup> <https://ghgprotocol.org/standards/scope-3-standard>

<sup>150</sup> <https://www2.deloitte.com/uk/en/pages/consumer-business/articles/the-covid-19-pandemic-may-accelerate-the-climate-change-transition.html>

<sup>151</sup> <https://www2.deloitte.com/uk/en/pages/consumer-business/articles/the-covid-19-pandemic-may-accelerate-the-climate-change-transition.html>

<sup>152</sup> <https://www.eea.europa.eu/publications/a-framework-for-enabling-circular>

<sup>153</sup> <https://cityco.com/cms/wp-content/uploads/2021/02/MFB-Policy-Statement.pdf>

<sup>154</sup> <https://www.soilassociation.org/causes-campaigns/a-ten-year-transition-to-agroecology/what-is-agroecology/>

<sup>155</sup> <https://www.ipcc.ch/srccl/chapter/chapter-5/>

<sup>156</sup> <https://foodfoundation.org.uk/>

<sup>157</sup> <https://www.mind.org.uk/information-support/tips-for-everyday-living/nature-and-mental-health/how-nature-benefits-mental-health/>

<sup>158</sup> [https://www.manchester.gov.uk/downloads/download/7156/our\\_manchester\\_industrial\\_strategy](https://www.manchester.gov.uk/downloads/download/7156/our_manchester_industrial_strategy)

- Supporting local SMEs not only reduces emissions associated with logistics but also helps to circulate wealth in the local economy<sup>159</sup>.
- Increasing recycling rates has the potential to create more jobs. If a target of a 70% recycling rate is reached in the UK, 50,000 new jobs<sup>160</sup> could be created.

### Examples of good practice

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

- Manchester Healthy Schools<sup>161</sup> and Growing Manchester<sup>162</sup> are among the many local projects supporting residents and communities to grow their own food and cook healthy, sustainable meals, helping to reduce food waste.
- Manchester City Council's procurement practices include a 10% weighting for environmental performance to help reduce emissions through the supply chain.
- Plastic Free GM is a campaign to ask businesses, organisations, and individuals to pledge to eliminate avoidable single use plastics<sup>163</sup>
- Three Renew Shops have been opened across Greater Manchester in a partnership between GMCA and Suez. They sell pre-loved household items that have been donated by residents at their local waste recycling centre<sup>164</sup>.
- Bee Net Zero<sup>165</sup> connects businesses in Manchester to expert advice and support on sustainable product and packaging design, material efficiency in operations, and business model and value chain innovation to support the circular economy.
- Tools such as Corporate Value Chain Standard<sup>166</sup> help businesses to better measure and manage indirect emissions through supply chains.

### Recommended Actions

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

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

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

- Indirect emissions 1. Public, private and third sector organisations to **implement sustainable food policies and procurement practices** to encourage more sustainable diets, and to reduce food miles and unnecessary food waste.
- Indirect emissions 2. Food and drink businesses to implement **food waste reduction plans** and increase the amount of surplus consumed via food technology redistribution services such as Olio.

<sup>159</sup> <https://www.theguardian.com/money/2013/dec/06/shop-locally-small-business-saturday-seven-reasons>

<sup>160</sup> <https://friendsoftheearth.uk/sustainable-living/7-benefits-recycling>

<sup>161</sup> [Healthy Schools \(manchesterhealthyschools.nhs.uk\)](http://manchesterhealthyschools.nhs.uk)

<sup>162</sup> [growing Manchester \(sowthecity.org\)](http://growingmanchester.sowthecity.org)

<sup>163</sup> [Plastic Free GM - GM Green City](http://plasticfreegm.org)

<sup>164</sup> [Renew Shops are open - Recycle for Greater Manchester: Recycle for Greater Manchester](http://renewshops.org)

<sup>165</sup> [Bee Net Zero | The journey to becoming Net Zero](http://beenetzero.org)

<sup>166</sup> <https://ghgprotocol.org/standards/scope-3-standard>

- Indirect emissions 3. Manchester City Council (MCC) to **increase access to food growing spaces** at local level for individuals, communities, and businesses, for example through the Local Plan.
- Indirect emissions 4. MCC to lead delivery of commitments made in the **Glasgow Food and Climate declaration**.
- Indirect emissions 5. MFB to complete an exploratory study into **shortening the supply chains** of food used by people of ethnic minority backgrounds in Manchester and to investigate the improvement of sustainable sourcing for ethnically diverse foods<sup>167</sup>.
- Indirect emissions 6. Manchester's **hospitality and food service** sector to reduce food waste, with support from campaigns like WRAP's Guardians of Grub<sup>168</sup>.
- Indirect emissions 7. Manchester residents to reduce food waste and stretch budgets, with support from campaigns like WRAP's **Love Food Hate Waste**<sup>169</sup>.
- Indirect emissions 8. Businesses to apply **sustainable design to products and packaging** and improve the **resource efficiency** of their operations and value chains, to minimise indirect emissions and eliminate waste at source. This is particularly relevant to the manufacturing, textiles, construction and food and drink sectors.
- Indirect emissions 9. Manchester Climate Change Partnership (MCCP) to work collaboratively on the adoption of **sustainable procurement** practices, with particular focus on supporting local SMEs to reduce their carbon footprints.
- Indirect emissions 10. Residents to become more **informed consumers**, reducing their purchases of new clothing, consumer electronics and other manufactured goods and services.
- Indirect emissions 11. All organisations and individuals to **minimise water use**, protecting this valuable resource and reducing the emissions associated with transporting and treating it.
- Indirect emissions 12. All organisations and individuals to **reduce waste production** and increase **reuse** and **recycling** rates.
- Indirect emissions 13. Retailers to help reduce plastic waste by supporting consumers with **reusable water bottles** through campaigns like Refill<sup>170</sup>.
- Indirect emissions 14. MCCP members to work together to **promote sustainable lifestyles** through their employees, and outreach networks.
- Indirect emissions 15. Manchester Climate Change Agency to continue with academic partners to improve our understanding of the city's consumption-based emissions, including via the University of Leeds work using economic data.

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

- Indirect emissions 16. Manchester University **NHS Foundation Trust** (MFT) to lead by example through the healthy enhancement of food and drink provision

<sup>167</sup> <https://democracy.manchester.gov.uk/documents/s34696/Climate%20Change%20-%20Food%20and%20Health.pdf>

<sup>168</sup> <https://guardiansofgrub.com/>

<sup>169</sup> <https://www.lovefoodhatewaste.com/>

<sup>170</sup> [Retailers and brands | Refill | See which brands and retailers joined Refill](#)

for patients, staff, and visitors within canteens, vending and retail outlets on NHS sites.

Indirect emissions 17. Bee Net Zero partners to continue to **help local businesses go green**, with targeted support for small and medium-sized enterprises.

Indirect emissions 18. Greater Manchester Combined Authority (GMCA) to help drive down overall rates of waste production and **drive-up rates of reuse and recycling**, including food waste.

Indirect emissions 19. GMCA to deliver the commitments in the Sustainable Consumption and Production Plan encourage sign ups to **Plastic Free GM**<sup>171</sup>.

### To advocate for national government to do:

Indirect emissions 20. **Fund business support** programmes and initiatives that enable organisations of all sizes and in all sectors to take effective action to reduce their indirect emissions and shift to a circular economy.

Indirect emissions 21. Develop a **standardised labelling system** to inform consumers about the environmental and climate impacts of goods, extending the electronics rating system to other products, including food.

Indirect emissions 22. Deliver national **behaviour change campaigns** to encourage consumer behaviour change around goods and services associated with hotspots for consumption-based emissions.

Indirect emissions 23. Support development of **more trackable and accurate data** on indirect emissions and increase requirements for them to be included in **financial disclosures**.

Indirect emissions 24. Ensure the UK maintains high quality food standards which minimise climate impacts in **trade deals**.

Indirect emissions 25. Ensure that **regulatory frameworks are coherent** and fit to support a move towards a more circular economy<sup>172</sup>

### To do differently, where there are opportunities to innovate:

Indirect emissions 26. Deliver **materials innovation** for the circular economy, with particular focus on plastics (including food packaging) and textiles.

Indirect emissions 27. Increase uptake of **data-enabled technology** to enable supply chain partners to share product information, optimise product life, trace raw materials, track and reduce waste.

## Aviation

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### *Sub-objective:*

***We want the emissions from all flights from Manchester Airport to be fully aligned with the Paris Agreement. We believe this means operating within a limited carbon budget for UK aviation, as part of a wider international budget.***

<sup>171</sup> <https://gmgreencity.com/projects-and-campaigns/plastic-free-gm/>

<sup>172</sup> <https://www.oecd.org/environment/waste/policy-highlights-business-models-for-the-circular-economy.pdf>



## Current emissions

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Whilst aviation emissions are not part of Manchester's carbon budget, it is recognised that aviation emissions must be tackled as part of ensuring that the city, and the UK overall, play their full part in delivering the Paris Agreement.

The 2021 Manchester Climate Change Annual Report <sup>173</sup> outlined the impact of the Covid-19 pandemic on aviation, with emissions from flights departing Manchester Airport reducing by 91% in 2020 compared to 2019, and emissions from flights departing from all UK airports falling by 75% over the same period.

Now that lockdowns and travel restrictions have lifted, we fully expect to see some upturn in aviation emissions to be reported in the 2022 Annual Report.

## In order to reach zero carbon

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

We need to **enable and encourage residents and businesses to make informed choices** about their travel behaviours, including an understanding of the climate impacts.

## Other policy drivers and enablers

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

- **Decarbonisation Roadmap: A Path to Net Zero**<sup>174</sup> – a report from Sustainable Aviation, a coalition of UK airlines, airports, and manufacturers, that outlines how the UK aviation industry can achieve net zero by 2050 including through sustainable aviation fuels, introduction of known and new more efficient aircraft, and better air traffic management and operating procedures. Interim targets were also published<sup>175</sup>.
- **Flightpath to the future: a strategic framework for the aviation sector**<sup>176</sup> – sets out the commitment to include international aviation and shipping emissions in the UK's sixth carbon budget (2033-2037) for the first time.
- The **Sixth Carbon Budget**<sup>177</sup> from the Climate Change Committee (CCC) – recommended that aviation emissions in 2030 should be 20% below 2019 levels, without carbon offsetting or removal.

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<sup>173</sup> [MCCA Annual Report 2021 Final.docx \(manchesterclimate.com\)](#)

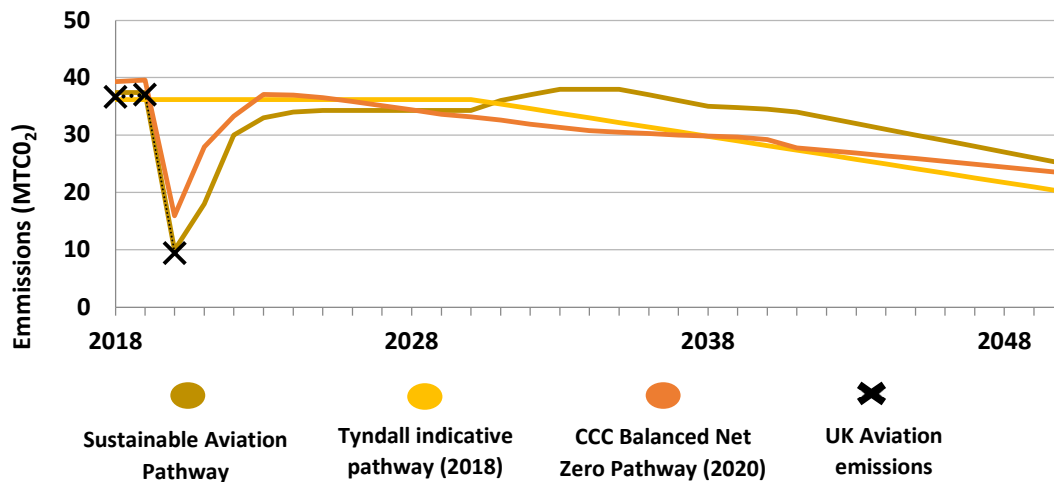
<sup>174</sup> [SustainableAviation\\_CarbonReport\\_20200203.pdf](#)

<sup>175</sup> <https://www.sustainableaviation.co.uk/news/uk-aviation-industry-strengthens-commitment-to-achieving-net-zero-and-launches-first-interim-decarbonisation-targets/>

<sup>176</sup> [Flightpath to the future: a strategic framework for the aviation sector - GOV.UK \(www.gov.uk\)](#)

<sup>177</sup> <https://www.theccc.org.uk/publication/sixth-carbon-budget/>

Graph XX shows the emission reduction pathways proposed for UK aviation by the CCC and Sustainable Aviation, alongside the indicative pathway developed by the Tyndall Centre.



## Challenges

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

- Reconciling a city's climate change responsibilities with having a major international airport that brings significant employment, business, cultural and tourism benefits, within its boundaries.
- Regional policies that unilaterally impose costs in one region that are not shared nationally or internationally can distort the aviation market, resulting in emissions being displaced to another city, as travellers chose a different airport, rather than creating a reduction in aviation emissions. As such, decarbonising aviation must be tackled collectively at a holistic national and industry-wide level.

## Examples of good practice

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

- **Jet Zero Council** – a partnership between industry and government with the aim of achieving zero emission transatlantic flight within a generation and delivering new technologies and innovative ways to cut aviation emissions. Manchester Airport Group are represented on this Council and the Jet Zero Strategy is due to be published in 2022.
- The infrastructure to access the airport, and Airport City, has been made more accessible via public transport and walking and cycling, including a new pedestrian and cycle bridge over the motorway link, **enabling more sustainable transport choices** to be made when travelling to/from the airport.

## Recommended Actions

To support the common aim of establishing Manchester Airport, and the city of Manchester, as a national and international leader in sustainable aviation, Manchester Climate Change Partnership has worked together to develop and commit to the following agreement:

*To work with the UK Government and other stakeholders to ensure that emissions from flights are kept within a carbon budget for UK aviation that is fully aligned with the Tyndall budget and the Paris Agreement (the “UK Aviation Budget”). This includes flights by Manchester citizens, businesses and other organisations, and all flights from airports in which the city has a stake.*

*As with the Manchester Climate Change Framework as a whole, the following principles underpin our approach to this sub-objective:*

- The principle of urgency, to ensure that high impact actions are taken in the short term to minimise cumulative emissions and their climate effects.*
- The precautionary principle, to ensure that we are confident of remaining within the UK Aviation Budget by only adopting proven measures, while also supporting research into innovative approaches.*
- The principle of equity, to ensure fair access to transport and an equitable distribution of the remaining global carbon budget.*

*To meet this sub-objective, we will pursue the following actions:*

- Empower citizens, businesses, and other organisations to understand the climate impact of their aviation practices and take action to reduce it*
- Engage and collaborate with national government, regulatory agencies, other cities and the industry to ensure aviation emissions remain within the UK Aviation Budget*
- Monitor progress through emissions reporting and budgeting, track the contribution of mitigation measures, and periodically review the underpinning science*
- Recommend actions to ensure that the city plays its fair part in keeping aviation emissions within the UK Aviation Budget, while mitigating the risk of redistributing flights, emissions and associated social and economic benefits*

In support of this agreement, Manchester Climate Change Agency will engage with members of the Core Cities network, especially those with an airport within their boundaries, to develop a common approach to aviation emissions.

## ADAPTATION & RESILIENCE

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### *Headline objective:*

*To adapt the city's buildings, infrastructure, and natural environment to the changing climate and to increase the climate resilience of our residents and organisations.*

### Introduction

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Bold action on climate change mitigation is vital, as described in the previous section of this Update; however, the global and local climate is already changing, with many climate impacts already 'locked in'<sup>178</sup> and deemed irreversible even under the most ambitious emissions reduction scenarios.

Climate change creates risks for our communities, buildings, critical infrastructure, wider economy, and natural environment; yet we do not fully understand the impacts we face at local level and so cannot plan and prioritise effective action.

The costs relating to climate disasters, such as flooding and wildfires, are unplanned and largely unaccounted for on most balance sheets in the public and private sector; we need to monetise the impact of climate change<sup>179</sup> to help incentivise action that builds resilience and avoids stranded assets.

To adapt well, a holistic approach must be taken, where measures that build resilience are integrated with actions that reduce emissions across all sectors, with particular focus on protecting the most vulnerable.

### The climate is changing now

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The latest evidence report<sup>180</sup> that feeds into the UK's Climate Change Risk Assessment<sup>181</sup> sets out the following observed changes to England's climate:

Variable	Observed change in England
Average annual temperature	Increase of 0.9°C from mid-1970s to mid-2010s
Annual mean rainfall	Increase of 4.5% from mid-1970s to mid-2010s
Sunshine	Increase of 9.2% from mid-1970s to mid-2010s
Weather extremes	UK-wide increase in extreme heat events Little evidence yet on changes in extreme rainfall
Sea level rise	UK-wide increase of ~1.4mm per year since 1901 (16cm to date)

In addition, the Climate Change Committee's (CCC) Independent Assessment of UK Climate Risk<sup>182</sup> identifies that:

- Global and UK average land temperatures have risen by around 1.2°C since the 1850-1900 period.
- Episodes of extreme heat are becoming more frequent, with the chance of a hot summer like 2018 now up to 25% per year, compared to less than 10% a few decades ago.
- 5.2 million homes and businesses are now at risk from flooding.

<sup>178</sup> [https://gca.org/wp-content/uploads/2021/09/Communique\\_High-Level-Dialogue.pdf](https://gca.org/wp-content/uploads/2021/09/Communique_High-Level-Dialogue.pdf)

<sup>179</sup> <https://www.lse.ac.uk/granthaminstitute/explainers/what-are-stranded-assets/>

<sup>180</sup> [www.ukclimaterisk.org/wp-content/uploads/2021/06/CCRA-Evidence-Report-England-Summary-Final.pdf](http://www.ukclimaterisk.org/wp-content/uploads/2021/06/CCRA-Evidence-Report-England-Summary-Final.pdf)

<sup>181</sup> [UK Climate Change Risk Assessment 2022 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/uk-climate-change-risk-assessment-2022.pdf)

<sup>182</sup> [www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf](https://www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf)

Future projections for the UK's climate<sup>183</sup>, as modelled by the UK Met Office, tell us to expect:

- Hotter, drier summers with +5.6°C summer mean daily temperature
- Warmer, wetter winters with +28% winter mean precipitation
- More frequent and intense weather events, including heatwaves and floods

The picture locally is the same, with climate changes being felt in Manchester and projected to increase and intensify:

- Flooding is Manchester's biggest climate risk:
  - Approximately 10,000 homes are at flood risk in Manchester<sup>184</sup>
  - Storm Christoph in January 2021 led to 3,000 properties across Didsbury and Northenden being evacuated<sup>185</sup>
  - In February 2022, the UK's Met Office named three major storms in one week for the first time
  - These events saw Manchester experience disruption to critical infrastructure services, including increased sewer flooding incidents<sup>186</sup>
- Rising temperatures are an increasing risk for the city:
  - July 2022 saw the highest maximum recorded temperature in Manchester at 38°C<sup>187</sup>, and the UK Met Office issued its first 'extreme heat' weather warning<sup>188</sup>
- Periods of water scarcity are projected to become more prevalent:
  - During 2018, 2020 and 2021 the North West experienced extremely hot, dry weather coupled with significantly increased demand for water over the summer<sup>189</sup>, leading to temporary use bans in Manchester

The evidence for the third UK Climate Change Risk Assessment (CCRA3) identified **eight top risks** for England<sup>190</sup> based on the urgency of additional action, the gap in adaptation planning across the UK, imminent opportunities for integrating adaptation action into upcoming major policy commitments, and the opportunity to avoid lock in where major developments are taking place now. These are:

- Risks to the viability and diversity of terrestrial and freshwater habitats and species from multiple hazards.
- Risks to soil health from increased flooding and drought
- Risks to natural carbon stores and sequestration from multiple hazards, leading to increased emissions
- Risks to crops, livestock and commercial trees from multiple climate hazards
- Risks to supply of food, goods and vital services due to climate-related collapse of supply chains and distribution networks
- Risks to people and the economy from climate-related failure of the power system
- Risks to human health, wellbeing and productivity from increased exposure to heat in homes and other buildings

<sup>183</sup> <https://www.metoffice.gov.uk/weather/climate-change/effects-of-climate-change>

<sup>184</sup> <https://thefloodhub.co.uk/greater-manchester/#section-2>

<sup>185</sup> <https://democracy.manchester.gov.uk/documents/s30078/Approach%20to%20Flood%20Prevention%20and%20Management.pdf>

<sup>186</sup> <https://www.unitedutilities.com/corporate/responsibility/environment/climate-change/climate-change-adaptation/>

<sup>187</sup> <https://www.manchesterworld.uk/news/weather/manchester-record-temperature-what-is-hottest-weather-ever-recorded-how-does-it-compare-to-uk-record-3774584>

<sup>188</sup> [https://www.manchestereveningnews.co.uk/news/greater-manchester-news/met-office-extends-extreme-weather-24474624?int\\_source=mantis\\_rec\\_rhc&int\\_medium=web&int\\_campaign=more\\_like\\_this\\_rhc](https://www.manchestereveningnews.co.uk/news/greater-manchester-news/met-office-extends-extreme-weather-24474624?int_source=mantis_rec_rhc&int_medium=web&int_campaign=more_like_this_rhc)

<sup>189</sup> <https://www.unitedutilities.com/globalassets/documents/pdf/summary-of-our-drought-plan-2022.pdf>

<sup>190</sup> <https://www.ukclimaterisk.org/independent-assessment-ccra3/technical-report/>

- Multiple risks to the UK from climate change impacts overseas

The **Climate Change Committee's progress report**<sup>191</sup> to Parliament in 2022 also raised the increasing need for adaptation action across the UK economy and key sectors, and urges the Government to:

- Take urgent steps to ensure the UK is ready for our changing climate
- Demonstrate how the top eight priority risks are being addressed
- Set out how adaptation is being integrated into policy across all departments
- Develop a detailed monitoring and evaluation framework.

### **Green Infrastructure and Nature-based Solutions**

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Green infrastructure (GI) and nature-based solutions (NBS) are identified as one of six priority areas in Manchester's Climate Change Framework.

The city's green infrastructure includes our public green spaces, parks, gardens, trees and woodlands, rivers, canals and lakes, growing spaces, green roofs and green walls, and sustainable urban drainage systems, for example: ponds, rain gardens, ditches and swales.

The term nature-based solutions refer to the sustainable management and use of natural features and processes to tackle challenges such as climate change, water pollution, biodiversity loss, and disaster risk management.

GI and NBS have an essential role to play in helping Manchester to meet its climate change objectives, both adapting the city to the changing climate (by helping to manage flood risk and heat stress) and helping to reduce our CO2 emissions (to stay within our carbon budget we need to become a net remover of carbon).

They are addressed within this section of the Update as they are a critical part of helping the city to adapt to climate change and build resilience to extreme weather events.

### **In order to adapt**

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

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

We need to ensure all the investments we make are resilient to climate change and we need to develop innovative models to **unlock new private investment** for adaptation.

### **Update on research and initiatives**

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Since publication of the Framework, Manchester Metropolitan University, Manchester Climate Change Agency (MCCA) and members of Manchester Climate Change Partnership's (MCCP) Adaptation and Resilience Advisory Group<sup>192</sup> have collaborated on the following research and initiatives:

#### **Manchester's climate risk: a framework for understanding hazards & vulnerability**<sup>193</sup>

This work identifies the key weather-related hazards in Manchester and how these will be amplified by climate change.

<sup>191</sup> <https://www.theccc.org.uk/publication/2022-progress-report-to-parliament/>

<sup>192</sup> [Manchester Climate Adaptation and Resilience Advisory Group | Manchester Climate Change](#)

<sup>193</sup> <https://www.manchesterclimate.com/sites/default/files/Climate%20vulnerability%20framework.pdf>

It sets out the direct impacts these hazards are likely to have on the city's people, communities, health, energy consumption, water supply, buildings, economic activity, transport and other critical infrastructure, and natural environment.

In doing so, it establishes a structure to support a comprehensive assessment of the city's vulnerabilities to climate change and an evaluation of our capacity to respond to these threats.

It recognises that we must intensify our collective effort to understand the complex interactive implications of a changing climate, in order that we can prioritise where adaptation action will have the most benefit and calls for a comprehensive risk assessment to be carried out at city-scale.

### **Manchester Climate Ready: risk, resilience, and adaptation**

This work outlines the global to local policy drivers on climate adaptation, proposes a broad vision for progressive climate resilience in Manchester, identifies the key characteristics of such a resilient city, and seven principles to guide both ambition and practical action.

It sets out the following vision for a climate resilient Manchester:

***Our vision for a more climate resilient Manchester will enhance the capacity of the entire city - our buildings, infrastructure, green and blue space, businesses, and people - to adapt to future climate shocks and stresses.***

***Our pursuit of climate resilience will be aligned with other progressive agendas that aspire to create a healthier, happier, and a more socially just city, and to produce sustainable, inclusive, and green economic growth.***

The work also details a series of characteristics of a climate resilient city, where action reduces the systemic causes of vulnerability, is pursued by the whole of society, is informed by a comprehensive assessment of climate risk, takes account of future risk, targets interventions toward those most in need, ensures a legacy of climate resilience, avoids unintended adverse consequences ('maladaptation') and 'lock-in' to decisions, delivers adaptation measures beyond the city's boundaries, and capitalises on the co-benefits of climate adaptation interventions.

It identifies seven principles to catalyse coherent action and to assess progress:

1. Enhance leadership and strategic capacity to pursue progressive resilience and adaptation action across the city
2. Develop detailed understanding of the implications of, and vulnerabilities to, exposure to climate change.
3. Embed progressive climate resilience ambition and action across the city, including governance, policy, and practice.
4. Enable individuals, communities, service providers and businesses to adopt and integrate adaptation measures.
5. Embed and enhance green and blue infrastructure to support climate resilience and adaptation.
6. Ensure our urban environment, including buildings and urban infrastructure, is climate resilient.
7. Encourage research, innovation, and reflective practice to support our progress in creating a more resilient Manchester.

The work also identifies specific actions against each of these principles for different stakeholders to follow. The full document explaining the principles is Appendix 7 to the Framework.

### Manchester Climate Ready (MCR) website<sup>194</sup>.

To help bring action to life, a range of examples of adaptation measures will be published from members of the Manchester Climate Change Partnership.

MCCA is also working with:

The **Met Office** on:

- A **City Pack**<sup>195</sup> to forecast climate projections at local level and to highlight the importance of addressing climate risk.
- A **heat mapping tool** to give the city a better understanding of its exposure and vulnerability to heat over time.

The University of Exeter on:

- A **Local Climate Adaptation Tool**<sup>196</sup> (LCAT) that is intended to recommend adaptation action that will support improvements in health and wellbeing.

### Other policy drivers and enablers

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

- Manchester's **Green and Blue infrastructure strategy refresh**<sup>197</sup> embeds the role of our natural environment in supporting climate resilience and adaptation.
- Greater Manchester's Strategic Flood Risk Assessment<sup>198</sup> provides a framework for **flood risk management** across the city-region, including identification of key strategic flood risks plus existing and planned interventions.
- **Greater Manchester Resilience Strategy 2020-30**<sup>199</sup> sets out the vision for a resilient Greater Manchester; the **Greater Manchester 5-Year Environment Plan**<sup>200</sup> includes a priority to ensure 'our resilience and adaptation to climate change'; and **Places for Everyone**<sup>201</sup> refers to climate resilience and adaptation throughout.
- The **Climate Change Act (2008)**<sup>202</sup> provides a framework for mitigating and adapting to climate change. It requires the completion of a five-yearly **Climate Change Risk Assessment (CCRA)**<sup>203</sup>, with a **National Adaptation Programme** establishing how risks will be addressed. Additionally, the Act provides an '**Adaptation Reporting Power**' requiring public bodies and infrastructure operators providing key services to report actions being taken to address climate impacts.
- The **Glasgow Climate Pact** emphasises the urgency of scaling up climate adaptation through local, regional, and national planning.<sup>204</sup>

<sup>194</sup> <https://www.manchesterclimateready.com> and <https://youtu.be/c7KD6upEBSQ>

<sup>195</sup> [https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/research/spf/manchester-city-pack\\_august-2022.pdf](https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/research/spf/manchester-city-pack_august-2022.pdf)

<sup>196</sup> <https://thentrythis.org/projects/climate-and-health-tool/>

<sup>197</sup> [https://www.manchester.gov.uk/downloads/download/7456/2022\\_green\\_and\\_blue\\_infrastructure\\_refresh](https://www.manchester.gov.uk/downloads/download/7456/2022_green_and_blue_infrastructure_refresh)

<sup>198</sup> <https://www.manchesterclimate.com/sites/default/files/Climate%20vulnerability%20framework.pdf>

<sup>199</sup> [Greater Manchester Resilience Strategy 2020 - 2030 \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/greatermanchester-ca.gov.uk/greatermanchester-ca.gov.uk)

<sup>200</sup> [https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded\\_3.pdf](https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf)

<sup>201</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

<sup>202</sup> <https://www.legislation.gov.uk/ukpga/2008/27/contents>

<sup>203</sup> [www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf](http://www.theccc.org.uk/wp-content/uploads/2021/07/Independent-Assessment-of-UK-Climate-Risk-Advice-to-Govt-for-CCRA3-CCC.pdf)

<sup>204</sup> [https://unfccc.int/sites/default/files/resource/cop26\\_auv\\_2f\\_cover\\_decision.pdf](https://unfccc.int/sites/default/files/resource/cop26_auv_2f_cover_decision.pdf)



- The Environment Agency's **Flood and Coastal Erosion Risk Management Strategy**<sup>205</sup> and Strategy Action Plan<sup>206</sup> sets out how they will deliver a £5.2 billion capital investment programme allocated to flooding and coastal erosion by 2027<sup>207</sup>.
- The **UK Infrastructure Bank's Strategic Plan**<sup>208</sup> sets out how it will explore projects that make the UK's infrastructure more resilient to climate change and better adapted to future risks - including the impact of climate change on financial assets.
- The Bank of England published its first **climate stress tests** in 2022<sup>209</sup>, highlighting the need for UK banks and insurers to act on climate change to avoid climate-related losses.
- Greening Finance: A Roadmap to Sustainable Investing<sup>210</sup> is suggesting that **mandatory requirements to the pensions and investment sectors** to assess and disclose climate risk on portfolios, will help shift financial flows to align with a net-zero, nature-positive economy.
- The Government's **green taxonomy**<sup>211</sup> will help to tackle greenwashing by providing a framework for sustainable financial disclosure.

## Challenges

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There are significant economic, technical, institutional, societal, and regulatory challenges in transitioning to a zero carbon, climate resilient city, including:

- There are limitations in information and awareness of climate risk and a lack of clarity on ownership of risk management and response.
- DEFRA's survey *What does a well-adapted England look like?*<sup>212</sup> found that people in Greater Manchester need more information on the risks associated with climate change and the type of actions they can take. This lack of awareness applies across sectors<sup>213</sup>.
- Quantifying the risks and costs associated with climate change is in its infancy with gaps in standardised data and reporting; this makes it difficult to quantify the benefit of adaptation and resilience measures which would incentivise action.
- A future with a changing climate contains innate uncertainty and makes adaptation complex in terms of planning, setting targets for and catalysing action. This particularly impacts on private investment into adaptation, which are costly and resource intensive, and need confidence in climate risk modelling<sup>214</sup> to unlock.

<sup>205</sup> <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2>

<sup>206</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/985128/FCERM\\_Strategy\\_Action\\_Plan\\_2021.pdf#:~:text=The%20Flood%20and%20Coastal%20Erosion%20Risk%20Management%20%28FCERM%29,Coastal%20Erosion%20Risk%20Management%20Strategy%20for%20England%20%28the](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/985128/FCERM_Strategy_Action_Plan_2021.pdf#:~:text=The%20Flood%20and%20Coastal%20Erosion%20Risk%20Management%20%28FCERM%29,Coastal%20Erosion%20Risk%20Management%20Strategy%20for%20England%20%28the)

<sup>207</sup> <https://www.gov.uk/government/news/environment-agency-sets-out-roadmap-for-more-flood-and-climate-resilient-nation>

<sup>208</sup> <https://www.ukib.org.uk/strategic-plan>

<sup>209</sup> <https://www.bankofengland.co.uk/stress-testing/2022/results-of-the-2021-climate-biennial-exploratory-scenario>

<sup>210</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1031805/CS0821102722-006\\_Green\\_Finance\\_Paper\\_2021\\_v6\\_Web\\_Accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031805/CS0821102722-006_Green_Finance_Paper_2021_v6_Web_Accessible.pdf)

<sup>211</sup> [UK Green Taxonomy – GTAG \(greenfinanceinstitute.co.uk\)](https://www.greenfinanceinstitute.co.uk/uk-green-taxonomy-gtag)

<sup>212</sup> <https://www.ukclimaterisk.org/wp-content/uploads/2020/10/2020-10-20-Is-the-UK-on-track-to-adapt-to-climate-change-Conference-Summary-1.pdf>

<sup>213</sup> [https://www.ukcip.org.uk/wp-content/PDFs/UKCIP\\_Business.pdf](https://www.ukcip.org.uk/wp-content/PDFs/UKCIP_Business.pdf)

<sup>214</sup> [https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap17\\_FINAL.pdf](https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap17_FINAL.pdf)

- Currently, the largest share of investment into resilience goes into the post event-emergency response and recovery, much of which is held by the public sector<sup>215</sup>. This needs to be expanded to include de-risking investment to attract private finance.<sup>216</sup>
- Adaptation measures can take time to plan and implement, especially for infrastructure and nature-based solutions, which means change has happen quickly to avoid 'lock-in' to high levels of risk in 2050 and beyond.<sup>217</sup>
- Adaptation metrics are essential for tracking progress<sup>218</sup> but current data and tools are partial and fragmented<sup>219</sup> which makes benefits difficult to assess.
- Future Homes Standards and building regulations<sup>220</sup> are not proposing to cover climate adaptation measures within new and existing buildings, focusing only on reducing greenhouse gas emissions.

### Co-benefits of action

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The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to increase our resilience to climate change can deliver additional benefits to reducing our emissions, improving the health and wellbeing of our communities, and delivering an inclusive and sustainable economy.

### Staying within our carbon budget

- Nature-based solutions that build resilience to climate change can also deliver zero carbon benefits in the form of carbon sequestration.
- Without consideration of the future weather and climate conditions, aspects of the UK's transition to zero carbon are at risk of failure<sup>221</sup>.

### Health and wellbeing

- Adaptation and resilience that is targeted through a comprehensive risk assessment will deliver benefits to those communities most at risk, including from heat stress, flooding and extreme weather events.
- Nature-based solutions that build resilience can also provide access to good quality green space which supports health and wellbeing and enhances quality of life.
- Increased tree coverage in urban areas can help to mitigate extreme heat and therefore reduce the health impacts associated.

### Inclusive, zero carbon and climate resilient economy

- Action to build climate resilience helps to grow the green technology and services sector which brings growth and job opportunities for Manchester, especially in sectors such as construction, water, infrastructure, and nature conservation<sup>222</sup>.

<sup>215</sup> <https://www.lse.ac.uk/granthaminstitute/publication/multiple-resilience-dividends-at-the-community-level-a-comparative-study-on-disaster-risk-reduction-interventions-in-different-countries/>

<sup>216</sup> [Unlocking Private Investment in Climate Adaptation and Resilience \(worldbank.org\)](https://www.theccc.org.uk/uk-action-on-climate-change/adapting-to-a-warmer-uk/)

<sup>217</sup> <https://www.theccc.org.uk/uk-action-on-climate-change/adapting-to-a-warmer-uk/>

<sup>218</sup> <https://unepccc.org/wp-content/uploads/2019/09/adaptation-metrics-current-landscape-and-evolving-practices.pdf>

<sup>219</sup> <https://link.springer.com/article/10.1007/s11027-014-9627-7>

<sup>220</sup> <https://www.gov.uk/government/consultations/the-future-homes-standard-changes-to-part-l-and-part-f-of-the-building-regulations-for-new-dwellings>

<sup>221</sup> [www.theccc.org.uk/wp-content/uploads/2022/06/Progress-in-reducing-emissions-2022-Report-to-Parliament.pdf](https://www.theccc.org.uk/wp-content/uploads/2022/06/Progress-in-reducing-emissions-2022-Report-to-Parliament.pdf)

<sup>222</sup> <https://www.theccc.org.uk/publication/uk-housing-fit-for-the-future/> and <https://www.theccc.org.uk/publication/local-authorities-and-the-sixth-carbon-budget/>

- Businesses that have adapted to climate change and built resilience will be less likely to experience disruption and the costs associated with this.
- Investing in resilience is good for business<sup>223</sup> with estimates indicating cost-benefit ratios up to 1:10. Recent research<sup>224</sup> shows that this topic is high on the agendas of CEOs with 79% adjusting supply chains to reduce risk.

### Examples of good practice

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

- **Northern Gateway development**<sup>225</sup>: now called Victoria North<sup>226</sup>, on the River Irk, is investing over £16m into flood mitigation and river works alongside major enhancements to the existing green spaces.
- **Mayfield development**<sup>227</sup>: will include a new multifunctional city park that provides recreation space, manages flood water, and increases biodiversity.
- Manchester City Council's Climate Change Action Plan<sup>228</sup> has set a target of net **1,000 new trees, 1,000 new hedge trees and 4 community orchards a year** on known schemes on public or partner land.
- Manchester City Council's Highways team are integrating **Sustainable Urban Drainage (SuDS)** into schemes such as 'Glade of Light' Manchester Memorial Gardens to treat and attenuate flows before discharging into the nearby River Irwell.
- The GrowGreen<sup>229</sup> project has delivered a new community '**sponge park**' in West Gorton which demonstrates how nature-based solutions such as swales, bio-retention tree pits, rain gardens and permeable paving can be used to address climate issues like surface water flooding.
- Manchester is a signatory to the **Edinburgh Declaration** on post-2020 global biodiversity framework<sup>230</sup> which tackles the twin challenges of climate change and biodiversity loss by integrating nature-based solutions into city planning.
- The **Greater Manchester Environment Fund**<sup>231</sup> is bringing together public, private, and philanthropic funders to tackle urgent environmental challenges facing the city region.
- The **IGNITION**<sup>232</sup> project is exploring innovative funding and delivery mechanisms to increase Greater Manchester's green infrastructure over the next two decades.
- Greater Manchester is part of both the **Resilient Cities Network**<sup>233</sup> and the UNDRR's Making Cities Resilient 2030 (MCR2030) programme<sup>234</sup>. It has been

<sup>223</sup> <https://gca.org/reports/> and <https://gca.org/why-investing-in-resilience-is-good-for-business/>

<sup>224</sup> [https://www.ey.com/en\\_uk/ceo/will-bold-strategies-fuel-market-leading-growth](https://www.ey.com/en_uk/ceo/will-bold-strategies-fuel-market-leading-growth)

<sup>225</sup> <http://northerngatewaymanchester.co.uk/>

<sup>226</sup> [Victoria North - Victoria North](http://VictoriaNorth-VictoriaNorth)

<sup>227</sup> <https://mayfieldmanchester.co.uk/>

<sup>228</sup> [https://www.manchester.gov.uk/info/500002/council\\_policies\\_and\\_strategies/8225/climate\\_change\\_action\\_plan\\_2020-25\\_appendix\\_1\\_actions/11](https://www.manchester.gov.uk/info/500002/council_policies_and_strategies/8225/climate_change_action_plan_2020-25_appendix_1_actions/11)

<sup>229</sup> [www.growgreenproject.eu](http://www.growgreenproject.eu)

<sup>230</sup> <https://www.gov.scot/publications/edinburgh-declaration-on-post-2020-biodiversity-framework/pages/current-signatories/>

<sup>231</sup> <https://gmenvfund.org/>

<sup>232</sup> <https://www.greatermanchesterca.gov.uk/what-we-do/environment/ignition/>

<sup>233</sup> <https://resilientcitiesnetwork.org/>

<sup>234</sup> <https://mcr2030.undrr.org/>

recognised as a MCR2030 Resilience Hub<sup>235</sup> and is working to enhance city-to-city collaboration and inspire other communities to reduce risk and build resilience.

- The **Business of Resilience** programme<sup>236</sup> is an industry-led taskforce working to identify current strengths and future international opportunities for the UK's resilience industry.
- The **Coalition for Climate Resilient Investment**<sup>237</sup> develops and pilots practical tools, solutions, and financial instruments to support a more efficient integration of physical climate risks in investment decision-making.
- **Financing Nature Recovery UK**<sup>238</sup> outlines a new roadmap to unlock barriers and deliver high-integrity environmental markets that drive private investment and nature recovery across the UK.
- The **Race to resilience**<sup>239</sup>, is a UN-backed global campaign to catalyse a step-change in ambition for climate resilience, putting people and nature first in pursuit of a resilient world where we don't just survive climate shocks and stresses, but thrive in spite of them.

## Recommended Actions

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

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

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

- Adaptation 1. Manchester should set a **high level ambition for adaptation** to mirror the city's target to reach zero carbon by 2038.
- Adaptation 2. Manchester City Council (MCC) to lead a **detailed climate risk and vulnerability assessment** of the city and produce an **adaptation plan**, directing priority action towards increasing the resilience of our critical infrastructure and most vulnerable communities, and ensuring that nature-based solutions are given sufficient time to develop their adaptive services.
- Adaptation 3. MCC to ensure that its **planning, housing, and infrastructure policies and project appraisal** incorporate climate adaptation and resilience, in line with Green Book standards, including through deployment of nature-based solutions, to avoid increasing exposure to risk through capital expenditure and new developments.
- Adaptation 4. MCC and Greater Manchester Resilience Forum to assess the current and predicted future costs of damage caused by climate change and extreme weather events to the city's critical infrastructure, residents and local economy, to support the **business case for increased investment in adaptation** and resilience measures.

<sup>235</sup> <https://mcr2030.undrr.org/resilience-hub>

<sup>236</sup> <https://www.gov.uk/government/publications/the-business-of-resilience-summary-report-2022#:~:text=Details,for%20the%20UK's%20resilience%20industry.>

<sup>237</sup> <https://resilientinvestment.org/>

<sup>238</sup> <https://irp.cdn-website.com/82b242bb/files/uploaded/FINAL%20Financing%20UK%20Nature%20Recovery%20Final%20Report%20ONLINE%20VERSION.pdf>

<sup>239</sup> [Resilience - Climate Champions \(unfccc.int\)](https://unfccc.int/resilience-climate-champions)

- Adaptation 5. MCC to ensure capital expenditure is made resilient to climate change and to help develop innovative ways to **unlock private capital investment** into adaptation and resilience.
- Adaptation 6. Public sector organisations to **transparently report** on what they are doing to mitigate the risks of climate change to their services and how these risks are being governed, in line with TCFD<sup>240</sup> reporting standards.
- Adaptation 7. **Manchester Climate Change Partnership** (MCCP) to work collaboratively on assessing climate risks and building resilience, both at organisational level and through value chains, sharing learning with wider partners.
- Adaptation 8. Manchester Climate Change Agency (MCCA) to work with local partners to explore ways to **raise awareness of climate risk to communities**.

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

- Adaptation 9. **Greater Manchester Pension Fund** to actively work towards a greater percentage of its investment portfolio being divested from fossil fuels and defined as environmentally sustainable and climate resilient, as set out in the UK Green Taxonomy<sup>241</sup>.
- Adaptation 10. Greater Manchester Combined Authority (GMCA) to engage with the National Infrastructure Commission to explore the early adoption of **national resilience standards**.

### To advocate for national government to do:

- Adaptation 11. Set a **high level ambition for adaptation** to mirror the UK's target to reach net zero by 2050 as called for by the Climate Change Committee<sup>242</sup>.
- Adaptation 12. Set out a **National Resilience Strategy** to focus on the UK's ability to anticipate, assess, prevent, mitigate, respond to, and recover from known, unknown, direct, indirect, and emerging climate risks<sup>243</sup>.
- Adaptation 13. Strengthen the ownership and accountability of the cross-Whitehall **National Adaptation Strategy** to drive adaptation principles across Government policy and strategy.
- Adaptation 14. Ensure climate resilience is factored into all **public capital spending**, including the National Infrastructure and Construction pipeline of £650 billion investment by 2030<sup>244</sup>.
- Adaptation 15. Develop national **adaptation and resilience infrastructure standards** as called for by the National Infrastructure Commissions report: 'Anticipate, React, Respond'<sup>245</sup>.
- Adaptation 16. Use the **Green Finance Strategy** to set the frameworks for more integration of investment into measures for resilience, emission reduction and nature restoration.
- Adaptation 17. Develop more **localised climate risk and vulnerability data** to guide investment and decision-making, as recommended by The World Bank report<sup>246</sup>.

<sup>240</sup> [TCFD Knowledge Hub - TCFD Knowledge Hub \(tcfduk.org\)](https://www.tcfduk.org/)

<sup>241</sup> [UK Green Taxonomy – GTAG \(greenfinanceinstitute.co.uk\)](https://www.greenfinanceinstitute.co.uk/)

<sup>242</sup> <https://www.theccc.org.uk/publication/2022-progress-report-to-parliament/#recommendations-to-government>

<sup>243</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1001404/Resilience\\_Strategy\\_-\\_Call\\_for\\_Evidence.pdf#page12](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1001404/Resilience_Strategy_-_Call_for_Evidence.pdf#page12)

<sup>244</sup> <https://www.gov.uk/government/collections/national-infrastructure-plan>

<sup>245</sup> <https://nic.org.uk/studies-reports/resilience/>

<sup>246</sup> <https://openknowledge.worldbank.org/handle/10986/35203>

- Adaptation 18. Require infrastructure operators to develop and maintain long term **resilience strategies** that meet resilience standards<sup>247</sup>.
- Adaptation 19. Put in place longer term support to continue the work of **Flood Re**<sup>248</sup>, a joint initiative between the Government and insurers, making flood cover part of household insurance policies more affordable.
- Adaptation 20. **Expand mandatory TCFD**<sup>249</sup> reporting to the public sector<sup>250</sup>.
- Adaptation 21. Make **TNFD reporting**<sup>251</sup> **mandatory** for both the public and private sector once published.

**To do differently, where there are opportunities to innovate:**

- Adaptation 22. HM Treasury to commission a review on the **economics of climate resilience** to better understand the costs and benefits, and drive smarter public-private investment into adaptation<sup>252</sup>.
- Adaptation 23. HM Treasury to develop an **Environmental Investment Tax Relief** to incentivise investment into environmental outcomes including adaptation and resilience.
- Adaptation 24. Advocate for national action to support the **Commission for Climate Resilient Infrastructure's** call for physical climate risks to be systemically integrated into infrastructure project appraisal and spending by 2025<sup>253</sup>

<sup>247</sup> <https://publications.parliament.uk/pa/cm201415/cmselect/cmenvaud/453/45309.htm>

<sup>248</sup> <https://www.floodre.co.uk/>

<sup>249</sup> [Task Force on Climate-Related Financial Disclosures | TCFD\) \(fsb-tcfd.org\)](https://www.fsb-tcfd.org/)

<sup>250</sup> <https://www.icaew.com/insights/viewpoints-on-the-news/2022/jan-2022/summary-of-public-sector-sustainability-reporting-landscape>

<sup>251</sup> [TNFD – Taskforce on Nature-related Financial Disclosures](https://www.tnfd.org/)

<sup>252</sup> <https://www.gov.uk/government/speeches/finance-resilience-net-zero-and-nature>

<sup>253</sup> <https://resilientinvestment.org/>

## HEALTH AND WELLBEING

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### *Headline Objective:*

*To improve the health and wellbeing of everyone in Manchester through actions that also contribute to our objectives for CO2 reduction and adaptation and resilience, with particular focus on those most in need.*

### Introduction

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The Climate Change Framework states that the actions we need to take to reduce our CO2 emissions and adapt the city to climate change also have the potential to improve the health and wellbeing of Manchester's residents. Equally, actions that improve our health and wellbeing can also help to tackle the climate crisis.

The Framework calls for new strategic initiatives to accelerate action and remove barriers that are limiting further action, and notes they need to be focused on the people and communities where climate action has most potential to improve health and wellbeing.

The UK's Climate Change Committee (CCC) echoes this in its 2020 report **Sustainable Health Equity: Achieving Net Zero UK**<sup>254</sup> which gives evidence to show that climate change will lead to more unpredictable systemic shocks that will impact population health.

The effects of climate change on health and wellbeing will be cumulative, becoming more severe and unpredictable over time if left unaddressed, and they will commonly impact our most vulnerable communities first and worst. Impacts will be both direct and indirect.

**Direct impacts** are created by our changing climate increasing exposure to heat and cold, UV radiation, air pollution, pollen, emerging infections, and extreme weather events such as flooding and its associated water-borne diseases.

- Poor air quality kills 28,000 to 36,000 people in the UK each year<sup>255</sup>.
- Heatwaves cause an average 8% increase in emergency hospital admissions on the top 5% of hottest days in the UK. For every 1°C increase in temperature over 20°C, ambulance callouts for the NHS increase by 1%<sup>256</sup>.
- Whilst flood water poses a relatively small risk of drowning, people who are unable to relocate after a flood are at risk of ill health from living in damp homes and the experience of flooding can also generate severe mental health impacts that may outlast the immediate impacts of the flood itself.

**Indirect impacts** of climate change on population health and health inequalities are much more complex and systemic but are increasingly being recognised in global reports<sup>257</sup> and include: under-nutrition related to food insecurity, increases in the price of food, water and domestic energy and increase poverty, unemployment and anxiety; respiratory illnesses from cold damp homes and rising levels of obesity due to lack of physical activity and provision of good quality green space or active transport infrastructure.

### Update on research and initiatives

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Since publication of the Framework, Manchester Climate Change Agency (MCCA) has collaborated on the following research and initiatives:

<sup>254</sup> <https://www.instituteofhealthequity.org/resources-reports/sustainable-health-equity-achieving-a-net-zero-uk/main-report.pdf>

<sup>255</sup> <https://airqualitynews.com/2018/08/22/comeap-updates-estimates-on-uk-air-pollution-deaths/>

<sup>256</sup> <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/articles/climaterelatedmortalityandhospitaladmissionsenglandandwales/2001to2020/previous/v1>

<sup>257</sup> [https://doi.org/10.1016/s0140-6736\(17\)32464-9](https://doi.org/10.1016/s0140-6736(17)32464-9)

### Manchester's Marmot Health Inequalities Task Group:

The Greater Manchester Health and Social Care Partnership commissioned the Institute of Health Equity to deliver: 'Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives'<sup>258</sup>, which was published in June 2021.

It recognises an urgent need to do things differently, to build a society based on the principles of social justice; to reduce inequalities of income and wealth; to build a wellbeing economy that puts achievement of health and wellbeing at the heart of government strategy; and, notably, to build a society that responds to the climate crisis at the same time as achieving greater health equity.

It highlights that both direct and indirect impacts of climate change are a threat to health and health inequalities, and that immediate action to reduce greenhouse gas emissions can also improve health and reduce existing health inequalities.

Following this, in 2022, the Manchester Marmot Health Inequalities Taskforce was established to review the report's recommendations and create a tailored action plan for the city<sup>259</sup> which Manchester Climate Change Agency (MCCA) has supported. The action plan is scheduled to be published in late 2022.

### Health and Wellbeing Advisory Group:

MCCA has worked with the Manchester Health and Wellbeing Board to establish an independent Health and Wellbeing Advisory Group<sup>260</sup> to support the work of Manchester's Climate Change Partnership (MCCP).

It includes representatives from: Manchester Public Health Team, Manchester University NHS Foundation Trust, Manchester Local Care Organisation, Greater Manchester Mental Health NHS Foundation Trust, Manchester Population Health Team, NHS GM Integrated Care Organisation, Manchester City Council Infrastructure and Environment Team and City Policy Team and Salford University.

The Group has fed into this Update, and the Manchester Marmot Health Inequalities action plan, and agreed to focus its efforts on **developing a set of indicators** to track the impact of climate change on health inequalities in Manchester, bringing together existing metrics to add new insights wherever possible.

### Co-benefits of action

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

#### Staying within our carbon budget

- Energy efficient, low emission housing helps to reduce fuel poverty and creates warm, dry homes that improve health and wellbeing.
- Cycling and walking / wheeling (active travel) improves air quality and health outcomes, reducing pressure on the NHS.
- Sustainable and resilient food systems help to deliver more affordable, nutritious diets and reduce food poverty

<sup>258</sup> <https://www.instituteoftheequity.org/about-our-work/latest-updates-from-the-institute/greater-manchester-a-marmot-city-region>

<sup>259</sup> <https://www.mhcc.nhs.uk/wp-content/uploads/2022/02/Agenda-Item-3.4-MHCC-Addressing-Inequalities-programme-progress-January-2022.pdf>

<sup>260</sup> [Manchester Health and Wellbeing Advisory Group | Manchester Climate Change](#)



### Adaptation and resilience

- Addressing the health impacts associated with heatwaves, cold spells, storms, and flooding is part of adapting to extreme weather events and building resilience to climate change.
- Creating neighbourhoods with access to good quality green space, improves health and wellbeing and increases our resilience to climate change through nature-based solutions.

### Inclusive, zero carbon and climate resilient economy

- Incorporating health and wellbeing into our measures of economic success can support more inclusive local economic growth.
- Building environmentally sustainable health care systems and facilities creates a health care system resilient to climate change that can best support the economic growth and development of the city.

### Recommended Actions

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

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

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

- Health 1. The city's health sector to work collaboratively to carry out a **vulnerability assessment** that maps at hyperlocal level where climate change will exacerbate health inequality so that action can be prioritised and targeted.
- Health 2. Manchester Climate Change Agency to work with the Health and Wellbeing Advisory Group to **develop city-scale indicators** to track and report the impacts of climate change on health inequalities.
- Health 3. Manchester City Council to incorporate health equity and climate action into its **policies and strategies** in a consistent and transparent manner and implement methods to measure their impact.
- Health 4. Manchester's Marmot Health Inequalities Taskforce to **lead implementation** of the city's action plan.
- Health 5. Manchester Climate Change Partnership (MCCP) to support partners across Manchester to **share knowledge and action** on decarbonisation and adaptation of the health sector.
- Health 6. Health sector partners to **maximise uptake of Carbon Literacy** courses and toolkits co-produced with the NHS to support climate mitigation and adaptation activities, in line with Greener NHS<sup>261</sup> and Delivering a Net Zero Health Service<sup>262</sup>.
- Health 7. MCCP's Health and Wellbeing Advisory Group to **expand this list** of recommended actions to encompass collaborative action across Greater Manchester and a clear set of asks of national government.

<sup>261</sup> [Greener NHS \(england.nhs.uk\)](https://www.england.nhs.uk/greener-nhs/)

<sup>262</sup> [B1728-delivering-a-net-zero-nhs-july-2022.pdf \(england.nhs.uk\)](https://www.england.nhs.uk/b1728-delivering-a-net-zero-nhs-july-2022.pdf)

## INCLUSIVE, ZERO CARBON & CLIMATE RESILIENT ECONOMY

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### Headline objective:

*To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate*

The Framework identifies several strategic actions relating to carbon literacy, green skills, and the green economy which are updated below.

### Carbon Literacy

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The **Carbon Literacy Project**<sup>263</sup> was established in Manchester and is globally unique, having been recognised by the UN at COP21 in Paris as one of 100 worldwide Transformative Action Programmes.

Carbon Literacy is defined as “An awareness of the carbon dioxide costs and impacts of everyday activities, and the ability and motivation to reduce emissions, on an individual, community and organisational basis.”

The training is a structured way to help citizens understand how climate change will affect them and to provide the knowledge and skills needed to lower their carbon footprint and is delivered through communities, workplaces, and educational institutions; with sector-specific courses and toolkits tailoring the learning to, for example, local authorities, social housing providers, universities and colleges, and the healthcare and automotive sectors.

As every job becomes a green job<sup>264</sup>, Carbon Literacy can help to unlock new opportunities for local people by providing the knowledge and skills that will be needed in every workplace. As part of Manchester’s collective commitment to low-carbon culture, **over 5,400 citizens have been trained and certified as Carbon Literate** since 2012.

### Green skills

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Manchester’s new **Work and Skills Strategy**<sup>265</sup> recognises the skills gaps in the low carbon sector and the challenges this presents to achieving our climate change goals. It also notes the opportunities presented for the local workforce, including through upskilling/reskilling. Work has begun on a **green skills plan** to support businesses and residents with a focus on the skills needed for: retrofitting buildings and low carbon transport.

Greater Manchester’s **Green Economy report**<sup>266</sup> explores this further and identifies the biggest opportunities lie where green technologies are approaching mass-adoption stage, such as electric vehicles, low carbon heating, and renewable energy; noting this will bring changes to the volume, make-up, and skill levels of hundreds of different occupations, especially in construction, manufacturing, and logistics.

Across the North West, businesses and universities are collaborating develop the UK’s first **regional skills plan**<sup>267</sup> to support both younger generations and those already in work into new, green jobs as they emerge, ensuring business and industry have access to the talent they need to successfully transition to a net zero economy.

### Green economy

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<sup>263</sup> [Home - The Carbon Literacy Project](#)

<sup>264</sup> [Expert report: every UK job has the potential to be green - GOV.UK \(www.gov.uk\)](#)

<sup>265</sup> [New Work and Skills draft strategy | Manchester City Council](#)

<sup>266</sup> [gm-skills-intelligence-pack-green-economy-feb-2022.pdf \(greatermanchester-ca.gov.uk\)](#)

<sup>267</sup> [UK’s first regional Net Zero skills plan to unlock green jobs bonanza in the North West – Net Zero North West \(netzeronw.co.uk\)](#)

In Greater Manchester<sup>268</sup> the low carbon and environmental goods and services sector includes over **3,100 companies with over 58,000 employees** and sales of over £8.6bn. It grew by over 27% (by sales) in the five years between 2015/16 and 2019/20 and represents over 14% of Greater Manchester's business base (by GVA) and over 3% of total employment; this is larger than the Advanced Manufacturing, Digital, Creative, and Science, Research and Development sectors combined and outperforms a host of global cities including Milan, Portland, Copenhagen, Seattle, Stockholm, and Berlin.

The Local Government Association has estimated that by 2030 the UK will need over 690,000 jobs directly in the low carbon and renewable energy economy, with this figure rising to over 1.1m by 2050. Their interactive report: **Local green jobs – accelerating a sustainable economic recovery**<sup>269</sup> enables analysis of these figures at local authority level with sectoral breakdown.

## Bee Net Zero

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Business support organisations across the city region have taken a collaborative approach to make Greater Manchester the easiest place in the UK for every business to become a green business.

**Bee Net Zero**<sup>270</sup> provides support and guidance to help organisations make the transition to zero carbon, including setting out ten key steps to achieving net zero, simple actions that can be taken immediately to reduce carbon footprints, and help to find more targeted business support and funding.

The partnership includes the Greater Manchester Local Enterprise Partnership, Combined Authority, and Chamber of Commerce, The Growth Company, Business in the Community, Pro Manchester, Transport for Greater Manchester, Electricity North West, the national SME Climate Hub, and Manchester Climate Change Agency.

## City Business Climate Alliance

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Manchester Climate Change Agency (MCCA) and Manchester Climate Change Partnership (MCCP) are working with CDP<sup>271</sup>, C40 Cities<sup>272</sup>, and the World Business Council on Sustainable Development<sup>273</sup> on the City-Business Climate Alliance<sup>274</sup> (CBCA) initiative.

Manchester is one of eight cohort cities alongside Dallas, Durban, Lisbon, New York, Stockholm, Tel Aviv and Vancouver; and MCCA is helping to draw expertise and insight from across this partnership to support production of this Update and MCCP's activities around net zero new buildings, commercial retrofit, and setting/reporting on science based targets.

## Other policy drivers and enablers

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

- The **Our Manchester Industrial Strategy**<sup>275</sup> and **Greater Manchester Industrial Strategy**<sup>276</sup> both address the need to capitalise on the employment and growth opportunities that responding to climate change will present.

<sup>268</sup> [Green Economy booklet \(greenintelligence.org.uk\)](https://greenintelligence.org.uk)

<sup>269</sup> [Local green jobs - accelerating a sustainable economic recovery in Manchester | LG Inform](#)

<sup>270</sup> [Bee Net Zero | The journey to becoming Net Zero](#)

<sup>271</sup> [Home - CDP](#)

<sup>272</sup> [The Alliance Partners — City-Business Climate Alliance](#)

<sup>273</sup> [World Business Council For Sustainable Development \(WBCSD\)](#)

<sup>274</sup> [Meet the Members — City-Business Climate Alliance](#)

<sup>275</sup> [Our Manchester Industrial Strategy | Manchester City Council](#)

<sup>276</sup> [gm-local-industrial-strategy-web.pdf \(greatermanchester-ca.gov.uk\)](#)

- Greater Manchester’s **Local Skills Report and Labour Market Plan**<sup>277</sup> recognises ‘clean growth’ as a frontier sector and is supported by the **Green Economy Skills Intelligence** report<sup>278</sup>.
- The **UK’s Ten Point Plan**<sup>279</sup> for a green industrial revolution identifies growth sectors and targets adding up to 250,000 jobs in our low-carbon industries by 2030.

## Challenges

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There are significant economic, technical, institutional, societal, and regulatory challenges in creating an inclusive, zero carbon and climate resilient economy, including:

- Skills and training providers are naturally cautious about investing in skills development for “future jobs” where the **market demand is uncertain**.
- Employers generally want to be able to recruit skilled staff at exactly the point they need them; however, the **skills system needs time** to respond to market changes.
- Development of new green technology areas like electric vehicles, low carbon heating, or nature-based solutions often **outpaces the skills system**.
- The growth of financial, technology, and digital companies has **increased competition for STEM skills** which are needed in many low carbon roles.
- The **perception** of jobs in the green economy is often limited to ones which link directly to the environment and so the full range of options is not well understood.

## Co-benefits of action

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The systemic transitions required within cities are complex and interlinking. This creates challenges but also means that action to improve the inclusivity and sustainability of our economy can deliver additional benefits to our climate mitigation and adaptation and our health and wellbeing.

### Staying within our carbon budget

- Organisations with strong climate targets can secure a competitive advantage with investors and consumers who are increasingly seeking greater accountability and transparency on climate action.
- The growing market for products and services that reduce emissions or have a lower carbon footprint enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

### Adaptation and resilience

- Organisations that address their exposure to climate risk, both ‘at home’ and through their global value chains, are more resilient to climate shocks and more aligned to the evolving demands of investors.
- The growing market for products and services that help us adapt to a changing climate enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

<sup>277</sup> [gm-esap-local-skills-report-update-march-2022-final.pdf \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/gm-esap-local-skills-report-update-march-2022-final.pdf)

<sup>278</sup> [gm-skills-intelligence-pack-green-economy-feb-2022.pdf \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/gm-skills-intelligence-pack-green-economy-feb-2022.pdf)

<sup>279</sup> [The Ten Point Plan for a Green Industrial Revolution \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/108821/ten-point-plan-for-a-green-industrial-revolution.pdf)

## Health and wellbeing

- Organisations that can demonstrate strong environmental, social and governance criteria have a competitive advantage in talent recruitment and retention<sup>280</sup>.
- The growing marketing for products and services that improve our health and tackle climate change enables business diversification and growth and creates opportunities for new local jobs and skills in the green economy.

## Examples of good practice

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Although the challenges are great in transitioning to a zero carbon, climate resilient city, there are many examples of good practice from within Manchester, the wider city region as well international, including:

- One Manchester<sup>281</sup> is creating 125 part time and flexible jobs for unemployed people to develop skills in the green economy.
- The Low Carbon Academy has supported over 2,200 individuals across more than 1,000 businesses in Greater Manchester to become upskilled in the retrofit market.

## Recommended Actions

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

- Economy 1. Organisations in all sectors to set high level ambitions for decarbonising and building climate resilience into their operations and value chains, accelerating change and **stimulating demand for low carbon skills**.
- Economy 2. Manchester Climate Change Partnership (MCCP) to use its collective spending power and influence, for example through including social value in procurement, to help **create local opportunities for green skills growth**.
- Economy 3. Organisations to **empower employees** to support the transition to a zero carbon, climate resilient city, through initiatives like the Carbon Literacy Project.
- Economy 4. **Skills providers** to support new entrants to the green economy as well as providing opportunities to upskill/reskill for those already in work, targeting assistance where it is most needed to support a just transition. education sector and skills providers to **align provision of new training with growing market need**
- Economy 5. **Education sector** to support young people to gain a better understanding of the range of opportunities and career pathways in the green economy.
- Economy 6. MCCP to accelerate the climate action of its members through a **peer to peer learning** programme and to leverage specialist expertise from organisations across the city into **city-scale challenges**, following the blueprint of the Roadmap for Net Zero Carbon New Building<sup>282</sup>.

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<sup>280</sup> <https://www.dentons.com/en/services-and-solutions/environmental-social-and-governance/employment-and-esg>

<sup>281</sup> [Green Employment and Skills | One Manchester](#)

<sup>282</sup> [Manchester Climate Change Partnership adopts and endorses a Roadmap to Net Zero Carbon New Buildings in Manchester | Manchester Climate Change](#)

## ENSURING A JUST TRANSITION

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A core principle of the Climate Change Framework is to ensure that all of Manchester's residents are protected from the impact of climate change and that actions to help the transition to a zero carbon and climate resilient city do not have a negative impact on the most vulnerable people, ensuring the costs do not fall unevenly on those that are least able to afford them.

### Rising cost of living

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This Update to the Climate Change Framework comes at a time of economic uncertainty and significant increases to the cost of living.

For Manchester residents, we recognise that:

- High inflation is likely to reduce disposable incomes and spending power.
- More residents may be pushed into poverty, and residents already in poverty may find it significantly harder to recover.
- Residents on the fringes of eligibility for support may be amongst the worst affected.
- Nearly 20% of households are now fuel poor.
- Over 12% of United Utilities customers are accessing financial support.
- Over 11% of households are struggling with food insecurity and the number of food providers has almost doubled since 2017.

For Manchester business, we recognise that:

- Inflation has caused upwards pressure on wages, the cost of raw materials and energy, and is increasing business costs. Supply chain disruption is also contributing to price inflation.
- Decreased consumer confidence and squeezed household budgets are leading to fewer sales, particularly impacting the retail, hospitality, culture, and leisure sectors.
- A potential Real Living Wage increase is a positive ambition for the city but may put pressure on some business sectors to make that commitment and meet other inflationary pressures.

For the public and voluntary/charitable sectors in Manchester we recognise that:

- Price inflation is affecting budgets (especially relating to fixed costs like energy) and project viability, as well as lowering the relative value of funding awards provided.
- Uncertain funding reduces the ability of organisations to plan ahead and deliver services to support residents, communities and business.

### Recommendations in this Update

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The recommended actions outlined in this Update reflect the latest understanding of how we can tackle both climate change and wider socioeconomic challenges, including the rising cost of living, together; ensuring we deliver multiple benefits. For example:

- Insulating properties creates warmer, healthier homes that are cheaper to heat and that create fewer greenhouse gas emissions.
- Improving the efficiency of product design and manufacturing processes reduces the cost of material and energy inputs to industry.
- Transitioning to a zero carbon, climate resilient city creates opportunities for innovation, diversification and growth for business, and opportunities for new jobs and skills for local people.

## FINANCING THE TRANSITION

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The cost of the transition to a zero carbon and climate-resilient city, is significant. Manchester's Local Area Energy Plan<sup>283</sup> estimates the cost to decarbonise Manchester's local energy system is over £13bn (£4 billion by 2030).

The City Investment Analysis Report<sup>284</sup> from the UK Cities Climate Investment Commission (now 3Ci) describes the challenge in this way:

The transition of our existing carbon intensive systems to net zero will require significant up front capital and presents unique challenges for UK cities.

- **Scale:** it is estimated that around £200 billion will be needed to achieve the zero carbon pledges made by the UK's Core Cities and London Councils.
- **Urgency:** implementation must accelerate as soon as possible to meet the targeted zero carbon deadlines.
- **Complexity:** the systemic transitions required within cities are complex and interlinked and are unlikely to be achieved successfully through individual decision-making.

The quantity of capital that must be deployed is beyond the reach of public finances and if the funding gap is met only by citizens and businesses there will be damaging impacts on the poorest sections of society which is a counter to the intended just transition.

Private sector finance is therefore critical in addressing climate change and the scale of private finance available is sufficient to support substantial progress towards our zero carbon ambitions. However, there are significant hurdles to overcome and new approaches must be developed to unlock this resource.

This may include bundling climate measures together, coordinating delivery with multiple stakeholders and blending finance from different sources, for example grant-based funding and returns-based funding.

'Financing Green'<sup>285</sup> creates huge opportunities for UK financial institutions<sup>286</sup>, however, the mechanisms to drive investment into green outcomes are new and need to be developed at scale to produce a rate of return that is attractive.

Financial benefits must be aggregated to support repayable finance and improvements in fuel poverty, health outcomes and carbon emissions must be evaluated and harnessed together in a precise financial framework.

Standardisation of reporting, governance, billing, and legal structures will be required to encourage private investor confidence and allow aggregation for scaled investment<sup>287</sup>.

Despite these challenges, the city scale presents an attractive and substantial proposition for investors to bring together projects at sufficient scale, volume, and predictability. The Green Finance Institute, The UK Infrastructure Bank and 3Ci are working to support local areas, including Manchester, to develop investable pipelines of climate activity and the new financial mechanisms that will be needed to deploy them.<sup>288</sup>

In its second phase of work, the 3Ci and the Connected Places Catapult<sup>289</sup> are working in partnership with local authorities, industry, and the investment community to develop a gold

<sup>283</sup> [https://gmgreencity.com/resource\\_library/manchester-local-area-energy-plan/](https://gmgreencity.com/resource_library/manchester-local-area-energy-plan/)

<sup>284</sup> [https://www.corecities.com/sites/default/files/field/attachment/UKCCIC\\_Final\\_Report-1.pdf](https://www.corecities.com/sites/default/files/field/attachment/UKCCIC_Final_Report-1.pdf)

<sup>285</sup> <https://www.gov.uk/government/publications/green-finance-strategy>

<sup>286</sup> <https://www.theccc.org.uk/publication/uk-energy-prices-and-bills-2017-report-supporting-research/>

<sup>287</sup> [https://www.corecities.com/sites/default/files/field/attachment/UKCCIC\\_Final\\_Report-1.pdf](https://www.corecities.com/sites/default/files/field/attachment/UKCCIC_Final_Report-1.pdf)

<sup>288</sup> <https://www.greenfinanceinstitute.co.uk/> <https://www.ukib.org.uk/> and <https://www.3ci.org.uk/>

<sup>289</sup> [Connected Places Catapult - The UK's innovation accelerator for cities, transport & place leadership.](#)

standard for zero carbon investment, exploring the skills, capacities, and infrastructure that local areas need to develop projects and attract private finance.

Manchester Climate Change Agency (MCCA) secured Manchester's ongoing engagement with this work, with the city being one of three focus cities in this second phase. The outcomes will help Manchester to develop robust business cases and investment models that give the confidence, scale and longevity needed by the investor community<sup>290</sup> to unlock private finance at scale into local climate action. But more work is needed.

The government's Green Finance Strategy<sup>291</sup> and 'Greening Finance: a Roadmap to Sustainable Investing'<sup>292</sup> also recognise the role of the financial sector in delivering climate and environmental objectives, by setting out a series of steps for businesses and investors to factor climate risk into mainstream financial decision making:

- To green portfolios through aligning activity to the UK Green Taxonomy<sup>293</sup>
- To disclose data on the risks and vulnerability climate change poses to business through the Taskforce on Financial-related Climate Disclosures (TCFD)<sup>294</sup>.
- To plan for the transition to a zero carbon future through publishing Transition Plans<sup>295</sup>.

Unlocking the scale of finance needed to make our cities zero carbon and climate resilient, in a way that works for everyone, will be key to accelerating progress and achieving the ambitious climate change targets that Manchester has set.

<sup>290</sup><https://cp.catapult.org.uk/news/uk-cities-climate-investment-commission-report/>

<sup>291</sup><https://www.gov.uk/government/publications/green-finance-strategy>

<sup>292</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1031805/CS0821102722-006\\_Green\\_Finance\\_Paper\\_2021\\_v6\\_Web\\_Accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1031805/CS0821102722-006_Green_Finance_Paper_2021_v6_Web_Accessible.pdf)

<sup>293</sup><https://www.greenfinanceinstitute.co.uk/programmes/uk-green-taxonomy-gtag/>

<sup>294</sup><https://www.fsb-tcdf.org/>

<sup>295</sup><https://transitiontaskforce.net/>



## THE ROLE OF LOCAL ACTION

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The UK's Climate Change Committee addressed the role of local action in its 2020 report '**Local authorities and the sixth carbon budget**'<sup>296</sup>. It explains that action to reduce the country's emissions has, to date, largely been achieved through national policy to phase out fossil fuels in electricity production.

This decarbonisation of the grid has required a small number of actors supported by local supply chains in specific places, however, many of the urgent changes and decisions which are needed now to reduce our emissions and adapt to climate change, have a strong local dimension. Decarbonising buildings, transport, and industry, and building our resilience to climate risk all need delivery at a local scale.

To support this, local authorities have a key role to play. Typically, they are **responsible for between 2% and 5%** of their area's emissions, through delivery of their services and operations, management of their own estate, and procurement. However, they **have influence over about a third** of local area emissions through their planning and transport policies; housing, regeneration, and economic development activities; education and skills services; community involvement; partnership working and leadership role.

In addition to these local powers, Greater Manchester Combined Authority holds devolved responsibilities including for health and social care commissioning, and aspects of justice and employment policy<sup>297</sup>.

Collectively, these are powerful levers, but they are not sufficient to deliver on Manchester's climate ambitions due to the existence of policy and funding barriers, and gaps in key powers that prevent **systems-scale or holistic approaches** that will transform whole places, not simply seek emissions reductions in separate sectors.

National government needs to remove these barriers and work at pace to support local delivery of climate action, including by increasing local capacity; making funding more certain and longer-term; streamlining policy across departments; and ensuring that Greater Manchester's 'trailblazer' devolution deal provides the required powers and funding for strategic planning and operational delivery of both mitigation and adaptation measures at scale, and at the pace needed to meet the 2038 zero carbon target (ahead of the national commitment of 2050), in a way that meets local priorities.

The need for local-national co-ordination, and greater local action, is expanded upon in the following recent reports:

- The UK government's **Net Zero Strategy: Build Back Greener**<sup>298</sup>
- The National Audit Office's **Achieving Net Zero**<sup>299</sup>
- UK100's **Power Shift: Research into Local Authority Powers Relating to Climate Action**<sup>300</sup>; Local Net Zero Delivery Report: **Local Powers**<sup>301</sup>; and research into a **National-Local Net Zero Delivery Framework**<sup>302</sup>

In addition to local and city-region authorities, the individuals, businesses, and organisations in a local area have a key role to play in tackling the climate crisis as **over half of the emissions cuts** needed in the UK are dependent on concerted action by all of us.

<sup>296</sup> <https://www.theccc.org.uk/wp-content/uploads/2020/12/Local-Authorities-and-the-Sixth-Carbon-Budget.pdf>

<sup>297</sup> <https://www.instituteforgovernment.org.uk/explainers/devolution-greater-manchester>

<sup>298</sup> <https://www.gov.uk/government/publications/net-zero-strategy#:~:text=This%20strategy%20sets%20out%20policies,net%20zero%20target%20by%202050>

<sup>299</sup> <https://www.nao.org.uk/report/achieving-net-zero/>

<sup>300</sup> [https://www.uk100.org/sites/default/files/publications/Power\\_Shift.pdf](https://www.uk100.org/sites/default/files/publications/Power_Shift.pdf)

<sup>301</sup> [https://www.uk100.org/sites/default/files/2022-07/Local%20Powers\\_0.pdf](https://www.uk100.org/sites/default/files/2022-07/Local%20Powers_0.pdf)

<sup>302</sup> [Framework\\_final.pdf \(uk100.org\)](#)

## ACTIONS FOR RESIDENTS AND BUSINESS

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To realise our potential to become a leading city for action on climate change we need every resident and organisation to take urgent and sustained action.

To support this, the Climate Change Framework published in 2020 proposed 15 actions<sup>303</sup> to help people get started, take action, inspire and influence others, and ask for help.

The 2022 Update has involved multiple conversations with residents and business to understand more about the actions that are being taken, the barriers that are being encountered, and the support that is needed to do more.

These conversations have informed the Recommended Actions contained within this Update and will continue after its publication.

### Residents

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A recent poll by the UN Development Programme<sup>304</sup> found that two-thirds of people across the world say climate change is a global emergency, with that figure increasing to over 80% in the UK.

The UK government's public attitudes tracker in Spring 2022 found that 84% of people are concerned about climate change<sup>305</sup> and the Office for National Statistics survey in May 2022 found that 62% of adults in Great Britain expect rising UK temperatures will directly affect them by 2030<sup>306</sup>.

A small survey was carried out in Manchester in Autumn 2021 to support this Update and echoes these results:

- 84% of people said they were worried about the effect of climate change on their home, work, or family.
- 57% of people said they were worried about the future impact of climate change in their local area.

The results also align with those from the consultation for the Our Manchester Strategy refresh, carried out in summer 2020, which received 3,800 responses and reset the city's goals to include creating a zero carbon city as one of its five top priorities.

Our 2021 survey went beyond attitudes to climate change and asked about **actions that are being taken** against the priority areas in the Framework and found that more than half of respondents had switched to renewable energy, were driving less and cycling or walking more, buying fewer clothes, trying not to waste food, recycling, and talking to others about climate change. Less than 10% of respondents had installed solar panels or had an electric or hybrid car. Full details of the survey results can be found in Appendix 5.

The 2021 survey also explored the **barriers to action** for residents based on the following commonly cited issues:

- **Technical awareness:** despite the increased general awareness of climate change, there is a lack of knowledge of the specific changes that need to be made.
- **Lifestyle:** finding the time to fit climate action in with existing obligations and family routines, and how easy it is to accommodate within everyday life.
- **Budget:** the actual cost of change can limit action, as can the perceived cost of change.
- **Policy:** local, regional, and national policies can act as a barrier if they do not support individuals to act.

<sup>303</sup> [15 actions \(manchesterclimate.com\)](https://www.manchesterclimate.com)

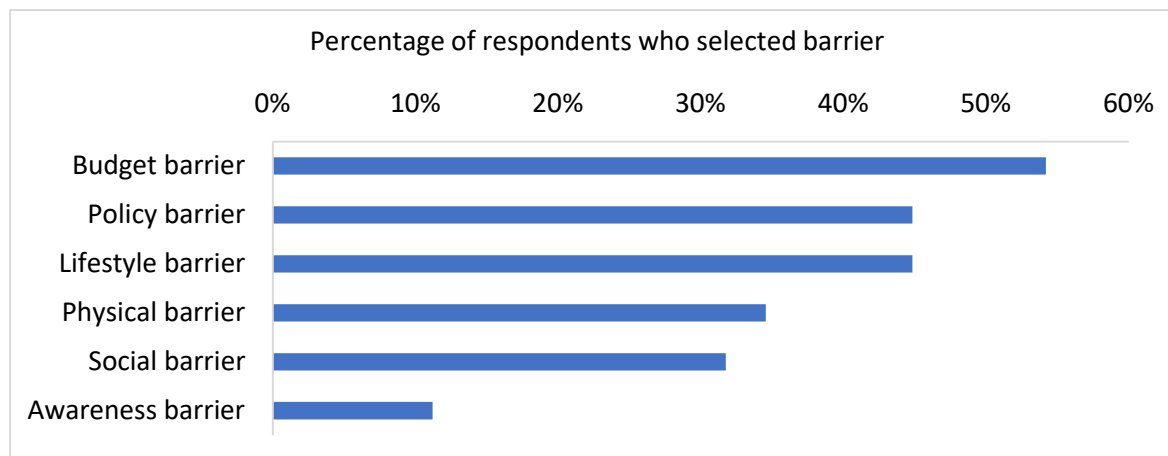
<sup>304</sup> <https://www.undp.org/publications/peoples-climate-vote>

<sup>305</sup> [BEIS PAT Spring 2022 Net Zero and Climate Change \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>306</sup> [Climate Change Insights, UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

- **Physical:** lack of infrastructure and facilities, or access to a technology, can prevent individual action.
- **Social:** includes lack of buy-in from the community, a perceived lack of influence and the belief that individual action will not make an impact.

The survey responses show how each these of barriers is affecting action in Manchester:



These barriers were fed into the evidence base for this Update, and Anthesis produced an expanded list of actions for residents which will be explored in practice with local communities by Manchester Climate Change Agency and the Council's Neighbourhoods Team. They can be found in Appendix 5.

## Business

A survey by the British Chamber of Commerce and Drax<sup>307</sup> in 2022 reported that 68% of respondents found Covid-19 and lockdown restrictions have made them more environmentally conscious. A Business Leader's survey of small and medium sized enterprise (SME) owners, also in 2022, showed even stronger support for climate action with 91% saying they believe it's important to be sustainable<sup>308</sup>.

Business has a key role to play in helping to tackle the climate crisis, including:

**Scale of emissions reduction potential:** Companies can enact emissions reduction activities which will not only reduce their own emissions, but also support Manchester as a city to reduce its emissions.

**Innovation:** Businesses can trial new technologies and business models. By investing in innovative solutions, we can test new models and work to scale them across the city.

**Influence customers, clients, and employees:** Companies can influence behaviour change among the people and networks they engage to encourage others to act.

**Influence supply chain:** Using their purchasing power, companies can influence their local and global supply chains to take meaningful climate action by reducing emissions and increasing resilience.

**Develop local solutions:** Companies can provide new solutions to local issues by investing and creating new products and services that respond to local need.

<sup>307</sup> <https://www.britishchambers.org.uk/news/2020/10/bcc-and-drax-breaking-down-climate-barriers-for-businesses>

<sup>308</sup> [Earth Day 2022: 56% of UK SMEs feel it's too late to reverse climate change - Business Leader News](#)

**Create local jobs:** Companies can grow through embedding resource efficiency and circular economy practices, and by diversifying into the green technologies and services sector, creating new local jobs that will be more resilience to future climate changes.

However, like residents, businesses face barriers to making these changes, including:

- **Lack of finance:** The British Chamber of Commerce found that lack of finance was one of the top barriers to climate action<sup>309</sup>; although this is sometimes a perceived rather than an actual barrier.
- **Technical Understanding:** Without a detailed understanding of their emissions, and the risks and opportunities that climate action offers, companies struggle to understand where to prioritise their reduction strategies and investments<sup>310</sup>.
- **Policy uncertainty:** Companies need clear regulation and a stable policy environment to help drive innovation and the growth of new markets<sup>311</sup>.
- **Delivery and skills:** Companies need the right skills and talent to deliver emissions reductions and build resilience, and there is a shortage of supply across sectors<sup>312</sup>.

These opportunities and barriers, along with feedback from a small survey and a workshop with large companies in 2021, were fed into the evidence base for this Update, and Anthesis produced an expanded list of actions for business which will be explored in practice with local companies by Manchester Climate Change Agency and our Bee Net Zero<sup>313</sup> partners. The actions can be found in Appendix 5.

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<sup>309</sup> <https://www.britishchambers.org.uk/media/get/Net%20Zero%20Survey%20August%2021%20v3.pdf>

<sup>310</sup> <https://www.bcg.com/publications/2022/companies-climate-change-strategies>

<sup>311</sup> <https://www.aldersgategroup.org.uk/asset/1845>

<sup>312</sup> <gm-skills-intelligence-pack-green-economy-feb-2022.pdf> (greatermanchester-ca.gov.uk)

<sup>313</sup> [Bee Net Zero | The journey to becoming Net Zero](#)

## ENGAGEMENT WITH STAKEHOLDERS

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Manchester Climate Change Agency (MCCA) has engaged with numerous stakeholders through a variety of channels over the last twelve months to ensure a diverse range of input has been incorporated into the recommended actions in this 2022 Update of the Framework.

### Engagement with residents and businesses

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Manchester's first Climate Assembly was held in Autumn 2021 to feed into this Update and was supported by the Zero Carbon Cities project<sup>314</sup>.

The Assembly workshops resulted in creation of a "Mandate on Climate Action"<sup>315</sup> which was taken to the COP26 Conference in Glasgow in November 2021.

A survey of residents and businesses was also carried out in Autumn 2021 to understand:

- The types of positive climate action that are already being taken in the priority areas in the Framework – buildings, energy, transport, the things we buy and things we throw away, food, and green infrastructure and nature-based solutions.
- The types of barriers being encountered when trying to adopt more sustainable behaviours and the kind of support that may be required to overcome these challenges, including practical and financial assistance, shifts in local and national policy, and a change in public perception.

In addition, detailed conversations with residents have been carried out via MCCA's In Our Nature community engagement programme which have involved understanding the climate priorities of several diverse communities across the city.

MCCA is also part of a coalition of business support organisations operating across Greater Manchester, including the Chamber of Commerce, Business Growth Hub, Business in the Community and Pro Manchester, who engage with hundreds of companies, particularly small and medium-sized enterprises, on a regular basis and have a detailed understanding of the challenges and opportunities that climate change provides. To expand this understanding, MCCA held a workshop with large businesses in Manchester in Summer 2021.

The results of all these conversations have showed that the residents and businesses of Manchester want to take action to tackle climate change, are already doing much to reduce their carbon footprints and need help to do more.

They recognise that their ability to do more will be enhanced by more ambitious local and national policy and by increased and targeted investment in sustainable infrastructure such as active travel networks. They also see the benefits of climate action in terms of reduced energy bills, healthier lifestyles, new business opportunities and access to more green space.

All these insights have fed into the recommended actions within the Update.

### Manchester Climate Change Partnership

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Manchester Climate Change Partnership (MCCP) is a cross-sectoral partnership of organisations that are engaged in helping the city become zero carbon and climate resilient. It includes representation from across the city's communities and its private, public, health, faith, culture, sport, property, social housing, and academic sectors.

<sup>314</sup> [Zero Carbon Cities - Energy Cities \(energy-cities.eu\)](https://energy-cities.eu)

<sup>315</sup> [https://res.cloudinary.com/commonplace-digital-limited/image/upload/v1633687544/projects/zerocarbonmanchester/workshops/Mandate\\_Upload.pdf](https://res.cloudinary.com/commonplace-digital-limited/image/upload/v1633687544/projects/zerocarbonmanchester/workshops/Mandate_Upload.pdf)

As such, the Partnership has brought a diverse and inclusive range of voices to the Update and have fed into its design and delivery on a regular basis including in July, September, and November 2021; and January, March, May and July 2022.

In addition, MCCP has several Advisory Groups<sup>316</sup> that have provided expert input and academic challenge to the Update including the:

- **Zero Carbon Advisory Group** – includes the University of Manchester’s Tyndall Centre and Sustainable Consumption Institute, Manchester Metropolitan University, Friends of the Earth and Anthesis.
- **Adaptation and Resilience Advisory Group** – includes the University of Manchester, Manchester Metropolitan University, the Greater Manchester Resilience Unit, the Environment Agency, and Groundwork Manchester.
- **Health and Wellbeing Advisory Group** – includes the Manchester Public Health Team, Manchester University NHS Foundation Trust, Manchester Local Care Organisation, Greater Manchester Mental Health NHS Foundation Trust, Manchester Population Health Team, NHS GM Integrated Care Organisation, Manchester City Council Infrastructure and Environment Team and City Policy Team and Salford University.

### **Wider stakeholder engagement**

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MCCA has engaged with a wide variety of stakeholders throughout development of this Update, to ensure technical expertise and input from many sectors.

This includes engagement with:

- Manchester Climate Change Youth Board
- Manchester Housing Providers Partnership
- Manchester Strategic Housing Board
- Manchester Health and Wellbeing Board
- Manchester’s Marmot Health Inequalities Taskforce
- Manchester Food Board
- Manchester Zero Carbon Skills Group
- Manchester Zero Carbon Communities Group (In Our Nature delivery partners)
- Manchester City Council:
  - Council Leader, Executive Member for Environment and Climate Change and Senior Management Team
  - Environment and Climate Change Scrutiny Committee
  - Zero Carbon Coordination Group
  - Officers leading on Work and Skills, Estates, Local Area Energy Planning, Planning, City Centre Regeneration, Growth and Development, Neighbourhoods, City Policy, Housing, Highways, Transport, Procurement, and Green and Blue Infrastructure
- Transport for Greater Manchester (TfGM)
- Greater Manchester Combined Authority (GMCA)
- Electricity North West Ltd
- UK Core Cities Low Carbon Group
- City Business Climate Alliance partners – including C40, CDP and the World Business Council for Sustainable Development

<sup>316</sup> <https://www.manchesterclimate.com/advisory-groups>

## Conversation on the 2022 Update

Manchester Climate Change Agency launched a short 'Climate Change Conversation' in August 2022 to raise awareness that the Update to the Framework was coming, share some of its headline messages and capture some new insights on attitudes to climate change, building on those detailed above.

This included a simple animation<sup>317</sup> to explain key messages in the Update and a short survey of nine questions<sup>318</sup> to assess respondents' perception of Manchester's climate ambition, their understanding of the co-benefits of climate action, their commitment to take no/low cost climate action themselves, and whether they knew where to get more support.

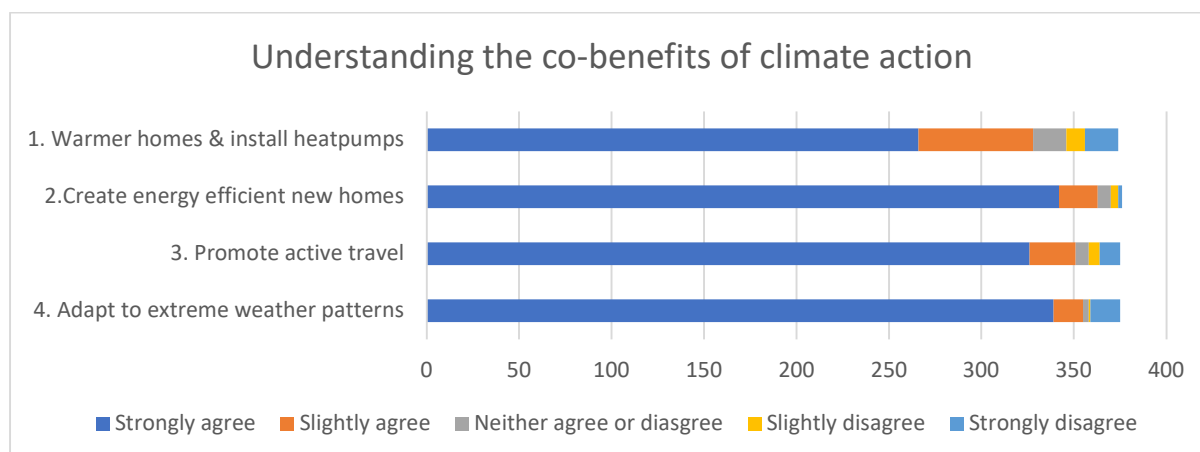
Initial findings from over 375 responses show:

### Ambition:

- 61% 'strongly' (29%) or 'slightly' (32%) agree that Manchester's climate change targets are ambitious enough.

### Co-benefits:

- 71% 'strongly agreed' that '**insulating homes and installing electric heat pumps** makes houses warmer in winter, cheaper to heat and saves carbon'.
- 91% 'strongly agreed' that '**ensuring new homes are as energy efficient as possible** makes them cheaper to heat and cool, and it saves carbon'.
- 87% 'strongly agreed' that '**encouraging people to walk, cycle and use public transport** (also known as active travel) more, especially for short journeys, is good for health and wellbeing, and saves carbon'.
- 91% 'strongly agreed' that 'climate change is impacting us now, with **extreme temperatures and flooding**, so urgent action is needed'.

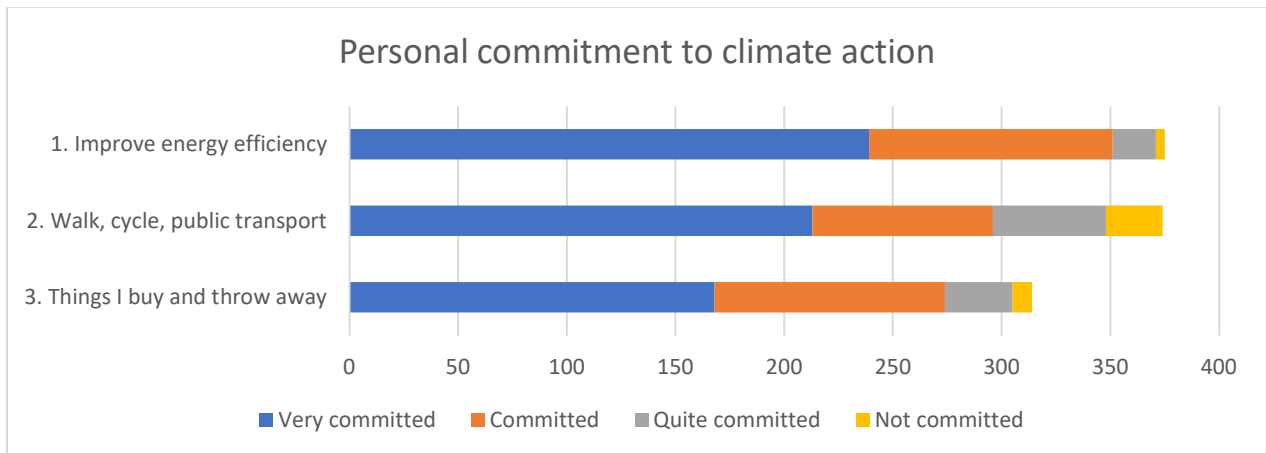


### Personal commitment:

- 94% were 'very committed' or 'committed' to **improving energy efficiency** by switching off appliances or equipment when not in use
- 79% were 'very committed' or 'committed' to **walk, cycle and use public transport** instead of driving wherever possible.
- 83% were 'very committed' or 'committed' to think about the **things they buy and the food they eat to help reduce waste**.

<sup>317</sup> <https://www.youtube.com/watch?v=YOwFBEWPEAw>

<sup>318</sup> <https://www.manchesterclimate.com/content/mcca-framework-conversation>



### Getting support:

- 54% of respondents said they 'strongly' or 'slightly' knew where to get support to help them take positive climate action.

### Additional comments:

Respondents were given the opportunity to provide additional comments after the survey and 150 were received:

- 37 on integrated transport
- 25 on local action from business and the Council
- 23 on support for home insulation and retrofit
- 21 on support to communities
- 15 on new green spaces and protection of existing ones
- 8 on recycling
- 8 on systemic change
- 7 on the Clean Air Plan
- 6 on plant -based diets and shopping local

An initial review of the specific calls made in these comments identifies that the Recommended Actions in this Update are well aligned to the feedback and provide broad coverage of the individual asks.

Further assessment will be carried out as more responses are received and the survey will remain open as the Update is published and more widely promoted. All findings will be published by Manchester Climate Change Agency on [www.manchesterclimate.com](http://www.manchesterclimate.com)



## NEXT STEPS

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Manchester Climate Change Partnership (MCCP) and Manchester Climate Change Agency (MCCA) will work together to:

- Promote the 2022 Update of the Framework to raise awareness of the scale and urgency of action needed if Manchester is to meet its climate change goals.
- Champion action that supports delivery of the targets and recommendations contained in this Update.
- Include a wider diversity of voices and perspectives in Manchester's climate conversation and positive action.
- Expand engagement in climate action through convening and supporting new programmes and initiatives.
- Work with partners outside the city to ensure Manchester has access to the latest best practice in climate finance, policy, technology, and practical delivery.
- Position Manchester as a leader on climate action in the UK and internationally.

In addition, MCCP has asked MCCA to:

- Assess the relative impact of the recommendations in the Update, with specific focus on those over which Manchester has direct control. Whilst the targets relating to direct emissions give a clear indication of priority action, it has been identified that additional insights into the level of impact, cost, ease of implementation and timeframe needed would help to catalyse action and prioritise often limited resources.
- Explore options for tracking progress against the targets and recommendations made in the Update. Whilst acknowledging that data is not available for all measures, and that when it is available it is often time-lagged, incomplete and incompatible with other data, a more granular monitoring of progress would help to trigger corrective action as well as amplify success.
- Enhance the city's reporting of climate action, building on the existing Annual Reports<sup>319</sup> and the targets and recommendations in this Update, to more regularly and in more granular detail highlight the progress being made towards the city's goals for climate change mitigation and adaptation.

Members of the Partnership and its independent Advisory Groups will support these actions.

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<sup>319</sup> [How are we doing? | Manchester Climate Change](#)

## ACKNOWLEDGEMENTS

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The 2022 Update to Manchester's Climate Change Framework has been supported by many organisations and individuals. Manchester Climate Change Partnership would like to thank everyone for their input, with special recognition for:

- The Zero Carbon Cities project, funded by the EU's URBACT initiative and administered by Manchester City Council.
- Anthesis.
- Members of Manchester's Climate Change Partnership (MCCP) – listed in the Foreword of this report.
- MCCP's Zero Carbon Advisory Group members: the Tyndall Centre for Climate Research and the Sustainable Consumption Institute at the University of Manchester, Manchester Metropolitan University, Anthesis and Friends of the Earth Manchester.
- MCCP's Adaptation and Resilience Advisory Group members: Manchester Metropolitan University, the University of Manchester, Greater Manchester Resilience Unit, Greater Manchester Combined Authority Environment Team, and Groundwork Manchester.
- MCCP's Health and Wellbeing Advisory Group members: Manchester Care and Commissioning Service, Manchester Public Health, Manchester University NHS Foundation Trust, NHS Greater Manchester Integrated Care, Manchester City Council, and Salford University.
- Manchester City Council's Leader, Cllr Bev Craig, and Exec Member for Environment and Climate Change, Cllr Tracey Rawlins.
- Manchester City Council's Zero Carbon Coordination Group, Zero Carbon Team, and Zero Carbon Skills Group.
- Greater Manchester Combined Authority and Transport for Greater Manchester.
- Manchester's Strategic Housing Board and Housing Providers Partnership.
- Manchester's Food Board.
- City Business Climate Alliance partners - CDP, C40 and the WBCSD.
- Creative Concern.

## LIST OF APPENDICES

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These documents will be placed on the Manchester Climate Change Agency with the 2022 Framework Update:

Appendix 1 - Anthesis evidence base for 2022 Manchester Climate Change Framework

Appendix 2 – Explanation of the Anthesis SCATTER model

Appendix 3 – Manchester Local Area Energy Plan

Appendix 4 – Local Area Energy Plan in comparison to the SCATTER model and the potential development of hydrogen energy in Manchester

Appendix 5 – Results from the 2021 survey of businesses and residents in Manchester on climate action and barriers to progress

Appendix 6 – Manchester Climate Ready website

Appendix 7 – Pursuing ‘Progressive Resilience’ in Manchester

Appendix 8 – Manchester Climate Risk: A Framework for understanding hazards and vulnerability

Appendix 9 – Meteorological Office City Pack for Manchester

Appendix 10 – UK Cities Climate Investment Commission City Investment Analysis Report

Appendix 11 – Reports on the GM Ignition Project

Appendix 12 – Report of the Health and Wellbeing Board on developing activity on climate change and health and wellbeing

Appendix 13 – Manchester Marmot Plan

Appendix 14 - University of Manchester Sustainable Consumption Institute food report 1

Appendix 15 - University of Manchester Sustainable Consumption Institute food report 2

Appendix 16 – Manchester Climate Change Partnership Net Zero Buildings Standard

Appendix 17 – Manchester Climate Change Partnership action to deliver the Net Zero Buildings Standard

Appendix 18 - Manchester Climate Assembly Mandate

Appendix 19 - Manchester Youth Climate Manifesto

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**Manchester City Council  
Report for Resolution**

**Report to:** Environment and Climate Change Scrutiny Committee –  
8 September 2022  
Executive – 14 September 2022

**Subject:** Manchester City Council Climate Change Action Plan: Refreshed  
Climate Change Action Plan 2020-2025 and Annual Report  
2021-22

**Report of:** The Deputy Chief Executive and City Treasurer

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### Summary

The Council declared a Climate Emergency in July 2019 and developed a Climate Change Action Plan (CCAP) 2020-25, which was approved by Executive in March 2020. Quarterly updates and an Annual Report covering year one (2020-21) of the CCAP are available online at [www.manchester.gov.uk/zerocarbon](http://www.manchester.gov.uk/zerocarbon).

This report presents a refreshed action plan for delivery between September 2022 – March 2025 and the latest Annual Report for the year 2021-22 of the CCAP 2020-25.

### Recommendations

The Environment and Climate Change Scrutiny Committee is recommended to note, comment upon and support the content of the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

The Executive is recommended to:

Note the content and approve the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

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### Wards Affected: All

<p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>
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<p>The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering Manchester's Climate Change Framework 2020-25.</p>
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<p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p>
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<p>Actions set out in the Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of the climate action plan across the city, focusing on the areas</p>
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such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transition to a zero carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan
A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero carbon city. It is envisaged that this will give the city opportunities in the green technology and services sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport, improved air quality and easy access to green spaces.
A liveable and low carbon city: a destination of choice to live, visit, work	Becoming a zero carbon city will help to make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero carbon transport system would create a world class business environment to drive sustainable economic growth.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

It is not expected that there will be any financial consequences to the Revenue budget that should arise from the content of this report.

### **Financial Consequences – Capital**

It is not expected that there will be any financial consequences to the Capital budget that should arise from the content of this report.

**Contact Officers:**

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Name: Sarah Henshall  
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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 City Council Climate Change Action Plan 2020-25*  
*Manchester City Council Climate Emergency Declaration July 2019*  
*Manchester Climate Change Framework 2020-25 Updated 2022*

## 1.0 Purpose of the report

- 1.1 The purpose of this report is to present a refreshed version of Manchester City Council's Climate Change Action Plan (CCAP) 2020-25 and highlight the progress made in delivering the Council's CCAP during its second year, April 2021 – March 2022.
- 1.2 In the last two years, the Council has made good progress in delivery of its Climate Change Action Plan and achieved important milestones. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions which are clear and measurable. The refreshed Action Plan is designed to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the City wide actions that are needed.
- 1.3 Both the refreshed Climate Change Action Plan and the Annual Report 2021-22 have been reviewed by the City Council's Zero Carbon Coordination Group to ensure their accuracy and transparency. The information will also be published in an accessible format on the Council's website.

## 2.0 Background

- 2.1 The Council declared a Climate Emergency in July 2019 and developed the 5-year Climate Change Action Plan (CCAP) 2020-25, setting out its plan to respond to the Climate Emergency, tackle climate change and take action for the City Council to become a zero carbon organisation by 2038.
- 2.2 The five-year CCAP 2020-25 went live following [approval by Executive in March 2020](#).
- 2.3 The Climate Change Action Plan 2020-25 sets a target for the Council to reduce its direct CO<sub>2</sub> emissions by 50% between 2020 and 2025 based on a 13% year on year reduction trajectory to then reach zero carbon by 2038. The Plan also recognises the Council's unique leadership role in supporting and influencing the city to reduce its emissions and in ensuring that the city's residents are protected from the impacts of climate change.
- 2.4 The actions are structured across five workstreams as follows:
1. Buildings and energy;
  2. Transport and travel;
  3. Reducing consumption based emissions and influencing suppliers;
  4. Climate adaptation, carbon storage and carbon sequestration;
  5. Influencing behaviour and being a catalyst for change
- 2.5 Regular updates on delivery of the CCAP are provided via the Quarterly Progress Reports to the Environment & Climate Change Scrutiny Committee. Previous quarterly progress reports are available on the Council's website and can be found [here](#).



### **3.0 Climate Change Action Plan – Key Messages**

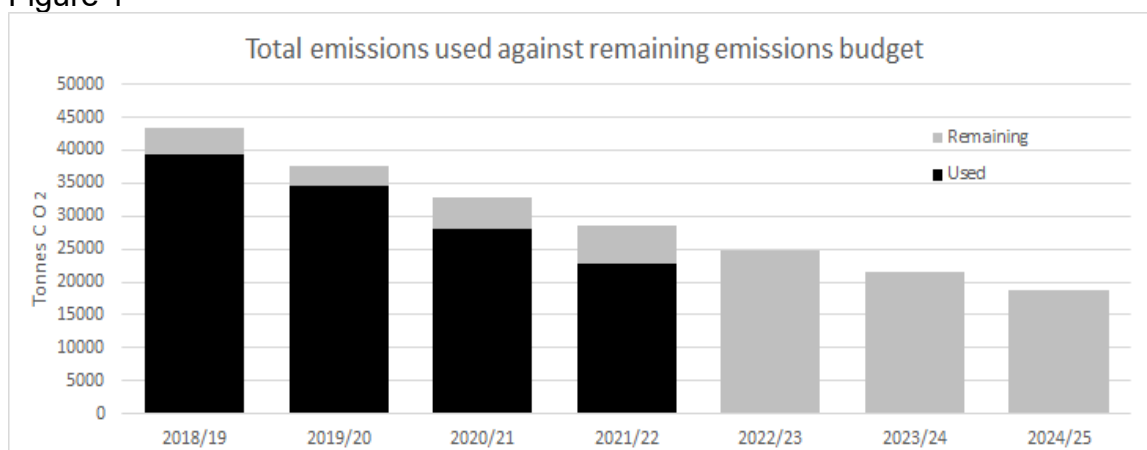
- 3.1 The Council has made good progress to date in working towards its target to reduce its direct CO<sub>2</sub> emissions by 50% by 2025 and is on track to meeting its targets. Since 2020, the Council has exceeded its annual reduction targets, achieving 29.4% reductions so far.
- 3.2 The refreshed Climate Change Action Plan sets out new actions, building on existing ambitions, for example, looking at ways to accelerate reaching net zero carbon even sooner than 2038; identifying opportunities to be bolder and avoiding any risk of complacency.
- 3.3 The Council is committed to the net zero carbon target, already having put in place investment of approximately £192m to deliver the 5-year Plan and a further £800,000 of revenue investment was secured as part of the 2022/23 budget setting for the Council. This will provide vital additional capacity to support delivery of the CCAP across the Council.
- 3.4 In addition to this investment and as part of the CCAP, the Council has established a zero carbon finance and investment subgroup, reporting into the Zero Carbon Coordination Group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP.
- 3.5 Furthermore, a key part of the Council's Leadership role across the City is to maximise opportunities to communicate and engage all stakeholders, such as residents, communities and businesses to come along on the zero carbon journey.
- 3.6 Although the Council is working hard to enable changes within its control, national Government Policy needs to change to support this transition to net zero carbon. As such, the Council is working with partners and other Cities to lobby Government for policy changes and financial support on this important agenda.
- 3.7 The Council is working hard to engage and influence wider changes and align with the Manchester Climate Change Framework. But a full team effort is required with everyone in Manchester playing their full part to limit the impacts of climate change to create a healthy, green and socially just city where everyone can thrive.

### **4.0 Annual Report 2021-22 Key Achievements and Progress to date**

- 4.1 This Annual Report brings together the CCAP updates provided over the last 12 months (2021-22) into a single annual report and highlights the progress which has been made during this time in terms of individual actions within the Climate Change Action Plan. It also includes updates on the Council's direct carbon emissions during this 12-month period (as estimated figures are reported during the year, due to lags in billing and data monitoring).

- 4.2 The updated analysis of the Council's carbon emissions shows that, overall, the Council has remained within budget this year, (against an annual target to reduce emissions by 13%), emitting 22,807 tonnes of CO<sub>2</sub> – 16% under budget. It has also reduced its direct emissions by 10.6% (-2,694 tonnes CO<sub>2</sub>) compared to 2020-21.
- 4.3 Figure 1 below shows the Council's emissions from the baseline year 2018-19 to end of 2021-22, showing the year-on-year budget reduction. These emissions are made up of Council buildings and energy, streetlights, waste collection fleet, operational fleet and MCC business travel. The Council has remained within the emissions budget each year.

Figure 1



- 4.4 The Climate Change Action Plan Annual Report for the year 2021-22 is attached as Appendix 2.
- 4.5 A selection of key achievements made during this second year (2021-22) as well as overall progress to date for each workstream is set out in paragraphs 4.6 to 4.13.
- 4.6 Manchester City Council's CCAP 2020-25 was rated one of the strongest in the country by Climate Emergency UK, being 1<sup>st</sup> place amongst single tier authorities and 3<sup>rd</sup> overall out of 409 UK Local authorities. Climate Emergency UK are an independent Non-Governmental Organisation (NGO) whose aim is to support Local Authorities and other bodies to deliver climate ambitions.
- 4.7 The Council has already put in place investment of approximately £192m to deliver the 5-year Plan. However, it has committed a further £800,000 of revenue investment as part of the 2022-23 budget setting, which will provide vital additional capacity to support delivery of the CCAP across the Council.

New posts include:

- Zero Carbon Project Manager within Strategic Housing to help develop and deliver the Zero Carbon Housing Strategy

- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and providing additional support to deliver sustainable events.

#### 4.8 Buildings and Energy (workstream 1)

- The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme, supplementing the £19m secured in 2021-22, contributing towards emissions reductions and reduced energy consumption.
- 69 new low carbon Council properties are being developed by the Council. These properties will include a range of innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls. The site is on Silk Street, Newton Heath.
- £600,000 funding has been secured as part of the Greater Manchester Warm Homes Fund to install central heating systems in fuel poor homes for up to 50 homes.

Other progress to date:

- 12 Council buildings have been retrofitted (improved from an energy efficiency perspective) using £19m of secured funding, reducing our energy demand.
- 55,000 LED streetlights have been installed, reducing our energy demand.
- Commissioned a feasibility study for large scale energy generation (£35k), recommending taking forward steps for the purchase of a solar farm or Power Purchase Agreement.

#### 4.9 Transport and Travel (workstream 2)

- A range of walking and cycling improvements have been delivered across the Northern Quarter as part of the Mayor's Challenge Fund.
- 26 eCargo bikes and 6 eCargo trailers are now being used across Council teams, city partners and a public hire scheme as part of a project launched by the City Council in January 2022 in collaboration with the Energy Savings Trust.

Other progress to date:

- 27 (50%) of our waste collection fleet plus 37 other MCC vehicles are now electric, helping reduce the use of fossil fuels and helping improve air quality.

#### 4.10 Reducing Consumption Based Emissions and Influencing Suppliers (workstream 3)

- The Council has launched a "Reusable Cups Guide". This adds to the range of sustainable events guides, which are being rolled out across Manchester events.

Other progress to date:

- 10% social value weighting for the environment has been introduced and now being implemented, and we are working with suppliers to reduce their CO<sub>2</sub> emissions.
- Appointed a member of staff to lead on the Council's commitments to reduce the use of avoidable Single Use Plastics and deliver sustainable events.

#### 4.11 Climate Adaptation, Carbon Storage and Sequestration (workstream 4)

- The West Gorton Community Park has won two awards: a 'Golden Pineapple' Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards. The Park was highly commended in the Environment Agency's Flood and Coastal Resilience Awards.

Other progress to date:

- Built a 'sponge' park in West Gorton, helping reduce surface water flooding and reduce excess water entering the water network whilst improving the quality of green space in the neighbourhood.
- Planted over 7,000 trees and hedge trees, helping to absorb carbon, improve health and wellbeing and support biodiversity.

#### 4.12 Influencing Behaviour and Being a Catalyst for Change (workstream 5)

- All Wards have developed Climate Change Action Plans which contain localised positive climate action.
- A "Zero Carbon Culture Guide" was launched to support Manchester's culture sector to become zero carbon. In collaboration with sustainability specialists, Julie's Bicycle, the Council has:
  - published a guide for any culture organisations that provides inspiration on potential actions and shared through local networks
  - produced additional guidance for Council-funded organisations on how to create a Carbon Reduction Plan (a requirement of Cultural Partnership funding 2023-26)
  - delivered enhanced carbon literacy training to staff from the Culture and Events teams to equip them with the knowledge to support other organisations.

Other progress to date:

- Achieved Silver Carbon Literacy Accreditation and working towards Gold, having trained over 1,400 members of staff and 54 elected members.
- 3 Neighbourhood Climate Change Officers now in post, helping communities produce climate change action plans for their Wards.
- 41 neighbourhood climate action projects delivered.

4.13 Image 1: A visual summary of key activity, achievements, and progress to date



## 5.0 Refreshed Climate Change Action Plan 2020-25

5.1 In September 2021, the City Council's Zero Carbon Coordination Group requested a refresh of the current CCAP at the mid-point of the 5-year plan - September 2022. This was to be a refresh of the current MCC Climate Change Action Plan, not a re-write. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions which are clear and measurable. The refreshed Action Plan is designed to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the city wide actions that are needed.

5.2 The refresh ensures our actions are SMART, align with key strategies and plans, and reinforces our commitments as an organisation to taking responsibility for our own emissions as well as supporting others across the city to play their full part in ensuring Manchester is resilient to the impacts of climate change.

5.3 It also shows our progress and achievements to date and specific individual actions split out into the two sections – **Council direct actions** and **City-wide leadership** actions for all five workstreams.

5.4 Our commitments for each workstream are set out across three pillars in the refreshed CCAP.

- Firstly, continue to reduce MCC's own direct CO<sub>2</sub> emissions, reduce MCC's consumption emissions, influence suppliers and take actions to adapt to climate change.
- Secondly, to strengthen MCC's city wide leadership role through leading by example, to support and influence others across the city to reduce their CO<sub>2</sub> emissions, reduce city wide consumption emissions and support city wide adaptation to climate change.

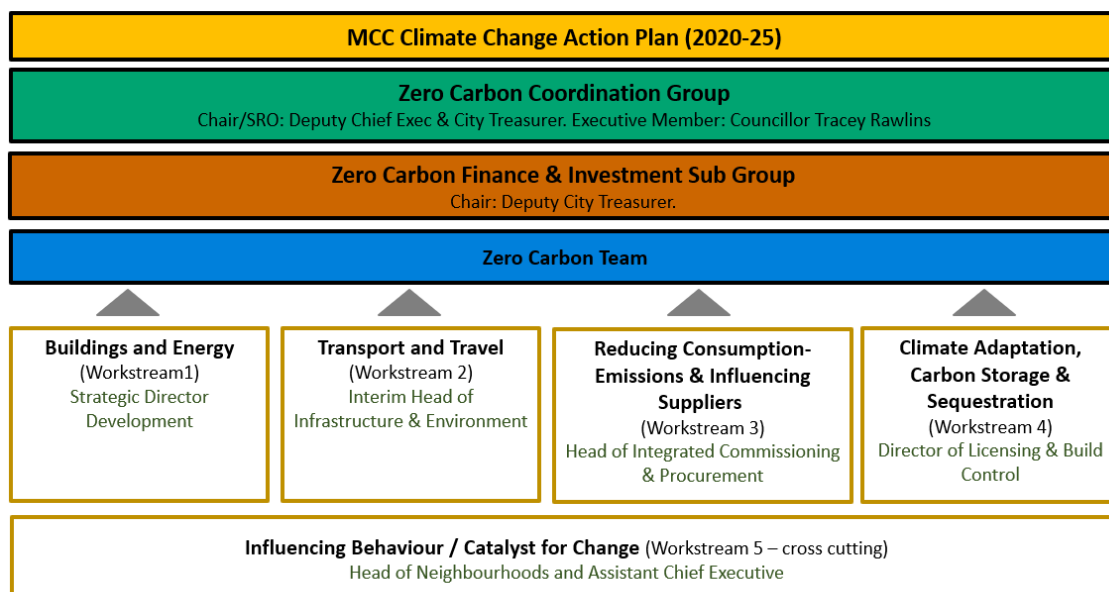
- Thirdly, to strengthen MCC's stakeholder engagement and policy work, influencing stakeholders, identifying funding and investment, and identifying ways to help transform current systems to enable others to make the right choices.

- 5.5 The refreshed MCC CCAP also links to other key and relevant city wide strategies and plans, such as the Local Plan, the Green & Blue Infrastructure Strategy, the GM Transport Strategy, Manchester's Work and Skills Strategy and the Manchester Housing Strategy, enabling the Council to be bolder, even more ambitions and deliver even more across the City.
- 5.6 Where possible, it also aligns to the refreshed Manchester Climate Change Framework 2020-25, which is being published at the same time in September 2022.
- 5.7 As some of these key strategies and plans, such as the Local Plan, are still developing and evolving, the Climate Change Action Plan will aim to remain aligned with these pieces of work to stay current and fresh. By aligning to these other areas, this can enable our decision making across all activity to be joined up and that we continue to make Manchester a resilient and liveable city, able to cope with the ongoing impacts of climate change.

## **6.0 Governance and Reporting**

- 6.1 A Zero Carbon Coordination Group (ZCCG) was established in September 2019 to oversee the Council's response to the Climate Emergency, the development of the Plan and the strategic oversight of its implementation. The Group is chaired by the Deputy Chief Executive and City Treasurer and is attended by the Executive Member for Environment & Transport, the strategic leads for each of the workstreams within the Climate Change Action Plan and members of the Council's Zero Carbon team.
- 6.2 The Group will continue to meet monthly to review progress and delivery of the refreshed Climate Change Action Plan, unblock issues and ensure that the different parts of the plan are joined up. The Group is also critical in identifying emerging opportunities to support the Council and the city to accelerate delivery.
- 6.3 In addition to the ZCCG, the Council has also established a zero carbon Finance and Investment sub group, which reports into the CCAP's Zero Carbon Coordination Group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP. Figure 2 (below) summarises the governance of the Council's zero carbon programme along, which includes this new sub group.

Figure 2: Zero Carbon Governance Diagram



6.4 In addition to monthly programme management, we monitor, track and report our progress to the Council’s Strategic Management Team, Environment & Climate Change Scrutiny Committee and Executive Committee, using the following methods:

- Quarterly reports
- Specific items on Scrutiny work programme
- Annual report
- Annual work programme
- Key Decisions

## 7.0 Recommendations

7.1 The Environment and Climate Change Scrutiny Committee is recommended to note, comment upon and support the content of the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

7.2 The Executive is recommended to note the content and approve the report and the appendices – the refreshed 2020-25 Climate Change Action Plan and Annual Report 2021-22.

## 8.0 Appendices

Appendix 1 – Refreshed Manchester City Council Climate Change Action Plan 2020-25

Appendix 2 - Manchester City Council 2020-25 Climate Change Action Plan Annual Report 2021-22

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### **Manchester City Council's Climate Change Action Plan 2020 – 2025 (Refreshed plan 2022 –2025)**

Manchester City Council published its Climate Change Action Plan (CCAP) in 2020, setting out its five year plan to respond to the Climate Emergency, tackle climate change and work towards becoming a zero carbon organisation by 2038 at the latest.

In the last two years, the Council has made good progress in delivery of its Climate Change Action Plan and achieved important milestones. The purpose of refreshing this CCAP at halfway through this 5-year period is to show progress made to date, set out new milestones and include new actions, to ensure the Council is remaining on track in reducing its own carbon emissions and importantly, leading by example, giving renewed focus on the City-wide actions, the Council's leadership role, and helping others to take action.

The refreshed MCC CCAP ensures individual actions are SMART, it aligns with key strategies and plans, and reinforces our commitments as an organisation to taking responsibility for our own emissions as well as supporting others across City to play their full part in ensuring Manchester is resilient to the impacts of climate change. The refreshed MCC CCCAP now shows the Council's progress and achievements to date and specific individual actions split out into two sections – **Council direct actions** and **City-wide leadership** actions for all five workstreams.

Our commitments for each workstream are set out across three pillars in the refreshed CCAP.

- Firstly, to continue to undertake activities to reduce MCC's own CO<sub>2</sub> emissions, reduce MCC's consumption emissions, influence suppliers and take actions to adapt to climate change
- Secondly, to strengthen MCC's unique City-wide leadership role through leading by example, using our own experiences, learnings, and knowledge to support and influence others across the city to reduce their CO<sub>2</sub> emissions, reduce city wide consumption emissions and support city wide adaptation to climate change.
- Thirdly, to strengthen MCC's stakeholder engagement and policy work, influencing stakeholders, identifying funding and investment, and identifying ways to help transform current systems to enable others to make the right choices.

The refreshed MCC CCAP also links to other key and relevant City-wide strategies and plans, such as the Local Plan, the Green & Blue Infrastructure Strategy, the GM Transport Strategy, Manchester Work and Skills Strategy and the Housing Strategy.

Where possible, actions also align to the refreshed Manchester Climate Change Framework 2020-25 (published in September 2022)

By aligning and linking to wider strategies and plans and keeping the MCC CCAP current and fresh, the Council can ensure its decision making across all activity will be joined up and that it continues to make Manchester a resilient and liveable city, able to cope with the ongoing impacts of climate change.

### Governance, Finance & Investment

The Zero Carbon Coordination Group (ZCCG) oversees the Council’s response to the Climate Emergency, the development of the Plan and the strategic oversight of its implementation. The Group is chaired by the Deputy Chief Executive and City Treasurer and is attended by the Executive Member for Environment & Transport, the strategic leads for each of the workstreams within the Climate Change Action Plan and members of the Council’s Zero Carbon team.

In addition to the ZCCG, the Council has also established a zero carbon finance and investment sub group, which reports into the CCAP’s Zero Carbon Coordination Group. Figure 1 (below) summarises the governance of the Council’s zero carbon programme including this sub group. The aim of this subgroup is to identify funding and finance models and opportunities to secure further resources required to deliver the CCAP. This group is chaired by the Deputy City Treasurer with Council representatives from Finance, Commercial, Integrated Commissioning and Procurement, Strategic Housing, Corporate Estates, Growth and Development, City Policy as well as Manchester Climate Change Agency. The group meets quarterly, and progress will be reported under Action 5.3 in Workstream 5.

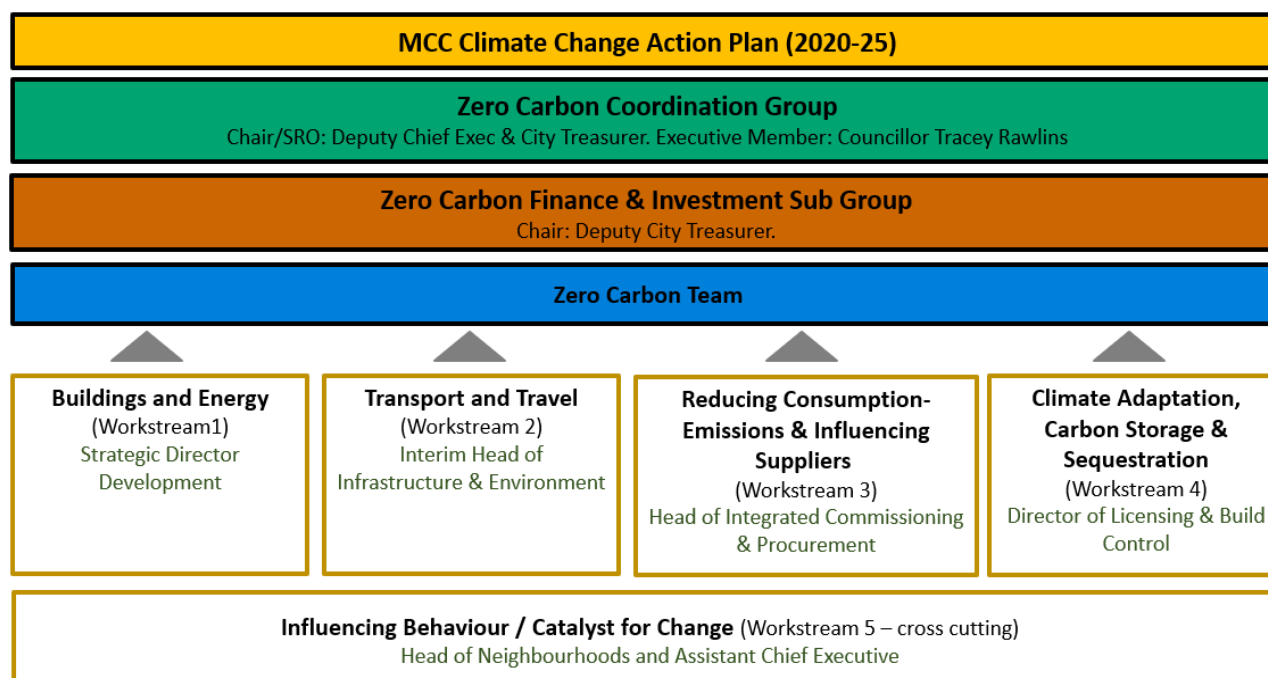


Figure 1 Zero Carbon 2038 Governance

## Workstream 1 - Buildings & Energy

### Introduction:

The energy used within buildings made up 69% of the Council's direct CO<sub>2</sub> emissions in 2018/19 and approximately 72% of the citywide CO<sub>2</sub> emissions. The use of fossil fuels (particularly coal) within the National Grid has fallen significantly in recent years as the grid has become decarbonised. Renewable energy such as wind, solar and hydro only represented 2.3% of the UK power supply in 1990 but now contributes 45.5% (BEIS, 2022). Further decarbonisation of the National Grid will deliver significant reductions to the Council's and the city's CO<sub>2</sub> emissions, but local action is needed to reduce the use of energy via the retrofitting and refurbishment of buildings and generating energy through a variety of renewable sources.

Co-benefits of action include increased energy security, building resilience to fossil fuel price fluctuations; better performance of retrofitted buildings in cold spells or heatwaves; cost savings on energy bills thus reducing fuel poverty; opportunities for growing the local low carbon economy via design, manufacturing, and installation of low carbon technologies as well as health and wellbeing benefits from a better insulated home.

### Progress 2020-22:

- Produced a Buildings and Energy Strategy for MCC Estate
- 18 MCC buildings retrofitted as part of the Estate Decarbonisation programme (Funding: £6.3m MCC and £19.1m Public Sector Decarbonisation Scheme) forecasting a total carbon saving of 3,100 tonnes CO<sub>2</sub> p.a. Funding now secured for 8 additional buildings
- Produced a Manchester Build Standard and now embedding into Council decision making
- Commissioned a feasibility study for large scale renewable energy generation (£35k), recommending taking forward steps for the purchase of a solar farm or Power Purchase Agreement
- Completed the installation of 55,000 LED Street lights (£32.8m), showing 2021-22 emissions being 13,563 tonnes CO<sub>2</sub> (86%) lower than in 2009-10
- Completed Civic Quarter Heat Network infrastructure with 6 buildings now connected (£26m)
- Undertaken a stock condition survey of private rented properties across the city
- Manchester City Council now has a Local Area Energy Plan for Manchester, which was developed as part of the Greater Manchester Local Energy Market project
- Supported One Manchester with a Social Housing Decarbonisation Scheme bid to retrofit social housing in Beswick (£7.8m)

### Commitments (2022-25)

#### Reducing MCC Direct CO<sub>2</sub> Emissions:

Reduce the CO<sub>2</sub> emissions from the Council's operational estate and streetlighting by at least 50% by 2025 and put in place plans for a further 50% reduction between 2025 and 2030.

#### Reducing City-wide CO<sub>2</sub> Emissions:

Support building retrofit and energy generation across the city's buildings and ensure all future development across the city is as close to zero carbon as possible.

<b>Engagement &amp; Policy Change:</b> Developing a pipeline of place-based zero carbon projects (including housing retrofit, local energy generation and infrastructure) and work with UK Core Cities and UK Government to develop new investment models and finance streams to deliver these projects, engaging key housing and building stakeholders.						
Ref	Action	By (date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO <sub>2</sub> )	Potential City-wide emissions reduction
<b>Council</b>						
1.1	Deliver... Develop and deliver an estates carbon reduction programme for the Council by:		Corporate Estates	£247k (MCC revenue 22/23)	4800	
	• Delivering the decarbonisation programme (PSDS 3)	Mar-23		£5.9m (£1m MCC match funding)		
	• Delivering the GM ERDF project Unlocking Clean Energy Project (Phase 1a of MCC plan)	Jun-23		£2.9m		
	• Developing a forward plan for continued estates carbon reduction to 2038	Mar-25				
To achieve... a contribution towards the overall 50% reduction target for estates CO <sub>2</sub> emissions by 2025						
1.2	Deliver... Develop and implement a Manchester Build Standard for new buildings, extensions and refurbishments and embed within decision making processes by:		Capital Programmes			
	• Embedding the Manchester Build Standard for all City Council new builds or built on Council land	Mar-23				
	• Maintaining and updating the Manchester Build Standard to reflect industry practice and ensure climate resilience	Ongoing				
To achieve... reducing CO <sub>2</sub> emissions from construction and creating more energy efficient buildings						

1.3	Deliver... Research and identify options for large scale renewable energy generation and:		Neighbourhoods	£40m (Project cost)	7000	
	<ul style="list-style-type: none"> <li>Implement the findings of the feasibility study to deliver either a solar asset and/or suitable Power Purchase Agreements (PPAs).</li> </ul>	Dec-24				
	To achieve... having a traceable, renewable energy source to deliver CO <sub>2</sub> savings and maximise long-term benefits for the Council					
1.4	Deliver... Monitoring CO <sub>2</sub> savings from the replaced LED street lighting. Investigate ways to further reduce consumption and improve efficiency	Ongoing	Neighbourhoods		220	
	To achieve.... a reduction in CO <sub>2</sub> emissions and energy costs					
1.5	Deliver... Establish and expand the Civic Quarter Heat Network (CQHN) within the city centre by:		Neighbourhoods		1600	✓
	<ul style="list-style-type: none"> <li>Connecting the Town Hall to CQHN</li> </ul>	Mar-24				
	<ul style="list-style-type: none"> <li>Identifying new building connections and assessing opportunities for decarbonisation of the network</li> </ul>	Ongoing				
	To achieve... a reduction in CO <sub>2</sub> emissions and energy costs					
1.6	Deliver... Develop an approach to retrofit and decarbonise MCC owned domestic properties (including Northwards), by:		Housing and Residential Growth	£29m (MCC HRA 20-25) £188k (MCC revenue 22/23) £600k (GM Warm Homes Fund)		✓
	<ul style="list-style-type: none"> <li>Continuing to deliver the Northwards Climate Change Action Plan</li> </ul>	Ongoing	Housing Operations			
	<ul style="list-style-type: none"> <li>Taking learnings from stock condition surveys for MCC housing stock, PFI and contractor managed stock</li> </ul>	Ongoing				

	<ul style="list-style-type: none"> <li>Developing and delivering an investment programme to retrofit all MCC housing stock</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Establishing a framework for monitoring housing emissions across all MCC housing stock</li> </ul>	Mar-25				
To achieve... the targets outline in the Housing Strategy, in order to reduce emissions and energy bills for tenants						
<b>City</b>						
1.7	Deliver... Provide leadership in line with the Housing Strategy, to retrofit and decarbonise domestic properties including social housing, owner occupier and private rented sector by:		Housing and Residential Growth			✓
	<ul style="list-style-type: none"> <li>Utilising learnings from local housing stock condition survey (GM wide)</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Working with MCR Housing Providers Partnership and GM Decarb Taskforce to ensure all social housing properties are on a path to zero carbon</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Developing a housing retrofit strategy for the domestic sector across all of Manchester (including private rented, owner occupier and social housing)</li> </ul>	Nov-22				
To achieve... a reduction in CO <sub>2</sub> emissions and energy bills for residents						
1.8	Deliver... Support the Growth Company with its offer of helping Manchester businesses with their own carbon reduction and retrofit activities	Ongoing	Work & Skills			✓
To achieve... a reduction in emissions and energy bills for business and organisations						

1.9	Deliver... Review and respond to the Local Area Energy Plan for Manchester produced by GMCA, ensuring it aligns with the City's Climate Change Framework refresh, working with GMCA, MCCP, Cadent and ENW to evolve the Local Energy Market.	Dec-22	Planning & Infrastructure	£100k (GM Local Energy Market Project) £103k (MCC revenue 22/23)		
	To achieve... identifying suitable areas for renewable energy deployment, battery storage, low carbon heating and EV deployment, to reduce overall CO <sub>2</sub> emissions across the city					
1.10	Deliver... Zero carbon commitments being considered when any Council owned buildings or land is disposed of or leased to a third party	Ongoing	Growth and Development			
	To achieve... better support for third parties to improve energy efficiency and condition of buildings or end use of the land					
1.11	Deliver... Ensure the Local Plan reflects our zero carbon commitments to meet the population's needs for the next 15 years and:		Growth and Development			
	<ul style="list-style-type: none"> <li>Look to align the Local Plan with the Council's Climate Change Action Plan, Manchester Climate Change Framework and latest IPCC findings.</li> </ul>	Apr-24				
	To achieve... policy levers ensure that developments reflect the city's zero carbon and green infrastructure commitments, promote a reduction in CO <sub>2</sub> emissions and climate adaptation measures					
1.12	Deliver... Partnership working with local and national experts including the Green Building Council and property developers	Ongoing	Capital Programmes			
	To achieve... learning from best practice in building design to have the best possible standards in carbon performance					

<b>Workstream 2 - Transport &amp; Travel</b>						
<b>Introduction:</b>						
<p>Transport is a major contributor to the city’s CO<sub>2</sub> emissions with just under 30% of total emissions, as well as impacting the cleanliness of the city’s air. It is also the sector which has seen the least progress in achieving reductions in CO<sub>2</sub> emissions over recent years. The Council’s direct emissions include the waste and recycling fleet (8.3%), Manchester City Council fleet (2.3%) and staff travel (1.8%). There is an urgent need to shift to sustainable and active travel for Council staff and the city’s residents, workers, and visitors to reduce CO<sub>2</sub> emissions.</p> <p>Co-benefits of action include improved air quality; enhancing the city’s overall liveability through a well-connected, low-cost public transport system; health benefits from active travel and growing opportunities for low carbon jobs.</p>						
<b>Progress 2020-22:</b>						
<ul style="list-style-type: none"> <li>• 50% of waste collection fleet (27 vehicles) have now been replaced with electric vehicles forecasting an annual carbon saving of 900 tonnes CO<sub>2</sub> (£9.8m)</li> <li>• 37 fully electric and 2 hybrid vehicles leased as part of the MCC fleet</li> <li>• 26 electric cargo bikes and six electric cargo trailers purchased by MCC (£174k Energy Savings Trust grant, £106k MCC, £19k partner investment)</li> <li>• 166 cycle to work scheme applications by MCC staff submitted during 20/21</li> <li>• Publication of a new MCC Staff Travel Policy</li> <li>• Manchester Airport Group joined the Manchester Climate Change Partnership and founder member of UK Jet Zero Council</li> </ul>						
<b>Commitments (2022-25)</b>						
<b>Reducing MCC Direct CO<sub>2</sub> Emissions</b>						
Reduce the emissions from the Council’s fleet including waste and recycling vehicles by 35-45% between 2020 and 2025 by rolling out electric vehicles and charging infrastructure.						
<b>Reducing City-wide CO<sub>2</sub> Emissions</b>						
Support a shift to sustainable and active travel through the Council’s role in transport planning and work with Transport for Greater Manchester (TfGM), Greater Manchester Combined Authority (GMCA), and national government to deliver strategic transport infrastructure projects.						
<b>Engagement &amp; Policy Change</b>						
Working in partnership with TfGM and Greater Manchester stakeholders to continue securing funding to tackle air pollution, by increasing active travel opportunities and access to low-cost public transport, to improve the overall liveability of the city.						
Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO <sub>2</sub> )	Potential City-wide emissions reduction



Council						
2.1	Deliver... Decarbonising MCC waste and recycling fleet with electric vehicles and the appropriate charging infrastructure by:		Neighbourhoods		900	
	<ul style="list-style-type: none"> <li>Developing a business case for the replacement of the remaining waste and recycling fleet (50% of total) and the provision of appropriate infrastructure</li> </ul>	Jul-24				
	To achieve... significant reduction in emissions from the diesel waste and recycling refuse vehicles and improved air quality					
2.2	Deliver... Implementing the rolling replacement of the Council's operational fleet with non-internal combustion engine vehicles by:		Neighbourhoods	c.£155k p.a. (MCC)	400	
	<ul style="list-style-type: none"> <li>Deploying and monitoring of cycles (eCargo and other) into MCC operational fleet</li> </ul>	Mar-23	Zero Carbon Team			
	<ul style="list-style-type: none"> <li>Developing a plan for the remainder of the operational MCC fleet vehicles</li> </ul>	Mar-25				
To achieve... significant reduction in emissions from the diesel and petrol internal combustion engine fleet vehicles and improved air quality						
2.3	Deliver... A new business travel policy within the Council to reduce emissions by:		HROD	£71k (MCC revenue 22/23)	100	
	<ul style="list-style-type: none"> <li>Implementing and embedding the staff travel policy across the Council</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Producing sustainable travel guidance for Members, directing members to choose sustainable travel options</li> </ul>	Dec-22				
To achieve... influencing travel choices, promoting sustainable and active travel and reducing CO <sub>2</sub> emissions						
2.4	Deliver... Identify and implement environmental actions within Highways by:		Highways	£63k (MCC revenue 22/23)		✓

	<ul style="list-style-type: none"> <li>Identifying and applying a suitable tool to monitor CO<sub>2</sub> savings from highway design and delivery works, to track embodied carbon from highways design and delivery</li> </ul>	Mar-23				
	<ul style="list-style-type: none"> <li>Producing guidance for the use of resilient and sustainable materials within Highways</li> </ul>	Mar-23				
To achieve... CO <sub>2</sub> emissions reductions and improving resilience across the city						
<b>City</b>						
2.5	Deliver... Implement the Greater Manchester Transport Strategy 2040, working with GMCA, TfGM & Government	Ongoing	Planning & Infrastructure			✓
To achieve... an integrated and low carbon transport network						
2.6	Deliver... Develop and deliver a revised City Centre Transport Strategy with Transport for Greater Manchester and Salford City Council	Ongoing	Planning & Infrastructure			✓
To achieve... improvements to sustainable and active travel and prioritisation of pedestrians and cyclists						
2.7	Deliver... Develop and deliver the Electric Vehicle Charging Infrastructure Strategy and assess investment requirements, link with the Local Area Energy Plan and Local Plan	Mar-23	Planning & Infrastructure			✓
To achieve... an increase in the supply of electric vehicle charging infrastructure to encourage the uptake of low emission vehicles						
2.8	Deliver... Identify and secure infrastructure funding to prioritise improvements for active travel	Ongoing	Planning & Infrastructure	£40.9m (GM Mayors Challenge Fund) £16.2m (UK Govt)		✓
To achieve... encouraging a modal shift to sustainable forms of transport across the city and supporting the decarbonisation of transport						

2.9	Deliver... Develop and promote incentives for Council staff to commute more sustainably and understand the baseline of how Council staff commute to the workplace to be able to improve on this	Ongoing	HROD	£6k (MCC revenue 22/23)		
	To achieve... increasing the number of Council officers travelling to work by sustainable modes of transport or active travel					
2.10	Deliver... Support Manchester Airport Group to work with the MCCP, UK Government, other cities with airports, UK100 and other stakeholders to reduce aviation emissions (including flights by Manchester citizens, businesses and other organisations, and all flights from airports in which the city has a stake).	Ongoing	City Policy			✓
	To achieve... increasing engagement with stakeholders to ensure that emissions from flights are kept within a carbon budget for UK aviation that is fully aligned with the Tyndall Budget and the Paris Agreement (the "UK Aviation Budget")					
2.11	Deliver... Develop and implement plans and policies to improve Manchester's air quality by:		Neighbourhoods			✓
	• Delivering the Council's Air Quality Action Plan	Ongoing				
	• Carrying out a policy review to update the GM Clean Air Plan to obtain Government sign-off to implement by 2026	Jul-22				
	To achieve... improving air quality across Manchester					

<b>Workstream 3 - Reducing consumption-based emissions and influencing suppliers</b>						
<b>Introduction:</b> The Council and the city need to reduce consumption-based emissions of goods and services, which have the highest carbon footprint. This requires behaviour change and a shift in what the Council procures and contracts, where it comes from, how it is packaged and its disposal.						
Co-benefits of action include a locally resilient economy and supply chain, cleaner neighbourhoods as a result of reduced waste and increased recycling, and more sustainable food systems.						
<b>Progress 2020-22:</b>						
<ul style="list-style-type: none"> <li>Acted on the findings of the Tyndall Centre for Climate Change research into the City's consumption emissions, strengthening the environmental weighting for tenders of goods and services</li> <li>Introduced a 10% social value weighting for the environment to increase the total social value weighting to 30%</li> <li>Updated the Council's supplier and commissioner toolkit to support existing and prospective suppliers to reduce their CO<sub>2</sub> emissions and respond to the social value environmental weighting</li> <li>Created and appointed a member of staff to lead on MCC's commitment to reduce the use of avoidable single use plastics and deliver sustainable events</li> <li>Added capacity to the Integrated Commissioning &amp; Procurement team to support monitoring delivery of CO<sub>2</sub> emissions in contracts and to challenge specifications to ensure that low carbon options are fully considered.</li> </ul>						
<b>Commitments (2022-25)</b>						
<b>Reducing MCC's Direct Consumption and Influencing Suppliers</b>						
Reduce the use of avoidable single use plastics and other goods that we procure, which are unsustainable on Council land and at our premises.						
<b>Reducing City-wide Consumption and Influencing Suppliers</b>						
Influence the city through procurement and commissioning and other levers including licensing. As part of the Climate Change Action Plan, the council is working to reduce the emissions associated with the goods, services, and works contracts that the council procures. There are different elements to this work but one of the main innovations has been the rolling out of a 10% weighting in the evaluation of tenders to give additional focus on climate change and the environment in the supply chain.						
<b>Engagement &amp; Policy Change</b>						
To support businesses, particularly smaller organisations as a key priority for MCC, both signposting to external support that is already available to businesses, such as the Growth Company and building a range of in-house tools and guidance. To support external stakeholders to adopt more sustainable practices, including food and reducing the use of Single Use Plastics on Council land.						
Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO <sub>2</sub> )	Potential City-wide emissions reduction

Council						
3.1	Deliver... Amendments to the Council's procurement process to:		Integrated Commissioning and Procurement	£120k (MCC revenue 22/23)		
	<ul style="list-style-type: none"> <li>Develop a monitoring framework to measure and track the emissions from goods and services procured to establish a baseline and enable a CO<sub>2</sub> savings target to be set for future years.</li> </ul>	Ongoing				
	To achieve... influencing the behaviours and activities of new and existing suppliers to reduce their CO <sub>2</sub> emissions via the Council's procurement and commissioning activity					
3.2	Deliver... Ensure the Council reduces avoidable Single Use Plastic by 2024 by:		City Policy	£58k (MCC revenue 22/23)		✓
	<ul style="list-style-type: none"> <li>Reducing single use plastics from across the Council's operational estates (i.e. cafes)</li> </ul>	Dec-23	Corporate Estates & FM			
	<ul style="list-style-type: none"> <li>Reducing single use plastics from across the Council's markets, including pop-ups</li> </ul>	Dec-22	Markets			
	<ul style="list-style-type: none"> <li>Reducing single use plastics from across Council events and events held on Council owned land.</li> </ul>	Dec-24	Events and Parks			
	<ul style="list-style-type: none"> <li>Reducing single use plastics and other packaging from the goods purchased by the Council</li> </ul>	Dec-24				
To achieve... reducing avoidable Single Use Plastics across the Council by 2024 in line with the Plastic Free Greater Manchester pledge, which will reduce waste and related CO <sub>2</sub> emissions						
3.3	Deliver... Sustainable Council events and support the delivery of sustainable events on Council owned land and:		Events			✓
	<ul style="list-style-type: none"> <li>Adopt the Sustainable Events Guides for all MCC events</li> </ul>	Sep-23				

	<ul style="list-style-type: none"> <li>Ensure all MCC funded events meet the principals of a sustainable event, aligned to the Sustainable Events Guides or other</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Ensure all events taking place on MCC owned land meet principals of a sustainable event, aligned to the Sustainable Events Guides or other</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Research and assess viable opportunities to reduce CO<sub>2</sub> emissions from events held on MCC land</li> </ul>	Ongoing	City Policy			
To achieve... a reduction in consumption-based emissions across the city and promote more sustainable events						
3.4	Deliver... Research and assess viable opportunities within Waste Services to reduce CO <sub>2</sub> emissions by:		Neighbourhoods (Waste Services)			
	<ul style="list-style-type: none"> <li>Reviewing waste and recycling collections across MCC operational estates, Markets and Events</li> </ul>	Mar-24				
	<ul style="list-style-type: none"> <li>Reviewing waste and recycling collections across the city (residents, schools and businesses) to maximise waste and segregation to assess potential to reduce waste and associated emissions</li> </ul>	Mar-25				
To achieve... a reduction in waste and the associated CO <sub>2</sub> emissions from across Waste Services						
<b>City</b>						
3.5	Deliver... A shared approach to procurement and commissioning across the city and city region Greater Manchester by:		Integrated Commissioning and Procurement			
	<ul style="list-style-type: none"> <li>Using the MCC supplier toolkit and sharing this and our learnings with city partners and GMCA to influence a city region approach.</li> </ul>	Ongoing				

	To achieve... providing guidance and support for suppliers, to increase emissions reductions across the City and wider					
3.6	Deliver... Ensure all MCC Markets and Parks meet the Council's Single Use Plastic Free Pledge and UK Government legislation by:	Dec-24	Neighbourhoods (Markets & Parks)			
	<ul style="list-style-type: none"> <li>Embedding and enforce requirements to be single use plastic free within Market trader licences</li> </ul>	Ongoing	Markets			
	<ul style="list-style-type: none"> <li>Embedding and enforce requirements to be single use plastic free within Park trader licences</li> </ul>	Ongoing	Parks			
	To achieve... reducing avoidable Single Use Plastics across the Council by 2024 in line with the Plastic Free Greater Manchester pledge, which will reduce waste and related CO <sub>2</sub> emissions					
3.7	Deliver... Work with the Secretariat of the Manchester Food Board to deliver the climate change priorities of the Manchester Food Board by:		Integrated Commissioning and Procurement			
	<ul style="list-style-type: none"> <li>Developing and adopting a Sustainable Food Policy that considers eating more vegetables, better quality meat and UK produce, reducing food waste and using food tech redistribution services to reduce CO<sub>2</sub> emissions from MCC Procurement of food supplies and catering</li> </ul>	March 2024				
	<ul style="list-style-type: none"> <li>Consider the Sustainable Food Policy within other relevant Council policies</li> </ul>	Ongoing	City Policy			
	<ul style="list-style-type: none"> <li>Producing a schools Food Standards Policy to encourage the purchase more vegetables, better quality meat and UK produce, reducing food waste and CO<sub>2</sub> emissions from schools' food supplies</li> </ul>	March 2024				
To achieve... improving food quality and sustainable food systems to increase vegetable and better-quality meat consumption and UK produced food, influencing supply chains to reduce waste and CO <sub>2</sub> emissions and have a more economically, socially, and environmentally sustainable food system for Manchester						

<b>Workstream 4 - Climate adaptation, carbon storage &amp; carbon sequestration</b>						
<b>Introduction:</b>						
Adaptation to climate change requires changes to the way in which the city's infrastructure is developed and how we manage issues such as flooding and extreme heat. Key to this is the installation of Green Infrastructure, including trees, across the city. Improving the quality and quantity of trees and hedgerows will increase the volume of carbon that can be stored and ultimately sequestered whilst also helping to reduce flooding and heat stress.						
Co-benefits of action include biodiversity uplift, increased citizen health and wellbeing from time spent in nature and economic gains for example uplifted house prices or revenue generated from events in green spaces.						
<b>Progress 2020-22:</b>						
<ul style="list-style-type: none"> <li>• Built a 'sponge' park in West Gorton as part of the Horizon 2020 GrowGreen Project (opened June 2020) (£1.6m Horizon 2020)</li> <li>• MCC commissioned a River Valley Strategy 'Our Rivers Our City' (completed)</li> <li>• Completion of the GMCA-led IGNITION project (£58k)</li> <li>• MCC appointed a fixed-term Tree Officer post to implement the Tree Action Plan (time limited post) alongside a £1m MCC tree planting budget</li> <li>• Planted 7,021 trees (4,401 trees, 2,620 hedge trees) and 5 community orchards across the city (£148k DEFRA)</li> <li>• MCC commissioned Tree Opportunity Map for Manchester (£50k)</li> </ul>						
<b>Commitments (2022-25):</b>						
<b>Reducing MCC Direct CO<sub>2</sub> Emissions and adapting to climate change</b>						
Review Council operations around green infrastructure to reduce emissions associated with its green spaces, parks and gardens. Deliver Manchester's Green Infrastructure Strategy to increase the quality and function of our green spaces. Take the learnings from nature-based projects and apply these to other Council led projects, such as West Gorton Sponge Park.						
<b>Reducing City-wide CO<sub>2</sub> Emissions and adapting to climate change</b>						
Ensure that the city's infrastructure is resilient to climate change and that nature-based solutions are used to combat issues such as flooding. Develop an intelligence led approach to tree and hedge planting, and the implementation of Nature Based Solutions to support the delivery of the Green and Blue Infrastructure Strategy.						
<b>Engagement &amp; Policy Change</b>						
Engage with green infrastructure stakeholders within the Council and citywide to share best practice, foster collaboration and where possible encourage increased engagement by local communities with their green spaces. As part of the Local Plan preparation process, policy options around green infrastructure and adaptation to climate change will be given full consideration.						
Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO <sub>2</sub> )	Potential City-wide emissions reduction
<b>Council</b>						



4.1	Deliver... Increasing the quantity of trees and hedgerows on Council owned land by:		Growth & Development			
	<ul style="list-style-type: none"> <li>Continuing delivery of the Manchester Tree Action Plan (including investigating opportunities for planting in parks, Council owned open spaces, highways, and the grounds of buildings)</li> </ul>	Ongoing				
	<ul style="list-style-type: none"> <li>Considering the need to secure additional funding for the Tree Officer post (beyond 2023).</li> </ul>	Dec-23				
	<ul style="list-style-type: none"> <li>Refreshing the Tree Action Plan based on the findings of Managing Manchester's Trees</li> </ul>	Aug-23				
To achieve... a target of net 1,000 new trees, 1,000 new hedge trees and 4 community orchards a year by MCC and citywide partners on known schemes on public or partner land						
4.2	Deliver... Increasing the amount of Nature Based Solutions (NBS) across the city by:		Growth & Development			
	<ul style="list-style-type: none"> <li>Using the learnings from NBS projects (Grow Green, Ignition and River Valley Strategy) to inform future green and blue infrastructure projects and policies</li> </ul>	Ongoing	City Policy			
	<ul style="list-style-type: none"> <li>Identifying a consistent approach to implementing green Sustainable Urban Drainage Solutions (SUDs) in Highway schemes, using a SUDs developer guide</li> </ul>	Mar-23	Highways			
	<ul style="list-style-type: none"> <li>Promoting and influencing citywide SUDs implementation opportunities</li> </ul>	Ongoing				
To achieve... better understanding of the benefits of NBS, increased skills, and knowledge for increasing NBS across the City and embedding resilience measures into the new Local Plan						
4.3	Deliver... Producing and delivering a Parks specific Climate Change Action Plan	Mar-25	Parks			
	To achieve... increasing understanding of CO <sub>2</sub> emissions relating to Parks and identification of potential carbon reduction options					

4.4	Deliver... The Green & Blue Infrastructure Strategy and Implementation Plan	Ongoing	Green Infrastructure Board			
To achieve...increasing quality and function of green infrastructure; increasing accessibility to and connectivity of green space; increasing knowledge, engagement, and awareness of the benefits of green spaces and the embedding of green infrastructure into new developments						
4.5	Deliver... Improvements for biodiversity across the city by:		Growth & Development			
<ul style="list-style-type: none"> <li>Producing, endorsing, and delivering a Biodiversity Strategy and Action Plan, linked to the Local Plan and Biodiversity Net Gain offer for the city</li> </ul>		Mar-25				
<ul style="list-style-type: none"> <li>Exploring the possibility of differential mowing schedule across MCC estate</li> </ul>		Dec-22	Parks / Grounds Maintenance			
To achieve... robust processes and planning policies to increase biodiversity across the city, reducing CO <sub>2</sub> emissions and creating better quality habitats for biodiversity						
<b>City</b>						
4.6	Deliver... Increasing the quantity of trees and hedgerows across the city by:	Ongoing	Growth & Development			
<ul style="list-style-type: none"> <li>Using the Tree Opportunity Mapping assessment to identify tree planting opportunities within existing woodland (and particularly those affected by Ash Dieback), parks, streets, and gardens</li> </ul>						
<ul style="list-style-type: none"> <li>Securing funding for more tree planting across the city as part of the Northern Forest, planting beacon trees, mature trees, street trees and hedgerows</li> </ul>						
To achieve... increasing potential for carbon storage and sequestration across the city, helping to improve liveability and contributing to improving air quality						

## Workstream 5 - Influencing behaviour change and being a catalyst for change

### Introduction:

Although the Council's direct CO<sub>2</sub> emissions make up approximately 2% of the city's total emissions, the Council has a unique role within the city to lead by example and influence the behaviour of a range of different cohorts. Influencing positive behaviour change in Manchester's residents, workers and visitors and also influencing behaviours, policies and investments at a city region and national level will support the climate change agenda.

Co-benefits of action include sustainable economic growth supported by a strong green skills sector, and empowered residents and communities helping create resilient neighbourhoods.

### Progress 2020-22:

- Silver Carbon Literate Accreditation (15% of workforce – 1050 members of staff) - March 2021 (£86k MCC revenue 20-22)
- Embedded zero carbon as a priority into Council Service Plans
- Three Neighbourhood Climate Change Officer appointed (£130k)
- Climate Change Action Plans developed across all 32 Wards
- 49 neighbourhood climate action projects delivered during 20-21, utilising £91.2k of Neighbourhood Investment Funds
- First city climate change communications campaign delivered during summer 2020 (£32k)
- Delivered presentation to the Oxford Road Corridor Partnership in January 2020 sharing the learnings from Triangulum project
- Public and private lobbying of the GM Pension Fund to divest from investment in fossil fuels
- Schools Bee Green Conference held at Connell Co-op College on 30 June 2022 (£13.7k MCC revenue 22/23)
- Developed a proposition to UK Government in relation to COP26 being held in Glasgow, leading to engagement in UK Cities Climate Investment Commission (UK3CI) and developing a pipeline of investible projects
- Manchester Work & Skills Strategy 2022-27 featuring Green Skills, adopted by Executive Committee on the 29 June 2022

### Commitments (2022-25):

#### Reducing MCC Direct CO<sub>2</sub> Emissions:

To use every opportunity to engage, empower and equip Council staff and elected members with the knowledge and skills to make a positive difference in reducing CO<sub>2</sub> emissions through the decisions they make. Influence behaviour change across the city's residents, businesses, public sector organisations, voluntary and community sector and visitors.

#### Reducing City-wide CO<sub>2</sub> Emissions:

Ensure that everyone across the city understands the scale of the challenge, they are positively engaged, empowered and supported in taking action to reduce emissions and increase resilience across the city. Support for and working with MCCA / UK3CI to develop a pipeline of project and secure funding and private finance to accelerate carbon reductions.

#### Engagement & Policy Change:

Influencing, lobbying, and working in partnership with Greater Manchester stakeholders and UK Government to take more action to tackle the climate emergency with specific focus on the funding and investment needed to allow the City to make the changes needed to deliver the City's climate change objectives.

Ref	Action	By (Date)	Owner	Project Cost or funding in place	MCC DIRECT Annual Carbon Savings (tCO <sub>2</sub> )	Potential City-wide emissions reduction
<b>Council</b>						
5.1	Deliver... Carbon Literacy training to staff and members, undertaking:		HROD	£134k (MCC revenue 22/23)		✓
	• Carbon Literacy training to 50% of all workforce	Mar-25				
	• Carbon Literacy training to all elected members	Sep-22				
	• Bespoke training to support Council services	Mar-25				
	• A monitoring and evaluation framework to capture the training benefits	Mar-23				
To achieve... a Gold Carbon Literate organisation, with a skilled workforce who can embed climate action within the organisation and across the city						
5.2	Deliver... Embedding Zero Carbon within Council decision making by:		PPR			✓
	• Designing and embedding carbon accounting tools to aide financial decision making	Mar-23	Finance			
	• Embedding zero carbon into Council Policies and Strategies.	Mar-25	City Policy			
	• Ensuring all MCC grant programmes positively address climate change	Mar-23	City Policy, Neighbourhoods			
To achieve... having Council policies, systems and processes which reduce CO <sub>2</sub> emissions						
5.3	Deliver... Establishing a Finance & Investment subgroup to develop a pipeline of projects and funding opportunities	Jul-22	Finance			
	• Developing a work programme for the subgroup	Oct-22				
	• Developing a pipeline of projects and funding opportunities	Ongoing				

	To achieve...having an investment plan to underpin delivery of the Council's Climate Change Action Plan					
<b>City</b>						
5.4	Deliver... Citywide climate change community engagement approaches, working with the MCCA and partners to:		Neighbourhoods	£134k (MCC revenue 22/23)		✓
	<ul style="list-style-type: none"> <li>Establish a monitoring framework to measure the impact of the Ward Climate Change Action Plans and the Neighbourhood Investment Fund.</li> </ul>	Mar-25				
	<ul style="list-style-type: none"> <li>Continue to engage and deliver climate change activities with young people through the Youth Council and schools</li> </ul>	Mar-25				
To achieve... enabling and support community groups and residents to engage in the climate change agenda through the Ward Climate Change Action Plans and building capacity to take positive local action						
5.5	Deliver... A Zero Carbon Communications Strategy by:		Communications	£95k (MCC revenue 22/23)		✓
	<ul style="list-style-type: none"> <li>Targeting internal and external stakeholders, using all appropriate communications channels (i.e. social media, media, internal broadcasts, partner channels) to communicate key zero carbon projects, achievements, and progress</li> </ul>	Sep-22				
	<ul style="list-style-type: none"> <li>Ensuring key zero carbon messages run through all relevant/linked Council communications campaigns, plans and strategies (i.e. Waste &amp; Recycling, Neighbourhoods, Green &amp; Blue Infrastructure, Housing Retrofit, Sustainable Transport).</li> </ul>	Mar-25				
	<ul style="list-style-type: none"> <li>Actively amplifying and promoting opportunities, empowering city partners, communities, and residents to reduce emissions (e.g. 'Your Home Better' (GM</li> </ul>	Mar-25				

	Retrofit Accelerator), global days of action)					
	<ul style="list-style-type: none"> <li>Working with the Age-Friendly Manchester Board to develop specific communications and case studies for over 50's</li> </ul>	Mar-25	Manchester Population Health Team			
To achieve... raising awareness, promoting positive behaviour change across Council staff and elected Members, city residents, workers, businesses, and visitors, sharing examples of climate action best practice						
5.6	Deliver... Funding to the Manchester Climate Change Agency for 4 FTE's (Director; Deputy Director; Policy & Strategy Lead; Programme & Finance Officer) and operational budget to support day to day costs. Support the Agency to leverage further external funding	Funding needs reviewed on an annual basis	City Policy	£532k (MCC revenue 21-23)		✓
To achieve... an organisation which is fit for purpose to effectively champion and drive forward citywide climate change action						
5.7	Deliver... Build on existing relationships and board memberships in Manchester (e.g., Manchester Climate Change Partnership and Oxford Road Corridor Partnership) to identify opportunities where the Council can influence agendas, share learnings, and unblock barriers (e.g. from the Horizon 2020 Triangulum project)	Ongoing	City Policy			✓
To achieve... enabling key city stakeholders to accelerate action to reduce their CO <sub>2</sub> emissions						
5.8	Deliver... A programme of work to support and engage education providers (i.e. events, signposting, resource hub) to develop and implement their own climate change action plans	Mar-23	Education			✓
To achieve... improved knowledge and capacity across the city's education providers and reducing their CO <sub>2</sub> emissions and adapting to climate change						

5.9	Deliver... Build on existing relationships and board memberships across Greater Manchester to identify opportunities where the Council can influence agendas, share learnings, and unblock barriers	Ongoing	City Policy				✓
	To achieve... enabling key Greater Manchester stakeholders to accelerate climate action, promote sustainable behaviour, investments and decision making						
5.10	Deliver... Influencing and working with government to ensure that Manchester (and other UK cities) have the support required through policy changes and investment	Ongoing	City Policy				✓
	To achieve... meeting local climate change objectives and contribute to the UK's zero carbon commitment						
5.11	Deliver... Using the Council's international partnerships and membership networks to collaborate with international partners to develop best practice around climate change and continue to explore options to access European Funding	Ongoing	City Policy				✓
	To achieve... sharing best practice and learnings from other cities who are delivering climate change programmes to build knowledge and capacity within the Council and city. To attract external funding to support the delivery of the Climate Change Action Plan objectives						
5.12	Deliver... A refreshed Manchester Work & Skills Strategy with a Green Skills Plan	Sep-22	Work & Skills				✓
	To achieve... a skills system which supports the city's ambition, recognising inclusivity and supporting a just transition, working towards being zero carbon by 2038 and maximising opportunities for residents and businesses						

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## Executive Summary

### Purpose

This report provides an overview of progress made in delivering [Manchester City Council's Climate Change Action Plan \(CCAP\) 2020-25](#) during its second year; April 2021 – March 2022.

### Background

The Council declared a Climate Emergency in July 2019 and developed the 5-year Climate Change Action Plan (CCAP) 2020-25, setting out its plan to respond to the Climate Emergency, tackle climate change and take action to become a zero-carbon organisation by 2038.

The Climate Change Action Plan 2020-25 sets a target for the Council to reduce its direct CO<sub>2</sub> emissions by 50% between 2020 and 2025 based on a 13% year on year reduction trajectory to reach zero-carbon by 2038.

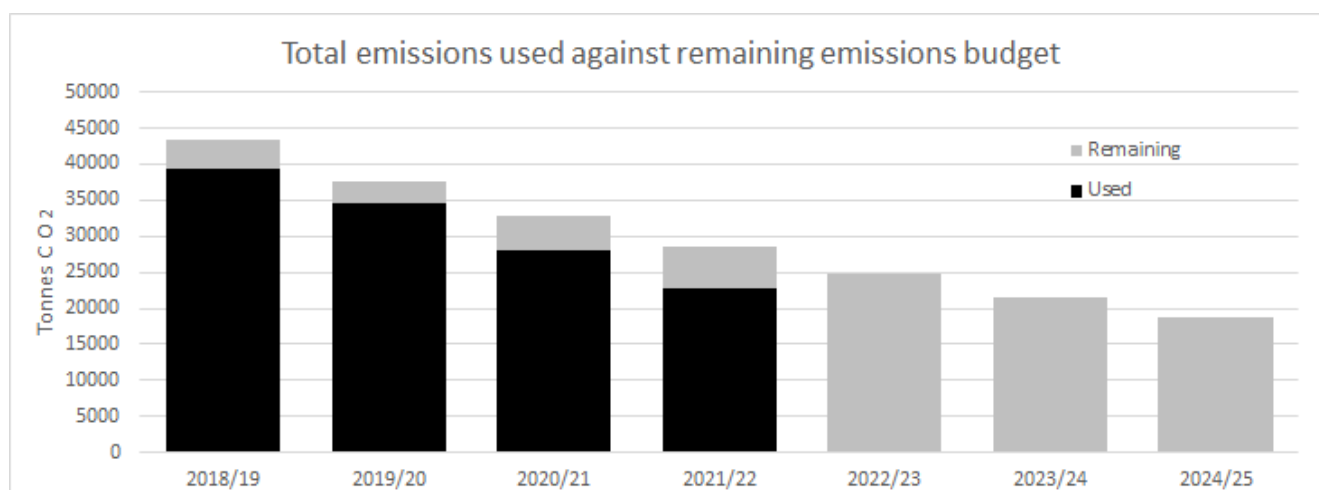
The CCAP includes 43 individual actions. These are organised into five thematic workstreams, each split into two sections – Council direct actions and City-wide leadership actions. The five workstreams are:

- Buildings and Energy
- Travel and Transport
- Reducing Consumption Based Emissions & Influencing Suppliers
- Adaptation & Carbon Sequestration
- Influencing behaviour & Being a Catalyst for Change

### Key Messages

The Council has made good progress to date and is on track to reduce its direct CO<sub>2</sub> emissions by 50% by 2025. Since 2020, the Council has exceeded its annual reduction targets, achieving 29.4% reductions so far.

In 2020-21, the Council emitted 22,807 tonnes of CO<sub>2</sub> which is 84% of the available budget. This is less than the maximum cap for the year.



In 2021, the CCAP 2020-25 was rated one of the strongest in the country, being 1<sup>st</sup> place amongst single tier authorities and 3<sup>rd</sup> overall out of 409 UK Local authorities. This was assessed by Climate Emergency UK who support Local Authorities to deliver climate ambitions.

The Council already put in place investment of approximately £192m to deliver the 5-year Plan. However, it has committed a further £800,000 of revenue investment as part of the 2022-23 budget for the Council, which will provide vital additional capacity to support delivery of the CCAP across the Council. The new posts include:

- Zero Carbon Project Manager within Strategic Housing to help develop and deliver the Zero Carbon Housing Strategy
- Zero Carbon Workforce Development Manager to further embed Carbon Literacy across the Council delivering bespoke programmes tailored to specific needs
- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and events

## Successes

A selection of accomplishments made during 2021-22 is set out below:

The West Gorton Community Park won two awards: a 'Golden Pineapple' Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards. The Park was highly commended in the Environment Agency's Flood and Coastal Resilience Awards



The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme



69 new low carbon Council properties are being developed by the Council in Newton Heath. These properties will include a range of innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls



26 eCargo bikes and 6 eCargo trailers are now being used across Council teams, city partners and a public hire schemes as part of a project launched in January 2022 in collaboration with the Energy Saving Trust



A "Zero Carbon Culture Guide" was launched in collaboration with sustainability specialists, Julie's Bicycle. The guide supports cultural organisations to reduce their carbon emissions. Staff in Culture and Events teams received **Enhanced Carbon Literacy training** to support implementation of its principles, along with those in the existing 'Sustainable Event Guides'



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport. The Museum building is also part of the Council Estates Retrofit Programme



## Challenges

In 2021-22, a number of project risks and issues were identified and managed as part of the formal programme management process. The two issues highlighted below are ongoing risks, which impact several actions within the Climate Change Action Plan:

- There are ongoing supply chain issues following COVID-19, which are impacting progress. For example, over half of the electric Refuse Collection Vehicles arrived approximately 9-months later than originally planned. This means the associated carbon savings need to be reviewed to assess the impact on annual emission reduction targets and the overall carbon budget.
- Increases in gas and electricity prices impacting programmes of work and reinforcing the need to take action, such as retrofitting buildings, particularly housing. This has also resulted in more organisations looking to purchase solar farms, leading to the market becoming more challenging. The Civic Heat Network and connected buildings are needing to be monitored daily to ensure the most efficient operating practice is in place.

## CO<sub>2</sub> Emissions

The current CCAP has a target to reduce the Council's direct emissions by 50% over the five-year period of 2020-25. This is a science-based target based on research conducted by the Tyndall Centre in 2018.

- Since the start of this CCAP (2020-21), emissions have reduced by 29.4%.
- To stay within its carbon budget, and achieve the overall 50% reduction target, the Council must reduce its emissions by 13% every year, for five years.

The budget for the period of this report (2021-22) was 27,056 tonnes of direct CO<sub>2</sub> emissions. The Council emitted 22,807 tonnes of CO<sub>2</sub> – using 84% of the available budget.



**27,056** tonnes CO<sub>2</sub> – Emissions **budget** 2021-22

**22,807** tonnes CO<sub>2</sub> – Emissions **released** 2021-22

These emissions are associated with Council buildings, streetlights, waste collection, operational fleet, and staff travel. As well as the carbon savings created by a range of proactive measures (detailed throughout this report), additional savings were delivered as a result of the decarbonisation of the national grid.

Figure 1 shows the Council's total emissions in the last three years. In 2020-21 emissions are 10.6% lower than the previous year.

Figure 1: Percentage reduction in emissions relative to the previous year

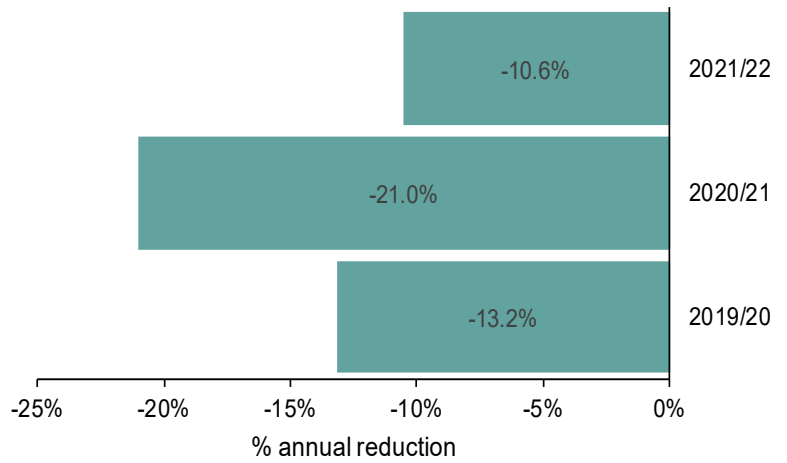
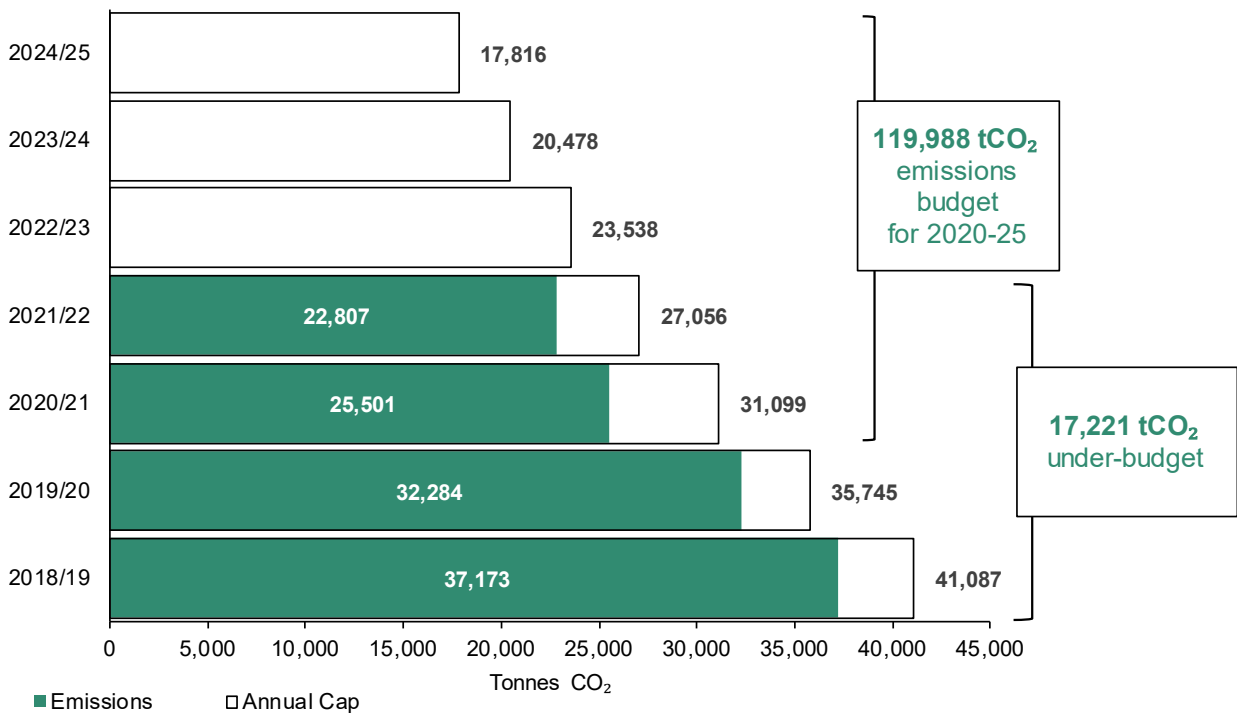


Figure 2 shows the carbon budget since 2018-19 and, the actual emissions from the Council generated.

Between April 2018 and March 2022, the Council's direct emissions totalled 117,765 tonnes of CO<sub>2</sub>, which is 17,221 tonnes - 15%, under-budget.

Figure 2: Total Council emissions vs annual budgets



The Pathway to Zero Carbon 2038

In addition to the targets for 2020-25, the Council has a target to reach zero-carbon by 2038 (at the latest). The trajectory to this point is shown in Figure 3.

The Council’s carbon budget extends beyond 2038 (covering the period 2018-19 to 2099-2100). But as would be expected, most of the carbon budget is allocated to the start of the pathway to zero carbon, as this is the period when the greatest savings need to be made.

Figure 3: Pathway to zero carbon by March 2038

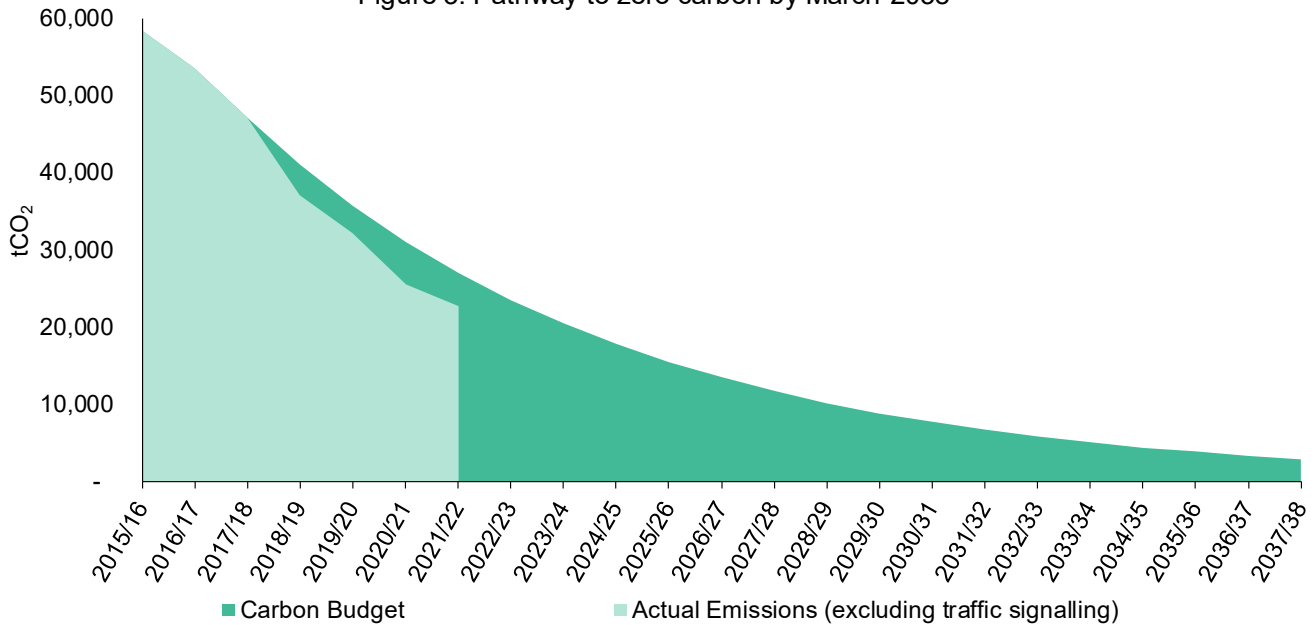


Figure 4: Council emissions 2021/22

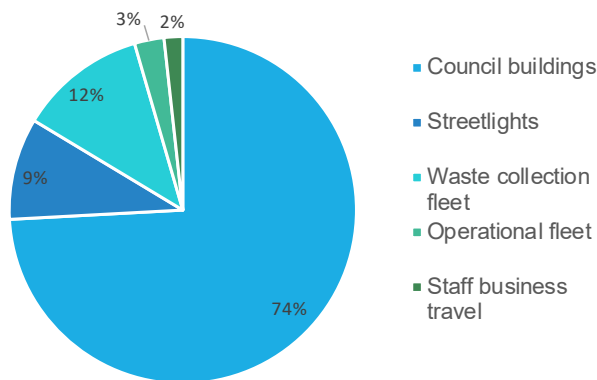


Figure 4 shows a breakdown of the council emissions for this period 2021-22.

Buildings are the most significant contributor to the Council’s direct emissions (74%), followed by the waste collection fleet (12%) and streetlights (9%).

All these emissions have been targeted for proactive change which is detailed later in this report.

The following charts (figures 5 – 10) show emissions for each of these five categories over the last thirteen years, starting in 2009-10.

Figure 5 shows emissions from energy use in Council buildings have steadily declined over the 13 years since 2009-10 and that the total energy used in 2021-22 (kilowatt hours of gas, electricity, and oil) is 10% lower than the year before.

The reductions in energy use have been driven by the proactive installation of energy efficiency measures and renewable energy generation capacity across the Council’s estate, as well as the decarbonisation of the national grid.

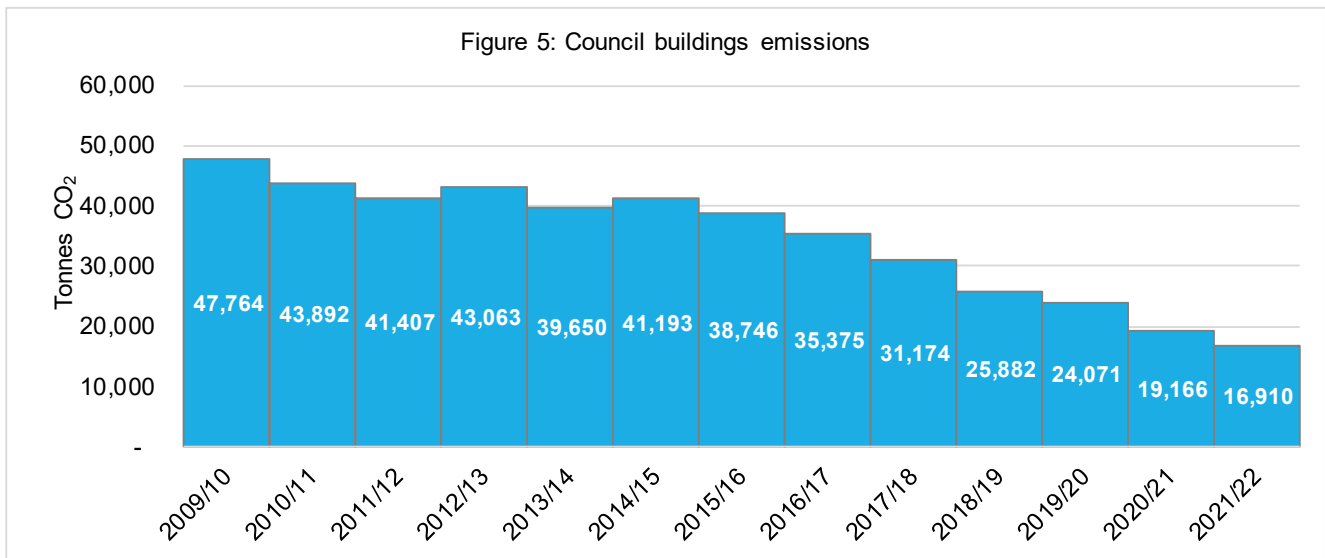


Figure 6 shows that emissions from streetlights have significantly reduced over the past three years due to the large-scale retrofitting of LED lightbulbs. The streetlights replacement programme was completed in December 2021. Total energy used by streetlights in 2021-22 was 3% lower than the previous year and emissions were 86% lower than in 2009-10. The full impact of this work will be seen in 2022-23.

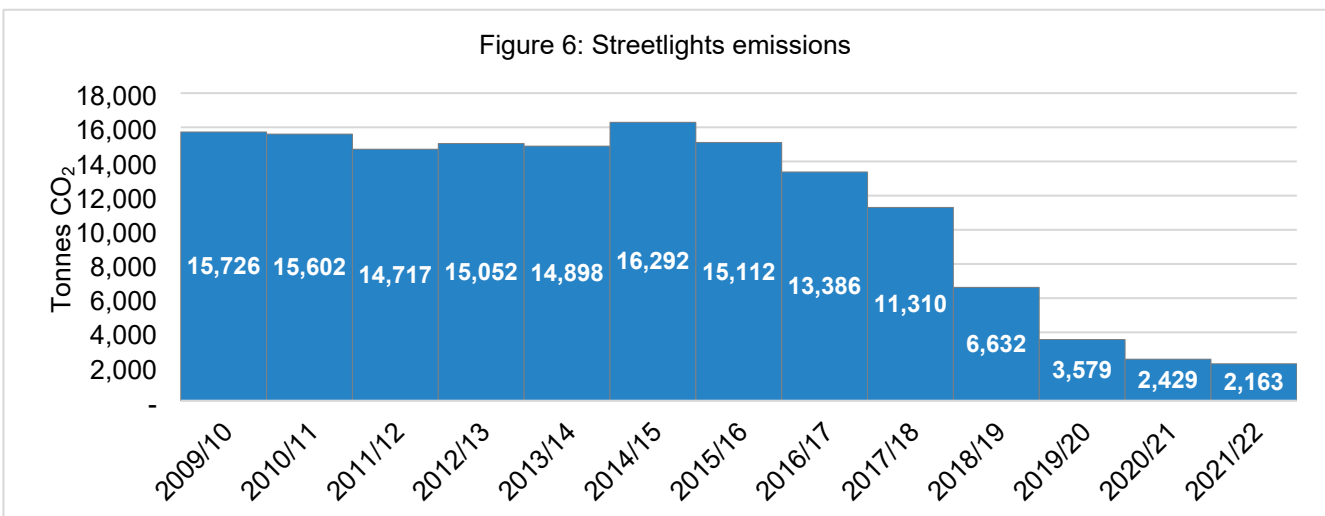


Figure 7 shows that emissions from the waste fleet have remained relatively consistent since Biffa began delivering the Council's household refuse collection and street cleansing services in 2015 (marked with an \*asterisk in Figures 7 and 8).

As part of this change, 28 road sweepers and 40 refuse collection vehicles were transferred from the Council to Biffa and the emissions from this equipment transferred from operational fleet to waste collection. The changeover can be seen in both Figures 7 and 8.

Emissions from the waste collection fleet in 2021-22 are 9% lower (-281 tonnes CO<sub>2</sub>) than in the previous year (2020-21).

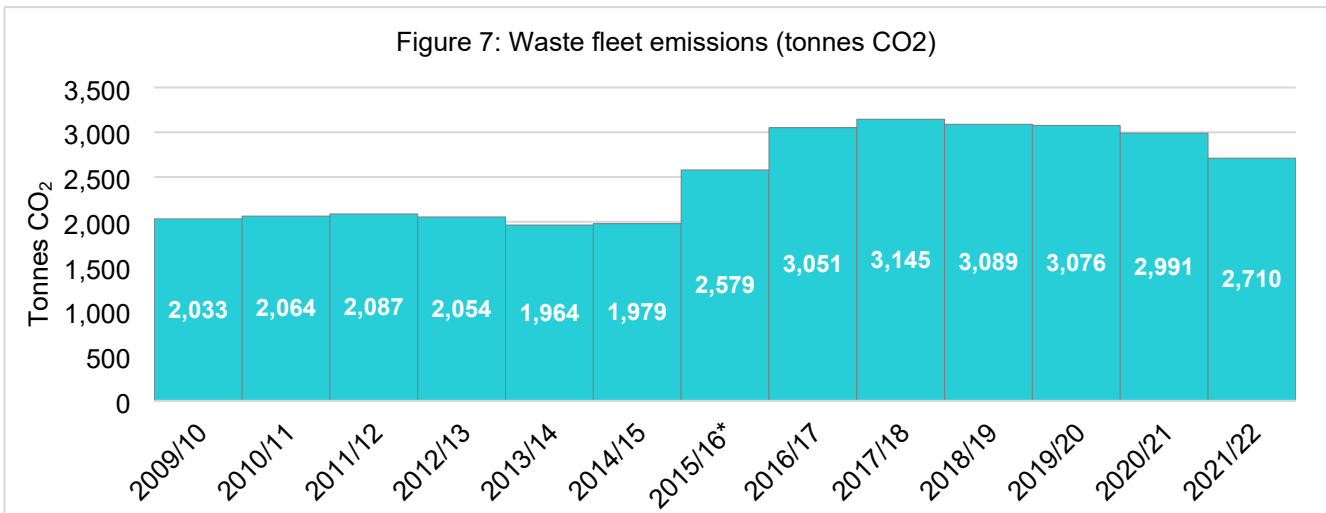


Figure 8 shows emissions from the Council's operational fleet have reduced by 78% over the last 13 years and in 2021-22, emissions were 1% lower (-8 tonnes CO<sub>2</sub>) than the previous year (2020-21). Switching fleet vehicles to electric has contributed to this reduction in 2021-22.

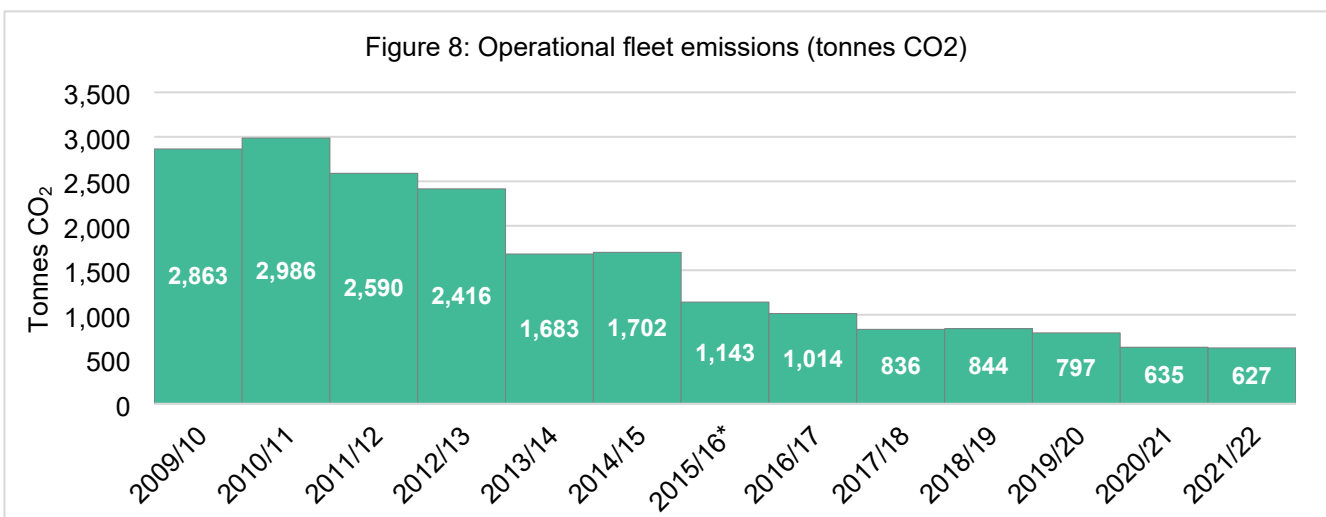


Figure 9 shows a 41% increase in emissions from business travel in 2021-22 (+116 tonnes CO<sub>2</sub>) compared to 2020-2021. The easing of COVID-19 restrictions may have contributed to the figure increasing on the previous years, although levels remain significantly lower than pre-pandemic emissions.

The miles travelled by car (e.g., staff mileage in their own vehicles, taxis, or car club) increased by 87% compared to the previous year, and miles travelled by rail and air were up by 227% and 260% respectively compared to 2020-21. Again, this is a result of activities resuming after Covid-19.

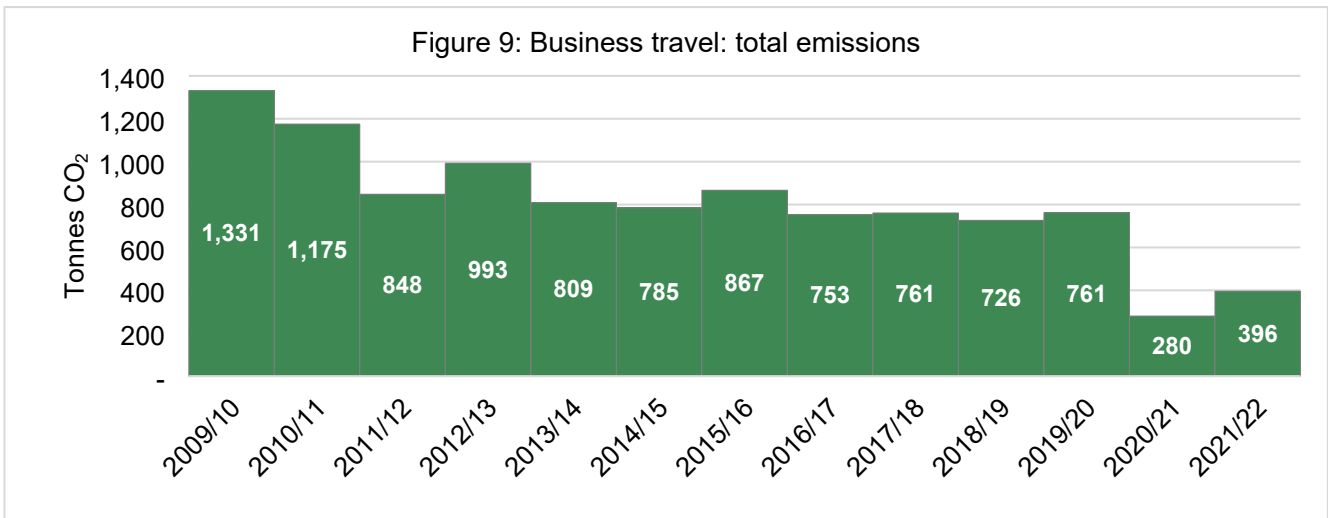
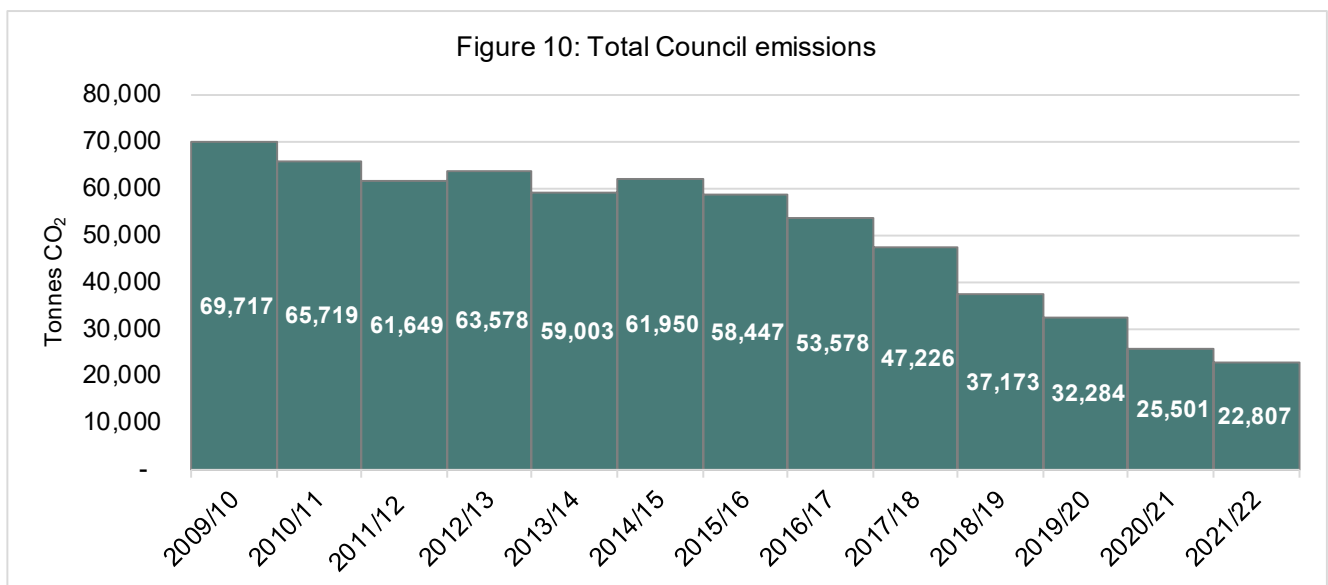


Figure 10 shows the Council's total emissions over the last 13 years and reflects the overall downward trends seen in Figures 5-8.

CO<sub>2</sub> emissions in 2021-22 were 10.6% lower (-2,694 tonnes CO<sub>2</sub>) than in the previous year (2020-21) and 67% lower than in 2009-10.





## Key Achievements



Manchester City Council's Climate Change Action Plan (CCAP) 2020-25 has been rated one of the strongest in the country, being 1st place amongst single tier authorities and 3rd overall out of 409 UK Local authorities. This was rated by Climate Emergency UK who support Local Authorities to deliver climate ambitions



The West Gorton Community Park has won two awards: a 'Golden Pineapple' Award from the Festival of Place, the Excellence in Flood and Water Management award at the Landscape Institute Awards and has been Highly Commended in the Environment Agency's Flood and Coastal Resilience Awards



The Executive Member for Environment attended COP26 and formally signed the Food and Climate Declaration on behalf of the Council



The Council secured an additional £4.9m of funding from the Public Sector Decarbonisation Scheme, to continue the Estates Retrofit programme



69 new low carbon Council properties are being developed by the Council in Newton Heath. These properties will have innovative features including solar PV, Electric Vehicle charging, ground source and air source heating, plus living green roofs and walls.



The Council's own housing development company known as "This City" was launched in February 2022. The focus is to deliver high-quality, low-carbon, affordable homes in Manchester



£600,000 funding has been secured as part of the Greater Manchester Warm Homes Fund to install central heating systems in fuel poor homes for up to 50 homes



All 32 Ward Plans contain localised positive climate action, which have been developed through engagement with the Neighbourhood Climate Change Officers, Ward Members, residents, and local businesses



26 eCargo bikes and 6 eCargo trailers are now being used by Council teams, city partners and a public hire scheme as part of a project launched in January 2022 in collaboration with The Energy Savings Trust.



A range of walking and cycling improvement across the City as part of the Mayor's Challenge Fund



The Council has launched a "Reusable Cups Guide". This adds to the suite of sustainable events guides, which are being rolled out across Manchester events



A "Zero Carbon Culture Guide" was launched to support Manchester's culture sector to become zero carbon in collaboration with sustainability specialists, Julie's Bicycle



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport.

The Museum building is also part of the Council Estates Retrofit Programme and will receive £1.9million from the Public Sector Decarbonisation Fund to upgrade its air handling, heating, and cooling systems in 2022-23.



The Council has committed a further £800,000 of revenue investment as part of the 2022-23 budget setting for the Council, which will provide vital additional capacity to support delivery of the CCAP across the Council. New posts include:

- Zero Carbon Project Manager within Strategic Housing to develop and deliver the Zero Carbon Housing Strategy.
- Zero Carbon Workforce Development Manager to further embed Carbon Literacy across the Council, delivering bespoke programmes tailored to specific needs
- Sustainability Project Manager working specifically to eliminate avoidable Single Use Plastics within the Council and events

## Risks and Issues

In 2021-22, a number of project risks and issues were identified and managed as part of the formal programme management process. The two issues highlighted below are ongoing risks, which impact several actions within the Climate Change Action Plan:

- There are ongoing supply chain issues following COVID-19, which are impacting progress. For example, over half of the electric Refuse Collection Vehicles arrived approximately 9 months later than originally planned. This means the associated carbon savings will need to be reviewed to assess the impact on annual emission reduction targets and the overall carbon budget.
- Increases in gas and electricity prices are having an impact across programmes, and this is reinforcing the need to take action. For example, there is greater urgency for buildings to be retrofitted, particularly housing; and there are more organisations looking to purchase solar farms, leading to the market becoming challenging. Furthermore, to ensure the Civic Quarter Heat Network and its connected buildings remain as efficient as possible, the Council is monitoring the supply and demand on a daily basis.

## Progress Report by Workstream

### Buildings and Energy (Workstream 1):

#### Action 1.1 Carbon Reduction in Council Estate

In 2021-22, work continued to decarbonise the Council's operational buildings, using Council budget and grant funding, which included:

- **£19.1m** secured from the Government's Public Sector Decarbonisation Scheme Phase 1 (PSDS 1)
- **£1.2m** from European Regional Development Fund 'Unlocking Clean Energy in Greater Manchester' project (UGCEM)
- Over **£6m** of **Council's own capital investment** as well as our own planned schemes of work

PDS1 Phase 1 Buildings	Forecast tCO2 Saving PA
Arcadia Leisure Centre	58
East Manchester Leisure Centre	119
Hough End Leisure Centre	80
Moss Side Leisure Centre	55
North City Leisure Centre	182
Space Studio	33
Sharp Project	53
Town Hall Extension	-
Wythenshawe Forum	188
Manchester Aquatic Centre	505
National Cycling Centre	354
Zion Arts Centre	79

Targeting the most carbon intensive buildings first, PSDS1 work covered **12 Council buildings** which have undergone retrofit work, due to be completed by summer 2022.

The improvements include fitting a range of low carbon technologies such as air and ground source heat pumps and LED lighting, as well as measures to improve the efficient running of the buildings, such as new Building Energy Management systems. Energy generation and storage in the form of solar panels and batteries have also been installed on suitable buildings.



Examples of the work completed to date includes:

- **The National Cycling Centre** - parts of the building fabric as well as the heating, lighting and power were addressed to enable the building to run more efficiently. Specially designed car ports with solar panels will also be installed in the car park
- **Hammerstone Road Depot** - a refurbishment programme has been complemented by a new insulated roof, window replacement, wall and cladding insulation, new mechanical and electrical installations including LED lighting, building controls, energy monitoring and an expansion of the electric vehicle charging infrastructure. Again a solar photovoltaics (PV) array on the roof will follow
- **Gorton Library** - an innovative new hydrogen boiler has been installed.



The target CO<sub>2</sub> savings for the Carbon Reduction Programme is **3,754 tonnes** per annum.

The Council has secured an additional **£4.9m** of funding from the Public Sector Decarbonisation Scheme Phase 3, to retrofit eight more buildings, including the National Football Museum, One Central Park, Harpurhey District Office and several resource centres throughout 2022-23.

### Action 1.2 Manchester Low Carbon Build Standard

A Manchester Low Carbon Build Standard has been developed and is now being implemented in Capital Programmes. The standard contains design guidance for Manchester City Council's new build and refurbishment projects with the aim **to reduce the carbon impact of new build developments delivered by the Council.**

The areas covered include fabric improvements, decarbonising heat, energy efficient lighting, controls and metering, ventilation, renewable energy generation, reducing water consumption, use of low energy equipment, performance monitoring and recycling. All new projects put forward for inclusion in the Capital Programme must now demonstrate how they comply with the new standard as part of the business case process.

### Action 1.3 Building and Energy Strategy

Manchester City Council's Building and Energy Strategy sets out the approach for reducing carbon emissions across the operational estate, including the procurement of green energy, the generation of renewable energy, and infrastructure to support the wider take-up of electric vehicles. It informs the ongoing retrofit of the Council's estate to reduce carbon emissions.

### Action 1.4 Large Scale Renewable Energy Generation

In April 2021, a feasibility study and options appraisal were completed following identification by Manchester City Council that more radical measures were needed to achieve a 50% reduction in the Council carbon emissions by 2025.

The study recommended two options for the Council:

- to purchase a Solar PV facility,
- to negotiate a suitable Power Purchase Agreement (PPA).

Work is now ongoing to progress these options.

### Action 1.5 LED Streetlights

A programme to retrofit Manchester's streetlights with LEDs, completed in December 2021.

**55,000 LED** streetlights have been installed across the city. Emissions from streetlights are down **86%** from 2009-10.

### Action 1.6 Civic Quarter Heat Network

The Civic Quarter Heat Network (CQHN) provides a heat and power solution for some of Manchester's most iconic buildings. There is **2km** of insulated pipework and cables distributing electricity, heat and hot water to the **six buildings** connected to the Energy Centre (the Town Hall Extension, Central Library, Manchester Central Convention Centre, the Bridgewater Hall, Manchester Art Gallery and Heron House). The Town Hall will be connected following the completion of its current refurbishment in 2024.



Heat and power are generated by a **3.3MW**

Combined Heat and Power Unit (CHP), based at the new Energy Centre, with the iconic 'Tower of Light'. The CHP Unit is currently running on gas, however, it has the potential to further decarbonise, for example by adding hydrogen.

### Action 1.7 Energy efficient housing across the City

A stock condition survey was undertaken across the Private Rented Sector. The Council have continued to work with the Zero Carbon Working Group of the Manchester Housing Providers Partnership to ensure all social housing properties are on a path to zero-carbon.

In February 2022, the Council launched its own housing development company known as "This City", with the focus being to deliver high-quality, low-carbon, affordable homes in Manchester.

### Action 1.8 Energy Efficient Housing



In January 2021, the Council began work on a mix of **69 low carbon social houses and flats**, that will feature solar PV panels, electric vehicle charging points, ground source heat pumps, a green roof and green walls. Once complete, the Newton Heath site will be managed by Northwards Housing. Discussions are ongoing with the Council's Private Finance Initiative (PFI) contractors to identify savings from other work to cover low carbon improvements.



As

Works have been carried out on the Social Housing Decarbonisation Fund (SHDF) Demonstrator scheme in partnership with One Manchester Housing Association. Around **90 properties along Grey Mare Lane in Beswick will undergo deep retrofit works**, with **70%** taking up a heat pump. part of the Greater Manchester Warm Homes Fund, around **50 Manchester homes** will benefit

from first time central heating systems, utilising **£600,000** funding delivered by AgilityEco.

### **Action 1.9 Energy Efficiency in Commercial and Non-Domestic Buildings**

The Council has ongoing engagement with partner organisations, such as the Growth Company which provides advice and support to businesses across Manchester to take energy efficient measures on their own buildings. This programme of support is ongoing.

### **Action 1.10 A Local Energy Plan for Manchester**

Manchester City Council has a Local Area Energy Plan for Manchester, which was developed as part of the Greater Manchester Local Energy Market project. The plan will assist the Council and partners to make sure the city's energy infrastructure meets the needs of the city, whilst identifying locations to increase renewable energy and determine suitable sites for innovative energy projects. The Council is now using the plan to consider the next steps.



### **Action 1.11 Leasing or Disposing of Council Land and Buildings**

The Council's Development Team is creating a way to assess the carbon impact of land and asset disposal. It is looking at the impact of asset disposal on a wide range of related issues, e.g. capital receipts, achieving best value, links to the delivery of other policies, and the impact on procurement and state aid. It will look at thresholds for transactions, the skills and resource needed and ways to measure impact.

### **Action 1.12 A New Manchester Local Plan**

The Manchester Local Plan is progressing with consultations due to take place during summer 2022. Adoption of the Local Plan is scheduled for autumn 2023.

In August 2021, Manchester Climate Change Partnership published its "Roadmap to Net Zero Carbon New Buildings in Manchester". This sets out a proposal for all new buildings in the city to be zero carbon from 2023, without offsetting or a carbon tax. This will be incorporated into the Local Plan process.

### **Action 1.13 Partnership Work with Experts on Buildings**

Work has been continuing to support the University of Cambridge with the development of supporting KPIs and scoring metrics for their 'Achieving Net Zero' Carbon Code, which has been developed in conjunction with the Construction Leadership Council, HS2, Environment Agency, Highways England and the wider construction industry.

The proposals which have been drafted in such a way to support both the largest contractors and SMEs to deliver on their existing Achieving Net Zero Plans and to develop such plans where required. The Code was launched at COP26 in October 2021.

## Travel and Transport (Workstream 2):

### Action 2.1 Decarbonise Waste Collection

The Council has invested **£9.8m** into decarbonising its waste fleet and improving air quality by purchasing **27 electric** refuse collection vehicles - **50%** of its existing diesel fleet.

25 vehicles were operational throughout 2021-22. The remaining 2 vehicles will be operational in Spring 2022. Some delays were experienced due to the impact of COVID-19 on the supply chain, resulting in the receipt of the new vehicles being later than originally planned.

Following delivery of the new electric waste fleet, each vehicle was fitted with the additional camera and software installations, along with being wrapped in the Council's zero carbon branding.

Once fully operational, these trucks will save around **900 tonnes of CO<sub>2</sub>** per year.



### Action 2.2 Decarbonise Operational Fleet

At the beginning of the year, the corporate vehicle leasing contract was re-procured as part of the ongoing programme to replace petrol and diesel vehicles with more sustainable alternatives.

During 2021-22, the Council's electric fleet increased from **17 to 37 vehicles** (**17%** of the total fleet) and one of the hybrid vehicles was returned to the provider as it was no longer needed, leaving two hybrid vehicles remaining in the fleet.

New electric vehicles have been deployed across Facilities Management, Grounds Maintenance, Highways, Pest Control, Bereavement Services, Galleries, Mail Room, Arboriculture and Manchester Contracts.

There are currently **69** vehicles that require towing capabilities and specialist heavy goods vehicles in the fleet, which cannot be replaced as there is no non-internal combustion engine alternative on the market yet. The supply of new electric vehicles is challenging due to the increased global demand and the shortage of components, such as batteries. The Fleet Services Manager is maintaining an ongoing dialogue with suppliers.

In January 2022, the Council launched the eCargo bike project. **£173,000** was awarded to the Council and partners to purchase a fleet of 26 electrically assisted cargo bikes and trailers. The project, funded by the Energy Savings Trust, aims to speed up the local delivery of goods and services as well as reduce carbon emissions. Twelve bikes and three trailers form part of the Council's operational fleet, the remaining bikes are being used by the University of Manchester, Manchester Metropolitan University, three social enterprise organisations and providing a 'bike library' for short-term leases to local residents.





### Action 2.3 Sustainable Travel Policy

In April 2021, a **Senior Project Manager** was appointed to support the development and delivery of our **Sustainable Staff Travel Policy** and travel incentives (action 2.8), which complement the policy.

Personnel Committee approved the [Sustainable Staff Travel Policy](#) on the 15 December 2021. As a result of work on the policy, a car club vehicle is now available at Etrop Court, the Council's Wythenshawe district office. Further implementation will continue throughout 2022/23.



### Action 2.4 Walking and Cycling

Manchester City Council has secured **£325,000** from the Department for Transport's (DfT) Active Travel Capability Fund to support the development of the Active Travel Strategy for the city and develop a pipeline of potential schemes. Calls to tender for the appointment of a consultant to develop the strategy and investment plan opened in January 2022. An appointment is expected to be made during the first quarter of 2022-23.

The Council was awarded **£3.95m** during 2021-22 via Transport for Greater Manchester (TfGM) from DfT's Active Travel Fund, to make improvements to Alan Turing Way and High Street and Fountain Street traffic free streets. The funding will be used to develop high quality walking and cycling routes, improve safety of the existing ones and connect segregated cycleways. Further work to develop both schemes will be progressed throughout 2022.

Funding from the Active Travel Fund and the Mayor's Challenge Fund is supporting work on the following Bee Network schemes:

- Northern Quarter scheme is well underway, with the first phase complete. The new signalised crossing at the junction of London Road and Ducie Street (close to Piccadilly Station) provides improved crossing for pedestrians and cyclists at the busy intersection
- Plans for the next phase of Stevenson Square are out for consultation
- Work started on the Northern Eastern Gateway scheme in January 2022
- Chorlton Cycleway is almost complete, with the exception of one area where work is due to finish in Autumn 2022
- Rochdale Canal towpath proposals have been agreed
- Withington proposals for improvements and road safety measures are being developed
- Consultation has taken place for the development of the City Centre Triangle, which will be followed by the development of more detailed plans.



In October 2021, TfGM eHubs project launched in Chorlton, Chorlton Park, Whalley Range, Ancoats and Beswick with eCargo “Cargoroo” **bikes available to the public** on an hourly hire charge.

In November 2021, the first phase of the **Bee Network Cycle Hire scheme** was operational with bikes

available along Oxford Road, and Piccadilly Station to Fallowfield. Docking stations in this phase were deployed in January 2022.



## Action 2.5 Strategic Transport Infrastructure

In November 2021, the Greater Manchester Streets for All Strategy was approved by Manchester City Council’s Executive Committee. The purpose of the strategy is to set out Greater Manchester’s progressive approach to managing our streets and making them easier to access and get around by all.

In February 2022, a draft annual progress report for the Greater Manchester Transport Strategy 2040 was published. The report reflects key developments during 2021, setting out delivery priorities for the year ahead as well as update on progress in delivering the Greater Manchester Transport Strategy and Five-Year Transport Delivery Plan 2021-26.

### GM Cycle Hire Scheme

The scheme is being rolled out across the GM region and Beryl – nationwide UK shared mobility provider - was chosen as the preferred supplier. Between November 2021 and January 2022 work was undertaken with TfGM and Beryl to approve the locations for **35 docking stations** along the Oxford Road Corridor.

### Electric Vehicle Charging Infrastructure

The Council continues to work with TfGM on rolling out Electric Vehicle charging infrastructure as funding becomes available, including through the Government’s On-Street Residential ChargePoint Scheme.

### Greater Manchester Clean Air Plan



The Government instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels following the Secretary of State issuing a direction under the Environment Act 1995.

The 10 Greater Manchester local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) are working together to develop a Clean Air Plan to tackle NO<sub>2</sub> exceedances at the roadside, known as the Greater Manchester Clean Air Plan. The Plan is a package of measures to deliver NO<sub>2</sub> reductions to within legal limits within the shortest possible time and by 2026 at the latest. Development of the Plan is underway in consultation with Government.

### Action 2.6 City Centre Transport Strategy

The Council secured funding to support key sustainable transport schemes across Manchester, including Metrolink, bus priority corridors, walking and cycling infrastructure. This funding forms part of the wider bid in collaboration with other Greater Manchester Local Authorities to secure

**£1.07bn** in capital funding for transport infrastructure in Greater Manchester (GM) as part of the GM City Region Sustainable Transport Settlement.

Transport for Greater Manchester (TfGM) is working to measure carbon reduction benefits expected through the delivery of active travel targets set out in the City Centre Transport Strategy.

### Action 2.7 Aviation Emissions

Manchester Airport Group (MAG) was listed as one of **300 companies that achieved the greatest reduction in its greenhouse gas emissions** between 2014 – 2019 by the [Financial Times Europe Climate Leaders](#). This takes account of Scope 1 and Scope 2 emissions (those directly produced by the organisation and those produced in generating the energy used by the organisation).



In December 2021, MAG shared a report with [Environment and Climate Change Scrutiny Committee](#) to give an overview of the relationship between aviation and the city's carbon emissions. It sets out how aviation-related emissions need to form part of a nationally agreed carbon budget for aviation, which should be compatible with the Paris Agreement, rather than being accounted for directly in the city's own carbon budget.

The Airport has been working hard to reduce the ground-based carbon impact of their activities, as well as the work that the wider Group is doing to ensure that the UK aviation sector achieves net zero emissions by 2050.

### Action 2.8 Sustainable Travel Incentives

Promotion of staff travel incentives are a regular feature in staff communications, including discounted and flexible public transport tickets and the Council's Cycle to Work scheme. Cycle September was promoted and prizes from TfGM were on offer for staff.

**124** applications totalling almost £160,000 were paid out during 2021-22 via the Cycle to Work scheme. This figure shows a continuous uptake and interest in active travel amongst staff. The average payment was **£1,285**.

## Reducing Consumption-based Emissions (Workstream 3):

### Action 3.1 Sustainable Procurement

The Council introduced a **10%** environmental weighting taking the total social value weighting to 30%. During 2021-22, following a successful trial, this became a standard requirement for all new tenders except in exceptional circumstances.

This additional 10% weighting asks suppliers to **highlight how they are supporting the city's zero carbon ambition** and what steps they are taking to incorporate environmentally friendly practices.

The Integrated Commissioning and Procurement (IC&P) team has worked with commissioners and contract leads across the council to support the implementation of the new weighting and has provided additional guidance and training to enable staff to assess tenders.

### Action 3.2 Tyndall Centre Report on Manchester's consumption emissions

A key recommendation from the Tyndall Centre for Climate Change Research into the City's consumption emissions relates to estimating emissions associated with particular goods and services and taking steps to reduce them. The IC&P team has been working with key stakeholders, including Core Cities to establish how best to approach this challenge and identify solutions for capturing this data.

Work is being carried out with specific teams within the Council, such as Highways and ICT to identify areas where carbon emissions can be monitored, and further efficiencies made.

Additionally, the Council has been working to develop **a range of supplier toolkits** to encourage and support zero carbon practices across our supplier chain.

### Action 3.3 Single Use Plastics (MCC Operational Estates & Markets)

The Council has pledged to take action to **reduce avoidable Single Use Plastics (SUPs) by 2024** in line with the Plastic Free Greater Manchester Pledge. To achieve this, a new **Sustainability Project Manager** was appointed to develop and deliver an action plan to reduce avoidable SUPs on Council land and to implement a strategy for influencing external partners.

New UK Government legislation introduced in October 2020, banned the use of specific SUPs (straws, cotton buds, drinks stirrers) across all Retail and Wholesale Markets, which has been incorporated into our trader licensing agreements. Whilst it is the Traders responsibility to comply with the legislation, the Markets team has been reminding all traders of the requirements set out in the legislation, which was particularly important this year on the return to 'business as usual' post COVID-19 restrictions.

In February 2022, a new Waste pilot project began to review how the supply and demand of wheellie bins can be improved to reduce plastic waste. This involved a trial with the supplier **to recycle the plastic from old bins as content for the new bins**. Findings of the trial will be provided in 2022-23.

### Action 3.4 Citywide Supplier Toolkit

A Supplier Toolkit '[Social Value and Environment Guidance for Suppliers and Bidders for Council Contract Opportunities](#)' has been published on MCC's website, with an opportunity for the wider public to provide feedback.

The Toolkit, developed by the Council's IC&P team with support from the Business Growth Company aims to support suppliers, particularly SMEs to respond to the **10% environmental weighting**. The Toolkit has been shared with Procurement and Commissioning Leads across Greater Manchester to share knowledge and best practice.

### Action 3.5 Single Use Plastics (licensing and events)

In 2021/22, large scale events were able to recommence following COVID-19 restriction easing.

During the COVID-19 lockdown period, research was undertaken to identify how Council events could be made more sustainable. Two key focus areas were identified:

- 1) Single Use Plastic reduction across cold drinks cups, and
- 2) Using alternative power supply for events to avoid diesel generators.

In October 2021, a [Reusable Cups Guide](#) was launched for event organisers as a result.



In January 2022, an initial scoping project began to identify need and outline specification for improving access to grid power for live events. The study looks at **3 parks sites** and approximately **10 city centre sites**. As a pilot project in 2021, the Council worked with the Manchester International Festival (MIF) to install access to grid power from the National Football Museum to **remove the need for diesel generators to power stages and cabins** for its Festival Square. This new power source will feed into the power improvement project.

### Action 3.6 A Sustainable Food System

In January 2022, The Manchester Food Board (MFB) produced an action plan to better align with the Our Manchester principles and include a key objective to “*Reduce environmental impacts throughout the food system with a focus on food waste and a shift to more ecological practices*”. **The MFB is chaired by Councillor Rawlins, Executive Member for Environment & Transport.**

The Council’s Food Response Team is working with the MFB to assist with the delivery of the action plan. There is also ongoing engagement with Greater Manchester Food Operations Group to ensure best practice and regional resources are being shared.

Ongoing engagement between the MFB secretariat, FoodSync, the Manchester Climate Change Agency and the Council’s Zero Carbon team is underway to better understand the priorities of the Manchester Food Board and how the Council can support these priorities.

## Climate Change Adaptation and Carbon Sequestration (Workstream 4)

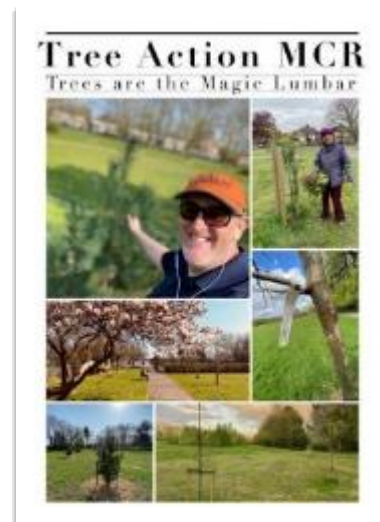
### Action 4.1 Manchester Tree Action Plan

In total, **7021 trees** were planted across the City on known schemes, including **2620** hedge trees and **8 Community orchards**.

Watering programmes continued throughout to protect the trees planted to date. Five new Tree Preservation Orders (TPOs) were also declared in 2021, taking the overall number to **404**.

Over the course of the year, the Council's tree officers have continuously liaised with Neighbourhood teams' Climate Change officers, Ward Councillors and community representatives to understand local needs and priorities.

In 2021, significant work was undertaken to develop a new fundamental appraisal of the City's tree resource. This work will shape the development of the new Tree and Woodland Action Plan in 2022 and will draw on information from the Managing Manchester's Trees and Tree Opportunity mapping work.



### Action 4.2 Embedding Nature Based Solutions

Work to embed nature-based solutions (NBS) for flood resilience in open spaces, highways and new developments across the city continued in 2020/21.

**Mayfield** – In 2021, work began on site at the Mayfield mixed use development. As part of the landscape led approach, the **six-acre public park** on the outskirts of the city centre was one of the first elements to begin. It includes the **historic “daylighting” of a 400 metre stretch of the River Medlock**, making this part of the river visible again for the first time in nearly 100 years. The Park is scheduled to open to the public in September 2022.

**West Gorton Community Park** – Since its opening in July 2020, West Gorton Community Park (the ‘sponge park’) has **won several awards**, including a Landscape Institute Award for Excellence in Flood and Water Management. Multiple activities have been organised on site by regeneration charity Groundwork Greater Manchester to help the development of a Friends group.



**Our Rivers, Our City vision** – In September 2021, MCC commissioned the River Valley Strategy (funded by the EU Horizon 2020 GrowGreen project). This comprehensive study sets out the importance of the Rivers Irk, Mersey and Medlock to the City, especially in terms of maximising their flood mitigation potential.



**Resilient River Valleys Programme** – Led by Groundwork Greater Manchester, this ambitious two-year, **£1m** programme will focus on delivering nature-based solutions to enhance the climate resilience of our river valleys. It will help improve access to, along and across our river valleys for people and nature. This will be achieved using sustainable management and new employment and training opportunities.

**Implementation Plan for the Green & Blue Infrastructure Strategy** – The updated plan was shared with [Environment & Climate Change Scrutiny Committee](#) in March 2022. The plan includes over **£150m** worth of expected environmental improvements that will support the Our Manchester Vision over the coming five years. This work will shape climate resilience and environment policy within the Local Plan that is currently in development.

### Action 4.3 Tree Opportunity Mapping

Using detailed data sets, the Council City Policy Team was able to deliver **ward level insight into tree capacity**, identifying where and how tree canopy can be increased effectively, sustainably, and appropriately.

Capacity mapping will help steer new local campaigns for tree planting and will help address environmental inequalities, allowing better prioritisation.

Further work will be undertaken in 2022-23, investigating efficiency and effectiveness of management systems and processes across the City's treescape.

### Action 4.4 Maximising Council Contribution to the Northern Forest

**£148,000** of funding was secured by the Council working with City of Trees for additional tree planting via the Department for Environment Food and Rural Affairs (DEFRA) Urban Tree Challenge Fund.

**Tree Action** – the 2021/22 planting season marked the second year of the Council's **£1m** tree planting programme. All wards have been surveyed for the new street tree planting.

**Four new community orchards** were planted with community support and training delivered by The Orchard Project in Delamere Park (Openshaw), Platt Fields Park (Fallowfield), Mersey Bank Fields (Chorlton) and Kenworthy Wood (Northenden).

Manchester saw three events take place as part of the **Queen's Green Canopy** - a unique tree planting initiative created to mark Her Majesty's Platinum Jubilee in 2022 which invites people from across the United Kingdom to "Plant a Tree for the Jubilee". Further details of these events are included below.



Oak Trees being planted to form a brand-new feature avenue at the Heaton park in December 2021. The event was attended by Councillor Tracey Rawlins and the Deputy Lieutenants of Greater Manchester. This also formed part of the Tree Action MCR programme.

Planting of a Covid Beacon Oak Tree took place in Fog Lane Park, Didsbury, as a living legacy for all those lost and affected by the Covid 19 pandemic. This event, held in December 2021, was attended by Friends of Fog Lane Park, green champions from St Cuthbert's Primary School and Council staff. Further Covid Beacon trees have been planted in Manchester parks and cemeteries as a legacy of the pandemic.





An Oak Tree has been planted in Wythenshawe Park in March 2022. This event was attended by the Lord Mayor and Lady Mayoress, Councillor Tracey Rawlins and Councillor Rabnawaz Akbar.



## Catalysing Change (Workstream 5):

### Action 5.1 Carbon Literacy

During 2021-22, the rollout of Carbon Literacy training for staff and elected members continued through virtual learning sessions.

In the first quarter of 2021, a data cleanse was performed to ensure that the Council still meets the requirements for **Silver** accreditation, following the uptake of a Voluntary Redundancy and Voluntary Early Retirement offer in 2020-21. While the overall number of certified staff reduced by 163, we were still above the Silver accreditation threshold of 15% of the workforce certified.

In January 2022, Carbon Literacy training was made **mandatory** for all staff resulting in increased levels of engagement. Between March 2021 and April 2022;

- **1,279 Council staff** (including Northwards Housing staff) and
- **54 elected members** were certified carbon literate.

In addition, the Council's Carbon Literacy trainer trained **57 members of staff from Greenwich Leisure Limited and Manchester Active**, which supports the Council's ambition to achieve Gold accreditation.

The Culture and Events team were the first team within the Council to undertake a **bespoke Carbon Literacy training programme**, delivered by Julie's Bicycle, a not-for-profit sustainability organisation who work with the culture sector to act on the climate change. Officers who attended the training gained additional skills to support external partners from the sector.

As part of the 2022-23 Council budget setting, **additional resource will be available to oversee delivery of the Carbon Literacy training across the Council**. This will include proactively engaging with services to deliver training and commissioning external providers to develop training programmes tailored to needs of individual services.

### Action 5.2 Environmental Weighting in Procurement

See update for action 3.1.

### Action 5.3 Embedding Carbon in Decision-Making

This action has been built into **the core workstream of Future Shape of the Council as a key area**, embedding zero-carbon ambition into a full range of decision-making structures. Scope of this work was developed further in Q2 with aim to be delivered over the next 2 years, and will focus on the following areas:

- Adding **zero carbon as a priority to the internal Service Plan 2022-23 template**, which will help to understand what action is already taking place within individual services.
- Carrying out a skills audit across directorates to assess the need for more bespoke climate change training.
- Further work on monitoring the benefit of climate actions in decision-making, for example measuring and assessing the carbon impact across our capital programmes and monitoring supplier commitments through the revised procurement process.
- Further research into carbon pricing tools to help calculate the value of carbon reduction and environmental measures.

As part of the Council's 2022-23 budget setting, **£800,000 was secured** to provide additional resources to support delivery of the Climate Change Action Plan. **The added capacity will focus on 6 key areas:**

- Housing Investment & Retrofit

**Manchester City Council - Climate Change Action Plan 2020-25**

FINAL Annual Report 2020-21

- Energy and Infrastructure Support
- Procurement
- City Policy Zero Carbon team
- Sustainable Staff Travel
- Carbon Literacy

In February 2022, Manchester City Council commissioned Julie's Bicycle to develop a **Zero Carbon Culture Guide**.

Staff from the Culture and Events teams took part in a **bespoke Carbon Literacy training programme** delivered by Julie's Bicycle and designed to equip staff with further knowledge to further support the arts and culture sector in reaching Manchester's Zero Carbon 2038 target

The Guide was produced in line with the principles from the Manchester Climate Change Framework. It outlines the Council's expectations for grant funded recipients, and the new funding agreement requirements, in preparation for the upcoming funding programmes in 2023.



Working with Manchester City Council, the National Football Museum has taken significant action to put environmental practices in focus. The Museum drafted its first Carbon Reduction Plan, trained staff in carbon literacy, secured a new waste collection contract which guarantees no waste to landfill, and updated travel advice to encourage visitors to use low carbon modes of transport. The Museum building is also part of the Council Estates Retrofit Programme.

#### Action 5.4 Community Engagement

### Three Neighbourhood Climate Change Officers

were appointed in early 2021 to engage with communities to raise awareness of climate change and encourage local action.

All of Manchester's **32 wards now have a climate change action plan**. These were developed through a series of engagement events including:

- Ward Climate Summits,
- Climate Emergency events held in Burnage, Whalley Range, and Wythenshawe
- A Creative Climate Resilience Community Pageant in Newton Heath



**A Climate Youth Network was also established** to further engage with residents in Old Moat and Withington. Promotional materials and a communications plan have been developed to provide as a resource to share good practice and stories across the wards.

**Manchester City Council - Climate Change Action Plan 2020-25**

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In May 2021, a zero-carbon community engagement programme ‘**In Our Nature**’ launched. The programme engaged residents across **6 pilot neighbourhoods** – Hulme, Levenshulme, Moss Side, Newton Heath and Miles Platting, the Northern Quarter, and Rusholme – to drive local climate change activity. The programme was facilitated in partnership with Manchester Climate Change Agency, Manchester City Council, Hubbub, Amity, the Tyndall Centre for Climate Change Research and Commonplace.



In Summer 2021, **Manchester’s first ever Community Assembly on climate change was held** as part of the In Our Nature programme. Over **100** Manchester residents came together over 7 weeks to learn about climate action on a city level from a panel of experts to enable them to debate and vote on actions for a “**Citizens Mandate on Climate Action**” for Manchester. This was presented to Manchester City Council before being taken to COP26 in November 2021.

### Action 5.5 Citywide Communications Campaign

Climate related content across the Council’s social media channels, local media and internal communications has increased. Activities across all five workstreams have been highlighted, with particular focus on COP26, the Civic Quarter Heat Network, Carbon Literacy training, and community engagement.

The communications **team regularly engage with the Deputy Chief Executive, the Executive Member for Environment and Transport**, and the Zero Carbon team to discuss external and internal communication opportunities and shine the light on the positive news stories.

Work was complete to develop a new, coherent structure for content on the Zero Carbon pages of the Council’s website. The promotion of neighbourhood community engagement events and activities across the city as well as information on how residents can get involved in local climate action has been added. The pages also contain information such as quarterly progress reports, information on Green Skills and contact details for the Climate Change Neighbourhood Officers.



As part of preparations for COP26, [a film](#) was created to highlight Manchester's journey to Net Zero. The film summarises the actions delivered across the five workstreams.

In January 2022, **two Elected Member Learning Sessions** were delivered in on the Council's Climate Change Action Plan. The aim of these sessions was to provide members with the opportunity to familiarise themselves with climate actions across the Council and gain

the confidence to discuss climate related issues in their wards. These were held in consultation with the Executive Member for Environment and Transport.

### Action 5.6 Funding Manchester Climate Change Agency

The Council continues to support the Manchester Climate Change Agency (MCCA) through funding for staff and day to day operational budget.

During the year the Agency's staff increased to **eight** which included the appointment of **four new roles**:

- Director
- Two x Deputy Directors
- Policy & Strategy Lead

The Council's funding has helped to mobilise activity within the Agency and unlock further contributions from across the Manchester Climate Change Partnership (MCCP).

A key priority for the Agency is to undertake a refresh of the Manchester Climate Change Framework, which is due to be published in Autumn 2022. **Council funding to continue to support the Agency** has been approved for 2022-23.

### Action 5.7 Influencing Manchester Stakeholders

#### Manchester Climate Change Partnership (MCCP)

In May 2021, a progress and priorities update on the Manchester Climate Change Framework was presented to the [Environment & Climate Change Scrutiny Committee](#). The update outlines the ambition for wider engagement with Manchester organisations and proposals to expand the Partnership. **The Council continues to be represented at the Partnership Board by the Deputy Chief Executive and Executive Member for Environment and Transport.**

In July 2021, **MCCP formally endorsed and adopted a Net Zero Carbon New Build Policy**, which proposes a zero-carbon standard for all new buildings in the city from 2023. The Partnership continue to engage with those involved in commissioning new buildings in the Manchester to further refine this proposal, with the next steps to be included in the refreshed Manchester Climate Change Framework 2022-25.

In February 2022, an update on the refresh of the Manchester Climate Change Framework 2022-25 went to the [Environment & Climate Change Scrutiny Committee](#).

In 2021, **Manchester Airport Group became a member of MCCP**. Manchester Airport Group continue to work on reducing aviation emissions through their engagement with UK Government and other cities with airports.

### Action 5.8 Supporting Schools with Climate Change

Between March 2021 and April 2022, series of meetings took place between the Council's Education Team and key stakeholders across Manchester schools to discuss their circumstances and challenges around reducing operational emissions.

Information gathered from these meetings informed planning for the **Bee Green Education Summit** which takes place in June 2022. The Summit provides the opportunity for headteachers, facilities management and governors to gain advice and support to decarbonise their estates.



### Action 5.9 Influencing Greater Manchester Stakeholders

The Council continues to push the Greater Manchester Pension Fund (GMPF) to divest from fossil fuels. Further lobbying on fossil fuel divestment has taken place via the Executive Member for Environment and Transport and at officer level.

To take steps towards carbon neutrality, GMPF made a joint commitment with other UK and Nordic pension funds to spend **£95.4bn** on clean energy and climate investments by 2030.

Council officers and the Executive Member for Environment and Transport regularly engage with the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) through attendance at meetings throughout the year. **The Council actively engage with a wide range of other Greater Manchester stakeholders** at notable meetings such as:



- Green City Region Partnership
- Greater Manchester Green City Board
- Greater Manchester Climate Emergency and 5 Year Environmental Plan Liaison
- Decarbonising of the Public Estate
- Directors of Place

Officers use these engagements as an opportunity to share best practice, identify synergies and maximise opportunities for the city.

### Action 5.10 COP26 in Glasgow 2021

In the lead up to COP26, Manchester City Council was involved in various projects.

One of the most significant being a **collaboration with Core Cities UK, the London Councils, Connected Places Catapult, and UK Cities Climate Investment Commission (UKCCIC)**. The initiative provided a platform to discuss and understand the scale of investment needed to deliver a zero-carbon ambition across the UK's largest cities, as well as associated barriers and challenges. Outcomes of this work have shown that an estimated **£206 billion of investment is needed** to deliver low carbon ambitions across the pilot cities. These findings, along with green investment proposals, were presented at COP26 in a [detailed UKCCIC report](#).



Manchester City Council was represented at COP26 by the Executive Member for Environment and Transport, who also attended supporting events such as the **Glasgow Declaration on Food and Climate** and the **Edinburgh Declaration on Biodiversity**.

Both declarations have been signed and officers are exploring how the principles of these declarations can be embedded into the Climate Change Action Plan 2020-25, as well as wider city activity, for example through the partnership with the Manchester Food Board.

A Manchester “**Citizens Mandate on Climate Action**” developed as part of the Community Assemblies (see action 5.4) was presented in person by a representative from Envirolution with a video summarising the events held and the purpose of the manifesto.

**Action 5.10 is now complete** and the learnings from COP26 will be reviewed to inform the development of next steps.

### Action 5.11 International Networks

Learning from other cities and positioning Manchester as a key player on climate change continues through the Council’s involvement in recognised networks and leading European partnership projects.

Manchester is one of **10,434** city signatories to **the Covenant of Mayors**. The initiative brings together local governments who are voluntarily committed to implementing European Union climate and energy objectives. It draws on worldwide multi-stakeholder networks with technical and methodological support.

The Council is also a long-standing member of **Eurocities**, the leading network of major European cities.

The Council continued to participate in two **European Commission funded URBACT projects**:

- **Zero Carbon Cities** - a **£688,000** 3-year project, leading **six European cities** to adopt science-based targets to support their transition to zero carbon.
  - **£330,000** of the budget is allocated to Manchester. This has enabled the commissioning of Anthesis – a consulting group who supported the Council and Manchester Climate Change Agency in carrying out a refresh of the Manchester Climate Change Framework. Funding has also supported the development of Manchester’s Implementation Plan, which resulted in a series of community workshops delivered in collaboration with Envirolution.
- **C-Change** - a **£650,000** project working with five European cities to drive positive climate action through the culture sector.
  - **£263,000** of the budget is allocated to Manchester. This has funded consultancy from Julie’s Bicycle to support the development of the Zero Carbon Culture Guide, which offers advice to cultural organisations on how to reduce their carbon emissions. (See action 5.3).
  - In Manchester, the project built on capacity for Manchester Arts Sustainability Team (MAST), **delivered tailored carbon literacy training to sector and produced a series of climate engaged arts** via a series of pilot action programmes
  - The C-Change project completed in April 2021, with a final networking event that was held virtually and saw **120 participants** from across all partner cities, sharing their project achievements and learnings.












### **Action 5.12 Green Skills**

Throughout the year, the Work and Skills team has continued **to deliver awareness raising campaigns** within schools to promote green skills, jobs and opportunities to pupils and careers advisers.

**A refresh of the Work and Skills Strategy is underway.** This will see green skills outlined as a key priority with several key actions outlined in a Green Skills Action Plan. Skills relating to building retrofit has been identified as a primary area of focus in engagement with the Local Green Skills Partnership Group and the Greater Manchester Combined Authority. As part of the strategy refresh, work will be focused on developing a tangible work programme with clear milestones alongside key performance indicators.

## Press Coverage 2021-22

Topic		Date	Link
Active Travel	Fallowfield Loop	Jul-21	<a href="#">Place North West: Final consultation on future of Fallowfield Loop</a> 
	City Centre and Oxford Road	Nov-21	<a href="#">MEN: New 24/7 hire scheme offering electric bikes launches on Oxford Road</a> 
			<a href="#">Manchester Evening News: Is this the 'proper square' the Northern Quarter has been missing? New plans for pedestrianisation released</a> 
	E-Cargo Bikes	Jan-22	<a href="#">Manchester World: New electric cargo bikes launch in Manchester to 'offer alternative to cars'</a>  <a href="#">MEN: All the details over Manchester's new e-bike hire scheme</a> 
Wythenshawe	Feb-22	<a href="#">MEN: How £1.5m will change Wythenshawe Park's cycle hub development</a> 	
Civic Quarter Heat Network	Tower of Lights	Oct-21	<a href="#">The Manc: Manchester's new Tower of Light has officially been lit up - and this is why</a>  <a href="#">Manchester World: What is Manchester's new Tower of Light</a> 
Green and Blue Infrastructure	Our Rives, Our City Strategy	Jul-21	<a href="#">About Manchester: A new strategy to revitalise Manchester's river valleys launched</a> 
	Mayfield Park	Sep-21	<a href="#">MEN: New images show one of Manchester's founding rivers will be brought back to life at Mayfield Park.</a> 



		Jan-22	<p><a href="#">About Manchester, a new green lung for Manchester city centre</a></p> <p><a href="#">Manchester World: First look at Manchester's new city centre playpark at Mayfield – with a 60ft see-through slide over the river</a></p>	
Low Carbon Homes	Manchester Net Zero Carbon New Build Policy	Aug-21	<p><a href="#">Manchester's Finest: Manchester to adopt Net Zero Carbon for ALL new Manchester buildings?</a></p> <p><a href="#">Place North West: Manchester considers net zero new build rule by 2023</a></p>	
	New social housing Newton Heath and Blakely	Jun-21 Sep-21	<p><a href="#">MEN: A new estate of affordable homes is being planned for Newton Heath</a></p> <p><a href="#">Place North West   Manchester tables Newton Heath proposals</a></p>	
Large Scale Renewable Energy Generation		Oct-21	<p><a href="#">Business Live: Manchester eyes £30m solar farm buy to help fight climate change</a></p> <p><a href="#">Insider: Council considers renewable energy options</a></p>	
Sustainable Culture and Events	Sustainable Events	Oct-21	<a href="#">Festival Insight: Vision: 2025 Call for Sustainable Return for Events at The Showman's Show</a>	
	Zero Carbon Culture Guide	Feb-22	<a href="#">Energy Live News: Mancunians eye a greener encore</a>	
Budget and Investment		Feb-22	<p><a href="#">Environmental Journal: Manchester City Council confirms £200m funding package to help tackle climate change</a></p> <p><a href="#">MEN: Council spends £200m on tackling climate change</a></p>	

## RAG Rating at a Glance:

The tables below show the overall progress of each action within the CCAP 2020-25, along with a deadline and emissions saving target, if applicable. The progress against the target and/or deadline is shown using the RAG rating with Green

### Workstream 1: Buildings & Energy

Action number	RAG rating	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
<b>Council</b>				
1.1	Green	MCC Estates carbon reduction programme	March 2025	4,800
1.2	Grey	Manchester Build Standard	December 2020	
1.3	Grey	Buildings and Energy Strategy	April 2020	
1.4	Grey	Large scale renewable energy generation	December 2020	7,000
1.5	Grey	LED street lighting	December 2020	220
1.6	Green	Civic Quarter Heat Network – in operation Town Hall to connect	2021 2023/24	1,600
<b>City</b>				
1.7	Grey	Housing stock condition survey	2021	
1.8	Yellow	Northwards Housing	Ongoing	
1.9	Yellow	Commercial and non-domestic buildings	Ongoing	
1.10	Grey	Local Area Energy Plan for Manchester	April 2020	
1.11	Yellow	Leasing and disposing of Council buildings	April 2020 and ongoing	
1.12	Green	Manchester Local Plan	2023	
1.13	Green	Partnerships e.g., UKGBC	Ongoing	

### Workstream 2: Travel & Transport

Action number	RAG rating	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
<b>Council</b>				
2.1	Grey	Electric refuse collection vehicles	March 2021	900

2.2		Replace operational fleet with EVs	Ongoing	400
2.3		Travel policy for staff and members	April 2020	100
<b>City</b>				
2.4		Cycling and walking networks	Ongoing	
2.5		Greater Manchester Transport Strategy 2040	Ongoing	
2.6		City Centre Transport Strategy	2020 and ongoing	
2.7		Aviation emissions and Manchester airport	Ongoing	
2.8		Sustainable travel incentives	Ongoing	

### Workstream 3: Sustainable Consumption

Action number	RAG rating	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
<b>Council</b>				
3.1		10% environmental weighting in procurement	April 2020	
3.2		Tyndall Centre findings on consumption emissions	December 2020	
3.3.		Eliminate single use plastics in estates and markets	2024	
<b>City</b>				
3.4		Supplier toolkit	December 2020	
3.5		Single use plastics in licensed activities	Ongoing	
3.6		Manchester Food Board priorities	Ongoing	

### Workstream 4: Adaptation & Sequestration

Action number	RAG rating	Action Summary	Deadline	Annual tCO <sub>2</sub> Saving Target
<b>Council</b>				
4.1		Plant 1,000 trees 1,000 hedge trees 4 orchards pa	Ongoing	
4.2		West Gorton 'sponge park'	Ongoing	
<b>City</b>				
4.3		Tree opportunity mapping assessment	December 2020	

4.4		Funding for beacon trees	March 2021	
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## Workstream 5: Catalysing Change

Action number	RAG rating	Action Summary	Deadline	Annual CO <sub>2</sub> Saving Target
<b>Council</b>				
5.1		Carbon literacy	2025	
5.2		10% environmental weighting in procurement	April 2020	
5.3		Carbon accounting in decision making	Ongoing	
<b>City</b>				
5.4		Ward Plans	April 2020	
		Community engagement	Ongoing	
5.5		Citywide communications strategy	April 2020	
5.6		Fund Manchester Climate Change Agency	April 2020	
5.7		Support Manchester Climate Change Partnership	December 2020 and ongoing	
5.8		Large scale event with schools	June 2020*	
5.9		Influence GM stakeholders to decarbonise	Ongoing	
5.10		Play a part in COP26	November 2020	
5.11		International networks and projects	Ongoing	
5.12		Green Skills Plan	September 2020**	
				<b>15,020</b>

\* School event delayed due to Covid19 and taking place in July 2022

\*\* Green Skills Plan delayed due to Covid19 and due to be completed in September 2022

### Key:

Working to target
Work in progress
Not started / Missed critical milestones
Complete

## Manchester City Council Report for Information

**Report to:** Environment and Climate Change Scrutiny Committee –  
8 September 2022

**Subject:** Manchester Retrofit Plan – Emerging Proposals

**Report of:** Head of Housing Services

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### Summary

The Manchester Housing Strategy (launched in June 2022) outlined our commitment to developing a Retrofit Plan for all the housing in the city. This report is the first step towards developing the plan and provides an opportunity for the Scrutiny Committee and Members to consider the emerging proposals and influence the policy in its early stages.

This report explains why a Retrofit Plan is needed, the key issues for developing and delivering a large-scale decarbonisation programme in Manchester, stakeholders who will need to be involved in the development and delivery of the plan, and the programme for delivering the plan.

### Recommendations

The Committee is recommended to consider and comment on the emerging retrofit plan.

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### Wards Affected: All

<p><b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city</p>
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<p>According to the Climate Change Framework 2022 Update [1], Manchester homes make up 22% of the city's total carbon emissions. The Retrofit Plan (of which this is an early draft) will outline how the pathway to zero carbon will be achieved for Manchester's existing housing stock. The issues discussed in this report are a key aspect of lowering the emissions and becoming a zero-carbon city.</p>
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<p><b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments</p>
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<p>Key to the success of decarbonising Manchester's housing stock is the accessibility of funding, advice and services to all Manchester residents. In particular we will need to ensure that just transition to low carbon is achieved through consideration of vulnerable households in the design of the Retrofit Plan. Well insulated homes can lead to multiple benefits, including but not limited to</p>
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- lower energy bills, and therefore reduced fuel poverty and

- improved health and wellbeing due to better thermal comfort during very cold and very hot periods of the year and better indoor air quality.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Retrofit provides long term employment opportunities to Manchester businesses and residents (see also the Green Skills and Housing Retrofit report submitted to the Economy Scrutiny in September 2022).
A highly skilled city: world class and home grown talent sustaining the city's economic success	Demand for highly skilled retrofit labour will provide opportunities for training and upskilling both new and existing operators (see also the Green Skills and Housing Retrofit report submitted to the Economy Scrutiny in September 2022).
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Retrofitting the city's housing stock will ensure healthier, more comfortable homes for Manchester residents and result in improved health and wellbeing for the city's residents.
A liveable and low carbon city: a destination of choice to live, visit, work	The Retrofit Plan will address the transition of Manchester's existing housing stock to zero carbon, and ensure the available housing meets the needs of the city's residents and visitors.
A connected city: world class infrastructure and connectivity to drive growth	N/A

### **Financial Consequences – Revenue**

None at this stage, but the Retrofit Plan will identify financial consequences for revenue.

### **Financial Consequences – Capital**

None at this stage, but the Retrofit Plan will identify financial consequences for capital. Retrofit work for the council-owned properties will be funded from the Housing Revenue Account Business Plan. The work will be considered alongside other priority work, including Decent Homes and building/fire safety. A review of the Business Plan has been started.

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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 Housing Strategy (June 2022)
- Housing Operations Asset Management Strategy 2022-2025
- Manchester Climate Change Framework 2020-25
- Manchester City Council Climate Change Action Plan 2020-25

## **1.0 Introduction**

- 1.1 Manchester has committed to becoming a zero carbon city by 2038. With over a fifth of the city's carbon emissions generated by residential properties [1] (largely due to space heating and hot water), we must make urgent progress towards improving the energy efficiency of the housing stock and moving away from fossil fuel-based heating.
- 1.2 The Council's new Housing Strategy committed us to developing a Retrofit Plan for the city. The Retrofit Plan will outline the delivery of the large scale retrofit programme to ensure progress towards the 2038 target, working in collaboration with social housing providers and private homeowners and landlords in the city.
- 1.3 This report is the first step towards developing the Retrofit Plan. It describes the current targets for emission reduction, the urgency of scaling up action, and some of the key challenges that will need to be addressed within the Retrofit Plan. The report will allow the Scrutiny Committee to comment on the proposed way forward.

## **2.0 Background**

- 2.1 This section explains the need for the Manchester Retrofit Plan. The Plan
- outlines the decarbonisation targets for Manchester's residential properties,
  - summarises the numbers of properties, their ownership distribution and general condition,
  - defines what we mean by retrofit and the measures that can be taken to decarbonise a home.

## **2.2 Retrofit Targets**

- 2.3 In 2019, Manchester set a target to become a zero-carbon city by 2038, with a challenging reduction of at least 50% of our direct CO<sub>2</sub> emissions by 2025. According to the Climate Change Framework 2022 Update [1], Manchester homes make up 22% of the city's total carbon emissions. In order to reduce emissions from the domestic building stock by 50%, we will need to retrofit 84,000 properties across the city. With the average cost of home retrofit estimated at £25,000–£30,000 [2], the total cost of achieving just 50% reduction in the CO<sub>2</sub> emissions is likely to be a minimum of £2.1bn.
- 2.4 In addition to the targets set out in the Climate Change Framework, the Council's recently published Housing Strategy sets a target of retrofitting at least a third of the city's 67,300 social rented properties by 2032. There is a consensus within the Registered Providers (RPs) that this is a stretch target. The Council is expected to lead the way in retrofitting its properties, with approximately 60% of the Council's own stock needing to be retrofitted by 2032 in order to meet the Housing Strategy target.



- 2.5 A significant scale of action is required to meet these targets, both internally for the Council's own housing stock and creating demand and favourable conditions across the city for private homeowners and landlords to address their properties. The time to act is now; with the recent and expected energy price increases, we must reduce the energy demand of the properties through improvements in energy efficiency in order to lower the occupiers' energy bills. As well as the energy price crisis, the recent hot weather across the nation is improving everyone's understanding about the long-term effects of climate change and creating an urgency for climate adaptation, of which housing retrofit and creating better insulated, cooler homes is a substantial part.
- 2.6 The following sections discuss the progress that has already been made and the plans to scale and speed up action.

### 3.0 Manchester Housing Stock

- 3.1 The number of properties owned by Manchester City Council, other RPs, owner occupiers and private landlords are shown in Table 1.

Table 1 Number of properties across different tenures.

	Number of properties	Percentage
<b>Social rented properties</b>		
Manchester City Council owned	15,700	6.5%
Registered provider owned	51,600	21.5%
<b>Sub-total</b>	<b>67,300</b>	<b>28.0%</b>
<b>Privately owned properties</b>		
Owner occupied	79,300	33.0%
Private rented	93,400	38.9%
<b>Sub-total</b>	<b>172,700</b>	<b>72.0%</b>
<b>Total</b>	<b>240,100</b>	<b>100.0%</b>

- 3.2 According to a modelling exercise carried out by the Greater Manchester Combined Authority (GMCA) in 2021 [3], Manchester housing across the different tenures has the following characteristics:
- The housing stock is dominated by pre-WWII and mid-century terraced and semi-detached properties.
  - Cavity walled and solid brick properties are common. There are a significant number of uninsulated cavity walls, and many properties may not be suitable for cavity wall insulation. Levels of roof insulation are low across the city.
  - The majority of the houses have double glazing, but single-glazed windows still exist (e.g. in less frequently-occupied rooms).
  - Most properties (approximately 80%) are heated by gas, and have gas boilers with radiator heating systems. Electric storage heaters and room

heaters are also common. Heat pumps are still uncommon, covering only approximately 2% of the heating systems in the city.

- Each home emits approximately 3.0 tonnes of CO<sub>2</sub> per year. EPC band D rated properties are the most common.

### **3.3 Retrofit Measures**

3.4 The majority of all Manchester homes will need to be retrofitted in order for us to decarbonise our housing stock. The retrofitting measures we refer to in this report are likely to include

- energy efficiency improvements, such as insulation of walls, roof and floors
- moving away from fossil fuel-based heating technologies such as gas boilers to using low carbon systems such as heat pumps or connecting to heat networks.

3.5 The retrofit technologies and terminology are elaborated further in Appendix 1.

### **4.0 Progress and Emerging Plans for Decarbonising Council-owned Properties**

4.1 The council owns approximately 15,700 homes. The majority of these (12,800) are managed by the Housing Operations team (previously Northwards Housing Limited, the arm's length management organisation, ALMO, which was brought back into the council management in July 2021). The Council also has 2,700 properties managed by contractors and funded by the private finance initiative (PFI). In addition to the properties managed by Housing Operations and PFI contractors, the Council also owns a small number of properties (approx. 200 in total) which are managed by housing associations in West Gorton and Alderley Edge.

4.2 The following sections outline the progress made towards decarbonising the Council-owned properties, and the ongoing and future work to take them towards zero carbon.

### **4.3 Housing Operations**

4.4 The recently refreshed Housing Operations Asset Management Strategy 2022-25 specifies how the Council's housing stock will be maintained and improved. It outlines how the homes are managed in line with the Decent Homes Standard and other property related legislation (such as asbestos and fire risk) and sets an objective of improving the energy efficiency of homes to help reduce fuel poverty and meet the council's zero carbon targets. The strategy states that a review of the current approach is needed if we are to meet the 2038 ambition. The strategy is undergoing a refresh; engagement with residents and the Scrutiny Committee Members is planned for later in 2022. The Housing Operations Asset Management Strategy will act as our decision-making framework for all work related to the Council's Housing

- 4.5 Operations stock. It will guide us on, for example, how retrofit works are prioritised alongside fire safety improvements and Decent Homes Standard related works.
- 4.6 The Council's Housing Operations team has already made significant progress towards retrofitting its properties. As shown in Table 2, £83m has been spent on energy efficiency improvements and low carbon heating systems since 2005, resulting in a 49% reduction of CO<sub>2</sub> emissions.

Table 2 Council housing stock – achievements to date.

£83m	Spent on energy efficiency improvements since 2005, including: <ul style="list-style-type: none"> <li>• 1,600 solid wall properties – external render and insulation (inc. 50 private properties)</li> <li>• 14 high rise blocks of flats – external render and insulation</li> <li>• 580 homes with heat pumps – high and low rise</li> <li>• 2,350 roofs with solar photovoltaic (PV) systems</li> <li>• 8 retirement blocks with solar thermal panels</li> <li>• 300 blocks of flats with low energy lighting – high and low rise</li> <li>• 11,000 homes with high efficiency condensing boilers</li> <li>• 11,900 homes with double glazing</li> <li>• 5,100 homes with cavity wall insulation</li> <li>• 7,000 homes with loft top-up insulation</li> </ul>
£12m	Secured in external grants to help fund energy improvements since 2010
£10m	Income expected over a 20-year period since 2010 from renewable energy generated
49%	Reduction in CO <sub>2</sub> emissions in homes since 2005 (from 55,000 to 28,000 tonnes)
2,100	Residents received energy advice since 2013, saving them an estimated £370k and 500 tonnes of CO <sub>2</sub>
Band C	Average RDSAP (2009) rating

- 4.7 The Housing Operations team has an agreed capital delivery plan which contains some zero-carbon works; however, and as noted in the Housing Operations Asset Management Strategy 2022-2025, increased scale and pace of action is required to meet the 2038 target. In particular, additional funding sources will need to be identified to deliver this, and affordability within the Housing Revenue Account Business Plan will be key to ensuring delivery.
- 4.8 The Council is currently preparing for a bid submission as part of a GMCA consortium for Social Housing Decarbonisation Fund (SHDF) wave 2.1. The Government funding available would help us undertake a significant amount of energy efficiency work in the properties which are due Decent Homes works in the next two financial years. This would kick-start the large-scale action for the Council's own properties, building internal resources and skills and delivering more zero carbon works over the coming years.
- 4.9 As part of the development of the Retrofit Plan we will consider our internal zero carbon targets and commitments, such as
- targets for moving away from using fossil fuels

- trajectory of the number of homes retrofitted per year
- the impact of zero carbon works on homelessness (for example, the impact of extending work on our void properties to include zero carbon measures on the property relet times)

4.10 These targets will be included in the Housing Operations Asset Management Strategy.

#### **4.11 PFI contracts**

4.12 All the homes under the Council's three PFI schemes have undergone energy efficiency and carbon reduction works, with the average EPC rating rising from band E to band C.

4.13 Plymouth Grove PFI scheme in Ardwick covers approximately 500 Council-owned properties and is managed by Grove Village Limited between years 2003 and 2033. The scheme does not have a zero-carbon strategy or plan in place; however, engagement with the consortium on this is planned for September 2022. An existing heat network supplies heat and hot water to approximately 400 properties in the area. Heat is currently generated by gas boilers. There are opportunities to upgrade the existing network and move it to a lower carbon supply. Alternatively, there is a possibility to explore connection opportunities to other nearby heat networks. The remaining properties are currently heated by individual gas boilers.

4.14 As part of the Miles Platting PFI scheme, 1,400 homes are managed by Renaissance Miles Platting Ltd with the contract running from 2007 to 2037. The estate has a sustainability strategy which specifies targets of 50% emission reduction by 2031 and net-zero by 2037. This equates to reaching EPC A for all the council owned properties on the estate by the end of the contract. A desk-top based feasibility/design study for ground source heat pumps is being considered to explore opportunities to replace gas boilers in seven tower block communal heating systems.

4.15 A further 800 homes in Brunswick are managed by S4B between years 2013 and 2038. The 30-year-old gas boilers that feed the communal systems in four tower blocks in the area are currently being replaced by more modern gas boilers whilst the best future net-zero solutions for the blocks are being investigated, including potential connection to nearby heat networks. This does mean that we are locked into using gas for the foreseeable future but alternative options were considered and none were deliverable within the time available and the agreed contract terms. The remaining properties are heated by individual gas boilers, apart from a 60-bed extra care and day care centre which operates a brand new, energy efficient, gas-fired Combined Heat and Power unit.

4.16 It is expected that zero carbon plans will be in place for each PFI scheme by the end of Financial Year (FY) 2023/24 (as discussed above, currently only Miles Platting has one). Zero carbon works were not identified as part of the original PFI contracts, and therefore the funding streams for low carbon

measures for these homes will need to be identified. Operational savings (i.e. omitting some work already in the contract and replacing it with low carbon alternatives) present an opportunity, however these will not fund the whole transition to zero carbon.

#### **4.17 Other Council owned properties**

- 4.18 In West Gorton, approximately 70% (124 out of 171) properties are heated by air source heat pumps (ASHPs), with the remaining 30% being heated by gas boilers. All the properties are rated EPC C or above. We are currently considering the future management of the properties. The current management agreement (with The Guinness Partnership) is due to end soon and a new agreement will include a pathway to zero carbon.
- 4.19 The current condition of the very small number of Bungalows (11) in Alderley Edge is unknown. We will engage with Peaks and Plains housing association who manage the properties on the Council's behalf to determine what work is possible within the resources available.

#### **5.0 Progress and Emerging Plans for Decarbonising Non-Council Owned Social Rented Properties**

- 5.1 In addition to the Council-owned homes, Registered Providers (Housing Associations) own a further 51,600 social homes in Manchester. The majority of RPs are members of the Manchester Housing Providers Partnership (MHPP) and its zero carbon workstream. The workstream currently meets as part of the wider Greater Manchester Housing Provider Partnership meetings, as well as through MHPP communication channels, to update members on funding opportunities and progress of delivery of schemes such as ECO, Green Homes Grant and the Social Housing Decarbonisation Fund where bids have been submitted to the relevant funding bodies as a GMCA consortium (as opposed to the individual local authorities or RPs).
- 5.2 The majority (approximately 70%) of the social housing stock in Manchester is owned by four RPs:
- Manchester City Council (15,700 properties)
  - Wythenshawe Community Housing Group (13,500 properties)
  - One Manchester (11,800 properties) and
  - Southway (5,700 properties).
- 5.3 The housing stock of these four providers has many similarities due to the properties having been transferred from Manchester City Council to the RPs through stock transfer. The MHPP has recently agreed to work collaboratively to baseline their housing emissions, with the four lead RPs developing costed investment plans to zero carbon and sharing learning.
- 5.4 Several zero carbon demonstration projects have already been undertaken or are underway and the organisations have ambitious zero carbon targets. The

RPs all face similar challenges in terms of decarbonisation, including (but by no means being limited to):

- A large proportion of the housing stock requiring complete retrofit including installation of heat pumps/other renewable energy technologies, with costs estimated to be around £25k per property but rising rapidly due to recent material/labour cost increases.
- Little Government funding being available towards retrofit, but Government imposed caps for social rent meaning the funding cannot be recovered through operations.
- Even where funding exists, access to the properties to carry out work is difficult, and tenant engagement and buy-in is key to success.
- There is a need to ensure that works do not cause unintended consequences forcing more people into fuel poverty.

5.5 It is hoped that the collaboration will help the RPs overcome some of the challenges, but with recognition that the targets are unlikely to be met without more support from the central Government.

## **6.0 Progress and Emerging Plans for Decarbonising Owner-occupied properties**

6.1 The 79,300 privately owned owner-occupied properties are discussed below. The 'willing to pay' and 'vulnerable and low-income' households are covered separately, as schemes and help available for these groups differ. It is recognised that there are many other ways of segmenting the owner-occupied households and this is just one of them. Leasehold properties within the Council estates are discussed as a separate topic due to the unique challenges related to their decarbonisation.

6.2 In general there is a lack of accurate data on the condition of the Manchester's privately-owned housing which makes it difficult to measure the city's progress towards net zero.

## **6.3 Willing to pay households**

6.4 The GMCA has recently procured a managing agent to provide impartial advice to homeowners on what they need to do to retrofit their homes, the likely costs and recommended steps to take in the process. The scheme, branded Your Home Better, helps alleviate the uncertainty that many homeowners currently have around how to retrofit their homes. The scheme was launched in June 2022, and is gathering momentum; however, it is currently benefitting exclusively the willing to pay market. There is intent to bring in financial solutions for homeowners to access green finance products, which would likely make retrofitting more appealing to many owner occupiers. The scheme has ambitious plans to expand to become the retrofit agency of choice for the region and be able to meet the demand from Greater Manchester residents. We will continue to work with the GMCA to ensure a strong take up and maximise the benefits of the scheme to Manchester residents.

6.5 Additional help for the willing to pay households is available through the UK Government's Boiler Upgrade Scheme (see Section 7 for more information about Government funding schemes).

#### **6.6 Vulnerable/low-income households**

6.7 Financial assistance towards retrofitting properties of vulnerable and low-income households is currently modest. This section outlines the Manchester-based Home Energy Loan Plan (HELP) and the Warm Homes Manchester schemes. Further information about Government funded schemes such as ECO and Home Upgrade Grant (HUG) is given in Section 7.

6.8 HELP is the Council's scheme for assisting homeowners and some private sector landlords to get access to low interest finance. Interest free loans for up to £10,000 can be made for energy efficiency works and heating system upgrades (administration charges apply). Loans are typically paid back within a maximum of seven years, or on sale of the property/death of the assisted person. Care and Repair Manchester administer the scheme on the Council's behalf and the majority of residents who take advantage of this scheme are elderly and often in crisis.

6.9 The Warm Homes Manchester programme is delivered by AgilityECO and receives funding from the Warm Homes Fund, a national £150m fund administered by Affordable Warmth Solutions. The scheme is currently being set up and will install first time low carbon central heating (air source heat pumps), and where possible loft and cavity wall insulation, to approximately 50 properties in Manchester, but with the intention to seek additional funding opportunities if the programme is successful.

6.10 As the two schemes outlined above are only able to cover the retrofit costs of a few hundred properties, there is an evident gap in the amount of help (both financial and advice/support) available to vulnerable/low-income households. Further work is required to identify and establish suitable financial products and advisory services. The GMCA Your Home Better service may be a vehicle for this and we will continue working with the GMCA to extend the offer to as many Manchester homeowners as possible.

#### **6.11 Leasehold properties within Council-owned estates**

6.12 A very specific issue for owner-occupied properties is presented by the leasehold flats and maisonettes which have been bought under the Right to Buy scheme within estates managed by the Council (and registered providers). Within the Council-owned estates there are currently just under 500 leasehold properties, the majority of which are low rise flats and likely to still have individual gas boilers similar to other council properties in these buildings. A small number of leasehold properties are also connected to the Council's communal heating systems in high-rise and low-rise blocks.

6.13 As part of the delivery of the Retrofit Plan we will clarify our approach to working with leaseholders to deliver and finance zero carbon works.

## **7.0 Progress and Emerging Plans for Decarbonising Private Rented Properties**

- 7.1 The biggest group of properties, 93,400 in total, are owned by private landlords. We do not currently hold information about the landlords, although estimates state that there are likely to be around 10,000 of them across Manchester. This makes it difficult to target the private rented sector for improvements (or enforcements if minimum standards were put in place). There are also currently no services available specifically for landlords, although some local and Government grants, and help specified in other parts of this report, do apply. We note that influencing and supporting this sector remains challenging within the current policy constraints.

## **8.0 Funding**

- 8.1 The Council has established a Zero Carbon Finance and Investment Subgroup to investigate funding opportunities for zero carbon work and to engage with others externally on this agenda. We are also supporting the work of the GMCA in identifying and developing new funding mechanisms for homeowners. As part of the Retrofit Plan, we will specify how we will work with others to identify suitable funding mechanisms and make these available for Manchester residents.
- 8.2 The Government offers some, modest, support towards the decarbonisation of both social and privately-owned homes; these are outlined in the sections below. There is a need to lobby the Government for more funding for all homes and for longer more sustainable policies.

## **8.3 Social Housing Decarbonisation Fund (SHDF)**

- 8.4 The 2019 Conservative Manifesto committed £3.8bn to improve the energy performance of social rented homes over a 10-year period. The SHDF is currently starting its second wave.
- The demonstrator stage of the fund saw the Council bid for £3.12m of funding to retrofit around 164 homes, creating a decarbonised neighbourhood on the Grey Mare Lane estate in Beswick. The project is due to finish in 2023 and has been delivered in collaboration with BEIS, One Manchester and Creative Thinking Studio to showcase the delivery of whole house retrofits on a neighbourhood level. So far, full retrofit works have been carried out on around 90 properties with a 70% take up for heat pumps. This project has, however, highlighted the challenge of including privately-owned homes within a neighbourhood-wide scheme.
  - As part of Wave 1 of the SHDF, bids were submitted as part of a consortia with 10 north-west based landlords and the GMCA. Wythenshawe Community Housing Group secured £800,000 to retrofit 105 solid wall and mansard roof properties with external wall insulation as well as other fabric and ventilation improvements to improve the properties to an EPC band C rating. Funding was also received by Your Housing Group, For Housing, Jigsaw, Moss Care St Vincent and Salix Homes.



- Wave 2 is expected to open in August/September 2022 and will look to allocate £800m of funding to support the installation of energy performance measures in social homes in England. The bid for Greater Manchester will be led by the GMCA, and Manchester City Council, together with several RPs, is expected to put forward a significant funding bid to address Manchester properties. The work will be delivered over a two-year period starting in March 2023. It should be noted that the SHDF is aimed at properties with EPC ratings of D or below, which limits the number of eligible properties we are able to put forward for the scheme.

### **8.5 Energy Company Obligation (ECO)**

- 8.6 The Government has set requirements for the biggest energy providers to send some of their profits back to UK households; this is known as the ECO. The funding is directed to those homeowners who are deemed to need it the most, such as those on low annual income, the disabled and the elderly living in low EPC rated properties. The ECO 4 is a £4bn four-year scheme, running from August/September 2022 until March 2026. The funding is directed at the worst performing homes (EPC bands D to G for privately owned homes) and allows energy efficiency measures to be installed in eligible households, taking a whole house retrofit approach (as opposed to the installation of single measures as in the previous rounds of the ECO funding). This scheme is available to those homeowners who are in receipt of means tested benefits; however, the Council can also refer private tenure households that are considered to be living in fuel poverty or are on a low income and vulnerable.

### **8.7 Homes Upgrade Grant (HUG)**

- 8.8 BEIS is currently designing the Phase 2 of the Home Upgrade Grant (HUG) scheme. HUG provides grants to install energy efficiency measures and low carbon heating in low-income households living in the worst performing, off gas grid homes across England to tackle fuel poverty and make progress towards net zero 2050. The GMCA (and Manchester City Council as part of the consortium) previously bid for Phase 1 of the HUG but was unsuccessful.
- 8.9 The Government has allocated £1.1 billion to the Home Upgrade Grant over the next three years, which is being delivered from early 2022 to March 2025, with the Phase 2 applications expected to open in Autumn this year.

### **8.10 Boiler Upgrade Scheme**

- 8.11 Since March 2022, the UK Government has been operating a scheme to provide grants for boiler upgrades. This has been designed to allow property owners to upgrade their current heating systems with low carbon alternatives, such as heat pumps. The grant will lessen the upfront costs of the low carbon heating technologies and is available to both domestic and small non-domestic properties from 2022 to 2025. The grants offered vary between £5,000 and £6,000, depending on the type of heating system installed. The installer will apply for the grant on the homeowner's behalf.

## 9.0 Considerations for Large Scale Retrofit

9.1 The Retrofit Plan will need to acknowledge and identify ways to address some of the key challenges related to the delivery of large scale retrofit. These include those discussed in the sections below.

## 9.2 Generating Demand through Resident Engagement and Communications

9.3 We know from our Housing Operations experience that resident engagement will be key to generating demand for retrofit. Even in situations where our social housing tenants are offered free improvements to their homes we often struggle to get access to the properties. Early engagement and the development of a Resident Engagement Plan will be needed to ensure the success of the retrofit programme. This will draw on the experiences and lessons learnt by the Council's Housing Operations and Neighbourhoods teams, as well as national best practice.

## 9.4 Neighbourhood-based Approaches to Retrofit

9.5 It is now recognised that area-based retrofit schemes (also called neighbourhood based retrofit schemes) provide opportunities to regenerate neighbourhoods beyond the zero-carbon agenda, take advantage of economies of scale and develop local skills. The challenge around area-based schemes is typically around funding and enticing the residents to spend significant sums of money to upgrade their homes at time scales which may not fit their other plans, even when these costs may be lower than if they were to undertake the work entirely on their own.

### **CASE STUDY – Neighbourhood-based retrofit scheme**

In partnership with the Carbon Co-op and B4Box, we are piloting the delivery of an area-based retrofit scheme in Levenshulme to demonstrate how the delivery of whole house retrofits can be scaled up to area level. The scheme involves retrofitting up to 20 pre-1919 terraced homes and is aiming to be on site in March 2023. The scheme will influence the Council's plan of retrofitting the city's privately owned homes especially, with learning expected around resident engagement, recruitment of local workers, skills development through on-the-job learning, exploration of financial support mechanisms and procurement approaches for neighbourhood-based schemes.

## 9.6 Conservation Areas and Listed Buildings

9.7 Engagement with the Council Planning team will be carried out to understand the challenges such as acceptable retrofit solutions in conservation areas and for listed buildings (e.g. external wall insulation and use of heat pumps). It is likely we will be able to learn from others on this, as many Local Authorities will face the same issues relating to the visual and aesthetic impacts of housing retrofit.

## **9.8 Grid Capacity**

9.9 We will also need to work with the electricity Distribution Network Operator (DNO) Electricity North West, to ensure the electricity infrastructure in the city is able to support the large-scale electrification of heating. Engagement with Electricity North West is already ongoing at the GMCA level and we will need to feed our plans and programmes into these discussions.

## **9.10 Skills**

9.11 Large scale retrofit will require thousands of new operatives to be trained and upskilled to undertake retrofit work. This is covered in a separate paper to the September 2022 Economy Scrutiny Committee titled 'Green Skills and Housing Retrofit'. We will continue working collaboratively between the Council's Housing Strategy, Housing Operations and Work and Skills teams to ensure the availability of an appropriately skilled workforce to deliver the retrofit programme.

## **9.12 Availability of Materials and Technologies**

9.13 We know from our pilot projects of delivering deep retrofit that the availability of materials and technologies (especially ASHPs) is an issue which delays the delivery and completion of retrofit projects. We will need to consider appropriate solutions to this, including, for example, group procurement.

## **10.0 Delivery Team**

10.1 The Strategic Housing service will oversee the development and delivery of the Retrofit Plan and has created a small team to do this. One post has been filled since May 2022 with two more officers due to start in September and October 2022.

10.2 Input and commitment will be required from teams across the Council to implement the plan. The teams include (but are not limited to) the Council's Housing Operations, Neighbourhoods, Work and Skills and Communications teams. It is expected that a delivery structure consisting of workstreams will be established in order to address some of the barriers around retrofit, such as resident engagement and financing.

10.3 The Council team will collaborate with stakeholders across the city, including, for example, the MHPP, Manchester Climate Change Agency, GMCA, and others.

## **11.0 Programme**

11.1 We will develop a draft Retrofit Plan by the end of FY 2022/23. As discussed in the earlier sections of this report, ongoing engagement with various stakeholders will be required both internally within the Council and externally. The Retrofit Plan is therefore expected to evolve over time as we learn from experience and develop new approaches for delivery.

## **12.0 Conclusion**

12.1 This report has explained:

- Why a Retrofit Plan is needed
- What progress has already been made and some of the key issues are for developing and delivering a large scale decarbonisation programme in Manchester
- Who will need to be involved in the development of the plan
- When the plan is expected to be completed

12.2 The Retrofit Plan will address the 'How' – how we will work with different stakeholders across the city to carry out the huge task of retrofitting the city's housing stock. The plan will outline the Council's role in supporting Manchester residents in the transition to zero carbon.

12.3 The plan is likely to evolve over time as we learn from experience and new approaches, funding opportunities and best practice emerge from other areas of the UK faced with the same task. However, our target of reaching the 2038 milestone for zero carbon housing will guide the continuous improvement of the plan and its delivery.

12.4 The sub-sections below summarise the key policies and considerations for the development of the Retrofit Plan.

## **12.5 Equal opportunities**

12.6 Retrofitting the city's housing stock will ensure healthier, more comfortable homes for Manchester residents and result in improved health and wellbeing for the city's residents. The consideration of vulnerable and low-income households in the development of the plan will be key to ensuring just transition to zero carbon housing.

## **12.7 Risk Management**

12.8 Key risks for the development and delivery of the Retrofit Plan include, but are not limited to, the following:

- Availability of funding for the Council, RPs, private homeowners and landlords
- Low demand for zero carbon works by Manchester residents, particularly due to the current energy price crisis
- Lack of skilled, PAS2035 qualified retrofit assessors, coordinators and installers in the local area
- Short supply of required technologies such as air source heat pumps
- Difficulties of engaging with certain stakeholders, such as private landlords

## **12.9 Legal Considerations**

12.10 Legal aspects to note include the consideration of lease terms and conditions when planning zero carbon works and the support offered to private homeowners within Council and RP -owned estates.

### 13.0 Recommendations

13.1 It is recommended that the Committee considers and comments on the emerging retrofit plan (the content of this report).

### 14.0 References

(1) Manchester Climate Change Agency. Manchester Climate Change Framework (2020-25) – 2022 Update. Key Findings for Review.

(2) Manchester Climate Change Agency. Manchester Climate Change Framework (2020-25) – 2022 Update. Key Findings for Review.

(3) Manchester Climate Change Agency. Manchester Climate Change Framework (2020-25) – 2022 Update. Key Findings for Review.

### 15.0 Acronyms

AC	Alternating current
ALMO	Arms length management organisation
ASHP	Air source heat pump
BESS	Battery energy storage system
COP	Coefficient of performance
DC	Direct current
DNO	Distribution network operator
EAHP	Exhaust air heat pump
ECO	Energy Company Obligation
EWI	External wall insulation
FY	Financial Year
GMCA	Greater Manchester Combined Authority
GSHP	Ground source heat pump
HELP	Home Energy Loan Plan
HUG	Home Upgrade Grant
IWI	Internal wall insulation
MHPP	Manchester Housing Providers Partnership
MVHR	Mechanical ventilation heat recovery system
PFI	Private finance initiative
PV	Photovoltaic
RP	Registered provider
SHDF	Social Housing Decarbonisation Fund

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## **Appendix 1 – Common Retrofit Technologies and Terminology**

### **A1 Introduction**

The following information goes into detail about the function and design of different retrofit low-carbon technologies that exist as well as the advantages and disadvantages of these. It also explains some of the common issues that occur within retrofitting that should be accounted for. It should be noted that these pieces of technology are what is currently available and being used, and with future design there may become more effective solutions. As well as this, as existing technology is improved, some of the disadvantages around efficiency, cost and installation may change.

### **A2 Low-Carbon Technologies**

As of Feb 2021, the vast majority of properties are being heated by mains gas, with the figure being at around 188,769 dwellings. The most common heat type is boilers, and it is said to be under 1000 heat pumps. This needs to change in order to reach net-zero.

#### **A2.1 Air Source Heat Pumps (ASHPs)**

ASHPs work by absorbing the heat that is found in the air outside of a building and run in a similar way to how a fridge can create a cold environment through vapour compression, but for hot air. Some can also provide domestic hot water.

The issues around heat pumps are that with air source, a large external unit needs to be fitted to the dwelling, and therefore there needs to be adequate space for this outside of the property. Additionally, an internal hot water tank is required which will take up more floor space. Heat pumps are low temperature systems, which means that often they require longer running times as well as radiators with a larger surface area to distribute the heat. This change in operation compared with normal gas boilers which run hotter and so produce heat quicker means residents need to be informed about how to work them for them to be efficient heating systems. Without this adequate training, they run the risk of the system being inefficient, and using more electricity which causes an increase in bills.

The coefficient of performance (COP) for ASHPs ranges from 2 to 5, meaning for every unit of electricity inputted, 2 to 5 units of energy are outputted. However, the pricing of heat pump running costs are directly linked to the price of electricity, and currently with electricity being three to four times more expensive than gas, this can potentially be an issue for uninsulated dwellings as this will increase running prices. But these high costs can be combatted by increasing the energy efficiency of the property, ideally through a fabric first approach. This efficiency is what can save the consumer money on bills if they are being installed on draught-proof/ insulated dwellings. People can be quite resistant to heat pumps as they see them being high cost with little benefits, so it is essential to make sure that they know how to use them and are being installed correctly.

## **A2.2 Ground Source Heat Pumps (GSHPs)**

GSHPs work by transferring heat from the ground outside the home to pump this directly into heating the building. Like ASHPs, they are also incredibly efficient, and are a great retrofit or new build installation to adhere to zero carbon targets.

There are two types of GSHP's: vertical and horizontal systems. With vertical systems, bore holes are installed, which are deep holes into the ground to access the consistent hot temperatures beneath the ground. They require a full assessment to ensure their viability and can be more expensive than a horizontal system. However, they require less space than a horizontal system and are therefore more suited to urban areas. Like ASHPs, a fabric first approach should be considered when implementing these to avoid risk of fuel bills increasing.

## **A2.3 Exhaust Air Heat Pumps (EAHPs)**

EAHPs extract heat from the exhaust air of the dwelling, and then distribute this heat to be used in water, air, or hydronic heating system (such as underfloor heating or radiators.) It is far less common than the other two heat pumps, and more research may need to be done to assess their effectiveness.

## **A2.4 Heat Networks**

A heat network (also known as district heating) is a system whereby one central source delivers heat to several dwellings through insulated pipes. When talking about heat networks in the context of zero carbon, heat is usually generated by large ground or air source heat pumps.

The carbon performance of heat networks should be analysed to ensure that they provide a sustainable source of low carbon heat. In areas of high density such as the city centre, heat networks could be a great way to provide low carbon heating as it maximises the number of dwellings using one renewable system.

## **A2.5 Solar Photo-voltaic (Solar PV)**

Solar PV is the system that uses solar power to generate electricity using photovoltaics. Typically, solar panels with solar cells are attached to a building's roof using an aluminium mounting system. The panels generate direct current (DC), and this flows to an inverter to create alternating current (AC), which powers appliances in the home.

Solar PV is a great zero carbon energy source and reduces the need for non-renewable energy in the home. However, there are issues when it comes to retrofit and their use. Until recently, the panels could only be placed on roofs at certain angles to the sun (e.g. south facing), and so an assessment would need to be undertaken to evaluate their effectiveness. Now, with an assessment to check viability, they can be placed at varying angles to the sun, such as east or west. They unfortunately cannot be connected to gas boiler systems to provide energy, and so this initial retrofit



measure will need to be completed prior to its installation. However, connecting them to an electrified heating system together can lead to net-zero.

## **A2.6 Energy Storage (Batteries)**

Battery storage or battery energy storage systems (BESSs) are devices that store renewable energy (such as from solar PV) and release that energy when it is needed. This is extremely useful when using renewables to power a dwelling given the sometimes-inconsistent nature of their supply of energy, e.g. the sun shining at different times of the day. An assessment of the cost effectiveness would need to be undertaken to ensure its financially viable. However, they may be essential in ensuring that a dwelling reaches net-zero.

## **A3 Insulation**

### **A3.1 External Wall Insulation (EWI)**

EWI involves applying a layer of insulation to the exterior of the dwelling and is commonly associated with solid brick buildings with no external wall insulation. As of Feb 2021, there were 43,601 solid brick homes, and the majority of these will need to be retrofitted/ The benefits of this being installed are that it avoids disruption to the internal space of the property for the tenant. It also greatly improves the thermal comfort and does this without reducing floor space. It often visually renews the appearance of walls, improves the weatherproofing, increases sound-resistance, and increases the lifespan of the walls by protecting the brickwork.

EWI needs to be carefully planned to avoid moisture and condensation issues from thermal bridging. Details such as the roof, guttering and windowsills must be considered, and some may need to be replaced if the added layer outside of the property is too thick to allow for use/extension of the existing. EWI has previously had a bad reputation, particularly due to poor cladding installations in previous years, as well as potential fire safety risks. The Council's Planning team will need to be engaged when designing EWI schemes, as they may pose aesthetic challenges for traditional heritage and listed buildings and on conservation areas, as the original brick layer of the properties would be covered up.

### **A3.2 Internal Wall Insulation (IWI)**

IWI involves adding insulation to the inside of the wall. Although effective, IWI results in greater disruption for the resident, as well as a reduction of floor area if the cavity is too small to be filled and the wall thickness needs to increase. This may be an issue for already small dwellings.

As well as this, IWI poses increased fire and moisture risks. When the insulation is fitted, there is a danger of trapping moisture at the junctions. An increase in material insulation will always create an increased fire risk as almost all of these are to some degree combustible, except for mineral wool and some new plaster insulation products. Therefore, a degree of caution needs to be looked at around this, and if it is installed, it should be coated with non-combustible plasterboard or wet applied plaster

coat. The cost of this is greater than cavity wall insulation, however the savings on the heating bills will be greater.

### **A3.3 Cavity Wall Insulation**

Cavity wall insulation involves insulating the internal cavity walls and filling the air space, thereby inhibiting heat transfer. If possible, this has the advantage over IWI as it uses the existing wall structure, and so doesn't affect the floor space of the building. However, it is still invasive, and has similar problems of installation as IWI. In Manchester we are now having to redo some cavity wall insulation that has been incorrectly installed, which has come at a great cost.

### **A3.4 Floor Insulation**

Internal insulation can also consist of insulating floors, particularly suspended-timber floors. Mineral wool insulation is typically fitted with netting between the joists, and this involves taking the floorboards up. Ground floors can also be insulated by replacing the concrete flooring or adding a rigid layer of insulation. Like IWI, this poses the same issues in terms of access, disruption to residents. If installed incorrectly, it can similarly result in trapping moisture and air, leading to condensation, as well as a fire risk. However, with proper planning, this is a great way to insulate a dwelling without reducing floor space or adding cladding. Additionally, new non-invasive robot technology which sprays foam insulation between the suspended-timber joists avoids the need to take up flooring.

### **A3.5 Roof Insulation**

A great low cost, low regret retrofit installation is roof insulation. It is easy to install and can greatly reduce the heat loss of a dwelling. The main issue with this is that although it works well for houses, it is not possible for most individual flats and apartments. As of February 2021, it was estimated that nearly 34,000 dwellings in Manchester had no roof insulation at all, which is a surprisingly high number.

### **A3.6 Double/Triple Glazing**

Double or triple-glazing is two or three glass windowpanes, separated by an air cavity. The increase in glazing results in a reduction of heat transfer, and therefore the building is more insulated. It is a relatively low-cost, effective measure at reducing heat loss in a building. An increase in glazing will make the building more airtight, but there is possibility of over-heating and a lack of ventilation, so this needs to be looked at when planning retrofit measures. Windows are also a key area for thermal bridging to occur, especially if the new windows have not been lined up with the existing or new insulation in the external walls. It is important to check on the viability of replacing windows in conservation areas or in a listed building to see if measures like this are possible.

### **A3.7 Doors**

To increase the air tightness of the dwelling, doors can be insulated either around the frame or the material of the door itself. Alternatively, simply installing a new door with

multiple material layers (e.g. composite doors with multiple layers for insulation) may be an easier and lower-cost measure. To insulate a door is a low cost, low regret measure, and can be done in line with all the other fabric first retrofitting.

## **A4 Retrofit Issues**

### **A4.1 Thermal Bridges**

A thermal bridge, also commonly known as a cold bridge, is a break or weak spot in the insulation of a building which results in a higher heat transfer. When the insulation is weaker, interrupted or broken at a point, it can cause major issues for air tightness and insulation. They are commonly found at junctions in the building, such as window details, and connections between walls.

Thermal bridges can result in condensation, damp, and mould growth in the building. PAS2035 retrofit standards require detailing of junctions to avoid thermal bridging, which often occurs through retrofit installations of EWI and IWI. Often if a thermal bridge has occurred, you will be able to see this under thermal imaging of the building, as it will visualise the colder areas where heat is being lost. These areas will then need to be re-designed to address this break.

### **A4.2 Mechanical Ventilation Heat Recovery System (MVHR)**

MVHR systems are an advanced technological tool for ventilation in a dwelling. When all the air tightness measures have been installed, a common issue in retrofitting is the lack of ventilation. Therefore, this system is essential to deliver fresh clean air. They are very efficient, as they extract warm damp air from the dwelling, as well as draw fresh air from outside. The warm air that gets extracted passes through a heat exchanger, and this residual heat warms the clean external air, without contamination of the two. The pre-warming of the air means there is far less heat loss, thereby lowering heating costs. The system is commonly made up of ducts in the ceiling, with the central unit being stored in a utility room.

MVHR are especially great when the building is particularly airtight so that ventilation can still occur. Heating costs are reduced, but the systems are currently relatively expensive. They are particularly difficult to implement in small retrofit dwellings due to the large ceiling space required as well as utility space for the unit.

### **A4.3 PAS 2035 Installation**

PAS 2035:2019 is the set of standards that are required for retrofitting measures, which are particularly relevant when applying for grant funding, as it must be clearly shown that these are going to be adhered to. PAS 2035 came about through how common retrofitting measures were being incorrectly installed, leading to poor living conditions and damage to the dwellings. To rectify these measures, it becomes costly as not only do they have to be removed, but also the structure must be made safe and then the measures re-installed. Complying with PAS 2035 through having the correct certified people involved (such as retrofit assessors and retrofit coordinators), is vital to ensure the success of the projects.



**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee – 8 September 2022

**Subject:** Overview Report

**Report of:** Governance and Scrutiny Support Unit

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### **Summary**

This report provides the following information:

- Recommendations Monitor
- A summary of key decisions relating to the Committee's remit
- Items for Information
- Work Programme

### **Recommendation**

The Committee is invited to discuss the information provided and agree any changes to the work programme that are necessary.

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**Wards Affected:** All

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### **Contact Officers:**

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Position: Governance and Scrutiny Support Officer

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**Background documents (available for public inspection):** None

## 1. Monitoring Previous Recommendations

This section of the report lists recommendations made by the Environment and Climate Change Scrutiny Committee. Where applicable, responses to each will indicate whether the recommendation will be implemented, and if it will be, how this will be done.

Date	Item	Recommendation	Response	Contact Officer
13 January 2021	NESC/21/06 Monitoring and Compliance – Construction Sites	Recommend that Officers, in consultation with the Executive Member for Environment, Planning and Transport arrange a briefing session for Members of the Committee that provides an overview of a range of activities that included, but not restricted to planning and related enforcement; roles and responsibilities and Traffic Regulation Orders.	A response to this recommendation has been requested and will be reported back once received.	Julie Roscoe Director of Planning, Building Control and Licensing
22 July 2021	ECCSC/21/11 Climate Change Action Plan Quarterly Progress Report: Q1 April - June 2021	That every school on a main arterial route with high volumes of traffic have a tree planting plan included as part of the tree strategy to promote clean air.	A response to this recommendation has been requested and will be reported back once received.	Julie Roscoe Director of Planning, Building Control and Licensing
14 October 2021	ECCSC/21/21 Climate Change Action Plan Quarterly Progress Report, Q2 July - September 2021	The Executive Member for Environment and Officers arrange a briefing session for Members on the modelling that was used to agree and set the suite of targets reported in the Action Plan.	A response to these recommendations has been requested and will be reported back once received.	Cllr Rawlins Executive Member for Environment

9 December 2021	ECCSC/21/33 Aviation and Carbon Emissions	That the Executive Member for the Environment convene a meeting with Members of the Committee to discuss further the issues raised at the meeting.	Executive Member for Environment and Transport is progressing this recommendation.	Cllr Rawlins Executive Member for Environment
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## 2. Key Decisions

The Council is required to publish details of key decisions that will be taken at least 28 days before the decision is due to be taken. Details of key decisions that are due to be taken are published on a monthly basis in the Register of Key Decisions.

A key decision, as defined in the Council's Constitution is an executive decision, which is likely:

- To result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates, or
- To be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the city.

The Council Constitution defines 'significant' as being expenditure or savings (including the loss of income or capital receipts) in excess of £500k, providing that is not more than 10% of the gross operating expenditure for any budget heading in the in the Council's Revenue Budget Book, and subject to other defined exceptions.

An extract of the most recent Register of Key Decisions, published on **26 August 2022**, containing details of the decisions under the Committee's remit is included overleaf. This is to keep members informed of what decisions are being taken and to agree, whether to include in the work programme of the Committee.

There are no Key Decisions currently listed within the remit of this Committee.



**Environment and Climate Change Scrutiny Committee  
Work Programme – September 2022**

**Thursday 8 September 2022, 10 am (Report deadline Friday 26 August 2022) \* To accommodate the Bank Holiday**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Manchester Climate Change Framework 2.0	To receive and comment upon the final version of the Manchester Climate Change Framework 2.0.	Cllr Rawlins	Sam Nicholson	
MCC Climate Change Action Plan 2021/22 Annual Report	To receive and comment upon the MCC Climate Change Action Plan 2021/22 Annual Report.	Cllr Rawlins	Mark Duncan Sarah Henshall Gina Twigg	
MCC Climate Change Action Plan Refresh	To receive the refreshed MCC Climate Change Action Plan at the mid-point of the period 2020-25.	Cllr Rawlins	Sarah Henshall Gina Twigg	
Housing Retrofit	To consider emerging proposals and provide an opportunity for members to contribute to and influence this policy.	Cllr Rawlins Cllr White Cllr Hacking	Becca Heron Martin Oldfield David Ashmore	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Scrutiny Support Officer	

**Thursday 13 October 2022, 10 am (Report deadline Tuesday 4 October 2022)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
MCC Climate Change Action Plan – Quarter 2 Update report	To receive and comment upon the MCC Climate Change Action Plan quarterly update report.	Cllr Rawlins	Mark Duncan Sarah Henshall Gina Twigg	
Manchester Climate Change Agency/ Partnership 2021/22 Annual Report	To receive and comment upon the Manchester Climate Change Agency 2021/22 Annual report.	Cllr Rawlins	Samantha Nicholson	
Biodiversity Strategy	To consider and comment on the Biodiversity Strategy prior to submission to the Executive.	Cllr Rawlins	Julie Roscoe	Executive Report
Waste, Recycling and Street Cleansing Update	This report provides an update on progress in delivering waste, recycling, and street cleansing services, describing how the activity contributes to the climate change agenda and key priorities for future.	Cllr Igbon	Heather Coates	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee’s work programme and any items for information.	-	Scrutiny Support Officer	

**Thursday 10 November 2022, 10 am (Report deadline Tuesday 1 November 2022)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Update on the 2023/24 budget position	To receive a report on the Council's anticipated budget position for 2023/24, the budget process and draft proposals for any services in the remit of this committee.	Cllr Rawlins Cllr Igbon	Carol Culley Paul Hindle	
Embedding Carbon Literacy within the Council	To receive information on the progress being made towards embedding a zero carbon culture within the Council (as part of the Carbon Literacy journey).	Cllr Rawlins	Suzanne Grimshaw	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Scrutiny Support Officer	

**Thursday 8 December 2022, 10 am (Report deadline Tuesday 29 November 2022)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Local Area Energy Plan	To receive an update on the progress of the Local Area Energy Plan.	Cllr Rawlins	Becca Heron / Pat Bartoli	
Neighbourhood Teams and Community Engagement	To receive a report that describes how the Neighbourhood Teams are working with local communities to address climate change.	Cllr Igbon	Shefali Kapoor	
Single Use Plastic Free 2024 Progress	To receive a report on the progress being made towards our pledge to be Single Use Plastics Free by	Cllr Rawlins	Mark Duncan	

Report	2024.		Helen Harland	
Active Travel Strategy	To receive a report on the Active Travel Strategy  The Committee have also requested information on the Staff Active Travel Scheme	Cllr Rawlins	Rebecca Heron Pat Bartoli Annalie Pearce Amy Powe	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Scrutiny Support Officer	

**Thursday 12 January 2023, 10 am (Report deadline Monday 31 December 2022)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
MCC Climate Change Action Plan – Quarter 3 Update report	To receive and comment upon the MCC Climate Change Action Plan quarterly update report.	Cllr Rawlins	Mark Duncan Sarah Henshall Gina Twigg	
Manchester Airport and Aviation Emissions	To receive a report that discusses the steps taken to reduce emissions that result from the aviation industry.	Cllr Rawlins	David Houliston	
Electric Vehicle Charging	To receive a report that describes the provision and delivery of electrical charging points for motor vehicles.	Cllr Rawlins	Rebecca Heron	
Overview Report	This is a monthly report, which includes the	-	Scrutiny	

	recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.		Support Officer	
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**Thursday 9 February 2023, 10 am (Report deadline Tuesday 31 January 2023)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
2023/24 Budget Report	Consideration of the final 2023/24 budget proposals that will go onto February Budget Executive and Scrutiny and March Council.	Cllr Rawlins Cllr Igbon	Carol Culley Paul Hindle	
Planning Policy and Climate Change	To receive a report that considers how planning policy contributes to addressing climate change. The report will include, but not restricted to carbon standards for new build homes; flooding mitigation and heat island mitigation.	Cllr White	Julie Roscoe	
Zero Carbon Culture Guides	To receive information on the work being delivered in relation to engaging Culture organisations with their zero carbon journeys.	Cllr Rawlins / Cllr Rahman	Sarah Elderkin Louise Lanigan	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Scrutiny Support Officer	

**Thursday 10 March 2023, 10 am (Report deadline Tuesday 28 February 2023)**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Manchester Green and Blue Strategy and Implementation Plan, including annual update and a report on the Tree Action Plan	<p>To receive the annual update on the delivery of the Green and Blue Implementation Plan together with information on the delivery of the Tree Action Plan.</p> <p>The Committee have requested that this item includes discussion on flood risk management with reference to the Victoria North Development; the role of partners such as the Environment Agency and their response to incident of spillages and pollution in rivers and information on the Our Rivers, Our City Strategy.</p>	Cllr Rawlins	Julie Roscoe	
Parks and Open Spaces	To receive a report that provides information on the approach to open spaces to promote biodiversity and reduce carbon emissions. Members have requested that this includes consideration on the use of pesticides, including its use in allotments, woodland space and the interface between grounds maintenance and street cleansing services.	Cllr Igbon	Kylie Ward Matthew Bennett	
Crematoria and Cemeteries	To receive a report that describes the carbon impact of cremation, including information on the activities to promote biodiversity in cemeteries.	Cllr Igbon	Matthew Bennett	
Overview Report	This is a monthly report, which includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.	-	Scrutiny Support Officer	

### Items to be scheduled

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Carbon Reduction Procurement Progress Report	To receive an update report on the steps that have been taken within the council's procurements to support carbon reduction	Cllr Rawlins	Mark Leaver Peter Schofield	Update to the report considered 23 June 2022

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