



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

Date: Thursday, 9 February 2023

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 Council 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. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

### **Filming and broadcast of the meeting**

Meetings of the 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** - Shilton Godwin (Chair), Doswell, Holt, Hughes, Ilyas, Jeavons, Lyons, Chohan, Nunney, Razaq 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 12 January 2023.

7 - 12

**5. 2023/24 Budget Report**

**5A. Neighbourhood Directorate 2023/24 Budget**

Report of the Strategic Director (Neighbourhoods)

13 - 30

This report provides a further update to members on the priorities for the services in the remit of this committee and details the changes to the initial revenue budget options proposed by officers in November 2022.

**6. Zero Carbon 2023/24 Budget Report**

Report of the Deputy Chief Executive and City Treasurer

31 - 42

The purpose of the report is to provide an overview of the funding secured and invested to date to enable delivery of Manchester City Council's Climate Change Action Plan (CCAP) 2020-2025.

The report also sets out what has been delivered as a result of the additional revenue funding provided from the Council's budget for 2022/23 and highlights the priority actions to be delivered between 2023-25.

- 7. Draft Manchester Active Travel Strategy and Investment Plan** 43 - 104  
Report of Strategic Director Development
- The report presents the final draft Manchester Active Travel Strategy and Investment Plan.
- The Committee are invited to comment on the report prior to it being considered by the Executive
- 8. Zero Carbon Focused Communications and Engagement Update** 105 - 134  
Report of the Head of Strategic Communications and the Director, Manchester Climate Change Agency
- This report provides an overview of the investment into zero carbon focused communications, and early assessment of impact.
- 9. Household Waste and Recycling Campaigns and Engagement** 135 - 154  
Report of the Strategic Director (Neighbourhoods)
- This report provides an update on information on the campaign and engagement programme with residents on the issue of household waste and recycling.
- 10. Planning Policy and Climate Change** 155 - 184  
Report of the Director of Planning, Building Control and Licensing
- The report considers how planning policy contributes to addressing climate change.
- 11. Large Scale Renewable Energy Generation - Solar Farm - Part A** 185 - 200  
Report of the Deputy Chief Executive and City Treasurer
- This report provides information on the progress of negotiation and Due Diligence for the purchase of a Large-Scale Renewable Energy Generation Project to ensure the Council can achieve the CO<sub>2</sub> savings as set out in the Council's Climate Change Action Plan 2020-2025.
- 12. Overview Report** 201 - 208  
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.

**13. Exclusion of Press and Public**

The officers consider that the following items contains exempt information as provided for in the Local Government Access to Information Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Environment and Climate Change Scrutiny Committee is recommended to agree the necessary resolutions excluding the press and public from the meeting during consideration of these items. At the time this agenda is published no representations have been that this part of the meeting should be open to the public.

**14. Large Scale Renewable Energy Generation - Solar Farm - Part B**

209 - 222

Report of the Deputy Chief Executive and City Treasurer

Public excluded.



## Information about the Committee

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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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## Environment and Climate Change Scrutiny Committee

### Minutes of the meeting held on 12 January 2023

#### Present:

Councillor Shilton Godwin – in the Chair  
Councillors Doswell, Holt, Ilyas, Nunney and Wright

**Apologies:** Councillors Hughes, Lyons and Razaq

#### Also present:

Councillor Craig, Leader of the Council  
Councillor Rawlins, Executive Member for Environment and Transport  
Councillor Foley, Deputy Executive Member for Environment and Transport  
Councillor Igbon, Executive Member for Vibrant Neighbourhoods  
Councillor Ahmed Ali, Deputy Executive Member for Vibrant Neighbourhoods  
Neil Robinson, CSR and Future Airspace Director, Manchester Airports Group  
Andy Clarke, Head of Corporate Affairs, Manchester Airport  
Samantha Nicholson, Manchester Climate Change Agency

#### **ECCSC/23/01          Urgent Business - Large Scale Renewable Energy Generation - Solar Farm Purchase**

The Chair invited the Deputy Chief Executive and City Treasurer to address the Committee on the report that is listed on the agenda for the meeting of Executive, 18 January 2023 entitled 'Large Scale Renewable Energy Generation - Solar Farm Purchase'.

The Deputy Chief Executive and City Treasurer stated that following the meeting of the Executive an update report would be submitted to the Committee for consideration at a time to be agreed in consultation with the Chair.

#### **Decision**

To note the update.

#### **ECCSC/23/02          Minutes**

#### **Decision**

To approve the minutes of the meeting held on 8 December 2022 as a correct record.

#### **ECCSC/23/03          Waste Collection Over the Christmas Period**

The Committee received a verbal report on the waste collection service over the Christmas period.

The Strategic Lead, Waste Recycling and Street Cleaning stated:

- That compared to previous years there had been a reduction in the number of reported incidents and fly tipping;
- Planning for the increase in waste over the Christmas period was anticipated and taken into account when planning service delivery;
- Collection dates had been adjusted to take into account bank holidays over the Christmas period;
- Changes to these dates had been communicated to residents, the contact centre and key stakeholders such as housing providers;
- Availability of the Household Waste and Recycling Centres had been promoted;
- Delays and missed bins collections had occurred due to vehicle malfunctions and staff shortages due to illness;
- In the event of these incidents the agreed contingency plans were instigated, and missed bins were collected as soon possible, usually the next day with residents informed of these arrangements;
- This was the first year that electric vehicle had been used and analysis of their performance would be undertaken to understand any challenges experienced and this learning would inform future service delivery planning over the Christmas period;
- Street cleansing had continued to take place, noting that the water supplies for machinery had been affected by the bought of prolonged freezing weather;
- Cycle lanes would be inspected, and any areas of concern identified would be addressed by Biffa;
- The department worked closely with the Highways Department to ensure cycle lanes were designed to ensure they were accessible and could be cleaned easily by Biffa crews;
- Different departments worked together to coordinate activities to reduce the incidents of pooling of water on highways;
- If residents and/or Members wished to report missed bin collections, they should do this via the contact centre;
- Members had been provided with the Annual Leaf Removal Programme, noting the impact of the spell of cold weather on the timing of leaf fall;
- A lessons learnt exercise would be undertaken to inform future planning; and
- Recommending that all residents subscribe to the alerts system that provided bespoke information on bin collections and any issues with the service.

In response to a specific question raised regarding the potential for additional collections of paper and cardboard over the Christmas period the Committee were advised that the volumes of waste from the different streams would be analysed to inform the future planning of service delivery over this busy period.

### **Decision**

To note the verbal update.

### **ECCSC/23/04 Manchester Airport and Aviation Emissions**

The Committee considered the joint report of Manchester City Council, Manchester Climate Change Agency and Manchester Airports Group that provided an update on

progress since the 9 December 2021 report the Committee received which considered the relationship between aviation and the city's carbon emissions.

Key points and themes in the report and accompanying presentation included:

- Setting out the Council's role in relation to reducing aviation emissions and its relationship to Manchester Airports Group (MAG) who own and operate three United Kingdom airports, including Manchester Airport;
- An update from the Manchester Climate Change Agency which provided an extract from the 2022 Update to the Manchester Climate Change Framework setting out the citywide position in relation to aviation emissions; and
- An update from the MAG on the international position in relation to aviation emissions, the approach taken by the UK Government and MAG's own work to reduce emissions from flights to and from Manchester Airport and from ground operations.

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

- Recognising and welcoming the leadership demonstrated to date by the Council, MAG and the Manchester Climate Change Agency on this important issue;
- Noting however that the projections provided remain incompatible with restraining carbon emissions to 1.5%
- Noting that the report and information provided was more open and transparent;
- Previous updates had included graphs to articulate the rate of emissions against projected targets and asked that these be included in any future updates;
- The need to reduce domestic business travel and calling for an improved, sustainable and reliable rails service to support this;
- What were that targets for increased passenger numbers and associated travel at the airport;
- More needed to be done by Government, including consideration of the introduction of a frequent flyer tax;
- Was the Jet Zero Strategy target of 10% of fuel must be sustainable alternative fuels (SAF) by 2030 challenging enough;
- What was the approach taken to private jets at the airport; and
- Asking for MAG to take their leadership to the next level within the sector so that the sector accelerates its activity to reduce emissions.

Neil Robinson, Manchester Airports Group responded to questions and comments by stating that MAG had welcomed the rigorous challenge and debate with partners on the issue of addressing aviation emissions and they were keen to lead on this issue with the wider industry. He stated that MAG had delivered on their commitment to decarbonisation, noting that all MAG's airports continue to be certified as carbon neutral. He advised that the majority of flights undertaken from Manchester airport were for leisure, adding that the number of private jets using Manchester airport was very small. He advised that most domestic flights were to destinations which either crossed over a body of water, or where the alternative mode of transport would take longer than 4 hours. The exception was Heathrow, a large airport that acted as a hub for other international destinations. He stated that it was important to manage emissions associated with whatever mode of transport was taken.

In terms of decarbonisation, Neil Robinson, Manchester Airports Group informed the Committee that the projected industry figures were very broadly a 10% reduction in aviation emissions over the next decade, facilitated due to efficiencies realised by aircraft entering the fleet; a further 20% increase in the following decade to be achieved as a result of the increased take up of SAF and a further 40% increase in the next decade due to an acceleration of technologies, adding that these projections reflected those of the Government's Jet Zero Strategy. He stated that the industry would still have associated residual emissions and it was important to be honest and transparent about this. He commented that as the scale of decarbonisation nationally accelerated, emissions associated with the aviation industry would appear to remain high, but it was important to understand these figures in relative terms. He advised that the Jet Zero Strategy demanded that any residual emissions would need to be compensated for, either via carbon removal or carbon offsetting. He stated that the increased costs associated with these requirements would drive and further stimulate industry efficiencies and technological improvements. Members asked that further information on the carbon offsetting proposals were circulated following the meeting.

Neil Robinson, Manchester Airports Group advised that with exception of the impact of COVID-19 the airport had witnessed sustained growth, as high as 10% year on year growth in passenger numbers and it was anticipated that future growth would be continued. He advised that it was important to acknowledge the significant economic and social value that the airport brought to the city and wider city region. He commented that the airport accounted for approximately 25,000 jobs on site with an additional 75,000 jobs in the associated supply chain. He stated that any growth needed to be delivered within safe and agreed environmental limits. He stated that the emissions limits imposed on the industry would stimulate improvements across the sector and incentivise technological progress within the industry. In terms of projected passenger demand he advised that this modelling would be provided following the meeting.

In regard to SAF, he stated that a lot of the initial safety concerns had been addressed, adding that a significant amount of work had been done in the industry to provide an assurance in this regard. He stated that the challenge now was to facilitate the production of this at scale. He advised that significantly large investment would be required and as such any potential investor needed an assurance that they would see a viable return. He advised that in other countries a price support mechanism had been introduced to support this investment and he called upon the Government to introduce the same in the UK. He stated that this presented a great opportunity to stimulate economic growth and job creation in the UK, and in particular in the North West. He also commented that discussions were ongoing as to how the manufacture of SAF could be an opportunity to use residual waste from Manchester and support a circular waste economy.

The Leader of the Council stated that MAG in partnership with the Council and the Manchester Climate Change Agency were taking national leadership on the issue of aviation emissions. She called for increased national leadership on the issue from the Government and an increased commitment to the delivery of reliable and sustainable rail travel. She stated that she supported the delivery of HS2, commenting that the

introduction of improved connectivity would reduce the need for internal domestic flights.

### **Decision**

To note the report.

### **ECCSC/23/05 Manchester City Council Climate Change Action Plan – Quarter 3 Update**

The Committee considered the report of the Deputy Chief Executive and City Treasurer that provided an update on progress in delivering the Council's Climate Change Action Plan (CCAP) during Quarter 3 2022-23 (October – December 2022).

Key points and themes in the report included:

- Providing an introduction and background;
- Key messages from the Quarter 3 progress report;
- Noting that since 2020, the Council had remained within its carbon budget each year and the Quarter 3 report showed continued progress being made with the Council on track to meet its 2025 target;
- Key achievements in this quarter; and
- Data on CO2 emissions.

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

- Welcoming the report and the good work described;
- Recognising that this good work was being promoted amongst partners and key stakeholders;
- Congratulating all staff involved in the programmes that had received awards and national recognition; and
- The need to promote active travel amongst staff.

The Zero Carbon Manager described how dedicated resources had been allocated to increase capacity within the team to look at staff active travel. She stated that this is an area identified as requiring additional attention which it is receiving and improvements were beginning to be realised and she was confident that improvements would be achieved. She said this included increased use of different channels of communication with staff and work with the Parks Teams. She advised that more information on this specific work would be provided at the next meeting.

The Committee noted that they would be considering the Manchester Green and Blue Strategy at their March meeting and Chair asked that this included information on nature-based solutions.

In response to a question from a Member who asked if there had been any analysis of any increase in the use of journeys undertaken by cars as a result of the disruption to the train service, the Strategic Lead, Resources & Programmes stated that he would take this enquiry away from the meeting and respond.

The Executive Member for Environment and Transport stated that the learning from all the work described was cascaded and informed all the work of the Council. She stated that was everyone's business to take action and responsibility to address climate change.

### **Decision**

To note the report.

### **ECCSC/23/06      Draft Terms of Reference and Work Programme for the Climate Change Ward Action Plans Task and Finish Group**

The Committee considered the report of the Governance and Scrutiny Support Unit that set out the proposed terms of reference and work programme for the Climate Change Ward Action Plans Task and Finish group.

The Committee were invited to agree the membership of the Task and Finish Group; agree the terms of reference for the Task and Finish Group and agree the work programme of the Task and Finish Group, which will be reviewed by the group at each of its meetings.

### **Decision**

1. To endorse the terms of reference for the Task and Finish Group and agree the work programme of the Task and Finish Group.
2. To appoint Councillors Doswell, Shilton Godwin and Wright (Chair), as members of the Task and Finish Group.

### **ECCSC/23/07      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.

A Member requested that information on what support the Council can offer to leasehold owner-occupiers and tenants who maybe experiencing resistance from the property owner regarding installing energy efficiency improvements to the property be provided in either the Housing Retrofit update report scheduled for March 2023 or the update report on the Local Area Energy Plan.

### **Decision**

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



**Manchester City Council  
Report for Resolution**

**Report to:** Environment and Climate Change Scrutiny Committee  
– 9 February 2023  
Executive – 15 February 2023

**Subject:** Neighbourhood Directorate 2023/24 Budget

**Report of:** Strategic Director (Neighbourhoods)

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### **Summary**

Members will recall that at the November round of scrutiny meetings the Council was forecasting an estimated budget shortfall of £112m over the three years with £44m in 2023/24. As part of the action to address the budget shortfall officers identified potential savings options of £42.3m over three years, of which there were savings options of £0.627m within the remit of this scrutiny committee.

The provisional financial settlement announced 19 December reflected a change in government policy in relation to funding inflation and Social care pressures. This has given the opportunity to review the quantum and phasing of savings. It is now proposed that options of £36.2m are progressed, of which there are £0.527m savings over three years, of which £127k is in 2023/24 that is within the remit of this scrutiny committee.

This report provides a further update to members on the priorities for the services in the remit of this committee and details the changes to the initial revenue budget options proposed by officers in November 2022.

Each scrutiny committee is invited to consider the current proposed changes which are within its remit and to make recommendations to the Executive before it agrees to the final budget proposals on 15 February 2023.

### **Recommendations**

The Committee is recommended to:-

1. To consider and comment on the forecast medium term revenue budget; and
2. Consider the content of this report and comment on the proposed changes which are relevant to the remit of this scrutiny committee.

The Executive is recommended to approve these budget proposals.

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**Wards Affected:** All

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

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

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

Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti Poverty Assessment.

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

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### Financial Consequences – Revenue

The changes included within this report will, subject to Member comments and consultation, be included in the final 2023/24 revenue budget set by Council on 3 March.

### Financial Consequences – Capital

None directly arising from this report.

**Contact Officers:**

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

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

[Revenue Budget Report - Executive Meeting 16 February 2022](#)

[Medium Term Financial Strategy 2022/23 to 2024/25 -Executive Meeting 16 February 2022](#)

[Neighbourhoods Directorate Budget 2022/23 - Executive 16 February 2022](#)

[Resource and Governance Scrutiny – 6 September 2022](#)

[Revenue Monitoring to the end of July 2022 and Budget update 2023/24 to 2025/26 - Executive 14 September 2022](#)

## **1. Introduction and Purpose**

- 1.1. The report sets out an overview of the services within the remit of this scrutiny committee and their key priorities. The budget growth assumptions in the MTFP (Medium Term Financial Plan) are set out. The report provides a further update to members on the proposed savings for 2023-26 and highlights the key changes since the November scrutiny meeting. The savings have been developed in the context of the financial challenge facing the Council

## **2. Service overview and priorities**

- 2.1. Neighbourhood Service Directorate has a wide range of services and employs over 1,800 staff. The Directorate works to improve the lives of Manchester residents and highlight the city to our millions of visitors every year. Our services work directly with the people of Manchester and together we want to make Manchester a better place to live, work and play. We have committed, via the Our Manchester Strategy to creating sustainable, safe, resilient, and cohesive neighbourhoods, with more affordable housing, good quality green spaces, and accessible culture and sporting facilities. We will work with colleagues and partners to achieve our zero-carbon ambition by 2038 at the latest, via green growth, low- carbon energy, retrofitting of buildings, green infrastructure, and increasing climate resilience. The services under the remit of Environment and Climate Change Scrutiny Committee are as follows: -

### **Parks and Green Spaces**

- 2.2. As part of our vision for Manchester to be in the topflight of world-class cities by 2025, our Parks team ensure that residents and visitors can regularly enjoy relaxation and sports in green, open spaces, parks, and riversides - rich in wildlife. This contributes to helping residents lead healthy, active lifestyles and bringing people together to enjoy their leisure time across the city.

### **Grounds Maintenance**

- 2.3. The service works across the city, tending to parks, roadsides, and green spaces. They work closely with partners to ensure improved standards of cleanliness across the city.

### **Waste and Street Cleansing**

- 2.4. Work very closely with the collections provider to improve street cleansing standards across the city and reduce bin collection issues, work with Neighbourhood Teams, Neighbourhood Compliance Teams, and other services to develop, coordinate, and monitor a range of programmes and activities to encourage residents and businesses to manage their waste legitimately and increase recycling.

### Waste Disposal Levy

- 2.5. The monies paid over to Greater Manchester Combined Authority to fund the costs of recycling and waste disposal across GM (Greater Manchester), including the operation of the Household Waste Recycling centres (tips).

### Climate Change Action Plan

- 2.6. The Council, in September 2022, approved a refresh of the Manchester Climate Change Action Plan (CCAP), which has a target to reduce the Council's direct CO<sub>2</sub> emissions by 50% over the five-year period of 2020-25. To achieve this, the Council needs to reduce its emissions by 13% every year, for five years. These emissions relate to Council buildings, streetlights, waste collection, operational fleet, and Council business travel. To date, the Council has made good progress working towards its target to reduce its direct CO<sub>2</sub> emissions by 50% by 2025 and since 2020, the Council has exceeded its annual reduction targets, achieving 29.4% reductions so far. The carbon budget for this five-year period of 2020-25 is 126,336 tonnes of CO<sub>2</sub> calculated using science-based targets.
- 2.7. A separate report providing details of our work on delivery of the Council's Climate Change Action Plan is included elsewhere on the agenda of this committee.

### 3. Service budget and proposed changes

- 3.1. Whilst the overall Neighbourhood budget is £130m, the services under the remit of this scrutiny have gross budgets of £66.057m and net budgets of £60.603m with 176 FTE.
- 3.2. The remit of this scrutiny committee oversees a gross budget of £66.0m, and a net budget of £60.6m, the breakdown of which is provided in the table below. Much of the budget is spent on the contractual arrangements with Biffa for waste collection, Redgate and the GMCA (Greater Manchester Combined Authority) for Waste Disposal via the waste levy.

*Table 2: Base budget 2022/23*

<b>Service Area</b>	<b>2022/23 Gross budget £'000</b>	<b>2022 / 23 Net Budget £'000</b>	<b>2022 / 23 Budgeted posts FTE £'000</b>
Parks and Green Spaces	3,783	2,059	62
Grounds Maintenance	4,682	4,153	101
Waste and Street Cleaning	27,636	24,435	13
Waste Disposal Levy	29,956	29,956	0
<b>Total</b>	<b>66,057</b>	<b>60,603</b>	<b>176</b>

- 3.3. As part of identifying savings options the priority has always been to protect service delivery wherever possible. In November 2022 the scrutiny committee were presented with savings options of £0.627m over 2023/24 and 2024/25 for consideration.
- 3.4. The Government funding settlement on 19 December 2022 reflected a change in Government policy and provided more funding than had been forecast, this has provided the opportunity to review both the quantum and phasing of savings to ensure that we minimise wherever possible the impact on service delivery. The key changes to savings options since the last committee are in respect of deferring the introduction of charging for replacement recycling bins until 2025/26. Whilst the benefits of introducing charges are recognised from both a climate perspective and increased responsibility for bin ownership, given the current cost of living crisis it is not considered to be the right time to introduce new charges for residents.

*Table 3 - Environmental and Climate Change Changes to Savings*

<u>Environmental and Climate Change</u>	<u>Amount of Saving</u>				
	<u>2023/24</u>	<u>2024/25</u>	<u>2025/26</u>	<u>2026/27</u>	<u>Total</u>
	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>	<u>£00's</u>	<u>£'000</u>
Deferral of introducing charges for replacement recycling bins by two years.	(400)	(100)	400	100	0
<b>Total</b>	<b>(400)</b>	<b>(100)</b>	<b>400</b>	<b>100</b>	<b>0</b>

- 3.5. Wherever possible we have looked to ensure we are maximising external income generation, and this includes both reviewing the existing level of fees and charges and review the volume of activities to ensure income is being maximised.
- 3.6. Review of our existing workforce structures and capacity and recognise the potential savings from changing how we budget for staff cost and make an allowance for staff turnover, staff not being at top of grade or not in the pension scheme.
- 3.7. All Heads of Service have been asked to review their own service areas to identify any opportunities for cost reductions or efficiencies through good housekeeping.
- 3.8. The updated proposed savings from services within the remit of this scrutiny committee are set out in Appendix 1, and further narrative provided in the following paragraphs.

## Parks and Green Spaces

- 3.9. Proposal to change the current pay and display arrangements at Heaton Park, this includes extending the hours of operation from 10am – 4pm to 9am - 5pm and changing the parking tariffs. This is forecast to realise additional income of c£87k. Implementation will require an update of the Traffic Regulation Orders for the Park and will be subject to public consultation.
- 3.10. Due to Covid the traditional bonfire and firework events held in Parks have not taken place, in 2022/23 a decision to pause the reinstatement of the events was taken pending a review of their impact and value for money. It is proposed that bonfire and firework displays will not be reinstated going forward, subject to the outcome of further consultation with key agencies and local partners. As an alternative there would be a programme of Autumn and Winter activities available to residents that would be developed through local consultation. This will enable savings of c£40k per annum. This aligns with the Council's zero carbon strategy.

## Waste and Recycling

- 3.11. In-line with some GM Authorities and Core Cities, it is proposed to introduce a charge to residents for new and replacement recycling bins, but this is delayed until 2025/26. The charge would be £20 and be applied to blue, brown, and green recycling bins. The application of a charge will place a value on these receptacles, it will increase bin ownership and reduce contamination of recycling. In terms of supporting zero carbon plans, it will reduce demand for new bin production and the number of transport movements delivering / collecting the current volume of wheeled bins.
- 3.12. In addition, it will reduce the number of abandoned recycling bins on street and improve visual amenity of the street scene. Assumes existing resource in Neighbourhoods Directorate will respond to increase in complaint and potential neighbourhood issues, with some additional support provided in year 1 in the Contact Centre.

*Table 4: Summarised Savings*

<u>Environmental and Climate Change</u>	<u>Amount of Saving</u>				<u>Indicative FTE Impact</u>
	<u>2023/24</u>	<u>2024/25</u>	<u>2025/26</u>	<u>Total</u>	
	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>	
Parks and Green Spaces	127	0	0	127	0
Waste and Street Cleaning	0	0	400	400	0
<b>Total</b>	<b>127</b>	<b>0</b>	<b>400</b>	<b>527</b>	<b>0</b>

## **Investment and Growth Proposals**

- 3.13. As part of the budget proposals a further £1m investment into waste and street cleaning is proposed, this will support Basic Services and Street Cleaning and is in addition to the £1m investment into waste and street cleaning put forward as part of the 2022/23 budget.
- 3.14. It is proposed there is a further investment of £1.2m to support specific activity in and around the City Centre, District Centres and key arterial routes.
- 3.15. The annual waste levy costs are driven by forecast tonnages of waste to be disposed of and the costs of disposal. The levy is set by GMCA and based on latest forecasts it is anticipated that this will increase in 2023/24, with the increase to Manchester being £1.024m. Further increases of £1.916m have been assumed split over 2024/25 and 2025/26 and these increases are reflected in the current budget plans for those years.
- 3.16. The budget position also reflects a one-off return of waste reserves from GMCA of £25m, of which Manchester's share is £4.5m. This has been reflected in the corporate budget to reduce the overall budget gap in 2023/24.
- 3.17. The proposed growth and investment are detailed in Appendix 2. The indicative three-year budget position is shown in Appendix 3.

## **4. Workforce**

- 4.1. The services under the remit of this scrutiny 176 FTE. There is no projected workforce impact of activity to deliver the savings. Effective and robust workforce planning arrangements are in place to ensure that, as functions and roles change,
- 4.2. The Council's establishment is fully budgeted for at the top of the grade. In reality there are vacancies caused by staff turnover, recruitment difficulties and staff employed throughout the grade scale. In order to avoid budgeting for costs that will not be required and making bigger cuts elsewhere, adjustments are being made to reflect these issues by applying a vacancy factor to recognise that vacancies will always exist. The continued challenges in filling posts also means that the council is working hard on ensuring we are an employer of choice and can attract people and minimise the pressures on our existing workforce.

## **5. Equality and Anti Poverty Impact**

- 5.1. Consideration has been given to how the proposed savings could impact on different protected or disadvantaged groups. Where applicable proposals will be subject to completion of an Equality Impact Assessment (EqIA) and an Anti Poverty Assessment as part of the detailed planning and implementation. At this stage no direct impacts on people and specifically MCC (Manchester City Council) priority protected characteristics have been identified.



**6. Future opportunities and Risks**

- 6.1. As development continues across the city and this may lead to increased growth pressures for Neighbourhood Services as the number of households grows significantly. The increased demands will include compliance and enforcement, waste collection and disposal and street cleaning.
- 6.2. The Target Operating Model for delivering services on a Neighbourhood footprint is being reviewed along with options for further integration of neighbourhood-based functions across the Council, particularly working with adult services and health. It is anticipated that this will generate savings for others rather than within the Neighbourhoods Directorate and this will be considered as part of future budget rounds.

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## Appendix 1 - Savings Schedule

Description of Saving	Impact	Type of Saving	Amount of Saving				Indicative FTE Impact
			2023/24	2024/25	2025/26	Total	
			£000	£000	£000	£000	
<b>Parks and Green Spaces</b>							
Heaton Park increased Parking Charges	May reduce visitor numbers that could reduce levels of income proposed and would also impact the current income which underpins the delivery of services and the viability of partner operations which contribute to the overall visitor experience.	Income Generation	60	0	0	<b>60</b>	-
Heaton Park, extend the hours of operation, pay and display	May reduce visitor numbers that could reduce levels of income proposed and would also impact the current income which underpins the delivery of services and the viability of partner operations which contribute to the overall visitor experience. Could limit regular usage for a core of visitors and may have a disproportionate impact on that cohort due to cost of living pressures.	Income Generation	27	0	0	<b>27</b>	-
Cease bonfire and firework activity and replace with community autumn and winter celebrations	Bonfire and firework options would potentially increase the activity that blue light services and Community Safety / Neighbourhood colleagues would need to respond to. Early indications are that there has been little to no impact of pausing reinstatement of these activities in 2022/23.	Service reduction	40	0	0	<b>40</b>	-
<b>Waste and Street Cleaning</b>							
Introduce charges for replacement recycling bins	Introduce charging for recycling bins, this will encourage bin ownership and reduce demand for new bin production and transport movements delivering /	Service reduction	0	0	400	<b>400</b>	-

	collecting the current volume of wheeled bins. It will also reduce the no of abandoned recycling bins on street and improve visual amenity of the street scene.						
Total			127	0	400	527	0

## Appendix 2 – Investment and Growth Schedule

Environment and Climate Change	Description of Pressure	Amount of Pressure/Growth			
		2023/24	2024/25	2025/26	Total
		£'000	£'000	£'000	£'000
Waste and Street Cleaning	Investment	1,000	0	0	1,000
Waste and Street Cleaning	Investment	1,200	0	0	1,200
Waste Disposal Levy	Levy Adjustment	1,024	929	957	2,910
<b>Total</b>		<b>3,224</b>	<b>929</b>	<b>957</b>	<b>5,110</b>

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### Appendix 3: Indicative Medium-term budgets by service

<b>Environment and Climate Change</b>	<b>2022/2023 Budget</b>	<b>2023/2024 Indicative Budget</b>	<b>2024/2025 Indicative Budget</b>	<b>2025/2026 Indicative Budget</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Parks and Green Spaces	2,059	1,832	1,732	1,732
Grounds Maintenance	4,153	4,153	4,153	4,153
Waste and Street Cleaning	24,435	26,635	26,635	26,235
Waste Disposal Levy	29,956	30,980	31,909	32,866
<b>Total</b>	<b>60,603</b>	<b>63,600</b>	<b>64,429</b>	<b>64,986</b>

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**Appendix 4: Indicative Medium term budgets by type of spend / income**

<b>Corporate Core</b>	<b>2022/2023 Budget £'000</b>	<b>2023/2024 Indicative Budget £'000</b>	<b>2024/2025 Indicative Budget £'000</b>	<b>2025/2026 Indicative Budget £'000</b>
<b>Expenditure:</b>				
Employees	6,864	6,864	6,864	6,864
Running Expenses	58,856	62,090	63,019	63,976
Capital Financing Costs	520	520	520	520
Contribution to reserves				
<b>Sub Total Subjective Expenditure</b>	<b>66,240</b>	<b>69,474</b>	<b>70,403</b>	<b>71,360</b>
Less:				
Other Internal sales	(111)	(217)	(217)	(217)
<b>Gross Expenditure</b>	<b>66,129</b>	<b>69,257</b>	<b>70,186</b>	<b>71,143</b>
<b>Income:</b>				
Government Grants				
Contributions from Reserves	(3,500)	(3,500)	(3,500)	(3,500)
Other Grants Reimbursements and Contributions				
Customer and Client Receipts	(2,024)	(2,155)	(2,255)	(2,655)
Other Income	(2)	(2)	(2)	(2)
<b>Gross Income</b>	<b>(5,526)</b>	<b>(5,657)</b>	<b>(5,757)</b>	<b>(6,157)</b>
<b>Total Net Budget</b>	<b>60,603</b>	<b>63,600</b>	<b>64,429</b>	<b>64,986</b>

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## Manchester City Council Report for Information

**Report to:** Environment and Climate Change Scrutiny Committee – 9  
February 2023

**Subject:** Zero Carbon 2023/24 Budget Report

**Report of:** Deputy Chief Executive and City Treasurer

### Summary

The purpose of the report is to provide an overview of the funding secured and invested to date to enable delivery of Manchester City Council's Climate Change Action Plan (CCAP) 2020-2025.

The report also sets out what has been delivered as a result of the additional revenue funding provided from the Council's budget for 2022/23 and highlights the priority actions to be delivered between 2023-25.

### Recommendations

The Committee is recommended to note and comment on the content of the report and progress that has been made on delivering the Council's Climate Change Action Plan during 2022 as a result of the investments made.

### 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 Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25

**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 Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of climate action across the city, focusing on the areas 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	Manchester's reputation as a leader in delivering on climate change will help to attract investment and businesses to the city. This will contribute towards helping the transition to a zero carbon city, which in turn will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Work underway in the Council supporting schools and the wider education sector will help develop a future well equipped workforce, whilst work underway under the Green Skills Action Plan is helping support industry be prepared for the demand that is being created within the zero carbon sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	There is a targeted focus on retrofitting homes across the city to help tackle fuel poverty and the cost-of-living crisis by reducing energy bills and this is a key part of the transition to a zero-carbon city. Health outcomes will also be improved through healthier homes as well as other areas, such as the promotion of more sustainable and active modes of transport, improved air quality and easy access to green spaces.
A liveable and zero carbon city: a destination of choice to live, visit, work	Work underway on Neighbourhood Ward Plans and Green and Blue Infrastructure, Open Spaces and Parks (helping to adapt and increase resilience) are key areas of Manchester becoming a zero carbon city will help the city to be a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	Our investment in active and sustainable travel is helping Manchester to have a fully zero carbon transport system, which will 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 Updated 2022*
- *Manchester City Council Climate Emergency Declaration July 2019*
- *Manchester Climate Change Framework 2020-25 Updated 2022*
- *Neighbourhoods Directorate 2023/24 Budget – Environment and Climate Change Scrutiny Committee*
- *Neighbourhoods Directorate Budget 2022/23 – Environment and Climate Change Scrutiny Committee*

## 1.0 Introduction

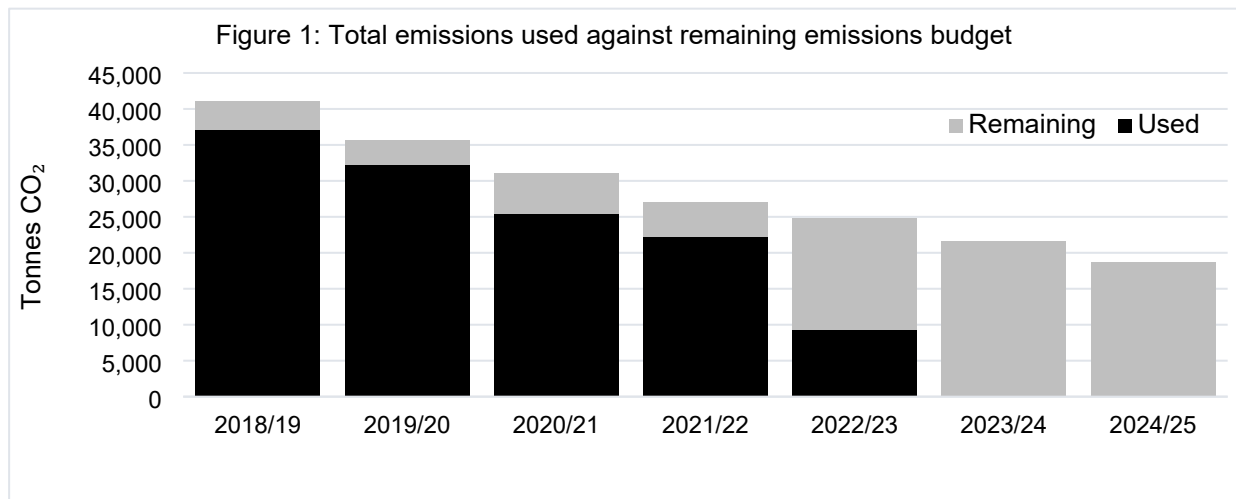
- 1.1 The purpose of the report is to provide an overview of the funding secured and invested to date to enable delivery of Manchester City Council's Climate Change Action Plan (CCAP) 2020-2025.
- 1.2 The report sets out what has been delivered as a result of the additional revenue funding provided from the Council's budget for 2022/23 and highlights the priority actions to be delivered between 2023-25 and that although investment has been secured to enable delivery to date, there is still more to be done to ensure MCC remains on track in meeting its targets.

## 2.0 Background

- 2.1 A five-year Manchester City Council Climate Change Action Plan (CCAP) 2020-25 went live following approval at Executive Committee in March 2020.
- 2.2 The MCC CCAP 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 to reach zero carbon by 2038. The CCAP 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.
- 2.3 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.
- 2.1 Following the establishment of the Environment and Climate Change Scrutiny Committee, regular updates on delivery of the CCAP have been provided via the Quarterly Progress Reports, which have also been scheduled into the Committee's future work programme. Previous quarterly progress reports are available on [the Council's website](#).
- 2.2 A refreshed Manchester City Council CCAP 2020-25 was endorsed by the Environment & Climate Change Scrutiny Committee and approved by the Council's Executive Committee in September 2022. The refreshed CCAP sets out the Council's commitment to continue working to reduce MCC's own direct CO<sub>2</sub> emissions alongside a strong focus on our city-wide leadership role and work across Greater Manchester in support of wider climate change objectives.
- 2.3 The refreshed Climate Change Action Plan sets out new actions, building on existing ambitions, for example, looking at ways to accelerate reaching zero carbon sooner than 2038, identifying opportunities to be bolder and avoiding any risk of complacency.

### 3.0 Funding the delivery of Manchester City Council's Climate Change Action Plan 2020-25

- 3.1 In September 2022, the City Council's Executive Committee approved a refresh of the [Manchester Climate Change Action Plan](#) (CCAP), which has a target to reduce the Council's direct CO<sub>2</sub> emissions by 50% over the five-year period of 2020-25. To achieve this, the Council needs to reduce its emissions by 13% every year, for five years. These emissions relate to Council buildings, streetlights, waste collection, operational fleet, and Council business travel.
- 3.2 To date, the Council has made good progress, remained within its carbon budget, and has so far achieved nearly 30% of the target to reduce its CO<sub>2</sub> emissions by 50% by 2025. The carbon budget for this five-year period of 2020-25 is 126,336 tonnes of CO<sub>2</sub> calculated using science-based targets<sup>1</sup>.
- 3.3 Figure 1 below shows the CO<sub>2</sub> emissions used each year of the CCAP 2020-25 against the annual emissions budget, commencing from the baseline year, 2018/19 to highlight the year-on-year budget reduction and downward trend.



\*2022/23 - includes emissions up to Q2 July – September 2022

- 3.1 As the Council's refreshed Climate Change Action Plan sets out, as well as continuing to reduce its own direct CO<sub>2</sub> emissions and take action on climate change across all areas of the Council, going forward there will be more emphasis on our city leadership role. Working in partnership and supporting residents and partners across the city to play their full part in reducing the city's carbon emissions to meet the science-based target, including ensuring a just transition for residents.
- 3.2 To enable the delivery of the commitments set out in the Council's CCAP, further revenue and capital investment from multiple funding sources over multiple financial years is critical and a major challenge. MCC has established a Finance & Investment Sub-group within the CCAP's governance to support this work by exploring investment opportunities in the zero carbon agenda,

<sup>1</sup> This has slightly increased from the original budget of 119,988 tonnes of CO<sub>2</sub> due to emissions from Northwards Housing being incorporated now it has formally re-joined the Council. This recalculation has been reviewed by the Tyndall Centre for Climate Change Research

developing public/private partnerships and exploring innovative funding models. The Sub-group also has a focus on growing MCC's capacity and knowledge by building on best practice and developing new networks and approaches to delivering climate action.

3.3 To date, the Council has already put in place investment of approximately **£227m** to deliver the 5-year Climate Change Action Plan along with an additional direct revenue investment of **£800k** secured as part of the 2022/23 budget setting. The breakdown of this funding by source is as follows:

- **£109.2m** of capital and revenue investment via the Council (including investment in LED streetlighting, Civic Quarter Heat Network, Estates Carbon Reduction, purchase of Electric Refuse Collection Vehicles, Tree Planting, social housing new low carbon homes & retrofit, education setting summit and £1.5m revenue funding capacity to deliver the climate change action plan in MCC and the development and delivery of the climate change framework within MCCP. This includes the £800k additional revenue secured as part of the 2022/23 budget setting and more details on what this is funding is provided in the table below.
- **£70.1m** from UK Government (including funding for Mayfield Park, Urban Tree Challenge Fund, Public Sector Decarbonisation Scheme, Active Travel, Social Housing Development Fund, HNIP grant contribution to Civic Quarter Heat Network)
- **£35.4m** from the GMCA (including Active Travel, GM Mayors Challenge Fund)
- **£4.3m** from the European Union (including ERDF funded Unlocking Clean Energy, Horizon 2020 funding for West Gorton Park, URBACT C-Change and Zero Carbon Cities projects and e-cargo bikes).
- **£4.3m** from partners (including One Manchester contribution to the Social Housing Decarbonisation Fund)
- **£3.6m** from the Manchester Climate Change Agency (including In Our Nature funding from the National Lottery).

3.1 The investment outlined above has assisted the Council to make good progress towards achieving its net zero carbon target by helping to reduce its direct emissions and remain within the carbon budget limit.

3.2 The additional revenue investment of £800k which was secured as part of the 2022/23 budget setting is providing important additional capacity, particularly in delivering the city-wide actions, as outlined in the table below. A number of posts have now been filled and recruitment for the remaining posts is currently in process.



<b>Focus</b>	<b>Description</b>
<b>Housing Investment &amp; Retrofit</b>	Develop and deliver a housing retrofit plan for the Council's social housing stock. Work with Manchester Housing Providers Partnership and wider partners to deliver an approach to housing retrofit across social and private sectors.
<b>Energy &amp; Infrastructure Support</b>	Review and respond to the recommendations of the Local Area Energy Plan, working with Greater Manchester partners to deliver energy infrastructure. Supporting delivery of Green & Blue Infrastructure.
<b>Procurement</b>	Supporting effective implementation and monitoring of the 10% environmental weighting across our procurement processes.
<b>City Policy Zero Carbon Team</b>	Develop a plan to eradicate avoidable single use plastics across the Council and at events, working towards being single use plastic free by 2024. Added capacity to support the Finance & Investment work programme alongside CCAP programme management work of the Zero Carbon Team.
<b>Sustainable Staff Travel</b>	Implement the new Staff Travel Policy across the Council and support staff to make sustainable travel choices.
<b>Carbon Literacy</b>	Delivering a comprehensive Carbon Literacy programme which secures our target Gold standard by 2025, while responding to service needs and establishing a mechanism for evaluation.
<b>CCAP Delivery Support</b>	Allocating small amounts of funding to support the delivery of priorities (e.g. support to schools, work with the food sector), which has the potential to enable greater progress.
<b>Total</b>	<b>£800k p.a.</b>

- 3.1 There is also wider Council investment that is being used to influence the climate agenda across the city, for example;
- Developments within the Council's capital programme, including Victoria North, Mayfield Depot, and North Manchester General Hospital, where climate action will be embedded as part of a wider programme of work.
  - Commissioning of new Council contracts will include a 10% environmental weighting increasing the social value weighting to 30%.
  - Embedding climate action within the Council's grants programmes, e.g., Culture grants, VCSE (voluntary, community and social enterprise) grants and Neighbourhood Investment Fund.
- 3.2 Continuing to operate within the remainder of the carbon budget will be challenging and the Council will need to continue to identify and secure investment to deliver on its commitments. Work proposed in the Council's Capital Strategy and budget will support some of the ongoing priorities for delivering the CCAP, for example embedding the Building Standard and ongoing retrofit across the Council's estate, retrofit of the Council's housing

stock as well as delivering the Decent Homes Standard, the potential purchase of a solar farm or power purchase agreement (PPA), providing accessible parks and green spaces and supporting delivery of the Manchester Green & Blue Strategy including the Tree Action Plan, and also providing financial support to underpin delivery of new strategies, such as the Manchester Active Travel Strategy and the Electric Vehicle Charging Infrastructure Strategy.

#### **4.0 Progress during 2022/23**

3.4 Outlined below is a summary of the Council's progress made in delivering the CCAP during 2022/23 and where the additional capacity has supported this delivery.

##### 1.1 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 across 18 Council buildings 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.
- Started to explore possible opportunities for the purchase of a solar farm.
- Completed Civic Quarter Heat Network infrastructure with 6 buildings now connected (£26m), including Central Library and the Town Hall Extension.

##### 1.2 Transport and Travel (Workstream 2)

- A range of walking and cycling improvements have been delivered across the city as part of Greater Manchester's Mayor's Challenge Fund and Active Travel 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.
- 27 (50%) of our waste collection fleet plus 39 other MCC vehicles are now electric, helping reduce the use of fossil fuels and helping improve air quality.
- Actively researched and secured incentives to support staff to travel more sustainably to support the implementation of the Sustainable Staff Travel Policy.

##### 1.3 Reducing Consumption Based Emissions and Influencing Suppliers (Workstream 3)

- 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.
- 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.

#### 1.4 Climate Adaptation, Carbon Storage and Sequestration (Workstream 4)

- 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 – which 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.
- Planted over 7,000 trees and hedge trees, helping to absorb carbon, improve health and wellbeing and support biodiversity and 5 community orchards across the city.
- Commissioned a Tree Opportunity Map for Manchester (£50k), to inform future tree planting programmes.

#### 1.5 Influencing Behaviour and Being a Catalyst for Change (Workstream 5)

- Achieved Silver Carbon Literacy Accreditation and working towards Gold, having trained over 1,700 members of staff and 92 elected members.
- All Wards have developed Climate Change Action Plans which contain localised positive climate action.
- A behaviour change communications campaign delivered during summer 2022 to promote positive action (£50k).
- Delivered the Council's first Schools Bee Green Conference held at Connell Co-Op College in June 2022 (£13.7k MCC revenue 22/23), encouraging education settings to take action to decarbonise.
- Developed a proposition to UK Government in relation to COP26 being held in Glasgow in November 2021, which led to engagement in UK Cities Climate Investment Commission (UK3Ci) and developing a pipeline of investable projects.
- Manchester Work & Skills Strategy 2022-27 featuring Green Skills was adopted by Executive Committee on in June 2022.
- Neighbourhood Climate Change Officers continued to engage and support communities to further develop climate change action plans for their Wards.

#### 4.0 Priorities for 2023/24

4.1 Outlined below is a summary of the Council's CCAP priorities for 2023/24 and showing where the additional capacity will help to drive these actions forward.

#### 4.2 Buildings and Energy (Workstream 1)

##### Council actions

- Progress the Large-Scale Renewable Energy Generation project for the development or purchase of a suitable solar farm and / or direct renewable energy Power Purchase Agreement (PPA).
- Continue to deliver the Estates Carbon Reduction Programme using funding secured from MCC's own resources and UK Government (Public Sector Decarbonisation Scheme and Unlocking Clean Energy).

##### City actions

- Continue to progress the development of the Local Plan.
- Deliver an approach to housing retrofit with Manchester Housing Providers Partnership. Develop and deliver a housing retrofit plan for the Council's social housing stock. (Report to E&CC Scrutiny, September 2022).
  - 2 new posts created within Strategic Housing - to support the development and delivery of the housing retrofit plan and explore funding opportunities to support this work
- Review and respond to the recommendations in the Local Area Energy Plan (LAEP) and coordinate LAEP work with wider Greater Manchester authorities and partners (Report to E&CC Scrutiny, December 2022).
  - 2 new posts created within Growth & Development - to provide additional resource to focus on this priority area, linking with wider infrastructure work

#### 4.3 Transport and Travel (Workstream 2)

##### Council actions

- Continue to decarbonise the Council's fleet, including the development of a business case for the remaining 50% of the refuse collection vehicles.
- Identify and implement sustainable actions across Highways focusing on the use of resilient and sustainable materials.
- Implement the Staff Travel Policy across the Council and monitor progress (Report to E&CC Scrutiny, January 2023).
  - 2 new posts created in Human Resources and Organisational Development (HROD) - to embed the new Staff Sustainable Travel Policy across the Council, develop and implement incentives and support to encourage staff to sustainably commute.

##### City actions

- Continue delivery of the Transport Strategies across Greater Manchester and the City Centre, working with GMCA, TfGM, other Local Authorities and Government on projects (including preparations for High Speed 2 and Northern Powerhouse Rail, Metrolink expansion and tram-train options, bus reform, the Clean Air Zone and Active Travel).

- Develop and deliver the Electric Vehicle Charging Infrastructure Strategy and assess investment requirements, link with the Local Area Energy Plan and Local Plan (Report to E&CC Scrutiny, January 2023).

#### 4.4 Reducing Consumption Based Emissions and Influencing Suppliers (Workstream 3)

##### Council actions

- Continue to implement the 10% environmental weighting within the social value element of the tendering process to influence suppliers.
  - 2 new posts created with Integrated Commissioning & Procurement to support with monitoring of CO<sub>2</sub> emissions in contracts and to challenge specifications to ensure that low carbon options are fully considered.
- Implement the plan to eradicate avoidable single use plastics across the Council and at events, working towards being single use plastic free by 2024 and support delivery of sustainable events (Report to E&CC Scrutiny, December 2022).
  - 1 new post created within City Policy to develop and deliver a plan getting us to Single Use Plastic Free and exploring opportunities for sustainable events

##### City actions

- Develop and implement the plan for sustainable events (including a reduction in SUPs) across the City, through the use of the Sustainable Events Guides.
  - Supported by the post created in City Policy
- Work with the Secretariat of the Manchester Food Board to deliver the climate change priorities of the Manchester Food Board, including producing and implementing a Sustainable Food Policy.

#### 4.5 Climate Adaptation, Carbon Storage and Sequestration (Workstream 4)

##### Council actions

- Continue delivery of the Tree Action Plan and identify funding opportunities.
- Produce and deliver a Parks specific Climate Change Action Plan.
- Explore increasing nature-based solutions (NBS) across the city by using learnings from NBS projects.
- Delivery of the Green & Blue Infrastructure Strategy and revised Implementation Plan and the Biodiversity Strategy (Reports to E&CC Scrutiny, March 2023).

##### City actions

- Increase quantity of trees and hedgerows by using the Tree Opportunity Mapping assessment.

#### 4.6 Influencing Behaviour and Being a Catalyst for Change (Workstream 5)

##### Council actions

- Develop and deliver a programme of work to achieve Gold Carbon Literacy Accreditation by March 2025 and develop a wider training programme to fully embed the Council's Zero Carbon ambition across services. (Report to E&CC Scrutiny, November 2022)
  - 1 post created and 1 post extended within HROD to continue to rollout the training programme across the Council, respond to service needs and establish a mechanism for evaluation
- Continue to embed zero carbon ambitions into Council decision-making.
- Continue delivery of the Finance and Investment work programme, to identify financial models for investing in decarbonisation projects across the city
  - 1 new post created within City Policy to support this priority, along with the programme management work of the Zero Carbon team.

#### City actions

- MCC to continue to lead by example in its commitment to taking action on climate change across all areas of the Council and showing leadership across the city with residents and external partners.
- Continue to actively engage residents and communities to tackle climate change, including implementing ward action plans (report to E&CC Scrutiny, November 2022) and continuing to work with Manchester Climate Change Agency and other partners to deliver the 'In Our Nature' programme.
- Tell the Council's story of positive climate action through website content, social media and the press, and align the Zero Carbon Communications work with wider communications across the council e.g., Waste and Recycling, green and blue infrastructure, active travel, and neighbourhoods.
- Work with Manchester Climate Change Partnership and Agency to deliver the revised Manchester Climate Change Framework and what levers the Council can use to support this and accelerate decarbonisation across the city – support this with a city wide communications campaign focusing on the refreshed Manchester Climate Change Strategy.
- Deliver Education Services Climate Change Strategic Action Plan 2022-2024, to support and engage education providers to embed climate change into their operations and education settings (Report to Children & Young People's Scrutiny, October 2022).
- Implement the Green Skills Action Plan developed from the refreshed Work & Skills Strategy.

## **5.0 Recommendations**

- 5.1 To note and comment on the content of the report and progress that has been made on delivering the Council's Climate Change Action Plan during 2022/23 as a result of the investments made.

**Manchester City Council  
Report for Resolution**

**Report to:** Environment and Climate Change Scrutiny Committee – 9  
February 2023  
Executive – 15 February 2023

**Subject:** Draft Manchester Active Travel Strategy and Investment Plan

**Report of:** Strategic Director Development

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### Summary

The report presents the final draft Manchester Active Travel Strategy and Investment Plan and seeks Members' endorsement of the Strategy, which is attached at Appendix 1.

### Recommendations

The Environment and Climate Change Scrutiny Committee is recommended to note the report and endorse its progress to Executive.

The Executive is recommended to

1. approve and endorse the Manchester Active Travel Strategy and Investment Plan; and
  2. delegate responsibility to the Strategic Director, Growth and Development, in consultation with the Executive Member for Environment to make any minor amendments to the final Strategy resulting from feedback during the approvals process, prior to its publication.
- 

### 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 support and promotion of active travel along with aligned investment in other infrastructure will help reduce transport-related carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car.

**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 Active Travel Strategy and Investment Plan relate to the need to ensure that equitable access to jobs, services, leisure and other opportunities are provided for all Manchester residents, workers and visitors. The Strategy aims to improve walking, wheeling and cycling in Manchester, which

encompasses the full range of options to travel actively, including wheelchairs, and other mobility aids. The Strategy sets out ways in which the Council will prioritise and implement changes to the highways network to support walking, wheeling and cycling – specific schemes will be subject to extensive consultation and co-design with the specialist access group as is currently the case.



<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	Improving active travel and aligning this with investment in other non-car modes across the city will support growth of the economy, contribute to economic recovery, and maximise the city's competitiveness.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Schemes under the Active Travel Strategy will support the delivery of projects to connect all Manchester residents with high-quality employment opportunities in the city and growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs in Manchester. Improved walking and cycling routes can help residents access jobs and training opportunities, particularly in parts of the city with low car ownership.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Schemes under the Active Travel Strategy and related strategies will enhance the transport network serving the city. Improvements to local walking and cycling routes will facilitate opportunities for communities across the city to make more sustainable transport choices. Improving city centre and wider connectivity will support inclusive economic growth. An inclusive and accessible active travel network is a key aim of the Active Travel Strategy, and each proposal will be reviewed by our specialist access group.
A liveable and low carbon city: a destination of choice to live, visit, work	The support and promotion of active travel, aligned with other sustainable transport will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car. Active travel also offers significant leisure opportunities particularly where links can be made to green spaces.
A connected city: world class infrastructure and connectivity to drive growth	World class infrastructure will attract investment and promote a globally successful city. Proposals under the Active Travel Strategy and related strategies will improve transport integration across Manchester, making it easier for people getting into and moving around the city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The consultant commission to assist with producing the Strategy has been funded by Department for Transport Active Travel Capability Revenue Funding. The funding must be spent by end of financial year 2022/23.

### **Financial Consequences – Capital**

The Strategy will recommend a prioritisation framework to create a pipeline of future capital spending, to be primarily funded externally through a variety of external funding streams such as Active Travel Fund and City Region Sustainable Transport Settlement. The Strategy will assist in preparing business cases and bids to secure this funding.

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

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

- Report to July 2022 Economy Scrutiny Committee: Update on Manchester Active Travel Strategy and Investment Plan
- Report to January 2023 Economy Scrutiny Committee: Update on Public Engagement for Manchester Active Travel Strategy and Investment Plan
- Refreshing Greater Manchester's Active Travel Mission (2022)

- Greater Manchester Transport Strategy 2040 (2021)
- City Centre Transport Strategy to 2040 (2021)
- Change a Region to Change a Nation – Greater Manchester’s Local Cycling and Walking Investment Plan (2020)
- Made to Move (2017)
- City Centre Cycling Infrastructure Plan (2018)
- Our Manchester Strategy - Forward to 2025 (MCC)

## 1.0 Introduction

- 1.1 The Economy Scrutiny Committee has received previous reports, informing members of work done to commission and consult on the draft Manchester Active Travel Strategy and Investment Plan (MATSIP). The aim of the Strategy is to set out a coherent approach to delivering measures to enable active travel, by which we mean walking, wheeling and cycling, as part of our overall approach to achieving sustainable transport, zero carbon and regeneration objectives. The Strategy sits alongside the GM2040 Transport Strategy (which is our statutory Local Transport Plan), the updated Climate Change Action Plan, and City Centre Transport Strategy to 2040.
- 1.2 The draft Strategy is presented in Appendix 1 of this report. A summary report on consultation activity undertaken is presented in Appendix 2. Economy Scrutiny Committee heard a report in January 2023 with this document and a high-level summary, and it is presented here to inform the Executive committee of the shape and outcomes of public consultation which has informed the draft Strategy.
- 1.3 The draft MATSIP sets the case for investing in active travel measures, primarily in the form of highways schemes but also supporting infrastructure, and how we will go about delivering these interventions. Active travel schemes are primarily funded externally through competitive bidding processes to Department for Transport, via Transport for Greater Manchester. It is a key aim of this Strategy to support the production of bids and business cases to secure this funding, and to propose a framework which sets out which areas of the city should be prioritised in order to achieve the Council's wider policy objectives as set out in paragraph 1.1, also the Our Manchester Strategy and Strategic Regeneration Frameworks.
- 1.4 The draft MATSIP sets out the significant benefits to active travel investment across a range of policy areas including public health, clean air and zero carbon. It sets out the overall target to make walking the natural choice for short journeys and to double cycling's mode share by 2028. It sets out four objectives which underpin this overall target:
- improving access to the city centre, district centres, parks and other key destinations;
  - enabling safe access to schools and colleges;
  - improving citywide health and wellbeing
  - reflecting the diversity of Manchester and addressing transport inequalities
- 1.5 By 'transport inequalities' we mean the differential experiences that different people feel when trying to travel actively around their neighbourhood and around the city. This can manifest in multiple different ways, for example:
- perceptions of personal safety when using off-road footpaths or quieter streets
  - the existence of physical barriers to access like high kerbs, or access controls to foot/cyclepaths

- The current provision of infrastructure ie protected cycle lanes to access key destinations is better in some parts of the city than others cultural barriers to being more active

The draft Strategy sets out under Ambition 3 how we will attempt to address these issues.

## 2.0 Background

- 2.1 Active travel (meaning walking, wheeling and cycling) is an essential element of the Council's vision for a sustainable transport system as part of our wider environmental, economic and social policy objectives. Increasing the modal share of walking and cycling is a key aim of the overarching transport policy framework for Manchester and Greater Manchester (GM), as reflected in the GM2040 Transport Strategy and the Manchester Local Implementation Plan (LIP) which sits under it, the Manchester Local Plan including Places for Everyone and the Core Strategy, other major strategies guiding spatial planning, growth and development such as our Strategic Regeneration Frameworks, the GM Streets for All Strategy, the City Centre Transport Strategy (CCTS) and other Transport for Greater Manchester (TfGM) active travel policy documents including Refresh the Mission, Made to Move and Change a Region to Change a Nation.
- 2.2 As a city we have been delivering active travel infrastructure over the past several years. The guiding framework for this has been the Bee Network principles, articulated in part through local strategy documents such as the CCTS and the City Centre Cycling Infrastructure Plan (2018). The Bee Network vision is for a walking and cycling network which connects every neighbourhood in Greater Manchester with a plan for routes which will be appropriate for use by an unaccompanied 12-year-old on a cycle, or a person walking with a double buggy. It represents a vision for what is needed, rather than what is possible to deliver. Individual routes within the proposed network may prove impossible to deliver, and alternatives will then need to be found.
- 2.3 The Council has begun to deliver schemes across Manchester to begin to implement the Bee Network vision. These were detailed in a report to Economy Scrutiny in January 2022. There has been a collaborative approach across several Council services including Highways and Neighbourhoods, supported by the City Centre Growth and Infrastructure Team and TfGM.
- 2.4 In order to build on this progress, increase the pace of delivery and make sure that the next phases of investment are directed by a guiding vision set out by the Council with the involvement of Manchester residents, workers, visitors as well as Elected Members, it was considered necessary to develop a strategy and plan for delivery which is coherent, aligned with wider Council objectives and could inform future capital investment. The draft MATSIP aims to fulfil those purposes and is appended here for Members' consideration and endorsement.

- 2.5 The GM2040 Strategy aims to achieve the 'Right Mix' of transport modes by 2040. Under the Right Mix vision, at least 50% of all journeys across Greater Manchester will be made by public transport and active travel, with the remaining 50% being made by private vehicle. Currently the GM-wide share for sustainable modes is around 39%. Planned-for growth in population, homes and jobs would see a million more sustainable journeys per day across the city-region with no net growth in private motor vehicle trips. The draft MATSIP aims to contribute to these targets by growing the share of walking and cycling trips across Manchester, by making walking the natural choice for short journeys (up to 2km) and doubling cycling's mode share in the city from 6% to 12% by 2028.
- 2.6 Currently in Manchester walking is also the dominant mode for all trips of 0-2km, accounting for 59% of the total in 2021, and this strategy aims to grow this mode share even higher, by making walking the definitive natural choice for short trips, whether as the whole trip or connecting to public transport. Cycling has the highest potential to fill the gap between walking and public transport for trips of 2-5km and 5-10km.
- 2.7 The updated Climate Change Action Plan (CCAP), adopted by Executive in September 2022, sets out that Manchester has made some progress in reducing our direct carbon emissions, but that we are not on track to achieve the year-on-year reductions necessary to achieve zero carbon by 2038. The CCAP states that ground transport accounts for 24% of the city's direct emissions, and of that, 95% is created by on-road transport, primarily private cars, goods vehicles and buses running mainly on diesel and petrol. The draft MATSIP sits in this context and aims to help us deliver the modal shift to sustainable transport, alongside investment in public transport, to get us back on track as set out in the CCAP.
- 2.8 Physical inactivity directly contributes to one in six deaths in the UK: the same number as smoking. Around a quarter of UK residents are still classified as inactive, failing to achieve a minimum of 30 minutes of activity a week. Manchester performs better than the national and regional average for adults who are overweight or obese but much worse for year 6 children. Within the city there are big disparities between the areas of worst deprivation and the least, although by national standards much of the city is in the top decile of the Indices of Multiple Deprivation, which covers a range of factors including health, income, education, accessibility, crime and barriers to housing and services. The draft MATSIP aims to help us direct active travel investment to where it can make the biggest contribution to improving health outcomes through enabling more active lifestyles, through the prioritisation framework set out in the strategy.

### **3.0 Consultation Process**

- 3.1 Full details of the early engagement and public consultation activities are contained in the summary report in Appendix 2. A report was also presented to January's Economy Scrutiny noting the key themes of that report. Full details of the early engagement and public consultation activities are

contained in the summary report and are not re-produced in detail in the body of this report. However, some details of the format of consultation, numbers of responses and overall themes which have been identified through analysis of the responses are set out below:

- 3.2 Six briefing sessions for Ward Members were held in October 2022, during which officers presented the background, aims and objectives of the Strategy, and collected suggested priorities via paper maps. These were compiled and included on the digitised network map which will form part of the full MATSIP document to be proposed for adoption by the Council. These sessions were attended by a total of 19 Elected members as well as a local MP, and several more members attended a local public drop-in session.
- 3.3 There was a consultation portal on the Council website, open from 21<sup>st</sup> October to 2<sup>nd</sup> December, a total of six weeks. There was an online survey, a free text box for general comments, and an interactive map which allowed respondents to place tags to leave comments specific to a geographical location. In total there were 964 individual responses to the survey and 1,341 comments when including mapped comments. A map containing the location in and around Manchester of those respondents who supplied a home postcode is in the summary report in Figure 7 on page 11.
- 3.4 Five public drop-in workshops were held across the city, in Ardwick, Beswick, Crumpsall, Didsbury and Wythenshawe, between 2<sup>nd</sup> and 10<sup>th</sup> November. Comments were left on paper maps which were available at the sessions as well as general comments noted by the MCC officer and consultant team, and attendees were also directed to complete the online survey.
- 3.5 The key themes arising from the public consultation were:

<b>Theme</b>	<b>Headlines</b>
Safety	Lighting, pavement parking
Maintenance of existing infrastructure	Sweeping leaves, re-surfacing, cutting back vegetation
New infrastructure	Protected cycle lanes, junction improvements, crossings
Non-infrastructure measures	Enforcement of speed limits, reducing speed limits, enforcing against pavement parking and parking in cycle lanes

- 3.7 In terms of the most cited barriers to walking, wheeling and cycling, 64% of respondents to the online survey mentioned speed and volume of traffic. 53% cited 'having to cross busy roads and junctions' and 42% cited condition of pavements.
- 3.8 The most popular solutions to the above barriers were 'protected space for cycling' (70%), 'filters to make some streets low-traffic' (52%) and 'level surfaces and dropped kerbs' (38%). More details of the responses are contained in the summary report in Appendix 2.

- 3.9 One of the most important outcomes of the public engagement phase of the work has been the ability to make contact with a number of community groups who attended the public sessions, which will not finish with the adoption of the MATSIP. Rather, these new contacts and relationships will be a key part of how the Council engages with communities across the city to ensure that our Active Travel investment is place-specific and aligns with local priorities. This is particularly important in areas like north Manchester and Wythenshawe, which have not benefitted from investment to the same degree as elsewhere, and neighbourhoods where multiple barriers to using active travel may exist, for example for social, cultural or demographic reasons. Follow-up sessions have been arranged, and will continue through the post-adoption phase into implementation.
- 3.10 A key outcome of the public engagement phase has been the prominence of walking in the active travel conversation, and the need to promote it as the 'golden thread' which connects all forms of travel and mobility. Every trip has a walking component, and the draft MATSIP sets out that we will design our sustainable transport schemes to serve the hierarchy of road users:
1. Walking and wheeling
  2. Cycling and public transport
  3. Servicing, business and delivery vehicles and shared vehicles including taxis
  4. Private car trips
- 3.11 Another key outcome of the public engagement phase which has informed the draft MATSIP is the emphasis people placed on the 'basics' of making walking around the city's neighbourhoods attractive and enjoyable – good maintenance of footways and carriageways, pedestrian crossings, lighting and cutting back of vegetation, and of the need to enforce against unlawful and nuisance driver behaviour such as speeding and pavement parking. Notwithstanding the constraints of funding and civil enforcement powers, the draft MATSIP proposes commitments to address these issues, to complement the investment in new and improved highways infrastructure.

#### **4.0 Development of the Manchester Active Travel Strategy and Investment Plan**

- 4.1 MCC received £325K in revenue funding from the 2021-22 DfT Active Travel Capability Fund to develop our strategy and pipeline of active travel infrastructure and supporting measures.
- 4.2 Some of this funding has been directed to produce the strategy and investment plan for active travel for Manchester. Expert analysis and advice was been commissioned from transport and urban design consultants Sweco.
- 4.3 The MATSIP's aims and objectives were set out in a report to July 2022 Economy Scrutiny committee.



4.4 The strategy and investment plan's objectives are:

a –articulate the high-level vision for active travel across Manchester

b- to support the alignment of Council activities across the city relating to active travel, ensuring that they are coordinated, create modal shift and culture change objectives and are Manchester-specific in that they reflect the land use and spatial structure of the city

c – to translate active travel strategic objectives to investable, deliverable schemes and initiatives in Manchester, built from the bottom-up at local level. and ensure that the network enables journeys that match with different kinds of Manchester residents' daily journeys.

d - to ensure that the analysis of the network and the proposals for a pipeline of measures contributes positively to 'closing the inclusion gap' and reducing inequalities of access across the city.

4.5 The draft MATSIP is structured around a vision for active travel, an overall target, and four ambitions which we aim to achieve in order to realise the target and vision.

4.6 The vision is that “everybody in Manchester will be able to walk, wheel or cycle as part of their everyday lives – for school, work, shopping and socialising, in safety, comfort and happiness.

4.7 The target is that we aim to make walking the natural choice for short journeys and that we will double cycling's mode share by 2028.

4.8 The four objectives underpinning this and commitments the draft MATSIP makes to achieve them are shown below:

<b>Target</b>	<b>Turning short journeys to walking and cycling and double cycling mode share by 2028</b>	<ul style="list-style-type: none"> <li>• Double mode share for cycling by 2028</li> <li>• Make walking the natural choice for short journeys</li> <li>• Reduce the default speed limit in the city to 20mph, and also reduce 40mph speed limits to 30mph by 2028, where justified and consistent with overall road safety</li> </ul>
<i>Strategic Ambition</i>	<i>Access to regional centre, district centres, parks and other key destinations</i>	<ul style="list-style-type: none"> <li>• 20% of the identified active travel network will be delivered by 2028</li> <li>• Develop proposals for an additional 30% of the identified active travel network by 2028</li> <li>• Improvements to 2 local centres per year</li> </ul>
<b>Ambitions</b>	Enabling safe active travel to schools and colleges	<ul style="list-style-type: none"> <li>• Deliver one school street per ward by 2028</li> <li>• Enable 70% of primary aged children and 40% of secondary aged children walking or cycling to school by 2028</li> </ul>

	Improving health, wellbeing and quality of life through transport investment	<ul style="list-style-type: none"> <li>• Invest a minimum of £10 per capita per year by 2028</li> <li>• Double the number of people who live within 10 minute walk or cycle to local green spaces by 2028</li> </ul>
	Reflect the diversity of Manchester and address transport inequalities	<ul style="list-style-type: none"> <li>• Removing all access barriers to off-carriageway walking and cycling paths which prevent access to non-standard cycles by 2024</li> <li>• Set up a consultative panel to assess scheme options at an early stage, representing a broad spectrum of interests and experiences</li> </ul>

- 4.9 The aim of setting out these objectives is that they provide specific commitments to Manchester residents on the scale of our ambition, that are measurable and can be monitored for progress.
- 4.10 The draft MATSIP sets out a two-stage Prioritisation framework, which is a tool to enable us to direct investment, principally external funding, to the areas of the city in which the strategy objectives can be achieved. Stage One of the framework spatially analyses the city, drawing together a range of socioeconomic and spatial data including deprivation, public transport accessibility, employment density, current and future population density, car ownership and current and future potential usage.
- 4.11 Stage Two of the process will see us scoring potential schemes such as protected cycle tracks, modal filters, side road treatments, junction and crossing improvements and School Streets. They can be assessed for their deliverability, feasibility, cost and level of stakeholder support. This work will be ongoing.
- 4.11 More details are in the draft MATSIP and a full technical report will be published shortly afterwards setting out comprehensive details on the methodology used.
- 4.12 An online mapping tool showing the network plan, its methodology and development, and progress on schemes in development and delivery is also proposed as part of the consultant commission, which will be a live tool updated on a periodic basis.
- 5.0 Update on Staff Travel policy**
- 5.1 The Environment and Climate Change Scrutiny Committee has requested an update on active travel in the Staff Travel Policy.
- 5.2 HROD are working to embed the staff travel policy, this includes a travel hierarchy which prioritises active travel. We are promoting walking and cycling through the Cycle to Work scheme and have also refreshed the Bicycle Allowance claim process. This refreshed process makes it much quicker and easier for employees to register as a bicycle user, they can then begin claiming the Bicycle Allowance for any in-work journeys they choose to make

by bicycle. This refreshed process will make the Staff Travel Policy more accessible; we will be formally launching the scheme in early 2023 and will continue to promote it throughout the year and monitoring its impact.

- 5.3 We are developing service engagement plans which will take an informed and place-based approach to encouraging and enabling more sustainable travel choices by teams via a number of schemes. By evaluating the roles performed, the neighbourhoods that teams are based in and where they travel to, we can take a more informed approach to exploring and promoting the Staff Travel Policy and how teams can use the travel hierarchy to move to more sustainable modes of transport, including active travel.
- 5.4 We will promote new Bee Network schemes to teams and services as they launch locally to continue this place-based approach in addition to utilising TfGM's fifteen-minute neighbourhoods mapping. We are also looking to build relationships with TfGM, and other partners to tailor offers for MCC, for example team ticketing options for in-work travel and exploring corporate discount to the Bee Network Cycle Hire scheme. This is all being reported and shared in the Climate Change Action Plan under Workstream 2 – Travel & Transport.

## **6.0 Recommendations**

- 6.1 The Environment and Climate Change Scrutiny Committee is recommended to note the report and endorse its progress to Executive.
- 6.2 The Executive is recommended to approve and endorse the Manchester Active Travel Strategy and Investment Plan.

## **7.0 Appendices**

Appendix 1 – draft Manchester Active Travel Strategy and Investment Plan  
Appendix 2 – Active Travel Strategy Public Engagement Summary Report

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# Manchester Active Travel Strategy.

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MANCHESTER  
CITY COUNCIL

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*Every journey we make involves a walk, whether it's going to the shops, to get the bus, taking children to school or getting out of the car at the other end. Some longer journeys could be made by other means if it were safe and convenient. Too often, that has been forgotten as we have planned our cities around the car. For a long time, we have taken for granted that our streets are for moving around as quickly as possible. For too long that has meant arranging our streets, our neighbourhoods and our city around what's best for people driving cars. Not every journey is suitable for walking, wheeling or cycling, and that's why this Strategy is part of a wider agenda about creating a truly integrated public transport system as well. Where cars and vans are still essential, they should be moving more slowly, and in a way that doesn't get in the way of people moving around in a more sustainable way.*

*As a city, we know we have multiple challenges to face – climate change, clean air, the cost of living – these issues can seem overwhelming, but one of the best solutions, with the most benefits, is to help people move around more easily in an active way, whether that's by walking, cycling or using forms of mobility aid like wheelchairs or powered scooters. We have seen other cities around the world make the kinds of changes we are setting out in this Strategy not just to help them address these crucial issues, but simply to put people first.*

*If we can make some relatively small changes to the way we manage our streets, we can make sure our children can enjoy walking wheeling or cycling to school, or playing out on the street, without having to worry about being safe. We can all get to the park to enjoy nature and greenery, and we can get more of the things we need in our local neighbourhoods, without having to drive further away and sit in traffic. We can get the huge mental and physical health benefits of being a bit more active in our everyday routines, probably without even realising it.*

*None of us dream of a world where we would sit trapped in cars on congested roads, or breathe dirty air, or live further and further away from the things we need. This strategy sets out our first steps towards building better places and spaces with cleaner air, safer and greener streets, more vibrant local centres and more accessible green areas.*

**It's going to take time, but every step gets us nearer to being a healthier, happier, stronger city.**

**Councillor Tracey Rawlins,  
Executive Member for Environment and Transport  
Manchester City Council**



**Councillor Tracey Rawlins**  
**Executive Member for**  
**Environment and Transport**  
**Manchester City Council**



# What will Active Travel look like in Manchester?

## Vision

Our vision is that everybody in Manchester will be able to walk, wheel or cycle as part of their everyday lives - for school, work, shopping and socialising, in safety, comfort and happiness.

## Target

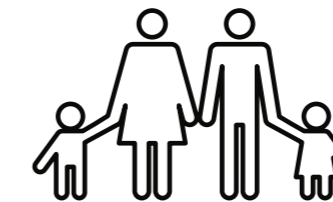
We aim to convert existing and future short journeys to walking and cycling.

## Ambitions

Strategic ambition  
Improve access to regional centre, district centres, parks and other key destinations



Enable safe access to schools and colleges



Improve citywide health and wellbeing through transport investment



Reflect the diversity of Manchester and address transport inequalities



# What a good level of service looks like for walking, wheeling and cycling

Our streets are complex places with many roles and functions. Over the years these have become increasingly out of balance, with more priority given to the movement and storage of motor vehicles as opposed to their role as places for people. We must seek to readdress this inequity and in doing so, make our streets more attractive and inclusive places for everyone to spend time in, as well as pass through.

A universally accessible walking and wheeling environment is one where:

- **Barriers to movement are identified, then removed or mitigated**
- Footway achieves desirable minimum unobstructed width of 2m throughout
- Regular, well-maintained surface
- Dropped / flush kerbs and tactile paving at all junctions and crossings
- Raised entry treatments at side streets, with clear pedestrian priority
- The footway continues at the same level across side roads, and vehicle crossovers for access to property
- There are formal crossings strategically located on desire lines
- There are direct and easily accessible routes to public transport stops and stations
- Streets feel safe for use by everyone at all times of day
- Appropriate space is allocated to different functions e.g. movement, social activity and greening
- There are benches or places to rest along the route

## Cycling– what good looks like

A universally accessible active travel environment is one where:

### In neighbourhoods

- People on cycles feel safe sharing the road with motor vehicles
- Street layout keeps both speed and volume of motor vehicle traffic low
- Permeability and connectivity are created by, for example, universally accessible modal filters or off-highway connections to provide routes that are more convenient than driving

### On busier streets

- Dedicated and protected space for cycling is provided
- 2m minimum width is provided throughout
- Cycle facilities are continuous and uninterrupted
- People on cycles are given priority over general traffic across side roads and vehicle access to properties
- The cycle facility continues at the same level across side roads and vehicle crossovers for access to property
- Conflict at junctions is evaluated and managed through design choices

## Across the network

- People of all ages, backgrounds and abilities have the opportunity to cycle safely,
- Active Travel routes join up into a coherent and convenient network, offering access to destinations or onward travel options
- Accessible cycle parking is readily available
- Cycle facilities are designed to accommodate non-standard and adapted cycles
- Regular, well-maintained surfaces
- Interaction with large vehicles is minimised

We will ensure that these principles inform the schemes we deliver when we make changes to our streets and places.

## Our Manchester Strategy

We are focussed on our goal for Manchester to be in the top-flight of world cities by 2025 with a strong economy and highly skilled people. It will be well connected, limiting climate change and everyone will feel safe and live well in an attractive and welcoming city”.

The Manchester Active Travel Strategy and Investment Plan sets out our ambition to enable a wider range of travel choices for all our residents, focussing on our priorities to 2025.

Through each ambition runs Manchester’s commitment to build a more equal, inclusive and sustainable city for everyone who lives, works, volunteers, studies and plays here. Only by working together can we achieve our vision by making an impact on our priorities of making Manchester:

### Our priorities are:

- A thriving and sustainable city
- A highly skilled city
- A progressive and equitable city
- A liveable and zero-carbon city
- A connected city

The Manchester Active Travel Strategy and Investment Plan sets out our ambitions to enable a wider range of travel choices for everyone to meet our our priorities to 2025 by:

- Improving active travel and aligning this with investment in other non-car modes across the city to support growth of the economy, contribute to economic recovery, and maximise the city’s competitiveness.
- Supporting the delivery of projects to connect all Manchester residents with high-quality employment opportunities in the city and growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs in Manchester.
- Improving local walking and cycling routes to facilitate opportunities for communities across the city to make more sustainable transport choices and enhancing city centre and wider connectivity to support inclusive economic growth. An inclusive and accessible active travel network is a key aim of the Active Travel Strategy.
- Supporting and promoting active travel, aligned with other sustainable transport improvements we will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car. Active travel also offers significant leisure opportunities particularly where links can be made to green spaces.
- Delivering world class infrastructure will attract investment and together with related strategies will improve transport integration across Manchester, making it easier for people getting into and moving around the city.







# Why do we need Active Travel in Manchester?

Active travel, by which we mean walking, wheeling and cycling, is an integral part of how Manchester will create a zero carbon, liveable city, with clean air, pleasant streets and an environment in which active travel is an enjoyable, natural choice for everyday journeys. 'Active Travel' can be any form of sustainable transport that is predominantly 'human powered' – walking and cycling being the classic 'Active' modes. Those using mobility aids are also travelling actively – collectively described as 'wheeling'. Equally, 'assisted' active travel – 'micro mobility'; such as 'e-scooters' and 'e-bikes' – provides positive means for people to be more active, more often. Therefore, when providing for active travel we need to consider and cater for not only those on foot as pedestrians and riding traditional cycles but also adapted and specialist active modes, such as: self-propelled and electrically assisted mobility aids, trikes, cargo bikes and similar vehicles.

Walking also includes the use of guide dogs and other forms of accompanied mobility. In this way we will support inclusive and accessible active travel for all. E-scooters are currently only legal to use on public highways as part of approved public hire trial schemes, although it is expected that legislation to allow full usage is imminent. The Council is monitoring and learning from hire schemes in other cities in the UK, and awaits the detail of legislation to allow their full use. We would expect that that when fully legal to use on-road that e-scooters would be required to use the carriageway, including cycle lanes and paths, and not footways.

Our active travel strategy fits alongside our work to implement the Transport Strategy 2040 (GMTS 2040) transport strategy, to create the Bee Network integrated transport system, with investment in public transport and roadspace reallocation to enable people to move around the city without always using a private car.

Not every journey is suitable to be walked or cycled, which is why active travel sits within the Bee Network integrated transport system for Greater Manchester which will deliver investment in bus priority, Metrolink expansion and integrated ticketing to create a joined-up transport network. This Active Travel Strategy will be complemented by a new Manchester Local Implementation Plan in 2023, which will prioritise more radial corridors for multi-modal sustainable transport, and ongoing work to deliver the City Centre Transport Strategy to 2040 (CCTS).





The benefits of enabling active travel extend across many different aspects of our lives:

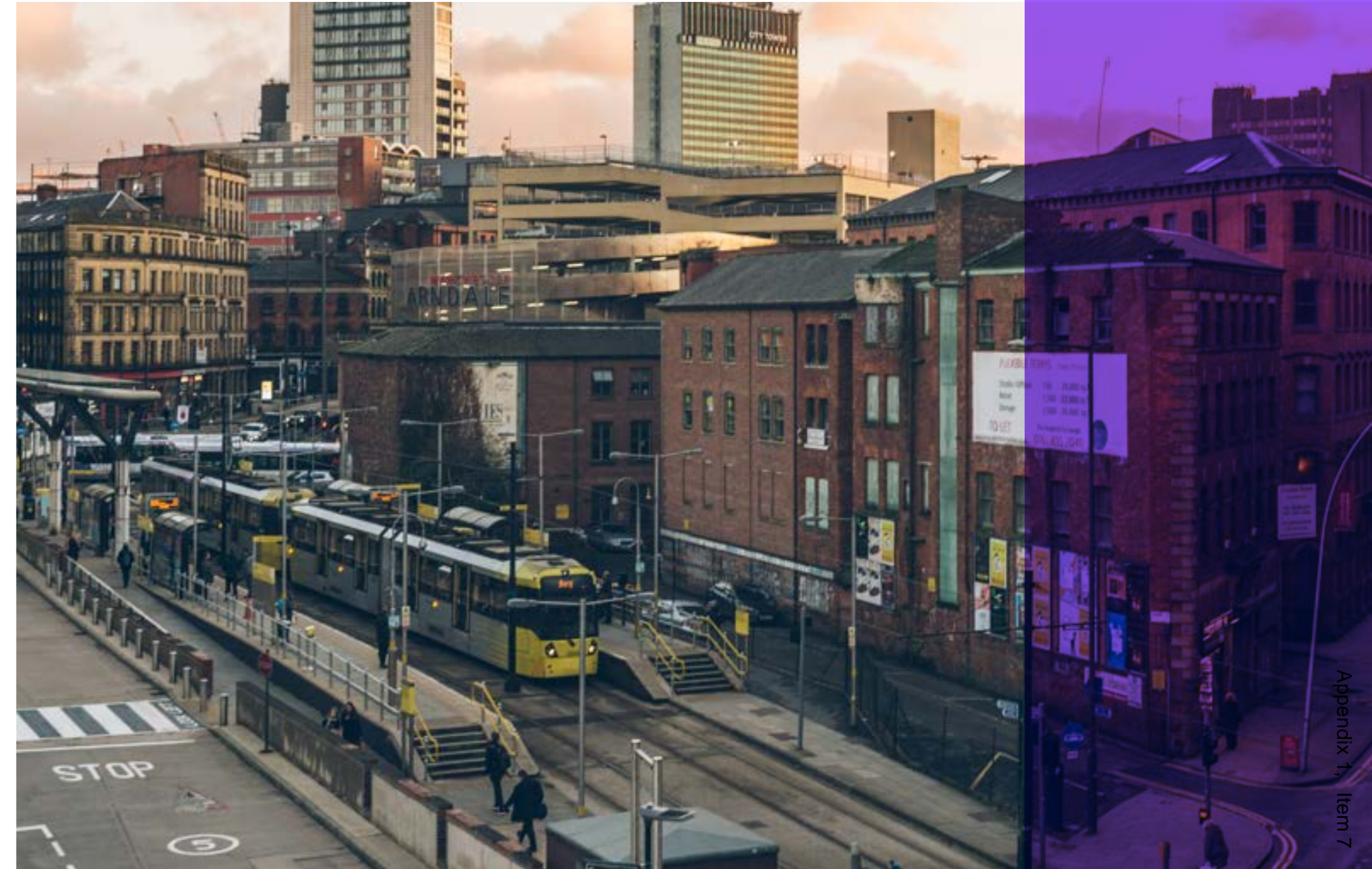
- Being active as part of everyday life has significant physical and mental health benefits.
- Travelling by walking and cycling is cheaper and more reliable than sitting in traffic.
- Children are more alert and learn better when they have walked or cycled to school, and are less likely to develop health problems later in life. Our air could be cleaner, our roads safer, our streets cleaner and greener.
- Deliveries to businesses work better when there is less congestion, and dense, walkable neighbourhoods can support a wider range of local shops and services.

Not every journey is suitable to be walked or cycled, but that is why active travel sits within the Bee Network integrated transport system for Greater Manchester which will deliver investment in bus priority, Metrolink expansion and integrated ticketing to create a joined-up, London-style transport network.

The Manchester Network Plan has been developed to demonstrate the routes around the city which will form the basis of our active travel investment plans in the short to medium term. It consists of priority corridors for fully segregated cycle lanes to enable safe cycling towards the city centre and other major locations and a series of local neighbourhood improvements to enable connections to schools, colleges and shops that are closer to home.

It consists of priority corridors for fully segregated cycle lanes to enable safe cycling towards the city centre and other major locations and a series of local neighbourhood improvements to enable connections to schools, colleges and shops that are closer to home.

**The strategy sets out not just what we want to achieve, and why, but also how, where and when.**





# Current provision

The city's highway network contains footways which are used for walking – this strategy will support the delivery of improvements to the walking experience through measures such as continuous footways, footway widening, strategic maintenance, junction and crossing improvements and resting places. Walking is the golden thread connecting every way of moving around the city, and every journey made includes a walking element. We will seek to mainstream walking benefits in every scheme. This includes off-carriageway footpaths and cycle paths which can also be useful in connecting to key destinations and avoiding severance.

In terms of cycling, Manchester has one complete major scheme providing mostly segregated cycling infrastructure – the Oxford / Wilmslow Road Cycleway, completed in 2018. This provides 5km of protected cycle tracks and 26 bus-stop bypass lanes, a key feature as this is the most heavily used strategic bus corridor in GM and one of the busiest in the country, and features a bus gate to restrict general traffic. The Oxford Road / Wilmslow Road scheme has been highly successful, recording 5,000 journeys per day soon after completion, equating to over 1 million per year. Despite a dip during and in the aftermath of the COVID-19 pandemic and the resulting shift in working patterns, annual usage has rebounded and exceeded pre-pandemic levels.

The second radial corridor scheme, the Chorlton Cycleway, is close to completion. There are existing protected cycle lanes on the A6010 Intermediate Relief Road (Hulme Hall Lane, Pottery Lane) and sporadic, limited other provision. The rest of the city's current provision for cycle lanes is in the form of painted mandatory and advisory lanes, which does not meet current design standards and is not considered to form part of a network.



# Existing plans

Manchester's statutory Local Transport Plan is the GM Transport Strategy 2040 (GMTS 2040). The strategy was prepared in close cooperation by TfGM, GMCA and the 10 local authorities and an update to the original 2017 strategy was endorsed by Manchester's Executive in January 2021. Sitting underneath this is the City Centre Transport Strategy to 2040, co-produced by MCC, TfGM and Salford City Council. There is a suite of sub-strategies which provide more detail on the GMTS 2040, including the Streets for All Strategy (S4A) and a forthcoming S4A design guide.

The GMTS 2040 sets out the principles, policies and investment in transport infrastructure necessary to protect our environment, improve quality of life for all along with delivering the growth and spatial strategy in the Places for Everyone Plan, the joint development plan being prepared by nine GM districts. Manchester will begin the process of reviewing its Local Plan in 2023 following adoption of Places for Everyone, and we will look to align our spatial planning policies which could deliver benefits to active travel with this strategy.

To inform and direct active travel investment, the Greater Manchester Cycling Commissioner's Made to Move report (2017), sets out 15 steps necessary to deliver 'the Bee Network' (now called the Active Bee Network). This was followed by the Bee Network Proposal itself (2018) and GM's Local Cycling and Walking Investment Plan (LCWIP) called Change a Region to Change a Nation (2019). All of the above have informed the current Bee Network Map, which is currently being refreshed for GM and will be published in spring 2023.

The GM Active Travel Commissioner, Dame Sarah Storey, published Refresh the Mission, in September 2022. This document sets out the new phase of active travel for GM, to ensure it is completely embedded in the city region's transport system. The mission is based around infrastructure delivery, home to school travel, cycle hire and access to cycles, integration with public transport and road danger reduction. The latter includes a new commitment to the Vision Zero approach to deaths and severe injuries as a result of road collisions.

This Strategy aims to deliver the Active Bee Network in Manchester, tailored to our priorities as we set out here, based on engagement and involvement of Manchester's people, and prioritising schemes and investment in Manchester to align with the city's

overall priorities as set out in the Our Manchester Strategy (2021) and our place-based growth and development strategies as set out in Strategic Regeneration Frameworks.

The funding to deliver the Active Bee Network has mainly come from the Mayor's Challenge Fund, and the first three tranches of the central government's Active Travel Fund. Across these two funding sources Manchester has a pipeline of nearly £46m to deliver 12 schemes.

The updated Manchester Climate Change Framework was adopted by the Council in September 2022. It sets out the council's vision of "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 strategy aims to ensure that active travel plays a full role in meeting the commitments set out in the Climate Change Framework to get back on track to net zero carbon by 2038.





# Target

**Turn short journeys to walking and cycling, and double cycling mode share.**

## Modal shift targets in Greater Manchester

In Greater Manchester, 30% of trips under 1km are made in a car. Of trips between 1 and 2km, 62% are made in a car. GMTS 2040 sets out the overall target for GM of achieving the ‘Right Mix’ of transport types – public transport, walking, cycling, car and others – on Greater Manchester’s transport network. GMTS 2040 sets out the aim to improve our transport system so that we can reduce car use from 61% to 50% of daily trips (or less) with the remaining 50% made by public transport, walking and cycling.

This will mean approximately one million more trips each day using active travel or public transport in Greater Manchester by 2040, with no net growth in motor vehicle traffic. Delivering the Bee Network ambitions and achieving the Right Mix target will make an extremely important contribution to our carbon reduction ambitions, but on their own they will not be sufficient to meet decarbonisation commitments. The Climate Emergency declaration and the adoption of a much more ambitious target of zero carbon emissions by 2038 means that in GM a review of the relationship between our Right Mix targets and pathways and GM’s carbon reduction commitments is being undertaken.

In addition to Right Mix Targets, the Greater Manchester Made to Move report establishes the target to double and double again levels of cycling, and to and make walking the natural choice for as many short trips as possible across the City Region. To achieve this, it recognises the need to put people first, creating world class streets for walking, building one of the world’s best cycle networks, and create a genuine culture of cycling and walking.

## Modal shift targets in Manchester

In Manchester itself, walking is the dominant mode for all trips of 0-2km, accounting for 59% of the total in 2021, and this strategy aims to grow this mode share even higher, by making walking the definitive natural choice for short trips, whether as the whole trip or connecting to public transport. Cycling has the highest potential to fill the gap between walking and public transport for trips of 2-5km and 5-10km.

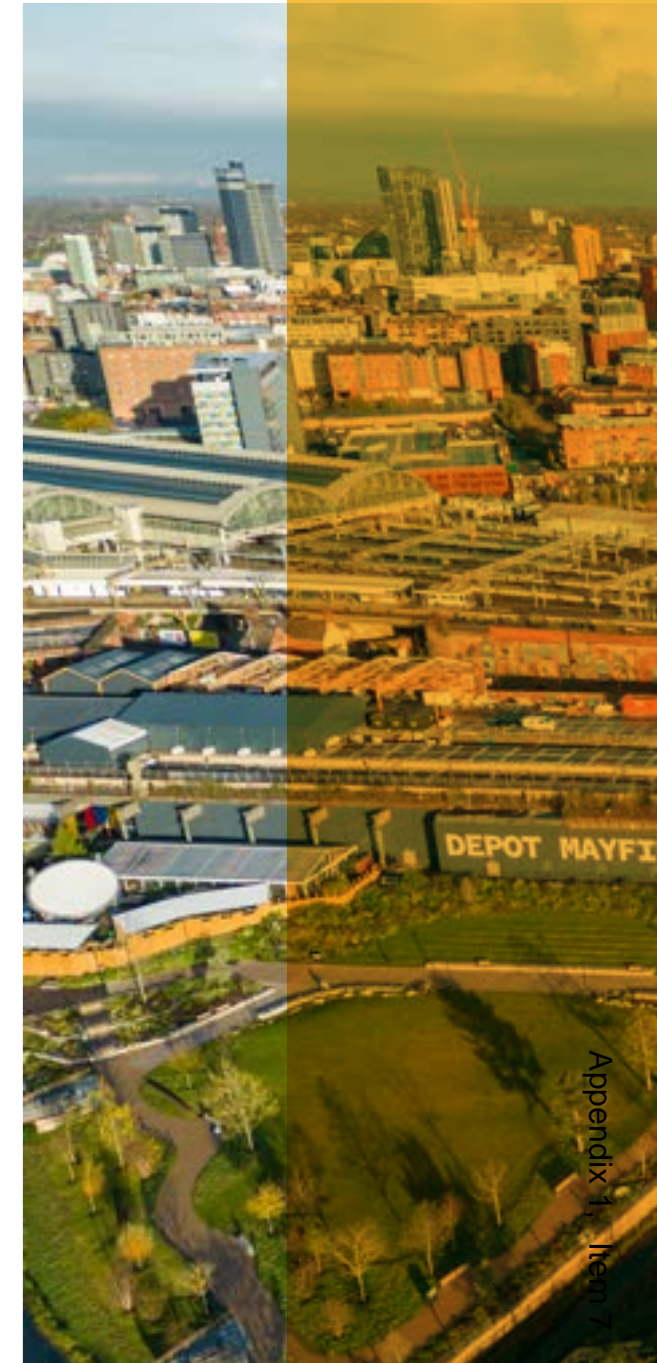
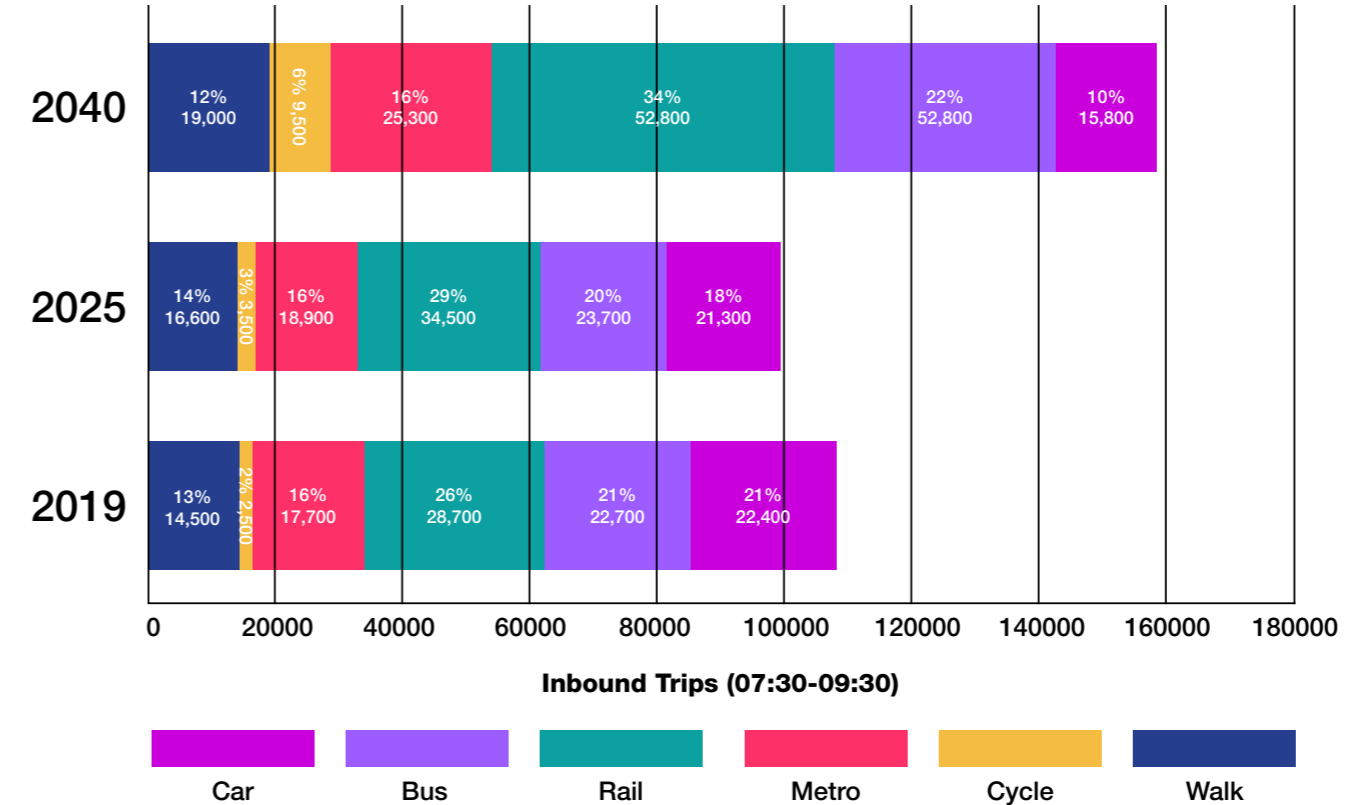
Currently cycling has an overall 6% mode share for trips with one end in Manchester, and as an initial aim at this stage of our network development we would like to see this doubled to 12% by 2028. This is consistent with Made to Move targets for the City Region, set out above.

The City Centre Transport Strategy to 2040 (CCTS) is co-produced by MCC, TfGM and Salford City Council, and was adopted in March 2021. The CCTS overall vision is “for a well-connected, zero-carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit.” The strategy sets out seven ambitions, most of which are directly or indirectly related to active travel. Specifically, Ambition 1 is “: Walking is the main way of getting around the city centre,” and Ambition 3 is “More people choose to cycle to destinations within the city centre.”

The central target is for 90% of morning peak trips to the city centre to be made by public transport and active travel before 2040. In 2019 the figure was approximately 61%. Achieving this target will require substantial increases in bus usage, as well as an increase of approximately 4,500 more walking trips and 7,000 more cycling trips every morning. Due to the increase in the absolute number of trips, walking’s mode share would be maintained at 12-13% but cycling would grow from 2% of current journeys to 6%. The need to increase bus, Metrolink and active trips to the city centre is informing our approach to our radial roads, which are being proposed for a combination of bus priority and active travel measures as part of the City Regional Sustainable Transport Settlement investment programme and the Network Plan presented in this strategy.

**To support our vision, our aim is for 90% of morning peak trips into the city centre to be made on foot, by cycle or public transport before 2040. This means fewer cars in the city centre so we can have cleaner air, support our carbon reduction targets and rebalance street space, enabling us to make walking the main mode of travel for getting around. We define walking in its most inclusive form, recognising for those who may be disabled or with limited mobility this may mean relying upon guide dogs, wheelchairs, or other mobility aids to travel.**

## Mode share targets for Manchester City Centre





# What we are trying to achieve?

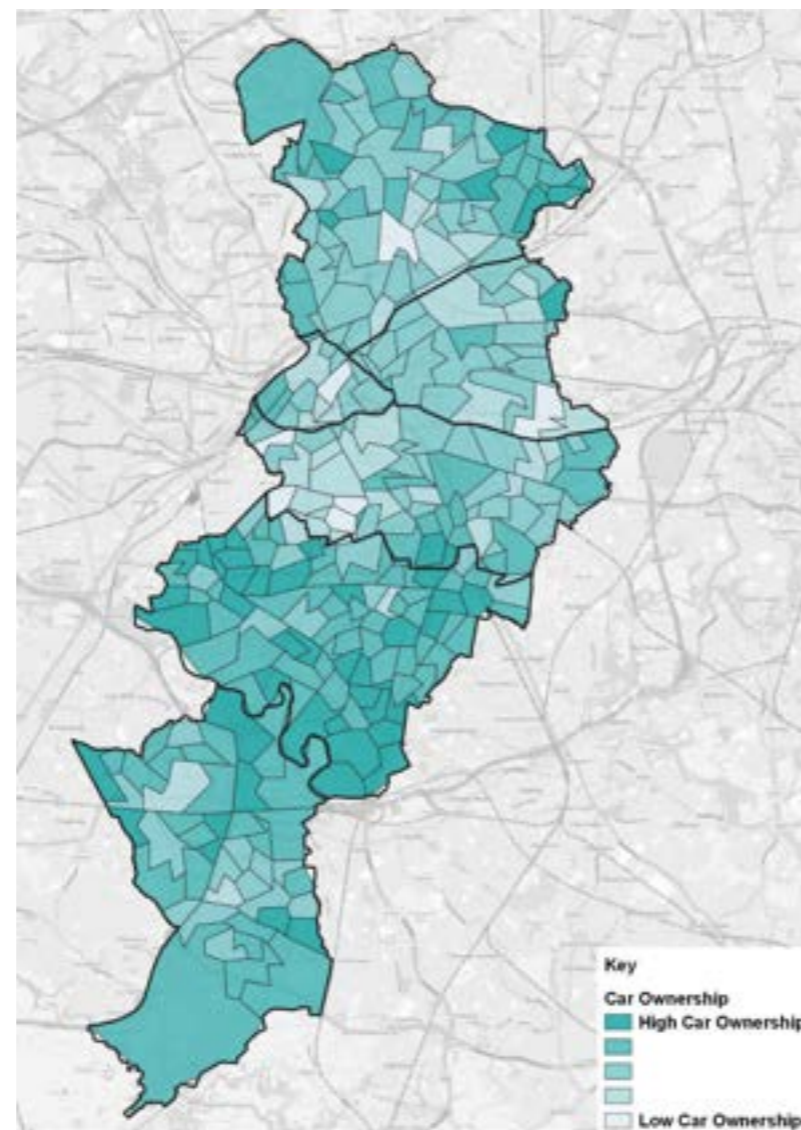
By committing to the principles outlined in this strategy and delivering the Manchester Network Plan we are trying to achieve our modal shift targets as a minimum. We are trying to enable and create a more liveable city, with compact, dense, pleasant local neighbourhoods where all daily needs are available on foot, by cycle or by wheeling within a 15-minute trip. We are trying to enable Manchester to get back on track in meeting the challenge of reducing direct carbon emissions in time to achieve our target of net zero by 2038. In our sustainable transport investment decisions, we will take a 'decide and provide' approach - in which our transport planning is vision-led, we decide on the preferred future and infrastructure is provided to fulfil that vision.

## Identified issue

The modal shift targets in GMTS 2040 and the CCTS are intended to help us achieve our zero-carbon target by 2038, to clean up our air and to improve quality of life for Manchester's people whilst at the same time delivering the volume of growth to support economic rebalancing and opportunities.

According to Census 2021, 39% of Manchester residents do not have access to a car or van, a reduction from 45% in Census 2011. The city's population has increased by 9.7% since 2011, from 503,000 to 552,000, and the number of cars, light goods vehicles and heavy goods vehicles registered in the city has increased by 28% between 2012 and 2022. Of course, the city's streets are used by thousands of vehicles registered outside the city, from across GM and beyond. Across the city region, car registrations have risen by 30%, and light goods vehicles by 82%, between 2012 and 2022. More vehicles are trying to use the city's roads than ever before, which is not sustainable if we are to achieve any of our policy aims and deliver the growth we need to prosper.

The negative impacts of air pollution, congestion and road danger are disproportionately felt by those who are not causing this damage. Ground transport accounts for 24% of the city's direct carbon emissions, and within that, 95% of emissions are from on-road vehicles: cars, buses, vans, and motorbikes, predominantly running on petrol and diesel.



The map shows levels of car ownership across Manchester. The darker the colour, the higher the percentage of households with access to a vehicle. It shows the areas of the city with lowest vehicle availability are primarily in the city centre, north, east and Wythenshawe.

When we prioritise road space for private vehicles, we are not addressing the needs of a significant proportion of Manchester residents who do not have access to that mode, and we downgrade or minimise the public transport and active travel options open to them, resulting in inequitable access to opportunities, jobs, leisure and services. If road space was allocated per person travelling rather than per vehicle, increasing the space given to buses and cycles becomes the default option.

The updated Manchester Climate Change Framework (2022) sets out that to reduce the city's direct carbon emissions by 50% between 2020 and 2030, 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. Around one third all trips that start in Manchester are neighbourhood trips under 2kms and could be walked in around 20 minutes or less, in many situations, or cycled in around 5 minutes.

The reason why we need to invest in active travel infrastructure to support a just transition to a low carbon economy is that "there are significant economic, technical, institutional, societal, and regulatory challenges in decarbonising our transport system", including, as set out in the Climate Change Framework:

- "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.
- 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
- Delivering the infrastructure needed to support behaviour change requires a significant scale and pace of change, which presents challenges in terms of capacity of local government and delivery authorities and will require significant engagement with communities and businesses.
- Revenue funding is needed to maintain integrated transport systems, including maintaining cycle infrastructure and footpaths and operating public and shared transport services, not just the upfront capital cost of infrastructure."





# Delivering Growth

The Council is seeking to deliver around 64,000 homes by 2039, including around 15,000 in Victoria North. There is the potential for 100,000 more jobs and 50,000 more homes in the city centre alone over the next 20 years. This will only be possible if growth and development is decoupled from increases in private vehicle traffic.

When we build new homes and create new neighbourhoods, we need to make them pleasant, clean places to live, and provide the homes people need without creating hundreds of thousands of new car journeys.

We want our existing local centres to have a distinct offer, and be pleasant places to walk and cycle to and spend time in. Better streets designed for people travelling actively have quantifiable economic benefits for businesses and communities, with examples across the City Region showing that this results in higher footfall, reduced vacancy rates and higher spend on our high streets. However, higher density, walkable neighbourhoods with thriving local shops and services can only happen if our reliance on private car trips to access them is reduced.

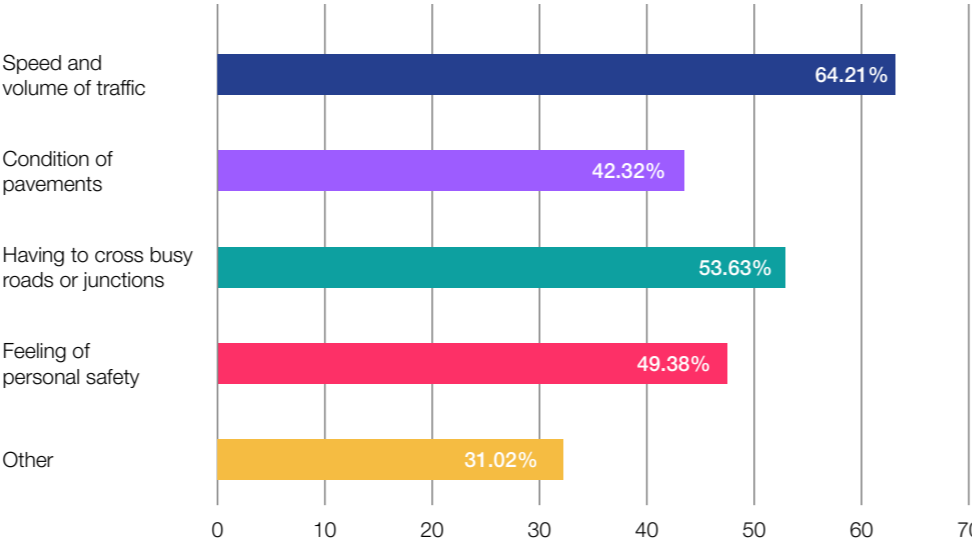
## What did you say?

We know from public engagement during the development of this strategy that where multiple barriers to taking up active travel as part of a daily routine exist, the most important factors are safety and infrastructure. The graph shows the response when people were asked what the main barriers to walking, wheeling and cycling are in Manchester.

Other responses, additional to the options presented in the survey include:

- Poor weather or lighting conditions
- Pavement parking acting as a physical barrier
- Lack of dedicated infrastructure for active travel
- Poor maintenance on existing routes e.g., vegetation and litter issues presenting a barrier
- Safety concerns e.g., interaction with speeding motorists
- Physical barriers e.g., parked cars on pavement
- Rat running of motorists on certain routes

## What the main barriers to walking, wheeling and cycling in Manchester?





# What is happening elsewhere?

The following examples are shown to demonstrate the results of coordinated investment in and prioritisation of sustainable transport measures in comparable cities.

In **London**, following significant investment in high quality cycling infrastructure, “post-pandemic cycling levels in spring 2022 were firmly above the pre-pandemic baseline, with **weekday cycle-km travelled in London 18% higher in 2022 compared to 2019 and the seven-day average number of trips 14% higher over the same period.**”

By 2025, TfL wants the proportion of Londoners living within 400 metres of a high-quality cycle route to increase to 33%. By autumn 2022, this proportion was 21.9%, up from 19.4% in autumn 2021 and 11.5% in 2019 before the pandemic.

This suggests that building high-quality cycling infrastructure can and has led to rapid increases in mode share, furthering the case to accelerate investment in Manchester.

In **Paris**, the mayor has overseen the creation of an additional 60km of cycle lanes, as part of ‘Plan Velo’, removed a significant proportion of city centre car parking spaces, reduced speed limits to 30km/hr (19mph) and plans to introduce a prohibition of non-resident through-traffic in central areas. Cycling mode share is now estimated at 15% inside the ‘Peripherique’ intermediate ring road.

The mode share of private cars has halved since 1990 and now sits at 12%, which is close to the 2040 target for city centre morning peak journeys in the our City Centre Transport Strategy. Paris has benefited from significant investment in Plan Velo and associated initiatives, totalling approximately €150m to date.

**Edinburgh’s** citywide 20mph limit was phased in between 2016 and 2018. Research in 2022 found that “the overall percentage reduction in casualty rates was 39% (the overall percentage reduction in collision rates was 40%). The percentage reduction for each level of severity was 23% for fatal casualties, 33% for serious casualties and 37% for minor casualties.

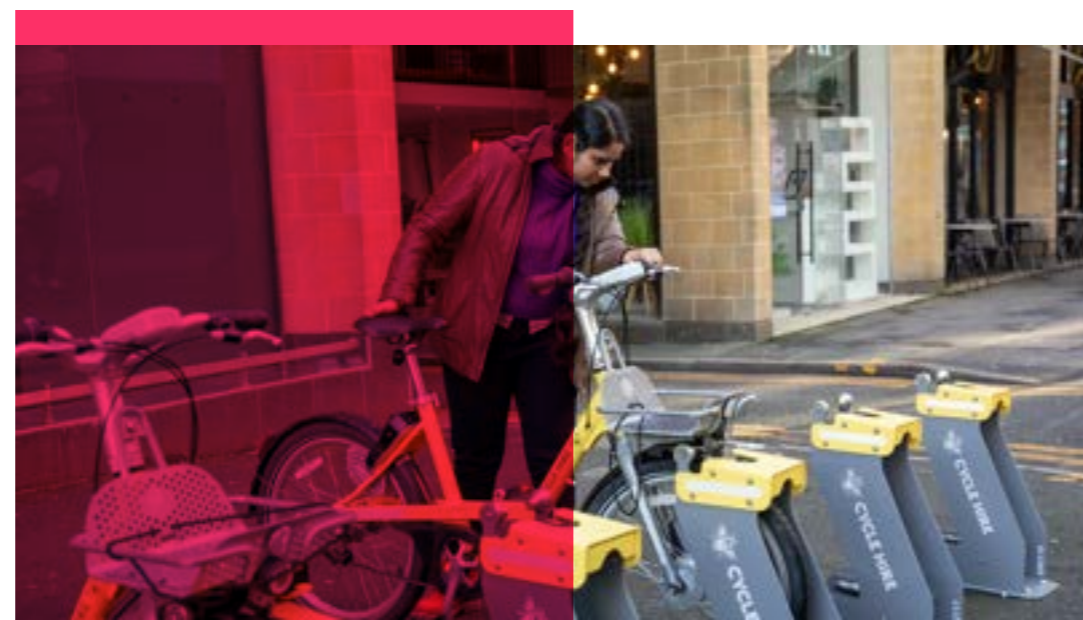
Prior to implementation, 50% of streets already had speed limits of 20 mph. Edinburgh implemented the 20-mph intervention in a further 30% of streets, which equated to an additional 1,572 roads being reduced to 20 mph.

This implementation resulted in 80% of streets in Edinburgh having speed limits of 20 mph (771 miles/1240.3 km), with a coherent network of 30-mph and 40-mph speed limits in the remaining 20% of streets.

A recent research paper<sup>7</sup> examined the phenomenon of traffic evaporation, carrying out a review of existing studies and a case study of **Barcelona** following the ‘Superblocks’ tactical urbanism interventions in which selected streets in the city were closed to traffic and re-prioritised for seating, greenery and general public use.

The paper sets out that there is a well-established academic literature that demonstrates where more road-space is provided for general traffic, the volume of general traffic increases to fill the newly available space. Traffic evaporation is the opposite of induced traffic – it refers to the reduction in traffic flows which is often observed following a reduction in road space capacity.

The existence of this phenomenon means that the impacts of road space reduction on traffic congestion are less severe than predicted by traffic models. It also means that the concomitant impacts on air quality which are assumed to result from ‘traffic displacement’ are also less severe, or non-existent.





# What are we going to do?

To achieve the committed modal shift targets in GMTS 2040 and CCTS, we must deliver an active travel network which enables Manchester residents, workers and visitors to make short journeys by walking and cycling – both to, from and within the city centre and in our neighbourhoods across the city. To do this, we will deliver sustainable transport measures which are designed for the hierarchy of road users:

1. walking and wheeling
2. cycling and public transport
3. servicing, business and delivery vehicles and shared vehicles including taxis
4. private car trips

This means that in designing and implementing changes to the highway network, we will:

- Take an approach to network management which prioritises movements by active travel and public transport as part of a holistic approach to integrated sustainable transport
- Reallocate road space for active travel, including footway widening, continuous footways, new crossings and improvements to existing crossings, protected space for cycling and filtering roads to allow safer use for active travel
- Seek to deliver an ambitious programme of active travel schemes as set out in our prioritisation framework, based on selected radial corridors and a network of quieter streets enabled by filtered permeability connecting between them, based around district centres, schools, colleges and parks

To enable and support people to use walking, wheeling and cycling for more everyday journeys we will:

- Reduce the default speed limit in the city to 20mph, and also reduce 40mph speed limits to 30mph, where justified and consistent with overall road safety
- An education and promotion campaign against pavement parking followed by a pilot scheme for targeted enforcement using existing powers, alongside lobbying central government to grant civil enforcement powers at the earliest opportunity

- Incorporate footway maintenance and repair, lighting, seating and other public realm improvements to support everyday walking and wheeling across all Council programmes and initiatives
- Deliver a substantial uplift in public cycle parking in city centres and district centres
- Work with TfGM and Beryl to expand the Bee Network Cycle Hire scheme, which currently offers 1,500 cycles including 300 e-cycles, primarily in central Manchester. Within the current scheme boundary across Manchester, Trafford and Salford approximately 198,000 people live within a five-minute walk of a docking station. We will support expansion across Manchester, so more Manchester residents, workers and visitors can benefit from the access to affordable public cycle hire.
- Roll out a citywide programme of secure, on-street cycle hangars, available for rent at an affordable price, targeted at households who cannot otherwise easily store one or more cycles off-street. The first phase of this will be a pilot project to establish good practice and test the concept.





# Strategic Ambition

**A network that connects the city, providing access to the city centre, local centres, and other important destinations**

The Manchester Network Plan sets out our ambition for a city-wide active travel network that connects people with the places they want to go. While funding is not available to deliver all this network immediately, the Network Plan provides a mechanism from which we can seek and identify funding sources as they become available. When it is fully delivered the Manchester Network Plan will connect the city through a comprehensive network of active travel links.

The Network will enable people to make trips in their local area by walking, wheeling, and cycling while providing for trips across the city in all directions, including linking with public transport services and connecting with neighbouring areas.

Manchester city centre, as the regional centre for Greater Manchester, attracts people for a range of purposes such as employment, shopping, and leisure. The city centre has a large and increasing residential population as more people choose to live close to bustling and vibrant areas such as the Northern Quarter and Ancoats.

Data on existing travel patterns shows that cycle trips to the city centre are popular from some areas of the city but with many current and future communities within a 20-minute cycle trip, there is potential for a significant growth in the use of this mode to access the city centre and the wide range of amenities.

Across the city there are more than 20 local centres that are the location of important amenities that serve the local population, such as shops, healthcare, leisure, and education facilities. Many people live within a 15-minute walk or a 5-minute cycle trip of one or more of these local centres, however, a lot of short trips are made by car. Switching these trips to walking, wheeling, and cycling will reduce traffic congestion, help people stay healthy and active, and increase the vibrancy of our local communities.

There are a range of other key destinations across the city that generate a high number of trips and need to be better connected by sustainable means to support the environment, society, and the economy. A site of regional strategic importance is Manchester Airport, which is among the busiest in the country and employs thousands of people, many of which live within a short distance.

Another important area is the Oxford Road corridor which is a hub of activity around the two Manchester university campuses and a large healthcare site with many people travelling to and through this area for education and work every day. Further to this there are several other areas of employment and activity that attract high numbers of trips, many of which have the potential to be made by active travel should the appropriate conditions be met.

## The cycling and walking network needs improving

The current network of active travel infrastructure in Manchester is limited in both its scope and quality. Recent schemes have delivered appropriate infrastructure in parts of the city, such as the Oxford Road/Wilmslow Road corridor and the Chorlton cycleway. However, many roads in the city have either substandard cycle infrastructure or none at all. While walking is better catered for in terms of footways, there are still examples of substandard pedestrian infrastructure and desire lines not being met across the city, or being blocked by inconsiderate parking that hinder or prevent many trips that would be made by walking and wheeling.

Achieving our targets to improve the walking and cycling network across Manchester, as set out in this strategy, will be key to improving active travel connections across the city. By working together we can make Manchester a more connected city that is accessible by walking and cycling.



## What did you say?

Across Greater Manchester the lack of safe and appropriate infrastructure is the main barrier to people using active travel, particularly cycling, for many of their day-to-day trips with 49% of people stating safety as the reason they do not cycle at all or less often than they would like (Bike Life GM 2019).

As such, the Manchester Network Plan is at the core of the Active Travel Strategy as the Council recognises the importance of having the right infrastructure in place to enable people to consider active travel as a means to get around, particularly for journeys that they currently make by car.

Public engagement on this Strategy further emphasised the importance of appropriate infrastructure being in place for people to cycle or walk. Over 70% of people stated that more cycle infrastructure on roads along with traffic-free routes and quieter streets would mean they would cycle or walk more. Comments ranged from the need for protected cycle infrastructure on the main road network, particularly at busy junctions to feedback on more local infrastructure barriers such as the lack of pedestrian crossings restricting walking to local shops and amenities.

Many respondents to the survey stated the need for improved pedestrian crossing facilities to enable them to access schools, shops and doctors' surgeries on foot. Other significant issues raised included better road surfacing, enforcement against pavement parking and drainage issues.

The Strategy engagement also provided the opportunity to inform the components of the network based on peoples' knowledge of their local area. For example, one respondent suggested that 'Withington Road is a more suitable road than Alexandra Road to be in the Active Travel Network.' The respondent claimed that this route 'has more useful destinations on it (shops, doctors, church, and a school), it's not a bus route and it links up to Chorlton cycleway.'

## What is already happening?

Manchester has a pipeline of schemes with committed funding from the Mayor's Challenge Fund and Active Travel Fund. These schemes are in varying stages of design and delivery. This Strategy aims to help with delivering the existing pipeline and the continuation of delivery from future funding sources, to build out the Network Plan and achieve the Strategy's aims and objectives.

A key part of this pipeline is work to deliver the 'City Centre Triangle' of routes as set out in the City Centre Transport Strategy to 2040. This comprises three major routes – Deansgate, Whitworth Street West and the Northern Quarter route.

Future funding for active travel will primarily be from Active Travel England, the new executive agency of the Department for Transport charged with enabling achievement of Gear Change – DfT's long term plan for walking and cycling, which has the overall aim of half of all journeys in towns and cities to be walked or cycled by 2030. Sitting underneath this is Local Transport Note 1/20, the government's design guidance for cycling, which ATE will be charged with design assurance, assistance and inspection to ensure its principles and standards are adhered to in active travel schemes.

A key aim of this strategy is to set out Manchester's principles and priorities in building the Manchester Network Plan so that we can draw in other sources of funding, to accelerate delivery. Through publishing the Network Plan we can make the case for bringing in place-based, housing-delivery, regeneration, developer contributions and other sources of funding beyond dedicated highways and transport funding.





## What are we going to do?

The Manchester Network Plan provides the basis for how we are going to develop a connected and safe active travel network across the city.

The network will ensure that people will be able to reach the places they need to get to every day, such as work, school, college, university, healthcare, shopping and leisure.

The Network will be delivered based on the priorities identified (see section Prioritisation later in this Strategy) using local authority budgets enhanced through securing national and regional funding.

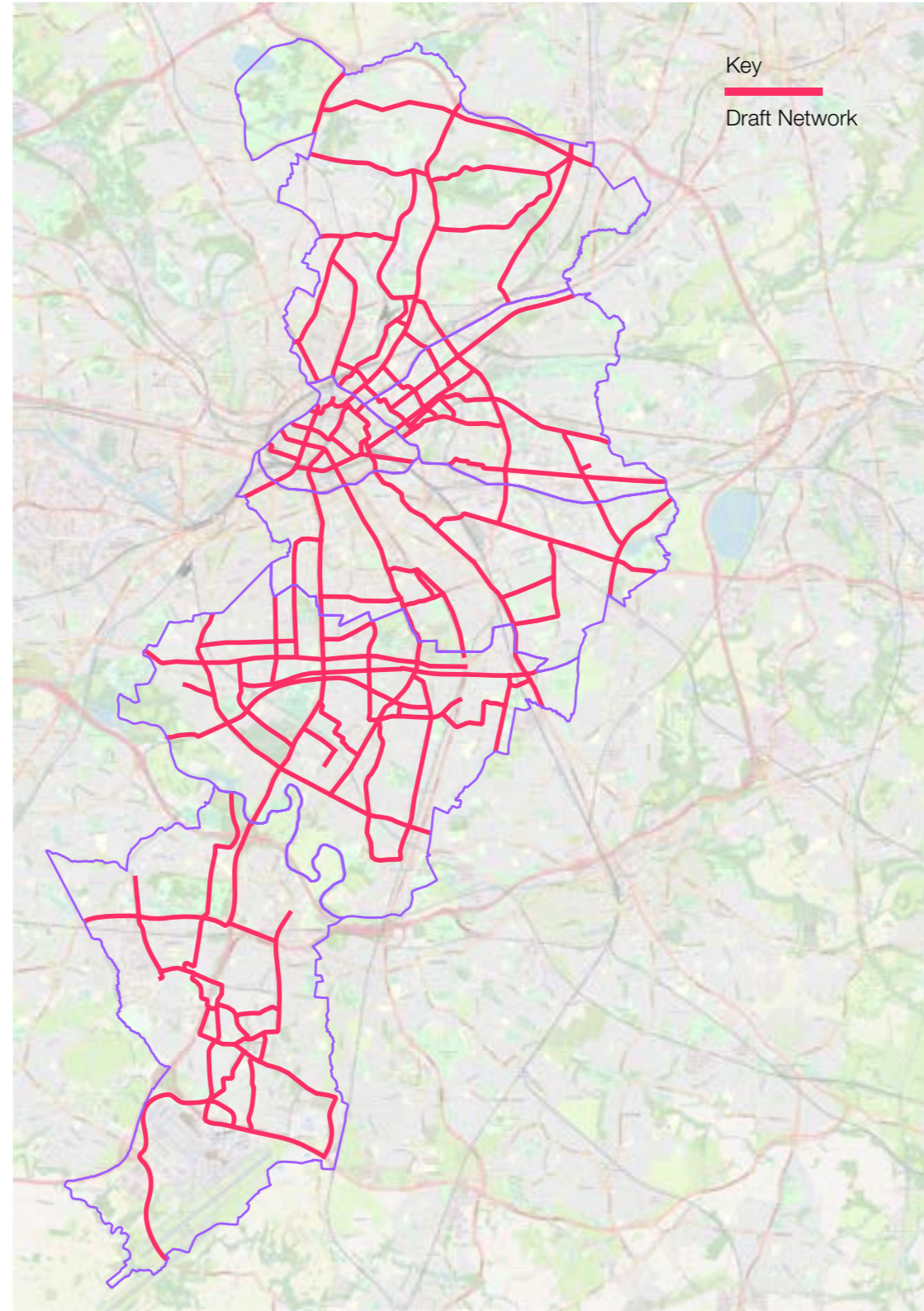
We will also use the land use planning system to secure developer contributions to deliver parts of the network that relate to planned and approved developments, particularly around the major strategic regeneration frameworks.

As the network is developed the gaps where existing infrastructure is not in place or not up to the appropriate standard will be filled in. This will link our communities with each other, providing for those local journeys that can be walked, cycled or wheeled while facilitating connections with key destinations across the city such as the city centre.

The Network will also connect outside of Manchester, linking with current and future schemes in the neighbouring districts of Bury, Oldham, Salford, Stockport, Tameside, and Trafford, as part of the Active Bee Network.

The Network will be continuous, direct, and coherent to provide ensure walking, cycling, and wheeling are the most convenient ways to travel for many journeys, particularly those over short distances.

The Network will also be safe and attractive for all users, offering an inclusive way for people to travel around regardless of age, gender, or disability.

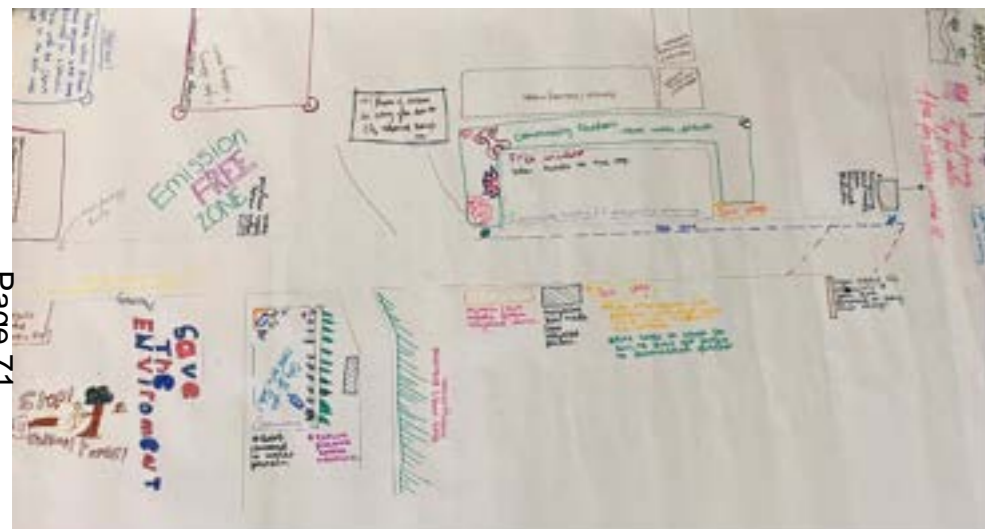




# Ambition 1

## Enabling safe active travel to schools and colleges

Travel to school walking and cycling rates have changed significantly over the last 10 years. The majority of primary school age children in Manchester walk to school (53.5%) but less than 1% cycle.



Page 71

Image of ideal local neighbourhood created by Manchester school student at Green Bee Youth Assembly, June 2022

Only a relative minority are driven (33%) - but one of the biggest barriers for those who might walk and cycle is the speed and volume of traffic, especially around the school where anti-social parking, idling and poor driving exacerbates the dangers.

The 'school run' is shown to be a significant part of peak time congestion, especially mornings (DfT data). GM travel diary data shows 9.9% of neighbourhood trips in Manchester are for 'escort to education,' accounting for over 75,000 trips per day. 2018 research from TfL's Walking Action Plan shows that a quarter of weekday morning peak car trips are for school drop-offs in London.

In common with many other areas, obesity rates increase significantly in Manchester's children between the ages of 4 and 11. In school reception year, 11.9% of children in

Manchester are considered obese, and 12.2% are considered overweight. By year 6, this rises to 27.3% obese and 14.7% overweight, meaning 42% of our Year 6 children are overweight or obese.

Parents who drive are often 'trip chaining' - driving to school in order to make a following journey by car, for example to work - increase in working from home provides increased opportunity for different travel to school behaviours, which could change ingrained travel choices for the remainder of journeys in a day.

The wider aim to establish the Bee Network integrated transport system is a crucial part of increasing the mode share of active travel for school journeys.

Rates of primary age children walking to school are good but could be improved to be well above the government target in the Cycling and Walking Investment Strategy 2 (2022) to "increase the percentage of children aged 5 to 10 who usually walk to school from 49% in 2014 to 55% in 2025" - as a dense, urban area Manchester could and should be significantly exceeding current figures, and **we are setting the target of 70% of children walking or cycling to primary school by 2028.**

Walking to school for secondary aged children is lower than primary at around 30%, which is perhaps to be expected given the wider catchment areas for secondary schools. Cycling to school for both primary and secondary age children is extremely low. **This strategy aims for 40% of secondary age children to walk or cycle to school by 2028.**

This will require increases in both cycling and walking to secondary schools, and the Council believes that with the right infrastructure in terms of safe routes and cycle parking provision, cycling can play a significant role.

The following motion was adopted by full Council in March 2022 (with an additional Motion in July 2022)

"Manchester City Council has declared 2022 the Year of the Child, and is committed to doing all we can to enable children to have a safe and active childhoods in our City.

This Council notes our commitment to enabling children and their families to walk and cycle to school and parks, and across the City, and the significant funds already committed to this. Further, we will:

1. Develop a programme of auditing school and park entrance points, to be completed within the next eighteen months, to ensure our records for these are up to date with a mechanism for regularly updating this.
2. Formulate a strategy to create safe crossing points for each of the school and park entrances over a precise timescale to be agreed with the Executive Member for the Environment, but with a view to the work being completed within the next 8 years;
3. Ensure that safe crossing points are an integral part of the Council's Active Travel Strategy which is currently being developed.
4. Lobby central government for funding to enable this plan to be achieved as quickly as possible.
5. Lobby Highways England to prioritise schemes and spending that improve pedestrian and cycle safety in the major road network."

**This Strategy aims to fulfil the commitments made in this Motion.**



Appendix 1, Item 7



## A Safer Manchester

Increasing physical activity in children is a clear priority in terms of longer-term public health, which is why enabling children and young people to safely travel to school and college is a key aim of this strategy. Being active plays a key role in brain development in early childhood, and is also good for longer-term educational attainment. According to Living Streets research:

*“Even a short walk to school contributes towards physical activity targets for both children and adults. Furthermore, supporting children to be more physically active from a young age increases the likelihood that they will continue to be physically active as adolescents and adults (Chief Medical Officers, 2011).”*

*In addition to physical health, children’s (and parents’) mental wellbeing can be supported by regularly walking to school. The mental health benefits of regular walking are widely accepted in the scientific community, by mental health practitioners and beyond.*

There is a range of measures that the Council can take to enable safer access to schools by walking or cycling, from providing or upgrading crossing facilities, speed reduction, to roadspace reallocation and vehicle restraint, whether through timed measures like School Streets or more permanent filters to support a neighbourhood-wide approach.

A School Street is where the road is closed to vehicles (except limited access for residents) at pick up and drop off. The scheme is implemented using a Traffic Regulation Order (TRO) allowing road use to be restricted.

There are two kinds of School Street:

1. Temporary / Volunteer-led School Streets - where parents will apply for permission to close the street - usually a few times a year - and marshal the traffic themselves voluntarily
2. Permanent, Enforced School Streets - permanent school streets with related enforcement which mean drivers avoid the area without the need for volunteer marshalls - in force every weekday during term time.

School Streets will not be possible for every school, as some are on bus routes and/or main roads. The location of some schools makes it easier to implement a School Street scheme, for example where the school is on a cul-de-sac. Schools themselves may not support a school street, and it requires enthusiastic participation from volunteers (parents, governors, staff) if operated on a manual, marshalled basis.

Whilst the Council is open to and will encourage further volunteer-led School Streets, subject to funding, in advance of ANPR camera enforcement powers being granted, it is not considered scalable to operate volunteer marshalled School Streets on a long-term basis.

The ability to enforce School Streets with no physical barrier, though use of ANPR cameras, is subject to parliamentary approval for local authorities outside Greater London. We anticipate these powers being granted and implementable by early 2024, but this is subject to the uncertainty of the parliamentary process.

**Achieving our targets to enable safe access to education by walking and cycling level, as set out in this strategy, will be key to addressing health, safety and access for all. By working together we can make Manchester a safer place and improve access to education.**

## What did you say?

We know through engagement that residents of Manchester would like to walk or cycle to school. 39% of respondents to the consultation stated they wanted to walk, wheel or cycle for journeys to education establishments including schools, colleges and universities.

There can be additional barriers to walking and cycling to education such as onward journeys of guardians dropping younger children off, ability of younger children and distance travelled to secondary education.

There is a latent demand of people wanting to walk or cycle to school, one survey respondent stated that “Improvements to paths would improve the wider community for work, leisure and health. this would include getting to work and group walking and cycling including get to school and educational visits.”

As such, this Strategy aims to enable people to consider active travel as a means to get to school and college, particularly for journeys that they currently make by car.

## What is happening elsewhere?

**Kesgrave High School, Ipswich** - Almost 90% of the 1,800 students at Kesgrave High School in Ipswich regularly walked or cycled to school in 2022, demonstrating what can be achieved by a network of safe routes suitable for secondary aged children can deliver.

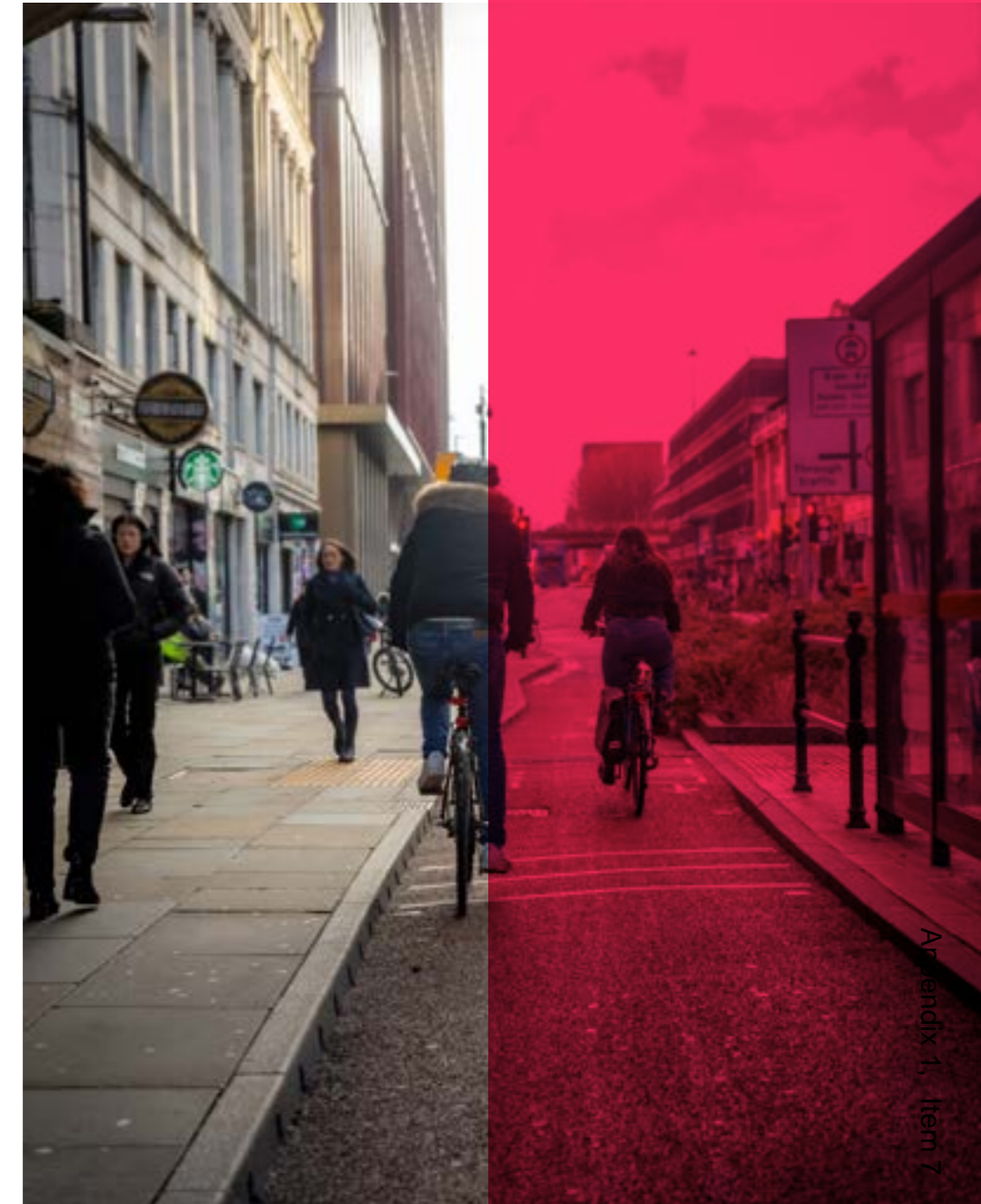
This represents 18,000 low cost, healthy, zero carbon trips per week. The national average for secondary school students walking to school is 37% and 4% for cycling. The surrounding area benefits from designed-in cycle lanes, built in the 1950s at the same time as local housing, rather than retrofitted afterwards.

This example shows that where the necessary infrastructure is provided, and enables cycling and walking to be a natural choice which is quicker, safer and more enjoyable, it is entirely possible for teenagers to travel to school under their own steam.

## Proposals

In order to achieve the objective of 70% of primary aged children and 40% of secondary aged children walking or cycling to school by 2028 we will:

- Expand our School Streets programme and deliver at least one school street in each ward by 2028
- Enact Full Council Motions from March and July 2022
- Create safe crossing points for every school in the city as soon as possible and by 2030 at the latest
- Prioritise clusters of schools and colleges and the placing of filters to enable safe active travel to schools and colleges in delivering local active travel measures
- Expand cycle parking at schools and colleges





# Ambition 2

## Improving health, wellbeing and quality of life through transport investment

This strategy sets out our ambition to help address poor health, improve wellbeing and enhance quality of life for the residents of Manchester.

Up to 80% of what makes a difference in population health happens outside the health service. This makes the role of this strategy, and others like Our Manchester and GM Moving in Action, crucial to achieving positive change.

The key focus of this strategy is to use investment in walking and cycling infrastructure, and support other organisations to increase levels of physical activity, tackle poor air quality and improve access to services and areas of greenspace to ensure the people of Manchester can live long, happy and healthy lives.

Experience has shown that by providing the right environment and removing the barriers to greater walking and cycling we can:

- Get more people more active to improve physical health and wellbeing
- Support a reduction in car trips which will improve air quality
- Provide people with the infrastructure and tools to make access to healthcare services and greenspace easier
- Help make walking and cycling a fun way to spend time with friends and family

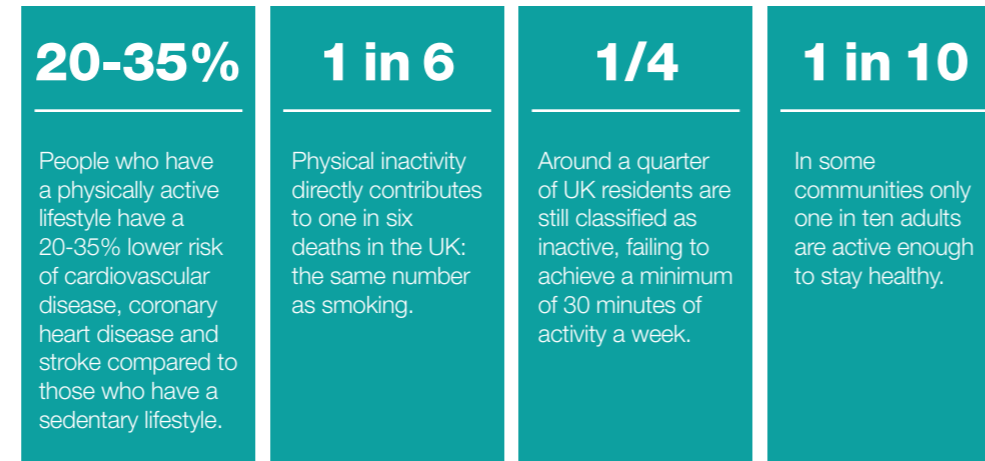
*“In Greater Manchester our poor health is not only about the air we breathe but because we aren’t active enough and we need to be cycling and walking more.”*

Greater Manchester’s Director of Public Health for Air Quality, Eleanor Roaf

### A Healthier Manchester

As set out in the Manchester Population Health Plan, Manchester’s population is sicker and dies younger than some other cities’ populations, and shockingly inequality sees 3.5 times more early deaths in the city’s most deprived areas compared to the least. The work needed to improve Manchester’s population

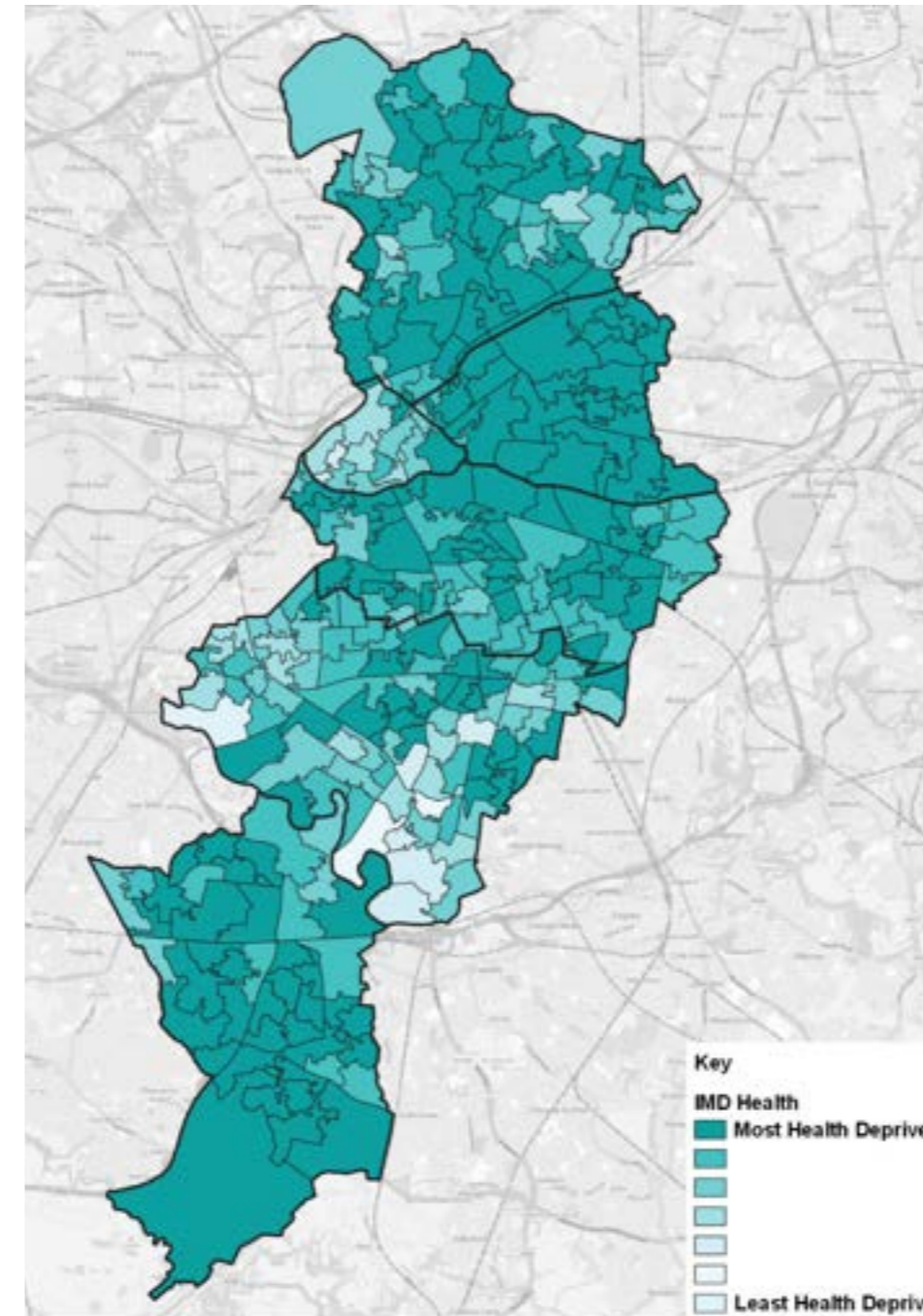
health needs to be delivered by everyone, not just health and social care workers and services. This is the essence of the Our Manchester approach: we will focus on what people say matters most to them and involve residents and communities to be active partners in their health and wellbeing.



Manchester performs better than the national and regional average for adults who are overweight or obese but much worse for year 6 children. Within Manchester there are big disparities.

As the map shows many wards in Wythenshawe and north and east Manchester have higher levels of health deprivation – these wards have above average obesity levels, lower car ownership, higher rates of death from respiratory diseases, and more children receiving free school meals. In addition to this disparity in health there is further inequality across Manchester in terms of access to healthcare services due to a lack of viable transport options, and also inequality of access to areas of greenspace, which is widely regarded as being good for mental health and wellbeing.

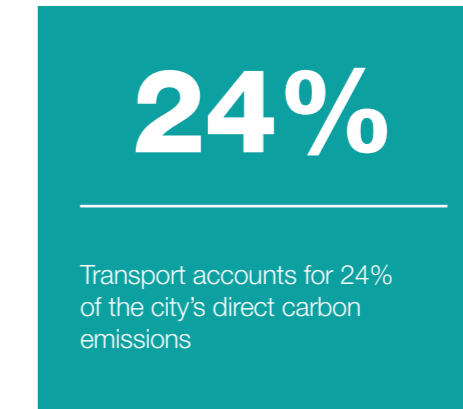
This inequality and the impact it has on the health and happiness of residents highlights the need for walking and cycling interventions to be focused in areas of greatest need.



Dirty air makes a major contribution to ill health and early death in our communities. In towns and cities, road vehicles are the main source of air pollution.

Everyone is at risk. Air pollution harms our health at every stage of life – and the most vulnerable people in society are hit hardest – children, older people and those already in poor health. Air quality is particularly poor around some schools in Manchester, this can cause health problems like asthma, wheezing, coughs and infections like pneumonia.

The Council published a Climate Change Action Plan 2020-25, in March 2020, committing the council to reducing CO2 emissions from homes, workplaces and ground transport by 50% during 2020-25. Transport accounts for 24% of the city’s direct carbon emissions, and within that 95% of these emissions are from on-road vehicles.



**Achieving our targets to increase walking and cycling levels as set out in this strategy will be key to addressing health inequality, achieving these ambitious decarbonisation goals and improving quality of life for everyone.**

## What did you say?

The consultation results show that residents of Manchester would like to access healthcare establishments using active travel and travelling to medical appointments were mentioned by survey respondents as a journey they would like to be able to take by walking or cycling.

However, walking and cycling health and safety concerns were raised by survey respondents as an issue, although the health benefits were cited as a reason for choosing to walk or cycle, as the quote below from one survey respondent illustrates:

*“I cycle to work everyday but the route is horrendous for a cyclist. Virtually zero cycle lanes roads very congested and pretty much everyday a near miss, thankfully! But it's still quicker and healthier than driving”.*

From previous consultations we also know that addressing poor air quality is a priority for many people across Manchester. Our conversation on the City Centre Transport Strategy in 2018 highlighted that poor air quality is a strong concern, with 90% of respondents seeing it as an important issue to tackle.

Furthermore, 80% of respondents agreed that improving cycling, walking and public transport infrastructure would be the best way to improve air quality.

## What is already happening?

Lots of great initiatives and schemes are already happening in Manchester and across Greater Manchester. For example:

- Community Bike Libraries in Chorlton, Beswick, Moston and Harpurhey, Cheetham Hill and Wythenshawe, offering low-cost cycle hire and training
- Manchester City Council e-cargobike library – offers affordable short and longer term hire of e-cargobike to residents and businesses, can carry up to 180kg load (including rider)
- Back on Track to deliver projects encouraging disadvantaged groups in Manchester to walk more
- The Resonance Centre CIC to run a series of user-led circular walks for people who are not in work and/or who are living with a mental health condition
- Air quality awareness programmes to encourage people to take action against air pollution

- Working more with schools to support walking/cycling, anti-idling, and trialling ‘green screens’ around playgrounds
- promoting the contribution of green infrastructure across the city

We will build on these schemes and others across Manchester whilst also learning from good practice elsewhere. Milan has had a combination Low Emissions Zone and Congestion Charge Zone in the city centre since 2012, and it has reduced NO2 emissions by 76% and the number of average daily car trips by 38%. Milan adopted an ambitious cycling strategy in 2021, planning for 750km of protected cycle paths by 2035 in a model of concentric routes around the city with radial corridors from the suburbs to the centre.

During the Coronavirus pandemic, Milan reallocated 35 kilometres of city centre road space for cycle lanes, created new and widened pavements, designated streets as a priority for pedestrians and cyclists and imposed a speed limit of 30 kilometres per hour. The city wants cycling to become the primary mode of transport for at least 20 percent of its residents by 2035, and will seek to ensure that 80 percent of homes are within one kilometre of a fully protected cycle route

## What are we going to do?

The Council, working with partners will promote active travel measures to help improve the health, well-being and quality of life of the people of Manchester. Achieving this requires cross-cutting investment and cross-discipline working and the city council will work with a range of partners to increase the investment per person in active travel measures every year.

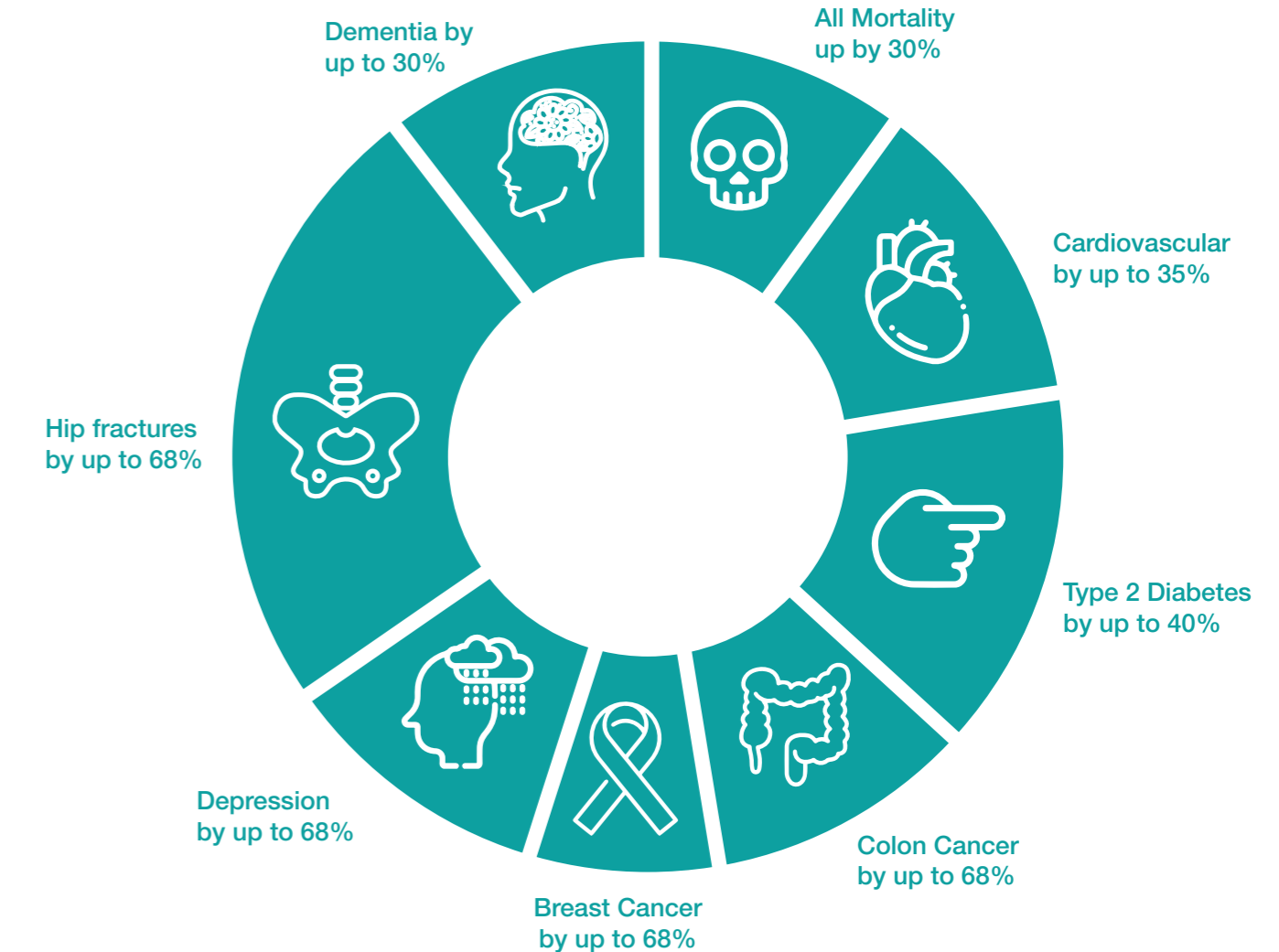
Investment will be prioritised in areas of greatest need by considering inequality, health and air quality – this investment will focus on:

- Providing people with easy access to a safe and good quality network for walking and cycling
- Improving access to public transport hubs, medical centres and areas of green space
- Delivering smaller packages of promotional activities and behaviour change measures to help support and encourage people to use active travel

# Reasons to Travel Actively

Walking and cycling are great ways to explore your town centre and they are great for your health, the environment and high street benefits including:

- Improving strength, burning calories and making your heart healthier.
- Swapping short car journeys with walking or cycling is not only a great way to build exercise into your day but will also help reduce carbon emissions making your local streets nicer places to spend time.



Source: Public Health England





# Ambition 3

## Reflect the diversity of Manchester and address transport inequalities

Manchester is a diverse city – the various socio-demographic attributes can impact how an individual or group accesses active travel in the area.

The Manchester Active Travel Strategy aims to overcome any socio-demographic barriers and provide equitable access to active travel for the people of Manchester.

Institute for Civil Engineers has published an article which discussed designing inclusive walking and cycling infrastructure. The article stated that designers cannot rely solely on their own knowledge if they are to create streets that work for everyone, instead designers should use the lived experiences of diverse people to start from a place of understanding the needs of individuals.

Walking, including with mobility aids, is one of the main ways of being physically active for women, disabled people, older people, people on lower incomes, and people from South Asian, Black and other minority ethnic backgrounds. Ensuring walking routes are safe and pleasant is therefore a significant equalities issue.

As discussed when outlining the other ambitions, the identified active travel network across Manchester will improve safety and access to key destinations within the district by walking, wheeling and cycling.

This ambition looks specifically at the needs of the different demographics within Manchester and how active travel can reduce inequality by providing new, and improving existing, connections to key services.





## Manchester is a Diverse City

Manchester has over 550,000 residents, each with different attributes that make up an individual's identity. The intersection of these attributes has the potential to impact a person's willingness to use, and accessibility to, active travel as a mode of transport. Attributes that have been considered as part of the strategy are sex, gender identity, age, employment status, disability, ethnicity and sexual orientation.



The different experiences people have when walking, wheeling and cycling are vital to designing and creating inclusive places. In March 2022, Sustrans and Living Streets published guidance "Walking for Everyone: A guide for inclusive walking in cities and towns". The guidance states that while differences exist between different demographic groups, many of the barriers to improve walking and wheeling are shared.

Therefore, rather than focusing on the differences between people, instead address common issues and solutions that would benefit many people across different marginalised groups. To do this the guidance recommends improving governance, planning and decision making, creating better places for everyone to walk and wheel

and support everyone to walk and wheel. Specific recommendations include ensuring pavement space is reserved and maintained for people walking and wheeling and raising the profile of walking and wheeling, and equipping people with the information and tools they need.

**Achieving our targets to increase accessibility by walking and cycling for all, as set out in this strategy, will be key to supporting the diverse nature of Manchester. Where the lack of infrastructure combines with wider cultural, social or other barriers, we can provide equality of opportunity.**

## What did you say?

The engagement brought up concerns around inclusion across the network, with concerns mainly relating to disability access in areas as well as issues relating to the ease of access for the older population.

One respondent stated that as a wheelchair user they

**'cannot wheel up the road for cars on the pavements.'**

An additional comment stated that as a disabled cyclist

**'They find the speed bumps difficult to get round on a tricycle.'**

Softer measures such as behaviour change initiatives and enforcement were commonly cited by respondents to the engagement as ways of overcoming social barriers to promote wider inclusion.

These were particularly around the education of motor vehicle users and enforcement of speed limits and parking restrictions. For example, many respondents stated their desire to see the enforcement of 20mph and 30mph speed limits in certain locations.

However, the desire to see more enforcement was not just limited to restrictions on speed, with parking restrictions also a common theme picked out by the respondents including tackling the issue of parked cars acting as a barrier to walking and cycling, particularly for those using non-traditional cycles or in wheelchairs due to limited space.

Suggested interventions include 20mph in all residential areas and a city wide pavement parking ban.





## What is already happening?

In 2021, GM Walking gave grants to nearly 90 local voluntary and community groups with the aim of getting Greater Manchester walking. They offered the grants to support a huge range of activities that encourage people who are usually less active to start or to increase the amount they regularly walk. Almost half of the successful applications were from organisations based in the most deprived 20% of the region.

Organisations with a specific inclusion demographic supported by GM walking include:

- Praxis Care to run a weekly walking group for current and ex-tenants of supported accommodation
- Richmond Fellowship Manchester Women's Service to go on fortnightly walks
- Lesbian Immigration Support Group to organise walks for service users throughout Greater Manchester
- We Matter CIC to set up a women's walking group in Longsight
- The Booth Centre to run a project encouraging people who are homeless or at risk of homelessness to get walking in Greater Manchester's greenspaces
- The Greater Manchester Rape Crisis and Sexual Assault Centre to run walks for their service users
- Great Places Housing Group to run day trips to popular walking spots for vulnerable adults with a range of mental and physical health challenges
- The River Manchester to run monthly park walks for socially isolated local people, including those who have suffered domestic abuse
- Dynamic Support of Greater Manchester Ltd to take socially isolated and vulnerable women from diverse ethnic backgrounds on days out walking scenic routes across the region
- Canal and River Trust to promote walking and active lifestyles to young people and veterans
- Angels of Hope for Women to run a peer-supported walking groups, workshops and walk and talk sessions for women from diverse ethnic backgrounds
- Future Directions CIC to start a walking group for people with learning disabilities and additional support needs
- The Pakistani Resource Centre to run weekly walks and promote the benefits of walking and healthy lifestyles to centre users
- Manchester Deaf Centre set up a fortnightly specialised walking group for deaf, hard of hearing and deafened people

***“Speaking on behalf of my daughter, I would just like to say how absolutely fantastic the walkabout has been.*”**

***The fact she can get out and about with a group of her peers has had a huge effect on both her mental and physical health.”***



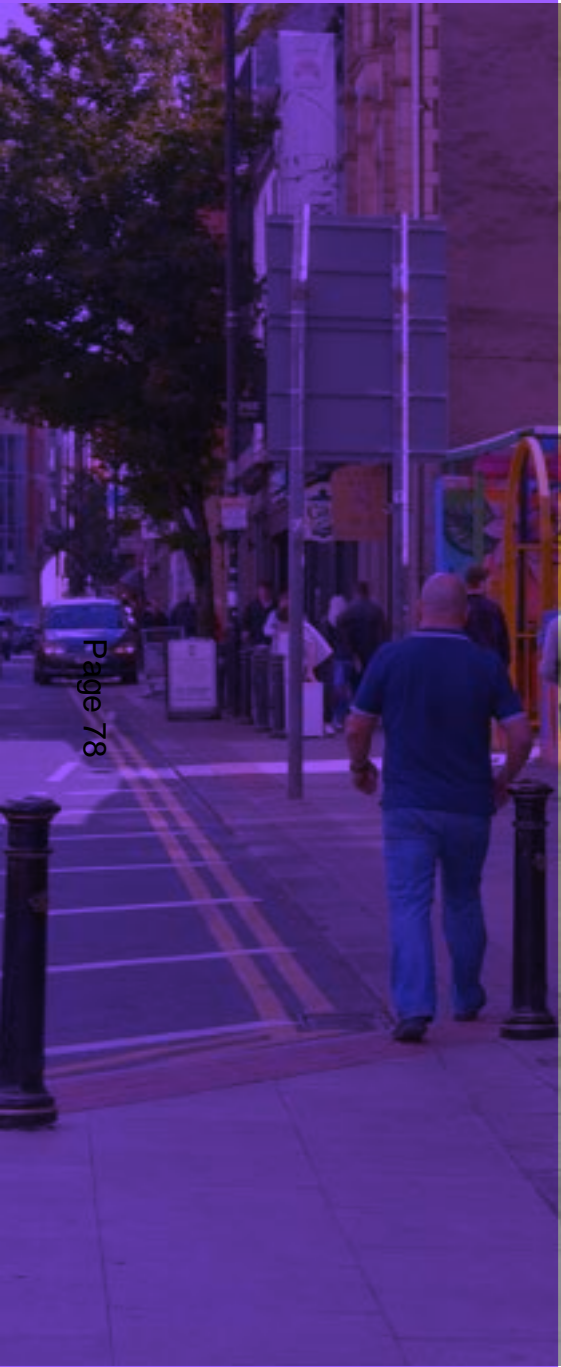
## What are we going to do?

Manchester City Council want to promote measures to make active travel accessible for all through the implementation of new schemes and MCC-led built environment initiatives, therefore removing access barriers in all new active travel interventions, including:

- Engage with marginalised groups to understand local community requirements for walking, wheeling and cycling.
- Continuous footways across side roads to remove issues of dropped kerb/level access at side road junctions, with clear priority for pedestrians and people wheeling.
- Carry out proactive enforcement against pavement parking using existing powers and lobby government to prioritise acting on the consultation to give local authorities outside London civil enforcement powers.
- Ensuring all kerb-separated cycle tracks are suitable for non-standard cycles including tricycles, as set out in LTN 1/20 guidance.
- Removing all access barriers to off-carriageway walking and cycling paths which prevent access to non-standard cycles, including tricycles.
- Ensure that the needs of people with disabilities who may require access by motor vehicle are protected when designing schemes which otherwise 'filter out' motor vehicles.
- Lighting to improve safety perception, particularly when walking, wheeling or cycling alone in the dark.
- Utilise open spaces where possible and avoid closed areas to increase passive surveillance and increase safety perception for active travel users.
- Link areas of higher deprivation to key destinations by active travel modes to increase accessibility without the reliance on private vehicle ownership.
- Promote and support community schemes and groups.







# Prioritisation

Developing a robust Investment Plan involved identifying which areas of the city warranted the highest priority for investment, particularly with the funding that will become available in the short and medium term. To achieve this, we implemented a two-stage prioritisation process:

- **Stage 1** involved the analysis of a range of data and information on where current walking and cycling journeys take place along with where there is the most potential for increases in the future. This provided an understanding of where the areas of the city are that have the greatest potential for increases in active travel.
- **Stage 2** will focus on assessing the identification and prioritisation of schemes within the areas identified as priorities. The assessment will consider the deliverability and feasibility of potential interventions.

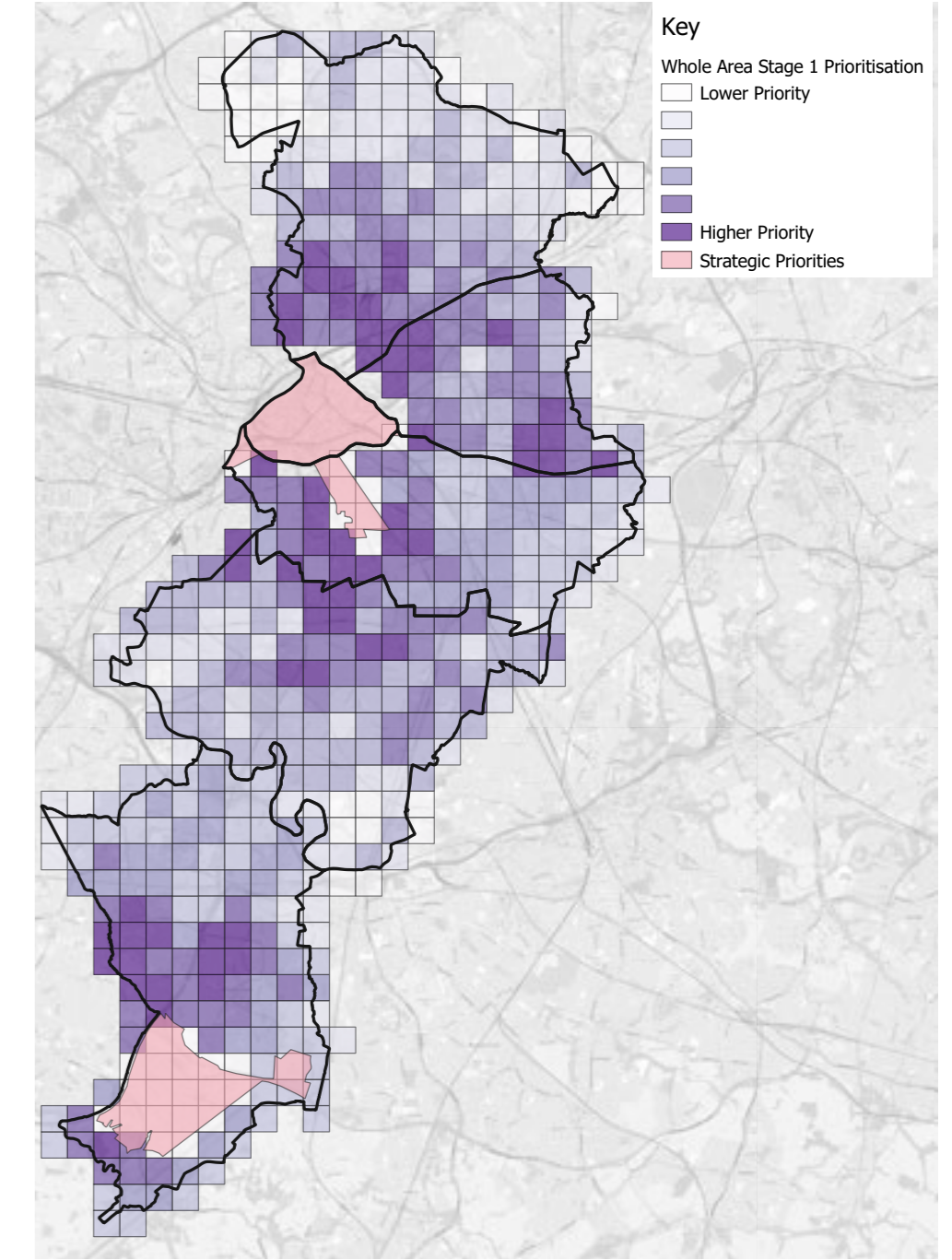
The prioritisation will ultimately assist decision making and investment planning and can be reviewed and updated in response to future data and intelligence.

## Stage 1

The city centre, Oxford Road corridor and the Airport are already identified as strategic priorities so they were not included within the prioritisation scoring as they would have dominated the top priorities.

As part of the place-based approach, priorities were identified within each of the city areas. The assessment for each area was done in isolation and as such the top priority in the North may not equal the top priority in South but this provided a range of priorities and a pipeline of schemes across the city.

The adjacent plan shows the areas in darkest colour that have been identified as priorities for investment.





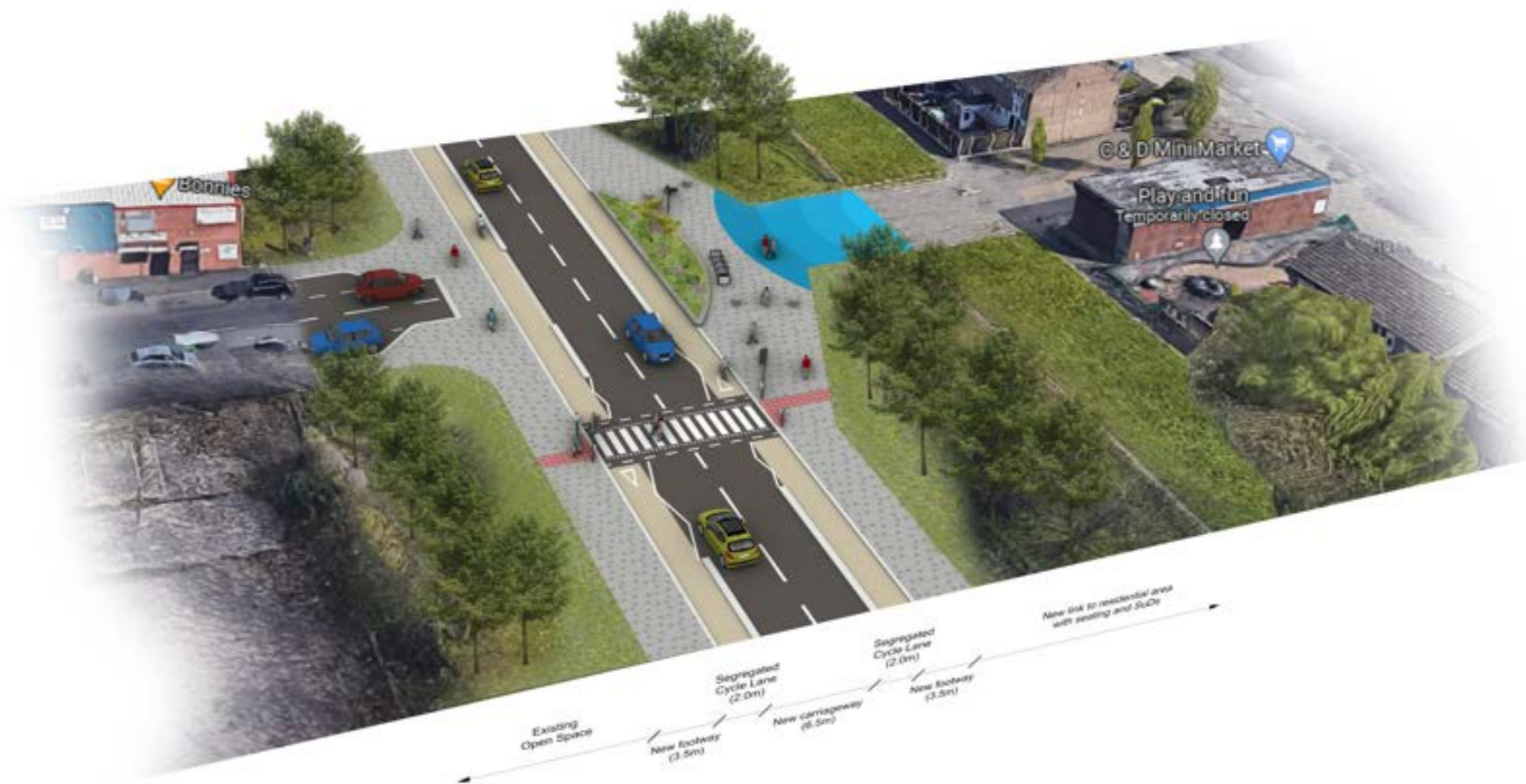


## Stage 2

For the priority areas identified in Stage 1 schemes will be identified that include the appropriate infrastructure interventions, such as:

- Segregated cycle tracks
- Modal filters
- Side road treatments
- Junction improvements
- Crossing points
- School Streets

An example of the type of scheme is shown in the cross section of potential interventions on the A662 Ashton Old Road, on the next page.





# The next 5 years

A set of commitments has been devised which, dependant on funding, will be used to measuring the success of the Active Travel Strategy and active travel interventions in Manchester. The commitments are for the next five years, up to 2028. The strategy will be reviewed in ~18 months against identified metrics of success and results will be published publicly.

## Target

Turning short journeys to walking and cycling and double cycling mode share

Implement an annual active travel focussed transport survey for Manchester

**Double**  
mode share  
for cycling



Make walking the  
**natural choice**  
for short journeys



Reduce the default speed limit in the city to **20mph**, and also reduce **40mph** speed limits to **30mph** by 2028, where justified and consistent with overall road safety

## Strategic Ambition

Access to regional centre, district centres, parks and other key destinations

**20%**  
of the identified active travel network will be delivered



Develop proposals for an additional **30%** of the identified active travel network



Improvements to **2 local centres** per year

# Ambitions

Enabling safe active travel to schools and colleges



Deliver **one** school street per ward



Enable **70%** primary aged children **40%** secondary aged children walking or cycling to school

Improving health wellbeing and quality of life through transport investment



Invest a minimum of **£10** per capita per year



Double the number of people who live within a **10** minute walk or cycle to local green spaces

Reflect the diversity of Manchester and address transport inequalities



**Removing** all access barriers to off-carriageway walking and cycling paths which prevent access to non-standard cycles

Set up a consultative panel to access scheme options at an early stage, representing a broad spectrum of

**interest and experiences**

# Acknowledgements

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This Strategy has been prepared by officers from Manchester City Council who are passionate about seeing real change happen across Manchester. Input and support during the development of the strategy and network plan has also been provided by local Councillors, Manchester Cycle Forum, members of the public, consultants Sweco and design agency Studio Up North.

Photography acknowledgements:

Will Fox

Fraser Cottrell - Unsplash

Mangoppear Creative - Unsplash

Jonny Gios - Unsplash



MANCHESTER  
CITY COUNCIL

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## Manchester Active Travel Strategy and Investment Plan

Public Engagement Summary Report

Manchester City Council

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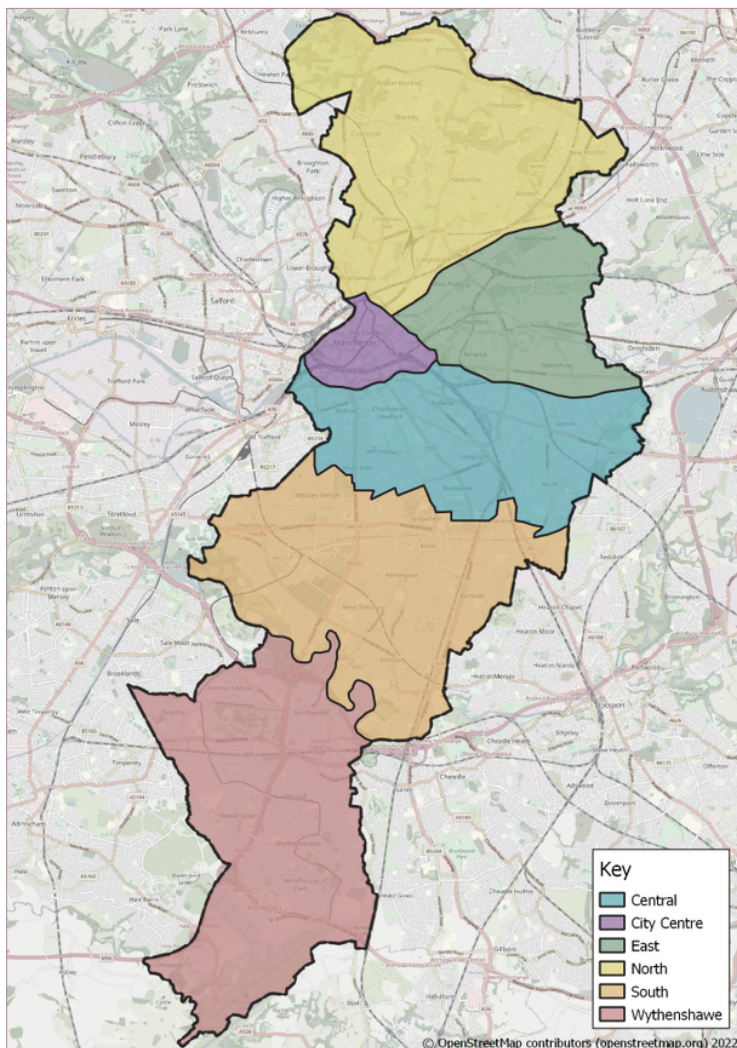
Prepared For: Manchester City Council

# 1 Introduction

## 1.1 Manchester Active Travel Strategy and Implementation Plan

Manchester City Council (MCC) have commissioned Sweco to assist with preparing the Manchester Active Travel Strategy and Investment Plan (MATSIP). The Strategy and Investment Plan will cover the whole city, with analysis and the generation of a pipeline of schemes on a broad geographical basis of across the city and focussing on key areas of North, Central, East, South and Wythenshawe, shown in Figure 1.

Figure 1 - Manchester Active Travel Strategy area





## 1.2 Purpose of this document

This Public Engagement Summary Report sets out the results and findings of the public engagement that has been undertaken as part of the Manchester Active Travel Strategy and Investment Plan project. The report highlights concludes with key themes that will be taken forward and included in the strategy document.

## 1.3 Engagement Approach

Comprehensive engagement with the public, elected members, officers, and key interested groups is a fundamental part of developing a robust, inclusive and effective Active Travel Strategy.

The following engagement objectives were identified:

- To gather intelligence and technical, policy and local knowledge that can improve the strategy and help achieve its objectives
- To enable a wide range of stakeholders to take ownership of the plans set out in the strategy and its investment plan, through involvement in its production

The engagement approach has five stages:

1. Early Engagement
2. Network Level Engagement
3. Place-based Workshops
4. Scheme Level Engagement
5. Final Output

### 1.3.1 Early Engagement

An initial two-stage stakeholder mapping exercise has been undertaken which includes:

1. **Identifying the stakeholders** - building on the information gathered at the Inception & Expectation Meeting, our own local knowledge, relationships and experience and by the project team holding a session focussed on users;
2. **Categorising each stakeholder** - looking at how the schemes could impact individual stakeholders to establish different levels of engagement

In July 2022, twenty three engagement calls were undertaken, lasting approximately thirty minutes each, which were predominantly one-to-one – a member of the project team engaging with a key stakeholder. Some meetings were attended by multiple stakeholders and therefore a total of 29 stakeholders were engaged.

Stakeholders that were engaged include representatives from:

- MCC
- TFGM
- Neighbouring authorities
- WalkRideGM
- Groundwork
- MCR Active

The purpose of this stage was to provide an opportunity for the project team to present to stakeholders about their important role in the process and address any queries or concerns stakeholders had ahead of the later stakeholder engagement and public consultation. At this stage stakeholders had the opportunity to input into challenges

and opportunities around the development of the MATSIP to supplement the data and information being analysed.

The desired outcomes for this stage of the engagement process were to bring key stakeholders up to date with progress and previous work undertaken, raise awareness of the project and supplement data with stakeholder opinions.

Key themes that were identified, which will be used to shape the strategy going forward, include:

- Infrastructure
- Funding
- Behaviour Change
- Governance/Politics

1.3.2 Network Level Engagement

After the early engagement was undertaken, a draft network for the strategy was devised and presented to key stakeholders within MCC and to the Manchester Cycling and Walking Forum. This involved a slideshow presentation followed by an open discussion ahead of the public engagement.

## 2 Online Consultation

### 2.1 How were people engaged?

To ensure that the engagement was inclusive, multiple engagement options were established to collect information. These included an online survey, an email address and in-person workshops.

The online consultation utilised ArcGIS, an online platform that included the survey and an interactive map for geographically specific comments.

To promote the survey, communications through MCC social channels, including locally specific targeting, and the Council's website were utilised and the survey was also forwarded to those on the Walking and Cycling mailing list. Communications about the events were also disseminated through organic networks via MCC Neighbourhoods officers, elected members and local interest groups. Attendees at the public engagement workshops were also directed to the online consultation to give feedback on the strategy.

In total, there were 964 individual responses to the online engagement. This included a total of 1,341 comments on the interactive map as some respondents chose to add multiple comments.

### 2.2 Question responses

The online questionnaire included the following questions:

- How do you typically travel around Manchester?
- What are the main barriers to walking, wheeling and cycling in Manchester?
- What suggestions do you have for improving conditions for walking, wheeling and cycling in Manchester?
- What kinds of journeys would you like to do by walking, wheeling or cycling?

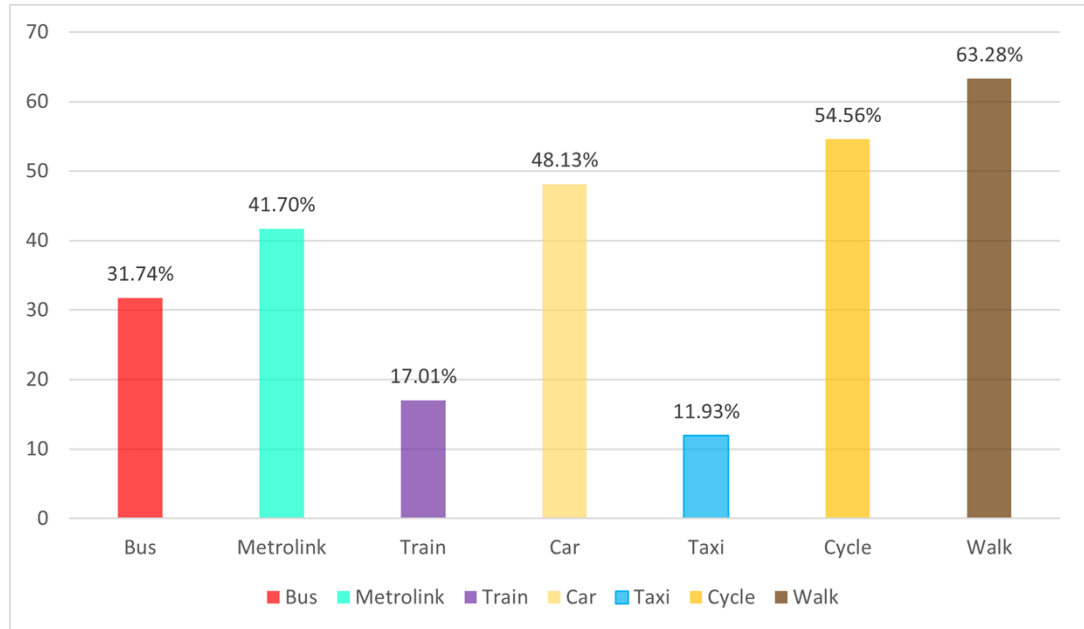
Along with these questions, respondents were also able to add comments to a map to identify geographically specific issues and opportunities regarding active travel in Manchester. The below section summarises the responses to each of the survey questions.

#### 2.2.1 How do you typically travel around Manchester?

More of the respondents to the survey walk for journeys in Manchester than any other mode of transport, 63%, followed by cycling, 55%. This means that the respondents to the survey are generally already using active travel modes more than other forms of transport. Therefore, respondents to the survey have a good understanding of the current situation for active travellers in Manchester. Respondents could indicate more than one mode, matching normal travel habits.

Almost half, 48% of respondents use a car which is more than any form of public transport. Taxi has the lowest use by respondents, 12%.

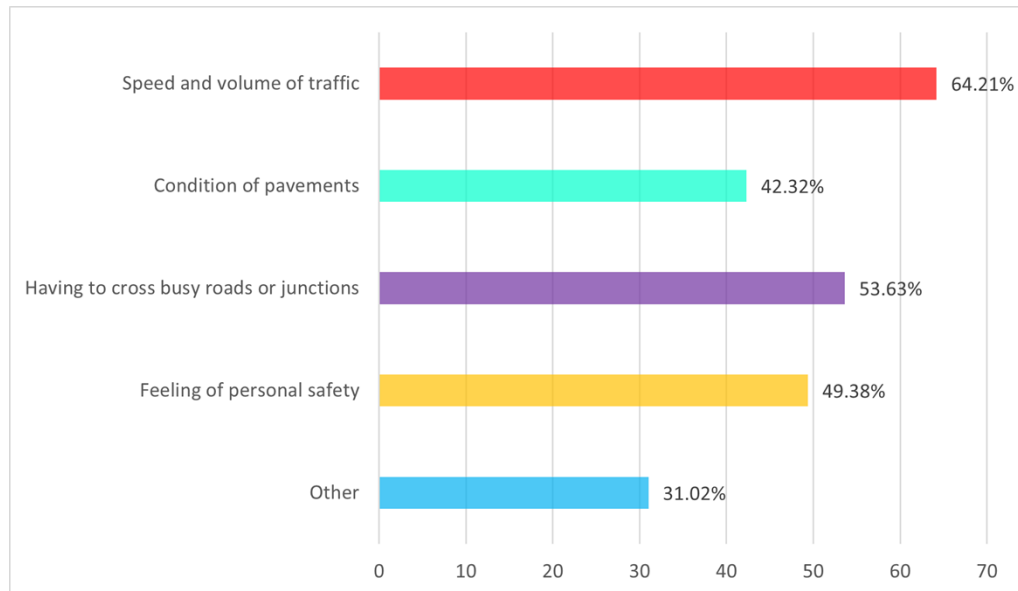
Figure 2 – Method of travel



### 2.2.2 What are the main barriers to walking, wheeling and cycling in Manchester?

The main barrier to active travel in Manchester, identified by the online engagement, is the speed and the volume of the traffic which was cited by 64% of respondents. This is closely followed by having to cross busy roads or junctions, cited by 54% of respondents. This indicates that the conflict between active travel modes and motor vehicles is a particularly contentious issue for respondents to the survey when considering active travel.

Figure 3 – Barriers to active travel



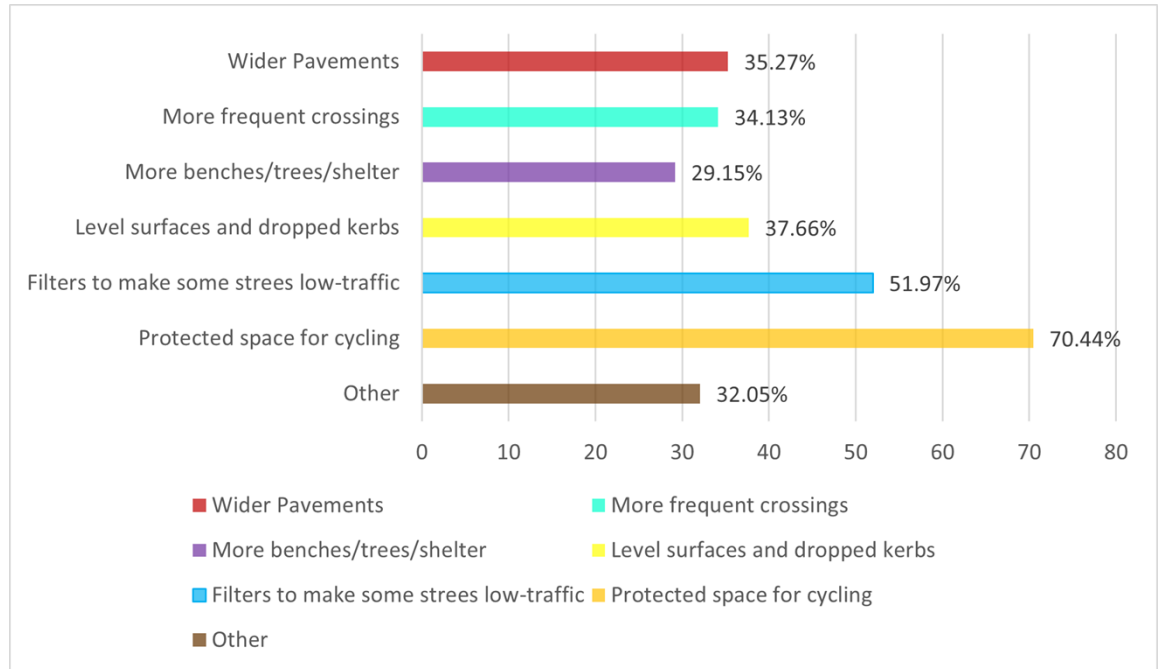
Other responses, additional to the options presented in the survey include:

- Poor weather or lighting conditions
- Pavement parking acting as a physical barrier
- Lack of dedicated infrastructure for active travel

### 2.2.3 What suggestions do you have for improving conditions for walking, wheeling and cycling in Manchester?

To overcome the barriers identified above, respondents to the survey were asked for suggestions to improve the conditions for active travel. The most common response, selected by 70% of respondents, was to create protected spaces for cycling, followed by implementing filters to make some streets low-traffic which was selected by 52% of respondents. Both of these correlate with the issues identified above as they reduce the conflict between active travel modes and motor vehicles.

Figure 4 – Suggestions to improve active travel



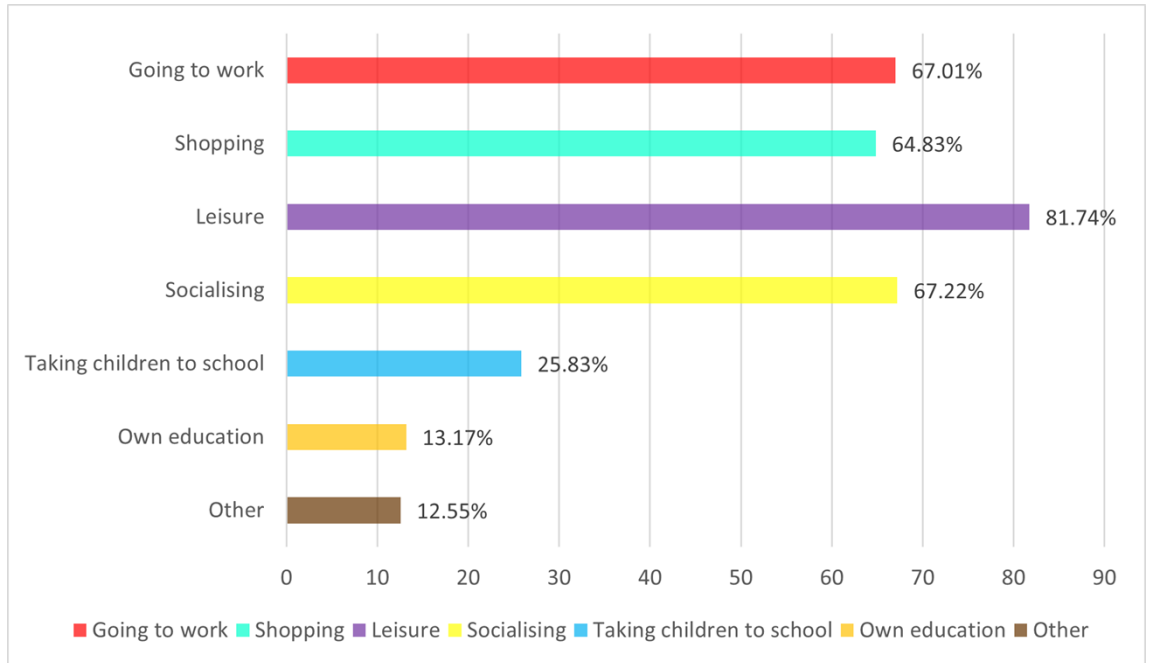
Other suggestions include:

- Enforce parking restrictions to remove barrier of parked cars on pavements
- Implement more cycle parking
- Education for cycle users and motorists

#### 2.2.4 What kinds of journeys would you like to do by walking, wheeling or cycling?

Most of the respondents would like to use active travel for leisure activities, 82%. However, there is also a large proportion of respondents that would like to either walk, cycle or wheel to work (67%), for socialising (67%) and shopping (64%). This highlights a potential latent demand of people who would like to cycle for more journeys.

Figure 5 – Potential active travel journeys



Other potential choices from the survey for active travel journeys include:

- All journeys
- For fitness/health benefits
- Medical appointments
- None at all

### 2.2.5 Map responses

Along with the survey questions summarised above, respondents to the online consultation were able to provide geographic specific comments on an interactive map using the ArcGIS capabilities.

A map showing the locations of each of the geographic responses to the online consultation can be found in Figure 6 below. The map shows that the comments are spread across the whole of Manchester district with clusters around the city centre and in the southern part of Manchester and relatively fewer comments in the North and Wythenshawe.

Comments ranged from suggested junction improvements at specific locations to identified routes that require upgrades. The comments were used to update the draft network and help to identify the key themes set out in Section 5.



Figure 6 - Draft Network

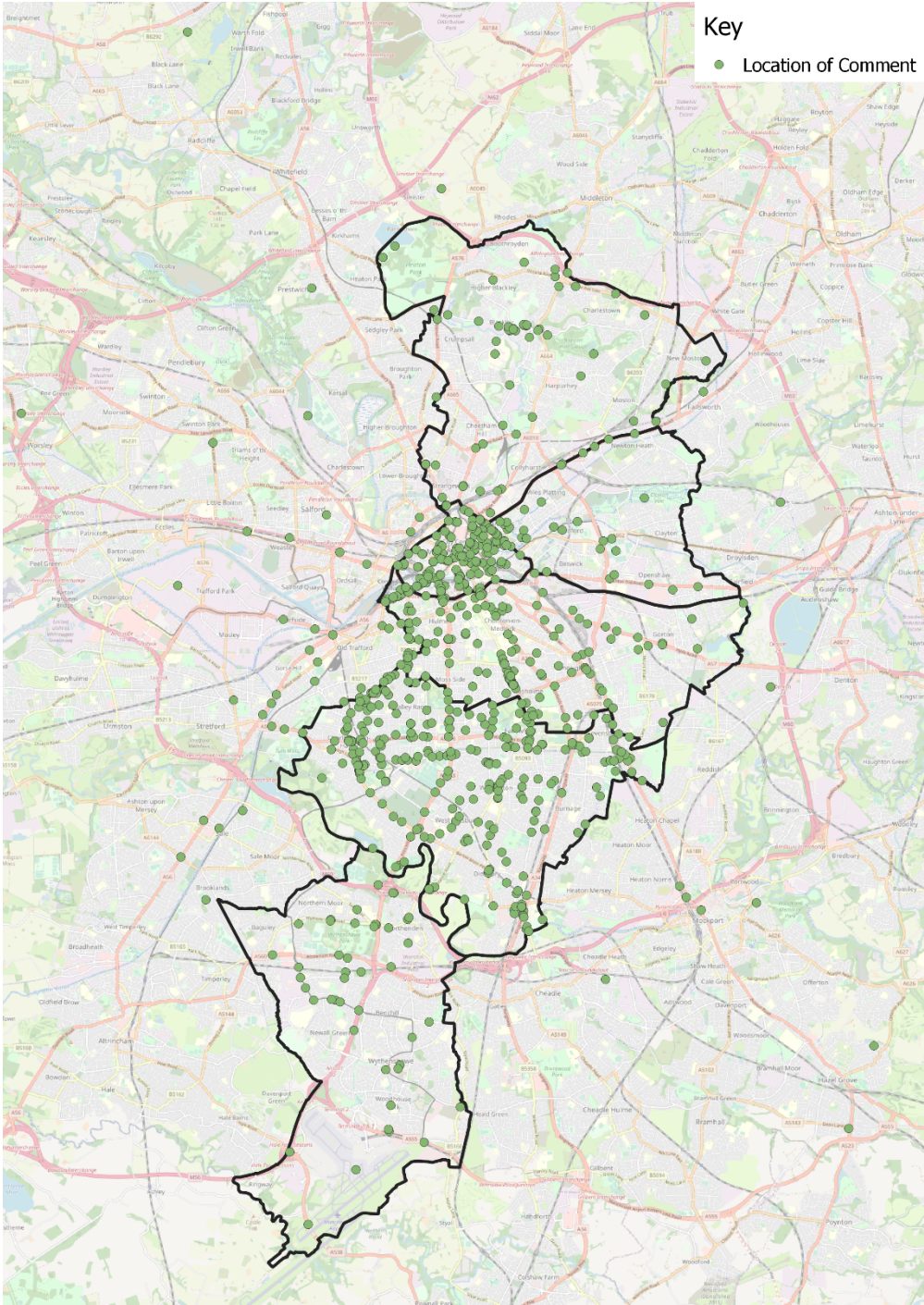




Figure 7 below shows the geographic spread of respondents to the survey based on their postcode. The map shows that respondents came from across the whole of the city of Manchester and also outside of the city as these respondents may work in, or visit, Manchester. The top 20 postcode locations of respondents is shown in below.

Figure 7 – Postcode Location

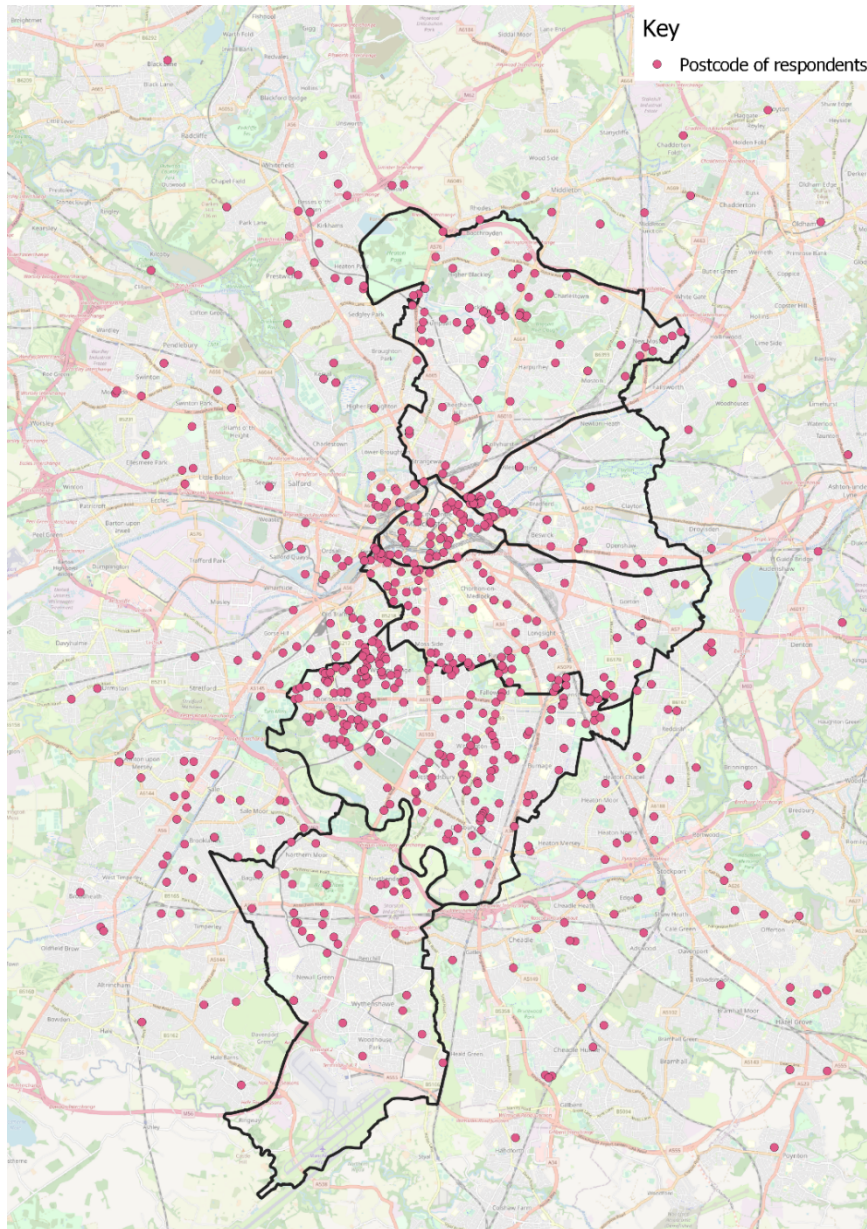


Table 1 - Postcode locations and counts

Postcode	Area	Value
<b>M21</b>	Chorlton	72
<b>M20</b>	Didsbury, Withington	68
<b>M16</b>	Whalley Range	66
<b>M14</b>	Fallowfield, Moss Side, Rusholme	47
<b>M19</b>	Levenshulme	40
<b>M4</b>	Ancoats, Northern Quarter	38
<b>M9</b>	Blackley, Charlestown, Harpurhey	36
<b>M15</b>	Hulme	31
<b>M1</b>	City Centre (Piccadilly)	26
<b>M33</b>	Brooklands	26
<b>M3</b>	City Centre (Deansgate, Castlefield)	25
<b>M8</b>	Crumpsall, Cheetham Hill	21
<b>M23</b>	Baguley, Brooklands	20
<b>M22</b>	Northenden, Sharston	16
<b>M40</b>	Collyhurst, Miles Platting, Moston, Newton Heath	16
<b>M18</b>	Gorton, Abbey Hey	14
<b>M13</b>	Ardwick, Longsight, Chorlton-on-Medlock	14
<b>SK4</b>	Heatons (Stockport)	12
<b>SK8</b>	Cheadle (Stockport)	12
<b>M25</b>	Prestwich, Sedgeley Park (Bury)	11

The most common postcode of respondents was M21 with 72 people responding from that location.

#### 2.2.6 Further comments

If particular issues or opportunities could not be picked up using the survey questions or the interactive map, respondents were able to give additional comments using a

free text section. These have been incorporated in the overall analysis which led to the key themes identified in Section 5.

### 3 Public engagement workshops

#### 3.1 Workshop summary

In November 2022, a series of workshops were held across Manchester with members of the public to give the opportunity for local communities and residents to feed into the strategy.

At the workshops the public were asked for input on:

- The draft network
- Routes or areas they think should be a priority for improvement
- Any challenges they currently experience when walking, wheeling, or cycling including any barriers that stop them from choosing to walk, wheel or cycle, and
- Any opportunities they can see to improve the situation for walking, wheeling, and cycling.

Maps were presented of the draft network which gave attendees the opportunity to add comments to, based on the bullets above, these were used alongside the online comments to identify the key themes set out in summarised in Section 5.

Representatives of Sweco were in attendance to provide technical support along with MCC officers to answer questions specific to the local authority.

Workshops were held in each of the five key areas of focus which gave people the opportunity to review and comment on the work undertaken so far in respective areas. The five workshops were held at the following locations at the dates and times included in the table below.

Table 2 - Workshop locations and dates

Area	Location	Date	Time
<b>South</b>	Didsbury Good Neighbours, Gillbrook Rd, Didsbury, Manchester M20 6WH	02/11/2022	16:00-20:00
<b>East</b>	The Grange Community Resource Centre, Pilgrim Drive, Beswick, Manchester, M11 3TQ	03/11/2022	16:00-20:00
<b>Wythenshawe</b>	Wythenshawe Forum (Fleming Rd, Manchester, Greater Manchester)	07/11/2022	16:00-20:00
<b>North</b>	Abraham Moss - Woodlands Suite	09/11/2022	16:00-20:00
<b>Central</b>	Brunswick St, Manchester M13 9SX	10/11/2022	16:00-20:00

The workshops were promoted by MCC through social media and the MCC website to ensure they were well attended, as well as through organic networks via MCC Neighbourhoods, elected members and local groups. Attendance numbers varied across each of the sessions with the Central and the South being the most highly attended.



### **3.2 Email responses**

The MCC Walking and Cycling enquiries email address (walk-cycle@manchester.gov.uk) was provided to allow those unable to attend the workshops or have difficulties navigating the online survey.

Email responses were received from individuals but also groups including:

- Manchester University NHS Foundation Trust (MFT)
- British Horse Society
- Manchester and Salford Ramblers

The comments received via email were analysed alongside those received in the workshops and online and have fed into the key themes identified in Section 5.

#### 4 Updated network

Based on comments received at the workshops, online and via email, the draft network was updated to include additional links and locations that were identified by members of the public. This is shown in the map below where the blue lines show the draft network presented in the workshops and the pink lines showing the updated network.

The updated network will be taken forward and considered as part of the Active Travel Strategy development.



## 5 Key themes

To support the strategy development, key themes were identified through analysis of the comments received online, through the workshops and via email. These themes will be included in the strategy and help to formulate the objectives, potential schemes and the multi-criteria prioritisation framework.

### 5.1 Identified themes

The following four key themes were identified through analysis of the engagement responses:

- Safety
- Maintenance of existing infrastructure
- Introduction of new infrastructure
- Softer measures

The following sections include some quotes from the consultation responses that support each of the themes.

#### 5.1.1 Safety

Comments received through the engagement process regarding safety related to a number of issues with the two most prominently cited being lighting and parked cars.

Lighting was identified as a particular safety issue with a large number of comments specifying poor lighting as a barrier to active travel. For example one respondent stated that areas were “intimidating to walk around at all times [due to] dim lighting”.

Parked cars were highlighted as an issue as they create barriers for those wanting to walk, wheel or cycle on pavements or in cycle lanes. This was cited by people in the online survey and supported by comments received during the public workshops including one respondent which stated “Too many cars parked on pavement [so have to] walk in the road”.

#### 5.1.2 Maintenance of existing infrastructure

As well as detailing the location of new and more appropriate routes for the network. The online and in-person engagements were also useful for discovering existing routes that respondents felt were appropriate to be included in the network but where maintenance was needed to improve their condition. Many comments related to the presence of debris such as litter or vegetation, narrow and uneven pavements including potholes and junctions requiring upgrades or improvements. All of which respondents claimed affected their current walking, wheeling and cycling experience.

With regards to narrow and uneven pavements, one respondent detailed how potholes across the network in general pose a safety concern. The respondent described the presence of potholes as ‘very alarming’ and claimed they ‘can knock cyclists off bikes into the path of traffic and cause damage to people and their bikes.’ The poor surfacing of routes across the network was also cited as a key barrier to walking and cycling. For example, one respondent stated how the ‘uneven surfaces’ on Sackville Street/Lower [sic] Portland Street made this route a ‘bit scary for cycling.’ Peace Road, Ardwick, was another example of a route where maintenance is required to help alleviate the ‘uneven road surface’ here.



Debris and overgrown vegetation on existing routes were identified as a key issue. For example, one respondent expressed their desire to see 'Chorlton and other cycleways kept free of leaves in the autumn and litter at all times.' The respondent went on to claim that 'several people have had accidents recently on Upper Chorlton Road because of leaves hiding either the kerb or grids.' Another respondent stated, "many of the footpaths are not kept clear and have a lot of litter, fly tipping and are overgrown, requiring more regular maintenance".

Many respondents discussed how improvements to existing crossings and junctions are needed to improve the walking and cycling experience across the network. Including responses such as 'active travel priorities should aim to ensure all signalised junctions have proper pedestrian crossings', 'new or improved routes which cross or junction with the main highway network should have appropriate signal-controlled/grade-separated crossings suitable for all user groups' and 'all major junctions should have advanced start lights for cyclists (i.e get green light first)'.

#### 5.1.3 Introduction of new infrastructure

New infrastructure was regularly suggested by respondents to the public consultation. A lot of the comments were more general and asked for "new cycle lanes" however specific comments were also included regarding the implementation of modal filters and new CYCLOPS junctions.

Within the online consultation, the suggestion of implementing 'filters to make some streets low traffic' was a popular choice amongst respondents. Many respondents expanded on this within the comment section, detailing specific locations where this measure would be welcomed. One respondent expressed their desire to see the installation of filters upon Burton Road, with this road described as being 'dangerous to cycle down due to the volume of cars parked either side and cars on the road trying to pass cyclists with no room.' A further respondent cited Stockport Road and Chapel Street as key routes that would benefit from 'more permanent filters' due to speeding being a 'constant problem.' The same issue is also present upon Parsonage Road, with one respondent suggesting filters are needed here due to combat the issue of speeding cars and cars parked either side of the route, meaning 'there is not enough room for cars to overtake cyclists safety.'

Many respondents discussed the provision of CYCLOPS junctions across the network. One respondent, who uses Withington Road in Whalley Range, claims the 'CYCLOPS junctions are inconsistent' with one having 'green boxes with cars for straight on, the other doesn't.' Further comments relating to CYCLOPS junctions included; 'revert back to CYCLOPS junction in Burnage', 'the lack of upgraded crossings and CYCLOPS junctions on Oxford Road-Wilmslow Road cycleway is what puts me off from using most of it' and 'junction feels unsafe on main cycling route on Wilmslow Road, CYCLOPS needed here.' Praise for CYCLOPS junctions was received through the consultation with one respondent stating, 'CYCLOPS junctions are amazing, I use these to cycle to see my family and they make my journey much safer and easier.'

#### 5.1.4 Non-infrastructure measures

Non-infrastructure measures such as behaviour change initiatives and enforcement were commonly cited by respondents to the engagement. These were particularly around the education of motor vehicle users and enforcement of speed limits and parking restrictions.

For example, many respondents stated their desire to see the enforcement of 20mph and 30mph speed limits in certain locations. Examples included the enforcement of a '30mph speed limit outside Bowker Primary School on Middleton Road' and the enforcement of 20mph limits outside Manchester Girls School on Grangethorpe Road with traffic here described as 'carnage' at 'school run time.'

However, the desire to see more enforcement was not just limited to restrictions on speed, with parking restrictions also a common theme picked out by the respondents. One respondent stated that more enforcement is needed on Upper Chorlton Road with 'lots of vehicles parked within cycle lanes and on footways.' Barlow Moor Road was also discussed as a location where respondents felt more parking enforcement was needed, with one comment detailing the 'inadequate enforcement of parking on the northbound cycle lane.'

In addition to comments relating to specific locations, general comments relating to enforcement were also discussed. Comments regarding general suggestions included 'preferably 20mph in all residential areas', 'city centre pavement parking ban' and 'the limit should be 20mph within the inner ring road and camera enforced.'

## 6 Next Steps

### 6.1 **Strategy development**

The next step is to develop the Active Travel Strategy. The key themes identified from the engagement, and the network development work, will be taken forward, together with established best practice to inform the strategy development.

## Appendix A – Engagement Comments

- Spreadsheet of combined comments



**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee –  
9 February 2023

**Subject:** Zero Carbon Focused Communications and Engagement  
Update

**Report of:** Head of Strategic Communications, and  
Director, Manchester Climate Change Agency

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**Summary**

This report provides an overview of the investment into zero carbon focused communications, and early assessment of impact.

**Recommendations**

The Committee is recommended to consider and comment on the communications and engagement update in the report.

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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 communications and engagement activity are a key driver to inspiring residents, businesses and organisations in the city to reduce their carbon emissions, helping Manchester to become a zero carbon city by 2038 at the latest.

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

Communications and engagement activity is delivered at a local level to reach all communities and groups across the city. Neighbourhood engagement activity encourages meaning conversation around climate change with residents, including underrepresented groups.

<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	Raising the profile of green skills, green jobs and green careers.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Raising the profile of green skills, green jobs and green careers.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Working with residents to tackle fuel poverty by helping them to reduce energy bills, reduce waste, and improve health outcomes through the promotion of more sustainable modes of transport and improved air quality.
A liveable and low carbon city: a destination of choice to live, visit, work	Raising the profile of Manchester's green spaces, parks and positioning Manchester as a destination of choice and a great place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	Promoting green planning and development policies, housing retrofit, active travel infrastructure.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

#### **Financial Consequences – Revenue**

N/A

#### **Financial Consequences – Capital**

N/A

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**Background documents (available for public inspection):** None

## **1.0 Introduction**

- 1.1 This report contains an update on zero carbon communications, impact and a summary on Neighbourhood engagement.
- 1.2 This report does not cover Neighbourhood engagement activity in detail as a full update report was taken to Environment and Climate Change Scrutiny Committee on 10 November 2022. A link to the update paper can be found in Appendix one.

## **2.0 Background**

- 2.1 Manchester has a target of becoming a zero-carbon city by 2038. This ambition is reflected in the Council's Corporate Plan.
- 2.2 Since the launch of collective climate action with the first climate change strategy, 'Manchester: A Certain Future', back in 2009, the focus for campaigns has become city-wide with the council seeing its responsibility as leading and encouraging residents, businesses and organisations to make changes by working together.
- 2.3 The aim of the communications activity is two-fold:
  - To tell the story of Manchester City Council's work to tackle climate change and report progress on our activity against zero carbon plans and targets.
  - To engage residents, businesses, organisations and members of the public to influence behaviours and speed up the pace of climate action across the city, as we, the Council, can't reduce the City's carbon emissions alone, a concerted effort is required.
- 2.4 Alongside communications activity, local engagement activity, undertaken by the Neighbourhood Team, is central to creating a meaningful dialogue with local residents and key groups in a manner that works best for them, recognising that each community is different.
- 2.5 The communications team continues to create communications toolkits that can be disseminated by local community, voluntary, faith and third sector groups and our Neighbourhood teams and Neighbourhood Climate Officers.
- 2.6 There is a four-pronged approach to zero carbon communications activity:
  - Ongoing communications activity, both internal and external, to continue to raise the profile of the Council's zero carbon journey by highlighting key projects, achievements and milestones as outlined in the Council's Climate Change Action Plan.
  - A behavioural change campaign which was delivered throughout August, September and October 2022 targeted in local district centres, parks,



libraries etc and making use of other tactics including the Council's social media channels.

- Communications linked to the Refreshed Climate Change Framework for the city which launched in October 2022.
- An integrated citywide communications campaign to be developed and delivered in partnership with Manchester Climate Change Agency Partnership (spring/summer 2023).

2.7 This activity is supplemented with media activity and local engagement events via the Neighbourhood Teams. A comprehensive internal communications campaign runs alongside external communications.

### 3.0 Research

3.1 A piece of research was commissioned prior to the COVID-19 pandemic in 2019 to understand the thoughts, attitudes and behaviours of Manchester residents in relation to climate change communications. The research included on-street interviews with over 1,000 Manchester residents from a variety of demographics and 3 face to face focus groups.

3.2 Findings showed that:

- 36% scored their climate change worries highly – 9% were not worried at all.
- Female respondents were likely to score more highly than male.
- Generally older people were less worried about climate change issues.
- 73% of respondents would use renewable or green energy at home and 72% would retrofit boiler / insulation / windows.
- 73% were avoiding the use of, or using fewer, plastic carrier bags.
- 34% were avoiding or eating less red meat.
- Focus groups demonstrated that behaviour is as much about money and poverty as climate change – there were discrepancies between homeowners and those who rent.

3.3 The research showed that most residents were not prepared to:

- Grow food at home.
- Campaign against climate change.
- Avoid or eat less dairy/animal products.
- Drive an electric car.
- Minimise travel by aeroplane – the annual holiday was prized.
- Avoid fast fashion or opt for more sustainable fashion.

3.4 The reasons given were that people:

- Needed more information.
- Already felt they did enough.

- Felt that changes were expensive, time consuming or inconvenient.
- Believed that changing their behaviour wouldn't make a difference.

3.5 Incentives for change and measures that the Council could take to encourage people to act differently, included:

- Improving public transport:
  - 6% said public transport is poor.
  - 27% said if it was cheaper, they could use it.
  - 47% said supporting better public transport should be a Council priority.
- Improving safety: a focus group linked sustainable transport to the need to feel safe when using public transport, as well walking and cycling (using cycle lanes, for example).
- Clean air initiatives: an increase in the number of green spaces was deemed to be important.
- Increasing awareness and providing information and advice about climate change initiatives.
- Providing financial incentives to make changes - 26% said money off council tax would change behaviour.
- However, people did not want to introduce fines for poor behaviour.
- Others suggested better recycling, encouraging businesses to be carbon neutral and reducing food waste (by working with caterers for example).

3.6 Based on research findings, the Council decided to concentrate its information drive and behaviour change communications efforts on a middle group of residents (the largest group of people) who were neither actively in support of environmental initiatives, nor strongly opposed to them.

## 4.0 Communications activity

### 4.1 Ongoing communications activity

4.1.1 We continue to raise the profile of the Council's zero carbon work by highlighting key projects, achievements and milestones via social media, press activity, internal communications and partners as appropriate.

4.1.2 The social media strategy for zero carbon is to put out regular engaging content based on key zero carbon priorities, such as housing and retrofit, green and blue infrastructure and buildings and energy. Video and images featuring Council staff are used to bring projects and stories to life and all activity signposts residents to [www.manchester.gov.uk/zerocarbon](http://www.manchester.gov.uk/zerocarbon).

4.1.3 Between 1 August 2022 and 24 January 2023, 88 messages were posted on MCC's corporate social media channels promoting stories including: waste and recycling; zero carbon housing; active travel schemes; new cycleways and parks. The posts saw combined engagement of:

- 370k impressions
- 1.5k reactions

- 470 shares
  - 462 comments
  - 2.4k link clicks
- 4.1.4 Messages are issued via internal communications channels to reach Council staff. Regular staff stories are communicated, and zero carbon themed broadcasts issued throughout the year with a focus on key issues and priorities, such as: carbon literacy training; active travel; new policies; and actions staff can take to help reduce their own, and the Council's, carbon emissions.
- 4.1.5 Website content continues to be developed on manchester.gov.uk to highlight the Council's zero carbon ambition, governance, key projects and actions. New content includes: online quarterly update reports; key projects; neighbourhood climate action; contact details for the three locality Neighbourhood Team for residents; and information on the Neighbourhood Investment Fund.
- 4.1.6 The Communications and Neighbourhood Teams continue to embed the Council's zero carbon ambitions into other initiatives and events to reach as wide an audience as possible, supporting local and national zero carbon related days/months to communicate information and action in a different way, without directly referencing climate change and linking to key issues, such as cost of living and health inequalities. Local and national days include:
- World Car Free Day 2022
  - Clean Air Day 2022
  - Carbon Literacy Action Day
  - National Recycling Week
  - Cycle to Work Day
  - Green Careers Week
  - Christmas Markets
  - Veganuary 2023
- 4.1.7 Media activity is focused around key milestones in the Council's Climate Change Action Plan and tangible progress on actions it is taking to lead by example by reducing its own direct emissions. In addition, it also addresses the Council's wider leadership role in using the levers available to it to facilitate and encourage low and zero carbon initiatives across Manchester as a whole, to champion the zero carbon cause and to support the city's resilience and adaptation to the impacts of climate change.
- 4.1.8 So far in 2022/23 there have been 18 news releases issued which were either wholly or substantially about the Council's zero carbon work. However, this figure does not include numerous other releases – for example around the Housing Strategy, budget progress and the Council being named LGC's Council of the Year – which also touched on carbon emission reduction in activities, reflecting on how they are becoming ever more embedded across the Council's activities.

4.1.9 News releases issued during 2022/23 have featured subjects such as:

- The refresh of the Climate Change Action Plan.
- The update to the citywide Climate Change Framework and how communities, individuals and businesses can get involved.
- A challenge to the Government issued as the COP27 summit started calling for a step change in its ambition around the climate change agenda including more funding for the retrofitting of domestic properties.
- Progress on various housing initiatives with strong low and zero carbon elements such as This City, Project 500, Victoria North and Silk Street.
- Progress on active travel and pedestrianisation schemes and the delivery of improvement of green infrastructure, such as Mayfield Park which opened in September 2022, and biodiversity.
- Progress on the decarbonisation of the Council's estate.
- Progress on the retrofitting of Council-owned properties.

4.1.10 There has been extensive coverage of the Council's zero carbon work in regional, local and trade media. The items which have attracted the most coverage, for example the opening of Mayfield Park, the zero and low carbon housing schemes and the active travel schemes, tend to be those with the strongest visual 'presence' and which can be readily understood by the public. By contrast, releases which were more strategy and policy-focused – while recognised as important by outlets including the Manchester Evening News, Radio Manchester and Hits Radio – attracted less reach overall. Items about the Council's zero carbon work have also featured regularly in the Council's monthly e-bulletin which goes out to 28k subscribers.

## **4.2 Behavioural Change Campaign**

4.2.1 A behavioural change campaign was launch in August 2022 and ran through to the end October 2022. The aim was to promote understanding in the role of residents to realise our collective ambitions to becoming a zero carbon city, with good behaviours highlighted and behaviour changes and community-led activities encouraged.

4.2.2 Communication and engagement activity overlap and, in many ways, complement each other - effective communications activity is followed up by genuine and meaningful interactions that see stakeholders more involved.

4.2.3 Working in collaboration with engagement teams and partners, opportunities were maximised, and consistent messages were delivered across the city. Communications activity promoted positive lifestyle changes residents could make to reduce their carbon emissions, improve their lifestyle, health and to help save money and served to amplify local, regional and national messages.

4.2.4 With the current national and local context in mind, the aim of the campaign was to:

- make climate actions relatable.
- link actions to cost savings and health benefits.



4.2.5 Channels were chosen to ensure visibility at local level in district wards and key arterial routes into and around the city centre. Outdoor advertising channels included:

- Bus advertising - 10 rear slots on the Green Stagecoach Electric fleet.
- Digital Loop screens & JC Decaux Screens - City Centre
- Lamppost banners in 10 key district centres, chosen with the help of the Neighbourhood zero carbon officers to focus activity in areas where residents may be more likely to be inactive in terms of choosing zero carbon behaviours.
  - Baguley
  - Brooklands
  - Moston
  - Cheetham
  - Harpurhey
  - Longsight
  - Beswick/Ancoats
  - Gorton
  - Clayton/Openshaw
  - Ardwick
  - Wythenshawe civic centre - Woodhouse Park/Sharston

4.2.6 In additional social media channels, both corporate and neighbourhood, were used to ensure regular messaging, a fold out printed Z-card featuring hints, tips and links was printed and distributed via libraries, Members and Neighbourhood staff and a toolkit was created and shared with Members, key partners, stakeholders and neighbourhood teams.

4.2.7 Behaviour change campaigns require sustained effort and activity over time, which is why, although the outdoor campaign has ended, campaign messages are amplified regularly via our social media channels to keep the messages front and centre in people's minds and the Neighbourhood Team continue to use the Z-card to engage residents.

4.2.8 Due to the very nature of the calls to action, it is difficult to measure the direct impact of behavioural change campaigns on resident behaviour as unlike a campaign to promote a consultation, for example, where you can see exactly how many people have responded and filled in the survey and monitor spikes in responses following campaign activity, measuring changes in behaviour without direct conversation and monitoring is not possible. In addition, there are many different factors outside of our control, such as personal and financial circumstances and national issues, that impact on an individual's intent to take action and their ability to take action.

4.2.9 However, where possible we include questions around climate action and barriers to action in surveys with residents and frequently go back to quarterly insight gathered through research undertaken with a statistically representative sample to help inform campaigns.

4.2.10 Outdoor advertising channels can also provide metrics around the exposure of the adverts i.e., reach and how many times it is likely to have been seen, this is called Opportunities to See (OTS). The table shows the average OTS for the outdoor advertising channels used in the zero carbon behaviour change campaign.

CHANNEL	OPPORTUNITIES TO SEE (OTS)
<b>MCC Ocean &amp; JC Decaux digital screen network</b>	116 screens cover the city centre - including the Mancunium way <b>Combined OTS across this network is 5.2 million per fortnight.</b> With the <b>average OTS per screen at 47k</b> Our Zero Carbon Campaign received 12 weeks of coverage on these sites
<b>OOH Billboards &amp; Digital package</b>	16 x Commercial sites across our wards - with a mixture of traditional print sites and digital screens  Situated at major commuter, shopping and high footfall pedestrian locations  The <b>OTS for these sites is a combined 2.6 million</b> across the 2 weeks the campaign was live.
<b>Bus Advertising Rears &amp; Sides</b>	A mixture of bus rears and streeliners across the 2 main Manchester depots in Manchester.  <b>A typical four-week bus Rear campaign will reach - 91% of people in Manchester</b> (Source: BUSADS).
<b>Backlit Void - Print Sites</b>	Large print backlit sites on major roads into Manchester City Centre with huge traffic/Commuter audiences.  The <b>average OTS on these sites is 700k Per fortnight.</b> The ZC campaign was live for 10 Weeks.

4.2.11 Social media advertising engagement and reach can be measured, and social listening can be used to gain insight into the effectiveness of messaging and the reaction to campaign materials. Across the campaign we posted 27 posts across MCC corporate social media channels. These posts accumulated:

- 102k impressions
- 439 reactions
- 114 shares

- 160 comments
- 235 link clicks

4.2.12 The communications campaign worked hand in hand with local neighbourhood engagement and events. However, given that the work of Neighbourhood Teams and Climate Change Neighbourhood Officers relates to education and behaviour change it is difficult to quantify the direct impact of the campaign or the work the team are carrying out in terms of reduced carbon emissions at ward level.

4.2.13 Conversations and information sharing with residents and other stakeholders may not have a direct or immediate impact on carbon emissions and going forward it will be a challenge to link the two directly together. This is likely to improve as we move forward due to further information on ward level emissions in the future as a result of the extension of Manchester Climate Change Agency's 'In Our Nature' project.

4.2.14 The Neighbourhood Teams have also identified draft key Performance Indicators against each theme in ward level Climate Change Action Plans so that they can track progress. Data will be collected and reported on an annual basis alongside qualitative descriptive information from conversations, consultations, focus groups and interviews to assess what has been done, what can be done differently and what can be improved.

### **4.3 Communications linked to the Refreshed Climate Change Framework**

4.3.1 The Communications team supported Manchester Climate Change Agency to produce a short social media campaign, social media toolkits to share with Manchester Climate Change Partnership Members and media releases to promote the Climate Change Framework Refresh conversation and to support the launch of the Refreshed Framework in early October 2022.

The toolkit was also used on Council social channels for wider outreach across the city.

- 3 posts
- 7.4k impressions
- 30 reactions
- 17 shares
- 34 link clicks

### **4.4 Integrated citywide communications campaign**

4.4.1 The Zero Carbon Co-ordination Group (ZCCG) and Manchester Climate Change Agency's Partnership Board (MCCP) have agreed to work together to co-produce a zero carbon campaign that can be shared widely across Manchester utilising Manchester City Council and MCCAP channels and networks.

- 4.4.2 Initial discussions with MCCP have been positive and constructive. The Council's communications team will work with MCCA to map out potential options. Costs to be shared with MCCAP.
- 4.4.3 Once an option is agreed a series of workshops will commence with MCCAP members to develop a creative brief and start the design process. This work will be undertaken by the Council's design studio.
- 4.4.4 It is anticipated that the campaign will go live in Spring 2023.

## **5.0 Citywide engagement activity**

- 5.1 Engagement is key to sustained behaviour change outcomes. Neighbourhood level messaging from trusted sources is vital to the success of the communities aspect of the zero carbon campaign. It is important to recognise that use of behaviour change techniques to work with communities and change their behaviour requires a sustained level of engagement resource and commitment over time in order to achieve the outcomes required.
- 5.2 Engagement is a core component to inform and develop solutions and interventions that are meaningful to communities and importantly have joint ownership of delivery.
- 5.3 Zero carbon engagement is delivered at neighbourhood level across all 32 wards in the city. By working at neighbourhood level, our teams can identify the specific issues faced by residents in different areas of the city, so that we can try to support residents and reduce blockages to climate action.
- 5.4 Ward Climate Change Action Plans (CCAPs) form the foundation for the Neighbourhood Teams to engage and capture bottom-up climate change activity across the city. Work for the last 12 months has focused on ensuring that each ward had a draft Climate Change Action Plan by the end of the calendar year 2021 using a standard template produced to ensure consistency in approach, recording and capturing information about residents and partner groups involved, resources and opportunities available.
- 5.5 The CCAPs begin by setting out a clear list of broad climate priorities for the ward, which might cover things like homes & energy, travel & transport, nature & greening, recycling, food, and more. The plan then deals with each of these priorities individually, breaking them down into a set of specific, measurable actions with clearly defined owners and timescales. A partnership approach is used when it comes to local climate action to identify broad opportunities to join events and activity weaving zero carbon messaging into wider community and resident engagement.
- 5.6 An update on the role of Neighbourhood Teams in developing local climate change activity and partnership working was taken to Environment and Climate Change Scrutiny Committee on 10 November 2022. A link to the update paper can be found in Appendix one.



## **6.0 Manchester Climate Change Agency activity (MCCA, The Agency)**

- 6.1 MCCA's primary communications and engagement activity is delivered through the In Our Nature programme. In Our Nature is a Manchester-based, National Lottery funded, climate community engagement programme delivered in partnership with the Council.
- 6.2 Phase 1 of the programme deployed a city-wide series of communications and campaigns, tackling topics such as: fast fashion; sustainable food choices; food waste reduction; repair and reuse workshops; and pop-up shops with games and activities to provide zero carbon messages in creative ways to those that might not engage in climate discussions otherwise.
- 6.3 In September 2022, MCCA received funding to extend the programme for three years. A key objective is to raise awareness of the benefits of climate action and to inspire and enable as many people as possible to act, including through a city-wide communications campaign.
- 6.4 These activities will be delivered via traditional channels and offline communications to ensure our outreach is inclusive (acknowledging digital exclusion). Messages will be tailored to the communities served, using simple wording and leading with the benefits/priorities that climate action brings, connecting these to the issues that are most important to them.
- 6.5 Accessibility will remain an important consideration in all communications and campaigns, and the programme has a budget to cover costs that arise in removing barriers to access, e.g., providing non-digital alternatives, such as translation services and conversion to easy read formats.

## **7.0 Reporting**

- 7.1 Communications activity is reported back regularly via the following networks, updates and boards:
- Monthly highlight reports (see Appendix two)
  - Regular communications updates at ZCCG
  - Quarterly CCAP update reports
  - Quarterly

## **8.0 Recommendations**

- 8.1 Members are asked to comment on and note the report.

## **9.0 Appendices**

### **9.1 Appendix One**

- 9.1.1 A copy of the November zero carbon communications and engagement highlight report is attached as a separate pdf.

9.1.2 The November zero carbon communications and engagement highlight report can also be viewed at [1 - 30 November ZC comms & engagement highlight report1.pptx](#)

9.1.3 The October zero carbon communications and engagement highlight report can be viewed at [1 - 31 October ZC comms & engagement highlight report.pptx](#)

## **9.2 Appendix 2**

9.2.1 Link to the paper “Update on the role of Neighbourhood Teams in developing local climate change activity and partnership working” that went to Environment and Climate Change Scrutiny Committee on 10 November 2022.

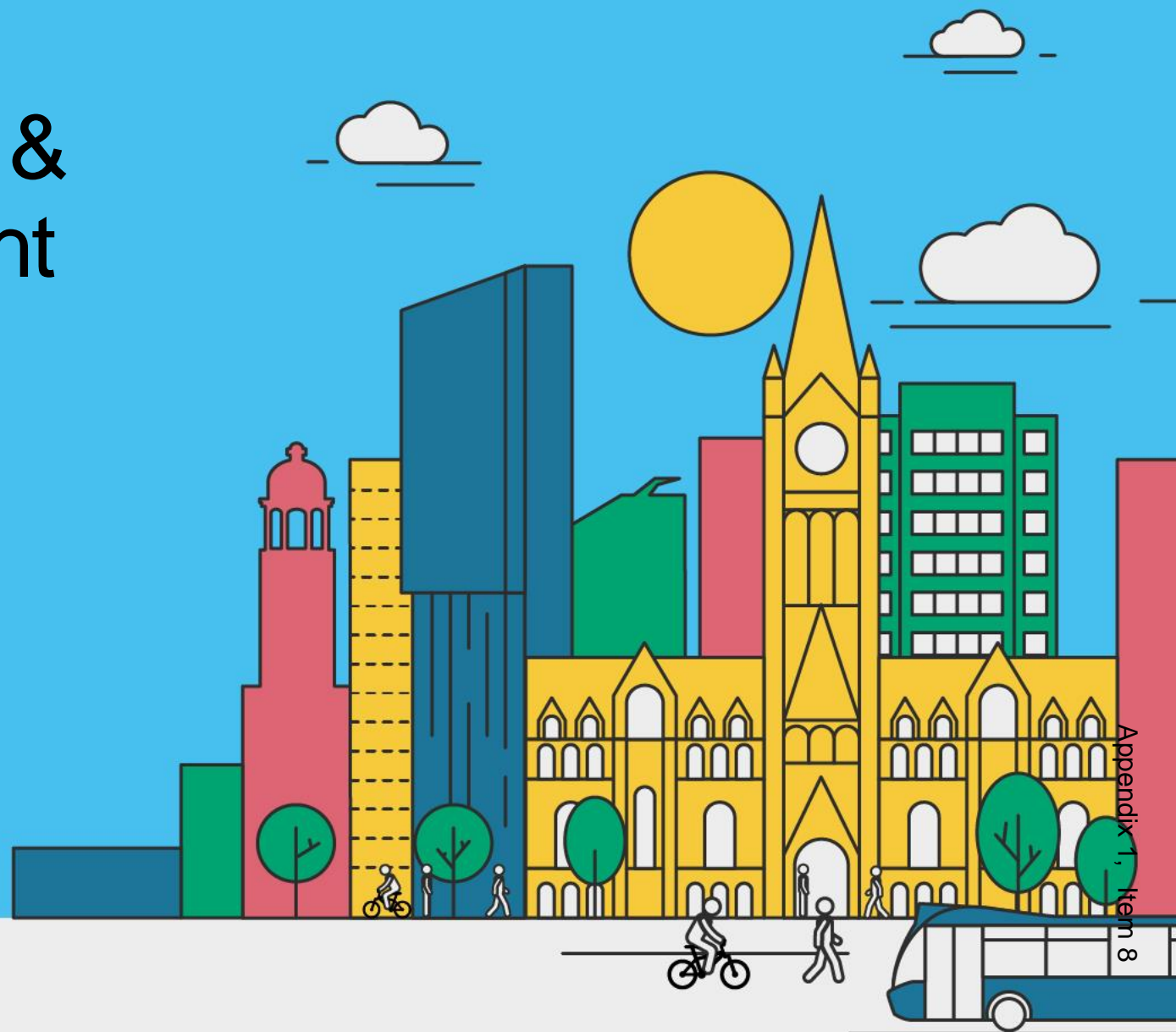
9.2.2 The Report provides updated information on how the Neighbourhood Teams have supported communities to implement local climate action at ward and neighbourhood level in the last 12 months. This includes the development of Ward Climate Change Action Plans and examples of developing best practice to support local communities to deliver activities that contribute to the city’s ambition of becoming a net zero carbon city by 2038

9.2.3 [Update on Neighbourhood Teams.pdf \(manchester.gov.uk\)](#)

# ZC Communications & Engagement Highlight Report

1 – 30 November 2022

Page 119



# Communications

## Plan

There will be a four-pronged approach to zero carbon communications:

- **Ongoing communications activity**, both internal and external, to continue to raise the profile of the Council’s zero carbon journey by highlighting key projects, achievements and milestones as outline in the Council’s Climate Change Action Plan. (Ongoing)
- **A behavioural change campaign** targeted in local district centres, parks, libraries etc... supported by local neighbourhood engagement teams (August 2022)
- **Communications linked to the Climate Change Framework Refresh** - launch (September 2022).
- **An integrated citywide communications campaign** to be developed and delivered in partnership with Manchester Climate Change Agency Partnership (Autumn/Winter).

## Progress against the plan

### Ongoing communications activity – 1-30 November

#### External

- Post for World Vegan Day encouraging people to eat less meat.

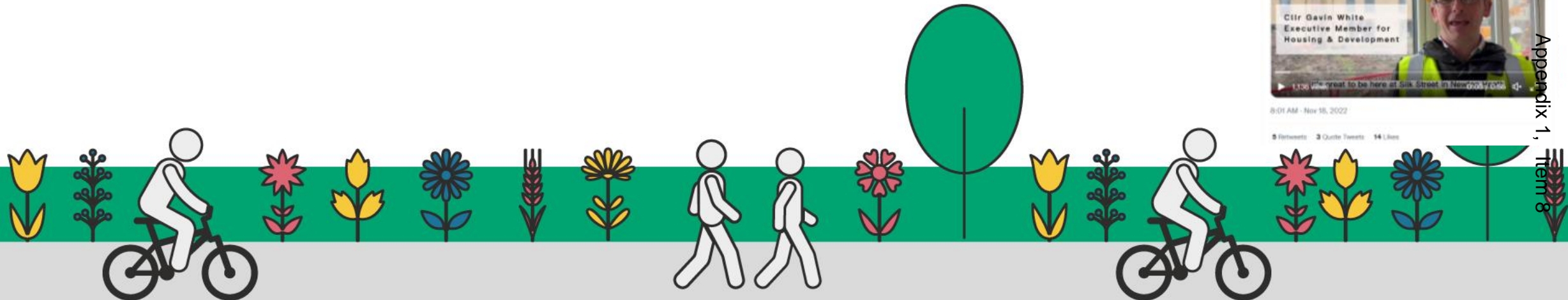




# Communications

## Ongoing communications activity - 1 – 30 November External cont'd...

- Posts encouraging residents to share their views on Manchester's Active Travel Network.
- Post for Carbon Literacy Action Day celebrating staff pledges to decarbonise following Carbon Literacy Training.
- Resharing posts from MCC Work and Skills for Green Careers Week.
- Post encouraging people to find out more about green jobs.
- Post to mark the start of Road Safety Week.
- Post about our low-carbon social rent housing development in Newton Heath.



**Manchester City Council** @ManCityCouncil · Nov 21  
The consultation on Manchester's Active Travel Strategy is live until 2 Dec.

We want to hear from you about how we can make Manchester a better place for walking, wheeling and cycling.

Visit [orlo.uk/01fhA](https://orlo.uk/01fhA) to leave your views and help shape the future of Active Travel.

Manchester City Council  
Today, on #CarbonLiteracyActionDay, we want to celebrate our amazing staff who, after taking our Carbon Literacy Training, have pledged to decarbonise the way they live and work.

Our Libraries Neighbourhood Delivery Assistants have created a climate change staff group that provides info and support to help their colleagues save energy.

One of our Senior Call Managers has swapped his car for the train on their commute and now shops at their local vegetable shop where they can buy produce that isn't in plastic packaging.

We're proud of our workforce for taking these steps to help get Manchester to #ZeroCarbon. What changes have you made since completing the training?

**"I HAVE STARTED USING MY LOCAL VEGETABLE SHOP RATHER THAN A SUPERMARKET TO BUY MY FRUIT AND VEGETABLES. THEY DON'T HAVE ANYTHING IN PLASTIC."**  
SENIOR COST MANAGER,  
MANCHESTER CITY COUNCIL



4 13 12

**Manchester City Council** @ManCityCouncil

Our low-carbon social rent housing development in Newton Heath will deliver 69 new homes for Manchester people - with 16 of the homes available to people over the age of 55.

The first properties will be ready by spring next year.

Find out more:  
[orlo.uk/yTUR4](https://orlo.uk/yTUR4)

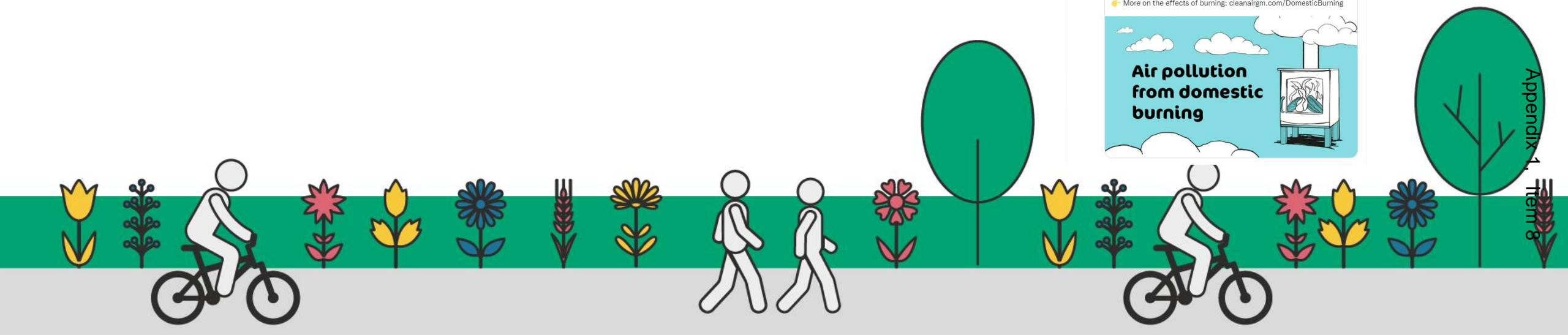


8:01 AM · Nov 16, 2022  
5 Retweets · 3 Quote Tweets · 14 Likes

# Communications

## Ongoing communications activity - 1 – 30 November External cont'd...

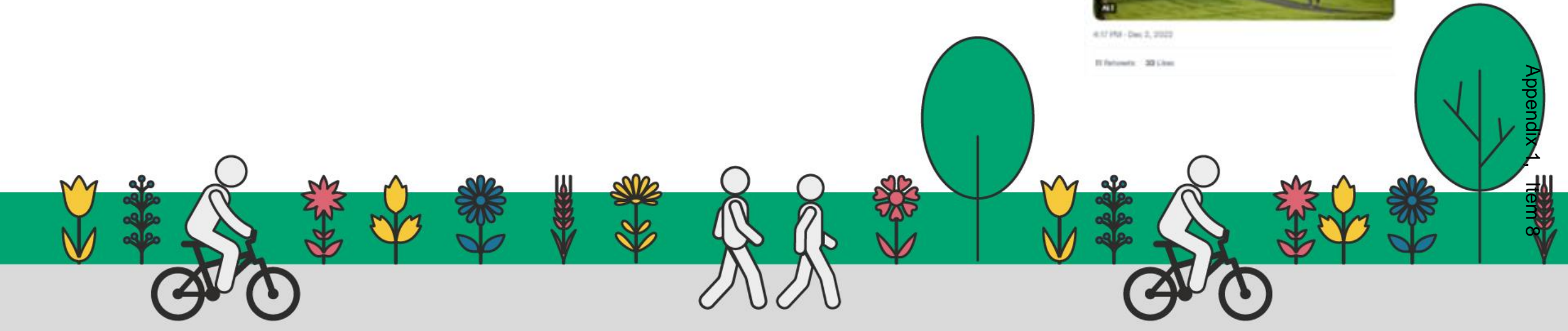
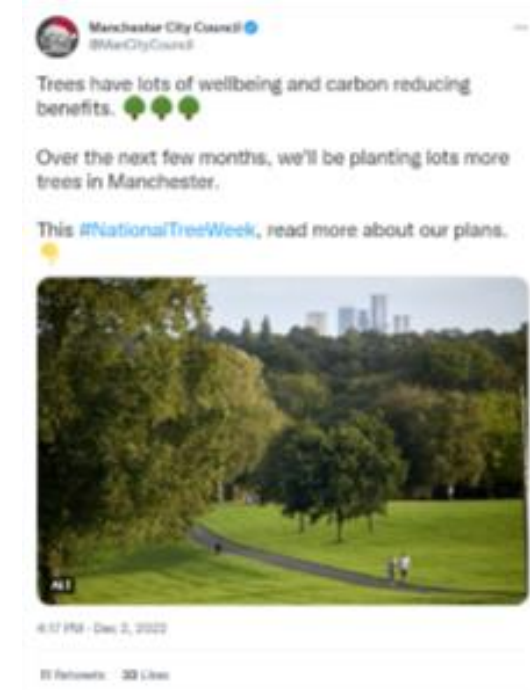
- Resharing post from TfGM's Get On Board campaign, encouraging people to use public transport to travel to the Christmas Markets.
- Post about our reusable Christmas mugs saving SUPs from landfill.
- Reshared post from @EnvHealthMCR on the impact of wood-burning stoves and fireplaces on air quality.
- Reshared post from @Parks\_Great for National Tree Week.
- Reshared post from Heaton Park and Hall for National Tree Week.



# Communications

## Ongoing communications activity – December

- Posts for National Tree Week outlining our plans for tree planting in Manchester over the next few months.
- Upcoming posts on sustainability and the Christmas markets.
- Zero Carbon explainer animations to be produced e.g. What's a carbon budget? What does a tonne of CO2 look like? How can we measure our carbon footprint?





# Communications

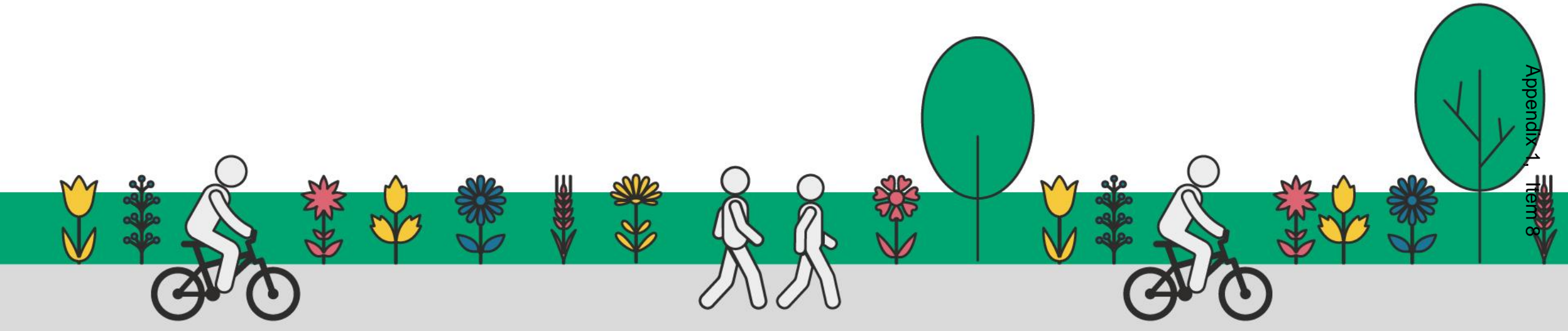
## Behavioural change campaign Activity update - 1 - 30 November

The campaign continues across all our social media accounts.

The outdoor advertising period has now ended. Some elements will remain up on billboards and lampposts until the space is sold again commercially.

The lamppost banners are likely to be in place for a few more weeks.

*Ocean billboard by Alexandra Park*



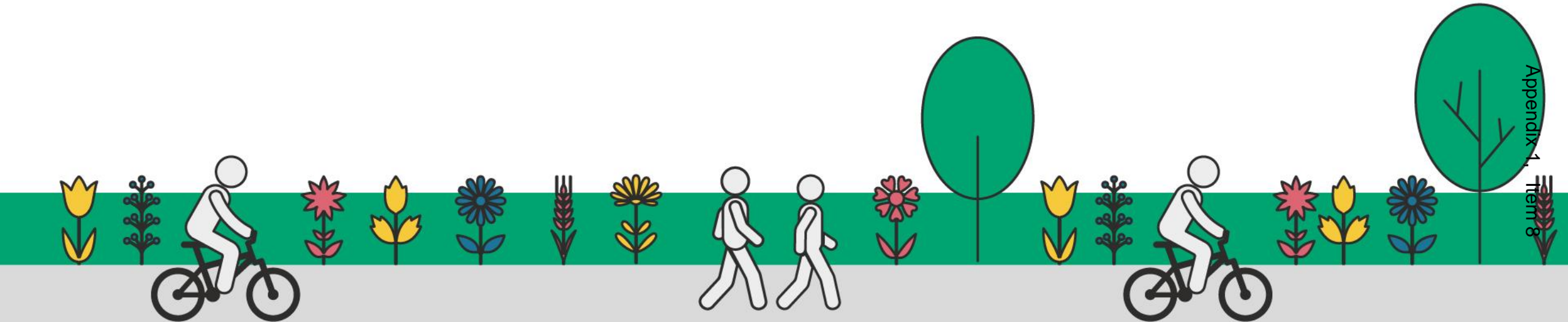


# Communications

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## Communications linked to the Climate Change Framework Refresh Activity update – 1 – 30 November

No activity for November.



# Communications

## Internal communications – 1 – 30 November

**Staff broadcasts – corporate reach 6k staff**

**Forum & intranet content alongside it**

[Zero-Carbon broadcast special – 6,823 staff reach](#)

- Promoted:
  - Our ZC ambition
  - Carbon Literacy Action Day - 159 colleagues completed their Carbon Literacy training this month
  - Carbon Literacy in action – [personal and workplace case studies](#)
  - Sustainable travel - 61 visitors
  - Bee Green Education Summit case study
  - [Printer project](#) - 29 visitors
  - Green Careers Week - 70 signed up to the Green Careers bulletin
  - November Veg Pledge
  - [Vegan recipe on the intranet](#) – 83 visitors



# Communications

## Internal communications – 1 – 30 November

### Staff broadcasts – corporate reach 6k staff

[Forum 24 November](#)

Fun quiz to help save energy in our buildings. 48% open rate, highest ever.

#### Saving energy in our buildings

As we head into the colder months, we've taken steps to help save energy and reduce our carbon emissions, for example in the Town Hall Extension. Turning the thermostat down by just one degree will help prevent over 300kg of carbon emissions a year! There are four other ways you can help care for our shared workspaces; can you figure out what they are? Scroll to the bottom of the broadcast for the answers.



# Media

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## Media update - 1- 30 November

**8 November:** Council calls for government support to tackle climate emergency as COP 27 gets underway (release)

Covered by About Manchester and on MCC social media

**9 November:** First phase of Project 500 housing initiative will deliver 378 new low carbon affordable homes (release)

Coverage including MEN, Place North West, Manchester World, Business Insider

**17 November:** First Silk Street low carbon affordable homes near completion (release)

Coverage: About Manchester and on MCC social media





# Media – Next two weeks

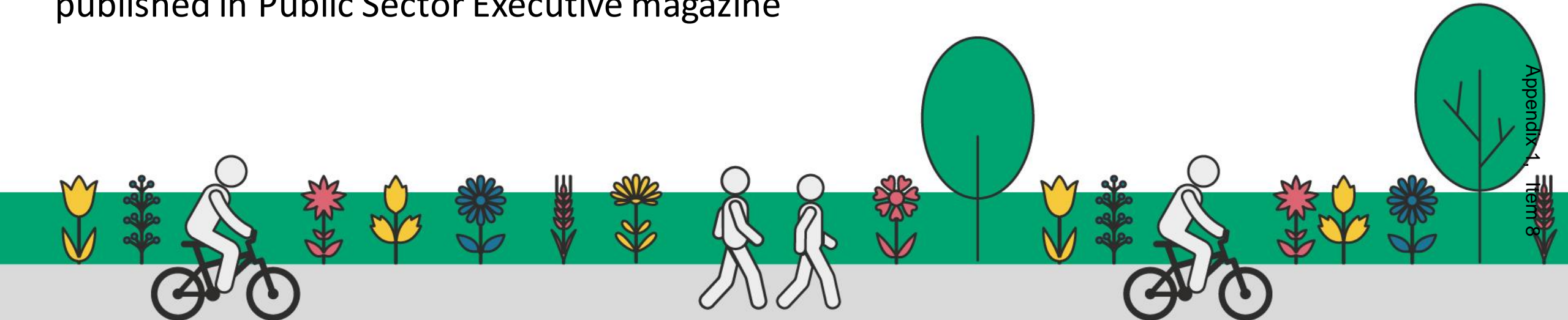
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## Activity to come 1 – 15 December

**7 December:** Kenworthy Woods to be declared a Local Nature Reserve

**8 December:** Green Christmas – release detailing the sustainable credentials of Manchester's festive programme

**Exact date tbc:** Column about Manchester's housing retrofitting ambitions to be published in Public Sector Executive magazine



# Community engagement

## Activity 1 – 30 November

### North

- Planning and support in drafting of GM Greenspaces funding bid led by Miles Platting Climate Action Group
- Road Safety week (14th – 25th November) activities across multiple wards including Higher Blackley, Ancoats and Beswick
- Establishment of new walking school bus pilot in Bowker Vale Primary School, Higher Blackley. In partnership with Headteacher, WalkRide Blackley community group, Heaton Park MCC Team.
- Launch of "Climate Chronicles" project with 4 primary school in Moston (NIF funded)



# Community engagement

## Activity 1 – 30 November

### Central

- Continued working with Ardwick Climate Action group by meeting with them in November to support the delivery of their successful £19k GM Green Spaces funding and to help them prepare a bid for In Our Nature.
- Meeting with Patrick Smikle - Levenshulme alleyway greener for more than 10 years. The meeting was an opportunity to learn from Patrick, a successful alleyway greener for over ten years. Lessons and tips can be translated/replicated elsewhere.



# Community engagement

## Activity 1- 30 November

### South

- Climate related event – Islam and the Environment held at Muslim Heritage Centre. Organised by Afzal Khan MPs office. Attended by all three CCNOs.
- Climate Change Café arranged by Afzal Khan MP held at Jnr8 Centre, Whalley Range. MCC CCNO in attendance with banner, zc materials.
- RSW - St Margarets PS and Acacias PS School Streets (part of a wider Programme of activity at St Margarets).
- Whalley Range cost of living event with climate change materials to support energy efficiency and other household savings

### City wide

- 4th November – In person briefing for all Neighbourhood Officers and management. Updates to ward climate action plans, scrutiny reporting and SMART targets. Supported by Deputy Exec Member for Environment, Highways and Planning.
- 17th November – CCNOs attended Islam and the Environment hosted by Afzal Khan MP.







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**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee –  
9 February 2023

**Subject:** Household Waste and Recycling Campaigns and Engagement

**Report of:** Strategic Director (Neighbourhoods)

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**Summary**

This report provides an update on information on the campaign and engagement programme with residents on the issue of household waste and recycling.

**Recommendation**

The Committee is recommended to consider and make comments on the content of the report.

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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 aims are to be: 'a cleaner, litter-free city, which recycles more' and '...play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive.'

In 2021/22, 27 end-of-life diesel refuse collection vehicles were replaced with electric alternatives. This represents just under half the fleet and will reduce greenhouse emissions by 900 tonnes and NOx by 2,836 kg per annum.

The approach to communications and engagement aims to promote the waste hierarchy by encouraging Manchester residents to reduce their own carbon impact by reducing the waste they produce, reusing what they can and recycling the right items in the right bin.

**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 report recognise the need for just and equal delivery of waste and recycling collections and street cleansing services across the city, focusing on areas such as communications, engagement, education, access to recycling facilities and cleaner neighbourhoods.

<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	Supporting residents and businesses to dispose of their waste responsibly and compliantly will support the progress towards becoming a sustainable city.
A highly skilled city: world-class and home-grown talent sustaining the city's economic success	The Eco Schools programme inspires young people's supported development of green skills for the future.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Working closely with both residents and businesses to support them in improving the neighbourhoods in which they live, work and socialise.
A liveable and low-carbon city: a destination of choice to live, visit and work	Increasing recycling rates across the city will reduce Manchester's carbon footprint. Reducing litter will make the city cleaner.
A connected city: world-class infrastructure and connectivity to drive growth	Increasing recycling rates across the city will reduce Manchester's carbon footprint. Reducing litter will make the city cleaner.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations.

#### **Financial Consequences – Revenue**

Not applicable

#### **Financial Consequences – Capital**

Not applicable



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

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

*'Our Waste, Our Resources: A Strategy for England' (2018), Defra The Litter Strategy for England, (2017), Defra*

*Introducing a Deposit Return Scheme for drinks containers in England, Wales and Northern Ireland Government response, 20 January 2023, Defra.*

## 1.0 Purpose of the report

- 1.1 The purpose of this report is to provide an update on the approach to communications and engagement with Manchester residents to reduce their own carbon impact by reducing the waste they produce, reusing what they can and disposing of or recycling items using legitimate routes.

## 2.0 Background

- 2.1 Over the past 18 months the city has started to recover from the impact of the pandemic, which negatively affected recycling performance. Changes to behaviours and lifestyles during the pandemic led to increases in household waste in the city. This was also reflected at a national level, where recycling rates reduced on average by 3.5% (Defra, 2021). The Manchester recycling rate for 2020/21 was 36.6%. In 2019/20 Manchester's recycling rate was 40.4% (the city's highest rate achieved), but performance dipped due to the impact of the pandemic on waste behaviours. In 2021/22 general waste tonnages reduced, and the recycling rate increased to 39.7% (subject to final approval from Defra).
- 2.2 There is increasing awareness of the connection between the things we buy, then throw away and the impact this has on the environment. People are increasingly aware that by recycling everything they can and wasting less, they can contribute towards achieving our target to become zero-carbon by 2038. The Our Year (2022) consultation showed how passionate young people are about environmental issues, and their desire for society to do all it can to protect their future and reduce the impact of climate change. Young people are key to reducing the impact on future generations and working together is vitally important to protecting the environment. There remains a significant opportunity to divert recyclable materials and food waste from general waste bins.
- 2.3 Becoming a cleaner, litter-free city, which recycles more and wastes less is a key objective for the city and forms a fundamental part of several of our major strategies, policies, and action plans for the city. This includes Our Manchester; the Climate Change Action Plan; and the Recycle for Greater Manchester Communications & Engagement Behavioural Change Delivery Plan.
- 2.4 Research has shown that residents demonstrate several different attitudes and behaviours towards waste and recycling. Broadly, they can be split into the following categories:
- *Committed recyclers* – residents who recycle consistently.
  - *Unreliable recyclers* – residents who do recycle sometimes but are not committed.
  - *Non-recyclers* – Residents who are not recycling and not willing to engage with us. They will need compliance or service change to force them to change their behaviour.

- *Aware but undermined recyclers* – Residents who are engaged (or want to be engaged) but are undermined by neighbours through communal facilities where recycling isn't used correctly. This covers some residents within communal areas and apartments.
- 2.5 These audiences need different communication messages and engagement depending on the behaviours we'd like to change. The differences in messages can be stark. For our non-recyclers the simple message is 'put your rubbish in a bin'. For our committed recyclers it is about encouraging them to move up the waste hierarchy and do more to reuse items and reduce waste.
- 2.6 In Manchester, leading sustainability non-government organisation WRAP (Waste and Resources Action Programme) have previously advised there are a mix of all four categories, but there is a higher prevalence of the *Unreliable recyclers* and *Aware but undermined recyclers* due mainly to the property stock type and tenure. This is similar to other Core Cities, but less comparable to most GM Authorities. This is reflected in the differences in recycling rates across Greater Manchester.
- 2.7 In Manchester, household bin collection services are split into three categories:
- *Four-bin households*: Households with enough space have their own general rubbish bin and three recycling bins. This service is provided for 157,000 or 70% of households.
  - *Communal passageways*: Households with limited space to store their own bins (terraced streets) share communal collection containers, which are in the alleyways. The service is provided for 16,000 or 7% of households.
  - *Apartments*: Residents living in apartments have shared communal rubbish and recycling facilities. Depending on the size of the buildings they either have containers or wheelie bins. The service is provided for 65,000 or 27% of households.
- 2.8 The WRAP tracker is an annual survey of UK citizens that gathers evidence and insight on recycling attitudes, knowledge, and behaviour. The main findings of the tracker are:
- Recycling is a normalised behaviour – 85% of UK citizens regularly recycle.
  - Over half (57%) miss opportunities to recycle items from home.
  - 64% recall receiving recycling information from their local council (leaflet/calendar).
  - Almost nine in ten (87%) dispose of an item in the recycling that is not accepted.
  - Contamination has increased since the pandemic.
  - The survey identified that a council leaflet is the main source of information about what can and can't be recycled (cited by 29% of UK households), followed by recycling labels on product packaging (22%).
  - There is a national misunderstanding about what recycling labels indicate on product packaging.

2.9 Nationally recycling rates have plateaued, in order to achieve the aims of circular economy a step change is required. The Resource and Waste Strategy (2018) includes the proposed introduction of separate weekly food waste collections, improving the consistency of recycling collections with the introduction of plastic pots, tubs and trays, a deposit return scheme (placing cash deposits on drinks bottles and cans from 2025) and extended producer responsibility (where the producers of packaging are responsible for financially supporting the collection, treatment, recycling, and disposal of their products from households and businesses). The proposals have been subject to various rounds of consultation since 2019 and delays due to Brexit and the pandemic.

### **3.0 Resource & Waste Strategy (2018) – Update**

#### **Deposit Return Scheme (DRS)**

3.1 On 20 January 2023, the Government provided a response to the DRS consultation and set out next steps. Moving towards a circular economy is a priority for the government to maximise resources and reduce waste, they identify DRS as a step to deliver this. Increasing the capture of drink containers and improving the quality of material collected through segregation will help reduce packaging manufacturers reliance on virgin materials. Defra report that the UK recycles around 70% of drink containers, lower than other countries with DRS in place. The government believe a well-designed scheme will achieve 90%+ recycling rates. It is also expected to reduce littering of in-scope containers on our streets and green spaces. A report by Keep Britain Tidy found that small plastic bottles and non-alcoholic cans make up 43% of the volume of all litter. The government believe that through the financial incentive provided to consumers to return drink containers, 85% fewer will be littered.

3.2 Key details:

- Regulations will be made using powers in the Environment Act 2021 to establish the DRS in England. Government aims to take secondary legislation through Parliament which will set the framework for the schemes.
- Size of containers in-scope of DRS: 50ml – 3 litres (including individually sold products and multipack).
- Materials in scope of DRS: PET plastic bottle; steel and aluminium cans.
- Glass bottles will not be collected by DRS in England – but will be accepted in Scotland and Wales.
- In-scope containers will be labelled to allow them to be scanned.
- Retailers selling in scope containers will be obligated to host a return point and the retailer will receive a retailer handling fee.
- Government will pursue an additional permitted development right for reverse vending machines to remove planning delays.
- Regulations to be in force by the end of 2023 and the DMO (Deposit Management Organisation) appointed by summer 2024. A commencement



date for DRS of 1 October 2025 in England will be set. Scotland's DRS will commence in 2023.

- 3.3 DRS presents both risks and opportunities for Local Authorities. The scheme will divert PET bottles and metal cans from kerbside collections. This will reduce Local Authorities recycling rates and reduce income levels from the sale and processing of the material. The (Materials Recycling Facility) MRF at Longley Lane, Sharston (managed by Suez on behalf of the GMCA), currently sorts and separates plastic bottles (HDPE, PET and PVC), glass bottles and jars, steel and aluminium cans from nine councils in Greater Manchester. The effective operation of the MRF depends on a steady flow and volume of materials through the facility. DRS will change the composition and quantity of materials collected at the kerbside and subsequently processed at the MRF. Communications on what type of bottle can go to DRS may confuse some members of the public. The GMCA's ability to claim deposits disposed via kerbside recycling collections may be limited as it will depend on the condition of containers and whether labels are intact after being collected in a Refuse Collection Vehicle (RCV), crushed and then processed through the MRF. It is believed a high proportion of litter discarded in urban areas like Manchester is beverage containers and an additional measure to reduce littering is welcome.

### **Extended Producer Responsibility (EPR)**

- 3.4 EPR is intended to transfer the full cost of dealing with packaging waste from Local Authorities to producers. EPR regulations will apply to all UK organisations that handle and supply packaging to consumers and to businesses. This covers any individual business, subsidiary, or group with an annual turnover of £1m or more which carries out 'packaging activities' and is responsible for more than 25 tonnes of packaging waste. Local Authorities will receive funds from EPR to pay for the full cost of recycling and disposal this material. Defra defines packaging as materials which cover or protect goods sold to customers, including anything designed to be filled at point of sale e.g., a coffee cup. The government has set out guidance for organisations in scope to prepare to comply with requirements and pay the scheme administrator from April 2024. The government are developing a system to pay Local Authorities, there are significant differences in costs and systems across England and there is a risk that the model may not be equitable for all. Any costs imposed on manufacturers are likely to be passed on to consumers.

### **Consistency**

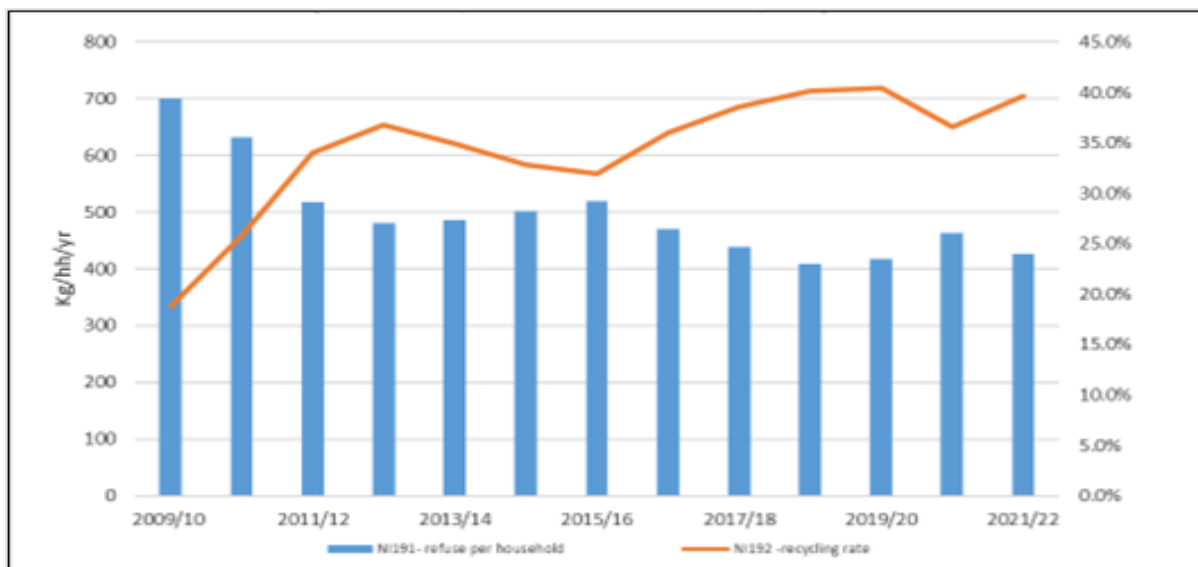
- 3.5 The recycling rate in Greater Manchester is just over 50% (2021/22 figures). Future government targets require this to increase to 65% by 2035. To drive up recycling levels, under the recycling consistency proposals in England, a core set of materials will be required to be collected from every household and business in England, specifically plastic, paper & card, metal, and food waste. We are still awaiting feedback on the consultations undertaken on these proposals – a response from the government is anticipated in spring 2023. Based on previous government publications we anticipate this will mandate the inclusion of plastic pots, tubs, and trays (PTTs) in our kerbside collection

and flexible plastics (often called ‘soft plastics’) from 2027. The government confirmed in the spending review that funding will be available to implement free, separate food waste collections from 2025. Food and organic recycling collections have been provided in Greater Manchester for more than 10 years. If a separate food weekly collection is mandated this will require significant investment in new vehicles to collect food only, provide additional receptacles and may require more depot space (this could cost in the region of £5m+). Changes to the current collection methodology would be likely. It remains unclear if all these additional costs will be supported by the government.

3.6 In summary, the piecemeal approach to implementing the strategy is creating uncertainty and preventing long term planning. To meet the needs of these policy changes, modifications will be required to the MRF plant, recycling offtake arrangements, and Biffa fleet. We need to understand the full implications of Government proposals – continued delay prevents this. Officers are actively engaging with the Greater Manchester Combined Authority (GMCA) and Government to understand next steps.

#### 4.0 Recycling Performance

4.1 Since the 2015/16 baseline year for the Manchester Strategy, the recycling rate has increased from 32% to 39%. During the same period the amount of general waste collected from households has reduced from 519 kg to 426 kg per household per year. Manchester’s recycling performance remains one of the highest amongst the core cities.



4.2 It is important to compare Manchester’s recycling rate to comparable local authorities. We cannot easily compare to other Greater Manchester authorities because housing type and garden size contribute significantly to recycling performance. In Manchester we have a high proportion of properties without gardens. We tend to compare our performance to other core cities. The table below shows the Core City data for 2020/21. At the point of report preparation, the 2021/22 data had not yet been published.

**Table showing recycling rates for Core Cities 2020/21 (source: waste data flow)**

<b>Authority</b>	<b>Recycling rate 2020/21</b>	<b>Unitary or Collection Authority*</b>
Bristol	46.4%	Unitary
Newcastle	40.6%	Unitary
<b>Manchester</b>	<b>36.6%</b>	<b>Collections</b>
Leeds	35.1%	Unitary
Sheffield	32.2%	Unitary
Nottingham City	23.9%	Unitary
<b>Liverpool</b>	<b>23.5%</b>	<b>Collections</b>
Birmingham	22.5%	Unitary

\* NB Manchester is a 'Collections Authority' – this means that the recycling % only includes material collected from households. 'Unitary' recycling rates include material collected from households and Household Waste & Recycling Centres. We are therefore most comparable to Liverpool.

- 4.3 In 2022/23, the forecast suggests a lower recycling rate is likely to be achieved due to the lower volumes of organic (food and garden) recycling. The current estimate is 37% – 38%, but if there is an early spring it could be 39%, as this leads to more organic (garden) recycling.

## **5.0 Communications and Campaigns**

- 5.1 The Waste, Recycling and Street Cleansing (WRSC) Team work closely with the Corporate Communications Team and Recycle for Greater Manchester (R4GM) to develop communications and approaches to engagement, to support the delivery of services and behaviour change. Our communications strategy is based on:

- Using insight, market research from sector experts (e.g., WRAP and Keep Britain Tidy (KBT)), surveys and results from previous campaigns to develop a targeted approach.
- Using consistent language, plain English and pictures or graphics where possible to allow our communications to be easily understood by all.
- Providing accessible material ensuring that this is used across all communication channels, recognising that many residents in Manchester are digitally excluded.

- 5.2 Whilst communications and engagement have a clear role in improving recycling rates, it must be noted that the largest recycling rate increases in Manchester have been prompted by operational service changes. These changes forced people to recycle more by limiting the collection frequency of their general waste bin (2010/11) and then changing the size of their general waste bin (2016/17).

- 5.3 Our communications aim is to reduce the amount of waste created in the first place and to encourage as much waste as possible to be reused or recycled. Work in recent years has primarily focused on:
- Increasing capture of good recycling
  - Tackling / preventing contamination
- 5.4 A number of key communication campaigns run throughout the year. National action weeks related to recycling are also shared and celebrated with local and national partners. Links are made to other key strategies including climate change and Our Manchester. The Corporate Communications team work closely with the WRSC team to identify and plan targeted communication campaigns to segment our audience and deliver key messages to help influence behaviour change.
- 5.5 However, since 2020 there have been numerous challenges with service disruptions caused by the COVID-19 pandemic and HGV driver shortages. In May 2022 critical planning for potential industrial action was required. Additional communication support has been provided. The joint work and thinking across the WRSC and Corporate Communications service has helped to use our resources in a timely manner for the best effect, keeping residents up to date with their bin services, keeping complaints low and service satisfaction levels high. The aim in 2023 is that we will be able to spend more time and resources to target messages to specific audiences we can influence.
- 5.6 Lessons learned during this challenging time are used with service issues that arise such as severe weather as an example. Information is shared immediately and communications act rapidly to provide in time information to residents. There is a dedicated webpage for any bin issues so residents can quickly find out what has happened and what they need to do. Corporate channels can be used to communicate issues if they are widespread and local neighbourhood teams and partners are also contacted to help share messages and answer queries quickly locally. Our *BINFO* bin day e-mail reminder subscribers can also be contacted to update on any service issues per area.
- 5.7 In terms of evaluating our communications work, due to the very nature of the call to action, it is difficult to measure the direct impact of behavioural change campaigns on resident behaviour. Measuring changes in behaviour without direct conversation and monitoring is not possible. In addition, there are many different factors outside of our control, such as personal circumstances, housing types, car ownership, or even the types of recycling containers residents have access to. All of this can impact on an individual's intent and ability to take action. Whilst our aim is to reduce waste and increase recycling primarily, ensuring that contamination and the costs incurred do not rise must also be a priority.
- 5.8 Our webpages provide vital service information and allow residents to report issues and order bins. The '*check your bin day*' page is the second most

visited area of the website (behind only the site's home page) with 658,463 visits over the last 12 months. For our customers with digital access the website offers a host of easy access information, whether that be to check bin collection days, what you can recycle, how to recycle large items or even to find out where your closest HWRC (Household Waste & Recycling Centre) is. Translated 'how to recycle' videos developed with Biffa and the communications team are hosted on the site and provide a valuable engagement tool.

- 5.9 Our webpages provide an opportunity to speak to a captive audience already engaged, allowing us to cross promote information that may help them. It's recognised that residents sometimes need a 'nudge' at a time that suits them, not necessarily responding to broadcast information in order to change their behaviour. Our BINFO bin day e-mail reminder service is promoted on our 'Check you collection day' page and within e-mail receipts when residents order a new bin or report a missed collection. On our 'Get rid of a large or bulky item' page, there is information first about giving items in good condition to a charity (with details) to encourage reuse, before giving details of our bulky collection service.
- 5.10 The Waste, Recycling & Street Cleansing (WRSC) service is one of the only services the council provides which all resident's access. A bin calendar is delivered to circa 157,000 properties with their own bins, with a separate communication delivered to 16,000 properties with shared bins every summer. An information leaflet is tailored to current priorities and this messaging is delivered with the calendar each year. For example, in 2022 the message was how and why to recycle food and explained the link to climate change. August 2022 saw the number of food recycling caddies ordered triple, rising from an average of 400 per month in May, June and July to more than 1,300 in August.

The benefits of sending an annual paper calendar include:

- A regular reminder of what residents can recycle and how to use waste and recycling services.
  - An opportunity to try and increase recycling capture and limit contamination.
  - For residents with no digital access, a paper copy of the calendar is a vital piece of service information.
  - An opportunity to engage with a high number of either transient or new residents to ensure they understand how waste services work in Manchester
- 5.11 Our communication materials have a distinct look and feel. We use plain English and diagrams to easily show how to participate in our services. During the pandemic our communities requested easy read documents – simple plain English and pictures – more than translated materials. This is being backed up by recent census data which tells us that 89.3% of households reported that they have at least one person (adult or child) who speaks English as their main language. It should also be noted that of the people who did not identify



English as their main language, 77.9% said they spoke English well with 22.1% saying they could not speak English well or at all. Any requests for translated materials will continue to be assessed on an individual basis.

- 5.12 Digital service leaflets are regularly provided to building managers and social housing providers for apartment collections (65,000). There is a commitment from us to support any partners or stakeholders with the communication materials needed to help them engage and support behaviours change with their residents. This is an area that that has been identified for further development.
- 5.13 In July 2021 a new email reminder service was launched for bin collection days – this has been badged and branded as ‘BINFO’. Residents can sign up to receive an email the day before their bins are due for collection to remind them to put the correct bins out in time. Residents are also updated about issues affecting their collections, such as severe weather. Email bin alerts deliver this information directly to resident’s inbox in a timely manner. In time, it will provide another communication channel to provide very targeted communication to improve recycling performance and share information about service changes. 6,372 residents have signed up to this service at the time of writing (3.72% of those eligible). There is a commitment to continue to promote this service. Direct promotion has been difficult whilst dealing with service disruption, but recent communications related to Christmas 2022 has shown a good level of take up.
- 5.14 Communication activity serves to amplify local, regional and national messages. Working in collaboration with engagement teams and partners, opportunities are maximised, and consistent messages are delivered across the city. The Corporate Communications Team, WRSC team and R4GM meet quarterly to discuss campaign work and any issues. R4GM run a number of campaigns focusing on key issues including food waste reduction, contamination, tips, composting, furniture reuse and any current issues such as battery recycling. These campaigns are amplified via our corporate social channels and shared with our communities and stakeholders when appropriate too.
- 5.15 The Corporate communication team uses a range of channels at a corporate level to share information with our residents, partners and stakeholders. This allows us to share messages about what we’d like residents to do, why and where they can go to find out more. Campaigns are promoted via our e-bulletin, internal communications with staff, corporate social media channels and when we can proactively press.
- 5.16 With all waste and recycling campaign work we seek to develop communication toolkits and share information locally to partners, stakeholders and key community influencers. This can include housing providers and associations, elected members, neighbourhood teams, community groups, faith groups and leaders. This sharing of information is to help others to get our messages to grass roots of communities and ensure it is shared as far and wide as possible.

- 5.17 The press office works with the WRSC team to look at any positive stories we can promote proactively. There is a commitment to publicising our prosecutions too, highlighting that we will use enforcement where necessary and that poor behaviour will not be tolerated. These prosecutions are managed by our Compliance and Enforcement team, and it should be noted that these prosecutions are for issues including litter dropping, fly-tipping and commercial waste prosecutions. There are no penalties for not recycling household waste.
- 5.18 This table provides a summary of recent communications and engagement activity to increase and improve the quality of recycling and reduce waste and some of the outcomes of this valuable work.

<b>Action</b>	<b>Audience</b>	<b>When</b>	<b>Outcomes</b>
Annual recycling calendar and service leaflet (Hard copy delivered)	157,000 households with their own bins  16,000 households who share communal bins	June – August 2022	August saw the number of food caddies ordered triple, rising from an average of 400 in May, June and July to more than 1,300 in August. It is difficult to equate this to tonnage difference due to the variety of other factors such as weather, but it shows more people are using the service.
Recycling service leaflet (Digital and hard copy)	Building Managers / Registered Providers as needed	Ongoing	Made available to colleagues and partners where engagement is required
BINFO – email bin collection day and collection issue notification system	157,000 households with their own bins	Ongoing	Currently 6,372 subscribers. Promotion will continue via: <ul style="list-style-type: none"> <li>• Social media</li> <li>• Dedicated webpage</li> <li>• Mentions in any ebulletin articles about bins or recycling</li> <li>• Inclusion of sign-up details in email replies to people ordering bins or reporting missed bin collections</li> </ul>
Bin pages on Council web pages	All residents	July 2021 – August 2022	658,463 visits over the last 12 months to our check your bin day pages – second most visited page on the website after the home page.

Translated 'how to recycle' videos created in top 10 most widely spoken languages and BSL.	All residents	July 2021 – December 2022	5,839 total visits (Most popular language is English, followed by Cantonese).
Targeted campaign to reduce contamination in blue bin. (Letter drop, door knocking and engagement with community groups)	2,000 households	Commenced October 2022	Results for this campaign are not known yet
Student end-of-year campaign. Led by South Neighbourhood Team working together with WRSC, Communications, the Universities and Manchester Student Homes (Letter to Landlords, leaflet drop to students, door knocking and engagement with community groups, social media campaign)	500 Landlords 5,000 student households	May – June 2022	<ul style="list-style-type: none"> <li>• Fly-tipping reduced in Fallowfield, Moss Side and Rusholme, in comparison with students moving out in 2021. It increased in Old Moat and Withington.</li> <li>• Up to 10,000 students engaged with via leaflet and door knocking from Council staff.</li> <li>• Social media saw 69,356 impressions (Instagram) &amp; 10,920 impressions (Facebook)</li> <li>• We had 1,200 bags donated to British Heart Foundation</li> <li>• We had 5,672kg of items donated to White Rose clothing banks which amounts to £31,000</li> </ul>
Student start-of-year campaign (Hard copy posted and door knocking)	5,000 student households	October 2022	<ul style="list-style-type: none"> <li>• Social media posts got 9,113 impressions and 89 link clicks to <a href="#">page set up on our website</a></li> <li>• 10,000 leaflets printed and delivered</li> </ul>

			<ul style="list-style-type: none"> <li>Bin calendars delivered to addresses with highest student population</li> </ul>
National Recycle Week	All households	17 – 23 October 2022	Along with GM authorities we amplified the R4GM campaign materials
Targeted Fly-tipping Campaign (hyper-local targeted Facebook messaging to areas identified by neighbourhood teams and city-wide social media awareness raising)	Targeted areas and city wide	October / November 2022	<p>Across the targeted areas 116,111 people saw the advert at least once. The video was played 137,647 times. City wide posts in total spread out over four weeks. Totals:</p> <ul style="list-style-type: none"> <li>- 20,355 people saw the posts</li> <li>- 91 people clicked the link through to the <a href="#">reporting fly-tipping page on the council website</a></li> <li>- 32 comments were made</li> <li>- 82 people 'liked' the posts</li> <li>- 51 people shared the posts.</li> </ul> <p>Website – between 28 October and 29 November:</p> <ul style="list-style-type: none"> <li>- There were 13,909 visits to <a href="#">the reporting fly-tipping page</a></li> <li>- 1,559 of these were unique (ie different people)</li> <li>- Total visits were up 4.6% on the previous month and unique visits were up 10.6%</li> </ul> <p>An in-depth evaluation meeting with KMT, Neighbourhoods teams and comms is being held in February.</p>
Christmas Recycling Campaign – (promotion of bin day changes, hints and tips on managing and recycling extra waste over Christmas and information on how to recycle real Christmas trees)	All households	1 December – mid January 2023	<p>Residents were not confused by the change of collection days during Christmas week with the service running smoothly. Our Christmas recycling webpage was visited 9,178 times from 21 November to 25 January</p> <p>Organic social media was seen by 115,681 people, with 545 clicking links to our Christmas recycling webpage. 477 people shared or liked our posts.</p>

			Our targeted Facebook advert (aimed at those in post code areas Biffa identified as having the most trees recycled in the past few years) was seen 93,489 times, with 657 people clicking links to find out more.
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## 6.0 Engagement

- 6.1 It is important to note that communication and campaigns are not the same as engagement. Engagement is key to sustained behaviour change outcomes. Neighbourhood level messaging from trusted sources is vital to the success of the communities aspect of decreasing waste and increasing recycling. It is important to recognise that use of behaviour change techniques to work with communities and change their behaviour requires a sustained level of engagement resource and commitment over time in order to achieve the outcomes required. Several teams and partner organisations support engagement with residents in relation to waste, recycling, litter and the environment. This includes the Neighbourhood Teams and Compliance Teams for each ward, the Waste, Recycling & Street Cleansing Team (inc. Canvassers and Keep Manchester Tidy (KMT)), Biffa Social Value Officers, social housing providers and Recycle for Greater Manchester (R4GM).
- 6.2 The Neighbourhood Teams and Compliance Teams for each ward engage with residents and businesses on a range of issues – this includes waste, recycling, litter and the environment. This engagement tends to focus around areas of concern for each ward. This engagement takes the form of door-knocking, information sharing events and days of action, where a number of partners will target an area, discuss a range of issues with residents, and in some cases carry out enforcement and compliance action.
- 6.3 The Waste, Recycling and Street Cleansing (WRSC) Team has a small canvassing resource available for engagement. This resource supports other teams in their engagement activities, and it is made available to partners, building managers and social housing providers. The WRSC Team also work closely with Corporate Communications to inform and support campaigns and provide important service information and expertise.
- 6.4 In 2018, Manchester City Council set up a partnership with environmental charity Keep Britain Tidy with the aim of developing more creative ways to tackle litter and fly-tipping. The Keep Manchester Tidy partnership has since evolved to become a partnership of residents, schools, businesses, community groups and organisations, all working together to help achieve a clean and green city. The partnership is staffed by one full time Project Manager and one full time Neighbourhood Officer.
- 6.5 Keep Manchester Tidy links up with volunteers through a Facebook Page which now has over 2,000 members. A membership scheme has also been set up which will be promoted in 2023. It is anticipated that the membership



scheme will help to formalise the support given to volunteers and improve communication links. In addition, a new campaign that highlights the work of volunteer litter pickers has been produced and is now available for volunteers to use after their litter picks.

- 6.6 Last year, Keep Britain Tidy relaunched Eco schools making it easier for schools to participate in the programme. KMT began promoting Eco Schools by providing a direct offer of practical and/or financial support for schools and early years establishments. Keep Manchester Tidy also worked with MEEN (Manchester Environmental Education Network) to support schools. A total of 134 schools and early years settings are now registered to take part in Eco schools. Once a school has completed the 7 steps of the programme, they can apply for a green flag award during the application window which is opened annually in June. 26 schools and early years settings achieved their green flag award this year.
- 6.7 This table provides an overview of participation in KMT campaigns during 2022/23 (April-Dec)

<b>Campaign</b>	<b>Measure</b>
Litter pickers loaned	787
Litter pickers donated to active groups	124
Requests for bag collections following community litter picks	560
Number of bags of community picked litter collected	4,700
Volunteer time supporting community litter picks (assumes 15 mins per bag of litter).	1,175 hours
Keep Manchester Tidy Facebook group members	2,000+
Corporate volunteer events (for the year)	69
Great British Spring Clean – Keep Manchester Tidy hosted events across the city	13
Queens Jubilee Celebrations – Platinum Litter Picks completed or scheduled for completion by December 2022.	70*
Dog fouling campaigns	10 areas targeted
Manchester Day Parade – KMT float	70 volunteers
Number of schools and early years registered as Eco Schools	134
Eco Schools – number of green flags awarded to Manchester schools in July 2022	26
City Centre litter campaign *How many times the adverts appeared on people's screens	511,338 impressions* 2,506 clicks
Long term – place-based 'Clean and Green' projects	9

- 6.8 As part of Biffa's street cleansing and waste and recycling collection contract, they provide a highly regarded social value contribution which includes dedicated officers who:

- An engagement and education offer for schools, Adult Education settings and community groups. (1,035 pupils engaged in 2022)
  - Supporting community clean up events. (132 events in 2022)
  - Supporting work and skills initiatives working with young people in Colleges and Higher Education facilities.
  - Supporting the University volunteer scheme.
  - Apprenticeships and upskilling of the work force.
  - Working with communities to increase recycling and reduce fly-tipping. (2,721 people engaged and 243.5 hours spent at events).
  - Staff volunteer days in Manchester.
- 6.9 We work closely with Recycle for Greater Manchester (R4GM) to promote positive recycling behaviours, use of Household Waste and Recycling Centres (HWRCs), the Renew Hub, Renew shops, Education and Outreach Centres and the R4GM Community Fund.
- 6.10 Recycling contamination is a problem. Over 85% of UK households put one or more items in the kerbside recycling that is not accepted in their kerbside recycling collection (Source: WRAP Recycling Tracker 2021). The impact of this means that once it enters the recycling system, it can potentially contaminate clean recycling thereby reducing the overall recycling rate and increasing the demand on raw materials. Contamination of blue bins (paper and card) remains a challenge in parts of the city and leads to additional annual costs (£0.5m).
- 6.11 Paper and cardboard contamination has been an issue across Greater Manchester for several years now. R4GM have been exploring ways to support GM Authorities in tackling this issue and have recruited officers to carry out intense periods of monitoring and door knocking to engage with residents who are contaminating the paper and card bin. Areas in GM with the worst levels of contamination are being targeted as a priority. In October 2022, the campaign began in Manchester, targeting 2,000 households where contamination issues are regularly reported. This approach will be monitored, and the impact measured. If successful, this will be targeted towards other problematic rounds in 2023.
- 6.12 A core part of R4GM's communications plan is to promote HWRCs to residents and encourage them to separate their waste to maximise recycling. 20 sites are available for residents in Greater Manchester, 3 of which are in Manchester. The sites are open 7 days a week and accept more than 40 different types of household items for recycling. No appointments are required to use these facilities, but residents visiting in a van or with a twin axel trailer must apply for a permit before they visit. Research is being carried out to provide insight to help develop this communication and understand why some residents don't use the facility. Communications will also focus on explaining what happens to the recycling, much of it being recycled locally in the North-West.
- 6.13 The education centre at the Materials Recovery Facility (Longley Lane, Sharston) is a key part of the R4GM education service. The classroom has

recently been refitted and brought up to date with new interactive iPads and digital screens. From March 2022, the education team resumed in-person tours. They also offer tours at the solar farm in Bolton and at the Renew Hub in Trafford Park. Throughout 2022, the virtual tour has been offered as an outreach session with local communities and schools. From 1 April 2021 to mid-February 2022, 21 education sessions were delivered to Manchester residents to 1,299 participants. In 2022/23 R4GM Officers supported the Bee Green Education Summit in June 2022, and regularly support community events across the city.

- 6.14 28% of Manchester residents live in social housing and 39% live in a private-rented property. Housing officers and landlords often have strong engagement channels with their tenants. They know when tenants are starting a tenancy or leaving a tenancy and it is important to engage with residents at the most opportune moment. We work closely with social housing providers and our Selective Licensing team, to utilise existing engagement channels, ensuring new tenants have everything they need to manage their waste well.

## **7.0 Priorities for 2023/24**

- 7.1 Our WRSC communication, campaigns and engagement priorities for 2023/24 include:

- Supporting annual communication to residents inc. annual calendar, service leaflet and student campaign.
- Increasing the number of subscribers to BINFO – the free bin collection e-mail reminder service.
- Reducing contamination and increasing capture of good recycling through more engagement with residents, linking activity to climate change zero carbon plan.
- Reducing fly-tipping of household waste and supporting residents to use legitimate routes for excess household waste and bulky items. Seeking to prioritise re-use and recycling options first.
- Signposting residents who need to use a private waste removal contractor to 'Buy with Confidence' through awareness raising activity.
- Working with social housing providers and private landlords to amplify recycling messages and support residents to reduce incidents of household fly-tipping.
- Delivering a communications plan for all stages of the implementation of the English Waste Strategy (2018) – subject to Government direction.
- Encouraging proper use of HWRCs, the Renew hub and Renew shops to increase rates of recycling and reuse (this includes supporting the communication around the new refurbishment of Reliance Street, with the introduction of a Renew shop).
- Engage with residents living in areas where recycling rates are high to move further up the waste hierarchy to reuse items, reduce waste or not create waste in the first place. These messages and conversations will need to be targeted but are likely to be shared by our engaged recyclers.
- Promote the use of staff volunteer days to support Keep Manchester Tidy campaigns.

- Promote the annual Great British Spring Clean to target events in every ward and surpass last year's efforts.
- Increase the number of members to the Keep Manchester Tidy Facebook page.

## **8.0 Recommendations**

- 8.1 The Environment and Climate Change Scrutiny Committee is recommended to note, comment upon, and support the content of the report.

**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee – 9  
February 2023

**Subject:** Planning Policy and Climate Change

**Report of:** Director of Planning, Building Control and Licensing

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### Summary

The report considers how planning policy contributes to addressing climate change. It provides a general overview of current planning policy; an update on emerging planning policy (Places for Everyone and the Manchester Local Plan); a brief summary of proposals announced at the national level on 22 December 2022; and provides key information on carbon standards for new build homes; flooding mitigation and heat island mitigation. It also includes a summary of the current consultation on updates to the National Planning Policy Framework (NPPF) expected this Spring; and potential future changes to NPPF via the Levelling Up and Regeneration Bill.

### Recommendations

The Committee is recommended to:-

- (1) To consider and comment on the current and emerging planning policy approach that seeks to address climate change; and
  - (2) To consider and comment on the proposals set out in the consultation on updates to the National Planning Policy Framework (NPPF) expected this Spring; and potential future changes to NPPF via the Levelling Up and Regeneration Bill.
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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 planning system will continue to help the city work toward zero carbon including by encouraging compact patterns of urban development, with housing accessible by active and public transport to employment and services; preserving and improving green and blue infrastructure by encouraging development in existing urban areas; and supporting zero carbon building standards through development planning processes.</p>
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**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Local Plan will include the completion of the Equality Impact Assessment (EqIA). To inform how the draft policies in the plan may impact on different protected or disadvantaged groups.

<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 city's planning system aims to improve Manchester's economic performance and spread the benefits of this growth across the city to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The city's planning system incorporates a vision for Manchester of a knowledge-based economy flourishing within an entrepreneurial community, characterised by a fully skilled, inclusive working Population, and includes policies to deliver this through key strategic locations across the city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The city's planning system aims to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.
A liveable and low carbon city: a destination of choice to live, visit, work	The city's planning system aims to provide a framework within which the sustainable development of the city can contribute to halting climate change. It also aims to provide a network of distinctive, attractive and high-quality centres.
A connected city: world class infrastructure and connectivity to drive growth	The city's planning system aims to improve Manchester's physical connectivity, through sustainable and accessible transport networks, to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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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 Core Strategy Development Plan 2012 to 2027
- Places for Everyone Publication Plan 2021 and subsequent Examination documents (see the Examination Library at [GMCA – Places For Everyone Joint DPD | Helen Wilson Consultancy Limited \(hwa.uk.com\)](#))
- 9 September 2021 report to Environment and Climate Change Scrutiny Committee on Planning and its contribution to address climate change
- Government Consultation Proposals (December 2022) [Levelling-up and Regeneration Bill: reforms to national planning policy - GOV.UK \(www.gov.uk\)](#)

## 1.0 Introduction

1.1 This report outlines how planning policy in Manchester contributes to addressing climate change. It provides:

- a general overview of current planning policy including key information on how carbon standards for new build homes; flooding mitigation and heat island mitigation are addressed in section 3;
- an update on emerging planning policy (Manchester Local Plan and the joint local plan, Places for Everyone) in section 3; and
- a brief summary of proposals published by the Government which is consulting on updates to the National Planning Policy Framework (NPPF) expected this Spring; and potential future changes to NPPF via the Levelling Up and Regeneration Bill. A summary of the key aspects that are pertinent to the climate change agenda is set out in section 3.
- Detail on the planning application process and the considerations brought into play when considering climate change matters; and how considerations on climate change are included in the permitted development process (section 4).

## 2.0 Background

2.1 The planning system is part of an overall strategy in the city and a suite of measures being used to tackle climate change, including:

- our science-based target to achieve zero carbon by 2038;
- the Climate Change Action Plan and actions within it;
- our role in the Manchester Climate Change Partnership and Manchester Climate Change Framework, working with partners to collaboratively take action on climate change at the city scale.

2.2 It is one way of helping to address climate change and influence and support change through place-making and the use of land and buildings. The Core Strategy (the main document of the current Local Plan), adopted in 2012, includes clear objectives that seek to deliver sustainable development; and cover matters such as tackling contaminated land, improving air quality, reducing pollution, reducing emissions from buildings, promoting less waste, supporting sustainable travel, minimising flood risk, and construction management. Further detail on how policies are delivering positive outcomes for carbon standards for new build homes; flooding mitigation and heat island mitigation are set out in Section 3.

2.3 As required by Government, we are reviewing the city's Local Plan. This dovetails with the joint local plan, Places for Everyone, that is very well advanced (currently at the hearings stage). The emerging policy framework presents an opportunity to consider how potential changes can be developed to strengthen the existing framework in the Core Strategy, given the urgency of the climate challenge and the need to accelerate responses at all levels of society.

2.4 Government is currently consulting on updates to the National Planning Policy Framework (NPPF) expected this Spring; and potential future changes to NPPF via the Levelling Up and Regeneration Bill. A summary of the key aspects that are pertinent to the climate change agenda is set out in section 3.

### 3.0 Main issues

#### Current Planning Policy

3.1 The Core Strategy sets out specific policies for Manchester that already seek to address climate change; the key policies are set out in paragraph 3.2. However, as with national policy, the core strategy must be read as a whole to guide development towards sustainable solutions.

3.2 The key aspects that pertain to climate change include the following:

- Spatial Principle SP1 - to provide a framework within which the sustainable development of the city can contribute to halting climate change.
- Core Development Principles (within Policy SP1) - to minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible, and ensuring development is located to reduce the need to travel and provide good access to sustainable transport provision.
- Policy DM 1 Development Management – including requirements for appropriate siting, sustainable transport, biodiversity, green infrastructure, flood risk, and energy targets.
- Policy EC 1 - development proposals should have regard to climate change resilience demonstrating how CO<sub>2</sub> emissions will be minimised with an aim of zero carbon emissions, through energy efficiency, renewable energy and contributing to low and zero carbon decentralised energy infrastructure.
- Policy T 1 - to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon-free modes of transport. This includes the Council supporting proposals that facilitate modes of transport that reduce carbon emissions, such as by incorporating charging points for electric vehicles. The Core Strategy also sets minimum cycle parking standards for development types.
- Policy EN 4 - reducing CO<sub>2</sub> Emissions by enabling low and zero carbon development through a range of measures.
- Policy EN 5 - Strategic areas for low and zero carbon decentralised energy infrastructure.
- Policy EN 6 - Framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies.
- Policy EN7 – a general presumption in favour of low and zero carbon decentralised energy schemes.
- Policy EN 8 Adaptation to Climate Change - All new development is expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and external spaces.

- Policy EN 9 Green Infrastructure - New development is expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies the Council will encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure. New green infrastructure provision should be an exemplar of best practice and innovation in terms of both its design and management.
- Policy EN 15 Biodiversity and Geological Conservation – developers are expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

3.3 The policy framework allows the planning service to require development proposals to be supported by a range of information which is assessed as part of the planning process. This was set out in the report to Committee in December 2021. As a recap this includes:

- air quality impact assessment and mitigation;
- identification of ecological features or wildlife habitats and proposed biodiversity measures;
- Environmental Standards Statement addressing sustainability ratings and provision of renewable energy, along with a Building Research Establishment Environmental Assessment Method (BREEAM) pre-assessment rating (typically requiring at least a Very Good rating) (see xxx below)
- A Blue and Green Infrastructure Statement;
- A Flood Risk Assessment for sites in a designated Flood Zone or over 1 hectare in size, or over 0.5 hectares for sites in Critical Drainage Areas;
- Sustainable Urban Drainage Strategy;
- Transport Statement, including provision or futureproofing for electric charging points, public transport consideration, and parking management strategy;
- Travel Plan including strategies for integrating sustainable travel based on evidence of anticipated transport needs;
- where trees are impacted, a tree age and condition survey is required together with a tree replacement scheme (the approach is to seek via planning a two for one replacement, with three for one in some cases – the City of Manchester has approximately 19% tree cover); and
- demonstration of how carbon emissions will be minimised, working toward zero emissions, through energy efficiency, renewable energy and contributing to low and zero carbon decentralised energy infrastructure.

3.4 These documents are considered as part of planning applications to enable an informed and balanced decision to be made, giving regard to all key objectives, which along with addressing climate change include things such as delivering sufficient housing and building a strong, competitive economy.



- 3.5 In 2020, the validation list was amended to require the submission of a Construction Management Plan (CMP). Broadly speaking construction impacts are not material considerations for the local planning authority as these are controlled through other legislation. Requiring a CMP at the planning stage can allow early consideration of such impacts by relevant parties and allow for potential amenity and environmental issues and mitigation measures to be identified.
- 3.6 A significant area of work is incorporating climate change mitigation into retrofit works. Retrofitting is key for many of our existing homes to reduce energy requirements and improve energy efficiency. There are different ways to retrofit a home and in many instances the works involved would not require planning permission; being multi-faceted, this can include insulating roofs, walls and floors; replacing windows; improving ventilation design; airtightness works and more efficient heating and water systems. Where these works are internal and lead to no external changes these would be classed as permitted development, with some exceptions; equally, there are changes that can be made to the outside of a home that would not require permission. For example, the installation of solar panels and equipment could be permitted development, subject to certain limits and conditions. Fitting insulation would also not require planning permission unless there are changes principally to the front elevation of a dwelling. Where permission is required, officers will work with applicants to resolve any issues (usually around heritage or visual impact) as quickly as possible.
- 3.7 Appendix 1 sets out examples where existing planning policies have shaped current developments.

### **Emerging Planning Policy**

- 3.8 The emerging Manchester Local Plan presents an opportunity to consider and review the existing planning policy approach to climate change, and potential changes to strengthen this; key given the urgency of the climate challenge and need to accelerate responses at all levels of society. Local Plans have a legal requirement to take account of climate change through Section 19(1A) of the Planning and Compulsory Purchase Act 2004. This requires local planning authorities to include in their Local Plans “policies designed to secure that the development and use of land in the local planning authority’s area contribute to the mitigation of, and adaptation to, climate change”.
- 3.9 Areas in the Local Plan that could be considered to further strengthen the city’s response include building standards, local energy generation, green and blue infrastructure, biodiversity, transport with climate change mitigation and adaptation running through these policy themes as a key consideration.
- 3.10 One of the key areas of policy development proposed in the local plan is the concept of an Urban Green Factor. This policy approach will bring together various strands of green infrastructure into a holistic view on how new development can incorporate “urban greening”. The concept has been previously developed via an adopted policy in the London Plan ([Urban](#)

[Greening Factor \(UGF\) guidance | London City Hall](#)). As part of the evidence base (see list below) work has been undertaken via the Our Rivers Our City study ([Our-Rivers-Our-City-Strategy\\_Final.pdf \(growgreenproject.eu\)](#)) that incorporates a baseline assessment of a potential Urban Green Factor based on a ward level analysis across the city (see Appendix 2 for an extract from the study). In essence, the baseline assessment provides information on what is the current state of play on an Urban Green Factor. This will inform the development of the policy to consider what level to pitch potential improvements to green infrastructure within the context of the suite of policy asks on development.

- 3.11 This could include how the planning system can help mitigate the effects of urban heat islands (which can be formed when vegetation is replaced by hard surfaces, buildings and other structures necessary to accommodate new homes and new jobs). We need to understand how this may contribute to changes in both daytime/night-time temperatures and possibly air pollution in Manchester and managing heat risk and measures to mitigate this is linked to the work we are doing in relation to the urban green factor. Some of the measures which could help deal with the heat island effect are already in place, for example increasing tree coverage and negotiating green roofs, but we need to understand more the impact and what other aspects of development, such as materials on buildings and hard surfaces could play in this regard.
- 3.12 To inform the development of policy in this regard, there are several studies that have been completed or are in the process of gathering evidence to support the local plan. The evidence base will include the following:
- Our Rivers, Our City (completed winter 2021)
  - Biodiversity Strategy (completed autumn 2022)
  - Tree Opportunity Mapping
  - Open Space Study (near completion)
  - Net Zero new development (Updating previous commissioned work)
  - Housing Needs Assessment (commissioned)
  - Biodiversity Net Gain (GMEU study nearing completion; Manchester study commissioning)
- 3.13 The Places for Everyone joint local plan is nearing the completion of hearing sessions as part of the examination of the plan. There will be a further round of formal consultation on any proposed changes (main modifications) to the plan later this year; followed by adoption of the plan by individual full councils of the constituent local authorities. While addressing climate change is fundamental to the plan as a whole and integrated across policies, policies in Places for Everyone which have specific references to climate change or carbon emission reductions include:
- JP-S 1 Sustainable Development
  - JP-S 2 Carbon and Energy
  - JP-S 3 Heat and Energy Networks
  - JP-S 4 Resilience

- JP-S 5 Flood Risk and the Water Environment
- JP-S 7 Resource Efficiency (n.b. policy proposed to be deleted as part of the PFE Examination with clauses added into other policies in the plan)
- JP-J 1 Supporting Long-Term Economic Growth
- JP-G 2 Green Infrastructure Network
- JP-G 5 Uplands
- JP-G 7 Trees and Woodland
- JP-G 9 A Net Enhancement of Biodiversity and Geodiversity
- JP-P 1 Sustainable Places
- JP-P 2 Heritage
- JP-C 1 An Integrated Network
- JP-C 4 Streets for All
- JP-C 6 Freight and Logistics
- JP-C 7 Transport Requirements of New Development

### **Delivering Climate Mitigation and Adaptation**

3.14 Paragraphs 3.3 to 3.5 and section 4 provide examples of specific benefits that development delivers in terms of carbon standards for new build homes, flooding mitigation and heat island mitigation. Other key tools that support planning policy include the Green and Blue Infrastructure Plan and the Manchester Tree Action Plan 2016-20. This work is an essential component of creating a climate resilient city and these plans are integrated as actions under Manchester's Climate Change Action Plan (MCCP). Key projects to highlight in this report include:

- The Sponge City approach developed in the West Gorton Community Park;
- Work underway in the Victoria North area to bring forward a River City Park; and
- Tree planting by the City Council and other organisations (e.g. City of Trees) that contributes directly to the provision of shading and mitigating urban heat effects.

3.15 A full update on the work undertaken through Green Infrastructure will be presented to the scrutiny committee in March.

### **Levelling-up and Regeneration Bill: reforms to national planning policy**

3.16 Government published proposals under the auspices of the Levelling-up and Regeneration Bill (LURB) (reforms to national planning policy) on 22 December 2022. The consultation seeks views on the proposed approach to updating the National Planning Policy Framework. It also seeks views on the proposed approach to preparing National Development Management Policies, how this might develop policy to support levelling up, and how national planning policy is currently accessed by users. The consultation is split into two main parts – information and 58 questions about the proposed changes emerging from the LURB; and a tracked changes version of the proposed next iteration of the NPPF.

- 3.17 The proposed changes to be introduced via the LURB can be summarised as follows:
- Around half of the consultation questions focus on housing issues with key proposals around five-year land supply; housing requirements in local plans; and changes to the Housing Delivery Test (HDT);
  - A number of other specific housing related matters covering:
    - Social rent – the govt intends to change the NPPF in the future to give greater importance to social rent. It is looking at widening the definition of affordable housing for rent for example to include community-led developments;
    - Encouraging development on small sites;
    - Developer accountability – looking at making applicants’ past “irresponsible planning behaviour” either a material consideration when the LA is determining planning applications from them in the future or allowing LAs to decline to determine future applications from these applicants. The govt is asking for views on what types of behaviour would be in scope for this;
    - Monitoring of build out progress on sites; and
    - Consideration of an ‘alignment policy’ which will look at replacing the Duty to Cooperate mechanism.
  - Includes additional wording in the proposed change to ensure that food security considerations are factored into planning decisions that affect farmland; and
  - Enable new methods for demonstrating local support for onshore wind development.
- 3.18 Alongside these specific changes, the consultation calls for views on a wider range of proposals, particularly focused on making sure the planning system capitalises on opportunities to support the natural environment, respond to climate change and deliver on levelling up of economic opportunity, and signals areas that are expected to be considered in the context of a wider review of the Framework that will follow Royal Assent of the Bill. The government will consult on the detail of these wider changes next year, reflecting responses to this consultation.
- 3.19 Chapter 7 of the consultation proposals focusses on climate change and biodiversity (questions 37 to 40). Biodiversity Net Gain (BNG) is highlighted noting the statutory status of proposals enshrined in the Environment Act (2021) including the requirement to demonstrate at least 10% biodiversity net gain on all development sites, other than a small number of exemptions. The Act also introduced new Local Nature Recovery Strategies, which will map important habitats and areas for nature recovery and enhancement. In Manchester work is well advanced on understanding the implications for delivering BNG from development (evidence base for the Local Plan noted in paragraph 3.11). Moreover, Greater Manchester authorities were one of the initial pilots to develop a Local Nature Recovery Strategy. The work already undertaken will prove invaluable for the preparation of the emerging Local Plan by providing additional evidence to supplement the specific work on BNG.

- 3.20 Chapter 7 also asks about a specific aspect connected to climate change, namely the use of carbon assessments. The consultation states,

“There have been calls to embed a broad form of carbon assessment in planning policy, for example that could apply at local plan-level or could cover emissions that result from locational, design, travel and development choices. However, evidence on their operation and impact, and how local authorities take action on the results, is not clear cut. We are interested in whether effective and proportionate ways of deploying a broad carbon assessment exist, including what they should measure, what evidence could underpin them such as Local Area Energy Plans, and how they may be used in a plan-making context or as a tool for assessing individual developments. This will inform a further consultation on national planning policy in due course.”

- 3.21 The climate change aspect of the consultation also picks up about flood risk management. The consultation states,

“...the government has commenced a review of the case for implementing Schedule 3 to the Flood and Water Management Act 2010 concerning Sustainable Drainage Systems (SuDS). The review will ensure that the commencement of Schedule 3 in England will support the objectives of alleviating pressures on the sewer network and reducing flood risk, as well as improving water quality, amenity, biodiversity, and rainwater harvesting. If implemented, this Schedule would introduce standards for new sustainable drainage systems as well as making connection to public sewers conditional of approval that the drainage system meets the national standards. government will update on the outcome of this review shortly.”

- 3.22 The final aspect of the consultation sets out the envisaged role for National Development Management Policies (NDMPs). The consultation states that

“These are intended to save plan-makers from having to repeat nationally important policies in their own plans, so that plans can be quicker to produce and focus on locally relevant policies. National Development Management Policies should also provide more consistency for small and medium housebuilders, who otherwise must navigate a complex patchwork of similar but different requirements.”

“Stakeholders have suggested that planning policy should address other climate risks identified in the third Climate Change Risk Assessment, such as overheating and water scarcity, and that it should help put more focus on nature-based solutions and multi-functional benefits. This would be beneficial for ensuring future development is resilient to changes in climate, beyond the role of building regulations. For example, the provision of green infrastructure in new development can aid climate change adaptation and improve resilience to extreme weather events.”

- 3.23 The intention is that National Development Management Policies are set out separately from the National Planning Policy Framework, which would be re-focused on principles for plan-making. This consultation calls for views on how



to implement NDMPs and the government will consult on the detail next year ahead of finalising the position.

- 3.24 Appendix 3 of this report provides further details on the consultation with a broad outline of the response proposed by the city council.

#### **4.0 Planning Application process and permitted development**

##### **Planning Application Process**

- 4.1 As noted above there is an existing policy framework which seeks to address climate change. This provides a platform for covering environmental issues when considering spatial land use matters. However, with increasing concerns, the planning process in Manchester has sought to do more in advance of any policy change (both at a local and national level). A previous report advised that all major planning applications are already required to be accompanied by an Environmental Standards or Energy Statement (part of the local validation checklist noted above) which set out the design intent for the scheme as well as the commitment to aligning with City Council aspirations and desire to deliver sustainable development. The carbon reduction strategy would also be set out within this document.
- 4.2 Amendments were made to the Building Regulations Approved Document Part L (Conservation of Fuel and Power) in 2021. This outlines the requirement for reductions in carbon emissions required for new developments; each scheme that requires planning permission is also now required to show how the development would perform against the requirements set out within those Building Regulation standards.
- 4.3 The submitted information would usually outline how the development would meet the Energy Hierarchy principles to make the fullest contribution to minimising carbon dioxide emissions in accordance with the following principles:
- Be Lean: use less energy
  - Be Clean: supply energy efficiently
  - Be Green: use renewable energy
- 4.4 Be Lean – this usually relates to a fabric first approach in reducing energy demand/consumption and the following lists typical issues addressed:
- Improvements to the performance of the building fabric
  - Promotion of daylight to reduce lighting loads
  - Natural ventilation and incorporating heat recovery technology in the building core
  - Low energy lighting
  - High Efficiency Plant such as air source heating/cooling systems
- 4.5 Be Clean – The aim is to secure improvements to ensure that the energy required is sourced from low-carbon technology and demands are met as

efficiently as possible. If available heat networks can be utilised to provide heating and hot water to a development in an efficient manner. Opportunities can also be realised to include combined heat and power systems which allows for production of electricity from unused heat. Where this is not possible clean measures should be introduced which reduce carbon emissions.

- 4.6 Be Green – this involves looking at how renewable technologies could be used to further reduce the carbon footprint; for example through biomass boilers, solar water heating, ground source heat pumps, air source heat pumps and solar PV.
- 4.7 A whole life carbon analysis is to be sought for any major planning application with an expectation that this goes beyond the requirements of the current Core Strategy to contribute towards the City's Net Zero Carbon target. The request is that this includes how the development proposed would reduce the impact on the environment, including, water-consumption, sourcing materials, energy monitoring and efficiency. A full materials review should be included regarding embodied carbon aimed at reducing the environmental and social impact, wherever possible this should include responsible sourcing of materials.
- 4.8 In addition to the above, we will always engage with developers to negotiate car parking levels and the optimum number of safe secure cycle spaces. It is acknowledged that car parking can be a challenging issue, the tension being how much to address concerns of there not being enough to minimising the amount in sustainable locations and reducing reliance on private vehicles. Where car parking is proposed, not only are the physical impacts of such spaces assessed including visual appearance with screening by landscaping and trees, permeable surfaces etc, but measures are encouraged for alternative means of transport.
- 4.9 This negotiation also involves electric charging points and the type of charging points to be installed. This would usually involve fast charging points, as well as the infrastructure, for any required additional points in the future.
- 4.10 Every planning application is checked before being registered in order to determine which flood zone it is within and whether the site is also within a critical drainage area. Dependent on the location, the proposal must be accompanied by the correct level of information relating to drainage, including where necessary, a flood risk assessment. For example, any development within Flood Risk Zone 3 (the most vulnerable location) or meets other criteria such as the size of the application site, would need a fully detailed Flood Risk Assessment. Those applications within the most vulnerable areas are subject to consultation with the Council's own Flood Risk Management Team and the Environment Agency. Where permission is granted, conditions will ensure that drainage is carried out in accordance with the approved details.
- 4.11 Key to negotiations is working with developers for the best possible approach to drainage including investigating where a sustainable urban drainage system (SuDS) could be incorporated. SuDS aim to control surface water run-off at source by storing it locally through collection and cleaning before water is

released back into natural watercourses; relieving pressure on sewer systems and reduce the risk of flooding by replicating a more natural process to manage flow rates. Their benefits include improving water quality by capturing and retaining any harmful pollutants and reduce the risk of polluted water entering watercourses. The type of drainage system appropriate for any development is subject to careful and full consideration taking into account National Guidance.

- 4.12 Tree removal and tree replacement is also a matter that is often highlighted through the planning process. Tree loss is regrettable but there will be many reasons for this. Many sites coming forward for new homes or businesses creating new jobs in Manchester are brownfield and previously developed. With time they will become home to self-seeded vegetation and trees. Notwithstanding this, a trees age and condition will always be assessed, and any loss balanced against the delivery of other key council objectives. What is important is how tree loss can be mitigated and where.
- 4.13 In advance of the mandatory 10% biodiversity net gain being introduced, the service is also working with GMEU and colleagues across the Council to secure an uplift wherever possible.

#### **Permitted Development**

- 4.14 Not all development requires planning permission from the local planning authority. Over recent years the Government has increased permitted development rights both for homes owners/occupiers and businesses; in such cases a local planning authority has no control or influence over the standard of development or what it should address.
- 4.15 These permitted development rights cover changes of use, extensions and other external works. An example is the paving over of front garden areas; we are aware this is a concern and is often reported to the planning service for investigation. For clarity the legislation only requires permission being sought for front gardens and only where there is no provision to deal with water run off onto the highway. This significantly impacts on any action that can be taken. It is noted that many house extensions including such structures as conservatories and outbuildings do not routinely require the submission of an application for planning permission. Again, this impacts on the control available through the planning system in relation to the environmental performance of these structures and how they compare to the main host building.
- 4.16 Even where a prior approval is required for certain changes of use (and this includes changes of use to residential) there is no provision for a local planning authority to consider environmental impacts, despite this being raised before amendments to the legislation was made.

## **5.0 Recommendations**

5.1 The Committee is recommended to:-

- (1) To consider and comment on the current and emerging planning policy approach that seeks to address climate change; and
- (2) To consider and comment on the proposals set out in the consultation on updates to the National Planning Policy Framework (NPPF) expected this Spring; and potential future changes to NPPF via the Levelling Up and Regeneration Bill.

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## Appendix 1 – Current Development

### Jackson’s Brickworks

A recent example of a comprehensive development which has secured an holistic approach to sustainable development relates to a scheme which was Minded to Approve by a meeting of Planning Committee in October 2022. The development proposed the erection of 378 dwellings together with commercial floorspace and a new secondary school. The site had significant contamination which was subject to a previous application to deliver a remediation scheme, bringing brownfield land back into use after 40 years of dereliction.

The scheme includes the planting of 373 trees together with a deep landscaped buffer to an adjoining canal towpath as well as native hedging; with native herbaceous planting to water retention swales and rainwater gardens. Public realm would be brought forward through a 1.36ha park together with several smaller pocket parks/play areas. Water run-off and flood mitigation would be dealt with through the provision of swales, rainwater gardens and attenuation basins which also provide habitats as part of biodiversity enhancements. A fabric first approach has been included for the houses and apartments delivering an energy saving development that can meet housing needs and reduce carbon emissions during the lifecycle of each dwelling. Renewable technologies would be provided in the form of air source heat pumps to power the main heating systems and solar photovoltaic panels to provide the electricity.



## Silk Street

The scheme brings forward a “passive fabric-first” approach. The apartment buildings and dwellings fabric would be highly efficient with energy saving measures incorporated into the design in the form of lighting, power and ventilation measures. photovoltaic array would be installed to the roof of the dwellings. The dwellings would be entirely electric and would not be fitted with gas boilers and would also have a highly efficient fabric and lighting systems. There are also green walls to the apartment buildings and ground source heat pumps/

These measures would achieve a site wide reduction in CO2 over Part L (2010) of the Building Regulations of 44.9%. This reduction exceeds the requirements of policy EN6 which seeks to achieve a 15% reduction in CO2 on Part L (2010) Building Regulations. There is an opportunity to reduce this further once the applicant has finalised measures and the overall carbon reduction is likely to be greater over the lifetime of the development as the electricity grid decarbonises. A post construction review would form part of the planning conditions to verify that this reduction has been achieved.

A drainage scheme would also minimise the flow rates of surface water into the surrounding network and the soft landscaping within the public realm would adopt sustainable principles as much as possible.



## Trinity Islands

The development proposed will deliver a building fabric that will be highly efficient. An all-electric approach would be adopted using air source heat pumps and a fabric first approach to design. The fabric includes efficient mechanical and electrical systems with controls to reduce emissions and low energy lighting and efficient hot water storage. 20% of the on-site parking would be fitted with an electric car charging point with the remaining spaces fitted with the infrastructure to be adapted. 1950 cycle spaces would be created and with pedestrian and cycle infrastructure in the public realm to encourage cycling and walking. A travel plan would encourage residents to take advantage of public transport and minimise vehicle trips.

If the most up-to-date format for calculating grid carbon efficiency is factored in and the development achieves ongoing carbon reductions delivered by grid-scale infrastructure, the proposal could achieve a 50% betterment and therefore exceeds the 9% equivalent under Part L 2013. A post construction review will form part of the planning conditions to verify that this reduction has been achieved.

Green and accessible public realm would connect to the river and connect through an enhanced underpass. It would support the green and blue infrastructure strategy for the site as part of a sustainability strategy. Green infrastructure will include landscaping, trees, street trees and wildlife habitats to improve biodiversity. This would include 1.29 hectares of public realm, 149 trees, ornamental planting, shrubs, green walls and other planted areas. This would contribute to mitigating air quality conditions and surface water run off rates.



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## Appendix 2 – Urban Green Factor (Extract from Our Rivers, Our City)

Setting the Scene

# Indicator 5 Climate Resilience The Urban Greening Factor

Greener, bluer and "spongier" neighbourhoods are more resilient to the damaging effects of climate change.

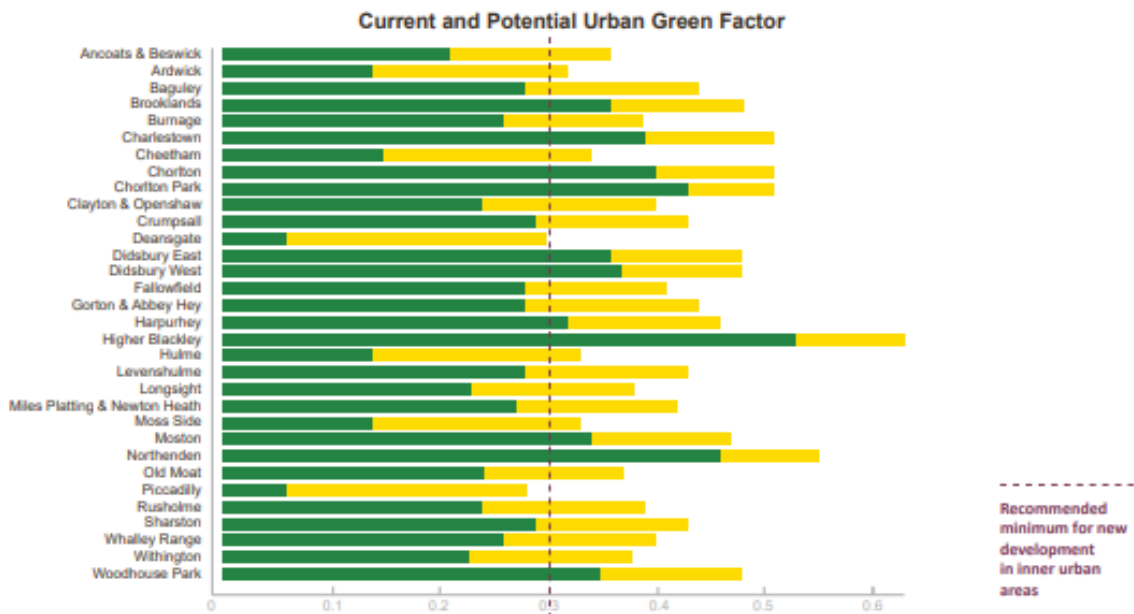
Green-blue neighbourhoods with trees, open waterbodies and natural vegetation stay cooler and better ventilated than "urban heat islands" where there is little or no green-blue infrastructure and buildings and roads bounce solar heat into the street-scene.

"Spongy" neighbourhoods with deep natural soils, good tree canopy cover, and plenty of grasslands can absorb rainwater into vegetation and soils. By contrast, highly urbanised areas have sealed surfaces, meaning rainwater rapidly flows into drains. When they run out of capacity, water backs up into the city, causing surface water (pluvial) flooding.

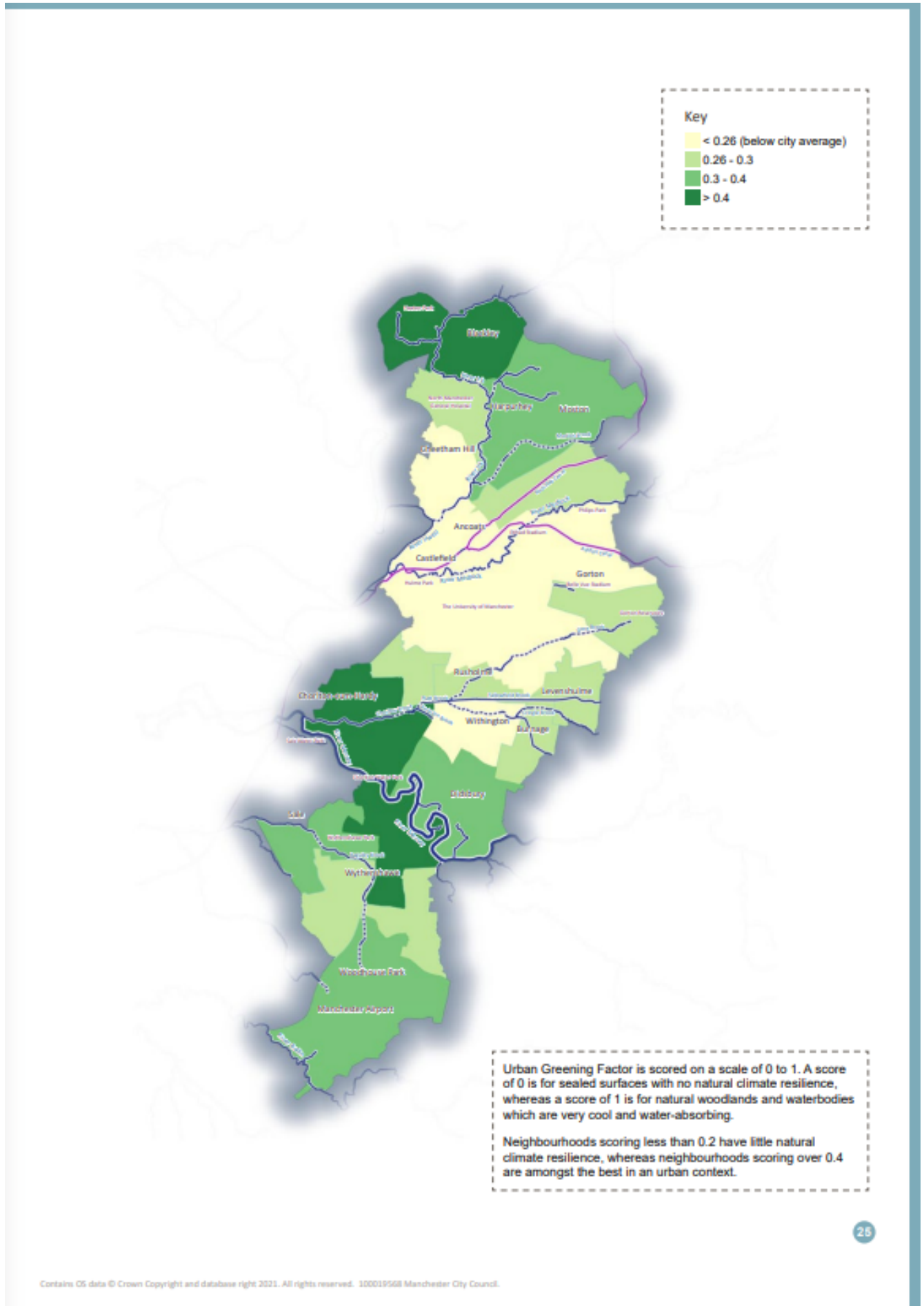
One measure of climate resilience is the "Urban Greening Factor", shown per ward.

Urban planners can use the UGF to set minimum scores that new development should attain; this triggers architects and developers to integrate nature-based and water-focussed designs into their proposals.

Urban blue-green infrastructure measures such as tree planting, rain-gardens, letting grass grow long, blue-green roofs and living walls can all help existing neighbourhoods become greener, bluer and spongier. The bar chart shows the current Urban Greening Factor score for each ward, and also the potential score if all suitable opportunities are taken to make the city "spongier".







### Appendix 3 – NPPF Consultation

The proposed changes to be introduced via the LURB can be summarised as follows:

Around half of the consultation questions focus on housing issues with key proposals around five-year land supply; housing requirements in local plans; and changes to the Housing Delivery Test (HDT).

Aspects of this part of the consultation have a bearing on Manchester with some potential wider issues for the Places for Everyone process.

#### Five year supply

- **Local Authorities will no longer need to demonstrate a five year housing land supply if they have an up to date Local Plan** (i.e. where the housing requirement set out in strategic policy is less than 5 years old), introduced to incentivise speed of plan making.
- **Once adopted the housing requirement in Places for Everyone will count as the up-to-date strategic housing policy for Manchester and negate the need to demonstrate a five-year land supply for a period of up to five years post adoption. Notwithstanding the consultation point, the city council can currently demonstrate a five-year housing land supply.**
- **All buffers applied to housing requirements to be removed** from wherever these were applied (i.e. Local Plan trajectory; five-year housing land supply; and as a sanction following under delivery against the Housing Delivery Test.
- **This provides further flexibility in the planning and delivery of housing irrespective as to whether there is an up to date adopted plan or not.**
- **Oversupply – can take this into account in five-year housing land supply calculations**, i.e. in the instances where a five-year land supply is required (i.e. once a Local Plan is out of date) previous over delivery/supply can be taken into account from the earlier years of the Local Plan (i.e. from the start year of the relevant Local Plan).
- **This will require clarification in the current situation of the adopted Core Strategy (start date 2012). The NPPF amends refer to “taking into account any previous under or over-supply as set out in planning guidance” so it would appear that there will be more clarification on this to come in future consultations. It is also worth noting that this is separate to counting previous over supply when setting out supply in Local Plan policy (i.e. in an emerging Local Plan) - there is a separate provision for counting previous ‘over delivery’ against new provision in a Local Plan policy (see later).**
- If the proposed amends to the NPPF are implemented, Local Authorities whose plans have reached Reg 18 or 19 consultation stage, and where the consultation included a Proposals Map and proposed housing allocations, would only need to **demonstrate a four year supply rather than five for the purposes of**

**planning app decisions.** This proposal would last for two years from the point at which the NPPF changes take effect.

- The PfE is at a very advanced stage and the current intention is for the examination process to continue, with the extant planning legislation and regulations applying.
- So if our next LP consultation included a proposals map & a housing allocation this would apply to us, but not relevant as we can demonstrate a 5YS in any case.

### Housing requirement and Local Plans

- The standard method formula remains the same at present, i.e. 2014-based household projections, but the Government says it will consider the implications of the 2021 census when this is published in 2024.
- The Standard method remains as the starting point for assessing Local Plan housing requirement, with the option for Local Authorities to use an alternative approach where justified by exceptional circumstances as at present. However **the NPPF will be amended to make it clearer that the standard method is not mandatory** (which has always been the case), with the government proposing to give more information in planning guidance at a future date about the type of local characteristics that could justify using a different way of coming up with a figure. It gives two examples: islands with a high percentage of elderly residents, and towns with a high percentage of students. Views are sought on the types of demographic and geographic factors that could count.
- This part is mostly of academic interest given the advanced stage that Manchester and the eight other authorities engaged in the PfE joint local plan have reached.
- The consultation also outlines how Local Authorities that demonstrate they cannot meet their housing needs because of various constraints (see below) can have a lower housing requirement than their need.
- **If an LA cannot justify using a different housing need figure than the standard method, but considers that its need cannot be accommodated then it can propose a lower requirement in its LP for one of three reasons:**
  1. **If it would need to build at densities “significantly out of character”** with the existing area in order to achieve the requirement, taking into account design codes. The consultation asks for views on what evidence LAs should be expected to provide to make this case.
  2. **If greenbelt boundaries would have to be altered** to achieve the required housing (although LAs do have the option to do this).
  3. **If the LA ‘over delivered’ during the preceding plan period then this can be subtracted from what needs to be provided in the new plan.** Over delivery here has a different meaning to over supply where the Local

Authority can take this into account in the five year housing land supply statement (as above), in this situation over-delivery means that more units have been given permission than the housing requirement in the existing LP – the excess permissions can reduce the future provision.

- The second condition above does not have any direct relevance to Manchester, given that housing requirement (incorporating a 35% uplift) set out in the draft PfE does not require any Green Belt allocations within the city. The first condition is one that is very much at the forefront of the emerging Local Plan in terms of future development patterns – it is critical that specific areas of the city do see an increase in the density of development both for efficient use of land but also to derive benefits to place making and sustainability within the urban area. The final condition would only apply to a future local plan process because the housing requirement has been fixed by the draft PfE which is already at the examination stage.
- The 35% uplift is to be accommodated within 20 specific urban areas (Manchester is one of the 20) is confirmed to apply to the specific urban area identified. There may be opportunities for neighbouring districts to accommodate some of the uplift where a joint Local Plan sets out an approach that has been agreed by the relevant authorities. The consultation asks for views on how neighbouring Local Authorities should consider this where they are part of the wider economic / transport / housing market for the core Local Authority identified with the 35% uplift.
- The 35% uplift had already been factored into Manchester's housing requirement within the draft PfE.
- The test of soundness pertaining to 'Justified' is proposed to be removed from the examination process. Local Plan targets will have to meet need as far as possible, take into account other policies in the NPPF and be effective and deliverable. This change is to avoid Local Authorities having to produce "very large amounts of evidence to show that the approach taken to meeting housing need is a reasonable one" but doesn't say what type of evidence is still needed though.
- This would potentially simplify the examination process and as noted could reduce the evidential burden that accompanies the justification for housing requirements.
- "Retirement housing, housing-with-care and care homes" are added to the list of different groups whose needs require assessing.
- A Housing Needs Assessment has just commenced for Manchester and these aspects are already factored in.

### **Housing Delivery Test**

- The 20% buffer for LAs delivering <85% of their housing requirement is removed as all buffers have gone.

- Manchester currently delivers 169% of its HDT target and therefore clearly passes the test with no sanctions (buffers) applied.
- The HDT will now also look at how many units are in the planning pipeline. If a Local Authority has given permission for enough deliverable homes to meet its annual requirement (or Local Housing Need) plus a 15% contingency, then if it only delivers <75% of its requirement in the HDT it wouldn't be subject to the 'presumption in favour of sustainable development' sanction. The Local Authority would still have to produce an Action Plan.
- Manchester has never been in this position to date, but presumably all LAs will have to provide the data on deliverable permissions (see below).
- The Government makes the point that this will mean an additional data return from Local Authorities to collect data on permitted units, as it is not something they ask for at present. The consultation asks for views on "a robust method for counting deliverable homes permissioned for these purposes".
- It is considered useful if they stick to the current definitions and count permitted units in the same way as they ask Local Authorities to count completions in the Housing Flows Reconciliation (HFR) data return (i.e. net in terms of conversion / remodelling / change of use, gross in terms of demolition of other units on the site, applying the various ratios to different types of communal bedspaces). The caveat would be that Local Authorities should be able to just provide a total figure for permitted units for a year rather than categorise in the myriad ways required by the current HFR.

### **Other housing issues the govt will be looking at in a future review of the NPPF / through other routes**

A number of other specific housing related matters are covered in the consultation including:

- Social rent – the govt intends to change the NPPF in the future to give greater importance to social rent. It is looking at widening the definition of affordable housing for rent for example to include community-led developments;
- Encouraging development on small sites;
- Developer accountability – looking at making applicants' past "irresponsible planning behaviour" either a material consideration when the LA is determining planning applications from them in the future or allowing LAs to decline to determine future applications from these applicants. The govt is asking for views on what types of behaviour would be in scope for this;
- Monitoring of build out progress on sites; and
- Consideration of an 'alignment policy' which will look at replacing the Duty to Cooperate mechanism.

These aspects will be consulted on formally in the future. This consultation asks for contributions to inform that consultation on the matters above.



A simplification of “Duty to Co-operate” with an “alignment policy” is welcomed. Collaboration with neighbouring authorities and prescribed bodies is considered good planning and results in effective local plans. However, the duty to co-operate test at Submission stage, which considers whether a local authority has passed or failed is one of the few tests that can result in the plan needing to be started anew, which is extremely costly. An easing of this high bar is welcomed.

The consultation then goes on to include additional wording in the proposed changes to NPPF to ensure that food security considerations are factored into planning decisions that affect farmland. It also looks at how to enable new methods for demonstrating local support for onshore wind development.

Whilst food security is clearly an important issue, the matter is of relatively low significance in direct terms for Manchester. Similarly, onshore wind is a matter that has a limited relevance to the city with respect to any scheme within the city.

Alongside these specific changes, the consultation calls for views on a wider range of proposals, particularly focused on making sure the planning system capitalises on opportunities to support the natural environment, respond to climate change and deliver on levelling up of economic opportunity, and signals areas that are expected to be considered in the context of a wider review of the Framework that will follow Royal Assent of the Bill. The government will consult on the detail of these wider changes next year, reflecting responses to this consultation.

Chapter 7 of the consultation proposals focusses on climate change and biodiversity (questions 37 to 40). Biodiversity Net Gain (BNG) is highlighted noting the statutory status of proposals enshrined in the Environment Act (2021) including the requirement to demonstrate at least 10% biodiversity net gain on all development sites, other than a small number of exemptions. The Act also introduced new Local Nature Recovery Strategies, which will map important habitats and areas for nature recovery and enhancement. The consultation asks on specific question, “How do you think national policy on small scale nature interventions could be strengthened? For example in relation to the use of artificial grass by developers in new development?”

In Manchester work is well advanced on understanding the implications for delivering BNG from development (evidence base for the Local Plan noted in paragraph 3.11). Moreover, Greater Manchester authorities were one of the initial pilots to develop a Local Nature Recovery Strategy. The work already undertaken will prove invaluable for the preparation of the emerging Local Plan by providing additional evidence to supplement the specific work on BNG. In terms of small-scale interventions, further work is being commissioned to consider how BNG can be incorporated into schemes of varying scales to determine what appropriate policy and delivery mechanisms can be applied.

Chapter 7 also asks about a specific aspect connected to climate change, namely the use of carbon assessments. The consultation states,

“There have been calls to embed a broad form of carbon assessment in planning policy, for example that could apply at local plan-level or could cover emissions that result from locational, design, travel and development choices. However, evidence

on their operation and impact, and how local authorities take action on the results, is not clear cut. We are interested in whether effective and proportionate ways of deploying a broad carbon assessment exist, including what they should measure, what evidence could underpin them such as Local Area Energy Plans, and how they may be used in a plan-making context or as a tool for assessing individual developments. This will inform a further consultation on national planning policy in due course.”

The climate change aspect of the consultation also picks up about flood risk management. The consultation states,

“...the government has commenced a review of the case for implementing Schedule 3 to the Flood and Water Management Act 2010 concerning Sustainable Drainage Systems (SuDS). The review will ensure that the commencement of Schedule 3 in England will support the objectives of alleviating pressures on the sewer network and reducing flood risk, as well as improving water quality, amenity, biodiversity, and rainwater harvesting. If implemented, this Schedule would introduce standards for new sustainable drainage systems as well as making connection to public sewers conditional of approval that the drainage system meets the national standards. government will update on the outcome of this review shortly.”

With respect to carbon assessments, the city already employs a science-based targets approach to carbon budgeting as part of the climate change action plan. Moreover, the Local Plan is already subject to sustainability appraisal that incorporates consideration of climate change impacts within the appraisal framework. Any potential further assessment would need to be complementary to these existing processes.

The final aspect of the consultation sets out the envisaged role for National Development Management Policies (NDMPs). The consultation states that

“These are intended to save plan-makers from having to repeat nationally important policies in their own plans, so that plans can be quicker to produce and focus on locally relevant policies. National Development Management Policies should also provide more consistency for small and medium housebuilders, who otherwise must navigate a complex patchwork of similar but different requirements.”

The city is already active in applying nature-based solutions within planning decisions as evidenced in Appendix A of this report. Moreover, the city has invested in significant new schemes such as the West Gorton Community Park (based on sponge city principles) and the creation of Mayfield Park. Work via the Our Rivers, Our City strategy is being utilised to inform the emerging Local Plan and assist in on the ground matters within the three main river valleys of the city.

The intention is that National Development Management Policies are set out separately from the National Planning Policy Framework, which would be re-focused on principles for plan-making. This consultation calls for views on how to implement NDMPs and the government will consult on the detail next year ahead of finalising the position.

This matter needs careful consideration as the implications are far reaching with respect to development management policies in local plans. A fuller response to this matter is being considered at present and will incorporate any further points raised by the respective scrutiny committees..

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**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee - 9  
February 2023

**Subject:** Large Scale Renewable Energy Generation – Solar Farm

**Report of:** The Deputy Chief Executive and City Treasurer

### Summary

This report provides information on the progress of negotiation and Due Diligence for the purchase of a Large-Scale Renewable Energy Generation Project to ensure the Council can achieve the CO<sub>2</sub> savings as set out in the Council's Climate Change Action Plan 2020-2025.

### Recommendations

The Committee is recommended to note this report and the contents of Appendix 1 – - Large Scale Renewable Energy Generation Solar Farm Purchase (Part A), which was presented to Executive Committee on the 18 January 2023.

### 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>Action 1.3 of the Council's Climate Change Action Plan 2020-25 targets 7,000 tonnes of annual CO<sub>2</sub> savings by 2025. The Plan sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO<sub>2</sub> emissions over the next 5 years.</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, including this action set out in the Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of climate action across the city, focusing on the areas such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.</p>
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<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	Manchester's reputation as a leader in delivering on climate change will help to attract investment and businesses to the city. This will contribute towards helping the transition to a zero carbon city, which in turn will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Work is underway in the Council to support schools and the wider education sector to help develop a future well equipped workforce, whilst work as part of the Green Skills Action Plan is helping support industry be prepared for the demand that is being created within the zero carbon sector.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	There is a targeted focus on retrofitting homes across the city to help tackle fuel poverty and the cost-of-living crisis by reducing energy bills and this is a key part of the transition to a zero-carbon city. Health outcomes will also be improved through healthier homes as well as other areas, such as the promotion of more sustainable and active modes of transport, improved air quality and easy access to green spaces.
A liveable and zero carbon city: a destination of choice to live, visit, work	Work underway on Neighbourhood Ward Plans and Green and Blue Infrastructure, Open Spaces and Parks (helping to adapt and increase resilience) are key areas of Manchester becoming a zero carbon city, which will help the city to be a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	Our investment in active and sustainable travel is helping Manchester to have a fully zero carbon transport system, which will 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**

The requirements to ensure that there is a strong client-side delivery team, and the costs associated with engaging the necessary external technical support means that costs will be incurred through the due diligence process, and it is currently assumed

that these will be funded from existing budgets. There is a risk that if the acquisition does not proceed, some of the costs incurred may be abortive. Full costing of external support will be included within the next report to Executive and any additional costs will be considered as part of the budget process.

### **Financial Consequences – Capital**

Details of the Financial Consequences have been considered by the Executive within a Part B confidential report on 18 January 2023 (Appendix 2).

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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.

- *Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council – Local Partnerships (April 2021)*
- *Large Scale Renewable Energy Generation Feasibility Summary Study - Report to Environment and Climate Change Scrutiny Committee, 14 October 2021 and Executive, 20 October 2021*
- *Manchester City Council Climate Change Action Plan 2020-25 Updated 2022*

## **1.0 Introduction**

- 1.1 The purpose of the report is to provide information on the progress of negotiation and Due Diligence for the purchase of a Large-Scale Renewable Energy Generation Project.
- 1.2 The Council's Climate Change Action Plan (CCAP) has a target to reduce direct emissions of CO<sub>2</sub> by 50% over the five-year period of 2020-25. In addition, the Council has committed to be zero carbon by 2038 at the latest. The updated action plan includes a commitment to: "Research and identify options for large scale renewable energy generation. To implement the findings of the feasibility study to deliver either a solar asset and/or suitable Power Purchase Agreements (PPAs). To achieve a traceable, renewable energy source to deliver CO<sub>2</sub> savings (target 7,000 tCO<sub>2</sub>) and maximise long-term benefits for the Council."
- 1.3 Appendix 1 of this report was approved by the MCC Executive on the 18 January 2023. It sets out the background to the work undertaken to date; an assessment of the City Council's energy demand; this projects contribution to the Councils CO<sub>2</sub> emission reduction targets; relevant details of the potential purchase and the process for the Council to secure this site, subject to appropriate due diligence.

## **2.0 Background**

- 2.1 Local Partnerships (LP) were appointed in November 2020 to deliver a feasibility study on how Manchester City Council could best meet its energy needs in line with its zero carbon commitments. The "Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council" was completed in April 2021. It concluded that the Council has two options: purchase a solar PV facility or negotiate a power purchase agreement (PPA). Both options were assessed to be better than the "do nothing" option. The outcomes of the feasibility study were reported to the City Council's Environment & Climate Change Scrutiny Committee and Executive in October 2021. Executive approved a recommendation for the Deputy Chief Executive and City Treasurer to establish a delivery team to develop the options, with a view to returning to the Executive with a proposal to progress the work.
- 2.2 In October 2021, the Deputy Chief Executive established a working group and project team. The project team appointed Local Partnerships (LP) to support further project development. This included updating the findings of the feasibility study to reflect current prices and market availability, to carry out future energy demand analysis and to further explore financing options.
- 2.3 In January 2022 an update to Executive was provided on progress to date and the Executive granted delegation for the Deputy Chief Executive and City Treasurer, in consultation with the Leader, Executive Member for Finance and the Executive Member for Environment to negotiate for the purchase of a solar asset / PPA and any associated corporate documentation to establish a Special Purpose Vehicle if required. The report also highlighted the need to

seek further capital approvals to increase the Council's borrowing limit, via full council approval, if a binding offer were to be made to purchase a large-scale generation asset.

- 2.4 The volatility in the energy markets linked to the war in Ukraine, combined with uncertain government energy policy plus the financial volatility arising from some of the UK Government's short-lived financial policies during 2022 have all contributed to a volatile market over the past 12 months. During this period, the Council team have tracked the market for suitable sites and explored potential options when they have become available.

### **3.0 Progress to date and next steps**

- 3.1 In November 2022, officers identified a suitable large scale solar PV facility available for purchase and submitted an initial non-binding offer to the developer. This offer has been accepted by the developer and the City Council has been invited to submit a Final Offer. The developer requires all bidders to clearly state that their internal approvals required are in place for their Final Offer. For MCC this includes Executive and for the capital budget increase and borrowing requirement, full Council. These approvals will be conditional on the outcomes of the due diligence and negotiations. This request for internal approval was made to Executive Committee on the 18 January 2023 (see Appendix 1 – Large Scale Renewable Energy Generation Solar Farm Purchase Part A).

### **4.0 Recommendations**

- 4.1 The Committee is recommended to note the contents of Appendix 1 – Large Scale Renewable Energy Generation Solar Farm Purchase Part A, which was approved by Executive Committee on the 18 January 2023.

### **5.0 Appendices**

- 5.1 Appendix 1 - Large Scale Renewable Energy Generation Solar Farm Purchase (Part A) – Executive Report 18 January 2023
- 5.2 Appendix 2 – Large Scale Renewable Energy Generation Solar Farm Purchase (Part B) – Executive Report 18 January 2023

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**Manchester City Council  
Report for Information**

**Report to:** Executive – 18 January 2023

**Subject:** Large Scale Renewable Energy Generation – Solar Farm Purchase (Part A)

**Report of:** The Deputy Chief Executive and City Treasurer

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### Summary

This report provides on the progress of negotiation and Due Diligence for the purchase of a Large-Scale Renewable Energy Generation Project. To ensure the Council can achieve the CO<sub>2</sub> savings as set out in the Council's Climate Change Action Plan 2020-2025.

### Recommendations

To note the contents of the report further details and recommendations are set out in Part B to this report

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### Wards Affected - All

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

Action 1.3 of the Council's Climate Change Action Plan 2020-25 targets 7,000 tonnes of annual CO<sub>2</sub> savings by 2025. The Plan sets out the actions that will be delivered to ensure that the Council plays its full part in delivering the city's Climate Change Framework 2020-25 which aims to half the city's CO<sub>2</sub> emissions over the next 5 years.

Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transition to a zero-carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero-carbon city. It is envisaged that this may give the city opportunities in the green technology and services sector.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.
A liveable and low carbon city: a destination of choice to live, visit, work	Becoming a zero-carbon city can help to make the city a more attractive place for people to live, work, visit and study.
A connected city: world class infrastructure and connectivity to drive growth	A zero-carbon transport system would create a world class business environment to drive sustainable economic growth.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The requirements to ensure that there is a strong client-side delivery team, and the costs associated with engaging the necessary external technical support means that costs will be incurred through the due diligence process, and it is currently assumed that these will be funded from existing budgets. There is a risk that if the acquisition does not proceed, some of the costs incurred may be abortive. Full costing of external support will be included within the next report to Executive and any additional costs will be considered as part of the budget process.

### **Financial Consequences – Capital**

Details of the Financial Consequences are included in the Part B report

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*Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council – Local Partnerships (April 2021)*

*Large Scale Renewable Energy Generation Feasibility Summary Study - Report to Environment and Climate Change Scrutiny Committee, 14 October 2021 and Executive, 20 October 2021*

## 1.0 Introduction

- 1.1 The Council's Climate Change Action Plan (CCAP) has a target to reduce direct emissions of CO<sub>2</sub> by 50% over the five-year period of 2020-25. In addition, the Council has committed to be zero carbon by 2038 at the latest. The updated action plan includes a commitment to: "Research and identify options for large scale renewable energy generation. To implement the findings of the feasibility study to deliver either a solar asset and/or suitable Power Purchase Agreements (PPAs). To achieve a traceable, renewable energy source to deliver CO<sub>2</sub> savings (target 7,000 tCO<sub>2</sub>) and maximise long-term benefits for the Council."
- 1.2 This report sets out the background to the work undertaken to date; an assessment of the City Council's energy demand; this projects contribution to the Councils CO<sub>2</sub> emission reduction targets; relevant details of the potential purchase and the process for the Council to secure this site, subject to appropriate due diligence.

## 2.0 Background

- 2.1 Local Partnerships (LP) were appointed in November 2020 to deliver a feasibility study on how Manchester City Council could best meet its energy needs in line with its zero carbon commitments. The "Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council" was completed in April 2021. It concluded that the Council has two options: purchase a solar PV facility or negotiate a power purchase agreement (PPA). Both options were assessed to be better than the "do nothing" option. The outcomes of the feasibility study were reported to the City Council's Environment & Climate Change Scrutiny Committee and Executive in October 2021. Executive approved a recommendation for the Deputy Chief Executive and City Treasurer to establish a delivery team to develop the options, with a view to returning to the Executive with a proposal to progress the work.
- 2.2 In the *Feasibility Study and Options Appraisal for Large Scale Energy Generation for Manchester City Council – Local Partnerships (April 2021)* Solar PV was recommended as the most appropriate renewable technology. Onshore wind developments are very limited in availability and are often subject to planning challenges. Offshore wind is generally too large a scale and requiring much longer lead in times to be suitable for our needs.
- 2.3 The size of requirement needed to deliver 7,000 tonnes CO<sub>2</sub> annual savings is equivalent to ~33MW of solar PV. To deliver benefits beyond this point and to contribute more significantly to the Council meeting its target to be zero carbon by 2038, then ~45-50MW of solar PV would be required. The report recommended that the Council should consider adopting this size of requirement to future-proof residual emissions through to 2038, facilitating an earlier reduction of a greater proportion of the Council's (Scope 2) electricity

emissions and maximising the potential for carbon reduction through renewable energy.

- 2.4 An area of ~100 Ha of land is required to deliver the 7,000 tonnes CO<sub>2</sub> requirement. The Council has already deployed significant renewable energy generation capacity on its own buildings and is developing proposals to maximise this as part of the ongoing carbon reduction programme. There is no suitable land in Council ownership to deploy 45-50MW of solar capacity. No opportunities were identified within Manchester or the wider Greater Manchester area for a suitable project.
- 2.5 To provide the Council with a deeper understanding of the available options, Local Partnerships have used available industry pricing data to generate an options appraisal based on current and forecasted pricing. Net Present Value (NPV) calculations were appraised over an 8 year and a 25-year period and were compared to a 'do nothing' scenario, i.e., the Council's current green electricity tariff.
- 2.6 This calculation showed that all options have positive NPV outcomes compared with 'do nothing'. There is a solid value for money basis to either enter a suitable PPA or asset purchase agreement and the Council should therefore seek to change its current supply arrangements. Initially, the shorter-term nature of a PPA and the avoidance of large-scale capital expenditure and the obligations of ownership meant that there were advantages to using a PPA.
- 2.7 In October 2021, the Deputy Chief Executive established a working group and project team. The project team appointed Local Partnerships (LP) to support further project development. This included updating the findings of the feasibility study to reflect current prices and market availability, to carry out future energy demand analysis and to further explore financing options.
- 2.8 In January 2022 an update to Executive was provided on progress to date and the Executive granted delegation for the Deputy Chief Executive and City Treasurer, in consultation with the Leader, Executive Member for Finance and the Executive Member for Environment to negotiate for the purchase of a solar asset / PPA and any associated corporate documentation to establish a Special Purpose Vehicle if required. The report also highlighted the need to seek further capital approvals to increase the Council's borrowing limit, via full council approval, if a binding offer were to be made to purchase a large-scale generation asset.
- 2.9 The volatility in the energy markets linked to the war in Ukraine, combined with uncertain government energy policy over the summer and autumn of 2022 including a likely Government ban on new solar farm developments (since abandoned) plus the financial volatility arising from the UK Government's short-lived financial policies of September 2022 have all contributed to a volatile market over the past 12 months. During this period, the Council team have tracked the market for suitable sites and explored potential options when they have become available. The events have also very much shifted the balance in favour of asset purchase as it offers the following key advantages:



- Ensures long-term access to renewable zero carbon energy
- Provides price stability, breaking the link between the price of gas and the price of electricity bought from the open market.
- In common with many other local authorities, the Council has felt exposure to the volatile energy markets in recent months and is keen to obtain a more secure energy pricing framework. For example, the Council's electricity contract cost had risen by over 87% in the 2021 contract year and is projected to rise by roughly a further 70% in the 2022 contract period (both October to September); resulting in a projected contract uplift of over £25m over these two years. Manchester's operational estate accounts for approximately £10m of this. This project gives security of supply and a degree of long-term protection on future energy prices.

2.10 In November 2022, officers identified a suitable large scale solar PV facility available for purchase and submitted an initial non-binding offer to the developer. This offer has been accepted by the developer and the City Council has been invited to submit a Final Offer. The developer requires all bidders to clearly state that their internal approvals required are in place for their Final Offer. For MCC this includes Executive and for the capital budget increase and borrowing requirement, full Council. These approvals will be conditional on the outcomes of the due diligence and negotiations.

2.11 If the Council's final offer is accepted, the City Council will be granted exclusivity to complete full detailed due diligence following which a further report will be submitted to Executive before the end of this financial year.

### **3.0 City Council Energy Demand Assessment and Energy Purchasing Policy**

3.1 The acquisition of a large-scale solar generation asset will give the early guarantee of long-term access to direct supply of renewable electricity generation, immediate overall CO<sub>2</sub> reduction and significant financial certainty of future electricity prices to be paid by the Council.

3.2 In forecasting MCC's future electricity demand to 2038, a number of assumptions have had to be made. These assumptions are set out in Part B of this report and include the rate at which the national power grid is predicted to decarbonise, the City Council's migration to a fully EV fleet, an extrapolation of historical trends in terms of increased energy efficiency in our buildings and the switch from gas to electricity as our fuel of choice in order to decarbonise heating.

3.3 Whilst predicting future energy demands is difficult to do with complete accuracy the following points can be made:

- That without the early introduction of new zero carbon electricity generation MCC will exceed its carbon budget for the period 2020-25
- For the purposes of forecasting, factors such as EV roll out and heat de-carbonisation have been assumed to be linear. In reality the profile

may be different, but key to reaching the 2038 target is that the decarbonisation of heat happens, whether this is supported by the introduction of large-scale green generation or not.

- At the present time, the MCC operational electricity demand is approximately 36 million KWh pa. and would initially be more than fully met in volumetric terms by the solar PV generation output. By the early 2030's however the forecast suggests our demand to have risen to around 45 million KWh pa, thus matching the generation output. Around the same time, grid supplied electricity is forecast to have decarbonised down to de minimis level. By 2038, our electricity demand for the operational estate will have increased to 54 million KWh pa as gas heating is replaced by electrically fuelled alternatives. At the present time, it is anticipated that this increase electricity demand beyond the yield of our own generation asset will be met by then decarbonised grid power.

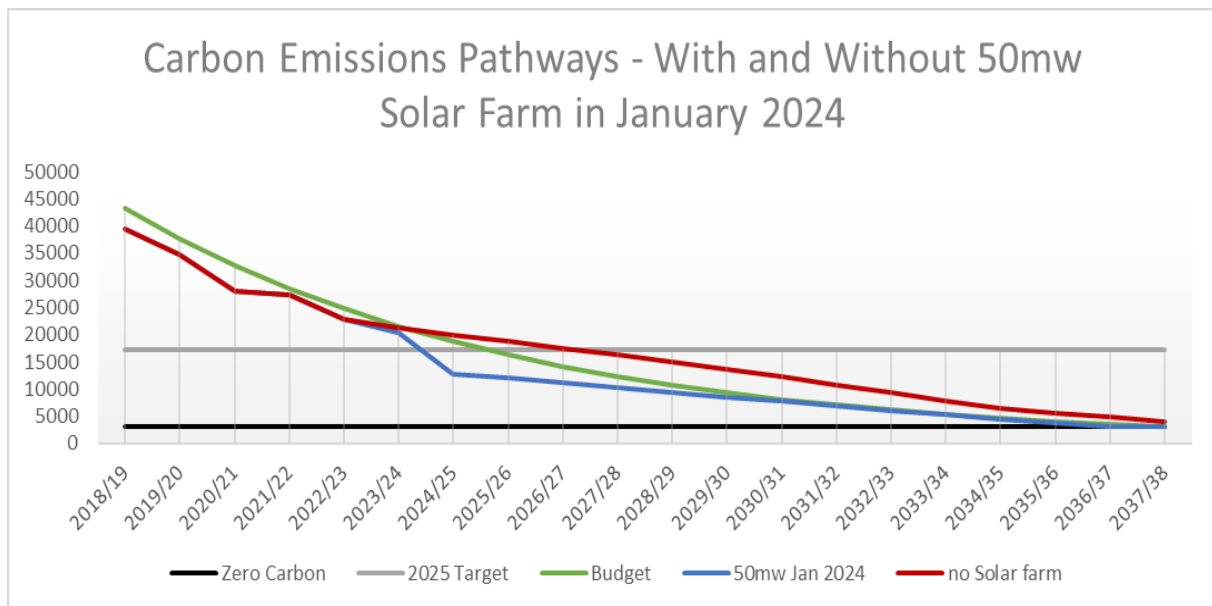
3.4 The proposals are future proofed as any surplus capacity can be sold back to the grid through a power spill contract or PPA or sleeved through the Council's supply contract to Manchester Schools, Academies and connected companies to aid their zero carbon actions. The Councils Energy Management Team will be putting in place new electricity procurement arrangements later in 2023 and prospective future suppliers' willingness, experience and practical delivery arrangements to accommodate these requirements will form a key part of the tender evaluation process.

#### **4.0 Contribution to MCC Zero Carbon 2038 Objectives**

4.1 Based on the projected energy demand assumptions stated above, progress to both achieving the interim target of 50% reduction in carbon emissions by 2025 and to our long-term science-based target to be Zero Carbon by 2038 at the latest has been mapped. In the years 2019/20 to 2021/22, MCC have consistently reduced CO<sub>2</sub> emissions and are operating within the allocated annual carbon budget. From 2024, the addition of a significant renewable energy supply is a key component of achieving the zero carbon targets in the Plan.

4.2 The modelling summarised in Figure 1 shows that, if this proposed solar farm were to come online as expected by the developer in early 2024 and generate the projected levels of electricity, MCC would meet its target to halve its CO<sub>2</sub> emissions by 2025. Figure 1 also shows that the renewable electricity produced should also considerably accelerate the Council's progress to meeting its 2038 targets in the following years, particularly between 2025 and 2030.

**Figure 1 – MCC Carbon Emissions Pathway**



- 4.3 After 2025, the renewable energy supplied by this solar farm would make a significant contribution to meeting the City Council’s Zero Carbon 2038 objective particularly in the period to 2030. As 2038 approaches, the effect of the solar farm is less pronounced, as government-projected decarbonisation of the National Grid reaches a consistently high level, although, as noted elsewhere in Section 3 of this report, progress on National Grid decarbonisation is a variable outside of the Council’s control. Without a source of renewable energy, achievement of the Council’s Zero Carbon 2038 objective will be largely dependent upon National Grid Decarbonisation.
- 4.4 The red line (marked – “No Solar Farm”) in Figure 1 shows a worst-case scenario of not purchasing this specific solar farm. In the event that this or another suitable solar farm purchase of c.50MW is not secured, the impact would need to be mitigated via seeking to purchase renewable electricity through other means such as a via PPA, with energy markets currently in a state of high uncertainty PPA costs will have risen sharply and do not offer the same long term price hedge and security of supply offered by the large-scale generation option.
- 4.5 It should be noted that renewable electricity alone will not fully decarbonise the Council’s operations and MCC will also still need to continue investing in a broad range of decarbonisation measures across its operations, especially moving away from gas for heating over this period.

## 5.0 Recommendations

5.1 Recommendations are set to at the beginning of this report.

## 6.0 Contributing to a Zero-Carbon City

6.1 Action 1.3 of the CCAP targets 7,000 tonnes of annual CO<sub>2</sub> savings by 2025 and is a key action to ensure that the Council plays its full part in delivering the city’s Climate Change Framework 2020-25 which aims to halve the city’s CO<sub>2</sub> emissions over the next 5 years.

## **7.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

The transition to a zero-carbon city will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector. This will support the implementation of the Our Manchester Industrial Strategy and Manchester Economic Recovery and Investment Plan.

### **(b) A highly skilled city**

Manchester is one of a small number of UK cities that have agreed a science-based target and is leading the way in transitioning to a zero-carbon city. It is envisaged that this may give the city opportunities in the green technology and services sector.

### **(c) A progressive and equitable city**

Transitioning to a zero-carbon city can help to tackle fuel poverty by reducing energy bills. Health outcomes will also be improved through the promotion of more sustainable modes of transport and improved air quality.

### **(d) A liveable and low carbon city**

Becoming a zero-carbon city can help to make the city a more attractive place for people to live, work, visit and study.

### **(e) A connected city**

A zero-carbon transport system would create a world class business environment to drive sustainable economic growth.

## **8.0 Key Policies and Considerations**

### **(a) Equal Opportunities**

There are no equal opportunity issues to note that should arise from the content of this report.

### **(b) Risk Management**

The key risk is to successful delivery of the Council's Climate Change Action Plan as action 1.3 is targeted to generate 7,000 tonnes of annual CO<sub>2</sub> savings by 2025 and the earlier this is delivered, the greater the contribution to staying within the carbon budget for the five-year period.

### **(c) Legal Considerations**

The legal issues are as set out in part B of this report.

Legal Services will provide support and advice in regard to this project, seeking such appropriate expert technical and professional support and advice as shall be appropriate.



**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee – 9 February 2023

**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:**

Name: Lee Walker  
Position: Governance and Scrutiny Support Officer  
Telephone: 0161 234 3376  
Email: lee.walker@manchester.gov.uk

**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

## 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 **30 January 2023**, 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.

<b>Subject / Decision</b>	<b>Decision Maker</b>	<b>Decision Due Date</b>	<b>Consultation</b>	<b>Background documents</b>	<b>Officer Contact</b>
<b>Manchester Active Travel Strategy and Investment Plan (2022/11/21A)</b>  To adopt the Manchester Active Travel Strategy and Investment Plan	Executive	18 Jan 2023		Report to Executive - Manchester Active Travel Strategy and Investment Plan	Rob Scott robert.scott@manchester.gov.uk

**Environment and Climate Change Scrutiny Committee  
Work Programme – February 2023**

**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	
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	
Large Scale Renewable Energy Generation - Solar Farm Purchase	To receive a report that provides an update on the Councils purchase of a solar farm.	Cllr Rawlins	Carol Culley Mark Duncan	Part A and Part B reports.
Communications and Climate Change	To receive a report that provides an overview of the investment into climate change focused communications, and early assessment of impact.	Cllr Rawlins	Alun Ireland	
Household Waste and Recycling Rates Campaigns	To receive a report that provides information on the campaign and engagement programme with residents on the issue of household waste and recycling.	Cllr Igbon	Heather Coates	
Planning Policy and Climate Change	To receive a report that considers how planning policy contributes to addressing climate change. The report	Cllr White	Julie Roscoe	

	will include, but is not restricted to, carbon standards for new build homes; flooding mitigation and heat island mitigation.			
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 9 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	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.  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.	Cllr Rawlins	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	Invitation to Councillor Hitchen, Chair of the Communities and Equalities Scrutiny Committee
Housing Retrofit	To receive a progress report on emerging proposals	Cllr White /	Becca	Update report to that

	<p>and provide an opportunity for members to contribute to and influence this policy.</p> <p>This will also include an update on green skills development work. The Committee have also requested information on what support the Council can offer to leasehold owner-occupiers and tenants who maybe experiencing resistance from the property owner regarding installing energy efficiency improvements to the property.</p>	Cllr Hacking	Heron / Martin Oldfield / David Ashmore	considered at the 8 September 2022 meeting. Invitation to be sent to Cllr Johns.
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	
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	Heather Coates Diane Murphy	
Carbon Literacy Training - Update	To receive an update report on the delivery of Carbon Literacy Training.	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	



## 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.
Flytipping and changes to charging for replacement recycling bins	To receive a report that considers the relationship between the introduction of a charge to replace domestic recycling bins and incidents of flytipping.	Cllr Igbon	Heather Coates	
Local Area Energy Plan – Progress Update	To receive an update report to the report considered at the meeting of 8 December 2022. The Committee have requested that this report include, but not restricted to information on what support the Council can offer to leasehold owner-occupiers and tenants who maybe experiencing resistance from the property owner regarding installing energy efficiency improvements to the property.	Cllr Rawlins	Rebecca Heron	To be scheduled for the new municipal year.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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