

**Manchester City Council  
Report for Information**

**Report to:** Environment and Climate Change Scrutiny Committee – 14 October 2021

**Subject:** Development of Climate Change Framework 2.0 – Update on Consultation and Development of the detailed Action Plan

**Report of:** Manchester Climate Change Agency

---

**Summary**

This report provides an update to the Committee on progress in developing an updated Climate Change Framework for the city (Framework 2.0). It reviews the responses to the first round of consultation with communities and businesses that will help to inform the Framework and summarises the emerging objectives and proposed actions required to deliver the scale of carbon reduction required across the city. The Framework is intended to provide a more detailed definition of the urgent actions required across the city if Manchester is to remain within its adopted carbon budget and remain on track to be a zero-carbon city by 2038 at the latest.

**Recommendations**

1. To note the conclusions of the deliberations of the Community Assembly process and the first round of consultation with Manchester residents and businesses.
  2. To note and comment on the emerging objectives by theme in section 4 of the report that will be subject to further consultation.
  3. Request a further report to the Committee to enable comments to be made on the detailed content of the Draft Framework prior to its submission to the Executive in 2022.
-

**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 has the aim of ensuring that ‘Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive.’ It includes the carbon reduction objective: ‘To ensure that Manchester plays its full part in helping to meet the Paris Agreement objectives by keeping our direct CO<sub>2</sub> emissions within a limited carbon budget, taking commensurate action on aviation CO<sub>2</sub> emissions and addressing our indirect / consumption-based carbon emissions.’ This report describes the process that is being followed to refresh and further develop the Framework adopted in March 2019.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Framework includes the objective: ‘To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.’
A highly skilled city: world class and home-grown talent sustaining the city’s economic success	The Framework includes the objective: ‘To ensure that Manchester establishes an inclusive, zero carbon and climate resilient economy where everyone can benefit from playing an active role in decarbonising and adapting the city to the changing climate.’
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The Framework includes the objective: ‘To improve the health and wellbeing of everyone in Manchester through actions that also contribute to our objectives for CO <sub>2</sub> reduction and adaption and resilience, with particular focus on those most in need.’
A liveable and low carbon city: a destination of choice to live, visit, work	The Framework includes the objective: ‘To improve the health and wellbeing of everyone in Manchester through actions that also contribute to our objectives for CO <sub>2</sub> reduction and adaption and resilience, with particular focus on those most in need.’
A connected city: world class infrastructure and connectivity to drive growth	The Framework’s ‘Transport and Flying’ section sets out five headline actions: ‘Increase walking and cycling; Increase public transport use; Private vehicles; Rail connections to other cities within the UK and Europe (and beyond); work with UK Government to ensure that flights from Manchester Airport and all UK airports are fully in line with the Paris Agreement.’

**Contact Officers:**

Name: Samantha Nicholson  
Position: Director, Manchester Climate Change Agency  
E-mail: sam.nicholson@manchesterclimate.com

Name: Richard Elliott  
Position: Interim Policy and Strategy Advisor, MCCA  
E-mail: richard.elliott@manchesterclimate.com

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

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

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

Manchester Climate Change Annual Report 2020  
<https://www.manchesterclimate.com/progress>

## **1.0 Introduction**

- 1.1 The Manchester Climate Change Partnership brings together organisations from the city's public, private, community, faith, education and academic sectors that share the common goal to achieve the ambitious objectives and targets in the Manchester Climate Change Framework 2020-25. The members of the Climate Change Partnership are held to account for the progress that they are making in delivering reductions in emissions within their own organisations. The Partnership seeks to provide leadership and influence for the city by emphasising that addressing climate change is the responsibility of all organisations and individuals in the city and should not be seen as only the responsibility of the Council and the wider public sector.
- 1.2 The Climate Change Agency's role is to work with the organisations represented on the Partnership and with the wider community to ensure that Manchester develops and successfully implements a city climate change strategy that is consistent with the Paris Agreement.

## **2.0 Developing an Updated Manchester Climate Change Framework – Framework 2.0**

- 2.1 Members will be aware that Manchester was one of the first cities to adopt science-based carbon budgeting. For direct emissions, Manchester has set a carbon budget of 15 million tonnes for 2018-2100. This means Manchester needed to reduce its direct carbon emissions by at least 13% per year over this period, 50% during 2020-25, en-route becoming a zero-carbon city by 2038, at the latest. The key challenge is to ensure that specific actions are developed across different sectors to deliver the target.
- 2.2 The Climate Change Partnership has been given the role of developing and facilitating the delivery of Manchester's strategy to ensure it plays its full part in limiting the impacts of climate change. Version 1.0 of the Manchester Climate Change Framework 2020- 25 was published in February 2020 and was formally endorsed by the City Council in March 2020. Version 2.0 of the Framework for 2020-25 including a new Implementation Plan are being produced during 2021 to provide more detail of what actions across all sectors need to be taken to achieve the level of carbon reduction required.

Framework 2.0 will have 5 key components:

1. Overall Aim and Ambition
2. Headline objectives: CO2 reduction, climate adaptation and resilience, health and inclusive economy
3. Thematic Objectives: buildings, renewable energy, transport, food, things we buy and throw away, green infrastructure and nature-based solutions
4. Bottom up – Actions for all residents and businesses
5. Top Down - Setting out an approach to removing barriers to action: included in the development of a detailed Implementation Plan

- 2.3 The City Council, working with MCCA, has procured Anthesis, an environmental consultancy, to support the development of the Framework and Action Plan. The process will involve the following stages:
- Development of thematic objectives and potential actions for residents and businesses
  - Consultation 1 with residents and businesses asking them “What actions are you already taking?” and “What barriers are preventing you from taking further actions?”
  - Development of a Draft Implementation Plan
  - Consultation 2 on Draft Implementation Plan – “Are these the right actions to remove your barriers to taking action?”
  - Final Framework Published (January/February 2022)
  - Formal approval by MCCP and the City Council (March 2022)
- 2.4 Science based targets will determine the pace of change required. Consultants will define these for different sectors, recognising that progress is likely to be faster in some areas than in others. The actions will be focused on the following key themes:
- Buildings
  - Renewable energy
  - Transport
  - Food
  - Things we buy and throw away,
  - Green infrastructure and nature-based solutions
- 2.5 For each theme the aim is to develop Specific, Measurable, Achievable, Realistic and Time Bound (SMART) objectives. The objectives will be accompanied by a list of specific actions that will signpost Manchester people, businesses and other organisations to take the actions required.
- 2.6 The aim is that the Framework and Implementation Plan will provide the city with a clear set of actions that will, if taken, reduce emissions by the required amount by 2025 to ensure that the city stays within its carbon budget and remains on track to become a zero-carbon city by 2038 or earlier. Throughout this process the intention is to identify and remove barriers to action, to enable citizens and businesses to take the measures that are required. In overall terms the Framework is intended to further support efforts to position the city as a leader, both nationally and internationally, in the response it is taking to mitigation, adaptation and resilience. As a result, the objective is that through these actions the city will be seen as a better place to live, work, play and invest in because of the progressive approach it is taking to this key global challenge.
- 2.7 It is important that the Committee are able to contribute to this work at key stages of the Framework’s development. A further report will therefore be brought back to the Committee in the New Year following the second round of public consultation, and prior to the Framework being considered by the Executive.

### **3.0 Involving Manchester Communities and Businesses - Update**

3.1 The refreshed Framework is being developed together with Manchester residents and businesses. A first stage consultation has taken place over the summer and has involved the convening of Climate Assemblies in five areas of the city (Levenshulme and East, City Centre and North, Moss Side and Hulme, Wythenshawe and South, Whalley Range and Chorlton). These have come together to produce a joint mandate. Alongside this online questionnaires have gathered information on:

- the actions residents and businesses are already taking;
- what they would like to do more of but are currently unable to act on; and
- the barriers that individuals are currently facing to taking more action.

3.2 More detail on the responses obtained from these exercises is contained below.

#### Community Assembly

3.3 There are a number of communication objectives as part of the In Our Nature programme of community engagement, these are:

- Be Inspired (e.g., through the stories we love and social media)
- Have your say (e.g., join the community assembly, complete the Questionnaire)
- Get involved (e.g., in our projects and campaigns)
- Act now! (e.g., use our resources, join a group, make a plan)

3.4 The Community Assembly and the Consultation Questionnaire provided mechanisms for residents and communities to have their say on the 3 questions outlined above, and both are feeding directly into the development of Framework 2.0 by providing a narrative and a “Mandate” of actions for the city to act upon.

3.5 Over a 7-week period this summer, 65 residents from across the city came together to talk about climate action, hear from a panel of experts and to debate and vote on the actions for the city to create a “Citizens Mandate on Climate Action” for Manchester.

3.6 The Assembly forms part of “In Our Nature” a city-wide programme aiming to unlock the potential of residents and communities to act on the climate emergency. Workshops were held in 5 locations across the city, following a recruitment drive earlier in the summer.

3.7 The Manchester Community Assembly was organised by Bob Walley from local environmental education cooperative Envirolution ([www.envirolution.org.uk](http://www.envirolution.org.uk)) and the Manchester Climate Change Agency ([www.manchesterclimate.com](http://www.manchesterclimate.com)) together with other local partners including Manchester City Council.

- 3.8 Residents heard from a range of experts including representatives from the Tyndall Centre for Climate Change Research, University of Manchester, Climate Psychology Alliance, Anthesis, Manchester Food Board, Red Cooperative, Manchester Fashion Movement, Walk Ride Greater Manchester, and many others.
- 3.9 Together, the participants and expert facilitators created action plans for their areas, which explore the most relevant and appropriate action for individuals and community groups to take. Each area then shared these with the other groups to see what could be achieved at a city-wide level.
- 3.10 Importantly, the residents also identified those actions where they felt unable to progress without the support of others. They identified government, Manchester City Council, TfGM, utility companies and businesses as key to making the infrastructure and policy changes needed to achieve the 50% carbon reduction targets and tackle the climate emergency. These were written into the final “Citizens Mandate”
- 3.11 Suggested actions include:
- Rapid push towards locally generated renewable energy with storage batteries for things like electric cars,
  - A new climate friendly labelling scheme for our food,
  - Manchester as a Palm Oil free city,
  - Pedestrianisation of Manchester City Centre,
  - Local hub energy efficiency advice and information on financing retrofitting,
  - A green jobs scheme to train local people to support the retrofit programme for our homes,
  - More initiatives that encourage greener and more connected neighbourhoods, where people are happier to walk or cycle and feel safe and supported to do so.
- 3.12 Finally, the residents voted on what the artistic representation of the Mandate would be. They agreed on a Manchester Green Bee, symbolising the same industrious city but with our zero carbon aims and resilience at its heart.

#### Climate Change Mandate Actions and the Green Bee



- 3.13 In November 2021, the Citizens’ Mandate will be taken to the international COP26 Climate Change Conference in Glasgow, along with an Impact Assessment Report of the process and a film capturing the process, where it will be presented to delegates and groups from across the world with the help of the COP26 Coalition. The report is due to be completed by 29 October 2021.
- 3.14 Transparency is one of the project’s priorities and as such, all materials, and findings collected so far are available at:  
<https://zerocarbonmanchester.commonplace.is/proposals/in-our-nature-community-assembly/step1>

## Resident and Community Questionnaire

- 3.15 The initial consultation on the Framework has been designed to ask people “What actions are you already taking?” and “What barriers are preventing you from taking further actions?”
- 3.16 Part 1: The first part is an exploration of residents’ attitudes to climate and ecological issues, recording what actions people are currently taking on several themes, that are being developed as part of the city’s refreshed climate change action plan – Framework 2.0.
- 3.17 Themes included: energy in our homes, transport, food, things we buy and throw away, green spaces and nature and engaging and empowering others. Adaptation, resilience, and Nature Based Solutions (NBS) were identified as a gap in knowledge in the initial desk-based analysis, and so questions also explored future impacts of climate change in residents’ local area and if people thought climate change would affect their homes, family, and daily activity.
- 3.18 Part 2: The second part of the survey explores attitudes to key barriers that are stopping people from doing more at an individual level and include things like lack of money, time to do it, as well as wider policy and infrastructure barriers.
- 3.19 The survey goes onto ask through “open text” boxes what more support people need to act in climate change. This is nuanced with suggestions of systemic and infrastructure actions that would allow residents to act on climate change more easily – such as funding to fit renewable energy in homes, and more locally grown plant-based foods in local neighbourhoods.
- 3.20 At the time of writing, there were 91 responses to the online survey at <https://zerocarbonmanchester.commonplace.is/proposals/have-your-say/step1>
- 3.21 It should be noted that although there has been distribution and communications across the city, the data collected would suggest that respondents who have responded are informed and aware of the climate emergency.
- 3.22 The data suggests that residents are generally positive (57%) about the city’s aim to reduce emissions by 50% over the next few years.
- 3.23 Many residents are already doing many of the actions that are on the easier scale of action, may save money and are habit forming – switching to a green energy tariff, insulating homes, cycling, and walking more, eating less meat and dairy, recycling. The more expensive actions – such as retrofitting homes and switching to EV cars are not happening at scale, which is to be expected. Perhaps due to lockdown, people have said they are flying and commuting less.
- 3.24 The main barriers that people wish to see action upon are those that:



- Unblock the financial burden of acting, and
- Understanding more about how local people can impact and influence policy at a city and local level.

3.25 A full breakdown of the questions and results can be found in **APPENDIX 1**.

#### Business Questionnaire

3.26 Alongside a literature review and input from Member organisations and business support intermediaries a questionnaire has been developed and circulated to city businesses. At the time of writing the report 25 responses have so far been received from Manchester businesses. The responses are from 7 large companies and 18 SMEs.

3.27 While so far this is a small sample and cannot be said to be representative of the Manchester business community, the great majority of those organisations who have responded to date have indicated that tackling the climate emergency is a priority for their organisation and have already taken or are in the process of taking action.

3.28 The actions already underway include:

- adoption of staff travel policies aimed at encouraging more sustainable travel practices;
- measures to reduce energy use in buildings;
- engaging with landlords to seek to improve energy efficiency of buildings;
- switching some of their vehicle fleet to electric vehicles;
- increasing recycling rates.

3.29 Businesses are also being asked which factors have enabled them to take action as well as which barriers are preventing them from taking more action to address the climate emergency. A range of factors were cited but the three most common enabling factors were:

- leadership;
- customer demand; and
- support from Manchester City Council and/or the Climate Change Agency.

3.30 The three factors that were most often cited as preventing further action were:

- financial constraints;
- lack of capacity within the organisation; and
- lack of knowledge.

3.31 A fuller analysis of the results will be undertaken once more responses have been received and the response will help to inform the final actions contained in the Framework 2.0 document.

## **4.0 Draft Action Plan – Objectives**

- 4.1 The intention is for Framework 2.0 to contain a list of detailed actions which, if implemented, will deliver the scale of change required to enable Manchester to decarbonise at pace and stay within its carbon budget. Achieving this will require a significant increase in both the pace of change and in the levels of investment required to deliver it. It will also require everyone in the city to play their part, supported by measures that make the necessary transition both possible and affordable.
- 4.2 Action will be required across all sectors but energy in buildings and transport make up the largest proportion of the city's current emissions and these will therefore need to see the biggest changes if the targets are to be achieved.
- 4.3 The following key objectives of the Action Plan which will be supported by more detailed and costed actions under each objective.

#### Buildings

- Improve the energy efficiency of commercial and domestic buildings
- Shift off gas heating systems
- Move towards more efficient cooking, lighting and appliances

#### Renewable Energy

- Increase solar PV capacity
- Explore other renewable energy technologies
- Increase capacity for renewable energy storage

#### Transport

- Increase the use of public transport, cycling and walking
- Reduce the need to travel
- Introduce more electric or hydrogen powered vehicles into the fleet
- Improve freight emissions
- Work with government and other cities/airports to reduce emissions from aviation

#### Food

- Increase plant-based diets
- Reduce per capita food waste

#### Things We Buy and Throw Away

- Reduce the quantity of waste
- Increase recycling rates

#### Green Infrastructure and Nature Based Solutions

- Increase the rate of tree planting
- Land use management

- Using green infrastructure to minimise risks of flooding and heat stress

## **5.0 Conclusions**

- 5.1 The draft Implementation Plan is still being developed and will be subject to a round of public consultation later in the autumn. Following the feedback received, a final draft Plan will be published in the New Year and will be considered by the Climate Change Partnership prior to it being submitted to the Council. A report on the Draft Plan will be submitted to this Committee in the New Year prior to the consideration of the document by Executive.

## **6.0 Recommendations**

- 6.1 Recommendations are at the front of this report.