

**Manchester City Council
Report for Information**

Report to: Environment, Climate Change and Neighbourhoods Scrutiny Committee – 23 May 2024

Subject: Manchester City Council Climate Change Action Plan Work Programme 2024-25 & Climate Change Action Plan 2025-30 Development

Report of: Strategic Director (Growth and Development)

Summary

The Council declared a Climate Emergency in July 2019, has set a target to be Zero Carbon by 2038 at the latest and developed a Climate Change Action Plan (CCAP) 2020-25, which was approved by the Council's Executive in March 2020.

This report provides both an update on the work programme for the fifth and final year of the current MCC Climate Change Action Plan (CCAP Work Programme 2024-25) and plans for the development of the next MCC CCAP for the period 2025-30.

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.
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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
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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 areas such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	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 increasing access to quality green spaces.
A liveable and low carbon city: a destination of choice to live, visit, work	Published plans for Ward Climate Change Action, 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

None directly arising from this report.

Financial Consequences – Capital

None directly arising from this report.

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Background documents (available for public inspection):

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

1. [Manchester City Council Climate Change Action Plan 2020-25](#)
2. [Manchester City Council Climate Emergency Declaration \(July 2019\)](#)
3. [Manchester Climate Change Framework 2020-25 \(2022\)](#)

1.0 Introduction

- 1.1 This report provides an overview of the work programme that is planned to be delivered within the fifth year of the Council's Climate Change Action Plan (CCAP) between April 2024 - March 2025 and sets out the planned approach to development of a new five-year CCAP covering the period 2025-30.
- 1.2 The CCAP Work Programme for 2024-25 and proposed approach to development of the 2025-30 CCAP have been informed by discussions with officers delivering the five current workstreams and the Council's Zero Carbon Coordination Group.

2.0 Background

- 2.1 A five-year Council CCAP 2020-25 went live following approval at the City Council's Executive Committee in March 2020.
 - 2.2 The City Council has a science-based 'carbon budget' calculated by the Tyndall Centre for Climate Research of 126,336 tonnes of CO₂. This is the maximum amount of CO₂ which the Council can emit between 2020 and 2025 to remain on target to be zero carbon by 2038. These emissions limits relate to the direct emissions from Council buildings, streetlights, vehicles and from MCC staff business travel.
 - 2.3 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.
 - 2.4 The actions outlined in the CCAP are structured across five workstreams as follows:
 - 1. Buildings and Energy
 - 2. Transport and Travel
 - 3. Sustainable Consumption
 - 4. Adaptation and Carbon Sequestration
 - 5. Influencing Behaviour and Catalysing Change
 - 2.5 Regular updates on delivery of the CCAP are provided via published Quarterly Progress Reports and Annual Reports, which have also been scheduled into this Committee's 2024/25 work programme. Previous CCAP quarterly and annual progress reports are available on [the Council's website](#).
- ## 3.0 Climate Change Action Plan Annual Work Programme 2024/25
- 3.1 The MCC Climate Change Action Plan Work Programme for 2024-25 focuses on specific actions or critical milestones to be delivered during this final year of delivery of the MCC CCAP 2020-25.
 - 3.2 The 2024-25 CCAP Work Programme includes actions that are ongoing as part of longer-term commitments and milestones for new projects, such as

purchasing direct renewable energy supplies through a Power Purchase Agreement (PPA), the delivery of the Local Net Zero Accelerator project through funding secured from the Department for Energy Security and Net Zero (DESNZ) and the ongoing Estates Decarbonisation Programme of Council owned buildings. This work programme is attached as **Appendix 1**.

- 3.3 For 2024-25, the City Council's CO2 emissions target is to emit no more than 18,759 tCO2 through direct emissions from Council buildings, streetlights, refuse collection vehicles, operational fleet and staff business travel.
- 3.4 Progress on MCC emissions reduction will continue to be reported quarterly with reports published on-line and made available to this Committee. A mid-year CCAP progress report is scheduled to come to this Committee in January 2025 and a CCAP Annual Report capturing all 2024/25 progress and actions will be published in summer 2025.
- 3.5 The 2024/25 Environment, Climate Change and Neighbourhoods Committee Work Programme will also include a range of CCAP related reports allowing wider opportunities for scrutiny of the CCAP work programme by the Committee over the municipal year.

4.0 Developing a Climate Change Action Plan for the Period 2025-30

- 4.1 The current MCC CCAP covers the period 2020-25 and a new MCC Climate Change Action Plan 2025-30 is in development, led by the Council's Zero Carbon Team within City Policy. This report sets out the Council's approach to developing the new CCAP for the 2025-30 period. A further update on progress with developing the 2025-30 CCAP will be provided to this Committee in January 2025.
- 4.2 This Committee will receive a report seeking their support for the 2025-30 MCC Climate Change Action Plan in September 2025 ahead of a final 2025-30 CCAP going to the City Council's Executive for approval in October 2025.
- 4.3 In our approach to developing this new 5-year CCAP, we have considered a number of factors including the national and regional context on policy and delivery of climate actions, our performance to date in delivering the current 2020-25 CCAP, areas where we need to do more, or may need to change our approach.

5.0 CCAP 2025-30 - National, Regional and Local Policy and Funding Context

- 5.1 During 2024/25 there are some wider national, regional and city level policy considerations which are relevant to the development of the new 2025-30 CCAP. These include a General Election, decisions relating to the decarbonisation of heat and the National Grid, the development and launch of a new GMCA 5-year Environment Plan, development of a new 10 year Our Manchester Strategy, local government funding and work to develop a new citywide Manchester Climate Change Framework for the 2025-30 period. It is

important that these are all considered in the development of the Council's 2025-30 CCAP over the next 12-18 months.

National

- 5.2 UK General Election - There will be a UK General Election held on a date before 28 January 2025. Regardless of the outcome, this will see a new government in office from 2025 and inevitably some changes to Government policies and spending priorities across a range of policy areas, including those affecting climate change such as the energy, retrofit and transport. Our timescales for development of the new 2025-30 CCAP take account of this and ensure that we have some time in the first half of 2025 to consider any national policy and funding changes and how these may impact on local plans.
- 5.3 Decarbonisation of the UK National Grid - Current projections are that the National Grid will decarbonise by 2035 and this is factored into the Council's projections of future carbon emissions. If the National Grid does not decarbonise at the expected rate, this could impact upon achievement of our carbon reduction targets. During 2024, the Council procured a Power Purchase Agreement (PPA) for a direct supply of renewable electricity which makes a significant contribution to meeting our CO2 reduction targets and also protects us against any slowdown in decarbonisation of the National Grid. However, we will continue to monitor national policy and grid decarbonisation progress and include the most up to date data in future projections.
- 5.4 Transitioning from Gas to Electric – The UK has been heavily reliant on the use of gas for many decades with gas being the dominant fuel for central heating of commercial and domestic homes and has offered a relatively cheap and lower carbon alternative. To achieve zero carbon by 2038 we need to rapidly transition heat and energy generation away from gas to renewable electricity supplies. System change (in terms of infrastructure and end user equipment) plus wide-spread behaviour change is required to move away from tried and tested gas solutions.

Regional

- 5.5 Greater Manchester has the same Zero Carbon 2038 targets as Manchester, and it is important that Manchester and GMCA work together to achieve our shared objectives.
- 5.6 GMCA are currently developing their new GM 5 Year Environmental Plan, expected to launch in January 2025. The Council are engaging with GMCA on an ongoing basis during this development process and it is important that MCC develops its own CCAP in the context of that wider GM plan. Decarbonisation and Net Zero funding will also be part of the new GM single settlement from Government from 2025/26 as set out in the GM Trailblazer Devolution Deal.

Local

- 5.7 A new Our Manchester Strategy for 2025-35 is under development with a report on the phase 1 engagement scheduled for the July 2024 meeting of this Committee and the draft strategy being considered in October 2024. The strategy will set the vision, themes and priorities for the city for the next decade and will be underpinned with extensive engagement and consultation via an online survey, in person engagement events, partnership board conversations and other targeted work with specific places and communities. The new CCAP 2025-30 will be aligned to the new Our Manchester Strategy and will set an externally facing vision and action plan which clearly states how the Council will deliver a Zero Carbon Council and contribute towards a Zero Carbon City.
- 5.8 Manchester Climate Change Agency are currently planning the development of a new Manchester Climate Change Framework for the period 2025-30. The Framework is the city's high-level strategy for tackling climate change. Representatives of Manchester Climate Change Agency are also providing expert input, support, and challenge in the development of the Council's CCAP 2025-30.
- 5.9 Financing CCAP 2025-30 – The Council has worked hard to invest significantly in the delivery of CCAP 2020-25 and it is our aim to continue to invest to deliver the 2025-30 CCAP. As we progress towards 2038, the actions needed to reduce the remaining CO2 emissions become technologically and financially more challenging. However, the Council, like all Councils in the UK, is facing significant budget challenges due to on-going cuts to government funding and we need to develop new funding and financing options to maintain the levels of investment needed in the future.
- 5.10 Zero Carbon by 2038 - We will develop the CCAP 2025-30 on the basis that our target is to be a Zero Carbon Council and a Zero Carbon City by 2038 at the latest and we will explore opportunities to take actions to accelerate our decarbonisation if they are found to be viable, deliverable and financeable.
- 6.0 Climate Change Action Plan 2025-30 – Engagement**
- 6.1 In March 2024, engagement began across each of the Council's Directorates (Growth and Development, Childrens, Adults, Public Health, Corporate Core and Neighbourhoods) for initial input into the development of CCAP 2025-30.
- 6.2 Every Council Directorate will be engaged regularly over the coming months covering climate adaptation, mitigation and carbon reduction. Workshops with Council officers will be supported by Manchester Climate Change Agency where relevant and the outputs from these workshops will form the basis of the Council's actions for inclusion within the CCAP 2025-30.
- 6.3 In the CCAP 2025-30 there will be targets and actions addressing two key areas:

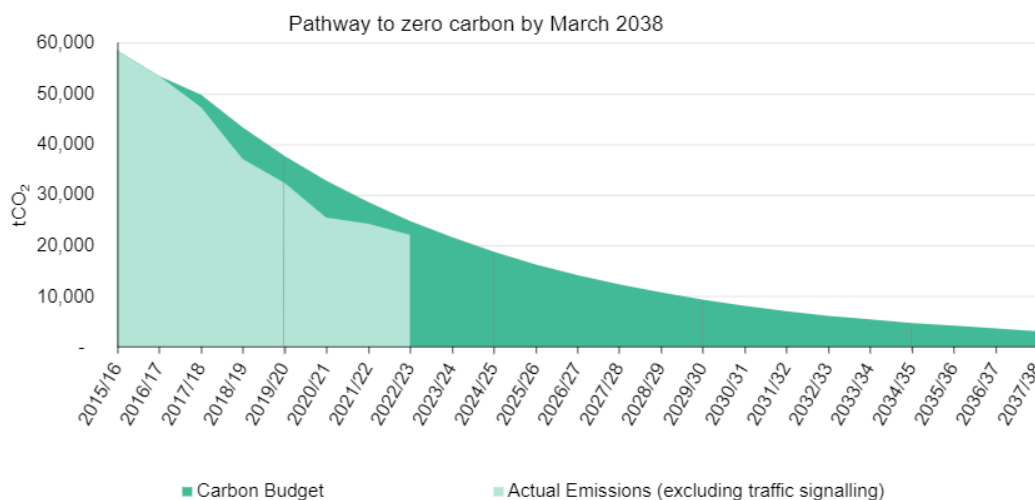
- **Zero Carbon Council** actions will deliver reductions to the City Council's direct carbon emissions (key to meeting our Science Based Targets) across Council buildings, operational fleet, street lighting and staff travel. Alongside other indirect climate actions within the Council's operations such as carbon literacy, policy actions and behaviour change. The Zero Carbon Council part of the plan will have embedded climate adaptation actions to ensure the Council is strengthening overall resilience to climate change and safeguarding service delivery.
- **Zero Carbon City** actions will relate to the Council's city leadership role and ability to influence others in delivery of city-wide climate actions and emissions reductions. The Zero Carbon City part of the CCAP will also have climate adaptation actions embedded to ensure we are educating and influencing others to become more resilient city in the face of climate change.

7.0 CCAP 2025-30 - Zero Carbon Council

7.1 Manchester City Council has in place a science-based target, set by the Tyndall Centre for Climate Change Research, to be zero carbon by 2038 at the latest, 12 years ahead of UK government requirements. This involves the assignment of a 'carbon budget' – the total amount of carbon dioxide which can be emitted in order to stay within the 2038 target. The council has divided this carbon budget into 5 yearly blocks, to monitor our progress. The carbon budget for the period 2025-30 is 62,969 tonnes of CO₂.

7.2 Figure 1 below shows Manchester City Council's science-based carbon reduction 'pathway' to 2038.

Figure 1



Manchester City Council		2020/21 - 2024/25	2025/26 - 2029/30	2030/31 - 2034/35	2035/36 - 2037/38
Target	Carbon Budget (Tonnes CO ₂)	126,336	62,969	31,385	10,650
Trajectory	% Estimated Reduction	-48%	-50%	-50%	

Source: Manchester City Council.

% estimated reduction represents the mean average emissions of each 5 year carbon budget period compared against the previous 5 year carbon budget period average, for example the emissions for the period 2020/21 - 2024/25 are compared to the period 2015/16 - 2019/20.

The darker shaded line in Figure 1 shows the Council's science-based target and the lighter shaded area shows the Council's progress to date. The table shows the Council is making strong progress in reducing emissions from its own operations.

- 7.3 In order to progress the planning of actions towards our 2030 (and ultimately 2038) target, the City Council is analysing emissions projections and planned emissions reductions across Council owned building and vehicles, our streetlights and from MCC staff travel – these make up the Council's direct emissions (also known as Scope 1 and 2 emissions).
- 7.4 The Council's purchase of renewable energy through a Power Purchase Agreement (PPA), which was procured in 2024 and is due to commence supply of clean renewable energy from late 2025, will make a significant contribution to the Council's CO2 reduction target during the 2025-30 period.
- 7.5 As the financial budget position for Local Government remains extremely challenging in the coming years, investments in further CO2 reductions across the Council's buildings, fleet, streetlighting and staff travel will be carefully assessed, planned and delivered and the CCAP 2025-30 will bring forward a programme of planned actions to enable the Council to meet its 2025-30 target.
- 7.6 In addition to actions on reducing the Council's direct operational emissions, the Zero Carbon Council workstream will also include actions around continued staff campaigns and carbon literacy training, continued efforts to reduce the carbon footprint of supplies and services used by the Council supplies (i.e. in-direct or Scope 3 emissions) and continued actions to develop different ways of funding zero carbon activity, both through existing Council funds and external public and private finance.
- 8.0 CCAP 2025-30 - Zero Carbon City**
- 8.1 During 2024/25, Manchester Climate Change Agency will be developing a new 2025-30 Climate Change Framework for the City. The Framework sets out how the City as a whole can deliver our shared Zero Carbon 2038 objectives.
- 8.2 The City Council must play its full part in the development and delivery of the Framework. We will do this through our Zero Carbon City actions tackling our direct emissions from Council operations (see section 8 of this report). In addition, the Council has a unique leadership role to play in supporting the rest of the city to play its full part in achieving Zero Carbon 2038. As such, the Council will work in partnership with the Climate Change Agency to develop the actions that the Council will deliver in 2025-30 and these will form the Council's agreed actions in both the Climate Change Framework and the Council's own Climate Change Action Plan.
- 8.3 During Autumn 2024 the Council and Manchester Climate Change Agency will collaborate to deliver a series of citywide climate mitigation workshops with MCC and external stakeholders.

8.4 The aim of this co-design approach is to ensure drafted actions in the CCAP 2025-30 are challenging yet deliverable and fully support the delivery of city-wider targets outlined in the Manchester Climate Change Framework.

9.0 **Recommendations**

9.1 The Environment, Climate Change & Neighbourhoods Scrutiny Committee is recommended to note and comment on the contents of the report.

10.0 **Appendices**

10.1 Appendix 1 Manchester City Council Climate Change Action Plan 2024-25 Work Programme