

**Manchester City Council
Report for Resolution**

Report To: Executive – 14th January 2009
Communities & Neighbourhoods O&SC – 3rd February 2009

Subject: Manchester Climate Change Call to Action

Report of: Director of Neighbourhood Services

Summary

In February 2008 the Executive approved 17 'Principles of Tackling Climate Change in Manchester' and committed the City to becoming low carbon by 2020. Recognising that the changes needed to realise this goal cannot happen immediately, the Call to Action is the next step in the process to better understand and bring about climate change activity in Manchester.

The Call to Action sets out a new way of thinking on climate change, grounded in the Community Strategy, which focuses on the advantages of early, decisive action to shift to a low carbon economy. It places Manchester in the context of those actions that need to be, and can only be taken at a global, national, regional and City-regional level in order to bring about change. And the Call to Action proposes a programme of immediate action where the City can 'learn by doing' and as such can start to build the strategic capacity and mainstreaming of low carbon activities that are needed for Manchester to appropriately respond to the challenge and opportunity of climate change.

Recommendations

Members are asked to:

1. Approve the Climate Change Call to Action and the implementation of the 'catalytic actions' set out in this report.
2. Support the engagement of residents, businesses and stakeholder organisations in wide ranging debates and actions to create a framework and level of support for the Climate Change Action Plan.
3. Ask Officers to report on this Action Plan later in 2009, which will incorporate a full route-map to achieving a reduction in Manchester's carbon emissions of over one million tonnes a year by 2020.
4. Approve the establishment of an Environmental Strategy Programme Board chaired by the Chief Executive to oversee the work programmes and the development of a clear funding strategy.

Wards Affected:

All

Community Strategy Spine	Summary of the contribution to the strategy
Performance of the economy of the region and sub region	Manchester is well placed to turn climate change action to economic advantage by seizing early-mover advantage on establishing a new low carbon economy.
Reaching full potential in education and employment	Climate change education is vital to enable and inspire people to change their individual and collective behaviours and to realise the employment opportunities and other benefits that will be created in a new low carbon city.
Individual and collective self esteem – mutual respect	Living low carbon lifestyles will instil in residents a sense of respect for themselves and the well-being of their communities, now and in the future. Improving the energy efficiency of new and existing homes and providing better access to local services through sustainable transport will help to address the inequalities that exist for residents on lower incomes, particularly those in fuel poverty.
Neighbourhoods of Choice	Ongoing regeneration provides an opportunity to integrate low carbon design and living into the fabric of the City. Families will be attracted to rather than forced to live low carbon lifestyles in attractive, well-designed neighbourhoods.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Implementation of the catalytic actions will have revenue consequences. Further information to follow once detailed project plans have been prepared. The £1m Carbon Reduction Innovation and Investment Fund, committed in the Climate Change Principles paper, will be deployed in support of the Call to Action.

Financial Consequences – Capital

Implementation of the catalytic actions will have capital consequences. Further information to follow once detailed project plans have been prepared. The £1m Carbon Reduction Innovation and Investment Fund, committed in the Climate Change Principles paper, will be deployed in support of the Call to Action.

Contact Officers:

Name:	Vicky Rosin	Name:	Beverley Taylor
Position:	Assistant Chief Executive (Neighbourhood Strategy and Delivery)	Position:	Acting Head of Green City
Telephone:	234 4051	Telephone:	234 4234
E-mail	v.rosin@manchester.gov.uk	E-mail:	b.taylor@manchester.gov.uk

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.

- Principles of Tackling Climate Change in Manchester, Manchester City Council, February 2008
- The Economic Impact of EU and UK Climate Change Legislation on Manchester City Region and the North West, Deloitte, 2008
- Manchester's Climate Change Call to Action, Full Report, Manchester City Council, January 2009.

1. Introduction

- 1.1 This document is an Executive Summary of the “Call to Action” on climate change in Manchester. The full Call to Action:
- **Sets out a new way of thinking, grounded in Manchester’s Community Strategy**, which focuses on the advantages Manchester could realise through early, decisive action to tackle and adapt to climate change and shift to a low carbon economy;
 - **Describes the role of the City of Manchester in a global, national and city-regional context** in leading the response to climate change and the specific areas of work Manchester needs to focus on to make early, telling inroads into the city’s carbon footprint; and
 - **Proposes a programme of immediate action** to demonstrate across different facets of city life how we can cut our carbon footprint and at the same time sustain and increase prosperity and quality of life for Manchester residents.
- 1.2 Without concerted action, climate change is likely to accelerate with deep and unwelcome consequences for Manchester and the world. The City Council’s Climate Change Principles, agreed by the Executive in February 2008, commit Manchester to becoming a low carbon city, reducing our annual carbon footprint by at least a million tonnes of CO₂ by 2020 and preparing a comprehensive action plan on climate change in partnership with stakeholders and the community.
- 1.3 Climate change is a global problem. Measures are needed at international, national and local levels to reduce carbon emissions (mitigation) and to prepare our communities and businesses for the future effects of climate change (adaptation). Manchester’s prosperity will depend significantly on the City’s resilience and our ability to shape our communities, homes and lifestyles to thrive in a low carbon future. The recent Greater Manchester ‘Mini-Stern’ Review highlighted the advantages of setting out a positive vision for low-carbon development in Manchester rather than simply ‘going with the flow’.
- 1.4 This Call to Action shows how Manchester can lead in turning the challenge of climate change into an opportunity to make our City even better – a new way of thinking about climate change, a framework for action, and a set of ‘catalytic’ actions aimed at building strategic capacity, learning-by-doing and helping climate change action to become, over time, a mainstream part of City life.
- 1.5 It will not be easy: the City faces difficult choices, but we are not starting from scratch. Manchester has a longstanding commitment to becoming Britain’s greenest city underlined by the Climate Change Principles Report which secured £1m to support activity. The City has a track record of delivering sustainable development, from icons like the solar-panelled CIS tower, through to working with local communities in Manchester, via the “100 Days” environmental campaigns.

- 1.6 The City Council wants to encourage a debate about this new way of thinking. From early 2009, implementation of a programme of ‘catalytic’ action will involve people from all parts of Manchester life. It will be part of the planned “Proud Of” Manchester campaign, to reach every community in Manchester and create a broad base of engagement in that debate. Reflecting what the people and organisations of Manchester tell us and the additional ideas and proposals they put forward, the City plans to launch a comprehensive climate change action plan for Manchester later in 2009 which will identify exactly how we will meet our minimum target for reducing the City’s carbon footprint. We will of course not be waiting for the comprehensive plan to be completed before taking action, but the plan will bring together and add to actions already underway.

Manchester climate change action plan timescales

• Feb 2008:	City Council climate change principles agreed
• Mar-Nov 2008:	Analytical work and provisional action-planning by the City Council
• Jan 2009:	This Call to Action published
• Jan-Mar 2009:	Detailed action planning
• Spring-Summer 2009:	Community awareness raising and engagement through the “Proud Of” campaign
• Spring-Summer 2009:	Engagement through implementation of the proposed ‘catalytic’ actions
• Late 2009:	Final Manchester climate change action plan published

2. Contributing to the Community Strategy: the opportunity of climate change

2.1 Climate change is the greatest single problem facing the world but there is a limit to what can be achieved by exhorting people to action, especially in a time of recession. Such an approach would also represent an inadequate response to a challenge of this scale and importance. Rather, people need to be *enabled* and *inspired* to choose lower carbon, climate adaptable lifestyles. And different levels of government, business and other organisations have complementary roles in helping to bring this about.

2.2 In Manchester, climate change action should be grounded in the values and the three spines of the Community Strategy, by addressing climate change in pursuit of the goal of a wealthier, happier and more inclusive city. There are five key elements to this approach:

1. Business, competitiveness and jobs – helping to drive the performance of the economy of the region and sub-region

Manchester is well placed to turn climate change action to economic advantage by positioning itself as an investment location of choice. Cities / regions that have a commitment to a low carbon economy will have a major influence in the future investment decisions of occupiers, businesses and financial investors. This means harnessing the City’s established strengths in promoting a positive investment environment alongside new programmes to deliver the infrastructure and services that will underpin a low carbon economy. Manchester will need to seize the early-

mover advantage described by the Greater Manchester 'Mini Stern' Review and in so doing will establish a competitive advantage for existing businesses and new investors to the City.

2. Reaching full potential in education and employment

Schools, colleges and higher education institutions have a vital role to play in educating people to recognise and realise the potential of being part of a low carbon city. Young people in particular, can act as ambassadors in influencing and educating the wider community about the need and benefits of adapting their lifestyles and those of their peers.

In addition to the employment opportunities that a low carbon city will bring, residents will come to recognise the corresponding improvement in the quality of their lives and those of family and friends through, for example, improved air quality, reliable sustainable transport to work and the cultural, leisure and recreation opportunities that are an integral part of any World Class city.

3. Neighbourhoods of choice

The City Council is determined to improve the lives of communities across the City and reverse the longstanding trend for people – especially families – to choose to move out as their circumstances change. Places that enable people to live lower-carbon lifestyles can also make for more popular and socially integrated communities. Ongoing regeneration in Manchester provides an opportunity to integrate principles of low carbon design and living into the fabric of the city, helping to make sustainable lifestyles attractive rather than forced.

4. A fairer Manchester – contributing to individual and collective self-esteem and mutual respect

Globally and locally, there is a strong relationship between incomes and carbon emissions. Residents on lower incomes are much more likely to live in energy inefficient homes and have limited access to local services, which means they need to travel more. Rising energy costs hit poorer households hardest, with 3.5 million households in the UK living in fuel poverty, while better-off households are more likely to fly, drive and use energy-intensive appliances in the home. Shifting the City to be low carbon – especially through actions such as retrofitting existing homes – will benefit the least well-off households the most.

Making sure residents have access to safe, reliable public transport is particularly important given rising fuel costs and is integral to the reduction of carbon emissions.

By recognising the benefits of altering their lifestyles and encouraging their wider communities to do the same, we want our residents to help create thriving neighbourhoods that they can be proud of and want to live in.

5. A higher quality of city life – contributing to longer, healthier and happier lives

Much of what Manchester will need to do to respond to climate change will also contribute to improving quality of life. For example, enabling people to spend more of their leisure time on sport, exercise, cultural activities requires both high quality facilities and an exceptional public realm. Asking people to move around the City and conurbation in lower impact ways requires that we invest in sustainable transport infrastructure. And the ‘green infrastructure’ that we need to adapt us to increasing temperatures and extreme weather events, will also improve amenity and aesthetic value to residents and visitors.

The manifestation of the Call to Action and Manchester’s ongoing work on climate change will be longer, healthier and happier lives for our residents. Messages around low carbon, climate adaptable lifestyles will be mutually self-reinforcing and will be spread from one resident to another, so that communities and neighbourhoods around the City can share in the benefits.

3. A Framework for Action

3.1 Manchester needs a route-map to achieving steady reductions across the major causes of carbon emissions. Roles and responsibilities that will help Manchester leaders and citizens to understand what they can influence and to define priorities for action. Only with the right action at all these levels can a comprehensive response to the challenge of climate change be realised.

	Institutions	Key areas of responsibility
International	<p>National governments via intergovernmental agreements and treaties</p> <p>European Union</p> <p>United Nations</p>	<ul style="list-style-type: none"> • Correcting the “greatest market failure the world has ever seen” by establishing a fair and efficient system for pricing and trading carbon across international borders, creating a robust market-driven incentive not to pollute (including for globalised industries such as aviation and shipping). • Establishing appropriate institutions for regulating international agreements and mechanisms (such as carbon cap and trading) and facilitating the spread of best practice among nations and cities.
National	<p>Parliament</p> <p>Government departments and agencies (e.g. DEFRA, Dept. for Energy and Climate Change, Communities & Local Government, Homes and Communities Agency, CABE)</p>	<ul style="list-style-type: none"> • Using national regulatory and policy standards and guidance – for example in the planning and building systems and the regulation of utilities – to establish a transparent and level playing field in which high standards are established, applied and steadily increased as appropriate. • Creating a fiscal framework (taxation and tax incentives) that accelerates behaviour change, for example by increasing the proportion of Exchequer revenues that are raised by taxing directly and indirectly polluting goods and services; through the promotion of investment in public transport. • Directing mainstream national resources for public services, economic development and regeneration towards investment in resilient low carbon infrastructure, patterns of services delivery and encouraging behaviour change.

	Institutions	Key areas of responsibility
Region	North West Development Agency 4NW	<ul style="list-style-type: none"> Establishing a framework for cohesive sustainable settlement patterns and economic development through the Regional Spatial Strategy Ensuring Regional Funding Allocations and European Regional Development Funds (ERDF) are targeted to the right investments in low-carbon economic development.
City-region	AGMA and its Commissions and agencies	<ul style="list-style-type: none"> Developing and aligning Greater Manchester's offer to and capacity for low carbon and environmental business, including positioning Greater Manchester globally as a low-carbon investment location of choice for businesses in all major growth sectors. Developing strategic infrastructure to support resilience to climate change and to the effects of changing carbon economics, with a particular focus on ensuring Greater Manchester has an 'armature' of sustainable transport and utilities – energy, water and waste – infrastructure to support a shift to lower-impact living and working in every part of Greater Manchester. Co-ordinating land-use planning to ensure that patterns of development reinforce established centres, create mixed communities in which people can meet most of their daily needs without needing to travel, and avoid the creation of car-bound sprawl.
City/ local	City Council and Public Service Board partners	<ul style="list-style-type: none"> Co-ordinating local place-based interventions: social and physical regeneration, retrofitting existing homes and businesses, adaptation measures – so creating urban resilience and flexibility. Educating communities to understand the value of place, be aware of their individual influence and to create a sense of caring and ownership for their community. Removing barriers to lifestyle change – through city design and planning, community engagement and empowerment, and with clear information to individuals and business about what they are being asked to do and how local government is helping. Providing political and practical leadership and creating a culture of municipal enterprise in which the public sector sets a dynamic example for the private sector and individual citizens to follow.

4. Building Strategic Capacity for Climate Change Action in Manchester

4.1 Our priority is to build strategic capacity across Manchester's leaders, businesses, institutions, public services, opinion-formers, charities, families and individual residents to make action on climate change a mainstream part of city life. This needs to happen at two levels.

4.2 *Strengthening capacity across Greater Manchester*

Carbon emissions are a by-product of economic activity, so the carbon footprint of the City cannot be considered in isolation from that of the wider Greater Manchester conurbation, and there are economies of scale in addressing some causes of carbon emissions on a conurbation-wide basis. The new AGMA Environment Commission and Climate Change Agency will need to play a leading role, in particular in low carbon business and economic development, development of low carbon and renewable energy infrastructure, and leadership of Manchester's national and international advocacy for the creation of carbon markets and the establishment of supportive national and regional policy frameworks.

4.3 *Delivering climate change action in the City of Manchester*

The City Council's role is to align the efforts and activities of people and organisations across Manchester behind a clear vision. Five areas of action are essential in developing a broad base of climate change action in Manchester:

- **Getting our own house in order.** Work is underway to identify the sources of the City Council's own carbon emissions and to understand what impact the activities already underway and planned will have on reducing our carbon footprint. We will report our carbon emissions for the first time in 2009 and will set defined carbon reduction targets – and encourage partners to do the same;
- **Promoting business and the City Centre.** If Manchester is to grow a base in environmental and wider 'climate-conscious' businesses, taking full advantage of the next economic upturn, we need to ensure that the City Centre is shaped to reflect and support that ambition. As a first step the City Council will look to develop relationships and projects with trailblazing businesses and property owners keen to demonstrate what can be achieved;
- **Physical development and regeneration.** Physical regeneration is an essential feature of the Manchester story of the past 20 years and, because of the critical role of places in shaping lifestyle choices and social outcomes, continued regeneration will also be a central part of Manchester's response to climate change;
- **Engaging different communities in climate change action.** Manchester needs to build a coalition for action on climate change which involves and provides inspiration for people from all parts of Manchester life; and

- **Mainstreaming climate change action into services.** The City Council and its partners need to together to understand how best to ensure that climate change action becomes an everyday part of the way we deliver services. The City Council will pursue this with partners through the Manchester Partnership.

4.4 Action in these five areas, together with that taken at other levels, will help to create a framework of resilience and preparedness for Manchester. To help ensure momentum and delivery, the Council will establish a permanent, senior cross-directorate Environmental Strategy Programme Board. The Board will be chaired by the Chief Executive supported by the Assistant Chief Executive (Neighbourhood Strategy and Delivery) and report to Members and the Manchester Partnership.

4.5 As with all plans, a clear funding strategy is needed which integrates funding from existing sources, makes use of new funding models including contributions from partners and stakeholders where possible and appropriate. In addition, the City Council's Climate Change Principles paper also committed to the creation of a £1 million Carbon Reduction Innovation and Investment Fund. Resources from the fund will be deployed in support of this Call to Action.

5. Giving impetus to action on climate change in Manchester

5.1 By demonstrating, rather than simply describing, the potential for a better Manchester through practical climate change action, Manchester's leaders can enable citizens and stakeholders to see and seize the opportunities for themselves. We propose a programme of catalytic actions that will provide impetus, begin to build transferable skills and knowledge, and show leadership on some of the biggest challenges and opportunities climate change poses to the city. These 'catalytic' actions:

- Fit within the framework for action set out above;
- Manifest our new way of thinking – they are not just “climate change projects” without a wider purpose and attraction; and
- Build on programmes or projects already under way in the city, are affordable and capable of practical implementation in the short to medium term.

5.2 The catalytic actions are:

1. **World-leading neighbourhood regeneration.** With the help of partners, the City Council intends to identify trailblazing major regeneration neighbourhoods in which to develop internationally recognised exemplars for socially, economically and environmentally sustainable place-making. The site(s) is expected to be identified and announced in 2009.
2. **Retrofitting Manchester's civic heritage.** An options appraisal is expected to establish that the technical capacity and know-how now exists both to improve the energy efficiency of the Town Hall and other heritage buildings in the vicinity. Although a success in its own right, a successful retrofit of the Town

Hall complex will also demonstrate that it is possible to delivery major energy improvements to the most challenging buildings in an economically viable way.

3. **A business alliance for climate change action.** If we in Manchester are to shape the City so that it is fit to grow a low carbon economy, business will need to be in the vanguard. The City Council wants to understand what specific interventions Manchester business would like to see to support the realisation of a low carbon economy, and to kickstart a major new business coalition for action to deliver significant cuts in the commercial carbon footprint of the city.
4. **Low carbon energy infrastructure.** The Council will support and work with AGMA and other partners to develop a business model for transforming the energy strategy across the conurbation and delivering major improvements to the carbon footprint of the built environment – the single biggest factor in Manchester’s emissions.
5. **Low Carbon Communities.** The City Council will encourage neighbourhood or community groups to identify opportunities across the city in which to pilot transformational Low Carbon Communities. This will demonstrate how existing neighbourhoods can combat climate change, improve their local environment, increase social cohesion and cut energy costs and fuel poverty through a comprehensive but affordable package of action to reduce their carbon footprint.
6. **A climate-change ready Local Development Framework.** Both Manchester City Council and AGMA are committed to repopulating the urban core and achieving a more compact urban geography so that future economic growth is more sustainable. In the City of Manchester the key vehicle for achieving this is the Local Development Framework (LDF). The LDF Refining Options consultation in April 2009 will propose clear principles for low carbon development with the aim of enhancing the contribution of new development to Manchester’s climate change resilience.
7. **The Manchester Prize.** The City Council proposes the introduction of a Manchester Prize with the aim of establishing Manchester as a centre of design for sustainability and a place in which good ideas from around the world connected with the creation of low carbon, environmentally beneficial ways of living are demonstrated. Through the Manchester Prize, Manchester will become a living laboratory for applied climate change solutions and networks among those involved in making it happen.
8. **Greening the city: i-trees.** The Council will support the accelerated delivery of a proposal to ‘green’ the Oxford Road corridor, establishing a pioneering approach led by the University of Manchester to understanding and improving the urban microclimate through tree planting and the installation of green roofs and facades, as part of a wider programme of public realm improvements.
9. **A green Airport.** Manchester Airport is one of the principal components of economic growth in Manchester. The City Council’s agrees that global rates of air traffic growth are unsustainable in the long term, but believes that it is not a realistic option for individual airports or cities to suppress their growth

unilaterally ahead of international agreements that lead to orderly reductions in overall emissions. Manchester Airport has produced an Environment Plan as part of its Master Plan to 2030 and committed to becoming carbon neutral in its site energy use and ground vehicle operations. The City Council will fully support the Airport to achieve its aims.

- 5.3 The catalytic actions will have mixed effects on carbon emissions, ranging from a the potentially huge direct impact of establishing effective citywide low carbon energy infrastructure supported by major investment in renewable energy capacity, to the indirect but totemic role of the Manchester Prize. As a detailed implementation plan for each action is developed, fuller estimates of their impact on Manchester's emissions will be made. This will enable the climate change action plan to be published in late 2009 to incorporate a full route-map to achieving a reduction in Manchester's carbon emissions of over one million tonnes a year by 2020.
- 5.4 Creating a city connected by a variety of safe, reliable and affordable sustainable transport options is integral to achieving the necessary reductions in citywide carbon emissions. This will also realise the economic potential of the City and ensure that residents, employees and visitors are able to access employment centres and the various opportunities for culture, recreation and leisure. Following the outcome of the Transport Innovation Fund referendum, the City Council and its partners will need to consider the options for delivering the necessary sustainable transport infrastructure that Manchester and the City-region require.

6. Recommendations

- 6.1 The recommendations arising from this paper appear at the front of this report.

7. Key Policies and Considerations

(a) Equal Opportunities

- 7.1 The Call to Action will help to tackle those issues which effect the City's most deprived residents and those on lower incomes. Fuel poverty and access to local services and employment through sustainable transport infrastructure and well-designed neighbourhoods will help to address the inequalities that currently exist in parts of the City.

(b) Risk Management

- 7.2 The approach described in the Call to Action is one of inspiring and enabling stakeholders to become fully engaged in the need to undertake mainstream activities differently, in a way that will benefit themselves, their families, their communities and their businesses. The manifestation of this engagement and change in behaviour will be a low carbon city by 2020, which emits one million tones of CO₂ less than at present. Failure to achieve citywide engagement means that Manchester will not realise the various benefits outlined in the above report and therefore compromise the vision of the Community Strategy, which climate change action is integral to. To mitigate this risk audience-specific awareness

raising and engagement will be delivered through the “Proud Of” campaign and robust business plans developed for each of the catalytic actions.

(c) Legal Considerations

7.3 No legal risks identified at this time.