

Chapter 5: A liveable and zero-carbon city

Strategic overview

The Our Manchester Strategy 2016–2025 set out the future Manchester our whole city is building together. In 2021 the Strategy's priorities were reset to 2025, refocusing on the challenges. We are heading for a zero-carbon future, with protected parks, and residents recycling right and wasting less; we need more affordable housing and faster climate-change action. COVID-19 set us back, but it also highlighted strengths and chances for progress, and communities came together. More residents now use the green space on their doorstep and support local businesses.

Despite the challenges associated with the COVID-19 pandemic, Manchester's residential pipeline continues to deliver, and more new homes were built in 2020/21 than in any year since 2008. Indeed, there is no evidence the pandemic has diminished demand for housing in the city; the void rate remains around the lowest it has ever been, and evidence from the lettings market shows the city remained resilient over the past year – particularly compared to Central London.

With demand continuing to outstrip supply, there remains very limited availability of stock, particularly for some of our lower-income and more vulnerable residents. As a result, we are seeing growing numbers of residents living in poor-quality private-rented properties, on the Housing Register, or in temporary accommodation. COVID-19 magnified the challenges faced by many of our residents, and

highlighted the links between housing inequalities and health outcomes. Increasing the delivery of housing – and affordable housing in particular – is a key priority for the city and will be a fundamental part of the city's recovery following the pandemic.

The climate crisis remains a key priority for Manchester, and great work is ongoing across the city to both mitigate and adapt to climate change. One of the five headline priorities the city will refocus its efforts on in the refreshed Our Manchester Strategy is the goal of becoming a zero-carbon city. While progress is heading in the right direction, the city is not yet de-carbonising at the required pace – collective action from everyone is required and the time for urgent action is now. The Council is taking action to reduce its own carbon footprint; last year the Council's direct emissions fell by 21% compared to the previous year, keeping the Council within its allocated carbon budget.

During 2020, Manchester met the national legal limits for all its air pollutants, while national and local COVID-19 lockdowns impacted on local air quality to varying extents. During the first national lockdown from 23 March 2020 there were marked reductions in NO₂ levels at urban and roadside automatic monitoring locations in Manchester due to lower volumes of traffic, and Oxford Road levels were 58% lower than modelled 'business as usual' concentrations. Despite the pandemic, progress under our Contaminated Land Strategy has been made, with the highest area of land being remediated since our records began.

There is concern about domestic abuse, particularly high-harm, high-risk cases, although we have secured additional funding to commission additional services to enhance capacity, focusing on early intervention and prevention. We are refreshing our Community Safety Strategy, and our new strategy for 2022–2025 should be published in early 2022. Serious violence is a concern (nationally as well as locally). COVID-19 has impacted on many areas, particularly service delivery and mental health, and recovery from the pandemic and its future impact is a concern.

Manchester's parks saw a significant increase in visitors as they became more important than ever during the lockdown. Visitors reported that using parks helped their physical and mental wellbeing. Two new Friends Groups were formed during the pandemic, and 17,500 volunteer hours were recorded to help keep the parks litter-free.

Many cultural organisations, including libraries and galleries, curated diverse, high-quality and popular online programmes during the pandemic, and in many cases reached higher visitor figures than face-to-face events. Libraries were classed by the Government as an essential service, primarily to support digitally excluded residents who were disproportionately disadvantaged by the pandemic. Libraries also set up two initiatives to support digitally excluded residents to become confident online users in their own homes. MCRactive continued to deliver the city's Sport and Physical Activity Strategy (2019–2028).

Leisure Centres, including swimming pools, stayed open whenever guidance allowed and provided activities online when facilities had to close. While not yet at pre-pandemic levels, take-up of our leisure offer is recovering at a faster than predicted rate.

Volunteers and voluntary-sector organisations became more important than ever during the pandemic, supporting vulnerable residents and helping the city to recover. The Council invested in the VCS sector, for example delivering the COVID-19 Impact Fund, which distributed £745,000 to support the mental health and wellbeing of priority resident groups and a further £50,000 to support victims of domestic violence and abuse.

Analysis of progress

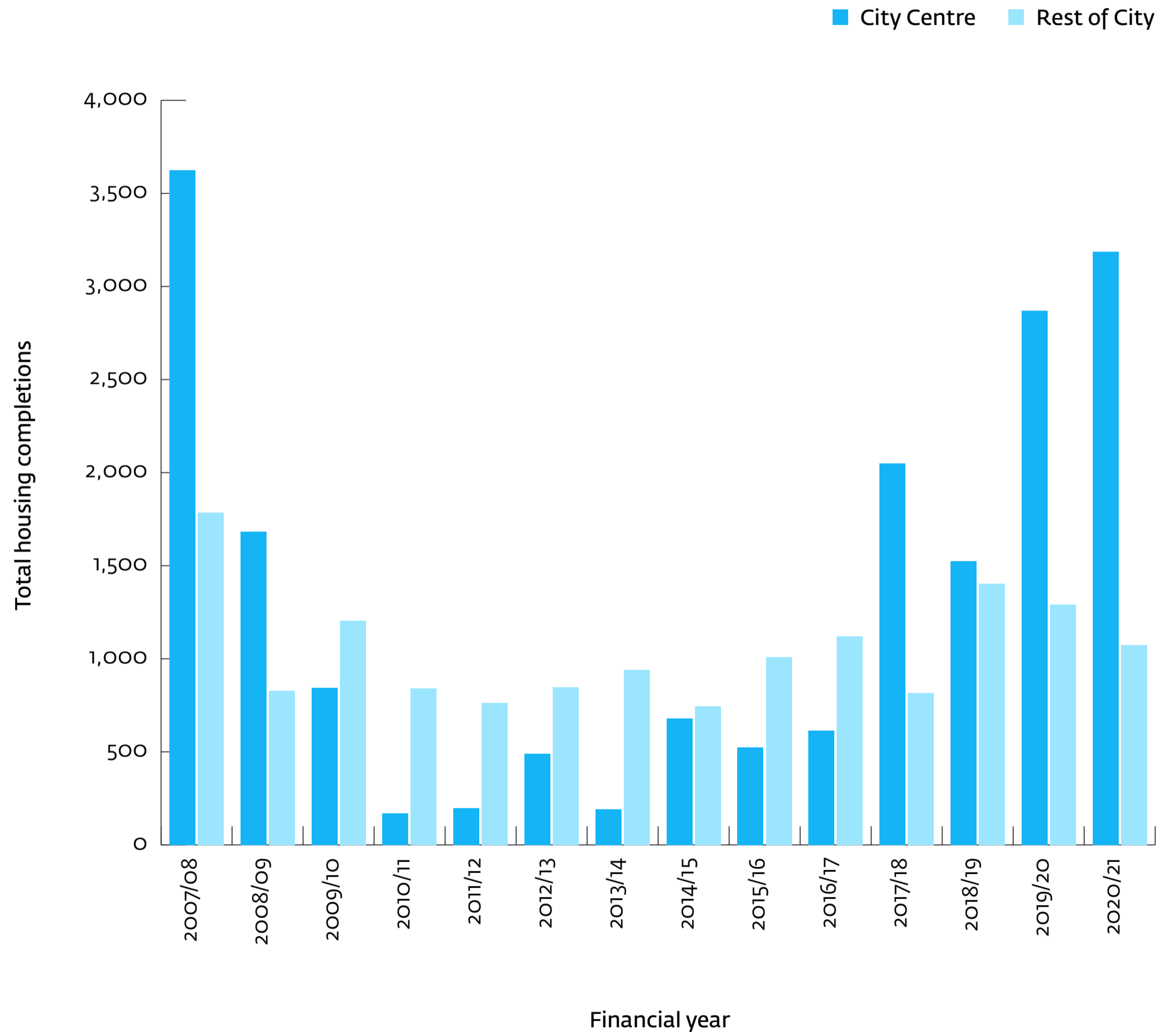
A diverse supply of good-quality housing affordable to everyone

Housing delivery

The residential pipeline in Manchester is continuing to deliver large numbers of new homes for our residents. In 2020/21, there were 4,260 new homes built in the city, including 3,187 in the city centre and 1,073 across the rest of Manchester. This brings the total number of new homes completed since April 2015 to 17,499 – 55% of the Residential Growth Strategy target.¹

¹ 32,000 new homes between 2015 and 2025, including a minimum of 6,400 new affordable homes

Figure 5.1:
Housing completions 2007/08–2020/21



Source: Manchester City Council tax records (2007/08–2013/14), Manchester City Council Residential Development Tracker (2014/15–2020/21)

Despite initial fears that the pandemic would result in the widespread extension of delivery timescales, the majority of developments this year have completed to schedule, including the final two towers at Renaker’s Deansgate Square (662 homes), Glenbrook Property’s Manchester Waters development at Cornbrook (280 homes), and 135 homes at The Former Stagecoach Depot on Princess Road.

The evidence suggests that the pandemic has also not affected the long-term demand for new homes in Manchester. Indeed, during 2020/21, construction began on some 2,000 new homes across the city, including at New Victoria (520 homes) and Viadux (375 homes). Outside of the city centre, construction began on the redevelopment of the Grey Mare Lane Estate, which is set to deliver some 290 new homes (including 124 of re-provision) and the retrofit of 169 homes.

Added to this, since the start of 2020, planning applications have been submitted for 9,400 new homes. This includes Downing’s Co-Living scheme at First Street (2,204 bed spaces) and the Far East Consortium’s first development in the New Town neighbourhood, which will deliver 634 new homes (including 32 for shared ownership).

Increasing the delivery of new affordable homes

The delivery of new affordable homes continues to expand, increasing housing options for some of our most vulnerable residents. In 2020/21, 446 new affordable homes were completed across Manchester – the highest figure for any year since 2011. Of these, 141 were for social rent, 100 for affordable rent, 164 for shared ownership and 41 Rent-to-Buy homes. This also includes two Extra Care schemes at Brunswick PFI (60 homes) and Elmswood Park (102 homes).

Table 5.1:
Manchester Affordable Pipeline (2015–2025)²

	Social rent	Affordable rent	Shared ownership	Other Includes all Rent to Buy and Discounted Market Rent schemes	Total
Affordable completions (2015/16)	34	87	34	–	155
Affordable completions (2016/17)	14	156	84	–	254
Affordable completions (2017/18)	20	180	97	–	297
Affordable completions (2018/19)	56	136	141	5	338
Affordable completions (2019/20)	27	88	131	191	437
Affordable completions (2020/21)	141	100	164	41	446
Total affordable completions (2015/16–2020/21)	292	747	651	237	1,927
Total affordable homes under construction	327	141	145	133	844
Total Registered Provider Pipeline (2020/21–2024/25) Includes all schemes where a planning application has been submitted/a site has been identified	934	1,104	812	112	2,962
Remaining Pipeline Includes all Local Development Vehicle sites	181	886	716	–	1,783
Total	1,734	2,878	2,324	482	7,516

Source: Manchester City Council Expected Completions List

² Includes all Government-defined affordable tenures (correct on 5 May 2021)

A total of 1,927 new affordable homes were built between April 2015 and March 2021 – representing some 30% of the minimum 6,400 target by 2025 set out in the Residential Growth Strategy. In addition to this, 844 affordable homes are currently under construction and expected to be completed over the next few years. However, it is clear that the pace of delivery needs to increase in the years to 2025 if we are to meet our target.

The overwhelming majority of affordable homes that have been built since April 2015 have been delivered through the Affordable Homes Programme (AHP). This is set to remain an important element of the pipeline with the announcement of £7.4 billion new funding as part of the AHP 21–26 programme. However, current forecasting suggests this alone will not be enough to meet the growing demand for affordable housing in the city.

With this in mind, the Council is working with developers and Registered Provider (RP) partners to bring forward a series of large-scale, multi-tenure developments across a series of key locations in the city. 2020/21 saw the first planning applications submitted for Victoria North (formerly known as the Northern Gateway), which will deliver 244 new homes, including 100 new homes for social rent in Collyhurst.

Alongside this, the Manchester Life Development Company, in partnership with Great Places, has announced plans for Phase 3 of the redevelopment of Ancoats and New Islington. Plans include two schemes, including the refurbishment of the Grade II-listed Ancoats Dispensary, delivering over 100 new affordable homes. In Miles Platting and Newton Heath, Your Housing Group are

progressing plans to deliver over 1,100 new homes at Jackson's Brickworks – around half of which are set to be affordable, and ENGIE Services Ltd have submitted planning to build 410 new homes (including 114 affordable homes) on the Former Manox Works site.

While this move towards larger, multi-tenure developments represents significant progress towards meeting demand from our lower-income residents, current forecasting suggests that a further level of delivery beyond this is required. In response, the Council has progressed plans over the past year to create 'This City' – a local housing delivery vehicle – which is set to deliver a pioneering accessible-rent product across the city, including on sites in and around the city centre.

Resilient private-sector lettings market despite COVID-19

Despite sustained levels of development and the impact of COVID-19, there is no evidence of an increase in the number of residential properties remaining empty for long periods of time. Currently, only 1% of properties in the city centre and 0.5% across the rest of the city have remained empty for over six months. This trend for continued record low void rates is in stark contrast to the period following the 2008 financial crash, when the void rate exceeded 6% in parts of the city.

Evidence from the lettings market suggests that demand for accommodation to rent in Manchester has remained resilient over the past year, particularly in comparison to London. According to data from Rightmove, average two-bed rents in the city centre fell by some 2% during the past 12 months – much less than the estimated 15% fall in Central

London (according to Hamptons International) – before recovering slightly in the last quarter to £986 per calendar month.

There has been a slight correction in average city centre rents linked to the increased availability of stock that has come to the market as a result of the impacts of the pandemic. The neighbourhoods that have experienced the largest falls are areas popular with international students (Oxford Road North – 10.6% fall in 2020/21; Deansgate and Spinningfields – 10.3% fall in 2020/21) and neighbourhoods with large numbers of short-term lets (Northern Quarter – 7.7% fall in 2020/21).

Outside of the city centre, average two-bed rents have increased by 6% during 2020/21. However, this is a result of activity in the lettings market becoming increasingly focused in higher value markets in Didsbury and Chorlton during the pandemic. Indeed, in north Manchester average two-bed rents increased by just 1.6% to £655 per calendar month.

In April 2020 following a five-year freeze, the Local Housing Allowance (LHA) rate in Manchester was reassessed to bring it back into line with the 30th percentile of rents across the city. Following the change, the LHA now covers the rent of 58% of households in Manchester compared to some 40% prior to the increase. This is particularly important in light of the increasing number of claimants needing support with housing costs as a result of the COVID-19 pandemic. Of some 9,500 new LHA claimants in Manchester during 2020/21, over 70% have been able to cover their rent via Universal Credit or Housing Benefit alone without the need to top up – potentially preventing them slipping into rent arrears or other debt-related issues.

While this increase in the LHA rate improves the affordability of the private-rented sector for some of our most vulnerable residents, we know that issues around quality and management persist. In 2020, we published a refreshed [Private Rented Sector Strategy](#) and are currently in the process of updating our Housing Strategy; both look at improving conditions in this part of the market. A key aspect of this has been the expansion of the Selective Licensing scheme, which requires landlords to ensure their properties meet certain quality and safety standards.

Challenges in the sales market

The pandemic has impeded the sales market in Manchester; just 4,436 sales were recorded in the city in 2020/21 – the lowest number of recorded transactions since 2012/13.

The biggest reduction in transactions has been in the city centre, where significant constraints on the supply of suitable accommodation to buy (linked primarily to cladding and fire-safety concerns) led to just 870 sales in 2020/21 – a 75% reduction on 2019/20. While the announcement of an additional £3.5 billion Building Safety Fund in February 2021 was welcome, it still failed to address issues in buildings under-18 metres and is not able to be used to fix a number of widespread issues, such as timber walkways and balconies.

The result is that the city centre sales market is becoming increasingly polarised between the secondary market and new-build stock. In 2020/21, new-build properties accounted for over 40% of total sales-market activity in the city centre – up from some 20% in 2015/16. The secondary market has traditionally represented the more affordable

part of the city centre market, and while it continues to remain subdued, average prices continue to increase, driven by new-build premiums. As a consequence, over the past 12 months, average sales prices across the city centre have increased by 13% to £256,650.

Outside the city centre, average prices have risen by 7.6% to £213,000 – predominantly driven by increases in higher-value markets, including Chorlton (18.5% annual growth) and Didsbury East (9.6% annual growth) linked to changes to Stamp Duty Land Tax (SDLT). These reforms increased the level from which SDLT is charged from £125,000 (£300,000 for First Time Buyers) to £500,000 for owner-occupiers, and investors were only charged the additional 3% levy up to £500,000.

Despite this, most of the city's housing market transacts well below the values impacted by the reforms, with just 4% of sales in the city in 2020/21 over £500,000 and therefore able to realise the maximum £15,000 savings compared to 50% of sales in Greater London. As such, the only areas that appear to have benefited from the changes are the already high-performing south Manchester markets, where traditionally the majority of sales have been to movers.

In Harpurhey and Clayton and Openshaw, for example, over 57% and 37% of sales in 2020/21 respectively were under £100,000. At this level, the evidence continues to show that owner-occupiers are outcompeted by investors at the lowest price points.

According to the latest estimates, some 60% of sales under £100,000 were to investor landlords,

suggesting that increasing the supply of entry-level open-market sale homes does not increase home ownership – a major challenge for the city.

Increasing options for home ownership

The changes to SDLT appear to have therefore failed to impact the First Time Buyer (FTB) market in the city. The latest available data suggests that over 80% of FTB sales in Manchester are below £300,000 and were therefore exempt from SDLT prior to the changes. Alongside this, the COVID-19 pandemic created new difficulties for prospective FTBs, not least the reduced availability of 90% and 95% Loan to Value (LTV) mortgages, meaning buyers required larger deposits, which can be out of reach for many Manchester residents wanting to buy.

However, there have been recent moves to address this issue both from the Government and the market. In March 2021, the Government announced a 95% mortgage-guarantee scheme to try and increase the number of higher LTV mortgages available to prospective buyers. It is still too early to fully understand the impact this will have on sales-market activity; however, anecdotal evidence from agents suggest it has boosted demand, with some reporting enquiries increased by around 50% in the weeks following the announcement.

Evidence suggests that a greater range of mortgages are returning to the market – in March 2021 there were 3,842 products available (74% of pre-COVID-19 levels) and the number of higher LTV mortgages was growing for the first time since August 2020, with 146 new 90% or 95% mortgages becoming available. Alongside this, in April 2021, Nationwide announced they were lifting their borrowing limit on mortgages from 4.5x income to

5.5x income – potentially beginning to address what has historically proved a significant obstacle to Manchester residents wanting to buy.

Diversifying the city centre housing market

Widespread reports throughout the pandemic have suggested that COVID-19 will lead to an exodus from UK city centres as people place a higher value on larger properties and outside space. While there is currently no evidence of this move away from city centre living in Manchester, anecdotal evidence from agents suggests some residents are looking for larger properties to accommodate work space (opting for a two-bed property instead of a one-bed, to convert the spare bedroom into an office).

Alongside this, the city centre resident profile is evolving, as increasing numbers of residents are choosing to stay in the city centre for longer. According to latest MCCFM forecasts, the number of residents aged over 35 living in the city is expected to almost double over the next ten years to some 38,000, and the number of over-50s is expected to increase by more than 50%.

This raises significant questions around how the city centre can diversify to provide a greater range of housing products, including homes targeted at families and older persons. The strength of demand for these products is evidenced by the continued success of developments such as Urban Splash's houses in New Islington, where a further 40 homes were completed in 2020/21 (including four for shared ownership).

There is also a growing need for greater delivery of affordable housing in and around the city centre. Over the past 12 months, Clarion have progressed

plans for a 66-home shared-ownership scheme on Store Street, and Great Places are working in partnership with Manchester Life to deliver over 100 affordable homes across a number of sites in the Back of Ancoats.

While more is still needed, future additional delivery of affordable housing in and around the city centre is constrained by the availability and prohibitively high values of land in the area. As such, public land in the Eastern Gateway provides a key opportunity to increase the delivery of affordable homes in the city centre, and 'This City' is delivering a pioneering accessible-rent product that will be affordable to some of our lowest-income residents.

Looking forward

Increasing the delivery of housing – and affordable housing in particular – will be a key part of the city's recovery following the pandemic. Demand for housing from the most vulnerable in the city has not diminished following the crisis; if anything, demands from our most vulnerable residents have become even more acute, with the numbers of people on the housing register and in temporary accommodation continuing to grow.

However, the potential for future delivery is constrained by the increasing scarcity of land, as opportunities for large-scale development sites in central locations become harder to find and, in many instances, require significant levels of investment in infrastructure and remediation.

Over the past 12 months, a number of large-scale developments in Manchester have succeeded in bids to the Brownfield Land Fund, including Collyhurst Village (139 homes) and Silk Street

(69 homes). Bringing opportunities such as this forward is only made possible by continued access to funding. Without this investment, the city will be limited in its ambition of increasing scale and density in the core of the conurbation and will be unlikely to deliver on its priorities of building much-needed homes for residents while at the same time making progress towards its zero-carbon ambitions.

Delivering greenhouse gas reductions to meet our zero-carbon ambitions

Zero-carbon 2038

The transition to a zero-carbon city will help the city's economy become more sustainable and will generate jobs, many highly skilled, within the low-carbon technologies and services sector. This will support the implementation of the [Our Manchester Industrial Strategy](#) and the [Manchester Recovery and Investment Plan](#). It will help to tackle fuel poverty by reducing energy bills and drive positive health outcomes through warm, healthy homes and the promotion of more sustainable modes of transport and improved air quality.

Becoming a zero-carbon city will help to make the city a more attractive place for people to live, work, visit and study, and a zero-carbon transport system will create a world-class business environment to drive sustainable economic growth.

In July 2019, the Council declared a Climate Emergency recognising the need for the Council and the city to do more to reduce our CO₂ emissions to mitigate the negative impacts of climate change. It also recognised our commitment to be at the forefront of the global response to climate change and to lead by example.

The responsibility for developing and facilitating delivery of a citywide strategy to fulfil this commitment is devolved to the Manchester Climate Change Partnership (the Partnership) and Manchester Climate Change Agency (the Agency). In February 2020, the Partnership and Agency published the [Manchester Climate Change Framework 2020–25](#) as the city's high-level strategy for tackling climate change.

The Framework's aim is that: 'Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive.'

The Framework's implementation is championed and facilitated by the Agency and Partnership, primarily through existing organisations and networks. Highlights of the past year include:

- Zero Carbon Communities Programme – this will be Manchester's largest community-focused climate change programme. Phase one will run from May 2021 to May 2022 as '[In Our Nature](#)' and will support six communities in Hulme, Levenshulme, the Northern Quarter, Moss Side, Rusholme, and Miles Platting and Newton Heath. All wards across the city are looking at the actions they can take forward within existing resources and developing local plans to support this.
- Manchester Climate Change Youth Board – The Youth Board brings together 13–28 year olds from across the city who are passionate about tackling climate change. Members of the Youth Board sit on the Partnership to represent the city's young people, and the Agency has appointed a Youth Champion to drive forward their priorities for 2021, including launching a Climate Wheel and manifesto.

- Zero-Carbon Business Programme – A Zero-Carbon Business Working Group has been established and a new programme is in development, intending to launch in January 2022. Work is being supported by Manchester's participation in the City-Business Climate Alliance (CBCA), an initiative of the C40 Cities network, CDP and UNBCSD, where Manchester is one of only eight cities selected to participate, alongside Dallas, Durban, Lisbon, New York, Stockholm, Tel Aviv and Vancouver.³
- The Agency has developed a list of [15 Actions](#) for every individual and organisation in the city to take.
- [Race to Zero](#): In December 2020, Manchester became one of the first 500 cities globally to join this initiative.
- Zero-Carbon Cities project: Manchester is leading this EU-funded work to support six European cities to set emission targets in line with the latest science and the Paris Agreement.
- The Agency published [Manchester's climate risk: a framework for understanding hazards and vulnerability](#). This document establishes an evidence base and structure for more detailed climate-risk assessments for the city and its stakeholders. Funding has been secured from UK Research and Innovation to take forward this work via secondment from Manchester Metropolitan University.
- Additional resources have been secured for the Agency to increase its ability to inspire and co-ordinate positive climate action across the city.

³ www.manchesterclimate.com/news/2020/07/transformative-city-business-partnerships-city-business-climate-alliance-cbca

- The Manchester Climate Change Partnership has grown to over 60 members from ten sectors, and has responsibility for over 20% of Manchester's direct CO₂ emissions; it also has reach into the remaining 80% through their staff, students, customers, tenants, football fans, theatre-goers, worshippers, and others.

- The Partnership appointed a new chair, Mike Wilton, in November 2020. Mike is the Office Leader for Arup Manchester, an employee-owned global engineering and design consultancy. Mike has been part of several of Manchester's regeneration projects over the past 30 years.
- [A summary of the action plans of Partnership members](#) is available on their website.
- Expansion of the Partnership is a key goal for 2021, and applications for new members opened in summer 2021 on www.manchesterclimate.com
- The Partnership has several subgroups and working groups that lead on particular issues and initiatives:

Property: currently working on the development of a roadmap for all new developments to be zero-carbon from 2023.

Culture: the Manchester Arts Sustainability Team was established in 2011 and has recently been part of an EU-funded project, C-Change, to promote its work and support replication in five European cities.

Sport and leisure: Manchester City Football Club is currently considering the establishment of a new sport and leisure group.

Corridor Manchester: a zero-carbon group has been established to facilitate joint working by the Corridor partners.

Social housing: Manchester Housing Providers Partnership established a zero-carbon group in 2019 to facilitate joint working.

Faith: the Our Faith Our Planet group was established in 2018.

- The Partnership and Agency produce annual reports that detail all progress in the year and these are available from www.manchesterclimate.com/progress.
- They also report to the CDP-ICLEI Unified Reporting Platform, which is considered international best practice for cities to report progress on climate change. Manchester has reported to this Platform since 2019 and is one of 812 global cities and 33 UK cities to report in 2020.
- A review of the Climate Change Framework 2020–25 has highlighted the need for further work to provide the city with a clear set of actions, with smart targets, that will reduce emissions by the required amount by 2025 and ensure that the city stays within its carbon budget and remains on track for its 2038 goal. Work will be carried out in 2021 to develop a version 2.0 of the Framework.

The adoption of a science-based carbon budget for Manchester, as articulated in the Climate Change Framework and following analysis by the Tyndall Centre for Climate Change Research, is a demonstration of the city's commitment to positive action.

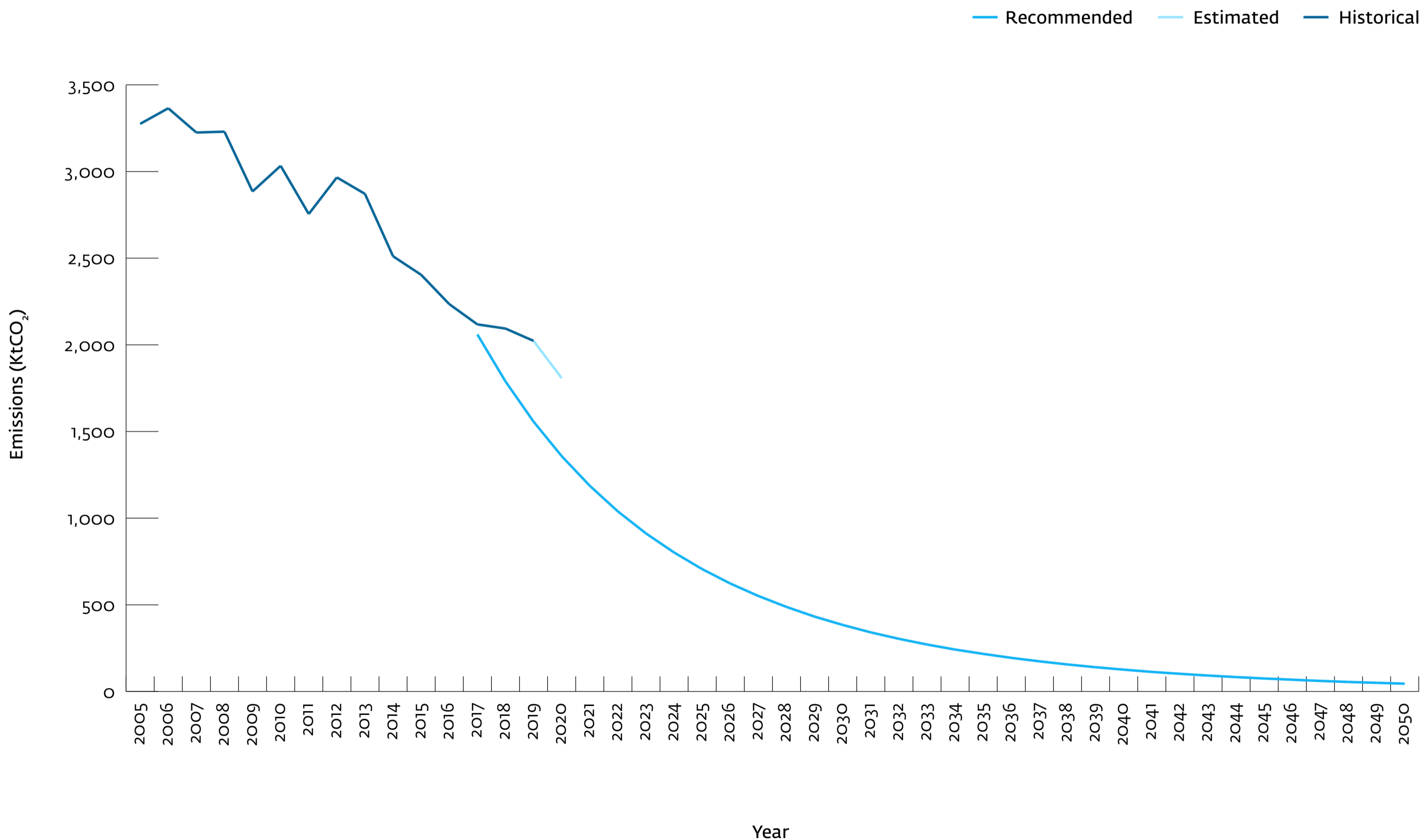
The city's carbon budget is 15million tonnes of direct CO₂ emissions for the period 2018–2100. Direct emissions come from the energy used in buildings (for heating, lighting, electrical appliances and equipment) and transport.

According to the latest report from Manchester's Climate Change Agency, Manchester's direct CO₂ emissions fell by 3% in 2019 and by 11% in 2020.⁴ While this data shows progress in the right direction, including emissions being 45% lower in 2020 than in 2005, the city is not yet decarbonising at the required pace.

Figure 5.2 shows Manchester's actual direct CO₂ emissions from 2005–2019 with estimated emissions for 2020 based on the national trend. The figure also shows the recommended emissions pathway related to the Manchester carbon budget and the target to reach zero-carbon by 2038. The emissions trend between 2018 and 2020 shows that Manchester is not following the recommended pathway, meaning that the carbon budget is being used at a faster rate; 86% of the five-year budget (2018–2022) has already been used and so it will almost certainly be exceeded.

⁴ The estimates provided here are based on the latest provisional statistical release for UK territorial energy-related CO₂ emissions (international aviation, shipping and land-use CO₂ emissions removed for consistency with local data) at the time, which covers 2019 and 2020. This analysis applies the year-on-year percentage change for these emissions at the national level to the latest local authority emissions data for Manchester. Therefore, this assumes that in 2020 Manchester followed the national trend in CO₂ emissions

Figure 5.2:
Progress in reducing direct citywide CO₂ emissions

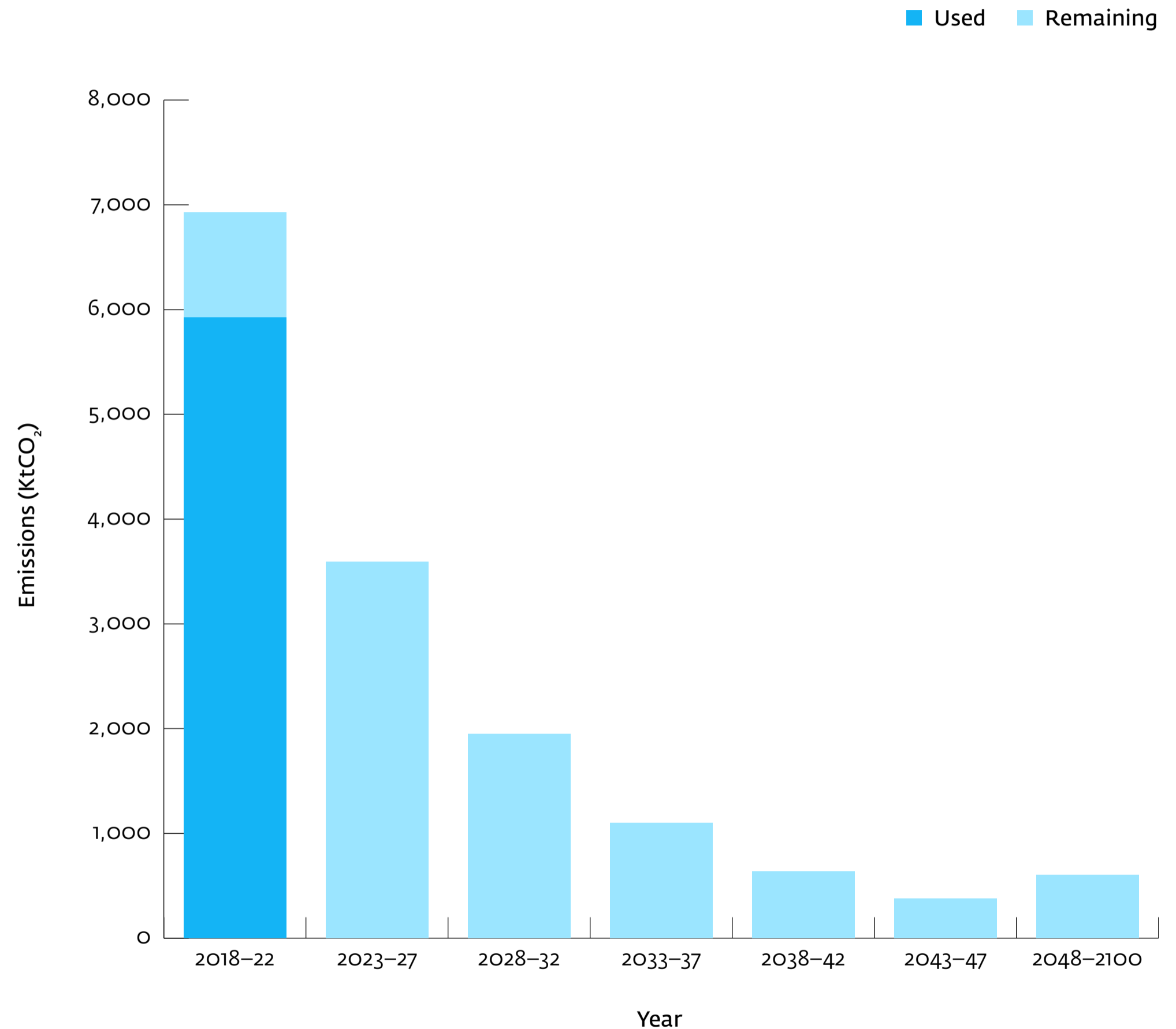


Source: The University of Manchester research, Manchester Climate Change Agency Annual Report

Because of the COVID-19 pandemic, 2020 is a highly irregular year for emissions data. According to the provisional data from BEIS, UK emissions fell by 11% in 2020. The biggest contributor to this reduction is transport, which had the largest proportional (20%) and absolute (24MtCO₂) decline across the UK as a whole. This sector has strong potential for a rebound if transport demand is not shifted to active travel and public transport modes once COVID-19 restrictions are lifted.

Figure 5.3 shows Manchester's carbon budget to 2100 split into interim budgets. If one interim budget is exceeded, a faster rate of emissions reductions will be needed in future years. Given performance to date, it is expected that the city will need to reduce its direct emissions by 16% per year to stay within the carbon budget to 2038.

Figure 5.3:
Manchester's carbon budgets by interim period



Source: The University of Manchester research, Manchester Climate Change Agency Annual Report

Manchester City Council actions and emissions

Manchester City Council has a key role to play in enabling the city to stay within its carbon budgets and reach its zero-carbon goals. In March 2020 it launched a detailed five-year [Climate Change Action Plan \(CCAP\)](#) for 2020–25.

The action plan includes 'top-down' or strategic interventions that will enable the city's residents and businesses to take positive climate action.

Examples of these from 2020/21 include:

- The first of the walking and cycling routes supported by the Greater Manchester Mayor's Challenge Fund was completed in Manchester – improvements to the Princess Road and Medlock Street roundabout create a safer environment for cyclists and pedestrians.
- 2km of district heat transmission network was installed for the Civic Quarter Heat Network (pipes, power and communication cables) along with completion of the Tower of Light.
- £7.8million funding was secured from the Social Housing Demonstrator Fund, to retrofit hard-to-treat concrete construction homes in Beswick, in partnership with One Manchester.
- An additional 10% environmental weighting was introduced to the Council's procurement processes, helping to reduce our consumption-based emissions and supporting local suppliers to reduce their carbon emissions.

- 74 city centre traders at the Arndale and Church Street markets have committed to use consumables that are recyclable, compostable and biodegradable as part of their licensing agreements. Twenty-one caterers across the city's parks have also committed to reducing and eliminating single-use plastics.
- The Council has planted over 1,000 trees, over 1,100 small hedge trees and four community orchards.
- The 'sponge park' at West Gorton opened, creating a new community park that showcases nature-based solutions to climate change adaptation. The natural flood alleviation measures were tested by Storm Christoph and proved effective at diverting excess rainwater into swales.
- Over 300 residents across 32 wards attended community events focused on climate action, and £52,000 from the Council's Neighbourhood Investment Fund supported 41 climate-action projects.

In addition, the Council is taking action to reduce its own carbon footprint; a key target in the CCAP is to reduce direct emissions by 13% each year and by 50% by 2025. Direct emissions are related to the Council's buildings, street lighting, operational fleet, waste collection fleet and business travel.

Last year, the Council's direct emissions fell by 21% compared to the previous year, keeping the Council within its allocated carbon budget. Key projects include:

- A £6.3million capital investment to implement energy-efficiency measures in the Council's estate over a two-year period (April 2020 – March 2022), which will save 1,300 tonnes of CO₂ per year once fully operational.

- £19.1million secured from the Public Sector Decarbonisation Scheme (PSDS) to support further measures to drive energy savings, decarbonise heat, and increase renewable energy generation capacity in Council buildings. It is targeting to save 1,800 tonnes of CO₂ a year.
- A new Low-Carbon Build Standard, developed to reduce the carbon impact of new-build developments and retrofit projects delivered by the Council.
- A three-year programme to retrofit Manchester's street lights with LED light bulbs was completed and emissions are now over 80% lower.
- £9.8million investment was made into decarbonising waste collection and improving air quality by purchasing 27 Electric Refuse Collection Vehicles to replace just less than 50% of the waste fleet.

Case study: Reducing the carbon footprint of the Council's estate

A large-scale programme of work has been delivered to reduce the carbon footprint of 11 of the Council's most energy-intensive buildings.

A range of energy-efficiency measures have been installed, including pipework insulation, building management systems and 9,000 LED light fittings. Nine of the buildings have had solar panels, or photovoltaics (PV), fitted on their roofs, generating 2.5 megawatts of renewable energy.

A £6.3million capital investment funded this work, and the improvements will generate £700,000 of savings each year via reduced operating costs. Overall, these measures have a nine-year payback period and will reduce CO₂ emissions by over 1,300 tonnes each year.

In addition, energy-saving measures have been included in the refurbishment of the Town Hall (due for reoccupation in 2024), which will deliver a 40% energy reduction and up to 25% carbon savings (compared to 2009 usage). Measures to be implemented include:

- Insulating the roof and all heating pipework
- Removing and repairing windows to reduce air leakage
- Connecting to the Civic Quarter Heat Network and replacing the heating system
- Using natural ventilation to reduce cooling requirements

- Fitting LEDs throughout, including heritage luminaires and external lighting
- Installing a new building management system with zone controls.

Innovative solutions to reducing CO₂ emissions have also been explored. A novel heating-and-hot-water technology is being piloted in partnership with HydroZero, a UK company, at Gorton Library.

Traditional approaches to reducing or removing gas in heating can be costly, often requiring significant changes to a building's fabric and heat-distribution system. This pilot uses hydrogen and plasma to produce heat via an electrochemical reaction and has significant potential to provide a viable alternative to gas in the future.

External funding has also been secured to support the installation of more energy-efficiency and renewable-energy measures over the next few years.

A £5million European Regional Development Fund project called Unlocking Clean Energy in Greater Manchester will fund solar roofs, solar car ports and battery storage at the National Cycling Centre in 2021/22, and at Hammerstone Road depot in 2022/23. These measures will deliver over 400 tonnes of CO₂ savings.

£19.1million from the Government's Public Sector Decarbonisation Scheme will pay for a series of energy-efficiency and renewable-energy measures, with a focus on decarbonising heat, in up to 13 Council buildings, including the Aquatics Centre (in 2021/22). Together, these improvements will reduce CO₂ emissions by around 1,900 tonnes each year.

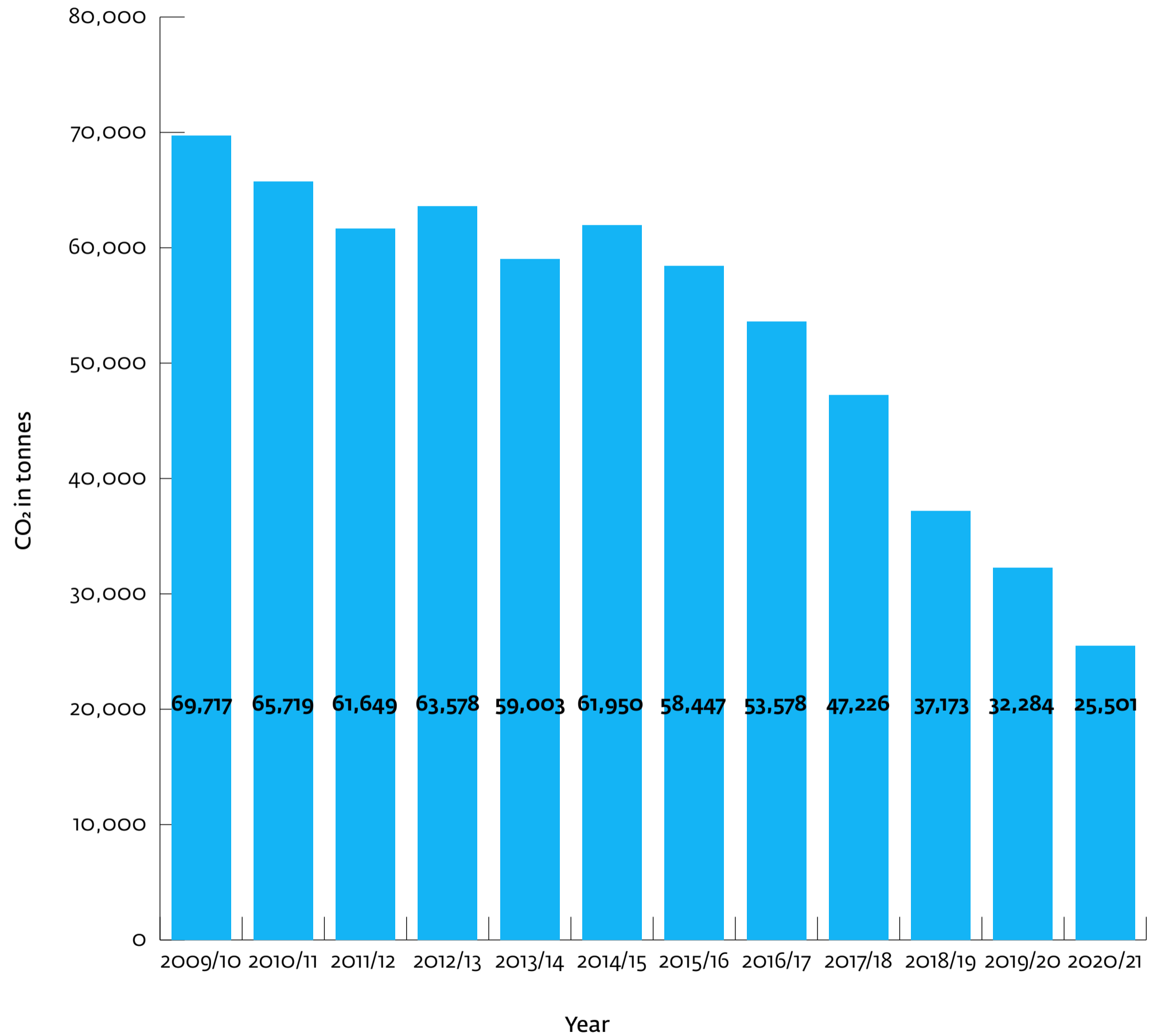
Figure 5.4 shows the Council's total emissions over the past 12 years; a clear downward trend is visible and emissions in 2020/21 are 63% lower than in 2009/10.

More detail on delivery of the [CCAP can be found in the quarterly and annual progress reports](#), which are now published on the Council's website.

As is clear from the examples provided here, the climate crisis remains a key priority for Manchester and much great work is going on across the city to both mitigate and adapt to climate change. The consultation on the refresh of the Our Manchester Strategy reinforced this point and one of the five headline priorities on which the city will refocus its efforts is the goal to become a zero-carbon city: 'We will achieve our zero-carbon ambition by 2038 at the latest, via green growth, sustainable design, low-carbon energy, retrofitting buildings, green infrastructure, and increasing climate resilience.'

Achieving this goal will require collective action from everyone – from local and national government, the private sector and our communities and residents – and the time for urgent action is now if we are to ensure Manchester plays its full part in limiting global warming to 1.5°C above pre-industrial levels, in line with the Paris Agreement.

Figure 5.4: Total Council emissions



Source: Manchester City Council

Air quality

Air pollution is associated with a number of adverse health impacts and is recognised as a contributory factor in the onset of heart disease and cancer. It can disproportionately affect the most vulnerable in society: children, older people, and those with heart and lung conditions. Overall, the effect that man-made air pollution in the UK has on mortality is estimated to be in the range of 28,000 to 36,000 deaths annually.⁵

In 2008, the Government passed the European Ambient Air Quality Directive (2008/EC/50) into UK law. This sets legally binding limits and target values for concentrations of major air pollutants, including nitrogen dioxide (NO₂) and particulate matter (PM₁₀ and PM_{2.5}).

NO₂ is primarily caused by the combustion of fossil fuels, particularly diesel, in transport. PM₁₀ and PM_{2.5} are also linked to the combustion of fossil fuels, including from domestic burning, as well as from the wear and tear of machinery associated with transport, and dust from construction work. Many of the sources of NO₂ are also sources of PM, and therefore measures to address NO₂ are likely to have some impact on PM levels; however, it should be noted that the replacement of the vehicle fleet with electric vehicles (EVs) may not result in significant improvements, as EVs produce PM from road, tyre and brake wear.

The Council and its partners are working to achieve the following objectives:

- Improving air quality across Greater Manchester, making the city a more attractive place to live, work and visit, leading to a stronger economy.
- Ensuring that residents can access job opportunities and other services in a safe and clean environment, enabling everyone to contribute to the success of the city.
- Reducing congestion and air pollution, improving perceptions of the city, and reducing carbon emissions.
- Investing in and maintaining the city's transport infrastructure, helping to drive growth.

During 2020, Manchester met the national legal limits for all its air pollutants; however, the COVID-19 pandemic has affected air quality, and this will be discussed later in this chapter.

There are two permanent monitoring stations in the city monitoring NO₂ and PM₁₀: Piccadilly Gardens and Oxford Road. Table 5.2 shows NO₂ and PM₁₀ measurements at these sites from 2015. These are part of a network across Greater Manchester. In Manchester, the stations are supplemented by over 40 NO₂ diffusion tubes in order to give a widespread picture of pollution levels.

Table 5.2: Annual mean concentrations of NO₂ and PM₁₀ (µg/m³)

Year	Manchester Oxford Road NO ₂ (µg/m ³)	Manchester Oxford Road PM ₁₀ (µg/m ³)	Piccadilly Gardens NO ₂ (µg/m ³)	Piccadilly Gardens PM ₁₀ (µg/m ³)
2015 (baseline)	66	28	39	20
2016	66	27	40	20
2017	65	27	36	20
2018	62	30	35	21
2019	59	26	36	20
2020	36	18	27	15

Source: [Air Quality England](#)

5 [Committee on the Medical Effects of Air Pollutants \(COMEAP\) 2018](#)

The data presented in Table 5.2 shows that concentrations of NO₂ have fallen at the Oxford Road and Piccadilly Gardens sites since 2015. During 2020, both sites met the legal annual mean limit of 40µg/m³ (microgrammes per cubic metre of air) for this pollutant, as did all the diffusion-tube monitoring sites. All tube sites also showed a decrease from the previous year.

The legal annual average limit for PM₁₀ is also 40µg/m³, and Table 5.2 demonstrates that concentrations of PM₁₀ have reduced at the Oxford Road site over recent years and remained relatively stable at Piccadilly Gardens, although reductions were noted in 2020. Neither site has exceeded the legal limit for this pollutant since the baseline year.

It should be noted that PM_{2.5} is also monitored at the Piccadilly Gardens site and the legal annual average limit for this pollutant is 25µg/m³. The result for the year 2020 was 8µg/m³, representing a decrease from 12µg/m³ measured in 2019.

National and local COVID-19 lockdowns affected local air quality to varying extents during 2020. During the first national lockdown from 23 March 2020 there were marked reductions in NO₂ levels at urban and roadside automatic monitoring locations in Manchester due to lower volumes of traffic, and Oxford Road levels were 58% lower than modelled 'business as usual' concentrations. This reduction was less than expected from observed traffic reductions, as Manchester was also a receptor of pollution transported from continental Europe and the south of the UK during this period. There is also evidence that solid-fuel burning in domestic fires and stoves went up initially during the first lockdown, leading to local

impacts on PM. Further details of the effects of the pandemic on Manchester's air quality are included within a Defra report '[Estimation of changes in air pollution emissions, concentrations and exposure during the COVID-19 outbreak in the UK](#)'.

Long-term monitoring trends indicate that there has been an improvement in air quality across the city, but it is likely that during business-as-usual circumstances parts of Manchester will still remain above the annual limit for NO₂. Such areas are known as Air Quality Management Areas (AQMAs) and are determined using a combination of monitoring data and computer modelling.

The current AQMA was declared by the Greater Manchester Combined Authority (GMCA) in May 2016 and is focused on the busiest parts of the road network, including areas where routes converge, such as the city centre. The AQMA was set at a precautionary 35µg/m³, below the legal annual mean limit of 40µg/m³, and can be viewed on the [Defra AQMAs interactive map](#).

An [interactive map](#) has been produced using recent modelling carried out by Transport for Greater Manchester (TfGM) to indicate stretches of road likely to have NO₂ levels in breach of legal limits beyond 2020 if no action is taken.

In order to make further progress in tackling poor air quality, the GMCA published an [Air Quality Action Plan 2016–21](#) (AQAP) in December 2016. The plan is structured around three themes:

- Reducing traffic by encouraging alternative travel modes

- Increasing efficiency by making the most appropriate use of roads and vehicles for different tasks
- Improving vehicles by encouraging fewer polluting vehicles to be used.

Objectives contained within the plan are being met in Manchester by a range of measures, including the installation of 'bus gates' on Portland Street and Oxford Road, planning controls for new developments, taxi and private hire vehicle (PHV) emission controls, a Clean Air Zone (CAZ), and a new air-quality website www.cleanaigm.com.

Further details of measures taken under the AQAP are included below:

- Continuing with planning-development requirements, including air-quality impact and exposure assessments, and mitigation, such as electric-vehicle charging points (EVC), boiler-emission standards, and travel plans.
- Summary EVC best-practice recommendations produced as a working document for Planning and Environmental Protection officers: the Council is working to publish this online as a guidance document for developers.
- The Council submitted monthly reports to TfGM for the Planning Development cumulative impact database.
- Work continued to improve taxi emissions; further details are available in the Greater Manchester Licensing Network's September 2020 report '[Greater Manchester Minimum Licensing Standards](#)'.

- Green infrastructure (GI): [IGNITION, Grow Green and Protecting Playgrounds](#) are examples of GI projects undertaken in Manchester during 2020.
- Delivery and servicing plan work and implementation continued: deliveries during off-peak times, load consolidation, and personal deliveries not allowed.
- The Council's waste contractor, Biffa, replaced almost half of the city's diesel refuse-collection vehicles with emission-free electric alternatives.
- Development of city centre local business consolidated waste-management schemes.
- Anti-idling actions continued, school engagement projects undertaken where possible by Council neighbourhood teams, and compliance work carried out by resolving isolated idling incidents informally in accordance with the Council's Enforcement Policy.
- The Council continued to promote flexible working, working from home, and locations that result in reduced travel time.
- Several teams have fleet EVs, and this number is increasing when vehicle-lease contracts end.
- City Centre Transport Strategy and Car Parking Strategy approved; major car parks returned to the Council from NCP, and Car Park of the Future work underway to repurpose them to comply with GM2040 Right Mix, contributing to air-quality and carbon-budget targets
- Pedestrianisation of city centre areas with air-quality monitoring and development of Chorlton to Manchester cycleway with air-quality monitoring
- Continued work with schools over sustainable travel, school/play street closures and green infrastructure initiatives
- Continued to promote air-quality issues and sustainable travel via staff communications, schools engagement and university projects, and to the public via Council web pages
- Actively participated in 2020's Clean Air Day/Week, including promoting awareness of air pollution and measures the public can take to reduce their own exposure and impacts.

Additional measures taken outside of the AQAP include the launch of a domestic stoves and fireplaces campaign in autumn 2020, including social-media promotion and the creation of an informative [Clean Air Greater Manchester](#) webpage. The campaign seeks to educate Manchester residents of smoke-control rules covering the district, the impact of such appliances on indoor and outdoor air quality, and how to reduce these impacts.

All ten Greater Manchester local authorities have worked together to develop a joint [Clean Air Plan](#) (CAP), which includes a Clean Air Zone (CAZ), due to be in place from spring 2022.

Further actions by the Council:

- Working with TfGM and other Greater Manchester districts to produce an EVC Infrastructure strategy to be adopted in summer 2021, and provide further charge points in Manchester
- Working with TfGM to implement the eHubs programme in Ancoats, Chorlton and Whalley Range, co-locating electric car club vehicles with e-cargobikes to provide alternatives to private car travel

In addition to the ongoing actions outlined above, the city is required to submit an [Annual Status Report](#) (ASR) to Defra each year. This demonstrates the progress of the implementation of the measures in the Greater Manchester AQAP and any resultant improvements in air quality.

Improvements in air quality across Manchester have been observed over the long term and, temporarily, legal limits were met during the COVID-19 lockdown of 2020. However, the measures proposed in the CAP are required to secure permanent compliance and ensure that everyone in Manchester can breathe cleaner air and enjoy pollution-free neighbourhoods.

Contaminated land

Much of the brownfield land within the city's boundary has a long history that reflects Manchester's industrial heritage. It is now recognised that this land provides a resource and opportunity for the city as part of its ongoing regeneration. An important aim of the Council's [Contaminated Land Strategy](#) is to support a strategic approach to regeneration, and to promote and assist with the safe reuse of brownfield sites.

The Contaminated Land Regime is underpinned by Part 2A of the Environmental Protection Act 1990. Currently, most of our contaminated land work is based around the National Planning Policy Framework. As such, no negative impact has been seen as a result of COVID-19; in fact, the numbers of hectares of land remediated in 2020 were the highest since our records began.

The work of the Environmental Protection Team aims to contribute to the Our Manchester Strategy by:

- Improving brownfield/distressed land across Manchester to make the city a more attractive place to live, work and visit, which will lead to a stronger economy
- Ensuring that residents can access job opportunities and other facilities in a safe and clean environment, enabling everyone to contribute to the success of the city
- Making land safe for both the environment and people; this will improve perceptions of the city, and help to provide new housing and green spaces in neighbourhoods
- Investing in and improving the city's green infrastructure to drive growth.

Where necessary, and supported by the Neighbourhood Services' Environmental Protection Team, sites identified as requiring detailed assessment can be reviewed and remediated through the planning-development process. According to our current records, 541 hectares of potentially contaminated land has been remediated under the planning regime during the past year (January 2020 to December 2020; data based on validation reports being received and approved). This figure is made up of 51 planning sites and includes some large-scale sites.

The largest sites are Block 14 Circle Square (Former BBC site, Oxford Road); a new school at 836 Wilmslow Road; an extension at King David High School, Eaton Road; the World Logistics Hub at Manchester Airport; and the redevelopment of the old St Mary's Hospital (Manchester Royal Infirmary), Oxford Road.

Table 5.3 shows that there has been a year-on-year increase in the area of land remediated since 2017/18.

Table 5.3:
Area of land remediated under planning applications

Year	Hectares
2017/18	15
2018/19	25.5
2019/20	44
2020 (Calendar year)	541

Source: Manchester City Council

In terms of sites that are in the planning system, extensive remediation work has been agreed or is in the process of being agreed for the former Mayfield depot in the city centre to create a new urban park, a new Arena on the Etihad Campus, the redevelopment/remediation of the Jackson's Brickworks former landfill site in Newton Heath and Miles Platting ward, and the former Manox chemical works site for residential use.

The Environmental Protection Team works closely with other Council departments, such as Corporate Property and Regeneration, to provide project-support technical advice as required. The team also helps respond to preplanning enquiries from private consultants and developers for planned developments. Projects the team has been involved with and continues to have a role in include Victoria North, HS2 and former landfill sites' redevelopment portfolios through the Landfill Project Board.

The work we do through the planning regime ensures that the Our Manchester objectives are being achieved as brownfield and derelict land is remediated to create safe and attractive places for people to live and work, improving the overall image of the city. Future projects, such as the new Mayfield Park, will also create more green space within the city centre.

Despite COVID-19, progress under our contaminated land strategy has been made, with the highest area of land being remediated under the planning regime since our records began. This demonstrates continued progress and reflects the commitment towards realising the aims and objectives of the Our Manchester Strategy and corporate priorities.

Recycling more of our waste, and clean, litter-free neighbourhoods

Recycling more of our waste

The Council is committed to increasing the amount of waste recycled by providing services that meet the needs of residents. Following the successful delivery of new refuse bins to over 157,000 households in 2016, recycling rates increased significantly. 2017/18 was the first full year of service change; this recycling rate was maintained in 2018/19 and 2019/20, but is forecast to fall in 2020/21 (provisional figures) (see Table 5.4). This is due to the COVID-19 pandemic and is in line with the national trend, which has led to residents spending more time at home and so producing more waste that goes into their refuse bins.

The priority during 2020/21 was to empty residents' bins as more waste and recycling was presented for collection. The amount of recycling rejected at the tips also increased significantly, from 286 tonnes in

2019/20 to 3,403 tonnes in 2020/21. This was because of several factors, including changes in the market for pulpable recycling, changes in resident behaviour, and changes in the process carried out by the disposal contractors due to enacting contingency plans. The Government’s waste strategy is expected to be published in early 2022, following which the Council will bring forward its own refreshed waste strategy.

Table 5.4 shows the amount of residual waste collected from all households has decreased from 519kg per household per year in 2015/16 to 472kg per household per year in 2020/21 (provisional figure).

Table 5.4:
Percentage of household waste recycled – refuse produced per household

	Refuse kg per household per year	Recycling rate	Kerbside organic tonnage	Kerbside dry recycling tonnage
2015/16 baseline	519	32%	24,776	26,213
2016/17	471	36%	29,503	29,643
2017/18	438	39%	30,771	31,045
2018/19	409	40%	30,834	30,971
2019/20	417	40%	30,851	31,239
2020/21 (provisional)	472	37%	30,772	31,700

Source: Waste Data Flow

In 2018/19 and 2019/20, work was undertaken with apartment-style properties to encourage households to recycle more, as recycling rates within this sector have been low (approximately 15% in March 2018). Investment focused on providing more recycling facilities, improved signage, and other materials to make it easier for residents to recycle. Targeted communications and engagement with

this sector helped residents to understand what materials can be recycled and why it’s important that they make the effort to do so. Following an exercise in 2017/18 to understand the residual and recycling quantities collected from each apartment building, adjustments were made to ensure there is equity in provision of residual and recycling capacity across property types. Recycling rates

have risen to 20% in March 2020 following the implementation of the project. This rate was maintained in March 2021.

During 2020/21, projects to improve recycling in areas with passageway containers continued. The project involved refurbishing containers and replacing old frames with new locking posts to maintain site safety and improve cleanliness of the sites. As recycling from these sites was collected along with recycling from four-bin households, no data was available to measure the recycling rate baseline. Owing to pressure on rounds caused by COVID-19 as more waste and recycling was presented for collection, passageway recycling started to be collected separately in October 2020.

In response to changes in the international recycling markets, it’s more important than ever that the city ensures that domestic recycling is not contaminated with incorrect materials, particularly in the pulpable (card and paper) stream. Targeted campaigns were carried out during 2019/20 focusing on rounds that had high levels of contamination. During 2021/22, projects will be implemented to educate residents on the materials that go in the blue bin.

Becoming a cleaner litter-free city

The standard of street cleansing in an area makes a significant contribution to the perception of that area, its appeal, and its status as a neighbourhood of choice. Therefore, effective and efficient cleansing services are essential to the creation of these neighbourhoods of choice. In order to maintain clean streets, it is also important that residents, businesses and visitors to the city are supported and challenged to take responsibility for their surroundings. During 2019/20, 51 solar-

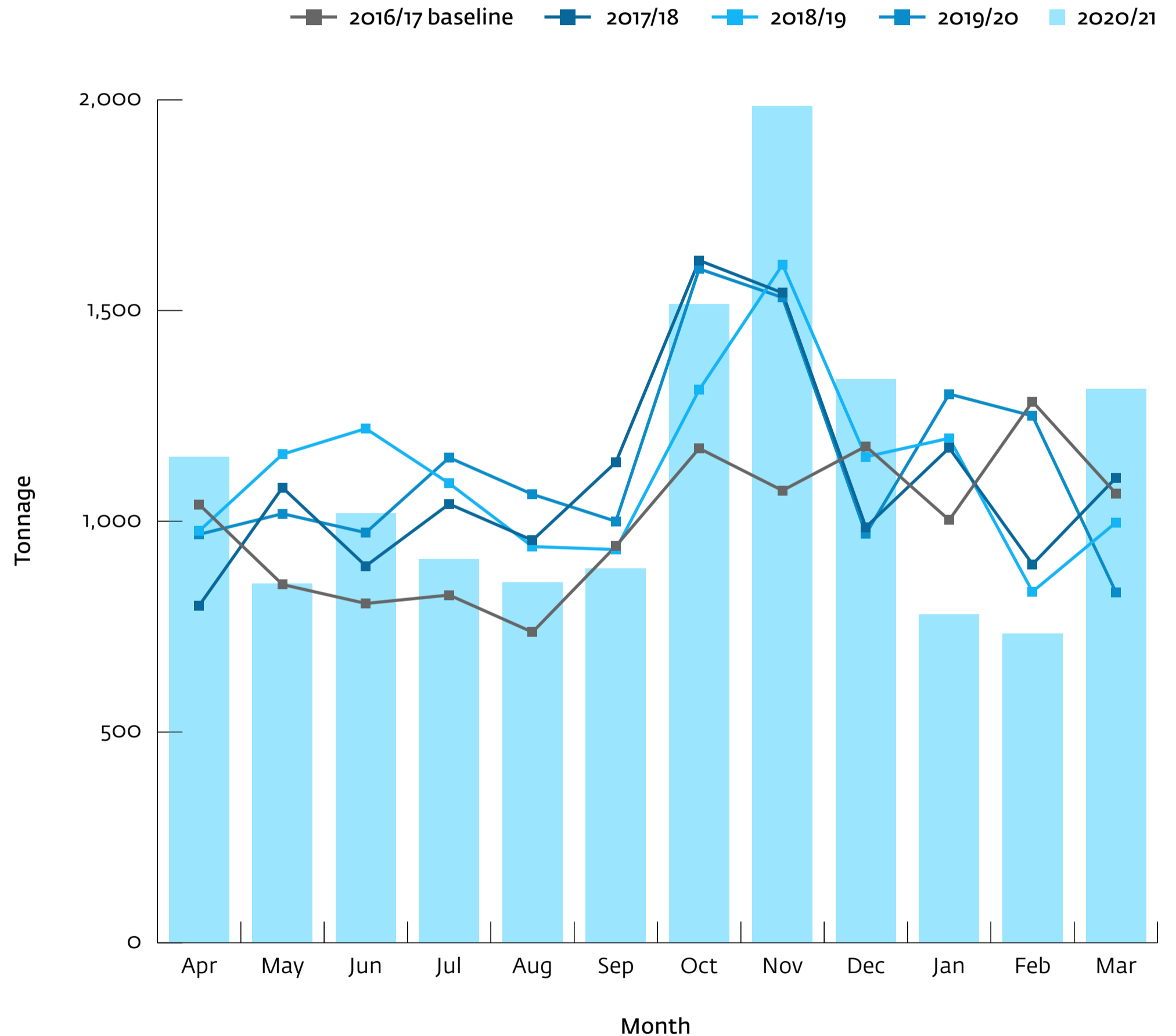
powered 'smart' compaction bins were installed in the city centre in high-footfall areas. In 2020/21, footfall fell as shops were closed during the various lockdowns due to COVID-19, leading to a reduction in street-cleansing tonnages collected because streets were cleaner.

One of Manchester's key priorities is to ensure the city is clean and well maintained, and that residents are supported to take pride in, and responsibility for, their surroundings. Within this context it is a priority of the city to ensure that all waste is disposed of in a regulated manner via waste disposal and recycling facilities, and to stop all incidents of fly-tipping from occurring.

There are over 1,600km of public highways in Manchester; the street-cleansing service is responsible for the cleansing of public rights of way, passageways, central reservations, open spaces and recycling sites. There is also the challenge of cleansing a busy city centre that operates 24 hours a day, seven days a week, as well as a number of vibrant local district centres.

Figure 5.5 illustrates the tonnage of street-cleansing waste collected during 2016/17–2020/21. 2016/17 data is used as a baseline for the Our Manchester Strategy, as this data is more reliable than ever before due to separate collection teams rather than generic cleansing teams.

Figure 5.5:
Street-cleansing tonnages 2016/17–2020/21



Source: Weighbridge data: Viridor, Suez and Redgate Holdings

Officers continue to work closely with communities and partner agencies to address littering and fly-tipping hotspots through a process of enforcement and education, together with a programme of direct action in partnership with the local community. Guidance is given to local residents and businesses on their environmental responsibilities, and enforcement notices are issued to those who persist in non-compliance. One of the main aims of this work is to deter fly-tipping. Fly-tipping is a criminal activity and is an offence punishable by prosecution. However, in order to effect a prosecution, very strong evidence is required, including witnesses, who must be willing to give a statement informing the Council of who was responsible (or provide a vehicle registration number). Ideally, there should also be evidence in the fly-tipped waste itself to corroborate the statements.

The fly-tipping investigation and enforcement team, in partnership with Biffa, was set up in late 2016/17 with teams focused in the north, south and central areas of the city. This team is proactively investigating fly-tipping and collecting evidence that is passed to the compliance team to take enforcement action against the perpetrators.

The challenges associated with prosecution mean that other interventions are needed to complement the formal enforcement procedures. These measures, undertaken with our agencies and partners, will aim to ensure overall compliance and a reduction of incidents of fly-tipping. They include:

- Regular, intensive monitoring in hotspot areas
- Action days alongside other Council departments and partner agencies to try to reduce dependency on the Council, encourage greater ownership of areas, and achieve behavioural change

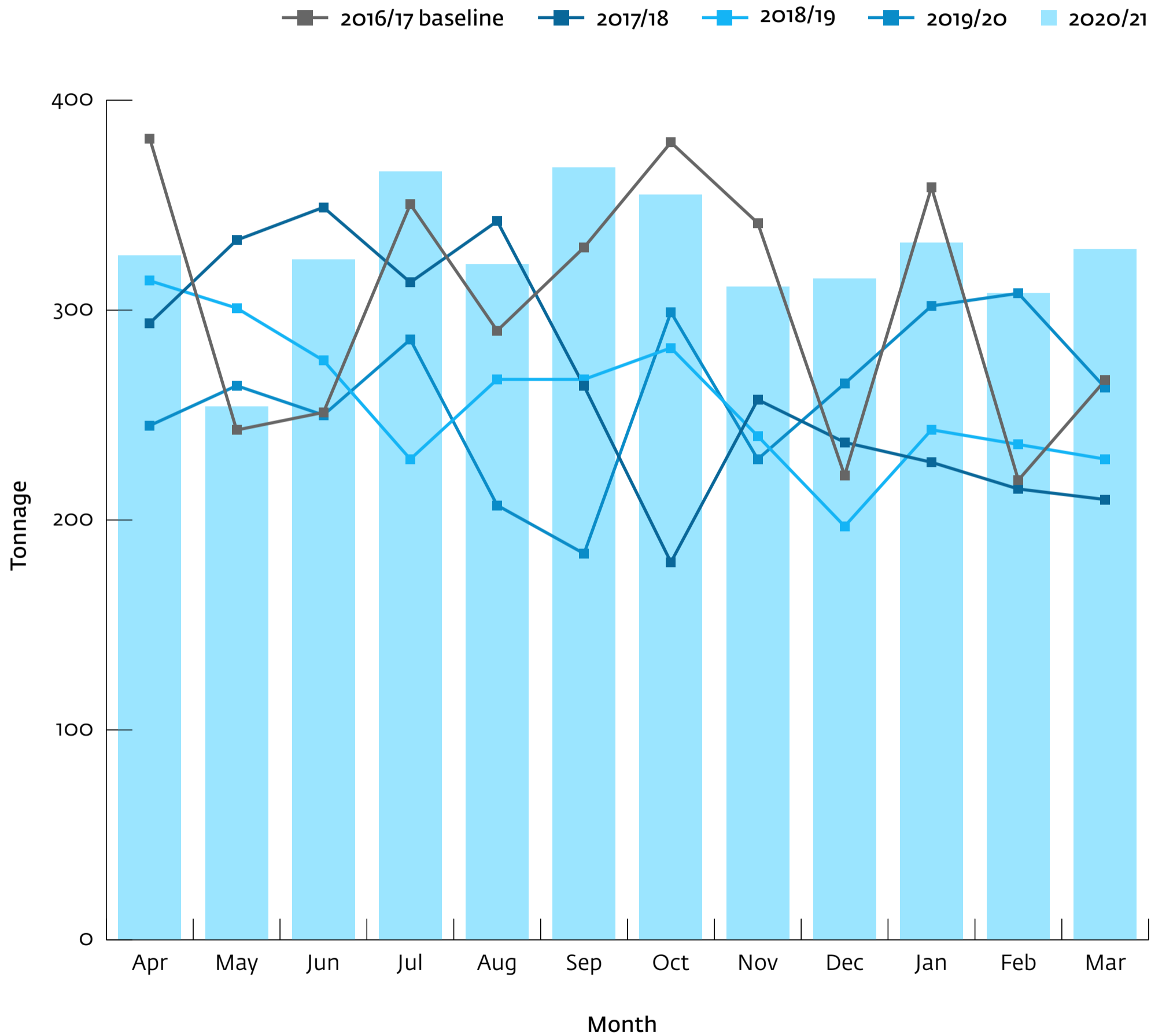
- Advice/education and information given across a wide range of topics, including recycling, tenancy advice, responsible dog ownership, and mediation
- Advisory signage, eg. signs on alley-gates warning against fly-tipping
- Proactive visits to businesses to check they have commercial-waste disposal contracts.

Fly-tipping tonnages fell from an average of 302 tonnes per month in 2016/17 to 259 tonnes per month in 2019/20, a 15% reduction. In 2020/21, tonnages increased to an average of 326 tonnes per month; some of this material is thought to be side waste in passageway areas, as waste produced by households increased during the pandemic. 2016/17 was the first year that accurate tonnages on fly-tipping were recorded, as in previous years fly-tipping had been collected with ground waste or other street-cleansing material, such as litter-bin waste. These tonnage figures give us a baseline for future years so we can monitor the Our Manchester Strategy, but the 2020/21 data may be less reliable than previous years because of strains on the operations due to COVID-19. Figure 5.6 illustrates the tonnage of fly-tipping collected during 2016/17 to 2020/21.

During 2021/22, the visual environment will continue to be a key priority for the city. Examples of planned actions for this year include:

- Closer ties and more integrated working with Registered Social Landlords and housing companies
- Increasing the number of businesses with an obligation to have a designated person responsible for waste management, and a clean premises business plan to include the external areas of the building
- Taking enforcement action against those businesses not willing to take responsibility for litter related to their premises and land
- Continuing to investigate fly-tipping in alleyways and educate and enforce on the perpetrators of alleyway dumping.

Figure 5.6:
Fly-tipping tonnages 2016/17–2020/21



Source: Weighbridge data: Redgate Holdings

Community involvement in tackling litter

In 2019, thousands of volunteers participated in the Great British Spring Clean in Manchester, highlighting the numerous social and environmental benefits of litter-picking. Despite the cancellation of the event in 2020, there has been a huge surge in the number of people getting involved in tackling litter. People spending more time in their communities have noticed the impact of litter and been motivated to start litter-picking. Others, who were already actively involved in cleaning up their communities, have been able to increase their activities and inspire others to join. Throughout the pandemic, the Keep Manchester Tidy partnership has continued to promote community involvement. This included trialling COVID-19-safe litter-picking drop-in stations, which have now become popular for delivering litter-picking events. Keep Manchester Tidy has responded to every request for equipment and support, enabling hundreds of volunteers to become involved in tackling litter across the city. In addition, our Keep Britain Tidy Litter Hero Ambassador began launching local Facebook groups linked to the main Keep Manchester Tidy Facebook group. These local groups provide a platform for people to share experiences, ask questions, and celebrate litter-picking success. They have also helped solo litter-pickers feel more connected at a time when group events have not been possible. Some of these groups have been so successful that they have attracted hundreds of members in a matter of weeks. It is Keep Manchester Tidy's ambition to continue to support what has become known as 'Manchester's Litter Army' and to unite residents, schools, businesses, organisations and community groups to work towards achieving a litter-free city.

Safe and cohesive neighbourhoods

Introduction to the Community Safety Partnership

Manchester's Community Safety Partnership (CSP) comprises Manchester City Council, Greater Manchester Police (GMP), offender management services, Public Health, Greater Manchester Fire and Rescue Service, housing providers, the Greater Manchester Combined Authority, universities, and voluntary and community organisations. These partners work together to tackle crime and antisocial behaviour, protect people with vulnerabilities, and change offending behaviour.

Through public consultation and crime and antisocial behaviour audits, the CSP identifies local priorities and develops community safety strategies. The current Community Safety Strategy (2018–2021) contains the following five priorities:

- To tackle crime and antisocial behaviour
- To keep children, young people and adults with vulnerabilities safe
- To protect people from serious harm
- To reduce the crime impact caused by alcohol and drugs
- To change and prevent adult-offender behaviour.

Underlying themes run throughout these priorities, including building community cohesion, early intervention, and tackling serious crime. The CSP is reviewing and refreshing the strategy during 2021 and will launch its new Community Safety Strategy in 2022.

Key issues and interventions

This section focuses on some of the issues that have a significant impact on people living, working, and

visiting Manchester and how the CSP addresses these issues, including responses to the impact of COVID-19. Following a change in IT systems in July 2019, and as a result of the complexities involved in implementing these new systems, Greater Manchester Police has not made crime and incident data publicly available at local authority level or below. GMP is working to rectify this issue and to provide this data over the coming months. Data is available internally and within the CSP to inform decision-making, but external sharing is dependent on further improvements in accuracy.

Victim-based crime

Victim-based crime is a broad category that includes offences of violence against the person, sexual offences, acquisitive crime, and criminal damage.

The COVID-19 pandemic has had a significant impact on levels of recorded crime, both locally and nationally. Across Greater Manchester, offences reduced by 8% between 2019/20 and 2020/21, and by even more in Manchester itself, mainly due to the impact the city centre and its night-time economy normally has on crime statistics. The pandemic led to bigger reductions in theft and robbery offences than other kinds of crime. More generally, crimes against the person reduced less than crimes against property, while offences flagged as domestic abuse in Manchester saw a small increase. There were also signs, particularly in the early months of lockdown, that young people were experiencing increased exposure to domestic violence. Table 5.5 shows that overall, police-recorded crime for Greater Manchester has been reducing since 2017/18.

Table 5.5:
Police-recorded crime, Greater Manchester, 2016/17–2020/21

Offence group	2016/17	2017/18	2018/19	2019/20	2020/21
Criminal damage and arson	37,592	40,695	35,198	32,353	29,276
Drug offences	4,184	4,801	5,432	6,362	8,714
Miscellaneous crimes	5,215	7,733	8,161	6,718	8,158
Possession of weapons offences	1,727	2,864	3,843	3,654	3,570
Public-order offences	24,438	50,178	43,208	31,932	34,727
Robbery	4,699	6,947	7,605	6,790	4,388
Sexual offences	6,823	9,472	9,530	8,894	8,778
Theft offences	115,697	122,870	122,462	114,856	79,183
Violence against the person	67,105	94,113	98,242	88,621	99,217
Total	267,480	339,673	333,681	300,180	276,011

Source: www.gov.uk/government/statistics/police-recorded-crime-open-data-tables
Following the implementation of a new IT system in July 2019, Greater Manchester Police have not been able to supply data to local authorities.

More recently, recorded crime in Manchester and in Greater Manchester has started to increase in response to an HMICFRS report published in December 2020, 'An inspection of the service provided to victims of crime by Greater Manchester Police. This inspection found that GMP had 'failed to record more than one in every five crimes reported by the public and more than one in every four violent crimes'.⁶

While the pandemic and procedural changes have both led to fluctuations in levels of recorded crime, other underlying factors have remained relatively constant. Domestic abuse and other crimes against the person are more likely to happen in more deprived neighbourhoods; some ethnic groups continue to be overrepresented in the criminal justice system, while Manchester also sees other risks of crime and antisocial behaviour in relation to its extensive student population. Breaches of lockdown restrictions in student areas and large gatherings in open spaces around the city centre both led to some increases in reports of antisocial behaviour during the pandemic.

Serious violence

In response to national increases of serious violence, the Home Office launched the [Serious Violence Strategy](#), emphasising the need to adopt a public-health approach to tackle and prevent serious violence. This involves focusing on a defined population and generating long and short-term solutions, with and for communities, based on data and intelligence and evidence of effectiveness to tackle the problem.

⁶ www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/greater-manchester-polices-service-to-victims-of-crime-a-serious-cause-for-concern

As a part of the response, several Violence Reduction Units were established across the country, including in Greater Manchester. The Greater Manchester Violence Reduction Unit (VRU) agreed priorities are detailed in the [Greater Manchester Serious Violence Action Plan](#).

At a local level, Manchester's approach to tackling and preventing serious violence is directed by the Public Health Approach to Serious Violence Group. Since February 2019 it has developed a better understanding of the picture of serious violence in Manchester, identified best practice, and prioritised actions.

Factors in serious incidents are many and varied, but include domestic abuse, ongoing feuds between individuals, road rage, disputes over drugs or money etc, victims assaulted while they were being robbed, and police officers or security guards assaulted when attempting to detain offenders.

The Public Health approach in Manchester concentrates on three key areas, particularly focusing on young people either at risk of or involved in serious violence:

- Early intervention and prevention
- Support and protection
- Disruption and enforcement.

Early intervention and prevention

Activity and interventions have been commissioned by the CSP, supported by Young Manchester, that build upon the work undertaken in previous years. These include detached youth work, targeted youth provision to support detached activities, and targeted one-to-one sessions for young people.

In 2020, the Greater Manchester Violence Reduction Unit (VRU) commissioned a programme of work around community-led approaches. A key focus of the programme is ensuring that young people and stakeholders in a place come together to identify strengths, challenges and ideas, and then work together to co-design projects and activities. Manchester is taking part in a pilot that is testing a community-led approach to tackling serious violence in Moss Side, Hulme, and Rusholme. The project aims to maximise the contribution of the VCSE sector in leading place-based responses to violence, affecting young people in areas most in need of help and achieving better outcomes for residents. The project has commissioned Hideaway, a central Manchester-based youth provider, to be the lead delivery partner for this pilot.

Domestic violence and abuse continue to play a dominant role in incidents of serious violence and the lives of the victims and children. Evidence shows that intervening early and offering trauma-informed support to children witnessing or experiencing domestic abuse is key to addressing the impact of domestic abuse and the problems of serious violence in our communities. Interventions offering support to children and young people who are, or have suffered, domestic violence and abuse have been commissioned, offering a support package tailored to a child's needs, including therapeutic one-to-one counselling and group-work sessions.

This early intervention and prevention methodology has brought together a range of agencies to develop a co-ordinated approach to prevent young people from being drawn into the criminal justice system. In line with findings from research undertaken in

Manchester, this will be shaped by young people with a view to agreeing a citywide partnership approach to keeping young people safe.

Support and protection

Manchester's Complex Safeguarding Strategy 2020–2023 sets out the continuing commitment to tackle and prevent the exploitation of children and adults, while ensuring that services are also joined up. The response to complex safeguarding in the city plays an important part in responding to and preventing serious violence. The Complex Safeguarding Hub provides a dedicated focus in relation to child sexual exploitation, child criminal exploitation, county lines, serious and organised crime, and threats to life. Daily governance meetings, mapping, joint risk assessments, and information-sharing across Greater Manchester Police, social care, and health systems are part of daily business.

The Complex Safeguarding Social Work team carry out assessments concerning young people at risk of being exploited, and deliver bespoke interventions based on principles of trusted relationships and trauma-informed interventions. The team work closely with partners to develop joined-up safety plans for young people, and support young people to realise their aspirations and achieve positive outcomes.

The Community Safety Partnership commissioned RECLAIM to develop the report 'Listening to the experts'. This asked young people about what they need to stay safe from violent crime. It asked what they need to:

- Feel safe
- Be respected and understood

- Have a positive future
- Feel supported and listened to.

The findings from this report have underpinned the subsequent approach from the CSP, with young people's voices key to service design and delivery.

Disruption and enforcement

Policing operations place officers on the streets in identified locations and times to target offenders and engage with those at risk of being drawn into crime. This work has been connected to the Council's early help and safeguarding services to ensure that young people identified on the street are referred for appropriate help and support.

These operations have highlighted the importance of identifying young people with vulnerabilities in the city centre. This approach has seen some positive outcomes where young people stopped in the city have been connected to support services to address some of the underlying issues drawing them into the city centre.

Domestic violence and abuse

The city's Domestic Violence and Abuse Strategy is being reviewed and refreshed. Extensive research, data analysis and consultation has been undertaken, and it is anticipated that the Strategy will be launched in autumn 2021.

Domestic abuse continues to cause significant risk and harm to victims and children across Manchester. Both the volume and risk profile of victims and perpetrators have increased year on year; emerging aspects of the agenda have grown in concern, and the pandemic has had an added impact on demand for support and services. The Council and partners

have worked extensively and collaboratively to understand new and emerging aspects of the agenda, and to respond swiftly, flexibly and creatively to the impact of the pandemic. Some examples of that work have included:

Child to Parent Violence and Abuse (CPVA) support programme

Research carried out during 2019 highlighted the need for interventions and support to tackle this emerging and damaging issue that, despite being significantly underreported, still results in a significant number of calls to the police concerning incidents where a young person was the perpetrator and a parent or carer the victim. The Council commissioned delivery of a nationally accredited programme by Talk Listen Change that will work with approximately 150 children, young people and families over a two-year period, and provide over 750 professionals with knowledge and training on the issue.

Drive

The aims of Drive are to:

- change the way agencies respond to high-harm, high-risk perpetrators of domestic violence and abuse
- reduce the number of new and repeat victims
- reduce the harm caused to victims and children
- reduce the number of serial perpetrators of abuse
- intervene earlier to protect victims and families.

A key element is behaviour change for those identified as suitable for inclusion in the programme. Victims and children also receive ongoing specialist support. Manchester has been chosen as the latest

site for a two-year pilot of the programme. It is anticipated that 150 perpetrators will be subject to the intervention during 2021/22.

Priority Move-on Project

The pandemic saw increasing numbers of victims of domestic abuse needing to flee and seek safe accommodation and support. Refuge and outreach service providers faced challenges in meeting demand and maintaining services but worked creatively with Council departments, housing providers and community organisations to find solutions. One such solution has been the Priority Move-on Project, in which Manchester Women's Aid worked proactively with a range of partners, including Manchester Move, registered housing providers, and a range of charities, donors and volunteers, to identify suitable accommodation and set up moves for victims and families. This gave them the stability and security at the earliest opportunity while also freeing up vital emergency bed space at the refuge. Between the beginning of the pandemic in March 2020 and the end of March 2021, the Project delivered moves into safe, affordable and appropriate accommodation for 106 victims and 65 children, more than double the throughput achieved during the same time period in 2019/20. The Project will continue in 2021/22.

Communications and engagement

The pandemic meant that there was a need to ensure that those who needed advice, services and support around domestic violence and abuse were able to access it in as many ways as possible. Account of the added difficulty for victims of being in lockdown with the perpetrator had to be made. This challenge was met in several ways, including:

- A co-ordinated programme of social media messaging and messages broadcast on local community radio stations
- A pharmaceutical network giving information about local domestic-abuse services to more than fifty community pharmacies in the city
- Training colleagues undertaking neighbourhood response work and the Test and Trace programme, enabling them to promote availability of support and services.

This communication and engagement work will continue through 2021/22.

Antisocial behaviour

The CSP continues to take a partnership approach with people who may beg and/or cause antisocial behaviour. Since 2020, Coffee4Craig, Riverside, Mustard Tree, St. John Ambulance, and the Big Life Company have received funding from the CSP for their involvement in the Street Engagement Hub. Practical support and advice on a range of issues is provided by the Hub for people who beg and/or engage in antisocial behaviour and may be homeless or sleep rough.

Following the outbreak of COVID-19 in March 2020 the focus of the Hub shifted to securing emergency accommodation and providing support for people rough sleeping as part of the 'Everyone In' programme. Manchester City Council and GMP worked with partners including GMCA and voluntary-sector organisations to engage with people on the street and support them into accommodation. During this time the complex and multiple needs of some people decreased due to the wrap-around support they received. Since

September 2020, the Mustard Tree has supported and hosted the Hub. Activity continues to take place in the city centre and now across Manchester's neighbourhoods to positively engage and support vulnerable people.

Tackling antisocial behaviour during COVID-19

Following the lockdown in March 2020, antisocial behaviour practitioners nationally reported an increase in reports of antisocial behaviour. The Council's Antisocial Behaviour Action Team's (ASBAT) case numbers more than doubled during 2020/21 compared to 2019/20, largely as a result of delivering the agreed Greater Manchester approach to intervene when house parties and gatherings occurred in residential properties in breach of COVID-19 regulations. The approach involves three stages: advice, warning, and enforcement action through working with Greater Manchester Police and Manchester's housing providers. The work over the past year led to the team delivering 1,800 interventions, including advisory letters and joint home visits with GMP to issue warnings. Most interventions were informal, resulting in compliance. However, eight cases involved serious and persistent breaches and disregard for warnings and therefore resulted in the Magistrates' Court granting the Council ASB Premises Closure Orders. These orders are effective because they can be tailored to prohibit access to specific people or all persons to stop antisocial behaviour continuing at an address.

Public Space Protection Orders

Following consultation, the City Centre Public Space Protection Order (PSPO) was made in July 2020 for a period of three years. COVID-19 restrictions resulted in a delay to the implementation of the Order, but it is now in place and police officers

have used the Order to address street drinking. The partnership approach to antisocial behaviour in the city remains a staged one, involving awareness-raising, warnings, offers of support, and enforcement when appropriate.

A Public Space Protection Order in the area surrounding the Marie Stopes Clinic on Wynnstay Grove, Fallowfield was granted in October 2020. Officers have engaged with interested parties to raise awareness of the Order, and while there have not been any reported breaches following its initial implementation, this was during a period of lockdown, which will have had an impact on the activity. Officers continue to engage with key stakeholders and visit the area regularly.

Community cohesion

Manchester prides itself on being an inclusive and welcoming city, celebrating its diversity and working hard to build more cohesive communities. Over the past 18 months, the city has seen several challenges that have tested our understanding of and approach to building integrated and cohesive communities. The impact of Brexit, changing communities and neighbourhoods, the COVID-19 pandemic, protests and campaigns such as Black Lives Matter, far-right protests and campaigns, the Manchester Arena Inquiry, and our renewed programme of work on race equality and preventing youth violence in the city all demonstrated the need to review our approach and framework for delivery.

A time-limited Manchester Community Cohesion Task Group has been established to develop a separate Community Cohesion Strategy for the city that is intrinsically linked to the city's Our Manchester Strategy but sets out a more explicit

approach and set of priorities for delivery. The development of the strategy will involve engagement with key stakeholders.

Hate crime has been monitored on a weekly basis since the first lockdown in March 2020. During this period there have been fluctuations in reports of hate crime, reflecting some of the changes in places of congregation from areas such as the city centre to parks, for example. To respond to this, training was offered to front-line park staff to support victims and raise awareness of how to report hate crimes.

Greater Manchester Hate Crime Awareness Week (HCAW) 2021 went ahead in February despite the national lockdown. Owing to restrictions, most activities and events were virtual or online. Events included:

- CARISMA: round-table discussion about hate crime and prejudice broadcast on Radio Africana during HCAW.
- Future Directions CIC: week-long series of events raising awareness and showing people how to report hate crime, including online training sessions and videos hosted on social media. All resources were developed by and for people with learning disabilities to ensure they were fully accessible and reflected real lives.
- LGBT Foundation: Virtual panel event to raise awareness and provide advice and information.
- Manchester Youth Council: wrote and recorded short films to celebrate diversity and hosted online meetings for young people.

The Greater Manchester Plan to Tackle Hate Crime was also launched with joint commitments from partners and all ten districts to address hate crime across Greater Manchester.

Case study: RADEQUAL's Creative Change Project

As part of Manchester's RADEQUAL campaign and grant programme, Manchester Youth Zone delivered the Creative Change project that focused on building community resilience to hateful extremism. The project was delivered across the North Manchester Youth Partnership with young people aged 13–19 and their families, in collaboration with the MAD theatre company and Sociological. It was delivered in wards of high deprivation where young people identified as being vulnerable to messages of hate; 45 young people were involved in the project from various youth groups. The young people designed and delivered engaging and interactive session plans to their peers, which aimed to address and challenge the issues of prejudice, hate and extremism within their communities.

The project was redesigned following COVID-19 risk assessments, to ensure that young people were able to get the most out of the learning and activities on offer. For example, the sessions with the MAD theatre company and Sociological were delivered face to face with social distancing in place. These sessions explored what constitutes hateful extremism within a local context, including discussions on local incidents and personal experiences. During these sessions the young people created drama pieces, videos and interviews to myth-bust and promote critical thinking around hateful extremism.

The young people co-ordinated an online event that connected different neighbourhoods and brought communities from four of the city's wards together to showcase the session plans and activities delivered. The final event for the project was delivered online and was attended by 75 young people and their family members. The event gave an opportunity to promote reporting mechanisms for hate speech and terrorist content online. These young people will continue to use the resources produced to act as ongoing role models and champions for RADEQUAL messages tackling hateful extremism.

For more information about RADEQUAL or to get involved, access www.makingmanchestersafer.com/mms/homepage/22/radequal

Improving the quality of parks, green spaces, rivers and canals

In the face of a global pandemic, the value of the Council's Parks Strategy became more evident than ever before, and the Government regularly called for people across the nation to make use of parks to boost their physical and mental wellbeing.

Manchester's Park Team and more than 100 voluntary groups that they support have worked tirelessly to provide safe access to the green lungs of the city. The number of people visiting parks has risen by more than 30% and the pressure to keep them clean and safe has risen accordingly, with 147,000 bags of litter collected from parks last year.

The Government's advice that parks could be used for exercise was certainly taken to heart by the people of Manchester; the service observed an increasing number of visitors to the city's parks, which culminated in record numbers of young people and families participating in school-holiday activities in parks.

New partnerships were formed as the service worked with others to find new ways of delivering in an outdoor setting. In the summer of 2020, some 200 children with special educational needs and their families accessed a varied programme of activities in Manchester's parks, including Treetop Trek and boating. Overall, parks provided safe spaces for 60% of the citywide activities for young people to take place, and over 11,600 young people engaged in park activities throughout the summer.

The success of the summer was clear to see. All the young people interviewed by City in the Community reported that parks improved their physical wellbeing after lockdown, and a further 71% said engaging in park activities had helped them recover socially.

Significant increases in cycling, walking, roller-skating, jogging and tennis have also been observed, with court bookings up by over 10,000, from 5,906 in May to September 2019, up to 15,241 for the same period in 2020. The Love Exploring App also expanded to include two more parks – Fog Lane and Hulme Park. The eight parks that now feature the digital experience have attracted 9,500 users walking in excess of 12,350km, while hunting for dinosaurs and dancing skeletons during Halloween.

While the digital offer has been a huge success, the service also supported families to make use of self-led trails and activities. Despite eight out of nine days of rain in the October half-term, 4,500 visitors completed the Halloween trail in Wythenshawe Park. The new Xplorer Trail in collaboration with My Wild City saw 116 families on its first day at Boggart Hole Clough too. Lightopia returned to Heaton Park for the second year and saw in excess of 115,000 people visiting the park over 32 evenings.

Partners have stepped in to deliver beyond our parks and into the heart of communities by providing free school meals and donations of plants and equipment to provide activity for the children of key workers.

There has been an incredible appetite to return safely to active volunteering in Manchester's parks, and despite the challenges in meeting face to face, the service has supported the development of two

new Friends groups in the city, as well as an army of litter-picking volunteers, who together have logged a massive 17,500 hours of volunteering.

Attractive and vibrant neighbourhoods: culture, libraries, leisure, sport and volunteering

In addition to good-quality housing in places that are clean and safe, our communities are reliant on the other public amenities such as libraries, and cultural and leisure facilities to really make a vibrant neighbourhood of choice. A key commitment is to invest in cultural and sports facilities for the benefit of the city's residents and to improve the city's international attractiveness.

Investing in our facilities; recognising our strengths

Manchester has a dynamic, creative scene and a vibrant history of cultural innovation, with major cultural institutions sitting alongside a rich mix of smaller organisations. The sector's year-round offer usually includes permanent attractions, annual and one-off events, as well as many learning, training, participation, volunteering and employment opportunities. The sector plays a key role in delivering both economic and social impacts in Manchester. However, this year, due to the pandemic, the city's museums, galleries, theatres, arts centres, festival and events were all forced to close and cancel activities. This crisis has severely affected the cultural sector's income generation and programming output. Cultural sector businesses, especially those in the night-time economy, were the last industries to reopen following the easing of restrictions and will continue to face challenges into next year and beyond.

Venues in music and the performing arts have been particularly affected, as those businesses often generate income from ticket sales for performances, events and festivals, as well as catering and hospitality. Freelancers working in the creative sector have also been very negatively affected, as they do not have the organisational support many other employees have.

A [Manchester Culture Recovery Plan](#) has been developed by the city's Director for Culture in collaboration with the Council and partners from the sector. A COVID-19 Culture Recovery Board, chaired by our Executive Member, has been established to lead the city's response to the pandemic and aid the sector's recovery.

The Manchester Cultural Impact Survey gathers data from cultural organisations in the city to create an annual picture of the economic and social impact of the sector and its reach across residents, schools and communities. The annual survey is open for any cultural organisations in the city to complete, but it is a requirement for organisations funded by the Council's Strategic Cultural Investments and Cultural Partnership Agreement grants. The most recent Cultural Impact Survey, completed by 47 organisations, is about activity during 2019/20. The survey will provide pre-pandemic levels of activity and income generated by the city's cultural sector and will help forecast the likely impact of COVID-19 on the sector. Most of the city's major cultural institutions provided information, including the biennial Manchester International Festival, and it was the first year that Manchester Libraries contributed to the survey, recognising libraries as cultural institutions. Headline results are that the participating organisations:

- Generated an estimated £283.2million in Gross Value Added (GVA) for the city
- Employed Manchester residents as over one third of their workforce (38%)
- Engaged 3,916 volunteers (including volunteer board members), who collectively volunteered 186,192 hours at a value of £2.4million
- Reached 5.4million people as audience members through 8,900 productions and commissions
- Engaged 740,000 participants in cultural and creative activity, with some activity taking place in every ward across the city
- Engaged 184 out of 187 Manchester schools (representing 98% of all schools in the city), which provided cultural participation opportunities for their pupils.

During the pandemic, companies were forced to postpone or cancel exhibitions, events and project plans. Many cultural partners reacted quickly to the challenge of the suspension of face-to-face activity by seeking alternative ways to deliver their programmes online or in different ways. Alternative COVID-secure projects and special initiatives during lockdown have demonstrated some creative approaches to maintaining relationships with audiences, participants and artists, as well as supporting more vulnerable people to engage, be creative and connect remotely.

Some partners showcased performances through digital channels, including through the GMCA-supported United We Stream initiative. These included Manchester Jazz Festival's Jazz Unlocked in May, the Manchester Histories Festival DigiFest in September and Manchester Literature Festival in October.

Many cultural organisations continued to engage participant groups during the pandemic. For instance, The Men's Room stepped in to support homeless people by staffing the emergency accommodation put in place, and other companies provided creative activity packs for vulnerable people who were required to isolate and shield. Odd Arts sent 200 creative packs to their members, mainly people in care with additional needs, refugees and asylum seekers; they also visited young people's houses to offer drama sessions on their doorstep.

During this difficult year, cultural organisations have supported freelance creatives through advice, personal support, resource and funding information, and also offered paid commission opportunities. Community Arts North West (CAN) specialise in working with creatives with little access to opportunities, eg. those on a low income, or from new migrant communities. They also adapted their artist-support programme CanDo Creatives so that 18 artists benefited from training to improve their employability, career development and business resilience.

HOME, Manchester's centre for contemporary theatre, film, art and music, wanted to support artists to make work despite the lockdown; their programme, Homemakers, consisting of five fully funded digital commissions, produced new work made by artists in their homes. Work ranged from video performances and interactive games, to handwritten fantasy scenarios and silent Gothic horrors, all to be enjoyed and interacted with from home. The series has been extended, and there are now more than thirty commissions from artists in the UK and abroad.

Manchester International Festival's Remote Residencies supported 35 Greater Manchester artists, 16 from Manchester, to develop new work that they presented on their own digital channels or as part of MIF's online programme, MIF LIVE. MIF also held international Weekly Online Drop-ins throughout the pandemic, offering a space for artists and freelancers to share experiences, exchange ideas and support one another.

[Greater Manchester Artist Hub](#), brings together 13 of the performing arts organisations and venues in Greater Manchester to offer support to independent practitioners, artists and companies. Since April 2020 they have offered regular one-to-one advice sessions and engaged with local groups, such as the Freelance Task Force and Disabled Artists Networking Community (DANC), to better understand what artists' needs are. In its first year, the Hub offered advice, training and support to more than 500 local creative freelancers as the pandemic unfolded.

This year, cultural organisations have also responded to the global calls for racial equality and an end to racism. Young Identity, Manchester's premier spoken-word collective, in partnership with Contact and Manchester Literature Festival, held a Black Lives Matter One Mic Stand on-line event of poetry and music. This had an estimated 12,000 views and raised money for the Black Minds Matter UK health charity. Organisations are working together to take action to increase diversity within the cultural workforce. For example, [HOME have committed to being anti-racist and pro-equality](#) through the way they work and the work they make and present, and Contact is reviewing all the organisation's policy to ensure that they are actively anti-racist.

The Manchester Cultural Education Partnership is collecting and providing resources for educationists about Black history, diversity, migration and the British Empire.

UNESCO Manchester City of Literature co-ordinated activity across the sector for a number of events this year. For example, this year’s annual International Mother Language Day celebrations, held online, were a vibrant mix of activities, events and workshops held by many different organisations, including libraries, universities, publishers and museums. Despite not being able to hold face-to-face events, the celebrations were Manchester’s biggest yet.

Events

The Events sector was one of the first to lock down in March 2020. Many parts of it were the last to be released from restrictions, and the ecology of event organisers, venues, supply chain and workforce in the city will have to be rebuilt over several years.

The Council’s approach during the pandemic has been to support event organisers to cancel, reschedule or reset their events to meet the changing restrictions across the period. While 80% of the planned events were cancelled in 2020 or rescheduled to 2021, some were able to move content online where viable (eg. Manchester Jazz festival, Caribbean Carnival and Windrush Day) and others were able to remodel so that they could still take place.

Manchester’s approach enabled elite international sports activities to take place behind closed doors – cementing our reputation as a city of sport in the most challenging of circumstances. The city hosted national and international athletes for the Müller British Athletics Championships, Manchester

International Swim Meet and the World Para Powerlifting World Cup. The Council also supported the organisers of the 50 Windows of Creativity art trail and the Lightopia lighting festival at Heaton Park, providing publicly accessible, COVID-secure events for over 200,000 attendees.

The position for Manchester’s festivals and the Events sector remains precariously insecure, and the ability to rebuild a sector that provided the city with a significant economic and social advantage before the pandemic is a key priority as we move through the recovery phase. The vision, principles and aims set out in the Manchester Events Strategy 2019–29 remain intact. The delivery of the strategy needs to be reviewed in the light of the pandemic and the necessity to align our approach with the city’s cultural and economic recovery strategy. We need to use festivals and events to help bring back local, national and international awareness of pride in, and engagement with, Manchester’s culture, leisure and visitor economy, and to build it back better than before. Manchester will continue to offer a vibrant, stimulating environment for people to live, work, study and play by investing in our cultural and sporting offer, providing the platform that will enable the creative sector to rebuild.

Libraries

The city’s library service continued to improve the lives of residents in 2020/21, despite visits to libraries inevitably falling due to COVID-19 restrictions. Following their closure at the start of the first lockdown, libraries reopened on 4 July – the first date that national guidelines allowed. Initially, eight libraries opened, and this increased to 21 in April 2021. Customers used the libraries for

free internet access and to borrow and return books. The libraries proved a lifeline to customers at a time when the ability to visit other venues was limited. Libraries stayed open during the third lockdown as they were classed an essential service, partly as a reflection of the importance of libraries offering free internet access to digitally excluded people. Since July 2020, approximately a quarter of all visits have been to access the internet. The Books to Go service for housebound residents was the first library service to resume in June 2020 and has continued delivering reading material ever since. The range of services offered by libraries has increased as COVID-19 restrictions eased, and Central Library has hosted a number of pilot COVID-secure activities.

Libraries continued providing access to reading material and information. The increased use of electronic resources has been exceptional (see Table 5.6), even when libraries reopened in July 2020, and people have once again been borrowing books. Libraries will continue to invest in both hard copy and electronic resources.

Table 5.6: Increase in use of electronic resources

Type of electronic resource	2019/20	2020/21	Annual percentage increase
Ebooks	95,000	156,000	64%
Eaudio books	75,000	140,000	87%
Emagazines	75,000	104,000	39%
Enewspapers	98,000	248,000	153%

Source: Manchester City Council

Throughout the pandemic, libraries have offered a diverse online programme of events and activities for all ages, mostly via the libraries Facebook page. Weekly Storytimes have proved extremely popular, as have author talks, quizzes, LEGO clubs, virtual reading groups, and archives memory boxes. In 2020/21 there were over two million engagements with Manchester Libraries and Archives social media platforms. The Chorlton Book Festival was delivered online in 2020 and received higher attendance figures than would normally be received in person. As face-to-face events become possible again, we are now offering a blended programme of virtual and physical events.

Libraries are the primary community venue for internet access. Their role in tackling digital exclusion has increased further during the pandemic. Over 25% of library visits during this time have been to use the free internet. Moreover, we have increased our role with digital inclusion outside of libraries. Digitally excluded people suffered disproportionately during the pandemic, as they were socially isolated and cut off from services. We developed and implemented two new initiatives to support digitally excluded people, both of which are sustainable when the pandemic is over. The first was a digital-support telephone service that benefited over 900 people lacking skills or confidence to use the internet; by the end of the year, the second will have donated more than 1,000 internet-connected devices to Manchester residents previously without access to the internet, with support offered from a Digital Champion. Further details about these schemes are provided in the '[A connected city](#)' chapter.

Libraries have continued to develop services for children and families during the pandemic to ensure children continue to read despite the reduced access to libraries. Working with Read Manchester, there has been a full programme of book-gifting. In 2020/21, 26,000 books and 5,000 magazines were gifted through foodbanks and Sure Start centres. Also, all 7,000 year 6 pupils in the city received a copy of Ross Welford's 'The kid who came from space'. In summer 2021, we were a part of a national pilot that increases schools' involvement in the annual Summer Reading Challenge. This involves 16,000 children being given automatic membership to the challenge as well as a library card. There was a full programme of activities and events for children and families in the libraries this summer.

In 2021, we have successfully been awarded Libraries of Sanctuary status from Manchester City of Sanctuary. This important award recognises the warm welcome the library service gives to asylum seekers and refugees in its engagement with them, as the service helps to produce an increased understanding from the wider community.

We were a key partner in the inaugural Festival of Libraries in 2021. The festival, organised by Manchester City of Literature, involved almost 100 events across Greater Manchester. Manchester Libraries delivered five events, four of which were online, as well as a Sunday Funday, which was its first major event since March 2020.

We received £500,000 over three years from the British Library to be the north west hub of the Unlocking the UK's Sound Heritage project. The project, which runs until summer 2022, is digitally preserving and making available thousands of at-risk

sound recordings. Many of these recordings are oral histories that provide a fascinating insight into the lives of residents of Manchester and the north west.

Manchester Art Gallery

The forced closure of Manchester Art Gallery from March to August 2020 and November 2020 to March 2021 was the first time the gallery had closed its doors to the public in its 200-year history. In the 11 weeks it was open (from 20 August to 4 November 2020), there were over 18,000 visitors. One visitor said: "The welcome I received was superb. Friendly, informative, concise. As my first experience of any kind of culture since March, I couldn't have wished for better. I never appreciated art quite as much as I did today. I may have cried with joy."

Exhibitions such as Derek Jarman's PROTEST! and the British Art Show 9 have been rescheduled to October 2021.

The gallery created an unplanned 'rapid response' exhibition of Grayson's Art Club, with Swan Films and the artist Grayson Perry. A special episode on the making of the exhibition in Manchester was shown on Channel 4 and had national impact when it was broadcast to millions across the UK. The exhibition finally opened to rave reviews and fully booked slots in May 2021, and has been extended to October 2021.

The gallery has been able to continue the work with INIVA on a curatorial traineeship opportunity to diversify the gallery-sector workforce. It also created new relevant content for more people across the city, working with the artist Jade Montserrat to produce a new display Constellations: Care and Resistance.

We partnered with Population Health Manchester, the Council's Performance, Research and Intelligence team and Key Stage 2 pupils from Unity Primary (Cheetwood) to explore how art can support children to mitigate against the effects of lived trauma.

The gallery expanded its digital and community programmes to help people across the city during the pandemic. Highlights included:

- Incredible Years: Weekly parent and baby sessions in the gallery delivered in partnership with CAPS Manchester (Children and Parents Service). One parent remarked that her baby had never seen another baby before, another that this session was the first time in ages she hadn't felt isolated
- Baby Boxes: 485 activity packs for new parents and their babies, and 140 packs for parents and toddlers, created by the gallery and issued by outreach health workers at Martenscroft Sure Start
- Becoming a Mum: Perinatal art therapy courses for new mothers who have suffered isolation and mental ill health from the experience of giving birth during lockdown
- Survivors Manchester: Art and mindfulness sessions on Zoom in partnership with Survivors Manchester (a charity that supports male survivors of sexual abuse and rape)
- Uncertain Futures: A collaborative artwork about the work inequalities faced by women over 50, with artist Suzanne Lacy and 100 Manchester women; it includes a focus on economic and racial inequalities highlighted by COVID-19

- Art of Resilience: An initiative that has developed a new model using creativity and compassion to support the long-term wellbeing of Manchester's children.

Leisure

Manchester Active Limited (MCRactive) are a not-for-profit organisation established and overseen by Manchester City Council. They are responsible for driving sport and physical activity across Manchester, inspiring and encouraging everyone to lead a more active and healthier lifestyle. The Council contract MCRactive to deliver the city's [Sport and Physical Activity Strategy 2019–28](#).

During the past year, keeping Manchester residents active and healthy was a greater priority than ever before. Because of the COVID-19 restrictions, the team at MCRactive found new ways to support residents through online activity, pushing remote provision into Manchester's front rooms, gardens, and balconies! More than forty weekly live streams or on-demand classes were delivered each week during lockdown periods.

Linking into the city's ambition to support more walking and cycling for active lives and cleaner air, MCRactive delivered many Let's Walk workshops for residents, key partner organisations and independent groups. These promoted the increase in walking resources, including 11 new walking trails on the 'Love Exploring' app and as part of the 'New Footsteps, New Discoveries' campaign. The focus on walking and recreational cycling during 2020 helped Manchester residents to stay fit and healthy when limited activities were available.

In a continuation of the Befriending service, four partner community organisations were supported in applying for the Tackling Inequalities Fund, totalling £28,000. Additionally, following the murder of two young people from Moss Side in July 2020, funding was secured to support The African Pot (TAP) project in helping to take ten young people out of the area to take part in activities such as quad biking, hiking and archery.

A COVID-19 response Rest and Relaxation Centre at Manchester Regional Arena was established. Many staff and partners, including MCRactive, GLL, OCS, F3, Manchester City Football Club, and the Council with a steer from MHCC, played a role by volunteering and making it a collective success. The centre had 7,000 visits from NHS and key workers across Manchester and the project received a Special Recognition Award from the High Sheriff of Greater Manchester. Additional leisure assets have been and continue to be utilised as COVID-19 Testing Centres, such as the Etihad Campus, Denmark Road and Belle Vue Leisure Centre. In addition, the Tennis and Football Centre was mobilised as a Mass Vaccination Centre for Greater Manchester.

MCRactive's Sport and Health teams, along with the team at Winning Hearts and Minds, made every effort to maintain vital connections with people in Manchester, from the creation of a pen-pal and befriending scheme, to distributing activity and food packs to vulnerable people in the community. In addition, a small team took the responsibility from the Council to make calls to over 2,000 clinically extremely vulnerable residents who had asked the city for more assistance.

Guidance given by MCRactive staff led to clubs applying for Sport England emergency funding, which benefited over fifty clubs. Additionally, grant funding was accessed from the Council where sports clubs own or lease building premises. The financial support secured was in excess of £500,000.

During periods of lockdown, the educational swim programme continued, achieving outstanding buy-in from schools. In September, 78% of the schools returned following consultation over the summer period, when we worked with all five pool operators (GLL, Everyone Active, Love Withington Baths, Broadway Community Development Group and Wright Robinson High School) to ensure the sessions could be delivered safely.

When restrictions were partially lifted to allow access to the public, Manchester Leisure Centres adapted to become COVID-secure. Leisure Centres were permitted to open to the public between August and October, and in December, before lockdown restarted in January 2021. Residents were keen to get back to physical activity and over 440,000 visits were recorded during this period. Leisure Centres reopened on 12 April 2021.

While many sporting events had to be postponed, Manchester was pleased to welcome the Harlem Globetrotters to Manchester for an exhibition and to provide some training at the National Basketball Performance Centre. Alongside the current Children's Laureate Cressida Cowell, the HSBC:UK National Cycling Centre welcomed Dermot O'Leary to host the World Book Day organised by Read Manchester and Manchester Libraries. The event saw over 1,000 local children from 15 schools attend. It was also fantastic to enhance the delivery of sport and

physical activity engagement across the city. Examples included the offering of free health checks and activity programmes to help Manchester City fans improve their health and wellbeing, adding east Manchester to the citywide programme of nine regular weekend park runs for adults and children, and promoting the Manchester 10K with the creation of a unique Bee Wave for our City, supporting the We Love MCR local charity and a world-record attempt to boot!

Investment continued into various projects across the city to improve the provision and landscape for physical activity during lockdown. As part of the legacy of the 2019 Cricket World Cup, the England and Wales Cricket Board (ECB) invested nearly £200,000 into Manchester parks and playing fields by installing 17 Non-Turf Cricket Wickets into 15 parks and playing fields, from Heaton Park in the north, to Wythenshawe Park in the south. The Council also invested more than £1million in the outdoor athletics track at Manchester Regional Arena, achieving first-class accreditation and a visit from Blue Peter. This was achieved alongside further improvements completed during lockdown at the Wythenshawe Park track, Whalley Range, Debdale Outdoor Centre, and Denmark Road Sports Centre.

Investment was also identified to support the installation of an interactive football wall at Platt Fields Park and helped install a new green gym at Greenbank Park. The Council secured several significant long-term investment programmes approved as part of the budget in 2020/21, including Abraham Moss New Build (£2.7million), House of Sport/RFL Headquarters (£5.65million), Regional Athletics Arena Track Replacement (£1.218million), MAC refurbishment (£31million), and Ghyll Head Outdoor Learning Centre (£1.277million). The

investment will protect the existing benefits generated from each facility and will support to deliver growth both financially and in local participation while making a significant contribution to Manchester's carbon-reduction ambition.

In preparation for Tokyo 2021, our National Sporting Centres remained open for elite training as early as possible to support GB Taekwondo, GB Paralympic Swimming and British Cycling athletes. The city delivered several world-class COVID-safe international events, including the Müller British Athletics Championships and Manchester Squash Open, welcoming athletes from across the country and 64 of the world's best male and female squash players. The city also successfully hosted the Manchester Open International Swim Meet in February 2021, and for the second year running the Para Powerlifting World Cup and the Youth World Cup were held as the latest in a string of international tournaments in the city.

Parks Tennis reopened in May 2020, resulting in an almost fourfold increase in tennis-court bookings during 2020/21 over the previous year; more than 25,000 were recorded, compared to just over 7,000 in 2019/20.

In 2020, supporting Manchester's digital-transformation ambition and investment in leisure assets, saw the successful launch of the [MCRactive website](#) and [Providers Portal](#), a unique shared data platform managing sport and physical activity information and inspiration. This platform will become the home for all activity providers to advertise and promote their opportunities online, providing a one-stop-shop for residents to find information on becoming healthier and happier.

Increasing volunteering across the city

Manchester's Voluntary, Community and Social Enterprise (VCSE) sector has been integral to the city's response to the COVID-19 pandemic. VCSE groups and organisations have had to work in extremely difficult circumstances to support the health and wellbeing of Manchester residents. Alongside their efforts, staff and volunteers from across all sectors and walks of life have stepped forward to support their friends, neighbours, colleagues and communities.

The recent State of the Manchester VCSE Sector report (Macc et al, 2021) identified that Manchester's VCSE sector comprises 3,871 voluntary organisations, community groups and social enterprises that make a difference to Mancunians' lives every day; this number increased sharply in response to the pandemic. VCSE services and initiatives are delivered by some 162,000 volunteers giving around 481,000 hours each week, valued at £242million per annum (based on a Real Living Wage of £9.50 per hour).

Volunteer Centre Manchester (VCM) is operated by Macc and has continued to connect and support the city's resident-volunteering effort. Between April 2020 and March 2021, Manchester VCSE organisations received 7,331 volunteer applications via VCM. This included specific opportunities for residents to support the response to COVID-19. There were more than 2,500 registrations for marshals at vaccination sites and 300 to support surge-testing efforts.

Seventy-eight Council employees used volunteering leave during 2020/21, including 46 employees who had never done so previously; 758 employees gave a

combined total of 7,748 hours of volunteering leave between October 2017 and March 2021. Last year saw 155 staff voluntarily redeployed to new roles to support the Council's pandemic response.

Manchester Volunteer Inspire Programme (MCRVIP) has continued to support volunteering in the city, bringing all Council neighbourhood volunteering opportunities in libraries and galleries, parks and green spaces, neighbourhoods and events into one place since its launch in 2019. However, when the country went into lockdown in 2020, MCRVIP reacted quickly, and in May it relaunched with a focus on COVID-19 volunteering. Volunteers supported residents with food requests, collecting supplies and medication, supporting Digital Inclusion, Active Manchester, Keep Manchester Tidy, Read Easy Manchester, Friends of Parks groups and Good Neighbour groups. The pandemic has again highlighted how our communities succeed in joining together to provide support for one another with a strong response to the request for volunteers.

The Our Manchester Voluntary and Community Sector (OMVCS) grants programme funds 63 VCSE organisations and completed its third year. Originally designed to run three years, the programme has been extended due to the pandemic.

Formal monitoring activities were suspended in March 2020, recognising the pressures faced by funded organisations. Monitoring resumed later in the year, with information received showing that in the period October to December, organisations had supported 28,066 people, with 1,625 volunteers contributing 31,834 hours of time. Over this period, funded groups reported £1.6million of additional funding invested in their organisations. The North

Manchester Together work continued, and over the summer of 2020, 'COVID-19 Recovery Grab Bags' were given to local VCSE organisations to assist them in reopening safely. An assistive grants programme was launched in September 2020 and has matched nine north Manchester groups with local mentors to work with them on agreed development objectives to strengthen their organisations.

Work with Black, Asian and minority ethnic voluntary and community organisations and leaders commenced in 2019. A number of engagement events had taken place prior to March 2020, with the aim of using feedback to inform proposals for funding. COVID-19 had temporarily delayed this work, but proposals are now being developed based on the feedback and themes provided, which will include re-engaging with Black, Asian and minority ethnic organisations and leaders.

The Population Health Targeted Fund was launched in April 2020 in partnership with Manchester Health and Care Commissioning (MHCC). £2.1million of MHCC funding has been invested in a number of VCSE partnerships, funding 81 organisations. Despite the pandemic, these organisations have been delivering activities to improve outcomes in the first 1,000 days of a child's life and to support older people to be as healthy as they can be.

The Council continues to invest in its relationship with the VCSE sector through its VCSE infrastructure support service contract, which is held by Macc. The contract is jointly commissioned with MHCC and began in October 2019 for three years (with a two-year option to extend). Work this year has been focused on supporting the VCSE sector's response to COVID-19.

The Neighbourhood Investment Fund (NIF) is also available to communities for events or activities focusing on making neighbourhoods better places to live. In 2020/21, £640,000 was awarded (£20,000 per ward) to 384 projects across the city, with a variety of purposes and aims. These included supporting established or new community groups in delivering local projects and getting ideas off the ground, activities focused on encouraging groups of residents back into employment or training, projects helping to improve the environment and increase recycling, and other events/activities that are important to neighbourhood and citywide priorities.

The COVID-19 crisis presents a significant challenge to the VCSE sector, and its long-term impact on the viability, diversity and strength of Manchester's VCSE sector remains to be seen. A Manchester Funding Partnership was formed in June 2020 to look at the best way to support Manchester's VCSE sector. The work of the partnership has focused on intelligence-gathering, data-sharing and opportunities to align funding. In January 2021, Manchester City Council launched a COVID-19 Impact Fund, which distributed £745,000 to support the mental health and wellbeing of prioritised resident groups and a further £50,000 to support victims of domestic violence and abuse. This included investment from Manchester Health and Care Commissioning (MHCC) and the Ministry of Housing, Communities and Local Government.

The Council has worked in partnership with MHCC, One Manchester and Young Manchester to invest over £1million in a [COVID-19 Recovery Fund](#). The Fund is aimed at enabling voluntary-sector organisations to work together to strengthen

their support for Manchester residents. Activities could include training with partners to access new funding, leadership development support, collaboration that supports the development of shared systems, and peer-to-peer work, all of which will benefit residents and communities.

Conclusion

The city's ambition to create safe and enjoyable neighbourhoods with affordable housing, and to become zero-carbon by 2038 using green energy, growth and design, and more climate-resilience is stronger than ever. More walking, cycling, green transport, and accessible digital technology for everyone is the Council's aim. Manchester can only achieve a vision this ambitious if everyone works together. Building on our city's strong history of partnership working has never been so important, and finding new ways to meet the challenges our communities face has never been so vital. Our determination to create a shared future where all can live fulfilling, happy and healthy lives has never been so strong.