

# AGENDA FOR OVERVIEW AND SCRUTINY COMMITTEE



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**To: All Members of Overview and Scrutiny Committee**

**Councillors :** R Bernstein, C Birchmore, A Arif, N Bayley,  
N Boroda, D Green, N Jones, K Peel, T Pilkington,  
D Vernon (Chair) and M Walsh

Dear Member/Colleague

## **Overview and Scrutiny Committee**

You are invited to attend a meeting of the Overview and Scrutiny Committee which will be held as follows:-

<b>Date:</b>	Tuesday, 19 July 2022
<b>Place:</b>	Microsoft Teams meeting
<b>Time:</b>	7.00 pm
<b>Briefing Facilities:</b>	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
<b>Notes:</b>	<b>Join on your computer or mobile app</b> <a href="#">Click here to join the meeting</a>  <b>Or join by entering a meeting ID</b> Meeting ID: 399 052 348 52 Passcode: 8vTZ64  <b>Or call in (audio only)</b> <a href="#">+44 20 3855 5143,,549181027#</a> United Kingdom Phone Conference ID: 549 181 027# <a href="#">Find a local number</a>   <a href="#">Reset PIN</a> <a href="#">Learn More</a>   <a href="#">Meeting options</a>

## AGENDA

### **1 APOLOGIES**

### **2 DECLARATIONS OF INTEREST**

Members of the Overview and Scrutiny Committee are asked to consider whether they have an interest in any matters on the agenda and, if so, to formally declare that interest.

### **3 MINUTES** *(Pages 5 - 10)*

The minutes from the meeting held on 15<sup>th</sup> June 2022 are attached for approval.

### **4 MATTERS ARISING**

### **5 PUBLIC QUESTION TIME**

A period of 30 minutes has been set aside for members of the public to ask questions on matters considered at the last meeting and set out in the minutes or on the agenda for tonight's meeting.

### **6 MEMBER QUESTION TIME**

A period of up to 15 minutes will be allocated for questions and supplementary questions from members of the Council who are not members of the committee. This period may be varied at the discretion of the chair.

### **7 CULTURE STRATEGY AND BURY'S TIME AS GREATER MANCHESTER TOWN OF CULTURE** *(Pages 11 - 28)*

Report from Councillor Charlotte Morris, Cabinet Member for Culture and Economy attached.

### **8 CLIMATE ACTION STRATEGY** *(Pages 29 - 34)*

Report from Councillor Quinn, Cabinet Member for Environment, Climate Change and Operations attached.

### **9 UPDATE ON THE GREATER MANCHESTER CLEAN AIR PLAN** *(Pages 35 - 62)*

Report from Cabinet Member for Environment, Climate Change and Operations attached.

### **10 HIGHWAYS MAINTENANCE AND LGA PEER REVIEW** *(Pages 63 - 68)*

Report attached from Councillor Alan Quinn Cabinet Member for Environment, Climate Change and Operations.

**11 URGENT BUSINESS**

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

**12 \*\*FOR INFORMATION - OVERVIEW AND SCRUTINY FORWARD  
PLANNER (Pages 69 - 72)**

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**Minutes of:** OVERVIEW AND SCRUTINY COMMITTEE

**Date of Meeting:** 15 June 2022

**Present:** Councillor D Vernon (in the Chair)  
Councillors R Bernstein, C Birchmore, A Arif, N Boroda,  
N Jones and M Walsh

**Also in attendance:** Lynne Ridsdale, Deputy Chief Executive, Bury Council  
Kate Waterhouse, Chief Information Officer, Bury Council  
Jacqui Dennis, Monitoring Officer, Bury Council  
Chris Woodhouse, Strategic Partnerships Manager  
Julie Gallagher, Head of Democratic Services

**Public Attendance:** No members of the public were present at the meeting.

**Apologies for Absence:** Councillor N Bayley, Councillor D Green, Councillor K Peel  
and Councillor T Pilkington

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**OSC.1 DECLARATIONS OF INTEREST**

There were no declarations of interest.

**OSC.2 MINUTES**

The minutes of the meeting held on 23<sup>rd</sup> March 2022 be approved.

**OSC.3 MATTERS ARISING**

Members discussed the continuation of the Overview and Scrutiny Committee sub groups.

It was moved by Councillor Vernon and seconded by Councillor Bernstein and it was agreed that:

A joint Finance and Performance sub group would be established an officer from Democratic Services would liaise with Members to confirm membership and future meeting dates.

**OSC.4 PUBLIC QUESTION TIME**

There were no members of the public present.

**OSC.5 MEMBER QUESTION TIME**

Responding to a question from Councillor Rydeheard, Councillor Gold reported In relation to cost of living support provided by the Government includes the following:

The Chancellor announced a £150 payment to residents in properties within Council Tax bands A-D as well as a discretionary fund.

With respect to the discretionary element of this there are several cohorts within the higher bands that would benefit from a payment:

- In receipt of Council Tax Support – 226 @ £150 this equates to £33,900
- In receipt of a Disabled reduction – 122 @ £150 this equates to £18,300

The intention is for the remaining discretionary funding to top up the award of those households in receipt of Council Tax Support as they are known to have limited financial capacity; this will be across bands A-H and assist 13,360 households. Alongside a small balance to run an application-based scheme for those people falling outside of the identified groups e.g. residents of Houses in Multiple Occupation (HMO). Details on this will be released later in June.

In addition, a number of further measures have been announced by the Chancellor but these are ones for which the Council does not have a role in allocation or distribution:

- A direct one-off cost of living payment of £650 for households on means-tested benefits. DWP will make the payment in two lump sums directly into claimants bank accounts – the first from July, the second in the autumn. Payments from HMRC for those on tax credits only will follow shortly afterwards.
- A pensioner cost of living payment of £300 for pensioner households will be paid in November alongside the Winter Fuel Payment
- A £150 disability cost of living payment to individuals in receipt of extra cost disability benefits will be paid directly by September.
- Households will receive a £400 discount on their energy bills in October 2022.

### **OSC.6 BURY CORPORATE PLAN PERFORMANCE AND DELIVERY REPORT Q4 2021-22**

Councillor Rafiq, Cabinet Member, Corporate Affairs and HR, attended the meeting and provided members with an overview of the Corporate Plan Performance and Delivery Report Quarter 4.

An accompanying report had been circulated to members in advance of the meeting and the following issues and comments were raised:

Responding to a question in relation to life expectancy in Radcliffe, Councillor Rafiq reported that the neighborhood profiles tell us that cancer and circulatory disease are the highest causes of mortality in the Radcliffe area. This is significantly worse than the Bury and England averages. The latest Index of Multiple Deprivation for Bury shows that this relationship between deprivation and ill health has become stronger in recent years.

Tailored people and community plans for each neighborhood will drive the public service response based on particular needs for each area – this will tackle not only particular health conditions but also the wider determinants which will drive improvements in life expectancy and balance out the inequalities in the Borough.

Members discussed what is meant by the term 'getting the basics right'. Councillor Rafiq reported that a ten-point action plan has been developed and although many of the actions in the plan are already included in larger programmes of work, they will benefit from being grouped together and focused on the overall challenge of getting the basics right. Actions include, improving internal processes, members casework and developing better ways of managing performance.

Responding to a Member's question in relation to the effect of the pandemic on school attendance, Councillor Rafiq reported that

- Overall absence rates have increased in Autumn 21 compared to Autumn 19 across all school phases, with special schools and the PRU reporting the largest increase.
- Persistent absence rates have increased between Autumn 19 and Autumn 21 across all school phases except the PRU.
- All pupil groups have reported an increase in overall absence rates with EAL pupils at primary schools having the lowest increase at 0.9% and EHCP pupils at secondary schools having the greatest at 7.6%.
- Persistent absence rates have also increased across all pupil groups with EAL pupils at primary schools seeing the lowest rate increase of 3.8% and EHCP at secondary schools seeing the greatest increase of 22.2%.

Councillor Rafiq reported that for Quarter 4 2021-22 the breakdown for missed bin collections were as follows:

Blue bins - 49 Missed Bins per 100,000 Collections (12%)

Brown Bins – 84 Missed Bins per 100,000 Collections (31%)

Green Bins – 56 Missed Bins per 100,000 Collections (14%)

Grey – 87 Missed Bins per 100,000 Collections (22%)

Communal bins (all Colours) – 92 Missed Bins per 100,000 Collections (21%).

Members discussed the problems resulting from the pandemic in relation to rough sleepers and homelessness. Councillor Rafiq reported additional Government funding has meant the Council has been able to access funding to be able to increase accommodation options for this complex co-hort of people. In the last 3 years rough sleeper supported accommodation units have increased from 10 to 40.

There has been an increase in the number of residents in temporary accommodation; this is due to numerous factors and adds further pressures on homelessness services and the need to place more people and families into temporary accommodation. The other main factor is the lack of affordable, suitable and sustainable "move on" accommodation that is causing blockages which means people and families are having to stay in temporary accommodation longer than expected.

### **It was agreed**

The content of the Quarter 4 performance report be noted and further quarterly reports will be considered at future meetings.

## **OSC.7 COST OF LIVING SUPPORT AND ANTI POVERTY STRATEGY**

Councillor Richard Gold, Cabinet Member, Finance and Communities attended the meeting to present a draft version of the anti-poverty strategy. The report detailed the work undertaken to develop the strategy and provided information in relation to the immediate work required in terms of operational response to assist members of the public with the increases in the cost of living.

The report had been circulated to Members of the Committee in advance of the meeting and the following issues and queries were raised:

Members discussed the impact of the £150 Council Tax rebate scheme. Councillor Gold reported that although the additional government money is welcomed more work will be required to address longer term cost of living issues. This work will be undertaken by the integrated neighbourhood teams.

Councillors discussed Greater Manchester Poverty Action Group “push” for Councils to adopt the Socio-Economic Duty Policy, Members expressed their support for its inclusion and adoption.

In response to a question from Councillor Jones, Councillor Gold reported that the report includes a number of key actions in relation to digital inclusion, including; review of the Bury offer, explore linkages with the digital poverty alliance as well as exploring opportunities for social enterprise development.

Members discussed support for the Borough self-employed, Councillor Gold reported, Bury has a larger than average number of micro-businesses. Nine out of ten businesses in Bury employ less than 9 people. There is a current challenge is that the rate of failed businesses is greater than that of new businesses – this may be as a direct result of covid given that Bury has a large construction and retail sector though other contributory factors given difficult trading conditions including inflation and Brexit related pressures.

In essence residents travel outside the borough to access higher value employment opportunities.

Councillor Gold reported that for those residents that do not pay via direct debit they will receive their Council Tax rebate via Post Office vouchers, with 12,000 households to receive these (equivalent value of £2m) within the next week. The Strategic Partnership Manager reported that as of the 15<sup>th</sup> June 2022 the Council had made 48,000 payments totalling 7 million pounds.

Responding to a Member’s question in relation to the Armed Forces covenant Councillor Gold reported that since the refreshed Covenant was agreed, significant progress has been made in delivering on the Council and CCG’s commitment. This has included the roll-out of free leisure passes for military veterans, the development of a dedicated information hub on veterans support for GPs and support to Bury’s voluntary sector veterans groups. The Council’s progress in supporting veterans within the workforce was recognised through achievement of the Silver Award via the Ministry of Defence’s Defence Employer Recognition Scheme in May.

It was moved by Councillor Boroda and seconded by Councillor Birchmore and it was agreed, unanimously:



**That prior to its consideration at the Cabinet Meeting on 13<sup>th</sup> July the Overview and Scrutiny Committee recommends that**

- 1. the Cost of Living Support and Anti-poverty Strategy is amended to reference and incorporate the recently published Greater Manchester Poverty Action briefing (Briefing on the current scale of the socio-economic duty in England) and the Cabinet consider as part of its Anti-poverty strategy adopting voluntarily the Socio Economic Duty as detailed in Section 1 of the Equality Act 2010.**
- 2. The financial data contained with the report be updated.**

**OSC.8 OVERVIEW AND SCRUTINY WORKPLAN FOR 2022-2023**

Members agreed the draft work programme for 2022.23, this will be a working document and Members are encouraged to forward any additional items for consideration to Democratic Services.

**OSC.9 FOR INFORMATION ONLY - OVERVIEW AND SCRUTINY TERMS OF REFERENCE**

**COUNCILLOR D VERNON**  
Chair

**(Note: The meeting started at Time Not Specified and ended at Time Not Specified)**

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**SCRUTINY REPORT****MEETING: Overview and Scrutiny Committee****DATE: Tuesday 19<sup>th</sup> July 2022****SUBJECT: Culture Strategy and Bury's time as Greater Manchester Town of Culture****REPORT FROM: Councillor Charlotte Morris, Cabinet Member for Culture and Economy****CONTACT OFFICER: Lynne Ridsdale, Deputy Chief Executive (Corporate Core) / Chris Woodhouse, Strategic Partnerships Manager**

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**1.0 BACKGROUND**

- 1.1 Bury operates a small arts and culture service which is led by the Corporate Core and comprises Bury Art Museum and a small Visitor Information Service which operates from and provides reception support to the Fusiliers Museum.
- 1.2 Through the leadership of this small service Bury became the inaugural Greater Manchester Town of Culture in December 2019. The recognition was retained for two years, because of the impact of the pandemic, during which time a programme of culture and events was showcased across the Borough and included:
- Bury Art Museum and Gallery exhibitions
  - Online live music and performance led by the Met
  - Community driven projects like Prestwich Arts Festival, Bury Pride; ELR and numerous independent artists and creative organisations
  - The Library Service, which took author events direct to their audiences
- 1.3 As an outcome of these celebrations, together with wider recognition through *Let's Do It!* that culture is a key driver to attracting new businesses and people to towns, a Culture Strategy was commissioned from a partner called Curated Place. This paper presents the headlines of feedback received and points for discussion based on the current strategic and resource context in Bury.

**2.0 BURY'S TIME AS GREATER MANCHESTER TOWN OF CULTURE**

- 2.1 In December 2019 Bury was named the inaugural Greater Manchester Town of Culture, an initiative to promote the 'distinctive culture' of towns across the region. Appendix 1 showcases Bury's Town of Culture journey and key themes, and was highly praised at the Greater Manchester Combined Authority for demonstrating delivery in complex circumstances.

- 2.2 Bury's bid, titled 'Happy', drew inspiration from the life and inspiration of one of our most famous daughters, Victoria Wood, following the success of an exhibition of her works at the Bury Art Museum and the unveiling of a statue of Victoria in the town's cultural quarter. The proposal focused on a 'Happy' festival, planned for May 2020, which celebrating the influence of Victoria through a festival of music and comedy.
- 2.3 Shortly after the award, outbreaks of Covid-19 began to be reported across the world and prior to Happy being able to take place the initial Covid lockdown took force. As such, during early 2020, Town of Culture activity shifted on-line to provide digital engagement and entertainment resources including on-line shows, groups and creative skills development.
- 2.4 Community culture was further embraced through provision of a range of grants during the Town of Culture years including a series of community micro commissions to mark the platinum jubilee. A list of supported community commissions is appended.
- 2.5 Cultural impact will, ultimately, be evaluated through measures including hotel bookings; visitor economy size and ticket sales at arts and culture venues. The pandemic impact unfortunately prevented typical reporting arrangements figures during the Town of Culture period, however impact was monitored through anecdotal feedback at a partnership Town of Culture Board and feedback from the GMCA as described above. Future monitoring will be managed through a series of key performance indicators linked to the night time economy set out in section 4 through the corporate performance report.

### **3. CULTURE IN CONTEXT – THE NIGHT TIME ECONOMY**

- 3.1 There is a council-wide recognition that culture, including an evening and night time economy offer is a key driver to growing and sustaining Bury's local economy in terms of attracting new businesses and people to its town centres, including the night time economy.
- 3.2 The Council's existing Evening and Night Time Economy Strategy (ENTES) is a strategy for all partners, including businesses, licence holders, public services and residents, to develop an approach to successfully managing the evening and night time economy thus maximising the potential benefits for all who live, work and visit Bury town centre.
- 3.3 Its vision for early evening (6pm to 11pm) is to promote family friendly leisure and entertainment activities supported by easily accessible venues catering for a diverse range of users; and its vision for night time (11pm to 2am and beyond) is to promote a town centre with broad appeal which creates a safer environment for users and a reduced need for public service resources covering the early morning period.
- 3.4 Through the ENTES, Bury town centre has achieved annual Purple Flag accreditation since 2015 that demonstrates that it is a safe, vibrant, appealing and well-managed town centre offering an excellent evening and night time offer. It was the first town in Greater Manchester (GM) to be awarded Purple Flag status. Its accreditation enables Bury to positively promote the town's evening and night time economy whilst facilitating improved partnership working and communications. The accreditation requires renewing by October 2022 and discussions are to commence on the continued merits of renewal.

- 3.5 The recently refreshed Community Safety Plan for the Borough includes a new theme around Creating and Maintaining Safe Places, to further ensure people are encouraged into our town centres to partake in cultural activity. There will be more information on this at the update to Scrutiny on the CSP Plan in September.
- 3.6 Bury Council is currently working with a consultant and in partnership with several retail and businesses owners to develop a BID (Business Improvement District). A BID is a business-led initiative that aims to improve the economic prospects of a defined area through the delivery of short, medium, and long-term projects and initiatives that have been identified in consultation with the local business community. An annual BID levy is collected from all involved and used to fund the projects – it is therefore self-funding and no financial resources are required from the Council apart from an upfront levy (that will get paid back) to enable a BID manager to be appointed to develop and implement the business plan.
- 3.7 In March 2022, the business community and other stakeholders operating in Bury town centre that are involved in the project voted yes via a ballot for a BID in Bury town centre. The Council is currently supporting the establishment of a BID Task Group and eventual BID Board and BID Manager to take this initiative forward. The BID will be complementary to support the delivery of the ENTES action plan. Subject to its success, BIDs could be introduced and developed in other towns in Bury
- 3.8 Bury is actively engaged with the development of a draft Greater Manchester Night Time Economy Strategy, and as part of this Bury Council and partners are in very early discussions with the Greater Manchester Combined Authority on the establishment of a Creative Improvement District (CID) to compliment the BID proposal. A CID would support the ENTES by the provision of cultural-based activity that would attract people back to Bury town centre and help unlock its economy further
- 3.9 The Council will now look to undertake a review of the ENTES alongside the renewal of Purple Flag accreditation given the seamless links between this work, the proposals below, and other important Council activity including the Bury Town Centre Masterplan and new flexihall, alongside regeneration activity across the Borough.

#### **4. FUTURE CULTURE STRATEGY**

- 4.1 As an outcome of the Town of Culture celebrations and recognised potential economic opportunity, a Culture Strategy was commissioned from a partner called Curated Place. This work was also tasked with exploring the opportunity to put cultural investment centre stage of the delivery of “Levelling Up” schemes in Bury and Radcliffe.
- 4.2 Curated Place have proposed a strategy and associated investment requirement with the vision *to make Bury the best place in Greater Manchester to be an independent creative*. A programme of priorities and investment has been proposed for the council to take forward.
- 4.3 The strategy, which will be considered by the Cabinet in due course and has not yet been formally accepted, provides a set of 10 adaptable and agile priorities, as set out in Appendix 3, which have been shaped specifically to align

with Arts Council's strategy "Let's Create", and Heritage Lottery's "Strategic Funding Framework 2021-2024", alongside other national policy aimed at developing arts and culture as part of the recovery from Covid-19.

4.4 The strategy proposes several "time critical" investment requirements to achieve this:

- A minimum 10% of the Levelling Up budgets should be dedicated to culture to support leadership and training, audience and programme development to ensure the new assets are fit for purpose from opening.
- A 3 year outline cultural programme should be in place for the Bury Flexi Hall and Radcliffe Hub to ensure both buildings are well used from day one.
- Section 106 funding should be utilised for programme delivery, skills development investment and affordable creative start-up spaces
- Provision of workspace to early lifecycle creative businesses and artists in Radcliffe as the engine of production around the new town centre -
- Physical reconfiguration of Textile Hall, BAM, Bury Library and Fusilier Museum into Bury's Creative Campus as the engine of production for the new Cultural Quarter to reignite Silver Street's offer and drive further investment.
- A cultural skills development programme is required to nurture the knowledge and networks across Bury to embed the economic benefits in the borough.
- Creative and community groups should be supported to develop their own funding bids and projects strategically alongside the development of each capital project to test and learn how the new spaces could be used

Delivery of the above would require an (additional) indicative annual events budget in the region of c£500k and equivalent additional investment in the staffing structure.

## 5. CURRENT ISSUES

5.1 The LET'S Do It! strategy establishes some important principles which should frame the Council's response to the Curated Place advice:

- The "Local" and "Enterprise" principles absolutely support the proposed vision to support and enable local creative industries in Bury Council, with an arts offer as part of regeneration strategies within every township. The Levelling Up schemes are significant opportunities in this regard
- The "Together" and "Strengths" principles of LET'S philosophically direct cultural leadership towards community rather than public services, which has been evidenced through the Town of Culture experience where much of the high impact and volume activity was led by the Met in particular and the ELR. The ambition and capacity within our communities is currently being experienced in Radcliffe where culture has been identified as one of seven community-led priorities within the People and Communities Plan as a strategic focus for delivery of the Strategic Regeneration Framework.

5.2 The Council is, however, also managing some practical constraints which impact on the ability to respond to Curated Place proposals.

- a. Budget is not available within Council revenue funding streams to respond to Curated Places' proposals to expand the team and, more

widely, the scale of revenue budget challenge presents significant limitations to further investment.

The Council is, however, subsidising several cultural partners at present at an annual value of c£150k such as the cost of utility bills at the MET; direct funding for the ELR and reception support at The Fusiliers. Options are being considered with respect to opportunities through the Shared Prosperity Fund

- b. The Bury Art Museum building is beginning to present some disrepair challenges, particularly the roof which could, if left unresolved, present a risk to the collection. The revenue budget to maintain the current assets is minimal and capital funding of c£1m will be required to bring the estate back to the appropriate level.

## 6. POINTS FOR DISCUSSION

- 6.1 The Committee is asked to reflect on the opportunity of the Town of Culture legacy and subsequent ambitious advice from Curated Place, but also the practical resource constraints which are being managed by the Council.

Particular feedback is welcomed about:

- the proposed vision *to make Bury the best place in Greater Manchester to be an independent creative*
- the balance of responsibility between the council and its partners in delivering a cultural strategy, including the balance between a professional arts offer and community-led and council activity, such as that provided by the council's museum, library and archive services
- the direction of the night time economy strategy.

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### List of Papers:-

Appendix 1 – Bury Town of Culture highlights – It's been a blast  
Appendix 2 - Town of Culture Community Grants and Microcommissions  
Appendix 3 - Curated Place: Ten Strategic Priorities

### Contact Details:-

*Chris Woodhouse, Strategic Partnerships Manager*  
[townofculture@bury.gov.uk](mailto:townofculture@bury.gov.uk)

*Appendix 1 – Town of Culture highlights*

*Happy Festival*

With Happy not able to take place due to the initial lockdown, work took place to provide alternative online content, with a evolving programme of events which reflected the prevailing restrictions on being able to run physical events.

<p>Digital weekend in May 2020</p>	<p>A crowdsourced Ballad of Barry and Freda, online song writing workshop, comedy workshops - with showcased monologues, ALFA choir performance, Doolally and limerick comp. There were over 4,500 views of the special cover of the Ballad of Barry and Freda including coverage by ITV Granada</p> <p>Question and Answer session with the cast of Dinnerladies (2,100 views)</p> <p>Archive films linked to the Victoria Wood exhibition and archive (1,800 views)</p>
<p>Digital event in November 2020</p>	<p>Song writing question and answer session (1,200 views)</p>
<p>Hybrid event in May 2021</p>	<p>In person hyper local, distanced performances by the Halle, Beth Allen and 'Dial Doolally' to residential care homes and sheltered accommodation, along with 'end of the garden path' performances</p> <p>Singing workshop with Hallé choir Leaders from The Met and On A Happy Note streamed performances (3,900 views)</p>
<p>In-person event, September 2021</p>	<p>Andy Hollingworth exhibition and talk; alongside Q&amp;A with Jasper Rees (official biographer), Vikki Stone and Hannan Brackenbury (400)</p> <p>Roaming performances including Uke Club workshop, Lucky BagS performances (fitness workouts drawing inspiration from the character of Hailey Bailey and concept of Acorn Antiques) , At the Chippie, Met Express improv and on East Lancs Railway (c.600)</p> <p>Burrs Live finale day with Steve Royle as compere; Alfa Choir, Brighouse and Rastrick brass band Sue Devany and Rachel Fairburn. (500)</p>

Examples of activity during lockdown

Bury Art Museum and Sculpture Centre provided weekly inspiration through themed art and creative activities including resources to design, print, colour, make and display. Residents were able to take a virtual tour of the planned sculpture centre exhibition - The Pothole (Mark Tanner Sculpture Award National Touring Programme), by Anna Reading.

Sketchbook Still Social became the gallery's Digital Social Hub providing daily prompt words and inspiration from the art collection each day where it is as much about about giving it a go and having fun as creating a masterpiece. Groups who would have met at the gallery can now engage remotely and attracted new audiences throughout the year. Projects included:



- Bury Art Mail : a new sketchbook initiative connecting artists through traditional post by collaborating on concertina art books.
- Spirit of Place: delving into the local history around Silver Street and the Gallery surrounds; as a legacy this work has expanded into Radcliffe, linking people and place through the culture priority within the Radcliffe People and Communities Plan.

Bury Art Museum & Kwoff presented a charity postcard exhibition and silent auction at Kwoff Window Gallery on Silver Street in November and December 2020 raising hundreds of pounds for Bury Samaritans. Post Art Street Show was an exhibition of 99 postcard-sized original artworks on display in the centre of Bury's Culture Quarter.

The Met and Bury Art Museum contributed content to the Greater Manchester Creative Care kits, which acted as inspiration for Bury Art Museum Winter Fayre Packs. The Creative Care kits were distributed to over 16,000 people across the region. The packs contained a range of activities from 25 local creative organisations that could be completed at home using materials that are provided in a box, including an activity book, art supplies and craft materials

In August 2020 the Fusiliers Museum led a virtual VJ75 celebration including the external screening of a specially commissioned film which followed the Borough of Bury Veterans Association crowd-sourced digital Last Post and Reveille for VE75 (including broadcast into our intermediate care facility at Killilea House). These activities were devised to discourage people to gather as a crowd and to engage virtually. Broadcast of the film, a series of regimental band performances, poetry readings and short military ceremony drew a reach of 29,294

Community creativity saw the Tottington Snake, a collective contribution of over 500 individually painted rocks added to the Kirklees Trail, a rainbow from a Ramsbottom pupil to adorn the window of 10 Downing Street and in Prestwich a community art trail and walking map, 'Home is where the Art is' to promote creativity.

### Light and Hope

*Light and Hope* in December 2020 had the dual purpose of being a thank you to those people who had been stars, lighting up people's lives during such a challenging year whilst providing a platform to bring some cheer (including that of the festive variety) to local people, enabling activity which couldn't take place in a traditional format to still be enjoyed. 1,000 stars were made adorning Bury Market, Prestwich Library, Ramsbottom High Street and local supermarkets.

The first Saturday in December saw the coolest 'Head for the Hills' festival to date – in terms of impact and temperature! Normally held on a cricket field in Ramsbottom, this year 35,000 people engaged, from the comfort of their warm homes to witness poetry, prose, and performances from Bury based artist and from the continent. Bury Art Museum brought the entertainment on Fridays through regular costumed life drawing sessions from the collections gallery through film, accompanied by fabulous live music whilst Bury Faith Forum led an virtual session on Light and Hope in faith, exploring Diwali, Chanukah and Christmas.

Community streaming continued with the town's annual Council and Greater Manchester Police carol service being online for the first time, opening up to a new audience as part of wishing our communities a very Bury Christmas.

### United We Stream

Bury became a nation focal point for live music streaming during the pandemic and clubbing capital of the country and the 400-capacity Met Theatre welcomes the world. Launched on Friday 3rd April 2020, United We Stream GM provided a diverse blend of entertainment and creative content on one free online platform. Streaming live DJ-sets, live music and live performances, United We Stream provided a platform to entertain during times of national lockdown and encourage people to remain indoors to help the fight against COVID-19. Those watching the streams were encouraged to buy a virtual ticket, donating what they could, with money raised going to support bars, clubs, pubs, venues, restaurants, performers, freelancers and cultural organisations across Greater Manchester as well as to support the fight against homelessness in Greater Manchester and to support the vital work undertaken by music therapy charity Nordoff Robbins.

In total 448 artists took part in streams from literature to cookery; 24 hour DJ sets; a DJ battle between the Metro Mayors of Greater Manchester and Merseyside; the best of local, regional and international creativity; comedy; folk and trance. 2020 ended and 2021 was brought in with the New Year's Eve Hacienda House Party – performances from 22 countries, including live from Bury, raised £115k for OneGM with 4 million streams, bringing the total raised to over £580k by United We Stream GM.

A key legacy of United We Stream was the skills development locally in the utilisation of streaming approaches, which The Met have continued to utilise to supplement the return to 'in-person' performances.

### Burrs Live

Speaking of the return to audiences, as restrictions began to be lifted during the summer of 2021, a series of events took place at Burrs Country Park under the umbrella of *Burrs Live*. The intention was to bring live, in-person, entertainment back to Bury, celebrating Bury's green space whilst taking advantage of holding activities outdoor as a mitigation in relation to virus transmission. Over 2,500 people attended events, including hundreds of key workers and volunteers who took up a proportion of tickets which were made available for free as a thank you for their work during the previous 18 months in particular. Shows between 28<sup>th</sup> August and 5<sup>th</sup> September including The Bootleg Beatles, Magic of Mowtown and the in-person return of Head for the Hills.

### Microcommissions and Community Grants

As part of Town of Culture activity, funding opportunities were made available for local creatives and community groups to apply for. Over 25 individuals and groups received funding towards creative works ranging from composing a folk piece as a thank you to the volunteers of Holly Mount Orchard; Bury's first in-person Macfest; to putting on an Arts and Culture week at Radcliffe Market. Details of all the successful projects are listed in Appendix 2.



# BURY TOWN OF CULTURE 2020-21 **IT'S BEEN A BLAST!**



Photo: Stephen Walton



Photo: Liam Barnes

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# BURY TOWN OF CULTURE 2020-21

In December 2019 Bury was named the inaugural Greater Manchester Town of Culture, an initiative to promote the distinctive culture of towns across the region.

Our offer entitled 'Happy', drew inspiration from the life of one of our most famous daughters, Victoria Wood with a special festival dedicated to her life and work. It also meant we could highlight the borough's wider arts offer as well as promoting our community culture.

As we began our year as Town of Culture the Covid-19 pandemic and resulting national lockdowns had a major impact on planned activity. Whilst causing major events to be postponed into 2021, the pandemic gave rise to creative means to promote well-being and connected us all through culture. This brochure celebrates the amazing events and activities which have been held as part of our Town of Culture programme.

This brochure celebrates the amazing events which have been held as part of our Town of Culture programme, in particular Happy which took place in May and September.



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The last two years have shown that now more than ever culture and creativity is essential in enhancing our overall well-being, reducing the feeling of isolation as well as contributing significantly to the local economy.

Despite COVID-19 restrictions being in place for most of 2020 creativity flourished and we celebrated by exploring digital and socially distanced events.

## CELEBRATING CULTURE THROUGH MUSIC

35,000 attended **Head for the Hills** online in December 2020 and experienced poetry, prose, and performances.

**United We Stream** – a virtual platform which was set up to host a diverse blend of entertainment and creative content during 2020. Bury, through The Met, was the principal home for USW and we became clubbing capital of the country by hosting many of United We Stream events.

**Burrs Live by The Met** saw two weeks of live music, community events and family fun showcasing culture in our much loved green spaces which also houses part of the Irwell Sculpture Trail at the end of August to the beginning of September 21. With thanks to The Met for managing a superb programme of events, Burrs Live featured a packed schedule of music with the ever-popular **Head for the Hills** festival taking place on the outdoor stage, with headliners Badly Drawn Boy and Everything Everything. The events allowed thousands of people across the borough to get together and watch live artists in person for the first time in over a year.



Harp & a Monkey at Head for the Hills



HEAD FOR THE HILLS





# CELEBRATING THE ARTS

In May 21 **Happy Festival** came to the borough. Musical comedy and a Hallé quartet's first performance in fifteen months took place on stage at The Met and at care home settings across the borough. Alongside this streamed choir workshops and participative comedy took place, whilst creatives delved through the Victoria Wood archive to create original pieces for performances when we were able to welcome in-person audiences later in the year.

The beginning of September then saw the second Happy Festival weekend of the year - a unique programme of music and comedy to celebrate Victoria and her work. The festival started with a 'Fan Day' and included lots of activities for all ages including the chance to try out instruments; performances and talks in Bury Art Museum and Library Gardens before a unique get together with The Ukulele Club at The Met.



HALLÉ  
AT THE HEART OF  
GREATER MANCHESTER  
SINCE 1888



# MODELS



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The second day took place in Burr's Country Park as part of the Burr's Live by The Met programme on the specially constructed outdoor stage and included a spectacular line up of comedians, brass bands, music, cabaret, and commissioned pieces of music for all to enjoy. Where else would you get a brass band playing the Ballad of Barry and Freda in a country park with people waving down from the Flying Scotsman as it steamed by?

Bury Art Museum and Sculpture Centre provided weekly inspiration throughout lockdown with themed art and creative activities including resources to design, print, colour, make and display. Residents were able to take a virtual tour of the latest sculpture centre exhibition - The Pothole (Mark Tanner Sculpture Award National Touring Programme), by Anna Reading. Since re-opening they have also expertly curated a new exhibition programme including Spirit of a Place, Walker Family, Food and the Black Art BAM trail and zine project.

### OTHER HIGHLIGHTS INCLUDE:

- In Prestwich, the annual Clough Day returned whilst Prestwich Arts Festival continued to go from strength-to-strength with a new mural and expansion of 'Home is Where the Art Is' - a community arts tour born out of the creativity of window displays during the pandemic.
- Happy Festival Online - New Faces - local people got the chance to collaborate with professionals who worked with Victoria during her career as well as Q&As with Victoria's official biographer Jasper Rees.
- The Met's resident artist Professor Jiggitt presented live, interactive stories to help with home schooling and to keep younger residents of the region entertained.

The Town of Culture Micro Commissions and grants were also launched to celebrate local talent and encourage creativity. Funding was made available for creatives in our neighbourhoods to showcase their talent whilst also providing a source of business given the impact Covid-19 had for those involved in the cultural economy. Projects included a guided poetry tour of Bury, concertina art books of the North of the borough and a folk song created with, and for, the volunteers of Holly Mount Orchard.





## CELEBRATING OUR HERITAGE

- Virtual VE and VJ75 day commemorations were held and led by The Fusilier Museum during lockdown and a new exhibition entitled Napoleon in Exile opened in autumn 21.
- The return of the Flying Scotsman to the East Lancashire Railway as well as a programme of galas on our famed heritage railway.
- Town of Culture Open Days – Walks, Talks, Tours and live music all available for free across our venues to encourage more people to engage with culture – from behind-the-scenes tours to pop-up entertainment at Bury Market, the open.

Photo: Ben Harrison Media



NAPOLEON  
IN EXILE



Photo: Ben Harrison Media



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## CELEBRATING OUR COMMUNITY CULTURE

- Light & Hope** – a thank you to those who had been stars in 2020 as well as shining a light into the homes of Bury people. 1,000's of stars were put on display across Bury as part of the initiative with the names of volunteers who came forward to support Bury's Community Hubs.
- A Charity Postcard Exhibition and Silent Auction** hosted by Bury Art Museum and local business KWOF which helped raise vital funds for Bury Samaritans.
- We have been delighted to see community venues re-open, and groups get back to rehearsals and performances – at venues such as **Whitefield Garrick Theatre, Theatre Royal in Ramsbottom and Prestwich Community Cinema**.
- Town of Culture Opportunity Pass** – as part of Bury's ongoing recognition and thanks a range of opportunities and exclusive experiences have been made available to key workers and volunteers as a thank you for their hard work and commitment throughout the pandemic. Over 500 people were able to enjoy Burrs Live for free thanks to the Opportunity Pass, whilst others experienced a VIP launch of the latest Fusilier Museum exhibition and even samba lessons with Bloco Ashe.



## CELEBRATING OUR CULTURAL DIVERSITY

In February 21, the first **Bury Macfest** was held, celebrating Muslim art and culture, through a blend of virtual displays and distanced activity focusing on food, dance, art, and discussion. Organised through the BAME Project, this built upon profiling South East Asian Heritage Month in August and comes in the year Macfest received the Queen's Award for Voluntary Service.

The second annual **Rainbow Train** was a sell out when it took place at the end of September, organised by **Bury Pride**, and showcased within Greater Manchester's Pride streaming activity.

### OTHER PROJECTS INCLUDE:

- Seldom Heard Voices** – a project set up by The Met's Creative Case group to focus on inclusion in Culture.
- Bury Faith Forum** led a virtual session on Light and Hope in faith, exploring Diwali, Chanukah, and Christmas.



## WHAT HAPPENS NEXT?

We are immensely proud to have led the way as the first Greater Manchester Town of Culture and for our year in the spotlight to leading with the **Happy Festival**.

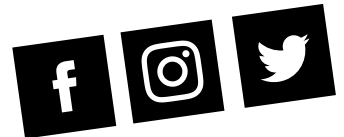
The legacy of Town of Culture for Bury will go far beyond 2021. Throughout our time in the spotlight we have also been working on a vision and strategy for the next 10 years and we have put culture at the very heart of it by using Victoria Wood's words '**Let's Do It**' as a title. We are taking a local approach to drive enterprise, working together with communities focusing on our strengths. Culture will again be at the centre of this work and a new cultural strategy will be launched next year. Finally Bury has also submitted two bids for the national Levelling Up Fund, both of which have key cultural elements to them including a new market flexi-hall and an opportunity for a creative space in the heart of Radcliffe.



For more information about  
Bury Town of Culture visit

**VISITBURY.COM**

Follow us for the latest  
information on what's on,  
how to get involved and to  
hear the latest on culture  
across the borough:



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## **Appendix 2 - Town of Culture Community Grants and Microcommissions**

### Small Grants

- Street Shakers – restarting of dance and cheer sessions in Radcliffe
- Holmcombe Brook Primary School – Poetry workshops with Paul Jenkins
- Brandlesholme Incredible Edible Garden – to grow food and provide creative volunteering opportunities for the local community
- What is Drum - Drumming workshops for children aged 0-4 years old
- Little Britain Anglers – Fishing sessions for all ages
- Corrie Gardeners – Christmas Wreath making workshops
- Dingle Lane Allotment Association – Support community gardening activity including link to local schools
- Jigsaw – Christmas themed art and craft workshop for young disabled adults
- Bury2gether - Accessible, Creative Arts and Crafts Activities for SEND (Special Educational Needs and Disabilities) Children and Young People.
- Love Springwater Park – Brass band concert and activities to welcome local community back together
- Bury Choral Society – Choral Concert at Bury Parish Church in memory of those lost during the Covid Pandemic and to thank key workers.
- Brandlesholme Community Centre and Foodbank - festival of dance and food
- Organic Soul Food – Teaching drumming
- Friends of the Unsworth Centre – Creative music and storytelling sessions for the community
- Creative Living Centre – crafting sessions to improve wellbeing of men in Radcliffe
- Whitefield Painting Club – Open session for general public to take part in art drawing sessions
- Young People of St Johns with St Marks – Pantomime 21/22
- The Woodies Men in Sheds – Christmas Wooden Reindeer making workshops
- Space for Nature – Handweaving, art and storytelling workshops to connect the community with Bury's rich heritage of yarn spinners and weavers
- The Earlybird Project - Creative workshops for children 0-5 years and families using paper, textiles and natural objects
- The Big Fandango – Christmas Crafting Sessions

### Large Grants

- Sunnywood/ Friends of Burrs Park – Interactive History Trail
- ADAB – South Asian Music Sessions
- Simister Egypt Lane Allotments Association – Community space provision and making the pond more accessible for all to enjoy
- Growing Together Radcliffe – week of Christmas activities, crafts and music
- BAME Project - first face-to-face Bury MACFEST

Microcommissions

- Lynn Kirkley – concertina artbooks and walking sketch group in Ramsbottom
- Harp and Monkey –storytelling trio with a project entitled “Growing Together – A Song for Holly Mount Community Orchard
- Josef Minta – writer, visual artist and musician – creation audio poems to be accessed as a geographical walking tour of Bury town centre, narrated by the local community
- John Lonsdale - Photographic project demonstrating how Radcliffe’s heritage sites have created an abundant habitat for wildlife

## Appendix 3 – Curated Place: Ten Strategic Priorities

STRATEGIC PRIORITY	ACTION 1	ACTION 2	ACTION 3	ACTION 4	ACTION 5
NETWORKED LEADERSHIP	CREATE A RENEWED LEADERSHIP TEAM	DEFINE REALISTIC CULTURAL LEADERSHIP RESOURCE (10% LEVELLING UP / §106)	DEFINE CLEAR VISION, VALUES AND GOALS	EMPOWER OTHERS TO SUCCEED (LEADERSHIP COHORT DEVELOPMENT)	EMBED CULTURE LEADERS IN ECONOMIC, PLANNING AND CAPITAL DEVELOPMENTS
SPACES FOR CREATIVITY	DEVELOP ENGINES OF CREATIVITY (MAKE DON'T SPECTATE)	DELIVER SPACES EQUIPPED FOR THE FUTURE	EMBED CREATIVE SPACES AT THE HEART OF TOWNS AS CREATIVE CAMPUSES	REMOVE BARRIERS & CELEBRATE EXPERIMENTATION	MAKE SPACES VISIBLE, ACCESSIBLE, AFFORDABLE & SOCIAL
CREATIVE SKILLS PATHWAY	CREATE PIPELINES FOR A LIFETIME OF CREATIVITY THROUGH EDUCATION, ROLE MODELS & MENTORING	DELIVER A PROFESSIONAL DEVELOPMENT PROGRAMME	DEFINE STRUCTURED CAREER PATHS NOT PROJECTS	PROVIDE OPPORTUNITIES FOR INNOVATION LED BY BEST PRACTICE	SUPPORT BUSINESS DEVELOPMENT DRIVEN BY CREATIVE PROFESSIONALS
CREATIVE WORKFLOW	DEVELOP CULTURAL PROGRAMMES NOW FOR FUTURE CAPITAL SPACES	PROVIDE A CULTURAL TOOLKIT FOR SUCCESS ACROSS IDEATION, REVIEW, DEVELOPMENT, DELIVERY	RENEW BURY'S CULTURAL HEARTBEAT THROUGH CO-INVESTMENT IN A NEW EVENTS PROGRAMME	CREATE OPPORTUNITIES TO SUPPORT CREATIVE PROCESS NOT JUST PRODUCT	DEFINE AND MONITOR CLEAR MEASURES OF SUCCESS CAPTURING LEARNING
KNOWING OUR COMMUNITIES	FORMALISE STRUCTURE FOR MANAGING AUDIENCES	DEVELOP CULTURAL COMMUNITIES NOW TO ACTIVATE FUTURE SPACES	CREATE CHANNELS TO CELEBRATE SUCCESS & SHARE LEARNING	BUILD (INTER)NATIONAL CONNECTIONS RELEVANT TO THE BOROUGH	REFLECT COMMUNITIES IN VOICE AND TEAM
INVEST FOR SUCCESS	CREATE AND RESOURCE A NEW FUNDRAISER ROLE	DEVELOP CLEAR VALUE PROPOSITIONS TO ENCOURAGE EXTERNAL INVESTMENT	EMPOWER EVERY CULTURAL ORGANISATION TO SECURE INVESTMENT	CREATE TOOLS FOR SHARED RESOURCE GENERATION ACROSS ORGANISATIONAL SCALES	DEVELOP A PUBLIC FUNDING APPLICATION LIBRARY
NEW VOICES, FAIR PRACTICE	CREATE NEW ROUTES INTO CULTURE	SUPPORT A CULTURALLY DIVERSE PROGRAMME	PROVIDE A SEAMLESS REFERRAL AND SIGNPOSTING SOLUTION	MAKE ACCESSIBILITY FUNDAMENTAL NOT AN ADD ON	ESTABLISH A CREATIVE WELLBEING CHARTER
CLIMATE JUSTICE	CONNECT THE CREATIVE PROGRAMME TO THE ENVIRONMENT	INVEST IN ENVIRONMENTALLY ETHICAL CREATIVE SPACES	DEVELOP A CLIMATE CONSCIOUS SUPPLY CHAIN	CONNECT CULTURAL PROGRAMME TO ACTIVE TRAVEL INFRASTRUCTURE	MONITOR AND MANAGE ENVIRONMENTAL IMPACT
6 TOWNS 1 PLACE	DEVELOP THE BURY STORY	CELEBRATE COMMUNITY VOICES	CONSOLIDATE AND ACTIVATE THE COLLECTIONS	CONNECT THROUGH AND TO EACH PLACE	CREATE ROADS IN AND ROADS OUT (RESIDENCIES AND PARTNERSHIPS)
GOVERNANCE & ACCOUNTABILITY	RENEW CULTURAL GOVERNANCE AND ACCOUNTABILITY	DIVERSIFY GOVERNANCE	WELCOME EXPERTISE	REACH BEYOND CULTURAL SECTOR AND BEYOND GM	INVEST IN GOVERNANCE DEVELOPMENT

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**SCRUTINY REPORT****MEETING: Overview and Scrutiny Committee****DATE: 19 July 2022****SUBJECT: Climate Action Strategy****REPORT FROM: Councillor Quinn  
(Exec Member for Environment, Climate Change  
and Operations)****CONTACT OFFICER: Laura Swann  
(Assistant Director of Operations Strategy)****1 BACKGROUND**

- 1.1 The Council declared a climate emergency in 2019 and has made a commitment to become carbon neutral by 2038. This aligns with the target for Greater Manchester.
- 1.2 The Council's Let's Do It strategy and Corporate Plan identify achieving carbon neutrality by 2038 as a key priority for Bury.
- 1.3 In October 2021, following public consultation, the Council published its Climate Action Strategy and Climate Action Plan. These documents outline how the Council will work towards achieving carbon neutrality by 2038.

**2 STRUCTURE/GOVERNANCE**

- 2.1 To ensure delivery of the Climate Strategy and Action Plan a Climate Action board has been established.
- 2.2 Following a Team Bury Away day, the delivery of the Climate agenda was identified as a priority across the Team Bury Partnership. As a result, the Climate Action Board will report into the Team Bury Structure as part of the governance process going forward.
- 2.3 The Greater Manchester Combined Authority (GMCA) has established a group that is comprised of local authorities and other partners who are working towards their Five-Year Environment Plan. This group highlights opportunities for

collaborative working and good practice. The Climate Action Team represents the Council on this group.

### **3 PROGRESS**

3.1 Later this year an updated Climate Action Plan will be published to demonstrate what progress the Council is making towards carbon neutrality. This will be a comprehensive overview of climate actions across the whole council and beyond. There are some highlights outlined below.

3.2 The Council will also publish its latest Greenhouse Gas (GHG) Emission report later this year. The 2020/21 report identified the council has reduced its GHG emissions by 53% since 2008/09.

3.3 In 2021/2022 the following actions towards carbon neutrality were delivered:

- The Climate Action Strategy and Climate Action Plan were published in October 2021 following public consultation.
- The Climate Strategic Board representing the Council, other public sector organisations, cultural organisations, the business sector, and community groups was established and held its inaugural meeting on 3 March 2022.
- £100k of Community Climate Action funding was distributed to 12 community groups and organisations around Bury to take action to address climate change.
- Work has commenced to develop Climate Action Forums in each neighbourhood, with Prestwich Environmental Forum and Whitefield Environmental Forum are already established.
- Successful bid from Six Town Housing alongside the GMCA for the Social Housing Decarbonisation Fund (SHDF). Work is now commencing on roughly 100 properties at Chesham Estate.
- Working with Transport for Greater Manchester (TfGM) rapid electric vehicle charging infrastructure was installed at the Rock and Millgate Shopping Centre

3.4 So far in 2022/23 delivery has included:

- Trial of Hydrotreated Vegetable Oil (HVO) as a replacement for diesel in our larger fleet vehicles.
- Second meeting of the Climate Strategic Board on 7 June 2022.

- Installation of Electric Vehicle Charging Infrastructure (EVCI) at Bradley Fold and Bury Cemetery for impending arrival of Electric vans into the Council fleet.
- The replacement of the Councils vehicle fleet with lower emission vehicles continues to progress and 42% of vehicles are now Euro 6 diesels. Orders are in place for the remaining 58% of the fleet. As part of this process 13 electric vans have been ordered. Please see the spreadsheet in appendix 1 for a further breakdown and detail.
- Delivery of the following building decarbonisation measure using funding from the Public Sector Decarbonisation Scheme (PSDS):

<b>Site</b>	<b>Measures installed</b>
Bury Adult Learning Centre	Double glazing
Bury Fish and Meat Market	Solar PV and New Variable Refrigerant Flow (VRF) heating system
Ramsbottom Pool	Solar PV
Ramsbottom Library	Internal works for solar PV – panels to be installed with reroofing works in late Summer
Ramsbottom Civic Centre	Solar PV
New Kershaw Centre	Solar PV
The Met	Solar PV
Bury Town Hall	Double glazing

Bury Council was originally awarded £8.5m of PSDS funding to spend on decarbonisation measures, which included additional sites to those listed above and the installation of heat pumps at a number of buildings in addition to the above measures.

Unfortunately, the scope of the project had to later be reduced due to impractical deadlines for completion. The original scheme was announced in October 2020, but the actual go ahead from Government was not given until February 2021, with a required completion date for all works of September 2021. Following complaints from many local authorities that this was not deliverable, the deadline was extended until end March 2022, which was still very tight.

Within this time frame Bury Council had to procure a project manager and then a contractor to audit the relevant premises, produce detailed and costed designs and fully deliver the decarbonisation measures. Despite best efforts to deliver the original works it became necessary to reduce the scope in order to meet the agreed timescales and ensure the Council was not liable for the costs (if work ran over). The extremely challenging

timelines were made even more difficult by late notification of award, timescales changing throughout the project, the impact of COVID and long lead in times for delivery of equipment.

In January 2022 a further extension was given for the final completion of projects to end June 2022, despite the council being told this would not be possible in December 2021. Everything possible was done to enable works that were achievable in the timeframe to be delivered and the above works lists were completed by end June 2022. The total value of the funding received by Bury Council was £2.257 million.

3.5 The table below outlines the key deliverables identified for the Climate Action Team in 2022/23, however it should be noted that this does not include action from across the whole Council. This will be captured in the updated Climate Action Plan later this year, as stated above:

3.6 Climate Action Key Deliverables:

The tables below demonstrate the key deliverables for the Climate Action Team for 2022/23. Those in green have been completed and a further update is provided below for the Q1 actions that are still in progress.

The business case to use the Go Neutral smart energy framework will be developed when the asset rationalisation project is complete, and we have an understanding of what buildings the council will keep going forward.

The Carbon Literacy e-learning is drafted and should be available from the end July. A refresh of the single use plastic action plan has been produced.

A report is going to Cabinet in July to seek approval to run a procurement process to appoint a supplier to install Electric Vehicle Charging Infrastructure on Council land under a concessionary arrangement. This will significantly increase the number of EV charge points in Bury.

There are some delays on the delivery of the five highways vehicles, but one gully vehicle was delivered on 1 July 2022, and another is due three weeks later. In addition, three road sweepers have been delivered week commencing 4 July 2022.

Action	Deadline
Distribute all £100k Community Climate Action Funding (CCAF)	Q1
Complete Public Sector Decarbonisation projects	Q1
Develop business case together to use Go Neutral	Q1



Carbon Literacy – E-Learning rolled out	Q1
School Climate Conference	Q1
Climate Action Board established and meeting quarterly	Q1
Contribute to the town regeneration plans to ensure Carbon Neutrality is considered	Q1
Commence Social Housing Decarbonisation Fund project if bid successful	Q1
E car club pilot commenced	Q1
Delivery of 5 Highway vehicles and 3 road sweepers with diesel 6 engines	Q1
Start trial of HVO fuel	Q1
Determine the baseline around single use plastic and develop an action plan with quarterly targets to be single use plastic free	Q1
Fleet EVCI installed at Bradley Fold and Bury Cemetery	Q2
Bury Means Green Business Breakfast Event	Q2
Community Environmental Forums established and running in each Neighbourhood	Q2
Carbon Literacy Training – rolled out for decision makers	Q2
Publish Greenhouse Gas report for 21/22	Q2
Take an active part in the Retrofit Accelerator project	Q2
Produce a Climate Action Communications Plan	Q2
Delivery of 2 gully wagons with diesel 6 engines	Q2
Implement targeted quarterly programme to reduce single use plastic	Q2
10 public Electric Vehicle Charging Infrastructure installed	Q3
Completion of E-hub trial	Q3
Developing case studies from the (CCAF)	Q3
Contribute to the Local Plan to ensure Carbon Neutrality is considered	Q3
Roll out of HVO fuel across the fleet (if trial successful)	Q3
Delivery of 2 gully wagons, 2 waste vehicles, 26 vans and tippers with diesel 6 engines	Q3
Delivery of 13 electric vans	Q3
Implement targeted quarterly programme to reduce single use plastic	Q3
Support Community Energy Company Set up	Q4
Delivery of 47 vans and tippers with diesel 6 engines.	Q4
Implement targeted quarterly programme to reduce single use plastic	Q4

## 2.0 ISSUES

The target of reaching carbon neutrality by 2038 is very challenging and significant progress needs to be made as soon as possible. The Council's carbon budget will be spent in the next 5 years according to the Tyndall Centre, highlighting the need to act quickly.

There is a small temporary team in place to help drive the delivery of the Climate change agenda. However, we need to continue to build a whole council commitment to making changes that reduce carbon emissions quickly.

### 3.0 CONCLUSION

Considerable progress has been made over the last few years and the Council now has a detailed strategy and action plan in place with a clear governance structure to monitor progress and ensure delivery.

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#### List of Background Papers: -

Climate Action Strategy -

<https://www.bury.gov.uk/CHttpHandler.ashx?id=22153&p=0>

Climate Action Plan - <https://www.bury.gov.uk/CHttpHandler.ashx?id=22155&p=0>

Greenhouse Gas Emissions Report 2020/21 -

<https://www.bury.gov.uk/CHttpHandler.ashx?id=17257&p=0>

GMCA Five-Year Environment Plan - [https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded\\_3.pdf](https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf)

Appendix 1 – Vehicle Replacement Update



Appendix 1 -  
Vehicle replacement

Setting Climate Commitments for Bury - [Local and Regional Implications of the United Nations Paris Agreement on Climate Change \(manchester.ac.uk\)](https://www.greatermanchester-ca.gov.uk/media/1986/5-year-plan-branded_3.pdf)

#### Contact Details: -

*Jamie Rossi-Stephenson*  
*Climate Action Officer*

*Chris Horth*  
*Unit Manager – Environment Team*

*Laura Swann*  
*Assistant Director of Operations Strategy*

Executive Director sign off Date: 7 July 2022

JET Meeting Date: \_\_\_\_\_



<b>Classification</b>	<b>Item No.</b>
Open	

<b>Meeting:</b>	Overview & Scrutiny – 19 <sup>th</sup> July 2022 Council – 20 <sup>th</sup> July 2022
<b>Meeting date:</b>	20 July 2022
<b>Title of report:</b>	Update on the GM Clean Air Plan
<b>Report by:</b>	Executive Member Environment, Climate Change and Operations
<b>Decision Type:</b>	<b>Overview &amp; Scrutiny</b>  <b>Council</b>
<b>Ward(s) to which report relates</b>	<b>All wards</b>

### Executive Summary:

This report sets out the case for a new Greater Manchester Clean Air Plan and Greater Manchester's annual mean standards for NO<sub>2</sub> in 2021.

### Recommendation(s)

The Bury Council is requested to:

1. Note the 'Case for a new Greater Manchester Clean Air Plan' document attached as Appendix 1 and associated appendices A to E has been submitted to the Secretary of State as a draft document subject to any comments from Bury Council ahead of the next Air Quality Administration Committee.

2. Note that Councillor Alan Quinn as Bury Council's appointed representative on the Air Quality Administration Committee will represent Bury Council comments.
3. Note the initial screening undertaken to assess which protected characteristics are likely to be impacted by the new GM Clean Air Plan, and in scope for the Equalities Impact Assessment.
4. Note the updated Do Minimum position for 2023 and 2025 and the forecasted points of exceedance in GM in 2023 and 2025; and
5. Note the participatory policy development approach and the next steps for the GM CAP.
6. Note the new 'ask' from Government to remove out-of-area operation by private hire drivers/vehicles to support the new GM Clean Air Plan.
7. Note feedback from early engagement activity with vehicle owner representative groups.
8. Note the NO<sub>2</sub> monitoring results and the exceedances of the annual mean across sites set up for GM CAP purposes between 2018 and 2021.

## **Key considerations**

### **1 Background**

- 1.1 The Government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels following the Secretary of State (SoS) issuing a direction under the Environment Act 1995. In Greater Manchester, the 10 local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) are working together to develop a Clean Air Plan to tackle NO<sub>2</sub> Exceedances at the Roadside, herein known as Greater Manchester Clean Air Plan (GM CAP).
- 1.2 The development of the GM CAP is funded by Government and is overseen by the Joint Air Quality Unit (JAQU), the joint DEFRA and DfT unit established to deliver national plans to improve air quality and meet legal limits. The costs related to the business case, implementation and operation of the GM CAP are either directly funded or underwritten by Government acting through JAQU and any net deficit over the life of the GM CAP will be covered by the New Burdens Doctrine, subject to a reasonableness test<sup>1</sup>.

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<sup>1</sup> The new burdens doctrine is part of a suite of measures to ensure Council Tax payers do not face excessive increases. [New burdens doctrine: guidance for government departments - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/new-burdens-doctrine-guidance-for-government-departments)

- 1.3 The GM CAP is a package of measures to deliver NO<sub>2</sub> reductions to within legal limits within the shortest possible time and by 2026 at the latest. The GMCA – Clean Air Final Plan report on 25 June 2021<sup>2</sup> endorsed the GM Final Clean Air Plan and policy following a review of all of the information gathered through the GM CAP consultation and wider data, evidence and modelling work. This included the GM Clean Air Plan Policy, that outlined the boundary, discounts, exemptions, daily charges of the proposed Clean Air Zone (CAZ) as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria to be applied. The aim of the funding is to support an upgrade to a compliant vehicle and to mitigate the negative socio-economic effects of the GM CAZ.
- 1.4 Throughout the development of the GM Clean Air Plan the Authorities have made clear the expectation that the UK Government would support the plans through:
- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures.
  - Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government.
  - Replacement of non-compliant buses; and
  - A clear instruction to Highways England<sup>3</sup> to implement measures which deliver compliance with legal limits for NO<sub>2</sub> on the strategic road network, for which they are responsible, in the shortest possible time<sup>4</sup>.
- 1.5 The GMCA Clean Air Update report of 29 May 2020<sup>2</sup> detailed that in March 2020 the government provided initial funding of £41m for clean vehicle funds to award grants or loans to eligible businesses: £15.4m for bus retrofit, £10.7m for Private Hire Vehicles, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses. These figures include Joint Air Quality Unit (JAQU) estimated delivery costs at 5%.
- 1.6 The GMCA – Clean Air Final Plan report detailed that GM had been awarded £14.11m for Hackney Carriages and £73.5m for Light Goods Vehicles. The Hackney Carriage award comprises £10.61m to support grants and loans to upgrade vehicles. These figures include JAQU estimated delivery costs at 5%.
- 1.7 The 25 June 2021 GMCA report set out that the Air Quality Administration Committee has the authority to establish and distribute the funds set out in the agreed GM Clean Air Plan policy.
- 1.8 On 21 September the Air Quality Administration Committee approved the establishment and distribution of the bus replacement funds.
- 1.9 On 13 October the Air Quality Administration Committee agreed the distribution of Clean Air funds set out in the agreed GM Clean Air Plan policy as follows:

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<sup>2</sup> Also considered by the GM authorities through their own constitutional decision-making arrangements.

<sup>3</sup> On 19 August 2021 it was announced that Highways England changed its name to 'National Highways' reflecting the new focus the company has on delivering the government's £27bn strategic roads investment programme, while also continuing to set highways standards for the whole UK.

<sup>4</sup> GM Authorities are directed to take action on the local road network. Those roads managed by National Highways, such as motorways and trunk roads are excluded from the Clean Air Plan.

- From 30 November 2021 applications for funding would open for HGVs.
  - Opened the funds to applications from LGV, Hackney, PHV and Minibus owners who were detrimentally impacted by the decision of the AQAC to defer the wider opening of the Financial Support Scheme.
- 1.10 On 18 November 2021 the Air Quality Administration Committee agreed the assessment mechanism to allow for Clean Air Funds to be adapted, if necessary (including a process for considering whether additional funding is required), if the impacts of the Clean Air Zone prove to be more severe than forecast once opened.
- 1.11 On 20 January 2022 the Air Quality Administration Committee considered the findings of an initial review of conditions within the supply chain of Light Good Vehicles which is impacting the availability of compliant vehicles. The Committee agreed that a request should be made to the Secretary of State (SoS) for Environment, Food and Rural Affairs to agree to pause the opening of the next phase of Clean Air Funds to enable an urgent and fundamental joint policy review with Government to identify how a revised policy can be agreed to deal with the supply issues and local businesses' ability to comply with the GM CAP.
- 1.12 On 28 February 2022 the Air Quality Administration Committee noted that Government had issued a new direction and that a revised plan is required to be submitted to the SoS by 1<sup>st</sup> of July. The committee also noted the interim arrangements for delivery arrangements for the Clean Air Zone in the meantime, including signage, funding and discount/exemption applications.
- 1.13 On 23 March 2022 the Air Quality Administration Committee noted the scope of the review of the Clean Air Plan and the participatory policy development approach, as well as delivery arrangements, including signage and funding.
- 1.14 On 1 July 2022 the Air Quality Administration Committee noted the 'Case for a new Greater Manchester Clean Air Plan' document and associated appendices would be submitted to the Secretary of State on the 1 July as a draft document subject to any comments of Greater Manchester local authorities.

## **2. Overview**

- 2.1 Poor air quality is a significant public health issue, causing certain types of disease and in Greater Manchester contributes to 1,200 deaths a year.
- 2.2 Government has issued directions to local authorities in the UK, including those in Greater Manchester, to take action to address illegal exceedances of Nitrogen Dioxide (NO<sub>2</sub>) in the shortest possible time and, initially in the case of GM, by 2024 at the latest.
- 2.3 Greater Manchester authorities kept the original GM Clean Air Plan, agreed in Summer 2021 under constant review; by tracking emerging evidence and listening to GM businesses and residents who said that it would cause them financial hardship. In late 2021 GM authorities commissioned an independent review of emerging global supply chain issues and the impact this could have on the cost and availability of vehicles, particularly vans.

- 2.4 The review illustrated that the previous agreed plan in summer 2021 would cause businesses and residents financial hardship and the Government agreed with Greater Manchester's assessment that the plan was no longer likely to achieve compliance in 2024 due to the impact of the pandemic and the supply chain issues for compliant vehicles.
- 2.5 The Government revoked the direction requiring the implementation of a category C charging Clean Air Zone so as to achieve compliance with legal limits for NO<sub>2</sub> in the shortest possible time and by 2024 at the latest and Greater Manchester is now required by 1<sup>st</sup> July 2022 to review existing measures, determine if any changes should be made and to submit that review to the Secretary of State.
- 2.6 A new plan must be deliverable and reduce NO<sub>2</sub> concentrations to below legal limits in the shortest possible time and by 2026 at the latest, in a way that recognises the cost-of-living crisis and post pandemic economic conditions. This new plan aims to be both fair to businesses and residents and should not cause financial hardship to people in Greater Manchester.
- 2.7 The new plan will use the £120 million of Clean Air funding that the Government has awarded to Greater Manchester to deliver an investment led approach to invest in vehicle upgrades, rather than imposing daily charges and in particular through the delivery of zero emission buses in the Bee Network (a London-style integrated transport network). The new plan will ensure that the reduction of harmful emissions is at the centre of GM's wider objectives.
- 2.8 The ten GM local authorities have taken a GM-wide approach to producing a Clean Air Plan because air pollution does not respect local authority boundaries, particularly across densely populated urban areas. This enables a consistent and coordinated approach to maximise air quality benefits for all people living and working in Greater Manchester; whilst minimising the risk of unintended consequences, such as displacing existing, elevated NO<sub>2</sub> concentrations to other locations within Greater Manchester.

### **3 Why a new plan?**

- 3.1 A number of factors mean the original GM CAP (comprising a blanket measure across the city-region in the form of a charging CAZ C) is no longer the right solution to achieve compliance:
- The NO<sub>2</sub> forecasts show that the number of sites in exceedance reduces over time, moving from a GM-wide problem in 2023 to a localised problem from 2025 focussed on the regional centre.
  - The cost of living and post-pandemic economic circumstances in GM needs to be considered in developing the right solution.
  - Global supply chain issues and the impact this is having on the cost and availability of compliant vehicles.
  - GM-led investment in the Bee Network from now to 2027 and sustainable clean vehicles including Zero Emission Bus (ZEB).

- Confirmation of bus franchising - From September 2023 at least 50 new zero emission buses will be brought into service with the launch of the regulated bus system in Wigan and Bolton.
- ZEBRA funding awarded – 170 zero emission buses – equal to 10% of the whole bus fleet in the city-region – running from Stockport by 2024.
- City Region Sustainable Transport Settlement (CRSTS) funding, which provides significant benefits from delivering zero emission buses, £115m earmarked for a third of the bus fleet in GM to be zero emission by 2027.

## 4 Core objectives of the New Clean Air Plan

- 4.1 The new GM CAP will target investment in vehicle upgrades rather than imposing daily charges, identified as contributing to where NO<sub>2</sub> exceedances have been modelled. The plan's core objectives are:
- To reduce NO<sub>2</sub> concentrations to below the legal limits in the shortest possible time and by 2026 at the latest.
  - Achieve compliance in a way that is fair to businesses and residents, and does not damage business or cause financial hardship to people in Greater Manchester; and
  - Ensure the reduction of harmful emissions is at the centre of GM's wider objective for delivering the Bee Network.

## 5 A Strong Track Record of Delivering the Right Solutions for GM

- 5.1 Tackling the issue of poor air quality in GM is not a new phenomenon. GM has a strong history of collaborative working to secure a sustainable transport system that also tackles the issue of poor air quality. The Clean Air Plan will run alongside existing strategies, commitments and investments to achieve sustainable transport, contributing to better air quality:
- Five-Year Transport Delivery Plan (2021-26)<sup>5</sup> – sets out the practical actions planned to deliver the 2040 Transport Strategy over this five-year period.
  - City Centre Transport Strategy<sup>6</sup>
  - GM 5-Year Environment Plan<sup>7</sup>
  - EV Charging Strategy<sup>8</sup>

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<sup>5</sup> [Our Five Year Transport Delivery Plan | Transport for Greater Manchester \(tfgm.com\)](#)

<sup>6</sup> [City Centre Transport Strategy | Transport for Greater Manchester \(tfgm.com\)](#)

<sup>7</sup> [Five-Year Environment Plan - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](#)

<sup>8</sup> [Greater Manchester's EV charging strategy | TfGM Electric Travel](#)



- 5.2 Over the past decade, combined Greater Manchester investment in public transport has been second only to London. Using a blend of funding sources, both local and national, GM has delivered a range of key transport infrastructure projects that have helped drive GM's regional and local economies. These include: Metrolink expansion and improvements, bus priority, smart ticketing and information systems, park and ride sites across the conurbation, channelling investment of around £200m each year to radically enhance clean public transport.
- 5.3 This built on the ground-breaking £1.5bn GM Transport Fund, established by the ten GM local authorities, which paid for the massive expansion of the Metrolink network, the Leigh Salford Manchester guided busway, as well as key transport interchanges, supporting town centres and regeneration efforts across the conurbation.
- 5.4 The forthcoming City Region Sustainable Transport Fund, of around £1.2bn will further expand and integrate the network, focusing on improvements to bus routes, funding zero emission fleets and providing further investment in GM's rapidly expanding cycling and walking network.

## **6 Participatory approach to the development of the new plan**

- 6.1 GM leaders have committed to a participatory approach to the development of the new Plan to ensure that GM's proposals are well-grounded in evidence in terms of the circumstances of affected groups and possible impacts of the Plan on them, and therefore the deliverability and effectiveness of that Plan.
- 6.2 As part of the previous GM Clean Air Plan, Greater Manchester secured £120m funding to support those with the most polluting vehicles to upgrade. The Clean Air Funds policy and allocations were designed based on a GM Wide Category C Clean Air Zone and including HGV, Taxi, PHV, Coaches and Minibuses and LGVs. The funding package and levels were based on an analysis in 2020 and 2021, prior to the cost-of-living crisis and supply chain issues for certain vehicles.
- 6.3 Government has indicated that this funding will continue to be available to support the new plan and the right funding for the vehicle upgrades needed to secure compliance is a significant component of the investment led approach. Government and Greater Manchester have expressed a desire to release funding to tackle NO<sub>2</sub> emissions as soon as possible. As part of the Policy Development Process, it is critical that the scope of these funds, the levels and application criteria provide the right incentive for those who GM need to upgrade from non-compliant to compliant vehicles to do so. This will require an evidence-based approach developed in consultation with those business and trade representatives who are best placed to understand how the changes required in the new plan can be secured.
- 6.4 Purpose of engagement, following submission on 1st July 2022 is to:
- Seek views on the elements of the GM's proposals addressing economic conditions as well as evidence submissions on vehicle types.
  - Support an early understanding around impacts and any unintended consequences.

- Inform the ongoing plan for engagement around the plan as detail develops, including consideration of future consultation requirements.

## 7 The way forward: an investment led non charging Clean Air Plan

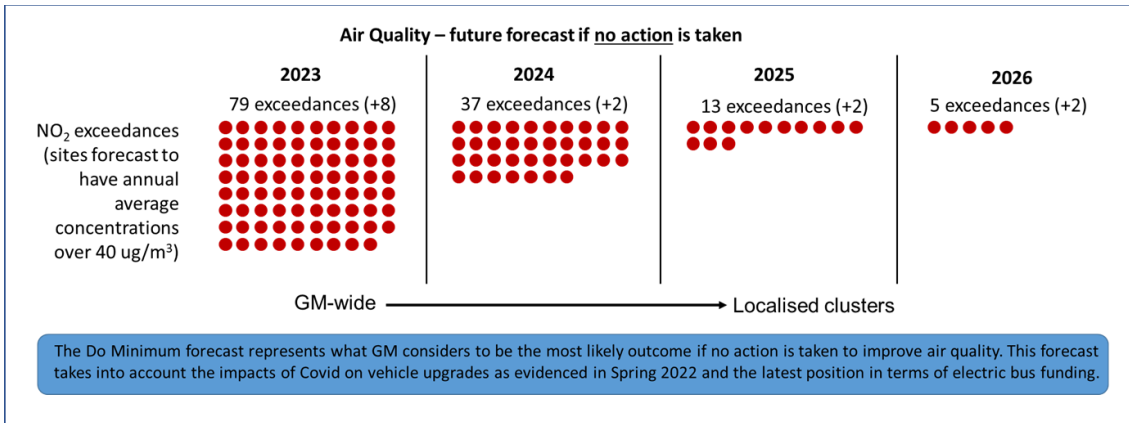
7.1 The primary focus of the new plan is to achieve compliance in a way that considers the current cost of living crisis and associated economic challenge faced by businesses and residents. An investment-led approach will be combined with all the wider measures that GM is implementing and aims to reduce NO<sub>2</sub> emissions to within legal limits, in the shortest possible time and at the latest by 2026. Unlike the previous charging-led scheme defined by Government guidance, the investment-led scheme seeks to factor in the cost-of-living crisis, it will actively consider the impacts of the pandemic and wider global economic instability on supply chains, will be delivered from 2023, and crucially considers the significant beneficial effects that the delivery of electric bus can have along key routes. In particular:

- The **cost-of-living crisis** means that businesses are less able to afford to invest in vehicle upgrades, whilst households are less able to absorb any costs that may be passed on to them.
- This is exacerbated by **rising vehicle prices** and – for some vehicle types – lower residual values of non-compliant vehicles. There is evidence that illustrates the demand for new and compliant second-hand vehicles is exceeding supply, leading to longer wait times and rising prices.
- A charging Clean Air Zone could therefore cause **unacceptable financial hardship** and contribute to business failures.
- In addition, **new opportunities have arisen** – via the approval of bus franchising and new funding for electric buses – this means that GM has the opportunity to tackle emissions in a different way.
- The exceedances become more localised in 2025 and 2026, therefore **action can be targeted** at those locations suffering the worst air quality.
- It is clear that the GM-wide Clean Air Zone category C as approved in summer 2021 could lead to hardship in GM and that implementing a materially revised charging CAZ, for example with a different boundary, vehicles in scope or discounts and exemptions, would take time to design and consult upon and then implement.

## 8 NO<sub>2</sub> Exceedances forecast 2023-2026

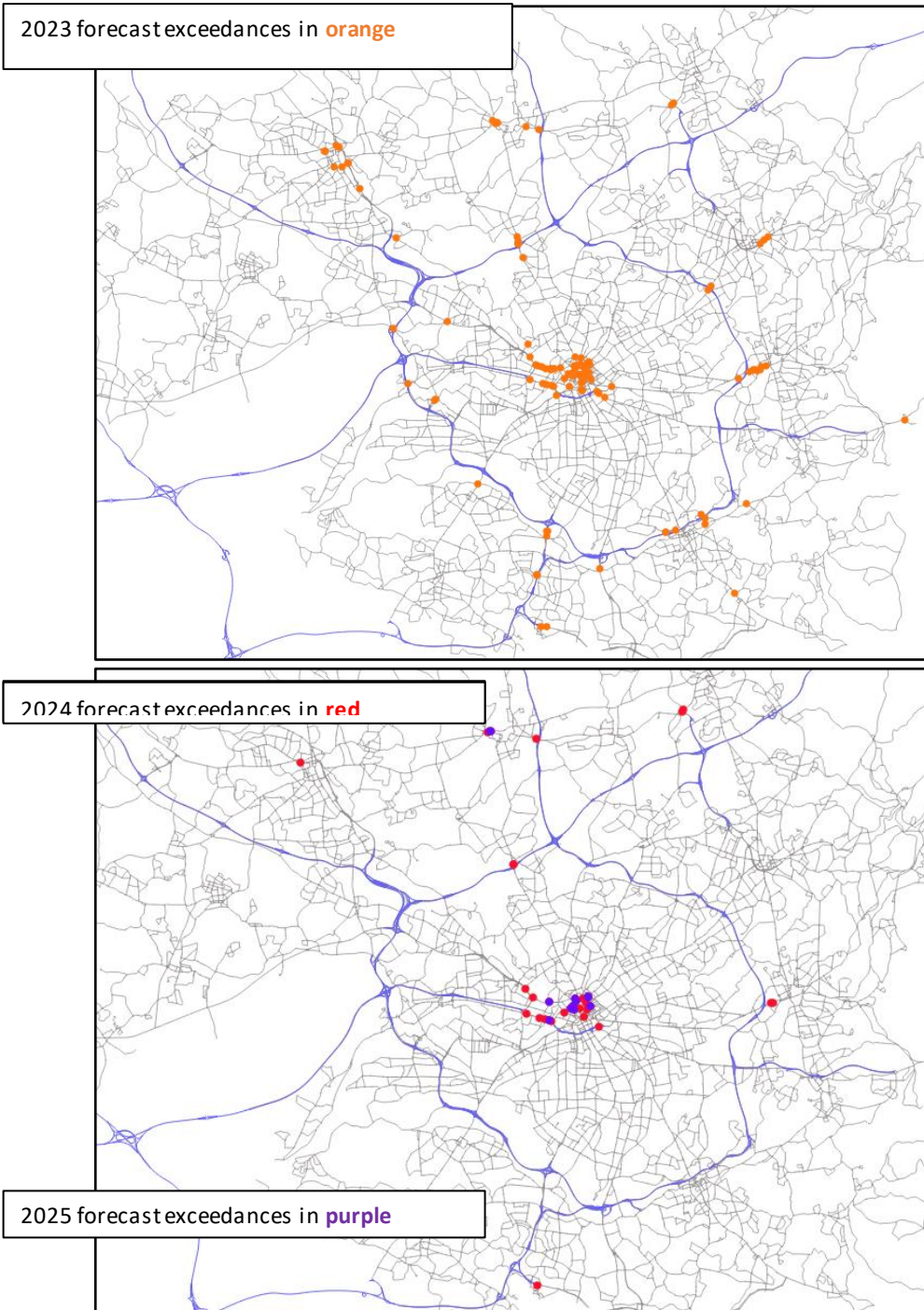
8.1 GM has forecast expected NO<sub>2</sub> exceedances in each future year to 2027, if no further action is taken. The forecasts show that the number of sites in exceedance reduces over time, moving from a GM-wide problem in 2023 to a localised problem from 2025 focussed on the regional centre.

8.2 The GM CAP needs to be targeted at reducing NO<sub>2</sub> concentrations at the last remaining locations of non-compliance.



### 8.3 NO<sub>2</sub> Forecast in 2023

- 79 exceedances in total.
- Exceedances in 9 out of 10 authorities (all except Wigan).

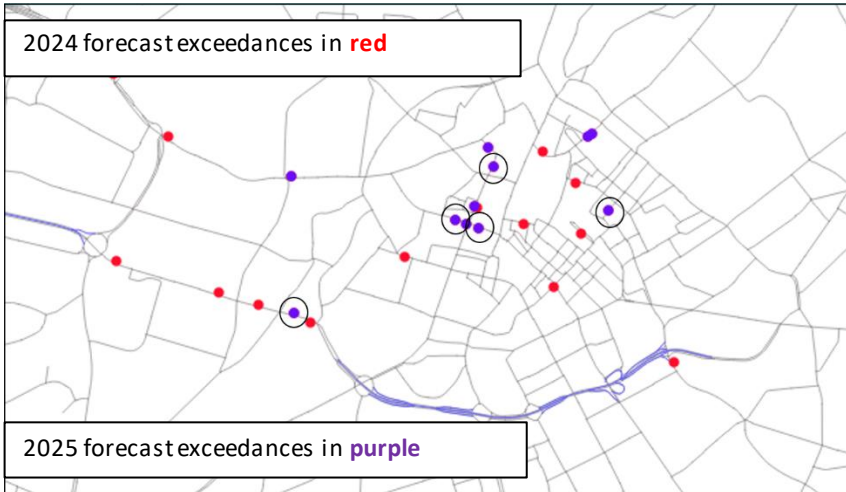


#### 8.4 NO<sub>2</sub> Forecast in 2024 and 2025

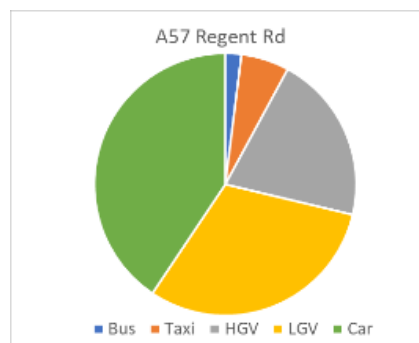
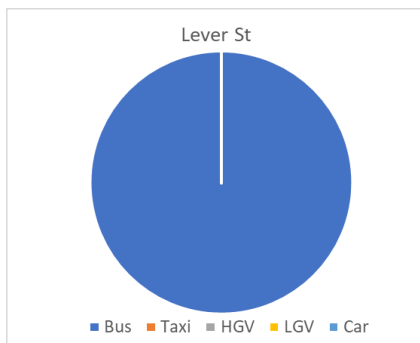
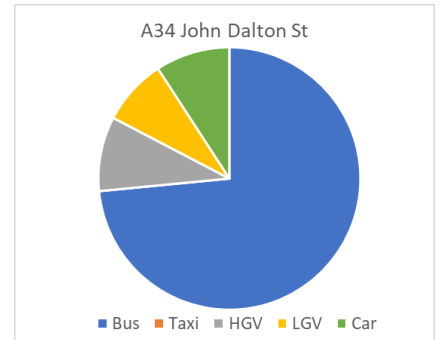
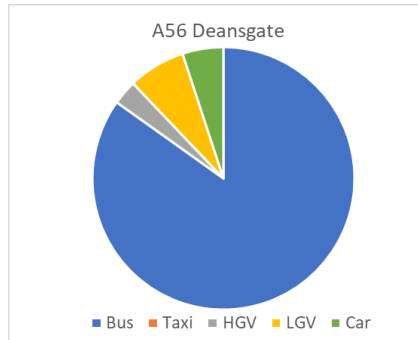
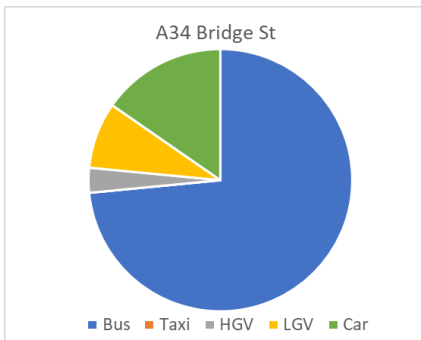
- 37 exceedances in 2024, 13 exceedances by 2025.
- By 2024, Oldham, Stockport, Trafford and Wigan are expected to be compliant.
- By 2025, Bolton, Rochdale and Tameside are also expected to be compliant.
- Exceedances remain in Bury, Manchester and Salford in 2025.

#### 8.5 NO<sub>2</sub> Forecast of last remaining sites in 2026

- By 2025, exceedances found only in Manchester and Salford and at Bury Bridge.
- By 2026, Bury Bridge is expected to be compliant.
- The last remaining sites in 2026 are at the A57 Regent Rd, A34 John Dalton / Bridge St, A56 Deansgate, and Lever St (circled).
- Natural compliance forecast in 2027.



### 8.6 City Centre emissions



- At the four city centre sites that are forecast to remain non-compliant in 2025, bus accounts for over 70% of emissions, meaning that electric buses could be very effective in improving air quality.<sup>9</sup>
- In contrast, Regent Road has very few buses running on it and acts as a major strategic route for commercial vehicles – with particularly high volumes of HGVs – and cars heading to the city centre and inner ring road.

## 9 NO<sub>2</sub> Monitoring Results 2021

- 9.1 Greater Manchester undertakes NO<sub>2</sub> monitoring to determine compliance with NO<sub>2</sub> legal limit values in accordance with GM CAP and Government direction and the 10 districts also monitor NO<sub>2</sub> in accordance with the requirements of the Environment Act 1995 and associated statutory guidance, also called Local Air Quality Management or 'LAQM'.
- 9.2 The two monitoring regimes have different siting criteria to assess exposure in different types of locations. The GM CAP monitoring assesses exposure as defined by the Air Quality Standards Regulations (England) 2010 limit values, with roadside being typically worst-case and hence the focus for monitoring. The LAQM monitoring is concerned with exposure at locations of relevant public exposure<sup>10</sup> where the Air Quality Objectives apply, which can include the roadside but only in exceptional circumstances. LAQM monitoring also includes measurements at background<sup>11</sup> and industrial locations and is not limited to road traffic sources.
- 9.3 Additionally, the two regimes have different values by which they determine an exceedance. LAQM determines that the legal limit of 40µg/m<sup>3</sup> has been exceeded by any result over 39.9µg/m<sup>3</sup><sup>12</sup>, whereas for the GM CAP, JAQU (Government's Joint Air Quality Unit,) determine anything over 40.4µg/m<sup>3</sup> to be an exceedance<sup>13</sup>. These differences in definition should be taken into consideration when comparing the results from individual monitoring locations.
- 9.4 There are two legal limits in relation to NO<sub>2</sub>:
- A short-term hourly limit of 200µg/m<sup>3</sup> (not to be exceeded more than 18 times a calendar year).
  - The long-term annual average limit of 40µg/m<sup>3</sup>.

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<sup>9</sup> NOTE: The relative taxi contributions are under-estimated, and car emissions over-estimated inside the Regional Centre Inner Relief Route. Further detailed analysis will be undertaken for a substantial city-centre Electric Taxi policy.

<sup>10</sup> All locations where members of the public might be regularly exposed. Building façades of residential properties, schools, hospitals, care homes etc. Kerbside locations are on the whole excluded, unless members of the public are likely to be exposed for longer than the time used to determine the legal limit for the pollutant concerned. Box 1.1 for TG16 give more detail [LAQM-TG16-April-21-v1.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/544442/LAQM-TG16-April-21-v1.pdf) ([defra.gov.uk](https://www.gov.uk))

<sup>11</sup> Background sites are used to provide useful information such as long-term trends, general population exposure and an indication of reduction in pollution away from roadside sources, as opposed to measuring exceedances.

<sup>12</sup> An exceedance defines a period of time during which the concentration of a pollutant is greater than, or equal to, the appropriate air quality criteria. For Air Quality Standards, an exceedance is a concentration greater than the Standard value. For Air Pollution Bandings, an exceedance is a concentration greater than, or equal to, the upper band threshold. <https://uk-air.defra.gov.uk/air-pollution/glossary#E>

<sup>13</sup> The IPR guidance underpinning the Air Quality Standards Regulations 2010 stipulates that compliance should be assessed using data of 'the same numeric accuracy' as the limit value, therefore a value of 40.4µg/m<sup>3</sup> is rounded down to 40µg/m<sup>3</sup> and is not exceeding. [https://ec.europa.eu/environment/air/quality/legislation/pdf/IPR\\_guidance1.pdf](https://ec.europa.eu/environment/air/quality/legislation/pdf/IPR_guidance1.pdf)

- 9.5 To determine compliance with the NO<sub>2</sub> 1-hour mean Air Quality Limit Values, research undertaken on behalf of Defra and outlined in Technical Guidance Note LAQM.TG (16) (Defra, 2021) identified that road traffic emission related exceedances are unlikely to occur where the annual mean concentration is below 60 µg/m<sup>3</sup>.
- 9.6 For the purpose of the GM CAP, the government has directed GM (and other areas) under the Environment Act 1995 to address NO<sub>2</sub> exceedances at the roadside in the shortest possible time. In GM this direction specifically focuses on the long-term annual average legal limit (40µg/m<sup>3</sup>).
- 9.7 The GM local authorities carry out air quality monitoring for NO<sub>2</sub> using a combination of:
- Continuous automatic monitoring sites: There are currently 21 continuous air quality monitoring stations, twelve of which are located at the roadside.
  - Diffusion tubes: 436 sites are set up for local air quality management (LAQM) purposes. In addition, approximately 460 sites are set up for GM Clean Air Plan monitoring and evaluation purposes<sup>14</sup>.
- 9.8 Monitoring for NO<sub>2</sub> for GM Clean Air Plan purposes uses diffusion tubes at sites where “target determination”<sup>15</sup> modelling predicted illegally high levels of NO<sub>2</sub> for 2021. Three new continuous automatic air quality monitoring stations are planned to be installed in 2022 at the last key points of exceedance in Greater Manchester.
- 9.9 Table 1 below summarises NO<sub>2</sub> concentrations and exceedances of the annual mean objective (AMO) across sites set up for local air quality management (LAQM) purposes (automatic and non-automatic) across GM in 2021.
- 9.10 Maps showing the location of the LAQM monitoring sites are provided on the [CleanAirGM Data Hub](#).

**Table 1 Summary of LAQM NO<sub>2</sub> monitoring in GM in 2021**

Authority	Automatic sites (with valid data capture 2021)	Non-automatic sites	Concentration range (all sites) (µg/m <sup>3</sup> )	Exceedances of NO <sub>2</sub> Annual Mean (non-automatic sites)	
				In AQMA	Outside AQMA
Bolton MBC	1	48	41.5 – 10.9	1	-
Bury MBC	3	20	40.9 – 19.1	1	-
Manchester CC	3	40	44.8 – 14.1	3	-
Oldham MBC	1	27	46.3 – 15.3	2	-
Rochdale MBC	1	27	36.6 – 10.2	-	-
Salford CC	3	47	44.3 – 11.5	2	1
Stockport MBC	2	29	35.8 – 9.7	-	-

<sup>14</sup> 22 of these were active for the full 2021 calendar year.

<sup>15</sup> The government’s Joint Air Quality Unit undertook a process called ‘target determination’, which involves comparing the outputs of the local and national modelling, verifying the local modelling methodology and then agreeing the forecast concentration assessment to be compared to the limit value for each exceedance. The outcome of this is an agreement of the NO<sub>2</sub> problem Greater Manchester must resolve (“target determination”) and the basis for the Greater Manchester Clean Air Plan.



Authority	Automatic sites (with valid data capture 2021)	Non-automatic sites	Concentration range (all sites) ( $\mu\text{g}/\text{m}^3$ )	Exceedances of NO <sub>2</sub> Annual Mean (non-automatic sites)	
				In AQMA	Outside AQMA
Tameside MBC	2	53	42.5 – 9.8	2	-
Trafford MBC	3	20	31.3 – 11.5	-	-
Wigan MBC	2	125	44.6 – 13.8	-	1
<b>Total</b>	21	436	<b>46.3 – 9.7</b>	11	2

- 9.11 In 2021 across sites set up for local air quality management (LAQM) purposes, 13 exceedances of the AMO (Annual Mean Objective) for NO<sub>2</sub> (40  $\mu\text{g}/\text{m}^3$ ) were recorded by diffusion tubes. This is an increase of 11 from 2020, which was a year of a notably low number of exceedances due to the lockdown measures during the COVID-19 pandemic. In 2019, 62 exceedances were recorded out of 359 operational sites, suggesting an overall downward trend in annual mean concentrations.
- 9.12 Two of the exceedances in 2021 were recorded at non-automatic sites located outside of the AQMA, in Salford (SA86 on Bury Old Rd, very close to AQMA boundary) and in Wigan (W1180 – 4 Winwick Lane, Wigan). Exceedances at these sites are acknowledged and mitigation measures are being explored in Wigan, but in the case of any exceedances outside of the AQMA, and in agreement with Defra, the decision to declare an additional AQMA or to expand the current AQMA is being delayed until the outcome of the new GM CAP is determined.
- 9.13 The GM CAP will have the most significant impact on air quality in the city-region going forward, in addition to actions taken to meet the 2038 city-region's carbon neutral target and the decarbonisation of transport. The GM Clean Air Plan also monitors NO<sub>2</sub>, using diffusion tubes. However, the GM Clean Air Plan monitors different sites<sup>16</sup> to those that need to be reported in the ASR.
- 9.14 The initial Greater Manchester Clean Air Plan monitoring survey, covering all 10 Greater Manchester authorities, started in January 2018. These locations were based on the roads predicted to be in exceedance in 2021 in the government's "UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations" (Defra, 2017).
- 9.15 Diffusion tubes were placed at roadside locations around Greater Manchester to determine the concentrations of NO<sub>2</sub> across the extent of the GM CAP study area. The diffusion tubes were replaced monthly throughout the survey with supply and analysis by Staffordshire Scientific Services.
- 9.16 As set out in Table 2, in June 2019 and October 2021, the diffusion tube survey was extended, and new diffusion tube monitoring sites were installed along roads predicted to be in exceedance by the GM CAP target determination modelling process. Additional sites were also included in Manchester city centre where street canyons may be leading to elevated air pollution concentrations.

<sup>16</sup> The GM Clean Air Plan monitor those sites where "target determination" modelling predicted illegally high levels of NO<sub>2</sub> in 2021. See footnote 15 and [cleanairgm.com](https://cleanairgm.com) for more detail.



**Table 2 Number of GM CAP Monitoring Sites**

Authority	Number of monitoring Sites			
	2018	2019	2020	2021
Bolton	5	14	14	14
Bury	5	16	16	16
Manchester	20	91	91	91
Oldham	0	9	9	9
Rochdale	0	12	12	12
Salford	5	27	27	27
Stockport	10	19	19	19
Tameside	5	14	14	14
Trafford	5	14	14	14
Wigan	0	6	6	6
<b>Total</b>	55	222	222	222

9.17 Table 3 below summarises NO<sub>2</sub> concentrations and exceedances of the annual mean across sites set up for GM CAP purposes between 2018 and 2021. Maps showing the location of the GM CAP monitoring sites are provided on the [CleanAirGM Data Hub](#).

**Table 3 Number of GM CAP Exceedances**

Authority	Number of Exceedances (>40.4µg/m <sup>3</sup> )			
	2018	2019	2020	2021
Bolton	1	4	1	2
Bury	2	10	0	2
Manchester	14	65	8	25
Oldham	0	5	0	1
Rochdale	0	4	1	1
Salford	1	16	0	7
Stockport	6	15	2	3
Tameside	4	6	4	4
Trafford	1	3	0	0
Wigan	0	1	0	0
<b>Total</b>	29	129	16	45

9.18 During 2020, overall national road traffic levels were approximately 21% lower than in 2019. This reduction was due to the COVID-19 pandemic and associated social distancing and travel restrictions.<sup>17</sup>

<sup>17</sup> Department for Transport, Road Traffic Statistics 2020 Summary, <https://roadtraffic.dft.gov.uk/summary>

- 9.19 For the year ending September 2021, overall national road traffic levels were approximately 16% lower than pre-pandemic levels.<sup>18</sup>
- 9.20 Therefore 2021 had overall higher road traffic levels than 2020, which is considered to be a factor causing the increase in annual average NO<sub>2</sub> concentrations.

## 10 Changes in economic context since Summer 2021

10.1 Since the original GM Clean Air Plan, agreed in Summer 2021, external factors associated with the pandemic, global supply chain challenges, and the cost-of-living crisis have the potential to create additional financial hardship for local businesses and families. These include:

- Impacts from war in Ukraine.
- Increased cost of energy.
- Increased cost of fuel for motorists.
- Increased cost of food, and other products.
- Supply chain issues - on-going impact of Covid lockdowns etc.
- How the impact of inflation is distributed across society.
- Changes to Bank of England base rate and forecasts - 0.25% in Jan 22, risen to 1.25% (16th June 22) - moving into a phase of more expensive borrowing.
- Consumer confidence.
- GM business composition and outlook from Growth Company Survey.
- GM resident population - wage growth, disposable income, etc.
- UK inflation reached a 40-year high of 9% during April 2022, up from 2% in July 2021.
- Inflation is forecast by the Bank of England to rise to 11% in the autumn of 2022.

### **Emerging conclusions to changes in economic context**

- 10.2 Evidence is already pointing to consumer demand being dampened. GM is particularly vulnerable to high inflation - noting its relatively high volume of small businesses, and a higher than average (vs.UK) proportion of residents who typically have below average disposable household incomes.
- 10.3 The Bank of England has increased the Base Rate to 1.25% (up from 0.1% in July 2021) - signalling that further rate rises are likely. This in turn will increase the cost of borrowing to both businesses and residents who require finance and are not protected by fixed rates. Meanwhile the Bank of England's latest Monetary Policy Report (May 2022) points to an expectation for GDP to fall in Q4 2022 and be 'broadly flat' during 2023.

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<sup>18</sup> Department for Transport, Provisional Road Traffic estimates, Oct 2020 – Sep 2021, <https://www.gov.uk/government/statistics/provisional-road-traffic-estimates-great-britain-october-2020-to-september-2021/provisional-road-traffic-estimates-great-britain-october-2020-to-september-2021>

10.4 In summary, any intervention, such as a charging clean air zone, that could see businesses forced to pay additional charges and potentially pass costs on to the consumer, could have severe consequences for those groups who are already struggling to cope with the cost of living crisis.

## 11 The changed conditions within the vehicle market

11.1 The price of new and used commercial vehicles is rising, making upgrade less affordable.

11.2 Some sectors potentially in scope for the Clean Air Plan have still not recovered from the impacts of the pandemic.

Vehicle Type	Commentary on changed conditions
<p><b>HGV</b></p> <p>Est. 70,900 vehicles serving GM 81% compliant in 2023<sup>19</sup></p>	<ul style="list-style-type: none"> <li>• Having remained stable for many years, record-breaking price rises are being reported of around 40% for Euro 6 vehicles, with the price gap between Euro 6 vs 5 vehicles increasing.</li> <li>• Dealers are reporting constraints on availability of new vehicles – due to shortages of materials including semi-conductors – and that this means people are extending leases (so fewer vehicles enter the second-hand market) or trying to buy second-hand, leading to shortages in that market.</li> <li>• Price rises reflect these shortages as well as increases in the cost of materials (for new vehicles).</li> </ul>
<p><b>Vans</b></p> <p>Est. 277,400 vehicles serving GM<sup>19</sup> 52% compliant in 2023<sup>19</sup></p>	<ul style="list-style-type: none"> <li>• There is substantial evidence of significant price increases in the second-hand van market – the scale of those rises has a high degree of variability depending on the particular vehicle. The extent of the reported rise varies between 13% and almost 60%.</li> <li>• Overall, the evidence suggests that demand for new and second-hand vans remains strong, and therefore that the loss of supply caused by lockdowns in 2020 and more recently by the semi-conductor shortage is leading to price rises in the new and second-hand markets, and to long lead times for new vehicle orders.</li> <li>• A high proportion of non-compliant vans are owned by sole traders and very small businesses which are vulnerable to the impacts of inflation and the cost-of-living crisis.</li> </ul>
<p><b>Coach</b></p> <p>1,700 vehicles serving GM 59% compliant in 2023<sup>19</sup></p>	<ul style="list-style-type: none"> <li>• The coach sector was badly affected by the pandemic, with lockdown restrictions meaning that many were forced to stop operating for long periods.</li> <li>• Demand from tourism and major events remained constrained during 2021, and recovery is expected to be slow.</li> <li>• The SMMT states that demand for new buses and coaches dropped further in 2021 and was the weakest year since records began in 1996.</li> </ul>

<sup>19</sup> best estimate in a highly changeable economic/vehicle market situation, forecast should be considered subject to review

Vehicle Type	Commentary on changed conditions
<p><b>Hackney Cabs</b></p> <p>2,100 Hackneys licensed in GM 35% compliant in 2023<sup>19</sup></p>	<ul style="list-style-type: none"> <li>• Hackneys and PHVs lost a substantial proportion of their trade during the pandemic, as travel for business, leisure and tourism purposes ceased.</li> <li>• The number of vehicles licensed has reduced and drivers report that demand has not returned to pre-pandemic levels.</li> <li>• The number of new vehicles entering the Hackney and PHV licensed fleets was much lower than normal in 2020 and 2021, so that the age of the fleet has increased.</li> <li>• This is assumed to result from market conditions and conditions in the wider economy, as well as continued uncertainty about licensing and clean air requirements for the fleet.</li> <li>• Furthermore, there is anecdotal evidence that the trade-in value of Euro 5 and older Hackney cabs is falling, as more cities bring in tighter licensing standards and/or Clean Air Zones.</li> </ul>
<p><b>PHV</b></p> <p>12,400 PHVs licensed in GM 68% compliant in 2023<sup>19</sup></p>	

## 12 Development of the new plan

- 12.1 The participatory approach to the development of the new plan will test with vehicle owners that where non-compliant vehicles are identified as contributing to locations where NO<sub>2</sub> exceedances have been modelled, GM Authorities will have funding packages to incentivise upgrades to the cleanest possible vehicle, in order to get the greatest emissions reduction and therefore the swiftest public health benefit from every funded upgrade.
- 12.2 Rather than as part of a formally signed charging CAZ, the ANPR cameras could be used to better understand those vehicles where GM would get the greatest emissions reduction from those non-compliant vehicles travelling regularly through GM's most NO<sub>2</sub> polluted places.

## 13 New Plan Measures

### 13.1 Greater Manchester CAP Vehicle and other Investment Measures

Vehicle type	Measure subject to review during participatory policy approach
<b>Bus</b>	<ul style="list-style-type: none"> <li>• Continue with existing funding.</li> <li>• Ensure franchising and other governance/planning processes are established so that electric buses are running on routes containing most persistent exceedance points to ensure compliance - with a focus on the regional centre/city centre as the transport hub of the city-region.</li> <li>• Initial sensitivity testing indicates that delivery of sufficient bus electrification would achieve compliance at modelled exceedance locations except Regent Road by 2025. A delivery plan is under development with the aim of achieving this.</li> </ul>
<b>HGV</b>	<ul style="list-style-type: none"> <li>• Consider offer including eligibility for funding, in light of needing to ensure the cleanest vehicles are running in areas containing most persistent exceedance points to ensure compliance.</li> </ul>

<b>Vehicle type</b>	<b>Measure subject to review during participatory policy approach</b>
<b>Coach</b>	<ul style="list-style-type: none"> <li>Consider offer including eligibility for funding, in light of needing to ensure the cleanest vehicles are running in areas containing most persistent exceedance points to ensure compliance.</li> </ul>
<b>Greater Manchester Hackney Carriage</b>	<ul style="list-style-type: none"> <li>Consider offer including eligibility for funding, in light of needing to ensure the cleanest vehicles are running in areas containing most persistent exceedance points to ensure compliance – most Hackney Carriages are licensed in MCC.</li> <li>Target GM CAP funding to increase roll out of dedicated taxi and other general electric vehicle charging infrastructure points, to ensure fleet upgrade to electric vehicles is viable and taxi industry is supported. Consider opportunities for regulatory measures such as licensing standards to complement funding incentives to accelerate fleet upgrades.</li> </ul>
<b>Greater Manchester PHV</b>	<ul style="list-style-type: none"> <li>Consider offer including eligibility for funding, in light of needing to ensure the cleanest vehicles are running in areas containing most persistent exceedance points to ensure compliance. Consider opportunities for regulatory measures such as licensing standards to complement funding incentives to accelerate fleet upgrades.</li> </ul>
<b>Other clean air investment initiatives</b>	<ul style="list-style-type: none"> <li>Explore opportunities for EVCI investment to support expansion of Car Club in and around city centre and wider city.</li> <li>Target GM CAP funding to continue to roll out sustainable transport infrastructure investment and messages particularly in and around the regional centre to reduce emissions in key exceedance areas. This will include a particular focus on city centre in points of persistent exceedance, such as Deansgate and surrounding streets, as well as other active travel and public transport schemes.</li> <li>Explore opportunities for GM CAP funding to support other infrastructure investment to address air quality issues, such as green infrastructure.</li> </ul>

### 13.2 Greater Manchester CAP Cluster Measures

<b>Exceedance cluster</b>	<b>Measure subject to review during participatory policy approach</b>
<b>City centre</b>	<ul style="list-style-type: none"> <li>In the city centre, bus emissions account for at least 70% of total NOx emissions at the majority of locations and therefore electric buses can be very effective. Initial sensitivity testing indicates that delivery of sufficient bus electrification would achieve compliance at these locations by 2025. A delivery plan is under development with the aim of achieving this.</li> <li>Further work is also underway to develop a proposition for taxi that encourages upgrade to the cleanest vehicles, and to explore how investment in highway and other transport infrastructure under the city centre transport strategy can best support clean air.</li> </ul>

Exceedance cluster	Measure subject to review during participatory policy approach
<b>Regent Road</b>	<ul style="list-style-type: none"> <li>Emissions on Regent Road are principally derived from commercial and logistics traffic, which accounts for c.50%. In addition, the corridor is immediately fed by the M602 motorway and subject to the implications of National Highways signage and traffic management policies.</li> <li>Salford City Council (SCC) and MCC have commissioned analysis via TfGM to improve understanding of the operation of the road and nature of the traffic on Regent Road to help with the joint working with National Highways (NH) which must include how the deployment of funds and local servicing plans can support appropriate solutions to deal with the exceedance at this location.</li> <li>Note that Electric Towns and Cities Infrastructure initiative (ETCI) – NH initiative being explored for mitigation for sections of the SRN.</li> </ul>
<b>Bury Bridge</b>	<ul style="list-style-type: none"> <li>The electrification of bus services over the bridge should happen with the first 50 new zero emission buses that will be brought into service with the launch of the regulated bus system in Wigan and Bolton. Initial sensitivity testing indicates that delivery of sufficient bus electrification would achieve compliance at this location by 2025. A delivery plan is under development with the aim of achieving this.</li> </ul>

## 14 Equality Considerations

- 14.1 Under Section 149 of the Equality Act (2010), public bodies are subject to the Public Sector Equality Duty, which requires GM to give ‘due regard’ to the ‘need to eliminate unlawful discrimination, harassment and victimisation to advance equality of opportunity to foster good relations between people from different groups.’ This can be demonstrated via an Equality Impact Assessment (EqIA) and can identify whether people with protected characteristics could be affected by the GM CAP disproportionately or differentially.
- 14.2 An initial screening has been undertaken to assess which protected characteristics are likely to be impacted by the new GM Clean Air Plan, and in scope for the EqIA.
- 14.3 Some groups are more sensitive to changes in air quality and will therefore benefit more quickly from improvements in air quality. The following five protected characteristics are likely to be disproportionately or differentially impacted by changes in air quality and NO<sub>2</sub> levels and will therefore be considered within the EqIA for the new GM CAP:

Protected characteristic	Likely to be disproportionately affected by improved air quality	Likely to be differentially affected by improved air quality
Age		X
Disability (includes all forms of physical and mental disability)		X
Pregnancy and maternity		X
Gender (male drivers)	x	
Race	x	

Low income / socio-economic deprivation	x	
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- 14.4 The new plan aims to reduce the health impacts of air pollution as well as reduce NO<sub>2</sub> concentrations to below legal limits, and by 2026 at the latest, whilst minimising any negative socio-economic impacts. The EqIA will consider the impact of this plan on the groups above.
- 14.5 In addition, people in the following protected characteristics could be impacted by the measures adopted within the new GM CAP as owners or drivers of impacted vehicles or users of services impacted. As a result, the following protected characteristics will also be considered in the EqIA:

Protected characteristic	Potential disproportionate impact dependent on option
Age	X
Disability (includes all forms of physical and mental disability)	X
Pregnancy and maternity	X
Race	X
Religion / belief	X
Sex	X
Gender Reassignment	X
Sexual Orientation	X
Low income / socio-economic deprivation	X

- 14.6 In addition to the above, the 'Good Lives for All in Greater Manchester will inform the EqIA. The report, a product of the Greater Manchester Independent Inequalities Commission, highlights the health inequalities experienced across the city-region and recommends that the wellbeing and equality goals sit at the heart of the Greater Manchester Strategy. The findings of the report will inform the planned EqIA for the new CAP.
- 14.7 To inform a full EqIA for the new GM CAP the approach to Participatory Policy Development will include engagement with GM based groups representing the protected characteristic groups potentially impacted by the new GM CAP.

## 15 Government Asks

- 15.1 One specific new 'ask' from Government is to support the new GM Clean Air Plan, would be to remove out-of-area operation by private hire drivers/vehicles.
- 15.2 GM Authorities are keen to work with DfT to consider an appropriate regulatory device. This would require that all private hire journeys within GM must be undertaken by a driver and vehicle which are both licensed by one of the ten GM local authorities.
- 15.3 As it stands, out-of-area operation enables the evasion of fair, safe and democratically determined local licensing standards. In context of the GM Clean Air Plan, this measure would provide local authorities with stronger regulatory tools to improve the emission standards of all private hire fleets operating in GM.

- 15.4 Greater Manchester will continue to seek to ensure that the Government takes appropriate action to address exceedances on the A57/A628 a stretch of Strategic Road network, managed by National Highways that cuts through the villages of Hollingworth and Mottram.
- 15.5 Under an investment-led non-charging GM CAP the ANPR cameras installed for the charging CAZ could be used to inform and support the development of investment-led solutions. GM also wants to work with Government to agree the use of the GM CAP ANPR cameras to support identification of vehicles that could be upgraded, and also for potential law enforcement activity related to the detection of crime.

**16 Targeted engagement to test support for the case for a new GM CAP**

- 16.1 An initial series of discussions has been carried out to review the evidence GM has gathered describing current economic and vehicle market conditions and the challenges facing non-compliant vehicle owners. This early engagement has been undertaken so that groups representing vehicle owners have the opportunity to feed in any further evidence.
- 16.2 Sessions have been held with the following groups and a summary of their feedback is set out below:

<b>Group</b>	<b>Summary of Feedback</b>
GM Business Representatives – 30 June 2022	<ul style="list-style-type: none"> <li>• This is a business-friendly approach and is broadly welcomed.</li> <li>• There are many health &amp; economic benefits to Clean Air and GM needs to ensure that the Plan is seen as part of its wider strategies</li> <li>• Look forward to working with GM through the participatory policy approach.</li> </ul>
Road Haulage Association – 22 June 2022	<ul style="list-style-type: none"> <li>• Our members are reporting challenging trading circumstances and an investment supported non-charging Clean Air Plan for Greater Manchester is definitely going in the right direction, the devil will be in the detail.</li> <li>• We would be very happy to work with Greater Manchester to get a revised clean air plan right and we know our members would like to see the funding opened up to those who trade in Greater Manchester rather than just being based in region.</li> </ul>
Confederation of Passenger Transport – 21 June 2022	<ul style="list-style-type: none"> <li>• While the reasons for clean air initiatives are appreciated, in the coach sector the prospect of upgrading, retrofitting or being faced with charges is difficult to comprehend. A typical Euro 5 vehicle is on average only 5 years old.</li> <li>• If there is indeed no charging zone, we expect our members would be generally supportive of the new investment-led GM Clean Air Plan, provided there are no hidden restrictions, for example on the sites of exceedances.</li> </ul>



Group	Summary of Feedback
All GM Hackney and Private Hire Vehicle representatives – 23 June 2022	<ul style="list-style-type: none"> <li>• An investment-led non charging Clean Air Plan is broadly welcomed as it has listened to the concerns of the trade.</li> <li>• All our members want clean air but want to be able to afford it, funding is key and needs to be in place as soon as possible.</li> <li>• Welcome the suggestion to address out of area licensing - but local authorities could help the trade by reducing the time taken to license in GM.</li> <li>• Look forward to engaging with GM to develop a more detailed policy.</li> <li>• Vehicle availability both new and second hand is of concern.</li> </ul>
One Bus Network – 23 June 2022	<ul style="list-style-type: none"> <li>• Always said charging zone is not the way, an investment led approach is the best forward and so supportive of this approach.</li> <li>• Keen to see low bus speeds in the city centre resolved, as this is contributor to bus emissions.</li> </ul>

## 17 Next Steps

- 17.1 Whilst Greater Manchester has put in place governance arrangements to enable the joint discharge of relevant GM local authority and GMCA functions in respect of the Greater Manchester Clean Air Plan via the Air Quality Administration Committee, before the Air Quality Administration Committee can confirm the submission as an agreed document there is now an opportunity for the 'Case for a new Greater Manchester Clean Air Plan' document attached as Appendix 1 and associated appendices A to E to be considered, through the local governance arrangements of the individual authorities.
- 17.2 Subject to any comments of Greater Manchester local authorities the next Air Quality Administration Committee will confirm the final submission and notify the Secretary of State of the change in status.
- 17.3 By applying a Participatory Policy Development process, GM will develop, assess and agree a package of measures forming a proposed new GM CAP. This package of measures will be consulted upon in early 2023.
- 17.4 GM will review the responses to the consultation and make any adaptations to the proposals as necessary. It is anticipated that a decision could be made to proceed with the new GM CAP thereafter.

## 18 Appendices

- 18.1 Appendix 1 – Case for a New GM Clean Air Plan – attached as a supplementary paper.
- 18.2 Appendix A – Technical Note: Vehicle Sector Review – HGV Sector – attached as a supplementary paper.
- 18.3 Appendix B – Technical Note: Vehicle Sector Review – Taxis (Hackney Carriages and Private Hire Vehicles) – attached as a supplementary paper.

- 18.4 Appendix C – Technical Note: Current issues in the Van Sector – attached as a supplementary paper.
- 18.5 Appendix D – Technical Note: Vehicle Sector Review – Coach and Minibus – attached as a supplementary paper.
- 18.6 Appendix E – Changes in economic context since July 2021– attached as a supplementary paper.

**19 Other alternative options considered**

- 19.1 Other options considered are covered within the report

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**Community impact/links with Community Strategy**

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**Equality Impact and considerations:**

*Under section 149 of the Equality Act 2010, the ‘general duty’ on public authorities is set out as follows:*

*A public authority must, in the exercise of its functions, have due regard to the need to -*

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

*The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations and demonstrate that we are paying ‘due regard’ in our decision making in the design of policies and in the delivery of services.*

<b>Equality Analysis</b>	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
Proposals for Equality analysis are included within the report in Section 14	

*\*Please note: Approval of a cabinet report is paused when the ‘Equality/Diversity implications’ section is left blank and approval will only be considered when this section is completed.*

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**Assessment of Risk:**

Initial risk register set out in Clean Air Plan OBC (March 2019).

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**Consultation:**

Proposals for consultation are covered within the report.

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**Legal Implications:**

On 8<sup>th</sup> February 2022 *The Environment Act 1995 (Greater Manchester) Air Quality Direction 2022* was issued. The new direction requires that the GM local authorities:

- review the measures specified in the existing Plan; and
- determine whether to propose any changes to the detailed design of those measures, or any additional measures.

The GM authorities must ensure that the Plan with any proposed changes will secure that:

- compliance with the legal limit value for NO<sub>2</sub> is achieved in the shortest possible time and by no later than 2026; and
- exposure to levels above the legal limit for NO<sub>2</sub> is reduced as quickly as possible.

This new direction revoked the direction dated March 2020 which required the ten Greater Manchester Local Authorities to implement a Category C Clean Air Zone to achieve compliance with the legal limit value for NO<sub>2</sub> in the shortest possible time and by 2024 at the latest.

This report sets out the case for a new Greater Manchester Clean Air Plan.

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**Financial Implications:**

**Revenue**

Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government.

**Capital**

Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government.

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**Background papers:**

- 1 July 2022, Report for AQAC: GM Clean Air Plan – July 22 Update
- 23 March 2022, Report for AQAC: GM Clean Air Plan – March 22 Update
- 28 February 2022, Report for AQAC: GM Clean Air Plan – February 22 Update
- 2 February 2022, report to CACC: GM Clean Air Plan – update to the temporary exemption qualification date for GM-licensed hackney carriages and private hire vehicles
- 20 January 2022, report to AQAC: GM Clean Air Plan – A628/A57, Tameside – Trunk Road Charging Scheme update
- 20 January 2022, report to AQAC: GM Clean Air Plan – Financial Support Scheme Jan 22 Update
- 20 January 2022, report to AQAC: GM Clean Air Plan – Clean Air Zone Discount & Exemptions Applications
- 18 November 2021, report to AQAC: GM Clean Air Plan – GM Clean Air Funds assessment mechanism
- 18 November 2021, report to CACC: GM Clean Air Plan – GM Clean Air Plan Policy updates
- 13 October 2021, report to AQAC: GM Clean Air Plan – Operational Agreement for the Central Clean Air Service
- 13 October 2021, report to CACC: GM Clean Air Plan – Showmen’s Vehicle Exemption
- 13 October 2021, report to CACC: GM Clean Air Plan – Clean Air Zone daily charge refund policy
- 13 October 2021, report to CACC: GM Clean Air Plan – A628/A57, Tameside – Trunk Road Charging Scheme
- 21 September, report to AQAC: GM Clean Air Plan – Clean Air Zone: Camera and Sign Installation
- 21 September, report to AQAC: GM Clean Air Plan – Bus Replacement Funds
- 25 June 2021, report to GMCA: GM Clean Air Final Plan
- 31 January 2021, report to GMCA: GM Clean Air Plan: Consultation
- 31 July 2020, report to GMCA: Clean Air Plan Update
- 29 May 2020, report to GMCA: Clean Air Plan Update

- 31 January 2020, report to GMCA: Clean Air Plan Update
- 26 Jul 2019, report to GMCA: Clean Air Plan Update
- 1 March 2019, report to GMCA: Greater Manchester’s Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside - Outline Business Case
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017.

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

Term	Meaning
NO2	Nitrogen Dioxide
GMCAP	Greater Manchester Clean Air Plan
OBC	Outline Business Case
ANPR	Automatic Number Plate Recognition
JAQU	Joint Air Quality Unit
EqIA	Equality Impact Assessment
CAZ	Clean Air Zone
AMO	Annual Mean Objective
AQMA	Air Quality Management Area
LAQM	Local Air Quality Management
ZEB	Zero Emission Bus
CRSTS	City Region Sustainable Transport Settlement funding
PHV	Private Hire Vehicle
LGV	Light Goods Vehicle

HGV	Heavy Goods Vehicle
SCC	Salford City Council
MCC	Manchester City Council
SRN	Strategic Road Network
SMMT	The Society of Motor Manufacturers and Traders
AQAC	GM Air Quality Administration Committee
CACC	GM Clean Air Charging Authorities Committee

## SCRUTINY REPORT



<b>MEETING:</b>	<b>Overview and Scrutiny</b>
<b>DATE:</b>	<b>19 July 2022</b>
<b>SUBJECT:</b>	<b>Highways Maintenance and LGA Peer Review</b>
<b>REPORT FROM:</b>	<b>Councillor Alan Quinn (Exec Member for Environment, Climate Change and Operations)</b>
<b>CONTACT OFFICER:</b>	<b>Neil S Long (Assistant Director of Operations)</b>

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### 1.0 BACKGROUND

- 1.1 Since 2017/2018 there has been an investment across two 3-year periods of £10 million to improve the quality of the road surface across the Borough. We are currently in the final year of the second 3-year period and the Council has committed a further £10 million of investment for the three-year period 2023/24 to 2025/26. This investment programme is known as Highways Investment Strategy (HIS).
- 1.2 The highway network across Bury is worth almost £1billion and is made up of:
- 660km of carriageway
  - 1,200km of footway
  - 300km of footpaths
  - 228 structures
  - 19,000 street lighting columns
  - 36,500 road gullies (including drainage)
  - 15km of guardrail, signs, and street furniture
- 1.3 There are two services that are responsible for the maintenance of the highway, namely,
- **Streetscene** which incorporates reactive, planned, and preventative highway maintenance, street lighting, highways safety inspections, highway drainage and winter Service.
  - **Engineering** Services which incorporate Asset Management, major resurfacing, bridges, and structures maintenance.
- 1.4 Early this year the Council initiated a Local Government Association (LGA) Peer Review of highway maintenance to understand whether this level of investment gave the Council value for money and at the beginning of June the LGA Peer Review took place. The scope of this review was to look at the following elements of work –
- Highways resurfacing programme.
  - Highways preventative maintenance programme.
  - Highways inspections.
  - Highways Asset Management Policy; and
  - Strategic asset management and longer-term planning.
- 1.5 Peer challenge is a key part of sector led improvements based on the Highways Maintenance Efficiency Programme (HMEP) peer review methodology. It is not an

inspection – lead peers are invited as ‘critical friends’. The HMEP strategic review focussed on four key components

- **Context and priority setting** – transport policy, corporate vision, and stakeholder expectations
- **Planning and performance** – strategy, performance, data and information and lifecycle planning
- **Enablers** – leadership, risk management, asset management and monitoring
- **Delivery** – programme, service delivery and procurement

1.6 The LGA Peer Review team interviewed the Council’s senior leadership team, including the Leader of the Council, Portfolio Holder, and Deputy as well as officers from across Engineers and Streetscene as well as representatives from TfGM. Focus groups were also held with officers to understand how the highways maintenance service is delivered and managed.

### 1.7 Supporting ‘Lets Do It’

- **Local Neighbourhoods - Carbon Neutrality by 2038**  
Streetscene use Spray Injection Patching for reactive repairs. This process uses cold materials reducing CO2.  
Full fleet modernisation to Euro 6 and EV will reduce CO2.
- **Strengths-based approach – Population health**  
Maintaining safe access to health and greenspaces settings  
Maintaining cycle lanes, promoting modal shift and increasing population health
- **Improving the quality of the borough’s roads**, by building new routes and improving both local and major junctions to reduce congestion and pollution – such as the major resurfacing of Jubilee Way, Bolton Street and Crostons Street, an area of 29,000 m<sup>2</sup> at a cost of circa £1million through HIS2.
- **Making it easier to get around without driving**, by creating new walking and cycling routes – such as the new signalised ‘Cyclops’ junction at Angouleme Way/Market Street incorporating both pedestrian and cycling facilities.
- **Supporting the Regeneration Plans for the Borough**, through investing in our highway network, and working in collaboration with planning colleagues, to support regeneration schemes across the Borough, such as the regeneration of Radcliffe Town Centre and Radcliffe hub

## 2.0 ISSUES

2.1 The LGA Peer Review Team were asked for an independent view on the following five key questions: -

- Given the size and condition of the Council’s highways network, is the current level of capital and revenue funding appropriate for managing the highway asset and meeting the Council’s statutory duty to maintain the highway?
- Is the Council’s Strategic approach to reactive, preventative, and planned maintenance suitable and sufficient?
- Is the Council’s delivery approach to reactive, preventative, and planned maintenance suitable and sufficient?
- Are the expected returns in the current level of investment as would be expected in terms of condition improvement, insurance claims and public satisfaction?
- Following on from £20m of investment over the last 6 years, is the Council acting prudently in seeking to invest a further £10m in the highway network over the next 3 years? Should further investment be stopped, paused, reduced, or increased



2.2 In terms of the impact on the highway network of the HIS and DfT investment, this can be quantified as follows –

- 45 roads (or sections) resurfaced in HIS 2.
- 13 roads proposed for 22/23
- 12.1km in length for HIS 2 (6.8km complete and 5.3km to do).
- 3620 Sq. M of paving re-laid at The Rock
- In 21/22 94.5% of £3.6m major resurfacing was completed
- In 21/22 the £1m (112,000 sq. m of surface dressing/treatment programme completed
- In 21/22 12,000 pothole repairs completed
- In 21/22 and additional £70k spent on white lining works
- In total for 21/22 84.4% (£5.6m) of the planned £6.6m was spent

It should also be recognised that staff from Streetscene helped secure the continuity of waste collection during the peak of the Covid pandemic as also helped to establish the covid testing and vaccination sites across the borough.

2.3 **The LGA Peer Review Team** set out their feedback at the end of their 3-day visit and a follow up action planning day is set to take place on 12 July. Their feedback is summarised below –

### 2.3.1 Key messages

- Peer challenge comes at a crucial point in time for the future of the service
- Network – some improvement but significant deterioration in unclassified network
- Further developing the partnership with TfGM
- Linking with the regeneration of the borough and re-investing in the service
- Amount of Good will and attitude across the team was a joy for the review team to see
- Ensuring the golden thread is evident from priorities to delivery
- Ensure coherent management system together with a clear vision for the service
- Progress the service improvement strategy and plan

### 2.3.2 Strengths

- 'Let's do it' strategy provides a clear vision for Bury focusing on growth, communities, and delivery. Evidence also exists showing that the strategy is being embedded within the service.
- GM 2040 Transport Strategy - Bury is positioning itself to maximise the opportunities for the district by developing its own Bury Transport Plan.
- Relationships with TfGM are established and positive and it is clear that Bury are performing within the GMCA to maximise all opportunities.
- A fit for purpose service, the £10m capital for HIS3 is required.
- Some excellent areas of work highlighted around Key Road Networks which is being shared as best practice by TfGM (asset data management and deterioration model)
- Good relationship between service, portfolio holders and other elected members
- Network – there is clear evidence of improvement
- Ongoing review of organisational structures to better equip the service to meeting existing and future demands
- The Loyalty and commitment shown by staff and the Exec Cllrs was obvious
- 100% attendance at all the LGA meetings including group meetings which is not often seen and was appreciated.
- There is renewed focus on delivering an improved customer experience as a priority with progress being made on new web presence
- In-house delivery of reactive works – the workforce is skilled, committed, empowered to deliver with embedded H&S practices

- Evidence of operational improvement, e.g., vehicle and kit replacement aligned with green agenda, move to Alloy system, handheld / digital approach
- Professional and multi-skilled teams across the departments, multi-tasking to get things delivered

### 2.3.3 Considerations and Future Development

- Significant levels of deterioration in our unclassified roads are driving up complaints, demand, risk and add to the reputational problems for the service.
- We need to capitalise appropriate professional fees, to be retained as growth/capacity, and not to be presented as saving options.
- Service in a precarious position following sustained reductions – in some areas 75% of required revenue budgets historically reduced.
- Develop the relationship with TFGM but some real improvements in this aspect already being seen.
- Improve our Policy Processes and procedures to add reassurance around our delivery – make our delivery more visible.
- Further Project management support required in the service to get the fundamentals in place.
- Wider consultation on developing the £10m HIS3 needs to take place with Members and staff feedback together with challenge and scrutiny
- Establish a corporate capital programme board.
- An update to the Highways Asset Management Plan (HAMP) is required to reflect deterioration in parts of the asset, climate change and emerging transport plan.
- Embed data and evidence-led approach to track performance, delivery, and success.
- IT/Digitalisation is a key development for the service and is key to transform – Staff in particular fed back they could perform better with increased focus and support in this area.
- Workforce Planning and development essential – need for graduates and apprentices and rebuilding the loss in capacity.
- Update, resource and deliver communications strategy – to raise awareness and deliver behavioural change, end to end across all stakeholders.
- Increase use of benchmarking against other GM authorities and the wider highways sector to measure successful outcomes, and limited focus generally on performance management across Operations.
- Collection / use of performance data to improve service delivery and customer satisfaction.

## 3.0 CONCLUSION

- 3.1 Following the recent LGA peer review of highway maintenance an action planning day will take place 12 July 2022 with development of the service improvement strategy and plan.
- 3.2 The programming for the £10m HIS 3 (23/24 to 25/26) and other funding such a CRST will be progressed over the next 6 months including wider consultation with members and stakeholders and challenge from scrutiny.
- 3.3 22/23 Highways Maintenance Programme will include repairs to a further 12,000 potholes, additional £100k on white lining works, 5.3 km of roads resurfaced and 150,000 Sq. M of preventative maintenance surface treatments to the highway (70,000 Sq. M of Micro-asphalt already completed).

**List of Background Papers: -**

LGA Peer Review - position statement  
Highways Asset Management Plan (HAMP)

**Contact Details: -**

Neil S Long - Assistant Director (Operations)  
Peter Stokes – Head of Streetscene  
Carmel Foster-Devine Head of Engineers

Executive Director sign off Date: 06/07/22

JET Meeting Date: \_\_\_\_\_

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## Agenda Plan 2022/23 - Overview and Scrutiny

Date of Meeting	Deadline for submission of advance questions from Members	Agenda Publication Date	Deadline for reports to DS	Agenda Set Meeting	Items for the Meeting/Theme	Officers/Cabinet Member
15.06.2022	13.06.2022 (10AM)	07.06.2022	01.06.2022 (12 NOON)	30.05.2022 12:00	MA: Sub-Group covering Performance and Finance topics  1. Quarter 4 Corporate Performance Update  2. Poverty Strategy Update  3. Agree the Workplan for the Committee  For Information:  1. Terms of Reference	Councillor Rafiq and Kate Waterhouse  Cabinet member for Communities and Finance and Lynne Ridsdale  Chair, Councillor Vernon
19.07.2022	15.07.2022 (10AM)	11.07.2022	07.07.2022 (12 NOON)	04.07.2022 11:00	Environment Update including: 1. Clear Air Zone update	Cabinet Member for Environment

					<p>2. Carbon Neutral Strategy 3. Plan for ops in relation to highways and fleets</p> <p>2. Update on Economy (especially night-time economy)</p>	Cabinet Member for Culture and the Economy
06.09.2022	02.09.2022 (10AM)	29.08.2022	25.08.2022 (12 NOON)	22.08.2022 11:00	1. Community Safety Plan (to be brought back in September 2022 6 months after sign off at March Council)	Lynne Ridsdale Chris Woodhouse
01.11.2022	28.10.2022 (10AM)	24.10.2022	20.10.2022 (12 NOON)	13.10.2022 11:00 Tentative	<p>Regeneration Projects including:</p> <ol style="list-style-type: none"> <li>1. All townships</li> <li>2. Bury Mill Gate</li> </ol> <p>NOTE: Active Travel Choices in Radcliffe to be brought with future regeneration updates.</p> <p>Finance Update <b>(Quarter 1 and Medium Term Financial Strategy)</b></p>	Sam Evans
12.01.2023	10.01.2023 (10AM)	04.01.2023	23.12.2022 (12 NOON)	20.12.2022 11:00	<p>Housing including:</p> <ol style="list-style-type: none"> <li>1. Homelessness Strategy</li> <li>2. Tackling Fuel Poverty</li> </ol> <p>LGA Review on Highways.</p>	
09.02.2023 (BUDGET)	07.02.2023 (10AM)	01.02.2023	27.01.2023 (12 NOON)	23.01.2023 11:00	<p>Budgetary Items:</p> <ul style="list-style-type: none"> <li>• Budget Monitoring Quarter 3 2022/23</li> </ul>	Sam Evans Cllr O'Brien

					<ul style="list-style-type: none"> <li>• The Council's Budget 2023/24 And The Medium Term Financial Strategy</li> <li>• Dedicated Schools Grant And Setting The Schools Budget 2023-24</li> <li>• Capital Budget 2023/24</li> <li>• Housing Revenue Account</li> <li>• The Flexible Use Of Capital Receipts</li> </ul>	(All Executive Directors to be invited)
23.03.2023	21.03.2023 (10AM)	15.03.2023	10.03.2023 (12 NOON)	07.03.2023 11:00	Corporate Performance Update	Kate Waterhouse/ Lynne Ridsdale

**Note: Quarterly Corporate Performance and Financial Monitoring reports to be scheduled in line with Cabinet Reporting timescales being mindful of not overloading agendas.**

- Tackling Fuel Poverty - Request the appropriate Cabinet Members to bring a report on these wider issues to a future meeting of the Overview and Scrutiny Committee within the next twelve months.

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