



Manchester Salford HMR Pathfinder

Business Plan Summary 2008–2011

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Chair's statement



We are now five years into a long-term strategy to deliver change and renewal at the core of the Greater Manchester conurbation. We are one of the most effective Pathfinders in England, and in many ways a splendid example, as our early activities are now bearing fruit, with residents taking occupancy of new housing in areas that, until very recently, had felt abandoned, and market conditions within our neighbourhoods showing significant improvement.

The market renewal programme continues to be a vital component of the interlocking strategies being delivered at the core of the city region. These strategies aim to provide sustained economic growth and revitalised neighbourhoods so that they can offer a mix of housing that is attractive to existing and new residents.

We have now spent some years building our delivery capacity, working with communities, developing strong relationships with developers, and securing local political support. The Business Plan set out within this document will take this work forward, adding value to the solid foundations we have established.

Our plans for 2008–11 have been adjusted to take into account altered market circumstances. However, it should be borne in mind that we have entered into a number of long-term commitments with local communities upon which we must now deliver.

Professor Michael Harloe

Chair of the Manchester Salford Pathfinder

1 Summary of progress to date

In June 2003 the Pathfinder submitted its prospectus to the Office of the Deputy Prime Minister, setting out its long-term vision for the renewal of the dysfunctional housing market at the core of the conurbation in order to maximise the productivity and competitiveness of the regional centre.

By April 2008 we will have successfully delivered the early phases of this long-term programme, laying down solid foundations from which a sustainable and resurgent housing market can emerge.

Key achievements during this period are as follows:

Engagement of the private sector and delivery of new housing product

New housing development has been successfully brought forward in parts of Manchester and Salford that had been abandoned by the market for decades. High-quality units, both in terms of design and environmental standards, have been delivered in key flagship developments such as:

- **Beswick** – working in partnership with the New East Manchester Urban Regeneration Company, Lovells and Gleesons have completed the initial phases of the 1,100 mixed-tenure homes that are planned for the neighbourhood.
- **Broughton Green** – the first phase of this 700-home development has been undertaken by a partnership comprising Salford City Council, InPartnership Limited, the Royal Bank of Scotland, City Spirit and Taylor Woodrow.
- **New Broughton** – working with Salford City Council and Contour Housing Group, Countryside Properties have completed the first phase of this 3,500-home, mixed-tenure development.
- **Chimney Pot Park** – Urban Splash have completed the first phase of their innovatory conversion of obsolete terraced homes into new ‘upside down’ living spaces.

In overall terms, over 10,000 new homes will have been built in the Pathfinder area in the first five years, and a conservative estimate would be that approximately £1billion of private investment has taken place.

Restoring confidence

The Pathfinder will have carried out a programme of external improvements to approximately 11,000 properties. This investment, linked to a programme of new public realm and environmental works, has breathed new life into many of our neighbourhoods, supporting new development and attracting and retaining residents.

Delivering in partnership with our communities

The market renewal programme that has been taken forward in the two Council areas has been underpinned by extensive community consultation and engagement processes. We recognise that our plans must have community support and that new housing developments must meet the needs and aspirations of existing residents, as well as being attractive to newcomers. Consultation and engagement has been undertaken as Strategic Regeneration Frameworks (integrated frameworks setting out the physical, economic, social and environmental actions required to deliver renewal) have been developed for north, east and south Manchester and central Salford; within priority neighbourhoods, as local physical planning and master planning processes have been introduced; and at scheme level, with residents being consulted on the nature of proposals and the specifics of projects.

Managing neighbourhoods through change and promoting respect

Working with the two Crime and Disorder Reduction Partnerships and local stakeholders, significant effort has been put into intensive neighbourhood management during periods of profound change. This has been linked with the use of new licensing powers to improve the management of the private rented sector and enforcement action to tackle antisocial behaviour. These actions have assisted in changing perceptions of neighbourhoods, encouraging existing residents to remain, and attracting newcomers.

Developing a robust evidence base

Through its Research, Foresight and Intelligence (RFI) commission, market intelligence monitoring and Tracking Neighbourhood Change system, the Pathfinder has established an effective evidence base relating to economic and demographic trends and neighbourhood performance. This will determine the strategic direction of its interventions and assess their impacts.

Sub-regional partnership working

The RFI commission has led to the development of the Association of Greater Manchester Authorities (AGMA) 'Making Housing Count' research commission, the first critical building block of a sub-regional housing strategy. This work will be taken forward by the AGMA Strategic Planning and Housing commission as part of the emerging approach to city region governance.

Joint working between the two local authorities

Close working on the HMR programme has strengthened partnership working between Manchester and Salford City Councils on a range of fronts. Joint policies and approaches have been adopted in relation to: Regulatory Reform Order (RRO); Private Rented Sector Licensing; and the appointment of lead RSLs. Agreed positions have been reached in relation to Regional Housing Strategy, Regional Economic Strategy and Regional Spatial Strategy, and this joint working will be taken forward in relation to an AGMA Growth Point submission that is expected to be made in October 2007.

An emerging joint approach to affordability

The two Councils have been working on an integrated and co-aligned Access to Affordable Housing Strategy that covers the full Pathfinder area. It is hoped that this will be finalised in early 2008.

2 Responding to the updated policy context

Manchester Salford Pathfinder, working with the two local authorities, will play a significant role in taking forward national policy objectives at the sub-regional level.

The Government's central aim for 'everyone to have access to a decent home at a price they can afford, in a place where they want to live and work' is fully reflected in the combined actions taken forward through:

- the Pathfinder (tackling housing and neighbourhood issues)
- the Manchester City Region Development Programme (supporting accelerated economic and employment growth)
- the Local Area Agreements of Manchester and Salford (working to increase employability and address barriers to economic participation).

Co-ordination and effective delivery will be strengthened as the sub-region develops Multi-Area Agreements and takes on more responsibility for economic regeneration as set out in the Review of Sub National Economic Development and Regeneration.

Housing

The Government's recent Green Paper on Housing sets out a vision for the 21st century and identifies a number of crucial areas of housing provision. These are listed below, along with the challenges facing the two cities in reaching this shared vision:

- **More homes to meet growing demand** – the two cities and the Pathfinder are now playing the leading role in creating the conditions for growth. Many new developments are in areas that have not seen housing investment for many decades, and local residents are assisted with home ownership.
- **Well-designed, greener homes, linked to good schools, transport and healthcare** – the Pathfinder is working with the two Councils to integrate new investment in childcare, schools and healthcare. There is significant new developer activity to begin the long process of revitalising some, although not all, low-demand neighbourhoods in a sustainable manner.
- **More affordable homes to buy and rent** – the Pathfinder has made major progress in developing affordable solutions for local residents. This strengthens the better management of the private sector, and future plans include developing new approaches to affordable housing.

The introduction of New Growth Points in the north of England is a welcome new development for Manchester and Salford. As the economic base of the sub-regional economy, the success of the regional centre has increased demand for housing at the core of the conurbation. The New Growth Point approach allows the cities to continue the complex work of restructuring markets and regenerating neighbourhoods, while accelerating new housing development to support a growing economy.

Economic growth

The Review of Sub National Economic Development and Regeneration concluded that more could be done to encourage economic growth and tackle deprivation.

It proposes an increased role for local authorities to spread economic wellbeing and provide clear, focused and relevant objectives for promoting growth and tackling deprivation.

The opportunities set out in the Review, particularly those involving funding at a sub-regional and local level, will increase the effectiveness of our efforts to increase the number of residents in employment and to increase household incomes.

Housing and economy

There is now a clear alignment between national housing and economic objectives and the strategies and delivery arrangements at the sub-regional level, with clarity on the role and contribution of the two authorities and the Manchester Salford Pathfinder. Achieving economic growth and wellbeing through the delivery of more housing, especially attractive and affordable housing, has been at the heart of the Pathfinder's objectives since its inception.

A number of new policy initiatives and delivery mechanisms – Growth Points, Investment Vehicles, sub-regional devolution of economic development funding, and Multi-Area Agreements – will all add to the range of interventions and help to deliver the transformational change agreed by the core stakeholders.

Growth and renewal

The need to accelerate new housing development to respond to increasing demand (driven by employment growth), sits alongside the restructuring of markets and neighbourhoods being taken forward by the Pathfinder.

The blighted conditions of many neighbourhoods, and concentrations of low-income communities, along with the complexity of assembling viable development sites, mean that demand on its own will not result in new development in many parts of north and east Manchester and central Salford.

The acceleration of housing development in the Pathfinder area is linked to progress made in regenerating key neighbourhoods adjacent to areas/

major sites with development potential. The sequencing and timing of regeneration and growth proposals, including investments such as Building Schools for the Future, need to be aligned to increase the pace of new development.

These proposals also need to be underpinned by wider investment programmes to tackle existing negative perceptions – in terms of crime and antisocial behaviour, health and worklessness.

Market restructuring: the core challenge

The core challenge that was set out in the original prospectus remains, with:

- the need to address the very poor neighbourhood conditions prevalent across the Pathfinder, which act as a major barrier to the establishment of a housing market that supports economic growth.
- the inability/unwillingness of the private sector to lead and manage the complexity of remodelling, renewal, site assembly and new development. This involves long programmes of consultation, preparatory work and construction to fundamentally change the conditions of blighted neighbourhoods.
- the increasing challenge of managing neighbourhoods where the private rented sector is increasing the fragility and sustainability of communities, even where house values have risen, and where new approaches to affordability, low-cost home ownership and neighbourhood management are needed to ensure social cohesion.

These factors, driven by the evidence base, indicate the need to continue the work in key neighbourhoods where the process of restructuring is underway, and develop new tools to deal with issues such as affordable home ownership.

3 Our updated vision

Manchester Salford Pathfinder: a key element of the economic revival of the Manchester city region

A prosperous city region

The Manchester City Region Development Plan (CRDP) 2006 puts forward ambitious plans to build upon the successes of the past ten years and accelerate economic growth to increase the contribution of the city region to the national economy.

The CRDP is focused on capitalising on the major economic strengths, including Manchester Airport, financial and professional services, life science industries, creative/digital and new media (with a key focus on mediacity:uk, the new home of the BBC in Salford Quays), ICT digital and communications. The accelerated levels of growth will lead to a considerable increase in employment, and the ability of the city region to attract and retain talented people.

Quality and choice: housing to support economic growth

The economic plans set out in the CRDP are dependent upon a healthy housing market within the city region able to offer choice to existing and new residents. The scale of employment growth will increase in-migration (this is already happening) and managing this growth to ensure that housing does not become a barrier to accelerated economic growth is an important objective for stakeholders.

The Housing Green Paper, 'Homes for the Future: More Affordable, More Sustainable', focuses on the three challenges facing the Manchester city region – the supply of housing and the scale and pace of new development; the issues of housing market renewal in Pathfinder areas; and the affordability of housing, including home ownership and social housing.

Delivering a co-ordinated strategic response to these challenges

The Pathfinder sees itself as delivering within an overarching strategic framework as follows:

1. The regional centre, at the heart of Manchester and Salford, is the key economic driver of the Manchester City Region Development Programme, the key sub-regional economic strategy taking forward the Regional Economic Strategy. This focus will be enhanced through the commitment from the AGMA to develop a Multi-Area Agreement for Economic Development at the city region level.
2. In support of economic growth, the Draft Regional Spatial Strategy has proposed additional housing growth at the core of the conurbation. The potential demand from increasing population and employment provides an opportunity to address the challenges of marginalised communities in inner city areas, as well as deliver significant environmental benefits from reduced commuting.
3. There is a need to increase the scale and pace of development of family and affordable housing, although there are a number of constraints. As a result of this, AGMA is submitting a New Growth Point proposal for the city region, with a key focus on growth at the core of the conurbation. It is also seeking support to overcome constraints such as land remediation, utilities, flood plain solutions, and transport and access.
4. The exceptionally high level of deprivation, low incomes, poor-quality housing and low levels of owner-occupation at the conurbation core require continued intervention to renew neighbourhoods. The role of the Manchester Salford Pathfinder has become more important as demand has returned to some parts of the city, while others stagnate, and where increases in value increase issues of affordability. The role of the Pathfinder will be to oversee and co-ordinate activities that tackle dysfunction and facilitate growth.

5. Neighbourhood renewal led by the Pathfinder, working with the two local authorities to address issues of the quality of social housing accommodation, requires a sensitive and medium-term approach to housing market renewal. The early successes of the Pathfinder illustrate that renewal can be achieved, accompanied by new developments in neighbourhoods being remodelled.
6. Strong delivery capacity: the Pathfinder will work with the two councils; the two Urban Regeneration Companies (URCs) – New East Manchester and Central Salford – that have been established to guide and direct renewal activities; Salix Homes, the newly established Regeneration Arms Length Management Organisation (ALMO) providing housing management and regeneration services for central Salford; and the potential new Asset-backed Investment Vehicle for north Manchester, to accelerate the pace and scale of development.
7. A strong subcity and local framework: the two cities' Community Strategies, Strategic Regeneration Frameworks and an extensive set of masterplans were all completed after extensive community consultation. These frameworks help to align physical improvements with employment, education and health actions. They also integrate other major funding schemes, such as Building Schools for the Future, with Pathfinder investment.

A key role for the Manchester Salford Pathfinder

Manchester Salford has a key role to play in renewing the housing market and in directly contributing to economic growth and the housing objectives set out in the Green Paper. This reflects the regeneration challenges facing both Manchester and Salford:

- The extent of failing neighbourhoods that act as barriers to securing the scale of new housing needed to support economic growth.
- Private developers unable or unwilling to invest on a significant scale without major intervention by the public sector to improve conditions of neighbourhoods/districts.
- The complexity of balancing the needs of local communities with the housing requirements of a resurgent economy.
- Addressing the issue of affordability, particularly for first-time buyers and for low-income groups that traditionally would have purchased low-value terraced stock.

Both the Housing Green Paper and the recent developments in the market reinforce the need for a well-resourced Housing Market Renewal Pathfinder for Manchester and Salford.

The Pathfinder's updated focus

The aim of the Pathfinder is to support the economic growth potential of the Manchester city region by creating neighbourhoods of choice that meet the needs of existing residents and that are attractive to new and former residents.

Taking into account progress on the ground and changing market conditions, the Pathfinder's operational objectives for the period 2008–11 have been updated. These are set out below:

- a. To secure a regional and sub-regional strategic framework, in spatial, economic, transport and housing terms, that will result in the creation of successful neighbourhoods in the MSP area.
- b. To work with the two Councils and key stakeholders to ensure that activities designed to deliver growth and housing market renewal are appropriately integrated and managed at the core of the conurbation, and that governance arrangements are appropriate and fit for the purpose.
- c. To improve the choice and quality of housing, taking account of neighbourhood conditions, market demand and the need to satisfy residents' needs. These will be done by the provision of high-quality housing, both in terms of design and environmental standards.
- d. To plan and deliver new housing developments and other 'place'-making investments, in partnership with our residents.
- e. To work with the two Councils and other stakeholders to adopt and implement an Access to Affordable Housing Strategy, ensuring that investment proposals are aligned with those for the social rented sector and that Pathfinder neighbourhoods have an appropriate range and balance of housing types and tenures.
- f. To work with the two Councils to ensure that planning frameworks, development control activity and proposals for new housing developments are effectively co-ordinated and managed to support the creation of neighbourhoods of choice.
- g. To work with the two cities and other key partners to align investment decisions relating to education, health, transport, retail and leisure provision required to deliver successful and attractive neighbourhoods.
- h. To manage neighbourhoods effectively and improve the quality, attractiveness and safety of the local environment.

4 The Pathfinder's Investment Programme 2008–11

The Pathfinder has taken into account the updated policy context and changing market conditions of the past few years and has reflected upon the outcome of various consultation exercises that have been undertaken with our communities.

As a result, the Pathfinder's investment strategy for the 2008–11 has been updated to concentrate upon:

- Completing those long-term remodelling programmes on which we have made a commitment to our communities, and which, in many cases, have generated financial contractual commitments that must be honoured.
- Prioritising investment that tackles obsolescence but that also links with actions to accelerate new housing provision at the core of the city region.
- Increasing our emphasis on activities that avoid the need for new expensive clearance programmes, although in some cases, remodelling will require selective clearance.
- Increasing our activities with regard to affordability, working with the Housing Corporation and English Partnerships and developers to develop new solutions to what is a recent phenomenon in the two cities.
- Co-aligning our investment with that being delivered within the social rented sector to deliver restructured and mixed communities.

Tools for intervention

MSP intends to deploy its HMR resources through the following suite of interventions:

- **Strategic investment:** the acquisition of land and property to facilitate the development of new housing or the removal of obsolete housing that is blighting neighbourhoods, including demolition (when required), and the relocation costs of residents affected.
- **Improvements to retained stock:** where there is a clear market plan, undertaking the refurbishment of existing housing stock to support development, encourage investment and increase the attractiveness of areas to existing and potential residents.
- **Sustaining neighbourhoods:** encouraging and supporting effective neighbourhood management through capital activity, such as environmental improvements, alley-gating, streetscaping, and revenue activity, including the effective management and licensing of the private rented sector and initiatives to tackle antisocial behaviour and neighbour nuisance.
- **Developer support:** the provision of financial support for developers where there are identified 'gaps' in development plans, enabling new build activity. Although only required in a limited numbers of cases, the MSP needs to accelerate new-build activity in areas where there has been no significant private sector investment for many years, and where some new developments will be high risk.

These interventions will be used together, rather than as individual or isolated investments. They will be deployed in different degrees of intensity in different parts of the MSP, customised to circumstances, strategy and opportunity.

Alongside these interventions HMR investment will also be required to finance:

Delivery costs: the costs of effectively managing and delivering the programme, including the costs of technical support services plus the costs of the central pathfinder team.

The importance of ensuring that adequate delivery capacity is in place, including managing staff turnover and skills shortages, has been an important factor in the successful delivery of the programme.

Summary details of the Indicative HMR Investment Programme 2008–11

A summary of the Pathfinder's Investment Programme is set out in Table 1 below:

Table 1: HMR Investment Programme 2008–11 (All figures in £)

Intervention	2008/09	2009/10	2010/11	Total
Strategic investment	32,076,347	33,430,596	25,362,184	90,869,127
Improvements to retained stock	8,469,274	2,567,000	5,647,134	16,683,408
Sustaining neighbourhoods ¹	5,897,398	4,565,612	4,330,812	14,793,822
Developer support	0	0	1,330,000	1,330,000
Delivery ²	5,516,981	5,436,792	5,329,870	16,283,643
Overall totals	51,960,000	46,000,000	42,000,000	139,960,000

It is anticipated that the programme will deliver the matching funding during this period as set out in Table 2 below:

Table 2: Match funding 2008–11 (All figures in £)

Match funding source	2008/09	2009/10	2010/11	Total
RHP/Council's own resources	7,978,066	6,574,434	6,426,536	20,979,036
Housing Corporation	5,300,000	4,300,000	2,650,000	12,250,000
English Partnerships	2,750,000	0	0	2,750,000
New Deal for Communities	2,129,000	103,000	0	2,232,000
Other Public	2,409,069	137,171	140,321	2,686,561
Private Sector	32,800,198	30,334,336	20,450,000	83,584,534
Total	53,366,333	41,448,941	29,666,857	124,482,131

This combined Investment Programme will deliver outputs as set out in Table 3 below:

Table 3: Outputs generated by the Investment Programme

Output	2008–11	Future years	Overall totals
Number of homes constructed	3,200	4,684	7,884
Number of properties acquired for Pathfinder purposes	1,254	158	1,412
Number of homes demolished	2,011	0	2,011
Hectares of land acquired	5.83	3	8.83
Number of homes refurbished or improved	3,045	0	3,045

The scale of remodelling reflected in the figures above has already transformed a number of neighbourhoods, although in many cases further investment is needed to complete the process of renewal.

¹ Including revenue support for Private Rented Sector Licensing and Antisocial Behaviour/Action Mediation Teams

² Includes Technical Support Services and Central Pathfinder Team

Complementary investment

HMR investment plans are being brought forward in alignment with major plans to restructure the social rented sector in the Pathfinder area. Key schemes include:

- **Grove Village Private Finance Initiative (PFI):** this scheme commenced in 2003 and is remodelling the former Ardwick estate in the south Manchester Pathfinder area to provide significant improvements for social rented stock and the development of over 600 homes for sale.
- **Miles Platting PFI:** Within the east Manchester area; this scheme commenced in 2007 and will deliver 1,600 refurbished homes and 1,000 new homes, most of which will be for sale.
- **Pendleton PFI:** Within central Salford; this scheme seeks to refurbish approximately 1,200 and provide 600 affordable new homes. Government agreed the project in December 2006 and an Outline Business Case is currently being prepared.
- **Collyhurst (north Manchester) and Brunswick (south Manchester) PFI schemes:** The exact scheme details are still under development. However, both schemes will refurbish retained stock to a high-quality standard and provide new build housing for sale.
- **Salix Homes regeneration-focused Arms Length Management Organisation (ALMO):** The ALMO, based within central Salford, went live in July 2007. It plans to undertake a significant investment programme of improvement works to approximately 9,100 homes, subject to attaining a two-star rating.
- **Northwards Housing Trust (north Manchester):** An investment programme to improve 13,000 homes is currently underway and will be concluded by 2011.
- **Eastland Homes (east Manchester):** An investment programme is currently underway to improve approximately 3,000 homes.

The Pathfinder will continue to work with partner agencies to ensure that supporting investment is made in social, community and commercial infrastructure. There is a particular emphasis on investment aimed at improving performance with regard to education and economic activity. This complementary investment is critical to the development of neighbourhoods of choice, and it is the combined investment that makes the market renewal investment both transformational and sustainable.

5 Spatial priorities for investment

Strategic regeneration context

Within both Manchester and Salford, plans are set out in Community Strategies to secure neighbourhood renewal. Geared to secure economic growth, these capture the benefits of such growth for residents, address quality-of-life issues, and create neighbourhoods of choice.

In order to establish neighbourhood interventions that will deliver these Community Strategies, the two Councils have established four Strategic Regeneration Frameworks (SRFs) covering north, south and east Manchester as well as central Salford. The SRFs are designed to:

- set out a clear analysis of the physical, economic, social and environmental conditions that affect the area
- outline the core principles and key objectives within which the regeneration effort can respond
- set out the long-term plans for neighbourhoods that enable all stakeholders to understand the sequencing of investment decisions
- place the area in a wider and longer-term strategic context that will enable it to play its full part in the economic regeneration of the core of the city region.

Underneath these overarching frameworks, a series of local neighbourhood plans and physical masterplans have been developed that focus on prioritised areas for action.

Major intervention areas

For these targeted neighbourhoods, the Pathfinder supports the Regeneration Framework and local plans with a Major Intervention Area Investment Strategy. This sets out a detailed market restructuring programme that seeks to deliver the housing component of a neighbourhood of choice. It also complements other agreed investments in facilities and services.

The Manchester Salford Pathfinder, in consultation with the two Councils, the two Urban Regeneration Companies and other key stakeholders, identified the Major Intervention Areas (MIAs) in the Scheme Update of 2005, following analysis undertaken by the Ecotec-led Research, Foresight and Intelligence (RFI) consortium.

Within the relevant Strategic Regeneration Framework, the MIAs have been given priority status in terms of other public investment required for the creation of neighbourhoods of choice (for example, in the provision of educational, transport and healthcare facilities).

The Pathfinder is now involved in over fifteen neighbourhoods through eight Major Intervention Areas. During 2008–11 many of these neighbourhoods will see building on land that has been assembled over the past five years. In other areas, land assembly will be reaching its peak during 2008–11, creating new sites for development and unlocking growth opportunities on adjacent land blighted by its proximity to rundown and semi-derelict housing.

Summary of activities in each MIA

The work involved in delivery of major investment in these neighbourhoods is reported in the following brief summaries of activities.

Seedley and Langworthy

With its proximity to the regional centre, Salford Quays/ Media City and the Chapel Street Corridor, Seedley and Langworthy will be a key location for those wishing to relocate closer to the employment opportunities offered there. Residents will benefit from an improved range of public, leisure and retail services.

During the 2008–11 period, key activities will be to conclude the innovative Urban Splash scheme in Langworthy, transforming Victorian terraced houses into 349 contemporary ‘upside down’ homes.

In Seedley South, a mixed programme of activity will be taken forward. Selective acquisition, relocation and demolition will provide opportunities for the development of new family housing. This will be combined with a programme of external refurbishment for 174 terraced properties and environmental improvements to deliver ‘Homezone’ streetscaping, defensible space, alley-gating and communal gardens.

These works will complement the significant HMR activity undertaken to date and regeneration investment to provide a primary school and nursery. It is also planned to invest in a new local high school and new healthcare facilities, and there is a Private Finance Initiative (PFI) proposal to remodel the adjacent Council-owned Pendleton estate and the redevelopment of Langworthy Park.

Higher Broughton

The key element of the renewal strategy in Higher Broughton is the redevelopment of the Broughton Green area through a partnership of the Royal Bank of Scotland, InPartnership Limited, City Spirit, Taylor Woodrow and Salford City Council. The scheme will provide 700 new, predominantly family houses and apartments, over a seven-year period, supported by an £88million private sector investment.

The 2008–11 period will see the clearance of the ‘top streets’ area of Broughton Green to deliver the next phase of the development.

In the adjacent Broughton Renewal Area, a mixed programme of selective demolition, small-scale development, environmental improvements and streetscaping work will be taken forward.

A range of interventions by a number of partners will secure the comprehensive regeneration of the MIA. These include the construction of a new Jewish girls’ high school and the development of a community hub, including a new library, nursery, community resource facilities and meeting rooms, as well as retail and health provision. A new sports ground will also be provided as part of the redevelopment.

Lower Broughton

The £500million regeneration of Lower Broughton aims to maximise the potential offered by the River Irwell and the neighbourhood’s proximity to the regional centre and will see the creation of a sustainable new community of over 3,500 mixed-tenure homes and a full range of community facilities and services, including shops, leisure, employment, education and training. The redevelopment is being delivered by a partnership comprising Countryside Properties, Salford City Council and partner-registered social landlords. Phase 1 is currently on site delivering 432 new homes.

Key interventions during 2008–11 will include the acquisition and clearance of poor-quality social rented housing and commercial properties to enable further phases of new family-size housing to be built. Relocation packages for existing residents whose houses are to be demolished will be funded using HMR resources to help them stay in the area. The market renewal programme will also attract external funding to help in achieving a sustainable social rented housing market, through Salford City Council’s lead RSL partners in the area and the Housing Corporation, via the Affordable Housing Programme.

North Irwell

The overall regeneration and transformation of the North Irwell MIA is being led by the community-driven Charlestown and Local Kersal New Deal for Communities (NDC) Partnership via its Delivery Plan 2001–11 and its seven-year Development Framework agreed in 2004.

The North Irwell Market Renewal Programme aims to transform the area by the development of over 2,500 new homes in a range of types and tenures. Opportunities provided by the River Irwell, the open space and views in all directions will be maximised, with over 1,000 new homes provided along the riverside.

The economy will be strengthened by key regional projects, such as the Salford Innovation Park and Sports Village, and residents will benefit from an improved range of public and retail services. The community will be better connected with other neighbourhoods in central Salford and with opportunities along the Chapel Street Corridor and the regional centre. A developer consortium made up of Miller Homes and Inspired Developments has been appointed to deliver this renewal.

Key interventions during 2008–11 include acquiring homes, relocating residents/tenants, demolition and site treatment to prepare for development, as well as the completion of external home improvement programmes. During the programme period, additional social housing will also be provided in the area by Contour Housing Group, funded through the National Affordable Housing Programme.

The overall regeneration programme for the MIA attracts a substantial amount of complementary, non-housing investment by a range of partners in order to secure a truly sustainable neighbourhood. It links HMR investment to wider regeneration priorities and the Central Salford URC investment that will focus on key infrastructure and transport-related interventions.

Key investments include the delivery of a new Albion High School, built via a PFI bid and New Deal money, and a new primary school. There will also be new Local Improvement Finance Trust (LIFT) centres that will provide new healthcare facilities in Charlestown and Kersal, as well as Salford Innovation Park – a £9.5million North West Development Agency (NWDA)-funded scheme in partnership with the University of Salford to provide a new innovation centre in Salford.

Greater Harpurhey

Within the North Manchester Strategic Regeneration Framework, the Greater Harpurhey area is identified as a key investment priority in unlocking the redevelopment potential for the north Manchester housing market, building upon its adjacency to the M60 orbital motorway and its proximity to the regional centre.

During 2008–11 the key aspects of the HMR programme will be to:

- deliver new family housing on the 6.8 hectares of land assembled through the 2003–06 programme
- achieve financial closure on land assembly projects commenced in earlier years
- take forward acquisition and demolition under the recently agreed Kingsley Avenue Compulsory Purchase Order clearance scheme
- deliver a programme of external facelift schemes in strategic locations to provide support for more sustainable areas and protect investment in new sites
- take forward a targeted programme of intervention to deliver new options for low-cost home ownership, including the refurbishment and sale of empty properties and the deconversion of private rented properties
- undertake streetscape/environmental schemes, combined with intensive neighbourhood management services (including landlord licensing) to ensure the sustainability of the neighbourhood.

Linked to this activity, major investment in physical, economic and social infrastructure in the Collyhurst neighbourhood is proposed through a potential PFI project. This is currently valued at £150million and is intended to radically remodel the poorly designed social housing stock, diversifying the tenure mix and increasing housing choices. This scheme will improve a major route northwards out of the city centre and support the housing restructuring activity being carried out in Harpurhey. Other sites will be brought forward for development in the Irk Valley and Blackley Village.

Complementary economic, social and physical activities have the potential to bring about change in the housing market and are local drivers for the overall regeneration of Greater Harpurhey. They include:

- further phases of development of Central Park, a new regional urban mixed-use business park in the south-eastern part of Harpurhey ward (bordering the east Manchester ADF), with the potential to create up to 10,000 jobs over the next 10–12 years
- improvements to local and adjacent schools through Building Schools for the Future, including a new academy on the border between Harpurhey and Collyhurst
- improvements to significant recreational and open spaces, such as Boggart Hole Clough, Moston Brook, Irk Valley and Queens Park.

East Central Manchester

Market renewal interventions in both East Central Manchester and the Lower East Corridor support the long-term regeneration plans developed by New East Manchester (NEM) URC. NEM is spearheading a comprehensive programme of economic, physical and social regeneration in the area. The East Manchester Strategic Regeneration Framework sets out an ambitious agenda to transform the area's fortunes, addressing housing, economic development, employment, education and transport issues in a fully integrated way.

The proximity of East Central Manchester to the regional centre provides an opportunity to expand the success of city living into the east of the city and address the broader weaknesses in the housing market and neighbourhood conditions.

Market renewal investment in East Central Manchester during 2008–11 will be less than in most of the other Major Intervention Areas, reflecting the level of public investment that has taken place already within the neighbourhood to assemble sites for development. However, while Pathfinder resources are not directly contributing to all schemes, the investment of the programme is crucial in helping to raise the area's profile and give developers confidence to invest.

Building on the success of the 2003–08 period, priority interventions over the next three years will involve:

- the conclusion of acquisitions and demolitions in order to create the remaining phases of new development in Beswick by Lovells and Gleasons, leading to the construction of 1,100 houses and apartments
- the modernisation of socially rented stock by Eastland Homes
- private sector-led housing and mixed-use developments in Ancoats, New Islington and the Ashton Canal corridor, leading out of the city centre, supported and accelerated by HMR through the provision of relocation packages and environmental improvement works
- the Miles Platting Private Finance Initiative scheme, to remodel and refurbish the social housing stock and improve neighbourhood conditions, including the provision of between 1,000 and 1,500 private homes for sale.

Key complementary activities include:

- the construction of the proposed east Manchester and Ashton-under-Lyne Metrolink line, which will serve east central Manchester, enhancing links to the city centre and employment opportunities
- the development of a new academy in Beswick, and the redevelopment of Beswick District Centre and other retail areas.

Lower East Corridor

HMR resources will continue to support the remodelling of stock and transformation of neighbourhood conditions begun during the 2003–06 programme period. Significant new sites will be made available for redevelopment, highlighting the transformation that will take place, with new provision to be more balanced in terms of tenure, household size and value.

Key activities will include:

- taking forward acquisition and clearance activities within the Eccleshall Street CPO area
- significant redevelopment of the Toxteth Street area, where a CPO order will be submitted in November 2007, and to refurbish adjacent sustainable stock
- a mixed programme of acquisition, clearance and high-quality environmental improvements in the Walsden Street area
- the provision of relocation assistance and equity release loans to households to enable rehousing of existing residents.

HMR investment will be made in the Lower East Corridor as part of a much broader package of public and private sector investment to secure the area's long-term renewal. Some of the developments outlined for east central Manchester, such as the Metrolink extension, as well as Central Business Park and new area policing teams, will also support HMR activity in the Corridor. Other activities to improve neighbourhood conditions include:

- further development of employment opportunities at the Sportcity complex, where a Super Casino proposal is being reviewed
- the development of a new primary school in the Ashton New Road neighbourhood, with proposals for the inclusion of other community facilities
- the upgrading of the Openshaw District Centre by Dransfield Properties, to upgrade the retail and leisure provision and provide local employment opportunities.

Moss Side

The aim is to turn around the tenure mix in the area, to significantly reduce the level of social and privately rented housing through the provision of quality new housing, investment in more sustainable stock, and selective removal of the poorest quality housing.

The housing investment will integrate with improvements to other services and the local environment, and the image of the area will be improved. This will make it more attractive to economically active residents, especially those employed in the surrounding knowledge-based industries (such as the universities and the Science Park), while providing more affordable homes than in some other parts of south Manchester. At the same time, improvements to existing housing and provision of greater choice will help to retain existing residents.

The area has seen increasing market confidence over the past few years, demonstrated by an almost fourfold increase in overall property prices. However, market renewal investment is required to take advantage of the opportunities provided by the redevelopment of the former Maine Road Stadium to diversify the area's very limited housing offer.

The key elements of intervention are:

- the redevelopment of the former Maine Road Football Stadium site to provide 474 new homes for sale, complemented by the provision of educational and other community facilities and open space
- the development of options for the remodelling of the terraced stock within the Moss Side Zone 6 area, and the removal of the Stagecoach bus depot, which is currently adversely affecting the environment and image of the area. The redevelopment of the site will provide further new quality housing and help create a more attractive frontage on Princess Road (one of Manchester's major gateways)
- completion of a programme of home improvements and streetscaping activities to incorporate the wider area into these redevelopments.

Other investment to improve conditions in the area includes further development of the Princess Road Corridor as a prime office location, and the construction of a new primary school on the Maine Road development site.

Investments to stabilise adjacent neighbourhoods

MSP is also investing to a more limited extent in areas where market collapse is not as extensive as in the Major Intervention Areas, but where conditions are poor and early intervention is needed to avert further and permanent deterioration. In many cases, these areas are adjacent to MIAs and also to areas where the housing market is more buoyant. This means that investment is crucial to maximising the full impact of MIA activity and minimising the negative impact on surrounding housing markets.

As in the Major Intervention Areas, HMR investment will be made alongside a range of other investments to regenerate the areas, for example:

- redevelopment of Gorton and Cheetham District Centres
- improvements to schools through Building Schools for the Future programmes (for example, in Longsight and Crumpsall)
- improvements to social housing stock through the ALMO, PFI and RSL programmes
- other private housing developments (eg. the Gorton Monastery and Weaste bus depot sites)
- security and public realm improvements.

6 The Pathfinder in a wider context

Approaches to community engagement

One of the key strengths of MSP is the extent to which communities and local people have been, and will continue to be, actively engaged in the Market Renewal Programme.

The Pathfinder's framework for community engagement builds on the well-established, and, in many cases, innovative community engagement structures implemented by both Councils, including Community Plans/Strategies, Community Networks, neighbourhood management initiatives and good-practice projects.

Local people are engaged at all levels and stages of the city's regeneration programmes, including:

- At the strategic level – extensive consultation has taken place through the development of the four Strategic Regeneration Frameworks (SRFs), with local residents directly influencing their proposals and priorities. For example, New East Manchester is currently consulting on its revised SRF for 2008–18. Consultation methods include drop-in sessions, questionnaires, discussion forums, blogs and BSL videos.
- At the neighbourhood level, there has been extensive engagement with local communities that has demonstrated local people's ability to shape activity and proposals for the future. This has been done through Partnership Boards, community involvement programmes, neighbourhood planning/masterplanning and more formal consultation mechanisms for CPO/clearance schemes. For example, through the development of the Lower Broughton Design Code, residents and stakeholders have set out the ideal design and planning standards they want to see included in new developments.
- At the scheme/project level, delivery teams have demonstrated a commitment to ensure local people are supported through large-scale redevelopment. They have also listened to people's concerns and ideas on how to help them through the regeneration process. Individual support and assistance has been provided to enable displaced residents to determine the best course of action and to secure an appropriate alternative home with the minimum delay and uncertainty. Both authorities provide relocation assistance through a comprehensive equity loan package.

Working with partners

MSP works with a wide range of partners at all levels in delivering its programme.

At the **regional and sub-regional levels:**

All the key regional strategies for the north west (regional housing, economic and spatial strategies) have either been reviewed or are undergoing review.

The Examination in Public (EiP) on the draft Regional Spatial Strategy (RSS) took place in early 2007 followed by publication of the panel. MSP worked in partnership with AGMA to prepare for the RSS EiP and has taken an active role in commenting on all the regional strategies throughout their development.

MSP is also closely involved both in the development of a number of sub-regional strategies, and in seeking to ensure that these are consistent and mutually reinforcing. These include:

- 'Making Housing Count' in the Manchester city region – an extension of the evidence base developed for the MSP by the Research, Foresight and Intelligence (RFI) consortium. Key elements of this work include the Greater Manchester Forecasting Model, and from this a market report, strategic framework for future housing policy, and investment in the city region to support the drive for accelerated growth and reduction in social and economic disparities.
- The Manchester City Region Development Programme.
- The Manchester City Region Spatial Strategy was developed initially to feed into the RSS consultation process. It sets out the critical elements of the Spatial Policy framework for the city region, which its stakeholders believe should be reflected in RSS in order to achieve its optimum economic performance and a substantial reduction in disparities. It identifies the inner areas around the regional centre (ie. the MSP area) as 'the first priority (in the city region) for residential development in order to secure a significant increase in the population of these areas, and to support major regeneration activity, the improvement of community facilities and the creation of sustainable communities'. The Strategy will be updated following the RSS consultation process.
- New Growth Point proposal for Greater Manchester.

At the **Pathfinder/local level:**

The Pathfinder's programme is delivered within the operational framework of the Local Strategic Partnerships, URCs and Regeneration Partnerships within the two cities. MSP engages at a strategic and local delivery level with the full range of stakeholders, including funding partners (such as EP, NWDA and the Housing Corporation), advisory bodies (such as CABE, English Heritage and the Environment Agency), developers, RSLs, local businesses and residents.

MSP has introduced an innovative Development Sounding Board to its Partnership Body meeting schedule, whose principal aim is to critique housing development plans as they are drawn up. This allows members to directly advise local delivery teams on fledgling housing schemes – both HMR and wider housing regeneration – in advance of consulting on the masterplanning options.

Respect

MSP is committed to encouraging respect in its neighbourhoods. We have produced a Respect Delivery Plan to demonstrate how we are contributing to this agenda, both directly through our own actions and indirectly through working with other partners.

Many areas of the Respect agenda, such as neighbourhood management and enforcement action to tackle antisocial behaviour and support vulnerable families, lie within the remit of MSP's partners in the Crime and Disorder Reduction Partnerships, local authorities and RSLs. MSP works jointly with these partners at both a strategic and local level to ensure the effectiveness of activities within our neighbourhoods.

MSP also plays a direct role in tackling antisocial behaviour through:

- Addressing community safety issues by ensuring that new housing developments comply with 'secure by design' principles.
- Extensive consultation with local communities (as outlined above).
- Effecting increased community pride and confidence through the creation of communal and defensible space via alley-gating and associated environmental improvements.
- Extending the activities of Manchester's Antisocial Behaviour Action Team and Mediation Service (dealing with neighbour disputes) into private sector housing. The Mediation Service gained the prestigious Charter Mark award in December 2006.
- Improving management of the private rented sector through accreditation and licensing.

Neighbourhood management

A neighbourhood management approach is fundamental to securing long-term radical change and building confidence with neighbourhoods. Initiatives that help to create a safe and secure environment, improve the quality and attractiveness of areas and promote cross-departmental/cross-agency service delivery are fundamental elements of market renewal success. The neighbourhood approach also enables local people to actively manage and direct resources and activities within their neighbourhood.

MSP has a specific intervention, sustaining neighbourhoods to encourage and support effective neighbourhood management through capital activity, such as environmental improvements, alley-gating and streetscaping. There is also an important strand of revenue neighbourhood management activity (the tackling of antisocial behaviour and neighbour nuisance), which is critical to the MSP investment strategy.

Design and heritage

MSP has assessed the value of heritage throughout its development of local plans for neighbourhoods affected. In some areas local neighbourhood planning has involved undertaking detailed heritage characterisation studies in conjunction with English Heritage.

It is of critical importance to the eventual success of the Pathfinder that replacement housing and new physical infrastructure are of the highest quality. MSP seeks to establish high standards of design and specification through the planning process and through far-sighted development agreements.

Both Manchester and Salford have taken a proactive approach to ensuring good design throughout all developments. Manchester City Council adopted a revised version of its pioneering Guide to Development as a Supplementary Planning Document in 2007; this guide has a greater environmental sustainability emphasis.

Salford City Council has recently published a draft of 'Shaping Salford', a supplementary planning document on design. The guide has been developed through a high-profile consultation process with local residents, businesses and stakeholders, including the Commission for Architecture and the Built Environment (CABE).

CABE are also working with the Pathfinder, through its Technical subcommittee, to review and challenge schemes to identify areas of good practice, and equally highlight factors that could contribute to poor-quality design.

MSP maintains good links with English Heritage, through both authorities. Salford City Council and English Heritage have jointly funded a strategic conservation officer post whose work includes housing market renewal issues.

MSP has already been considering heritage issues through neighbourhood planning processes by involving representatives from organisations such as CABE, which will make recommendations on such matters. In addition, all neighbourhood planning work has extensive resident and stakeholder engagement, which will identify any buildings or assets of significance to the local community for historical, architectural or nostalgic reasons.

7 Governance

The Manchester Salford Pathfinder operates as an informal unincorporated partnership between the two Councils of Manchester and Salford.

MSP Partnership Body

The Partnership Body operates as the governing body function of MSP, providing:

- strategic direction for the Pathfinder in its task of restructuring housing markets at the core of the Manchester Salford conurbation
- independent scrutiny of programmes of work and specific schemes prior to their approval
- a challenge process in terms of the relevant strategies, plans and policies of the two Councils that relate to implementing market restructuring
- a key role in influencing key regional and sub-regional bodies whose activities impact upon the programme
- an accountability function scrutinising the performance of delivery agents in terms of the use they make of HMR resources allocated.

The Partnership Body is led by an independent chair, Michael Harloe, Vice-Chancellor of the University of Salford, with elected member representatives from Manchester and Salford City Councils, and private sector representatives from the fields of development, architecture and urbanism, property consultancy and finance. The Partnership Body also has representatives from key public agencies – the North West Development Agency, English Partnerships and the Housing Corporation. The Government Office North West also attends Partnership Body meetings.

Partnership Body subcommittees

The Partnership Body has established three subcommittees to assist in the co-ordination and scrutiny of activities:

- Strategy subcommittee
- Programme Co-ordination and Scrutiny subcommittee
- Technical subcommittee.

The Strategy subcommittee's area of responsibility is to periodically review the development of forward strategies, review progress made in undertaking research, foresight and intelligence work, and to consider proposals for future research work streams.

The Programme Co-ordination and Scrutiny subcommittee has responsibility for the oversight of the appraisal, approval and performance monitoring of the Pathfinder's Investment Programme.

The Technical subcommittee reviews the development of policies and procedures that deliver the activities of the Pathfinder on the ground and acts as an informal sounding board as development proposals and initiatives are drawn up.

Technical adviser

The MSP established a technical adviser function in advance of the original prospectus to ensure that the Partnership has access to robust and independent scrutiny, advice and expertise. EKOS Consulting is contracted to carry out this role until March 2008. Specifically, the technical adviser:

- plays a key role in relation to independent project appraisal and recommendations to the Partnership Body in advance of decisions being made on funding issues
- assists with the development of performance monitoring and evaluation frameworks
- undertakes independent reviews of projects, policies, procedures and systems
- offers technical advice and support as any obstacles to implementation are identified.

A further procurement process will be undertaken to appoint a technical adviser for future financial years.

Integrated secretariat

The Manchester Salford Pathfinder has established an integrated secretariat, led by a Pathfinder director, who:

- oversees and co-ordinates the strategic direction of the Pathfinder's activities
- co-ordinates and performance manages the Pathfinder's investment programme, manages relationships with key stakeholders, including regional agencies and Government departments
- co-ordinates systems development, including GIS, together with impact assessment/monitoring across the Pathfinder
- procures and delivers independent research and market intelligence activity.

Delivery arrangements

Responsibility for delivery of the investment programme rests with the area-based structures that have been established to take forward the Strategic Regeneration Frameworks in particular localities; for example:

- the New East Manchester URC covering the eastern parts of the Pathfinder area
- Salix Homes, the newly established Regeneration ALMO for Central Salford
- the New Deal for Communities Partnership in Charlestown and Kersal
- area-based regeneration and housing teams in north and south Manchester.



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