



Improving the quality of life in Large Urban Distressed Areas

New East Manchester

E-Compendium: Good Practice Case Studies



Introduction

The purpose of the e-compendium case studies is to provide information about the experiences of large urban distressed areas in Europe. All of the case studies are linked to the LUDA project, either as partner cities or as reference cities. This case study focuses on New East Manchester. Manchester is one of the six partner cities in the LUDA project, and New East Manchester is a large area which is undergoing regeneration and renewal.

This case study gives a brief outline of the area's history; the challenges it faces and the potential it has for redevelopment. The case study then discusses the current approach to regeneration in New East Manchester, and gives a detailed account of one part of the process. In this case, this focuses on the preparation of the area's community development framework.

The e-compendium is designed to be used online. The text includes interactive links which allow you to move around the document, to link to other handbooks, or to open websites. Links are shown as **coloured text**. You can also find the links by looking for icons in the page margins, as shown here.



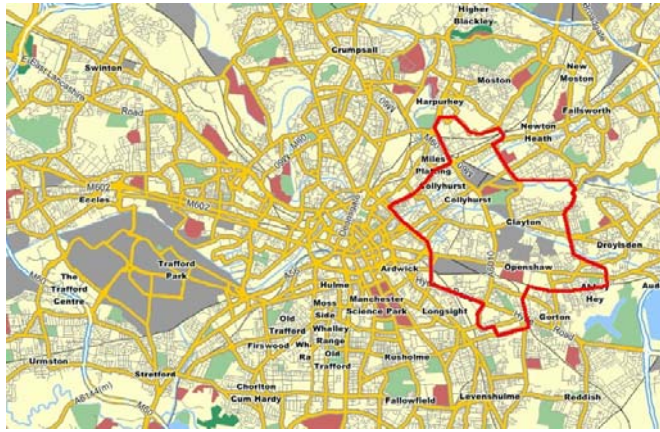
If you prefer to read this handbook like a normal book, then you can print it out. Please note that all of the handbooks are designed for double-sided printing.

Acknowledgements

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The City of Manchester with East Manchester in red

I. Overview

East Manchester covers an area of 1,100ha from the city centre out to its eastern boundary and is home to around 31,500 inhabitants. Over the last 30 years, much of the area's industry has disappeared, leaving behind large areas of low quality residential and industrial stock which feature complex social, economic and structural distress. The area is characterised by high rates of unemployment, low skill levels and an overall mortality rate 50% higher than the national average. An unprecedented range of regeneration activities are being focused on East Manchester: in targeting social, economic and physical problems, driven by the communities' own priorities, the aim is to make a major difference to the environments, lives and prospects of East Manchester's residents.

2. History and background

The City of Manchester

The City of Manchester is located in the north-west of England and covers a total area of 115.65 km², with a population of approximately 432,500. It represents the centre of the large metropolitan county of Greater Manchester, which hosts an aggregate population of over 2.5 million and spans 1284.6 km². Manchester is the commercial, financial, educational and cultural capital of the UK's largest economic region outside London. The city, which has been a pioneer of free trade, economic liberalism and the co-operative movement, is now an international city-region and a valuable location for business. It is a dynamic and cosmopolitan city, with a multi-cultural population, and is a centre of architectural and cultural innovation.

The end of the 19th century saw Manchester's economic growth slow down dramatically; stalled by the depression of the 1890s and growing competition from the textiles of the USA and Europe. Instead of modernisation, Manchester's mill owners focused on the markets of the British Empire, ultimately leading to the industry's final demise in the mid-20th century. As a centre for traditional manufacturing industry, the area suffered particularly badly from the economic recessions of the 1970s and 1980s, losing 60% of its employment base between 1975 and 1985.

Following the extensive damage caused by an IRA attack in 1996, the city seized the opportunity to refurbish the town centre with new public spaces and imaginative modern architecture. Despite the atrophied state of the manufacturing industries and the rise in unemployment, Manchester remained a growth centre for the services sector and an important financial centre and favoured business location for European and international companies, with a reputation for quality and excellence, with the establishment of the first bio-centre incubator park and a wide range of new innovation centres.

East Manchester

East Manchester covers a large segment of the city - 1,100 ha - from the city centre to its eastern boundary. It belongs to the strip of urban land extending along the city centre from the north to the airport. The boundaries of the area, within the mixed-use 'patchwork' of land forming north-east Manchester, has been defined by New East Manchester Ltd using the National Deprivation Index. The population of East Manchester is approx. 31,500 inhabitants, with approximately 29 inhabitants per hectare. However, the population is not evenly distributed: the area features both patches of land with no population at all (open space, post-industrial areas) and high-density residential areas.

Over the past 30 years, much of the industry driving the area's economy has disappeared, leaving behind large expanses of ex-industrial space suffering from complex social, economical and structural distress. This can be related to the existence of low quality residential and industrial stock and is characterised by high levels of unemployment along with a range of other problems. The physical environment of East Manchester reflects its status as a historic industrial area, with physical assets including historic buildings and waterways but also many derelict and under-used structures and large areas of degraded land. Approximately 30% of the buildings in the East Manchester area are vacant.

3. The Challenge

The deprivation in East Manchester largely relates to structural and socio-economic dimensions. Dramatic decline in the population over recent years remains in contrast to population growth in other parts of Manchester. The area has seen an increase in the number of single parent households and a higher proportion of young and retired people compared with the rest of the city, region and the UK. Those who are of working age are typically low earners and many are unemployed and in receipt of benefits (the current unemployment rate is 12%). East Manchester has higher morbidity and premature mortality rates than the rest of Manchester, which itself has rates far in excess of the national average. East Manchester has an overall mortality rate over 50% higher than the national average. Death from lung cancer is twice the national average and respiratory disease is also well above the national rates. The high crime levels affects the communities' feelings of safety and security. Due to the poor infrastructure and environment, in addition to poor community and retail facilities, the real estate market has experienced a collapse.

East Manchester currently experiences relatively lower levels of economic activity than Manchester as a whole, Greater Manchester, the North West and the rest of the UK. The market is under-represented in the professional services sector (banking, finance and insurance). There are also major problems facing the area in terms of workforce development. Many local businesses find it difficult to recruit locally yet, at the same time, people in East Manchester have difficulties in finding jobs, highlighting the discrepancy existing between the needs of business and the skills available from within East Manchester. Skill levels within East Manchester are low and that there is a general lack of the right practical and vocational skills (particularly IT, basic literacy and numeracy, and life skills) required to secure the jobs that are on offer.

4. Potential

Despite its recent decline, East Manchester remains one of the region's major concentrations of industry and employment, therefore its status as an important economic driver can be safeguarded and developed. The area contains a wealth of largely under-utilised built and open space resources. It has a large number of historic mill and warehouse buildings, many of which are unique, concentrated in the Ancoats area and on the Ashton Canal Corridor. The area's industrial heritage is also reflected in a number of other clusters of industrial activity and in the extensive railway lines and sidings to the north and south of the area. The recent completion of the M60 motorway ring road provides the eastern side of the conurbation with better accessibility, with the links to the motorway from East Manchester.

The area has two major man-made waterways – the Ashton and Rochdale canals. Significant natural features include the River Medlock, which runs through the area, although the corridor is poorly maintained and of low environmental quality. There are also a number of parks and other green spaces including the large Victorian Philips Park, which is of historic importance. However, many of these parks are in need of investment and upgrading.

East Manchester's industrial legacy can be rehabilitated to create an environment for living and working in. There is an opportunity to transform the River Medlock and its valley, particularly in its western section, into a green, attractive environment that will attract and support high quality housing developments.

5. Approach

An unprecedented range of regeneration initiatives are focused on East Manchester. Important social, economic and physical programmes are already targeting the area. Together, all of these programmes provide the basis for a major improvement in the lives and prospects of residents. Driven by the communities' own priorities, their main objectives include: reducing unemployment by creating and securing jobs for local people; tackling and improving community safety; improving the health and the well-being of the community; increasing educational attainment and access to work and providing resources to improve housing conditions and community and leisure facilities.



The time scale of the applied projects is long-term and spans from 1994 to 2010/ 2012 under the operational management of the New East Manchester Limited, established in 1999 as the second Urban Regeneration Company. The company represents a partnership between national (English Partnerships, initiative of Office of the Deputy Prime Minister), regional (North West Development Agency) and local government (Manchester City Council), with local communities playing a full part.

At the heart of this commitment to improve the life quality in East Manchester, by the government at national, regional and local level, is a combined programme entitled 'Beacons for a Brighter Future', formed to provide strategic direction and ensure a holistic approach. The initiative relies on community and resident involvement and stresses the importance of ensuring mainstream service providers deliver better quality local services. The Regeneration Framework for New East Manchester provides the basis for how the regeneration process will be taken forward over the next ten years and beyond.

The regeneration seeks to: double the population over 10 – 15 years (to 60,000 inhabitants); build up to 12,500 new homes offering a range of tenure and type; improve 7,000 existing homes; create a 160ha business park; establish a Sportcity complex with 48,000 seat stadium and associated facilities; create a new town centre with retail provision, integrated public transport system and new regional park system; and to increase educational attainment above the city average.

6. Tools & Methods

The regeneration framework for East Manchester should be seen within the context of the City Growth Strategy concept (CGS) which uses private enterprise as a trigger for regeneration. The "Manchester: Knowledge Capital" vision, with the City as central to the professional activities, and a City Pride Prospectus (1994), a document setting out a long-term vision for the economic and social regeneration of the core of the Greater Manchester, are two further documents to support the strategic regeneration framework for the whole conurbation. The aim of the City Pride Partnership is sustainable growth and regeneration based upon partnership and the full involvement of communities. Many parts of the City Pride area remain affected by crime and issues of personal safety, low educational attainment, inadequate vocational skills, high levels of unemployment and benefit dependency and poor quality of housing and environment. There is a clear need to break the persistent cycle of deprivation and exclusion.

A revised City Pride Prospectus reaffirmed the vision and strategic framework established in 1994 but also reflected a number of key themes which have emerged subsequently, namely: the 2002 Commonwealth Games; the renewal of the regional centre following the bomb-damage and the development of sustainable communities through integrated regeneration activity.

Manchester City Council, co-ordinated through the Regeneration Division of Chief Executive's Department, and working in partnership with private, other public, voluntary and community sectors, has developed a series of area-based strategies. These are designed to create more sustainable communities through an integrated programme of economic, social and environmental development. There are two core objectives to East Manchester's regeneration, recognised by the general Manchester redevelopment strategy. One is to create sustainable communities by making East Manchester an attractive place to live and work, with a range and quality of facilities and services that the local community needs and also by ensuring that economic benefit is secured for local people. The other is that East Manchester maximises the contribution it can make to the regional national and global economy.

'Beacons for a Brighter Future' was established to manage the social dimensions of rehabilitation and initially implemented a large-scale survey in order to identify the key issues that had to be faced. As the legally-recognised innovative unit (Pathfinder status), the partnership has been able to adhere less strictly to the funding programme's regulations.

Every effort has been taken to reach the broadest possible group; particularly important in such a large and complex area inhabited by diverse, and often marginalised, communities. Diversity of action has been a crucial factor and, in the case of Beacons for a Brighter Future, this has meant establishing over 30 focus groups dealing with 6 key social themes. These focus groups generate a significant number of specific projects each year, which then become the responsibility of the programme managers for each of the themes and focus groups. The distribution of funding to various independent projects allows a greater proportion of the funding to be focused on broader regeneration activities.

7. Innovation

Local Partnership Structures

Each of the area regeneration initiatives in Manchester has established local partnership structures where the various sectors, alongside the community, define the priorities for their area. The work undertaken over the last years has laid the foundations for a new approach by the local authorities with other statutory and non-statutory agencies to work together to be more responsive to the needs of local communities. Much more needs to be done, including the need for additional resources but, through continued partnership working, Manchester should become a more economically inclusive and accountable city, able to deliver better quality and cost effective services that address local needs to improve the quality of life of the residents.

Towards Digital Community for New East Manchester

The "Eastserve" initiative is an innovation on a grand scale and is likely to continue to influence future NEM communities. It contributes to the overall integration of the citizens by offering them a completely new experience: that of exchanging thoughts and opinions online, regardless of age, gender, ethnicity, mobility etc, and communicating together with government institu-

tions. This service can provide access to the planning and implementation process; improvements to local safety and security (with GIS-enabled crime reporting options); information and increased accessibility to information such as job vacancies; and information on activities and events in the local area. It can also be used as a tool to resolve community conflicts, by providing moderators with the opportunity to observe social discourse, gauge the moods of the communities, recognise behaviour patterns of users and, at the same time, provide the chance to follow the causes for and development of the conflicts, helping them to “disarm” the most aggressive participants. The programme not only provides the facilities, connections, installations and offers a free, assisted trial period but also subsidises further learning and training activities.

Successful Incorporation of the Event into the Redevelopment Process

In 2002, Manchester hosted the Commonwealth Games and made extensive use of the main stadium at Eastlands, in the heart of East Manchester. The stadium, home of Manchester City Football Club, is the centrepiece of a sporting and leisure complex known as ‘Sportcity’ which also includes the English Institute of Sport, National Squash Centre, Regional Athletics Arena, Manchester Tennis Centre, and a range of commercial facilities, to complement the existing Velodrome. From a physical perspective, the location of such a magnificent stadium on a large, vacant former industrial site has had a profound impact on creating a new image and providing new focus for much of the intended urban regeneration. Sportcity should provide the impetus for a new town centre in East Manchester. The construction and operational requirements of the stadium and other new facilities also provide significant employment opportunities for local residents.

8. Results

It was vitally important for the Manchester redevelopment to understand the key economic assets and potential opportunities available within the area. This analysis provided the direction for the types of business investment, the range of skills and the enterprise support services that needed to be developed to stimulate economic activity. The offer of the land capacity to meet market demand for East Manchester was very important in developing an economic and investment programme, as the businesses require a range of land availability and uses to make appropriate investments in different scales of business activity. Sustainable economic regeneration can only be achieved with the formal involvement of the private sector, where the key is ensuring that the property and market offer within the area is attractive and potentially profitable to business. Overall improvement of investment within the area should generate sustainable jobs for the local community. Also important is the quality and appropriateness of the housing stock available, in terms of maintaining a stable residential base and attracting new people, who will need to provide their skills for the businesses located in the area.

In order to sustain economic investment and to generate benefits for local people, residents must have the basic skills required by business. Both the skill bases and the infrastructure for ICTs are important when developing knowledge-based economies, as noted in the overall strategy for Manchester. For the cities like Manchester where there is anticipated large scale growth in knowledge-based activity, the provision of hard infrastructure to support creative and knowledge-intensive businesses, and ensure appropriate skills are being developed within the labour supply pool, is vital.



9. Further Information and Links

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