

Manchester Sustainable Community Strategy 2006 – 2015

1. Introduction

- 1.1 This Sustainable Community Strategy has been produced by Manchester City Council and the Manchester Partnership (Manchester's Local Strategic Partnership). It is the overarching partnership strategy within Manchester. It fits into and supports a framework of other partnership strategies including the Manchester Partnership's, thematic partnership's: economic and local employment; culture; children and young people; sustainable neighbourhoods (including the environment and sustainability and housing market renewal); crime and disorder; health inequalities and transport as well as the valuing older people partnership.
- 1.2 The Sustainable Community Strategy also supports the City's Strategic Regeneration Frameworks for each district and neighbourhood action coordinated through the City's Ward Co-ordination system. The purpose is to add value to these partnership strategies by setting the agreed vision and priorities for the City and providing a clear and accountable delivery framework in which all partnerships and services can operate.
- 1.3 The City is at the core of the Manchester City region and the key economic driver of the north of England. The City region is driven by the economic success of the City itself and it generates nearly 50% of the value added output for the North West region. The jobs growth planned for in the City Region Development Programme (CRDP) is fundamental to the delivery of the Northern Way growth target and the Government's PSA targets in respect of the economic competitiveness of the English regions. Manchester will lead and drive growth in some of the most dynamic sectors including communications, life sciences, financial and professional services, creative and media industries and advanced manufacturing. Our strategies, including the CRDP, Manchester: Knowledge Capital and the Greater Manchester Economic Development Plan will underpin the delivery of the outcomes required in the Regional Economic Strategy and the Northern Way. Manchester's success is critical both to the people of the City and to the success of the North as a whole.
- 1.4 This strategy revises and updates Manchester's first Community Strategy published in 2002. The strategy has been reshaped as a Sustainable Community Strategy to emphasise its role in integrating social, economic and environmental strategies to create sustainable communities – places where people choose to live. This strategy is therefore linked with the development of Manchester's first Local Development Framework which will set out the spatial strategy for the City.

2. Context

- 2.1 Manchester's history is of creativity and innovation - making things happen. In the 18th and 19th centuries it was the first industrial City. The late 20th century saw the decline of the City's manufacturing industry and population but over the last ten years Manchester has modernised. The City's economy has moved from manufacturing based to knowledge based industries. Over the past five years there has been over £2bn of private investment into the City and 45,000 new jobs have been created, predominately high skilled jobs.
- 2.2 Manchester is dynamic and creative because it is incredibly diverse. We welcome people from all over the world for the contribution they can make. The gay community and black and minority ethnic groups have helped shape the City's success and style. There has been a flowering of cultural and leisure facilities and a growth in civic pride. Manchester is seen as a modern, stimulating, entrepreneurial City.
- 2.3 However, whilst the economy has been restructured and new jobs are being created the City is still tackling the social, physical and environmental legacy of 20 – 30 years of economic decline. Manchester is the third most deprived district in the country and 60% of the City's neighbourhoods (measured by Super Output Areas) are the worst 10% nationally. The core themes of the strategy for Manchester are therefore to continue to grow the City's economy, to enable more Manchester people and communities to share in and to benefit more directly from the City's success and to build neighbourhoods of choice to retain communities.

3. The evidence base

- 3.1 This strategy is backed by rigorous evidence based analysis. The City's performance against the objectives and targets set out in the first Community Strategy have been used to shape the vision and priorities for the next ten years. Lessons learned from delivering the first Community Strategy have shaped the delivery framework for this new Strategy.
- 3.2 Over the past year the organisations within the Manchester Partnership have conducted an array of surveys and other consultation exercises with Manchester people. Evidence from all of those surveys and consultations have been collated and analysed to produce a baseline of residents' priorities and perceptions. Top priorities include education and training for young people, employment, personal responsibility for health, that the City's people are the most important factor in its future and that anti-social behaviour dominates how residents view living in Manchester. An issue which runs through the analysis is respect, that employment and education will generate self-respect and through this collective self-esteem will contribute to creating strong communities.

3.3 When Manchester people were asked about the role of themselves and their communities in the City's future success – what makes a good Mancunian – the top six themes were:

- Friendly: friendly, sociable and welcoming – the type of person who will smile at people in the street for no reason.
- Proud: proud of their City, its rich history, of its standing in the UK and the world and of its people and representatives.
- Respectful: respect for the City and people – a person who really cares and who thinks about how their actions impact on others and the environment.
- Passionate: passionate and enthusiastic about improving the community and environment they live in – and is an ambassador for the City.
- A good sense of humour – an ability to laugh at oneself as well as the Manchester weather.
- Welcoming: embraces the multi-racial and diverse nature of Manchester and its people.

3.4 The emphasis on neighbourhoods of choice is backed by a strong evidence base underpinning the need to create competitive housing markets with a range of house types and values that can attract new higher earning residents and encourage existing residents to stay as they share in the City's success. Analysis of economic, population and household forecasting models shows that the level of economic growth envisaged will require significant population and household growth. The supply of housing to accommodate that growth is therefore a key component of creating a sustainable future for the City.

3.5 The evidence base for the City Region Development Programme and Manchester: Knowledge Capital estimates that over 100,000 jobs will be created in the City over the next ten years. Most of these will be high value, high skilled jobs. This contrasts with a detailed analysis of current learning and skills in the City. There is a skills gap that needs to be closed if the City's children and young people are to access the jobs of the future. Analysis of the City's working age population demonstrates the critical importance of enabling more people to move from benefits into work as key to reducing the unacceptable levels of deprivation in Manchester.

3.6 The evidence base compiled for the City Region Development Programme and other economic strategies identifies the sectors of activity which will make the greatest contribution to economic growth. These are Manchester Airport; financial and professional services; life

science industries; creative and media; advanced manufacturing and communications.

- 3.7 At district level Strategic Regeneration Frameworks are supported by detailed analysis of each area's strengths, weaknesses, opportunities and threats and by consultation with residents, community groups and other stakeholders.
- 3.8 The purpose of this strategy is to take the key messages from all of the above evidence sources to create a single vision and set of priorities for the City.

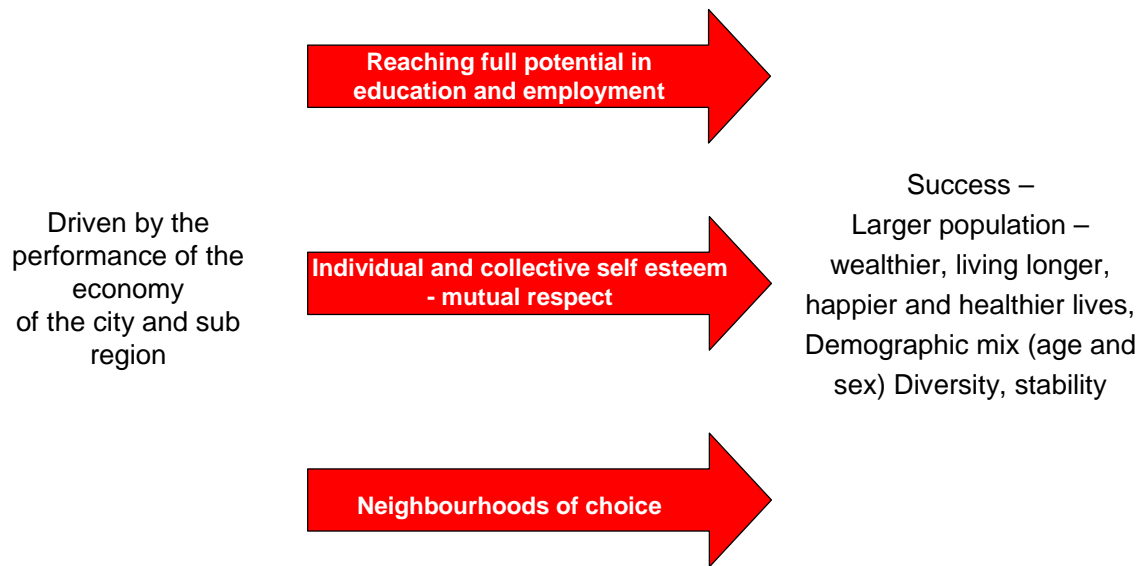
4. Vision

4.1 By 2015 Manchester will be:

- A world class City, as competitive as the best international cities.
- A City that meets and exceeds the needs of all residents, with particular regard to those of residents who have been socially excluded.
- A Knowledge Capital driving education and employment,
- A City that stands out as uniquely enterprising, creative and industrious. An inspirational, welcoming and inclusive City; continuously striving to go further.
- A City of opportunities; which invites and inspires people to succeed.
- A City whose population is highly skilled, motivated and wealth creating. A population contributing to and benefiting from the City's success; individuals achieving their full potential and having a great sense of participation and well-being.
- A City of successful neighbourhoods which attract and retain successful people from diverse communities and in which people feel secure and supported.
- A pioneering City of the Third Age that values the achievements and contributions made by older people and respects and meets their needs.
- A green City proud of its rapidly improving local and global environmental performance and the contribution of the environmental sector and sustainable transport to economic growth.

4.2 The integration of the different elements of the vision and the direction of travel can be represented as:

Manchester – A World Class City



- 4.3 The three arrows at the centre of the diagram are the core drivers of success. They take the economic success described on the left and connect it to the better outcomes for Manchester people described on the right. We call the arrows spines because they cut across and support all of the actions required for success.
- 4.4 The pre-requisite to the spines is to create the conditions for sustainable economic success. The first of the three spines is for more of the people of the City to connect to our economic success and achieve their full potential through education and employment.
- 4.5 Recognising that people who reach their full potential often choose to leave the City, the bottom spine is to build truly sustainable communities where people choose to live because of the quality of life on offer.
- 4.6 The middle spine connects and supports the other two. This recognises that public services on their own cannot achieve these things. Partner agencies will facilitate and support individuals and communities to achieve their full potential, to raise their ambitions, to have mutual respect both for themselves and their communities. Everything we do in the City is focused on the realisation of these spines.

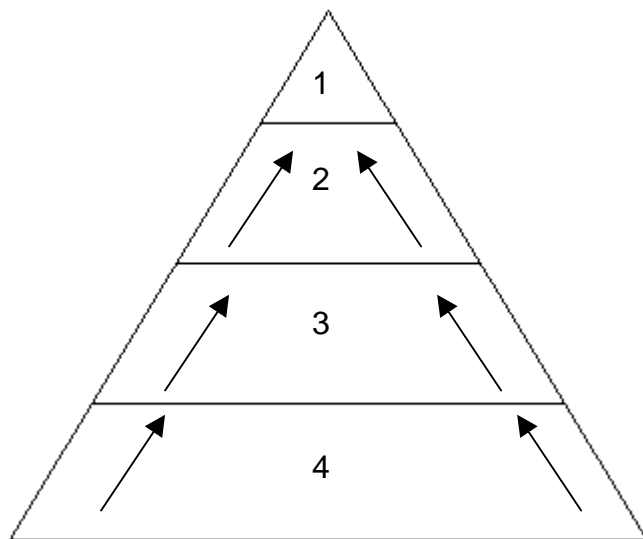
5. Outcomes and Indicators

- 5.1 If we achieve our vision Manchester and its population will be very different in 2015.
- Manchester will be in the top 10 of European business destinations.
 - The population of the City will be around 480,000.

- There will be a higher percentage of working families.
- Levels of owner occupancy will be around 60%.
- Productivity (Gross Value Added per head) for the City region will exceed the UK average.
- Manchester people will be wealthier, living longer, healthier and happier lives.
- Children and young people will be healthier, safer, more resilient and they will be fulfilling their potential.
- These outcomes will benefit all areas of the City – no neighbourhoods will be left behind.

5.2 It is proposed that progress towards the vision and outcomes be measured by a suite of ‘State of the City’ indicators, arranged over three levels, with each telling us something different about Manchester.

5.3 The diagram below illustrates how the levels of State of the City indicators are set out and their relationship with performance management across the Manchester Partnership.



1: State of the City Level 1: High-level overview linked to vision of the Community Strategy.

2: State of the City Level 2: Key indicators linked to spines of Community Strategy.

3: State of the City Level 3: High level thematic and area indicators (from thematic partnership action plans and Strategic Regeneration Frameworks). Incorporates all LAA and LPSA targets.

4: Thematic early-warning indicators (from thematic partnership action plans).

Level 1 Indicators

5.4 These indicators provide a high-level overview of success in meeting the vision for the City. The objective of this top level of indicators is to show the highest level outcomes of the vision and how they are affecting life in Manchester. The proposed indicators for level 1 are set out below.

Indicator	Rationale
Population	Key to monitoring the growth of the City
Gross Value Added	Measure of Manchester’s economy
Median Incomes (residence based)	Measure of the wealth of Manchester residents
Life-expectancy	Measure of the health of Manchester residents

% of residents who feel that their local area is a place where people from different background and communities can get on well together.	Measure of our diverse and cohesive communities
Resident satisfaction with neighbourhood/ Manchester as a place to live	Proxy measure of 'happiness' of Manchester residents

5.5 Where possible, these indicators will be used to measure the gap in performance of Manchester and national averages. Additionally, it may also be beneficial to compare Manchester's performance against these indicators with that of other Core Cities or other appropriate benchmarking areas. Additional indicators will be developed to measure how we compare against the best international cities.

5.6 These indicators will be used to produce an annual state of the City report to the Council and the Manchester Partnership Board.

Level 2 Indicators

5.7 Level Two indicators are linked to the three spines of the Community Strategy (Reaching potential through education and employment; creating neighbourhoods of choice; collective and individual self-esteem and mutual respect). They are key indicators to measure impact on the quality of life for Manchester people. They include those Local Area Agreement indicators that are most important to achieving the vision.

5.8 The proposed indicators for level 2 are set out below.

Indicator	Rationale
Neighbourhoods of Choice	
British Crime Survey Overall Crime	LAA Indicator
To reduce the % of people who have a high level of worry about being a victim of crime	Measure of how safe people feel (this will be heavily influenced by the neighbourhood in which they live). LAA indicator.
Proportion of relevant land and highways assessed as having significant or heavy deposits of litter	LAA / LPSA2 indicator
Average property prices	Changes in house prices compared to other areas give an indication of whether an area is a desirable place to live.
Greenest City Programme Targets	Measure of wider environmental sustainability

Reaching full potential	
Proportion of 16-18 year olds not in education, employment or training (NEETs)	LAA/LPSA2 indicator/Children and Young People's Plan.
Proportion of population with skills at NVQ level 3 or above	Measure of the skills of Manchester's population/Children and Young People's Plan.
Proportion of pupils achieving at least 5 A*-C at GCSE and equivalent	LAA/LPSA2 indicator/Children and Young People's Plan.
Employment Rate	LAA/LPSA2 indicator
Number of older people helped to live at home	LAA/LPSA2 indicator
Number of residents in receipt of out of work benefits	LAA/LPSA2 indicator
Self-esteem / Mutual Respect	
% of people surveyed who feel they can influence decisions	Measure of confidence of local people and whether they can engage. LAA/LPSA2 indicator

- 5.9 Whilst the indicators above are organised by spine, there a strong linkages between each spine. The aim is to have as few indicators as possible. It is therefore helpful that the majority of the above are part of Manchester's Local Area Agreement (which incorporates the LPSA2 and key national floor targets). These indicators will form the core of a quarterly report to the Council, the Manchester Partnership and to be posted on the Council's website. Where available, data will be disaggregated by area and interest group (for example, ethnicity). Area data will be presented in GIS format.
- 5.10 Indicators which rely on surveys will measure the perception of adults. Children and Young People will also be surveyed to measure their perceptions on these issues.

Level 3 Indicators

- 5.11 These indicators will be high-level thematic indicators identified by thematic partnerships during their annual action-planning process. This will include all LAA (and LPSA2) targets. Developing the indicators in this way will help to align the work of each thematic partnership with the overall vision for the City.
- 5.12 In addition to thematic indicators, Level 3 will also include a short set of indicators for each of Manchester's districts, developed through the Strategic Regeneration Frameworks.

Level 4 indicators

- 5.13 These will be developed by thematic partnerships during the action planning process. Their purpose is to provide an early-warning for indicators from levels 2 and 3 that may not be met. This provides the earliest opportunity to address issues as they arise.

6. Priority Actions

- 6.1 Delivery of the strategy is the responsibility of all partnerships, organisations and services within the Manchester Partnership. Thematic and area-focused partnerships and core public services have a particular responsibility to align their priorities to the vision and outcomes set out above. There are however, a number of priority actions which will have a significant impact on the strategy. These are outlined below. Some actions are repeated across outcomes because there are particularly strong interconnections. The priority actions are set out in full in the relevant thematic and area-based strategies.

Economy

- As set out in the Greater Manchester Economic Development Plan focused activity on five key industries for critical to growth the knowledge-based economy and global image and branding:
 - Financial and professional services
 - Life science industries
 - Creative, cultural and media/Media Enterprise Zone
 - Manufacturing
 - Communications
- Manchester Airport –continued expansion and consolidation and a significant increase in international and intercontinental flights.
- Increasing public sector transport capacity – Metrolink and transport corridors to connect local people with local opportunities: employment, education and training, sports and leisure.
- Focusing sub-regional, City regional, regional and national agencies on the performance of the Manchester City Region so that Manchester is prioritised and the opportunities available in the City region to improve productivity and create jobs are exploited.

People reaching their full potential

- Increasing the number of residents in employment by tackling worklessness, reducing long term unemployed and incapacity benefit claimants as set out in the Manchester Employment Plan (<http://www.manchester-enterprises.com/aboutus/publications/gmlsprioritiespaper160305.pdf>).

- Children and Young People's Plan - <http://www.manchester.gov.uk/education/cypp/> working together to enable all children and young people to reach their full potential. Bringing services together at a district level in a way that is more effective for families. Rebuilding every secondary school in the City to ensure that education in the City is best quality from the early years right through the school years and beyond.
- Aligning Adult Social Care Services to promote sustainable and healthy neighbourhoods. Giving people a stronger voice in Adult Social Care Services and making them more personalised so that they fit into peoples lives.
- Skills Board. Ensuring that local people have the skills and qualifications needed by employers in the City. Schools and employers working together to reduce the number of young people not in education, employment or training.

Neighbourhoods of choice.

- Area Regeneration Strategies which seek to create areas where people want to live, bring up their children and work. <http://www.manchester.gov.uk/regen/statement/>
- Manchester & Salford Housing Market Renewal - delivering quality private housing and choice in areas suffering badly because of the collapse of the housing market. <http://www.manchester.gov.uk/housing/strategy/hio/krenewal.htm>.
- Greenest City Programme. Aiming to make Manchester the Greenest City in Britain, as demonstrated by addressing the following environmental themes:
 - Climate Change, energy use and CO₂ emissions
 - Air quality
 - Waste minimised, reused, reclaimed and recycled
 - Sustainable development
 - Water resources and quality
 - Promoting biodiversity
- Spatial strategy – infrastructure to support growth in population and economy ensuring that the development of the physical environment complements the economic, social and environmental priorities for the City.
- Crime and Disorder Strategy/Alcohol and Drugs Strategies – the Crime and Disorder reduction strategy (http://www.makingmanchestersafer.com/downloads/CDRP_Strategy_2005-8.pdf) will reduce levels of crime and disorder and increase public reassurance. The alcohol strategy and drugs strategy will

(<http://www.manchester.gov.uk/crime/daat.htm>) reduce drug and alcohol related issues particularly in relation to crime and disorder, antisocial behaviour, health inequalities and negative impacts on the City's workforce and economy.

- BSF/Academies – best quality schools in all neighbourhoods attracting people to live and stay in the City.
<http://www.manchester.gov.uk/education/services/bsf/index.htm>.

The Population

- Respect Action Plan – activities for children and young people; behaviour; supporting families; strengthening communities; effective enforcement and working with problem families.
- Drugs and Alcohol Strategies – the drug strategy and alcohol strategy (<http://www.manchester.gov.uk/crime/daat.htm>) both seek to improve the quality of life of residents by reducing drug and alcohol related illness and premature death, reducing level of crime and disorder and antisocial behaviour and promoting responsible attitudes and behaviour.
- Children and Young People's Plan - <http://www.manchester.gov.uk/education/cypp/> working together to enable all children and young people to reach their full potential. Bringing services together at a district level in a way that is more effective for families. Rebuilding every secondary school in the City to ensure that education in the City is best quality from the early years right through the school years and beyond.
- Greenest City Programme. Aiming to make Manchester the Greenest City in Britain, as demonstrated by addressing the following environmental themes:
 - Climate Change, energy use and CO₂ emissions
 - Air quality
 - Waste minimised, reused, reclaimed and recycled
 - Sustainable development
 - Water resources and quality
 - Promoting biodiversity
- Tackling worklessness – encouraging residents in receipt of out-of-work benefits back into employment and stemming the flow of new claimants by helping residents to remain in employment.
- Community Cohesion/Changing Communities - understanding the needs of new and emerging communities and promoting connections between communities.

- Cultural strategy – further developing cultural infrastructure and attracting major cultural and sporting events to grow Manchester as a destination City. Increasing success and participation for Manchester people in local cultural and sporting facilities to increase employment, improve skills, contribute to the five outcomes for children and promote cohesion between communities.
- Healthier lifestyles, diet and activity – helping residents to make lifestyle changes through creating smoke-free places, encouraging healthy eating and active lifestyles and tackling the wider determinants of health such as employment, housing and the physical environment.
- Creating opportunities to positively engage in work, study, leisure and volunteering.

7. Delivery Framework

7.1 The strategy will be delivered through the existing tiered approach to community planning, regeneration and public service improvement: -

- Sub-regional, City-regional and regional structures and strategies.
- City-level – Manchester Partnership and thematic partnerships.
- District level e.g. Strategic Regeneration Frameworks and district commissioning of Children’s Services coordinated through Public Agency Forums.
- Neighbourhood level structures and plans coordinated through Ward Co-ordination.

7.2 The above structures, particularly neighbourhood level structures, will be used to help build capacity within communities to enable them to better help themselves.

7.3 The emerging Local Development Framework will be the spatial expression of the Community Strategy.

7.4 The above structures will be strengthened by arrangements for governance and accountability of partnership working in particular: -

- The LAA – Manchester’s agreement with government.
- The Manchester Partnership Agreement – an agreement amongst partners within the City.
- The Mancunian Agreement – an agreement with local people on standards and aspirations.

- A Performance Management Framework to underpin accountability through agreements.

Each of these is explained in the following paragraphs.

The Local Area Agreement

- 7.5 In the Local Area Agreement (LAA) the Manchester Partnership will sign up to delivery of certain objectives and targets in exchange for freedoms and flexibilities granted by Government. The Manchester LAA concentrates on the issues that will make the most difference to Manchester residents. The LAA will reduce the bureaucracy associated with measurement of targets and indicators. Whilst the LAA is structured around the LAA blocks as defined by Government i.e. Children & Young People; Healthier Communities and Older People; Safer Stronger Communities; Economic Development and Enterprise, the objectives of the LAA are driven by the vision and three spines set out in this strategy.
- 7.6 The LAA gives greater freedom to pool and align additional funding streams. This not only reduces the bureaucracy involved in providing numerous reports on individual funding streams but also allows funding to be directed to areas of highest priority.

The Partner Agreement

- 7.7 The Partner Agreement will consist of tangible commitments to deliver changes to achieve the vision set out in this strategy. It will form part of the delivery plan for the first three years of the strategy.
- 7.8 The Partner Agreement will comprise a number of components:
- details of firm commitments for action made by partner organisations in relation to a range of partner issues underpinned by written agreements;
 - a protocol for the Manchester Partnership Board;
 - details of the range of partner issues to be progressed over the course of the lifetime of the Agreement with timelines and lead responsibilities identified; and
 - the compact with the Community and Voluntary sector setting out standards of agreed behaviour between partner agencies and the community and voluntary sector
- 7.9 Initially the Partner Agreement will be developed by the Manchester Partnership Board and will focus on a small number of priority issues including worklessness, the environment and health, seeking firm and tangible commitments from Board members for action within their own organisations. Over time negotiations will be progressed with a broader

set of partners and on a broader range of issues in order to build up the impact of the Agreement.

The Mancunian Agreement

- 7.10 The thinking behind the development of the Mancunian Agreement emanates from the priority within the strategy of supporting individual and collective self-esteem and mutual respect. The process of working towards the agreement will help us to understand more about what motivates residents and influences behaviour so that we are better able to enable people to reach their potential and so that we can be clearer about what we expect from each other as people who live and work in the City. It gets to the heart of the “softer” issues that impact on quality of life – aspirations, motivation, attitudes, expectations and behaviour.
- 7.11 The development and impact of such an agreement will be organic. Over time, it is envisaged that the Agreement could form part of more formal contracts with local people such as tenancy agreements, home-school agreements etc so that there begins to exist, the wherewithal to promote adherence to the Mancunian Agreement. It may also build on neighbourhood agreements which have been developed in Manchester and which are proposed in the national Respect Action Plan.

Performance Management

- 7.12 The performance management framework which has supported the previous Community Strategy is being developed further to reflect the new priorities of the spines and the agreements to achieve greater alignment with the performance management systems of partner agreements.
- 7.13 The outcomes, State of the City indicators and priority actions set out in this strategy will be used to generate a more precise shared understanding of the current position, where we want to be and how we will get there. All thematic partnerships, area-based partnerships and mainstream services will be able to see how they fit in.
- 7.14 The Manchester Partnership will support all public services to include priorities in their budget and business planning to support the achievement of the vision, spines, outcomes and indicators of this strategy.
- 7.15 The use of agreements in the delivery framework (particularly the LAA and the Partner Agreement) will provide clear responsibilities for action and accountability for delivery.
- 7.16 Six monthly progress reports using the State of the City indicators and the priority actions will be submitted to the Council and the Board of the Manchester Partnership. This will be on the basis of exception reporting

where under-performance and proposed solutions will be escalated from thematic and area partnerships.

7.17 The LAA aligns targets agreed with government to the priorities of the Community Strategy. There will be six monthly reporting to Government Office North West on LAA targets. This will streamline reporting to government and provide greater continuity of priorities over the three years of the LAA. The continuation of Neighbourhood Renewal Funding is conditional upon progress against national PSA floor targets. These targets are included in the LAA.

7.18 The action plans of all thematic partnerships will be subject to six monthly critical examination to challenge: -

- do action plans prioritise those actions and programmes which will have the largest impact on the required outcomes?
- is there evidence to support conclusions about which actions will have the greatest impact?
- are actions and programmes focused in priority areas and on priority groups on the basis of evidence based analysis?
- are resources (mainstream and additional) allocated in proportion to the degree of impact of different actions and programmes?

The outcome of this challenge process will be included in the six monthly reports to the Council and the Manchester Partnership Board.

7.19 All thematic partnerships have undertaken activity mapping to identify the relative impacts of their main programmes and actions. This will be continued and applied to Strategic Regeneration Frameworks to produce a greater understanding of causal relationships between activities and outcomes and a stronger evidence base for targeting resources.