PART 3 IMPLEMENTATION OF THE PLAN

BACKGROUND AND INTRODUCTION

The Manchester Plan is intended to provide a framework for the process of development in Manchester over the next 10-15 years. Much of that change will not be initiated by the Council and the Plan will provide the mechanism through which the Council will manage the process of change through the development control system.

The Plan also provides a framework for action by the Council. Together with Central Government and the Central Manchester Development Corporation, the Council will play an important role in providing the financial backing to implement many of the Plan’s policies. However, by far the greatest share of the resources will come from the private sector.

The Council anticipates that the private sector will invest in the future of the City in a number of ways. Firstly, people who live in the city will wish to improve their homes and the surrounding environment. Secondly, the City's businesses will invest to improve their competitiveness and generate more wealth. Thirdly, it is expected that new businesses will invest substantial resources within the City. The Plan seeks to encourage such investment and to guide the City's development into the next century.

The Council will also influence the process of change through the management of the services it provides - education, housing, leisure, highways and environmental maintenance, and investment in the transport system. Inevitably, the effectiveness of the Council in relation to all of this will to a large extent depend on the resources that are available. The planning of these services is an integral part of the Council's plans such as the annual Transport Policies and Programme (TPP) and the Housing Investment Programme (HIP). The Manchester Plan will provide the context for the preparation of these corporate programmes.

In order to achieve this the Manchester Plan provides guidance to enable decisions to be made in the short term but allows for changing circumstances. Some elements of the plan, for example, the level of provision for new housing, are governed by Strategic Guidance set out by the Secretary of State for the Environment and indeed, the Secretary of State can at any time issue new guidance and request the Council to revise the Plan. In addition the Council has the power to publish modifications to the Plan if, in the light of changing circumstances, it considers such change to be necessary.

In order to ensure that the Plan continues to be relevant and as part of bringing together the work of the Council in its various roles, it is intended that the Council will produce an annual monitoring statement. The objectives of this will be to:-

provide an opportunity for a regular overview of the development pressures within the City in order to establish whether the Plan is responding effectively;
provide an opportunity to review the Council's development control policy framework;
provide an opportunity for the Council to review its achievements and objectives in relation to its own provision of services as part of its annual budgetary process and bids for resources from Central Government;
provide an opportunity for the City Council to influence the actions of the other agencies, in both the public and private sector which will play an important role in the implementation of the plan.

In terms of the statutory planning process, this will involve working closely both with neighbouring planning authorities (whose decisions can have important implications for the City) and also with the Central Manchester Development Corporation.

Other agencies will have to play equally important roles if the objectives of the Plan are to be achieved. The Housing Corporation will control the ability of the many Housing Associations
currently at work within the City to complement the actions of the Council in meeting housing needs. Decisions taken by the Health Authorities will have major implications not only in relation to the provision of health services but also in relation to the availability of jobs and the demand for land.

Critical to the successful implementation of the Plan will be the provision of a modern and efficient transport system which reflects the social, environmental and economic needs of Manchester. In this respect the Council will work closely both with neighbouring authorities and with the many other agencies that influence transport provision. In transport planning, perhaps more than in any other respect, the actual implementation of the Manchester Plan depends critically on action taken by other agencies. The public transport provision in the City is largely determined by the decisions of commercial bus operators who dictate the basic structure of the bus network. The amount of expenditure on filling in gaps in the commercial network, the provision of local rail services and the availability of concessionary fares is in the hands of the Greater Manchester PTA, which is controlled and funded by all ten Greater Manchester district councils. Expenditure on the local road network is the responsibility of the Council, albeit tightly controlled by the Department of Transport through the annual budgetary process. The demands placed on the road network and the way in which the Council is able to respond is influenced by the policies followed by neighbouring authorities and also by the effect of the investment programmes brought forward for the strategic trunk road network by the Department of Transport.

Against this background, the remainder of this section will deal in more depth with implementation, outlining the role the Council expects to play and how, in a variety of ways, it will seek to influence others. All this is set against the broad and aims and objectives of the plan.

1. THE ROLE OF THE COUNCIL AS LOCAL PLANNING AUTHORITY

The two key aspects of the Council's role as planning authority are in relation to the management of the development control process and the implementation of the Environmental Improvement Programme.

Development Control
The Council currently receives about 2,500 development applications each year. Many of these are relatively minor, for things such as home extensions, new shop fronts or advertisements. Although each can have a significant effect on the local environment and hence on achieving the broad objective of making the City a better place to live, they rarely raise major policy issues.

In relation to more complicated proposals, the Manchester Plan provides the statutory land-use planning framework for the management of the land use planning process in the City. It does not seek to answer all future questions relating to the development of land and the use of buildings within the City. As part of the day to day management of the development control process, the Council has, over the years, developed a series of policies relating to the design and location of different types of activity. Whilst the Manchester Plan seeks to give statutory backing to a broad framework for the use of land and to those detailed development control policies set out in Part 2, it does not seek to enshrine within the statutory framework the detail of all Council policies in relation to development control. To do this would be to build a level of inflexibility into Plan which, rather than encouraging and stimulating the positive processes of change, would tend to discourage the variety which is essential if the local character of different parts of the city is to be retained and enhanced.

To guide this process and to complement the framework provided by this Plan, the Council is developing a series of guidance notes which will be published and approved by Council after consultation for use in the management of the development control process. Should it become desirable to incorporate these policies into the statutory plan this will be done as part of the annual monitoring process.
In parallel with this, and particularly in relation to more significant proposals and/or when the Council has a direct involvement in a development proposal because of its ownership of land, the Council will seek to manage the process of change to secure the greatest possible community benefit from the new development.

Community Benefit
Community Benefit, referred to in some quarters as "Planning Gain", concerns a planning authority's ability to seek to enter a planning obligation by agreement with the applicant(s), where this is necessary to the granting of permission, relevant to planning and relevant to the development.

The Council is committed to improving the quality of life for all Manchester residents, especially the disadvantaged. As part of this commitment the Plan will seek to ensure, where appropriate, that development activities contribute to the enhancement of community interests by using powers provided by section 106 of the Town and Planning Act 1990 as substituted by section 12(1) of the 1991 Planning and Compensation Act, to seek enforceable planning obligations with the sole intention of enabling the wider community to share the benefits arising from the development activity. The Council may also recourse to alternative powers available for this purpose, for example, section 278 of the 1980 Highways Act.

The Council, in seeking to enter planning obligations aims to secure economy, efficiency and amenity in the development and use of land and will have recourse to the advice/guidance set out in Circular 16/91.

The Environmental Improvement Programme
The Plan sets out the broad intentions of the Council in respect of the improvement of the City's environment. In effect, it sets the agenda for the 1990s. There is a tremendous amount to be done and it is clear that this will require a rolling programme over many years. This is not a static thing. The need for environmental improvements can arise from many sources (for example, the degradation of a particular site, or a decision to undertake environmental works to complement a development initiative or the recognition of the ecological value of a particular site) and thus sites will constantly be added to programmes as well as deleted from them with the completion of schemes. The annual monitoring process for the Plan as a whole, and annual resource bidding processes, provide opportunities to take stock of these matters.

Resource bidding processes are in many ways the keys to success. In terms of public investment, both Government programmes and the own capital resources have a part to play, and the mix between these elements is ever changing as local and national expenditure decisions are made. To give an idea of the scale of this, the preparation pool of schemes in these categories amounted at any one time to a total of about £10 millions at late 1980s' prices, with annual expenditure at roughly a third of this. At constant prices, the need for environmental improvement activity in Manchester over the next few years will not be Less than this, although whether this can be achieved depends upon resource availability. The intention remains, however, to see this as a rolling programme which is adjusted regularly as resources dictate.

The Council also wishes to develop its programmes of community involvement in environmental improvement, both in terms of consultation and providing direct opportunities for community groups to implement their own schemes. The involvement of schools is especially important.

The content of schemes is obviously critical to their success, and the Council will wish to ensure that schemes are attractive, usable, safe, accessible to all, consistent with good ecological practices, and capable of being adequately maintained.

None of this, of course, is a substitute for the process of continuing to secure environmental improvements through the management of development and redevelopment schemes. Public environmental programmes should be seen as complementary to and as supportive of such development activity, rather than in any sense removing responsibilities from developers to contribute through their activities to the constant process of improving the appearance and the
functioning of the City. In this regard the policies set out in the Plan should be seen as a guide not only to the Council's environmental improvement programmes but also those other public and private agencies who can contribute in this field, such as North West Water (the biggest environmental organisation in the region, investing £500 million/year in improvements). The importance of water quality is fundamental to the Council's aim of improving the river valleys and promoting their use for recreational activities.

2. THE ROLE OF THE COUNCIL IN RELATION TO HOUSING

The Council provides housing directly in its role as a builder and landlord of public sector housing, and also has a role in determining where further development will take place in the City. Improvements in the quality of the private sector stock is encouraged by the provision of grants. The Council also works with other agencies such as housing associations to enable them to provide maximum housing choice.

Funding for housing comes from a variety of sources. The major source of funding is from the Housing Investment Programme (HIP) system. Each year the City Council draws up an HIP bid which sets out what finance is needed for council housing and other housing projects. On the basis of this bid the Department of the Environment allocates resources and sets a limit on the amount the Council can spend.

Funding for housing is also available through Estate Action and the newly introduced Renewal Area scheme, which is aimed at regenerating areas of private housing. More specific initiatives such as D.I.C.E. (Design Controlled Experiments) provide further funding for housing.

The Plan will provide a context for decisions regarding housing policy. Where appropriate, it indicates the type of housing which is needed in each area, and which areas are in need of renovation and change. It shows where new housing will be built, and its general policy framework seeks to ensure that this housing will be accessible to as wide a variety of people as possible.

3. THE ROLE OF THE COUNCIL IN RELATION TO TRANSPORT

The implementation of the policies for transport will require the collaboration of many different agencies. The Council is the highway authority for all roads in the City with the exception of motorways and trunk roads. The Passenger Transport Authority and Executive have responsibility for the coordination of public transport provision in the City but have to act together with British Rail, the bus operators and the operators of Metrolink in development the overall public transport network.

The resource available for investment in the City's transport infrastructure come from a variety of sources. The annual Transport Policies and Programmes (TPP) document, which will be informed by the Plan, is, in effect, an annual bid for resources to spend on highways infrastructure in the City. The TPP contains details of road proposals, both major and minor, road safety and accident prevention measures, cycling and traffic management measures, bridges and structures and proposals for highways maintenance.

The Passenger Transport Executive also bids for resources on an annual basis from Central Government to carry out capital investment projects in support of the public transport network.

It is not possible to plan in the knowledge of the level of resources which will be available from year to year to implement all the proposals in the Plan. The programme which is put forward is flexible and will be expanded or contracted to take account of the resources which are available at any given time.
4. THE ROLE OF THE COUNCIL AS LAND OWNER.

The Council has property interests in approximately 55% of all the land within the City boundaries. It is therefore in a unique position to influence the implementation of the Plan in accordance with its adopted economic and social policies.

Apart from the directly managed housing, industrial, commercial and markets estate, the Council is moving towards a strategic management plan for the whole of the corporate estate to fulfil its aims and objectives.

The Manchester Plan will provide a framework for decisions on the future uses of land and buildings throughout the City. A key element in the successful implementation of the key policy issues relating to urban regeneration, the creation of new employment opportunities and the provision of social and leisure facilities lies in the judicious management of the Council's corporate estate.

5. THE COUNCIL IN PARTNERSHIP WITH CENTRAL MANCHESTER DEVELOPMENT CORPORATION

Central Manchester Development Corporation was established in June 1988 with the task of regenerating 470 acres of largely underused and derelict land and buildings in the south and east of the City Centre.

The former City Centre Local Plan (now incorporated into the Manchester Plan) provides the Corporation with a broad planning framework with which to develop its area. In addition the Corporation has produced a more detailed development strategy, the Central Manchester Development Strategy. This complements the statutory local plan and it sets out in more detail the Development Corporation's objectives in support of its statutory role in the Development Corporation area.

The Corporation is financed by Central Government under its Action for Cities programme. Its role is to encourage investment and development within its area; provide City Grants for projects that might otherwise not be feasible; and improve the environment with a special focus on exploiting the City's 8 miles of waterways. To achieve this Central Government has promised to allocate a total of £77 million for CMDC to invest within its area and encourage further investment from the private sector. Up to the end of the 1991/92 financial year the Corporation had invested £45 million, which in turn, had generated further £210 million of investment from the private sector (every public pound invested generated nearly five private pounds of further investment in the area). In doing this the Corporation has adopted a structured approach, and will continue to do so, in consultation with the City Council, producing both area and topic based regeneration frameworks which will guide ongoing work and will assist in the formulation of an organised hand-over of the Urban Development Area back to the City Council. This work will form an input into the review of the Plan in respect of the area covered by the former City Centre Local Plan and will be an early priority for the Council in its implementation of the plan.

6. THE COUNCIL IN PARTNERSHIP WITH OTHER AGENCIES

City Challenge - Hulme

The Department of the Environment awarded City Challenge status to the Hulme area in September 1991. This scheme aims to assist in the regeneration of Hulme by targeting Urban Programme resources into key programmes which seek to:

- develop disadvantaged areas which have significant development potential for the City but which are currently a major disincentive to investment;
- provide disadvantaged residents with access to a better quality of life and opportunities by a broad range of social, economic and environmental
regeneration measures; link disadvantaged areas and their residents to the City's main-stream economy.

The Council has entered into a partnership with the private sector to set up an implementation agency, Hulme Regeneration Ltd, which will take the lead, in cooperation with local interests and central government, in concentrating and coordinating the investment in Hulme. The investment will seek to take advantage of Hulme’s two major assets - its strategic location and a committed, caring community.

The City Challenge programme takes full account of these factors and aims to create the conditions and momentum for self-sustained regeneration of Hulme within five years.

New homes will be constructed for rent, shared equity and sale to create residential opportunities which eliminate the distinctions and stigmas between tenures. Alterations to road infrastructure will make it easier to move around the area and increase links to the rest of the City. New roads and, in time, a Light Rapid Transit line will optimise the advantages of Hulme's Location in the City. Land use within the area will be diversified resulting in commercial development and increasing the number of jobs in the area. Investment will also be targeted in making improvements in shopping provision in the area, replacing the failed district centre. Above all, the City Challenge will transform Hulme into a safer, more pleasant place to live, work and visit.

**East Manchester**

East Manchester is the part of the City bounded by Oldham Road and Hyde Road following a wedge extending from the City Centre (Great Ancoats Street) to the City boundary with the adjacent districts of Tameside and Oldham. It is an area of over 6.5 square miles with 60,000 residents and over 500 private sector employers.

The area was formerly dominated by heavy engineering, chemicals, power industries such as gas and electric production businesses and coal mining. Since the late 1960s it has experienced severe decline which has resulted in high unemployment, a decline in population and a poor environment in terms of vacant derelict land and underused land and buildings.

The Council in partnership with Central Government and the private sector, community organisations and relevant agencies, is committed to the economic, social and environmental regeneration of East Manchester.

Over the last 10 years an intensive programme of environmental improvement has been carried out in the area using Derelict Land Grant and Urban Programme Funding. The worst housing in the area (Miles Platting) was also targeted for improvement.

More recently developer interest in the area has increased both in terms of industrial and commercial land and residential sites. A number of area based projects have been commenced, e.g. Beswick District Centre and infrastructure work continues - Phase 1 of the Intermediate Ring Road is complete and Phase 2 is about to start on site (from Ashton Old Road to Oldham Road).

East Manchester is targeted as the location for major sports facilities which will enhance Manchester's reputation as a venue for international competition and its international status among the world's top cities.

The Manchester Plan will provide the broad context of the regeneration strategy for East Manchester that will ensure that key objectives covering economic and business development, and training initiatives, environmental and infrastructure improvements, diversity of housing tenure and capacity building for community groups are met in order to achieve optimal public and private investment.
The Integrated Development Operation (IDO) has been established to focus European Community funds on to the inner urban areas of Manchester and Salford, and Trafford Park. The purpose of IDO is to contribute to the economic recovery and prosperity of this area, which should, in turn, act as a catalyst in the revival of the rest of the City and the North West region.

Six action programmes have been identified:
- rejuvenation of older industrial areas;
- tourism development;
- business development and support services;
- improving communications;
- improving the environment;
- workforce training.

The IDO receives the bulk of its European funds from the European Regional Development Fund (EDRF) and the European Social Fund (ESF). Central and local government also contribute significant resources to the programmes in order that the IDO can qualify for EC grant aid.

The IDO's aim is to provide a sound base for the regeneration of the area by 1993.

The Manchester Phoenix Initiative.
The Manchester Phoenix Initiative is a limited company formed, with the support of the City Council, to stimulate the regeneration of rundown or underused areas within the City Centre. The Phoenix acts as a focus bringing together public and private sector resources to invest in projects that will in turn act as a catalyst to further regeneration.

The Manchester Phoenix, in cooperation with Salford Phoenix, and with the support of Manchester and Salford City Council's, the Government and the private sector, is currently working to regenerate the mediaeval core of the conurbation. All these agencies have been brought together to form the Northern Gateway Initiative with the aim of regenerating the area around Victoria Station and Chethams School in Manchester and Exchange Station, and the surrounding area, in Salford.

The Northern Gateway area covers the northern approach to the City Centre, an area that has declined in recent years. The area's unique character will be enhanced in order to exploit the potentially rich vein of development opportunities that exist, this includes improvements to the transport system, the physical structure of existing landmark buildings and other economic and cultural initiatives.

The Mersey Basin Campaign.
The Mersey Basin campaign, Launched in 1985, is a £4 Billion scheme to stimulate economic regeneration in the North West through environmental improvements, mainly in river water quality and through Landward development schemes. The Campaign is backed by Central and Local Government, the European Community, the voluntary sector. North West Water and other private sector concerns. It has two main aims to achieve by the time the 25 year campaign concludes around 2010:-
- to clean all the 1700 Km of water courses in the Mersey Basin to at least Grade 2 (Fair) standard;
- to promote attractive landward developments especially alongside the water courses.

The total spent to date is £425m derived through a mixture of EC aid, water authority investment. Central and Local Government work, voluntary input and private investment.

Manchester/Salford/Trafford Tourism Development Initiative
Manchester City Council is involved in a joint initiative with Salford and Trafford Councils, Central Manchester and Trafford Park Development Corporations, the North West Tourism Board and the English Tourist Board. The initiative is aimed at directly encouraging economic
regeneration and employment growth through the development of the Manchester Regional Centre as a tourism destination.

The Tourism Development Initiative concentrates on the water corridor formed by the River Irwell and the Manchester Ship Canal, from the City Centre to Trafford Wharfside and surrounding including Exchange Station/Cathedral Arches, Castlefield, Pomona Docks, Salford Quays and Trafford.

Phase III of the initiative is intended to highlight successful developments in these areas and ensure an up-to-date framework for tourism development. It is particularly intended to encourage private developers to come forward with new schemes in partnership with the public sector, in order to give life to the vision which the tourism Development Initiative sets out. The ultimate goal is to create an attractive environment for visitors and a desirable living environment for residents which generates an ambience reflecting the City's culture, history and elegance.

Public Utilities
The Development Plan provides the utilities responsible for electricity, gas, water, sewerage and telecommunications with essential inputs for their own planning. The Council will continue to work closely with the relevant bodies who provide these utilities to ensure that their investment programmes and infrastructure works complement and support the aims and policies set out in the Manchester Plan.

The National Rivers Authority (NRA), was established by the 1989 Water Act (superseded by the Water Resources Act 1991) as a non-departmental body with statutory responsibilities for water resources, pollution control, flood defence, fisheries, recreation and conservation in England and Wales.

The aims of the NRA are summarised in its mission statement which reads:-
The NRA will protect and improve the water environment. This will be achieved through effective management of water resources and by substantial reductions in pollution. The Authority aims to provide effective defence for people and property against flooding from rivers and sea. In discharging its duties it will operate openly and balance the interests of all who benefit from and use rivers, ground waters, estuaries and coastal waters.

The statutory requirement to manage the water environment has created wide-ranging responsibilities for the Authority. These include the maintenance and improvement of water quality, conserving water resources, providing effective flood defence, improving, maintaining and developing fisheries, promoting and furthering conservation and water-based recreation of all types. Section 16 of the Water Resources Act 1991 requires the NRA to conserve and enhance the water environment when discharging all its duties.