

1.24

---

# **CITY CHALLENGE**

**HULME ACTION PLAN**

**1992/97**

---

## PREFACE

The City Council and its many partners have produced this Action Plan which translates our vision for Hulme into a series of programmes relating to housing, business and employment, social, leisure and environmental activities. The cumulative effect of these programmes and activities will be a new Hulme with a self-sustaining, secure and balanced community which will be welcomed by people throughout the City.

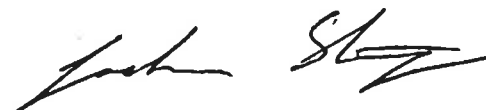
The Action Plan has been produced following extensive consultations with the community and organisations and groups with an interest in the Hulme area. It is a Plan founded on partnerships with the widest range of people and organisations. Above all, it is a plan where realism and commitment to change are paramount.

On behalf of the Council, I thank all the people who have once again given generously of their time over the past months to provide information, advice and input to the production of the Action Plan. Their contribution has been invaluable in shaping the Plan and in demonstrating capability to deliver.

The 1992/93 Programme is substantial. It is also very necessary if the new Hulme is to emerge over the programme period. The tasks of relocating over 1300 Council tenants sensitively, creating development opportunities, widening housing choice and meeting the needs of existing and new residents, and promoting employment opportunities are demanding ones. The 1992/93 Programme reflects these requirements and promotes the earliest benefits 'on the ground'. In the absence of such a programme progress generally will be much slower.

The Government is urged to respond positively to the Action Plan and our 1992/93 Programme.

Finally, in recording some movement by Government in the financing of Challenge Programmes, which is helpful, I must repeat the need for further progress over the coming months. Housing finance regimes do not promote the availability of affordable social housing; capital receipt rules militate against the re-investment of land sale proceeds to support regeneration programmes; restrictions on mainstream spending make further Council support to City Challenge very difficult. There is also the uncertainty created by the possible enactment of Part 5 of the Local Government and Housing Act 1989. These problems and the lack of integrated action across all Government departments, must be corrected if the process of change, accepted by everyone, is not to be unduly slowed down.



**Councillor Graham Stringer**  
**Leader**

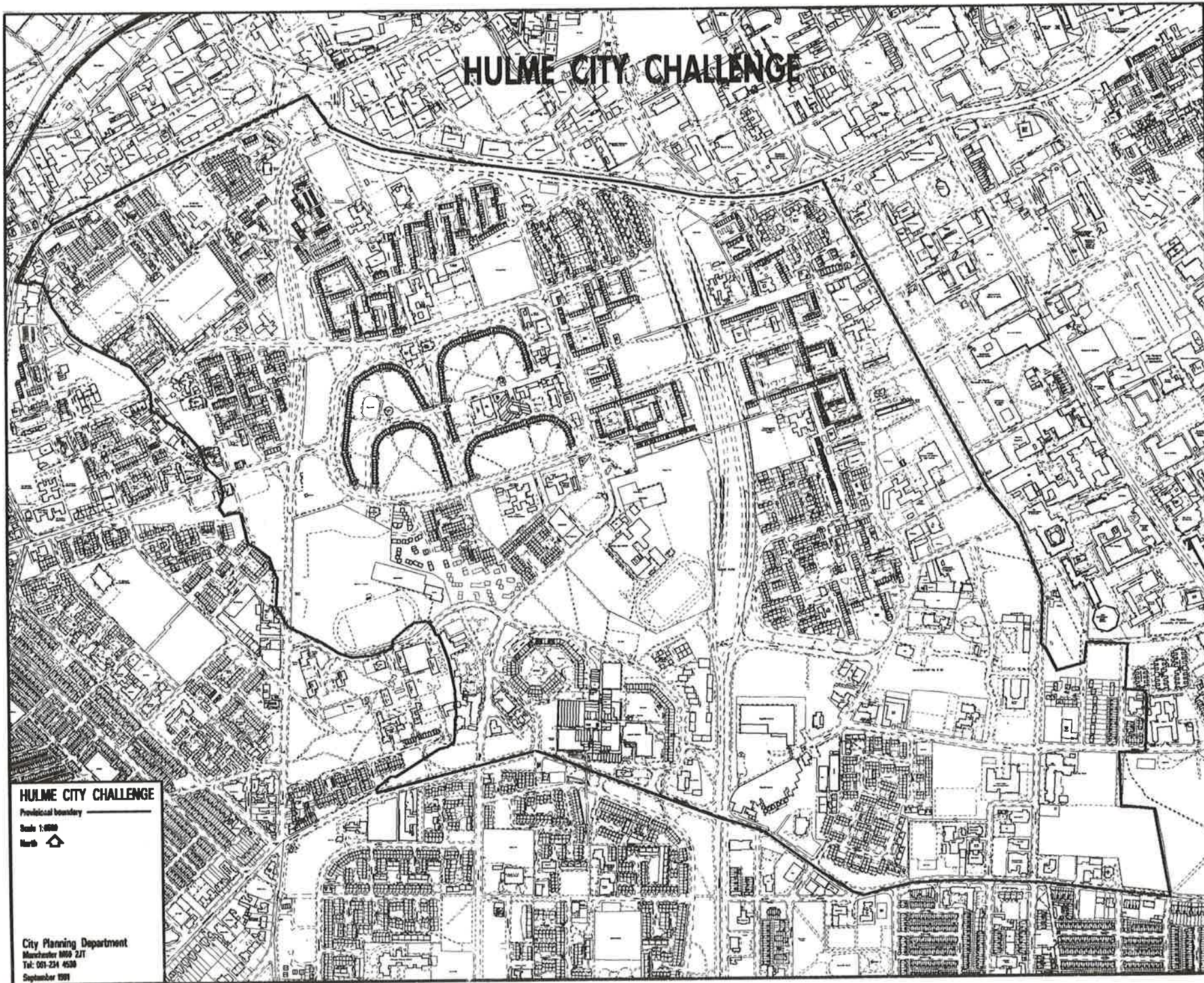
Manchester City Council  
January 1992

## CONTENTS

	Page
SECTION 1 THE VISION	1
SECTION 2 FIVE YEAR PLAN	9
SECTION 3 1992-93 PROGRAMME	33
SECTION 4 MANAGEMENT AND DELIVERY SYSTEMS	89
APPENDICES	95



# HULME CITY CHALLENGE



## HULME CITY CHALLENGE

Provisional boundary

Scale 1:6000

North

City Planning Department  
Manchester M16 2JT  
Tel: 0161-234 4530  
September 1991



## SECTION 1

### THE VISION

	Page
1.0 INTRODUCTION	3
2.0 THE AREA	3
3.0 THE LOCAL ECONOMY	3
4.0 HOUSING	4
5.0 THE LOCAL COMMUNITY	4
6.0 STRATEGIC OBJECTIVES	5
7.0 PROGRESS SINCE AUGUST 1991	6
8.0 DELIVERY	7

## 1.0 INTRODUCTION

- 1.1 The City Council's submission to Government last June for the Hulme City Challenge defined our overall objectives as:-

*"To bring about the lasting regeneration of Hulme, by providing the framework for a partnership involving the City Council, local residents, the private sector, Government and a range of agencies, to create a community and business mix which is sufficiently diverse to be self-sustaining and which will have strategic significance for the City as a whole".*

These overall objectives are informed by the location of the Hulme area, its present economic and social profile, and the associated environmental and housing problems to be found within it. The objectives are strengthened by active, caring and enthusiastic community representatives with whose support and commitment the vision will become a reality.

## 2.0 THE AREA

- 2.1 The City Challenge area is almost co-terminous with the boundaries of Hulme Ward, an area of 272 acres. Hulme is surrounded by comparatively prosperous parts of the City with buoyant employment levels. To the north is the City Centre of Manchester, the regional centre of the Greater Manchester conurbation and a major focus of economic activity in the retail and financial services sectors. Central Manchester Development Corporation is active in that part of the regional centre immediately adjacent to Hulme, and Trafford Park Development Corporation abuts Hulme to the east, while the higher education precinct (the largest in Europe) and the Manchester Royal Infirmary complex lie to its west. Princess Road, the major arterial route from the City Centre to Manchester Airport in the south, another area of major economic growth, runs through Hulme.

- 2.2 Hulme itself has a population of nearly 10,000 living in over 4,500 homes. There are currently very few local industries within the area. Scottish and Newcastle's Royal Brewery, with 300 jobs, is the largest employer in the area. There is one major commercial/retail/leisure centre in the area, the Moss Side District Centre, and important secondary local shopping centres at Clopton Walk and Woodcock Square. Hulme is comparatively well-served by recreational and sporting facilities, including the Moss Side Leisure Centre, Birley Adult Education Centre and playing fields, and Loreto play fields. Open space accounts for 114 acres within Hulme, significantly above the average for the City. Over 50 acres is in active use as school playing fields. Of the remaining 64 acres, over 70% represents an environmental hazard rather than amenity, either by virtue of its condition or its location.

- 2.3 One of the major constraints on the regeneration of the area is its geographical isolation. Improved accessibility, both from east-west and north-south within Hulme and connecting Hulme to the rest of the City, forms an integral part of the Action Programmes. The development of proposals also need to be informed by the longer term requirement to extend the Metrolink system through/via Hulme and possibly to Manchester Airport to add further impetus to its development and expansion as a regional growth generator.

## 3.0 THE LOCAL ECONOMY

- 3.1 Unemployment in Hulme is currently estimated at 32%, compared with 16% for the City and a national rate of 8.4%, and this figure significantly understates the real rates of unemployment in certain parts of Hulme or amongst certain sections of the local community.
- 3.2 Educational attainment by children in Hulme is poor, as are take up and completion rates for training courses. These figures do not reflect the abilities of local people, but are indicative of low levels of educational aspiration and expectations of employment, as well as the pervasive influences of poverty and ill-health.

- 3.3 Hulme has traditionally provided a source of labour for other parts of the City, especially Trafford Park (at one time, the largest industrial estate in Europe) and the City Centre. As the economic strength of these areas revives and develops, the Action Plan must ensure that local people are equipped with the skills and confidence to compete more effectively for these jobs as well as those that will be created as a result of new industrial and commercial development opportunities within Hulme.

## 4.0 HOUSING

- 4.1 There are currently 5375 dwellings in Hulme, of which 2830 (52.6%) are deck access flats, 809 (15%) are in multi-storey blocks, 779 (14.6%) are walk up flats or maisonettes, but only 957 (17.8%) are traditional houses. Almost all the housing in the area has been constructed in the last 25 years, and almost all of it is currently in local authority ownership (98%).
- 4.2 The deck access housing epitomises, in concentrated form, the worst aspects of planning, design and construction errors of the period. They are inhuman in scale, forbidding in presence, unsafe and wholly unsuitable for families with children. 48.4% of tenancies are of less than two years duration. Not only does the deck access housing provide comparatively poor quality accommodation, but in a real sense it blights the area as a whole.
- 4.3 The City Council has invested over £7 million in its housing stock, through the Housing Investment Programme and Estate Action, in the last three years, and a major Estate Action programme involving 710 properties is currently underway in the St. George's area. Further improvement works to 4 tower blocks and 1430 other properties are needed to bring them up to an acceptable standard.
- 4.4 Management of Hulme housing stock is currently carried out from a District Office located in the Moss Side District Centre with a sub-office on the St. George's Estate. Further devolution of housing management functions is currently being planned. The Hulme Project Team located in the Hulme 4 estate, co-ordinates housing development activity across the area.

## 5.0 THE LOCAL COMMUNITY

- 5.1 Hulme people face enormous disadvantages - educational attainment is low, poverty (44% of residents receive income support and housing benefit, 36% of children in Hulme schools qualify for free school meals), and ill-health (the perinatal mortality rate in the Central Manchester Health Authority Area, of which Hulme is a part, was 12 per 1000 births in 1989 compared with the City average of 9) is widespread and crime rates are high.
- 5.2 As a result of the failings of housing in the area and the location of Hulme adjacent to the higher education precinct, the local population is characterised by a disproportionately large number of single person households, and a correspondingly low level of families with children. The local population also contains a relatively high percentage of single parent families, young mothers, and other vulnerable or disadvantaged groups.
- 5.3 The local community has, however, developed enormous strengths in adversity. There is a thriving network of community groups and a strong tradition of self-help and active involvement by significant numbers of local people. The development of a Community Health Resource Centre at the Zion Institute, housing a range of local groups seeking to tackle health-related problems not adequately addressed by the statutory sector, is one illustration of the energy and ingenuity of local people which has been a major advantage in the development of active partnerships within the City Challenge Initiative.

## 6.0 STRATEGIC OBJECTIVES

6.1 The Challenge Partnership has identified seven strategic objectives for the Hulme Action Plan and a range of operational objectives within each. These are:-

### 6.1.1 Strengthen the local economic base

- 1.1 - sustain and expand existing businesses
- 1.2 - encourage new industrial and commercial development
- 1.3 - build enterprise capacity within the local community

### 6.1.2 Improve access for local people to employment opportunities

- 2.1 - expand and improve the quality of training provision
- 2.2 - develop pre-vocational training initiatives and guidance
- 2.3 - develop the transport infrastructure, including public transport
- 2.4 - increase employment opportunities for local people.

### 6.1.3 Improve the condition of the housing stock

- 3.1 - demolish unfit housing
- 3.2 - modernise and improve the retained Council housing stock

### 6.1.4 Increase housing choices for local people

- 4.1 - develop new housing for sale or rent, including low cost home ownership initiatives.

- 4.2 - development of local management of new Housing Association and existing City Council housing (including estate management boards, co-operatives).

- 4.3 - Promotion and support for tenant participation in the development and management of social housing in Hulme.

### 6.1.5 Improve the quality of the physical environment

- 5.1 - environmental improvement strategy
- 5.2 - develop new local public open spaces for recreational uses.

### 6.1.6 Sustain and develop the social fabric

- 6.1 - support community safety and crime prevention initiatives
- 6.2 - improve educational attainment in Hulme schools
- 6.3 - improve the quality and accessibility of health services in the area
- 6.4 - develop existing or new community facilities in response to changing residential patterns and demands
- 6.5 - support local people through the rehousing/redevelopment programme
- 6.6 - resource the local voluntary sector more effectively and strategically
- 6.7 - develop services and facilities for children and young people.

### 6.1.7 Manage the City Challenge Programme efficiently, effectively and with the widest involvement of local organizations and residents.



6.2 The achievement of these strategic objectives through City Challenge will mean that by 1997 Hulme will be an area in which:

- ☐ local people (both the existing community and those moving to Hulme) will be housed in accommodation which meets both their housing needs and their aspirations;
- ☐ there will be a greater range of housing choices available within the area, for those who wish to rent as well as for those who aspire to home ownership;
- ☐ the built environment will be of high quality, reflecting the wishes of local people and the strategic location of Hulme within Manchester;
- ☐ the physical environment will be safe, clean and attractive to both local people and to those who wish to live, work or invest in the area;
- ☐ the community will be better balanced in terms of household size and type, with a significantly higher proportion of families with children;
- ☐ local employment opportunities will have been expanded significantly by the development of industrial and commercial enterprises and workspace for new small firms. The Science Park will become a centre for high technology excellence;
- ☐ the level of unemployment will be no greater than that experienced generally within the City;
- ☐ the area will be integrated with the rest of the City both physically, through the road and transport infrastructure, and psychologically for those who live or work in the area;
- ☐ the local residential population will be stable and will have a long-term commitment to the area.

## 7.0 PROGRESS SINCE AUGUST 1991

7.1 City Challenge has already acted as a catalyst for the creation of a variety of partnerships, involving the widest range of local and City-wide institutions, agencies, private companies and local people, to stimulate the comprehensive regeneration and improvement of the Hulme area. A range of preparatory initiatives have been undertaken both to develop and prioritise the Year 1 Action Plan and to ensure that subsequent programmes can be shaped and implemented in full.

- ☐ Demolition works on the initial phases of Hulme 2 and 3 developments have commenced.
- ☐ Consultants have been appointed to develop strategies for the development and management of open space in Hulme.
- ☐ A Housing Association partnership to build and manage new housing for rent has been established, and substantial planning and design work on initial housing association projects has taken place.
- ☐ A Transport Study has been commissioned to investigate all aspects of transport in Hulme, including the road network and public transport provision.
- ☐ The technical feasibility and costs of demolishing the Moss Side District Centre are being investigated.
- ☐ Consultations have been held with major local employers to assess the prospects for business expansion and developments in the initial phases of the Action Plan.
- ☐ Briefings and discussions have been held with the widest range of private companies on the continued refinement of the overall planning framework for the area.

- ❑ Market testing has been undertaken with major private house builders on early development opportunities for new private housing.
- ❑ The Task Force and the Hulme and Moss Side Community Development Trust have secured a site for a construction skills training centre.
- ❑ Structures have been agreed for achieving wide participation in the definition and delivery of housing, economic and social programmes involving the local community, public and private agencies and Housing Associations.
- ❑ Extensive consultations have been held with all parties on the Action Plan.

7.2 A planning framework has been defined which translates the vision for Hulme into a desirable and achievable pattern of land use. This recognises the extent and variety of areas of housing which will remain in Hulme after deck-access housing has been demolished. New housing will be constructed to meet the needs of the existing and future residents of Hulme so that neighbourhoods are strengthened and expanded, a safe pattern of streets and open space is developed, and the differences between social and non-social housing are minimised. The framework broadens the mix of activities and land uses to create a self-sustaining neighbourhood. A major new Shopping Centre is proposed, with 'street front' shops, a supermarket and a range of businesses and related activities. The Centre will replace and be built on or near the site of the existing District Centre and will link to Moss Side by means of the new street through the centre as well as to the new and existing housing areas to the north. The formative period of the Plan will see the site prepared for development, outline development proposals produced and private sector participation secured to implement the scheme

7.3 Street front shops, businesses and services will also replace the unattractive local precinct in the Hulme 5 area and will promote the re-opened Stretford Road in becoming the heart of the new Hulme. The former Birley School playing fields have been identified as a prime business location, providing a site of over 15 acres at a key location close to Princess Road and a new western extension to

Greenheys Lane. The potential for accommodating prime business uses will be tested in the formative period of the Plan. The leisure and recreational needs of the new community will also be assessed, and unattractive and uninviting open spaces will be replaced with well designed play areas, public spaces and a new park.

7.4 The planning framework will be regularly refined over the programme period to ensure that changing circumstances are taken into account.

7.5 A series of routes to promote greater accessibility within and to Hulme are now being tested to demonstrate usage levels and the impact on the traffic system as a whole. The results, expected in January, will inform the definition of detailed proposals as they relate to road improvements, traffic management and public transport penetration.

7.6 Over 100 general inquiries have been received from private companies since the announcement of City Challenge, including a number of expressions of interest from developers wishing to have further information on potential opportunities. Briefings have been held for all companies and detailed discussions are now underway with private housebuilders who are keen to participate in the early development opportunities. It is anticipated that these discussions will result in 'mixed' schemes (private for sale or rent with social housing for rent) being brought forward for start in the first year of the Action Plan.

## 8.0 DELIVERY

8.1 The Action Plan is described in detail in Chapters 2 and 3. The 1992/93 programme is substantial but is the minimum required if strategic objectives are to be achieved over the prescribed five year period. The extensive consultations undertaken throughout the local community and with the range of public and private agencies involved have underlined the capability and commitment of all concerned to deliver. The process for relocating tenants who will lose their homes in the early period of the five year programme will be a demanding one, but a basis has emerged which will ensure rapid progress both in meeting the needs and aspirations of individual tenants and maintaining development timescales.

6.2

The achievement of the  
that by 1997 Hulme

pue sece  
bulmijun pue  
speeu teupaece  
lilim seer ssauisq auipd bulmijun

...in determining the implementation  
described in Section 4 in detail, that a  
achievement of the plan over the five years  
ensure that the plan achieves the fullest  
from the local community, the private sector and  
as that have a crucial impact on the quality of life  
and opportunity in Hulme. The Partnership is  
that has been developed since August, in response  
's invitation, ensures the maximum degree of participation  
of both individual projects and broader programmes, whilst  
overall Action Plan of which they are a part, will be speedily and  
vered.