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UNDERSTANDING COMMUNITY RESILIENCE IN CHEETHAM HILL

Final report prepared by

CLEES Policy Advice

Presented to

Manchester City Council

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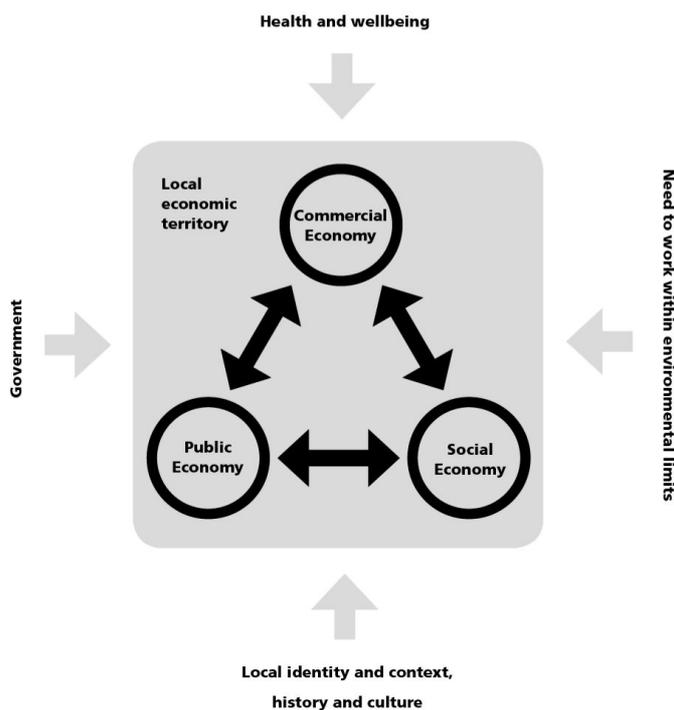
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EXECUTIVE SUMMARY

Introduction and about the CLES resilience model

In July 2009, the Centre for Local Economic Strategies (CLES) released a piece of research entitled *'Toward a new wave of local economic activism: The future for economic strategies'*¹. This piece of research introduced the CLES resilience model, a conceptual framework designed to show the structure of a local economy and the relationships that exist and influence it.

To achieve a better understanding of the systems within a local economy and therefore its resilience, the research acknowledged a better understanding is needed of how different economic spheres – broadly categorised into social, public and commercial – interact internally and with each other and are mutually dependent for achieving positive development outcomes. Based on these interdependencies, the research found that a holistic approach, with a varying blend of factors in each area, is needed to achieve prosperous local economies and a better quality of life for all people living in a locality. An illustration of the resilience model is shown below.



Manchester was one of several pilot areas in which CLES' resilience model was tested in 2010. The research found that Manchester as a place can be best described as lying somewhere between 'resilient' and 'stable'. There was evidence of strong relationships between the public and commercial and the public and social sectors in particular, with a range of strong and robust strategic structures, processes and systems in place across the City.

Unlike the previous pilot which was conducted at the city level, in this research we utilise the model at the neighbourhood level in Cheetham Hill. This location was chosen due to the uniqueness of the locality in terms of its ethnic and demographic diversity, and because of the wide range of socio-economic challenges it faces, which

requires a response across a range of levels within the community. The scale and scope of this research therefore differs. The first resilience pilots were concerned with the overarching strategic structures across the city, and how these inter-acted with each other to address strategic challenges and opportunities. Whereas for this study there is a degree of analysis of overarching structures, particularly with regards to the public sector, the main emphasis is on local community structures and often individual relationships. Therefore the city wide and community based resilience findings differ and are not directly comparable with the latter reflecting very local conditions and behaviours.

Utilising the model to explore the resilience of Cheetham Hill

The research focused within Cheetham Hill itself but also considered the influence of the wider ward, neighbouring areas and the wider City upon the function and subsequent resilience of place. The resilience research is undertaken by exploring the resilience of place through the lens of ten core measures:

- 1) the public economy;
- 2) the commercial economy;
- 3) the social economy;
- 4) the public economy's relationship with the commercial economy;
- 5) the public economy's relationship with the social economy;

¹ Centre for Local Economic Strategies, Towards a New Wave of Local Economic Activism: The Future for Economic Strategies. 2009 <http://www.cles.org.uk/files/104252/FileName/Newwave%28webversion%29.pdf>

- 6) the commercial economy's relationship with the social economy;
- 7) health and wellbeing and the relationship to the local economic territory;
- 8) the relationship between the local economic territory and working within environmental limits;
- 9) the relationship between the local economic territory and local identity, history and context;
- 10) the relationship between the local economic territory and governance.

Rather than researching in detail the issues that affect Cheetham Hill, many of which are well documented, this research is primarily about understanding the systems and processes in place across the sectors to be able to address challenges and create positive change.

A range of methodological practices are utilised to explore each of these ten measures. It is important to note that in the main the research is qualitative based on strategic interviews and discussion groups to determine internal dynamics of the three sectors and how they interact with each other to develop positive outcomes. This primary evidence (complemented where applicable by secondary sources) is brought together for each measure and we make an informed interpretation of the resilience of that measure. Resilience of measures is made upon a four part scale from resilient to stable to vulnerable to brittle. The interpretations are brought together to make a final assessment of the resilience of place. Following on from this evidence, a number of recommendations are provided to encourage behavioural change in terms of long term collaborative working within and between sectors.

The resilience of Cheetham Hill

The characteristics of the social, public and private sectors

Our research found that the resilience of the social sector sat somewhere between 'vulnerable' and 'stable'. The qualitative evidence suggests that the social sector itself is in a good state of health; it is vibrant and notably diverse. This can be considered a strength and something to build on in the long term. However, there are a number of issues which need to be addressed that threaten the ongoing development of networks between community groups and social enterprises. Where collaboration does exist, it tends to be driven by a limited number of individuals; therefore where relationships do exist between groups, they tend to be fairly vulnerable – if the individuals involved move on, the relationship is more likely to flounder.

The public sector is considered to be 'stable'. The wider Manchester model of strong leadership, ambition, urban regeneration, and cross public sector relationships is also forming the basis of city regional activities. The development of the refreshed SRF illustrates a strong understanding of how the public sector needs to work inter-departmentally across different agencies and provides a robust strategic and delivery blueprint for future public sector activity within North Manchester. Furthermore, neighbourhood based interventions as part of the Life Chances pilot between Cheetham Hill and Broughton in Salford also improves resilience, ensuring that cross boundary service delivery is more efficient and targeted.

The commercial sector is considered to be vulnerable. The sector is not particularly well connected, is characterised by insularity, with the diverse nature and high number of very small businesses leaving limited scope for collaborative networking. Additionally, the reliance on key sectors, such as retail, makes the area more vulnerable to a reduction in spending, although some of the low cost retail options along Cheetham Hill Road offer a buffer against rising prices elsewhere.

The relationship between the social and public sectors

The relationship between these two sectors is rated as 'stable', although clearly there are a considerable number of challenges facing both the public and local social sectors in maintaining and improving these relationships. The evidence suggests good individual collaboration but the lack of a strategic and formalised relationship, and a number of challenges caused by a fragmented social sector. The large fall in funding means new behaviours and different ways of working are required by both sectors to enable better community based activity and new methods of service delivery. There are limited examples of this highlighted, such as peer mentoring for voluntary and community sector organisations, and the work around the 'Five Ways to Mental Health and Wellbeing in North Manchester'. Combining more strategically in the future through initiatives such as these, will mean a more resilient relationship can be developed.

The relationship between the social and commercial sectors

The relationship between the social and commercial sectors is considered between 'vulnerable' and 'stable'. There is some evidence of a culture of supporting the social sector along faith lines, and piecemeal philanthropy is evident amongst some other, particularly larger, organisations – however overall levels are

perceived to be relatively low. Despite a lack of a strategic collaborative relationship, there would appear to be a willingness from elements in both sectors to work together more closely in terms of improving the area; however there is little resource for this, particularly in the ongoing financial climate, and some businesses in particular do not know how to go about it. The facilitation role of the Council here would be critical.

The role of larger social sector organisations is important in developing a more strategic relationship between elements of the two sectors (e.g. Northwoods Housing and Disabled Living) and there are examples of progressive activities which could act as a catalyst for collaborative activities; however the fragmented nature of the social sector limits strategic cross-over.

The relationship between the public and commercial sectors

Overall, there is a generally 'stable' relationship between the sectors, although this varies depending on the sector and size of the businesses involved, and their commitment to involvement with the public sector; it is a relationship that often appears to be driven by the public sector. There have been good levels of engagement with businesses by the Council, as they look to refine and focus the needs for business support activity. There has been significant engagement with larger employers in the area, which has ensured that local people have the opportunity to gain employment. Whilst there is a significant engagement with businesses, it needs to be further spread across a number of sectors and businesses of different sizes. The main drawback in the relationship is the perception from businesses of lack of attention to the physical assets and infrastructure, which limits further business expansion.

The role of external factors

There are a number of external factors which affect the resilience of Cheetham Hill, such as health and wellbeing, the environment, governance and identity, history, and culture. The latter is rated as 'stable'. Whilst there are issues with elements of the community in terms of valuing the area, and identity is split along faith lines, there is a unique mix within the community which acts as a gateway for immigration, providing real potential for the development of a vibrant locality in the future. Governance and the environment are linked into wider Council policy; both are broadly rated as being supportive of resilience, with the district wide and local policy frameworks being robust with a commitment to develop environmental policy into action across the City. However, health and wellbeing has been assessed as vulnerable, due to the critical issues the area suffers from, linked very much to high levels of long term worklessness. It is a major challenge for the locality, and the lack of health literacy amongst several cohorts of the population means that already difficult health problems are being exacerbated.

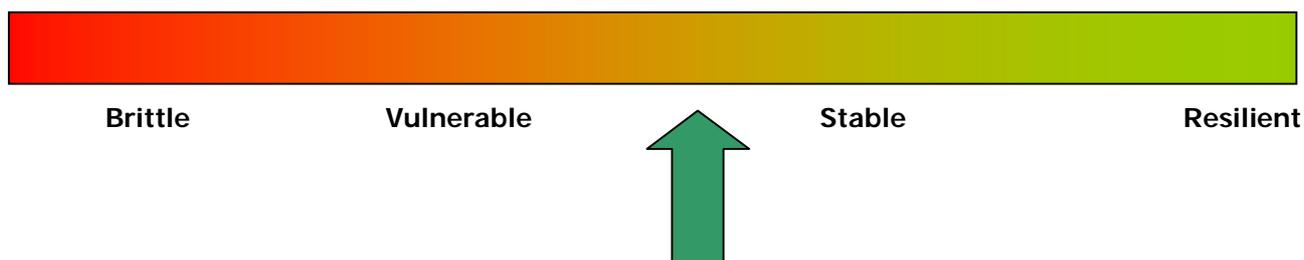
Relationship with the city centre

Cheetham Hill's resilience is both dependent on, but also independent to the city centre. As regards relationship with the city centre, the city centre does have the potential to be increasing its economic connectivity with Cheetham Hill. In order to further enhance the resilience of Cheetham Hill, future planning around the city centre should focus on providing opportunities for local residents. Such as ensuring local people have adequate skills, the commercial sector is used within the city centre supply chain and public sector procurement advances the local commercial supply chain.

As regards city centre development, due to its close proximity to Cheetham Hill, care should be taken to ensure future developments in and around the north end of the city centre do not adversely impact on the uniqueness and resilient characteristics that the local community exhibits. The obvious strengths and northward expansion must fit, blend and support rather than erode existing commercial trade and activity.

The overall resilience of Cheetham Hill

Using the assessments for each of the measures, we have concluded that Cheetham Hill as a place can be best described as lying somewhere between 'vulnerable' and 'stable' (see Figure 1). Strong, collaborative cross-sector partnerships which would help to make the locality more resilient are not in evidence to any great degree. The relatively insular mindset and lack of cohesion within both the social and commercial sectors means it becomes increasingly difficult to develop strong, collaborative relationships which build capacity to produce the synergy of innovative ideas needed to make positive local change. However, despite this, it is abundantly clear that the raw materials are in place. The future resilience of the area is about how to make the best use of all these community assets and resources.

Figure 1: Overall resilience assessment for Cheetham Hill

Towards future place resilience

There are areas in which to enhance resilience. This report sets out a series of considerations and recommendations for making Cheetham Hill more resilient to shocks, develop better local conditions, and grasp opportunities. For CLES, some of the most pressing recommendations are detailed below.

The social sector

- ❑ **Developing better sharing and information** – a dedicated online resource/hub of information which would help in filling some of the void left by the closure of the One Central directory (directory of social sector organisations).
- ❑ **Develop networks facilitated by existing and new connectors** – identifying and working with key people who can act as ‘connectors’ across faith and thematic based groups. Once identified, these key connectors should be encouraged to help develop (and sustain) social sector networks for the area.

The public sector

- ❑ **Thinking towards a ‘whole place’ approach** – thinking beyond individual programmes and projects, more emphasis needs to be placed on facilitation across all public sector activities. Some specific considerations could involve the regeneration team enhancing ward coordination including formalising the opportunities for both private and social sector stakeholders to influence activities both strategically and at the delivery level; and the local Community First panel to reflect the principles of ‘community resilience’ when allocating its £67,000 of CLG seed funding over the next few years, with full representation from each sector with shared accountability.

The commercial sector

- ❑ **Identification of key individuals within local networks** – to act as a local informal employer forum for the area, working to champion the area’s businesses, their niches and assets, links to the city centre, and to engage with the Council around key issues such as those identified in the SRF and Local Plan.

Relationships between the social and public sectors

- ❑ **Addressing the issues around quality community space** – working proactively to address the lack of suitable public/community space and consider how empty space/buildings could be used creatively to tackle this.
- ❑ **Programme of co-production to develop close partnerships** – local programme/pilot of co-production developed in equal partnership between the social and public sectors for core services will encourage users to design and deliver services in partnership with professionals, creating better quality and sustainable services at a low cost – potential for Councillors to play a key role in championing activities, and to learn from experiences of other local initiatives, such as co-production activities in Albert Park in Broughton.
- ❑ **Commissioning process that supports local social sector organisations:** a programme of support which builds capacity and understanding for commissioning; developing smaller contracts for neighbourhood level commissioning which are highly targeted allowing bespoke actions to address socio-economic issues.

Relationships between the social and commercial sectors

- ❑ Mapping of willing businesses who are interested in engaging with the social sector – in terms of both philanthropy and interest in strategic partnerships, a mapping exercise of businesses to explore what type of support they are able and willing to offer. They could then be ‘matched up’ with suitable local groups.
- ❑ Utilising commercial sector bodies to develop a culture of giving and philanthropy – external bodies, such as the Chamber of Commerce, together with the recently appointed Cheetham Business in the Community (BITC) ‘business connector’ and identified social sector ‘connectors’, working with local businesses to showcase how philanthropy benefits the local community by sustaining social sector activity.
- ❑ Knowledge transfer to develop entrepreneurial behaviours – development of mentoring activities which partner business representatives with particular social sector organisations. This would allow voluntary sector organisations to become more able to adapt within a changing public funding/commissioning landscape, as well as allowing business representatives to learn more about the social sector, its values, niches and specialisms - encouraging more strategic partnership working.
- ❑ Cross sector stakeholders driving forward area based improvements – due to close proximity of organisations there will be shared interests, in terms of developing physical and social improvements to the locality; therefore identifying key individuals and organisations to promote local collaboration in delivering, lobbying and/or bidding for area based improvements; initially working with the public sector to facilitate such activity.

Relationships between the public and commercial sectors

- ❑ Development of a bespoke, local employer engagement policy – which would allow better linkages across the area, allowing for the sensitivities and specific requirements of businesses in the locality.
- ❑ Utilising business mentors – public sector facilitation, working with key business stakeholders in the wider area who could provide business mentoring and advice to businesses.
- ❑ Drawing on business representative bodies such as a local employer forum and the Chamber of Commerce - through effective partnership working between the local public sector, local employer forum, the Chamber, and the BITC business connector, there is scope for developing greater business collaboration and connecting more effectively with the area’s sizeable small business base. This will encourage more outward looking behaviour, in terms of across the private sector but also with the social sector.

1 INTRODUCTION

1.1 Background to the research

'Resilience is an emergent property of a system – it's not a result of any one of the system's parts but of the synergy between all its parts. So, as a rough and ready rule, boosting the ability of each part to take care of itself in a crisis boosts overall resilience.'²

In July 2009, the Centre for Local Economic Strategies (CLES) released a piece of research entitled '*Toward a new wave of local economic activism: The future for economic strategies*'³. This piece of research introduced the CLES resilience model, a conceptual framework designed to show the structure of a local economy and the relationships that exist and influence it. CLES has shown that resilience is an important aspect of any local economy, as it allows a locality to be change ready and adaptable, riding global economic punches, recovering quickly, working within environmental benefits, and having high levels of social inclusion.

To achieve a better understanding of a local economy and therefore its resilience, the research acknowledges the need for a better understanding of how different economic spheres – broadly categorised into social, public and commercial – interact with each other and are mutually dependent for achieving positive development outcomes. Based on these interdependencies, the research found that a holistic approach, with a varying blend of factors in each area, is needed to achieve prosperous local economies and a better quality of life for all people living in a locality.

CLES has developed the resilience model, extensively tested at the local authority scale. This was undertaken across eight locations, including Manchester. The research found that Manchester as a place can be best described as lying somewhere between 'resilient' and 'stable'. There was evidence of strong relationships between the public and commercial and the public and social sectors in particular, with a range of strong and robust strategic structures, processes and systems in place across the City.

In the course of the past two years, CLES has piloted the resilience model in the following areas:

- 1) Ashfield and Mansfield District Councils;
- 2) Blackburn with Darwen Borough Council;
- 3) Cambridgeshire County Council⁴ and West Suffolk⁵;
- 4) Cherwell District Council;
- 5) Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council;
- 6) Manchester City Council;
- 7) Northumberland County Council;
- 8) Southern Staffordshire Partnership.⁶

The resilience model is increasingly valuable as all three sectors are required to transform to meet economic, environmental, political and social challenges. Activities in the social sector, such as credit unions, community land trusts, community energy projects, and food growing schemes, are of growing importance in this context. Twenty of the most important self help approaches are brought together in a publication edited by Tony Hillman and Toby Blume entitled '*Urban Forum Guide to Community Resilience*' (2011). Whilst this activity is self organising and self sustaining, there is also a necessity for cross-sector collaboration, in ensuring localities can overcome socio-economic and environmental challenges, and be able to maximise opportunity.

The resilience studies carried out by CLES in the pilot areas highlighted the limited understanding across sectors of the role of the social sector within the local economy, and poor links between the social and commercial sectors. The community resilience pilot will use and develop this model to increase understanding of the social sector and how to better develop the circumstances needed for

² Thomas Homer-Dixon, *The Upside of Down*, Souvenir Press Ltd, 2006

³ Centre for Local Economic Strategies, *Towards a New Wave of Local Economic Activism: The Future for Economic Strategies*. 2009 <http://www.cles.org.uk/files/104252/FileName/Newwave%28webversion%29.pdf>

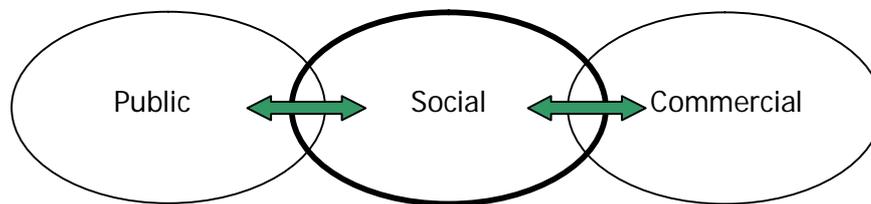
⁴ Cambridgeshire County Council, Huntingdonshire District Council, South Cambridgeshire District Council and Cambridge City Council

⁵ West Suffolk is made up of St Edmundsbury District Council and Forest Heath District Council

⁶ East Staffordshire District Council, South Staffordshire District Council, Cannock Chase District Council, Lichfield District Council and Tamworth District Council

local actions to develop, which utilises all of the assets within a locality – from across the social, public and commercial sectors. Moreover, unlike the previous pilots which were conducted at the local authority level, in this research we utilise the model at the neighbourhood level in Cheetham Hill.

Figure 2: The community resilience model



Subsequently the focus for this work differs considerably from that which was previously undertaken with Manchester City Council in 2010. This first resilience study was concerned with the overarching strategic structures across the city, and how these inter-acted with each other to address strategic challenges and opportunities. Whereas for this study there is a degree of analysis of overarching structures, particularly with regards to the public sector, the main emphasis is on local community structures and often individual relationships. Therefore the city wide and community based resilience findings are not directly comparable as the latter reflects very local conditions and behaviours.

1.2 Aims and objectives

The aim of the project is to encourage and promote greater community resilience, to help communities harness valuable resources (often untapped) and to develop bottom up sustainable solutions to particular local needs and aspirations, by helping to create the conditions within which this can happen; complementing top down approaches from public policy.

Our objectives are to:

- ❑ identify existing strategies and activity which are, or could be, contributing to resilience and barriers that are inhibiting resilience;
- ❑ determine local needs and develop a locally responsive plan of action to strengthen resilience;
- ❑ support the development of new approaches and strengthening existing activity.

It is important from the outset to understand what the research is designed to do and what it is not designed to do. It is a mainly qualitative, primary piece of research to assess the systems and processes within Cheetham Hill, to understand the capacity of the locality to respond to shocks, deep seated challenges, and opportunities. The aim is not to go over in great detail the specific issues that Cheetham Hill faces, or to assess the potential of centres and places such as the Abraham Moss Centre and Cheetham Hill district centre. This has been covered elsewhere and where such issues are mentioned here it is for the benefit of the wider context of the study. This work is about understanding the way in which a locality functions more broadly, through collaboration and partnerships between individuals and organisations, and to explore how this can be further developed.

1.3 Report structure

- ❑ **Section 2:** introducing the concept of community resilience and the measures used to examine resilience in Cheetham Hill;
- ❑ **Section 3:** presents the methodology used for this research, explaining the principles of this, coverage of the consultative activities, and specifying the spatial scope for the study;
- ❑ **Section 4:** outlining the strategic context at the Greater Manchester, Manchester and Salford, and North Manchester levels, how they fit together and link with the community resilience model;
- ❑ **Section 5:** providing a local context, which outlines the socio-economic challenges faced by Cheetham Hill and perceptions of place by those consulted as part of the research;

- **Section 6:** assessment of resilience in Cheetham Hill, via an outline of key issues emerging from the qualitative research, structures and actions which support resilience for each particular measure, and an assessment of resilience based primarily on the findings.

Based on this qualitative evidence, a range of recommendations are put forward to further strengthen resilience. These are a mixture of strategic and practical actions, designed to begin to develop the thinking of local actors which will encourage more resilient behaviours in the long term.

- **Section 7:** pulling together all of the findings to determine an overarching measure of resilience for Cheetham Hill.

1.4 About the research team

This project is collaborative between two organisations, Urban Forum and the Centre for Local Economic Strategies (CLES), with the support of Manchester City Council and the Tudor Trust.

1.4.1 About Urban Forum

Urban Forum is a national charity and membership organisation that supports communities to have a greater say over decisions that affect them. They work with members to influence government policy by supporting them to influence decision making locally. By gathering evidence and feedback from their members, they act as a bridge between policy makers and community groups operating on the ground.

1.4.2 About CLES

Established in 1986, CLES is an independent organisation and network of subscribing organisations involved in regeneration, community development and local governance. CLES brings together incisive and independent policy research with robust consultancy work, as well as providing membership, events and training services. CLES acquired New Start magazine in 2010 and launched a new online service; teaming up with New Start has increased CLES' capacity to disseminate research findings to a wide audience of policy makers and practitioners across the economic/community development and regeneration sector.

2 COMMUNITY RESILIENCE

2.1 Introducing community resilience

For CLES, resilient communities are those which are able capable of bouncing back from adverse situations. They can do this by actively influencing and preparing for economic, social and environmental change. When times are bad they can call upon the myriad of resources that make them a healthy community. A high level of social, public and private capital means that they have access to good information and communication networks and can call upon a wide range of resources. They are places where place improvement activities are efficiently implemented through a well managed balance between ‘top down’ and ‘bottom up’ structures, equally involving all actors within the community – public, private and social. In particular, the social sector is well connected, strong and shares good links with other sectors. Resilient communities will often also have good connections with other neighbourhoods across the public, private and social spheres, particularly where they share commonalities, such as between Cheetham Hill and Broughton.

During the piloting of the CLES resilience model, ten measures were developed that sought to gauge an area’s resilience. These ten measures are detailed in Figure 5 of CLES’ publication entitled ‘*Productive local economies: Creating resilient places.*’⁷

Whilst these are referred to as ‘measures’ we employ largely qualitative techniques for our research. Further information on the methodology is detailed in Section 3. The ten measures that underpin the research are detailed in Table 1. Reflecting the spatial scale in which we are conducting this research (i.e. the neighbourhood level, as opposed to the local authority level), and our primary interest in ‘community’ as opposed to ‘economic’ resilience, we adapted these measures for the purposes of our research in Cheetham Hill and Broughton.

The ten measures detailed in Table 1 include both Tier 1 and Tier 2 measures. Tier 1 measures refer to levels of community resilience in Cheetham Hill and, as such, warrant more in-depth analysis than the secondary tier of measures.

Table 1: Measures of community resilience

| | |
|--|--|
| Theme 1: Understanding the social, public and commercial sectors | Tier 1 Measures |
| | Measure 1: The social sector The social sector embraces a wide range of community, voluntary and not-for-profit activities that aim to bring about positive local change. The social sector is characterised by a number of different types of organisations, including: community enterprises; credit unions; charities and voluntary groups; development trusts; and cooperatives. |
| | Tier 2 Measures |
| | Measure 2: The public sector The public sector consists of services delivered on behalf of government organisations whether national, regional or local, and funded by the public purse. |
| Theme 2: Understanding the relationship between the three sectors | Measure 3: The commercial sector The commercial sector encompasses businesses that are privately owned and profit motivated. |
| | Tier 1 Measures |
| | Measure 4: The social sector’s relationship with the public sector Explores the existence and effectiveness of partnerships between the social and public sectors. |
| | Measure 5: The social sector’s relationship with the commercial sector Explores the existence and effectiveness of partnerships between the social and commercial sectors. |

⁷ Available to download at: <http://www.cles.org.uk/wp-content/uploads/2011/01/Resilience-for-web1.pdf>

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|---|--|
| | Tier 2 Measures |
| | <p>Measure 6: The commercial sector’s relationship with the public sector Explores the existence and effectiveness of partnerships between the commercial and public sectors.</p> |
| Theme 3: Understanding the wider influences on the community | Tier 1 Measures |
| | <p>Measure 7: Identity, culture and history The extent to which a community is shaped by and manages its identity, history and culture. This measure also considers faith and ethnicity.</p> |
| | <p>Measure 8: Health and wellbeing Local levels and perceptions of health and wellbeing and their impact on the community.</p> |
| | <p>Measure 9: The environment We will explore the relationship between the local environment and community resilience.</p> |
| | Tier 2 Measures |
| | <p>Measure 10: Governance issues How does local activity connect to governance structures?</p> |

3 METHODOLOGY

3.1 Introducing the methodology

The project encompasses four key stages: planning; investigation; synthesising; and action. In this section, we set out the activities undertaken at each stage and explain the methods adopted.

3.1.1 Stage 1: Planning

The first stage of the project involved the continued development and refinement of the ten measures of community resilience (see Section 2) and desk based research, including a review of existing strategic documents and available ward level data. Stage 1 also involved the identification of key stakeholders and research participants.

3.1.2 Stage 2: Investigation

There were three key phases of the investigation into community resilience in Cheetham Hill, as detailed below.

Phase 1: Understanding the three sectors

In Phase 1, the investigation sought to understand the characteristics of the social, public and commercial sectors in Cheetham Hill (i.e. Measures 1-3).

Table 2: Characteristics of the social, public and commercial sectors in Cheetham Hill

| Measure | Method |
|---|--|
| Measure 1: The social sector (Tier 1) | It can be difficult to accurately capture the size and scale of the social sector as little data exists at either national, local authority, or community level. In Cheetham Hill, we utilised the directory of Manchester voluntary and community sector organisations ⁸ to understand the scale of the sector, along with informal conversations with representatives from the social sector. |
| Measure 2: The public sector (Tier 2) | Our understanding of the scale of the local public sector was informed by conversations with local authority representatives and available data. |
| Measure 3: The commercial sector (Tier 2) | To develop a picture of the local commercial sector, we drew on qualitative, anecdotal information, national data sources, and a local business survey undertaken by the City Council in 2010. |

Phase 2: Understanding the relationships between the three sectors

Utilising qualitative research methods, the second phase of the research sought to understand the relationships between the three sectors. Teasing out the strengths and weaknesses of the various relationships enabled the team to develop a picture of how the three sectors are interacting, what we see as vital in appreciating the community's resilience.

A total of 30 qualitative face-to-face and phone interviews were undertaken across the social, public and commercial sectors. 8 of these were with public sector individuals from the Council and Manchester College; 13 with representatives from social enterprises and voluntary and community organisations; 2 from local resident groups; and 7 from private sector organisations. In addition to these interviews, discussion groups were facilitated with representatives from each of the three sectors, which 'check and challenged' the findings from the interviews and provided further material. Finally, secondary material was also used where available, such as the Business Survey which included Cheetham Hill businesses.

⁸ See: <http://www.onecentralplace.org/>

Table 3: Relationships between the three sectors

| Measure | Method |
|---|---|
| Measure 4: The social sector's relationship with the public sector (Tier 1) | Semi-structured, face-to-face and telephone interviews with representatives from the social, public and commercial sectors, with the aim of gathering information and opinions about the relationships between the three sectors and the subsequent impact on community resilience. Also group discussions with members of the social, commercial and public sectors, which provided a range of perceptions about the strength of existing relationships, and how they are able to respond to challenges the localities face. |
| Measure 5: The social sector's relationship with the commercial sector (Tier 1) | |
| Measure 6: The commercial sector's relationship with the public sector (Tier 2) | |

Phase 3: Understanding the wider influences on the community

The final phase of the investigation explored the wider influences that have an impact upon the community.

Table 4: The external measures influencing resilience

| Measure | Method |
|---|---|
| Measure 7: Identity, culture and history (Tier 1) | As part of the interviews for Measures 4-6, we also asked a range of questions about Measures 7-10, which determine the impacts on community resilience around external factors, linking into the discussions, where relevant, on how the relationships between the three sectors are being utilised to influence these impacts. We also engaged in a number of specific interviews for each of these measures with local stakeholders. |
| Measure 8: Health and wellbeing (Tier 1) | |
| Measure 9: The environment (Tier 1) | |
| Measure 10: Governance issues (Tier 2) | |

3.1.3 Stage 3: Synthesising

The third stage of the project was the analysis and writing up of the research findings. The report assesses the resilience of each of the measures. Each measure is positioned on a scale ranging from 'resilient' to 'brittle'. The four descriptive 'rankings' are defined as follows:

- 1) **resilient** – there is compelling evidence of robust relationships within and between the different spheres of the local economy, and these relationships have been developed in bold and innovative ways. The three sectors are working together very effectively and are having a clear positive impact on the locality, evident in partners' responses to local challenges and wider economic influences. The strong relationships and resources present make the area very well prepared to deal with economic, social and environmental shocks;
- 2) **stable** – there is evidence of sound relationships within and between the different spheres of the local economy; and adequate communication within and between the sectors, often facilitated by dependable forums. There is some evidence that the sectors are working together well or they have robust internal dynamics, supported by examples of where the sectors have come together, to develop local responses to challenges. The relationships and resources present make the area relatively prepared for shocks, and there is some evidence that partners are responding to wider economic influences; however more creative collaboration is required in order to strengthen local resilience;

- 3) **vulnerable** – the relationships within and between the different sectors are significantly underdeveloped. Whilst there may be some communication, it tends not to be sustained or strategic. As such, relationships may be precarious. There is very limited evidence of the sectors coming together to respond to local challenges or wider influences; without improvement, the local economy will be vulnerable to shocks;
- 4) **brittle** – there is little evidence of relationships within and between the different sectors. Where cross-sector relationships exist, they are often characterised by tension and conflict. The sectors are not working collaboratively to respond to local challenges or to address wider influences on the area. The locality is therefore very susceptible to economic and social shocks.

Following the assessment, we outline ways in which resilience is already being promoted and strengthened in the area, and outline recommendations to further embed resilience in the future.

3.1.4 Stage 4: Action

The final element of the project is the implementation of an action plan. Drawing on the findings outlined in this report, Urban Forum took the lead on action planning with partners in both neighbourhoods through a community resilience workshop, using participatory, solution-focused facilitation techniques to identify realistic but ambitious actions to improve community resilience.

Stage 4 also involves the establishment of a joint neighbourhood working group, made up of key partners and activists in the local community and the local authority (and other public/commercial stakeholders as appropriate) to oversee the implementation of the action plan, which also includes the allocation of £10,000 of seed funding for promoting community resilience. We are confident that adopting an action research approach will encourage ongoing learning and development in Cheetham Hill, encouraging long term behavioural change in which relationships and collaboration adds value to approaches which aim to address local needs and respond to opportunities.

3.1.5 Geographical note

Cheetham Hill is part of the wider Cheetham ward, located to the north of Manchester City Centre. Centred on one of the main arterial roads into and out of the City, Cheetham Hill sits to the north east of Strangeways. Unlike Strangeways, which is characterised by a large number of business units, including warehouses and depots, Cheetham Hill itself combines both businesses and residential areas.

It should be noted that this study is primarily centred in the Cheetham Hill area. Overwhelmingly the consultation was centred on Cheetham Hill but there are references throughout of the wider Cheetham ward, particularly in the case of the commercial sector which discusses Strangeways.

The neighbourhood level scale has meant that access to data is more difficult; however it also reflects that Cheetham Hill is not a place that should be studied in isolation – there are strong economic and social connections that influence the locality from neighbouring areas. Neighbourhoods and the networks within them are more fluid than administrative boundaries. Therefore some of the recommendations may also be more suited towards a wider area including the rest of the Cheetham ward and Broughton for example, but could clearly benefit local Cheetham Hill residents.

4 THE STRATEGIC CONTEXT

The following section provides an over-arching context to Cheetham Hill and the study, and where it fits in with regards to wider Greater Manchester and Manchester strategy and policy.

4.1 Towards sustainable communities

In 2009 the Manchester Independent Economic Review (MIER)⁹ was published, which consisted of a number of reports around improving economic performance across the city region. This in turn was important in forming local city region and district level policy. One of the reports was centred around sustainable communities, which particularly noted some of the most deprived areas in Greater Manchester being at the heart of the conurbation, in central and north Manchester and east Salford. The report, based on detailed empirical work, highlighted four types of neighbourhood that fall within the worst fifth in terms of the index of multiple deprivation. These are isolates, transits, escalators and gentrifiers. The most disadvantaged of these was deemed to be the isolate neighbourhoods, of which Cheetham Hill is one. This is termed as:

“Neighbourhoods whose households move between areas of similar or greater deprivation. Households in these neighbourhoods, which are characterised by concentrations of social housing, are in effect trapped.”

Isolate neighbourhoods such as Cheetham Hill (and indeed several other areas of North Manchester) clearly have important policy consequences at the district and city region levels. Even during economic expansion they have been unable to improve economic opportunities for their residents, relative to the rest of the city region. MIER suggested prioritisation of policy focus within these neighbourhoods, outlining a range of over-arching policy formulas which are within the Greater Manchester Strategy outlined in 4.2 below.

The report identified the need to place the greatest emphasis on interventions which target individuals as closely as possible, and following that, the smallest possible areas, with interventions at the neighbourhood level being the most important. The MIER report also commented on the need for better integration and for more responsive policy and delivery between key agencies and players, and importantly, including local communities themselves. A key policy lesson is that there is no 'one size fits all' solution, and actions need to be coordinated within a framework of activity pursued at different spatial levels. This highlights the strategic fit of the community resilience model with recent thinking across the city region, in that local solutions involving a wide range of local actors which fit into wider strategic priorities will provide the best chances for ensuring future positive change.

4.2 The Greater Manchester Strategy

Following the MIER, the Greater Manchester Strategy¹⁰ outlined a number of agreed strategic priorities for the city region across a range of themes, one of these being developing better life chances across deprived areas. It commented that long term worklessness and economic inactivity is primarily concentrated in a small number of neighbourhoods where residents suffer more crime and have worse physical and mental health, which can sap the vitality of communities, reducing both confidence and cohesion, raising the cost of public services, leading to a deterioration in work culture and skills, and above all, entrenching deprivation. Cheetham Hill typifies a number of these challenges, and this was why it was chosen as a location for the community resilience pilot, to understand the nature of the systems in place which can respond to such challenges. The strategy outlined a number of strategic objectives to develop better life chances, a number of these emanating from MIER, including:

- ❑ Substantially improving adult skills, which includes much closer engagement with employers;
- ❑ Reducing the number of people with limiting illnesses, to increase the number of people going into work and reducing the number falling out of work;
- ❑ Improving Level 2 attainment rates and progression to high education;
- ❑ Increasing access to employment in deprived areas, maximising investment and job creation within (and close to) deprived communities;

⁹ MIER (2009) <http://www.manchester-review.org.uk/>

¹⁰ New Economy Manchester (2009) http://neweconomymanchester.com/stories/842-greater_manchester_strategy

- ❑ Tackling child poverty, stopping the cycle of children growing up in deprived families to become deprived adults;
- ❑ Reducing crime rates and anti-social behaviour, which impacts on people's satisfaction of an area and its ability to attract investment;
- ❑ Improving the physical environment, in terms of the built environment and low carbon measures;
- ❑ Improving the performance of public services by agreeing to a clear set of spatial and community priorities and developing more integrated multi-agency delivery structures.

These are all relatively long term objectives, which will be served most effectively by being delivered through clear and accountable cross-sector (public, social and private) functions and structures at both the strategic and community levels.

4.3 North Manchester Strategic Regeneration Framework

Recognising the uniqueness of neighbourhoods in terms of opportunities and challenges, Strategic Regeneration Frameworks (SRF's) were developed for 5 areas of the City: East, North, Central and South Manchester, and Wythenshawe. The rationale behind the SRF is to:

- ❑ Provide a strong vision for the area over a 10/15 year period;
- ❑ Confirm the area's opportunities and challenges;
- ❑ Identify where improvements can be made in public services;
- ❑ Provide a policy framework across social, economic and physical regeneration; and
- ❑ Provide a framework in which investment can be made by the public and private sectors.

The last SRF for North Manchester was produced in 2003 and has guided levels of investment and development by the public/private sectors in North Manchester, with Cheetham being one of six wards targeted. A place and people approach was developed which was focused on developing existing communities, and strengthening North Manchester's role as a residential area. Over the past 8 years both the political and economic landscapes have shifted markedly, with the MIER being published, providing the framework for the Greater Manchester Strategy, which is being developed by the Local Enterprise Partnership and the Greater Manchester Combined Authority, both established in 2011. The economic slowdown continues, which has increased unemployment in North Manchester and reinforced levels of deprivation, reducing private investment and public spending as the fiscal environment becomes tighter. Within the Council there have been structural changes with stronger neighbourhood focus led by Neighbourhood Regeneration Teams.

However despite the external changes, a number of the issues remain the same as in 2003 due to long term entrenched levels of deprivation, and accordingly the aims have changed little, as outlined below in terms of those around developing place and people:

- ❑ **Place:** making North Manchester an attractive place to work, live and raise families, with easy access to services;
- ❑ **People:** residents fully benefiting from prosperity and jobs in North Manchester, the wider city and city region.

With regards to the latter point, the 2012 North Manchester SRF focuses on the need to ensure that residents are better linked to opportunities in the city centre economy, and wider, such as Manchester Airport, Salford Keys, the universities, and Media City for example.

The SRF has a number of Strategic Investment Opportunities (SIO's) and thematic policy areas. The SIOs concerning Cheetham Hill are primarily aimed around the City Centre Fringe and maximising North Manchester's links with investments around growth in business and jobs particularly concerning the lower end of Cheetham Hill road and the Strangeways employment area; and in generic terms around developing business growth and innovation and developing future opportunities through the Irish World Heritage Centre and Manchester Fort.

As outlined above. The thematic policy areas include:

□ **Place:**

- **Housing and neighbourhoods:** transforming neighbourhoods where major change is needed and increasing home ownership;
- **Crime and community safety:** ensuring that neighbourhoods are safe and welcoming;
- **Transport and accessibility:** quality, reliable and safe transport;
- **District and local centres:** high quality retail offer and clusters of services around retail hubs;
- **Green spaces:** continuing to invest and strengthen green space areas;
- **Sustainability:** ensuring neighbourhoods are environmentally aware, and making the most of North Manchester's assets;
- **Promoting North Manchester:** celebrating its diversity and promoting it as a place where people will want to live and raise families.

□ **People:**

- **Economic development:** supporting the economy to grow, encouraging enterprise, growth and investment;
- **Employment and skills:** developing and diversifying a higher skills base and increasing wage levels;
- **Children, young people and families:** improving early years experiences, improving education attainment and skills levels, and increasing aspirations;
- **Healthy and active lifestyles:** to tackle causes of low life expectancy and worklessness;
- **Older people:** helping older residents to lead healthy and independent lives.

The SRF has a strong strategic fit with the Greater Manchester Strategy, in terms of providing better life chances for residents of North Manchester, with its SIO's and thematic policy objectives very much in line with that of those of the strategy. The SRF also fits into the key policy lessons outlined by MIER, in terms of delivery of future interventions and services including all key players in an area – mainstream agencies to marshal other resources and ensure effective and relevant mainstream services, and local communities to ensure the appropriateness of actions and to maximise local benefits.

As with the MIER and Greater Manchester Strategy, the approach taken through the community resilience pilot fits with the SRF and its enhanced aims of locally sensitive approaches. The cross cutting recommendations should complement the objectives set out in the SRF – only through the development of strong, robust cross sector relationships which evolve over the long term can ambitions such as these be realised.

4.4 **Cheetham Hill and Broughton Life Chances Pilot**

A key element of the Greater Manchester Statutory City Region work prior to the Coalition Government was the development of pilots designed to tackle the economic, social and financial challenges presented by the many areas of high deprivation in the city region. A major emphasis of this work was to establish new models of partnership delivery and improving outcomes whilst delivering efficiencies in the most challenging areas.

Broughton shares many of the challenges that Cheetham Hill faces, including crime and anti-social behaviour, high levels of worklessness, high levels of social housing stock; it suffers from high levels of deprivation and as such has been subject to a number of regeneration schemes, such as SRB 2, chapel street regeneration project for instance.

The MIER highlighted and confirmed that deprived neighbourhoods in the city region such as Cheetham Hill and Broughton are where many of the major public service challenges lie, where engagement can be most difficult and where intensive and costly interventions are a persistent feature. They are places where policy makers have learned that the case for integrated delivery appears greatest because of the action of a range of self reinforcing features – a 'spiral of decline'.

As a result of these common challenges, Manchester and Salford City Councils agreed to take forward a pilot of an approach which will go further than, and learn lessons from previous efforts in neighbourhood renewal, management and delivery. This would bring together Cheetham Hill and Broughton neighbourhood intervention and management activities.

Some aspects of this approach had been tried before in places across Greater Manchester through neighbourhood management and regeneration programmes and in more recent initiatives such as Working Neighbourhood Teams. However, the life chances model goes further in a number of ways:

- ❑ It has a stronger local 'management of place' through partnership mainstream delivery arrangements - as close as possible to a 'one public service team' approach;
- ❑ It has a tighter scale and focus than previous neighbourhood approaches, enabling deep understanding and response;
- ❑ There is a stronger focus on system reform to enable joint working with families and individuals;
- ❑ It provides more emphasis on strengthened incentives for residents to engage with support services and become economically and socially active (e.g. the role of social housing providers in encouraging moves towards economic activity);
- ❑ There is a greater focus on the efficiency potential of targeted neighbourhood work, including the savings achieved for the wider public service system;
- ❑ The local delivery arrangements should develop a more substantial and coherent offer to long-term workless residents in Broughton and Cheetham Hill.

This approach in Cheetham Hill and Broughton reflects the new aims and objectives of the Greater Manchester Combined Authority, which is set up to be able to consider the needs of different communities in the context of the wider city regional economy. AGMA's approach is for increased levels of partnership working at the local level, with a flow of combined top down and bottom up services into neighbourhoods, not simply wards defined by administrative boundaries. This logically fits in with the approach of the SRF and the wider Greater Manchester Strategy in tackling deprivation and creating stronger places. The community resilience approach therefore is directly applicable to enhancing local collaborative activity within Cheetham Hill and Broughton.

Despite these links it is important to note that the focus for this study is Cheetham Hill. Some of the findings and recommendations may also be applicable to Broughton, but any links would be anecdotal without undertaking qualitative research.

5 THE LOCAL CONTEXT: CHEETHAM HILL

5.1 Introduction

The aim of this section of the report is to provide an overview of the local context and develop an assessment of the case study area. To do this, we draw on existing ward level data, policy and strategy documents relevant to the area, and draw upon perceptions of the area highlighted during our qualitative research.

5.2 Socio-economic context

5.2.1 Place, population and people

In 2009, the Cheetham ward population stood at approximately 19,800, an increase of 30.5% since 2001¹¹. Population density is slightly higher than the city average, with an average household size higher than Manchester as a whole.¹² Cheetham has a much higher child dependency ratio (35.1%) but lower elderly dependency ratio (13.7%) than Manchester as a whole (25.1% and 17.4% respectively)¹³.

For the last 200 years, Cheetham Hill has been a key arrival point for migrants entering the City, including: Irish migrants in the mid nineteenth century; Jewish migrants in the late nineteenth and early twentieth century; and migrants from the Commonwealth countries in the mid twentieth century. Cheetham Hill remains an extremely diverse area today. Indeed, in 2007 it was estimated that over half of Cheetham's population belonged to a non-White ethnic group. The Pakistani community is the largest of all non-White ethnic populations, making up 26.0% of Cheetham's total population. 'Other' ethnic groups make up 9.1% of Cheetham's population, with 5.2% of the population from 'Mixed' backgrounds. There are also significant Indian and Black African populations, at 4.6% and 4.0% respectively. 3.1% of Cheetham's population is Chinese, 1.7% is Black Caribbean and 0.4% is Bangladeshi.¹⁴

This diversity is reflected in the built landscape of the area – mosques, churches and temples are prominent local features – whilst many of the shops along Cheetham Hill Road are run by and cater for the local South Asian population. In recent years, these businesses have been joined by grocery shops stocking Eastern European produce to serve migrants that arrived following the enlargement of the European Union in 2004. The wider Cheetham area is also home to a range of cultural assets, including the Jewish Museum, the Irish World Heritage Centre and the Ukrainian Club.

Data shows that Cheetham's population is a deprived one. In 2008, the ward had a higher proportion of children under the age of 16 in poverty than the Manchester average (50.7% compared to 41.8%), and a higher rate than the average for England as a whole. Within the ward, rates in Lower Super Output Areas (LSOAs) varied from 32.0% to 66.9%¹⁵. Life expectancy in Cheetham is significantly lower than the average rate for England: 76.4 years compared with 80.3.

5.2.2 Economy, employment and education

Data shows that there are higher than city averages of businesses in the manufacturing and wholesale sectors in the wider Cheetham ward, with lower proportions in the financial intermediation, health, hotel and real estate sectors in 2010¹⁶. Much higher than city average proportions of workers in the ward were employed in the manufacturing, construction, transport and wholesale sectors, with lower proportions in the education, financial intermediation and hotel sectors in 2010¹⁷.

¹¹ Source: ONS 2001-2009 Mid Year Estimates

¹² Ibid

¹³ Manchester City Council, Cheetham Ward Profile, version 2010/11, accessed at:

http://www.manchester.gov.uk/downloads/download/364/corporate_research_and_intelligence_ward_profiles

¹⁴ Source: Estimates derived by Manchester City Council Corporate Research and Intelligence from unrevised ONS Experimental Ethnic Groups 2007, cited in Manchester City Council, Cheetham Ward Profile, version 2010/11, accessed at:

http://www.manchester.gov.uk/downloads/download/364/corporate_research_and_intelligence_ward_profiles

¹⁵ Manchester City Council, Cheetham Ward Profile, version 2010/11, accessed at:

http://www.manchester.gov.uk/downloads/download/364/corporate_research_and_intelligence_ward_profiles

¹⁶ Ibid

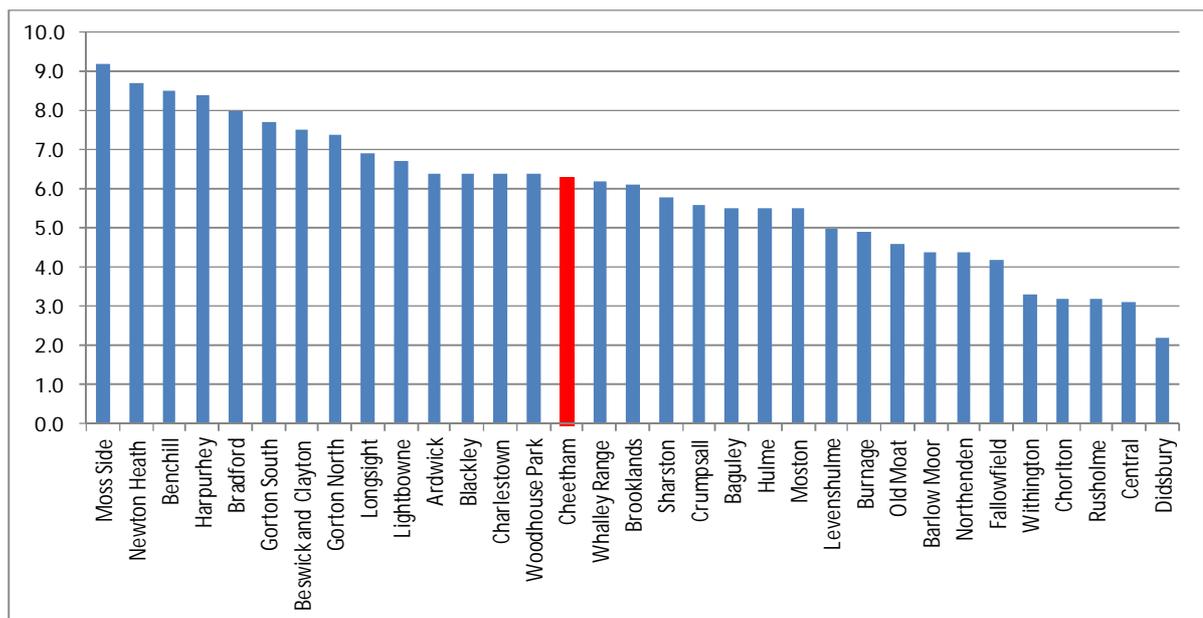
¹⁷ Ibid

As a district centre, Cheetham Hill provides a diversity of food and non-food retail offer for local people across neighbouring wards and the wider Greater Manchester area. Previous research undertaken by CLES in the area found that Cheetham Hill Road's retail offer can be broadly split into two parts¹⁸. Towards the south of Cheetham Hill Road, there is a significant number of South Asian owned stores, including fruit and vegetable and general food stores. Towards the north of Cheetham Hill Road, there are a greater number of non-culturally specific shops, including chain stores, centred around the recently developed Cheetham Hill Shopping Centre, including Tesco, Peacocks and Costa Coffee. However, a number of units within the shopping centre stand vacant.

The data in Figures 3 to 5 highlight the issues faced in the local labour market. Unemployment is high across the whole ward, as is the trend across much of Manchester, with Jobseekers Allowance rates in September 2011 at 6.4%. This has increased particularly sharply since spring 2011, with the unemployment trend showing a steeper ascent than that for Manchester as a whole (5.4%). However, it is outside of the labour market itself where the most critical issues face Cheetham. The volume of Incapacity Benefit/Employment Support Allowance claimants in Cheetham is higher than anywhere else across Manchester, with over 3,000 people claiming. This highlights that many people are distanced from the labour market, and the impacts of the recession and limited economic growth will mean that this trend will be reinforced.

Data also shows that a lower percentage of pupils achieved Key Stage 2 English, Maths and Science in Cheetham than the Manchester average¹⁹; 59.7% of pupils achieved 5 GCSE grades A*-C compared with 71.2% of pupils across Manchester²⁰. This could reinforce current trends, resulting in future high unemployment and distance from the labour market.

Figure 3: Jobseekers Allowance rates by ward in Manchester, September 2011²¹



¹⁸ CLES (2007) The role of independent food retailers, markets and community food initiatives in Manchester's local centres

¹⁹ Ibid

²⁰ Ibid

²¹ Source: ONS, Claimant Count, October 2011

Figure 4: Jobseekers Allowance rates in Manchester and Cheetham, 2005-2011²²

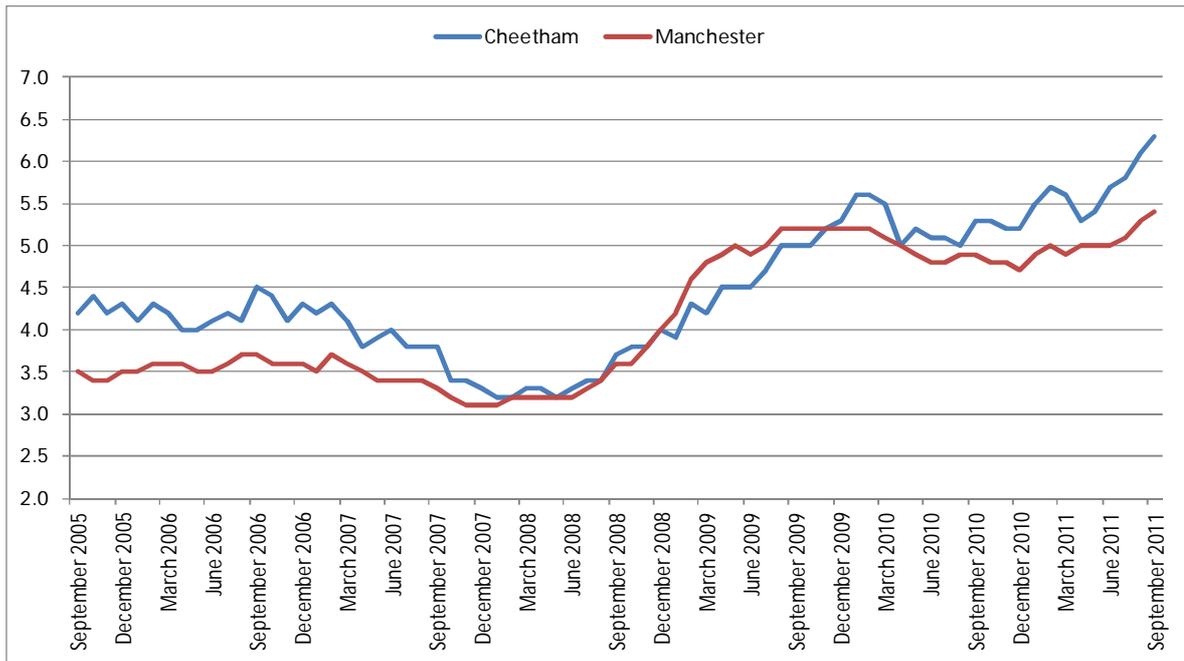
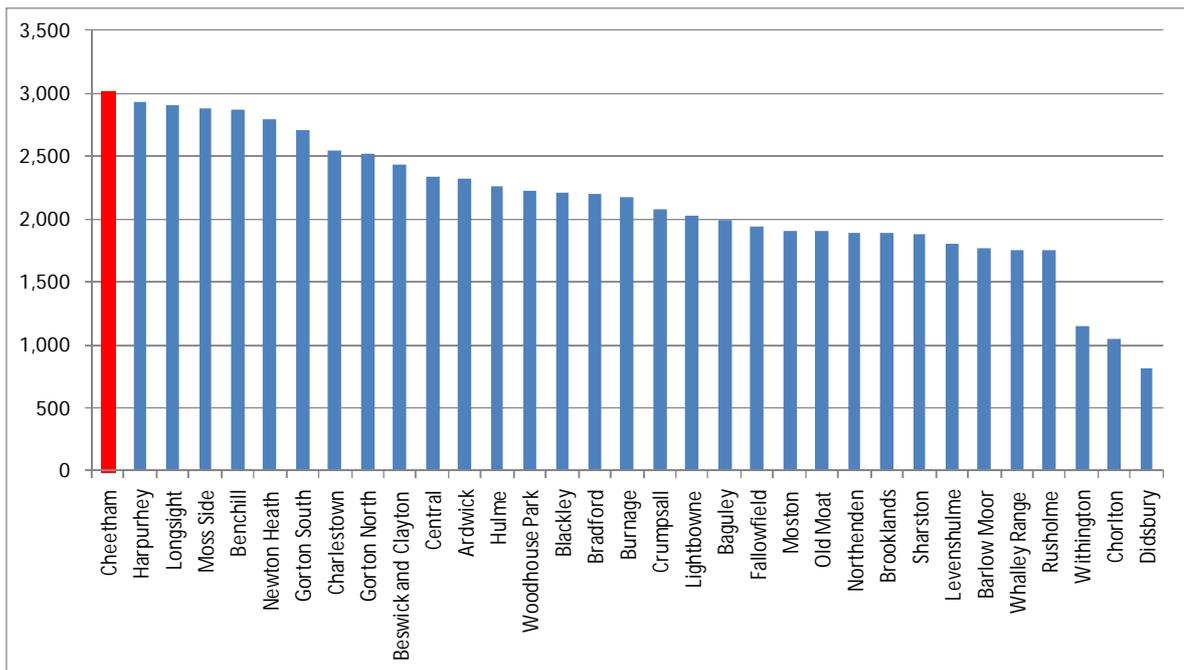


Figure 5: Incapacity Benefit/Employment Support Allowance rates across Manchester's wards, May 2011²³



5.2.3 Perceptions of Cheetham Hill

A central point for arrival of immigrants to the City

In the course of the interviews, respondents frequently offered an opinion on Cheetham Hill, both positive and negative. Many of the interviewees live locally and spoke fondly of the place in which they had grown up. On the whole, community relations were described as 'good': residents in the area are used to a changing population, as Cheetham Hill has long been a point of arrival for migrants entering the City. The arrival of migrants from the EU Accession States has not led to the type of tensions that have been witnessed in traditionally mono-cultural neighbourhoods in the North West.

²² Source: ONS, Claimant Count, October 2011

²³ Source: DWP Tabulation Tool, October 2011

Scale of diversity a challenge for accessibility to services

The diverse nature of Cheetham Hill is recognised as having a positive impact on the culture of the area, being open to different groups and change, with a long history of inward migration, and incorporating new communities. At the same time, the lack of homogeneity and sheer scale of diversity is raised as a major challenge, one that stands out from most other areas. With over forty languages spoken, service accessibility and delivery is ultimately impacted upon.

As a result, whilst none of the interviewees cited any incidences of community tension or unrest, some individuals did suggest that the relationships between different ethnic and faith based communities in Cheetham Hill were underdeveloped. One interviewee used the phrase 'parallel lives' to describe the lack of interaction between communities, with others using words such as 'insular' and 'inward looking'. One interviewee, the former head of a local residents' association, described how, as a White British resident, she had always wanted to learn more about the different cultures and religions present in the area, but did not know where to access information and felt hesitant about entering religious buildings uninvited. There is also a perception that the level of mixing among communities is low, which may (or may not) be related to the number of languages spoken and levels of people not speaking English.

Resilience amongst residents but not a vocal community

One respondent commented that many Cheetham Hill residents have an 'inherent resilience' because of their own experiences as migrants and/or asylum seekers. Many residents have come from quite poor or unsettled circumstances in their home country and the fact that they have been able to build a life in Cheetham Hill, including establishing businesses, is demonstrative of their personal resilience. However, it was suggested by others that because many Cheetham Hill residents compare their current living conditions and neighbourhood to conditions in their home country, they tend to be grateful for what they have; rather than challenge and try and improve their situation. Residents of Cheetham Hill therefore are not particularly vocal. As one individual described:

'Cheetham Hill residents lack the confidence and language to challenge.'

Local actions binding communities together

Elsewhere, interviewees gave anecdotal evidence of high levels of unpaid, informal caring amongst Cheetham Hill residents; especially women from South Asian backgrounds. This was reflected in an interview conducted with a local female resident, outlined in the case study below. It illustrates and provides a practical example of core economy activities, as described by several interviewees, important in binding local communities together and highlighting the importance of community connectors.

Case study

Mrs X described how, whilst she was not involved in any formal voluntary groups or activities, she nevertheless played an active and important role in her very local community. Because she works part-time as a driving instructor, she is a familiar and trusted face in her local community. This, and because unlike many of her older neighbours she can speak and read both English and Urdu, means that she is often approached for help with reading/writing letters and making telephone calls.

Mrs X also plays a role in brokering a relationship between Manchester City Council and residents on her street, most recently in terms of refuse collection. She noticed that refuse was building up in the alley behind the houses and thought that this could be explained by the fact that the City Council had recently introduced a new system of collecting refuse and recyclable materials and that, because the instructions were given in English, the older residents on the street did not understand. To overcome this, she visited neighbours and explained the new system to them in Urdu.

Lack of investment over a number of years leading to physical decline

Several contributions by respondents painted a picture of the area having lost assets and amenities gradually over many years (the library, swimming baths, hospital and cinema to name a few) and these not being replaced; this has created a sense of neglect and decline, and a reduction in common shared public spaces. Some respondents highlighted that many of the children in Cheetham Hill go to school outside of the area because of the lack of space in local schools, due to the rapid growth in the 0-5 age group, which adds to the sense of Cheetham Hill not being properly resourced.

Significant challenges but strong attachment to place

Interviewees were reluctant to romanticise their local area and some highlighted drug dealing and prostitution as significant local challenges. Yet, despite this, they remained largely positive about Cheetham Hill. One interviewee had recently moved away to live elsewhere in Greater Manchester; she stated that whilst she enjoyed the 'peace and quiet' of her new home, she missed her friends and the 'bustling place' with everything within easy reach. It is clear therefore that there is a strong sense of identity about the locality which does not leave people, even when they have moved away.

A strong message emerging from the research was that there are many positives about Cheetham Hill, and its diverse community is what sets it out in terms of distinctiveness from the rest of Manchester, indeed Greater Manchester. However, focusing too much on efforts to talk up the area and highlighting its positive attributes, it risks losing an awareness of the scale and complex nature of the challenges faced by the local community, and therefore what targeted action needs to be taken.

6 THE RESILIENCE MEASURES

The following section provides an assessment of each of the ten resilience measures, outlining evidence from the primary and secondary research and providing a list of recommendations to further improve resilience in the locality. This is set out as follows:

- 1) Providing an overview of the evidence collated, by theme, primarily through the qualitative research;
- 2) Based on this evidence, an assessment of the resilience of the measure;
- 3) An indication of ongoing structures, processes and/or actions which already contribute to resilience (measures 1-6);
- 4) Recommendations to further strengthen community resilience (measures 1-6).

6.1 Measure 1: Understanding the social sector

6.1.1 Overview of the social sector

The social sector incorporates a wide range of community, voluntary and not-for-profit activities. It is characterised by a number of different types of organisations, including: community enterprises; credit unions; charities and voluntary groups; development trusts; and cooperatives.

The types of organisations captured under the banner of the social sector play an important role in our communities and in society more broadly. For example, they:

- ❑ deliver services, often to groups that are underserved by mainstream provision;
- ❑ advocate and lobby on behalf of community causes;
- ❑ facilitate local economic development;
- ❑ often help improve the local environment;
- ❑ build residents' capacity through volunteering.

For the last fifteen years, the social sector has risen up the political agenda: from New Labour's rhetoric of 'partnership' to the current Coalition Government's concept of the 'Big Society'. Yet despite the prominence of the social sector within policy making, there is a gap in understanding how it operates, both internally and with other partners.

CLES' piloting of the place resilience model²⁴ exposed a paucity of data and information about the scale of the social sector at local authority level. As many activities undertaken under the umbrella of the social sector are carried out relatively informally (i.e. not by registered charities), it is easy for this to go 'under the radar'.

However, the available data²⁵ shows that there are 1,387 registered third sector organisations in Manchester, which amount to 3.14 per 1,000 members of the population, compared with a national per capita figure of 3.38. 4% of the third sector organisations in Manchester have been registered/incorporated in the last twelve months (prior to the survey) compared to a national average of 3%, suggesting a growing sector. 6,166 people work for third sector organisations in Manchester, or 13.97 per 1,000 people, compared to a national per capita figure of 12.63. 4,736 people are trustees of third sector organisations in Manchester, or 10.73 per 1000 people, compared to a national per capita figure of 15.31.

Accessing data about the social sector at the neighbourhood level is, inevitably, even more difficult than at local authority level. The most reliable data available comes from One Central Place²⁶, the directory of Manchester voluntary and community sector groups. The directory was developed in partnership between the Community Network for Manchester and Manchester City Council, and provides a comprehensive source of information about groups operating in the City. It is possible to search the database by geographical area, which brings up a list of all the voluntary and community sector groups that have a presence in the given ward. When Cheetham is selected, a total of 24 groups are listed; however it is important to note that this list is unlikely to provide a full account of

²⁴ See: <http://www.cles.org.uk/research/resilience/>

²⁵ Research by GuideStar UK, detailed in a report on the National Survey of Third Sector Organisations, commissioned by the Cabinet Office. See: <http://www.nstso.com/reports/>

²⁶ See: <http://www.onecentralplace.org/>

voluntary and community sector activity in the area, with other activity taking place which is not officially accounted for.

6.1.2 Internal dynamics of the social sector

Whilst some data exists relating to the number of voluntary and community sector organisations operating in Cheetham Hill, it is by speaking to people involved in these groups that a more interesting and illustrative account of the local social sector emerges. In the section that follows, we draw on findings from qualitative, semi-structured interviews and meetings to explore local perceptions of how the social sector operates internally.

Diversity, but poor information flow

A significant theme to emerge from the interviews with representatives from the local voluntary and community sector is a real lack of information sharing about social sector groups, and what activities they are delivering in the Cheetham Hill area. Whilst there was some evidence that groups sometimes signposted their clients to other organisations, based on the interviews we conducted it does not seem to be widespread.

This was identified both as a barrier for the community in accessing services, and in hindering social sector networking. It was stated that previous information gathering of this kind had ended (e.g. carried out by Voluntary Action Manchester), was coming to an end (e.g. One Directory Manchester), or was piecemeal and incomplete by different elements of the sector and public sector (e.g. by Multi Agency for Refugee Integration in Manchester). There was therefore support for a more comprehensive auditing exercise of community activity and assets in Cheetham Hill.

There was also a perception that there needs to be better joined up publicity (printed and online) for service users of social sector provision; the mechanisms previously used have fallen away. Zest (the Healthy Living Network) is seeking to develop a newsletter for Cheetham Hill, which could potentially fill this gap in terms of health provision in the locality.

Vibrancy, but poor networking across social sector

The research has shown a great deal of vibrant community activity, much of it under the radar and informal, and reliant on volunteers with a great deal of work in the sector to develop volunteering further. However, a clear finding from the research is that networking across the sector is weak, with small clusters of networks vulnerable to change. A common and particularly significant theme throughout many of the interviews is that there is a lot of positive activity taking place in the local voluntary and community sector, but that it tends to be very self-contained, and as a result there is greater potential for duplication of some services. In particular there are a number of key perceptions:

- where collaboration does exist, it tends to be bound up with particular individuals – these individuals have either been proactive in relationship building or have ‘stumbled’ into partnership by chance, because of personal ties or the physical proximity of groups. Therefore, where relationships do exist between groups, they tend to be fairly vulnerable; if the individuals involved move on, the relationship is likely to flounder. A range of possible explanations for this situation put forward by interviews reflect the ethnic and religious diversity of Cheetham Hill’s population. A number of the voluntary and community sector groups operating in the area have been developed to meet the needs of quite targeted groups, such as South Asian women, asylum seekers and refugees. Moreover, the many faith based organisations based in Cheetham Hill cater for particular religious communities. One interviewee commented:

‘Whilst most groups in the area are welcoming, they nevertheless tend to be quite self-contained and self-reliant; this can make it difficult for partners from the public sector to engage with them, making it more challenging for relationships to develop within the social sector.’

- despite numerous community assets, Cheetham Hill lacks a single physical resource for bringing voluntary and community sector groups and faith based groups together – it is perceived that there is a need for a community centre that could house services currently being run from inappropriate buildings. There is also a requirement for space that is not necessarily attached to or identified with one specific part of the community (i.e. along faith lines). Such a centre could potentially support networking across sectors and develop behavioural change towards deeper collaboration across the whole community;

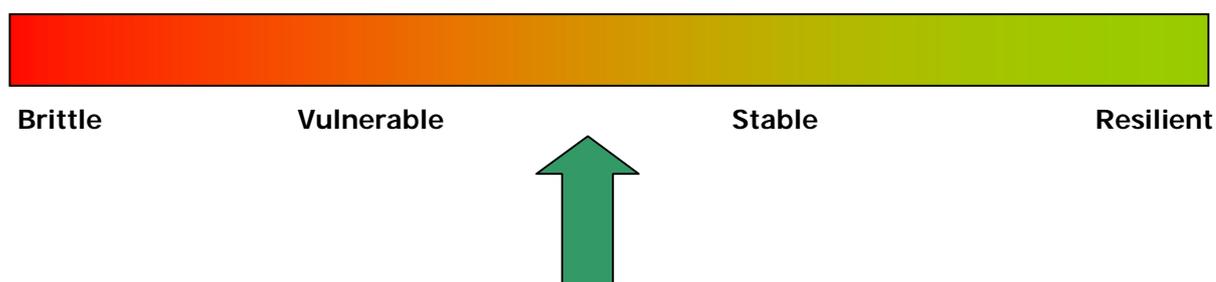
- ❑ the lack of quality community space is also affecting services – an example is the Cheetham Hill Advice Centre, where there has been a reorganisation of advice provision, partly prompted by the loss of services from the City Council (Manchester Advice). Cheetham Hill Advice Centre is therefore working with Shelter, Citizens Advice Bureau and others in providing advice and training volunteers, but there are issues with the actual advice centre, which means many of services have to be provided on an outreach basis. The Centre is trying to address this through bidding for funding for a new premises, outlined in 6.1.4 below;
- ❑ social sector groups in Cheetham Hill are reluctant to collaborate because of the fear that they will either lose their identity or funding – it was noted that many voluntary and community sector organisations in Cheetham Hill are small organisations that lack the skills or capacity to build relationships, negotiate collaboration, or professionalise their services. Moreover, one interviewee suggested that:

'Some groups lack the confidence to engage with the public sector; they need someone to help translate the difficult terminology that surrounds policy and decision making and, with the right support, local groups could do so much better.'

6.1.3 Assessment of resilience within the social sector

The evidence above suggests that the social sector itself is in a good state of health; it is vibrant and notably diverse. This can be considered a strength and something to build on in the long term. However, there are a number of issues which need to be addressed that threaten the development of networks between community groups and social enterprises. Where collaboration does exist, it tends to be driven by a limited number of individuals, and information sharing is limited. Therefore, where relationships do exist between groups, they tend to be fairly vulnerable; if the individuals involved move on, the relationship is likely to collapse. Thus the resilience of the social sector is rated between 'stable' and 'vulnerable'.

Figure 6: Resilience assessment for Measure 1 – the social sector



6.1.4 Ongoing: Existing actions which contribute to resilience

There are a number of ongoing activities within the local community which contribute to resilience within the social sector. These need to be maintained or, where possible, extended and include:

- ❑ a number of small, informal networks of community groups;
- ❑ the development of a health hub within Redbank House, the premises of Disabled Living, with the aim of capacity building, sharing best practice, and innovation;
- ❑ despite their varying physical states, there are a range of community assets which serve a number of community groups;
- ❑ some evidence of working together to develop new assets: for example, Cheetham Communities Together and Cheetham Hill Advice Centre working together to be shortlisted for a £1.5m grant from the Holts Trust for a new Community Centre, which will work to tackle social exclusion;
- ❑ a perception that volunteering amongst residents within the area are common, leading to stronger communities;
- ❑ different ethnic groups within the community are well served by local groups.

6.1.5 Future resilient actions for the social sector

Recommendations: Developing sharing and information

Lack of information sharing is relatively straightforward to overcome. It would be particularly valuable if there was a dedicated online resource/hub of information, which would extend the information on the One Central directory to include information about:

- what groups are operating in Cheetham Hill;
- up to date contact details;
- who is their target audience;
- what services they are providing;
- where and when their services are available.

This type of information could also be presented simply as a timetable/poster in a prominent local space, for those without access to the internet – both for community groups and residents.

Recommendations: Networks facilitated by new and existing connectors

Voluntary and community sector groups and faith based organisations need opportunities to develop intelligence about what groups are operating in the local area, what services they deliver, and whether there are any opportunities for collaboration. A practical, resilient option would be to build a stronger network from existing strengths, incorporating key individuals into development of the sector:

- identifying the key 'connectors' across each of the faith and thematic based groups across the locality – individuals within each of the networks and those who have a perspective of a cross section of activity by different thematic and faith groups;
- utilising these key connectors to developing (and sustaining) social sector networks for the area. These networks would be constituted of organisations providing a range of provision (e.g. health, employability and RSLs), and bringing together multi faith groups;
- the networks may need to be initially facilitated by the City Council or another external body to begin with, but would become self-sustaining and independent once capacity had been developed.

6.2 Measure 2: Understanding the public sector

6.2.1 Overview of the public sector

The public sector relates very much to wider district trends, as data at such a local level is very limited. The public economy has been large in Manchester; using data from the 2010 Annual Business Inquiry (ABI), 33.5% of jobs in the Manchester economy were across the broad public sector categories of education, health and public administration, compared to the England average of 31% and the Greater Manchester average of 30.9%. Research from the Centre for Cities has recognised that 59% of the net additional jobs created between 1998 and 2007 were in the public sector. Clearly, the effects upon Manchester of the public spending cuts will be deep and further enhanced by increased austerity measures outlined in the Chancellor's November 2011 Autumn Statement, which further threatens an important sector in Manchester's economy.

However beyond the basic statistics there are a number of strengths to the local public sector in Manchester which filter down to, and are reflected in the work of organisations such as the North Manchester Regeneration Team and Public Service Board, adding value to public sector activity. These include:

- strong leadership;
- a commitment to regeneration;
- recognition of the challenge of worklessness;
- an understanding of the local value and potential of procurement;

- ❑ a cross public sector approach to place shaping.

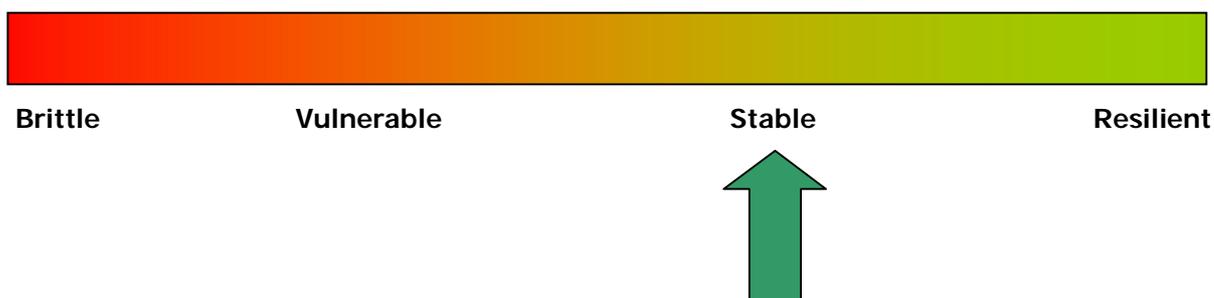
The partnership working approaches across the public sector in the Cheetham Hill and Broughton Life Chances pilot are encouraging for resilience. A number of different agencies work together and the wider collaboration between the North Manchester Regeneration Team and Salford City Council (and between different elements of the public sector) is helping to encourage better social and economic outcomes. Good connections to other neighbourhoods is important in developing resilient communities, and the work of the Life Chances Pilot is important in this, laying the foundations for other cross sector work across Cheetham Hill and Broughton.

Further, the development of the refreshed SRF illustrates a strong understanding of how the public sector needs to work inter-departmentally and across different agencies. It provides a robust strategic and delivery blueprint for future public sector activity within North Manchester, and is important in ensuring a resilient public sector which works effectively and efficiently to deliver desired outcomes.

6.2.2 Assessment of resilience of the public sector

The Manchester model of strong leadership, ambition, urban regeneration and cross public sector relationships is also forming the basis of city regional activities. Public services are delivered proactively at the local level, with multi-agency partnership working within North Manchester and also between Manchester and Salford, leading to increasing linkages between Cheetham Hill and Broughton. This results in more effective, cross boundary service delivery. Therefore the assessment of resilience for the sector is ‘stable’. Restraining this are the high levels of public sector activity (both through direct spend, procurement and other employment which may have to some extent led to dependence on the sector) which are now decreasing, threatening interventions which could lead to reinforcement of socio-economic problems and wider regeneration activity.

Figure 7: Resilience assessment for Measure 2 – the public sector



6.2.3 Future resilient actions for the public sector

Recommendations: Thinking towards a ‘whole place’ approach

The local public sector needs to move even further towards joining up all of its activities to avoid duplication. Most public sector led activity is through programmes and individual projects to improve areas. Whilst this will continue to be important, there is a need to think beyond these individual components, and consider how working practice can connect and facilitate new relationships, both inter-departmental within the Council and across other parts of the public sector, such as NHS Manchester, and perhaps most importantly across the social and commercial sectors through three-way cross sector working. Some specific strategic considerations are noted below.

Addressing transiency

- A whole place approach is particularly important when noting the transience issues which are characteristic to Cheetham Hill, caused by significant population churn which provides a constant challenge in providing bespoke services for local residents. Public sector partners therefore need to provide clear messages to the local community on how to be involved in setting priorities and in delivery. Strategies such as ward plans need to allow input from communities and emphasise the development and maintenance of strong and stable

networks.

Enhanced ward coordination

- Ward coordination can be a function that could support the resilience of Cheetham Hill and be an important element of a whole place approach, encouraging a fully tripartite approach in influencing how the whole ward functions. This is effectively about partnerships at the SRF delivery level, for instance the North Manchester Service Delivery Board. Many of the partnerships at present are loose and informal and mainly driven by the public sector (with some voluntary sector presence but very little private sector representation), so formalising opportunities for the private and social sectors to influence activities both strategically and in terms of directing service delivery may strengthen the ward coordination approach.

'Community Resilience' Panel to administer Community First monies

- The new Community First scheme involves the creation of community panels in ward areas which have a fixed budget to use as seed funding for community projects. In Manchester, the Council has secured £67,000 from CLG for Cheetham over the next few years and this is another opportunity to develop tripartite working behaviours which maximise value.
- In Cheetham, the ward coordinators are setting up the panel to be ready by April 2012. This panel should be based on the principles of resilience, with cross-sector steerage, including regular meetings which link to wider ward coordination activity, that include representatives of the voluntary and community sector, the private sector, and the public sector (including Councillors). Each sector should have equal responsibility and say on how money is allocated and as far as possible there should be similar levels of representation from each of the three sectors to ensure that no sector is under-represented.

6.3 Measure 3: Understanding the commercial sector

6.3.1 Overview of the commercial sector

A diverse business base, but reliance on retail

There are higher than city averages of businesses in the manufacturing, wholesale/retail and transport, storage and communication sectors in the wider Cheetham ward, with lower proportions across all other sectors in 2010, as shown in Table 4. Much higher than city average proportions of employees in the ward were employed in the manufacturing, construction, transport and wholesale/retail sectors, with lower proportions in the education, financial intermediation, and hotel sectors in 2010. This suggests a reliance on just a few specific sectors within the local economy, most notably the wholesale/retail sector which provides nearly a third of employment, and is particularly important for Cheetham Hill. As conditions continue to become tighter due to the wider economic context, we are likely to see exposure to lower consumer spending, although there is also clearly a niche within the area of low cost food and other retail, which will continue to serve the population.

Table 5: Proportion of enterprises and employees by sector, 2010²⁷

| Sector | Enterprises (2010) | | Employees (2010) | |
|--------------------------|--------------------|------------|------------------|------------|
| | Cheetham | Manchester | Cheetham | Manchester |
| Construction | 2.7% | 5.8% | 3.3% | 1.8% |
| Education | 1.5% | 4.5% | 3.0% | 7.4% |
| Financial intermediation | 1.4% | 2.8% | 0.8% | 5.7% |
| Health and social work | 4.6% | 7.7% | 4.7% | 16.2% |

²⁷ Source: Beta Model, 2010

| | | | | |
|--------------------------------------|-------|-------|-------|-------|
| Hotels and restaurants | 5.4% | 9.4% | 4.7% | 16.2% |
| Manufacturing | 14.7% | 8.1% | 16.6% | 7.9% |
| Public administration | 0.4% | 0.6% | 0.7% | 1.8% |
| Business services | 11.9% | 20.0% | 17.2% | 18.8% |
| Transport, storage and communication | 7.9% | 6.1% | 15.5% | 8.1% |
| Wholesale and retail | 7.9% | 6.1% | 31.8% | 15.2% |
| Other | 6.7% | 13.6% | 2.9% | 7.4% |

Businesses optimistic, but underlying issues continue to constrain growth

Towards the end of 2010 and the beginning of 2011, Manchester City Council undertook a survey of businesses in the Strangeways area of North Manchester²⁸. The aim of the survey was to enhance the City Council's understanding of businesses operating in the area. A total of 468 businesses were asked to participate and 266 responded, a response rate of 57%. Of the respondents, a fifth were located in the Cheetham Hill corridor itself.

The survey revealed a sense of optimism amongst local businesses; over 74% of respondents believed that the next twelve months would see their business climate improve or remain stable, with 26% envisaging deterioration. However, 21% of respondents reported falling sales and 21% had recorded lower profitability.

The relative sense of growing optimism is shared by interview respondents, although there is still some way to go in the recovery and huge challenges remain. The current state of the private sector locally is relatively buoyant compared to 12-18 months ago; however many local companies are still having major cash flow issues and are engaging in factoring processes to get around these.

Businesses do not want to expand their operations and take on more staff, primarily because lending is still a massive problem, reflecting regional and national trends. It is hitting the smaller companies particularly badly, and the high proportion of micro businesses does not help the area in terms of recovery. Payment terms are hard and the lack of lending is stopping growth.

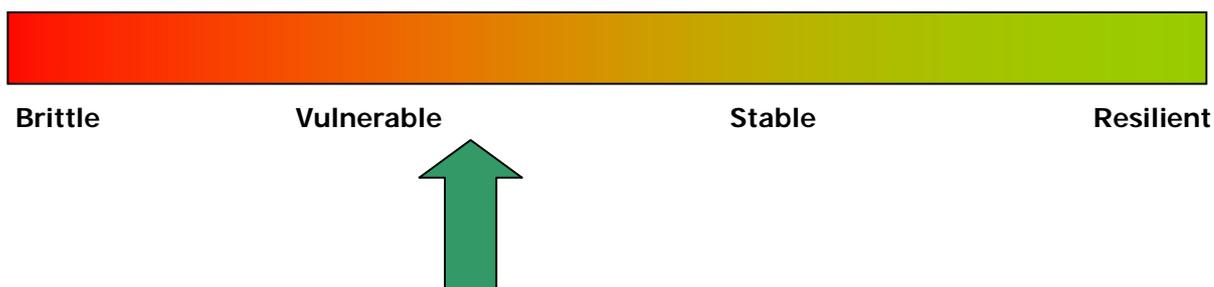
Opportunities to enhance connectivity to the city centre

A wider issue according to respondents is that, although the proximity to the centre is excellent with good road links in and out of the city centre, this has not been capitalised on. Perhaps this would have been the case if there was more cohesion within the business community, however there are too many micro businesses for this to happen effectively; and there have only been limited attempts within the business base to develop local business networks.

6.3.2 Assessment of resilience of the commercial sector

Clearly, there is a diverse commercial sector but the reliance on key sectors such as retail makes the area more vulnerable to falling spending, although some of the low cost retail options along Cheetham Hill Road offer a buffer against rising prices elsewhere. In terms of size, many of these organisations are micro in scale and a number of issues emerge from this, especially the inability to raise credit. According to survey evidence many of these businesses lack some of the basic skills required to be sustainable in the long term, such as effective business planning and business continuation planning. Consultation evidence suggests the sector is not particularly well connected, with the diverse nature and high number of very small businesses not providing the conditions to achieve collaborative networking. Despite the optimism from businesses, the insular structure of the sector means that it is rated slightly higher than 'vulnerable'.

²⁸ North Manchester Strangeways Business Consultation Survey, April 2011

Figure 8: Resilience assessment for Measure 3 – the commercial sector

6.3.3 Ongoing: Existing actions which contribute towards resilience

Whilst there is little evidence from the study which indicates there are high levels of collaboration, businesses from the broader area of Cheetham have indicated a willingness to work closer together with the help of appropriate agencies on developing business network forums and developing apprenticeships. Furthermore, interviews with local stakeholders have shown willingness for businesses to become less insular and to network more in the future – the issue is, knowing how to do this effectively. They will be assisted in part by the new Business in the Community (BITC) ‘Business Connector’ for Cheetham (in post in January 2012) who is there as part of a six month pilot (with the option to be extended to two years) to work with an open remit with the community to develop enterprise and encourage greater philanthropy and connections with the social sector.

6.3.4 Future resilient actions for the commercial sector

Recommendations: Identification of key individuals within networks

Similarly to the recommendation for the social sector, a practical option would be to:

- Identify a number of key individuals across a range of sectors who can work as partners/key stakeholders to monitor business needs;
- These individuals would encourage both sector and cross sector networking and further develop any loose sector networks in the area;
- They would act as a local informal employer forum board for the area, also working to champion the area’s businesses, their niches and assets, links to the city centre, and to engage with the Council around the Local Plan.
- To engage with, and help facilitate collaborative working, the employer forum, working in collaboration with the newly appointed BITC Business Connector for Cheetham and other bodies such as the Chamber of Commerce, can have a key role. Working together they can pool their knowledge, expertise and contacts, and use their influence across the wider business community to begin to stimulate behavioural change in the area, encouraging businesses to be more outward looking, with the result in further developing levels of enterprise and enhancing the quality of the business base and cross sector networks.

6.4 Measure 4: The relationship between the social and public sectors

The aim of this research is not only to enhance understanding about the nature of the local sectors and how they function as a sector, but also to develop a picture of how groups engage across the sectors. Measures 4-6 explore the key findings.

6.4.1 Overview of the relationship between the sectors

A stable relationship but one based on funding

The relationship between voluntary and community sector groups and the public sector was largely described in positive terms. For a number of the groups interviewed, the main focus of their relationship was in terms of funding: many groups depend on grants from Manchester City Council and other public sector bodies, such as the Primary Care Trust. However, some acknowledged that

the strength of the relationship had perhaps encouraged local voluntary and community sector organisations to become too reliant on the public sector, and that losing grant funding from the City Council as a result of public sector spending cuts had come as a shock. In the current and future political climate this does not point towards a resilient locality.

However, there was a strong sense that this change is not necessarily negative. Indeed, it was felt that changes in local authority approaches, behaviour and ways of working could enable more and better community based activity, supported by a local authority working differently.

Good individual collaboration but lack of a strategic and formalised relationship

There is an ongoing need to ensure an enabling approach is normalised across the City Council. Indeed, one respondent perceived that:

'Support and empowerment for the social sector is not robust and skilled enough from the public sector to enable proper growth and development for the sector.'

There is also a view from those in the social sector that the development of new ways of working between the public sector and social sector were being unintentionally stifled, in that a strong steer to reduce dependency was being interpreted as overly stepping back from support to the social sector. This means that individuals from both sectors have a responsibility to maintain and build strong relationships in the changing financial landscape.

A positive step is that the City Council are looking to move towards a locality and partnership based approach, due to the fact that local groups feel the public sector does not understand the area and the complexity of needs and challenges. The perception from both sides is that the Council can no longer throw money at social sector groups, thus a move towards building capacity could be a strong determinant in reducing the risk of fragmented networks and approaches. Interviewees stated that the Council needs to be very clear with social sector groups about what its aims and objectives are, and how the social sector fits into this.

Challenges caused by a fragmented social sector

From a public sector perspective, some interviewees identified challenges in their relationship with the social sector, characterised by basic issues such as a number of smaller voluntary and community sector organisations who were difficult to establish contact with. As such, the public sector has to find alternative ways of engaging with groups (e.g. a greater emphasis on passing on information via word of mouth). Moreover, some interviewees highlighted that the lack of collaboration and cooperation between voluntary and community sector groups operating in Cheetham Hill makes it difficult to engage with the sector.

Despite this, the local public sector values the work that the social sector does – they appreciate that they have local knowledge, are trusted, and are particularly effective at supporting people with low level health and wellbeing issues. Without this support, people's problems could become more serious very quickly, which would lead to greater pressure on public services.

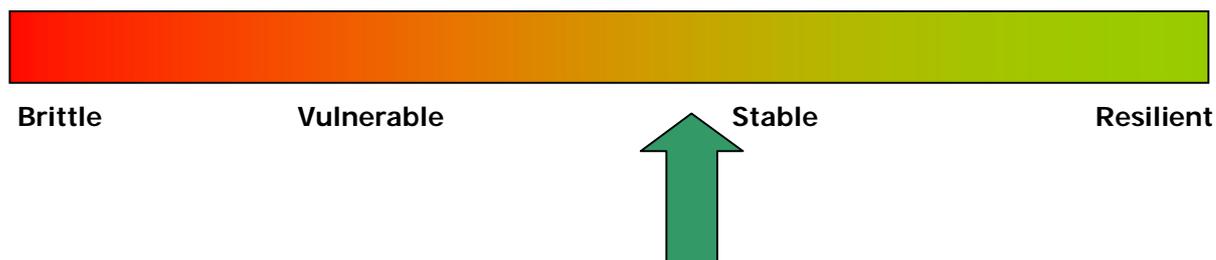
Understanding when and where to intervene

Although the North Manchester Regeneration Team is proactive and develops a range of useful projects, the assistance of the public sector is not always a necessity. The consultation highlighted that many community groups undertake a lot of activity on their own without involvement of the public sector.

An example is The Women's Zone, a project which has developed rapidly at the local level and holds monthly information sessions for women in the area, helping develop confidence and empowering them; therefore very local activity is vibrant. As such, the public sector 'bridging' work needs to be at a strategic level, creating the wider framework for development of the social sector.

6.4.2 Assessment of the relationship between the public and social sectors

Figure 9: Resilience assessment for Measure 4



The relationship between these two sectors is rated around 'stable', although clearly there are a considerable number of challenges facing both public and local social sectors in maintaining and improving these relationships, as highlighted above. The large fall in funding means behavioural change and changes in ways of working are required by both sectors, to enable better community based activity in shaping future service delivery. There are some examples of this highlighted below, such as peer mentoring with voluntary and community sector organisations, and the work around the 'Five Ways to Mental Health and Wellbeing in North Manchester'. Combining more strategically in the future through initiatives such as these, will mean that a more resilient relationship can be developed, and there will be scope for this through the SRF and ward coordination activities, with neighbourhood focus becoming increasingly relevant.

The role of the public sector is critical in influencing internal social sector dynamics, adopting capacity building approaches which support internal collaboration through subtly encouraging behavioural change that does not necessarily require significant monetary resources.

6.4.3 Ongoing: Existing actions which contribute to resilience

There are a number of ongoing activities between the sectors which contribute towards resilience. These need to be maintained or, where possible, extended and include:

- ❑ the work of the 'Five Ways to Mental Health and Wellbeing in North Manchester' – the North Manchester Regeneration Team commissioned the Welcome Centre and Cheetham Hill United project to recruit community researchers to gauge the views of local people about the area, the services, and potential improvements, highlighting the practical relationships between the sectors at the local level. This work was part of a wider initiative – 'Five Ways to Mental Health and Wellbeing in North Manchester' – an example of social and public sector organisations developing new ways to work together, and involving residents and service users in shaping what services look like;
- ❑ peer mentoring activities from the public sector to the social sector – undertaken by managers in adult social care and regeneration, this service has helped local voluntary and community sector organisations develop more strategic capacity, making them better placed for future commissioning and procurement processes;
- ❑ Zest initiative and the links created between the two sectors – supporting the local community in identifying their health needs, developing solutions, and directing the planning and delivery of their services;
- ❑ Good individual relationships – a number of relationships between key individuals across both sectors are already in place;
- ❑ an existing appreciation within elements of public sector of the services that the social sector provides – there is a willingness to enhance these in the future through closer collaborative working practices.

6.4.4 Future resilient actions for closer collaboration between the social and public sectors

Recommendations: Developing suitable community space

- It is important that 'community hubs' are developed to enhance networking within the social sector in particular; a neutral space where groups could operate from, where appropriate, and publicise their services and activities. There are potential assets, such as the Irish Centre and Disabled Living's premises which will become a hub for health based third sector organisations, together with the old library. Another good model is the neighbouring Broughton Community Hub, a 'one stop shop' for a wide range of community services and facilities.
- The two sectors, together with the commercial sector where relevant as part of a tripartite approach, should work together proactively to address the lack of public/community space and consider how empty space/buildings could be used creatively to tackle this.
- The Council have recently been developing a Corporate Property Review, which has been assessing which buildings are in use. Local Cheetham public/social/private stakeholders should review this and work with the Council to lobby, where necessary, for the asset transfer of buildings which will provide a suitable community space for all sectors.

Recommendations: A programme of co-production

- As public spending falls, there will be an increasing need for the public and social sectors working together in a reciprocal relationship.
- Importantly, this does not mean the end of local services delivered by the public sector – quite the opposite – the public sector will have a crucial role to play in directly providing services to people, whilst also engaging voluntary groups directly to aid local participation in shaping services.
- A local programme/pilot of co-production - governed equally by the social and public sectors - will encourage users to design and deliver services in equal partnership, based on a people and place and approach as outlined in the SRF, in terms of prioritising local services.
- There is an opportunity for councillors to take a leadership role in championing the local social sector and co-production activities – undertaking an important bridging role.
- This will be central to growing the core economy; going beyond user engagement, transforming the dynamics and behaviours of public and social sector organisations, to create better quality and sustainable services at a low cost.
- A number of initially pilot activities could be undertaken which could act as a catalyst for future working. For example, work could be developed for Cheetham Hill Park which keeps the park and surrounding area well maintained and addresses issues and challenges there.
- Similar activities centred on the principle of co-production have already taken place via the Friends of Albert Park group in neighbouring Broughton, where monies have been raised to make improvements and the group, working with Salford City Council, have helped develop Section 106 agreements. Individuals involved in this scheme may be willing to link up and share experiences with those embarking on similar activities in Cheetham Hill.

Recommendations: Commissioning process that supports local social organisations

- Several local organisations believe that they are at a disadvantage in commissioning, to national charities.
- Providing a programme of support which helps local social sector organisations is important, in that capacity amongst voluntary organisations is broadened, with neighbourhood level

commissioning procedures put in place which will allow local organisations to deliver services which properly address local issues.

- This would also be aided by the development of a range of smaller, bespoke contracts.

6.5 Measure 5: The relationship between the social and commercial sectors

The relationship between the social sector and the commercial sector is at an early stage. This echoes findings from the wider CLES’ work on resilience which found that in most localities, the relationship between voluntary and community sector groups and businesses was weak.

6.5.1 Overview of the relationship between the social and commercial sectors

A culture of supporting the voluntary and community sector along faith lines

In terms of donations and sponsorship, there is a mixed response as to the extent to which businesses involve themselves. It is recognised that there probably is a considerable amount of relatively informal and ‘hidden’ small business support for certain community, religious and cultural activity organised through the mosque and potentially through other faith organisations. In this way there may be a pattern of business sector support for local community activity that mirrors the separation of different sections of the community, despite some evidence of other local businesses supporting voluntary organisations – this has again mainly been through donations from the commercial sector to the social sector and in this case appears to often be via larger businesses.

On the other hand there were several respondents who pointed towards weaker elements of the relationship, such as with those small businesses situated along Cheetham Hill Road. Social sector interviewees described businesses’ lack of interest in their activities and an unwillingness to provide sponsorship or donations, or other types of support. The main explanation put forward by interviewees was that businesses are simply too busy with the day-to-day tasks of running a business, particularly in a time of economic stress. There may also be cultural reasons too. For example one organisation we interviewed suggested that gender and cultural influences had hampered their relationship with businesses.

Lack of strategic engagement between the two sectors

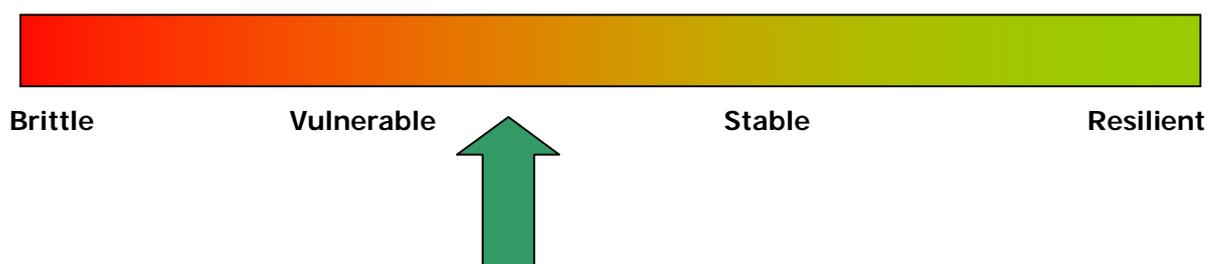
Despite one example illustrated in 6.5.3 below, there was little evidence from the qualitative research of strategic working between the commercial and social sectors – i.e. transaction based or more collaborative working to improve the area, or in terms of any type of mentoring activity/assistance from commercial sector actors towards social sector organisations.

A willingness to work together – but where to start?

In summary, there would appear to be some appetite to working with the social sector in developing actions which are about improving the area as a place for doing business in – and vice-versa. There could be scope, but of course there is little resource, and businesses cannot afford to invest their own resources within the ongoing financial climate. Importantly they would not know how to go about such activity.

6.5.2 Assessment of the relationship between the social and commercial sectors

Figure 10: Resilience assessment for Measure 6



On the whole, the relationship between the social sector and the commercial sector remains limited, despite the examples of hidden, relatively piece meal and some strategic cross sector activity. As such the level of resilience is rated between 'vulnerable' and 'stable'. There would appear to be a willingness from elements in both sectors to work together more closely in terms of improving the area – but support is needed to go about this. The facilitation role of the Council here would be critical.

The role of larger social sector organisations is important in developing a more strategic relationship between elements of the two sectors, and there are examples of progressive activities which could act as a catalyst for collaborative working – however the fragmented nature of the social sector limits extensive strategic cross-over.

6.5.3 Ongoing: Existing actions which contribute to resilience

There are a number of ongoing characteristics between the sectors which contribute towards resilience. These need to be maintained or where possible, extended. They include for example:

- ❑ a culture of 'giving' is evident in some sections of the business community. The Chair of a local Tenants' Association, for example, described how a local construction firm that had been commissioned by the City Council to do some work on the estate had donated materials for use in landscape gardening. Other examples include a retail park manager negotiated with the site's tenants and got them each to agree to donate £200 to a regional charity. The nearest Sainsbury's store donates free food to a local charity that supports new arrivals to the area and those at risk of marginalisation: Cheetham Hill Communities Together. There is the potential for this type of activity to be extended further in the future;
- ❑ evidence of some strategic, transaction based working between the two sectors. There are also limited examples of more strategic working, such as that between a local social enterprise and the private sector. The enterprise, Disabled Living, which owns a building in Chad Street, is marketing their premises as a health hub for social enterprises in the same field. They are also providing training in the new building and using it to hire out to private sector clients who wish to deliver training and/or events there. They have effectively utilised business networks to showcase training and exhibitor facilities at their property. The organisation is a good example of social enterprise which understands its niche and how to generate revenues.
- ❑ the potential of Housing Associations in the development of the local private sector is considerable. In the Cheetham Hill area, Northwards Housing has a positive relationship with most of its suppliers. This often goes beyond the commissioner-supplier link, as Northwards often try to negotiate through its contracts 'extras' from local businesses, such as sponsorship – maximising the social, as well as the economic, value of the contract, is important.
- ❑ The role of the BITC business connector. The business connector, described in 6.3.3, has an open remit, and will be able to work closely with local businesses to further encourage philanthropy, and importantly help point businesses in the right direction in how to practically deliver effective CSR.

6.5.4 Future: Resilient actions for closer collaboration between the social and commercial sectors

Recommendation: 'Mapping' of willing businesses

A 'Matching up' local business interested in engaging with the social sector with local groups is a priority. The local social and public sectors could work with local business activists to undertake a mapping exercise of businesses or merely broker what type of support they are able and willing to offer. They could then be 'matched up' with suitable local groups. There is also opportunity here, to include the Community Foundation for Greater Manchester, whose work links up private sector donors with local projects.

Recommendation: Increasing flows of knowledge transfer***Within the commercial sector***

- There is a need for the commercial sector across the whole area to understand and build an appreciation of philanthropy and giving.
- External bodies such as the Chamber of Commerce for example, together with key local business stakeholders already involved in such activity (such as the BITC Business Connector), can act both as a catalyst and conduit in working with the local business community to showcase how such activity benefits the local community by sustaining social sector activity – and how in turn this will make a stronger locality in which they can do business.

Between the two sectors

- With the facilitation of the public sector, local BITC business connector and Chamber of Commerce, the development of mentoring activities which partner business activists (not just from Cheetham Hill but across wider North Manchester) with particular social sector organisations. They are provided with the tools and knowledge to enable behavioural change which allows them to become more able to adapt within a changing public funding-commissioning landscape and become more entrepreneurial – this would complement peer mentoring activity in the public sector, highlighted in 6.4.3.
- Over time the social organisations which are benefiting are then imparting knowledge and behaviours within the wider sector which makes it more resilient and further strengthens partnership working between the commercial and social sectors.

These structures would also work the other way too – by pairing up with social sector organisations business representatives will learn more about how that sector operates, the values, strengths and niches which can be transferred and embedded to elements of the commercial sector; and encourage more strategic partnership working between them.

Recommendation: Cross sector stakeholders driving forward area improvements

- Small businesses and social sector organisations often occupy neighbouring space, such as along the Cheetham Hill Road area. There will be shared interests in terms of delivering improvements in and around the locality.
- To develop the relationships further there needs to be mechanisms in which they can come together more effectively – for example to collaborate in delivering, lobbying and/or bidding for area based improvements. This would require identifying a number of key individuals and organisations to promote local collaboration.

6.6 Measure 6: The relationship between the public and commercial sectors**6.6.1 Overview of the relationship between the sectors*****A developing relationship***

The nature of the relationship between the public and commercial sectors appears to be relatively stable, and there are good elements of support between the public and private sectors – the North Manchester Regeneration Team are seen as being particularly proactive in their dealings with businesses and the business support is there if it is required.

There is a general satisfaction in dealings with the Council that emerges. The aforementioned local business survey revealed that 35% of respondents rated their experience of contacting the City Council as 'good' or 'very good' whilst 45% responded that it was 'fair'. When asked how satisfied they were with the way Manchester City Council delivered its services in the area, 45% responded with 'satisfied' to 'very satisfied'.

When asked what agencies respondents had received support from in the last year, 71% stated that they had not received any support. 8% had received support from Manchester City Council, 6% from Business Link North West, and 4% from Jobcentre Plus. Only 3% of respondents had received support from the Chamber of Commerce.

Importance of local business networks

Almost half of all survey respondents also indicated that they will be interested in future discussions with the Council about the development of business networks. Respondents perceive that this would be a particularly important development for the area, giving the large number of micro-enterprises, lack of a coherent business voice for the locality, and limited previous employer engagement activity.

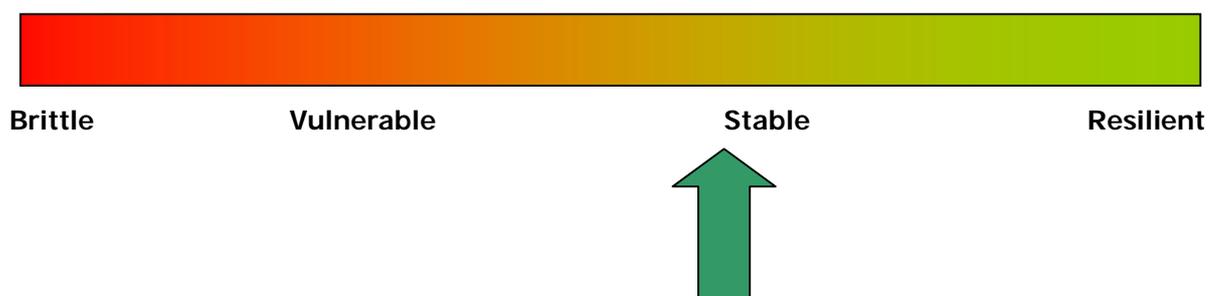
Opportunities for improvement

Despite the positives however there are some important issues which have been outlined by some private sector respondents, outlined below:

- ❑ the Council are not perceived by some as valuing Cheetham Hill and do not put the resource into the area which would attract further investment. There are no grants for capital projects and involvement with the private sector is generally limited to advice and facilitation activities;
- ❑ there are elements of the relationship that are strained – these include the poor state of the roads (prior to recession) and the poor employment land/building stock for private sector activity which hinders development. This is reinforced by findings from the business survey, which also highlights anti-social behaviour and management of public/green space as an issue. The Council are perceived by one respondent to have *'left it on the slide for quite a while'* ;
- ❑ the key issue amongst some respondents is that it is difficult to build a relationship with the Council when it has been reluctant to spend on basic infrastructure in the area, despite businesses stated intentions.

6.6.2 Assessment of the relationship between the public and commercial sectors

Figure 11: Resilience assessment for Measure 6



Overall there is a generally stable relationship between the sectors, although this varies depending on the sector, sizes of the businesses involved and their commitment to involvement with the public sector – it is a relationship that appears to be often driven by the public sector. There have been good levels of engagement with businesses by the North Manchester Regeneration Team, which through its research has refined and focused the needs for business support activity. There are a number of liaison officers who understand a range of issues facing the local business base and providing signposting mechanisms to business support agencies. There has been significant engagement with larger employers in the area, which has ensured that local people have had the opportunity to gain employment. Whilst there is a considerable engagement with businesses, it needs to be further spread across a number of sectors and businesses of different sizes.

The main drawback in the relationship is the perceived lack of care and attention to the locality's physical assets and infrastructure, which limits further business expansion.

6.6.3 Existing actions which contribute to resilience

There are a number of ongoing characteristics between the sectors which contribute towards resilience. These need to be maintained or where possible, extended. They include for example:

- ❑ **commitment from the Council to understand business needs in detail, through activity such as the North Manchester Business Consultation Survey.** This was a positive step in developing a fine grained needs assessment of the local business base. This survey helped the North Manchester Regeneration Team shape provision through understanding the nature of business outputs in the area, the skills requirements of local businesses, where there are skills gaps and how to maximise business growth potential. This could be extended as a bi-annual/annual process;
- ❑ **identification, as a result of the survey, of the need for a number of targeted business support measures.** These include amongst others, ICT/web support; business planning; access to finance and investor readiness; structure of the organisation including training and apprenticeships; networking. Developing structured support mechanisms on the back of this analysis will be critical to business performance. It is important that business support is well promoted and sustainable over the long term – engaging with businesses which have not traditionally used business support will be challenging;
- ❑ **working closely with larger employers** locating themselves in the area (e.g. Tesco and Sainsbury's), to ensure local employment opportunities for the resident population;
- ❑ **capacity building for businesses to take advantage of procurement opportunities:** there is clearly a direct route for the local public sector supporting private sector activity through procurement. CLES has undertaken extensive work with Manchester City Council on developing its progressive procurement policy, ensuring that as many local businesses as possible understand where the opportunities are, and that they are in a position to have the skills and knowledge to bid for work. It is important to learn from this that capacity building is critical to ensure that more Cheetham Hill businesses are able to access public monies.

6.6.4 Resilient actions for closer collaboration between the public and commercial sectors

Recommendation: Development of a local employer engagement policy

- Development of a bespoke, comprehensive employer engagement strategy which would allow better linkages across the area – allowing for the sensitivities and specific requirements of local businesses (either for Cheetham or wider across North Manchester);
- Because there are different delivers across different inter-related themes of business support, a more coordinated and joined up approach would be advisable – sharing information, joint promotional activity, and jointly developed action planning which maximises value for money.

Recommendation: Utilising business mentors

- Public sector facilitation working with key business stakeholders in the wider area to provide business mentoring and advice to businesses across the locality;
- This could be developed to provide sector specific support, but also to build generic leadership/management capacity amongst all areas;
- In particular, target such services at vulnerable and exposed sectors such as retail (also a major employer) which will enhance resilience in a tough economic climate; but also sectors such as manufacturing where export potential is higher.

Recommendation: Drawing on business representative bodies such as a local employer forum and the Chamber of Commerce

There is potential to develop local employer groups and enhance the profile of the Chamber of Commerce with public sector support. Through effective partnership working between the local public sector, a local employers forum (recommended separately in 6.3.4) the Chamber (together with other local business advocacy organisations), and the BITC business connector, there is scope to:

- ***develop denser business collaboration*** – fermenting the conditions for networks to prosper – bringing businesses and suppliers closer together and promoting knowledge transfer; and most importantly, working towards providing the sector with a cohesive voice. Working closely with business mentors (highlighted in another recommendation) to ensure full coverage;
- ***connect more effectively with the sizeable small business base*** – working collaboratively to engage with them to understand their needs, and to give them a voice through networking is crucial in transitioning from inward toward more outward looking behaviours.

6.7 Understanding the external influences

There are a range of external influences which impact upon a locality, that need to be taken into account when assessing how resilient it is to change, and are important in terms of considering policy prescriptions. These are explored below, influenced by interviews with various stakeholders.

6.7.1 Measure 7: Identity, culture and history

Sense of identity

In terms of the identity within Cheetham Hill, the multitude of ethnic communities is strong within themselves. However there is not much activity to bring different groups together with little cross over. This is a difficult task with over forty different languages being spoken in the area.

There are key events which celebrate the identity of the area – for example a local parish vicar coordinates the Cheetham Festival which is held in September each year. In general people are keen to host a range of events but often each ethnic community is often only keen to promote their own, with limited linkages.

There is not much in the way of multi-faith community facilities which would help promote the identity and culture of Cheetham Hill. For example the only community centre perceived as being open to all faiths is Cheetwood, which is in poor condition and perceived as being 'out of the way'. There is also no dedicated youth centre despite the problems of young people's crime and drugs, and this is perceived as a hindrance to the community's development.

History and culture

As outlined earlier in the report, for more than 200 years Cheetham Hill has always absorbed migrants. This was initially Irish, then Jewish, West Indian, before increasing numbers from the sub-continent. All of these communities have left their mark; this despite the Irish and Jewish communities having, in the main, long since disappeared – there is still the Jewish Museum and the Irish Centre (about to be redeveloped) which are important to the character of Cheetham Hill.

Over time as different groups of the community have become wealthier they have generally moved out of the area. However with the Asian groups the trend appears to be markedly different – more people within this community are choosing to stay and are increasingly working to gentrify their properties – for many, their mosques, facilities and businesses are all located within the area so in general for this group, the roots are a lot stronger than other previous communities. This may well have fundamental consequences on the future identity and culture of Cheetham Hill. The increasing dominance of the South East Asian population could fundamentally change both the population and cultural dynamics.

Internal and external perceptions of Cheetham Hill

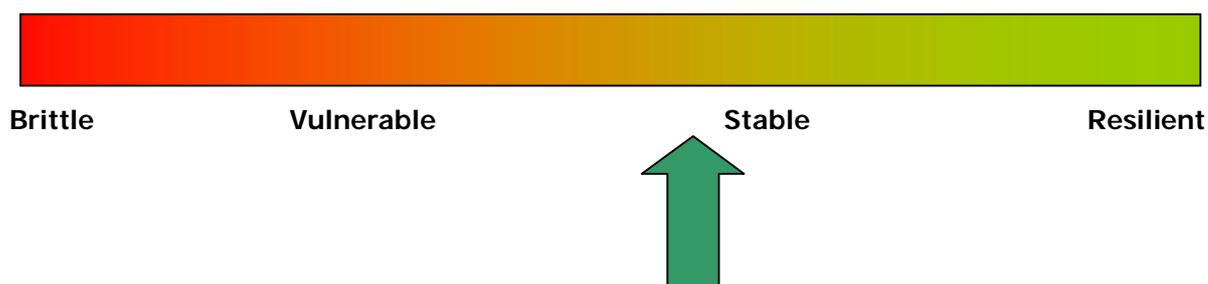
Cheetham Hill has been, and still is, an area suffering from negative external perceptions, although many of the structural problems for the area are perceived by some of the respondents to be much more serious in the past than they are today – however reputations tend to ‘stick’, and it takes considerable time and effort by all elements of the community to change this. Interviewees perceive that by further developing events such as the Cheetham Hill festival, the external image of the area can gradually begin to improve.

In terms of internal perceptions, there is a supposed issue with self respect and self esteem amongst elements of the community – particularly with the amount of litter on the streets which mainly comes from local residents. There are perceived to be significant elements of the community who are not perceived as valuing the place in which they live – many of the white and black community will tend to leave if they become more economically successful, and this reinforces clusters of physical denigration.

6.7.2 Resilience assessment of this measure

Based on the above information, this measure is rated as near stable. Whilst there are issues with elements of the community in terms of valuing the area, and identity is split along faith lines, there is a unique mix within the community which has always acted as a gateway for immigration. This provides real potential for the development of a vibrant locality in the future, if key ‘connectors’ within the communities can be identified and work together to increase levels of cohesion which will ultimately develop a stronger place.

Figure 12: Resilience assessment for Measure 7



6.7.3 Measure 8: Health and well-being

A range of critical issues

Health and well-being is a huge pressure on Cheetham Hill, and requires significant levels of public sector resource. There are a number of key challenges – firstly the population has increased there, in terms of both the older age groups and the 0-5 year old group, therefore there are challenges around demographic need, with more services that need planning for.

There is poor life expectancy across North Manchester, particularly within the Cheetham area. This is why the Public Health agenda in the area is so focused around issues such as smoking/alcohol/diet/exercise – the poverty indicators compound these issues.

Because there is a diverse population access and equity to services is difficult. The first language may not always be English and there are many cultural barriers to visiting GPs. There is also more intense poverty across different ethnic groups, particularly within the large South Asian population. The lack of education and language barriers for many people in the area results in a lack of health literacy therefore there is a lack of understanding for the most basic health issues that affect people.

Addressing the problems

There are a wide range of initiatives commissioned by the Council's Public Health Department, in consultation with the PCT, aimed at ward level, which specifically target different groups and communities. Many of these are through 'Zest', a wider initiative in the north of the city for healthy living. There are projects around promoting aspiration amongst different communities; wellbeing activities; nutrition; emotional wellbeing; community cohesion; mental health and worklessness initiatives. At the local level, there is also the Cheetham-Crumpsall Health Forum, which is run by people aiming to inform the population about a range of health issues and improve health literacy.

Many of the services above are often sub-contracted through the third sector. However several of the contractors are not 'local' to Cheetham Hill or North Manchester. Typically, larger social enterprises with the scale, skills and capacity to deliver are employed. There is potential for more local voluntary groups to be involved with smaller projects which could be sub-contracted through these activities, and from the Council's perspective it is something that they encourage.

Changes within the health agenda

The changes to NHS structures (such as GP commissioning) are not perceived to have the potential for major effects upon the service users within communities such as Cheetham Hill. The reforms are in fact viewed by practitioners as a secondary to the required health sector savings, as there will be less resource to deliver services. More self care will be required as part of the push for Big Society, and this will mean that a co-ordinated voluntary sector is vital at local levels to provide this for a wide range of people.

The problem is that self care will be no substitute for getting the professional help required for dealing with poor health outcomes. There is also the issue of poor health literacy which means that in places such as Cheetham Hill, many people are only going to visit GP's once problems are more advanced. This means more demand for services when there will be less resource – self help and voluntary groups cannot fill the void and there is a need for coordinated cross sector action which negates such factors.

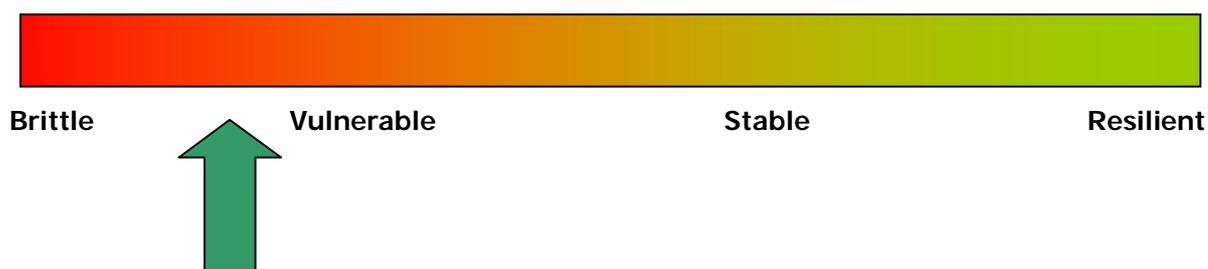
The potential for development of a social enterprise 'health hub'

Disabled Living, a locally based social enterprise with newly developed premises on Chad Street, could be a catalyst for further health related social sector activity in the area and more widely across North Manchester. The aim is for the building to be used as a 'hub' for health related social enterprises and other voluntary organisations, which will encourage collaboration, knowledge transfer and drive up levels of innovation in service delivery. In addition to addressing - to some extent - a fragmented social sector, it could act to begin to effectively address some of the more structural health and worklessness problems in the area, working closely with public health practitioners to co-produce bespoke services for local residents.

6.7.4 Resilience assessment of this measure

In summary, this measure is rated below 'vulnerable'. Health and wellbeing is clearly a major challenge for the locality, and the lack of health literacy amongst several cohorts of the population means that already difficult health problems are being magnified. However, the issues are at least recognised and prioritised by both public and social practitioners, and specific resource and initiatives will be directed into the area in the future.

Figure 13: Resilience assessment for Measure 8



6.7.5 Measure 9: The environment

This is very much a wider issue relating to activities of Manchester City Council. For the Council, the issues relating to the environment and climate change are increasingly coming to the fore. The environment is a corporate priority alongside the issue of tackling worklessness and is evident as a cross cutting theme across much of Manchester's strategy. It is a key component of each of the themes of the Manchester Strategy. Through each of these drivers of strategic influence there is recognition of the importance of partnership working between public, commercial and social economies to enable environmental goals; however there is little evidence as to how this strategic focus is evident in delivery activity. Organisations in the public, commercial and social economies certainly have commitments to the environment; there is just a lack of qualitative evidence.

One area in which there is a strong commitment to the environment and sustainability is procurement. The Sustainable Procurement Policy Statement is framed in the notion of sustainability and recognising the impact procurement spending potentially has upon the environment and the subsequent resilience of Manchester; thus there are key steps in place to ensure that every procurement decision has a measured consideration of environmental, sustainability and social considerations.

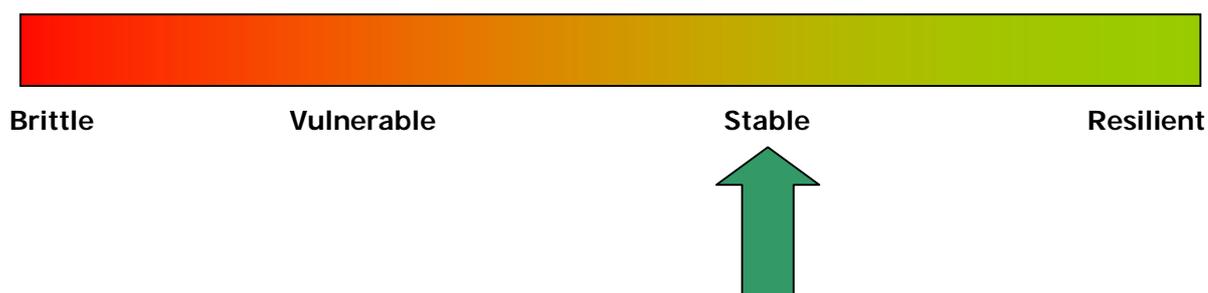
Across the city, including the Cheetham and North Manchester area, there are various schemes in place around preparing Manchester for the effects of climate change. New developments (employment and housing stock) are influenced by Council led approaches, which encourage initiatives such as decentralised heating networks and retrofitting. There are a range of approaches being explored by the Council, in consultation with partners, to adapt to and mitigate the effects of climate change. The climate change approaches are city wide, rather than identifying specific areas, as economies of scale can be met which reduce levels of cost per output.

There is limited data in relation directly to Cheetham and the surrounding area. But the Business Survey carried out last year illustrated some positive trends, showing that 60% of local businesses carry out measures to reduce their environmental impact, and almost 80% recycle waste. There have also been a large number of requests to the Council for further information around waste and environmental issues. However on the flip side, locally several of the respondents have commented on the poor physical environment of much of the Cheetham area, with litter and poor infrastructure being prominent issues.

In summary, the resilience assessment for this measure is rated at stable. Despite the key local aesthetic issues, there is some evidence of commitment from the local business community and the public sector to play its part in adapting to changing environmental policy and conditions.

6.7.6 Resilience assessment of this measure

Figure 14: Resilience assessment for Measure 9



6.7.7 Measure 10: Governance issues

Wider Manchester governance context

This measure, to an extent, relates to the wider governance issues across Manchester, and how the Council works to implement central government policy at the local level. Manchester has always had the strong political leadership to ensure that the relationship with central government has been one of innovating against national policy as opposed to seamlessly following it. This has meant a degree of flexibility at the local level to tackle issues that are of concern for Manchester as opposed to concerns nationally. This flexibility has been particularly evident in different areas of contemporary policy. One example of this is planning, where Manchester recognises that whilst there is the need to adhere to the national policy framework, there is also an opportunity to be innovative and creative in carving out opportunities which are locally reflective and specific and which enable the growth of the Manchester economy.

The new Local Enterprise Partnership (LEP) structure is the city regional vehicle for economic development, and Manchester is a core member of this partnership. The LEP, which is a mix of Greater Manchester public and private stakeholders, tasked with the remit of providing economic growth and job opportunities. One of the early successes of the LEP has been its involvement in the new Enterprise Zone. Called Airport City, the development, aiming to create jobs and enterprise around the Manchester Airport area, will be run by the LEP. The effectiveness of the LEPs to instigate positive change in the North Manchester area remains to be seen, considering the lack of

resources – the Council must ensure that the economic and employment benefits from future initiatives is spread across all areas as much as possible.

Targeting investment via the Strategic Regeneration Framework and Local Plan

The Strategic Regeneration Framework (SRF) for North Manchester, outlined in section 4, provides the strategic vehicle for targeting investments and plans into Cheetham Hill area, outlining the need to develop the district predominantly as a residential area providing workers to support the economic growth of Manchester. The vision is for a range of high quality neighbourhoods where people want to live. The North Manchester SRF outlines the social, economic and physical strategy for the area, and provides full business and social sector engagement in its development. The bespoke local area plan for the area – the ‘Strangeways Local Plan’ (incorporating Cheetham Hill) outlines the strategy for investment and development in this area, recognising its importance to the wider Manchester economy due to its proximity to the centre, linking the city centre in particular to the large residential areas of the North. The Cheetham ward plan links to the Strangeways Local Plan, outlining the strategic priorities for Cheetham. These are all perceived as being relatively thorough, outlining the key needs of places, and nest together in a structure which provides transition between higher level strategic working and on the ground actions relating to local plans.

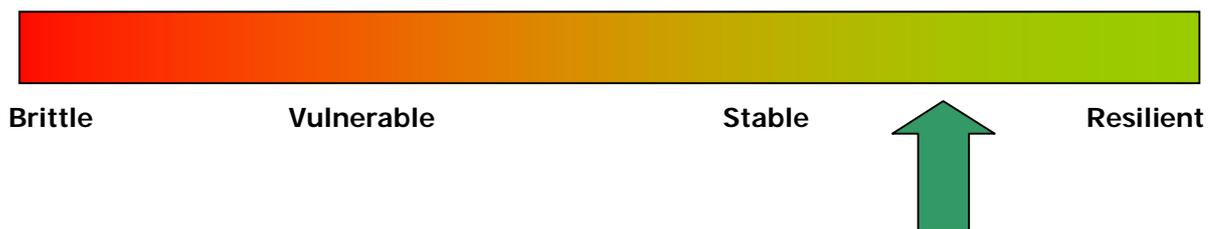
Cross boundary working

Cross boundary work is important in the area, as highlighted in section 4. The North Manchester Regeneration Team work closely with Salford City Council due to the close proximity of Broughton, and the sharing of cross-boundary issues necessitates collaborative working - Cheetham and Broughton both suffer from high levels of multiple deprivation, and effectively merge into a wider functional geographical area. The Life Chances Pilot is an illustration of a wider Council and AGMA objective of ensuring that services flow across neighbourhoods which are integrated and joined up, not divided by administrative boundaries. This helps in developing a framework for linkages between neighbourhoods, an important element in terms of promoting community resilience to the wider community.

6.7.8 Resilience assessment of this measure

There are a number of layers of governance which relates to the activities within the Cheetham Hill area – it would appear that the functions, strategies and plans are cohesive, promote cross sector working where possible, and that the Council has strong leadership which is embedded across the organisation. This, combined with good strategic collaboration with Salford with regards to Broughton and the Life Chances pilot, means that governance strongly reflects the resilience principles.

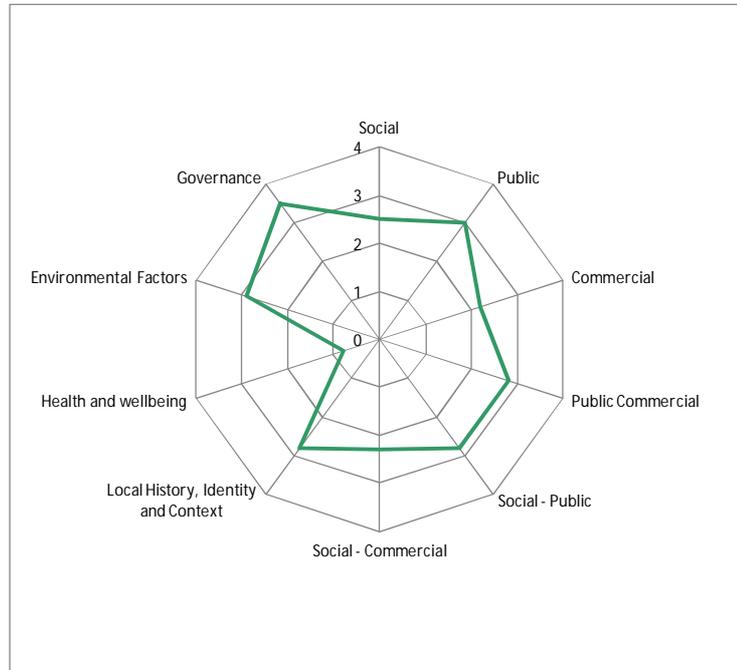
Figure 15: Resilience assessment for Measure 10



7 OVERALL ASSESSMENT OF RESILIENCE

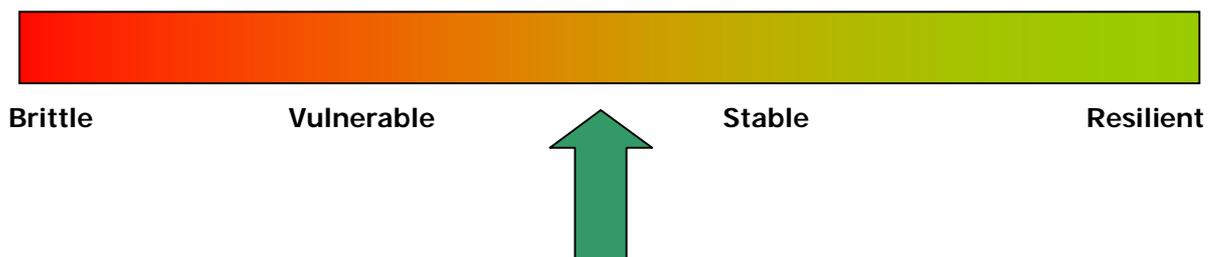
In the final part of the report, we make a valued judgement of the resilience of Cheetham Hill based on our analysis of Measures 1-10. The qualitative rankings for each measure can be summarised and plotted on a spider diagram. Each measure is given a rounded score where: 1= Brittle; 2 = Vulnerable; 3 = Stable; and 4 = Resilient.

Figure 16: Qualitative rankings for each measure



Whilst some of the subtleties are lost in the above graph (i.e. it reduces the assessments made in the report to clear cut categories), it nevertheless provides a useful overview of our research findings. Based on this summary, and informed by the wider qualitative data with regard to the measures, we can make a judgement about the resilience of Cheetham Hill, as shown in Figure 17.

Figure 17: Overall resilience assessment for Cheetham Hill



Key conclusions

We have concluded that Cheetham Hill as a place is best described as lying somewhere between ‘vulnerable’ and ‘stable’, where the structural relationships are not yet in place to develop collaborative working, but the constituent components are there.

The body of evidence, collated from a wide range of qualitative and secondary desk based research, highlights a place with multiple issues, ranging from deprivation to high levels of crime and unemployment. There is a relatively diverse business sector, but one which relies particularly on an exposed retail sector and a large number of micro enterprises meaning it struggles for a cohesive business voice. Likewise the social sector, which is characterised by fragmented networks, although clearly there is a strong vibrancy within the sector. It is perhaps the public sector which is the most cohesive in the locality, characterised by strong public sector neighbourhood involvement and good connections between Cheetham Hill and Broughton neighbourhood teams, together with the a functioning and strong strategic framework through the SRF. Across the other sectors, most notably in the social sector, there is limited evidence of strong connections between Cheetham Hill and

Broughton – in order for this to happen there needs to be a well connected social sector within Cheetham Hill itself.

In terms of the relationships, there are opportunities to develop these further in the future. Those between the social-public and commercial-public, despite the issues raised, are relatively stable taking into account of resources available. However, despite examples highlighted in the report, there is limited evidence of joined up, advanced structures being in place which will contribute to the culture of collaborative working and the development of strategic voices across the sectors. The relationship between the commercial and social sectors is the weakest however even here there is a willingness from some to develop the relationships, and significant activity goes on which is hidden (e.g. donations to local businesses). One of the key issues that affect all relationships is the fragmentation of local activity along faith lines – this in itself can be viewed as positive, encouraging strong local communities, but on the other hand it is not necessarily conducive to developing a whole community which is cohesive and is able to jointly address challenges. Pronounced social and public capital exists throughout the locality – the challenge is to bring all of this together in a more joined up and effective way.

The relatively insular mindset and lack of cohesion within both the social and commercial sectors means that it becomes increasingly difficult to develop strong, collaborative relationships which build capacity to produce the synergy of innovative ideas that makes things happen. In an era of lower public sector spending there is a need for closer, dense networks which can spread knowledge and thinking. Only through joined up planning and delivery can the plethora of issues which affect an area such as Cheetham Hill, be addressed. Our recommendations, which could complement and sit within the wider frameworks of the SRF and local plan, explore ways in which to develop the internal and cross sector relationships between the social, public and commercial sectors, providing a catalyst to influence behavioural change which develops coherent relationships. This is a long term challenge but the potential is already there in Cheetham Hill - effectively harnessing that potential will ensure positive local change and set a template for other communities.

Relationship with the city centre

Cheetham Hill's resilience is both dependent on, but also independent to the city centre. As regards relationship with the city centre, the city centre does have the potential, as outlined in the SRF, to be increasing its economic connectivity with Cheetham Hill. In order to further enhance the resilience of Cheetham Hill, future planning around the city centre should focus on providing opportunities for local residents. Such as ensuring local people have adequate skills, the commercial sector is used within the city centre supply chain and public sector procurement advances the local commercial supply chain.

As regards city centre development, due to its close proximity to Cheetham Hill, care should be taken to ensure future developments in and around the north end of the city centre do not adversely impact on the uniqueness and resilient characteristics that the local community exhibits. The obvious strengths and northward expansion must fit, blend and support rather than erode existing commercial trade and activity.