

Part III

Turning Areas Around: The Impact of SRB on Final Outcomes

The objective of a regeneration scheme is to enhance the attractiveness of the target area to both people and new investment. Attractive areas are those where people and business want to come to, stay in and leave reluctantly. A regeneration scheme has to ensure that the residents of the area can increase their respective access to jobs as a way of combating the social exclusion that they are experiencing. It may also be that to break the vicious circle of decline in deprived neighbourhoods there could be some diversification of social mix through changed housing tenure. This part of the Report examines each of the main outcome areas of environment/housing, business regeneration, training and employment, education and youth, community development, crime and safety and health in seven case study areas where the SRB initiative was applied for a considerable period of time. In each outcome area the research details the nature and the form of the intervention according to the projects implemented and a discussion of the basic theory of change that lay behind them. It then describes the net outputs that resulted before moving to examine what the evidence reveals about the changes in key outcomes that have taken place and the possible impact that may be due to the Single Regeneration Budget.

11. Measuring the Impact of SRB Regeneration Schemes on Outcomes

This section of the Report assesses the extent to which SRB has been influential in affecting final outcomes that relate to the well-being of those who live in the seven case study areas that were the subject of social surveys. It describes the issues surrounding the measurement of the impact of regeneration schemes and considers the nature of the regeneration problem that the schemes relate to. It then proceeds to examine the thematic project expenditure incurred to alleviate these problems and the extent to which local residents were aware of the various initiatives taking place in their area.

11.1 Turning areas around; measuring the progress

11.1.1 It has been an integral part of the national evaluation of SRB to understand the difficulties that the residents in disadvantaged areas experience and, importantly, to identify why these are not removed by the workings of the market as well as the activities of mainstream service providers. Good policies should address the barriers that prevent turning disadvantaged areas around.

11.1.2 Our understanding as to what has caused some areas to decline whilst other areas have prospered is inevitably less comprehensive than we would like. Many of the areas that have experienced very intensive economic and physical decay like the inner cities were once centres of great prosperity and vitality, and this not many years ago. In other research for ODPM the present authors¹ have discussed at some length what is known about the causes of relative decline and the extent to which existing locally targeted initiatives have been able to address them adequately.

11.1.3 The failure of areas and their residents to adjust to changing economic circumstances reflects a number of factors. One is that the area does not attract enough new investment to restructure to new and growing industries. Another is that mainstream service providers are unable to respond adequately to the disproportionately greater needs of the inhabitants of these areas that result from them having poor housing, education and sometimes health and low employability. The public sector response in expenditure terms often looks high – but is heavily skewed towards expenditure on benefit. A further factor is to do with the individuals in the deprived area and their reluctance or inability to travel to secure work or housing elsewhere. There are often very pernicious interfaces with welfare regimes.

11.1.4 Many of the biggest problems of adjustment from declining to growing industries have faced the old urban cores of the United Kingdom, where the scale of job attrition has been great. Thus, in the six conurbations taken together there has been a differential employment decline relative to the European average over the last thirty years of two million jobs as Britain's old industrial cities rationalised in the face of strong international competition from lower cost countries. Very few areas across the whole of Western Europe have had to adjust to such a formidable employment loss.

11.1.5 Most inner city neighbourhoods have found it enormously difficult to cope with the effects of such job loss. Moreover, new growth opportunities have often not been

¹ A Review of the Evidence Base for Regeneration Policy and Practice, ODPM March 2001.

created in close proximity to the existing housing stock and high travel to work costs and poor public transport infrastructure has made it difficult for residents in such areas to find jobs elsewhere. It has been a feature of the older areas that workplaces were close to where people lived. The skill base of those who have lost their jobs has often been unsuitable for the jobs that are being created in the New Economy (i.e. Information Technology, Life Sciences etc) and, in the face of this, the older workers have found it hard to adjust to the pace of change.

11.1.6 In order to turn these areas around, regeneration programmes have to make these places attractive to both people and industry if they are going to regain their longer-term economic vitality and create wealth and prosperity for those who live there. In terms of bringing about business success they need to deliver a quality of life that is attractive to those people and companies who can help to create this wealth.

11.1.7 In essence, the objective of a regeneration scheme is to:

- Enhance the attractiveness of the existing location as a place for people and investment through the activities of both the market and the mainstream public sector providers. Attractive areas are those where people and business want to come to, stay in and leave reluctantly;
- Ensure that the residents of the area can increase their respective access to jobs and the infrastructure that is beyond their area as a way of combating the social exclusion that they are experiencing. It may be that if the objective is to break the vicious circle of decline in deprived neighbourhoods, there could be some diversification of social mix through changed housing tenure. There is also increasing evidence that private housing tenure can change the social structure of deprived neighbourhoods and reduce adverse effects like high crime rates, poor health and poor educational attainment.

11.1.8 The approach adopted in this section is to examine each of the main outcome areas of environment/housing, business regeneration, training and employment, education and youth, community development, crime and safety and health in seven case study areas where the SRB initiative was applied for a considerable period of time although clearly not all outcome areas received the same attention in each. In each outcome area the research reports the nature and the form of the intervention according to the projects implemented and discusses the basic theory of change that lay behind them. It then describes the net outputs that resulted before moving to examine what the evidence reveals about the changes in key outcomes that have taken place and the possible impact of SRB.

11.1.9 Before examining the progress which SRB was able to make in turning key outcomes around the rest of this chapter describes how the relevant pieces of empirical evidence were assembled in order to undertake the analysis required.

11.2 Measuring the impact of SRB regeneration schemes on outcomes

11.2.1 An area based initiative like SRB changes net outcomes in assisted areas directly through the *net outputs* that it creates. It is the net outputs that are relevant because these represent the contribution of the SRB programme that would not otherwise have been generated in the area in the absence of the regeneration scheme (thus after allowing for deadweight and ideally displacement effects, see Annex 1).

11.2.2 The net outputs affect *gross outcomes* that sum to produce the *net outcome* change observed. Thus, if we consider the outcome domain of worklessness a key indicator

is the proportion of heads of households in the target area that are in work. Over the study period changes in the proportion of heads of households that are in work will reflect a gross flow of residents moving from not working to working and also working to not working. A third group of residents will have experienced no change in their status and they will be the largest group. By way of example if the SRB initiative has led to there being 100 other jobs in the study area than would otherwise of been there then it could have allowed 100 of the residents to move from not working to working. The degree to which this is actually reflected in changes is the **net** outcome indicator, namely the proportion of households that are in work will partly depend on the number of residents who may flow in the other direction from working to not working over the study period for perhaps a wide variety of reasons.

- 11.2.3 The worklessness example however, allows us to highlight two other problems in tracing through the direct effects of the SRB outputs on outcome change. Over the period of change there will have been movement into and out of the study area. It is also the case that not all jobs created in an area will be taken by local **indigenous** residents and some will go to commuters into the area (a phenomenon known as **leakage**). Ideally, in attributing outcome change to policy impacts we would wish to identify the magnitude of these effects. Any precise analysis is complicated by a raft of conceptual and measurement problems. One conceptual problem is that there are inter-relationships between the gross flows that sum to the net. Thus, the number of residents who decide to change their status from working to not working is itself affected by the number of jobs created in the study area. On the data side there is a shortage of information as to how many of any jobs created in the study area go to *local* residents *per se*.
- 11.2.4 An important element of the national SRB evaluation methodology has been the use of social surveys that have provided key information about the characteristics of residents in seven of the 20 case study areas in the evaluation. The information was obtained at a baseline position at or near the beginning of the SRB activity in each area and then at a later date when the SRB scheme was coming to an end.
- 11.2.5 The first stage of the social survey work was undertaken by MORI between November 1996 and February 1997 when 3459 interviews were conducted with households in Chalkhill, Canalside Rochdale, Hangleton & Knoll, Nottingham, Royds Bradford, Sunderland and Swadlincote. The results of this work were published in 1998².
- 11.2.6 Between November 1999 and February 2000 a repeat resident social survey was undertaken by MORI in the three SRB case study areas that had completed their SRB schemes, namely Hangleton and Knoll in Brighton and Hove, the Chalkhill estate in the London Borough of Brent and Canalside Rochdale. The survey used virtually the same questionnaire as for the baseline survey. This enabled a three year comparison of changes in resident characteristics, behaviour and attitudes over the period of the SRB schemes providing useful statistical evidence on any possible regeneration outcomes which may have been caused, at least in part, by the SRB schemes. The findings from this work were published in the Department of Land Economy discussion paper series³ Between September and December 2001 MORI undertook the final phase of the social survey work involving the four remaining areas

² Evaluation of the Single Regeneration Budget Challenge Fund: Key Results From the Residents' Baseline Social Surveys, Department of Land Economy Discussion Paper 100.

³ Evaluation of the Single Regeneration Budget Challenge Fund: Summary Household Survey Results 1996-1999, Department of Land Economy Discussion Paper 122.

of Royds Bradford, Nottingham, Sunderland and Swadlincote to coincide with the completion of their SRB schemes. Details of the survey design and methodology used are given in Annex 2.

11.2.7 The broad approach to assessing the possible impact of SRB on final outcomes in each case study area has been to:

1. Establish a baseline to determine the nature of the problem in the case study areas being addressed;
2. Assess the form of the SRB intervention and how it was expected to bring about change in the areas concerned. It was also necessary to identify the impact of other major policy initiatives that were delivered in the area during the period of study;
3. Ask the residents themselves about the impact of the policy measures;
4. Identify the gross and net output changes. Deadweight, displacement and leakage has been assessed through beneficiary surveys;
5. Identify the net and gross outcome changes and benchmark the net outcome changes to comparator areas⁴ including the nation;
6. Consider the net output changes in relation to the gross and net outcome changes;
7. Estimate the balance of the impact on residents and within that the number who have remained in the area throughout relative to those who have moved away or moved into the area through the period concerned.

11.3 The nature of the problem

11.3.1 In 1996 the social survey that was carried out in all seven areas provided a baseline of information illustrating the nature of the problems faced in these SRB areas. Indicators were produced that described the breadth and depth of the social exclusion. The indicators covered:

- Household attributes: family structure, age, ethnicity;
- Qualifications, skills and training;
- Work and worklessness;
- Income benefit dependency;
- Health;
- Childcare arrangements and attitudes to education;
- Crime and safety;
- Sports and leisure facilities;
- Community involvement;
- Satisfaction with accommodation and area;
- Housing tenure;
- Movement in and out of SRB areas; and
- Gross changes in the responses of the panel sample.

11.3.2 Wherever possible outcome changes in the seven SRB case study areas were compared with their counterparts in England as a whole. The results are summarised in Table 11.1 which also shows the change relative to the nation.

⁴ We have included comparisons with other deprived areas where the data is available.

Table 11.1: The breadth and depth of social exclusion and the changes since 1996-1999/2001

	BASELINE RESULTS 1996 (%)			CHANGE 1996-1999/2001		RELATIVE TO NATIONAL CHANGE	
	Worst estate/locality	Average of 7 areas	National average	Worst estate/locality	Average of 7 areas	Worst estate/locality	Average of 7 areas
EMPLOYMENT							
Working full or part time (HoH)	29	41	57	6	3	3.5	0.5
Unemployed (reg & not reg) (HoH)	17	10	5	-3	-4	-2.5	-3.5
Economically inactive (HoH)	38	28	10	2	-1	2	-1
Long term sick	13	9	6	-2	0	-0.75	1.25
INCOME							
% income below £100 a week (resp/spouse)	49	37	19	-18	-12	-15	-9
% on Income Support, Unemployment Benefit, Incapacity benefit (household)	76	67	74*	-14	-9	-9.5*	-4.5*
% on Income Support (household)	42	26	19	-11	-5	-4	2
% on Housing Benefit (household)	58	34	19	-12	-2	-10	0
SOCIAL CHARACTERISTICS							
% of lone parents	26	13	6	-5	-1	-6	-2
% of in social housing**	91	46	22	-11	4	-9.5	5.5
PERCEPTIONS/SATISFACTION							
Very dissatisfied with area	28	13	3	-11	-3	-12	-4
Very dissatisfied with dwelling	23	9	2	-10	-4	-10	-4
Area very unsafe when walking alone after dark	27	16	11	-6	-3	-7	-4
Likely to move	46	22	17	-15	-4	-18	-7
Do not feel closely involved with the community	79	70	-	-6	-5	na	na

*Households in which at least 1 member is in receipt of any benefit. (HoH – Head of household).

**Social housing is accommodation provided by local authorities and Housing Associations.

Sources: MORI social survey, English Housing Survey (SEH), The General Household Survey (GHS), the British Household Panel Survey (BHPS), the British Crime Survey and the English House Condition Survey (EHCS).

11.3.3 The results show that the economic status of residents in the case study areas in 1996 was in a much worse position than the nation as a whole with only 41% on average (29% for the worst estate) in employment compared with 57% nationally, unemployment was double the national rate and 28% of heads of households were economically inactive compared with 10% nationally. Income was also much lower with greater dependency on benefits. Residents were also much less satisfied with their accommodation and area. There was a far higher proportion that were registered as long-term sick (over double the England average on the worst estate).

11.3.4 This evidence gives an indication of the problems experienced by residents in these SRB areas compared with elsewhere in the country. The next section examines what expenditure was dedicated to the areas and how the funding was allocated.

11.4 Summary of expenditure

11.4.1 Total expenditure incurred by the seven SRB areas is presented in Table 11.2 below amounting to around £289 million. Of this total almost a quarter (23.3%) was from the Canalside scheme with both Bradford and Nottingham over 20%. In terms of SRB expenditure over 40% contributed to the Bradford scheme, with just under a fifth going to Nottingham and around 15% to Sunderland and Canalside. Contributions for other public sources were greatest in Nottingham (31%), Bradford (30%) and Canalside (19%). 29% of private sector funds were levered in by the Canalside scheme with both Swadlincote and Nottingham attracting around 20%. Total regeneration spending per head was greatest in Chalkhill at £4,9000 over a five year

period. (In Royds Bradford the spend was slightly higher but over a seven year period).

Table 11.2: Summary of expenditure by case study area in £000s (%)						
	SRB	Other public	Private	Total expenditure	Total exp per capita (£000s)	Duration (yrs)
Canalside	10472 (14.6)	11616 (18.6)	46736 (29.0)	68824 (23.3)	2.0	5
Chalkhill	3250 (4.5)	924 (1.5)	25466 (15.8)	29640 (10.0)	4.9	5
Hangleton Knoll	1596 (2.2)	667 (1.1)	755 (0.5)	3018 (1.0)	0.4	4
Nottingham	12944 (18.0)	19357 (31.0)	30814 (19.2)	63115 (21.4)	2.0	6
Royds Bradford	29487 (41.0)	19017 (30.5)	19000 (11.8)	67504 (22.9)	5.6	7
Sunderland	10819 (15.1)	4276 (6.8)	7943 (4.9)	23038 (7.8)	0.4	7
Swadlincote	3342 (4.6)	6567 (10.5)	30238 (18.8)	40147 (13.6)	1.3	6
Total	71910 (100)	62424 (100)	160952 (100)	295286 (100)	1.65	

Source: Department of Land Economy

11.4.2 In order to gauge the impact of the different regeneration programmes on the case study areas an exercise was undertaken to assess the **types** of projects that have been carried out as this provided an indication of the sorts of outcomes that could reasonably be expected once the projects were completed. The projects were grouped into a number of theme areas that could then be matched with outcomes from the social surveys and other beneficiary work. Table 11.3 below presents a summary of expenditure by theme.

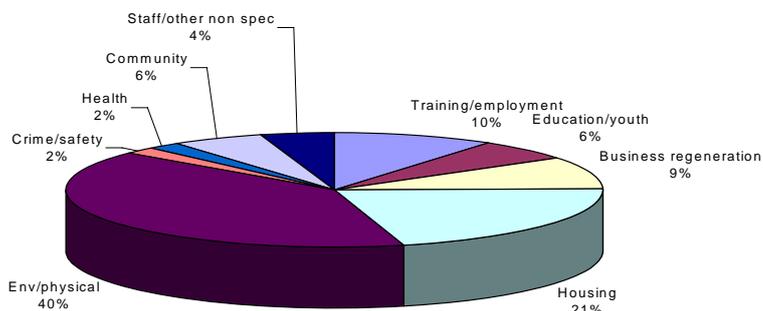
Table 11.3: Total expenditure for seven case study areas broken down by theme in £000s (%)					
Theme	SRB	Other public	Private	Total	Total exp per capita (£000s)
Environmental improvements	28781 (40)	17247 (27.6)	54282 (33.7)	100310 (34)	0.56
Housing improvements	15270 (21.2)	17427 (27.9)	49482 (30.8)	82179 (27.8)	0.46
Business regeneration	6568 (9.1)	5859 (9.4)	22766 (14.1)	35193 (11.9)	0.20
Training/employment	6920 (9.6)	10128 (16.2)	27245 (16.9)	44293 (15)	0.25
Education/youth	4285 (6.0)	1589 (2.6)	1897 (1.2)	7771 (2.6)	0.04
Community development	3981 (5.5)	5710 (9.1)	3611 (2.2)	13302 (4.5)	0.07
Crime and Safety	1479 (2.1)	1285 (2.1)	604 (0.4)	3368 (1.1)	0.02
Health	1457 (2.1)	2364 (3.8)	759 (0.5)	4580 (1.6)	0.03
Staff/admin	3169 (4.4)	815 (1.3)	306 (0.2)	4290 (1.5)	0.02
Total	71910 (100)	62424 (100)	160952 (100)	295286 (100)	1.65

Source: Department of Land Economy

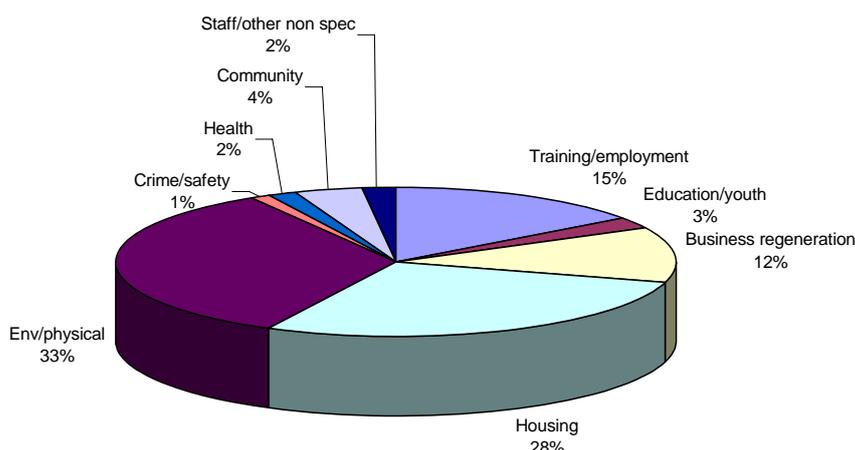
11.4.3 Overall as Figure 11.3 indicates, the main focus of SRB in the seven target areas has been heavily on environmental/physical and housing improvements accounting for 61% of total SRB. Training/employment and business regeneration received a further 19% with the remaining 21% spread between all other themes. Total regeneration spend per capita overall was greatest in relation to environmental and housing improvements at £1000 per head.

Figure 11.1: SRB and Total expenditure by theme for all seven areas

SRB Expenditure



Total Expenditure



Source: Department of Land Economy

11.4.4 Figures 11.2a-g below set out the proportion of SRB and total expenditure (including private and other public monies) that contributed to each of the themes for the SRB case study areas. They show quite clearly the dominance of training and employment for Chalkhill (accounting for over 97% of total Chalkhill regeneration spend) and the more physical nature of the Canalside and Royds Bradford schemes with nearly 90% of total spend going on housing and environmental/physical improvements in the former case and 80% in the latter. Total spend for Hangleton and Knoll was spread more evenly across three main themes of training & employment, environmental improvements and community capacity building. In Swadlincote over 75% of all spend went on the housing theme whereas in Nottingham and Sunderland it was split mainly between business regeneration and environmental/physical.

Figure11.2a: Breakdown of Total Expenditure by theme - Canalside

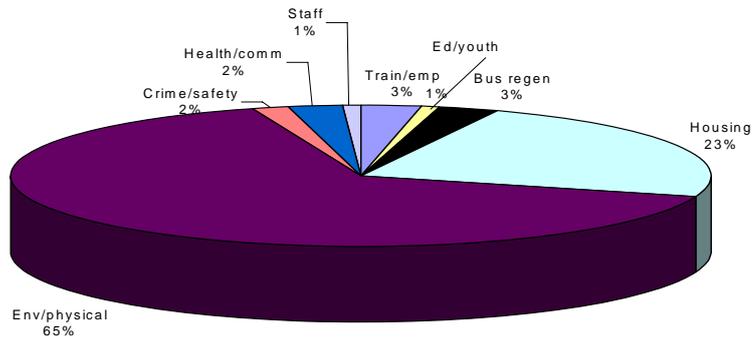


Figure11.2b: Breakdown of Total Expenditure by theme - Chalkhill

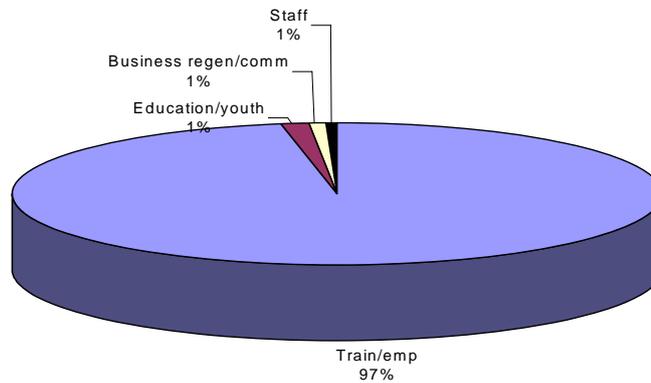


Figure11.2c: Breakdown of Total Expenditure by theme – Hangleton Knoll

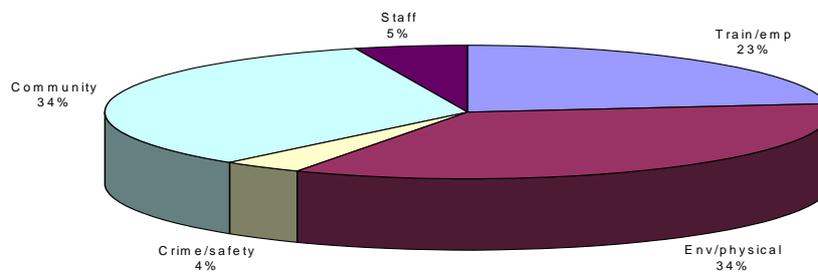


Figure11.2d: Breakdown of Total Expenditure by theme – Nottingham

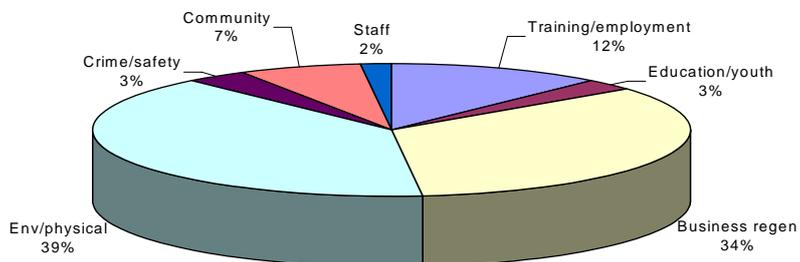


Figure11.2e: Breakdown of Total Expenditure by theme – Royds

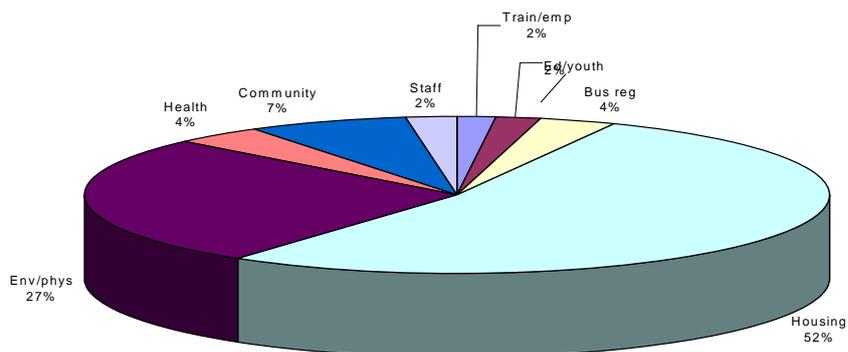


Figure11.2f: Breakdown of Total Expenditure by theme – Sunderland

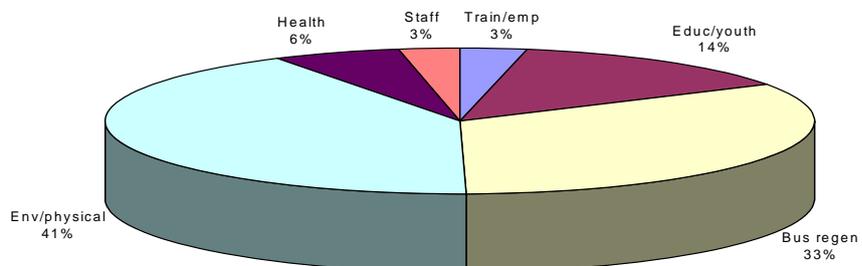
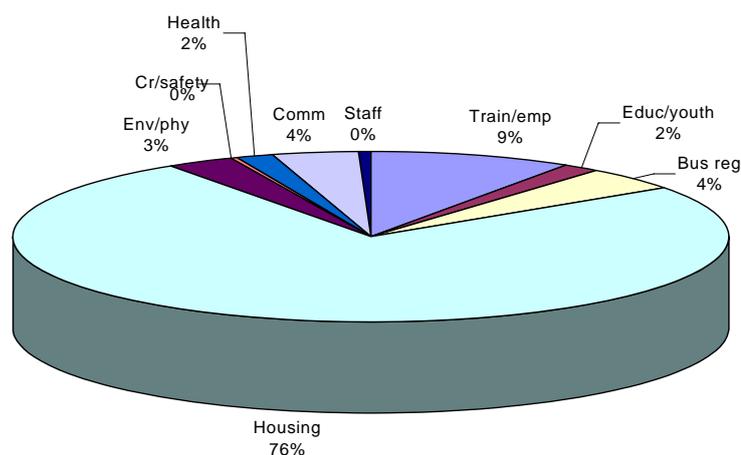


Figure 11.2g: Breakdown of Total Expenditure by theme – Swadlincote



Source: Department of Land Economy

11.4.5 These figures indicate that outcomes attributed to the schemes would be expected in relation to satisfaction with accommodation and area for Canalside and Bradford. It should be noted, however, that by the time of the follow up survey there were still major physical improvements being carried out in both Canalside and Royds Bradford and their effects had not percolated through to local residents by this time. Greater area satisfaction would also be expected in Nottingham and Sunderland and accommodation improvements should come through for Swadlincote. Employment, environment and community involvement would be expected to show positive outcomes for Hangleton and Knoll. In the case of Chalkhill it is virtually impossible to separate out the effects of the SRB funded training element from the impact of a large Estate Action Renewal programme that ran alongside the SRB scheme.

11.5 Survey evidence on awareness of SRB in the seven areas

11.5.1 Our starting point to assess the incidence of SRB on the well-being of the inhabitants of the study areas was to ask them whether they had heard of SRB, had used an SRB delivered service and felt that they had benefited from it. It soon became clear in the survey that the residents had relatively low initial awareness of the label 'SRB' with only 9% recognising the term in 1996. This had increased somewhat by the follow up surveys to some 17%. Responses were much stronger when specific SRB projects were mentioned (Table 11.4). Overall 73% of respondents had heard of at least one of the projects. This response varied considerably between areas with Royds, Sunderland and Swadlincote nearing the 90% and Hangleton and Knoll only slightly lower at 82%.

11.5.2 Levels of participation are also indicated in Table 11.4 and they show different rates of penetration across the areas. The lowest proportion of residents who had heard of the SRB projects was in Chalkhill at only 47%, which in part reflected the quite small and limited interventions involved (only £3.3 million of SRB spend spread over three years), but in per capita terms it is £4,900 per head so in this sense the result is disappointing. On the basis of the survey results only 18% of the residents of the Chalkhill area could be expected to have used the SRB projects concerned.

However, the scale of the SRB funding does not necessarily reflect the level of penetration achieved thus in Hangleton and Knoll where £1.6 million of SRB spend over three years was recognised by over 82% of residents and some 37% claimed that they had been beneficiaries thereof. The Hangleton and Knoll scheme was one of the few SRB schemes where the community had the lead in the partnership. It also placed a considerable amount of emphasis as a partnership on being visible and disseminating its achievements. There are some valuable lessons here for partnership delivery.

Table 11.4: Awareness and take up of specific SRB projects				
Area	Heard of	Take up	Total spend per capita (£000s)	Duration (years)
Canalside	48%	5%	2.0	5
Chalkhill	47%	8%	4.9	5
Hangleton & Knoll	82%	37%	0.4	4
Nottingham	56%	19%	2.0	6
Royds Bradford	90%	38%	5.6	7
Sunderland	89%	62%	0.4	7
Swadlincote	92%	29%	1.3	6
7 SRB areas	73%	29%	1.65	

Source: Department of Land Economy

11.5.3 The Royds Bradford and Nottingham schemes received the highest level of SRB regeneration spend overall (at £29.5 million and £12.9 million respectively). They both levered at least the same again in other regeneration funding and the overall regeneration spend per capita was £5,600 to Royds and £2,000 in Nottingham respectively. There was more variation in the usage (between 62% and 5%) partly reflecting the nature of the projects delivered, interestingly the highest penetration was experienced in Sunderland which had one of the lowest per capita spend. Overall, an encouraging set of results and perhaps reflecting favourably on the long time period (seven years) over which some of these SRB programmes were delivered.

12. Environmental and Housing improvements

This chapter examines the physical improvements that have resulted from the SRB programmes in the seven case studies that were the subject of a social survey. It explores how housing and the environment has changed over time and then considers the projects that have been designed by the cases studies, estimates the net outputs attained and assesses the final outcome position achieved. It concludes by considering examples of best practice from all themes

12.1 Bringing about Change

- 12.1.1 Deprived areas often have a poor physical environment and this may reflect the quality of the housing stock. The physical environment reflects the legacy of the past with worn-out infrastructure, dereliction and contaminated sites. New development is inhibited by the high costs associated with removing the contamination but the workings of the land market may also be stalled for other reasons associated with multiple ownership and fragmented land holding that impede land assembly problems. The cost of development and improving transport access has often been relatively too high for profitable development to take place. Some landowners have held onto land speculatively in the hope of future gains, since the holding costs have been relatively low and future expectations relatively high. A perverse chicken and egg situation occurs where nothing happens at all for many years. It is for reasons of this sort that there has remained a continued need for measures to help physical regeneration in the older conurbation areas. However, it is also necessary to ensure a balance in seeking to attain physical and people related regeneration outcomes.
- 12.1.2 Good quality housing that allows the aspirations of people to be accommodated is also an essential feature of relatively prosperous areas. There should be quality and choice and diversity in tenure to meet differing needs. Thus new build and refurbishment as appropriate would meet emerging needs and maintain the quality of the housing stock. However, until relatively recently much of the new housing investment was going to meet demand on the edges of the conurbation. In the last few years more new private sector housing investment has begun to take place in the inner cities but it has required public sector policy interventions to underpin its economic return in the early years of investment. Recent pressures on the urban fringe and changes to the planning regime to encourage brownfield development has begun to benefit the older urban areas in this respect.
- 12.1.3 It has long been recognised by policy makers that in deprived areas where relative need is high and economic opportunity is low regenerating the built environment is a slow and difficult process. Land and property market failures can arise for a number of reasons often exacerbated by a worn-out infrastructure. In such circumstances then there is a need for targeted support from the public sector. This support has to recognise the inter-dependencies between housing and environmental renovation and other aspects of social, economic, and community regeneration. Many of these linkages are discussed in Dabinett et al (2001)⁵. The links between housing improvement and improvements to the visual environment are strong. There are also more subtle linkages between housing tenure and economic activity with owner occupied households having a higher propensity to be economically active.

⁵ Dabinett G, Lawless P, Rhodes J and Tyler P., A Review of the Evidence Base for Regeneration Policy and Practice. ODPM, 2001

Improved housing conditions have clear interactions with improvements in health although some of these are long-term rather than short-term. Crime and housing tend to be inextricably linked. Improved housing may include security measures such as secure entry systems, improved care-taking arrangements, and better locking systems which will play a part in reducing burglary. The main linkage in the opposite direction is that reduced levels of crime and reduced fear of crime will increase demand for housing in the neighbourhood and reduce the number of voids.

- 12.1.4 The SRB funding enabled a number of initiatives to be deployed under the broad theme of environment and housing building on the experience of a rich and diverse evidence base that has been assembled and encouraged by various parts of ODPM over the years. Initiatives include assistance for land and property renewal, assistance with property development including new build/ refurbishment and the provision of floorspace. New buildings provide more jobs, training places and a range of community related benefits. In some cases new facilities have enabled a higher quality of educational, health and other service to be provided.
- 12.1.5 There were also a substantial number of actions designed to improve both hard and soft infrastructure with examples of the former including new roadway/access investment and the latter including greening/planting/painting and cleaning activities. Other, more direct environmental actions included provision of floodlighting, security cameras and pedestrianisation.
- 12.1.6 Many projects funded by SRB sought to make the run-down, deprived area more attractive for those who currently live there or who may be tempted to come and live there. The funding was also used to enhance the economic competitiveness of the area by providing new and improved infrastructure.
- 12.1.7 The variety of measures funded by SRB varied widely. There were projects to remove contamination and provide both hard and soft infrastructure. The objective was to remove the barriers that are impeding new development and thus improve the underlying attractiveness of the area to both people and investors. One goal was to change the pattern of land use away from that associated with declining industries to one more closely allied with new and growing industries. These new land uses bring badly needed jobs, some of which it is hoped will be taken by local residents who are currently unemployed.
- 12.1.8 Improving the quality of life of existing residents so that they remain in the area is an important local regeneration objective and measures designed to improve the quality of the housing stock for this reason have been quite common under SRB. Some of the measures also had the explicit objective of helping to bring about some diversification of the housing stock. Ultimately, the key outcomes that should pick up relative improvement relate to satisfaction with the area and the housing itself.
- 12.1.9 There will also be a range of land-use related outcomes reflecting housing, education and community impacts that the policy initiatives have helped to bring about. However, it is also important to remember that other desirable outcomes should be seen in relation to property values in the areas concerned. Enhanced satisfaction with the area should be reflected in the prices of homes and other buildings and of course rents relative to similar properties in surrounding areas.
- 12.1.10 If the area becomes more attractive as a place to both live and invest in it should ultimately be possible to see enhanced economic opportunity as a result and

perhaps more job opportunities. This should, in turn, be reflected in lower local unemployment and worklessness.

12.2 Environmental improvements

12.2.1 In interpreting the impact of the SRB schemes on the key outcome indicators it is helpful to remember both the relative size of the programmes, what they concentrated on and whether there were other area-based initiatives operating in the area at the same time. In Chalkhill the SRB programme focused on training and employment but it ran alongside a very large estate renewal programme and thus the key impacts would be expected in relation to physical improvements in the area arising directly from the Estates Action programme.

12.2.2 In Canalside Rochdale the programme concentrated predominantly on the physical/environment and this is the main area we should look for impact. SRB was the main area-based initiative affecting the area during the study period, although there was also the physical improvements associated with the Housing Improvement Programme in the Sandfield area within the SRB boundary of Canalside. Environmental/physical impacts would also be expected from Nottingham and Sunderland who both devoted around 40% of total expenditure on these projects.

12.2.3 Bradford with its extensive housing refurbishment, new build and environmental/physical improvement programmes would be expected to record improvements in satisfaction with accommodation and area as would residents in the Swadlincote area.

12.2.4 Projects designed to improve the local environment accounted for the largest proportion of total expenditure in the case study projects at one-third overall. This theme included some 56 projects amounting to nearly £29 million of SRB funds and a total spend of over £100 million. Sunderland undertook the greatest number of projects at seventeen funded by £6.7 million of SRB. Royds, however, carried out six much larger projects accounting for nearly £12million of SRB. Overall expenditure on this theme was greatest in Canalside with almost £45 million being spent on environmental and physical improvements. Over 80% of this spend coming from the private sector. In terms of per capita spend Royds Bradford environmental projects amounted to £1,500 per person with Canalside reaching £1,300. Table 12.1 below sets out actual environmental expenditure by each of the case study areas.

Theme	No projects	SRB	Other public	Private	Total	Total spend per capita	Duration (years)
Canalside	13.5	5273	3555	36101	44929	1.3	5
Hangleton Knoll	4	631	351	68	1050	0.1	4
Nottingham	7	3473	6610	15200	25283	0.8	6
Royds Bradford	6	11849	5181	1151	18181	1.5	7
Sunderland	17	6724	1241	1645	9610	0.2	7
Swadlincote	9	831	309	117	1257	.04	6
Total	56.5	28781	17247	54282	100310	0.6	

* No expenditure improvements for Chalkhill but ran alongside an Estate Action programme

Source: Department of Land Economy

- 12.2.5 The first Hangleton and Knoll project entailed the development of an environmental strategy for the area. This involved local residents being encouraged to prioritise funding so as to maximise the impact on their local environment. The other projects included improvements to Hangleton Park, the development of a wildlife garden and refurbishment of an existing pond as a resource for the community improving over five hectares of land for open space use. These initiatives thus sought to raise public awareness regarding local environmental issues. The local authority also contributed to this aspect of the programme through the construction of improved junction layouts and traffic calming measures.
- 12.2.6 In Canalside environmental and physical improvements constituted a large proportion of SRB funds and overall there were thirteen projects in this theme. Four were aimed at environmental renewal and included the restoration of the Canal as well as two project focused on more general improvements. The Landmark project was concerned with larger initiatives such as improvements in Renewal Areas and the Environmental Partnership catered for small-scale general improvements within the area, such as better parking facilities, rear alleyways etc. The Envirotech project was set up to support companies that wished to undertake environmental audits.
- 12.2.7 Many of the physical projects involved the assembly and preparation of land and sites in fragmented ownership for development by private developers. This process was carried out under the Land Assembly Programme managed by the Rochdale Development Agency. There were a number of projects in this programme including the Woodbine Street and Gorrel Street improvements. Other physical projects were carried out at Kingsway West that was part of a much larger improvement programme for five sites close to the Canal area. In addition the Canalside and Scotts Industrial Estates both underwent physical enhancement. The former had all existing units refurbished with a further two new units constructed and the Scotts project yielded nine refurbished units and six new units that were flexible for different levels of use yielding 43,000 sq ft of new floorspace. The environmental element of the Crossfield Mill Industrial Estate/Crawford Street project (which cut across two themes, see housing in section 12.3 below) included land assembly and the refurbishment of Crossfield Mill, two industrial units on the Crossfield Industrial Estate and the frontage of properties on the adjacent Oldham Road. These works received ERDF funding as well as additional funding from RMBC.
- 12.2.8 The three other projects within this theme were non-SRB funded and the Norwich Street Canal Basin flagship project which was to have been funded through the recycling of receipts from the Land Assembly Programme was delayed as funding could not be approved.
- 12.2.9 40% of total expenditure in Nottingham was assigned to the environment comprising seven projects. The Shipstone Brewery project received £1.5 million of SRB funds. This project was a re-development of the former brewery complex and provided a mixture of properties for both commercial and housing use providing nearly 6000 sq m of improved business/commercial floorspace. The Helston Drive light industrial units (which received over £1 million of SRB) provided managed workspace for 21 business start ups creating 86 direct jobs. Further B1 workspace units were provided at Camberley Road which improved 10,700 m² of commercial floorspace through its decontamination and infrastructural works. Provident Works in the URBAN initiative area received over £400,000 of SRB and constructed 1480 m² of new commercial floorspace for a total cost of nearly £1.4 million creating 45 jobs. Other projects included the development of the Broxtowe Country Park and a greening programme in Broxtowe and a feasibility on further potential industrial sites.

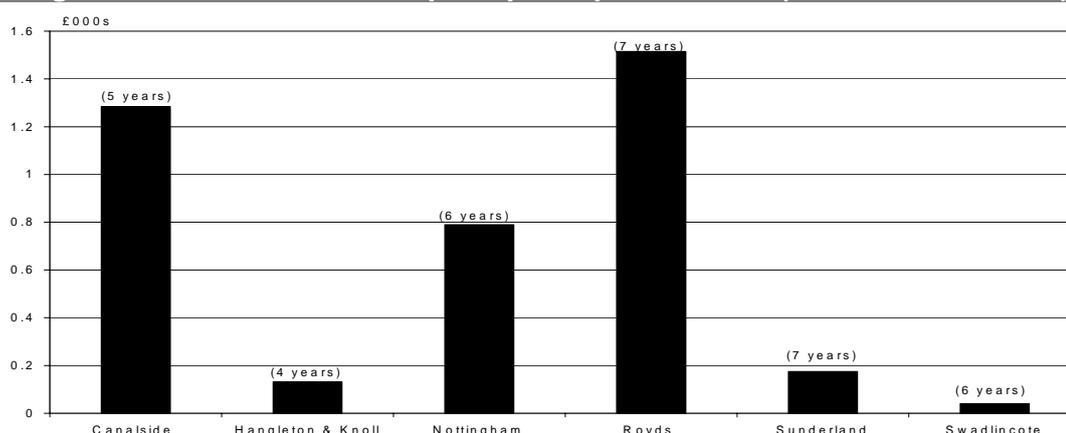
- 12.2.10 The nine environmental/physical projects in Swadlincote were all SRB funded. Four were related to Forest Park which was created on land close to the town centre at hillside adjacent to a dry ski slope. The aim was to bring the National Forest close to the centre of the town in an area that had been previously neglected, providing a new facility for the local population. Following the initial works to create the park completion works were carried out to provide some features for the central area of the park, a heritage trail was also developed and a best practice guide was produced. These different projects amounted to over £500,000 of SRB funds with total expenditure for the facility amounting to almost £750,000. The completion of these projects has improved/brought back into use some 40 hectares of land for use as open space providing a new community facility for the whole target population of 31,000.
- 12.2.11 Facelifts were also carried out in both the town centre and older industrial areas of Swadlincote. Together these projects improved some 3467 m² of commercial/business floorspace and a further 1.7 hectares of land improved/reclaimed for development use. Environmental management for businesses was another project which sought to help local businesses adopt sound environmental practices being delivered through Business Link Southern Derbyshire, it helped over 40 firms for a total cost of £117,000 (£93,000 SRB), safeguarding nearly 600 jobs. SRB monies were used to promote the composting recycling scheme being largely funded by South Derbyshire District Council (£15,000 from a total of expenditure of £145,000). Finally the Woodville Gateway kiln repairs were carried out at a total cost of just under £75,000 (SRB accounting for nearly £57,000).
- 12.2.12 By far the biggest group of projects in Sunderland were those within the environmental/physical theme which consisted of seventeen projects accounting for over 60% of all SRB monies. Five of these projects were focused on Houghton town centre which as the main commercial centre for the Houghton-Hetton coalfield communities, had been suffering decline for years. These projects amounted to over £1.5 million of SRB other funding from public and private sectors made total expenditure £2.3 million. The improvements carried out were aimed at increasing business confidence in the area and thus encouraging new investment, the projects consisted improvements to the Broadway area, car parking, New Bottle Street, an enhanced conservation area and financial assistance to businesses to help them carry out other environmental works.
- 12.2.13 Easington Lane was another area that faced similar problems to Houghton, and there were three projects. Over a kilometre of shopping streets (part of the Strategic Shopping Streets Initiative discussed below) were improved in one of the projects which attracted just under £1 million of SRB funds, further funding came from the public sector with total expenditure of £1.06 million. Other environmental works to the Commercial Improvement Area to assemble sites and upgrade buildings in the area yielded 0.4 hectares of improved/reclaimed land. A financial assistance project helped businesses make further environmental improvements and helped to safeguard over 40 jobs.
- 12.2.14 The Strategic Shopping Streets Initiative was aimed at older parts of the City centre and aimed to consolidate and improve shopping facilities, in addition to the improvements carried out in Easington Lane two other projects were designed to deliver this initiative through financial assistance to businesses and other improvements to shopping areas including some traffic free zones. These projects helped bring back into use nineteen buildings and improved 2.5 kilometres of roads and 33 buildings underwent security upgrading. The resultant improvements to the

area safeguarded over 300 jobs and helped create a further 326. Nearly £800,000 of SRB funds went into the financial assistance packages further contributions by the businesses helped brought total expenditure to £1.9 million. The shopping streets environmental improvements had around £2.5 million SRB and totalled £3.4 million with other funding from the public sector.

12.2.15 Four other projects were concerned with greening and heritage in the Coalfield area which supports the Coalfield Area Renewal Strategy. These projects comprised tree planting, conservation areas, access/trail enhancements and other site improvements aimed largely at the former colliery settlements which were aesthetically poor. SRB was £585,000 and total expenditure amounted to just over £728,000. Achievements included nearly 50 hectares of land improved/reclaimed for open space use and 17.5 kilometres of roads improved. Finally demolition works were carried out at the fire station on Dun Cow Street which reclaimed 0.5 hectares of land. Two other small projects were the Barley Mow Park improvements, a small project aimed at encouraging energy efficiency.

12.2.16 Finally there were six environmental/physical projects in Royds Bradford which ran alongside the housing programme. Two projects were concerned with improving shopping facilities for Buttershaw and Woodside. A larger project focused on the Improvement Area where the main refurbishment works took place to enhance the area. These works included the close areas to the housing with works carried out to parking areas, fencing and garden reinstatement with some adaptations for those with disabilities. In addition the surrounding local area benefited with other environmental works including fourteen traffic calming schemes, improved lighting and trees. Entrance features to the estates were also completed (two in Buttershaw, one in Woodside and one in Delph Hill). The Millennium Green in Buttershaw was also improved as a small separate project. Alongside the works carried out the Urban Codes project published a document which set out the specific design features that all the works had to comply with. Finally an Environmental Action Plan project was designed to enhance awareness of the environment and ran a number of activities for local groups and schools to clean up and promote local involvement in environmental management. See figure 12.1 below for environmental spend per capita for each of the case study areas.

Figure 12.1: Environmental spend per capita in £000s (duration of scheme)



Source: Department of Land Economy

12.2.17 To get a more accurate picture of the likely impact of these effects on each area it is necessary to make an estimate of what would have happened in the area without SRB funding. On the basis of the final evaluations in each of the seven areas we have been able to estimate how many of the gross outputs would not otherwise have

been created in the absence of the SRB intervention. This involved the use of a number of beneficiary surveys. Throughout, the contributions of any other major policy initiatives in the area was considered. The net outputs achieved for this theme have been estimated and presented in table 12.2 below. This indicates that around 60% of all new and improved business and commercial floorspace occurred in Canalside. Improved and reclaimed land was an important feature in Sunderland, Canalside, Swadlincote and Royds. Overall nearly 70% of all buildings brought back into use were located in Sunderland.

Table 12.2: Estimated net outputs from the environmental improvements theme by case study area*							
Area	No jobs created	No pupils benefiting	No people trained obt quals	No training weeks	Young ben from personal & social dev	No business start ups	No businesse s advised
Canalside	144						16
Hangleton Knoll		43		10	26		
Nottingham	154		18		205	9	
Royds Bradford	1				64		
Sunderland	182					8	
Swadlincote	6						30
Total	487	43	18	10	295	17	46
	New/imp bus/comm floorspace (m ²)	Dwellings completed/ imp	No buildings with upgraded security	HA land imp/recla imed	No buildings back into use	People access to new cult facs	Vol/comm orgs supp'd
Canalside	15321			20	3		
Hangleton Knoll				3			2
Nottingham	8848			5			
Royds Bradford		15		18			6
Sunderland			25	24	11	123	
Swadlincote	1543		11	19			1
Total	25712	15	36	89	14	123	9

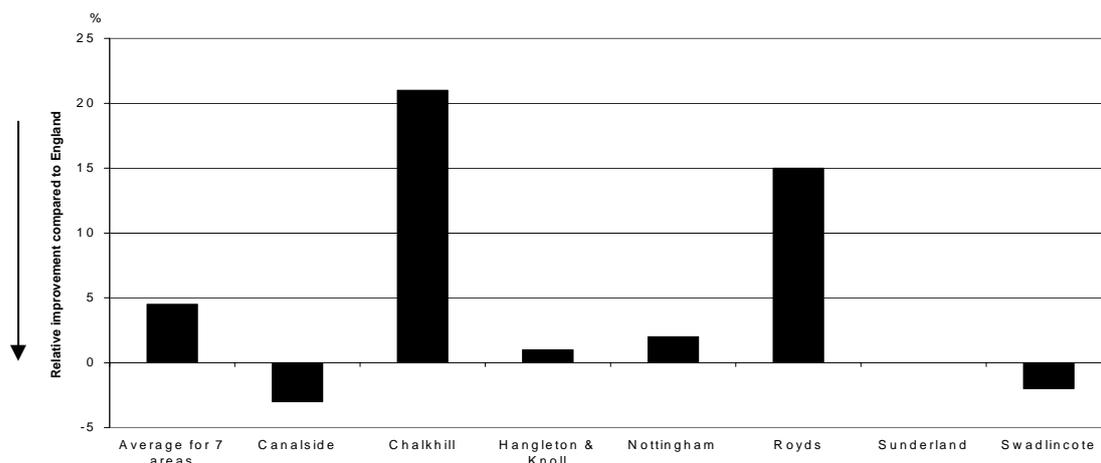
* No theme for Chalkhill

Source: Department of Land Economy

12.2.18 The scale and direction of the relative impact accords well with the original delivery plans and baselining of the areas. Thus, Canalside Rochdale, Royds Bradford, Sunderland and Swadlincote placed considerable emphasis on land improved/reclaimed. In all 89 hectares were reclaimed or improved.

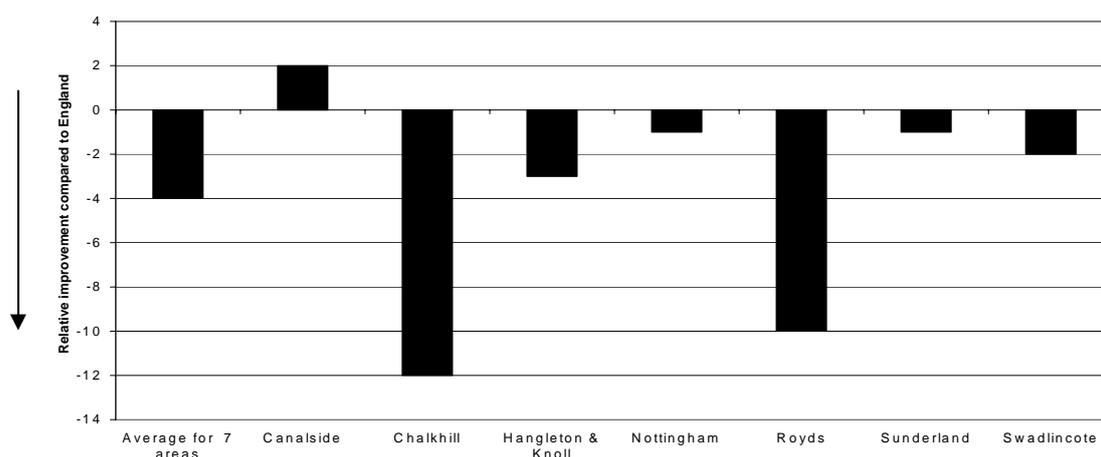
12.2.19 Figures 12.2 and 12.3 present the change in resident perceptions of the area in which they live from the baseline position in 1996 to the time of the completion of the SRB programme in their area. This has been shown relative to the England change for the same period. Thus, over the seven areas the increase in satisfaction with the area had increased 4.5% more than the England average. Individual areas generally experienced increases above the national average particularly Chalkhill and Royds at 21% and 15% respectively. This outcome ties in with the substantial physical improvements that were taking place in both areas (albeit indirectly in Chalkhill due to the housing renewal programme running alongside the SRB scheme). Most other areas achieved more positive results than England although Sunderland fell in line with the national change. While it is a little disappointing to see a 3% drop for Canalside compared with England many of the works carried out were spread over a much longer term. By the time of the follow up survey many of these improvements would not have been evident to the local residents who were surveyed which may explain the poor result.

Figure 12.2: Satisfaction with the area. % change from the baseline position relative to England change



Source: MORI social survey

Figure 12.3: Very dissatisfied with the area % change from the baseline position relative to the England change



Source: MORI social survey

12.2.20 Overall in the seven areas there was a 4% fall in dissatisfaction with the area compared to the nation (Figure 12.3). Chalkhill and Royds experienced the largest falls in very dissatisfied residents of 12% and 10% respectively compared to England.

	Total 7 SRB areas		England*			Deprived***%	
	1996	Change 96-99/1	1996	96-9	96-1	99/0	99/0-1/2
Very/fairly satisfied with area	69 (75)	+3 (-2)	87	-1	-2	73	-1
Very dissatisfied with area	13 (10)	-3 (0)	3	+1	+1	9	0
Positive attributes:							
Close to shops	23 (25)	0 (-2)					
Quiet/peaceful	24 (28)	+1 (-4)					
Good neighbours	23 (27)	0 (-2)					
Location	11 (13)	0 (+1)					
Open space	10 (11)	-1 (-2)					

	Total 7 SRB areas		England*			Deprived**%	
	1996	Change 96-99/1	1996	96-9	96-1	99/0	99/0-1/2
Serious Area based problems:							
Crime	36 (35)	-8 (-9)	22	-4	-7		
Vandalism/hooliganism	30 (29)	-3 (-3)	14	-1	-3		
Litter	26 (24)	+2 (+4)	13	-2	+2		
Traffic	28 (29)	-1 (-1)	18	-	-4		
Dogs	29 (29)	-6 (-4)	16	-4	-8		
Drug dealers/users	23 (23)	0 (+1)	3	-	-		

** Survey of English Housing 1999/0 and 2001/2 (10% most deprived English wards). (Figures in brackets represent the panel, figures in bold are statistically significant)

Sources: MORI and *Survey of English Housing 1995/6, 1998/9 and 2001/2.

12.2.21 Views of the main positive attributes mentioned by residents for the seven SRB areas did not change greatly over the period, although change for the panel was generally more negative, see Table 12.3. The individual areas did show some differences most notably Chalkhill. Residents recorded an 18% increase in proximity to the shops as a positive attribute. The peacefulness of the area did not change greatly for most areas with the exception of Swadlincote where there was a 5% increase. Most other positive attributes did not change greatly over the period with the exception of Sunderland where there was a 5% increase in location and 6% in open space. This correlates well with the impact of some of the environmental projects carried out, in particular those greening and heritage projects related to the Coalfield area as part of the Coalfield Area Renewal Strategy.

12.2.22 When asked to comment on whether or not the area had improved since 1996, 11% of respondents overall considered the area was better (10% for the panel). There was a particularly strong result in Royds Bradford where almost a third of the panel (31%) said the area had improved.

12.2.23 Of those moving into the area since 1996 nearly a quarter overall said they had done so because they had liked the area, wanted a different neighbourhood or environment to live in. The area was particularly important for those in Sunderland and Swadlincote where over a third (34%) cited area related reasons for moving to the area rather than another location. Residents were also asked how likely it was that they would to move out of the area within the next two years. Overall, for the seven SRB areas this likelihood reduced by 4% to 10% since 1996 (those very likely to move). The panel showed a slight increased desire to move (up 3% to 7%).

12.2.24 Evidence also pointed to the fact that most area-based problems considered 'serious' had gone down in severity, with the exception of litter which went up by 2% overall (for the seven SRB areas) and 4% for the panel. The changes in Royds were the most significant as in all cases the reductions in residents considering the problem as 'serious' were statistically significant, these trends were also reflected in the panel. Nottingham also showed significant reductions in the seriousness of most problems with the exception of drug dealers/users which rose slightly by 3%. Canalside and Sunderland displayed more mixed results with most problems increasing in severity with the exception of crime. Hangleton Knoll and Chalkhill both experienced falls in vandalism and problems with dogs but most other crimes were

on the increase. Most changes in Swadlincote were quite small although the 6% reduction in dogs as a serious problem was significant.

12.3 Bringing about change in housing

12.3.1 Improvements to housing areas are often crucial to the successful physical regeneration of an area. Many different possibilities for intervention exist, stock transfer has presented further possibilities. Three of the case studies included projects to meet this need accounting for almost 28% of total expenditure (see Table 11.3) at just over £82 million. Over £12 million of SRB was from Royds Bradford alone accounting for over 80% of SRB monies contributing to this theme. Table 12.4 sets out expenditure by case study area.

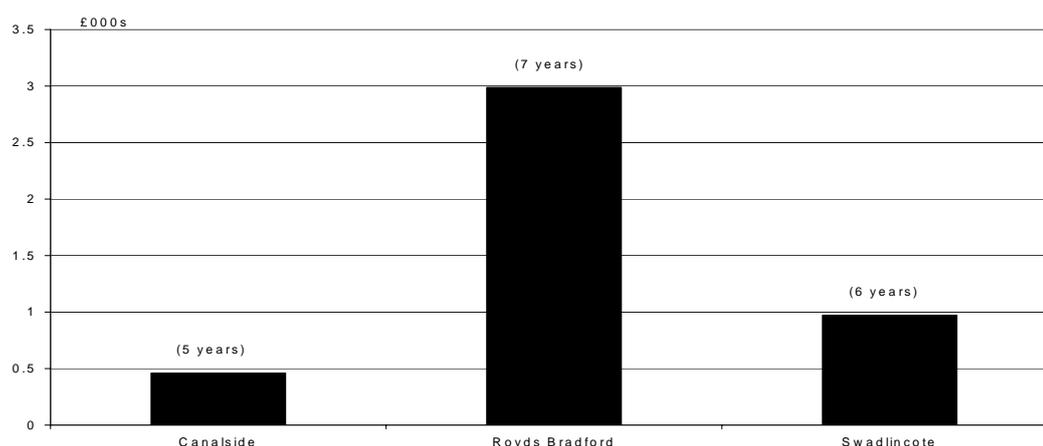
Theme	No projects	SRB	Other public	Private	Total	Total exp per capita (£000s)	Duration (years)
Canalside	6.5	2447	6597	7096	16140	0.5	5
Royds Bradford	5	12651	9307	13921	35879	3.0	7
Swadlincote	4	172	1523	28465	30160	1.0	6
Total	15.5	15270	17427	49482	82179	1.1	

*No theme for Chalkhill, Hangleton & Knoll, Sunderland and Nottingham.

Source: Department of Land Economy

12.3.2 Total spend per capita varied quite considerably between the three areas with Royds Bradford reaching the highest spend of £3000 per head for the seven years scheme compared with £500 in Canalside Rochdale for a duration of five years, see Figure 12.4 below.

Figure 12.4: Housing spend per capita in £000s (duration of scheme)



Source: Department of Land Economy

12.3.3 The Rochdale Housing Initiative was set up to work with local public, private and Housing Association agencies to promote and co-ordinate housing programmes. The Sandfield Neighbourhood Renewal Area project was designed to regenerate the Sandfield area through a number of linked programmes to improve housing, the environment, stimulate economic activity and build community capacity. Funded largely by Rochdale Metropolitan Borough Council's Housing Improvement

Programme it also received over half a million pounds from SRB. Capital funding from SRB and the council also helped to provide a local office in Sandfield to ensure a presence for Renewal Area and SRB staff and information on the projects relevant to the area.

- 12.3.4 The Rhodes Crescent Estate Action refurbishment and new build scheme was an improvement and tenure diversification project for the largest estate in Canalside, where Rhodes Crescent was that part of the estate with the biggest social problems. The project improved some 219 properties with other funding from the Northern Counties Housing Association. Sixty-one of the properties became Housing Association tenure with 130 remaining in local authority ownership. In addition Northern Counties built nineteen new properties for rent. A further site on the old football pitch was developed by a private developer into 35 low cost homes. Finally, the Building Trades Agency project which was set up to help owners improve their homes by providing training and assistance to help them maintain their property. It became an accredited Training Centre contracted to the Employment Service through the Groundwork Trust. This project was funded for three years under SRB. A further housing non-SRB funded housing project was in Clifford Street concerned the construction of a mixed tenure development on a derelict land site.
- 12.3.5 The Crossfield Mill Industrial Estate/Crawford Street project cuts across two themes as it involved both industrial and housing development. The housing element in Crawford Street saw an addition of 40 new houses built through a partnership between Northern Counties Housing Association, Ashiana Housing Association and the Surma Co-operative.
- 12.3.6 In Swadlincote there were four housing projects but only two were SRB funded. The first was Home 2000 which was a housing improvement and energy efficient project designed to encourage repairs in the home of a good standard to reduce heating bills as well as improve access to housing grant aid and energy efficient programmes. It received just under £150,000 of SRB funds reaching a total of £780,000 largely through local authority funding. It helped improve 327 private sector homes and give over 500 improved security (an overlap with the Community Safety Support project described below). There was also an SRB project geared towards housing improvements for older properties. This yielded 79 construction person weeks with 130 private properties being improved. The social housing and private housing projects were not funded by SRB but were complementary being carried out in the Swadlincote area, 343 new private houses were complete and a further 20 Housing Association properties were built.
- 12.3.7 Over 50% of total expenditure in Royds Bradford was dedicated to the housing improvement works which was the main thrust of the physical regeneration programme attracting £12.5 million of SRB funding. This large project was an amalgamation of three projects dedicated to refurbishment, security and energy/efficiency improvements and over the seven years 1442 dwellings were improved. Works carried out included improvements to bathrooms and kitchens and windows, doors in combination with security upgrading and energy efficiency improvements through insulation works. There was also a large demolition programme funded largely by local developers with other funds from Housing Associations and the local authority. A total of 716 housing units were taken down as a result. Alongside this project New Build for Sale and New Build for Rent projects provided new properties for the estate. By the end of the SRB scheme 138 houses had been built for sale and 182 for rent through Housing Associations. A further 432 houses for sale are planned over the next three years. Finally the resident visiting

project was also instigated as a support to local residents during the refurbishment works to help sort out any problems.

Table 12.5: Estimated Net Key Outputs for Housing Improvements Theme by Case Study Area*					
	No jobs created	No people trained obt quals	Residents access emp thru train/adv	No training weeks	Dwellings completed/imp'd
Canalside	52	34	80	13	441
Royds	1				784
Swadlincote	1			128	365
Total	54	34	80	141	1590
	No benefiting comm safety inits	Buildings with security upgrade	Ha land imp/reclaim	No buildings brought back into use	
Canalside	2292	118	1	9	
Royds		642			
Swadlincote	227	96			
Total	2519	856	1	9	

*No theme for Chalkhill, Hangleton & Knoll, Nottingham and Sunderland

Source: Department of Land Economy

12.3.8 Table 12.5 above sets out the net outputs achieved by the housing improvement theme. It shows that just over half of the dwellings that have been improved or newly built were in Royds Bradford, which represents around a quarter of the housing stock in the Royds SRB area with a further 441 from Canalside. 642 buildings were also enhanced with a security upgrade in Royds (around 18% of the housing stock). The majority of the training weeks were accounted for by the Home 2000 project in Swadlincote which sought to equip owners with the necessary skills to repair and maintain their own homes. Almost 2300 residents in Canalside benefited from community safety initiatives which is around one fifth of all residents in the Area of Benefit which was the main focus of the environmental and housing projects in the scheme.

12.3.9 To see if there is an indication of the impact of these improvements on any of the areas we can look at the evidence from the MORI social survey work which examined change in satisfaction with accommodation, see Table 12.6 for a summary of results for all seven case study areas. In 1996 all seven areas recorded 80% of residents being very or fairly satisfied with their accommodation which was 10% below the national average at the time. By the time of the follow up survey over the seven SRB areas satisfaction with the area had significantly increased by 6% up to 86% bringing it very much closer to the national average of 91%. When looking at the individual areas Chalkhill and Royds emerged with significant results. The Chalkhill result is not surprising considering the major housing renewal scheme that took place adjacent to the SRB programme. The resultant 18% increase in satisfaction is a very positive result. The lower increase for the panel at only 3% reflects the effects of decanting the population where not all the original residents were back on the estate by the time of the follow up survey. The Royds Bradford results are also very encouraging with a 16% increase in residents satisfied with their accommodation bringing Royds almost in line with the national average and 5% higher than the deprived average. Impacts on Swadlincote and Canalside were both positive but less significant.

12.3.10 Correspondingly, levels of dissatisfaction fell for the seven to 5% by the end of the SRB schemes which, while still a little above the national average, was an encouraging sign. The greatest fall in dissatisfaction was recorded in Royds with an 11% fall to only 5% moving much closer to the national average, with the panel also reflecting this trend. Chalkhill also recorded a dramatic drop in dissatisfaction by 10% although this is still much higher than national and 'deprived' benchmark dissatisfaction levels. Again Swadlincote and Canalside also experienced a fall in dissatisfaction levels but on a lower scale.

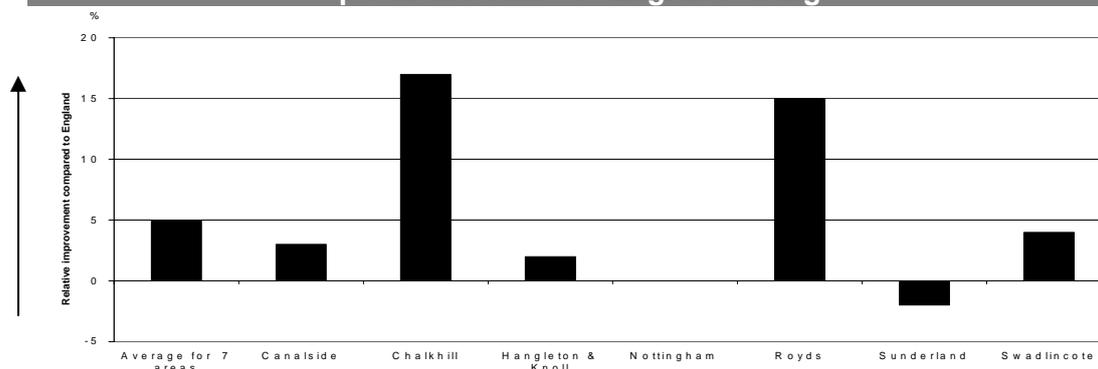
	Total 7 SRB areas		England*			Deprived ** %	
	1996	Change 96-99/1	1996	96-9	96-1	99/0	99/0-1/2
Very/fairly satisfied with accommodation	80 (85)	+6 (+3)	90	+1	+1	85	0
Very dissatisfied with accommodation	9 (6)	-4 (-1)	2	0	0	5	0

** Survey of English Housing 1999/0 and 2001/2 (10% most deprived English wards). (Panel figures in brackets statistically significant figures in bold).

Sources: MORI and *Survey of English Housing 1995/6, 1998/9 and 2001/2.

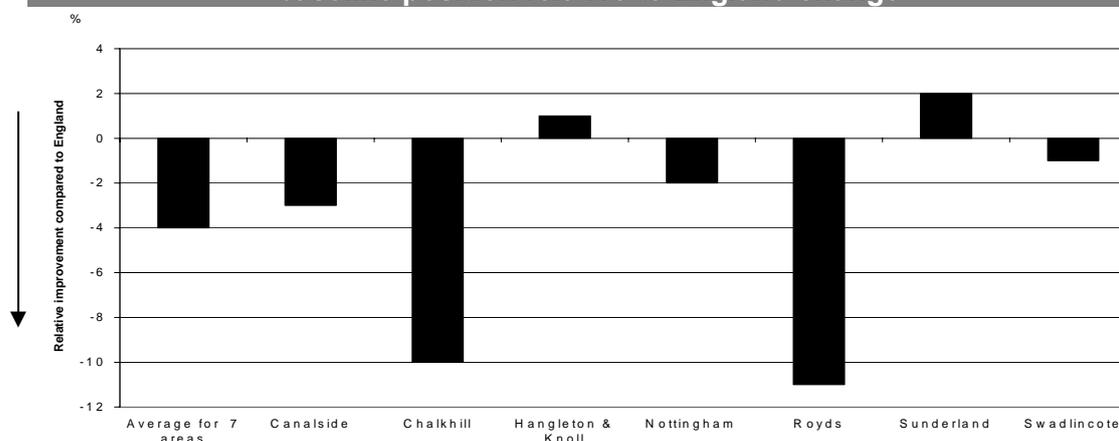
12.3.11 Figures 12.5 and 12.6 below show satisfaction and dissatisfaction with accommodation for the individual areas relative to the national change. It is clear from Figure 12.5 that with the exception of Sunderland all areas showed an improvement on the nation most notably Chalkhill and Royds. Dissatisfaction also fell further than the nation for most areas as shown in Figure 12.6.

Figure 12.5: Satisfaction with accommodation. % change from the baseline position relative to England change



Source MORI social surveys

Figure 12.6: Very dissatisfied with accommodation. % change from the baseline position relative to England change



Source: MORI social surveys

12.3.12 Tenure is another area where impacts could be expected as a result of some of the housing projects undertaken. In 1996 the balance of tenure for the seven SRB areas was slightly towards the rented sector at 53% (see Table 12.7). By the end of the SRB schemes this had switched towards owner occupation, which is in line with the national trend. This change was particularly notable in Chalkhill which experienced an increase of 12% (although it should be noted this was still at an extremely low level of owner occupation representing only 18% of residents by 1999 compared with 69% nationally).

Table 12.7: Housing tenure %						
	Total 7 SRB areas			England*		
	1996		Change 96-99/1	1996	96-9	96-1
Owner occupiers	47	(57)	+3 (+3)	68	+1	+2
Renting	53	(43)	(-3) (-3)	32	-1	-2
Renting of which:						
▪ Local authority	72	(79)	-6 (-3)	54	-2	-6
▪ Housing Association	13	(13)	+7 (+5)	14	+2	+5
▪ Private sector	14	(6)	0 (0)	31	+1	+2

(Panel figures in brackets, statistically significant figures in bold)

Sources: MORI and *Survey of English Housing 1995/6, 1998/9 and 2001/2.

12.3.13 The distribution of the rented sector also switched from local authority properties (down 6%) towards Housing Association accommodation (up 7%), which mirrors the change for England but at a greater rate. This change in tenure was particularly significant for the panel which experienced a significant 5% increase in Housing Association renting. In terms of individual areas Royds Bradford, Chalkhill and Sunderland all indicated significant switches from local authority to Housing Association renting. From our knowledge of the Royds housing programme and the housing renewal scheme running alongside Chalkhill these results are consistent with expectations. The changes in Sunderland cannot be attributed to any SRB2 projects that were running at the time.

12.4 An analysis of movement in house prices in the seven case study areas

12.4.1 An analysis was carried out of house price activity in the seven SRB areas from the baseline year to the present to determine the extent to which the SRB areas had changed relative to the local surrounding area, country, region and nation as a whole. The data used for this exercise was supplied by the Land Registry which holds house price information for England and Wales down to postcode sector level. Prices supplied are averages for each area based on the number of sales carried out, in cases where there were under three sales a figure is not given. Each SRB area was defined in terms of postcode sectors and house prices for terraced accommodation in each sector were gathered for the first quarter of 1996 and 2002. A simple unweighted average was then taken to give an average for the SRB areas as a whole. This average was then indexed against the local authority district, country, region and national figure, the results of this exercise are presented in Table 12.8 below.

12.4.2 Most areas showed an increase in prices *relative* to the local comparator area, county and region. In terms of local authority districts the biggest increases were in Nottingham and Canalside. County and regional changes were greatest in Hangleton Knoll. The exception to this trend is Bradford which has experienced a fall in house prices relative to each of the comparator areas. While this may seem disappointing considering the degree of housing improvements carried out in

Bradford much of this was for social housing accommodation which would not be reflected in house price sales, also it must be remembered that where social housing is sold to existing tenants the prices will be discounted and thus will show a downward trend in prices in the area. Most areas have still lost out relative to England and Wales with the exception of Hangleton Knoll.

Table 12.8: Housing prices relative to comparator areas for terraced accommodation in 1996 and 2002 (indexed to SRB area average)										
	SRB AREA		LAD		COUNTY		REGION		ENGLAND & WALES	
	96	2002	96	2002	96	2002	96	2002	96	2002
Chalkhill	-	100	-	122	-	126	-	126	-	53
Hangleton Knoll	100	100	119	117	103	72	105	80	95	62
Canalside	100	100	112	94	115	102	119	112	181	225
Nottingham	100	100	120	91	109	95	114	111	171	179
Royds	100	100	119	126	119	139	119	142	170	262
Sunderland	100	100	112	99	139	138	123	109	175	215
Swadlincote	100	100	120	119	123	114	127	127	191	205

Source: The Land Registry

12.5 Factors associated with favourable outcomes in relation to environmental and housing improvements

12.5.1 The evidence from the SRB case study areas points to a significant improvement in resident satisfaction with accommodation and the environmental quality of their area. This result is in line with the heavy resource commitment by the SRB partnerships to the physical aspects of the regeneration problem in their target area. It demonstrates that targeted and well thought out actions to improve housing and the physical environment can bring about significant changes in the relevant key outcomes.

12.5.2 A significant body of evidence is available in relation to good practice in the use of housing and environmental infrastructure projects to bring about local area based regeneration. Much has been published by ODPM over the years. However, we conclude this section by highlighting some of the key issues that have emerged during the SRB research.

Housing

12.5.3 Neighbourhoods vary substantially in the quality of their housing stock and its general characteristics. For many years HM Government has provided support for a range of housing renewal initiatives and many areas have benefited from this. The starting point in formulating the housing strategy component has to be a thorough review of the condition of the housing stock and a Needs Assessment. Information will be required on tenure/ ownership, age and type of dwelling, size, state of repair and work required to bring housing stock up to certain standards, household composition, availability of infrastructure including local shops, amenities, community facilities and transport. Acquiring such information is expensive, but the evidence suggests that this intelligence is an essential component in developing a long term housing strategy for an area and without it is possible to commit substantial sums of regeneration resources to activities that have very weak impacts on regeneration over the short or even longer term. With a good handle on the condition of the housing and key needs it is then possible to consider the full range of options that embrace tenure and physical improvement along-side activities relating to housing management tenure diversification and the involvement of tenants, landlords and residents.

- 12.5.4 Satisfaction with accommodation increased in the three areas that included housing improvement projects within their SRB programmes. Evidence from the types of housing projects undertaken illustrate a number of best practice points:
- **Interlinked projects:** Projects designed to interlink can produce a larger impact on an area than would have been the case with more disjointed stand-alone projects. A large part of the Royds SRB programme was centred around major housing renovation works which included related projects on property security, environmental improvements and social issues which gave this part of the programme a strong cohesive element;
 - **Creation of mixed tenure provision:** In all three areas there were projects dedicated to facilitate the diversification of tenure. These included increased provision for new homes to buy and Housing Association properties;
 - **Housing projects that encourage self-help:** Empowering local residents by equipping them with new skills to maintain and repair their properties to a safe standard can contribute to the sustainability of housing projects. The Building Trades Agency in Rochdale trained home owners to carry out their own repairs as did the Home 2000 project in Swadlincote;
 - **Co-ordination of housing schemes:** Initiatives designed to bring together the various key players involved in housing can contribute to a greater harmonisation of developments in an area. The Rochdale Housing initiative was set up to work with all sectors and agencies involved to facilitate greater co-ordination.

Environment

- 12.5.5 Overall the outcomes on environmental issues point to some improvements. There was a significant fall in those dissatisfied with their area at 3% compared with a 1% rise for the nation. An assessment of successful environmental projects points to some factors that constitute favourable outcomes:
- **Consultation with the community:** It is important that projects take account of the wishes of the community if they are to succeed and be perceived to have improved an area. The development of an environmental strategy in Hangleton Knoll is a good example of this where residents were encouraged to consider a number of projects and prioritise them;
 - **Raising public awareness and participation:** Promotion of environmental issues is an important mechanism to encourage effective environmental management of an area. Engaging the community promotes a 'sense of ownership' which increases the chances of success. The Royds Environmental Action Plan ran a series of activities and events involving local groups and schools to encourage public participation in improving the local environment;
 - **Improving existing facilities:** Environmental improvements to existing facilities are an important contribution to the 'image' of an area and will have an impact on their continued use which has a knock on effect for employment in the area. The Strategic Shopping Streets initiative undertaken in Sunderland successfully improved a run down part of the City and helped safeguard and create jobs;
 - **Stimulating inward investment:** Improvements to run-down industrial estates enhance the environment for existing businesses and also encourage new businesses to move to an area. The refurbishment and new build carried out at three industrial estates in Canalside has provided a much needed boost to the area;

- **Engaging the business sector:** Projects designed to encourage greater awareness of environmental issues among local businesses can help improve the efficiency of business operations and benefit the local environment. The Envirotech project in Canalside and Environmental Management for Business project in Swadlincote are good examples;
- **Stimulating future development:** Clearance of old buildings and improvements to industrial areas are key to encouraging future private investment in an area. In Canalside the Land Assembly programme set out to acquire local sites and clear the land so that they were ripe for development. A number of sites were assembled in this way that went on to be developed for local housing;
- **Cross-cutting impacts:** Environmental projects are often designed to impinge on other themes within a regeneration programme. Road calming measures, such as those carried out in Hangleton Knoll, help to improve the 'quality of life' of people by reducing 'rat runs' and other hazards that affect daily life which indirectly impacts on crime and safety outcomes;
- **Improvement of the image of an area:** Large physical environmental projects can have a dramatic effect on an area. The eradication of an eyesore or enhancement of a run down location is a very powerful mechanism to improve an area. The development of the Forest Park in Swadlincote provided the town with a new facility on a previously neglected site close to the town centre. In addition the Royds experience has shown the importance of re-developing 'village centres' to enhance the image of the area;
- **Standards of improvement:** In carrying out environmental and other physical improvements to an area it is good practice that the quality of design and development is of an agreed standard. The Urban Codes project which ran alongside the physical and environmental improvements carried out on the three estates in Royds defined specific principles or 'Codes' that could be applied to the various phases of the work including - aspect and garden design, open public spaces, architecture and the local infrastructure.

13. Business Regeneration

This chapter begins by looking at the changes that have occurred in deprived areas with regard to economic growth. It then considers the projects that have been designed by the seven cases studies that were the subject of the MORI social survey and estimates the net outputs attained. It concludes by considering examples of best practice.

13.1 Bringing about change

13.1.1 Many deprived areas have experienced a dramatic reversal of their economic fortunes in the post-war period and experienced large-scale company closures that affected their economic and social well-being. There has been a large decline in manufacturing activity in the inner areas of large British cities. New manufacturing investment has tended to prefer greenfield sites in surrounding smaller towns.

13.1.2 Moreover, evidence suggests that the more accessible rural areas have been able to attract a relatively high proportion of actual, or potential, entrepreneurs, largely because of their desirable residential environments. Research into the urban-rural shift of activity in post war Britain (Keeble and Tyler, 1995) has indicated that manufacturing companies in the accessible rural areas surrounding the older conurbations have tended to be more enterprising than their urban counterparts. In particular, they have tended to:

- Target new and emerging markets, particularly those associated with growing demand for specialised and technologically sophisticated services and products from other businesses, and for higher quality small-batch products from consumers enjoying rising incomes;
- More frequently develop product and service innovations, including investment in new technology and technologically based products and services;
- Exploit competitive advantages resulting from the direct benefits of a high amenity living and working environment, greater labour force stability, quality and motivation, good management-labour relations, and lower premises, rates and labour costs. In addition, rural areas have tended to benefit from the indirect effects of improved accessibility to modern telecommunications, good transport, business and financial services.

13.1.3 As described in other research⁶, upheavals have not been so marked in the service sector where city centre locations have still been a relatively desired location. However, much of the growth in employment in service sectors has been taking place in the medium sized and smaller towns in the outer South-East of England whilst industrial job losses have been most extensive in the large conurbations of London and the main cities in the Midlands and North of England. Moreover, whereas older men have suffered most from the decline of traditional manufacturing jobs, much of the growth of employment in service sectors has been for women, and has been part-time. Market forces in the retail sector have preferred out-of-town supermarkets and shopping centres, again often on major roads away from deprived neighbourhoods. These have tended to threaten the viability of small shops serving disadvantaged neighbourhoods. This in turn has led to further local job losses and

⁶ Dabinett G, Lawless P, Rhodes J and Tyler P., A Review of the Evidence Base for Regeneration Policy and Practice. ODPM, 2001

meant that deprived residents have had to travel further for shopping and other services with associated higher costs.

- 13.1.4 Thus, the challenge for the most deprived, often older areas, is to bring about economic, physical and social renewal against a backdrop where so much of their existing stock of floorspace, human and physical capital is committed to the production of goods and services that either no longer exist or which are now made elsewhere. New investment at the margin can only change things slowly.
- 13.1.5 In response to this challenge a number of initiatives have been adopted. Significant emphasis has been placed on encouraging small businesses. Research has shown that small businesses have tended to develop most rapidly in areas which have a small firm tradition. Locations with the larger companies have had lower rates of new firm start-ups for a number of reasons but in some cases the presence of large scale employers often for many decades and the steady stream of dependable job opportunities they produced tended to deter individuals setting-up in business. With the decline of the traditional staple employers many areas have sort to encourage more new company formation and for that matter self employment but it has been an uphill struggle in many locations. New firm formation rates remain steadily divergent across the spatial settlement pattern with higher formation rates to be found in near and accessible locations in the South of England relative to the urban locations in the Midlands and the North.
- 13.1.6 Because historically there has often been less new firm formation in the areas of Britain that have now become relatively deprived it is an inevitable consequence that these deprived neighbourhoods have frequently lacked the infrastructure necessary to nurture small business development, such as small business premises. The market for SME premises of the right type has historically been quite thin and because of relatively low economic returns developers have not tended to provide sufficient amounts of the right sort of new floorspace. Public sector support has been required to enhance the rate of economic return so that more buoyant market can be established and small business activity encouraged at which stage the public sector support can fall away. Small firm developments can generate badly needed jobs, of which about a third are likely to be filled by local residents in deprived neighbourhoods.
- 13.1.7 Besides assisting with premises policy has also sought to provide badly needed sources of finance and capital to those who might consider self employment or start a new businesses but have limited capital resources of their own that reduces their ability to borrow start-up funds from either private or public sector sources. Banks may red-line certain deprived neighbourhoods for small business loans. Also a relatively low rate of home ownership in the neighbourhood concerned has meant in some cases that there is limited collateral to start new business.
- 13.1.8 The basic rationale for local area regeneration initiatives is to overcome impediments that are impairing small/business formation. This can take a number of different forms including providing access to capital/finance, land/premises, business advice and encouraging collaboration/networking. The balance of support can vary according to the emphasis given to encouraging indigenous business development and/ or attract investment from outside the area. The targeting of the support has also tended to vary greatly depending on the emphasis given to specific sectors and supporting companies at particular stages of development. In the best cases business support is coordinated across agencies to ensure that there is a

comprehensive package of assistance available that is based on a coherent Strengths, Weaknesses, Opportunities and Threats analysis for the area concerned.

13.2 Business regeneration improvements

13.2.1 Expenditure on projects related to business regeneration amounted to some 12% of total expenditure (9% of SRB expenditure). Total expenditure amounted to over £35 million of which Nottingham contributed over 60%. There were a total of 27 projects spread across all seven case study areas (see Table 13.1). Greatest spend per head was in Nottingham at some £700 per person over the six year period.

Table 13.1: Total expenditure for Business Regeneration by the seven case study areas (£000s)*							
Theme	No projects	SRB	Other public	Private	Total	Total exp per capita	Duration (years)
Canalside	6	710	177	1012	1899	0.1	5
Chalkhill	1	39	1	185	225	.04	5
Nottingham	6	2805	4039	14474	21318	0.7	6
Royds Bradford	5	318	0	2051	2369	0.2	7
Sunderland	5	1776	1234	4581	7591	0.1	7
Swadlincote	4	920	408	463	1791	0.1	6
Total for Theme	27	6568	5859	22766	35193	0.2	

*No theme for Hangleton Knoll

Source: Department of Land Economy

13.2.2 The six projects in Canalside included Business Support which linked Rochdale businesses with mainstream programmes for the borough. Developmental work for this was carried out by the Canalside Business Adviser who was funded by SRB and managed a Loan Fund of £250,000 which provided low cost venture capital. The Loan Fund was also SRB funded and ran for three years benefiting about a dozen companies. In addition, there was a management development project and marketing project. Finally, a business start up scheme enabled over 150 companies to set up.

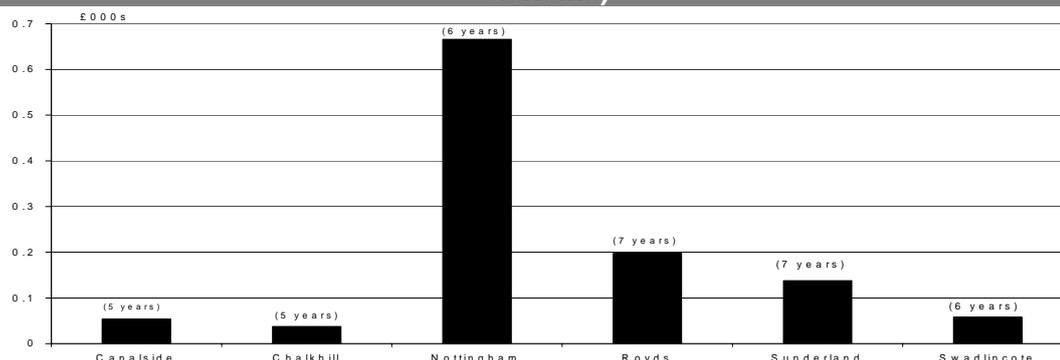
13.2.3 Business regeneration in Nottingham was carried out through six projects. The SME project with £800,000 SRB expenditure created financial assistance packages aimed at small and medium local businesses with the aim of protecting local jobs and creating additional employment opportunities, total expenditure from this project amounted to nearly £14 million. The project was very successful creating 680 jobs and safeguarding almost 300 more. The retail renaissance project was aimed to reverse the decline of shopping centres in the Hyson Green. Alfreton Road area by providing business advice, marketing and training in business planning. With over £700,000 of SRB funds it created over 1000 jobs and safeguarded a further 200 and gave advice to 117 local businesses. In addition it also encouraged some home improvements in the form of grants for various uses including adapting upper floors and general facelifts of properties resulting in over 30 properties improved and twelve more brought back into use.

13.2.4 Nearly £1 million of SRB expenditure was dedicated to the support for start-up businesses project which created nearly 700 jobs. The Urban Small Grants Fund offered grants towards purchase of information technology, marketing & promotions and the purchase of security devices such as shutters, cameras and alarms. Over 100 small businesses were helped. The East Midlands Skills Mapping project was a

joint initiative with EU funding to help companies within the region manage and develop the skills of their workforce, it advised 26 companies safeguarding around 200 jobs. The final project in this section is the enhanced support for the social economy which was intended to foster the growth of social economy businesses through the support of a labour market team. This project created over 70 jobs and safeguarded a further 41.

- 13.2.5 There was only one project within the Chalkhill SRB scheme dedicated to business regeneration. This project was set up to provide catering facilities on the Chalkhill site while the construction works were underway but it eventually became established as a viable small business and began to win catering contracts in the wider local area and by the final evaluation of the scheme was employing six local people.
- 13.2.6 Swadlincote funded four projects related to business regeneration. The managed workspaces project had over £600,000 of SRB funding and created 1350 m² of new business floorspace and improved half a hectare of land with 633 construction jobs (in person weeks). The small business support project received over £200,000 from SRB amounting to almost £650,000 with private sector funds. This project set up as a loan programme created 258 direct jobs with over 200 business start-ups. Marketing and promotion was also undertaken to encourage inward investment. Finally Life in the Town Centre was a project in two phases which sought to improve the appearance of the town. It was a modest scheme amounting to just over £50,000 which included some landscaping and upgraded lighting for the town.
- 13.2.7 The five projects in Sunderland amounted to just over 16% of SRB expenditure for the case study area. Over £1.5 million of SRB went on the main business start up scheme and the FUSE project. These projects aimed to offer innovative and extensive assistance to help identify, develop and fund new businesses, there were 661 new business start ups as a result with 828 jobs being created. The innovation support project was designed to support local innovation in product and process development and was based at the Sunderland Business Innovation Centre. Total funding for this project was over £300,000 with £112,000 from SRB, it saw 135 new products developed in the three years that it ran and held nearly 600 counselling sessions and 22 seminars/open days. The other two projects were quite small. The Strategic Shopping Streets evening economy study and the supplier development project which advised 42 businesses in best practice in supply chains. This included both private and public sector buyers and suppliers with a particular focus on the manufacturing/hi-tech sector.
- 13.2.8 Finally there were five projects in Royds Bradford related to business regeneration. Business Development Grants were very successful creating 368 permanent jobs and 53 new business start-ups, this project received just under £250,000 of SRB leveraging in a further £2 million from the private sector. The Community Business project successfully set up three community businesses including Royds Research which has evolved into a separate project being the research arm of the partnership providing regeneration expertise to other ABIs/organisations throughout the UK. There was also a collaborative project concerned with the large employer sites in the local area, two were identified and a dialogue was established with the owners. The owners at the Mandale Mills site got involved with Royds in planning an Enterprise Park adjacent to the mill helping to secure 60 jobs. Other talks on the potential use of the Bulmer and Lumb site have so far proved unfruitful. Finally the Bradford University Partnership project contributed to the business development and economic strategy of the programme.

Figure 13.1: Business Regeneration total spend per capita (duration of scheme)



Source: Department of Land Economy

13.2.9 The direct impacts of these projects on the case study areas are presented in the table below. Overall more than 8,400 businesses received advice on business plans, financial and legal matters, and start up information. In total some 1754 new businesses were formed during the period concerned. In terms of employment over 3,700 jobs were created and over 2,300 further jobs were safeguarded.

13.2.10 The scale and direction of the business impacts presented in Table 13.2 accord with the original Delivery Plans and baseline positions. Nottingham was an area experiencing particularly acute unemployment at the start of the SRB scheme and the job creation and business effects were a significant fill-up to this area in particular.

	Jobs created	Jobs safeguarded	New Business start-ups	New improved business/commercial floorspace	Number of businesses advised
Chalkhill	6	0			
Canalside	600	1101	151		188
Nottingham	1570.5	1177	685		7514
Swadlincote	315	0	204	1350	566
Sunderland	854	49.5	661		42
Royds	371	0	53		93
Total	3716.5	2327.5	1754	1350	8403

Source: Department of Land Economy

13.2.11 The counter part to the social surveys were a number of beneficiary surveys. The business surveys were used in order to translate the gross outputs described in Table 13.2 into their net equivalents (i.e. after allowing for deadweight and displacement effects). The Business Support project in Swadlincote and Business Development Grant project in Royds Bradford were both subject to beneficiary surveys and while in each case only a relatively small number of businesses responded to the survey the results gave an indication of the likely impact of such projects on local small businesses.

13.2.12 Both projects funded a business adviser based in the local SRB area to help encourage new business start-ups and advise existing small businesses in their expansion plans. In addition businesses and new start-ups could apply to for financial assistance through a grant scheme. These projects both sought to meet the need for small business advice in the local area which had not previously been met providing information on starting a business, business planning, grant applications, financial planning and legal matters. In addition both projects provided

training advice and gave information on events such as seminars and workshops that could be relevant to small or start-up businesses. The surveys carried out in both areas used a similar questionnaire which made it possible to gain an overview of the effect of such schemes on new business start ups and those seeking expansion

- 13.2.13 Overall the most valued form of advice received by the businesses was on legal and financial planning, general start-up information designing a Business Plan and about the Grant assistance. Following receipt of this advice 54% of respondents designed their own Business Plan and 62% started up in business. Overall 80% applied to the Grant assistance scheme for funding to help them start up or develop their existing business, all were successful in attaining funding although one had to apply on two occasions. The funding that was awarded covered a wide range of items from equipment and marketing costs to vehicles, machinery and premises.
- 13.2.14 When asked where else this sort of advice and financial assistance could have been obtained nearly 90% of respondents did not know of an alternative source. The importance of the assistance also emerged where three quarters of all respondents felt it had been essential or very important to the start-up or development of their business. In terms of what would have happened without the advice and funding assistance, 20% of **new** businesses would definitely NOT have started up and another quarter felt it unlikely that they would have done so. Of the **existing** businesses 75% felt they might not have survived without the assistance and 25% said they definitely would have closed down.
- 13.2.15 In terms of employment supported through these businesses 65 were employed in total at the time of start up or before expansion, this increased to 87 at the time of interview, representing an increase of some 33%.
- 13.2.16 A further beneficiary survey was carried out in Sunderland with companies who had benefited from the Financial Assistance scheme which provided grants to support businesses in Houghton town centre to upgrade their properties. This was part of the wider Regeneration Strategy for Sunderland's coalfield areas and aimed to address the economic and environmental problems of the area while increasing the competitiveness of local businesses.
- 13.2.17 Overall the disruption caused by the improvements was minimal in terms of impact on the day to day running of the businesses and most companies were satisfied with the improvements that had been made. Without the SRB funding over three-quarters of companies felt that they would have developed their business (carried out the improvements) at a later date. While 70% of companies felt that their business would have survived without the physical improvements that were carried out, the remaining businesses felt there was a possibility that they may not have survived. Only 15% of companies felt they could have got similar assistance elsewhere.
- 13.2.18 Companies were also asked about other improvements they had noticed in the area which were part of the wider Regeneration Strategy. All companies felt the image of the area had been improved with 61% stating unprompted that these wider improvements had impacted positively on their businesses. Employment detail (where available) showed a modest increase of 6% from the position prior to the improvements to the present day.

13.2.19 From the project activity described above the net outputs achieved are presented in Table 13.3. This shows that of the 1629 net jobs created over 40% were as a result of the Nottingham projects supporting new business start ups and developing SME assistance. The Canalside Business Support and Business Adviser projects resulted in over 200 residents in employment following training/advice. Of the 747 new business start ups around 300 emanated from Nottingham and Sunderland respectively. Nearly 90% of all businesses advised were in Nottingham.

Table 13.3: Estimated Net Key Outputs for Business Regeneration Theme by Case Study Area							
	No jobs created	Pupils benefiting	People trained obt quals	Residents access emp thru train/ad	No training weeks	Young ben from personal & soc dev	Business start ups
Canalside	240		189	210			33
Chalkhill	5			5			
Nottingham	699		514	29	89		305
Royds	165			46			24
Sunderland	380				1295		294
Swadlincote	140	38			51	116	91
Total	1629	38	703	290	1435	116	747
	No businesses advised	New/imp bus/comm floorspace (m ²)	Dwellings comp/imp	Building with security upgrade	Ha land imp/reclaim	No buildings back into use	People access new cult facs
Canalside	88						
Chalkhill							
Nottingham	3344		15	37		45	
Royds	41						
Sunderland	19						
Swadlincote	252	601			0.2		115
Total	3744	601	15	37	0.2	45	115

Source: Department of Land Economy

13.3 Factors associated with favourable outcomes in relation to business regeneration

13.3.1 During the course of the National Evaluation of the Single Regeneration Budget a large number of interviews were conducted with businesses in and around the assisted areas. These interviews with business were designed to establish how effective the SRB contribution had been in encouraging business development and enterprise in deprived and run-down areas. Considerable emphasis has been given by many regeneration partnerships to enhance the business presence in their areas both as a way of increasing the stock of badly needed jobs and training places but also to secure new investment and diversification of the economic structure. Some SRB schemes have targeted a thematic business agenda and thus sought to identify how the needs of specific businesses can be met. Some of these thematic initiatives have considered how policy support might be targeted by type i.e. premises, training, financial assistance etc. Whilst other thematic schemes have investigated the specific problems posed in delivering policy assistance at different geographic scales. (i.e. rural re urban, counties and districts etc, specific neighbourhoods). In other cases the business/ enterprise focus has been one component of a holistic area based SRB scheme -often with significant resources committed to securing land reclamation so that new business premises.

13.3.2 The evidence presented in this Report points to a significant business impact and a very large number of companies have received support in some way or other. In the

case study areas there were significant benefits to business regeneration as demonstrated by the volume and variety of net additional outputs. We estimate that for the first two rounds of SRB there have been significant gains. On average each scheme area benefited from an additional gain of between 6-7,000 square metres of improved business/commercial floorspace.

Table 13.4: Outputs achieved for the 373 schemes in rounds one and two related to business regeneration				
Description	Gross	Target net	Local net	Average per scheme
Improved business/commercial floorspace (m ²)	7.0 million	3.0 million	2.4 million	6-7000 m ²

Source: Department of Land Economy

13.3.3 Previous sections in this Report have concentrated on partnership issues and the role of the private sector in Chair and Board membership and we do not repeat this here. We conclude the section by indicating some of the factors that seem to have been identified during the course of the SRB evaluation as regeneration partnerships secure successful business outcomes in their areas. Thus:

- A central issue in many deprived areas is to restore confidence and emphasise that the place is a viable business location and to ensure that all of the partners work to make it so. In other words there is a very real need to put the business back in the 'place'. In areas that have suffered severe closure and run-down of traditional industries there has been a tendency to 'dumb down' the area as a place for modern industry to do business and this in itself erodes business confidence;
- In the same vein, there often seems to be the view that regeneration is something that is only done to run-down areas. Infact regeneration is taking place across all areas as some existing businesses contract and new and emerging business opportunities replace them. The main difference between prosperous and declining areas is that in the prosperous areas the balance of need relative to opportunity is such that regeneration becomes a seamless, hardly noticed process. However, where an area has experienced substantial economic contraction and is not well placed to engage quickly in new, emerging business activities perhaps because of location, an out-dated skill base and/or poor land and premise availability then it will require considerable efforts on the part of all the key players in the area to improve things. Before a business strategy can be put in place it is essential to undertake an audit of the competitive advantages/disadvantages of the location and the competencies of its existing business base across a wide front. In essence, the drive is to identify what can make the place an enterprising location for business activity of perhaps a very different kind to that which was there before;
- Entrepreneurial and innovative behaviour in an area must not be limited to industry but must be present in the public and community as well. Recognise the core competencies and attributes of an area – how to harness them to produce sustainable regeneration outcomes. Thus, dynamic and effective partnerships have to be created between those who care about the longer-term success of the area – but have to be goal orientated recognising desirability of win-win solutions. All the key resource levers are needed perhaps including activity on the planning front, innovative local financing solutions including longer-term action to re-consider the role of business rates and provision of local infrastructure including site and premise provision. However, it is not just about the physical environment and property development. Actions will also be needed to consider the areas

people and human resources, networks/collaboration, market access and knowledge base;

- It is essential to consider the role of sectors outside of the traditional base of manufacturing and thus the retail, leisure, media, education, health and environmental sectors remain crucial to the regeneration of run-down areas;
- Throughout it is about working consistently at the margin involving all the key partners to turn areas around and getting partners to think ahead to recognise how changes in factors relating to economic, demographic/lifestyle/the environment /technology mean for the area and its business. Changes in these factors will have implications for existing businesses in the area in relation to;
 - New products
 - R & D
 - Relations with suppliers/customers
 - Organisational change
 - Training/work practices
 - IT and communication
- Two major sources of business opportunity for an area are the attraction of investment and the creation of new businesses (including opportunities for self employment). Whilst the attraction of inward investment will always remain of significant importance it is also important to think about the opportunities for new firm creation since this is of central, long term importance. Prosperous areas generate more new business start-ups than depressed areas. How to increase the rate of new business formation in depressed areas is of central importance;
- Regeneration partnerships also need to assess in conjunction with their local businesses what scope there is for these businesses to change their business practices to help meet the regeneration challenges that an area faces. There are many examples ranging from changing employment conditions so that local people excluded from work because they cannot work 9-5 can get jobs. Other examples include.

13.3.4 In tackling issues related to business regeneration, the projects designed by the case studies illustrate a number of best practice points:

- **Provision of premises:** Availability of premises is a key requirement of businesses seeking to move to or within an area. The managed workspace project in Swadlincote provided new business floorspace and the enhancements to industrial estates in Canalside, as part of the larger environmental improvements in the area, also provided new and improved premises for the business sector;
- **Loans and grants:** Financial assistance is a crucial area of support, particularly for new and growing businesses. There were a number of initiatives in the case study areas designed for this purpose including the Business Development Grants in Royds, Small Business Support in Swadlincote and the Canalside Business Adviser;
- **Encouraging innovation:** Business innovation is an important area to encourage if new products and cutting edge technology is to be advanced. In Sunderland the FUSE project sought to fund innovative new businesses. The Sunderland Business Innovation Centre was also set up to support further product and process development;
- **Skills of the local labour force:** Access to specific skills that are required by businesses is another important element for businesses. The East Midlands

Mapping Skills project in Nottingham provided an opportunity for companies to develop the skill base of their workforce;

- **Stimulating local businesses:** The physical enhancement of an area can help to boost the local economy. In Swadlincote the Life in the Town Centre project assisted local businesses to improve their premises resulting in the improved appearance of the town;
- **Encouraging inward investment:** promotion of a regeneration area is vital to stimulate interest from existing businesses outside the area. The marketing and promotion project in Swadlincote is a good example.

14. Training, employment, education and youth

This chapter examines the provision of training, employment, education and youth initiatives in the seven case studies that were the subject of a social survey. It begins by exploring how provision changed over time and then considers the projects designed by the cases studies, estimates the net outputs attained and assesses the final outcome position achieved. It concludes by considering examples of best practice from all themes.

14.1 Bringing about change in the provision of training and employment

- 14.1.1 Helping local people to obtain jobs is central to successful regeneration. Urban labour markets are highly segmented and many workers have very limited mobility. Segmentation can be significant by age, sex, skill and ethnicity, and it is not unknown for there to be considerable shortages of key workers alongside relatively large surpluses of workers with no skills at all.
- 14.1.2 Also, there are some very difficult interfaces between the incentive for people on deprived neighbourhoods who want to work and benefit regimes. Temporary jobs available to many of those on deprived estates are often low paid, offer uncertain prospects and may not be highly motivating. In such circumstances it is entirely logical that workers will stay on benefit regimes, particularly those involving housing benefit rather than take relatively low paid jobs. The minimum wage, in work benefits and the working families tax credit are designed to address such poverty traps, but the evidence suggests they have not gone far enough as yet. There also remains the lure of the informal economy.
- 14.1.3 Problems in the labour market can take a number of different forms and the appropriate initiatives vary accordingly. However, a core desired outcome is to raise levels of employment/self employment which is difficult to secure because the labour market is highly segmented and also changing. The regeneration can take a number of forms depending on the personal characteristics of the people being assisted with initiatives being customised to reflect gender/qualification/family circumstances and fitness to work. In deprived areas there has tended to be relatively high demand for skilled men in their 30s and women wanting part time work. Low demand has been prevalent when it comes to the younger, unskilled worker but also workers in their 50s, who have been made redundant from traditional industries.
- 14.1.4 The labour market in any area will be in a state of flux and deprived areas are no different. Some change will reflect movements in the national economy, but also structural change as some industries decline while others expand. The labour supply changes as people move into and out of the areas concerned. Over time there are national economic cycles in which the demand for labour is higher in some periods than in others. Some economic sectors will be shedding labour as structural change occurs whilst others will be expanding and perhaps recruiting a different type of labour. At the level of the neighbourhood, people will be moving in and out of the housing stock. Families accommodated at the start of the scheme will not be the same as those living in the neighbourhood at its end. Evidence from SRB suggests that it is not unusual for 5% of people to be moving in and out of the neighbourhood each year. Over the ten year period of a regeneration scheme nearly 50% of the base population could change. If people moving in have a lower propensity to be employed than those moving out, employment levels amongst residents will fall,

unless corrective action is taken, even if regeneration initiatives are successful. Moreover, commuting patterns can change, particularly where new infrastructure is added.

14.1.5 In response to a complex array of problems policy initiatives have taken a wide variety of formats. Partnerships have worked with mainstream DfES and Employment Service measures and adopted a number of options to raise employability and employment. The most common examples are:

- Job placement services;
- Job search services e.g. job club;
- Training;
 - literacy and numeracy;
 - personal development;
 - skills training.
- Work experience, Intermediate Labour Markets;
- Employment for the sick and disabled;
- Job creation in the SRB neighbourhood;
 - training and assistance for self-employment;
 - premises and advice for small firms;
 - jobs in retailing and consumer and public services.
- Childcare facilities;
- Physical and organisational links between the neighbourhoods and local centres of opportunity and employment, including public transport services.

14.1.6 The overall objective of the initiatives adopted is to place more people from in and around the target area in work. In some cases it may be a question of getting them into better quality jobs, certainly involving higher wages. The outcome indicators that might be expected to show some relative improvements over a long enough period of time are thus worklessness, the employment rate, the take-up of benefit and movements in the level of incomes.

14.2 Training and employment initiatives

14.2.1 Overall 15% of total expenditure in the case studies was dedicated to training and employment. In terms of individual areas it is particularly significant for the Chalkhill scheme which assigned 93% of SRB and 97% of total expenditure in this theme as the scheme ran alongside a major housing renewal programme on the Chalkhill Estate. As can be seen from Table 14.1 below all seven areas included some projects within this theme. Nearly two-thirds of total expenditure came from the Chalkhill scheme. Chalkhill had the greatest spend per head at £4,800 reflecting the strong training element. In the other areas the actual expenditure per head was usually very small.

Table 14.1: Total expenditure for Training and Employment by the seven case study areas (£000s)							
Theme	No projects	SRB	Other public	Private	Total	Total exp per capita	Duration (years)
Canalside Rochdale	4	619	937	423	1979	0.1	5
Chalkhill	12	3013	593	25197	28803	4.8	5
Hangleton & Knoll	1	376	181	137	694	0.1	4
Nottingham	12	2196	4564	531	7291	0.2	6
Royds Bradford	8	541	489	52	1082	0.1	7
Sunderland	2	146	586	0	732	.01	7
Swadlincote	3	29	2778	905	3712	0.1	6
Total for Theme	42	6920	10128	27245	44293	0.2	

Source: Department of Land Economy

- 14.2.2 Given the nature of the Chalkhill SRB programme most of the projects undertaken at Chalkhill were in construction training. By far the biggest project was the Community Refurbishment Scheme which provided high quality construction training leading to NVQ level two qualifications. It was unique in that it offered up to eighteen months waged work experience as part of a two year course. The quality and duration of the training made it equivalent to a full apprenticeship. It was aimed at Chalkhill residents who had not previously worked in the construction industry. The work experience part of the course was provided by building work on the Chalkhill Estate itself. It was organised in the purpose built Stadium Training Centre close to the Chalkhill Estate and the training was provided by the private sector in the form of the Wimpey DEVCO. It was the largest SRB project in terms of expenditure (at over £2 million), and was regarded as an innovative flagship within the SRB scheme.
- 14.2.3 Other construction training included Security Training (£176,610 SRB expenditure), which provided six months of training leading to City and Guilds 7274 and 7278 certificates and potentially NVQ level two. The training focused on security relating to housing, buildings and areas of the public realm and involved extensive on-site experience. The project was initially supported by Training for Work and trainees remained on benefit during the training. This changed with the implementation of the New Deal, however, the principal remained the same. Finally, the Construction Labour Scheme (£54,440 SRB expenditure) was aimed at local people who had previous or current experience of working in the construction sector. It operated as an employment service by matching local workers with the skill and experience requirements of building contractors. It also co-ordinated additional training and certification to improve job prospects of local workers in the industry.
- 14.2.4 Other training projects were dedicated to providing practical help to local unemployed residents seeking help including customised training (aimed at trainees for the new ASDA supermarket), Practical Action for Choice of Employment (PACE), ESOL and a Local Employment Initiative.
- 14.2.5 At Hangleton and Knoll the only training and employment project was the Opportunities Centre which was a flagship project for the scheme providing training and job search facilities to assist local residents who wished to move into employment. The Centre proved to be very successful with 323 residents accessing employment through training/advice, over 1700 training weeks and 40 people obtaining qualifications achieved with only £376,000 of SRB expenditure. The success was largely attributed to its physical location being within the heart of the community and the willingness of the staff to understand and respond to the specific

requirements of those seeking training and employment opportunities. This project has thus developed a person-centred approach to dealing with its clients using the Employment Service in an outreach capacity.

- 14.2.6 In Canalside four projects were dedicated to training and employment. The construction training project was funded for three years and supported a project officer and the setting up of a training centre. It sought to encourage local employers in the construction industry to use local labour for training and employment of the young and long-term unemployed through a wage subsidy. The remaining three training projects were designed as first stage projects to encourage individuals from ethnic minorities on to mainstream training programmes. They were English as a Second Language which ran well and achieved a good take up from the Bangladeshi community with 200 in total on the programme, Vocational Preparation for the Asian Community again successfully attracting more than 200 trainees 30 of whom went on to employment and Vocational Preparation for Asian Women. This project was designed as an outreach project focused on the Deelish community that encouraged women to use the local Community Centre facilities for training this project ran for four years with outreach workers who visited the women in their homes, around 140 women took part.
- 14.2.7 Training and employment accounted for twelve projects in Nottingham which represented just under 17% of SRB expenditure. These included specific employment projects for each of the priority areas, which provided job link counsellors and project management staff to carry out outreach, counselling and support work to facilitate better take up of jobs in the local areas. 166 local people gained further qualifications from taking part in these three projects. Two further projects providing construction training in Broxtowe and the URBAN area targeted the long term unemployed being based on a model that had been successfully developed under City Challenge. They resulted in over 4000 construction job weeks. There were also Access to Training projects for all three areas through local network which provided a variety of services including guidance, counselling mentoring linked to education and pre vocational and vocational training for disadvantaged groups. Over 1800 people achieved a formal qualification by taking part in these three projects and 83 accessed employment.
- 14.2.8 Broxtowe also benefited from a Training Centre which was developed through the refurbishment of the Sixways Community Centre with some additional new build for disabled toilet facilities. The construction work also provided training opportunities to local people and with nearly 450 construction weeks. The Centre was designed to cater for children and provided 21 childcare facilities. Other training initiatives included the establishment of a Credit Union Development Agency which was set up to provide training and other support for Credit Unions in the SRB areas and two smaller projects providing an employment support service which supported seven local organisations and African Caribbean/Asian action for training which benefited 37 young people.
- 14.2.9 There were three projects in Swadlincote dedicated to training and employment. Business management training received £21,500 of SRB to help provide local business management training up to NVQ four. Other funding from the Further Education Funding Council and the local College increased expenditure to just under £57,000 in total which helped fifteen local people obtain a formal qualification. The service sector training project had around £7,500 of SRB funds and was designed to develop specific training packages for local businesses with funding from the local businesses that were benefiting. A further seventeen attained formal qualifications

from this project. The third and largest project was the main training programme run by the South Derbyshire, Chamber of Commerce, Training & Enterprise. While this did not receive SRB funding it adopted a strategy of increasing the amount of training undertaken within the Swadlincote area and was included as complementary to the SRB scheme. It helped 690 local people attain a formal qualification with 323 people entering employment who had been previously unemployed, the total funding for this project was around £3.6 million.

14.2.10 In Sunderland the first training and employment project was targeted at people from ethnic minorities with little or no English to help them acquire essential communication skills. This project received substantial further funding from the City Council of over £0.5 million with total expenditure reaching over £670,000. This project helped people from six local community and voluntary organisations benefiting 365 pupils eight of whom went on to receive a formal qualification, this project also supported four jobs directly and safeguarded two further positions. The second project the Hendon Learning Family Centre was complementary receiving no SRB funds directly, as it operated in one of the areas of focus for the SRB scheme. This project achieved 231 training weeks and 189 people received formal qualifications, total expenditure of £60,000 from the public sector.

14.2.11 Finally in Royds Bradford there were eight training and employment projects many of which were geared mainly towards enhancing training/employment opportunities for local people. Vocational training was run in the early years of the scheme being directly linked to the jobs market it included business skills, IT and childcare training. Customised training was delivered to the exact specifications of the employers with courses tailored to their needs. Both of these training programmes were eventually merged in the fourth year to introduce the Royds training initiative. This initiative was set up to provide a wide range of training opportunities for local people these included basic food hygiene certificates, first aid and community works skills. Around 90 people achieved a formal IT qualification. The local training provider Beacon Enterprises was also supported through the scheme and as a result some trained 328 people went on to gain employment. Other smaller projects included support to young people which helped 162 youngsters and support to disabled residents which was largely delivered by the Work Able Unit from the local authority and helped 22 disabled residents into jobs.

14.2.12 The Index of Skills and Index of Employers was instigated in the first year of the scheme. This was updated on a yearly basis to record the aspirations of local residents' in terms of their skills, training and job aims and was used alongside the Employer's Index to help match employees and employers. The Employment Team ran a number of outreach sessions within the Royds area via the new village centres. The Team was also in contact with local businesses to be aware of the local vacancies and skills needs. The Phoenix Fund was another project which linked residents with local employers. It enabled the partnership to employ a Community Economic Officer to offer support, advice and guidance to both local residents and those who wished to set up a business in the local area. The Fund also made use of the Into Business Scheme which allows the long-term unemployed to 'test trade' for six months without losing their benefits. A number of Employer Clubs were also set up which invited local businesses to come together and share best practice, this project became very successful with 190 local businesses signing up compared with 50 that were forecast.

14.3 Outputs in the case study areas relating to training and employment

14.3.1 In terms of net key outputs overall 182 direct jobs were created by the training and employment theme with over 60% of these created in Royds Bradford. People obtaining qualifications following training also featured in all areas with more than 2200 net outputs achieved (42% from Nottingham alone and a further 22% from Canalside in Rochdale). Local residents accessing employment through training and advice accounted for just over 1800 with around a quarter emerging from Canalside and Nottingham respectively. Training weeks reached over 38700 where two-thirds are attributable to the Swadlincote Woodlands SRB scheme. (See Table 14.2).

Table 14.2: Estimated Net Key Outputs Achieved by the Training and Employment Theme by Each Case Study Area				
	No jobs created	No. pupils benefiting	No people trained obtaining quals	Residents access emp thru training/advice
Canalside Rochdale	2		495	436
Chalkhill	21		245	259
Hangleton & Knoll	18		35	283
Nottingham	26		934	462
Royds Bradford	113		91	220
Sunderland	2	162	88	
Swadlincote			321	144
Total	182	162	2209	1804
	No training weeks	Young people benefiting from personal & social dev	New/imp bus/comm floorspace (m²)	No vol/comm orgs supported
Canalside Rochdale				
Chalkhill	7459			
Hangleton & Knoll	1501	123		
Nottingham	2208	16	231	48
Royds Bradford	1141			
Sunderland	118	445		
Swadlincote	26277			
Total	38704	584	231	48

Source: Department of Land Economy

14.3.2 Table 14.3 below sets out some of the key net outputs by theme. It shows that two-thirds of the net jobs created were in the business regeneration theme and a further 20% from the environmental and physical improvement theme. Nearly three-quarters of residents accessing employment through training and advice did so through the training and employment theme.

	No jobs created	No pupils benefiting	No people trained obt quals	No residents accessing emp thru traing/adv	No training weeks
Env/physical	487	43	18	0	10
Housing	54	0	34	80	141
Train/emp	182	162	2209	1804	38704
Educ/youth	4	44570	207	267	1312
Bus regen	1629	38	703	290	1435
Crime/safety	11	219	2	0	173
Health	8	0	3	0	0
Community	52	356	67	29	234
Staff/admin	11	0	1	0	0
Total	2438	45388	3244	2470	42009

Source: Department of Land Economy

14.3.3 Table 14.4 looks at the estimated effect these net outputs would have on the local SRB populations taking account of 'leakage' occurring through commuters and residents who have now left the area. Thus of the net jobs created it is estimated that 71% will be with current residents in the SRB areas. This gives some indication of the levels of employment of 'leakage' that can be associated with local area based regeneration schemes suggesting on average loss of 29%. The general 'rule' that emerges is roughly 2:1 that is every two jobs created for local people also is reflected in a job for a resident from a surrounding area. Training 'leakage' is usually higher with 1:1 being a common outcome.

	Current residents	Former residents/commuters	Total residents
Jobs created	71	29	100
No people gaining qualifications	73	27	100
No residents accessing employment through training/advice	77	23	100
Number of training weeks	51	49	100

Source: Department of Land Economy

14.3.4 The 1700 job opportunities created that went to local residents in the deprived areas concerned helped to boost the flow of residents moving from 'not working to working' presented in Table 14.5. Clearly the 'net' impact on the employment rate depended on the 'outflows' taking place in relation to the 'inflows'. In four of the areas the SRB impact was sufficient to bring about a net improvement where there would otherwise have been a decline. At the margin the effect was thus significant.

1996-1999/2001	Chalk-hill	Hangle-ton Knoll	Canalside Rochdale	Royds Bradford	Notting-ham	Sunder-land	Swadlin-cote	Total 7 SRB areas
Not working to working	9	4	8	10	10	11	7	9
No change	84	86	82	84	76	80	87	83
Working to not working	7	9	9	7	13	9	6	8
Net change in H of H working +/-%	+2	-5	-1	+3	-3	+2	+1	+1

Source: MORI social surveys

14.3.5 Table 14.6 indicates the broad characteristics of where the labour market in-flow/out-flow impact was most significant. The largest net impact was in the age group 35-44. In relation to ethnicity the largest in-flow was amongst blacks. Lone parent families also recorded the largest in-flow.

Table 14.6: Gross change in work status of head of household by demographic characteristics. (%)			
	Total (Seven follow up surveys)		
	Working to not working	No change	Not working to working
Total	8	83	9
Male	8	83	8
Female	8	83	9
Age			
18-34	10	75	15
35-44	8	77	15
45-54	8	78	14
55-64	10	82	7
65+	7	93	*
Ethnicity			
White	8	83	9
Black	4	89	7
Asian	13	80	7
Household type:			
Married couple (no children)	10	82	7
Married couple with children	8	78	14
Lone parent family	11	71	18
Large adult household	5	89	10
Single person household			
- male	6	93	2
- female	5	93	2

Source: MORI

14.3.6 In order to indicate the broad job impact of the SRB scheme on the employment rate in the areas we identified the specific impact in Chalkhill which had a low employment rate at the beginning of SRB. This serves as an example of the sort of impact achieved. The working population on the Chalkhill estates in 1999 was 599. We estimate the net additional SRB contribution by 1999 to be 70 jobs for Chalkhill residents. Thus without this contribution the working population would be 528, other things being equal. This would give an employment rate of 42% instead of the 48% that actually existed. This provides a broad estimate of the sort of impact that can be achieved.

14.3.7 Results from the MORI social survey showed that overall the seven SRB areas experienced a 3% increase of heads of households in full-time employment to 36% by the end of the SRB schemes. This was slightly ahead of the national increase of 2% by 2001 but behind the increase in other 'deprived' areas which rose by 4% between 1999/00-2001/2. Overall there was still a considerable gap with full-time employment for SRB areas at only 36% compared with 54% of England as a whole by 2001. Part-time employment remained static at 8% in the seven SRB areas. The panel element experienced a small fall of 2%, this was slightly against the national trend which was up by a percentage point. Table 14.7 sets out the overall results.

	Total 7 SRB areas				England ⁷			Deprived ⁸ %	
	1996		96-99/1		1996	96-9	96-1	99/0	99/0-1/2
Employed full-time	33	(33)	+3	(+2)	52	+1	+2	39	+4
Employed part-time	8	(9)	0	(-2)	5	+1	+1	7	0
Unemployed (registered & not registered)	10	(8)	-4	(-3)	5	-2	-3	7	-3
Economically inactive (working age)	28	(27)	-1	(-3)	10	0	0	22	-1
Retired	25	(29)	+4	(+6)	27	+1	0	26	-2
Employment rate exc retired (%)	56	(58)	+5	(+4)	78	+4	+5	61	+5
Unemployment rate as conventionally measured (%)*	20	(16)	-8	(-5)	8	-3	-5	13	-5

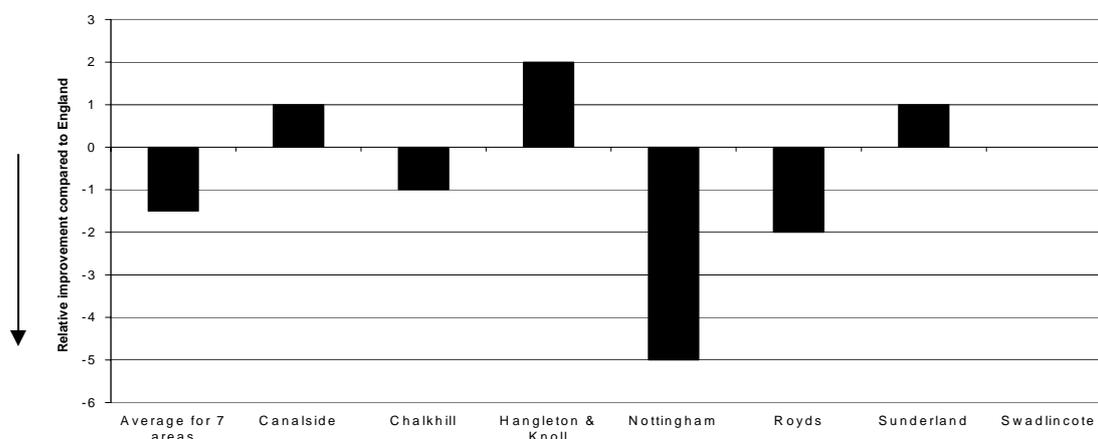
*Unemployed as a percentage of employed plus unemployed.

Source: MORI - statistically significant changes in bold. (Panel figures in brackets)

14.3.8 Sunderland emerges with a significant increase in full-time employment by 8% up to 40% by 2001 which was replicated in the panel. Most other areas experienced some increase with the exception of Chalkhill, Canalside and Swadlincote which all remained unchanged from their 1996 level. These three areas also experienced little or no change in part-time employment for the same period.

14.3.9 In relation to unemployment the proportion of those unemployed fell for all the SRB areas at a slightly sharper rate than for the nation, bringing the overall figure down to 6% by 2001, although this is still higher than other 'deprived' areas which was at 4% by 2001. The greatest falls in the unemployed were in Nottingham at 8% and Royds Bradford at 5%. The panel reflected the general trend which was particularly significant in Nottingham with an 11% fall down to only 3% by 2001, very close to the national average. The rate of unemployment as conventionally measured fell for all the individual areas, (with the exception of Hangleton and Knoll) most strikingly for Nottingham at 17% (20% for the panel) compared with the 5% national trend (thus leading to the 12% relative improvement for Nottingham as revealed in figure 14.2). The differences between the unemployment response by area revealed in figures 14.1 and 14.2 illustrate why it is necessary to consider registered and non-registered take-up of jobs in deprived areas.

Figure 14.1: Unemployed (registered and non registered). % change from the baseline position relative to England change

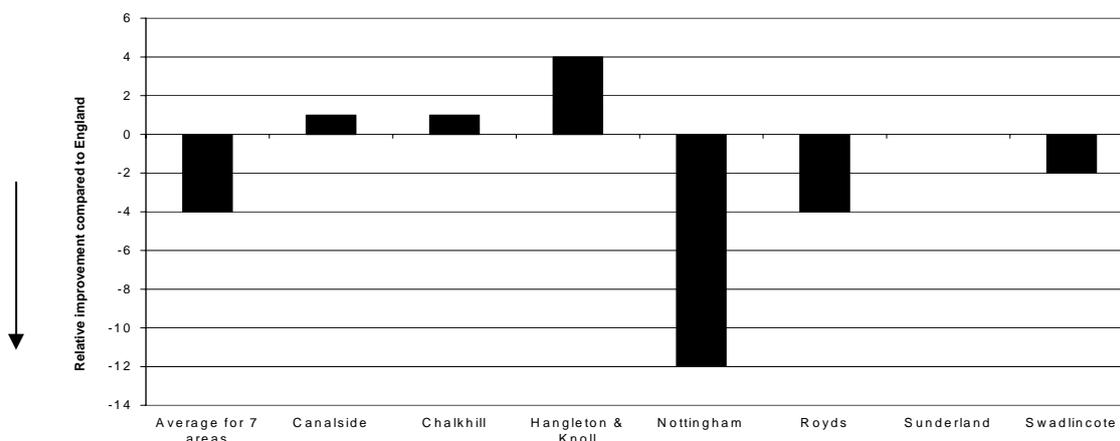


Source: MORI social surveys

⁷ Survey of English Housing 1995/6, 1998/9, 2001/2

⁸ Office of the Deputy Prime Minister - Survey of English Housing 1999/2000 and 2001/2002, households in 10% most deprived wards of England

Figure 14.2: Unemployed (as conventionally measured). % change from the baseline position relative to England change



Source: MORI social surveys

14.3.10 Generally economic inactive rates for the cross section remained quite stable very much in line with England as a whole. Overall levels, however, remained much higher than both the national average and 'deprived' national average. The exceptions were Chalkhill, Hangleton Knoll and Sunderland who all experienced a 4% drop in the economically inactive. Falls in economic inactivity for the panel are largely explained by increased retirement rates. The Nottingham panel, however, showed a large increase in economic inactivity by 14% which was a result of both an increase in the long-term sick and more residents choosing to stay at home not seeking work.

14.3.11 Residents at retirement age went up overall by 4% to 29% being slightly above the national figure of 27%. When looking at the individual areas Bradford and Nottingham had quite low proportions of retired heads of households, particularly Nottingham with only one-fifth at this age by 2001. Hangleton Knoll, Sunderland and Swadlincote were all above the national level, most notably Hangleton Knoll at 37%. Panel increases were largely above the cross sectional changes.

14.3.12 Over the seven areas there was a 5% increase in the employment rate in line with the national average, however, employment rates for most areas were below the other 'deprived' areas with the exception of Hangleton Knoll and Swadlincote. Panel results all showed increases, particularly for Bradford (10%) and Sunderland (9%).

14.3.13 Table 14.8 shows evidence of qualifications, skills and training outcomes. Encouragingly, the proportion of residents that hold no formal qualifications fell slightly for both 'heads of household' and 'any household member' in the seven SRB areas overall, which was generally in line with the national change. In terms of 'any member of household' the greatest change was in Nottingham and Hangleton Knoll which both experienced a 7% reduction. Other area falls were more in line with the national trend, although Chalkhill and Canalside both experienced slight increases. Greatest improvements for the panel element were in Nottingham where there was an 8% fall in heads of households with no qualifications and 9% fall for 'any member of the household'.

14.3.14 Overall there was an increase of 4% in heads of households with CSE/GCSE/O'levels for the seven SRB areas (see Table 14.8). The greatest increase coming in Hangleton Knoll with an 18% rise by 1999. The panel results for heads of households are a little surprising as there is a fall in those with qualifications in most areas which implies a degree of mis-reporting. This fall was also recorded for the Royds Bradford panel "any member of household" (down 10%), which may also be due to the fact that some of the younger household members of the household have left the household since 1996.

Table 14.8: Qualifications, skills, training				
	Total 7 SRB areas			
	1996		Change 96-99/1	
	%			
No qualifications ⁹ :				
Head of household	50	(53)	-1	(-1)
Any member of household	47	(49)	-2	(-2)
Of those with qualifications any CSE/GCSE/O'level:				
Head of household	53	(49)	+4	(0)
Any member of household	59	(58)	+3	(0)
Taken part in education or training within the last 3 years (all respondents under 60 not in education)	22	(21)	+8	(+10)
Type of training received:				
Part of job	57	(61)	-4	(-2)
Day/evening classes	32	(32)	-1	(-2)
Government Training Scheme	8	(5)	0	(+3)

Statistically significant figures in bold. (Panel figures in brackets)

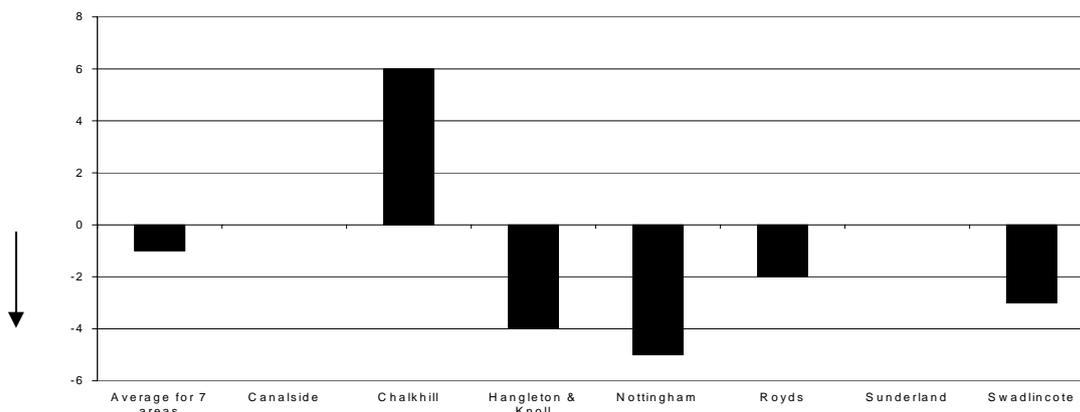
Source: MORI

14.3.15 Take up of training was strong across all seven SRB areas, increasing by 8% since 1996 (10% for the panel). Overall, however, there was a 4% drop in those undertaking 'on the job' training and also a small fall in those doing day or evening classes. While only Bradford and Canalside showed an increase in "part of job" training, Chalkhill, Nottingham, Sunderland and Swadlincote undertook more Government Training Schemes. Day/evening classes tended to show a decline in usage with the exception of Hangleton Knoll and Canalside.

14.3.16 Figures 14.3 and 14.4 below show the change in those holding no qualifications for the seven individual areas. It shows that most areas experienced a drop in heads of household with no qualifications, most notably in Hangleton and Knoll and Nottingham. Similarly with any member of the household both areas recorded falls of 7% from the baseline position.

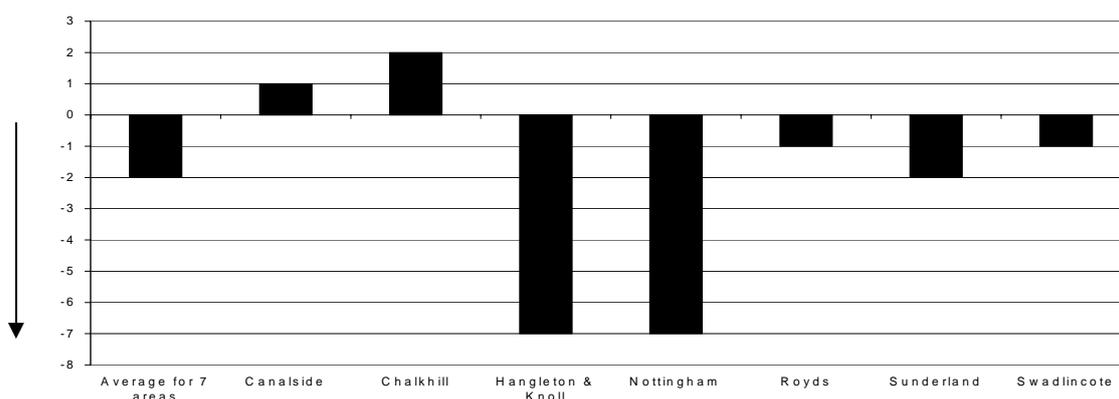
⁹ England comparator 17% of working age population in 1996 with no qualifications falling to 16% in 1999 and 2001 (Regional Trends).

Figure 14.3: Heads of household with no qualifications. % change from the baseline position



Source: Department of Land Economy

Figure 14.4: Any member of household with no qualifications. % change from the baseline position



Source: Department of Land Economy

14.4 Bringing about change in education and assistance to young people

14.4.1 Between the ages of five and fifteen years compulsory education is provided jointly by the Department for Education and Skills (DfES) and Local Education Authorities. They aim to provide broadly equal opportunities for all pupils across England to as high a standard of education as possible given their academic ability. However, the extent to which this objective is realised in practice varies enormously even between schools in the same neighbourhood. Substantial variations in the educational attainment of children in deprived areas relative to more prosperous areas is not only undesirable on grounds of equity for the children concerned but is also tends to reinforce the cumulative cycle of disadvantage that the most deprived areas experience. Better schools can attract more able pupils and high quality staff. Poorer schools take a high proportion of less able pupils and have more difficulty in attracting high quality teachers.

14.4.2 Poor educational attainment is seen as both a cause and a consequence of poverty, deprivation more widely and a range of social problems. Parents are less able to support the work of the schools, aspirations of pupils and parents alike can be

desperately low, and widespread non-attendance and disaffection can occur especially in years four and five of secondary school. In these circumstances even high quality dedicated senior teachers have great difficulty in narrowing the adverse disparities in school performance. Widespread underachievement in school compounds neighbourhood deprivation and passes it on to newer generations. Evidence from DfES national statistics of GCSE examination performance by school suggests that it is possible to improve school performance by up to ten percentage points over a five year period, but such a rate of improvement remains the exception rather than the rule.

14.4.3 In the light of significant disparities in educational attainment between areas in England projects designed to help with the provision of good quality education facilities and training have been a prominent feature of SRB activity in all age groups. A central goal of the initiatives has been to enhance the quality of local education provision and raise educational standards in, and around, the deprived area. If these initiatives are successful, over time the examination performance of the children affected should improve. And, over a long enough period of time, we may expect to see some improvement in the ability of the young people concerned to gain jobs (and thus reductions in worklessness) and ultimately higher incomes than would otherwise of been the case. Moreover, although our understanding of the respective links are weak and poorly developed, there is a strong belief that better educational attainment is reflected in better health, less crime and reductions in anti-social behaviour in general.

14.5 Education and youth initiatives

14.5.1 While only attracting some 2.6% of total expenditure most case study areas designed some projects for this theme with the exception of Hangleton & Knoll. Overall there were some 30 projects accounting for just over £4 million, see Table 14.9.

Table 14.9: Total expenditure for Education and Youth by the 7 case study areas (£000s)*							
Theme	No projects	SRB	Other public	Private	Total	Total Exp per capita	Duration (years)
Canalside Rochdale	4	391	89	5	485	0.01	5
Chalkhill	3	93	259	71	423	0.07	5
Nottingham	7	1594	226	5	1825	0.06	6
Royds Bradford	8	913	250	100	1263	0.11	7
Sunderland	2	828	581	1716	3125	0.06	7
Swadlincote	6	466	184	0	650	0.02	6
Total for Theme	30	4285	1589	1897	7771	0.05	

* No theme for Hangleton & Knoll.

Source: Department of Land Economy

14.5.2 The first Chalkhill project (Chalkhill Primary School) funded a homework club at a local school that had been classified as failing. This project also worked with parents and volunteers to encourage adult participation in the project and in the school. The project was extended to support the development of an IT room at the school both for the use of children but also to be used as a resource available to the local community. Basic Education was a project designed to assist disadvantaged young people (16-24), the majority of whom were refugees, to move onto employment or further education and training. Participants took English language and numeracy classes as well as studying information technology. Throughout the course they had access to a guidance worker and complete action plans for their participation during

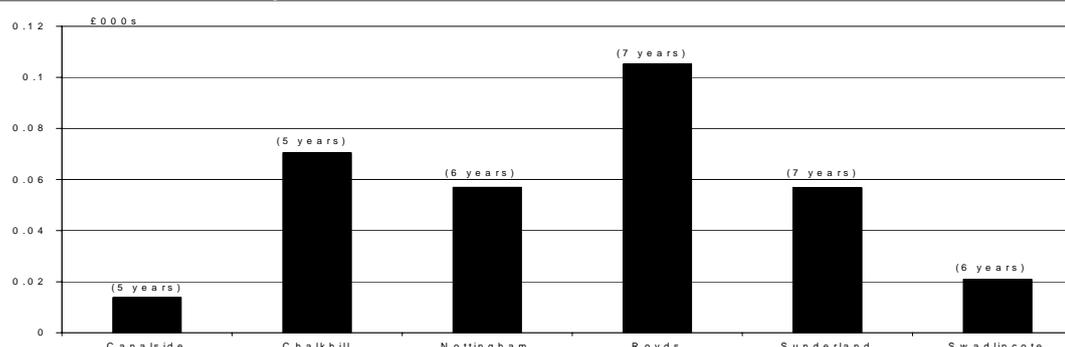
the year – after which the majority of the students were able to move onto further education rather than employment. Finally, the Roots and Wings project was a small project which ran for a year to provide mentoring for young pupils to give them awareness and understanding of the world of work.

- 14.5.3 In Canalside Rochdale four projects had an education/youth theme. The Links Co-ordination project aimed to give local pupils in both primary and secondary schools an insight into the world of work through arranged visits to workplaces. This project linked in to the Technology GCSE for the secondary schools. In addition the Education and Business Partnership Satellite scheme provided money for equipment and licensing software for two secondary schools to give them access to foreign language programmes. The third project was Youth and Adult Guidance which targeted pupils of sixteen years and over with counselling and guidance on job search activities. Finally the Canalside Learning Support Project operated for pre-school children as part of the wider Partnership Education Programme run by the Education Department of RMBC. It ran between September 1995 and August 1998 and examined ways of working with pre-school children that would enable them to start school without an educational disadvantage.
- 14.5.4 The seven projects in Nottingham comprised largely the Education Pathways projects aimed at primary and secondary schools in Broxtowe, Bestwood and the Urban Initiative Areas of Radford, Forest Fields and Hyson Green. Their main objective was to raise overall educational attainment, they benefited over 1000 secondary school pupils and over 3000 primary school pupils. The other small project focused on young people in Bestwood.
- 14.5.5 Education and youth projects in Swadlincote amounted to six, five of which were SRB funded. The largest project (over £360,000 SRB) was concerned with family literacy which focused on the learning needs of children, young people and their parents to help raise standards of achievement in literacy and basic education. Over 5000 pupils benefited from this project which provided over 700 training weeks. Environmental education was another project. Delivered from the Forest Park Heritage Centre this project targeted schools incorporating urban studies, natural history, technology, industrial heritage and craft programmes, 4608 pupils benefited. There were two Youth Needs projects comprising a survey of local needs and a media project which was undertaken in two phases promoting and circulating information using videos and exhibitions, 750 young people benefited from personal and social development. A much smaller SRB funded project provided a skateboarding facility for young people. Finally a youth strategy newsletter was also produced for young people in the Swadlincote area but this was not funded by SRB.
- 14.5.6 There were two projects that fell within education/youth in Sunderland. The first of these was Wearside Business and Education Council (WearBEC). This project sought to link business and education activities as an integral enhancement of both careers education, guidance and the learning process. It aimed to run activities designed to encourage the attainment of formal qualifications. It received over £670,000 from SRB with total expenditure at £2.7 million. It benefited over 60,000 pupils and placed nearly 3500 businesses in collaborative projects with educational institutions with 1425 teachers put on placements within the business world. Finally the Easington Lane Youthworks project was a partnership between Crime Concern and the Groundworks Trust. It aimed to engage young people in a range of activities which focused largely on the design and implementation of environmental improvement schemes. This project received £155,000 SRB with a further £136,000 from the private sector and £154,000 public. It was successful in helping almost 500

young people in their personal and social development and saw 5.5 hectares of land reclaimed for open space use, 230 people were also involved in voluntary work in delivering this project.

14.5.7 Finally Royds Bradford had eight projects. Headway and Stepping out were two projects aimed at school children to improve links with local businesses. Headway, for first and middle school pupils, took the children into local businesses or brought employers to the schools. Stepping Out aimed at upper school children aimed to introduce them to the world of work. The education consortium project was set up to improve the education opportunities for the children on the estates who went to local schools. Within this project eight homework clubs were set up benefiting 88 pupils and over 4000 benefited from the Royds Reading Support initiative. The Crime Reduction Action Group was set up at the start of the scheme. This set out to provide a number of out of school activities for local children including the Woodside Go-Kart initiative and the Focus Programme. These activities were successful in reducing crime on the estate considerably during the summer periods. There was also a youth strategy which was set up on each of the estates to involve young people in determining their own needs and opportunities and a project aimed at young people to help them get into employment (13 16-18 year olds accessed employment through this project).

Figure 14.5: Education and youth spend per capita in £000s (Duration of scheme)



Source: Department of Land Economy

14.5.8 The outputs achieved through this theme have been subject to the same exercise as before and the net outputs derived are set out in Table 14.10. Benefits to pupils feature heavily in all six areas with 44570 achieved overall, with Sunderland the biggest contributor at 60% largely as a result of the Wearside Business and Education Council project. Over 1000 young people also benefited from personal or social development particularly from Swadlincote through the Youth Needs Media Projects.

	No. jobs created	No pupils benefiting	No people trained obt quals	Residents access emp thru train/ad	No training weeks
Canalside		8963		261	
Chalkhill	1	178	66		999
Nottingham		2437			
Royds Bradford		1796		6	
Sunderland	2	26767	79		
Swadlincote	1	4429	62		313
Total	4	44570	207	267	1312

Table 14.10: Estimated Net Key Outputs for Education and Youth theme by each case study area (Contd)				
	Young people benefiting from personal & soc dev	Ha/land imp/reclaimed	People with access to new cultural facs	Vol/comm orgs supported
Canalside			433	
Chalkhill				
Nottingham				
Royds Bradford	116			6
Sunderland	219	2.4		
Swadlincote	668		2290	5
Total	1003	2.4	2723	11

Source: Department of Land Economy

14.5.9 Results from the social survey considered questions related to arrangements for children and attitudes to education, and are shown in Table 14.11. As sample sizes for the panel were relatively small only cross section figures are shown. Over all seven SRB areas there was a 3% rise in parents believing the local area was a good place to bring up children bringing this up to 55% by the end of the SRB schemes. While this is still somewhat lower than the national average of 83% the trend was up on the nation. Most significantly, Bradford showed an 11% increase in respondents who felt that the area was a good place to bring up children, with Nottingham recording an 8% increase in this view.

Table 14.11: Respondents views on their local area as a place to bring up children					
	7 SRB Areas		England		
	1996 %	96-9/1 %	1996 %	96-9 %	96-1 %
Area as a place to bring up children					
Good	52	+3	81	+2	0
Bad	28	-6	14	-2	-2
Improved since 1996*	9	+9	-	-	-
Worse since 1996*	22	-4	-	-	-
Reasons why area good ¹					
Schools	32	+3	54	+5	+7
Neighbours	22	+3	37	+5	+4
Open space	12	+2	42	-8	-7
Play facilities	11	+3	27	0	+3
Reasons why area bad ^{**} :					
Gangs/peer pressure	17	-2	46	+2	0
Drugs	11	0	32	-1	+8
Nothing to do/no play facilities	9	-1	23	+7	+1
Crime	12	-5	38	-6	-9

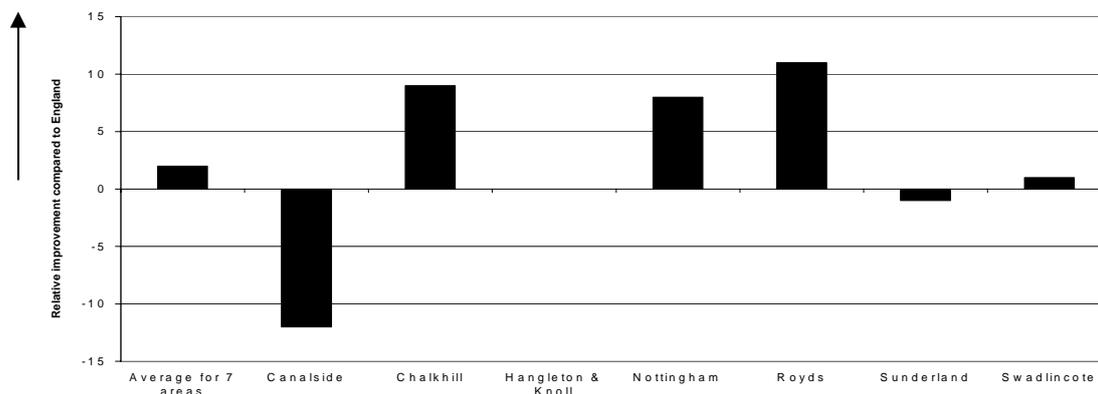
* Baseline respondents were asked to comment on changes in the previous 3 years. ** Top answers only here. Significant results in bold.

Sources: MORI, ONS Omnibus Surveys 1997, 1999 & 2001.

14.5.10 Perceptions of the area as a bad place for bringing up children also reduced by a significant 6% for the seven SRB areas overall compared with only a 2% reduction for England as a whole. This fall was particularly sharp in Chalkhill and Bradford, which recorded significant falls of 19% and 16% respectively.

14.5.11 Encouragingly all areas with the exception of Canalside showed an increase in the proportion of respondents who felt the area had improved for children since 1996, these changes being statistically significant for Chalkhill, Royds Bradford, Sunderland and Swadlincote. Royds Bradford also showed a significant fall in respondents who felt the area had got worse since 1996 reducing from 39% to 21%. Figure 14.6 shows the position of all seven areas relative to the England change. Royds Bradford emerged clearly indicating an improvement of 11% above the national change.

**Figure 14.6: Those considering the local area a good place to bring up children
. % change from the baseline position relative to England change**



Source: MORI social surveys

14.5.12 Respondents who considered the area a good place to bring up children were asked to comment on reasons why. In 1996 the top reasons were schools, neighbours, open spaces and play facilities. By 2001 all of these reasons had increased by 2-3%. National views also increased for most reasons with the exception of open spaces which fell by 7%.

14.5.13 Reasons why the area was considered bad went down overall with exception of drugs which remained stable at 11%. This was in contrast to the national changes which recorded an 8% increase. In Bradford there was a 14% reduction in respondents referring to drugs as a problem in the area, and 11% fewer citing crime. Nottingham also showed a sharp fall in crime problems as a reason why the area was considered bad to bring up children, although drugs experienced an increase of 7%.

14.6 Factors associated with favourable outcomes in relation to training, employment, education and youth

Training, employment, education and youth

14.6.1 Evidence from the case studies shows that take up of training increased significantly throughout the period that the SRB programmes were in place. Encouragingly there was a significant increase in training take-up. There was also a fall in the number of residents in most of the case study areas holding no formal qualifications. The different types of training and education initiatives adopted give an indication of a some of the factors that contributed to favourable outcomes. These include the provision of:

- **Training delivery on a more local basis:** One of the major obstacles to people within a deprived area remains the cost of travel to gain access to services. Where training can be provided locally, as demonstrated by the Broxtowe Training Centre in Nottingham, this barrier can be overcome and residents are able to benefit directly from local provision;
- **Training related outreach services:** There is also a need to recognise the value of a more proactive approach to training provision, particularly into isolated communities that are unaware of what facilities are available. The Vocation

Preparation for Women project in Canalside sent outreach workers into the homes of women to encourage their participation in training programmes;

- **More 'informal' training facilities:** Training provision on a less formal basis can encourage higher take-up of services. The Opportunities Centre at Hangleton Knoll is a prime example of a shop front location within the SRB area. The service provided is geared towards local needs with mainstream outreach support to ensure that residents have access to the full range of services;
- **Knowing the local area:** A knowledge of the skills of local people and the needs of local employers is key to a successful training initiative. In Royds Bradford an Index of Skills and Employers was compiled to gain a comprehensive profile of the area that would help match employees and employers;
- **Basic training and education:** Successful outcomes are also dependent on the training needs of individuals. In many cases people are not in a position to take-up mainstream services. Access to training and education programmes that recognise this and equip trainees with basic skills such as language, literacy and numeracy are essential providing a stepping stone to further education and training. This form of provision was adopted in many of the case studies, often involving BME communities;
- **Customised training:** Training that is tailored to the specific needs of an individual is more likely to achieve successful outcomes. The customised training programme in Royds Bradford which culminated in the Royds training initiative is a good example of this;
- **Strengthening provision for disadvantaged groups:** Reaching out to the disadvantaged in the local area can be achieved by using specialist facilitators such as the Work Able Unit in Royds which helped local disabled people gain jobs;
- **Developing innovative approaches:** Encouraging employers to take on local people to train has proved to be a good model to adopt. In Chalkhill the Community Refurbishment Scheme provided construction training for local people that uniquely offered waged work experience as part of the course. The quality and duration of the training made it equivalent to a full apprenticeship;
- **Childcare facilities:** Another barrier to take up of training, employment and education opportunities is the lack of provision of childcare facilities. Where places are provided take-up particularly by women is improved. Childcare facilities at the Broxtowe Training Centre in Nottingham met this need;
- **Enhanced education facilities:** Support to local families through the provision of homework clubs, pre-school clubs and similar facilities encourage participation in education by local children. The involvement of parents in these activities has proved to be a good model in furthering adult involvement in local schools. This was evidenced in the homework club which ran in Chalkhill;
- **Preparation for 'world of work':** Projects that are designed to increase the awareness of schoolchildren about the 'world of work' provide a useful link between education, employment and training. These can take many forms from pupil mentoring to workplace visits and help to inform young people about their options when they leave school examples in Royds were the Headway and Stepping Out projects;
- **Youth needs.** Greater awareness of the needs of young people in a regeneration area contributes to a good take up of provision. In Swadlincote two youth needs surveys were carried out which led to the creation of the successful

Youth Information Shop that offers a comprehensive service to young people in the area incorporating health, employment and social services.

- 14.6.2 The evidence from the review of key outcome change is that there has been a statistically significant increase in those employed full-time in the study areas. The proportion of those unemployed fell in all the SRB areas at a slightly sharper rate than that of the nation and the employment rate increased at rate slightly above the national average.
- 14.6.3 Despite these obviously welcome improvements a considerable amount still needs to be done if the labour markets in the most deprived areas of the country are to resemble those found in more prosperous areas. Part of the task is to change the dynamics of business birth, contraction/expansion and closure in the derived areas so that a net surplus of quality, well paid jobs are being created. For too long deprived areas have been associated with an excess of business death over births and business contraction over expansions (issues of this sort were examined in section 13.3). However, another very significant part of the requirement is to ensure that local people have the skills and abilities to take local jobs. Bringing this about does not just require actions that affect labour supply in the area as described under the training heading above. It also requires actions on the demand side and thus the employers who might be able to offer jobs to people in deprived areas. These companies may be located in and around the areas concerned but what is becoming very clear is that careful thought needs to be given as to how they might change a range of their internal management policies such that they are able to provide jobs for those who live in deprived areas. In this category we have to include employers in both the private and public sector.

15. Community Development, Crime and Safety and Health

This chapter looks at community development, crime and safety and health provision and how this has changed in recent years. It considers the various initiatives that were undertaken by the seven case studies in each of the theme areas and estimates the net outputs attained and assesses the final outcome position achieved. It concludes by considering examples of best practice for each area.

15.1 Bringing about change in community development

15.1.1 From its inception the SRB Challenge Fund placed more emphasis than previous regeneration initiatives on the requirement for regeneration schemes to enhance the well being of communities and of the need for local communities to be integrally involved in the regeneration process in order to help achieve the desired outcomes. Within this overall vision the importance of involving specifically ethnic minority community groups was also recognised.

15.1.2 There is a rapidly growing literature on the involvement of voluntary organisations and community groups in the regeneration process - not least from the community sector itself. It has been recognised that the community has much to contribute to the local regeneration including:

- Knowledge of the local neighbourhood and the community and its problems and needs;
- The needs and aspirations of different sections of the community;
- The ability to communicate with socially excluded residents;
- The ability to bring a strong community element into local projects;
- The ability to bring a sense of community ownership and identification with the regeneration of the neighbourhood which will contribute to longer term sustainability;
- Knowledge of which public services are performing well locally, and which are not.

15.1.3 Funding may be needed to assist the community to:

- Reduce the fragmentation of, and competition amongst, community groups by creating a strong “umbrella” group;
- Establish a democratic means of electing community representation onto the partnership;
- Establish an administrative office and/or community centre and recruit appropriate staff;
- Manage community led projects;
- Pay for appropriate training in regeneration activities, project management and general management and administrative skills.

15.1.4 As the evidence below will show there has been an extensive range of community based initiatives deployed in the areas assisted. Some of the assistance has gone to provide facilities that enable a higher level of community based activities to be

provided and this has sometimes included the provision of training, education, and crime and safety services. It is thus possible to expect a number of outcomes to be affected. Clearly, the most direct outcome indicators that might show some relative improvement are those relating to the perceptions on the part of residents around community involvement and support facilities.

15.2 Community development initiatives

15.2.1 Overall community development and capacity building attracted 4.5% of total expenditure amounting to nearly 50 projects. Six of the areas included some projects from this theme with the exception of Sunderland.

Theme	No projects	SRB	Other public	Private	Total	Tot Exp per capita	Duration (years)
Canalside Rochdale	1	36	61	1537	1634	0.05	5
Chalkhill	1	9	0	14	23	.004	5
Hangleton & Knoll	5	488	133	428	1049	0.13	4
Nottingham	18	1106	2563	536	4205	0.13	6
Royds Bradford	14	1996	1801	940	4737	0.39	7
Swadlincote	9	346	1152	156	1654	0.05	6
Total	48	3981	5710	3611	13302	0.11	

*No theme for Sunderland

Source: Department of Land Economy

15.2.2 Chalkhill's project was concerned with community capacity building. It ran for a year and carried out an audit of community and resident groups and a Community Development Action Plan.

15.2.3 In Hangleton Knoll Community capacity building featured strongly with five projects. Two of these involved the further development of the St Richards and Hangleton Community Centres designed to enhance capacity building/increase facilities within the local community and thus have a longer-term impact. This has enabled these centres to offer the community and local groups the opportunities to develop a wider range of activities and events. While the community centres were established for many years before the advent of SRB they have been greatly enhanced by the injection of funding from the SRB programme. This funding has enabled key staff to be employed and the physical extension of existing buildings.

15.2.4 Similarly, the Hangleton and Knoll Arts Festival project was established in advance of the SRB initiative, but benefited from SRB funding by expanding its activities from the original baseline three week summer programme of arts and cultural events. It enabled the Hangleton and Knoll Festival Committee to develop a programme which operates throughout the year that has encouraged the creation of new local arts based community groups. In addition the Community Chest project enhanced capacity building through the provision of pump-priming funds for new community groups starting in the area. A key aspect of the SRB project has focused on the participation of the community in developing and running new initiatives that will exist beyond the lifetime of the project and thus contribute to a robust forward strategy. Finally the photographic project created a record of all the SRB projects, the pictures

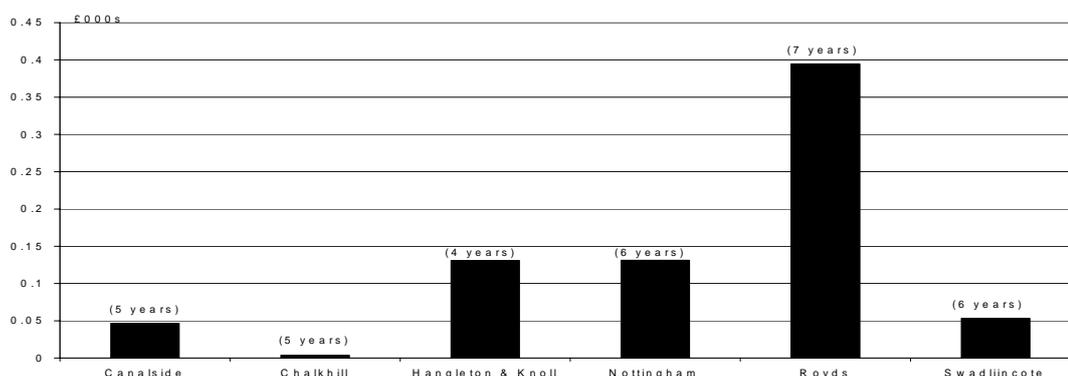
were taken before during and after works had been completed to give a complete record of project achievements.

- 15.2.5 Around £36,000 of SRB funds in Canalside contributed to the Community Capacity Building project which contributed towards the development of a Community Capacity Building Strategy, and events such as the Community Planning Weekend. Other funding under Community Capacity Building contributed to a Community Trust Fund which administered small grants to local groups in Canalside. This was run by the Rochdale Voluntary Sector Forum and proved to be very successful with 46 local voluntary organisations supported.
- 15.2.6 In Nottingham the community building theme comprised eighteen projects with only just over 8% of SRB funds. There were two Community Initiatives Funds for Broxtowe and Bestwood which allocated grants from a fund to help local groups solve local problems. 64 community groups and 36 voluntary organisations were supported. Partnership development was also encouraged in Bestwood and Broxtowe. These two projects employed a Partnership Development Worker to support and develop partnership working on the estates. Further outreach and research work was carried out for both estates with a view to future sustainability and funding post SRB.
- 15.2.7 The Partnership Council Development project was run in the URBAN initiative area to try and involve local people in decision-making and taking action to improve the neighbourhood, this provided support for over 129 local organisations and amounted to just over £1 million in total expenditure with £77,500 from SRB a research projects. Those living in the Partnership Council URBAN area also benefited from the URBAN Key Fund which supported projects delivered through voluntary and community organisations. St Martha's Church was extended and developed to include a multi purpose area and cafeteria benefiting over 200 young people in the area. This received £120,000 of SRB amounting in total to £735,000. A further two projects in Broxtowe provided a focus on developing community based network to support disadvantaged individuals and their families and a communications strategy which developed a range of methods of communicating within the estate including local newsletter, a helpline and childcare. The remaining projects were very small community based projects largely concerned with cultural and sports facility access, media and information projects.
- 15.2.8 In Swadlincote the community focus theme included nine projects many of which were quite small. Following an earlier feasibility study funded by SRB, the Sharpe's Pottery Heritage & Arts Centre was created with funding from SRB (£214,000) and the Heritage Lottery Fund (£996,500). This project repaired an existing listed building in the town to give the local community access to a new cultural facility. The Community Chest grant project allowed a number of small projects to be undertaken within the voluntary sector such as costs of training equipment and improvements to premises. This project cost around £137,000 being funded by SRB, the public and private sector funds. Other small grants were administered by the Contingency Planning Group to ensure scheme objectives were met through the Regeneration Group Project which gave priority to capacity building objectives at a cost of £21,000 of SRB. The voluntary sector was also further supported through the Volunteer Bureau which promoted voluntary work and co-ordinated a befriending scheme. Other small miscellaneous projects included the mosaic map promotional project, industrial sculpture, shopmobility and the improvements to the Collingwood community centre.

15.2.9 Finally, Royds Bradford ran fourteen community led projects alongside the larger physical projects of the scheme. The village centre projects sought to provide each estate with its own village centre by the close of the SRB scheme and three centres have now been built using SRB monies with other funding coming from the Lottery, English Partnerships, Church Urban Fund and Countryside Agency. In the first three years of SRB the Social Network Aid Programme (SNAP) was set up being delivered by the local authority social services department. This project was designed to support both local residents and voluntary organisations, it employed four staff for the three years it operated. Dedicated advice provision for Delph Hill was developed in year four of the scheme to complement the existing Advice Centres in Buttershaw and Woodside. SNAP was replaced in year four by the Social Action Team which was established to change the way mainstream providers invested in the area by encouraging closer working alongside RCA rather than expecting RCA to fund activities directly themselves. A community chest project was also run throughout the seven years of the scheme. This gave grants ranging from £30 to £15,000 to groups, organisations and individuals for various activities including trips, equipment, festivals, youth work and work for the elderly. Other activities ran to support the volunteering project and Community Education Programme which were set up to help recruit and train volunteers in the area, over the lifetime of the scheme 446 volunteers were taken on and over 100 trained. In addition the Elderly Development project and two childcare projects targeted the more vulnerable members of the estates supporting nearly 700 elderly people and providing 242 new childcare places.

15.2.10A survey identifying the needs of local residents for new play space was funded by SRB and out of this work eight sites were pinpointed. They were built at an average cost of £45,000 each with SRB, local developer and local authority funding and provided four sites in Woodside, three in Buttershaw and one in Delph Hill. In addition more sports facilities were established in the area with three sports halls being developed for Delph Hill, Woodside and Buttershaw.

Figure 15.1: Community development spend per capita in £000s (Duration of scheme)



Source: Department of Land Economy

15.2.11 The estimated net outputs from this theme are included in Table 15.2. This shows that over 400 voluntary and community organisations were supported by the community development projects with over 40,000 people accessing the new community cultural facilities (although there will clearly be examples of the same person using more than one facility).

Table 15.2: Estimated net outputs for the community development theme by case study area						
	No. jobs created	No. pupils benefiting	No people trained obt quals	Residents access emp thru train/adv	No training weeks	Young benefiting from personal & soc dev
Canalside	1					
Rochdale					1	
Chalkhill					17	149
Hangleton & Knoll					81	127
Nottingham	44		17	29		
Royds Bradford	7		50		135	
Swadlincote		356				42
Total	52	356	67	29	234	318
	No businesses advised	Building with security upgrade	No buildings back into use	People access to new cultural facs	Vol/comm orgs supported	
Canalside				88	39	
Rochdale						
Chalkhill						
Hangleton & Knoll				604	20	
Nottingham	37		1	26094	183	
Royds Bradford					64	
Swadlincote		1		14900	104	
Total	37	1	1	41686	410	

Source: Department of Land Economy

15.2.12 The social survey also sought to look at issues surrounding community development and involvement. Table 15.3 shows the results for the seven case study areas overall. The survey examined the degree of interaction within the SRB communities to see to what extent this had changed from the baseline in 1996. Across the seven SRB areas there was a significant increase in the proportion of those feeling closely involved with the community up by 4%. Individually Chalkhill, Canalside, Nottingham and Royds all recorded increases between 5% and 11%, bringing both Chalkhill and Canalside up above the national average, these changes were generally reflected in the panel results. Sunderland residents were less involved in the community by 2001, particularly the panel which showed a 7% decrease.

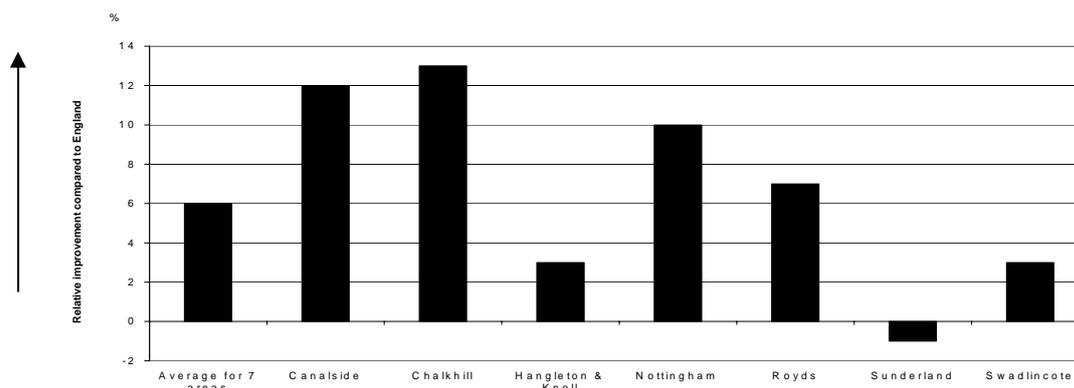
Table 15.3: Community involvement %							
	Total 7 SRB areas				England		
	1996	(31)	+4	(+2)	1996	96-9	96-01
Whether feel closely involved in the community:							
Yes	28	(31)	+4	(+2)	-	37*	-2
No	70	(67)	-5	(-2)	-	60*	0
Whether taken part in voluntary/community activity in last year	14	(15)	0	(0)			
Agree if alone could rely on friends/ relatives in area to help	84	(90)	0	(-2)	84	+7	+5
Agree could count on friends/ relatives to keep an eye on home	85	(91)	+2	(0)	85	+7	+8
Agree could turn to friends/ relatives locally for advice or support	79	(83)	+3	(+2)	79	+6	+5

(Statistically significant figures in bold). (Panel figures in brackets). * 1999 figures

Sources: MORI and ONS Omnibus Surveys 1996, 1999 and 2001

15.2.13 Figure 15.2 shows the positions of each area relative to the England average. With the exception of Sunderland all SRB areas showed greater involvement with the community compared to the nation most notably in Chalkhill and Canalside Rochdale.

Figure 15.2: % of residents closely involved with the community. % change from the baseline position relative to England



Source: MORI social survey

15.2.14 Residents were also asked whether they had taken part in any voluntary or community activity during the previous year. Overall, this type of involvement had not greatly changed since the baseline. The panel showed a decline in involvement for most areas, with the exception of Sunderland where panel voluntary/community activity increased by 5%.

15.2.15 All residents were given a number of statements about their involvement with other people in the local community to see to what extent they agreed or disagreed. Overall in terms of those who felt that, if alone, they could rely on friends/relatives to help, there was no change in those agreeing with this statement at 84% (the panel recorded a slight fall from 90% to 88% for the same period). This was somewhat below the change for the nation as a whole which increased from 84% in 1996 to 89% by 2001. Of the individual areas Nottingham experienced the greatest increase at 4% up to 80% by 2001 and Chalkhill the greatest fall by 5%. Swadlincote emerged with the strongest results where 92% agreed with the statement (95% for the panel) by 2001, some 3% (6% for the panel) above the national figure.

15.2.16 Those who agreed they could count on friends/relatives to keep an eye on their home when away rose slightly to 87% for all seven SRB areas by the final survey period, which was somewhat lower than the 93% for the nation as a whole in 2001. Nottingham and Bradford experienced the greatest increases at 7% and 5% respectively. Finally, there was a 3% increase in those agreeing that they could turn to friends/relatives to rely on for advice or support for the seven areas overall, this increase was largely consistent across all individual areas with the exception of Canalside which recorded a slight fall. Hangleton Knoll, Nottingham and Bradford emerged with particularly strong results increasing by 6% during the period, which was also encouraging in view of the low baseline levels.

15.3 Bringing about change in crime and safety

15.3.1 The well being and development of any community is heavily influenced by levels of crime and fear of crime. However, in many deprived areas in the United Kingdom levels of crime have risen in recent years, particularly amongst the young with increased levels of drug abuse. The weakest and most vulnerable in the community often suffer the most from criminal activity or the fear of crime.

15.3.2 There is not a consistent evidence base that spells out precisely how crime causes and is itself a cause of poverty, worklessness and poor education and it would be unrealistic to expect there to be one. However, there can be little doubt that if an area is experiencing high levels of criminal activity this, in itself, reduce well-being, inhibits personal attainment and acts as a deterrent to the attraction of new activity and investment in the area concerned. Crime, and more often as not relatively pessimistic perceptions as to the amount of it, can act in a pernicious and destabilising way to reduce the general quality of life in local communities. Such negative perceptions reduce the well being of the individuals affected making the task of regenerating local areas more difficult.

15.3.3 Reducing crime and improving the safety of local communities is clearly in the interests of all those involved in achieving local regeneration. However, progress has been slow in bringing about a co-ordinated approach to tackling and preventing crime and dealing with its consequences. There have been a number of reasons for this. Some of the more obvious are:

- historically existing institutional frameworks have been rather rigid, with sharp distinctions between those responsible for the maintenance of law and order and those responsible for dealing with the consequences of crime;
- the absence of robust **local** delivery mechanisms with which to tackle the problems concerned and a failure historically to recognise that policies drafted at the national level need to be customised in their delivery to reflect the nature of the problems which exist on the ground;
- the incidence of crime can be very easily displaced between local neighbourhoods and so there is need for co-ordination at that level;
- to achieve a safe and secure local environment requires action in many different areas of public and indeed increasingly private service provision;
- the absence of good statistical evidence about the incidence of the problem being experienced.

15.3.4 It is against this background that SRB projects have focused on the crime theme and improvements in the deprived areas as a result of policy assistance should be reflected directly in outcome indicators relating to crime and fear of crime. Over a longer period of time we can expect that a number of indicators of general well-in the area will begin to show improvement if the area has a low level of crime.

15.4 Crime and safety initiatives

15.4.1 The Crime and safety theme attracted the least expenditure at only just over 1% of total expenditure amounting to around £3.3 million overall. Only four of the case studies designed specific projects to this theme with Nottingham assigning the greatest proportion of SRB expenditure at 7.5% (see table 15.4).

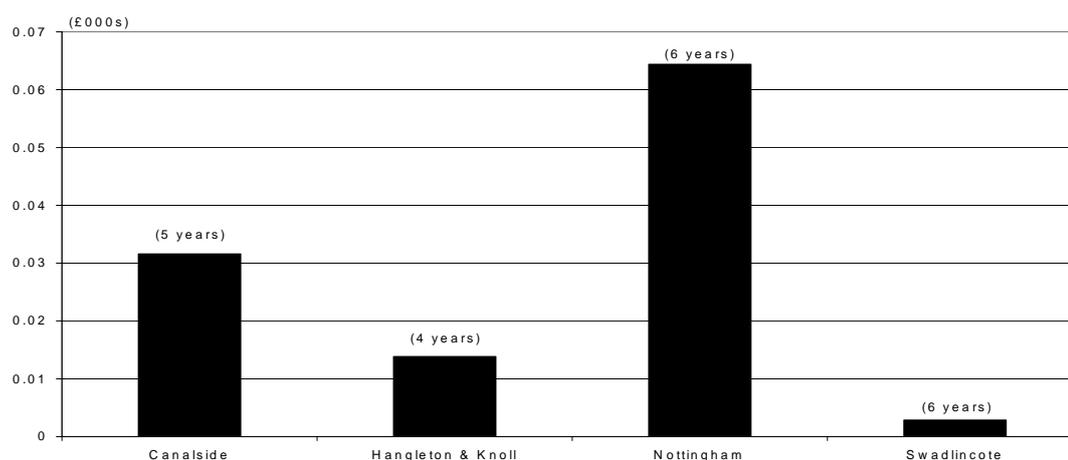
Table 15.4: Total expenditure for Crime and Safety by the seven case study areas (£000s)*							
Theme	No projects	SRB	Other public	Private	Total	Tot Exp per capita	Duration (years)
Canalside Rochdale	4	406	148	552	1107	0.03	5
Hangleton & Knoll	1	66	1	44	111	0.01	4
Nottingham	5	973	1081	8	2061	0.06	6
Swadlincote	1	34	55	0	89	.003	6
Total	11	1479	1285	604	3368	0.03	

* No theme for Chalkhill, Sunderland and Royds Bradford

Source: Department of Land Economy

- 15.4.2 The crime and safety project in Hangleton Knoll was the youth music project which started in January 2000 to provide a range of educational music projects for young people and adults at a dedicated venue with some outreach programmes. It had a crime prevention element within the youth arts programme and ran until December 2001 benefiting 431 young people by promoting their personal and social development.
- 15.4.3 Of the four Canalside projects the Harassment Prevention & Victim Support Project was a mediation service set up through Mediation UK to assist in disputes between neighbours, a total of 35 were trained as mediators. The Waithlands Youth project ran a series of projects based on preventative work in an attempt to counteract the considerable levels of violence and vandalism on the Waithlands Estate. In addition Canalside sought to improve safety for local businesses through the Business Forum and Secure by Improvement projects which offered up to £5000 to companies to help them better secure their premises. Around 80-90 grants were awarded at an average of around £1200 covering both local businesses and Community Centres in the area.
- 15.4.4 In Nottingham total SRB spend amounted to just under £1 million. The projects were focused largely in Broxtowe with a housing security project to improve properties on the estate by fitting security lights, alarms locks etc, benefiting over 2500 people. This project included training and employment elements as local people were trained and then employed to undertake the work on the estate. One commercial property also had a security upgrade through the Broxtowe Partnership Trust Security project. There was also a small youth liaison project centred on Broxtowe which used youth outreach workers to contact disaffected young people. The other two projects were a CCTV scheme for Hyson Green shopping centre and the Bestwood Youth Action Project which employed outreach workers on the estate.
- 15.4.5 Finally there was one project for Swadlincote called community safety support which focused on households, schools and commercial properties. It had three main components: it provided free security installations for the more vulnerable in society such as the young and elderly members of the community; provided a computerised telephone scheme for residents to be better informed of incidents; and it gathered independent evidence through video systems on areas of crime and repeat crime. SRB contributed £34,000 of the total £84,000 expenditure. This project benefited over 5000 local people of whom over 900 were over 60 and 1523 were women. It delivered five community safety initiatives.

Figure 15.3: Crime and safety spend per capita in £000s (Duration of scheme)



Source: Department of Land Economy

15.4.6 Despite the fact that relatively small amounts of expenditure were assigned to this theme a number of outputs were achieved. Table 15.5 presents estimated net outputs achieved under this theme. It shows that in total nearly 15,000 people benefited from a community safety initiative and over 800 buildings had their security upgraded as a result of the crime and safety projects carried out. This was not an insignificant achievement.

	No. jobs created	No. pupils benefiting	No. people trained obt quals	No training weeks	Young benefiting from personal & soc dev
Canalside Rochdale	1				59
Hangleton & Knoll	1			10	377
Nottingham		219	2	163	605
Swadlincote	9				
Total	11	219	2	173	1041
	No. benefiting from comm safety inits	Buildings with upgraded security	People with access to new cultural facs	Vol/comm orgs supported	
Canalside Rochdale	4046	265			
Hangleton & Knoll			230		
Nottingham	9573	540		3	
Swadlincote	1356				
Total	14975	805	230	3	

Source: Department of Land Economy

15.4.7 Looking at the gross changes allows an examination of the degree to which a respondent has moved up or down a scale of satisfaction. Table 15.6 looks at the results of gross change of fear of going out alone by day and at night. Overall only 34% of respondents did not record a change in their response from the baseline survey. Of those that did there were more moves up the satisfaction scale giving an average change overall indicating a net reduction in fear of crime. This 'gross' analysis of attitudinal change is insightful. It reveals that the net change is often the reflection of quite large changes in both directions and ideally both need to be assessed, modelled and understood separately.

Table 15.6: Gross changes in fear of going out alone by day & at night	
Point changes in scale of satisfaction	All 7 SRB areas 96-99/01
+4 or more	2
+3	5
+2	9
+1	19
0	34
-1	19
-2	10
-3	2
-4	1
Mean	0.11
Variance	2.22

Source: MORI

15.4.8 Evidence from the social survey which is presented in Table 15.7 shows some encouraging results. It is very encouraging to see that the seven SRB areas overall showed an increase in people feeling very or fairly safe walking alone at night in their local areas. This was in contrast to the national trend which showed a slight decrease from 68% to 66% by 2001. Similarly, there was a 4% drop in those feeling very unsafe/did not go out alone in the area after dark which again was against the national trend which showed a small increase of 2% to 13% of those feeling very unsafe in their local area after dark.

Table 15.7: Crime and safety						
	Total 7 SRB areas		England**			
	1996	Change 96-99	1996	96-9***	96-1	
Area very/fairly safe when walking alone in area at night	40 (41)	+2 (0)	68	0	-2	
Area a bit unsafe/very unsafe/ don't go out alone after dark	42 (42)	-4 (-3)	11 [§]	0 [§]	+2	
More safe than three years before*	8 (7)	+5 (+5)				
Less safe than three years before*	23 (23)	-1 (0)				
Seen crimes/offences in last year:						
Any	79 (77)	0 (+3)				
5+	23 (20)	-3 (+1)				
Reasons for feeling unsafe:						
Fear of attack	67 (64)	-5 (-6)				
Youths	35 (35)	+4 (+4)				
Poor lighting	18 (17)	-5 (-7)				
Drug dealers/users	11 (9)	+2 (+4)				

*Those surveyed in 1999 answered for the previous 3 years, those in 2001 for the previous 5 years. The baseline response was for the previous 3 years. ***No 1999 survey results available. [§]Very unsafe only. (Figures in brackets relate to the panel, statistically significant figures are in bold).

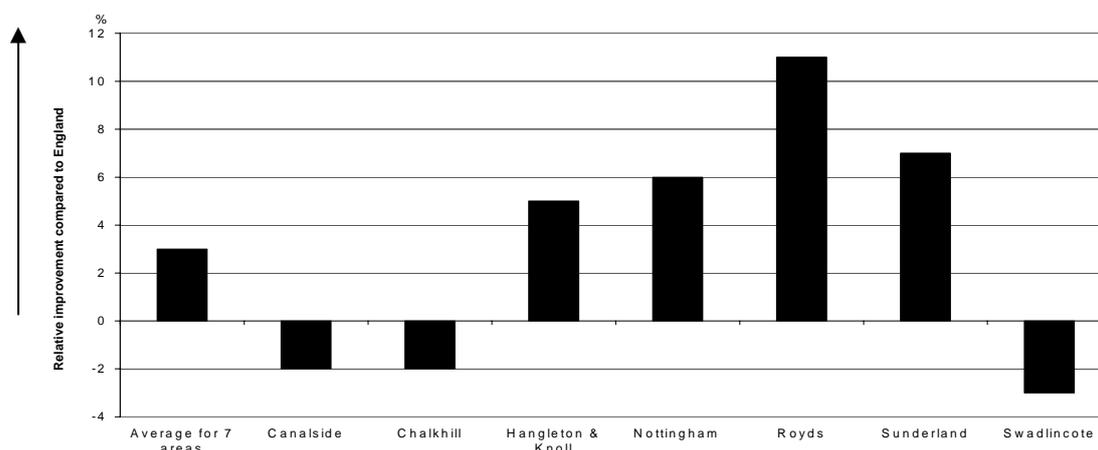
Sources: MORI and **British Crime Surveys 1996, 2000 and 2001

15.4.9 Overall there was a 5% increase in residents considering their area to be safer than in 1996. While over all seven areas there was a 3% drop in residents witnessing five or more crimes, there was no change in those witnessing at least one. Fear of attack and poor lighting had both come down by 5% as a reason for feeling unsafe, although youths and drug dealers/users had increased by 4% and 2% respectively.

15.4.10 Perceptions of safety for the individual areas relative to the England average are illustrated in figure 15.4 below. Most notably Royds Bradford recorded the greatest improvement in feelings of safety with an 11% increase above the national change. Considering the major improvements carried out on the estate which made a big

impact on the local environment it is not surprising that residents perceptions of the area changed. In fact 12% of residents felt that the lighting improvements (part of the wider improvements programme) on the estate had contributed to a greater feeling of security overall. Hangleton and Knoll, Nottingham and Sunderland all experienced improvements in perceptions of safety much higher than the national change, but Chalkhill, Swadlincote and Canalside all experienced some deterioration.

Figure 15.4: % of residents feeling very or fairly safe when walking alone in the area at night. (Change from baseline position relative to England)



Source: MORI social survey

15.5 Bringing about changes in health

15.5.1 It has been recognised that poor health is a priority area for action in improving the general level of well-being of those who live in deprived areas and a clear link has been established between deprivation and health by the Government. The NHS Plan: 'A Plan for Investment, a Plan for Reform' (2000) set-out the foundations for a more decentralised approach to delivery as the NHS is reformed. In conjunction with this reform Health Action Zones have been set up in many disadvantaged communities to provide greater flexibility at the local level so that the specific health needs of residents in deprived areas can be met in a more customised manner. Partnership working between those involved in delivering health services and other local agencies/ stakeholders is regarded as a key factor and the Primary Care Trusts are now engaging with Local Strategic Partnerships in order to achieve this. To a lesser extent they have engaged with SRB partnerships

15.5.2 Relationships between deprivation and ill-health are complex and involve long time lags. Poor quality housing has been one of the key interfaces. Housing renovation may prevent existing younger age groups becoming ill in 20 or 30 years time. However, many other interfaces as between ill health and educational and labour market achievement are often more subtle and take many years of consistent policy action to bring about even relatively small change.

15.5.3 During the evaluation of SRB and other programmes the research team have observed a number of direct local health measures which partnerships can support which may begin to improve health outcomes, or at least the access to health services, quite quickly. The main options available to partnerships are:

- Assisting health authorities to organise and fund the preparation of a locally agreed health strategy;
- Improving the quality and availability locally of premises e.g. doctors' surgery, dentist's surgery, a health centre etc;
- Improving bus route connections between the neighbourhood and health service premises situated outside the neighbourhood;
- Improving the range of specialist services available locally;
- Mounting awareness publicity campaigns in the neighbourhood about the availability of health services and particular health problems in the neighbourhood e.g. drugs, teenage pregnancy, smoking, diet;
- Supporting health authorities in health visits to homes and schools;
- Setting up and supporting community groups concerned with particular health problems in the neighbourhood as a focus for quantifying the problems and gaining access to services e.g. stress and mental health, drug use, and particular aspects of disability.

15.5.4 Whilst it is recognised by all those involved in local regeneration that improvements in mainstream provision of basic health services can only be provided by the relevant statutory authorities, the role of partnerships is to seek to help to customise and join up endeavour. The goal is to make the full range of health services more easily accessible to residents and to influence residents' behaviour in a way that will ultimately reduce adverse health inequalities in the neighbourhood. It is hoped that actions to improve the health of those in deprived neighbourhoods should ultimately be reflected in improved health outcomes but major changes can only occur over relatively long periods of time given the lags involved. As health improves, however, it should be possible to see changes in other relevant and related outcome indicators, most notably those related to worklessness and benefit dependency.

15.6 Health initiatives

15.6.1 The health theme was not a significant focus for the seven case study areas with only 1.6% of total expenditure attributed to this theme at just over £4.5 million. There were only ten health projects assigned overall.

Table 15.8: Total expenditure for Health by the seven case study areas*(£000s)							
Theme	No projects	SRB	Other public	Private	Total	Total Exp per capita	Duration (years)
Canalside Rochdale	3	58	15	10	83	.002	5
Royds Bradford	3	216	1690	617	2523	0.2	7
Sunderland	1	799	515	0	1314	0.02	7
Swadlincote	3	384	144	132	660	0.02	6
Total	10	1457	2364	759	4580	0.03	

* No theme for Chalkhill, Hangleton & Knoll and Nottingham

Source: Department of Land Economy

15.6.2 Two of the three projects in Canalside focused on drugs. The Drugs Awareness project consisted of a series of 'training for trainers' sessions which ran for three years. The Life Education Caravan was part of a national initiative that originated in Australia. A four year project with other funding from the Rotary Club, this was a

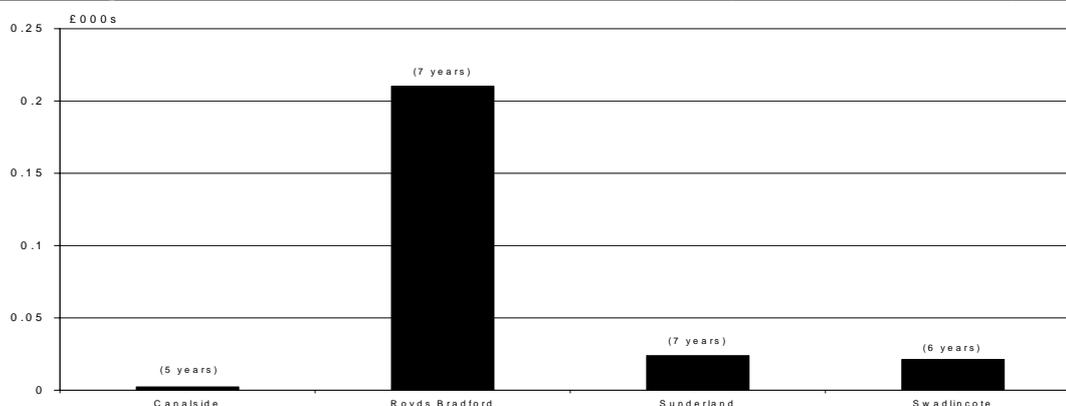
teaching facility to provide drugs training to children of 5-11 years in a school environment. The third health project targeted ethnic health problems and was set up to work with the local Asian community and healthcare providers to establish the uptake of services and preventative strategies to help tackle the high incidence of disease in the Asian community.

15.6.3 The three Swadlincote projects comprised two which were aimed at young people within the community and also had a crime prevention element. The Youth Information Shop was set up for local young people in the community as well as their parents and guardians giving them access to information relating to socio-economic problems to which young people in particular are vulnerable, this was physically extended through a subsequent project enabling a wider range of services to be on offer including sexual health, counselling rooms, needle exchange, storage etc. Overall more than 2,577 young people benefited with access to this new health facility and over 2,300 attended crime prevention initiatives. The cost of these projects amounted to over £650,000 with £380,000 from SRB. The third small project at only £3,000 of SRB funds being a capacity building initiative called Growing for Health.

15.6.4 Sunderland had one health project, the Hendon Area Project which accounted for over £1.3 million total expenditure (just under £800,00 from SRB). This project acquired and improved an underused building to provide a much needed health resource for the local community of East End and Hendon. This project ran in conjunction with the local authority Social Services department, the two NHS trusts and the Health Commission also sought to engage young people in diversionary activities and to provide a meeting place for local ethnic groups. Over 1,200 young people benefited for their own personal/social development and over 6,700 people had access to a new local health facility.

15.6.5 Finally in Royds Bradford health featured more prominently incorporating three projects which included a Healthy Living Centre which introduced a community dentist on the Buttershaw estate. Other health facilities were provided with the promotion of home safety for residents and working towards a ten-year commitment for primary health care in the Buttershaw and Woodside Centres. The Royds Drug Initiative was established to address the serious drug problem in the area through parent and peer education programmes and developed into the Ripple Project by year three which offered a range of drug related services including treatment, diversionary activities, education and employment advice.

Figure 15.5: Health spend per capita in £000s (Duration of scheme)



Source: Department of Land Economy

15.6.6 Net outputs achieved from the health projects are shown in Table 15.9. This indicates that over 8,000 people benefited from a new health facility, half of which came from Royds Bradford. Over 3,000 young people also benefited from social or personal development as a result of the health projects.

	No. jobs created	No. people trained obt quals	Young benefiting personal & soc dev	No. benefiting from comm safety	People access new cult facs	People access new health facs	Vol/comm orgs supported
Canalside Rochdale				2896	1475		
Swadlincote	2		2457			1147	
Sunderland	6	3	570		1807	3008	11
Royds Bradford						4005	
Total	8	3	3027	2896	3282	8160	11

* No theme for Chalkhill, Hangleton & Knoll and Nottingham.

Source: Department of Land Economy

15.6.7 In terms of health assessment respondents were asked whether they considered themselves to have enjoyed 'good' health, 'fairly good' health, 'not good' health or 'don't know' over the previous twelve months. Table 15.10 presents the findings expressing the changes in terms of points on a scale depending on the extent of the change. The greatest positive change (+2) being allocated to someone moving from 'not good' health in the baseline to 'good' health by the follow-up and -2 being a person moving from 'good health' to 'not good' health since the previous survey. Overall 57% did not change their assessment since the baseline. Of those that did change 18% recorded an improvement and 25% a deterioration, but most of these changes were by only one point in the scale. The overall average change (mean) is -0.10 reflecting a slight deterioration in health which is reflected in the findings above.

Point changes in scale of satisfaction	All 7 SRB areas 96-99/01
+2 (points on the scale)	2
+1 (point on the scale)	16
No change	57
-1	21
-2	4
Mean	-0.10
Variance	0.78

Source: MORI

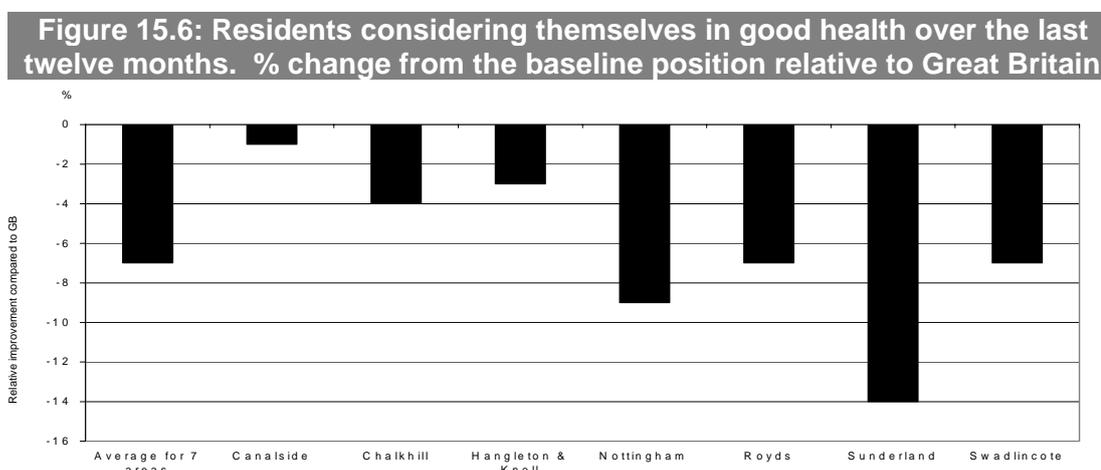
15.6.8 The social survey included some questions health status and how this had changed in the last few years but results from this are rather disappointing (see Table 15.11). The overall result for the seven showed a reduction in those considering themselves to be in good health (fall of 3%) and an increase in people in bad health (up by 2%). These findings go against the national trend as evidence from the General Household Survey for Great Britain showed an increase of 4% of people reporting their health as 'good' between 1996-2001, although there was a 2% increase in those considering themselves to be in 'bad' health. When asked whether they felt their health had improved or got worse over the preceding three years the was an 8% increase in residents recording worsening health.

Table 15.11: Health status over the last twelve months							
	Total 7 SRB areas				Great Britain ¹⁰		
	1996		Change 96-99		1996	96-9**	96-1***
Health status (self assessment):							
Good	46	(45)	-3	(-6)	55	+4	+4
Not good	23	(23)	+2	(+4)	12	+2	+1
Health improved in previous three years:							
Better	9	(8)	-1	(0)	-	-	-
Worse	26	(26)	+8	(+12)	-	-	-

* Baseline respondents were asked about improvements in the previous 3 years. **1996-1998 change. ***1996-2000 change. (Panel results in brackets, statistically significant results in bold).

Source: MORI.

15.6.9 Figure 15.6 illustrates this position quite starkly showing the falls in good health assessments for all areas relative to the nation.



Source: MORI social survey

15.6.10 In view of the fact that the SRB case studies evaluated did not apportion much of total expenditure on health specific projects it is not surprising that the social survey results do not point to any clear impacts on health.

15.7 Factors associated with favourable outcomes in relation to community development, crime and safety and health

Community Development

15.7.1 Outcomes from the case studies showed that there was a significant increase overall in the number of residents who felt closely involved with their local community. While evidence from our research has indicated that it takes time to develop strong community structures some elements of good practice can be gleaned from the findings of the SRB evaluation work which point to a number of factors:

- **Early engagement:** An early and active engagement of the local community at the planning stage of the regeneration process, through public meetings,

¹⁰ From General Household Surveys 1996, 1998, 2000

- consultations, focus groups and social surveys, has helped build more robust regeneration delivery and sustainable development as evidenced in Royds Bradford;
- **Continual engagement:** Ongoing inclusion of the community through newsletters, updates, roadshows etc are successful mechanisms to maintain community development. The Community Planning Weekend in Canalside Rochdale provided a platform for local people to become involved directly in future community participation;
 - **Links with existing community organisations:** Projects linked with existing community-based structures/organisations/groups that meet a locally identified need, are more likely to successfully engage the community. This was the experience in Hangleton Knoll with the development of two existing community centres extending their facilities to meet local demand;
 - **Training local people and organisations:** Managing, monitoring and evaluating a project may require a number of skills that local individuals or groups do not possess. Provision of specific training to meet these needs is an effective method of addressing this problem. In Royds the Community Education Programme was set up to help recruit and train volunteers in the area;
 - **Outreach work:** Further development of the community can be achieved with outreach work to facilitate the future sustainability of a project. In Nottingham a Partnership Development Worker was appointed to support partnership working on the Bestwood and Broxtowe estates;
 - **Community Chests:** These have been employed by most of the case study areas and have served as a useful tool in financing small projects that are important to local individuals and groups. A key to successful community chest projects is an inbuilt design to accommodate a forward strategy, which was practised in Hangleton and Knoll;
 - **Sustainable projects that empower the community:** Sustainable projects that provide a new or enhanced facility, or increased information and advice are crucial in terms of future community development. The Sharpe's Resource Centre in Swadlincote provides a free venue for local people to explore the cultural heritage of the area and is set to become self-sustaining after financial support from the local authority in the first ten years of its life.

Crime and Safety

15.7.2 It is an extremely encouraging result that the SRB areas overall showed an increase in the number of people feeling very or fairly safe walking alone at night in their local areas. There was also an improvement in the number of residents in the SRB areas that felt safe walking after dark. Both these outcome reflected a sharp turn round in relation to national trends.

15.7.3 During the research a number of factors emerged as being associated with positive outcome improvements in relation to crime and safety. There is now a very significant evidence base available as a result of a considerable body of research commissioned by the Home Office and ODPM. The NRU has committed substantial resources to dissemination of what works and why and have also introduced initiatives like Street Wardens. There are also programmes like the New Deal for Communities that has a heavy crime theme focus in its work. Against this backdrop, we conclude with a few observations as to the sort of actions regeneration partnerships might wish to consider in devising their Crime and Safety strategies. The following points stand out;

- If holistic regeneration is to be achieved in an area it is essential to tackle crime and safety issues, including those relating to fear of crime. Time and time again survey evidence from areas across the SRB partnerships and elsewhere point to this as being one of the most significant sources of concern for residents and businesses alike and is thus a factor that not only detracts from quality of life in the present but also deters people from moving into the area to live and businesses investing. The effects of relatively high levels of crime and more particularly fear of crime are pervasive in their impacts. The effect of drug abuse and crimes of violence (i.e. muggings) are particularly dramatic and significantly delay regeneration.
- Formulating a strategic response is thus essential. There are good examples of thematic SRB schemes that have helped to develop local area based responses that have subsequently enabled national policy initiatives relating to crime and disorder to be rolled out in the local area to good effect. Because crime is so readily displaced between and within neighbourhoods a joined-up approach between those tackling it is essential. Much good work in this respect is taking place across England, but there are still differences in response that detract from success.
- The starting point for any coherent strategy has to be the establishment of a sound baseline position that describes the nature of the problem by type and geography. There are two main ways in which the incidence of crime can be measured. These are statistics from the Police (usually recorded at Police Division Level and for Beat Areas) and the use of residential household and business surveys. Different data sources can often show different results in relation to the incidence of crime and care needs to be taken in assembling and understanding the evidence. Time series data is of particular value and statistics from the specific area of interest need to be compared and contrasted with those for surrounding areas and the nation taken as a whole through time. This statistical evidence underpins the formulation of a robust strategy for the area.
- A Crime Reduction Strategy for an area needs to build upon a good understanding of what is known about the cause of crime and how it can be tackled. The evidence relating to the determinants of criminal behaviour, categories of offenders and what factors influence the geography of incidence is now considerable. There is also evidence on how specific initiatives might assist in improving things, although in some cases the precise links between cause and effects may be less than fully understood and a robust theory of change model elusive. The Crime Reduction Strategy has to prioritise key actions in the analysis of the problem and the resources available. The actions that result can obviously be extremely diverse ranging from activity to reduce criminal behaviour at source through home visits, education and the like or through measures that focus more directly on situational crime prevention (actions to reduce burglary and the like and these may be prioritised according to the specific category of offender (young people etc). As stated earlier, it also has to integrate actions into the wider provision of services taking place in the wider area (District/county/region).
- It is important to monitor and record progress in tackling crime and thus put in place specific systems to do this. The costs of undertaking specific types of initiative have also to be considered and some benchmarking data now exists with which to do this and thus enable regeneration partnerships to assess how cost effective their activities are. Thus, by way of an example, the full cost of an extra policeman per year for an area is £60,000 and home security can cost £900 per dwelling.

- 15.7.4 The projects undertaken by the case studies were largely preventative, some examples of good practice to emerge are:
- **Youth projects:** These include initiatives designed to provide diversionary activities for young people and included the youth music project in Hangleton Knoll and the Waithlands Youth project in Canalside. Other examples include outreach work such as the Bestwood Youth Action project in Nottingham;
 - **Housing security:** A key factor in preventing crime is the improvement of security in dwellings to prevent burglary, particularly for the most vulnerable in society. The Broxtowe housing security project in Nottingham was set up to secure properties and the Community Safety Project in Swadlincote targeted help towards the elderly and young in the local area;
 - **Interlinked projects:** The 'Designing out Crime' initiative in Royds, which was an integral element of the main housing programme, included property security and addressed the issue of defensible space linked to closing alleyways and other measures that sought to reduce crime in the area. These measures, which were innovative at the time have subsequently been taken on board by the Home Office as part of its crime prevention strategy;
 - **Security measures for local businesses:** Some projects were geared towards the specific crime issues faced by local businesses. In Canalside the Business Forum and Secure by Improvement projects gave local businesses support;
 - **CCTV surveillance:** Investment in cameras for an area 'hot spot' can help to reduce crime in areas where people are at risk. In Nottingham the Hyson Green CCTV centred on the local shopping centre to help cut down crime.

Health

- 15.7.5 Health initiatives did not feature in the case study SRB areas to the same extent as the other outcome areas. Disappointingly, the outcome analysis undertaken in the case study areas reveals that overall there has been a reduction in the residents of these areas who consider themselves to be in good health and an increase in those identifying being in bad health. The gap between the nation and the study areas in these respects has widened.
- 15.7.6 The health theme has been one where engagement by the respective mainstream players in specific local area based initiatives *per se* has been a lot less developed than other themes like housing and education. This position was changing somewhat throughout the 1990s and there was something of a step change with the increase in representation by Primary Care Trusts on partnership boards. Although health has not figured to the same extent as other outcome areas it is helpful to conclude this section with some observations about this theme.
- 15.7.7 The following points stand out:
- A **comprehensive understanding** of the state of health of the residents of the target area is essential. Thus, an appropriate baseline position is required. This is a prerequisite of a locally agreed health strategy;
 - The **strong interfaces** between health outcomes and other theme areas have to be recognised from the outset. The more obvious links between housing conditions and health have been extensively rehearsed but in other cases the position is a lot weaker;

- **Raising awareness:** A key element of all health schemes has to be the promotion of awareness. Projects in Royds and Canalside successfully focused on drugs awareness;
- **Accessibility to health services:** Take-up of existing health services has strong interfaces with accessibility, particularly that related to transport. To obviate the problem the creation of the Healthy Living Centre on the Buttershaw estate in Royds Bradford and the Hendon Area project in Sunderland both provided people with local access to a wide range of health related services;
- **Health promotion for the young:** Greater information targeted at young people alongside health support services is vital in the battle against drug related problems, unwanted pregnancies etc. The Youth Information Shop in Swadlincote provides a comprehensive support service in an informal setting that has proved to be extremely popular with local young people.

16. Turning Areas Around: Migration

The movement of people into and out of the case study areas impacts on the outcome changes that take place in the case study areas over time. It is thus important to know how the characteristics of the movers compare to those of residents who remain in the area throughout. It is also helpful to know why people move and the relative balance of work, area based and personal reasons.

16.1 Movement in and out of SRB areas

- 16.1.1 The interpretation of changes in key outcomes is complicated by the fact that people **moving out** of an area may have social and economic behaviour, attitudes and characteristics which differ from those for the people who have remained living in the area and from those **moving into** the area. If, for example, outward movers were biased towards those with jobs and larger incomes whilst inward movers were biased towards unemployment and poverty then overall outcome change will be adversely affected by movement, even where the regeneration scheme had achieved positive outcomes. We have already discussed in Chapter fourteen a further mechanism by which SRB impacts on the residents of the target area might be diluted namely **leakage effects** whereby outputs generated by SRB supported projects are taken by those who commute into the target area.
- 16.1.2 Over a long period of ten years population turnover in the most deprived areas can reach more than 50% of the total population. The SRB case studies were not amongst the most deprived neighbourhoods in England and only a three/five year change (1996-1999/2001) was examined – so that in this case any “disguising” effect of biased movement flows is likely to be limited. Of the full cross sectional sample, 77% of households had lived in their areas for six years or more including about 67% who had lived there for over ten years. For the seven SRB areas taken together only 11% of the households had lived there for three years or less – and if anything the propensity to move had slowed down between 1996 and 1999/2001. In 1996 22% of respondents said that they were likely to move in the next two years and by the time of the follow up surveys this had fallen to 18%. However, for panel respondents the respective figures were 10% (1996) and 14% (1999/2001). In movers are more likely to think they will move out in the next two years than panel respondents (31% compared with 14%).
- 16.1.3 Because insufficient outward movers could be traced to their new address in different area destinations in order to be interviewed, the study team identified the characteristics of those who had moved out after taking part in the baseline survey in 1996 (see Table 16.1). Difficulties caused by decanting in Chalkhill meant that this area had to be left out of the analysis. Outward and inward mover characteristics were then compared with the characteristics of the panel members in 1996.
- 16.1.4 Over all seven areas outward movers were significantly younger than the panel with 62% falling in the 18-44 age group overall compared with 38% for the panel, they were also more likely to be lone parent families or one person households (particularly true in the phase two survey where 32% were in this category compared with only 21% for the panel). Outward movers were also more likely than the ‘panel households’ to live in rented accommodation (63% compared with 39%) this was particularly true for those in the phase two survey at 69%. A greater proportion of outward movers were unemployed compared with the panel although 5% more were

in employment compared with the panel in 1996. Those moving out also tended to be on slightly lower incomes this was particularly the case in phase one of the survey where 34% of out movers earned under £100 per week compared with 23% of the panel. Out movers also had higher levels of benefit dependency and had been less closely involved in community activity.

Table 16.1: Key characteristics of outward movers and inward movers compared with the panel sample (%)			
	Panel sample 1996	Outmovers* 1996-9/01	Inmovers* 1999/2001
1 person households	22	27	22
5+ person households	10	13	10
Lone parent family (with dependent children)	9	13	16
Age 65+ (Head of Household)	26	15	8
White	93	93	89
Age (Head of Household):			
18-34	18	36	52
35-44	20	26	24
45-64	36	22	15
65+	26	15	12
Owner occupied housing	61	37	38
Rented housing:			
Local Authority	80	86	42
Housing Association	11	7	20
Private	8	7	38
Employed (full and part-time)	42	47	51
Unemployed	7	13	8
Economically inactive	20	25	29
Retired	29	14	10
No qualifications	54	48	34
Income support recipients	21	30	24
90% benefit income	31	47	30
Income below £100 per wk (respondent/partner/ spouse)	31	35	28
Satisfaction with accommodation	87	81	82
Satisfaction with area	74	69	70
Area very/fairly safe	41	37	48
Feel closely involved with community	32	25	21

*Exclude Chalkhill.

Source: MORI

16.1.5 Inward moving households were also more likely to be lone parent families with dependent children (16%) compared with the panel (9%) and to be non-retired households (75% being 44 or under compared with 38% of the panel). 62% of inward movers live in rented accommodation compared with 39% of the panel. Overall in movers were younger than stayers and much less likely to be retired at only 10% compared with 29% of the panel and of the non-retired households 51% were in full or part time employment compared with 41% of the panel. In moving households were more likely to claim income support.

16.1.6 A comparison of the characteristics of outward movers with those of inward movers shows few differences of statistical significance. There are more one person and large person households amongst the out movers with more lone parents within the in movers. Out movers are also more likely to be aged 65 or over and have left local authority rented accommodation. The biggest differences are concerned with

qualifications where out movers are much more likely to have no qualifications (48%) compared with 34% of those moving in, also 47% of out movers are on 90% benefit income compared with only 30% of in movers. Perceptions of safety also show a contrast with only 37% of out movers feeling very/fairly safe compared with 48% of those moving in.

16.1.7 The larger differences are between the panel sample and both flows of movement, in and out. The movement flows are concentrated in the younger age groups, those in rented accommodation, the economically inactive and lone parents. Thus, the composition of the area is undergoing something of a churning process that may change the underlying characteristics of the place quite significantly from its historic position. This clearly has a whole range of implications for the shape and form that regeneration policy perhaps should take, as well as influencing heavily the degree to which the impact of existing policy measures can be detected.

16.2 Out-mover profile

16.2.1 In order to gain some idea of how the attitudes of those who were moving-out of the SRB areas compared with those who tended to remain an exercise was undertaken that compared the attitudes of the outmovers from three case study areas over the period 1996-1999 with those of their panel counterparts. The results of this are shown in Table 16.2. Interestingly, the out-movers were not particularly dissatisfied with the key aspects of the area, compared with those who have remained. As might be expected they were somewhat less integrated with other people in the area that they had left as indicated by help and support from friends. They tended to be slightly less involved in the community. The analysis did give some indications of why this may be; they were much more likely to say they wanted to move out of their *current home*, but they were no more likely to say they want to move out of *area*. Their motivations for wanting to move were more likely to be property and employment related.

Table 16.2: Attitudes of out-movers		
	Panel sample 1996 (399)	Out-movers 1996-9/01 (50)
<i>Base:</i>		
	%	%
Satisfied with accommodation	88	82
Satisfied with area	74	72
Area safe when out at night alone	38	38
If alone could rely on friends/relatives in the area to help – agree	88	78
Could count on friends/relative in the area to keep an eye on home, if home was empty – agree	91	78
Could turn to friends/relatives in the area for advice or support	82	70
Feel closely involved in the community	29	22
Done voluntary work in the last 12 months	21	23
Likely to move in next 2 years	12	32
Want to move out of current accommodation	23	46
▪ out of area	75	65
▪ Within area	18	35
Reasons for wanting to move:	(93)	(23)
▪ Property related	40	57
▪ Area related	50	48
▪ Personal reasons	19	17
▪ Work reasons	1	13

Source: MORI

16.3 In-movers

16.3.1 In movers also provide a very useful insight into change in the SRB areas. The tables below show comparisons of those who have moved into the area in the last three years with the panel sample responses from the follow-up survey in 1999.

Table 16.3: Attitudes on in movers		
	Panel sample 1999	In movers 1999/01
Base:	(399)	(134)
	%	%
Satisfied with accommodation	90	82
Satisfied with area	71	75
Area safe when out at night alone	42	49
If alone could rely on friends/relatives in the area to help – agree	86	81
Could count on friends/relative in the area to keep an eye on home, if home was empty – agree	93	80
Could turn to friends/relatives in the area for advice or support	85	74
Feel closely involved in the community	30	22
Done voluntary work in the last 12 months	18	10
Likely to move in next 2 years	NA	NA
Want to move out of current accommodation	32	34
▪ out of area	61	67
▪ Within area	31	24
Reasons for wanting to move:		
▪ Property related	52	29
▪ Area related	44	62
▪ Personal reasons	5	9
▪ Work reasons	1	7

Source: MORI

16.4 Movement in and out of SRB areas

16.4.1 It is clear from the results presented in this chapter that the interpretation of outcome change is complicated by movement into and out of the area. The movers have characteristics that are different in many respects from those staying or from those moving into the area. These differences can serve to disguise the impacts of regeneration programmes. If outward movers were biased towards those with jobs and larger incomes whilst inward movers were biased towards unemployment and poverty then overall movement will adversely affect outcome change, even where the regeneration scheme had achieved positive outcomes.

16.4.2 As the SRB case study areas were not amongst the most deprived neighbourhoods in England and only a three/five year change was examined any “disguising” effect of biased movement flows was likely to be limited. A comparison of the characteristics of outward movers with those of inward movers shows few differences of statistical significance. The larger differences are between the panel sample and both flows of movement. Compared with the panel, both in-movers and out movers are more concentrated in the younger age groups, those in rented accommodation, the economically inactive and lone parents. Table 16.4 presents perhaps one of the most significant findings that emerged from the analysis of movement in our case study areas. That is, very few of those who moved in either direction did so for reason of work. Personal reasons relating to family were a particularly important factor.

Table 16.4: Reasons for moving into the SRB area (%) – Base all respondents who had moved to the area within the last five years		
	1996	1999/2001
Property-related	25	20
Area related:	10	24
Personal reasons:	29	39
Work reasons	10	11
Financial reasons:	6	10

Source: MORI

17. Main Findings

This Chapter brings together the main findings of the evaluation.

17.1 The characteristics of the Budget

17.1.1 During the first six rounds of SRB a total of 1028 schemes secured SRB funding. Overall SRB funding accounted for almost 22% of total expenditure on SRB schemes. The other 78% came from local authorities, Learning and Skills Councils, the voluntary and private sectors and European funding streams. For every £1 of SRB there was £4 of other funding. This was an impressive leverage ratio overall. Thus approximately £5.7 billion of SRB has been associated with a total regeneration spend of £26 billion. Regional levels of total expenditure fall generally in line with the proportion of SRB allocated where London and the North West alone account for just over half of total expenditure and 45% of SRB spend. The lowest SRB and total expenditures have been in the East of England and South West regions (at around 2-3% of the total).

17.1.2 Some 42% of schemes received between £1.01m-£5m of SRB each and a further 18% fell in the smallest category of receiving up to £0.5m each. Another 5% of schemes received SRB funding in excess of £20m. This has followed a similar pattern across most of the rounds with the exception of round four where nearly 60% of SRB funds were between £1.01m-£5m with only 1% of the programme receiving over £10m. A third of schemes overall have involved over £20m total expenditure with around one-fifth in the £1.01-£5m size range and 14% under £1m. There are some variations between the rounds with only 14% in the £1.01-£5m range in round two compared with 30% in round four.

17.1.3 Most partnership schemes sought to regenerate a relatively small local area, consisting of a number of wards, and these accounted for almost a half of all the schemes. A further 20% overall concentrated on an entire local authority district. Over two-thirds of all schemes were set to run for five years or more with a third designed for seven years duration. The most common lead partner was the local authority accounting for 53% of all schemes. This remained the dominant type of lead partner although by round six this had fallen to only 40% with an increase in joint partners and voluntary sector involvement.

17.1.4 The research methodology comprised the following key elements:

- An extensive desk-based study of all successful partnership bids in all six rounds of the SRB Challenge Fund;
- An analysis of unsuccessful partnership bids selected from the bids for the first two rounds;
- The selection of 20 case study partnerships¹¹ 12 of which received funding from the first round of SRB and the remaining 8 funded from round two. The 20 case

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Northumbria Community Safety
West Midlands Industrial Club
Limes Farm
West Cornwall Initiative
Brent & Harrow
Hangleton Knoll (social survey)
Chalkhill Estate (social survey)

Bristol 2020
Merseyside Learning Partnership
Swadlincote Woodlands (social survey)
Sth Leytonstone Community Partnership
Regenerating Central Brighton
City of Sunderland (social survey)
Hull CityVision

- studies were selected to feature a range of characteristics that would reflect other SRB schemes;
- The construction of an extensive baseline in certain of the case study sample areas and certain other areas used as controls. The research approach was to update the baseline indicators at specific times in the future when the SRB partnership regeneration scheme had been operating in the area concerned for some time. The baseline was calibrated by:
 - drawing upon information from a range of published and unpublished sources. This included Census of Population information and material held by the case study partnership;
 - an extensive survey of households in seven of the case study areas (as indicated in footnote 1). These surveys concentrated heavily on social factors on which data from other published and unpublished sources is relatively scarce at the level of geographical resolution required.
 - An extensive range of interviews with the key players involved, including the Government Offices, the RDAs, local and central government, the voluntary and community sectors.

17.2 SRB in the context of the changing policy response

17.2.1 Area-Based Initiatives (ABIs) were deployed more extensively in Britain's inner cities from the early 1980s onwards. The former Department of the Environment (DOE), now Department for Communities and Local Government (DCLG)¹², has historically been the main department responsible for the development of initiatives to tackle the problems facing such areas in England, although virtually all mainstream departments have had some sort of policy that has focused on a specific aspect of the problem. The Department of the Environment programmes were largely orientated to land and property led physical and economic regeneration. Examples were the Urban Development Corporations (UDCs) and Enterprise Zones. The objective was to tackle what were deemed to be market failures in land and property markets and there is a substantial body of evidence pointing to considerable success in this respect¹³.

17.2.2 In the face of evidence that local area regeneration problems were, if anything, intensifying, there was a step change in the policy response from Government in the early 1990s. Again, the Department of the Environment took the lead with the launch of City Challenge. This approach to regeneration represented something of a change from that which had gone before because it was a departure from the rather reactive, project driven approach of the previous decade. The central objective was to

Lancashire Manufacturing Partnership
Canalside Rochdale (social survey)
Regenerating Wolverhampton

Nottingham Capturing the Dynamics (social survey)
Woolwich Development Agency
Royds Bradford (social survey)

¹² Previously the Office of the Deputy Prime Minister (ODPM), Department of the Environment, Transport and the Regions (DETR) and Department of Transport Local Government and the Regions (DTLR).

¹³ DETR (1998) *Regenerating London Docklands*. London: DETR.

DETR (1998) *Urban Development Corporations: Performance and Good Practice*. London: DETR.

DETR, 1998, *The Impact of Urban Development Corporations in Leeds, Bristol and Central Manchester*. London: DETR.

Tyler P (1993) "Enterprise Zones: the British experience". *International Economic Insights*, Vol. 4, (3)

Department of the Environment (1995) *Final evaluation of Enterprise Zones*, by PA Cambrigde Economic Consultants in association with Richard Ellis and Gillespies, London: HMSO

encourage sustainable improvements in deprived areas by encouraging local authorities to produce plans to regenerate their run-down areas and to submit bids to the Department of Environment for the funds to do this. Successful bidders were required to implement plans through a partnership-based approach that involved the local authority, private and voluntary sectors and the local community. On this basis, eleven Pacemaker Partnerships were launched in 1992 and a further twenty round two partnerships designated in 1993. The regeneration plans represented the first real attempts at seeking to bring about holistic regeneration in the local areas concerned since they embraced measures to address economic, physical and social issues in such areas. In many ways the City Challenge initiative, with its focus on encouraging the implementation of multi-faced regeneration schemes developed by local players and selected according to a competitive bidding system of sorts, represented the foundation for the implementation of the Single Regeneration Budget in 1994.

- 17.2.3 Since 1997 there have been further changes to the shape and form of local area regeneration policy and it is important to describe the most significant policy changes that have occurred as a backdrop to the evaluation of the Single Regeneration Budget. Significant changes have occurred to both ODPM and other Government department policies.

17.3 Has SRB targeted Need?

- 17.3.1 The evidence is clear. Over six rounds SRB has in practice been responsive to local need. Around a third of all SRB expenditure was targeted towards the top 20 most deprived local authority districts (around 15% of the population). The top 56 districts (including the top 20) had almost two thirds of all SRB expenditure. The top 99 most deprived districts received 80% of SRB funding and it is safe to assume that these funds were applied to pockets of deprivation in otherwise non-deprived districts. The geographic flexibility of the SRB approach is to be compared with previous initiatives. Urban Development Corporations (UDCs) targeted in only sixteen or so District Areas, Enterprise Zones (EZs) in which 40 Districts were direct beneficiaries, City Challenge with less than 30 Districts and Urban Programme in which 57 Districts were assisted. All of these had fixed boundaries, so that only a small minority of Districts, irrespective of relative need, received nothing. SRB has been a flexible responsive approach to tackling local area regeneration across the whole of England, whilst in broad terms, not compounding the targeting of resources in line with overall need. It has meant that in some cases regeneration players have been able to secure funding for areas that were beginning to show the first signs of distress and thus act before the problem became too entrenched.

17.4 Partnership working

- 17.4.1 A central feature of the SRB approach to regeneration has been the emphasis on partnership working whereby interested parties come together at the local level to produce a regeneration scheme. The objective has been to tackle multiple deprivation in targeted areas of need and thus to work across traditional mainstream delivery programmes. It was a feature from the outset that the number and range of partners represented in the partnership could vary considerably and that the lead partner could be from the public, private, community or voluntary sector.
- 17.4.2 The evidence points to substantial benefits to the process of regeneration as a result of the SRB partnership model. Partnership working under SRB has bedded in well

and most players have understood what was required to achieve good partnership working, even if experience varied significantly in relation to actual attainment. The following mechanisms stood out as being of importance under the partnership model relative to single agency delivery;

- 17.4.3 Whilst partnership-based delivery vehicles carry with them substantial advantages over single agency-based approaches in delivering regeneration the effectiveness of the partnership can vary substantially. There is no one-size-fits all ground-rule and relative good or bad practice is not associated with any specific structural characteristic like lead partner, objective or size. Rather, it is more to do with how it organises and manages itself and its ability to produce a strategy that enhances the core competences of the area and its residents. It takes time to establish and build partnerships. There are the nuts and bolts issues of obtaining a physical base, recruiting staff and establishing governance structures, as well as monitoring and financial systems - all in themselves sources of significant problems for new and developing partnerships. However, there are also matters relating to trust, confidence and the establishment of goodwill that are also not easy to establish and take considerable time. These 'set-up' costs may be very significant indeed.
- 17.4.4 The benefits from partnership working under SRB were examined at different points in time to help understand not only the type of benefits that might arise from partnership working but also how partners perceive them to have changed over the lifetime of the partnership and thus the general life-cycle of partnership behaviour. At the time of the interim evaluation, broadly two to three years into the lifetime of the regeneration schemes, partners were asked to identify whether they believed regeneration benefits were higher than if regeneration had been delivered through a non-partnership-based approach. The objective was to establish a 'baseline' perception from amongst the partners indicating the strength of partnership working and what key mechanisms were believed to be capable of adding to the regeneration product. To see how these partnership-working effects changed from this 'baseline' point to the position at the final evaluation stage was also examined.
- 17.4.5 The evidence indicated that at the baseline position, depending on the key mechanism considered, somewhere between a third and a half of the case study partnership respondents believed there were 'zero or negative' benefits from the SRB partnership-based model of delivery relative to the non-partnership approach. However, by the time of the final evaluation the position had changed quite considerably. Virtually all partnership mechanisms were felt to be contributing something to the regeneration product relative to the alternative position. It was of particular interest to note a relative improvement in the avoidance of duplication, indivisibility, scale and critical mass elements.

Factors that make for good partnership working

- 17.4.6 The best regeneration partnerships under SRB achieved good partnership working by avoiding missing-out partners if it was at all possible, or at least ensured that the partnership scheme had access to the missing partners through a link to a wider more strategic local partnership on which they were represented. They also sought to avoid having dominant partner(s) who often take control of key decisions since not only does this mitigate against good partnership working by reducing possible synergies but it usually means that there is little likelihood that the partnership will continue when specific regeneration funding comes to an end.

- 17.4.7 It is better to avoid 'arranged marriages' in partnership formation – no matter how convenient they appear to the funding agency in appeasing bidders for scarce regeneration funding. They rarely work and have little likelihood of continuity. Where possible the partnership management and administration structure should build on what already exists, if there is a proven track record, and avoid re-inventing the wheel, thus avoiding the proliferation of partnerships for their own sake. Good partnership working requires officers experienced in regeneration priorities, objectives and 'speak'. There is a shortage of suitable qualified staff virtually across the board in this respect.
- 17.4.8 It is not clear that the private sector is best placed to be the lead partner in a regeneration scheme. The private sector has a critical role to play but the best outcomes are secured when playing to the key strengths of the private sector and it often prefers not to be a lead partner. The community can be an effective lead partner but this usually requires considerable capacity building, often over many years, and in the early years there is often a need to access considerable support from professionals in local authorities and the voluntary sector.
- 17.4.9 Whoever leads a partnership it is essential that the partnership identifies its key objectives and how they may 'fit' with the wider goals of mainstream providers in the area. Successful partnerships identify emerging policy agendas at an early stage and seek to work in tandem with them. This is particularly true for thematic bids. Partnerships that require extensive geographical coverage have to ensure representation across areas and it is essential to have a strong secretariat in order to deliver this. Policies designed and drafted at one spatial level (national) need to be customised in their delivery to reflect circumstances on the ground and it is also important to recognise that the incidence of problems like crime can easily be displaced between areas. If such effects are to be minimised it is necessary to have a clear vision in place from the outset.
- 17.4.10 Successful SRB partnerships also ensured that they had effective monitoring and review procedures in place, capable of informing partners on a regular basis of progress against scheme targets. Too many partnerships had monitoring systems that were relatively good at housekeeping matters but weak at providing the information needed to make strategic decisions. Such information has to be able to encompass relevant themes (e.g. drugs, enterprise, employability) and relevant geographies as appropriate (neighbourhoods, district, region).

17.5 Implications for successor bodies

- 17.5.1 A finding from the research was that if there are strong and well founded partnerships in place, then it is desirable to assess whether these can be used to continue regeneration in the area concerned when the original source of funding finishes. In other words, if core regeneration objectives still remain to be secured, then within reason, the broad format of existing delivery vehicles may well be such that they can continue to be used. This may seem common sense but unfortunately it has become rather too common in recent years to establish new partnership structures whenever a new initiative (and usually an associated funding stream) has emerged from Central Government, the European Commission or elsewhere. The term 'death through partnership' has considerable meaning in many parts of the United Kingdom at the present time!

17.5.2 Overall, the evidence suggests that even those partnership structures that were regarded as effective delivery agents of regeneration by the end of their original SRB funding underwent significant change as they responded to new needs. As would be expected, those partnerships identified as being effective took a considerable period of time to evolve their working practices, membership and structures. Where effective partnership structures emerged these bodies then went on to attract further rounds of SRB funding. In the best cases they were successful in all further SRB rounds – in itself a measure of the confidence they inspired in the relevant supporting agents. There are thus examples from the SRB case studies of where the core competences of the regeneration partnership evolved sufficiently to meet the needs, at least in part, of later initiatives like Local Strategic Partnerships (LSPs).

17.5.3 Whilst the SRB research demonstrates the merits of building on existing partnership structures that have built a holistic approach to regeneration, perhaps over many years, we should note that partnerships work largely as a result of people on their Boards who are committed to the task in hand and are senior enough to commit the resources of their respective institutions. If the seniority of the people is reduced this will change the whole cutting edge of the partnership and its ability to achieve real change.

17.6 Partnership working and the involvement of the community and voluntary sectors

17.6.1 After a slow start in rounds one and two, SRB began to encourage more effective community participation in local area regeneration. Building robust community structures and involving local people cannot be achieved quickly, and requires a careful strategy commencing at the pre-bid stage and that is enshrined in the bid document/delivery plans that constitute the whole regeneration framework.

17.6.2 Out of 1028 approved SRB schemes in all six rounds only 31 were led by community groups and 93 by voluntary sector organisations. In any event, the evidence from the national SRB database shows that, compared with schemes led by other types of lead partner (e.g. local authority, private sector), those led by community groups and voluntary organisations tended to have below average expenditure and be of shorter duration.

17.6.3 While voluntary and community groups are key to enhancing the quality of life for local people, they are often poorly resourced, too fragmented to carry out substantive regeneration activity. Although SRB was designed to encourage community involvement in local regeneration, local people did not always possess the knowledge, skills and administrative resources to be effective partners and/or lead on regeneration. Relatively small budgets within SRB (5%-7% of SRB spend) in the early years for capacity building/management and administrative expenses left limited scope and in any event lead partners/accountable bodies tended to retain this element of the funding.

17.7 Partnership working and the role of the private sector

17.7.1 The Main Report indicates the range and extent of private sector involvement in SRB case-study areas. It shows that most schemes have secured some form of private sector involvement. There are also isolated cases of genuine private sector leadership of regeneration schemes. However, private sector participation in the regeneration process is far from automatic. Consultation amongst businesses at the

bid development stage for many of the early SRB schemes was very limited, and even when they have been persuaded to join partnership boards, active participation was not guaranteed - just as it would not be guaranteed with any other type of partner, whether public, voluntary or community.

17.7.2 The private sector is not a homogeneous group. Each firm will have different markets, different managers, a different history and, overall, will “tick” slightly differently from each other. What most firms do have in common, though, is an urge to make profits. The management of regeneration schemes does not offer such opportunities, except for a small handful of specialist regeneration firms. Participation in certain projects will offer profit-making opportunities, however, depending on the risks and rewards. These are most likely to be found in relation to land and property development and business development – though in each case, market or institutional failures may mean that considerable persuasion is necessary before the private sector engages. There is some (though limited) evidence from our case studies to demonstrate that financial involvement by the private sector in SRB is positively associated with these types of project.

17.8 The contribution of SRB to thematic issues

17.8.1 Thematic based bids have been able to make an effective and telling contribution. They have assisted the relevant parties concerned to develop a strategic approach to a common problem. By often concentrating on a more extensive geography than the neighbourhood - that is at the county or regional level - they have increased participation and, through a consistent and thought out approach, they have enabled economies of scale in scheme design and implementation to be achieved. There are examples of good thematic schemes in relation to both the urban and rural regeneration agenda and these are discussed in the Final Evaluation Part Two Chapter Seven. In the best cases thematic schemes can also improve the degree and quality of inter-agency working and provoke the development of effective sub-regional and regional partnerships.

17.8.2 Bringing about strong and lasting solutions to regeneration problems at the local level requires a commitment over many years. It is a slow process and the role for thematic led locally targeted regeneration initiatives to help with mainstream recognition and focus onto the problems concerned is significant. However, maintaining the momentum is difficult. Such schemes gradually change attitudes and perceptions so that longer-term goals can be attained. They work by making a continued, relatively small but significant, contribution that has a cumulative effect.

17.8.3 Thematic schemes as a whole are not designed to tackle multiple deprivation and are rarely specifically targeted at disadvantaged households. They tend to address specific aspects of market failure that, if corrected, increase efficiency and output. In the early years of SRB they were less concerned with distributional issues relating to disadvantaged households per se, and this can be argued to be a weakness. However, in the latter rounds of SRB more thematic schemes have focused on the needs of specific groups and how they might be integrated more into mainstream society. In these cases the schemes have brought about genuine innovative responses that assist mainstream delivery. Of course, if the mainstream programmes were operating effectively to meet the needs of all individuals in society, there would be no valid rationale for including thematic locally targeted schemes within SRB or similar programmes. However, this is a big if!

17.8.4 In terms of future practice, there would seem to be a continued need for thematic regeneration schemes particularly in identifying why the mainstream programmes are failing to address the problems and how innovative or good practice approaches may be developed and tested through pilot schemes.

17.9 Mainstream programme bending and the role of SRB

17.9.1 Area-Based Initiatives (ABIs) such as SRB have been introduced explicitly as a means of bringing together the activities of mainstream programmes (education, health, housing, crime and safety) to address geographical concentrations of deprivation and social exclusion found in local areas. Although ABIs usually bring with them an element of “top-up” funding to be spent exclusively in the deprived local area, their main stated function is to provide a co-ordination mechanism through which mainstream programmes come together to develop appropriate actions to help to solve the problems of these areas. The emphasis is on doing this in a strategic, co-ordinated and cost effective way. This process is often referred to as 'bending' mainstream activity into the deprived areas concerned.

17.9.2 A crucial part of the evaluation of SRB has thus been to assess how far its activities have been able to 'bend' the main spending programmes in the local area with respect to education, transport, housing and other local government services. It is also important to assess the bending of mainstream training programmes through the former Training and Enterprise Councils, the Employment Service, the Benefits Agency and the National Health Service. SRB regeneration schemes are unlikely to bring permanent local area regeneration solutions unless they can alleviate both failures in private sector markets and the failure of main programme services to concentrate sufficient resources on the areas of greatest need.

17.9.3 For pure mainstream programmes every £1 of SRB funding resulted in the bending of main programmes across District boundaries of a modest 4 pence but between local areas within District boundaries of another 25 pence - some 29 pence in all. If other regeneration programmes are added to mainstream programmes the figures rise to 7 pence (long distance), 32 pence (short distance) and 39 pence (total) respectively.

17.9.4 Overall, the analysis points to the conclusion that, whilst there has been success in improving mainstream delivery into deprived neighbourhoods, it has been modest and variable. For mainstream programmes the amount of mainstream 'bending' across District boundaries is of the order of 5% of the mainstream spending involved, an average sum of only £48,000 per case study per year. It enhances the direct SRB funding contribution by only 4%.

17.9.5 Local authorities have shown some ability and willingness to target spending within their areas. However, the evidence shows that the ability of other mainstream providers to focus budgets to meet the needs of deprived areas is limited reflecting the rigidity of existing mainstream funding priorities at the local level.

17.9.6 As we have argued extensively during the course of the SRB evaluation, the nature of the regeneration problem is such that there are multiple interactions that generate a genuine circulation of causes and effects. Determined policy intervention at one point in the cycle is not sufficient because its beneficial effects will be offset by adverse interaction elsewhere – a genuine comprehensive approach is required that drives relentlessly, the actions of the market and the public sector towards the

objective of regenerating the area concerned and improving the well-being of its inhabitants.

17.9.7 Such an approach will only be effective if locally based regeneration activities are combined with action by mainstream spending departments to provide the facilities and incentives for families to break-out of the cycle of multiple deprivation. If mainstream spending is to be increased then there is a need to customise the mainstream response with each provider assessing:

- What works well, rigorously exploring causality between impacts and projects and between impacts and need, understanding the links between regeneration actions and the final impacts on the desired beneficiaries;
- How cross-cutting impacts between area-based initiatives and mainstream measures can be obtained;
- How sustainable impacts can be secured with lasting outcomes for areas and individuals;
- How best to measure the impact of actions and the value that can be placed on these impacts to improve the cost-effectiveness of policy interactions;
- Recognising the opportunities that exist to co-ordinate benefit regimes and the delivering of mainstream services that seek to help individuals to improve their circumstances;
- Moves to co-ordinate benefits and job take-up provide a recent example and there are difficult interfaces in deprived areas that require customised responses.

17.9.8 However, the experience from the SRB case studies was that it proved very difficult on the ground to implement this Best Practice. There were a number of reasons for this. They include:

- **Statutory limitations relation to objectives.** Some mainstream delivery agents have clear statutory objectives which limit what they can do as partners in holistic regeneration schemes - and, in particular, the type of project to which they are able to contribute funding. This constrains their ability to develop innovative approaches to tackling the problems of deprived areas and encourages them to support only the conventional type of project which they would themselves otherwise undertake.
- **Departmental regulations, procedures and targets.** Mainstream programme expenditure and initiatives have their own set of guidance and rules, dictated centrally by the Department, which are applied strictly and evenly to delivery agents throughout England. In most cases these regulations/rules and eligibility criteria had also to be applied to any funding contribution made by the mainstream department to an SRB scheme. There was little discretion given to local delivery agencies to relax these rules in order to tackle, more flexibly, the particular problems of deprived neighbourhoods. Departments frequently have guidelines which limit the permissible cost per unit of project output, which act as an incentive to avoid the high unit cost of delivering services into deprived areas. Thus, in some of our case study areas the TECs in particular were discouraged from contributing to high cost high quality training projects which some partnerships sought to implement.

In this context, local authorities are the delivery agent for some mainstream services such as school education and social housing. As a convention they have been charged with delivering a level of service into their various neighbourhoods, which is commensurate with the relative needs of neighbourhoods. Their funding

from Central Government is partly based on indicators of relative need at the District level - but relative needs at neighbourhood level are often not systematically measured. In practice, neighbourhoods may receive equal provision of services rather than provision according to relative needs, and political pressure to maintain high levels of expenditure in more prosperous neighbourhoods is in many cases intense. Thus, when local authorities target a service to a deprived neighbourhood - such as housing in Chalkhill, Brent Council faced judicial reviews brought by residents of other neighbourhoods.

17.9.9 The SRB evaluation research also highlighted in some cases a lack of incentive and of opportunities for residents of deprived areas to move from Welfare to Work as well as poor take-up of programmes by residents of deprived neighbourhoods. Such problems have been exacerbated by poor coordination of mainstream programme spending and the more prosperous areas have managed to exert pressure to maintain their level of relative service provision.

17.10 Scheme outputs, additionality and value for money

Actual and forecast outputs

17.10.1 In recent years there has been considerable interest in estimating the impact of 'optimism' bias-that is the extent to which regeneration partners exaggerate the scale of the outputs that they are able to generate from their activities. With this in mind, an exercise was undertaken to assess the variance between forecast and attained in 20 case study partnerships. Table 17.1 presents the results and it shows that in the majority of the themes there was in fact an under-estimation of the actual outputs produced. The exception being the housing theme. Across the case study schemes examined there was similar spread around the mean of the 20 for the jobs, community safety and environmental improvements. The largest spread was under the housing theme, followed closely by economic growth and the community related theme.

Table 17.1 Mean and standard deviation of total actual gross outputs as a percentage of forecast		
Theme	Mean	Coefficient of Variation
Jobs, training education	122.5	0.27
Economic growth	130.0	0.45
Housing	81.8	0.57
Community safety	147.0	0.27
Environmental improvements	109.6	0.20
Community related	144.1	0.47

Source: Department of Land Economy

Outputs relating specifically to black and minority ethnic communities

17.10.2 One of the requirements of the SRB monitoring framework was for partnerships to record separate output figures for members of the black and minority ethnic (BME) communities within the SRB target area. This was to enable an examination of the extent to which members of such communities benefit from SRB schemes. Obviously, the importance of this assessment depended upon the degree to which the BME communities were represented in the SRB area and only those areas containing significant proportions of the population drawn from these communities were obliged to record separate figures. Thirteen of the case studies collected these figures enabling them to be assessed as a proportion of total outputs. The BME

population represented some 15% of the resident population in these areas taken together. The spread over the range of indicators was quite large, ranging from 30% of actuals achieved with regard to the number of community enterprises set up to only 3% for BME users of improved cultural facilities. There is general clustering between 9-27%. Over a quarter of all those achieving a formal qualification were from the black and ethnic minorities which was higher than had been targeted for this output.

17.11 Value for money

17.11.1 From Table 17.2 within the SRB target area for every £20,000 of net additional public expenditure 0.8 jobs had been created or safeguarded, 13.4 pupils had enhanced attainment, 4.6 young people received personal/social development and 19.1 people had benefited from community safety initiatives. In terms of the wider local economy the benefits per £20,000 of net additional public spend was 0.7 created/safeguarded jobs, 11.9 pupils, 4.1 young people and 16.9 community safety beneficiary beneficiaries. In order to understand these achievements it is helpful to make some comparison with other similar programmes such as City Challenge and London Docklands. As always with any comparison it is important to be aware that care must be exercised as any set of benefits reflect the underlying objectives of the programme which vary from one to another. With City Challenge the cost per net additional job created was around £28,000. The corresponding figure for Docklands was £56,000 with SRB emerging at £25,000.

Table 17.2 Net additional benefits in the 20 case study areas for every £20,000 of net additional public expenditure		
Net additional Benefits	Target area	Local economy
Number of jobs created/safeguarded	0.8	0.7
Number of pupils with enhanced attainment	13.4	11.9
Number of people trained with qualifications	1.6	1.4
Number accessing employment through training	0.4	0.4
Number of target disadvantaged obtaining employment	0.03	0.03
Number of young people receiving personal/social development	4.6	4.1
Number of new business start-ups	0.1	0.1
Number of businesses advised	0.6	0.5
Number of dwellings completed/improved	0.3	0.2
Hectares of land retained/improved	0.02	0.02
Number of community safety beneficiaries	19.1	16.9
Numbers using additional health, sports, cultural facilities	31.9	28.3
Number of voluntary community groups supported	0.3	0.3
Number employed in voluntary sector	0.5	0.5
Number of child-care places provided	0.09	0.1

Source: Department of Land Economy

17.11.2 By grossing up from the estimates for the 20 case study areas we can get an indication of the likely benefits generated from the wider programme. The case studies were all from the first two rounds of the programme. Consequently this section grosses up net benefits expected for the first two rounds of the programme based on additionality estimates made for the 20 case study areas. Table 17.3 below sets out the gross outputs expected for the first two rounds of SRB as estimated using data provided by ODPM derived from the Delivery Plans of all 373

schemes. Using our additionality estimates for the 20 case studies we have made an estimate of net outputs for the target and local area.

Table 17.3 Cost benefit account for first two rounds of SRB based on forecast outputs			
Net Exchequer costs £ million:		Target Area	Local economy
SRB		2236.4	2236.4
Other net public expenditure		2270.3	1877.4
		4506.7	4113.8
Programme outputs	Forecast Gross outputs lifetime	Estimated Net outputs Target area	Estimated Net outputs Local economy
No. of jobs created/safeguarded	541313	227793	186353
No. of pupils benefiting with enhanced attainment	2898849	1523059	1247025
No. people trained with qualifications	459006	256638	206966
No. accessing employment through training	451649	281513	228253
No. young people receiving personal/social dev	1038188	487452	399781
No. new business start-ups	72777	30528	24423
Area new/improved business & commercial floorspace (sqm)	698436	2971513	2430942
Hectares of land retained/improved	8140	5331	4312
No. of voluntary/community gps supported	21837	13632	1146
No. employed in voluntary sector	69782	39644	32442

Sources: ODPM Dataease database based on Delivery Plans of the 373 SRB schemes from rounds one and two.

17.11.3 Estimates of net additional public expenditure have been based on the projected total SRB and public expenditure amounting to £2.2 billion and £4.4 billion respectively. Using the additionality ratios estimated in chapter nine it was possible to calculate net additional public expenditure for the target area and local economy. In the same way this allowed us to reach estimates of net additional benefits from the first two rounds of SRB for every £20,000 of net additional public expenditure. This is set out in Table 17.4 below.

17.11.4 Estimates of net additional public expenditure have been based on the projected total SRB and public expenditure amounting to £2.2 billion and £4.4 billion respectively. Using the additionality ratios estimated in the main report (Chapter 9 Table 9.3) it was possible to calculate net additional public expenditure for the target area and local economy. In the same way this allowed us to reach estimates of net additional benefits from the first two rounds of SRB for every £20,000 of net additional public expenditure. This is set out in Table 17.4 below.

Table 17.4 Estimates of net additional benefits in the first two rounds of SRB for every £20,000 of net additional public expenditure*		
Programme outputs	Estimated Net outputs target area	Estimated Net outputs local economy
Jobs created/safeguarded	1.01	0.91
Pupils benefiting from enhanced attainment	6.76	6.06
No. people trained with qualifications	1.14	1.01
No. accessing employment through training	1.25	1.11
No. young people receiving personal/social dev	2.16	1.94
No. new business start-ups	0.14	0.12
Area of new/improved business & commercial floorspace (sqm)	13.19	11.82
Land imp/rec for open space/dev (hectares)	0.02	0.02
Vol orgs/comm gps suppd	0.06	0.05
No. employed in voluntary sector	0.18	0.16

*Due to the fact that it is not possible to satisfactorily estimate the expenditure and associated benefits for each year that the Round one and two schemes were running we have not adjusted expenditure for inflation or discounted the estimates of net additional benefits.

Source: Department of Land Economy

17.11.5 Alternatively the achievements of SRB can be considered in respect of the number of schemes. A total of 373 schemes received SRB funding from the first two rounds. Table 17.5 below sets out the net outputs achieved for every scheme. It shows that on average each scheme target area is expected to create or safeguard around 600 jobs with just 755 residents finding jobs following targeted assistance. Around 37 voluntary and community organisations are estimated to receive support with 14 hectares of land improved or reclaimed for use as open space or development.

Table 17.5: Estimated net additional outputs achieved for every SRB scheme from the first two rounds		
Programme outputs	Target Area	Local economy
Jobs created/safeguarded	611	500
Pupils benefiting from enhanced attainment	4083	3343
No. people trained with qualifications	688	555
No. accessing employment through training	755	612
No. young people receiving personal/social dev	1307	1072
No. new business start-ups	82	65
Area of new/improved business & commercial floorspace (sqm)	7967	6517
Land imp/rec for open space/dev (hectares)	14	12
Vol orgs/comm gps suppd	37	30
No. employed in voluntary sector	106	87

Source: Department of Land economy

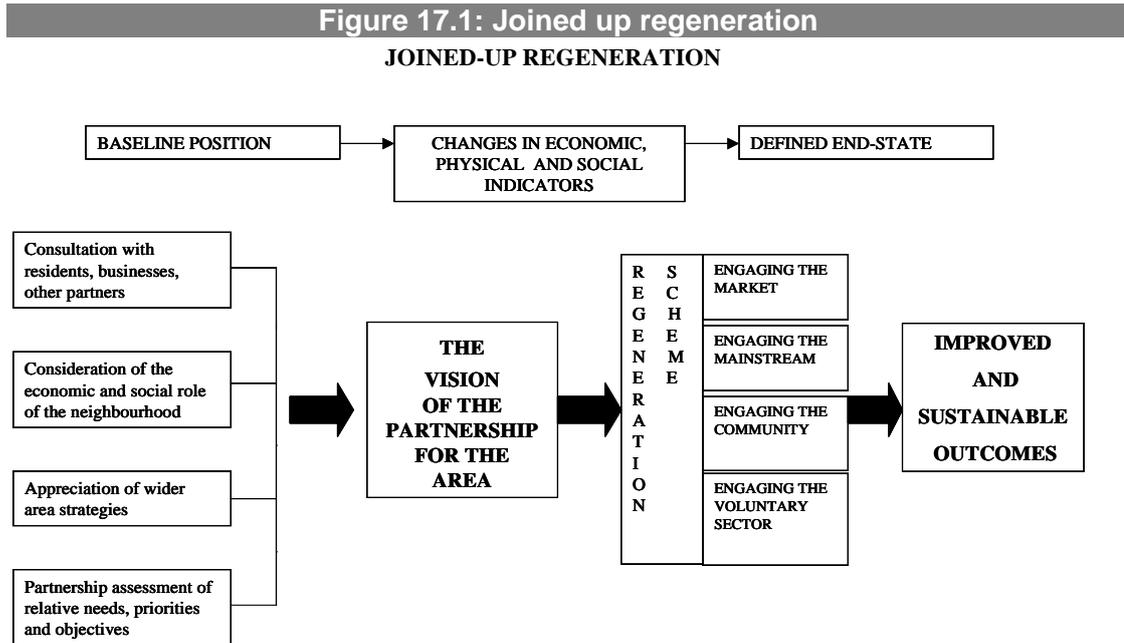
17.11.6 SRB has been a relatively cost-effective area based initiative. The preliminary evidence is that for every £20,000 of net additional public expenditure under the SRB programme there has been a large number of regeneration benefits created in the local area concerned. The research team has been able to compare the cost effectiveness of the programme to date with that of other programmes like City Challenge. Such comparisons are inevitably fraught with conceptual problems because they are based on a basket of outputs per £ of public expenditure and the set of outputs that are in the basket reflect the underlying objectives of the programmes that clearly vary one to another.

17.12 Joined up regeneration

17.12.1 During the course of the evaluation of the Single Regeneration Budget the research team were able to build-up a good understanding of the factors that led to sound regeneration and how the SRB approach helped to produce this. There were a number of elements to this. Thus, a good partnership usually produced good regeneration outcomes because the partnership engaged its members in ways that were conducive to producing well thought out and executed actions.

17.12.2 Other elements, however, related to the ability on the part of the partnership and its members to identify projects and schemes that worked well to overcome the barriers to regeneration in the area concerned and thus produce sustainable outcomes. In some cases these barriers were considerable and required well thought-out solutions to overcome them. It is a fact of life that at any point in time some areas in the United Kingdom will be undergoing relative decline, perhaps due to a number of factors that may include the closure of a large employer. However, many such areas will eventually regenerate again because they will attract new investment and support that will revive their fortunes. In many areas this regeneration is a relatively painless process because the area has sufficient opportunity relative to its needs to bring about positive change. However, in other areas, for reasons that are discussed extensively in earlier in Part Three of this Report, the process of readjustment becomes stalled and it may require substantial policy intervention to be applied for a considerable period of time if an area is to revive.

Figure 17.1: Joined up regeneration



17.12.3 In describing the projects and actions concerned in the Report it has been helpful to consider the overall process that characterise the most successful holistic regeneration partnership schemes that were considered in the SRB case studies as in Figure 17.1. Before the partnership can define its Vision for the area and its residents it is essential that a proper baseline analysis be conducted that involves consultations between all of the relevant parties. The baseline should consider the nature of the economic, physical and social problems that the area faces, relative needs, priorities and objectives and what are the assets or competences of a wide variety that the regeneration partnership has to work with. It is crucial that the partnership considers how the target regeneration area sits within its wider environment and the opportunities for positive linkage.

17.12.4 The strategy of the partnership should identify how its work and thus activities over the period concerned will engage with all the principal stakeholders to produce improved and sustainable outcomes and this requires a clear understanding of how to initiate change.

17.12.5 During the course of our SRB work we found that the following interfaces are of particular importance:

- Combining physical regeneration (e.g. developing sites, refurbishing buildings) with people related regeneration (e.g. providing skills training, community facilities);
- Forging transport improvements and other links between deprived neighbourhoods and other parts of the often urban area where employment opportunities are available;
- Providing premises and support services for onsite training of residents most disadvantaged in the labour market;
- Providing premises and support services to encourage local small businesses and self-employment;
- Strengthening the capacity of the community to manage the physical neighbourhood effectively; and
- Bringing about changes in housing tenure and, in particular, securing the underlying conditions for suitable profitable private sector house building.

17.12.6 Land and property market interventions remain central to the regeneration challenge, particularly in the older urban areas. The key findings from the SRB research are that land and property-based initiatives are particularly relevant because they enhance quality of life, external image and visual appearance of an urban neighbourhood.

17.12.7 It is essential that regeneration initiatives think through how physical, social and economic initiatives can come together to deliver the best outcomes and this can only be achieved through a well articulated strategy from the outset.

17.12.8 To secure good regeneration schemes the key issues are:

- Pay attention to the opportunity for interactions between themes;
- Identify the appropriate service areas (i.e. employment, health, crime, education, housing, environment, leisure, community development, transport and shopping) that the scheme is playing to and ensure that resources are deployed appropriately. Better to concentrate and do well in specific areas but identify how the scheme fits into a bigger, wider, more holistic strategy for the area concerned. Local Strategic Partnerships should help with this. Thematic schemes need to identify clearly how they are addressing the problems associated with the key area concerned;
- To identify how the impact of changes to the physical nature of the area (i.e. land, property, buildings etc) relate to the desired effects on people and how all the effects sum to tackle the original problems. A common problem is to presume that changes to housing and the physical environment of an area will be sufficient to solve the social exclusion problems of the local inhabitants. Alas, it is rarely so;
- The need to consider how the projects identified can be co-ordinated to maximise the scheme for synergy in the attainment of scheme objectives. It is often the case that individual components of the regeneration scheme operate in something approaching splendid isolation to the detriment of overall goals and objectives. At the end of the day the objectives should be specified in terms of desired outcomes;
- The advantages of understanding how the needs of the residents in the regeneration areas can be met by facilitating greater interaction with adjacent areas. One of the most obvious examples of this relates to the labour market. An appreciation of how residents in deprived areas can interact in the wider labour market is essential if problems of worklessness and the like are to be addressed adequately, particularly when it comes to thinking about increasing the mobility of the unemployed;
- The importance of considering how difficulties experienced by residents in problems areas interface with the policies of mainstream programmes. This is of great importance in the relation to welfare to work and thus the interface between benefit regimes and encouraging people into work. However, there are also specific issues relating to how the regeneration scheme and its constituent activities on the ground through its projects can encourage those experiencing social exclusion to take up mainstream programmes that will help them improve their circumstances;
- The importance of identifying what is the best way in which each of the respective partners can make their contribution;
- The changed format by which policy is now delivered has created considerable demands at the local level for professionals who can bid for funds, manage the delivery of the regeneration scheme concerned and identify ongoing funding strategies as appropriate. Whilst there is a clear necessity to divide labour in

delivering the regeneration product there is a very real need for project managers who can see the big picture and have the skills with which to do this;

- Good project management is about the provision of good quality guidance and information systems. The evidence from the fieldwork points quite clearly to some partnerships not having in place information and management systems that allow for effective and timely decisions to be made;
- Baseline information must be one of the most neglected aspects of the work put in by partnerships to secure their funding. Many of those involved in the process of delivering regeneration do not re-visit baseline material and assess how the net additional outputs arising from the project activities might be affecting key baselines and whether this accords with what was intended for the area and communities concerned;
- It is also important that partners understand the value of key management tools like appraisal, monitoring and evaluation. There is an increasing need for this particularly as the community is involved more in the formulation and delivery of regeneration. The better case study SRB schemes were often also those that went to considerable lengths to adopt sound appraisal and evaluation procedures. There is an urgent need to educate many of those involved as to how good evaluation can be used as an effective management tool to ensure that regeneration is delivered effectively and that lasting outcomes are delivered. Some of our case study partnerships did not, for instance, undertake intermediate evaluations even though the duration of the regeneration scheme was five years or more. This is an obvious shortcoming but again relates back to a failure amongst those concerned to understand what evaluation is about and what it can deliver as a management tool.

17.12.9 As the breadth and indeed depth of regeneration activity has increased it is becoming ever more important that those involved in delivering regeneration be able to compare their achievements with those of others even if considerable care needs to be exercised in interpretation. If it is costing a regeneration scheme three times more to train a person than the broad average associated with such initiatives elsewhere then it is at least appropriate to ask why. Without some kind of benchmarking in place, particularly when it comes to assessing cost per unit of gross and net output or even in some cases outcomes, it is simply not possible to do this.

17.13 Turning Areas Around; The impact of SRB on final outcomes

17.13.1 It has been an integral part of the national evaluation of SRB to understand the difficulties that residents in disadvantaged areas experience and, importantly, to identify why these are not removed by the workings of the market as well as the activities of mainstream service providers. Good policies should address the barriers that prevent turning disadvantaged areas around.

17.13.2 Our understanding as to what has caused some areas to decline whilst other areas have prospered is inevitably less comprehensive than we would like. Many of the areas that have experienced very intensive economic and physical decay like the inner cities were once centres of great prosperity and vitality, and this not many years ago. In other research for ODPM the present authors¹⁴ have discussed at some length what is known about the causes of relative decline and the extent to which existing locally targeted initiatives have been able to address them adequately.

¹⁴ A Review of the Evidence Base for Regeneration Policy and Practice, ODPM March 2001.

17.13.3 The failure of areas and their residents to adjust to changing economic circumstances reflects a number of factors. One is that the area does not attract enough new investment to restructure to new and growing industries. Another is that mainstream service providers are unable to respond adequately to the disproportionately greater needs of the inhabitants of these areas that result from them having poor housing, education and sometimes health and low employability. The public sector response in expenditure terms often looks high – but is heavily skewed towards expenditure on benefit. A further factor is to do with the individuals in the deprived area and their reluctance or inability to travel to secure work or housing elsewhere. There are often very pernicious interfaces with welfare regimes.

17.13.4 Most inner city neighbourhoods have found it enormously difficult to cope with the effects of such job loss. Moreover, new growth opportunities have often not been created in close proximity to the existing housing stock and high travel to work costs and poor public transport infrastructure has made it difficult for residents in such areas to find jobs elsewhere. It has been a feature of the older areas that workplaces were close to where people lived. The skill base of those who have lost their jobs has often been unsuitable for the jobs that are being created in the New Economy (i.e. Information Technology, Life Sciences etc) and, in the face of this, the older workers have found it hard to adjust to the pace of change.

17.13.5 In order to turn these areas around, regeneration programmes have to make these places attractive to both people and to industry if they are going to regain their longer-term economic vitality and create wealth and prosperity for those who live there. In terms of bringing about business success they need to deliver a quality of life that is attractive to those people and companies who can help to create this wealth.

17.13.6 In essence, the objective of a regeneration scheme is to:

- Enhance the attractiveness of the existing location as a place for people and investment through the activities of both the market and the mainstream public sector providers. Attractive areas are those where people and business want to come to, stay in and leave reluctantly;
- Ensure that the residents of the area can increase their respective access to jobs and the infrastructure that is beyond their area as a way of combating the social exclusion that they are experiencing. It may be that if the objective is to break the vicious circle of decline in deprived neighbourhoods, there could be some diversification of social mix through changed housing tenure. There is also increasing evidence that private housing tenure can change the social structure of deprived neighbourhoods and reduce adverse effects like high crime rates, poor health and poor educational attainment.

17.13.7 The approach adopted in this final part of this Report has been to examine each of the main outcome areas of environment/housing, business regeneration, training and employment, education and youth, community development, crime and safety and health in seven case study areas where the SRB initiative was applied for a considerable period of time although clearly not all outcome areas received the same attention in each. In each outcome area the research examines the nature and the form of the intervention according to the projects implemented and discusses the basic theory of change that lay behind them. It then assesses the net outputs that resulted before moving to examine what the evidence revealed about the changes in key outcomes that have taken place and the possible impact of SRB. During the research the team were able to use social survey and beneficiary survey techniques

to investigate the extent to which SRB had been able to improve the quality of life in the seven case study areas. An extensive discussion of issues relating to the conduct of Social Surveys in deprived areas is provided in the Annex 3.

Overall impacts on final outcomes

17.13.8 The table below summarises the results from the seven social survey areas of some key outcomes that were recorded at the time. For each outcome we looked at the change between the baseline year and the follow-up survey year (these follow-up surveys were carried out in the final year of the respective SRB schemes; 3 in 1999 and the remaining 4 in 2001). For each outcome we considered the average result for the seven areas and then the 'worst' estate. The change was viewed in relation to the national change. Table 17.6 presents results for the cross-section of the sample. With regard to working full or part-time it was found that the 'worst' estate experienced a 6% increase in working over the survey period compared with 3% for the average of the seven areas. As the final 2 columns in the table show this represents a 3.5% increase over the nation for the 'worst estate and 0.5% for the average. Unemployment showed a fall of 2.5% more than the nation on the 'worst' estate and 3.5% for the average seven areas overall. Other results show significant falls in dissatisfaction of both area and dwelling, the proportion on benefits and those likely to move out of the area compared to the nation particularly for the 'worst' estate. These results were very encouraging, although again there is a need for caution given the conceptual and measurement problems that exist, and the Main Report provides extensive further analysis, including evidence for the panel data.

Table 17.6: The breadth and depth of social exclusion and the changes since 1996-1999/2001							
	BASELINE RESULTS 1996 (%)			CHANGE 1996-1999/2001		RELATIVE TO NATIONAL CHANGE	
	Worst estate/locality	Average of 7 areas	National average	Worst estate/locality	Average of 7 areas	Worst estate/locality	Average of 7 areas
EMPLOYMENT							
Working full or part time (HoH)	29	41	57	6	3	3.5	0.5
Unemployed (reg & not reg) (HoH)	17	10	5	-3	-4	-2.5	-3.5
Economically inactive (HoH)	38	28	10	2	-1	2	-1
Long term sick	13	9	6	-2	0	-0.75	1.25
INCOME							
% income below £100 a week (resp/spouse)	49	37	19	-18	-12	-15	-9
% on Income Support, Unemployment Benefit, Incapacity benefit (household)	76	67	74*	-14	-9	-9.5*	-4.5*
% on Income Support (household)	42	26	19	-11	-5	-4	2
% on Housing Benefit (household)	58	34	19	-12	-2	-10	0
SOCIAL CHARACTERISTICS							
% of lone parents	26	13	6	-5	-1	-6	-2
% of in social housing**	91	46	22	-11	4	-9.5	5.5
PERCEPTIONS/SATISFACTION							
Very dissatisfied with area	28	13	3	-11	-3	-12	-4
Very dissatisfied with dwelling	23	9	2	-10	-4	-10	-4
Area very unsafe when walking alone after dark	27	16	11	-6	-3	-7	-4
Likely to move	46	22	17	-15	-4	-18	-7
Do not feel closely involved with the community	79	70	-	-6	-5	na	na

*Households in which at least 1 member is in receipt of any benefit. (HoH – Head of household).

**Social housing is accommodation provided by local authorities and Housing Associations.

Sources: MORI social survey, English Housing Survey (SEH), The General Household Survey (GHS), the British Household Panel Survey (BHPS), the British Crime Survey and the English House Condition Survey (EHCS).

86 The evidence summarised in the final part of this Report indicates that:

Incomes

- All areas had experienced a shift away from low income households;
- There was a statistically significant increase in households earning over £300 per week;
- There was a statistically significant fall in those on Income Support;

Employment

- There was a statistically significant increase in those employed full-time;
- The proportion of those unemployed fell for all the SRB areas at a slightly sharper rate than the nation, bringing the overall figure down to 6% by 2001;
- The employment rate increased at a rate slightly above the national average;

Satisfaction with accommodation and area

- Satisfaction with accommodation had increased significantly bringing it very close to the national average. Correspondingly, levels of dissatisfaction fell. There was increased satisfaction with the area against a pattern of national decline;
- Most area-based problems considered 'serious' had gone down in severity and compared favourably with national change;

Housing Tenure

- The main change in housing tenure was away from local authority to Housing Association;

Local area as a place to bring up children

- There was a statistically significant increase in parents believing the local area was a good place to bring up children. The trend was up on the nation;
- Perceptions of the area as a bad place for bringing up children were also reduced by a significant 6% compared with a 2% reduction for England;

Community involvement

- Across the SRB areas there was a significant increase in the proportion of those feeling closely involved with the community;
- There was a significant rise in those agreeing they could rely on friends/relatives locally for advice or support;

Crime and safety

- It was encouraging that the SRB areas overall showed an increase in the number of people feeling very or fairly safe walking alone at night in their local areas. In contrast the national trend showed a slight decrease;
- There was a drop of 4% in those feeling very unsafe/did not go out along in area after dark which was against the national trend;

Health

- Overall, the results showed a reduction in those considering themselves to be in good health and an increase in people in bad health suggesting a considerable widening in the gap compared with the Great Britain average. The SRB case study schemes did not have a large health component in improving final outcomes in deprived areas.

17.13.9 The scale and direction of these net outcome changes accorded well with the identified improvements in net outputs in the target areas, particularly in relation to actions to improve the physical fabric of the area, build the community and enhance social cohesion. They provide evidence that is consistent with SRB having an

impact in these case study areas. Whilst conceptual and measurement problems abound, the evidence is encouraging. What the exercise suggests is that in the assisted areas SRB made a small but valuable contribution to improving the well-being of residents across a number of the social, economic and physical indicators. The evidence suggests that changes to the physical environment and housing feed through fairly quickly into resident satisfaction with an area and it is encouraging that perceptions relating to satisfaction with an area as a place to bring-up children also change fairly readily. Incomes in the study areas have also converged relative to relevant benchmark indicators and although it is difficult to be precise as to the contribution of SRB in this respect, it is an encouraging result in areas that have been so deprived for such a long time. However, employment change appears more difficult to achieve and although there is evidence of a relative improvement by the end of the study period, the seven areas combined still had an employment rate some 22% points lower the England average, on a par with the 'all deprived' England average. In Chalkhill the employment rate remained some 34% below the England average and 13% below the 'all deprived' area average as the SRB scheme came to an end.

17.13.10 One issue to bear in mind is that when jobs and indeed training places are created in an area then some of them will 'leak' out in the sense that they will be taken by commuters and in thus not directly benefit the residents of the deprived area. The research was able to gain some. Thus of the net jobs created it is estimated that 71% went to current residents in the SRB areas. This gives some indication of the levels of employment of 'leakage' that can be associated with local area based regeneration schemes suggesting an average loss of 29%. The general 'rule' that emerges is roughly 2:1 that is every two jobs created for local people is reflected in a job for a resident from a surrounding area. Training 'leakage' is usually higher with 1:1 being a common outcome.

17.13.11 The examples of good regeneration practice that emerged in each of the thematic areas as described earlier in the Report show some of the following prominent features:

HOUSING

Interlinked projects: Projects designed to interlink can produce a larger impact on an area than would have been the case with more disjointed stand-alone projects. A large part of the Royds SRB programme was centred around major housing renovation works which included related projects on property security, environmental improvements and social issues which gave this part of the programme a strong cohesive element. **Creation of mixed tenure provision:** In all three areas that had housing improvement schemes there were projects dedicated to facilitate the diversification of tenure. These included increased provision for new homes to buy and Housing Association properties. **Housing projects that encourage self-help:** Empowering local residents by equipping them with new skills to maintain and repair their properties to a safe standard can contribute to the sustainability of housing projects. The Building Trades Agency in Rochdale trained home owners to carry out their own repairs as did the Home 2000 project in Swadlincote. **Co-ordination of housing schemes:** Initiatives designed to bring together the various key players involved in housing can contribute to a greater harmonisation of developments in an area. The Rochdale Housing initiative was set up to work with all sectors and agencies involved to facilitate greater co-ordination.

ENVIRONMENT

Consultation with the community: Projects need to take account of the wishes of the community if they are to succeed and be perceived to have improved an area.

The development of an environmental strategy in Hangleton Knoll is a good example where residents were encouraged to consider a number of projects and prioritise them. **Raising public awareness and participation:** Promotion of environmental issues is an important mechanism to encourage effective environmental management of an area. Engaging the community promotes a 'sense of ownership' which increases the chances of success. The Royds Environmental Action Plan ran a series of activities and events involving local groups and schools to encourage public participation in improving the local environment. **Improving existing facilities:** Environmental improvements to existing facilities are an important contribution to the 'image' of an area and will have an impact on their continued use with a knock on effect for employment in the area. The Strategic Shopping Streets initiative undertaken in Sunderland improved a run down part of the City and helped safeguard and create jobs. **Stimulating inward investment:** Improvements to run-down industrial estates enhance the environment for existing businesses and encourage new businesses to move to an area. The refurbishment and new build carried out at three industrial estates in Canalside provided a much needed boost to the area.

Engaging the business sector: Projects designed to encourage greater awareness of environmental issues among local businesses can help improve the efficiency of business operations and benefit the local environment. The Envirotech project in Canalside and Environmental Management for Business project in Swadlincote are good examples. **Stimulating future development:** Clearance of old buildings and improvements to industrial areas are key to encouraging future private investment in an area. In Canalside the Land Assembly programme set out to acquire local sites and clear the land so that they were ripe for development. A number of sites were assembled in this way that went on to be developed for local housing. **Cross-cutting impacts:** Environmental projects are often designed to impinge on other themes within a regeneration programme. Road calming measures, such as those carried out in Hangleton Knoll, help to improve the 'quality of life' of people by reducing 'rat runs' and other hazards that affect daily life which indirectly impacts on crime and safety outcomes. **Improvement of the image of an area:** Large physical environmental projects can have a dramatic effect on an area. The eradication of an eyesore or enhancement of a run down location is a very powerful mechanism to improve an area. The development of the Forest Park in Swadlincote provided the town with a new facility on a previously neglected site close to the town centre. In addition the Royds experience has shown the importance of re-developing 'village centres' to enhance the image of the area. **Standards of improvement:** In carrying out environmental and other physical improvements to an area it is good practice that the quality of design and development is of an agreed standard. The Urban Codes project which ran alongside the physical and environmental improvements carried out on the three estates in Royds defined specific principles or 'Codes' that could be applied to the various phases of the work including – aspect and garden design, open public spaces, architecture and the local infrastructure.

BUSINESS REGENERATION

Provision of premises: Availability of premises is a key requirement of businesses seeking to move to or within an area. The managed workspace project in Swadlincote provided new business floorspace and the enhancements to industrial estates in Canalside, as part of the larger environmental improvements in the area, also provided new and improved premises for the business sector. **Loans and grants:** Financial assistance is a crucial area of support, particularly for new and growing businesses. There were a number of initiatives in the case study areas designed for this purpose including the Business Development Grants in Royds, Small Business Support in Swadlincote and the Canalside Business Adviser.

Encouraging innovation: Business innovation is an important area to encourage if new products and cutting edge technology is to be advanced. In Sunderland the FUSE project sought to fund innovative new businesses. The Sunderland Business Innovation Centre was also set up to support further product and process development. **Skills of the local labour force:** Access to specific skills that are required by businesses is another important element for businesses. The East Midlands Mapping Skills project in Nottingham provided an opportunity for companies to develop the skill base of their workforce. **Stimulating local businesses:** The physical enhancement of an area can help to boost the local economy. In Swadlincote the Life in the Town Centre project assisted local businesses to improve their premises resulting in the improved appearance of the town. Encouraging inward investment: promotion of a regeneration area is vital to stimulate interest from existing businesses outside the area. The marketing and promotion project in Swadlincote is a good example.

TRAINING EMPLOYMENT EDUCATION YOUTH

Training delivery on a more local basis: One of the major obstacles to people within a deprived area remains the cost of travel to gain access to services. Where training can be provided locally, as demonstrated by the Broxtowe Training Centre in Nottingham, this barrier can be overcome and residents are able to benefit directly from local provision. **Training related outreach services:** There is also a need to recognise the value of a more proactive approach to training provision, particularly into isolated communities that are unaware of what facilities are available. The Vocation Preparation for Women project in Canalside sent outreach workers into the homes of women to encourage their participation in training programmes. **More 'informal' training facilities:** Training provision on a less formal basis can encourage higher take-up of services. The Opportunities Centre at Hangleton Knoll is a prime example of a shop front location within the SRB area. The service provided is geared towards local needs with mainstream outreach support to ensure that residents have access to the full range of services. **Knowing the local area:** A knowledge of the skills of local people and the needs of local employers is key to a successful training initiative. In Royds Bradford an Index of Skills and Employers was compiled to gain a comprehensive profile of the area that would help match employees and employers. **Basic training and education:** Successful outcomes are also dependent on the training needs of individuals. In many cases people are not in a position to take-up mainstream services. Access to training and education programmes that recognise this and equip trainees with basic skills such as language, literacy and numeracy are essential providing a stepping stone to further education and training. This form of provision was adopted in many of the case studies, often involving BME communities.

Customised training: Training that is tailored to the specific needs of an individual is more likely to achieve successful outcomes. The customised training programme in Royds Bradford which culminated in the Royds training initiative is a good example of this. **Strengthening provision for disadvantaged groups:** Reaching out to the disadvantaged in the local area can be achieved by using specialist facilitators such as the Work Able Unit in Royds which helped local disabled people gain jobs. **Developing innovative approaches:** Encouraging employers to take on local people to train has proved to be a good model to adopt. In Chalkhill the Community Refurbishment Scheme provided construction training for local people that uniquely offered waged work experience as part of the course. The quality and duration of the training made it equivalent to a full apprenticeship. **Childcare facilities:** Another barrier to take up of training, employment and education opportunities is the lack of provision of childcare facilities. Where places are provided take-up particularly by women is improved. Childcare facilities at the Broxtowe Training Centre in

Nottingham met this need. **Enhanced education facilities:** Support to local families through the provision of homework clubs, pre-school clubs and similar facilities encourage participation in education by local children. The involvement of parents in these activities has proved to be a good model in furthering adult involvement in local schools. This was evidenced in the homework club which ran in Chalkhill. **Preparation for 'world of work':** Projects that are designed to increase the awareness of schoolchildren about the 'world of work' provide a useful link between education, employment and training. These can take many forms from pupil mentoring to workplace visits and help to inform young people about their options when they leave school examples in Royds were the Headway and Stepping Out projects. **Youth needs:** Greater awareness of the needs of young people in a regeneration area contributes to a good take up of provision. In Swadlincote two youth needs surveys were carried out which led to the creation of the successful Youth Information Shop that offers a comprehensive service to young people in the area incorporating health, employment and social services.

COMMUNITY DEVELOPMENT

Early engagement: An early and active engagement of the local community at the planning stage of the regeneration process, through public meetings, consultations, focus groups and social surveys, has helped build more robust regeneration delivery and sustainable development as evidenced in Royds Bradford. **Continual engagement:** Ongoing inclusion of the community through newsletters, updates, roadshows etc are successful mechanisms to maintain community development. The Community Planning Weekend in Canalside Rochdale provided a platform for local people to become involved directly in future community participation. **Links with existing community organisations:** Projects linked with existing community-based structures/organisations/groups that meet a locally identified need, are more likely to successfully engage the community. This was the experience in Hangleton Knoll with the development of two existing community centres extending their facilities to meet local demand. **Training local people and organisations:** Managing, monitoring and evaluating a project may require a number of skills that local individuals or groups do not possess. Provision of specific training to meet these needs is an effective method of addressing this problem. In Royds the Community Education Programme was set up to help recruit and train volunteers in the area. **Outreach work:** Further development of the community can be achieved with outreach work to facilitate the future sustainability of a project. In Nottingham a Partnership Development Worker was appointed to support partnership working on the Bestwood and Broxtowe estates. **Community Chests:** These have been employed by most of the case study areas and have served as a useful tool in financing small projects that are important to local individuals and groups. A key to successful community chest projects is an inbuilt design to accommodate a forward strategy, which was practised in Hangleton and Knoll. **Sustainable projects that empower the community:** Sustainable projects that provide a new or enhanced facility, or increased information and advice are crucial in terms of future community development. The Sharpe's Resource Centre in Swadlincote provides a free venue for local people to explore the cultural heritage of the area and is set to become self-sustaining after financial support from the local authority in the first ten years of its life.

CRIME AND SAFETY

Youth projects: These include initiatives designed to provide diversionary activities for young people and included the youth music project in Hangleton Knoll and the Waithlands Youth project in Canalside. Other examples include outreach work such as the Bestwood Youth Action project in Nottingham. **Housing security:** A key factor in preventing crime is the improvement of security in dwellings to prevent

burglary, particularly for the most vulnerable in society. The Broxtowe housing security project in Nottingham was set up to secure properties and the Community Safety Project in Swadlincote targeted help towards the elderly and young in the local area. **Interlinked projects:** The 'Designing out Crime' initiative in Royds, which was an integral element of the main housing programme, included property security and addressed the issue of defensible space linked to closing alleyways and other measures that sought to reduce crime in the area. These measures, which were innovative at the time have subsequently been taken on board by the Home Office as part of its crime prevention strategy. **Security measures for local businesses:** Some projects were geared towards the specific crime issues faced by local businesses. In Canalside the Business Forum and Secure by Improvement projects gave local businesses support. **CCTV surveillance:** Investment in cameras for an area 'hot spot' can help to reduce crime in areas where people are at risk. In Nottingham the Hyson Green CCTV centred on the local shopping centre to help cut down crime.

HEALTH

A comprehensive understanding of the state of health of the residents of the target area is essential. Thus, an appropriate baseline position is required. This is a prerequisite of a locally agreed health strategy. The strong interfaces between health outcomes and other theme areas have to be recognised from the outset. The more obvious links between housing conditions and health have been extensively rehearsed but in other cases the position is a lot weaker. **Raising awareness:** A key element of all health schemes has to be the promotion of awareness. Projects in Royds and Canalside successfully focused on drugs awareness. **Accessibility to health services:** Take-up of existing health services has strong interfaces with accessibility, particularly that related to transport. To obviate the problem the creation of the Healthy Living Centre on the Buttershaw estate in Royds Bradford and the Hendon Area project in Sunderland both provided people with local access to a wide range of health related services. **Health promotion for the young:** Greater information targeted at young people alongside health support services is vital in the battle against drug related problems, unwanted pregnancies etc. The Youth Information Shop in Swadlincote provides a comprehensive support service in an informal setting that has proved to be extremely popular with local young people.

17.14 Turning areas around: migration

17.14.1 The interpretation of outcome change is complicated by movement into and out of the area, as the movers may differ in some significant way from those staying or from those moving into the area. These differences can serve to disguise the impacts of regeneration programmes. If outward movers were biased towards those with jobs and larger incomes whilst inward movers were biased towards unemployment and poverty then overall outcome change will be adversely affected by movement, even where the regeneration scheme had achieved positive outcomes.

Table 17.7: Key characteristics of outward movers, inward movers and the panel sample (%)			
	Panel sample 1996	Outmovers* 1996-9	Inmovers* 1999/2001
1 person households	22	27	22
5+ person households	10	13	10
Lone parent family (with dependent children)	9	13	16
Age 65+ (Head of Household)	26	15	8
White	93	93	89
Age (Head of Household):			
18-34	18	36	52
35-44	20	26	24
45-64	36	22	15
65+	26	15	12
Owner occupied housing	61	37	38
Rented housing:			
Local Authority	80	86	42
Housing Association	11	7	20
Private	8	7	38
Employed (full and part-time)	42	47	51
Unemployed	7	13	8
Economically inactive	20	25	29
Retired	29	14	10
No qualifications	54	48	34
Income support recipients	21	30	24
90% benefit income	31	47	30
Income below £100 per wk (respondent/partner/ spouse)	31	35	28
Satisfaction with accommodation	87	81	82
Satisfaction with area	74	69	70
Area very/fairly safe	41	37	48
Feel closely involved with community	32	25	21

*Excludes Chalkhill

17.14.2 The SRB case study areas were not amongst the most deprived neighbourhoods in England and only a three/five year change (1996-1999/2001) was examined – so that in this case any “disguising” effect of biased movement flows is likely to be limited to areas that are presently receiving higher in and out flows of population. A comparison of the characteristics of outward movers with those of inward movers did not reveal many differences of statistical significance. Rather, the larger differences were between the panel sample and both flows of movement. Compared with the panel, both in-movers and out movers were more concentrated in the younger age groups, likely to be in rented accommodation, economically inactive and lone parents (see Table 17.7 above).

The achievements of SRB in the context of a simple model of regeneration

17.14.3 Regeneration problems often appear to vary enormously between one area and another. In some cases the key issue seems to be a distressed labour market, in others worn-out infrastructure and in yet others problems associated with crime, social disorder or ill health. The worst areas have all of these. However, it is possible to consider the problems within a common framework around four key factors.

17.14.4 The first is that the local area regeneration problems *per se* are rarely confined to any one dimension but have economic, physical and social components and there are multiple interactions that generate a genuine circulation of cause and effect between them. The second is to recognise that the problems along any one of the dimensions can be conceptualised as the result of imbalances between supply and demand. This is perhaps most easily illustrated using the labour market as an

example where the problem of unemployment in an area is the result of the supply and demand for jobs being out of line. However, other problems relating to service delivery and environment can be considered in much the same way by defining a level of outcome that is desired (the 'standard' benchmark) whether it relates to education, health or environmental quality. The failure to attain the standard reflects an imbalance in the provision of the service in relation to the need for it in the area.

17.14.5 The third, however, is to recognise that the imbalance that occurs in an area between supply and demand along any of the relevant dimensions has a **local** and a **national** component. Again, using the labour market as an example, there will be some level of unemployment, and thus supply and demand imbalance in the labour market that exists at the national level - the national rate. However, the key feature of the labour market problem in the depressed area is that the local rate is higher than this (the converse is true in the most prosperous areas). The same distinction can be made in relation to the quality of service outcomes be it education, health or the environment. The defining characteristic of depressed areas is that the relative degree of imbalance along any of the dimensions considered within them is **relatively greater** than that of the national average. **This is the defining feature of the local area based regeneration problem - that it differs from the national average, usually significantly.**

17.14.6 The fourth factor that characterises the local regeneration problem is that the relative degree of imbalance (between nation and local) as defined **persists** through time. That is, it is not a cyclical phenomenon perhaps reflecting a temporary reallocation process, but rather something that remains throughout successive cycles and seems to have a more permanent existence and remain for many years, perhaps even decades. The fact that the relative degree of imbalance is so entrenched gives it a fixity in the geographic landscape and neither the workings of the market or the mainstream enable the area concerned to trend towards the national average such that the relative degree of imbalance (the difference between the nation and the area itself) falls to zero.

17.14.7 In practice, the notion of point convergence across all areas in a nation would seem unlikely whether it related to the labour market or any indicator of service level attainment. Certainly in relation to the labour market there will always be factors that lead to some degree of local variation from the national average. However, if the long term systemic problems of England's deprived areas are to be removed then it must be the case that we would wish to see a reduction in the size of the relevant gap between the most deprived areas and the nation - that is, in the jargon, a conditional reversion to some level that is felt to be the best possible given the institutional, economic and social characteristics of the people and place concerned. However, the problem across the whole of the United Kingdom in the post-war period has been that neither the workings of the market and the state have been able to achieve sufficient convergence that represents a real change to the status quo.

17.14.8 The market may fail for a number of well-researched reasons discussed in the Main Report but described more fully in 'A Review of the Evidence Base for Regeneration Policy and Practice' (DETR, 2001). Many of the problems for market failure are at their most pernicious in land markets but they are also severe in the labour market and elsewhere. The notion that the operation of market forces on their own will regenerate run-down areas within an acceptable timescale is misguided. Trickle-down effects are often weak or non-existent. The probability of successful adjustment in relation to the market is a function of the relative balance of need and opportunity in the depressed location compared to elsewhere and the **time** required

to change things. The probability that successful adaptation will occur in the depressed area is determined by rigidities in land, labour and capital markets in that area relative to elsewhere and affected by the **geography** of the area, that is its place in the settlement hierarchy, proximity to more prosperous locations/markets and its size and thus the spending power and resource base, it contains. As described in chapter ten of the Main Report a central factor is the competences/attributes of the area and its residents relative to other areas. Time and geography are thus crucial in determining the degree of convergence that can result.

17.14.9 The probability of adjustment by the mainstream is, in many ways, more difficult to gauge than the market response. Partly because the response by the mainstream needs to be *coordinated* across the different departments that deliver the service responses required. And the difficulty is that this coordinated response has to be secured at different levels of delivery vertically and horizontally across the tiers of Government for a range of quite disparate services and at different geographical levels of service delivery. Again, as with the market adjustment, both time and geography are of central importance in affecting desired outcomes and thus the degree of convergence that will result. In recent years most Government departments are making strenuous efforts to be more sensitive to the needs of particular places and the Neighbourhood Renewal Unit has been tasked with driving forward this process of change.

17.14.10 There are also interactions between the public and private sector that complicate the adjustment process as well. Thus, the degree to which the indigenous private sector may become involved in the regeneration of the area in which it is based may be affected by local taxation and its relationship to local expenditure. And the ease with which the market can respond is affected by factors like planning and zoning. These interaction affects are non-trivial and affect the ability of places to expand or contract.

Speeding up the workings of the market and the mainstream – how did SRB help?

17.14.11 The balance of the evidence from the national evaluation of SRB is that if depressed areas are to turn their fortunes around then they have to overcome the market and mainstream failures described above. This requires three key components:

- Enhance the **core competencies or attributes** of the area and residents so that it is a relatively attractive place for businesses to want to invest in and people to live in;
- Bring together the relevant **agents of change** from across all sectors be it the government, businesses, voluntary sector stakeholders or residents to work together to address the problems concerned; and
- To do so by adopting a **strategic** approach.

17.14.12 In successful places these components come together in a seamless and relatively timely manner such that adjustment is fairly spontaneous. In such circumstances there is little or no need for specific area based interventions. However, in many other places the process of adjustment has been too slow for the reasons discussed above and the role of an Area Based Initiative is to help things along. In a perfect world it would not be needed but the real-world is far from perfect. It seeks

to overcome the barriers to adjustment that impede the working of the market and to alert the mainstream and other stakeholders as to how best to respond.

17.14.13 As an Area Based Initiative the evidence from the national evaluation is that SRB has proved to be effective and many features of its design have played well to the above three components associated with the attainment of successful regeneration. The key features that have been important are:

- The partnership based model of delivery. Over its lifetime SRB brought most of the required agents of change to the table. How each then contributed to the process of regeneration varied, but there are numerous examples of good practice detailed in the Main Report. It provided a workable and popular format for private sector engagement and there was a relatively high level of leverage and other commitment as a result. This was a good design feature of the SRB approach. The experience of the voluntary sector has perhaps varied more than that of the private sector, but improved steadily over the successive rounds largely because of the attention given by the GOs (Government Offices) to help build the capacity of the smaller players to engage. Mainstream engagement also varied but there was a strengthening across the board throughout the rounds of SRB in the breadth and depth of mainstream player commitment. Delivery through the GOs in the first four rounds helped significantly because for the first time in post war Britain much of the mainstream expertise could be brought together to assess the merits of the bids and thus improve coordination of delivery at the regional and local level. Engagement of the community was much more variable, but again there are many examples of Good Practice, some described in this Report;
- The ability to submit bids for thematic schemes has been of great value and allowed innovative and customised regeneration to be developed;
- Partners found flexibility in the SRB funding format that allowed regeneration schemes to be customised by geography, size, duration and objective. This was conducive to securing matched funding, particularly when European funding was involved;
- The lack of formally defined boundaries for SRB was a strong feature of its design and has greatly assisted the regeneration process. It enabled a bid for funds to be submitted by a partnership in any location in England and for virtually any sort of regeneration activity since the basic objectives behind SRB allowed this. This meant that some areas with no tradition of making bids for funds, and thus receiving any form of regeneration funding, could apply. It was a step change away from the essentially 'boundary' driven approach that had characterised much of previous regeneration activity (i.e. Urban Programme. City Challenge etc). It fell to the local players concerned to demonstrate the relative need for the regeneration scheme proposed for a geographical area that **they** identified as being appropriate. It meant that, at least in theory, if local players felt that their area and community were beginning to experience signs of decline and weakness they could make application for funds to help to improve things before dramatic decline set in. They could develop the regeneration scheme to help to overcome market and mainstream failures that were preventing the area converging to the national average in relation to the full range of key outcomes described in this Report.

17.14.14 Whilst the evidence on outcomes in the SRB areas examined is encouraging, the real challenge across England is to turn deprived areas around so that they can become the enterprising locations that they once used to be. Over the last thirty

years there has been no dramatic change in the relative ranking of the most deprived areas in England and although there have been some notable success stories at the very local level in general progress is far too slow. Despite the mainstreaming of regeneration partnership working (LSPs) there has to be more focus by mainstream service providers on meeting the needs of deprived areas on an ongoing basis. The 'budget' element of SRB emphasised that if sustainable improvements in the well-being of a deprived area were to be achieved then the budgets of all the mainstream service providers would have to be focused on the specific needs of the area for a considerable period of time. How this targeting is achieved, whether through ring-fencing or further incentivisation is a central question. Devolved local area budgeting and Local Area Agreements on the part of local authorities are important in this respect. There remains a role for ABIs to help to focus the activities of mainstream providers by improving the co-ordination of regeneration activities and promoting a more strategic approach to area based activities. At the neighbourhood level it is essential to seek genuine involvement of the community.

17.14.15A lot has been learned from SRB and indeed other initiatives in recent years as to the most appropriate form that the ABI interventions should take and it is important that these lessons are not lost or simply reinvented. It also remains critical to the attainment of longer term success that ABIs continue to build the involvement of the private sector in local regeneration – too long absent in many areas in the United Kingdom at the level required. A range of imaginative policy tools are now available to encourage this involvement and moves to allow the local authorities to retain some part of the business rate are to be welcomed in this respect. Local regeneration requires **all** of the local stakeholders to recognise the part they have to play in the future viability and well-being of the area concerned

