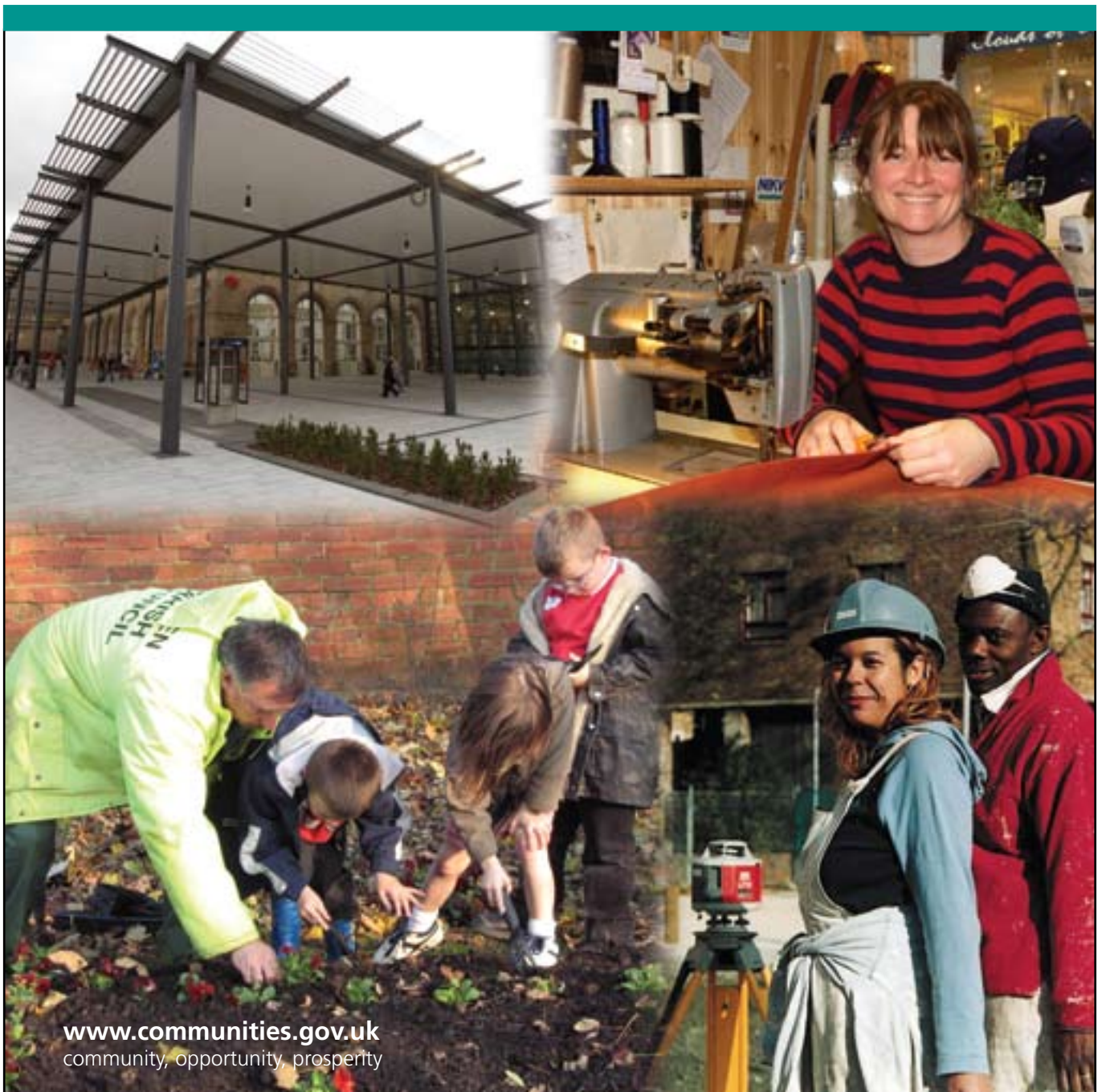


Transforming Places; Changing Lives – A Framework for Regeneration **Summary of Consultation Responses**





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A Framework for Regeneration
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1. Introduction

Regeneration framework consultation

As part of the review of sub-national economic development and regeneration (SNR), the Department for Communities and Local Government made a commitment to deliver a new regeneration framework – to provide a clearer link between neighbourhood renewal and wider regeneration and economic interventions.

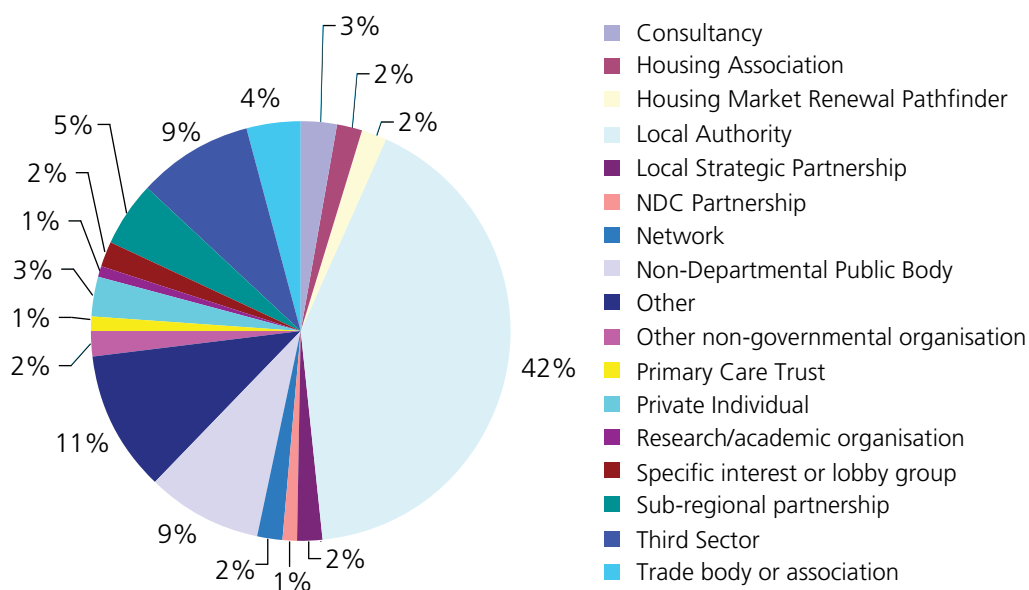
On 17 July 2008, the Department commenced a 15 week consultation and launched its package of proposals for a new framework for regeneration in England entitled *Transforming Places; Changing Lives: A Framework for Regeneration*. In conjunction with this, Communities and Local Government also held a series of stakeholder consultation events and we are continuing to engage with stakeholders in the development of the final Regeneration framework document.

Responses were requested by 31 October 2008 and this document provides a summary of the responses received as part of the consultation.

Who responded?

In total, 193 responses were received during the consultation period. These came from a broad range of organisations, including national, regional and third sector organisations as well as public bodies, private individuals and other government departments. A breakdown of respondents by organisation type can be found below and a list of all organisations who responded can be found at Annex A.

Respondents by organisation type



This summary of responses is based on analysis of the formal written responses to the consultation, and draws together the key messages that have emerged. It provides a summary of the main over-arching messages in Chapter 2 entitled: 'Summary of key messages' and then focuses on each Chapter of the framework and the key consultation questions within those in Chapter 3. It also sets out our proposed next steps at Chapter 4.

We are encouraged by the strong response to the consultation and we would like to take this opportunity to thank all those who took the time to respond.

Overall, the package of proposals for a new framework for regeneration in England was welcomed. There were mixed views on the criteria-based approach and proposal for regional regeneration priorities maps. This summary does not include a Government response to the comments that have been expressed. We are however carefully considering the range of views and evidence within your responses to help inform the development of a final Regeneration framework.

2. Summary of key messages

This chapter summarises the key headline messages that emerged from the range of consultation responses. Chapter 3 covers each of these points in more detail.

Most groups broadly agreed with the analysis, including the **emphasis on economic outcomes as a key driver for regeneration**. However, a minority felt that the framework should take greater account of the many physical, social and environmental issues that many deprived areas face.

Respondents agreed there is a need to retain a focus on targeted investment to maximise benefits and not spread resources too thinly. However, many felt that more thought needs to go into how deprivation is tackled in rural areas, which are often ignored because of the focus on areas of concentrated deprivation (usually found in urban areas).

The framework's primary commitment to tackling deprivation in struggling areas was welcomed. However, some thought that there should be more emphasis on promoting opportunities and growth and therefore a greater balance between opportunity and need should be struck. **Many respondents felt the emphasis on outcome measures was right** and thought that linking the indicators with the National Indicator Set was a good idea.

Most respondents agreed that measuring the scale and rate of private investment in deprived areas would be very useful. However, many respondents thought this would be very difficult to measure and probably too costly for it to be worthwhile.

Almost all respondents agreed with the principle that communities should be given a stronger voice in regeneration. In particular, respondents felt that the third sector would have a **key role to play in empowering communities**, but this would need to be backed up by resources and capacity building. A large number of respondents felt that **devolving decision-making** and funding to local authorities or sub-regional partnerships was the **best way to strengthen partnerships**.

Many respondents **agreed that a criteria-based approach was the right one to take** but that **setting these criteria at a national level could limit flexibility** for local and sub-regional decision-makers. **Significantly more respondents were in favour of priority maps than were against**. However, some expressed the **need for the maps to link into the single regional strategy** and to avoid drawing relatively arbitrary boundaries around areas. Many also felt that local authorities and sub-regional partnerships should lead on developing the priority maps.

Most respondents agreed that the approach outlined would go some way to giving confidence to the private sector by providing clarity on government investment priorities and greater transparency of decision-making. **But most also argued that this would only happen if there was a long-term commitment of public funds to regeneration priorities** and that the framework itself could provide more clarity on the role of the private sector.

The **central role** given to local authorities and sub-regional partnerships in the framework **was welcomed. Respondents felt that a whole range of agencies would be able to deliver this agenda**, but that greater clarity of roles, responsibilities and relationships of delivery partners and different levels of government was needed – particularly in terms of how other government departments could align themselves with regeneration priorities.

A number of respondents felt that **greater emphasis could be given to the potential roles of particular delivery agencies**, including Housing Associations, the third sector and private sector developers. The third sector's role in particular was not covered in enough detail and many felt that third sector organisations would have a strong role on the ground.

Many respondents felt that looking at the impact of the framework on specific groups should be a key consideration and supported embedding an Equalities Impact Assessment (EqIA) into the process.

3. Detailed comments on the consultation questions

Regeneration: what it is and why we should invest in it?

Is the analysis right? What further analysis is needed to ensure the needs of different demographic groups are properly reflected in regeneration priorities?

- Most groups broadly agreed with the analysis – including the emphasis on the economy as a key driver of regeneration. Many also welcomed the emphasis on the link between concentrated areas of deprivation and areas of concentrated social housing.
- Many highlighted the need to ensure economic regeneration has wider benefits for residents of deprived areas – including improved health and an enhanced physical and natural environment. They recommended that the statement “regeneration is a sub-set of economic development”, could be reversed to read “economic development is a sub-set of regeneration”.
- Several respondents agreed that residents of deprived areas should benefit from economic opportunities in the wider sub-region.
- A number felt the focus on the needs of those in social housing can lead to a tendency to ignore areas with poor quality private housing. Many deprived areas are dominated by poor quality private sector housing stock, which brings a different set of issues and challenges to mono-tenure housing estates.
- A number of respondents felt that the analysis was not sufficiently detailed in relation to different demographic groups.
- A number of rural respondents also asked that the analysis be changed to better reflect the specific and very different nature of poverty in rural areas. Rural poverty tends to be rooted in issues of housing affordability, geographical isolation, poor access to services and low wages. However, respondents differed on what level this analysis should take place – most were keen that this be undertaken at a national level (along with guidance on how to do this and where), whilst others felt that this would be more valuable and better led by local authorities in their areas.

What should regeneration deliver?

Are the outcome measures proposed helpful? Will they ensure that regeneration benefits the poorest people and places in society?

- The framework's primary commitment to tackling deprivation in struggling areas was welcomed. However, some felt that the measures were needed to strike a better balance between opportunity and need.

Have we proposed the right measures?

- Many respondents welcomed the move to an outcome-focused approach, agreeing that positive outcomes for people and places should be the ultimate aim of regeneration initiatives and investment. However, many respondents did say that data would still need to be collected on inputs, activities and outputs to track progress.
- Most respondents felt that a focus on the economy as a driver of regeneration was right. However, some felt the measures should recognise the importance of the social and physical aspects of regeneration. Numerous respondents pointed out that two out of the three priority outcomes are economic and that the indicator list is predominantly economic, giving insufficient emphasis to the environmental and social benefits of regeneration.
- Most respondents felt that aligning the framework indicators with existing performance management regimes was a good idea and felt that the framework could do more to support this. Respondents suggested linking the measures more with the LAA National Indicator Set and the measures set out in the SNR.

Should we measure the scale and rate of private investment in deprived areas, and how could we do so?

- Most respondents agreed that measuring the scale and rate of private investment in deprived areas would be useful. In particular, respondents felt it would provide a good measure of success in terms of stimulating enterprise and attracting inward investment. However, many believed that it would either be too costly or technically difficult to do so.

What can central Government do to give communities a stronger voice in shaping regeneration? How can other agencies help?

- Most respondents agreed that Government should give communities a stronger voice in regeneration and should build on the empowerment white paper *Communities in Control: real people, real power*.

- There was no clear agreement on which partners should play the pivotal role in giving residents a voice, but the third sector was thought to have a particularly crucial role in this respect, as an intermediary between residents and local and regional decision-makers. A number of respondents felt that local authorities should play this role, whereas others thought the local strategic partnership was better suited to it. Some rural groups were in favour of community-led planning and regeneration.

What else can we do to ensure regeneration is responsive to environmental change?

- A number of groups emphasised the need for sustainable development principles to underpin the framework as a whole. They were keen that the framework encourages regeneration bodies/agencies to deliver social, economic and environmental benefits together, understanding the inter-relations between them.
- Many respondents agreed that the framework should better reflect the environmental agenda. Others felt it important to ensure regeneration activity adheres to existing planning policies that aim to maximise resilience to the impacts of climate change on the economy and communities.

How can we further strengthen sub-regional partnerships to deliver regeneration outcomes?

- A large number of respondents felt that devolving decision-making and funding to local authorities or sub-regional partnerships was the best way to strengthen partnerships. In particular, the regional development agencies (RDAs) were felt to have a key role to play in building strong local partnerships.

How and where to target regeneration investment

Is the criteria based approach a helpful way of ensuring greater consistency in prioritising regeneration investment?

- Many respondents agreed that a criteria-based approach was the right one to take as part of creating a more consistent and transparent process for targeting regeneration investments nationwide. However, many felt that this could potentially impinge upon the freedom and flexibility of local and sub-regional decision-makers.

Should we ask regions to develop regional regeneration maps? What are the disadvantages of that approach?

- Almost half of respondents (43 per cent) thought the regeneration priorities maps were a good idea, many more than were against (21 per cent). The reasons stated for agreeing with these maps were primarily to give the private sector confidence and unlock long-term investment; to provide a strong rationale and evidence base for securing regional and sub-regional funding; and to impose priorities on other central government funding streams to initiate a greater and co-ordinated impact on targeted areas.
- Some respondents asked for greater clarity on how the priorities maps would link into existing strategic documents and mapping exercises – particularly the Integrated Regional Strategies (IRS). Other issues raised were: how priorities maps would build an evidence base; how this would add to the ones being developed for IRSs; and that given the short time frame it would be inappropriate to use the Regional Funding Advice (RFA2) process to develop them.

Should we go further? What else can be done to align national Government investment behind local and regional priorities?

- A number of respondents suggested that there were significant opportunities to align national Government investment behind local and regional priorities, but that the framework's objectives would be undermined if key government departments do not engage with it.
- A number felt that the framework would be strengthened by closer links with the Department for Business Enterprise and Regulatory Reform (BERR), Department of Work and Pensions (DWP), and the Department for Transport (DfT).
- Many respondents also felt that RDAs must devolve key resources and decision-making to local and sub-regional partners along the lines set out in the SNR, if the framework is to be effective.

Will this approach give the private sector confidence and unlock long-term investment? If not, what would?

- Most agreed that the approach outlined would go some way to giving confidence to the private sector by providing clarity on Government investment priorities and greater transparency of decision-making.
- However, most also concurred that the approach would only unlock long-term investment if it involved long-term commitment of public funds to regeneration priorities; and that the engagement message was strengthened in the framework. Such long-term commitment builds trust in the private sector, encouraging investment over the longer-term.

Is there is a case for central government still identifying some specific neighbourhoods and targeting particular assistance at them in future in order to learn lessons, as we have done with NDCs?

- A number of respondents thought that central Government investment should continue to go into specific neighbourhoods. However, most of these felt that local or sub-regional partners should identify the neighbourhoods for the assistance given to be in accordance with the devolved approach outlined in both the framework and the SNR.

Who needs to act differently as a result of this framework?

Taken together, do these new and enhanced roles for different agencies equip them to deliver expectations in the framework?

- Respondents did feel that a whole range of agencies would be able to deliver the expectations of the framework, but many felt that there was insufficient clarity of roles and responsibilities across Whitehall.
- The central role given to local authorities in the framework – including leading on economic development and place shaping – was welcomed. Many respondents felt that local authorities should lead on regeneration thus giving residents a voice; reflecting local intelligence; and ensuring that regeneration plans reflect the different needs of demographic groups.
- Greater emphasis could be given to the potential roles of several groups particularly Housing Associations, the third sector, the VCS and the private sector. Effective business engagement should play a key role in local economic assessments and that the potential of business and community investment to have a social benefit should be recognised.

What would be the costs and benefits of this approach?

- Several respondents commented that better alignment of government investments would reduce co-ordination costs and bring efficiency savings. Reducing uncertainty about longevity and access to funding was also felt to have strong benefits.
- A number of respondents, however, felt that the framework underestimated the costs of inter-organisational approaches, systems and relationships. Several were clear that transaction costs would only reduce if there is a clear prioritisation of responsibility and the time and resources needed to develop new working relationships should not be underestimated.

How should this framework be implemented in London given London's unique governance arrangements?

- Respondents from London strongly felt that the principles and aims of the framework should be applied in London taking existing structures and processes into account. These included emerging relationships between the London Development Agency, Greater London Authority and London councils – such as the City Charter – and the current and proposed London Plan. One proposed devolving regeneration prioritisation and decision-making processes to the Mayor.

What would be the impact of this approach on different groups, according to gender and gender identity; disability; race; age; religion/belief; and sexual orientation?

- Many respondents were clear that the impact of this approach on particular groups would need to be a key consideration for the proposals and asked to be involved in the development of the Equality Impact Assessment (EqIA).
- Some respondents also argued that the EqIA process should be embedded at a project level, since its impact would be case specific.

4. Next Steps

In light of the current economic environment, the Government is reviewing the proposals contained within the consultation document *Transforming Places; Changing Lives*.

However, the Government remains committed to improving effectiveness of regeneration spending over the longer term through improved targeting and co-ordination of activity at regional, sub-regional and local level. At regional level the introductory action of a single integrated regional strategy (RS) will bring together the key challenges and opportunities faced by each region – and set out a long-term vision for the future. The preparation, implementation, and monitoring of the RS will be the joint responsibility of the RDA and the Local Authority Leaders' Board.

In recognition of this, and the concerns raised through consultation, the Government will therefore not require regional partners to develop regeneration priorities maps as part of the regional funding advice.

The Government recognises that our work will need to build on *Communities in control: real people, real power* – the empowerment white paper to ensure that local residents are empowered through regeneration, and real control over local decisions and services are given to a wider pool of active citizens.

The Government acknowledges that mainstream service providers have an important role to play in delivering the vision set out in the consultation document. A cross-Whitehall group has therefore been established to take forward the next phase of this work.

Annex A: List of organisations who responded

4NW, the Regional Leaders Forum, and the North West Regional Development Agency

6 Private Individuals

9 Chief Executives ('the 9C's') representing Derby City, Derbyshire County, Leicester City, Leicestershire County, Lincolnshire County, Northamptonshire County, Nottingham City, Nottinghamshire County and Rutland County Councils

Academy for Sustainable Communities

Action with Communities in Rural England (ACRE)

Amber Valley Borough

Arts Council

Ashfield District Council

Audit Commission

Barnsley Metropolitan Council

Birmingham City Council

Business in the Community (BITC)

Blackburn with Darwin Council

Blackpool Council

Bolton at Home

Bolton Council

Bradford Council

Bridging NewcastleGateshead

Brighton and Hove City Council

British Council for Shopping Centres

British Trust for Conservation Volunteers (BTCV)

British Urban Regeneration Association (BURA)

British Waterways

Burngreave NDC Partnership Board

Burnley Borough Council

Centre for Cities
Centre for Local Economic Strategies (CLES)
Cheshire and Warrington Sub Regional Leaders Group
Chester City Council
Chester in Partnership LSP
Chesterfield Borough Council
Chief Economists Development Officers Society (CEDOS)
City Region Interim Executive Board
Colchester Borough Council
Colin Buchanan Consultancy
Commission for Rural Communities
Confederation of British Industry (CBI)
Co-operatives UK
Copeland Borough Council
Core Cities Group
Cornwall and Isles of Scilly Economic Forum
Cornwall Centre for Volunteers
County Councils Network
Creating Excellence
CSWP Economic Development & Learning Partnership for Coventry Solihull & Warwickshire Sub Region
Culture South West
Cumbria County Council
Derbyshire City Council
Development Trusts Association
Devon County Council
Doncaster Metropolitan Borough Council
Dorset County Council
Durham County Council
Easington District Council
East Lindsey District Council
East Riding of Yorkshire Council
East Sussex County Council
East Thames Group

Eden District Borough Council
Elevate East Lancashire
England's Rural Development Agencies
English Heritage
Environment Agency
Essex County Council
Forestry Commission
Furness Enterprise Limited
Gateshead Council
Gentoo Group
Gloucestershire First
Greater Manchester Partners (prepared by the Association of Greater Manchester Authorities and the Commission for Economic Development, Employment and Skills)
Groundwork UK
Hartlepool Partnership
Herefordshire Council
Herts Association of Parish and Town Councils
Highways Agency
Homes and Communities Agency (HCA)
Hull City Council
Humber Economic Partnership
Inpartnership
Institute of Historic Building Conservation
Institution of Economic Development
Joint Greater London Authority (GLA)
Joseph Rowntree Foundation
Kent County Council
Lancashire County Council
Lancashire Sub Region
Land Lease
Leicester City Council
Lincolnshire County Council
Liverpool City Region

Liverpool Vision
London Borough of Barking and Dagenham
London Borough of Enfield Borough Council
London Borough of Hammersmith and Fulham
London Borough of Islington
London Borough of Lambeth
London Borough of Tower Hamlets
London Borough of Wandsworth
London Borough of Westminster
London Councils
LR Associates
Luton Borough Council
Maidstone Borough Council
make:good
Make Your Mark
Manchester City Council
Mansfield District Council
Medway Council
Mersey Dee Alliance (MDA)
National Association for Neighbourhood Management (NANM)
National Day Nurseries Associations
National Housing Federation
Natural England
NewHeartlands
NHS London Healthy Urban Development Unit PCT
Norfolk County Council
Northampton Borough Council
Northamptonshire Police
North East Assembly
Northern Housing Consortium
North Tyneside Council
North West Housing Forum
Northumberland Strategic Partnership

Northwest Tenants and Residents Assembly
Norwich City Council
Nottinghamshire County Council
Office of National Statistics
Oldham Metropolitan Borough Council
Oxfam UK
Oxford City Council
Oxford Consultants for Social Inclusion (OCSI)
Pennine Lancashire Chief Executives (PLACE)
Places for People
Plus Dane Group
Prowess National Policy Centre
Redcar and Cleveland Council
Regenda Housing Group
Regeneration East Midlands
Regional Action & Involvement South East (RAISE)
Reigate and Banstead Borough Council
Renaishi
Rotherham Metropolitan Borough Council
Royal Town Planning Institute (RTPI)
Rural Action East
Salford New Deal for Communities Partnership Board
Sandwell Metropolitan Borough Council
Sheffield City Council
Shelter
Solihull Metropolitan Borough Council
Somerset County Council
Southampton City Council
South Bank Employers Group
South Tyneside Council
South West Acre Network (SWAN)
South West Regional Secretariat
Southwark Council

St. Albans City and District Council
Stockport Borough Council
Sunderland City Council
Sustainable Development Commission
Sustainable Development Foundation
Tees Valley Joint Strategy Unit
Tendering District Council
The Alliance
Thurrock Thames Gateway Development Corporation
Tower Hamlets PCT
Tribal Consulting
Tyne and Wear City Region
Urban Forum
Urban Regeneration Companies Chief Executives Group
Verdanarch
Voluntary Action Leicester
Wakefield Metropolitan District Council
Walsall Council
Warwick County Council
Warwick District Council
Wear Valley District Council
West Cumbria Partnership
West Midlands Brownfield Land Working Group
West Midlands Regional Economic Development Officers Group
West Midlands Rural Affairs Forum
West Yorkshire Police
Wiltshire Strategic Economic Partnership
Wirral Council
Women's Resource Centre
Worcestershire County Council
Yorkshire and Humber Regional Forum
Yorkshire and Humber Rural Affairs Forum

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