



## Research Paper 3

# Co-ordinating Regeneration: Improving Effectiveness in Local Delivery

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### Summary

- Partnerships and local delivery vehicles have played an important role in the regeneration of cities in the north of England over the last decade. In Hull, for example, there are over 20 partnerships and local delivery vehicles centrally involved in regeneration. Interest in these vehicles is likely to increase, as a response to the need to establish new forms of finance and delivery following the recession.
- There are good reasons why these models have been created. But the cumulative impact is a plethora of initiatives, creating high transaction costs in delivery, confusing the private sector, and failing to exploit opportunities for synergies in policy and delivery.
- Managing the co-ordination of the multiplicity of local delivery vehicles is essential. The crucial interrelated issues for local delivery and financial vehicles in all towns and cities are:
  - Maximising the effective use of public resources including levering in additional private investment through, for instance, local asset backed vehicles;
  - Balancing short term action through local delivery vehicles to tackle, for instance, worklessness with long term programmes to transform, for example, the local economy and housing markets;
  - Determining the right spatial level for intervention, working at neighbourhood level, alongside a strategic role at regional and city-regional scale; and
  - Rationalising the bewildering array of partnerships and local delivery vehicles.
- There are useful lessons that can be learnt from North America and Western Europe. For example, the community development corporation model in the USA could be used as the basis of single neighbourhood delivery vehicles in English cities. In countries, such as Sweden, there has been considerable success in aligning regional, sub-regional, municipal and neighbourhood initiatives.
- This paper recommends a series of steps which local councils and their partners should consider: including by taking a greater leadership role as a strategic enabler; extending the remit of leading local delivery vehicles such as economic development companies; and/or merging local delivery vehicles such as urban regeneration companies and housing market renewal pathfinders.

# Moving Forward: The Northern Way



## Local Delivery & Funding Vehicles

Local delivery vehicles (LDVs) are formal partnerships that bring together public, private and voluntary sector agencies to improve the quality of life for communities. They are increasingly aligned with or integrated into local funding vehicles. Independent reports, such as the Parkinson Review on the credit crunch and The Northern Way Private Commission study,<sup>[1]</sup> have highlighted that over the last decade progress has been made by northern cities on regenerating their areas. This, in part, has been achieved through partnerships and local delivery vehicles.

There is now a complex local mosaic and these include:

- Nine housing market renewal pathfinders that were launched by the Government in 2002 in the Midlands and North. Three further areas were designated in 2005. These were established to tackle low demand, high vacancy rates and neighbourhood abandonment.
- A plethora of area-based initiatives with often their own partnership boards. In the early part of this decade, there were nearly 60 national schemes. These included neighbourhood regeneration projects through the new deal for communities (NDC) programme.
- Programmes to deliver new and remodelled facilities to improve the quality of life in neighbourhoods. These include secondary schools (Building Schools for the Future, BSF) and health centres (local improvement finance trust, LIFT).
- Private finance initiatives (PFIs) to redevelop council estates and to provide extra care housing. These are a form of public private partnership.
- Business improvement districts (BIDs), which were introduced in the Local Government Act (2003), are a form of public-private partnership in which businesses in a defined area pay an additional fee in order to fund improvements.
- Discussions on developing new types of LDVs to address the recession and post-recession periods. These include local asset backed vehicles (LABVs) and accelerated development zones (ADZs).

There are pressures to further develop such initiatives. The Chartered Institute of Housing, in a report on transforming estates,<sup>[2]</sup> based on four case studies including North Huyton on Merseyside, recommends the use of special purpose vehicles (SPVs) such as PFIs and LABVs to regenerate social housing estates. There is considerable interest in tax increment funding as a means of stimulating new investment and an emerging awareness of the potential of greater utilisation of sources such as the Joint European Support for Sustainable Investment in City Areas (JESSICA). The Homes and Communities Agency is progressing a range of ideas including its joint venture programme, a private rental sector initiative (PRSI) and its delivery partner panel. The Conservative Party has indicated that it will investigate the potential of local housing trusts as a means of effectively delivering affordable housing as well as local enterprise partnerships to promote economic development and regeneration, and arms-length partnerships able to borrow from the market through the issue of bonds.

[1] Parkinson, M. et al. (2009), *The Credit Crunch and Regeneration*, London, CLG, and Private Investment Commission (2009), *Preparing the Ground, The Northern Way*.

[2] Thornhill, J. (ed) (2009), *'Transforming Estates'*, Coventry, CIH.

LDVs have contributed to the regeneration of northern towns and cities over the last decade

There are also ongoing changes in the form and status of existing LDVs. For example, the six economic development companies in England were formerly urban regeneration companies. In addition, the housing market renewal pathfinder for North East Lancashire, 'Elevate East Lancashire', is being absorbed into the Pennine Lancashire Development Company, which has a broader remit including economic regeneration.

## Hull

The scale and complexity is illustrated in Kingston-upon-Hull. Appendix A lists over 20 strategic partnerships, policy statements and local delivery vehicles. There are six interrelated challenges:

- Varying timespans: The housing market renewal pathfinder, Gateway, has a 10 to 15-year timescale running through to 2020, while the Preston Road New Deal for Communities (NDC) project is a 10-year programme that ends in 2010.
- Geography: LDVs operate at a range of spatial scales:
  - Semi-sub-region, e.g. Gateway
  - City-wide, e.g. Hull Forward
  - Neighbourhood, e.g. Preston Road NDC

Overall, the geography of LDVs creates important challenges in co-ordinating and prioritising projects and initiatives.

- Scale of operation: LDVs range from long term large capital funding projects such as Gateway and the Building Schools for the Future programme to short term regeneration projects such as the Gipsyville Partnership that involved the regeneration of 1,200 unit council estate in the late 1990s<sup>[3]</sup>
- Structure: LDVs have widely differing structures. For example, some have shareholders, boards and sub-boards. Others have partnership members.
- Organisational change: The nature and potential role of LDVs change over time. Hull Citybuild, an urban regeneration company, has been transformed into Hull Forward, an economic development company.
- Succession planning: Changes in the investment markets that are driven in part by the current economic situation have consequences for how regeneration is delivered. Regular reviews take place on ensuring an appropriate mix of LDVs.

## The Opportunities and Challenges of Local Delivery and Funding Vehicles

As has already been pointed out, LDVs have contributed to the regeneration of northern towns and cities over the last decade. There are many linked reasons why Hull and other cities make use of them. They include:

- Effective delivery: It is argued that they are focussed on implementing a specific policy or project, for example, Building Schools for the Future programme.

[3] Local Government Association (2005), The Role of Local Delivery Vehicles in Creating Sustainable Communities, London, LGA.

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There are fundamental challenges focused on the ineffectiveness and inefficiency of a multiplicity of fragmented LDVs

- Meeting the needs of private sector partners: They are attractive to the private sector as they are geared to operate in a business-orientated way.
- Powers: Some types of LDVs are able to make use of an extensive array of powers, for example, urban development corporations, which can have planning and compulsory purchase responsibilities.
- Opportunities: Local authorities and their partners may take an opportunistic perspective in planning to make use of newly emerging types of LDVs, for example, community land trusts and local asset-backed vehicles.
- Meeting local requirements: Councils and their partners may work together to create unique LDVs to reflect local circumstances.
- Track record: In areas where previous LDVs have been successful, there may be a belief that similar initiatives will be effective.
- Government 'carrot and stick': Resources are made available to tackle deep-seated problems on the condition that a specific type of LDV is set up, for example, housing market renewal pathfinders.

Furthermore, national regeneration and housing policies have placed emphasis on the use of LDVs. This is likely to increase over the next few years because of the credit crisis. Traditional long-standing models involving the use of private sector funding and a reliance on housebuilders to indirectly resource affordable housing provision are no longer fit for purpose. Public private partnerships (including LDVs) are increasingly seen as the way forward.

Nevertheless, these are not unproblematic justifications. There are fundamental challenges focused on the ineffectiveness and inefficiency of a multiplicity of fragmented LDVs. More specifically, they include:

- **Transaction costs** faced by councils in managing a plethora of individual LDVs. These involve, for instance, the role of councils as the 'accountable body' in overseeing, in the case of Hull, nearly a dozen such organisations. This creates fundamental challenges involving a multi-layered approach to project management.
- **Succession planning**, especially where there is a multiplicity of short time-limited neighbourhood based LDVs. It often falls on councils to manage this process and in some cases take in-house previously unforeseen commitments.
- **Governance**, including participation by the same specific representatives of key agencies on boards, sub-boards and steering groups of many LDVs.
- **Complexity**. Although simplicity in delivery is often cited as an advantage, in practice, from a business sector perspective, there is still the need for engagement with complex regulations and requirements e.g. the planning system. Similarly, the Audit Commission has pointed out that four of the housing market renewal pathfinders have yet to adequately engage with private sector investors.<sup>[4]</sup>

[4] Audit Commission (2009), Housing Market Response, London, Audit Commission – see <http://www.audit-commission.gov.uk/housing/marketrenewalpathfinders/marketchange/Pages/marketchange200910.aspx>.

There was little if any focus on bringing together the wide range of LDVs at a neighbourhood level

- **Slow progress** on implementing new LDVs. For example, the Homes and Communities Agency (and formerly English Partnerships) has been responsible for a pilot local housing company (LHC) programme that began in autumn 2007. But it is anticipated that by the end of 2009/10, only one of 14 schemes will have progressed to the development phase. Although the credit crunch is a contributory factor, there are complex issues over their status as either public or private bodies and whether their activities should be on or off the balance sheets of councils.
- **A 'silo' effect**, limiting the ability to make a concerted and co-ordinated improvement to the quality of life of local residents and communities. Housing conditions might have been improved through a housing market renewal pathfinder, but better health facilities and schools may not be programmed through LIFT and BSF programmes for delivery towards the end of the next decade.
- **Tightening of the public finance envelope** and the importance of making effective use of resources. This requires a rationalisation of partnerships and LDVs. This would be in line with the aims of the Total Place programme, which aims to consider the totality of public spending in an area, as a means of exploiting synergies and generating efficiencies.

### **Local Delivery Vehicles: Why Are We Where We Are?**

As the previous section has highlighted, there are both opportunities and challenges for the system of LDVs. It is clearly important in maximising the potential and minimising the difficulties to understand why the complex current situation has arisen. There are six overlapping factors and these are departmentalism, legislative drift, geography, private sector requirements, history and skills. These are discussed in turn.

#### **Departmentalism**

This is illustrated by the Government's Green Paper on Housing<sup>[5]</sup> (2007, Chapter 12). It highlighted the role of LDVs in contributing to the delivery of affordable housing. It referred to existing mechanisms such as urban regeneration companies (URCs). But it also suggested the possibility of utilising joint venture vehicles such as community land trusts (CLTs), local housing companies (LHCs) and limited liability partnerships. However, there was little if any focus on bringing together the wide range of LDVs at a neighbourhood level to help build and maintain sustainable communities. This is not to necessarily suggest that a narrow focus is problematic. A limited perspective concentrating on achieving a specific outcome has been the hallmark of many successful LDVs in the past (see below).

#### **Legislative Drift**

LDVs have been established using a wide range of legislation, regulations and powers. For example, urban development corporations have been established through powers originally enshrined in the Local Government, Planning and Land Act, 1980. More recently, community land trusts have been defined through the Housing and Regeneration Act, 2008.

There are both advantages and disadvantages. On the one hand, legislation provides the basis for clear guidance on specific powers and roles. But it also creates a complex legislative minefield.

[5] Communities and Local Government (2007), Homes for the Future, London, CLG.

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Broader based economic and labour market initiatives necessitate a city-wide or sub-regional perspective

## Geography

As has already been pointed out, LDVs operate at city region, local authority and neighbourhood levels. Most Economic Development Companies have been established with a focus on a single council area; including Hull Forward, although with the recent addition of some responsibilities in sectors which have a wider reach, 1NG, the Economic Development Company for Newcastle and Gateshead has adopted a cross-authority role, and there is a debate in some areas about the scope for Economic Development Companies to adopt a wider city-regional focus. The 10 housing market renewal pathfinders operate across local authority boundaries, to reflect the need to address linkages across housing markets. But there are also more specific neighbourhood LDVs such as 'new deal for communities' areas.

Again there are strengths and weaknesses. Intense physical regeneration schemes require a narrow geographical focus. But broader based economic and labour market initiatives necessitate a city-wide or sub-regional perspective.

## Private Sector Requirements

The private sector has been keen to see both innovation and greater simplicity. This has been summarised in a review of the city development company (now economic development company) model by Gulliver.<sup>[6]</sup> He recommended a number of guiding principles such as business representation at board level, a high degree of independence, simplification of the local economic development process and a high calibre implementation team.

The Parkinson Review <sup>[7]</sup> has highlighted the need for more effective collaboration between the public and private sectors. It notes that *"many have argued that long term financial partnerships between the public and private sectors are a new way forward"* (p 77). Specific mention is made of local asset based vehicles (LABVs).

The Northern Way Private Investment Commission <sup>[8]</sup> has focussed on the opportunities to facilitate economic recovery. It highlights that one of four areas where action is needed is 'local leadership' including a business and investor-friendly approach. The Commission identified the importance of creating a simpler system for the private sector and developing innovative delivery vehicles such as local asset backed vehicles, revamped business improvement districts and modified local authority business growth incentives (LABGI).

## History

It is important to appreciate that LDVs are not a new invention of the 21st century. The history of local delivery vehicles has been one of success. New town development corporations played a significant role in regional policy in the post-war period. In the North of England, these included in phase one Newton Aycliffe and Peterlee, in phase two Runcorn, Skelmersdale and Washington and in phase three Central Lancashire and Warrington. In the 1980s and 1990s, urban development corporations were set up by the Government to facilitate regeneration in Central Manchester, Leeds, Merseyside, the Lower Don Valley in Sheffield, Teesside, Trafford Park and Tyne & Wear. In the late 1990s, the Government's Urban Task Force <sup>[9]</sup> recommended the setting up of 'arms length' local partnership organisations. It was argued that these would speed up the regeneration process by overcoming the barriers to joint working between the public and private sectors, having a clear mandate and attracting institutional investment. Three pilot companies were set up in

[6] Gulliver, S. (2007), The City Development Company Model, Journal of Urban Regeneration and Renewal, Vol. 1, No. 3, pp 286-296.

[7] Parkinson, M. et al. (2009), op cit.

[8] Private Investment Commission (2009), op cit.

[9] Urban Task Force (1999), Towards an Urban Renaissance, London, DETR.



Liverpool, East Manchester and Sheffield. There are now 18 urban regeneration companies and six economic development companies in England.

## Skills

Often a local authority and its partners will have created a LDV to bring in new expertise that the council may not have. The PFI model is a good example of this in relation to major capital investment programmes such as BSF and LIFT. The benefits have been usefully summarised by the Northern Way Private Investment Commission:

*“The public sector does not always have the skills or background to deal with private sector developers and investors directly ... Arms length bodies, such as urban regeneration companies and city development companies, can be an effective instrument through which to manage the engagement with the private sector, attract talented individuals to work on behalf of the city, and communicate in a language more accessible and familiar to investors.”* <sup>[10]</sup>

## Hull

The previous section has highlighted the reasons for the complex plethora of overlapping partnerships and LDVs. There is a sound rationale based on the six factors discussed above for the well-meaning incremental and often implicit growth of specific LDVs. The case study of Hull illustrates this phenomenon.

A useful starting point is the work of Hildreth <sup>[11]</sup> on medium-sized English cities. He argues that there are significant differences between global cities (for example, Amsterdam and London), large cities (for example, regional cities that equate with the core cities in England) and medium-sized cities. He, furthermore, suggests a six-fold typology of medium-sized cities with Hull equating to a ‘gateway city’ i.e. it provides connections to the international economy through its port. A further publication co-authored by Hildreth highlights that much of the literature has concentrated on ‘the city as an individual entity’ and has then sought policy solutions on this basis.<sup>[12]</sup> A more fruitful way forward is to consider the connectivity. This presents interesting challenges for Hull as other studies have highlighted its isolation as being both an opportunity and a threat.<sup>[13]</sup> It has a low connectivity based on a UK template score but has potential to create its own city region focussing on its gateway links to cities such as Rotterdam and Antwerp. At the same time, there is an extremely high level of in-commuting. The idea of a Hull and East Riding city region was, therefore, put forward in 2004 prior to the designation of a Hull & Humber Ports City Region,<sup>[14]</sup> which also takes in the council areas of North and North-East Lincolnshire on the South Bank of the Humber. This raises an interesting challenge on balancing sub-regional, city-wide and neighbourhood delivery mechanisms. A strategic city-wide approach involving Hull and East Riding Councils is necessary to address housing and labour market approaches. But as has already been noted, specific physical regeneration projects require a neighbourhood emphasis.

Within this geographical context, the city is faced with challenges and opportunities on taking forward the regeneration agenda during the credit crunch and planning for the economic upturn. On the one hand, it has high levels of multiple deprivation. Over 40% of the super

[10] The Northern Way (2009), Private Investment Commission Recommendations Paper 2 – RebuildingMomentum in Regeneration, The Northern Way, p 8.

[11] See, for example, Hildreth, P. (2006), Roles and Economic Potential of English Medium-Sized Cities – A Discussion Paper, Salford, University of Salford.

[12] Lucci, P. and Hildreth, P. (2008), City Links – Integration and Isolation, London, Centre for Cities.

[13] Clifton, M. (2008), Trading Places, London, NLGN.

[14] SURF (2004), Releasing the National Economic Potential of Provincial City Region, London, ODPM.

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output areas (equivalent to neighbourhoods) are within the bottom 10% nationally. <sup>[15]</sup> The city has an employment rate of less than 63%, which is the lowest in the region. <sup>[16]</sup> It has, however, completed a number of internationally acclaimed regeneration partnership projects such as the St Stephens Centre that has transformed the retail and leisure offer so enhancing the city's sub-regional role. It is moving forward on a number of initiatives that also involve collaborative working and LDVs. The Council and its partners have for instance:

- Secured additional funding through Yorkshire Forward to enable the Fruit Market Regeneration land assembly programme following the decision by others to withdraw from the project. This was one of the first such schemes in Yorkshire and Humber to be supported in this way. The Council has also put forward proposals for a tax increment funding scheme for this project.
- Progress has already been made on the Single Conversation initiative with the Homes and Communities Agency. The Chief Executive of Hull City Council commented:

*"We were very pleased to be involved at the beginning of the Single Conversation. As a business approach, it is a good starting point and has the potential to ensure investment priorities are determined locally. Furthermore, it offers a platform for an open and honest conversation with local and national partners, helping to maximise the opportunities we have to deliver change and enhance the lives of local people."*<sup>[17]</sup>

The outcome of the Single Conversation process will be a local investment plan that will be tightly aligned to LDVs. It is anticipated that this will be in place by the end of 2009/10.

- The Council estimates that the base value of public investment in the city that has been obtained is £1bn over the next eight years. An additional £1bn private sector investment is likely from its main business driver – the ports sector. Maximising the outcomes for the community will require a focus on implementation through LDVs.
- Significant progress is being made on PFI programmes including housing regeneration, extra care schemes and especially Building Schools for the Future. Outline business cases for the housing PFIs will be completed by summer 2010.
- Gateway, the housing market renewal pathfinder for Hull and the East Riding, has refurbished since the middle part of this decade nearly 900 properties, delivered 166 new homes and, by March 2010, a further 424 houses will be on-site. The Strategic Director of Gateway commented in November 2009:

*"We have been focused on our programme of delivering new build and refurbishments and making sure that we can keep that going. Now we have got these proposals in place and the new build is starting to come out of the ground, we can talk to lenders about developing their confidence to use their products in our neighbourhoods."*<sup>[18]</sup>

[15] Yorkshire Forward (2008), Local Authority Briefing – Kingston upon Hull: Deprivation, Leeds, Yorkshire Forward.

[16] Yorkshire Forward (forthcoming), Local Authority Economic Briefing – Hull, Leeds, Yorkshire Forward.

[17] See Homes and Communities Agency press release for 10th November 2009 at <http://www.homesandcommunities.co.uk/single-conversation-picks-up-solid-progress>.

[18] Hardman, I. (2009), Forty Per Cent of Pathfinders Failing to Engage with Lenders, Inside Housing, 27th November.



Co-ordinating these initiatives, along with bringing together existing LDVs, is an important and necessary requirement. Action has so far included:

- Work in partnership with Yorkshire Forward and other agencies on a geographic investment programme (GIP);
- Realigning the focus of Gateway on delivery rather than strategic policy and housing market assessment (see above);
- The transformation of the urban regeneration company, Hull Citybuild, into an economic development company, Hull Forward (with ongoing funding support from Yorkshire Forward shared with the Council); and
- Setting up a Regeneration Board that comprises the chief executives and leaders of each of the LDVs so as to begin the process of co-ordinating strategies and action plans.

Nevertheless, there are major challenges in developing effective local delivery approaches that are efficient, able to respond to the credit crunch and the upturn and continue the process of regeneration for local communities.

### **Learning the Lessons from Abroad**

Over the last decade there has been a rise in interest in learning lessons from abroad on regeneration. In part, this was a result of the Urban Task Force study <sup>[19]</sup> on urban renaissance that investigated best practice in a number of cities including Barcelona (and which also promoted the concept of one form of LDVs – urban regeneration companies). There have been a number of research projects, books, academic journal articles and coverage in the ‘trade press’. Examples include:

- A project funded by the Joseph Rowntree Foundation on ‘learning from city recovery in Europe and the United States’ – see <http://www.jrf.org.uk/publications/city-recovery-europe-united-states>.
- Extensive coverage of contrasting regeneration approaches in American cities including neighbourhood-led community development corporations and the government-centred HOPE VI (housing opportunities for people everywhere) programme.<sup>[20]</sup>
- A series of articles in the Town and Country Planning Association’s bi-monthly magazine in 2008 and 2009 on best practice on regeneration in Europe.

A review of this material shows that the focus is on innovative policies and practices for achieving successful regeneration outcomes. An underlying theme is effective co-ordination. However, it is important briefly to consider the relevance of a comparative approach. The advantages centre primarily on two interrelated points. Firstly, it challenges existing thinking on policies and practice i.e. stimulating debate and discussion on new ideas. Secondly, there is the possibility of policy transfer. There are nevertheless limitations. Economic, political and social contextual factors vary significantly between countries. Transfer of detailed policies, procedures and processes are, thus, problematic.

[19] Urban Task Force (1999), op cit.

[20] See Beider, H. (ed) (2007), *Neighbourhood Renewal and Housing Markets – Community Engagement in the US & UK*, Oxford, Blackwell, and PriceWaterhouseCoopers (2007), *Investing in HOPE – Lessons from the USA on Mixed Communities*, London, PWC.

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One re-occurring theme is the success of single multi-purpose neighbourhood-based LDVs that bring together a wide range of projects

One re-occurring theme is the success of single multi-purpose neighbourhood-based LDVs that bring together a wide range of projects. For example, there are community development corporations (CDCs) in the USA. These were developed in the 1960s and 1970s in response to a perceived neglect by federal, state and city government of inner city areas. As a result, grassroots residents groups established neighbourhood organisations that included initiatives in housing, employment and training, health, education and community safety. It is estimated that there are between 2,000 and 2,500 not-for-profit CDCs in the USA. These are similar to community economic development initiatives in Canada. Both are strongly associated with third sector agencies and social enterprises.

Hamburg City Council is in the process of establishing a housing improvement district (HID).<sup>[21]</sup> The background to this initiative is that since the early part of this decade there has been considerable interest in business improvement districts (BIDs) with at least four being established in the city. These have drawn on similar schemes in the USA and other Western European countries including Britain. Since 2006, there have been extensive discussions on transferring the principles of this model to residential neighbourhoods. There is now legislation in place to enable it to be implemented – ‘a law to strengthen residential areas through private initiatives’. Various terms are being used including urban improvement districts, neighbourhood improvement districts as well as HIDs. The current focus is on piloting a scheme in a large mixed tenure residential area of over 6,000 units (including a major private sector landlord) together with a district shopping centre and other community facilities. This is an interesting example of a current initiative to co-ordinate existing public and new private investment.

A second theme is aligning city region, municipal and neighbourhood strategies and projects for urban regeneration. City region governance in the Swedish cities of Gothenburg and Malmo are frequently cited in comparative urban regeneration literature. The Joseph Rowntree Foundation study (see above) refers to the regeneration of the northern riverside dockyards in Gothenburg that now provides more jobs and housing and a better environment than in the 1960s and 1970s. This has involved partnership working between municipalities, public development agencies, universities, and major companies. Similarly, run-down neighbourhoods in Malmo have been transformed from part of the ‘Swedish rust-belt’ into thriving eco-neighbourhoods. In both cases, it is argued that effective city region governance and leadership has successfully aligned sub-regional, municipal and neighbourhood policies. In the case of Malmo, it should be noted that the governance arrangement is more complex as it is part of the cross-boundary Oresund initiative that links the city with the Copenhagen region in Denmark.

Nevertheless, it is important to appreciate that some researchers have questioned the success of city region governance in North Western Europe. Kantor<sup>[22]</sup> suggests that while “theorists are correct about the renewed importance of city region governance, there is a lack of formal political co-operation”. Instead, he points out that informal networks are more likely to ensure co-ordination of overlapping and complex regeneration programmes.

The third and final theme is the relative autonomy and power of municipalities in some Western European countries (for example, the Netherlands). Councils are able to undertake activities unless specifically prohibited by legislation. There are also relatively high degrees of

[21] Kreutz, S. (2009), Urban Improvement Districts in Germany, *Journal of Urban Regeneration and Renewal*, Vol 2 No 4, pp 304-317.

[22] Kantor, P. (2008), Varieties of City Regionalism and the Quest for Political Co-operation, *Urban Research and Practice*, Vol. 1, No. 2, pp 111-129.

There is a strong case for more effective co-ordination between city region strategies, local authority plans and neighbourhood regeneration

financial autonomy as well as fiscal incentives such as retaining increased property taxation income from the effects of new housebuilding. Urban regeneration in British cities would be more effectively co-ordinated if local government was less constrained because of legislation and the inability to raise funds. An interesting example is Amersfoort in the central part of the Netherlands. There are three major town extension schemes being implemented. The municipality, through the planning process, set out the vision and master planned the projects. In the case of Vathorst, this is a 20-year project that when completed will comprise 11,000 homes (30% of which will be social housing), a new shopping centre, a railway station and an office/business park. The municipality (which owned roughly half of the site) set up a development company as a joint venture with five private landowners and developers. The company was able to access low cost loans with the help of the council to ensure that the infrastructure was put in at an early stage. The municipality planned, organised and project managed this aspect of the development.

This section has shown that there are relevant lessons from other countries for more effective co-ordination of regeneration. Councils and their partners should, firstly, consider the potential of neighbourhood LDVs based on, for instance, community development corporations in the USA. Secondly, there is a strong case for more effective co-ordination between city region strategies, local authority plans and neighbourhood regeneration. Thirdly, the co-ordinating role of municipalities is enhanced through their maximisation of the freedoms and flexibilities that they have. These centre on devising long term strategies that are regularly updated, co-ordinating infrastructure investment, ensuring that land is readily available by creating joint ventures between public and private landowners and the use of local finance from municipal banks and local private sector lenders.

### **Strategic Collaboration and LDV Co-ordination**

#### **The Challenge**

A useful starting point is more effective strategic co-ordination. As Carley<sup>[23]</sup> pointed out, almost all regeneration initiatives are predicated on partnerships between councils, businesses and third-sector organisations. He indicated that even by 2000, “there were over 700 urban partnerships with as many as 75 operating in a single city”. This raises important issues for local authorities and their partners. The strategic enabling and place shaping roles are vital in setting the policy framework. Councils and their local strategic partnerships produce local sustainable communities strategies that are implemented primarily through local area agreements. Aligning the strategic framework with the multiplicity of LDVs and other partnerships is a critical task. Nevertheless, there have been concerns expressed about the ability of local strategic partnerships to take an overview. This is perhaps not surprising as they were initiated to tackle neighbourhood renewal rather than focus on strategic policy. Communities and Local Government in its report on ‘transforming places’<sup>[24]</sup> commented that the Government spends £5.8bn per year subsidising rather than transforming the lives of residents.

Hull City Council has taken a number of initiatives to begin to resolve these issues (see above). It has, firstly, set up and recently refreshed a Regeneration Board that comprises the chief executives and leaders of each of the LDVs. Its core functions include identifying new opportunities for regeneration and promoting collaboration as well as providing project

[23] Carley, M. (2000), Urban Partnerships, Governance and the Regeneration of Britain’s Cities, International Planning Studies, Vol. 5, No. 3, pp 273-297.

[24] Communities and Local Government (2008), Transforming Places – Changing Lives: A Framework for Regeneration, London, CLG.

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Regional economic policy as developed by regional development agencies provides the strategic context for city region and council policies

updates. Secondly, it has reviewed the role of Gateway so as to distinguish between its strategic policy and delivery roles. The former is being incorporated into the Council's policy making framework, while the latter is being aligned with, for example, the action area plans under the town and country planning legislation in the three areas that have been prioritised for regeneration. Thirdly, 'One Hull' (the local strategic partnership) is increasingly performing a strategic co-ordinating role. This is likely to be enhanced through the national 'Total Place' programme. Local strategic partnerships could play a central role in analysing and co-ordinating overall public expenditure on regeneration.

### Regional, Sub-Regional and City Region Dimensions

Regional economic policy as developed by regional development agencies provides the strategic context for city region and council policies. This is currently set out in regional economic strategies. In the future, these will be replaced by integrated regional strategies that encompass planning, housing and transport as well as economic development. They will set out a single broad framework for each area within the region.

The role of individual councils is made more challenging by the necessity to work at a city region scale. Administrative boundaries do not reflect local labour and housing markets. A Centre for Cities report <sup>[25]</sup> noted that much of the literature concentrates on the city as an individual entity and seeks policy remedies within this context. Instead, there must be an appreciation that city economies are open and overlapping with other urban areas. Studies have highlighted that neighbourhood regeneration has to be linked to sub-region strategies.<sup>[26]</sup> There is, thus, a further dimension to consider: the relationship between sub-regional strategies and their implementation through multi-area agreements with neighbourhood based initiatives as well as city-wide LDV projects. Of particular interest in this respect is the view that economic development companies should be co-terminous with the economic footprint of the area. An example of this is 1NG, which is the economic development company for Newcastle and Gateshead.

Nevertheless, there are problems in operating at a city region scale as illustrated in the case of Hull. The government administrative geography of the Hull and Humber City Region incorporates four local authorities – East Riding, Hull, North East Lincolnshire and North Lincolnshire. But the housing and labour market footprint for Greater Hull incorporates only Hull and part of the East Riding. This is reflected in the strategy of the housing market renewal pathfinder, Gateway. Nevertheless, from the perspective of port-based industries, the geography includes both sides of the Humber Estuary as well as parts of the River Trent and River Ouse. The Humber's City Region Development Programme identified three common themes – developing an entrepreneurial culture, improving connectivity and maximising benefits from the ports sector.<sup>[27]</sup> This has also been highlighted in a study published by the Smith Institute.<sup>[28]</sup> The leader of East Riding Council and the former chief executive of Hull City Council jointly emphasised economic growth and skills development as drivers of the city region agenda.

Furthermore, there is a growing interest in the economic linkages between city regions. A study, published in November 2009,<sup>[29]</sup> notes the contrast between areas where economic

[25] Lucci, P. and Hildreth, P. (2008), *City Links – Integration and Isolation*, London, Centre for Cities.

[26] See, for example, Turok, I. and Robson, B. (2007), *Linking Neighbourhood Regeneration to City-Region Growth – Why & How?*, *Journal of Urban Regeneration & Renewal* Vol. 1, No 1, pp 44-54.

[27] Arup (2009), *City Regions in the North of England – Prospects and Future Challenges*, *The Northern Way*.

[28] Hackett, P. (ed) (2009), *The Future of Yorkshire and Humber*, London, Smith Institute.

[29] *The Northern Way* (2009), *City Relationships – Economic Linkages in Northern City Regions*, *The Northern Way*.

There is a strong political consensus on transferring assets from councils to community groups

links are productive and mutually reinforcing (for example, Sheffield and Rotherham) as against localities where economies are isolated (for example, Bradford and Leeds). This reinforces the value of an effective city region perspective, and warns against strategy and delivery being overly constrained within single local government areas.

### Local Authority Dimension

As well as the regional and sub-regional dimensions, there are five interrelated key zones of influence and opportunity for councils in setting the strategic framework for co-ordinating regeneration including the work of LDVs. These are the balance between geographical scales, the role of local authorities as strategic enablers, community leadership, co-ordination and accountability. These are now discussed in turn.

### Balancing Geographical Scales

Regeneration activities take place at sub-region, city-wide and neighbourhood levels. There is a consensus that small scale area-based initiatives are unlikely to be successful unless they are co-ordinated within the economic footprint of the city region. Nevertheless, there is considerable impetus in favour of a neighbourhood perspective. There is a strong political consensus on transferring assets from councils to community groups. This may help to facilitate the development of social enterprises. The new planning framework encourages the production of action area plans. There are a wide range of community empowerment initiatives such as participatory budgeting. But, as Carley<sup>[30]</sup> pointed out in 2000, the benefits of economic growth have been largely unavailable to households in socially excluded communities because of a failure to align economic development policies with neighbourhood regeneration.

This poses significant challenges including:

- Aligning local neighbourhood LDVs with broader economic strategies;
- The potential role of sub-regional economic development companies and their relationship to councils and their local strategic partnerships; and
- The balance between city region and local authority governance.

### Strategic Enabling

There is potentially a wide range of activities that councils can undertake as part of strategic enabling to tackle the credit crunch and prepare for the economic upturn. Gordon, Travers and Whitehead<sup>[31]</sup> suggest that there are six overlapping roles for local government in tackling the credit crunch – a number of which directly and indirectly link to co-ordination and LDVs. These are injecting additional demand into local economies through, for instance, bringing forward investment, targeting action in the worst affected areas, mitigating the social effects of the credit crunch, responding to specific market and government failures such as the reliance on the planning system through section 106 agreements to deliver new affordable housing, sustaining long-term investment projects and preparing for the upturn in the economy.

These are, however, circumscribed by lack of resources and legal constraints. It is, therefore, not surprising that new initiatives outside of the existing organisational frameworks (such as LABVs and tax increment funding) are being considered. But the lessons from existing LDVs

[30] Carley, M. et. al. (2000), *Regeneration in the 21st Century*, Bristol, Policy Press.

[31] Gordon, I., Travers, T. and Whitehead, C. (2008), 'Local Authorities and the Downturn', London, CLG.

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are that they can be time-consuming to set up and they contribute to an ever-increasing complex and confusing network of projects. Hull City Council has pointed out that there are significant and often underplayed transaction costs for the local authority that is frequently the 'accountable body'. Issues include overseeing financial accounts, checking on governance arrangements and exploring succession planning for time-limited schemes.

Nevertheless, in relative terms councils have increasingly had a greater degree of flexibilities and freedoms. There are now fewer requirements to produce on an annual basis a wide range of plans and policy statements. Increasingly, councils are incorporating subject-specific strategies into the local sustainable community strategy. More importantly, there are existing freedoms to fund long term initiatives such as local authority business growth incentives (LABGI) and the community infrastructure levy.

However, the powers and resources available to councils in England are less than in some other North Western European countries (see above). This problem could be tackled by enacting a general competence power for local authorities. More specific measures might include:

- Further shifts to single pot funding and away from ring-fenced finance: The issue over the extent to which the working neighbourhoods fund (WNF) can be utilised for non-employment and training schemes is illustrative of the reluctance of Government to fully embrace this agenda.
- Pooled budgets: This is becoming more commonplace in health and social care. The Total Place Programme could take this concept forward in a radical manner i.e. the unification of spending under council leadership.
- Local investment strategies: The Homes and Communities Agency in partnership with councils through the Single Conversation could delegate delivery of local priorities. It is already working with a number of London Boroughs on 'delegated delivery schemes'.

### Community Leadership

The community leadership role of councils especially through local strategic partnerships is significant in building effective co-ordination between public, private, third sector and community organisations. This requires a range of potentially conflicting activities and skills such as setting a vision, empowering and involving a diverse range of agencies and ensuring that outcomes are achieved.

Judd and Parkinson <sup>[32]</sup> commented in their review of urban regeneration in the 1980s that local authorities underplayed their community leadership role. They argued that they were in a position to mediate and devise their own destiny in spite of what would now be called globalisation trends and the credit crunch. In particular, three key themes were identified – building up leadership capacity among councillors and senior managers, choosing a regeneration strategy to reflect local requirements and continually monitoring the consequences of actions. These themes are not dissimilar to the points raised by the Audit Commission on the strategic enabling roles of councils.

[32] Judd, D. and Parkinson, M. (eds) (1990), *Leadership and Urban Regeneration*, London, Sage.

Co-ordination is especially important for the business sector and institutional investors that wish to see a straightforward and simple pattern of responsibilities

Carley<sup>[33]</sup> has suggested that issues such as leadership, consensus-building on aims/objectives, community involvement and effectively engaging with the business sector are crucial. The Northern Way's Private Investment Commission makes similar points. These include "communicating in a language which is more accessible and familiar to investors" and "attracting talented individuals to work on behalf of the city."

### Promoting Co-ordination

Co-ordination of regeneration activities is a fundamental challenge because of the multiplicity of regeneration initiatives such as LDVs at neighbourhood and city-wide scales. In relation to the former, there are likely to be housing-led schemes, Building Schools for the Future projects and local improvement finance trust programmes for improving health facilities. There will also be initiatives aimed at tackling unemployment, lack of skills and social exclusion, such as the national working neighbourhoods fund (WNF). At the city-wide level, there may be urban regeneration companies or economic development companies as well as local housing companies. Co-ordination is, thus, required at and between both levels. It is argued that this is especially important for the business sector and institutional investors that wish to see a straightforward and simple pattern of responsibilities.

### Accountability

Finally, there is the issue of accountability. The rise of partnerships including LDVs poses a number of challenges:

- Strategic city-wide and sub-regional partnerships may marginalise third sector and neighbourhood organisations that do not have the resources to participate effectively;
- Elected councillors may feel that they only have a subsidiary function as key decisions are made by partnerships and LDVs;
- Aligning the political and community leadership role of local authorities with collaborative arrangements with many types of organisations; and
- The plethora of partnerships could result in confusion, lack of clarity and unclear lines of responsibility over decision making.

### Models for Co-ordinating LDVs

Much of the emphasis in regeneration has centred on the development of new initiatives, especially LDVs. A useful summary can be found in the Local Government Association report on their role in creating sustainable communities.<sup>[34]</sup> It focuses on case studies of different types of LDVs including urban development corporations, urban regeneration companies and housing market renewal pathfinders. The Homes and Communities Agency produces an annual report on the performance of urban regeneration companies and economic development companies. It is also carrying out a review of LDVs.

To some extent, these studies focus on the management and leadership of individual initiatives. There is, nevertheless, a small but growing recognition of the significance of co-ordination. The Government-sponsored evaluation of the new deal for communities programme notes the challenge of embedding it within the wider regeneration framework.<sup>[35]</sup>

[33] Carley, M. (2000), op cit.

[34] Local Government Association (2005), op cit.

[35] Lawless, P., Foden, M., Wilson, I. and Beatty, C. (forthcoming), 'Understanding Area-Based Regeneration', Urban Studies.

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Some councils have not developed the capacity or capability to respond or to manage the risks

It concluded that each of the 39 individual areas had on average six other overlapping area-based initiatives. Boddy and Parkinson<sup>[36]</sup> have argued that a new local government agenda is required that focuses on a number of community leadership features, including facilitating co-ordination between organisations and projects.

There are potentially four models for improving the co-ordination of regeneration through LDVs. These are not mutually exclusive. They are a strategic enabling role for local government, an incremental enhancement of the function of an existing LDV especially economic development companies, the merger of existing bodies and the creation of a new organisation. These models have been developed through the work of the research team. This has involved a review of the policy literature in England, learning the lessons from abroad and testing ideas with key stakeholders in Hull. These four models provide a useful perspective on how to improve co-ordination. Each of them, however, has advantages and disadvantages. These are shown in Table 1 at the end of this section that draws on the framework developed in the previous section.

## Strategic Enabling Role for Councils

The strategic enabling role of local government could encompass two aspects – strategic direction and co-ordination. The former centres on the vision setting, prioritisation and policy direction functions especially through the local strategic partnership, the local sustainable community strategy, the local area agreement and the local development framework. The co-ordination function focuses on aligning the activities and projects of each of the partnerships.

Although the strategic enabling role of councils has a long history in England, there have been frequent concerns about its effectiveness. The Audit Commission, for example, in August 2009 expressed unease over the role of councils in addressing the credit crunch.<sup>[37]</sup> It commented that, while some councils have ambitious and active plans, others have not developed the capacity or capability to respond or to manage the risks. It noted that local barriers to effective action included lack of partnership working and engagement with key stakeholders including the business community.

## Enhanced Economic Development Companies

The latter aspect could be undertaken at arms length from the council. Indeed, one of the potential roles of economic development companies is to fulfil a co-ordination function. Gulliver<sup>[38]</sup> comments that they could simplify economic development through a process of rationalisation and integration. Similarly, even as early as 2000, commentators were noting the potential of urban regeneration companies to take a wide range of responsibilities over and above physical redevelopment projects.<sup>[39]</sup> As has already been pointed out, this has been taking place on an incremental basis as six urban regeneration companies have been converted to economic development companies. Furthermore, there are examples such as 1NG, the economic development company for Newcastle and Gateshead.

Nevertheless, the enhanced economic development company model may not have the skills and expertise to co-ordinate the social dimensions of regeneration such as the provision of neighbourhood services by social enterprises. It is also not clear how this approach could be

[36] Boddy, M. and Parkinson, M. (eds) (2004), 'City Matters – Competitiveness, Cohesion and Urban Governance', Bristol, Policy Press.

[37] Audit Commission (2009), *When It Comes to the Crunch ... How Councils are Responding to the Recession*, London, Audit Commission.

[38] Gulliver, S. (2007), *op cit*.

[39] See, for example, Pike, A. (2000), *The Cities*, Financial Times, 9th June, p 14.



aligned with the major PFI projects such as BSF and LIFT that have their own complex organisational infrastructure. Finally, economic development companies have not had a track record of managing neighbourhood level projects. One way of tackling this point is to consider the CDC model from the USA (see above) as a mechanism to fulfil small area co-ordination.

### **Mergers of LDVs**

An alternative approach that is emerging in Lancashire is the merger of existing LDVs. As has already been pointed out, the housing market renewal pathfinder, Elevate East Lancashire, is being merged with other agencies to form the Pennine Lancashire Development Company. It is also worth noting that the creation of the Sheffield economic development company, Creative Sheffield, involved the bringing together of the urban regeneration company with a number of other functions performed by the local authority, for example, inward investment initiatives.

This type of approach, however, has similar pitfalls to the enhanced economic development company model. These include relationships with PFI projects, service delivery and the neighbourhood dimension.

### **New Co-ordinating LDVs**

Finally, there is the possibility of establishing a new co-ordinating vehicle that bridges the potential gap between the local authority and individual specific LDVs. As yet there are no functioning examples in England, but there are at least two possibilities that have been debated. From a community land trust perspective, there has been a recognition that small scale schemes are unable to benefit from economies of scale and frequently lack the skills and resources to pursue their ambitions. There has, thus, been interest in developing district, county and sub-regional 'parent' CLTs that provide support and co-ordination for specific schemes.<sup>[40]</sup> It is worth noting that in the rural USA, CLTs operate on a municipal level and are one of the major delivery vehicles for the English equivalent of local sustainable community strategies. A similar initiative was pioneered by North Shropshire District Council prior to its amalgamation into a new unitary Shropshire Council in April 2009. It carried out significant development work on establishing a district-wide community asset trust that would oversee projects in market towns and villages through, for example, CLTs. It would also provide a link between local schemes and the district council's strategic vision.

[40] See, for example, Conaty, P., Crabtree, T. and Paterson, B. (2002). 'Wessex Reinvestment Trust – Market Feasibility Study and Outline Business Plan', Salford, University of Salford, Community Finance Solutions.

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Table 1: Models of LDVs

	<b>Council Strategic Enabling Role</b>	<b>Enhanced Economic Development Company</b>	<b>Merged LDVs</b>	<b>New Co-ordinating LDV</b>
<b>Balancing Geographical Scales</b>	Not able to operate at a city region scale.	Able to operate at each level as long as it is a city region LDV.	Depends on merger outcome. Possibility of sub-regional operation if merger involves housing market renewal pathfinder.	Freedom to develop a co-ordinating vehicle that reflects local geography.
<b>Strategic Enabling</b>	Only able to operate within the powers and resources available to the council.	Depends on powers and resources directly available to the organisation. May only focus on the local economy.	Depends on powers and resources that are vested in a merged LDV.	Ability to design a new LDV with the required powers and resources.
<b>Community Leadership</b>	Builds on the role of the council as a place shaper under the Local Government & Public Involvement in Health Act, 2007. May lack credibility in the business sector.	Depends on the active participation of key local stakeholders including the private sector.	Depends on the effectiveness in the past of the individual LDVs as community leaders.	Depends on the buy-in and support across the public, private, voluntary and community sectors.
<b>Co-ordination</b>	Strength is ability to co-ordinate council-led projects and LDVs.	Effective at co-ordinating local economic projects and LDVs.	Able to co-ordinate activities of previous individual LDVs.	Able to develop co-ordination as part of the design process. But potential issue of whether existing LDVs will support the new body.
<b>Accountability</b>	Accountable through representative democracy to local communities.	May lack links to the formal political system and to local communities.	May lack links to the formal political system and to local communities.	Ability to design LDV to incorporate political, business and community sectors. But would need to build up 'trust'.

## Recommendations

To improve the co-ordination of regeneration and to achieve effective short and long term outcomes that benefit communities, it is recommended that every council and its partners should consider nine actions:

- A simplification of the increasingly complex maze of partnerships, local delivery vehicles and capital and revenue funding streams. This would be of benefit to public, private, third sector and community organisations.
- Councils and key stakeholders should take the lead in reviewing the relevance of the wide range of partnerships and LDVs involved in regeneration on the basis of whether or not they create added value. An assessment should be based on the following principles:
  - Achieving a geographical balance between city region, council and neighbourhood levels;
  - Realising an effective strategic enabling role for councils;
  - Promoting the community leadership role of councils in building a consensus on the regeneration agenda;
  - Achieving effective co-ordination of LDVs; and
  - Ensuring accountability to the community.
- A separation of strategic regeneration policy from the delivery of projects. Councils and their local partners should co-ordinate the development of strategic regeneration policies at a city-region scale. This geographical engagement should reflect the realities of housing and labour markets as well as common issues.
- Councils through their strategic enabling role should lead in co-ordinating a single strategic regeneration policy covering economic, environmental, physical and social priorities. This should draw on the local policy-making system of sustainable community strategies, local development frameworks and local area agreements.
- Local strategic partnerships should take forward the total place programme to analyse and co-ordinate public expenditure on regeneration.
- The most effective approach is established for each city in co-ordinating the activities of the multiplicity of local delivery vehicles. Councils and their partners should consider a range of options in moving towards a locally agreed approach including:
  - Strategic enabling role for councils;
  - Enhanced economic development company;
  - Merged LDVs; and
  - New co-ordinating LDV.
- The neighbourhood focus on policies and their implementation is enhanced by, for example, considering the establishment of local community delivery vehicles.
- Councils and their partners should fully utilise the freedoms and flexibilities that they already have to ensure that there is a more effective co-ordination of regeneration policies and activities.

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- Effective co-ordination of regeneration at a local level would be greatly enhanced if changes were made by regional and national agencies such as government departments, the Homes and Communities Agency and regional development agencies. These include:
  - Additional relaxation of requirements to seek specific consents for some types of land disposal and transfer.
  - Further moves to single pot funding and away from ring-fenced approaches.
  - Encouragement of innovative co-ordination initiatives by providing resources to councils and their partners.

## Appendix A: Regeneration in Hull: LDVs, Strategies and Partnerships

This appendix lists the LDVs, strategies and partnerships that contribute to regeneration in Hull. It does not include new emerging initiatives such as PFIs for housing and extra care as well as proposals for stock transfer on the North Bransholme estate.

Table 2: Regeneration in Hull: LDVs, Strategies and Partnerships

LDVs and Strategies	Acronym	Regeneration in Hull: LDVs and Strategic Policies	Online information
<b>Economic Regeneration</b>			
<b>LDVs in Hull</b>			
<b>Business Improvement District</b>	BID	Hull City Centre BID is a 'not-for-profit' partnership led by local businesses and hosted by the Hull & Humber Chamber of Commerce, with support from the public sector to promote Hull as a regional City to improve visitors, residents, business and investor experience.	<a href="http://www.hullbid.co.uk">www.hullbid.co.uk</a> <a href="http://www.hull-humber-chamber.co.uk">www.hull-humber-chamber.co.uk</a>
<b>City Development Company</b>	CDC	Hull CDC is now an Economic Development Company – Hull Forward.	<a href="http://www.hull.co.uk">www.hull.co.uk</a>
<b>Economic Development Company</b>	EDC	Hull Forward is the City's Economic Development Company. It was launched in 2008 to build on the work of Hull Citybuild, the former Urban Regeneration Company. Its aim is to be the catalyst to transform Hull into a global economic player.	<a href="http://www.hull.co.uk">www.hull.co.uk</a> <a href="http://www.urcs-online.co.uk/companies/company.asp?id=12">www.urcs-online.co.uk/companies/company.asp?id=12</a> <a href="http://www.englishpartnerships.co.uk/hull.htm">www.englishpartnerships.co.uk/hull.htm</a>
<b>Urban Regeneration Company</b>	URC	Was Hull Citybuild (now part of Hull Forward).	<a href="http://www.hull.co.uk">www.hull.co.uk</a> <a href="http://www.urcs-online.co.uk/companies/company.asp?id=12">www.urcs-online.co.uk/companies/company.asp?id=12</a> <a href="http://www.urcs-online.co.uk/webmaster3/files/urcs/website/Documents/Document/HCA_Urban_City_Economic_Regeneration_Companies_2008_2009.pdf">www.urcs-online.co.uk/webmaster3/files/urcs/website/Documents/Document/HCA_Urban_City_Economic_Regeneration_Companies_2008_2009.pdf</a>
<b>Working Neighbourhoods Fund</b>	WNF	<p>In April 2008, the Working Neighbourhoods Fund was introduced by Central Government as a new dedicated fund to develop new approaches to assisting people in the most deprived areas of England back to work, which are priorities within the Local Area Agreement. It replaced the Neighbourhood Renewal Fund (NRF). Hull's allocation of WNF is approximately £38.4m over three years (2008-11).</p> <p>The fund is being administered by ONE HULL, the City's Local Strategic Partnership. It awarded nearly £10m in the first year of initiatives to continue its focus on worklessness, employment, skills and training of future workforces, with the aim of ensuring the City is in a better position than most to respond to economic recovery.</p>	<a href="https://web5.hullcc.gov.uk/akshull/images/att12838.doc">https://web5.hullcc.gov.uk/akshull/images/att12838.doc</a> <a href="http://www.hullpct.nhs.uk/templates/page.aspx?id=4926">www.hullpct.nhs.uk/templates/page.aspx?id=4926</a>
<b>Community Development Trust</b>	CDT	The Goodwin Development Trust is the CDT based in Hull. It is involved in delivering a diverse range of services aimed at improving the quality of life for the residents of Hull. It aims to sustain the activities in the key areas through Community Asset Base Development.	<a href="http://www.goodwintrust.org">www.goodwintrust.org</a>

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Table 2: Regeneration in Hull: LDVs, Strategies and Partnerships

LDVs and Strategies	Acronym	Regeneration in Hull: LDVs and Strategic Policies	Online information
<b>Housing and Community Regeneration</b>			
<b>LDVs in Hull</b>			
<b>Community Land Trust</b>	CLT	As one of the national urban CLT pilots the Council and its partners investigated three potential CLTs. <ul style="list-style-type: none"> <li>• North Bransholme: (progress is now being made on a community-led stock transfer involving Riverside Housing Association)</li> <li>• Preston Road NDC successor: but this is now being followed through by Gateway and Hull City Council through part of its Holderness Road Action Area Corridor Plan</li> <li>• Thornton Estate: initial work carried out on a community-led stock transfer but this is not being progressed because of the lack of tenant support</li> </ul>	<a href="http://www.communityfinance.salford.ac.uk/pdf/Urban_tools__complete.pdf">www.communityfinance.salford.ac.uk/pdf/Urban_tools__complete.pdf</a>
<b>Home Improvement Agency</b>	HIA	The HIA in Hull is Anchor Staying Put.	<a href="http://wwwFOUNDATIONS.uk.com/hiasearch?function=viewresult&amp;ref=46895">wwwFOUNDATIONS.uk.com/hiasearch?function=viewresult&amp;ref=46895</a>
<b>Housing Action Trust</b>	HAC	North Hull Housing Action Trust is an historical local delivery vehicle from the 1990s/early part of this decade.	<a href="http://www.opsi.gov.uk/si/si1992/Uksi_19921754_en_1.htm">www.opsi.gov.uk/si/si1992/Uksi_19921754_en_1.htm</a>
<b>Housing Market Renewal Pathfinder</b>	HMP	Gateway is delivering a long-term strategy to revitalise Hull's (also East Riding's) housing market. Includes public and private sector partners.	<a href="http://www.gatewayhull.co.uk">www.gatewayhull.co.uk</a>
<b>New Deal for Communities</b>	NDC	Preston Road Neighbourhood Development Company (east Hull) is a NDC.	<a href="http://www.prndc.com">www.prndc.com</a>
<b>Health Care and Regeneration</b>			
<b>Local Improvement Finance Trust</b>	LIFT	Hull Citycare is a public private partnership and selected partners for the delivery of the health and social care estates solutions through the LIFT programme in Hull.	<a href="http://www.citycare-developments.co.uk">www.citycare-developments.co.uk</a>
<b>Primary Care Trust</b>	PCT	NHS Hull (formerly known as Hull Teaching Primary Care Trust) serves the primary health needs of some 250,000 people living in the city of Hull. Citycare is delivering the Local Improvement Finance Trust for the PCT in the Hull area.	<a href="http://www.hullpct.nhs.uk">www.hullpct.nhs.uk</a>
<b>Schools and Regeneration</b>			
<b>Building Schools for the Future</b>	BSF	Hull BSF is major investment programme in schools, academies and learning centres in the City. The Local Education Partnership will be responsible for the delivery of the programme.	<a href="http://www.hullcc.gov.uk/portal/page?_pageid=221,545619&amp;_dad=portal&amp;_schema=PORTAL">www.hullcc.gov.uk/portal/page?_pageid=221,545619&amp;_dad=portal&amp;_schema=PORTAL</a>
<b>Local Education Partnership</b>	LEP	A public private partnership due to be established in 2010 in Hull. It will be responsible for the delivery of the BSF programme.	<a href="http://www.hullcc.gov.uk/portal/page?_pageid=221,545619&amp;_dad=portal&amp;_schema=PORTAL">www.hullcc.gov.uk/portal/page?_pageid=221,545619&amp;_dad=portal&amp;_schema=PORTAL</a> <a href="http://www.teachernet.gov.uk/management/resources/financeandbuilding/bsf/aboutbsf/leps/">www.teachernet.gov.uk/management/resources/financeandbuilding/bsf/aboutbsf/leps/</a> <a href="http://www.contractjournal.com/Articles/2009/11/04/73245/morgan-sindall-named-preferred-bidder-for-400m-hull-bsf.html">www.contractjournal.com/Articles/2009/11/04/73245/morgan-sindall-named-preferred-bidder-for-400m-hull-bsf.html</a>

LDVs and Strategies	Acronym	Regeneration in Hull: LDVs and Strategic Policies	Online information
<b>LDVs in Hull</b>			
<b>Partnership for Schools</b>	PfS	Manages the funding for BSFs. Hull's Strategic Policies and Partnerships	<a href="http://www.partnershipsforschools.org.uk/programme/la_kingston_upon_hull.jsp">www.partnershipsforschools.org.uk/programme/la_kingston_upon_hull.jsp</a>
<b>Strategies and Partnerships</b>			
<b>City Region Development Programme</b>	CRDP	Hull and Humber Ports City Region Development Programme was published in 2006. This is now part of the Integrated City Region Strategy.	<a href="http://www.hullcc.gov.uk/portal/page?_pageid=221,75688&amp;_dad=portal&amp;_schema=PORTAL">www.hullcc.gov.uk/portal/page?_pageid=221,75688&amp;_dad=portal&amp;_schema=PORTAL</a> <a href="http://www.thenorthernway.co.uk/downloaddoc.asp?id=270">www.thenorthernway.co.uk/downloaddoc.asp?id=270</a>
<b>Geographic Investment Programme</b>	GIP	Hull's GIP is focused upon the 'Purpose of Place' or economic agenda. It places wealth creation, skills and employment issues in the context of the wider regeneration agenda, including the development of learning centres under the BSF programme, Housing Market Renewal Investment, LIFT, Acute and Mental Health Trust, Health Investment, massive investment from the Further and Higher Education sectors, together with private sector investment which Hull Forward will optimise through investor activity.	<a href="https://web5.hullcc.gov.uk/akshull/images/att7702.doc">https://web5.hullcc.gov.uk/akshull/images/att7702.doc</a> <a href="https://web5.hullcc.gov.uk/akshull/images/att12331.doc">https://web5.hullcc.gov.uk/akshull/images/att12331.doc</a>
<b>Hull Development Framework comprising Core Strategy and Action Area Plans</b>	HDF	The core strategy sets out the vision and key development principles, while the action area plans for the city centre, Newington and St Andrews's and the Holderness Road corridor provide more detailed plans.	An overview can be found at <a href="http://www.hullcc.gov.uk/portal/page?_pageid=221,52701&amp;_dad=portal&amp;_schema=PORTAL">http://www.hullcc.gov.uk/portal/page?_pageid=221,52701&amp;_dad=portal&amp;_schema=PORTAL</a> .
<b>Humber Economic Partnerships</b>	HEP	The strategic partnership for sustainable economic development for the Hull and Humber Ports City Region.	<a href="http://www.humberep.co.uk">www.humberep.co.uk</a>
<b>Integrated City Region Strategy</b>	ICRS	The Humber Economic Partnership is co-ordinating this strategy which replaces the Hull and Humber Ports City Region Development Programme.	<a href="http://www.humberep.co.uk/download/PitH%2009(web).pdf">www.humberep.co.uk/download/PitH%2009(web).pdf</a>
<b>Local Area Agreement</b>	LAA	The priorities for the City of Hull are now set out in the second Local Area Agreement 'LAA2'. Hull's Local Strategic Partnership ONE HULL is responsible for overseeing the LAA.	<a href="http://onehull.co.uk/localAreaAgreement.asp">http://onehull.co.uk/localAreaAgreement.asp</a>
<b>One Hull Sustainable Community Strategy 2009-2011 [One Hull is the local strategic partnership].</b>	SCS	There are four themes: <ul style="list-style-type: none"> <li>• Earning: Making sure that all local people thrive economically;</li> <li>• Learning: Guaranteeing that no local child or young person is left behind in achieving their full potential;</li> <li>• Healthy: Enabling everyone to make healthy lifestyle choices; and</li> <li>• Safe: Helping local people to build strong communities and a city which is a safe place to live.</li> </ul>	See <a href="http://onehull.co.uk/CommunityStrategyAndVision.asp">http://onehull.co.uk/CommunityStrategyAndVision.asp</a> More details of One Hull can be found at <a href="http://onehull.co.uk">http://onehull.co.uk</a>

# Moving Forward: The Northern Way

## Annex A

This research project is a joint initiative between the Centre for Comparative Housing Research at De Montfort University, Leicester (see <http://www.dmu.ac.uk/cchr>) and Kingston-upon-Hull City Council. It has built on work that the Centre has undertaken in recent years for the National Housing Planning and Advice Unit and a range of local authorities and their partners (including Bristol City Council, Coventry City Council and North Shropshire District Council). The Centre will be producing a more specific study for Kingston-upon-Hull City Council as well as an online toolkit.

The research project has involved the following three stages:

- A rapid evidence review of policy on co-ordinating regeneration in England. This involved using a wide range of search engines and terms to identify relevant policy statements, case studies and academic papers from journals such as *Urban Research and Practice* and the *Journal of Urban Regeneration and Renewal*. Extensive use was made of published material from think tanks such as the Work Foundation, and the Centre for Cities. These studies were then assessed in terms of their usefulness for co-ordinating regeneration.
- A review of relevant material from North Western European countries and North America. Use was made of journal articles and papers as well as links with universities and government agencies in a number of countries. The Centre's membership of international organisations, such as the European Network for Housing Research, was invaluable.
- Discussing issues and testing ideas with a wide range of stakeholders through individual and group interviews as well as by semi-structured telephone interviews in Hull. These included:
  - Senior staff at the City Council;
  - Representatives of housing associations active in the area;
  - Housebuilders and construction companies;
  - Community and third sector agencies; and
  - Representatives of local delivery vehicles.

### About Regeneration Momentum

In August 2009 The Northern Way launched Regeneration Momentum, a programme of research and activities to rebuild momentum in the regeneration of our regions, cities and towns, in the recovery phase and beyond.

Regeneration Momentum is supported by the three northern Regional Development Agencies (One North East, Yorkshire Forward and the North West Development Agency), All Party Urban Development Group, British Property Federation, Homes and Communities Agency, Centre for Cities, NLGN, IPPR North, Core Cities, CLES, TCPA and BURA. This research paper is one of a portfolio of research reports commissioned as part of the Regeneration Momentum research programme. The views expressed in this paper are those of the authors and not those of the aforementioned partner organisations. For further information about the wider research programme, please go to [www.thenorthernway.co.uk](http://www.thenorthernway.co.uk).