DEPUTY OF THE
URBAN TASK FORCE

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Towns & Cities
Partners in Urban Renaissance

## Case Studies

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"It's also about psychologically what it feels like to live in a horrible environment, you know? I think it has... a psychological effect on me. It affects health, it affects all kinds of things." Citizens' Workshops

"There's a really nice park over the road and it's really well maintained, and we go and sit there on a Sunday afternoon... it just refreshes you so much, it's really nice." Citizens' Workshops

## Case Studies

"Maybe I'm a bit cynical but I just don't think it's possible. I think they need to put so much money into it, I just don't believe we're ever going to have an efficient integrated transport system!" Citizens' Workshop

"We feel that, this time, we have been listened to." Blackburn with Darwen resident on the Community Regeneration Zone Initiative

**Newham** Bus station at Stratford interchange
**Nottingham** Waterside and canal
**Manchester** Homes for Change, Hulme

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**Introduction** This Case Studies report is one of five documents covering the work of the Towns & Cities: Partners in Urban Renaissance project between October 2001 and October 2002. The partnership involves 24 towns and cities across England. It is led by the Urban Policy Unit of the Deputy Prime Minister's Office working, through an active research consultancy with URBED (Urban & Economic Development Group). The five documents in the family are:

- Project Report
- Partner Profiles
- Case Studies
- Workshops Report
- Breaking Down the Barriers Report

The 54 Case Studies in this document support the findings in the Project Report and aim to illustrate different approaches to positive progress across the Five steps to success and the Eight dimensions of renaissance. These were identified during the course of the partnership and are described in the Project Report:

| Five steps to success |
|---|
| Developing the vision |
| Building the concordat |
| Carrying out a phased strategy |
| Orchestrating investment |
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| Community engagement |
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Since none of the above steps or dimensions is mutually exclusive, many of the case studies reveal aspects of more than one 'step' or 'dimension'. That, of course, is the nature of urban renaissance – it is not achievable through a single issue approach.

"I'm quite proud of the city really because of the history. The city centre is good although the suburbs are bad... the suburbs need to improve as people live there."

"You wonder if they've concentrated more on the city centre and not so much on the places where the likes of us live."

Citizens' Workshops

## 2 Developing the vision

Promoting a vision for Leeds through the Leeds Initiative

2.1 **Context** Leeds, one of the great northern cities of the Victorian era, has had to face all the usual problems of post-war industrial decline and deprivation. However, more than any comparable city in England, it has succeeded in diversifying its economy, and transforming its image and outlook. Leeds is now seen as highly successful, with a rising population, low unemployment, huge investment from the private sector, and booming financial service, media and cultural sectors. One factor that is widely acknowledged in the city as having contributed to this renaissance is the Leeds Initiative – a long-standing partnership between Leeds City Council, the private sector and an increasing number of voluntary, local and regional agencies, which takes a strategic approach to the development of the city.

**Process** The Leeds Initiative began in 1990 primarily as a joint effort by the council and the Chamber of Commerce to promote the city as a good place to do business, where inward investment was welcomed and all sectors co-operated in overcoming potential obstacles. Originally there were eight members in the partnership, including the universities, the local health authority and the regional transport authority. As well as promoting the strategic vision and aims for Leeds' development, individuals from the relevant organisations formed working groups (covering such areas as transport, manufacturing, financial services and the city centre) to help take forward specific aspects of the city's development.

In 1997 the Leeds Initiative decided to formalise their efforts, by developing and agreeing a broad strategic vision for the city – a Vision for Leeds – based on six interlocking themes:

- Competing in a global economy
- Making the most of people
- Integrated transport
- Looking after the environment
- Creating better neighbourhoods and confident communities
- A planned approach to technology

The themes, their objectives and priorities were discussed and refined through a series of round table conferences, which brought together over 700 participants. This was followed by widespread public consultation. Over 10,000 questionnaires were filled in and a cross-section of residents took part in opinion surveys and focus groups.

As a result, the overarching Leeds Initiative partnership was expanded to include 20 members, with the voluntary and, to some extent, community sectors being represented through a new city-wide organisation called Leeds VOICE. Six strategy groups were established to oversee each vision theme and their related partnership groups. A ten year strategic plan (Vision for Leeds – Sustainable Development 1999–2009) was developed, which set out 19 specific targets to be achieved within the six themes. Each partner undertook to review its own planning processes to ensure that they took account of the aims of the Vision.

One of the most important changes, however, was in the way that the city council itself operated. Its own corporate plan was rewritten to focus on working to deliver the Vision for Leeds. In addition a monitoring process was established to measure results on a small number of key indicators under each theme. The results are published every year.

Achievements There is no doubt that Leeds has continued to make progress on many fronts in the five years since the Vision for Leeds was introduced. A recent survey of many of those involved in formulating the original vision unanimously confirms that "Leeds is undergoing an urban renaissance" – but also that "some parts of the city are lagging behind". Good progress is being made in 'Competing in a Global Economy' and in 'Making the Most of People'. But in other areas, such as 'Integrated Transport' and 'Creating Better Neighbourhoods and Confident Communities', a significant number of people feel that more needs to be achieved. The Leeds Initiative's own monitoring system confirms that there has been great success, and some progress has been made in closing the gaps between different parts of the city, but that Leeds (like other big cities) remains something of a 'two-speed city'.

Agreement by the Government to fund Leeds' Supertram (on which work is due to start shortly) and recent improvements to Leeds City Station are expected to improve the overall transport system, but the continuing disparities in performance between different areas of the city are a real cause for concern. With this in mind the Vision is being reviewed, with more emphasis being put on the theme of 'Better Neighbourhoods and Confident Communities' and on 'closing the gaps' under the themes. Community engagement is now seen as a top priority and consideration is also being given to adding new themes, while still ensuring that the city's economic and other successes are maintained.

Conclusions Looking back on the way that the Vision for Leeds has developed, a majority of survey respondents think that the process has worked well, and there is overwhelming agreement that the Vision has influenced the city for good. This view is evidently shared by central government, which has recently designated the Leeds Initiative as the city's Local Strategic Partnership – a new concept that it has helped to pioneer.

2.2 Context Following its commercial success in the 1960s and 70s Croydon faced four major challenges in the 1990s:

- Office and retail competition from other centres located around the M25 motorway
- Poor accessibility and congestion
- Lack of diversity, with an emphasis on a 'nine to five' office-based lifestyle
- Image problems – seen as dated with its uninspiring office blocks and a boring, unattractive environment: a '1960s concrete car park'

These challenges were identified principally by media comment, market research, listening to customer and community opinion, and reviewing competitors' plans and achievements. Press coverage demonstrated the negative image that Croydon had, and the major regeneration task that it faced. In addition Croydon Council had no tradition of working in partnership with business and community stakeholders.

Process In the mid to late 1990s Croydon Council embarked on a process to create a vision and strategy to transform the entire town centre. The stimulus came from a growing awareness that complacency would lead to serious urban decline in the future. The initiative showed the need for, and importance of foresight, initiative and entrepreneurial flair. The 20-20 Vision document was launched in autumn 1998. Sixty five per cent of the cost of the study was met by the private sector, illustrating the degree to which Croydon Council had earned the respect and active support of businesses. The wider community was also engaged in a number of different ways – exhibitions, questionnaires, leaflets and newsletters.

The strategy provided clarity and consistency of direction, together with breadth of ownership and commitment. Its objectives cover a range of themes to address the key challenges and to underpin the development of the town's central area – promotion, land use, urban design, public realm, transport, property and economic development. The following list provides an example from each of these themes:

- Promoting and enhancing a positive perception of Croydon to all
- Diversifying activities within the central area and encouraging mixed-use development
- Promoting innovative and good design to encourage the development of icon buildings and spaces
- Creating a legible streetscape with defined public and private areas, and a clear relationship between buildings and the function and design of the adjacent public realm
- Optimising and expanding Croydon's excellent public transport systems through improvements in the interchange between modes and promotion of new services
- Encouraging development that addresses the oversupply of outmoded office stock
- Diversifying the range of commercial activities, thus improving the sustainability of Croydon's economic base

Development briefs have provided clear indications of what is wanted and the council is prepared to use its compulsory purchase powers to enable development. The Croydon Council Town Centre Regeneration booklet (a summary of locations and projects from 20-20 Vision) is an excellent, accessible document that signposts what has been achieved, what is underway and what is proposed for the future.

The visioning process also highlighted the need for a more proactive culture and a change of internal processes within the council, with an emphasis on leadership, partnership, project delivery, and co-ordinated delivery of services. This has led to the streamlining and reorganisation of council departments, and a commitment to:

- Maintain and develop capacity to consult, involve and adapt
- Deliver planning gain
- Secure inward investment
- Measure Croydon's performance through a 'competitiveness audit' (for example, Bromley is a competitor, but Bluewater has had little impact)

Achievements Since 1998, Croydon has already demonstrated considerable achievement:

- Croydon Marketing and Development Ltd, an independent organisation focused on rebranding and promoting Croydon, has been established and the council's Inward Investment Manager seconded to them
- The Clocktower complex, with its small art cinema and café next to the library, adds to Croydon's attractions
- Skyline, Croydon's main Millennium project, is an imaginative coloured lighting scheme that transforms the concrete skyline
- Tramlink, an ambitious example of sustainable and integrated transport, opened in May 2000. The 28 kilometre network provides a new distinctive gateway at East Croydon station, and has opened up employment opportunities for residents in the deprived New Addington and Fieldway wards
- New businesses have been attracted into the town centre, including Merril Lynch, Utell and Maurant
- A number of new developments have been secured including the 'Centrale' retail scheme anchored by House of Fraser, a new urban leisure complex including multiplex cinema on the Grants site, and a Jury's Hotel
- In total 17,200 new jobs have come into the town centre since 1997

Starting with just one partnership in 1992 – involving the Chamber of Commerce and Industry – Croydon Council was working with (or had helped establish) over 35 partnerships by 2001.

Conclusion The reasons for the success of Croydon 20-20 Vision include:

- A strong local framework to cope with economic uncertainty and global change
- Added value through cross sector working and partnerships
- A widely owned local vision and strategy
- Close co-operation between the local authority and 'opinion formers' within both the commercial and local communities has helped to shape and strengthen the 'public realm and amenities' agenda. There is clear evidence that a 'They talk, we listen, then act' ethos is being applied across the board

2.3 **Context** A major challenge is creating a shared vision of how to regenerate an inner city area that is both inspiring and practical, and this requires some way of finding out what people think and discussing options. This is particularly difficult in areas that are diverse and where the population is changing. Newham has invested heavily in building consensus through opinion surveys, 'Listening Days', a series of innovative community events – 'Your Newham 2010' and underpinning the Newham 2010 Local Strategic Partnership with an associated Community Leadership Framework.

**Process** Newham's basic consultation technique was used in June 1999, and subsequently repeated with modifications. The process brought together an invited audience, broadly representative of residents and other interests, and enabled them to vote through state of the art electronic keypads on strategic choices under a number of themes. This initially took place in the new Picture House in Stratford. Delegates were given a means of registering choices, the results of which were then illustrated in graphical form.

Organised by the Chief Executive's Forum, consisting of executives of the main stakeholders in the borough, the event brought together 350 residents and 150 representatives from community groups and agencies working in the borough. The council's Leader opened the event by emphasising that the vision was about "making Newham a place where people choose to live and work". The vision was then broken down into four elements: Living in Newham, Creating Prosperity, Skilled for Life and Citizen 2010. Short presentations were given on each of these themes to set the scene, which included the results of opinion surveys and an assessment of trends.

Another innovation has been the use of 'Listening Days', in which councillors and relevant officers took to the streets to speak to several hundred residents in different parts of the borough. Subjects such as health, lifestyle and community safety were covered during these events, which helped to inform those issues addressed at the Newham 2010 community event.

**Achievements** Following the first Newham 2010 event, a Newham 2010 Partnership was set up, primarily charged to incorporate residents' preferences within the Community Plan and to organise the next event. Though relatively expensive to run, the results of the exercise were influential in setting priorities, and creating a sense of community engagement. Together with all the other surveys they have given the council an unparalleled basis for making strategic choices and attracting resources. As an example, Newham has a particularly bad health record, in part related to high levels of poverty and immigration. The options for making Newham healthier which achieved most support from participants in the consultation exercises were health education in schools and reduced pollution with more cycle routes. These were prioritised by participants ahead of improved housing and less traffic, with a host of other ideas gaining much less support. However, the views expressed varied. For example black and minority ethnic respondents placed much more emphasis on the role of schools than white residents did, and fewer young people saw pollution as a problem than older people. Reducing waiting times was seen as the main priority, and was particularly important to minority ethnic respondents.

The overall feeling was that the borough is getting better. The single most important key to realising the vision was seen as education together with involving local people (25% each) followed by a harmonious multicultural society, and improved leisure facilities (14% and 12% respectively). Interesting responses included support for more local health centres, and 61% voted for improving town centres in turn, rather than improving all areas substantially by switching resources or raising council tax. The key to cleaner streets was seen as better education and fines for leaving rubbish out. There was support for a directly-elected Mayor, but opinion was split on annual elections.

Having undertaken these consultation initiatives, Newham found it possible to build on and amplify them as the foundation for developing a borough wide Local Strategic Partnership (LSP) when the Government's Neighbourhood Renewal Strategy emerged. The LSP retained the Newham 2010 name and the main stakeholder partners remained in membership. However, ten Community Forums were also set up to enable regular discussion of issues important to the main neighbourhoods and town centres. These Forums each elect a representative to the LSP. The LSP was formally launched at a community event 'Your Newham' held at West Ham Football Club in February 2002 which attracted 1,200 participants. There were a number of fun events but many of the exhibits still sought to identify residents' preferences and policy choices in novel ways, for example, participants were given play money and asked to allocate it between a number of options aimed at improving the street scene and environment.

A further key element is the council's Community Leadership Framework which seeks to draw together previous functions of community development across public and voluntary sectors and pools funding as well as using European Regional Developments Fund Pathways and community capacity building resources. Drawing on the lessons from the Newham New Deal for Communities area, a multi-sectoral team of neighbourhood facilitators has been assigned to each Community Forum area to equip local communities to develop agendas relevant to their localities and to influence the delivery of mainstream services.

Conclusion It is impossible to involve all residents and stakeholders in community and strategic planning exercises, but the results of the Newham 2010 work suggest most people want to be engaged in and informed about their immediate neighbourhood. A video and interactive CD-ROM were produced from the original Newham 2010 days, which allowed those who were not able to attend to express their views. The outcomes of Newham 2010 show the value of local authorities probing into attitudes, and feeding back the results into the planning process.

2.4 Context Many authorities are concerned about how to narrow the gaps between different communities and neighbourhoods. This becomes acute in areas where some parts are doing very well indeed, as in Brighton & Hove. There are a huge number of 'regeneration' projects being carried out in Brighton & Hove which aim to improve employment, education, health, community safety and investment in deprived areas of the city. About £100 million of external funding had been obtained over the last few years to carry out these projects and they have had a major impact on parts of central and east Brighton & Hove.

But future funding has become more difficult to obtain and every area now needs a strategy in place to show what the local communities priorities and needs are. An overall Regeneration Strategy for Brighton & Hove was therefore prepared to address this gap and to co-ordinate activities across the city.

Process The Strategy is a consultative plan, which builds on the extensive regeneration work that has already been carried out. Business representatives were consulted through a series of working dinners at which open and frank debate was encouraged about the state of the local economy. The Strategy also relied heavily on the findings of a major consultation programme with 'hard to reach' groups and communities who are at risk of social exclusion. People with disabilities, the elderly, people with mental health problems, gay and lesbian communities and other groups that can be overlooked in mainstream programmes were actively sought out and their views were brought together through a network of workers. Finally, all these interest groups were brought together on one evening in February 2001 in a participative event (Success In The City) which used working groups to develop the plan and to vote on priorities. This event and the consultation programmes provided the raw material for the Strategy.

The Strategy identifies 24 Challenges which the city must address if it is to achieve 'a strong economy for all'. These cover the sweep of regeneration activity under five main headings:

- Jobs
- Learning & Skills
- People
- Place
- Joining It All Up

Specific actions are identified to address each challenge and there will also be performance targets to measure progress against the Strategy. The Regeneration Partnership, on behalf of the emerging Local Strategic Partnership will lead the delivery of key proposals and has identified a small number of strategic challenges which will be at the heart of the regeneration agenda over the next five years:

| Strategic challenges |
|---|
| A diverse economy To develop, support and promote sustainable business sectors in Brighton & Hove |
| Supporting business To engage seriously with business to develop, support and promote sustainable companies in Brighton & Hove |
| Developing the workforce To work with employers and other partners to find more innovative and creative ways to develop staff and to provide training and learning opportunities for all |
| Reducing inequalities To ensure that all areas and communities benefit from economic growth and employment creation |
| Developing neighbourhoods To revitalise neighbourhoods as the foundation of a strong economy and to help reduce inequalities across the city |
| Safer streets To work with the police and other agencies to ensure that all residents, visitors, and workers feel safe, whether at home, at work, or on the street |
| Better transport To progressively develop a safe, efficient, affordable and sustainable transport network |
| Homes for the workforce To work with partners to develop a range of housing solutions which eradicate homelessness and housing need |
| A more attractive city To make Brighton & Hove become the smartest, cleanest, and most attractive seaside city in Europe |
| Land and property To ensure that there is a range of suitable and available sites and premises which can be developed quickly in response to demand |

**Achievements** The Strategy requires the support of other agencies and partnerships to implement many of its challenges and involved key agencies and partnerships in its preparation. The Strategy was launched publicly in May 2002 and can be found on the web on www.regenerating.brighton-hove.gov.uk

It is no coincidence that one result of the partnership approach to planning was the award of city status. The council is also using the Internet extensively to help communicate and disseminate information, and to make the most of the clusters of media related enterprises.

**Conclusion** The Brighton & Hove approach to developing the vision again shows the value of adopting a thoroughly inclusive process which gives all sections of a place's community opportunities to participate. Strong leadership within the council backed by the necessary resources have also been evident throughout and have played key roles in the success of the vision's delivery.

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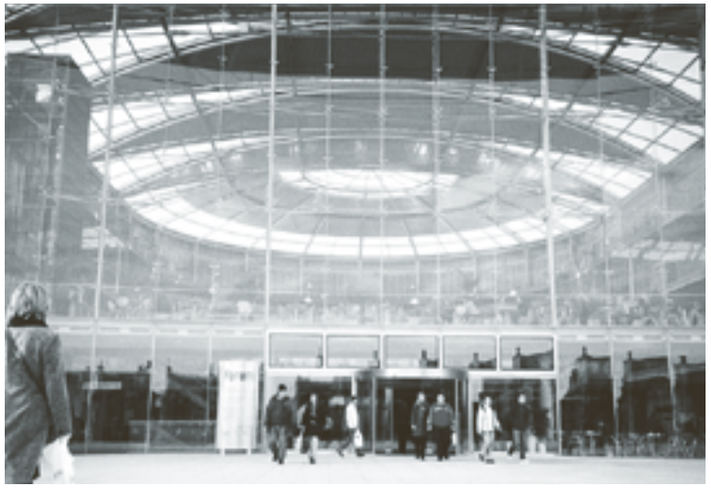

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**1 Norwich** The Forum
**2 Bristol** Harbourside

## 3 Building the concordat
Bringing public funding together in Gateshead and Newcastle

3.1 **Context** Regeneration, it is said, takes a generation, and even then it will only be sustainable if there is the commitment, and the finance, to invest in a co-ordinated way over a long period of time. This is particularly important in the early stages of regeneration, before the private sector has enough confidence in the area to be putting forward a full range of schemes. It is then that the public sector must carry the load, and it may take many years of preparation and investment before an area really 'takes off'. Furthermore investment from several different sources will almost certainly be needed as successful regeneration requires progress to be made on many fronts, including the economy, the environment, transport, infrastructure, education, housing, entertainment, culture, health and other social issues. While those responsible for urban regeneration have developed great skill in making bids and packaging resources, it is difficult to pursue long-term strategies using short-term funding mechanisms. Nor is it easy to ensure that different agencies (each with their own nationally or regionally set targets to be met) focus on the same areas with the same priorities.

**Process** In the past, several mechanisms have been tried to ensure that a range of agencies do work in partnership, and commit resources on the scale required over a period of years. These have included Urban Development Corporations, City Challenge Partnerships, Single Regeneration Budget Programmes, and now Regional Development Agencies' 'single programmes'. However there are still other agencies and funding sources that need to be tapped.

Ideally some form of formal long-term agreement between the various public agencies is required, which would commit them to funding an agreed regeneration strategy. Ideally, too, this would have reasonable flexibility built into it to allow for unforeseen contingencies to be accommodated. In practice, however, it has not been easy to get a range of agencies to sign up to such a 'concordat' as each agency has its own separate objectives and responsibilities. In Newcastle the Grainger Town Partnership brought together the city council, English Heritage, English Partnerships and the Regional Development Agency (as well as local representatives) to oversee and fund the regeneration of a historic area. Local Strategic Partnerships, which are coming into operation in each local authority area, do represent a possible mechanism through which such a funding 'concordat' might be reached, but it is not clear that national and regional agencies will be able to make long term capital commitments to local areas in this way.

However one innovative initiative which has led to much closer working between public authorities has been the Newcastle/Gateshead Partnership, a long-term collaboration between Gateshead Metropolitan Borough Council and Newcastle City Council. This collaboration is perhaps best known in relation to the joint Newcastle/Gateshead bid to become European Capital of Culture in 2008. But the partnership was actually established in 1998, and is much more far-reaching, particularly in relation to the regeneration of the land along both sides of the River Tyne – the narrow stretch of water which both separates and joins the two communities.

The redevelopment of Newcastle's Quayside in the late 1980s and early 1990s under the auspices of the Tyne and Wear Urban Development Corporation is well documented. It is a great urban renaissance success, which has not only transformed a run-down area but also brought jobs, housing, entertainment and vitality back to the original heart of the city. It has created a new high-quality, and highly sought-after, quarter along the north side of the river.
As this redevelopment was taking place, Gateshead saw the potential opportunities for the regeneration of the south bank, particularly if the facilities complemented those on the north bank, so that a single, larger and more diverse quarter could be created. This would not only attract more people to visit the area, but would also help drive the regeneration of the wider area (East Gateshead) which lay behind the river.

The need to collaborate on many practical issues – co-ordination of development, access and traffic management, marketing, visitor management, events, attraction of new investment, planning policies – led first to closer collaboration at both a political and senior officer level, and then to a formal partnership between the two authorities. As much of the joint work as possible on marketing, promotion and now the management of the European Capital of Culture bid 2008, has been delegated to a private company (the Newcastle/Gateshead Initiative). The two local authorities have invested substantially in the running costs of this company, but only have minority representation on its board.

Major long-term capital investment was required in East Gateshead, and particularly along the river at Gateshead Quays, where a total investment of over £250 million was foreseen – in projects which included the Gateshead Millennium Bridge, the Baltic Centre for Contemporary Art, the Music Centre (now renamed The Sage Gateshead), as well as leisure facilities, housing and hotels. The partnership did not solve the underlying funding issue, as none of the major public funding sources were involved. While a seven year Single Regeneration Budget (SRB) grant helped set the regeneration strategy in place, it could only be carried through if a range of other grants were obtained from different sources. There was no certainty of success at any stage, and this greatly added to the difficulty of fulfilling the strategy – and to the risk of failure.

Achievements The Newcastle/Gateshead Partnership is an example of two public bodies working together, both politically and practically, to ensure that the development of both sides of the Tyne are able to reach their full potential. The northern side is already an established success, and spectacular new developments are now taking place on the southern (Gateshead) side. The two are linked together by the nationally acclaimed Gateshead Millennium Bridge.

Conclusion The Newcastle/Gateshead Partnership, successful though it is, does not amount to a fully-fledged long-term funding concordat. Each council remains responsible for raising the public investment required for its area, and other major funding sources are not tied in. While one year SRB financing played a vital role in getting the redevelopment of East Gateshead off the ground, seven years is not long enough to regenerate most run-down areas (and SRB has now been replaced by Regional Development Agencies' three year 'single programme'). Gateshead Council has still had to orchestrate investment from many other sources (including National Lottery boards, European funding, Sport England, and of course private sector sponsorship and investment) and the failure or delay of any particular bid could have put the whole regeneration strategy in jeopardy. Partnerships can be fine for managing programmes of activity, but a long-term regeneration strategy really needs a long-term concordat between the major funding agencies.

## 3 Building the concordat
Securing the renaissance of Bristol's city centre

3.2 **Context** Though Bristol is located just off the 'high-tech' M4 motorway corridor, its centre has faced a series of challenges. These include the dispersal of offices and retail to out-of-town developments to the north of the city, a concentration of disadvantaged areas to the south of the centre, and a huge dependence on private cars. However, over the last two decades the city has fought back and, using a concordat approach in particular, has transformed the city centre and is now seen as a model for partnership working, which has helped transform the city centre.

**Process** An important first stage was the setting up of the Bristol Initiative in 1988 when investors were writing off the city. This brought local business leaders together through its first chief executive John Savage, who came from an industrial background. The Bristol Initiative has given birth to some 20 working partnerships, such as the Bristol Cultural Development Partnership. These enabled Bristol City Council to be much more successful in bidding for funds, for example the Millennium Project now called @Bristol.

During the mid 1990s, Bristol City Council and its new partners recognised that the prosperity of its centre was vital to the well-being of Bristol as a whole. It is a complex place, subject to many pressures for change from a wide range of interests, local, regional and national. The city council and its partners have tried to harness the energy to build both a shared vision for its city centre and a widely held confidence in its future.

The City Centre Strategy was first published in January 1998 following extensive consultation. It is described in terms of both 13 topic areas and nine neighbourhoods. These provide a basis for co-ordinating across the public and private sectors. They also provide a framework in which monitoring and effective review can take place. A first update of the Strategy was published in June 1999, along with an Issues Update in May 2000. The latter is particularly important in recognising and responding to the dynamic quality of the change within the city centre.

**Achievements** The process has given Bristol a reputation for creativity, from its ferry service (itself the result of an ideas competition run by the local paper) to big projects such as the centre, where a traffic roundabout has given way to a pedestrian piazza with fountains, or the Legible City project, with its innovative signing system.

Over the last three years, there has been a scale of construction and investment comparable with any UK city outside London. Within the Strategy, three major regeneration areas are identified, at Harbourside, Broadmead (the regional shopping centre) and the area around Temple Meads railway station. It is estimated that over a five to ten year period, these regeneration projects will generate over £1 billion worth of investment. Progress to date is very encouraging.

**Harbourside** The regeneration of the Floating Harbour started with small-scale environmental improvements, supported by English Heritage, and the reuse of old buildings for creative businesses. Then Lloyds Bank was attracted to establish major offices, creating a new business location. This is now a 27 hectare prime site for a mix of leisure, housing and business use, adjacent to the historic harbour. The first phase is now complete in the form of the @Bristol attractions of Wildwalk, Explore and IMAX, a £100 million project part-funded through the Millennium Commission. In Harbourside the owners have pooled their land, but it was only after a community-based approach to planning was adopted that an agreement was reached, after five years of argument.

**Broadmead regional shopping centre** The opening of the Mall at Cribbs Causeway led to concerns about the impact this would have on city centre shopping particularly when John Lewis pulled out, but the impact to date has been far less than was feared. The establishment of the Broadmead Board in 1995 has been one of Bristol's partnership success stories. It has not only helped to bring about a successful response to increased competition, but has also invested in improving the quality of the centre's public areas, pedestrian links, car park facilities etc, through the Capital Challenge Programme. Two of the country's major retail developers are working together to expand Broadmead. Increasingly, Broadmead is being promoted as a key attraction within a lively, interesting and diverse city centre, linked to the rest of the city centre by high-quality streets and squares. The Broadmead Manager manages the area. This has led on to the appointment of a city centre spaces manager, who is promoting events and activities and ensuring higher standards of management and maintenance.

Temple Quay, Temple Meads This area, just on the fringe of the city centre, is one of Bristol's major gateways. Working closely with English Partnerships (now superseded by South West Regional Development Agency) and private investors, investment in commercial offices in this area has 'exploded' over the last two years. The masterplan for a mixed-use development covering another 70 acres has been agreed without any disputes thanks to the city's clear strategy and an approach of consulting all the stakeholders before submitting planning application. In addition to these three major regeneration projects, benefits are spilling out into other parts of the city centre, which has seen the numbers of tourists and residents in the city centre mushroom.

Wider initiatives Development success and the extension of the evening economy to a 24 hour economy on Thursday, Friday and Saturday nights has highlighted the need for management and maintenance initiatives. These have involved new street cleansing regimes with specialist equipment; crime and disorder initiatives with nightclubs; the provision of council funded nightbuses; and the development of a Business Improvement District led by the private sector with council support.

Conclusion Bristol shows it is possible to overcome a history of conflict, and to secure better quality development. This has been achieved through a series of specific concordats or partnerships, an overarching city centre strategy, and mechanisms for bringing stakeholders together, and a real spirit of working together. However, while Bristol's partnerships have delivered success, they have not amounted to fully fledged long-term funding concordats.

3.3 **Context** As a result of close contact with experience in Europe, Norwich has pioneered new approaches, for example, the first pedestrianised street in 1967, or the first traffic-calming scheme in 1989. Instead of looking at Europe simply as a potential source of funds, the council has sought to share experiments and good practice. Collaboration takes many forms. There is the usual town twinning, which can be seen, for example, in naming a new bridge. A French Market twice a year has been very successful, with Marks and Spencer reporting a 75% increase in food sales one Sunday as a result of increased numbers of shoppers. However the most interesting results have been in the way planning is undertaken.

**Process** An excellent example is the development of Norwich's approach towards the public realm, and the Water Cities – a European Interreg project. This started with the council drawing up a strategy for its river valleys in 1999 involving 22 partners, to improve recreation and access. A successful Interreg 3b bid brought together eight European partners to inform development of the strategy around projects such as sustainable transport, with a river bus, cycle and footpaths, and a yacht station serving the Broads.

This led to collaboration on the problems of managing the public realm and a bid with five other partners to develop a spatial strategy, focusing on transforming the market place. As well as exchanging ideas, for example on the use of rangers to promote security, the project is tapping into the expertise of its partners in urban design, and this is helping to progress projects that might otherwise get stalled by vested interests.

The next priority is Market Square, which is one of the largest in England, but is no longer the attraction it used to be, when, for example, the German travel writer Peter Sagar praised the colourful stores, and commented "You can buy anything there". Today, like many markets, it has lost its liveliness, and ended up just emphasising low prices.

Key elements include drawing up a spatial strategy, producing public quality and management manuals, and upgrading a major public space. As part of this the city is drawing on advice from other major cities on upgrading markets, and managing public squares. It has also engaged with the local community, and held a design competition for national and international architects, as well as organising a Design workshop, as part of the towns and cities project.

**Achievements** The North Sea Vikings Legacy project has improved the standards of visitor information, and has ensured that Norwich gets mentioned in Scandinavian travel guides. Norwich is now getting involved in a Europolis network with 19 cities. The city has played a leading role in the very successful English Historic Towns Forum, with a sophisticated website through which its policies can be accessed, and through regular conferences and publications. This is now being extended to Europe, and other links are emerging, such as the Fortified Cities network.

**Conclusion** Norwich is well advanced in tackling the basics, including interpretation and signing, and park and ride as well as securing some fine new buildings and a new waterfront. In many respects the city is one of the leaders in urban renaissance in England. Norwich believes that it is the ideas that matter, not the money, and that some of the best exchanges with European partners are tangential to the actual project, simply through seeing something that works, and finding out how, which underlines the importance of being flexible and opportunistic. Lessons from the city's experience include the importance of picking the right partners, both in terms of places that face similar problems, and people who want to collaborate. By looking and listening, the city has become more innovative.

## 3 Building the concordat

Promoting Croydon through a dedicated and independent marketing company

3.4 **Context** In 1997 the London Borough of Croydon set up Croydon Marketing & Development Ltd (CMD) to build relationships with the business community, and to provide a non-political and independent forum for their involvement in the promotion of Croydon and the development of its economy. Although CMD is grant-aided by Croydon Council, it also receives substantial funding from the private sector. Its main role has developed progressively to provide a strategic marketing focus for the borough, and to ensure the continued development of the local economy.

It aims to promote the positive aspects of living, working and playing in Croydon, and is supported by local organisations who share its vision for Croydon. Local organisations are able to use its network of contacts, gain assistance with their business objectives and tap into its sector marketing initiatives.

CMD is responsible for attracting businesses to locate in Croydon both from the United Kingdom and also as a result of direct foreign investment. To complement this, it actively encourages companies already in Croydon to stay and expand. CMD also works sub-regionally for example, by producing the annual South London's 'Best of Business' awards.

**Process** CMD was set up in 1996 and began trading in 1997. It has a team of specialists in inward investment, town centre management, business development, cultural development, event management and strategic marketing and promotions. Core staff also have expertise in copywriting, production and sales, and CMD has access to a database of freelance consultants. The current board has been expanded to include a proactive cross section of the Croydon business, cultural and social communities, as well as a number of observers from Croydon Council. Its new Managing Director will be focusing on the strategic marketing and promotion of Croydon as the capital of the South East.

CMD has two distinct types of partner – business and town centre – and offers inclusive partnership packages for each. The packages give a range of benefits, designed to appeal to organisations of every size and budget, including networking opportunities through high profile events, regular updates on issues affecting the business community, and assistance to firms to raise their profile in the local, regional and international marketplace.

**Achievements** CMD manage discrete and high profile projects that require support and sponsorship, and also works closely with organisations on projects that assist Croydon and meet the objectives of the supporting businesses. Examples include:

**Croydon Film Commission** CMD has recently taken over total responsibility for all TV and film promotional and operational activities in Croydon. It works closely with Croydon Council and the London Film Commission to raise the profile of the borough and ensure that the TV and film industry have every opportunity and full 'one-stop-shop' access to all facilities while filming

**Croydon Photography Competition** The Croydon Photography Competition is run annually by CMD, offering professional and amateur photographers of all ages the opportunity to capture the essence of Croydon at the start of the new century. Now in its fourth year, this highly successful competition is open to amateurs and professionals from outside the borough

**Croydon Skyline** CMD is represented on the board of Croydon Skyline, a unique lighting scheme combining changing and static colour exterior lighting which has been designed specifically to reflect the architectural characteristics of each building in the scheme. Twenty buildings in central Croydon are currently illuminated from dusk until midnight and during this period each building produces its own colour show, including community lighting events and a special townscape Christmas lighting scheme

**Croydon Hotel Association** This project provides support to both the leisure and business visitor. Together with the Borough, CMD works on a hotel development programme to ensure that the supply of beds and conference facilities matches the ever-increasing demand

continues

## 3 Building the concordat

Promoting Croydon through a dedicated and independent marketing company

**Gateway Campaign** This is the key venture for 2002–2003. Its main purpose is to develop a promotional campaign to provide information, to educate and to encourage visitors to Croydon from target areas to the north and south. A secondary objective is to generate interest in Croydon at Gatwick Airport for local employment, overnight stopovers, flight delay stopovers (crew billeting), the night-time economy, and to attract inward investment

**Town centre management** CMD has recently taken over responsibility for town centre management, with a Manager to oversee its smooth running, update Croydon's dated 1970s image, and maximise civic pride. A Marketing Manager ensures that its activities are effectively researched, publicised and promoted. Several key projects have been highlighted and solutions to problems identified. Partners within both the private and public sectors have made a major contribution in achieving these objectives, and the Town Centre Management's role as a facilitator and catalyst for change has been actively encouraged by all sectors of the business community

**Public relations** CMD is actively raising the profile of Croydon through media relations, press releases and familiarisation visits, and works alongside partners on joint PR campaigns to trade and consumer sectors. It is also in the process of constructing a dedicated image library for press use

**Publications** CMD produces a number of publications to promote Croydon to internal and external markets, including Towntalk, a monthly newsletter, News@CMD, a bi-monthly publication to inform partners and Croydon organisations, Croydon Visitor Guide 2002 which outlines the town's attractions, The Facts which profiles Croydon's attractiveness to relocating companies and their employees, and 100 Facts, a pocket accompaniment to 'The Facts'

CMD also features in the local, trade and national press in updates on Croydon, CMD and its partners. On the technical front, CMD operates a very advanced website using geocoding to enable the user to identify and locate a range of user-specified searches, such as where there are offices to lease, or the location and details of all the Chinese restaurants in Croydon.

**Conclusion** CMD demonstrates the importance of image to a town or city, both for its economic survival and for the enjoyment of residents and visitors, and especially demonstrates how significant successes can be delivered through long-term commitment and resource to a partnership approach that has a well-defined focus and well defined objectives.

"From the time it takes between identifying the opportunity to collecting awards for achievement, it is clear that the process needs to be carefully phased in ways that produce early wins." Project Report

## 4 Carrying out a phased strategy Using action planning in Birmingham

4.1 **Context** In 1988, at what was later called The Highbury Initiative, a high level group of people came together for a weekend to rethink the future of Birmingham city centre. The city council had already started to diversify the city's economy by building the International Convention Centre, spurred on by the success of the National Exhibition Centre, and the centre of Birmingham was experiencing a boom in retailing, office development, and leisure facilities. But the city was also trying to manage the legacy of the previous boom of the 1960s that had left large-scale concrete developments that had weathered badly and were proving to be inflexible in design and unwelcoming to people. The challenge for the participants in 'Highbury 1' was to explore whether increased economic activity and investment could be harnessed to drive improvements in the physical environment of the city centre.

**Process** The Highbury Initiative was one of the first uses of action planning to generate a shared vision, by bringing together people from a wide range of professional backgrounds – leading politicians and council officers with architects and planners, developers and businesses, artists, surveyors, and consultants. Deliberately, many of the experts were from outside the city – indeed many came from Europe and overseas – and one of the strongest factors in the event was the dialogue between those who knew the city intimately and those who could draw on experience from elsewhere.

The approach was to see the city centre as a kind of theatre, because the actions necessary to make cities exciting, attractive and comfortable places can be likened to putting on a show, and workshops were set up around different themes. The symposium started by getting delegates to walk into the centre from different points, and to share their reactions. It went on to come up with a new vision based on a series of distinct quarters connected by a high-quality public realm. The event had a profound impact on everyone who took part, and the resulting report was adopted as the City Centre Strategy. Consultants were commissioned to follow through key ideas, like dropping the ring road, which had been described as a 'concrete collar'. Quality not quantity became the new focus, and priority was given to the needs of pedestrians and visitors.

The results were soon apparent, as the city centre benefited from a new public realm extending from the main shopping area to the Convention Centre. The public enjoyed the results of a Per Cent for Art policy, with extensive use of public art, such as new fountains and sculptures. A year and a half later a second symposium 'Highbury 2' followed a similar format, with inputs this time from Chicago and Barcelona. This encouraged the start of city centre management, and the development of associations to promote emerging clusters of activity such as finance and professional services. It also prompted design briefs for key sites. Though the initial scheme for the redevelopment of land by the Convention Centre fell victim to the recession, it was redesigned as Brindleyplace, with an initial focus on creating a mixed-use scheme with office accommodation, bars and evening entertainment around a high-quality public realm along the canal. One success led to another and, by 2000, a thriving residential area had developed, starting with Symphony Court, with an 'urban village' on the edge between the Jewellery Quarter and the canal.

After a lull, the 'Highbury 3' conference took place in February 2001, organised by the city council and City Pride. The aim was to reflect on the progress that had been made in transforming the city since the earlier 'Highburys', and explore what needed to be done next to secure the on-going success of the city and its people.

This event followed in the tradition of earlier 'Highburys' in that it brought together those with a stake in the city's future, along with experts from elsewhere in the country and overseas to provide additional challenge and raise aspirations. However, it differed from its predecessors by its sheer scope and ambition. It looked beyond the city centre to the needs and potential of the whole city – the suburbs and neighbourhoods of one million people. It sought to engage a much wider range of internal stakeholders, particularly from the voluntary and community sectors, and focused attention on the wider aspects of urban life – such as cultural diversity, communications, creating the learning city and reducing crime and social exclusion.

Once again participants were exposed, through organised field trips, to the problems and opportunities that the city presents. They were challenged to apply their expertise and experience to problems outside their normal field of work so that new connections were made, and exciting new ideas and creative responses were generated to long-standing intractable problems. 'Highbury 3' flushed out a vast and complex agenda, some of the key elements being:

**Flourishing Neighbourhoods** Extending the success of the city centre out to local neighbourhoods to develop economically strong, culturally vibrant, inclusive communities with a sense of their own identity. This includes tackling issues of crime and anti-social behaviour, health inequalities, unemployment and skills gaps, and poor housing and physical environment, and responding to the desire for further devolution

**Diversity** Recognising and encouraging the expression of differences between geographical communities and communities of interest, and exploiting the economic, cultural and social potential offered by the depth of diversity in the city

**Connectivity** Developing linkages within the city, between people and the civic establishment, communities and the centre, academia and business; and with other cities in this country and abroad

**Transport** Securing for the city the transport infrastructure needed to support the economic prosperity and social integration described above

**Cultural Planning** Integrating more closely the cultural planning and urban planning processes; and realising and promoting the creative potential of Birmingham's people

The symposium emphasised the importance of engaging a widening network of people in the task of planning and evolving the city of the future and in translating the outputs of 'Highbury 3' to make tangible differences on the ground. However, there is a clear role for the City Strategic Partnership (CSP) in offering leadership to develop and realise the vision, and ensure that concerted effort is made by all the key players to meet the expectations that were raised. The outcomes of the 'Highbury 3' symposium have been incorporated into the 'Community Strategy' which offers a framework for action by inter-agency partnership structures across the city.

Birmingham is also seeking to capitalise on the interest generated by 'Highbury 3' to secure the connections with, and input from, experts to help further develop thinking on the big issues; and to evolve practical cutting edge strategies to consolidate Birmingham's reputation and influence the Birmingham agenda. The first thematic event took place in January 2002 when an academic came over from Vancouver to help local people explore and develop their thinking around the concept of 'planning for diversity'.

**Achievements** The success of the early improvements made to the city centre have led to a tide of investment, which in turn transformed the city's image to the outside world and gave its citizens a new confidence. The focus for developing and expanding the city centre is now moving to the Eastside, where an ambitious masterplan has been commissioned.

The city's growing confidence is enabling the council to tackle the more difficult agenda of ensuring that all the city's neighbourhoods are 'flourishing', while no longer expecting to do everything itself. The city has adopted ideas that would have hardly been considered a decade or so earlier. For example – the council is pursuing an ambitious programme to devolve governance and service delivery arrangements; the city is developing an strong and exciting bid for European Capital of Culture 2008; over one hundred local businesses have signed up to a Charter for Social Responsibility; the strategy for the built environment has been recast to reflect the needs of people for 'Places and Spaces'; the Eastside masterplan envisages a creative 'learning quarter' and so on.

**Conclusion** The Highbury Initiatives have attempted to raise the sights of Birmingham – benchmarking the city against the best in the world to develop a shared vision for the future. Birmingham's experience has shown the importance of drawing on lessons from all over the world, and of using unconventional methods to generate fresh thinking. There is evidence that citizens are proud of what has happened in the city centre, but there is also a wider understanding of the need to tackle the factors that are constraining the contribution that people can make to the life and prosperity of their communities, and to ensure that the success and prosperity of the city centre is reflected in all the city's neighbourhoods.

## 4 Carrying out a phased strategy

Transforming Reading's town centre into a place of quality

4.2 **Context** A large, prosperous town, Reading experienced a boom in the 1970s and 80s but still remained "one of the most unpleasant places in southern England" (T. Fort in *The Sunday Correspondent*, 1989). Things changed in the 1990s. Reading developed a vision of 'sustainable neighbourhoods linked to a dynamic centre'. This has required improving and co-ordinating nearly all aspects of the town centre, as well as the development of a major new shopping centre, The Oracle, designed to an extremely high standard and taking advantage of the river running through the site. This has created a vastly improved image of the town and set the scene for a real renaissance.

Over the past fifteen years a systematic, strategic approach has been taken to transforming the town centre which has already succeeded in changing the image of the town. A wide range of issues have been tackled in a co-ordinated manner. Much still remains to be done (a recent report for the borough council identified the scope for a further 10–15 million square feet of new development in the centre) and the current strategy envisages another 18 years of change. However, Reading appears to be firmly set on course for a renaissance.

**Process** The documented vision for Reading, Reading City 2020, advocates a "European" city with "a series of sustainable local communities" linked to a dynamic centre. "Excellent innovative architecture"; "highest quality facilities"; a "distinctive character" and "good quality of life for all" are emphasised. This document followed a ten year strategy for the centre published in 1989 after extensive consultation. Centre Plan set out to improve the centre of Reading but with a particular focus on making it a better shopping destination. It foresaw the extension of the town's retail offer through the development of a major town centre shopping centre around the River Kennet, and proposed the removal of traffic from the main shopping streets.

The 1989 strategy was developed to respond to proposals for an out-of-town regional shopping centre development at Great Lea (which ultimately did not go ahead). It also reflected the desire of the council and the private sector in Reading to upgrade the centre and change its image to serve more effectively the needs not only of its own citizens but also its potential wider and affluent catchment.

| Phased strategy |
| --- |
| Revitalising the town centre (economic, entertainment) |
| Securing a mix of uses |
| Enhancing the public realm |
| Raising standards/high-quality development (especially The Oracle) |
| Building on underlying strengths (location, River Kennet) |
| Coping with traffic |
| Re-using brownfield land |
| Reducing exclusion (targeted recruitment and training) |
| Changing image and attitudes |

In the early 1990s, Reading undertook the first phases of its still-continuing pedestrianisation and landscaping programme. The building of the new town centre shopping centre, The Oracle, and the creation of a pub-based entertainment area in the north of the town centre followed. The development of The Oracle ultimately benefited from delays to the project caused by the poor economic climate of the early 1990s as it allowed the council to work with a new developer, Hammerson, to develop a scheme of the right quality, in terms of both shops and the public realm. Work began on the new centre in 1996 and it opened in 1999. Reading City 2020 now puts forward further bold proposals for continuing the renaissance. These include high-quality commercial schemes as well as residential and public transport projects. No doubt the end results will not be exactly the same as those envisaged in Reading City 2020, but the vision and the guiding principles are clear.

## 4 Carrying out a phased strategy Transforming Reading's town centre into a place of quality

| Key factors for success |
| --- |
| A shared vision and strategic approach |
| A phased strategy (planned to last for 20–30 years) starting with the town centre, but planned to include improvements to local centres and to links between them and the town centre |
| Orchestration of investment through working in partnership, especially with the private sector, through town centre management, through a clear strategy (first Centre Plan, now Reading – City 2020), through corporate working and monitoring performance, and through action to maintain momentum |
| A commitment to quality (as underlined in The Oracle development) and to changing the image of the town and making it special – not present in earlier attempts to improve the town |
| A genuine effort to overcome local exclusion by training to ensure that unemployed local people get access to new jobs being created in the town |

**Achievements** Although Reading only become a unitary authority in 1998, corporate management and 'joined-up thinking' have been part of the borough council's approach for several years. Centre Plan recognised that many aspects and functions of the town centre had to be co-ordinated, if it was to remain attractive from the customer's point of view in the face of rising expectations and improving standards elsewhere. The introduction of town centre management in 1989, one of the first schemes in England, showed that this was taken seriously in practice, not just in theory. Also genuine partnerships were established, particularly with the private sector. Employers were keen to be located in the Thames Valley, and investors were keen to invest in the area. Both, however, wanted to be sure that high-quality services and facilities would be available for them and, as importantly, for their employees, so that the area would remain an attractive location in the future. In return, they were happy to invest in ways that benefited the wider community as well as themselves.

The City Centre Management Board has developed a strategic remit. It includes senior representatives from the private sector (such as major employers, landowners, retailers and the local media), the Chamber of Commerce, the police and the borough council. It has worked with the council's long-term visions for Reading to develop a rolling five year strategy for the centre. It oversees a wide-ranging action plan which covers far more than just retailing. Together with the council, it undertakes regular surveys, including those of businesses and residents, in order to monitor and publicise progress.

**Conclusion** Reading's town centre has been transformed through a clearly defined phased strategy, and with it the image of Reading as a place to visit and hire. The process has benefited from town centre management, which has also progressively widened its role.

## 5 Orchestrating investment

Supporting growth and investment in Medway

5.1 **Context** With limited powers of financial assistance, how can local authorities influence local economic development? Medway Council, in the heart of the Thames Gateway, is committed to encouraging innovation and supporting existing companies that want to grow, while attracting new investment to the area in its efforts to create a 'city of culture, learning, high-tech and tourism'.

Inward investment has played a vital role in Medway's economic development following the decline of traditional industries in the 1980s, and close collaboration between Medway Council and inward investment agents – Locate in Kent – has helped to diversify and modernise the local industrial base. A number of major companies are now based in Medway including BAE Systems, Delphi Diesel Systems, RHM Frozen Foods, Crest Packaging, Hochiki, Fuji Seal and Fuji Copian. In addition, there is an increasingly significant financial sector, which includes offices of Lloyds of London, Lloyds TSB, Halifax and Abbey National, plus a prestigious new NatWest call-centre.

Medway's strategy is not just about inward investment. The target of creating an additional 11,000 new jobs and achieving the longer-term vision of transforming Medway into a leading European city region, will have wider social and economic benefits and will help to improve the quality of jobs and life for all Medway's residents.

**Process** **Education** A key component of this strategy is the 'Universities for Medway' project, in which Medway council is working together with the three existing Higher Education institutions located in Medway – University of Greenwich, University of Kent (Medway) and Kent Institute of Art and Design – KIAD – to develop a comprehensive Higher Education (HE) prospectus, focused around a single campus. The bid to the Higher Education Funding Council of England (HEFCE) was accepted in March 2002, and the single campus with 6,000 full time students should be established by 2006.

To ensure that the expanded education offer meets the requirements of local business, Medway Council have set in train close liaison groups between local business and the HE sector. It is envisaged that Medway's education offer of the future will be geared towards ensuring that current skills shortages are minimised in the area which, in turn, will be a fillip to Medway's inward investment offer.

Medway's economic development aspirations are also tied in to the HE sector in two other major projects. The first is the forthcoming Medway Innovation Centre project, which will provide incubation space and network support for spin-off companies from the local universities in niche high-tech centres. The second project is the establishment of an Enterprise Gateway, which seeks to expand upon existing business support and managed workspace expertise for low-tech start-up companies. The Enterprise Gateway will focus upon creative industries, and will be in close collaboration with KIAD.

**Sites** Another major factor for inward investment is the availability of suitable development sites (one of Medway's strengths) and corresponding infrastructure to ensure that the full potential of sites can be fulfilled. In recent years, developments like the Gillingham Northern Relief Road and the Medway Tunnel have made a marked difference to the accessibility of Medway's key sites. Projects such as the Channel Tunnel Rail Link and the M2 motorway widening will also assist, and Medway council is actively involved with government and other key players to ensure that Medway's huge brownfield sites are suitably developed. A recent example is the approval of funding for Compulsory Purchase Orders to secure the Rochester Riverside site for mixed-use development. This will complement urban regeneration and economic development priorities by providing homes, business space, hotel and conference centre, and leisure facilities on a semi-derelict prime site.

**Business support** Medway Council and its partner organisations also offer information, advice and help to businesses of all types and sizes. This is developed through local networking schemes, training programmes and packages such as the innovative Partners for Growth scheme. 'Medway Partners for Growth' comprises a package of grants, loans and free expert advice for local businesses with growth potential. Its objective is to create new employment and wealth for the area by helping companies to grow. Introduced in September 1994, it is a flexible scheme designed to assist small and medium sized established local companies who have a good record and growth opportunities but are unable to fully fund the project themselves. The scheme is also open to companies relocating to the area. The partners in the scheme are the council, high street banks, Medway Business Point and Business Link Kent. The purpose of a partnership approach is to draw on each organisation's expertise in determining whether an application is suitable for support. All the partners must be confident that their involvement will facilitate the delivery of the applicant's business plan and thereby contribute to increased economic success in Medway.

Medway Council also promotes the Enterprise Grant, providing a free grant advisor service in partnership with Business Link Kent. The scheme has been in operation since June 2000 and since then, ten companies have benefited from grant assistance, totalling more than £350,000.

**Workspace** Medway Council also owns successful managed workspace at Hopewell Drive, Pier Road and Twydall. The Hopewell Business Centre boasts 100% full occupancy and has a growing waiting list. One of the key attractions of this managed workspace is the business support available from the council in partnership with the Medway Chamber of Commerce and Business Link Kent. Hopewell Business Centre currently has a 77% rate of business survival after six years of trading.

**Achievements and Conclusion** In recent years, Medway has made great strides towards its ambition to become a 'city of culture, learning, high-tech and tourism'. A high profile conference, 'Medway – the future unveiled', was organised in June 2002 to demonstrate the opportunities available to over 200 guests from businesses and potential developers.

Medway Council has recognised the value in supporting its indigenous businesses, alongside a focused and proactive approach to attracting inward investment. By working in close partnership with specialist business support providers and financial institutions, the council has facilitated the growth of a number of small and medium-sized businesses, which has in turn contributed to the creation of new employment opportunities and enhanced the area's attraction as a location within which successful businesses are based.

5.2 Context One of the major challenges for local authorities has been how to secure schemes of sufficient design quality. This is particularly difficult when development is constrained by old buildings and structures and when those with most money to spend live outside the city. Nottingham's successes in creating a Continental style atmosphere in the city centre, plus the Lace Market and the waterfront, show the value of good design, as well as the importance of proactive planning.

Process The gradual decline of the traditional clothing industry in Nottingham and its movement to more modern premises, left the city with a fine collection of Victorian buildings looking for new uses. At the same time, the area around the River Trent was quite dead, and apart from a strong shopping centre, the centre of Nottingham had little going for it. Indeed like many cities it was threatened not only by losing residents, but also by the prospect of losing retail trade to out-of-town centres.

The process of regeneration started with efforts to make the shopping centre much more attractive to local shoppers and visitors, to counter the threat of losing trade to Meadowhall. Nottingham was a pioneer in working with retailers to devise a city centre plan, and in the use of town centre management, encouraged by Boots The Chemist, whose headquarters are in the city. The number of private sponsors grew from two to thirteen between 1991 and 1996, and by that time nearly half the budget for town centre management was coming from the private sector. As a result Nottingham was the first place to employ rangers to do supplementary maintenance. Its achievements in town centre regeneration, particularly master planning and delivery through partnerships, won it Beacon Council status, and the City Centre Management Business Plan has played a key role in getting the public and private sectors to work well together.

A particular success has been making the city centre highly accessible. Efforts to make the centre traffic-free started back in 1972, inspired by the idea of giving the city back to pedestrians, and by what Leeds was doing. Radio announcements now keep listeners informed on the availability of parking spaces, patrols reduce crime in key car parks and priority is given to shoppers. Park and Ride has been very successful, with buses that allow shoppers to join or drop off at a number of places. One of the most extensive networks of pedestrianised streets links the different quarters together, giving the centre the feel of a cosmopolitan city. The Local Plan in 1989 proposed treating the city centre as if it were a covered shopping centre and £6–7 million was invested in pedestrianisation, with European Objective Two funding providing an extra incentive.

While politicians still need to be persuaded to put funds into upgrading the public realm in the city centre, when the priorities are to improve local areas, developers did come into the Lace Market once the public realm was improved, and some publicly backed projects had succeeded in raising property values. This in turn has given confidence to other developers to put up better quality buildings and there is much more partnership working with developers than in other parts of the East Midlands. The council has benefited from high-quality leadership, and a close and constructive relationship has been developed with the private sector. In the Waterside, the planning guidance requires the private sector to pay for public realm improvements, and developers are prepared to do this if it is set out in the beginning. The enhanced public realm in the Waterside area will be managed by a trust.

Achievements Inspired by good practice from the Lace Market, where the council set up its own regeneration company, and a realisation that local authority resources were limited, Nottingham Regeneration Ltd was formed in 1998. The company is owned by the council (20%), English Partnerships and the Regional Development Agency (20%) and the private sector (60%). The focus is on physical regeneration though spreading the benefits more widely. The company commissions masterplan and regeneration studies and then seeks appropriate partners. They are developer of last resort. Nottingham Regeneration has a 51% share in the Nottingham Waterside Company, to which British Waterways contributes land.

## 5 Orchestrating investment

Securing investment in quality regeneration in Nottingham

Key developments undertaken by Nottingham Regeneration Ltd include Provident Works, where the company undertook a £1.3 million scheme on time and budget, and New Brook House where the company developed a 30,000 square foot incubator scheme through a £3 million design and build arrangement. Other developments include Southglade Food Park, and Radford Mill. The company has focused on schemes with 'cocktails' of funding. Big businesses are courted though an 'Ambassadors', scheme with 400 business people involved, and there have been some notable successes in attracting major office occupiers, such as Experian, and Australian retail development companies.

Regeneration has taken off in Nottingham over the last five years, and it has taken that time to get the waterside area going. Initially an old canal depot was converted into a small museum and pub, which provided a modest attraction. The local newspaper group moving to the canal-side was a key catalyst in creating confidence, and also in setting a standard for design. Attracting the Inland Revenue's main offices to locate to an innovative building undoubtedly helped. All of the success was in areas covered by government's Capital Challenge funding, which put £9 million into the south side. The waterfront now has so many bars that is has become a new leisure area, taking pressure off areas like the Lace Market, allowing it to cater for a different market. A measure of the change is that the British Waterways warehouse, which had once been considered as offices for English Heritage, is now a mixed leisure scheme with a gym. The riverside development scheme has won a number of design awards, and an evaluation for the Commission for Architecture and the Built Environment (CABE) showed that the quality of design cost little more than a conventional office building but it produced significant benefits in terms of staff satisfaction, rental values, and general pedestrian activity.

**Conclusion** The Nottingham experience shows the value of having special purpose organisations with public goals but acting in an entrepreneurial way. Partnerships between the public and private sectors for major projects, and regular liaison help explain why the city has not only been the most successful in the East Midlands, but also has created more jobs than anywhere else. A key issue for the future is revenue funding, and the council believes it would benefit from tax incentives for regeneration zones. It also needs a pot of money for acquiring land opportunistically, and backing up Compulsory Purchase Orders. Though the 'Big Wheel' Transport strategy should help improve links, there are still huge issues of how to bridge the gaps between the quality of the city centre, and life on some of the peripheral estates.

# 6 Maintaining the momentum

# 6 Maintaining the momentum

Building city-wide and local partnerships in Sheffield

6.1 **Context** Sheffield is one of the largest English cities, with a population of 530,000, and is the leading city in South Yorkshire. From a situation where it had lower unemployment and higher incomes than most of Britain, its fortunes plummeted in the ten years after 1978, as a series of catastrophes hit the city. First the steel industry rationalised, cutting jobs, and leaving vast derelict sites, particularly along the Don Valley. Smaller manufacturing firms closed, leaving behind a number of historic but hard to reuse factories. Economic decline hit the most disadvantaged areas worst, and the whole of South Yorkshire is now covered by European Objective One, reflecting its relatively low GDP. Since 1999 the Sheffield First Partnership – now recognised as Sheffield's formal Local Strategic Partnership – has developed a comprehensive economic strategy designed to re-position Sheffield as a distinctive and prosperous European city with a competitive, knowledge based economy.

**Process** Over the last five years a new vision has been forged through the city-wide, cross-sectoral partnership, Sheffield First. The City Strategy vision is for Sheffield to become "a successful, distinctive city of European significance with opportunities for all". The Strategy takes account of the views and aspirations of residents of Sheffield and also the lessons learnt from cities and regions that have successfully turned around their fortunes. It identifies ten important features of a successful city – all of which Sheffield will need to be good at if it is to achieve its vision – and ten key priorities where focused effort will be needed. Priorities include attracting market-leading businesses to the city to transform the economy and make the most of its 'knowledge assets', delivering the City Centre Masterplan and renewing the poorest neighbourhoods in the city to ensure that everyone has the choice of good quality housing and environment.

The implementation of the City Centre Masterplan – the framework for the regeneration of the city centre – is being driven by Sheffield's Urban Regeneration Company, Sheffield One. Set up in 1999, it brings together the resources and expertise of players across the city and wider region, including the city council, Yorkshire Forward and English Partnerships, to achieve a common goal. The key policy challenges of the Masterplan include building a modern technology-based economy in the city centre, creating a vibrant city centre and improving accessibility. It includes major projects such as 'Heart of the City' – comprising the award winning Peace Gardens and Millennium Galleries – and 'New Retail Quarter' – a partnership with developer Hammerson to re-establish Sheffield as the regional shopping destination of choice. The vision is that by 2010 Sheffield will have a vibrant and attractive city centre of European significance. Sheffield One forms a key part of the Sheffield First 'family' of partnerships.

In the residential areas, both the city council and Sheffield First Partnership emphasise the importance of devolved responsibilities and accountabilities. The city council's local responsibilities are increasingly being focused on the Area Panels. The city has been divided into twelve Action Areas, each with its own Area Panel of local councillors, area co-ordinator and a senior lead officer within the council. Other public agencies and community-led organisations participate too, bringing their expertise to bear and enabling organisations to co-operate effectively in addressing important local issues and delivering better services to local people. Like Sheffield One, Area Panels form a key part of the Sheffield First 'family' of partnerships and they each have their own Area Plan identifying critical issues and priority actions which the Area Panel will see through. The links these Panels build up with locally accountable bodies – like the Manor and Castle Development Trust and Netherthorpe and Upperthorpe Community Alliance – are crucial for the success of the Sheffield model overall.

## 6 Maintaining the momentum

Building city-wide and local partnerships in Sheffield

**Achievements** Significant progress has already been made in achieving the city's vision and ensuring through strong and committed partnerships that long-term momentum is maintained. A clear vision, a strong strategic partnership in Sheffield First and the creation of open and accountable structures for community engagement has built confidence and trust in the city. A focus on quality in creating new public buildings (for example Millennium Galleries) and public realm (for example Peace Gardens) has provided the catalyst for regeneration in the 'Heart of the City'.
A strong commitment from the universities to the economic transformation of the city, coupled with leading-edge research, has attracted market-leading companies, such as Boeing, to the city. Sheffield has seen unemployment fall substantially, and fastest in the worst areas – there are now only four wards in the city that have more than twice the city average for unemployment. In terms of raising achievement, Sheffield is doing better than most other major cities on GCSE and A level results, which have improved significantly over the last few years. It is also one of the safest cities, with low crime rates compared with other major cities. In particular, focused initiatives, such as the Burglary Reduction initiative, have resulted in a fall of 31% in the areas of focus compared with 18% for the city as a whole. Reflecting these significant achievements, resident satisfaction has substantially increased in recent years.

In terms of community-based regeneration, there are many examples of good practice. The Manor and Castle Development Trust – which has won many awards for regeneration – has recently taken over the accountable body function for Single Regeneration Budget Two. It has merged two SRB schemes (rounds two and three) to form a South Sheffield Action Plan covering ten distinct communities of around 75,000 residents. The Trust's overall objective is to make the area a better place to live and work and to achieve this it has worked closely with the council and other public and private sector partners. At a strategic level, the council has been flexible in allowing the Trust to grow through handing over power and specific responsibilities, and transferring assets to enable the Trust to build a local asset base. Private sector partners (including Bellway, Dixons and the Sheffield Co-op) – have brought particular expertise and entrepreneurship to the partnership.

Notable achievements of the Trust have included the diversification of the housing stock with new houses for sale, the refurbishment of local shopping centres, the creation of new community companies, hundreds of local people obtaining vocational qualifications, the creation of over 400 new jobs and the reclamation of hundreds of acres of derelict open space. Effective partnership working has been a key ingredient of success.

A different – but equally successful – approach to community-based regeneration is taking place in another area of the city. The Southey Owlerton Area Regeneration (SOAR) partnership area, which includes nearly 50,000 people, takes up approximately a tenth of the city in both acreage and population. Its SRB programme is largely revenue-based, but its size means that it cannot ignore physical regeneration – especially in the face of falling demand for council housing and its significant environmental assets. Areas of innovation in SOAR's work include: a particularly close working relationship with the Area Panel which has strengthened linkages between regeneration initiatives and mainstream services; a strong commitment to community accountability, with democratic elections recently held for community representatives throughout the decision-making structure; and a new approach to physical planning through the development of neighbourhood strategies (jointly sponsored by Board and Panel). Local people have led the neighbourhood strategy process with help from a corporate team of council officers and other professional advisors. An emphasis on creativity and new ways of working has resulted in visionary ideas for SOAR's six neighbourhoods and a new identity by which to market the area grounded in what local people want.

**Conclusion** Sheffield has worked hard to establish a reputation as a place which is moving up the league table of European cities, and is now receiving increasingly favourable media scrutiny. Sheffield's success flows from its emphasis on an 'outside-in' perspective – identifying and learning from the factors which underpin the performance of Europe's leading regional cities, particularly producer cities like Stuttgart, Milan, Toulouse and Tampere. Sheffield's model for managing change – both city-wide and locally – is based on understanding the dynamics of economic and social change and drawing on expertise in how public policies can most effectively be targeted to catalyse market activity. It is also based on a strong partnership approach to delivery – both a strong city-wide partnership in Sheffield First, and strong local partnerships through the Area Panels and locally accountable bodies.

6.2 **Context** Barnsley, like many industrial towns, faces the challenge of creating a positive image, attracting investment and finding new roles for the town. One and a half miles from the M1 motorway, and on the Leeds–Sheffield rail route, Barnsley today is a market town whose former coal mining and related industries have all but disappeared, both from the landscape through a programme of reclamation works, and as the dominant economic and social driver. The town centre and wider urban core now provide one third of the jobs in the borough, which lies within the South Yorkshire European Objective One area. Many people who live in the wider Barnsley area now commute to work in Leeds and Sheffield.

Through Objective One, an Integrated Development Plan (IDP) for the urban centre was adopted in February 2001. It aimed to bring significant new employment into the urban centre, as well as develop sites at Junction 37 on the M1 and the Dearne Valley, and to improve both road and rail links from the town centre. The council saw that this was not only an opportunity to build on successful small-scale interventions already made in the town centre, including shops and cafes in historic George Yard and the redesigned Cooper Gallery, but also a chance to transform the urban heart of Barnsley. However the IDP alone was insufficient for the fundamental step-change necessary.

**Process** In January 2002 Rethinking Barnsley was launched as a vision to redefine the town as the 'epitome of a modern market town', to promote Barnsley town centre as the 'unique selling point', and to set in place a programme of regeneration with a momentum to continue beyond the period of European Objective One funding. Initially, nine strands of activity were identified. These were:

- Developing the vision
- Planning and transport policies and plans
- Investment and development
- Technological infrastructure
- Public realm
- Arts, culture and leisure
- Funding
- Image and marketing
- Structures and processes

The process of developing the vision has been assisted by Yorkshire Forward Regional Development Agency who selected Barnsley as one of six towns in its 'Renaissance Towns' initiative. As part of that initiative Alsop Architects were appointed to Barnsley, with Alsop announcing to local businesses that his vision is based on beauty, because, "Attractive places attract people. There are proven links between a vibrant economy and a good-looking town". The process has included substantial consultation, culminating in a public planning weekend in Spring 2002.

Wider discussions in the first stage of the Rethinking Barnsley strategy also included improving the image of the town and the need to change the perceptions of those outside Barnsley, whether shoppers or investors, and the importance of residents acting as 'Ambassadors' for their town. Considerations of changes to structures and processes included the possibility of establishing some form of Town Centre trust or partnership, an Urban Regeneration Company, or a separate marketing company.

The planning weekend in May 2002, led by consultants and Yorkshire Forward's Design Assistance Team, was attended by about 1,500 people, and moved the process from 'Rethinking' to 'Remaking Barnsley'. The ideas that came from the event were analysed and again grouped into topic themes, with projects prioritised into three timescales of the next two years, two to five years and five years and beyond. These topics are:

- Quality of life – including positive marketing of the town and provision of quality housing in the town centre
- Movement – including plans for the new interchange
- Environment and recreation – including a new market square, and ensuring that all residents are no more than ten minutes from high-quality green space
- Economy, culture and tourism – including a centre for creativity, new hotel and conference facilities, an information and communication technology quarter, increasing levels of skills and training

The draft masterplan will be published at the end of 2002, having been considered by the Barnsley 'Town Team' which any local resident can attend. The idea is to ensure that everybody has an opportunity to input to the vision and debate the way forward.

Achievements Prior to starting its rethinking process, Barnsley suffered from the lack of a positive self-image, a legacy of the decimation of its main industry. The Rethinking Barnsley process focused on finding a completely new vision for the town, which both respected its heritage and built real confidence for the future. The establishment of this new vision for Barnsley to become the 21st Century Market Town is a major achievement in itself.

A critical factor in the successful visioning process has been the generation and maintenance of a considerable level of public input and commitment: the initial planning meeting was attended by 1,500 residents, and ongoing meetings of the Town Team are regularly attended by over 100 people. All sectors of the community in Barnsley, including young people, have been engaged in large-scale consultation to agree the vision and plan action to achieve its goals.

The Rethinking Barnsley process has greatly increased the profile of the town, with Alsop's ideas for Barnsley as a Tuscan hill town receiving widespread coverage in the national press. The views of Barnsley residents have been bold at times, but these have been successfully shaped by Alsop and Yorkshire Forward's Urban Renaissance Panel into coherent, achievable objectives. The resulting vision fully reflects the raised aspirations and expectations of local people, and will require strong and inspirational political and community leadership in order to carry it through.

Conclusions Many of the ideas that came out of the visioning process had already been put forward in previous reports, but with a shared vision there now seems to be the energy and commitment to overcome the barriers and to keep the momentum for renaissance going. The Regional Development Agency has facilitated the process by identifying appropriate experts at the national and international level, funding the development of the strategic framework and supporting follow on progress, including work to transform the covered market.

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1 **Liverpool** West Everton
2 **Blackburn with Darwen**
Community Regeneration Zones
3 **Plymouth** Devonport NDC

## 7 Community engagement
Revitalising local centres in Birmingham

7.1 **Context** A major challenge for all metropolitan conurbations is revitalising those suburban centres which have lost retail trade and experienced population change. Having transformed much of the city centre, Birmingham is shifting its efforts to its suburbs, and this was the main theme of 'Highbury 3'. The challenge is how to engage the community in ways that produce lasting benefits and are not too dependent on short term public funding.

Two interesting initiatives lie along the road running south from the city centre. Both Balsall Heath and Moseley were largely developed before World War I on the back of investment in municipal trams, though Moseley is seen as a much older 'village'. Thirty years ago both experienced an exodus, as residents moved out to modern housing on the outskirts of the city. Many large houses in multiple occupation in both areas fell into decay. Balsall Heath became known as the 'red light' district, and neither area was seen as a desirable place to bring up a family.

Both areas have distinct centres and in physical terms show many of the characteristics of sustainable urban neighbourhoods. Public investment in 'enveloping' groups of houses to improve their roofs and windows was backed up by environmental improvements. At the same time new groups of people moved in, with residents of Pakistani origin choosing to live in Balsall Heath, while Moseley attracted people who wanted an alternative lifestyle or who liked living in a Victorian house. Both areas now benefit from energetic community based organisations, which are pioneering new ways of revitalising their areas and making them more sustainable. Moseley now has one of the highest business formation rates in the country.

**Process Moseley** The community in Moseley has responded to what they see as the unfortunate takeover of empty retail premises by pub and restaurant chains by setting up a Community Development Trust (CDT). The Trust is committed to taking a holistic approach, and its board is made up of representatives of the local Civic Society, Neighbourhood Forum, a housing society, and local co-ops. Since Moseley CDT was created from two local groups plus the Moseley & District Churches Housing Association, it has been able to use these groups and build on existing networks to engage local people. In addition the CDT's development worker and Moseley Community Consortium bring together wider networks of those working in the voluntary sector.

With funds from the Moseley Neighbourhood Forum, the Moseley Society and a charitable foundation, the CDT has acquired the old Post Office building, which is being converted into a centre that will provide meeting and training facilities and workspace for small enterprises. A strategy to co-ordinate the delivery of voluntary services has been developed over the past 18 months. The CDT has also employed two street wardens to help promote cleaner, safer and greener streets. These street wardens deal with the day-to-day problems of fly-tipping, street drinking and begging, tapping into the national street wardens programme. The wardens are becoming a helpful layer between residents and the city council or police. As part of a volunteer strategy, volunteers can become street wardens' supporters to maximise improvements to the safety and image of the area. One of the 'early wins' has been the promotion of what is seen as the most successful Farmers Market in the Midlands, organised by the Moseley Forum, which attracts 30 stalls once a month. Significantly, there are not only plans to develop a Sainsbury's store, but also to attract back a butcher and fishmonger.

The Moseley CDT says that "community development is a process that supports the community to gain new skills and resources, to improve the effectiveness of voluntary activity, especially for those that are disadvantaged". The aim is to make progress towards becoming a place where people want to live out of choice. The Trust aims to do this through:

- Ensuring that all of the community have the opportunity to be involved in community life
- Developing ways local people can contribute towards the local economy
- Providing local people with the skills and knowledge to manage change in their community, so that the neighbourhood remains attractive to diverse groups of people

**Balsall Heath** In Balsall Heath, which is a mile closer to Birmingham city centre, there are much deeper problems of poverty and deprivation, which require a different approach. Balsall Heath has also suffered from the loss of retail trade. Challenges include maintaining and reusing prominent old buildings, and creating a cohesive neighbourhood. A market research survey of attitudes in Birmingham found that 90% of residents thought their area was getting worse or staying the same. The great exceptions were Castle Vale, where the Housing Action Trust has been very successful and Balsall Heath, where 30% thought it was getting better.

The system of 'guide neighbourhoods', pioneered by the Balsall Heath Forum, is about neighbourhoods leading their own renewal as opposed to partnership-led programmes targeted by professionals at neighbourhoods within wider, socially artificial renewal areas. The Balsall Heath Community Forum is the umbrella body for 22 residents' groups and 40 voluntary organisations, providing support for many small groups. The co-ordinator of the Forum attributes the success of the Forum's work to co-operation across the community. Balsall Heath suffered from so many problems that tackling one on its own is no use at all. So, the aim of the partners was to join together and provide solutions that work.

**Achievements** Key achievements include saving the area's Victorian baths, the redevelopment of the Tram Depot into a centre for skateboarding and the building of substantial new three-storey housing, which is helping to improve the area's appearance. In addition, a number of important projects are aimed at improving education (and hence the employment prospects of local people), improving the environmental appearance of its parks and open spaces, reducing crime and building inter-cultural understanding. Effective initiatives include the residents' monthly walkabouts with relevant professionals (housing managers, police and environmental services). On these walkabouts residents point out particular problems and agree with professionals what type of solution is required. Many members of the community now say that they can see a visible difference, feel better about the area and are pleased that they have helped to make improvements.

**Conclusion** Faced with so many different neighbourhoods needing different types and levels of support, Birmingham City Council is prioritising its efforts, having undertaken a comprehensive 'health check' of all its local centres. It has published urban design guides covering both housing and other uses to promote higher standards. The council has helped assemble sites for supermarket developments in the heart of some local centres, and is supporting initiatives aimed at developing a pride of place, building on the outcomes of the 'Highbury 3' symposium.

7.2 Context Devonport, where many of England's warships have been built, employed more than 20,000 people during the 1950s. It suffered from post war redevelopment, and the loss of 16,000 jobs since the end of the Cold War. Around 50 acres of the old town, including the banks and main stores, were included in the Dockyard, but the land is due to be released by the Ministry of Defence in 2004; this will give Devonport access to the sea.

In fact, Devonport has seen extensive redevelopment since World War II, but the area still faces major problems in relation to the rest of Plymouth in terms of unemployment, health, crime, and educational achievements. Despite a range of housing redevelopment activities there are still serious housing issues, with most flats not meeting current housing needs, little choice of tenure, and most properties requiring repairs.

Process A Plymouth city-wide panel selected Devonport as the city's bid for government funding under the New Deal for Communities (NDC) programme. NDC is aimed at giving the most deprived neighbourhoods in the country the resources to tackle their problems in an intensive and co-ordinated way. The underlying aim is to bridge the gap between these neighbourhoods and the rest of the country. The programme recognises that the problems of each area are unique, but wants partnerships to tackle five key issues of poor job prospects, high levels of crime, educational under-achievement, poor health, and problems with housing and the physical environment. Key features are community involvement, joined up thinking, action based upon evidence of what does and does not work, and a long-term commitment to deliver real change.

Plymouth was one of 22 NDC partnerships announced in 1999, with an allocation of £48.73 million. The Devonport Regeneration Company (DRC), a community-led partnership, grew out of local pressure, and the board is made up of ten elected community representatives, the key public agencies, the business sector and other interests. Significantly the board also covers the Devonport Urban Village, which was a local initiative, drawing on experience elsewhere.

The key issues for the partnership are to:

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| Review and revise the plans for the scheme, provide a clear framework for land use planning, and public and private investment decisions |
| Clarify the form of the development, the scale, location and distribution of mixes to be integrated with new mixed-tenure housing; integrate the social economic and physical regeneration aspirations of the community |
| Prepare for the hand over of the Plymouth City Council stock in 2003. The capacity of the DRC will be enhanced, enabling it to tackle future challenges |

A number of aspirations emerged from a survey of local households and businesses. On housing, people wanted "a wider choice, with houses for sale, and with gardens, including four bedroom houses with space for teenagers and for families to eat together". There was also concern to provide better community facilities, particularly for young people, and to create a safer neighbourhood, with additional police, CCTV and neighbourhood wardens. On employment, a Community Economic Development Trust will help with workspace for business start-ups, and support for small businesses. Measures are proposed to improve pedestrian routes and links to the rest of the city.

A key theme is involvement through tenant management schemes, focus groups to cover all aspects of urban renewal, a housing forum to help with briefing, design and procurement and community involvement in implementation. Some residents are taking an accredited course in scheme appraisal to help them play this role.

## 7 Community engagement

Launching a community-based development in Devonport, Plymouth

Achievements Local people are determined to build a vibrant urban place which will improve their day-to-day lives. They want mixed-use, mixed tenure neighbourhoods that apply the principles of good urban design. The DRC operates out of an old shop, and a number of the women who started the initiative are now employed there. A plan for the Urban Village has been drawn up with expert advice, and five housing schemes are far advanced. The overall vision is expected to take 10–15 years to complete, and the Urban Village is expected to provide over 1,200 new homes, several thousand jobs, and the transformation of the public realm, with over £17 million of improvements over an area that currently comprises some 6,000 people and 400 acres.

Conclusion The implementation plans will be devised so that the people who will live, work, go shopping, run businesses and go to school in Devonport can shape the way these components fit together. Devonport is an example of how investment in housing can be used to rebuild confidence by engaging the community in all aspects of the process. Though it is still early days, and there are major challenges in reconciling the social, economic and physical aspirations that have emerged from consultations, the DRC board is building up its capacity to cope, and the initiative should help to create a more balanced and sustainable community.

## 7 Community engagement

Using targeted services to promote community cohesion in Southend-on-Sea through 'Share-IT'

7.3 **Context** Southend-on-Sea is best known as a seaside resort for London and the East of England and attracts three million day visitors a year. The town is also an important commercial, industrial and retail centre. In a population of 177,900, black and minority ethnic communities make up 2.9%, with a vibrant Muslim community. Many older people within the Muslim community have English as a second language and therefore have difficulty helping the younger generation with schoolwork and understanding the information that is sent home from school. Many of the younger generation, however, are unable to read and write in the language of their culture. Health issues are also of particular concern, with the Muslim community having higher rates than other groups of heart disease and diabetes. Women often have a cultural difficulty in accessing well-women support and information.

**Process** By agreement with the Islamic Trust, part of the Southend Mosque in Westcliff has been converted to provide a Muslim Community Resource Centre. The Share-IT (Social and Health Advancement Resources and Education though Information Technology) project, funded by the Single Regeneration Budget (SRB) promotes:

- Education through school homework clubs and pupil support group to raise achievement levels
- Health awareness through exercise and healthy eating programmes
- Information technology skills, using its two information technology suites

There are also facilities for older people who may otherwise be isolated and special classes targeted at women who, for cultural reasons, would otherwise be excluded. A small fitness suite has been installed to enable female members of the Muslim community to exercise in a culturally acceptable environment.

**Achievements** A project co-ordinator has been appointed to manage the Share-IT project, which is otherwise staffed by volunteers. Share-IT has gained funding of almost £158,000 from SRB resources over four years, and has attracted match funding of £125,000 so far.

The project has demonstrated the value of developing a targeted resource centre. Currently 135 adults and 14 children access the project each month for the information technology facilities, gym and activities for women. The project is developing ideas on how to tackle health issues which are of particular concern to the Muslim community, for example by running cookery classes where substitute ingredients to ghee are used in curries. Furthermore, discussions are taking place between the Project Chair and the Primary Care Trust to explore how health services for the Muslim community can be mainstreamed.

Although to date the facilities are used only by the Muslim community, there is a growing desire to integrate the services more fully with other local communities and achieve wider participation in the project in the future. The project is gaining from sharing good practice with other projects, particularly in terms of looking 'outwards' as well as focusing on immediate 'inward' issues. The commitment and support from volunteers, many of whom are local professionals from within the Muslim community, has helped to increase learning and understanding of wider community issues, which has in turn eased the flow of communication and integration.

**Conclusion** The Share-IT project has not only provided tangible opportunities for the local Muslim community to access targeted health, education and support services, but has also encouraged the community to address wider integration and cohesion issues. Efforts to ensure the long-term viability of facilities by incorporating into mainstream programmes will pay dividends in terms of continuing to tackle the particular problems faced by the Muslim community and will also enable greater integration of the project with other local communities.

## 7 Community engagement

Establishing a community regeneration zone in Blackburn with Darwen

7.4 **Context** Blackburn with Darwen, like many industrial towns, has faced the problem of vacant as well as unfit housing, and the need to rebuild a sense of community. When Blackburn with Darwen council won £25 million under Round Five of the Single Regeneration Budget for the central area, it set up a series of Community Regeneration Zones (CRZ) around distinct neighbourhoods to respond to local concerns.

**Process** The process started with consultants working with council officers and community leaders to draw up community-driven regeneration strategies. Six areas were identified as CRZs, and these covered quite different places, including a peripheral housing estate.

Each strategy involved meetings with community leaders, followed by action planning events involving as many members of the community as possible. These were supplemented by focus groups aimed at 'hard to reach' groups. In addition a Housing Needs Assessment was undertaken with over 1,800 face-to-face interviews. This helped to identify housing needs and aspirations, and the suitability of the existing stock.

Ideas emerging from the consultations, included new approaches to service management, a small grants Community Chest, extra police to help prevent crime, new learning venues, a resource centre to improve employability, healthy living centres, and the Queens Park Urban Village with a network of safe pedestrian and cycle routes.

**Achievements** A community board has been set up in each CRZ to enable local people to drive forward implementation. Each board is made up of three ward councillors, six community members, and three other 'stakeholder' representatives. Others can be co-opted. Membership lasts a minimum of 12 months, and ages range from 19 to 70 with links with local youth groups. Each board has a dedicated council officer to provide administrative support. The officers have formed a multi-agency forum to ensure that the community boards influence how services are delivered.

The boards started meeting in September 2001 and a year later, results include a number of 'early win' priority projects, such as new play facilities for young people, flower planting for elderly people, and a Home Zone scheme designed with a high degree of community input. There is an Environmental Rapid Response Unit working in partnership with Groundwork Blackburn and the Employment Service. Training has been given to help both service providers and the local community, and to help bend mainstream provision.

**Conclusion** The CRZs, with their local budgets, boards, and administrative support, are helping to join up a host of regeneration initiatives on the ground, including SRB, Neighbourhood Renewal Funds, an Education Action Zone, European funding, the Local Transport Plan, Sure Start, and the Housing Investment Programmes. The success is expressed in one resident's comment that "we feel that this time we have been listened to".

## 7 Community engagement
Involving young people in Stoke-on-Trent's Local Strategic Partnership

7.5 Context Effectively engaging young people in local decision-making and action planning processes is a key objective for most local authorities, in recognition of the importance of young people's views in the development of key policy initiatives which affect them, and as a means of enhancing accountability. The city of Stoke-on-Trent's Local Strategic Partnership (LSP) established 'Young People' as a cross-cutting theme within the city's emerging Community Strategy. The city set up a pioneering Young People's Local Strategic Partnership (YPLSP), with the direct lead being taken through the U Matter Partnership, to work directly alongside the city's LSP.

Process In 2000 Stoke-on-Trent secured £16 million under Single Regeneration Budget Round Five to tackle barriers that prevent young people from realising their potential. The partnership formed to manage this programme, 'U Matter', had three strategic objectives relating to education, empowerment and employment. It became clear early on, however, that the partnership was failing to engage young people in the development of the programme's strategy and action plans. In addition to this, the city council had identified the participation of young people as a corporate priority, feeling there was a need to enhance communication and connections between the many different organisations and groups involved with young people.

As a consequence, the U Matter partnership developed a revised strategy to engage more effectively with young people, based on a review of national evaluation studies, bench-marking visits, research undertaken by young people and consultation meetings with existing youth groups and youth workers. The cornerstone of this strategy was the establishment of the YPLSP.

It is intended that the YPLSP will have its own Director and a Programme Support Officer. Thirteen young people will be employed as Peer Liaison Officers (PLOs) to target specific groups of young people. PLOs are employed through a range of partner organisations, each responsible for particular target groups as follows:

- Connexions Responsible for overall co-ordination of the LSP
- Social Services Targeting looked after young people and care leavers
- Stoke-on-Trent College Targeting black and minority ethnic young people
- Youth Service Targeting hard to reach young people
- Race Equality Council Responsible for employment and training
- National Union of Students Targeting young people in education

The organisations 'Youth Up Front' and 'Black and Asian Youth Up Front' are currently (as at September 2002) acting as the shadow YPLSP. The YPLSP has drafted a manifesto and will be consulting widely to agree the formal structure and arrangements for the YPLSP in future years and to ensure that young people within the city have a direct input into shaping the future for Stoke-on-Trent.

The YPLSP has two trustees who sit on the city's LSP. Two places on each of the strategic sub-groups responsible for developing the Community Plan and taking forward LSP Programmes will be allocated to the YPLSP representatives.

The YPLSP has recently approved a multi-agency project aimed at supporting organisations to develop quality services for young people, and has developed a city-wide Youth Participation Strategy. Future project activity which has been approved includes developing a funding and resource strategy for young people, engaging young people with disabilities, and a range of activities associated with sports, music and the arts. Funding for projects to support young refugees and asylum seekers within the city is being considered.

## 7 Community engagement
Involving young people in Stoke-on-Trent's Local Strategic Partnership

The employment of young people within the YPLSP ensures that its work is undertaken by those with a direct appreciation of those issues which matter most to young people in the city. In addition, the team of young people will relate directly to ten community forums and work in partnership with mainstream agencies to ensure that young people are engaged within local community decision-making forums.

Achievements The experience of establishing Stoke-on-Trent's YPLSP has provided real examples of successful engagement with young people, with Youth Up Front having significantly impacted on traditional ways of thinking about youth participation in Stoke-on-Trent. The current success of the YPLSP has been attributed in part to it having been based on lessons learnt from elsewhere, the principle of providing young people with direct involvement, and the funding streams required to bring about change, rather than simply discuss strategy.

The wider U Matter partnership was clear from the start that any limitations placed on YPLSP were negotiated rather than imposed on young people, thereby encouraging a shared commitment to developing the vision and strategy for Stoke-on-Trent. Youth Up Front adopts an approach that minimises bureaucracy, and a significant emphasis is placed on trying to engage with those young people who are difficult to reach.

Feedback from young people involved in or employed by the YPLSP has highlighted the genuine commitment within the city to tackling youth issues, and encouraging participation of young people. Young people feel that key views expressed by them have been acted upon, for example the development of Music City as a vision for young people to relate to. U Matter has been praised for allowing active involvement of young people in everything it does, including sitting on the board, appraising projects and agreeing funding priorities.

Conclusion There are many different levels of community engagement, each of which offers advantages and/or constraints to decision-making processes and policy development. The approach taken by Stoke-on-Trent, however, is recognised as comprehensive and all-embracing, allowing young people to become direct participants in funding and strategic decisions, and committing resources to developing youth engagement as a key corporate objective and a means of strengthening community accountability. Whilst the work of YPLSP has some way to go, it is widely acclaimed across the city as having made a genuine difference in terms of engaging effectively with young people.

# Involving young people in Middlesbrough in local democracy

7.6 **Context** Involving young people in local democracy has become increasingly important and Middlesbrough Council wanted to further strengthen the role of young people in the decision-making process in the town. As one of the first authorities in the country to hold a Mayoral Election, Middlesbrough thought this presented an ideal opportunity to provoke interest in local democracy, not only among adults but also young people who are not yet entitled to vote. In May 2002, Ray Mallon was elected Mayor of Middlesbrough, but he was not the first democratically elected mayor in the town. Just one week earlier, the young people of Middlesbrough elected Adam Gallagher Young Mayor of Middlesbrough, the first young mayor in the country.

**Process** Middlesbrough Council has been actively involving young people in local democracy for several years. The Middlesbrough Youth Parliament has been providing a voice for young people since 1998, and a youth empowerment team has recently been employed by the Youth Parliament to support them, and to encourage the wider participation of young people in Middlesbrough. In spring 2002, Middlesbrough Council, with support from the Campaign Company, held the first election for a Young Mayor of Middlesbrough. The fundamental aim was to build on the work of the Youth Parliament by encouraging the active involvement of young people in local democracy, promoting good citizenship and a positive image of young people.

To show how important it is for young people to be involved in the decision-making process, the council offered the Young Mayor a budget of £20,000 to spend on projects that would benefit young people, and thanks to sponsorship from the GMB, Hyder Business Services and Groundwork Middlesbrough, the Young Mayor's budget soon grew to £32,000. This made the election for Young Mayor of Middlesbrough unique in this country – never before had a young person been given such a large budget and the authority to decide how it should be spent.

**Achievements** All pupils attending a secondary school in Middlesbrough were eligible to stand and vote in the election, and following the launch, eleven young people were nominated to stand for election as the first Young Mayor of Middlesbrough. The candidates were aged between 12 and 16 years of age and they each stood on a manifesto that included a realistic programme of activities that would b enefit the young people of the town. Voting was by postal ballot, although some schools agreed to have ballot boxes in school. Over 3,000 young people exercised their right to vote, a turnout of 32%.

Adam Gallagher's manifesto included proposals to develop a newsletter for young people in Middlesbrough. However his most ambitious proposal is to open a social facility for young people. This will be somewhere that is open for young people to go and 'hang around' with their friends. It will be less structured or organised than a youth club, and will also be a resource for young people to access advice and training. These proposals are now being progressed by project teams that Adam is leading, and although Adam understands that his idea is not likely to be realised during his term of office, he is dedicated to seeing it through to the end.

The Young Mayor and the Youth Parliament are regularly briefed on relevant issues arising on the council's forward-work programme, and meetings with the Mayor, Ray Mallon, and his Executive Board give young people an opportunity to feed their opinions into the council's executive decision-making process. Adam has also been invited to be a member of the Middlesbrough Partnership, along with two members of the Youth Parliament and other senior decision-makers in the town.

**Conclusion** When Adam was elected, the Middlesbrough Partnership asked him to present the 20 year vision for Middlesbrough in the recently launched Middlesbrough Community Strategy. The vision is of a town where people are healthy, confident and responsible citizens who can contribute to the development of Middlesbrough and its neighbourhoods. Adam emphasises that this can only be realised if we focus on young people and their families to develop citizens who care for their neighbourhood and look after their town.

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**1 Manchester** Calatrava's Trinity Footbridge
**2 Swindon** Re-use of historic railway buildings

## 8 Pride of place

Developing neighbourhood pride in Barnsley

8.1 **Context** Improving the environment is a challenge everywhere, and is particularly important when areas have suffered from economic decline. In the summer of 2000 Barnsley Council resolved to improve the environment of the borough by fundamentally changing the way it delivered maintenance services. This was due to a cross-cutting Best Value Review of environmental maintenance services, 'Tidy Barnsley', a consultation exercise in which the public identified improvement of the street environment as their top priority. The existing service delivery to the street scene was fragmented as a result of former competitive tendering requirements to separate services on a functional basis. Specifications set out rigid input requirements based on borough-wide delivery and did not take adequate account of local problems and priorities.

**Process** The new initiative to drive improvements was named Neighbourhood Pride. Notwithstanding the radical structural, organisational and, most importantly, cultural changes involved, the new service was up and running, throughout the borough, in April 2001 (six months after the decision to proceed). The momentum generated by the ambitious programme helped to enthuse and motivate the stakeholders.

The basic concept was to reorganise the front line services into unified, locally-based, multi-functional teams. A team was allocated to each of the nine Forum Areas and one to Barnsley town centre to deliver responsive and flexible services based on output specifications. The overriding performance indicator was public satisfaction. The functions initially undertaken by the local teams were litter collection, manual sweeping, graffiti removal, removal of fly-tipping, shrub bed maintenance and dog fouling. The grass cutting operation has also been included for the current growing season and other potential duties are being considered.

**Achievements** The initiative has been well received by the public and significant improvements achieved. The main features of the scheme are:

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| Ownership of the operation and empowerment of the workforce |
| A flexible and multi-skilled workforce |
| Responsiveness to local priorities and aspirations |
| Involvement of the team supervisors (and other members of the workforce) in Area Forum meetings, local community groups, schools and local businesses |
| Minimum bureaucracy and administration costs |

An important element of the initiative is the partnership with a local environmental trust and agency, Groundwork Dearne Valley, who provide 20 young people for work experience and training in basic skills.

**Conclusion** The council has now been awarded Pathfinder status to 'transform the environment wherever people live' and has also entered into a local Public Service Agreement (PSA) with the Government in respect of environmental quality. These will add impetus to the current environmental initiatives and the Neighbourhood Pride teams will make significant contributions to achieving the improved outcomes that are required. The PSA will particularly enhance the improved operational performance of Neighbourhood Pride by developing the education and enforcement aspects of environmental improvement.

## 8 Pride of place

Providing high-quality parks and open spaces in Southend-on-Sea

8.2 **Context** Southend-on-Sea is both a commuter suburb for London and a seaside resort receiving over three million day visitors a year. The traditional image of Southend as a brash seaside resort is one which the borough council is actively seeking to redress, highlighting the attractions of the area as a place in which to work, live and invest. The provision of high-quality, attractive parks and open spaces is consequently a high priority in Southend, supporting their objectives of enhancing civic pride, improving the quality of the local environment and promoting a healthy lifestyle.

**Process** Southend-on-Sea Borough Council works in close partnership with a variety of organisations to improve the environment of the town. Partners include Cory Environmental, Waterers Landscape plc, Glendale, the Amenity Services Organisation and local businesses and residents. This focused partnership approach assists in the delivery of a wide range of environmental improvements and high-quality leisure amenities across the town.

Most of Southend's 76 parks and gardens were established between 1900 and 1930, and still offer a wide variety of facilities from activities like golf and riding to quiet relaxation. Some parks offer specialist features such as children's playgrounds, sports facilities, refreshments and museums. Chalkwell Park offers a wide range of facilities including a scheme for people suffering from mental health problems. Park Rangers carry out a number of tasks from liaising with schools on an environmental education programme to monitoring park facilities for usage and vandalism and giving advice and guidance to the public.

An annual Southend in Bloom contest is organised by Southend-on-Sea Borough Council's Leisure, Culture and Amenity Services Department and the Southend in Bloom Action Committee. Anyone who lives or works in the borough is eligible to enter, the aim of the competition is to improve and enhance the local environment by encouraging the planting of attractive shrubs, trees, lawns and plants. The council has also entered the Chelsea Flower Show for the last eight years and has won medals every year.

Cory Environmental Trust (CETS) was established in 1997 and now administers an annual budget of approximately £150,000 funded by landfill tax credits and contributions from Cory Environmental. The overall objective of the trust is to improve the environment of Southend for the benefit of the local community and to encourage sustainable waste management throughout the town. The trust's flagship project is Chalkwell Park Environment Centre, officially opened in 1998. Formerly a derelict stable block, the Environment Centre now consists of two large classrooms, with video and computer equipment, and a wide range of teaching materials. The centre is adjacent to a Nature Garden, with both operating as extremely important resources for local schools, particularly those with no outside facilities of their own.

Other successful projects include a hedge-planting scheme at Bournes Green Chase, where local residents and Trustees assisted in the planting of 8,000 trees to create a green corridor to enhance the local flora and fauna along the road sides.

Southend has seven miles of seafront, stretching out along the Thames Estuary, and on both sides of the resort's most famous landmark, the 19th century pier – the world's longest pleasure pier. Three of Southend's beaches have been awarded the coveted European Blue Flag – Shoebury East Beach, Shoebury Common Beach and the Three Shells Beach.

The council has also received a £1.5 million Heritage Lottery Fund grant toward a £2 million scheme to renovate and enhance Southend Cliff Gardens located west of the pier, as part of the wider regeneration of Southend High Street, the seafront, and the pier.

## 8 Pride of place

Providing high-quality parks and open spaces in Southend-on-Sea

**Achievements** The wide variety of parks and open spaces in Southend has demanded the establishment of a series of partnerships to ensure their maintenance to the highest standards and continuous improvement and innovation. Key achievements have included Chalkwell Park, which has been awarded the Green Flag for three consecutive years, and is famed for its spectacular rose garden. Priory Park has been awarded the Green Flag for two consecutive years, with Southchurch Park gaining one Green Flag award. These awards are given to parks and green spaces that meet national standards of cleanliness and sustainability, and have also contributed to community involvement. Southend has also received a Seaside Award Flag from the Tidy Britain Group. In addition to high-profile awards, Southend has achieved success in encouraging environmental sustainability, for example through completing the Priory Park Cycle Path, which encourages environmentally-friendly forms of transport.

**Conclusion** Southend-on-Sea has recognised the potential benefits of providing high-quality public space and prioritising environmental improvements. Seen as one of the key factors in encouraging visitors, investors and new residents to the area, environmental improvements and initiatives can provide a boost to the local economy through increased tourism, and stimulate the physical regeneration of disadvantaged areas. Southend has had particular success in engaging local businesses, residents and community groups in developing projects to enhance parks and open spaces, demonstrating a widely-shared commitment to the long-term improvement of the local environment, and generating greater pride of place within the local community.

## 8 Pride of place

Reusing a historic industrial site to secure progress in Swindon

8.3 **Context** Towns that grew up on the back of one large industry, such as Swindon with railway engineering, can today find themselves facing an 'image' problem, and facing questions about whether to keep old buildings and about the quality of what may replace them. Swindon has been described by some as not having historic features. Yet over 80 listed buildings have survived in its vast 19th century historic railway area, described by English Heritage as an 'unrivalled' example of a planned railway settlement of the 1840s, of both national and international importance.

What has been kept in Swindon is clearly valuable. What has been added is another matter. Almost all of the town's central business district was created in a 25 year frenzy of redevelopment between 1960 and 1985, in the days of underpasses and concrete. It is now seen as deficient in quality for such a generally affluent town.

The Great Western Railway Company (GWR) had turned a small Wiltshire market town into a booming single-industry New Town in the 1840s, and when the works closed in 1986 a large hole was left close to the town centre. But by then a wide range of new industries, including Honda, Intel and Nationwide, were to provide Swindon with the highest Gross Domestic Product (GDP) per head in the country. The challenge has been how to use the vacated railway land to best effect, and how to improve the quality of the centre created only 30 years ago.

**Process** Initially, the railway work's closure caused dismay. The first big step in bringing its listed buildings back into use came in 1994 when the Royal Commission on the Historical Monuments of England (now part of English Heritage) moved its headquarters from Savile Row (central London) to the GWR's empty Swindon offices.

This encouraged a cascade of other building conversions, including the largest covered retail outlet centre in Europe that attracts over three million visitors a year and was named Visitor Attraction of the Year 2000 by the South West of England Tourist Board. 'STEAM' is a National Lottery-funded railway history museum. Despite a very high standard of display, the museum has failed to attract its expected visitor numbers. Unfortunately, most people who go to the shops do not bother to go on to the museum, and Swindon still has some way to go before it is fully embedded on the tourist map.

In 1999, the relatively new unitary authority commissioned a firm of architects and planners to carry out a study of Swindon's central area to demonstrate how its facilities, services and environment could be improved. Public consultation included a telephone survey of over 800 households, a local citizens panel, and interviews with local businesses. This resulted in the adoption of an improvement strategy. One important conclusion was the need to improve links between the railway land and the town centre, which are separated by the railway line. This has led on to the setting up of an Urban Regeneration Company, for which the existence of an agreed development framework was influential in attracting support from the government's regional office. Amongst several other developments, the University of Bath now offers courses in Swindon and is searching for significant campus space in the town.

**Achievements** Through a mixture of public and private investment, Swindon's 'brownfield' railway land, largely derelict only ten years ago, has been transformed into a remarkably successful part of Swindon. The area is a major tourist attraction and a rich resource for history and industrial archaeology. In converted listed buildings one finds English Heritage offices with shop and gallery; the National Monuments Record Centre (the public archive of English Heritage); two museums; a 'railway village' older than Saltaire, with 300 cottages, church, vicarage, park and school; a small local brewery, many shops and several restaurants. By 2005, the new headquarters of the National Trust is expected to open at this historic site. Initial steps to improve the adjacent modern town centre have included the first private residences to be built in central Swindon for over 100 years – apartments, virtually all sold before construction was complete, and plans to expand the shopping centre.

**Conclusion** Swindon's location has long been one of its greatest assets. However, its openness to change has been critical to economic diversification and development. Swindon recognises it has a long way to go in terms of urban renaissance, even though in conventional regeneration terms (especially jobs and investment) it has been very successful. The next stage will be to improve the central area, including links across the railway line, and this forms one of the main priorities for the new Urban Regeneration Company, which is the only URC to have a representative of Railtrack on its board – a reflection of the part that industry has played in Swindon's past and the part it has to play in Swindon's future.

8.4 Context Brighton & Hove's history as a fashionable Georgian resort has left it with a fine heritage of buildings, but also a challenge of how to integrate the new with the old. There are 1,900 listed buildings and nearly 30 Conservation Areas. The city's position, hemmed in between the sea and the South Downs, and essentially Victorian street pattern, makes it difficult to cope with cars. Improving urban quality, with limited financial resources, has led the local authority to concentrate on a few key projects, which in turn have stimulated confidence in the private sector, and are helping to diversify the city's attractions, both along the beach and also around the station.

Process Though the Promenade has always featured plenty of attractions, by the late 1980s many were looking faded. Part of the West Pier collapsed in a storm, the beaches, which are largely pebble, compared poorly with those on the Continent, and Madeira Drive was seen as a car park or somewhere to race along. Behind many of the elegant façades of the early 19th century grand terraces were high levels of unemployment and deprivation. At the same time, the main shopping centre, now the Churchill Centre, lost many of its main shops, and was looking forlorn. The challenge was how to change the image of Brighton, which was seen as a poor relation of neighbouring Hove (now part of the same unitary authority), and how to upgrade the decaying terraces.

In the mid 1990s the council recognised that part of the problem was poor linkages between the different centres. A pioneering Transport and Environment Strategy, 'Putting People First' addressed the challenge of car traffic rising at 2–3% a year while bus usage had halved. The strategy's vision is 'accessibility for all rather than mobility for some.' This involved making walking and cycling safer, ensuring that buses offered an attractive alternative, for example through developing a 'Quality Bus Partnership', and upgrading the area around the main railway station. A project called Ocean Boulevard has helped co-ordinate improvements between the station and the sea, and office vacancy has fallen from 50% to next to nothing.

One of the flagship projects is the boardwalk, which runs below Madeira Drive, and enables people to enjoy looking at the sea without the noise of cars. A consultants' study into how to improve the links between the seafront and the town recommended creating a boardwalk, drawing on experience abroad. The council implemented this by developing a long-term strategy, which adopted a co-ordinated approach to realising the vision and to seeking sources of funding. Different quarters were developed as a means of creating or reinforcing a sense of identity. The road running down from the station to the sea was improved with historic light columns and better pavements, while the concourse in front of the station was redesigned to create a better interchange with buses and taxis. Railtrack have invested over £20 million in restoring the station structure to its Victorian splendour. Plans for the development of the adjoining 20 acre station site now involve building some 300 new homes over a supermarket, that would previously have sat in a sea of car parking. The New England Quarter, as the scheme is called, also includes two new hotels, and a new college, with high-quality pedestrian links through to London Road. The mixed-use scheme has been redesigned to respond to community concerns, and the brief was drawn up by a working party that included not only the council and the site owners and developers, but also representatives of different parts of the community.

Achievements Though Brighton will always face competing pressures, it has created a highly walkable environment, where pedestrians generally feel they have priority, and where very different groups of people in large numbers generally get on with each other, whatever their age. The city has 'bucked' the national trend and seen a year on year increase in bus passengers for nearly a decade. This trend is set to continue with the introduction of real-time information at bus stops to enable the travelling public to know exactly when the next bus will be along. The council has also created, for a relatively small investment in the public realm, one of the most attractive looking sea-fronts in the country, and a model for how to use landscaping to stimulate enterprise development. All along the curving boardwalk, which has used old wood to create charming bollards, are bars and cafes. Space under the road has been turned to new uses, including a specialist fishing museum and a fish smokery. At weekends, market stalls also add to the fun. A rich melange of new uses has been introduced, from traditional seaside pursuits like the penny arcade and merry-go-round, to more active pursuits such as volleyball, basketball and a recently completed children's water-based play area. New bars, clubs and restaurants cater for everything from a pint and a tub of whelks to gourmet cuisine.

Old buildings have been attractively refurbished, and plans are under consideration for developing the West Pier in partnership with a private developer. The area also benefits from being well-maintained, and feels quite safe.

Conclusion Brighton & Hove has been transformed physically over the last five or ten years. In turn the higher quality of the urban environment is drawing more people to live there, and house prices have risen faster than almost anywhere else. While this creates its own problems, it is also enabling the city to attract the private investment needed to refurbish its historic buildings, and also to create new quarters that will match the standards set in the Georgian period.

## 8 Pride of place
Securing quality urban design in new development in Manchester

8.5 **Context** A major challenge for metropolitan cities has been improving their image. Manchester's renaissance partly reflects the city's stress on the importance of quality design in the built environment. This can be dated back to the early 1990s and the regeneration of Hulme. Urban design guidance produced for Hulme was subsequently developed and translated into planning guidance for the whole of Manchester. This was published in 1997 as the *The Guide to Development in Manchester* and has subsequently had a marked effect on development throughout the city. The focus on quality design has also driven the regeneration of the city centre, particularly the development of the Millennium Quarter following the IRA bomb. The city has managed to combine the creative commissioning of 'star' architects with the encouragement of a strong local architectural community that includes two Stirling Prize Winners (and one nominee).

**Process** Manchester's interest in quality design stems from the realisation that the city could not count itself as a great European city and promote urban repopulation unless it explored new forms of urban development to make areas attractive to residents and investors. The council has also acknowledged the role of high-quality urban design in creating more sustainable, safer and higher density developments with dynamic and lively streetscapes. Driven by senior politicians, the approach rejected suburban forms in favour of a reinterpretation of the character of traditional urban areas. *The Hulme Guide to Development* aimed to produce a simple solution to the problems created by design that had left the area sparsely populated, physically isolated, highly unsafe for residents and pedestrians and structurally dysfunctional. Its key policies include:

- High unit density with a return to interconnecting street patterns with no cul-de-sacs
- Emphasis on well-marked corners and landmark buildings
- Well-defined and high-quality public realm

Based on these guidelines a panel of professionals and developers was convened by the council to develop the Hulme guide into a form that could be applied to the whole city. The resulting Guide to Development sets out principles to be applied to make the city a more attractive, vibrant and safer place. The principles that apply to all new development and include:

- Creation of a sense of place
- Achieving a high-quality environment
- Encouraging higher densities and a greater mix of uses
- Focusing on streets as social spaces
- Tackling sustainability, transport and car parking aspects of development
- Promoting security and stewardship of the local environment

**Achievements** The Guide to Development in Manchester was adopted as supplementary planning guidance in 1998. Since then the form and density of development in the city has changed markedly, partly due to the council's consistent promotion of high-quality design and partly because developers alter their approach to fit the guidelines. Developers such as Urban Splash, for example, discovered the marketability of high-quality urban design. Their success has been emulated by more traditional developers such as the ICIAN joint venture between Crosby Homes and Amec.

The guidelines have successfully helped to minimise population loss in inner city areas where clearance of high-density low-quality housing has occurred. Housing densities have increased, for example in Hulme, which now has in excess of 60 dwellings per hectare. The design principles have also been successfully used in the refurbishment of the Alexandra Park Estate in Moss Side. Here a warren of cul-de-sacs and pedestrian walks have been stitched back together into an urban grid with new infill development creating a more coherent block structure where properties have public fronts and secure backs. The scheme demonstrates how an area of social deprivation that suffered from gang violence, drug abuse and burglary can be transformed through careful design.

Major schemes completed in 2002 include Sir Michael Hopkins' extension to the City Art Gallery, Ian Simpson's Urbis building with a further £12 million being spent on the surrounding Millennium Quarter, Daniel Libeskind's Imperial War Museum in Trafford and the Commonwealth Games Stadium by Arup Associates. Other stars have included Calatrava and Wilford in Salford and Ando in the city itself. This interest in design and strength of the built environment professions in the city lies behind the development of CUBE (Centre for the Understanding of the Built Environment) which is working to promote quality design by showing the work of both international and local designers.

Manchester now presents a positive image which is attracting major investment from financial institutions and private developers. Design quality has transformed the city centre which continues to experience a property boom fuelled by the city centre residential market. Elsewhere renaissance has taken place in parts of the inner city. New private housing in Hulme is selling for in excess of £100,000 and private housing is being built in Moss Side without public subsidy. Prosperity is also spreading to other parts of the inner city with new housing in Ancoats, Cheetham Hill and Salford. The city is seeking to repeat the success for Hulme with the New East Manchester project which will use the momentum and investment generated by hosting the Commonwealth Games in July 2002 as the catalyst for regeneration of the area with 12,000 new homes and a new tram route. One of the most high profile elements will be the New Islington Millennium Village to be developed by Urban Splash and masterplanned by a leading national architect.

Conclusion The experience of implementing high-quality design in Manchester has shown that setting out urban design principles in publications such as *The Guide to Development in Manchester*can be contentious but can, through a process of consultation and negotiation, be interpreted successfully across a range of developments in different parts of the city. To enhance the principles of quality design further, Manchester council is monitoring the success of the Guide to Development and continues to look at ways of improving its application to new initiatives.

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1 Nottingham Old Market Place
2 Brighton & Hove Foyer

## 9 Harmonious communities

Using community planning to revive West Everton, Liverpool

9.1 **Context** While most major city centres are showing positive signs of change, residents in many inner areas feel dislocated even from projects and initiatives within the local community itself. Over the last few years the West Everton area of North Liverpool has seen positive change through the commitment of local people, and shows what can be achieved when the community takes the initiative to influence regeneration.

Widespread slum clearance and the creation of single tenure neighbourhoods with inappropriate housing types in the 1960s had triggered massive and ongoing depopulation, so that the Everton ward suffered a 65% reduction in the local population from 17,600 in 1971 to 6,100 in 1991. The result was the closure of shops and schools, youth provision and other much needed facilities.

**Process** Residents set up West Everton Community Council (WECC) in 1965 as a response to the redevelopments that were taking place then, such as the relocation of the market and the introduction of high-rise living. WECC and a number of other neighbourhood councils were formally recognised by Liverpool City Council in 1971. In its early days WECC concentrated on community planning, and the Planning Shop was based in an old off-licence. It developed a structure of resident-led issue-based forums to ensure residents' voices were heard on a variety of inter-linking issues such as housing, health, community facilities, employment and the environment. The relevant statutory and non-statutory bodies and agencies attended the meetings at the invitation of the residents, and many positive and mutually beneficial working partnerships were built up.

The Langrove Street Action Group, working in partnership with local Registered Social Landlord (RSL) CDS Housing, set up a housing co-operative in a group of 30 houses which the local authority had scheduled for demolition.

From 1987 the WECC Park Forum became involved in the future of the area's greatest asset, Everton Park, developing links with a range of statutory bodies and agencies, and establishing the importance of the park for the North Liverpool Partnership agenda. Instead of a large lake a nature garden was developed, a flower garden with disabled access was planned, and three playgrounds were designed and developed; three housing sites were also identified within the park boundary and were developed in partnership with CDS Housing and Liverpool Housing Action Trust. (A 'wish list' of projects for the park was also drawn up and included a wildflower meadow, leisure trails, BMX tracks, self build alternative housing, and a café or restaurant to be sited so as to be able to maximise the view across the city.)

Between the end of the 1980s and the mid-1990s the two local health clinics were threatened with closure but after long campaigns, they were saved. Both campaigns led to strong relationships being built up with neighbouring resident groups, Liverpool Health Authority, the Director of Liverpool Public Health, Healthy Cities and the local Save the Children health project.

When the local infant school closed and its demolition was announced by the Roman Catholic Archdiocese, WECC negotiated to turn the building into West Everton People's Project, with support from a variety of charities, CDS housing, Liverpool Housing Action Trust and the newly formed North Liverpool (SRB) Partnership. This community business centre provides good quality space for many activities including a community cafe, Sure Start and Victim Support, as well as the opening of the 'New Planning Shop'.

In 1996 when the North Liverpool Partnership was set up, WECC managed to put the issues and ideas relating to Everton Park high up on the Partnership's agenda and also highlighted other problems including the decline of Great Homer Street shops, the continued threat of closure of some of the schools and local services, the 'poverty trap' caused by increasing rent levels and the lack of affordable homes for sale in the area.

Part of the response of the city council to long-term decline in the area was to work with the North Liverpool Partnership, the North West Development Agency and the Prince's Foundation to develop the Everton Park Urban Village. The urban village proposals developed by consultants included almost 1,500 new homes, aiming to attract over 4,000 people back into the area. This includes development on one third of Everton Park, to create a wide variety of new homes for sale and for rent. WECC launched a 'planning for real' exercise, with a model displayed in the People's Project.

**Achievements** One of the strongest objections has been to the proposal to develop the slopes of the park for housing, to capitalise on the views over the city. This part of the park is highly valued by many residents and there is strong opposition to taking it out of public access. They agree that there needs to be an increase in population for the communities to become sustainable, and propose community-led research to explore the feasibility of 'Green Homes'. They argue that affordable houses for local people should be provided, before land values start to rise, to strengthen and retain the existing communities, and that higher value development could then follow on.

There is now consensus in the community over the need to increase the number of people in the area in order to make the community, its schools, its shops, its health and other facilities sustainable. However, the community feels strongly that there must be the opportunity for local people to have the choice to buy homes in the community area and before land values rise. They argue that this will help retain people in the area and that it will be the local people that will be most committed to using the local schools, shops and services, thereby helping to strengthen the local economy and bring sustainability to the area. WECC has therefore been fully involved in supporting a Green Homes initiative which will soon see the marketing of 50-plus new dwellings, the majority of which will be affordable to local people, on sites owned by the city council, Liverpool Housing Action Trust and CDS Housing.

The People's Project has become the focus for a wide range of activities within a community that has sometimes been divided and which has experienced a long and occasionally difficult relationship with the city council. There is now more optimism about the area's future. There is hope that the Housing Market Renewal Fund will stimulate the market by ensuring that there will be more services that are essential to an area like West Everton, particularly schools, GPs and dentists, good public transport and quality local retail. Sure Start is now embedded in the area, East–West transport links are being developed and a successful Urban Bus Challenge bid aims to link local people to emerging and existing job opportunities. One aim of WECC is for the community to identify its own needs and respond to them. For example, a community café was set up to respond to health issues and provide access to good quality food following the closure of several stores in the local retail centre of Great Omer Street.

In the May 2002 local elections a trustee of WECC stood as a city councillor and was elected, strengthening the voice of the community at city level.

**Conclusion** Community planning has encouraged residents to be brave, not just to react to the plans presented to them by consultants, but also to suggest, from their own experience, what they think should happen to the area. Involvement of the community has resulted in several changes being made to the consultants' proposals, including the rejection of a planned lake and the inclusion of wildflower meadows, a nature garden and home zones. The issues are by no means resolved, but they show the value of positive community involvement and the potential to achieve change through collaborative working.

WECC wants to see not only a balanced city, but also balanced neighbourhoods, with as good a local choice and availability of opportunities as exists anywhere else in the city. It is WECC's aim to ensure that the community's voice continues to be heard at all levels, and that the partnerships between the community, the council, and the public and private sectors continue to be long-term, visible, tangible and committed.

WECC has shown that for regeneration in inner city areas to work, it needs to be about working WITH not FOR communities and those partnerships need to be mutually beneficial and built on trust and respect. Liverpool City Council shares these aims and views.

## 9 Harmonious communities

Enabling young people to develop through the Brighton Foyer

9.2 **Context** Brighton & Hove is an internationally renowned city that has increasingly played an important part in London's commuter economy as a result of soaring London house prices, advances in information and communications technology and a journey time of less than an hour. Its physical regeneration has included the renovation of some of its fine city centre property leading to a high value, and in part gentrified, residential housing market in older areas such as the North Laines.

However not everyone is included, and Brighton & Hove faces a number of housing challenges, including a lack of affordable housing for key workers. Like many other coastal cities or towns there is also a large group of homeless young people whose needs for support preclude them from conventional hostels. In addition young single people in supported accommodation such as that provided by the Foyer find it difficult to make the transition into the private rental sector.

**Process** The Foyer project aimed at single young people between the ages 16–25 years in insecure or unsafe accommodation has made a substantial contribution. Situated in the heart of Brighton next to the City College, it is one of a growing number of initiatives (113 in the UK by December 2001) under the Foyer banner, introduced into the UK in the early 1990s. The Foyer concept originated in France immediately after World War II, with a mission to provide safe, 'holistic' accommodation for young people seeking employment, thus helping post-war reconstruction with a mobile workforce.

Sanctuary Housing Association and the City College (on whose land the Foyer was built), together with the local authority, helped to drive forward the Brighton project following a visit to a Foyer in Italy. It opened in March 1998, and is an example of partnership and cocktail funding. Grants from the city council, Single Regeneration Budget Three and the Housing Corporation, together with a private mortgage, provided the capital funding for this new, purpose-built facility. In addition revenue funds have been raised from the National Lottery, European Social Fund and Learning and Skills Council.

**Achievements** Owned and managed by Sanctuary Housing Association, Brighton and Hove Foyer helps young people to realise their potential by providing high-quality accommodation and trained staff to support and advise them on personal, employment and training matters. It has 50 units, in single-sex two and three bedroom clusters with shared facilities. Residents stay for a maximum of two years. Sanctuary's regional director described the initiative as being a fabulous success, and with the Foyer manager identified many factors leading to its success:

- A dedicated, committed staff provide consistency and stability
- There is co-operation and regular consultation with local organisations such as North Laines Traders Association, Police, and resident groups
- Self referral means that young people can go direct to the Foyer
- A structured selection process includes regular open information sessions, application form, and interviews, providing transparency and fairness
- Clear expectations of behaviour provide a safe environment
- A Personal Development Plan provides a framework against which to measure progress, including 'bite-size' achievements
- The use of licences enables flexibility in both excluding residents and also in providing a 'second chance' with a minimum of bureaucracy
- The Foyer's central location next to the City College is ideal for getting on with neighbours and transport – unlike those in traditional housing areas
- The Foyer Federation provides support, and Brighton and Hove Foyer has achieved Foyer Accreditation Status – a quality standard covering management information systems and procedures, as well as work with young people

**A success story** A recent resident came from a women's refuge having experienced violence. Initially very withdrawn and having great difficulty in communicating, she has now made considerable progress. She achieved success in a college course in travel and leisure, and went on to secure employment at Gatwick Airport as a customer services agent. She now has her own city centre flat and has regained self respect and self confidence, no longer hiding behind 'thick makeup'.

During the Foyer's four years' operation a number of lessons have been learned:

- High security is needed in the reception area
- More intensive staff levels are required
- Close links with industry and work opportunities are essential
- There is a gap in the provision of accommodation for young people whose behavioural problems make them unsuitable for the Foyer

And challenges remain in:

- Sourcing revenue funding for staffing and extra activities (Supporting People and Learning and Skills Council are possibilities)
- Enabling young people to move into private rented accommodation. This might be via a fund to draw on for agents' fees, rent in advance and security money; and a solution to the problem of housing benefit allowing funding for only a bedsit or room for single people, thus making them unattractive to private landlords

**Conclusion** The Foyer is now looking to meet other identified needs. Residents could benefit from more in-house training and contact with the wider community, as well as a programme for young fathers. There is a need for a larger staff team, preferably funded direct from Government sources, and the two successful commercial enterprises that include a restaurant could be expanded. In addition there may be potential to open up facilities such as the computer rooms to the community.

If an urban renaissance is about making town and city centres places of choice for people to live in there must be affordable and secure accommodation for people at all stages of their life and development.

9.3 Context For many cities, the growth of the retail centre and the evening economy has brought associated problems both of management, and of ameliorating the conflicting interests of different groups. Established as regional capital of the East Midlands, Nottingham joined the Core Cities group to become the eighth and newest member in 2001. Experian rates the retail centre at number four in England, and indeed has its own headquarters in the city. Nottingham's success as a retail and leisure destination has helped to create jobs almost three times faster than the national average. It is a popular place to study, with one of the top ten universities in the country and students of the two universities make up one in twelve of the city's population. But it is also the traditional centre of a large industrial area with many former mining villages to the North.

Process In 1990 the city council adopted the 'City 2000' strategy to promote a shared vision to create a vibrant and inclusive city centre. In 1991 the city and county council together with key partners from retail, property and transport sectors established a City Centre Management initiative (CCM) with specific aims to:

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| Support the development of Nottingham as a regional capital |
| Create an accessible, safe and attractive environment where people will want to shop, visit and enjoy themselves |
| Encourage partnership between public and private sectors with the common purpose of promoting and investing in Nottingham city centre |

The engagement of the retail sector in the strategic and operational management of the city centre resulted in a new collaborative working. CCM became a key player in developing and implementing the city centre's leisure and entertainment offer and was able to translate many of the lessons learned from retailing.

Parallel to this the city council has established four cross-departmental teams that cover Urban Design, Transport, Enabling Development/Urban Capacity and Excellent Services. An Urban Design Forum was set up to look at design issues of important or potentially contentious schemes. Advice is drawn from the former director of development of another core city.

Design guidelines as well as management are essential if the quality of the centre is to be maintained. Pavement cafés are part of a flourishing city centre. Demands for more licences for tables and chairs on the street led to the publication in 1994 of an 'Outdoor Design Guide' and a simplified Highways Amenity Licence to avoid the need for full planning permission. The centre currently has 382 licenced premises capable of catering for more than 100,000 people. City centre residential development, particularly in the Lace Market, is booming. These two are not necessarily compatible, and pressure from new residents has already restricted the future granting of A3 uses there. Some places are seen as evening 'no go' areas by many people, and the question of whether the police can now cope is regularly raised in the *Evening Post*. Unlicenced street traders have also been a major problem – especially in the Lace Market in early morning and are now also being regulated through the use of licences.

Achievements One success story has been the creation of Nottingham waterfront, along the canal near the railway station. The development of five new offices was led by the relocation of the newspaper and the relocation of the Inland Revenue. Starting with the creation of a small waterways museum it is also now full of stylish bars and cafes. A giant warehouse has been turned into a leisure club. The resulting quarter has outperformed other parts of the city thanks to its good urban design. Nottingham is now recognised as one of the pioneers of good practice, winning Beacon Council status for Town Centre Regeneration and for Regeneration through Sport, Culture and Tourism in 2001. The city centre manager was named Town Centre Manager of the year in the 2002 SCEPTRE Awards. Along with the introduction of licences, the city has a very successful warden scheme, to address litter, anti-social behaviour and crime, and report incidents to the police, and the council is considering extending the scheme beyond the current hours of 6pm on weekdays and 7pm on Fridays and Saturdays. 'Pubwatch' radio schemes have been introduced together with an alcohol bye law, restricting the consumption of alcohol in public places. To tackle the issues facing the Community Safety Partnerships in relation to alcohol crime and disorder, CCM has provided the necessary high profile policing services, improved the management of doorstaff registration schemes and introduced night time street cleansing regimes to cope with increased visitor demand.

As Nottingham moves towards being a '24 hour city', a number of approaches are evident:

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| Balancing the needs of all who live, work and play in the centre |
| Joined-up thinking and working, for example between planners, licensing authorities and other bodies |
| Physical infrastructure including CCTV cameras installed in the centre. The proportion of people who judged crime and personal safety at night as a problem in the city centre halved between 1995 and 2000 |
| Transport, including a late-night scheme with regular services covering the majority of the city's suburbs as well as many longer routes |

Conclusion A history of partnership working over several decades has helped to transform the Canalside and revitalise the Lace Market. There are still questions to resolve, as the successes of the city centre bring additional pressures for development, and require higher standards of management and maintenance. The future priority for Nottingham is sustainability; a 'lively' city centre must be one that is constantly changing to meet the needs of investors, customers and the community.

## 9 Harmonious communities

Using sport as a focus for community development in Gateshead

9.4 **Context** Gateshead, just across the river Tyne from Newcastle, has one of England's best known athletics tracks, the Gateshead International Stadium at which Brendan Foster (then the Manager of Gateshead Council's Sport and Recreation Department) famously broke the world record for 3,000 metres in 1974. The stadium which is owned by the council is in the East Gateshead regeneration area which is undergoing a major transformation. (Other projects include the Baltic Centre for Contemporary Art, the Millennium Bridge and the Sage Music Centre). As well as being a venue for major athletics events and pop concerts, and the home of Gateshead Football Club, the stadium and its facilities are used for training by many of the regions elite athletes.

Also for many years the council has been using the stadium as a focus for community development projects – especially for young people (who often complain that they do not have enough interesting, and affordable, things to do in today's increasingly commercial towns and cities). When the stadium was chosen as the site for one of the English Institute of Sport's new regional indoor 'athletics centres of excellence', Gateshead managed to persuade Sport England (the body that distributes Lottery money to sport in England) to provide funding not just for facilities for elite competitors but also for educational and community uses – so that local people can continue to rub shoulders with, and be inspired by, a range of role models, including, for example, Olympic champion and world record holder Jonathan Edwards, who regularly trains at the stadium.

**Process** Professional sports stadia, such as those for football, rugby and athletics, are often located in disadvantaged areas (to which they add much prestige), but are also often virtually unused except on match days. This used to be largely the case with Gateshead's International Stadium, even though it was owned by the council who saw it as a community resource. A local survey showed that most ordinary people did not use the facilities at the stadium, which included an indoor sports hall and training facilities, as they felt it was for elite athletes only.

Since then a more determined effort has been made to promote local participation and to develop projects that will benefit the wider community, including disadvantaged people. These include:

- Attaching an out-reach worker to the Gateshead Harriers and Athletics Club (which is based at the stadium) to visit local people and organisations and encourage them to use the stadium's facilities
- Developing youth projects, such as a series of Healthy Living projects, based at the stadium
- Organising and promoting athletics training and competitions for people with disabilities
- Working with the local Youth Offending Team to involve young people (both male and female) who have criminal records, or are considered to be 'at risk', in sports activities
- Running a skate week for 13–16 years olds during the school summer holidays which attracted over 300 young people
- Using volunteers from the local community to work on the major events programme. Over 50 people from East Gateshead have achieved their NVQ in Spectator Services, their Emergency Aid Qualification and customer care training

The Stadium has recently achieved Sport England's Quest award for quality. Furthermore, new facilities, which are being developed along with the regional indoor athletics centre, will enable Gateshead College to have a full-time education centre on the site too, with class rooms as well as facilities for sports medicine, netball, rugby league and other sports. This will encourage more young people, including those who are not attracted by traditional academic subjects, to stay on in full-time education after the age of 16 – using sport as the catalyst. This goes even further than the community involvement projects now run by many football clubs.

Achievements It is too early to show that people in Gateshead are leading healthier lives, and living longer, because of the projects based at Gateshead International Stadium, or even that youth crime has fallen significantly. However, involvement in sport can contribute to a range of positive outcomes – better health, improved self-confidence, motivation and discipline, increased social contacts – not to mention keeping bored youngsters off the streets – which are now seen as making an important contribution towards social inclusion and a wider view of urban renaissance. Certainly community use of the stadium has increased, and is expected to continue to do so when the new developments are completed.

Furthermore, as part of the regeneration of East Gateshead a substantial amount of new housing is to be built close to the Stadium, which will increase the number of people who live within walking distance of it (which already includes the residents of the established Old Fold estate). The stadium is already served by the Tyne and Wear Metro, which makes it accessible from much of the conurbation, and a more direct route between the Metro station and the stadium is to be built. The intention of the council, which received Beacon Council status in 2001–2002 for 'Regenerating through Culture, Sport and Tourism', is to ensure that the stadium is not only the leading athletics centre in the region but also a major community facility and a central plank in the regeneration of East Gateshead.

Conclusion Many towns and cities have underused, and perhaps unrecognised, assets which could be used to help regenerate them or improve their attraction. Sports facilities, especially those associated with local heroes, can have a particular appeal to people who are in danger of becoming excluded, especially young people. Gateshead Council has shown that by making its International Stadium accessible to many in the community – not just an elite few – it can act as a catalyst for regeneration as well as a venue for occasional events of international importance.

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1 Stoke-on-Trent Hothouse
2 Blackburn with Darwen
Technology Management Centre

## 10 Networks of enterprise

Developing enterprise, in Brighton & Hove through the Enterprise Hub (the Hub 100)

10.1 **Context** In the late 1980s and early 90s Brighton & Hove suffered from severe economic problems due to the loss of its traditional holiday trade and a decline in the service sector which resulted in higher than average unemployment levels and a lack of private investment in local regeneration.

However, the city has successfully reinvented itself by diversifying its economic base and supporting new and emerging growth employment sectors. Brighton & Hove has become a key economic driver in the South East and today it is known not only as a very interesting place to live and visit, but also as a creative and entrepreneurial place to start or run a business. Earlier in 2002 Brighton & Hove received 'city status' and this year is one of 12 UK cities being considered for the European Capital of Culture 2008.

**Process** The attraction of people with new energy and spending power has helped Brighton & Hove to diversify its role and economic base. The process of diversification started with the opening of Sussex University, built on a new campus to the north of the city. This helped to broaden the population, some of whom started to take over former working class terraces, and refurbished old houses that previously would have been condemned. Together with those at the University, the city is now home to 27,000 students and 3,500 staff. Further diversification included redevelopment schemes of areas such as the North Laines providing relatively cheap premises and characterful places to live. These are ideal for business start-ups like new media, and are now home to a variety of specialist shops, galleries, restaurants and a host of other enterprises. The city also developed its niche as a centre for gay and lesbian culture.

Throughout the city historic buildings were restored, substantially improving the urban quality. The improved image has enabled Brighton & Hove to attract more and more people on short breaks and it has become one of the most popular places where foreign students learn English. With its variety of residential neighbourhoods, from Brighton Marina and Kemp Town to Hove, Brighton & Hove spawns enterprise, of which the most famous are the founders of the Body Shop and the internationally renowned new media companies Victoria Real and EPIC.

Major improvements were made to Brighton & Hove's accessibility and travel time to London has been reduced to less than one hour, making the city attractive for commuters to London. As the city's accessibility and attractions improved major companies were attracted such as the UK offices of American Express and it became ever more popular as a location for conferences. The city now hosts more than 30 major events and 1,500 conferences a year, worth over £50 million to the local economy. In recent years Brighton & Hove has experienced particular growth in the media industry and has seen the development of a cluster comprising 350 companies.

The most recent project to strengthen the local and regional economy is the development of 25–30 knowledge-based enterprise hubs, as promoted by the 1999 Regional Economic Strategy. The Enterprise Hubs are an initiative of the South East England Development Agency (SEEDA) to build on the success of existing business incubators, university commercialisation and entrepreneurial business network projects. The programme builds on best practice in clustering and incubation gained from projects linked to Oxford Innovation and Sussex Innovation centre (SinC), as well as from examples in the United States. Phase one comprises the development of hubs in Southampton, Isle of Wight, Oxfordshire, Newbury and Brighton & Hove.

**Achievements** A major factor for the success of the diversification of the local economy was the establishment of business support facilities. The Sussex Innovation Centre (SinC) opened in May 1996 and provides support for the creation and growth of technology and knowledge based companies. The centre was established by the 'Sussex Academic Corridor', a forum for the collaboration between the public, academic and business sectors. It is now home to over 30 high growth companies. It operates as an incubator but also provides direct support for selected companies, pre-starts and academics not based at the centre.

The Brighton & Hove Enterprise Hub (the Hub 100), based at the Sussex Innovation Centre, secured SEEDA (£240,000) and Single Regeneration Budget Round Three (£609,000) funding on 20 November 2001. The Hub is a joint venture between the SinC, Wired Sussex, the city, Brighton & Hove Regeneration Partnership and local entrepreneurs.

## 10 Networks of enterprise

Developing enterprise, in Brighton & Hove through the Enterprise Hub (the Hub 100)

The Hub 100 will identify and support the top 100 entrepreneurial businesses in Brighton & Hove, based on their potential to impact the local economy through growth. It will generate an additional £10 million in revenue and raise £5 million in equity investments for Brighton & Hove companies in the first year.

With a strong focus on nurturing innovation and technology transfer, the Hub 100 will provide these new companies with flexible workspace and enable entrepreneurs to benefit from strong academic and research links with the regional universities and other regional institutions. Businesses in the Hub will also have access to business advice and to public and private sector sources of funding.

Conclusion Brighton & Hove's renaissance as a resort and fashionable place to live is closely linked with a supportive environment for those engaged in new enterprises of all kinds. This in turn has made it easier to diversify its traditional economic base resulting in substantial growth over the past years in the financial and insurance sectors. Brighton & Hove has also succeeded in developing an inclusive economy based on creativity, innovation and knowledge-based businesses.

## 10 Networks of enterprise

Promoting a cultural and creative industries quarter in Sheffield

10.2 **Context** Transforming Sheffield's economy from a century of mainstream steel production to an entrepreneurial knowledge based economy which can compete effectively with other European regional cities requires a proactive public strategy designed to kick start market momentum. The city council's initiative in recognising the critical role which small cultural and creative businesses play in successful city centre economies has led to a decade of investment in specialised property, facilities and supporting services. The result has been to successfully sow the seeds for a compact and vibrant cultural and creative industries quarter which was favourably mentioned in the Urban Task Force Report.

**Process** The development of the Cultural and Creative Industries Quarter started when the area was first colonised by Yorkshire Artspace Society (YASS), an artists co-operative, looking for low cost space near the city centre in 1981. This was followed by the opening of the Red Tape Rehearsal and Recording Studios in 1986 and a subsequent Audio Visual Enterprise Centre, both in former car showrooms. Both responded to local demand, using public funding.

The second stage converted the former Kennings Garage into the Workstation Cultural Business Centre, following a feasibility study, which showed how the scheme could be developed in phases. The scheme was completed in 1997/98, some ten years after the original study, with the final phases housing the Showroom Cinema and a café bar. This development, which created some 70,000 square feet of managed workspace and a scheme of regional significance, has been developed and managed by a group of not for profit companies set up by the City Council. The 60-plus tenants include the Independent Television Commission and the Northern Media School and a wide range of creative and digital businesses. The complex contains conference and exhibition spaces as well as back-up services and access to a local broadband-based intranet. Commentators have credited the Kennings building as the key catalyst for the area's revival.

The third stage involved setting up the National Centre for Popular Music in 1998, in an innovative new building. This failed to attract sufficient visitors and had to be closed, but may reopen as part of the University. A number of other projects in the area have tapped into private finance to facilitate the diversification of the area's attractions. The YASS story came to a fitting point in their 21st year. They moved into their stunning new building, Persistence Works, earlier this year which is shortlisted for a Prime Ministerial architectural award later this year.

**Achievements** The Cultural and Creative Industries Quarter has transformed an important gateway to the city from the railway station. Along with the adjoining science park, and an expanded Sheffield Hallam University, it has helped to diversify the city centre, which had lost much of its traditional base. Recent calculations show that the scheme has attracted over £100 million of private capital to complement the £6.1 million of public funding. A total of 250,000 square feet of space has been developed, largely in refurbished buildings with more coming on stream. These accommodate some 150 new or relocated creative and digital businesses including film, music, design, photography and multimedia, employing over 1,000 people, and with an annual turnover exceeding £20 million. The area also provides 1,500 media training places a year.

The area has a dedicated regeneration and creative and digital industries sector development agency, Cultural Industries Quarter Agency, with a board including Sheffield City Council, Sheffield First Partnership, Sheffield Hallam University and a range of local cultural and creative organisations and businesses (see www.ciq.org.uk).

**Conclusion** A targeted policy of promoting networks of activity can enable cities to find new economic roles. Sheffield's Cultural and Creative Industries Quarter provides a good example of the benefits of clustering similar activities in the same area, where they can achieve critical mass. It also shows the value of adopting a balanced incremental development strategy, by reusing redundant buildings gradually as resources allowed. The key successes include fostering the growth of small businesses and reusing redundant buildings at the same time, and creating a viable new cluster of activity.

## 10 Networks of enterprise

Creating an industrial quarter to promote tourism and innovation in Stoke-on-Trent

10.3 **Context** Stoke-on-Trent's growth in the 19th century was largely based on the pottery and ceramics industry, and its future depends on adapting to changes in this industrial base. The industry declined from 55,000 jobs in 1962 to 17,500 in 1995. This contraction has left a legacy of old buildings and clusters of businesses intermingled with housing in what are known as the 'Six Towns'. Many of the businesses are too small to support their own research and development programmes, and have been losing out to foreign competition as a consequence.

The city has been fighting back by promoting tourism, with a particular focus on industrial heritage, and is also encouraging new enterprises and innovation. The city's tourism product includes pottery factory tours, over 30 pottery factory shops, visitor centres at Wedgwood, Spode and Royal Doulton, and museums, including the Potteries Museum and Art Gallery. There is also a good base of leisure and entertainment facilities and Alton Towers the UK's top theme park, is a short drive from the city. The city now receives 5.3 million visitors a year who contribute £194 million to the local economy (www.visitstoke.co.uk).

**Process** The Gladstone Pottery Museum was one of the pioneering working museums, with live demonstrations. The museum is continually being extended, most recently with 'Flushed with Pride' (the story of the toilet). This project was initially started by enthusiasts, but fell into decline. It is now run professionally as part of the city's Directorate of Regeneration and Community, and draws over 40,000 visitors a year.

The museum is in Longton, the most southern of the six towns, and falls within a larger industrial area of some 13 acres. The whole quarter was the subject of a successful European funded URBAN Pilot Project, in which the city council collaborated with eight other cities from Antwerp to Thessalonika, to share experience on reusing heritage innovatively. The idea was to use a specialised quarter as a mechanism for regenerating a traditional industry. Key elements of the Stoke-on-Trent project included the consolidation of the Gladstone, the conversion of a Victorian School into studios for enterprising new ceramics businesses and also very advanced support services in advanced design technology (the Hothouse), and the conversion of the nearby Roslyn works to provide studios for a range of different craftspeople and developing businesses.

As well as managing the 40 workshops (24 Hothouse, 16 Roslyn), which employ some 55 people (with an estimated business turnover in excess of £3 million), and providing them with management support and specialised equipment, the Hothouse Centre for Design works with several hundred other companies to help them improve their businesses. The idea is to apply advanced manufacturing and information technology, for example CAD Cam and Virtual Reality, to the process of designing and prototyping new products. The centre also provides conference and meeting facilities, thus enabling small firms to have the same advantages as larger companies.

**Achievements** Converted with an investment of £1.3 million (out of a total investment of £4 million) the Hothouse opened for business in 1995 with five staff. The aim of the centre is to supplement, rather than replace skills that already exist. The centre also supports spin-offs from existing firms with attractive premises available on flexible and affordable terms. Some of the firms have expanded to the point where the next stage will be the conversion of a nearby library.

The benefits from this catalytic project are considerable. The environment of the surrounding area has been improved with some 26 different projects, many of which have engaged existing firms. The value of combining design and heritage has been demonstrated. There are now stronger partnerships within the ceramics industry, in areas such as design, training and improved production methods. Also joint projects with research organisations such as Ceram Research and the industry lead organisation, the Ceramic Industry Forum, make the Hothouse a key element of the strategic support network for the industry. An information exchange has helped to draw out key lessons, which include acquiring sites in advance of projects going ahead, and having comprehensive action plans that identify potential obstacles. Networks established in the industry have also resulted in joint and reciprocal working at all levels including Wedgwood and Royal Doulton that provides a platform for further support and development activities.

## 10 Networks of enterprise

Creating an industrial quarter to promote tourism and innovation in Stoke-on-Trent

**Conclusion** Stoke-on-Trent still faces huge problems in coping with the effects of industrial restructuring, particularly in Burslem 'the mother town of the Potteries', where a third of its listed buildings are concentrated. However the inspiration and experience built up by the council and its partners at Longton is helping to establish a new regeneration partnership in Burslem. One of the first proposals for Burslem is to use European Objective Two funds to convert a group of four redundant shops into studio workspaces where new enterprises can become established, thus creating a further shop-window for design and innovation. The studios will be managed by the Staffordshire and Black Country Innovation Centre, which has established an outreach centre in the nearby Burslem School of Art. This approach of exploiting heritage and promoting design can work in places where there is a cluster or critical mass of businesses in a particular industry, and where there is a need to reuse redundant buildings of historic interest.

## 10 Networks of enterprise

Encouraging new enterprise through the Tamar Science Park, Plymouth

10.4 Context Plymouth grew up as one of the main homes of the British Navy with a vast dockyard, and this dependency on large and declining employers has been attributed to creating a lack of entrepreneurship in the city. Together with Nottingham, St Helens and London, Plymouth has been selected to pilot a 'City Growth Strategy', based on the work of Michael Porter in Boston. This puts business creation at the heart of regeneration, focusing on the competitive economic advantages rather than social disadvantages of each place. The development of a cluster of enterprise is promoted by Plymouth's Pathfinder Vision, produced and managed by Plymouth 2020 Partnership. The Vision encourages co-operation and collaboration between all the sectors in the city and aims to promote innovation and technology transfer that will lead to greater competitiveness for Plymouth-based firms.

Process One successful development already expanding into its third phase of development is the Tamar Science Park (TSP), located on a 13 hectare site to the north of the city adjacent to Derriford General Hospital and close to the airport. The aim was to accommodate and incubate innovative, technology-based small businesses that will grow rapidly and move on. Research and Development (R&D) is a primary requirement – a covenant on the land prohibits volume production – and the park is an example of the exploitation of science and technology helping to diversify the city's economy, enabling firms to become embedded in the local economy and providing spin-off benefits to the wider region.

The park is managed by Tamar Science Park Ltd, formed in 1995 by Plymouth City Council, the University of Plymouth and PROSPER (formerly Devon and Cornwall TEC and Business Link), and has been developed over a number of phases:

Phase I The Innovation and Technology Transfer Centre (ITTC), completed in May 1998 to provide 80 incubator units of various sizes ranging from 15 square metres to 150 square metres, offering flexible lease arrangements for the use of science and technology-oriented companies. Funding included £720,000 from English Partnerships and £1.3 million from European Objective Two.

Phase II ITTC2 was completed in Spring 2001 adding a 2,700 square metre expansion and offering a further 44 units. Funding included around £1 million each from European Objective Two and the South West Regional Development Agency (SWRDA) plus commercial borrowing.

Phase III The two hectare site is currently being developed to include a headquarters unit for Business Link Devon and Cornwall and units for expansion of companies into single occupancy premises. A further £2.7 million funding from European Objective Two and £4 million from the Regional Development Agency has been secured.

Design guidelines ensured that there is a consistent theme to the entire park, the environment should be attractive to work in and leading edge information and communication technology should be available. The buildings are ecologically designed, naturally ventilated, recyclable and low cost, but architecturally interesting. TSP offers a fully serviced environment, providing support that an embryonic business may not be able to afford such as receptionists, conference facilities, financial planning and marketing advice. Businesses can also benefit from direct access to the University of Plymouth's resources (five miles away), which include pre-incubation support open to all prospective entrepreneurs in the region.

Two more phases are planned and likely to be finished by the end of 2004:

Phase IV The development of a regional headquarter of the new Peninsula Medical School (PMS), a combined initiative between the Universities of Plymouth and Exeter and the Health Authorities that will be based at Plymouth, Exeter and Truro. It will provide training for doctors, and other high-tech firms engaged in research and development activities. A likely spin off from PMS is the further growth in companies involved in medical research based at TSP.

Phase V SWRDA is encouraging TSP to develop a 12 hectare medical park on the nearby Plymouth International Business Park. The 95 hectare former Seaton Barracks site was vacated by the Royal Marines in 1995 and later sold to SWRDA, who have cleared the site and put in new infrastructure. It has now become one of the largest serviced employment sites south west of Bristol.

## 10 Networks of enterprise

Encouraging new enterprise through the Tamar Science Park, Plymouth

**Achievements** The achievements so far include:

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| 12 new companies created |
| Employment on site is now over 300 |
| Of the 39 companies on site 17 have a medical basis, 12 are involved in information technology and e-commerce, with the remainder working in more general scientific areas such as robotics and geological research |
| Companies include Blueprints Electronics Commerce Ltd, Carval Computing Ltd, Eclipse Network, ICO3, Image Life, Integrated Silicon Solutions Inc (ISSI), K2 Medical Systems and Tell Communications Ltd |
| The majority of companies are 'home grown' but some are national and one is international (ISSI) |
| Over the past two years eight spin-off companies have emerged and five of them have chosen TSP as their preferred location |

**Conclusions** The Tamar Science Park has become a regional focal point and combines the resources of business, government and the university to achieve an urban and economic renaissance. Medical Research is expected to be one of the park's main growth areas and the University's participation gives companies direct access to graduate recruitment, as well as to a wide variety of funded graduate schemes. Managing the incubation process requires the development of a 'grow or go' policy for tenant businesses. Progress depends on careful management, and supporting the tenant companies on site remains of primary importance.

## 10 Networks of enterprise

Securing jobs in Blackburn with Darwen through support for manufacturing

10.5 **Context** Most British towns have suffered heavily from de-industrialisation, with particularly acute problems in the North West. Blackburn Technology Management Centre was set up in 1994 as part of City Challenge to deal with the loss of traditional manufacturing jobs. The aim was to encourage local manufacturing firms to diversify, to promote start-ups and to provide training in diversification and product development. The idea was to create a critical mass of technology related companies and a focal point for technology support.

**Process** The Blackburn Technology Management Centre is owned and managed by Blackburn with Darwen Borough Council. There are now at least four other management centres based on this model in the North West. The centre provides both offices and workshops space, but most of the space is B1 (business use). There are 27 units and 1,620,000 square feet of space, ranging from 400–1,700 square feet. Other companies on the business park use the meeting rooms and conference facilities. There is 24 hour access. The services include business support, technology training, innovation support, and access to venture capital. The BITS service (Blackburn Innovation and Technology Support), which is available to any company in the borough, involves product development, prototyping, advice on intellectual property rights and technology transfer. Over 90 companies have been helped with e-commerce.

**Achievements** Within 18 months from the start of the construction, the centre was full with technology based firms and it has been full ever since. It has created 120 jobs and preserved 55 more and there have been 12 new businesses. There has been a very low failure rate, and companies have grown out of the building to take space elsewhere. Overall Blackburn has had one of the largest increases in jobs in the North West, and it is replacing jobs faster than it is losing them. Over a recent three year period jobs have increased by 14%. Much of the increase is attributed to the council's business support services, which have recently been awarded Beacon Council status. These include support for new business starts, managed business space, sites and premises, recruitment and training, which are seen as more effective than grants. For example the council and its partners have been able to direct over 100 local people into new jobs being created by Capita plc within the borough. However most of the recent new jobs are in manufacturing, not call-centres.

The location helps in terms of its motorway links and proximity to Manchester Airport, and access to the countryside. The council has sold the advantages of the 'travel to work area', not just the borough.

**Conclusion** While manufacturing is often written off, Blackburn with Darwen has shown how a council can work with partners to create a positive environment for business, and hence retain or attract jobs that would otherwise be lost.


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1 **Bristol** Legible City
2 **Nottingham** Working towards integrated transport

## 11 Integrated transport
Turning Bristol into a user-friendly Legible City

11.1 **Context** One of the problems facing cities is how to make their centres easily comprehensible and accessible. Bristol has seen major regeneration and development schemes in recent years such as those at Harbourside, Broadmead and Temple Quay encouraging both inward investment and a thriving visitor and leisure industry. Bristol Legible City is a key component of the 1998 City Centre Strategy and constitutes a carefully thought-out transport and information concept. Together with an integrated arts programme, it is designed to improve people's understanding, experience and enjoyment of the centre and makes it more successful for its businesses. It was launched in Millennium Square in 2001.

**Process** The process started with the development of a City Centre Strategy, with briefs for all the different neighbourhoods. The strategy completely rethought the way the city centre works. The council realised that Bristol, though unique in the variety, vitality and choice offered by its diverse neighbourhoods, lacked a strong visual identity to bind its disparate parts. One reason had been road development that increased the fragmentation of the city's traditional neighbourhoods and areas such as Temple, Harbourside, Old City, West End and Broadmead. Also low levels of information and an insufficient signing system meant that people found it difficult to navigate whether on foot, by public transport or by car.

Bristol Legible City is an integrated programme of transportation, information and identity projects designed to improve people's understanding and enjoyment of the city. The programme has been developed by Bristol City Council in partnership with City ID/Urban Initiatives (project co-ordination and planning), MetaDesign (information and communication design), pArts (public art consultant), PSD associates (product design and development), Bristol Cultural Development Partnership (business planning and marketing) and Bristol Tourism Bureau. Its aims are to link together the diverse parts of the city with a flow of consistently designed information; to make attractions better known and easier to find; to provide the city with a clear identity and reinforce the character of its individual neighbourhoods; and to encourage a shift towards public transport in line with Bristol's Local Transport Plan and the Government's Integrated Transport Strategy.

Legible City includes directional signs, visitor welcome panels, city and area maps, interpretation points providing details about a locality and its attractions, an integrated network of transport information, an arts programme, telephone kiosks, information booths, and market stalls at transport interchanges and neighbourhood gateways.

Tackling problems of vehicular movement has been another key step, with new signs being put in place around the city centre to discourage through-traffic and improve access to Bristol's attractions by creating a step-by-step path of information about attractions from the motorway through to the destination. After phase one the next step will be to extend the pedestrian signing system into other areas of the city. A central focus at this stage will be to improve accessibility to buses, trains and ferries, making it easier for people to find out about and use an integrated system of public transport, while at the same time continuing to make the city centre a more appealing place in which to walk and cycle.

**Achievements** The first phase of Bristol Legible City, comprising pedestrian signing and an information system for the city centre, started in 1999. Arranged along key pedestrian routes through the city, the new signs clearly identify all nearby attractions and facilities, from museums, leisure venues and hotels to libraries, shops, markets and squares. The phase was jointly funded by Bristol City Council, the South West Regional Development Agency, the Bristol Chamber of Commerce and Initiative, the Broadmead Board, Bristol Harbourside and Public Art South West.

As the programme progressed, a public art policy was adopted in 2000 which aims to integrate the arts within high-quality urban design. This makes it easier for people to understand the city and navigate their way around by landmarks and distinctive identities of the individual neighbourhoods. Public art is also aimed to empower local communities in creative renewal, to demonstrate new links between arts and health for example as part of the Knowle West Health Park Arts Programme and within a new Healthy Living Centre in Barton Hill. Public art is therefore seen as vital to creating an environment in which people want to live and work.

The success of the scheme has been widely recognised. In 2001 the Legible City initiative received the Planning Achievements Awards for good planning practice from the South West Branch of the Royal Town Planning Institute and in 2002 it was awarded the Royal Town Planning Institute Award for Innovation in 2002.

Conclusion The Legible City initiative has linked parts of the city that were formerly separated and has transformed the ease with which visitors and residents find their way around. The project has shown how planning innovation can result in significant environmental and public benefit as well as how joined-up working between various agencies can be efficiently implemented. It also shows how developments do not have to be large to make a difference.

## 11 Integrated transport

Transforming the image of, and accessibility within Croydon using Tramlink

11.2 **Context** An essential part of persuading people to leave their cars behind is to provide a higher quality alternative. Trams are popular in most continental cities because they are quiet, frequent, and easy to use. Croydon was first to bring trams back to London. The majority of the 28 kilometre Tramlink route runs along former or abandoned British Rail track. It links Wimbledon, New Addington and Beckenham Junction to the centre of Croydon, the largest concentration of offices outside Birmingham and the centre of London.

**Process** What is most innovative about the project is the way it is being funded. The project was developed through a consortium of private companies under the Government's Private Finance Initiative. The Government contributed £125 million of the total capital cost of around £200 million. The consortium, which built and operates the lines, includes a major bus company, the tram suppliers, two construction companies, and The Royal Bank of Scotland, that put together the project finance.

The scheme started with a study by London Transport and British Rail in 1986 covering the whole of the Greater London area. Following the positive results of public consultation, London Transport and the London Borough of Croydon promoted a parliamentary bill in 1991, which was finally approved in 1994. The brief for Tramlink was drawn up by a team led by Croydon Council, which remained operational until after the network opened to provide focus and support throughout the planning, implementation and operational phases of the programme.

**Achievements** The scheme has been a success. Not only is it encouraging people to use public transport, but it has also changed Croydon's image and economic prospects. The network is now carrying more than 18 million passengers a year, and is estimated to be taking more than 7,000 car trips a year off the roads. The once isolated council housing estate in Addington is now well-connected, with journey times to Croydon town centre halved, and new employment opportunities have been opened up across a wide area, including Gatwick Airport. There is a good heavy rail/tram/bus interchange at East Croydon Station.

**Conclusion** While trams can be expensive, their comfort, style, lack of pollution, and reliability give them an edge over buses. The Croydon experience shows that public-private partnership can be made to work, with the local authority playing a key enabling role.

The council is now working with Transport for London and the South London Partnership to take forward studies for further extensions to South London's public transport spine.

11.3 **Context** As part of the West Yorkshire Centre of Excellence for Integrated Transport, Leeds is committed to working with the other West Yorkshire authorities, the West Yorkshire Passenger Transport Executive (WYPTE) and key partners in order that residents, businesses and visitors enjoy a high-quality integrated local transport system.

**Process** The city council manages and develops the highway network in line with the overall transport strategy as identified in the Local Transport Plan. It is responsible for both the design and procurement of the infrastructure elements of the strategy. This includes highway and public transport initiatives both in the city centre and on routes throughout the district of Leeds.

The WYPTE, known as Metro, is responsible for planning and co-ordinating one of the best and busiest public transport networks in the country. The service is run through some 45 different operators, and almost 80% are run without financial subsidy. WYPTE works in close partnership with the city council and other bodies, for example the Fire and Police authorities, and draws half its income from a levy on five district councils, and a quarter from direct Government grants.

**Achievements** In a review of achievements at the Vision for Leeds Big Meeting, six years after the process was started, major progress had been made in achieving European transport standards:

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| The £245 million project to transform the main railway station has increased accessibility with new platforms and a glazed footbridge with escalators and lifts crossing over the tracks. The improvements also include a new glazed roof and enhanced passenger facilities. The station now provides a first-class gateway to the city, with half hourly services to London most of the day |
| New electric trains provide a frequent service to neighbouring Bradford |
| The reliability of bus services on two corridors into the city has been enhanced by the introduction of guided bus routes as part of wider quality bus initiatives, which have also led to an increase in bus patronage |
| The first urban High Occupancy Vehicle lane in Europe provides peak-time benefits for buses and ride sharers |
| The £500 million Supertram project first proposed in 1991 has been awarded funding and will provide a 28 kilometre system linking up major destinations such as the universities, main hospitals and city centre shopping areas with some of the more disadvantaged inner and outer areas. The Supertram will also link up with major park and ride sites |
| The pedestrianisation of the city centre has been extended with the creation of a public transport box around it and the introduction of the Loop traffic system for general traffic wishing to access the city centre |
| Walking around Leeds city centre is much more pleasant with new squares and covered arcades, like the Light and the Victoria Quarter where streets have been roofed over |

**Conclusion** As a result of considerable investment in an integrated transport strategy, and major infrastructure improvement projects, while both jobs and population in Leeds have grown, traffic levels have been restrained. In terms of future objectives, there is a focus on the continued development of sustainable transport modes, particularly through the introduction of further quality bus corridors. The Supertram will also be used as a means of achieving wider regeneration goals, for example through landscaping measures along the route. A high-quality and reliable integrated transport system is rightly seen as a prerequisite to competing as a successful European city, which has determined the priority Leeds affords transport solutions. Consideration is being given to a variety of innovative funding mechanisms to enable further improvements to take place.

## 11 Integrated transport

Promoting an integrated transport strategy for Nottingham through the 'Big Wheel'

11.4 **Context** Many cities are trying to reduce the impact of the private car without harming their local economy. This is particularly difficult in situations where the population is dispersed, and there is an ongoing loss of population to the suburbs. Nottingham has won Beacon Council status for Town Centre Regeneration, and also has produced an award-winning transport plan. A key element has been the approach used for community engagement. In 2001, passengers on buses grew by 3% (compared with a fall in much of the country), and car use remained constant even though job growth was three times the national average.

**Process** The process of calming traffic, and making the city more pedestrian friendly started with the pedestrianisation of much of the city centre in the 1980s when Nottingham faced up to the potential threat from the out-of-town shopping centre in Meadowhall. Despite continuing concerns on the part of some local businesses, Nottingham has progressively upgraded its centre, and this in turn has helped to attract new office employers ranging from the Inland Revenue to Experian, who are one of the main providers of statistical and credit data.

The transport plan was developed by the Greater Nottingham Transportation Partnership, and a popular version, which is available as a CD-ROM, was designed by Nottingham Development Enterprises. This has a staff of five and a board of 15. It helps to take the pressures off politicians and acts as a client for consultants. The colourful accompanying brochure is headed *"the Greater Nottingham Transport Partnership is... building the big wheel"*, and sets out a scenario of how the city could be in five years time, expressed in terms of how it would affect the lives of a typical family.

The basic idea is of a hub, spokes and a rim. The hub is the city centre, and the spokes are Nottingham Express Transit, which will carry 11 million journeys and take 2 million car trips off the road. As well as the new tram, which will link up with the two universities, another three lines may also be added. About 3,000 car parking spaces are being provided in Park and Ride sites. Better rail services will include a new station, and a South Nottinghamshire rail network with seven new stations. At present only 2% of commuters use the train, and an improved interchange is planned at the main station. The rim connects a circle of settlements with jobs and shops. Guided buses and company shuttle buses are planned which will link up with each other. There are already four express bus corridors, there has been a 30% increase in usage on the quality bus corridors, and half of all shoppers travel by bus. The city council still owns the bus company and fares are subsidised.

In drawing up the plan, the city has drawn on experience in Karlsruhe and Strasbourg, and the stated aim is based on "the need for... a civilised city centre if it is to grow and prosper... the Big Wheel will take cars away from the city centre so that pedestrians can savour the city". Nottingham is already starting to use rechargeable 'smart cards' to pay for trips and for the use of company car parks. In 2003 it expects to improve the environment on the inner ring road by filling in the subways and allowing people on foot to cross at grade level. The budget is over £300 million.

**Achievements** There are already extensive pedestrianised areas, offering a high-quality environment, and also a very successful bus service. What the Big Wheel does is provide a readily understandable concept, which is presented in ways that win popular support. This in turn helps in changing behaviour, and in attracting the necessary investment.

**Conclusion** Nottingham was a pioneer in creating a pedestrian friendly environment, and has succeeded in developing a number of attractive quarters, including the old Lace Market area, which now includes interesting places to eat and new colleges, and also the waterside, with its mixture of leisure and offices. What the Big Wheel plan will do is to turn Nottingham into a European-style city, where the environment will match the economic achievements.

11.5 **Context** Reading, located in the M4 motorway corridor within commuting distance of London, is recognised as the principal regional and commercial centre of the Thames Valley. The town has experienced very high levels of economic growth in recent years with extensive office development and the emergence of a vibrant evening and night-time economy.

A key focus of Reading Borough Council has been the creation of an innovative transport system. The Reading on Track initiative established on 26 November 2001 has integrated the travel benefits deriving from the operation of a number of inter-related, supported local bus services in south Reading with the launch of the three new services: Fasttrack, Daytrack and Nighttrack.

**Process** Transport has been a priority in Reading for over a decade. Access has been seen as a crucial ingredient in ensuring the long-term success of the centre and its attractions. In 1985 Reading Transport Ltd, owned by the borough council, was formed to manage the town's transport system. The company introduced the mechanism of cross-subsidies using profits from successful and popular routes to finance less viable routes within the network and to support some evening and weekend services.

The vision for the future of the town, *Reading City 2020*, emphasised the need to further improve the transport system. The Local Transport Plan and Bus Strategy therefore promoted a high-quality local bus service for commuters on strategic corridors and the introduction of comprehensive evening and night services. The approach of Reading on Track can be characterised by the following three key features not usually present in combination in supported local bus operations:

- A private-public funding partnership
- Multiple complementary target markets
- Long-term commercial sustainability

Funding for the three services introduced by the initiative comes from a variety of sources. Capital funding of £1.3 million from the Local Transport Plan settlement has been used to purchase the vehicles for Daytrack/Nighttrack use, reducing the revenue cost of the contract. Revenue guarantee funding is provided by business partners to support the extensions into the two business parks until occupancy levels make the routes self-financing – up to £1.5 million over three years. Partners include WorldCom, tenants at the Reading International Business Park, and Prudential, developers of Green Park. Finally, car parking for the Fasttrack Park and Ride service was secured under S106 planning agreement with Reading Football Club in perpetuity.

To raise awareness targets groups were identified and subsequently the services were extensively promoted. Target groups include:

- Conventional Park and Ride users (commuters and shoppers) accessing the city centre
- Commuters and visitors travelling to Green Park and Reading International Business Park
- Supporters attending matches and events at Madejski Stadium
- Visitors using the hotel and conference facilities at the stadium

There was an initial teaser campaign with postcards, coasters and press and radio advertising. Leaflets and posters have been prepared, together with roadside vinyl signs and timetables. There is a dedicated website www.reading-on-track.co.uk and provision has been made for the campaign to continue until June 2003.

**Achievements** The Madejski Stadium Fasttrack Park and Ride service has been operating between the stadium car park and the city centre since November 1999. In April 2000 the service was extended to provide high-quality bus services into Reading International Business Park close to M4 Junction 11 and Green Park Business Park, which opened adjacent to the stadium. There is extensive bus priority in the city centre and at signalised junctions on the route to ensure reliable journey times. Town centre stops are conveniently located for shops and the rail station. Fasttrack is now being used by more than 4,000 customers per week.

## 11 Integrated transport

Cross-subsidising public transport through the Reading on Track initiative

Daytrack and Nighttrack provide a unique service which operates for up to 21 hours per day. Services operate Monday to Friday every three or four minutes from 07:00 to 19:00 with an extended Fasttrack service every 20 minutes until 22:00. Daytrack provides a direct service between the city centre and Green Park, extending to Madejski Stadium to offer an alternative route for Park and Ride users and visitors using the stadium facilities. It follows broadly the same route and uses the same city centre stops as the Fasttrack services, benefiting from the same bus priority measures. Although the occupation rate of Green Park is currently only 10%, there are 2,500 people using the service per week.

Nighttrack is Reading's first evening and late-night bus service. Nighttrack services operate nine connecting routes between the city centre and outlying areas. Circular routes overlap on the strategic corridors to offer alternative journeys to some areas. Buses call at all stops and operate hourly on nine routes around the city from 20:00 until 02:00 (Sunday to Wednesday) and 20:00 until 04:00 Thursday to Saturday. The services are operated by Reading Buses and vehicles are equipped with smartcard ticket machines, radio link to drivers, multi-channel digital CCTV cameras and cash vaults for night-time use. The security specification was developed in conjunction with Thames Valley Police's Crime Prevention Unit. Nighttrack is now used by more than 6,000 customers per week, including customers of the late-night economy such as clubbers and people visiting restaurants, as well as shift workers and other professionals not able to use conventional services.

Conclusion The new services have proved to be widely accepted by and attractive to customers. The initiative indicates that public transport can be commercially sustainable, as income from fares is forecast to cover the full operating costs within three years. However it was found essential to undertake background research to test the market, to have the backing of councillors, to identify negative 'voices' and build up trust and belief in the service, and to ensure that the community understands the benefits that the service can bring. The particular success of Nighttrack shows the importance of comprehensive night-time services for towns experiencing growth in the night-time economy.

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1 **Middlesbrough** Corporation Square
2 **Birmingham** Victoria Square

## 12 Thriving centres

Securing conservation and quality design in Norwich

12.1 **Context** As one of England's most historic cities, second only to London in size in the Middle Ages, Norwich has played a leading role in promoting the conservation of its built environment. It has been particularly successful in attracting people back to live in the centre through the reuse of historic buildings, living over the shop, and new developments along the river. An early success was Britain's first pedestrianisation scheme of London Road in 1967, and the simple materials have stood the test of time. Norwich also pioneered the use of 'enveloping', that is, upgrading the roofs and external walls of a group of buildings. In 1989 it was the first council to apply traffic calming, drawing on what it had learned from Dutch and German experience.

**Process** With a historic area that stretches over two square miles, Norwich has had to reconcile the need to attract car-based shoppers with providing a high-quality experience for people once they start to walk around.

The first step in encouraging people to live in the heart of the city was through reusing historic buildings. Elm Hill, which had become a run-down inner city area, now houses specialist shops and galleries, and very attractive homes. By 1991 the central area population had risen by 75% over a 15 year period to 8,000.

A leading role has been played by development trusts, such as the Norwich Preservation Trust, one of the pioneering building preservation trusts. Trusts have used their ability to package funds and take more risks than either the council or a private developer would take, including using low cost loans from the Architectural Heritage Fund on a revolving fund process. One innovative refurbishment of a group of buildings in King Street involves no less than 20 different uses. New buildings fit in well with the restoration of medieval homes, and local house builders have played a pioneering role. House prices have gone up by 40% in Norwich over the last four years, but in the centre they have doubled.

King Street, a mixed old industrial area in one of the poorest parts of East Anglia, is an ongoing project. Pooling funds from five different sources kicked off the process of regeneration. The council took the lead in bringing the different parties together. It has also guided development through planning briefs and design guides, for example a palette of colours for historic buildings was developed through support from a paint company. The scheme brings together housing associations with private developers selling units at prices of over £250,000.

The council has played a proactive role in securing new development on brownfield sites, taking advantage of the added value created by housing overlooking water. A pioneering development brief called, 'Over the Wensum' led to a housing development on Friars Quay. This model for integrating modern design into a historic context, drew its inspiration from Holland. Just across from the station, and linked to King Street by a new pedestrian bridge, lies the new Riverside development. This 47 acre site was created by combining a road owned by the council (now a riverside promenade), a railway goods yard, and an industrial site acquired by a volume house builder. A masterplan from a leading urban designer has produced an award winning mixed-use scheme, including what is now the main place for evening entertainment for the young. A multi-storey car park for 600 cars by the station has been designed to look like an old maltings, with a restaurant on the ground floor.

Achievements With 27 conservation areas, the city has built up a strong multi-disciplinary in-house team, who combine skills in conservation and landscape with urban design and transport. They also understand retail and leisure trends, and development economics and, for example, worked with the English Historic Towns Forum to produce a good practice guide on Retailing in Historic Towns.

The proactive approach of the council is achieving better design and a greater degree of mixed-uses than would otherwise happen. One innovative solution was to put the most recent shopping centre, Castle Mall, largely underground, enabling people to enter via an underpass, and to walk over the top into the Castle Grounds. The old bridge has been relocated to soften the entrance to the car park. There is a long-term plan to link the city up with a high-quality and legible public realm. Another example is a new shopping scheme where 140 housing units are now to be built to conceal what would otherwise have been an unused backlands. The relocation of the University Hospital to a Private Finance Initiative funded scheme on the outskirts has been controversial but forms a key element in a new knowledge based cluster involving the university. The unpopular 1960s tower blocks are being re-developed, and a volume house builder is developing the whole site. The brief for the reuse of the listed buildings has been developed with community involvement.

Though the future of the central retailing area is assured (and Norwich has jumped from 49th to 8th in the Experian rating of shopping centres) the city faces major challenges in finding new roles for its secondary shopping areas.

Conclusion Norwich has led the way in promoting regeneration through conservation. In order to generate more night-time activity, the council is looking at promoting distinct roles for different quarters. It also plans to upgrade its historic market place as part of a strategy for pedestrian movement throughout the city centre. In doing so it has drawn on a series of competitions and on the experience of other cities.

## 12 Thriving centres

Promoting a series of linked quarters in Birmingham's city centre

12.2 **Context** Many city centres face the challenge of what to do with their urban fringes. A combination of historic buildings, ugly post-war development, the decline of traditional light industry, and severance effect of ring roads has left cities like Birmingham with areas of empty buildings and land that is only valued for car parking. The transformation of Birmingham's city centre has therefore served as an inspiration for how new land uses can be found, and a new image created.

**Process** In the 1980s, when Birmingham was associated in most people's minds with concrete and the motorcar, the council sought to diversify the city's economy, first by building the National Exhibition Centre, and then the National Convention Centre. Doubts about the quality of the city centre led to the organisation of what was called the Highbury Initiative in 1988, one of the first attempts to use action planning for the creation of a vision for the future of a city.

Experts from around the world worked with council officers, elected members, businesses and community representatives to come up with a new vision based on the idea of a series of distinct quarters, linked through high-quality public realm, made possible by breaking up the 'concrete collar' of the ring road.

Quality became the new focus, leading to the commissioning of a series of urban design briefs. As a result of moving traffic from the centre, and dropping the ring road, a high-quality pedestrianised area was opened up from the station to the Convention Centre. It was made even more memorable through the creation of two new squares, fountains and sculptures. The area around the canal was gradually developed into a lively entertainment area, with private housing built overlooking the canal.

The Jewellery Quarter, which adjoins the Convention Centre, had already been the subject of a regeneration strategy, which favoured the idea of housing and mixed-uses near the city centre, while maintaining the traditional jewellery industry in the middle. A subsequent study, carried out in association with landowners such as British Waterways, encouraged the development of a series of high-density housing schemes. In Brindleyplace and the Jewellery Quarter, housing developers were eager to take up the wider range of site opportunities available. In the Jewellery Quarter the Regional Development Agency and the Urban Villages Forum worked with the City Council in promoting a mixed-use urban village, which will include up to 2,000 new homes and a range of complementary facilities and commercial developments. The strategy for the urban village is itself a development of the city council's 'quarter' planning approach.

Significantly, when the first Highbury symposium took place, there were real doubts about whether the centre could ever attract another department store, which was seen as essential to the redevelopment of the 1960s shopping centre. Today, the centre boasts some of the highest rents and footfalls of any city, and redevelopment is going ahead, through a consortium of developers, that will complete the vision.

**Achievements** The most remarkable success perhaps is the conversion of the former Post Office Tower, at the gateway to the Jewellery Quarter, into loft apartments. In addition, a series of relatively high-density blocks of apartments have been built in areas where previously no one wanted to live. Symphony Court, a component part of Brindleyplace, has seen very successful residential development, which encouraged developments further away from the canal.

It took at least ten years from the agreement of the original vision to seeing it implemented, as developers have gradually gained confidence in the city centre. As well as the Jewellery Quarter, the city has a lively entertainment quarter around the Convention Centre and Digbeth is becoming a centre for creative industries. A masterplan has been drawn up for the mixed-use development of Eastside, which will incorporate a flagship project at Millennium Point, and will be followed by a new city library.

## 12 Thriving centres

Promoting a series of linked quarters in Birmingham's city centre

**Conclusion** A key lesson from Birmingham has been the importance of exemplar schemes – the special projects that lift standards generally in the city. In Birmingham there is now a spirit of healthy competitive improvement. The city council laid out Victoria Square, winning national awards. At Brindleyplace the private developer attributes part of their success to investing in a quality public realm from the outset. Birmingham's experience over the past decade has proven that urban design principles are a vital ingredient of a citywide urban policy.

## 12 Thriving centres

Securing higher standards through the Middlesbrough Town Centre Company

12.3 **Context** 'Creating investment confidence' is the strap-line of Middlesbrough Town Centre Company, the arms-length regeneration company set up in 2000 to deliver a £100 million renaissance of the town centre. Over 80% of employment in the town is now in its service sector and the Town Centre Company was set up to create the image and investment which would lead to sustainable job creation.

**Process** The process started with the creation of new public spaces in the 1980s, with a new lake and gardens in the town centre. A distinctive identity was created through the commissioning of 'a bottle of notes' from an international team of sculptors, with funding from many sources. The challenge was how to maintain the momentum. The new company, which is limited by guarantee, has a board of 13 with representatives from all key sectors. These not only include local and national private sector players but also, interestingly, a representative from the town's Youth Parliament. The company is chaired by the community representative – the vicar of a major town centre church.

The company's business plan includes the work underway on the physical transformation of the town centre where £15 million is being spent on upgrading the key commercial corridors. Works are being designed by some of the UK's leading firms and implemented through partnering contracts. A Dutch firm of architects has recently been selected, following an international competition, to design the town's new £15 million art gallery and major public square. A Danish urban design expert is retained by the company as an advisor on the right approaches to the other key public spaces within the centre. The company has seven staff with skills including store management, customer service training, quantity surveying and project management. The budget of just over £400,000 per year is funded by the council, One NorthEast, the Regional Development Agency, and the private sector. In the last 12 months over £4 million of council or Government funded projects have been directly delivered by the company and over £50 million of private investment attracted to the town.

**Achievements** Following completion of the £17 million leisure park at the eastern end of the town centre, which includes an 11 screen multiplex, the company and council have turned their attention to the transformation of its Victorian Gothic Town Hall. A phased programme will see the building transformed so that it meets the needs of the new democratic model, which includes one of the country's first elected mayors. As part of expanding its cultural offer, the proposals include the upgrading of the town hall performance space. The local arts agency, Cleveland Arts, is implementing a public art strategy, while a feature lighting strategy for key buildings throughout the centre will be carried out over the next 18 months.

The town centre campus of the University of Teesside houses 17,000 students and has seen £50 million of investment over the last ten years. A new Olympia Centre for Sport building is about to commence on site and the home of the Northern Regional Film and Television Archive will be completed in autumn of this year.

The company's role also embraces town centre management. Recent initiatives include the opening of the town's first Shopmobility scheme; leading the disposal of major council assets to an institutional owner in return for their investment in a key shopping centre; preparation of a highly targeted Key Retailers Programme; and securing £750,000 worth of funding from the Heritage Lottery Fund through its Townscape Heritage Initiative. Since establishment in April 2000 the company has also delivered financial support to 25 independent businesses, trained 65 individuals in retail skills and sponsored four university graduates.

The company is expanding its remit from delivering development projects on behalf of the council to dealing with customer service issues. Already the approach to street trading has been remodelled and spare car park capacity re-branded to meet the needs of office occupiers through the establishment of a business-parking scheme. Recently the town centre received the Safer Shopping Award, which is delivered via a police officer seconded to the company.

**Conclusion** The key feature of the company is that it is a genuine, 'one stop shop' for any investor or company wishing to do business in Central Middlesbrough. It takes town centre management to the next stage of town centre partnership by both delivering better services and by promoting innovative and high-quality development projects.

## 12 Thriving centres

Diversifying and upgrading the quality and role of a town centre: the renaissance of Stratford, Newham

12.4 **Context** There are a number of exemplary urban regeneration projects in Newham. However, a major success story for urban renaissance is how Stratford is transforming itself from being an unappealing town centre in London's East End to becoming a new metropolitan centre for London and somewhere on the European map. Newham has identified Stratford as one of three development nodes in a regeneration framework for the whole of the Lower Lea Valley, called the 'arc of opportunity', linking Stratford through to the Thames.

**Process** The Great Eastern Railway (GER) was largely responsible for Stratford's urban growth with the original location of the railway's locomotive works, engine shed and main marshalling yard there. By the early 1990s, however, from a peak employment of 4,000 in the GER heyday, most of the rail related industry had been lost and only about 50 jobs remained on the Stratford rail lands. Over the last decade Stratford has started to undergo a renaissance, arising in particular from substantial renewal of, and additions to, Stratford's public transport hub and infrastructure making it a highly accessible centre.

The first physical result of developing Stratford as a truly integrated transport interchange was the building of a new, exciting looking bus station, using a canopy roof, just outside the old railway station. When the Jubilee Line and Docklands Light Railway were extended, the station building was also rebuilt. This has created one of the most impressive looking transport interchanges in England. All these projects formed part of Stratford's City Challenge strategy.

A combination of high accessibility and a sense that Stratford is on its way up is attracting people to move in who would previously not have considered the area – as a result house prices are rising. Stratford is now one of the best connected locations in London, underpinning the next stages in the area's development: the building of a combined international and domestic station on the Channel Tunnel Rail Link, being tunnelled through from North Kent to St Pancras and due to open in 2007.

Development of the railway lands immediately around the new international station, covering over 50 hectares, will form another stage in Stratford's renaissance. It is now envisaged that a high-quality 12.5 million square feet mixed development including new commercial, shopping and leisure facilities, landmark buildings, and thousands of new homes will be created there. By integrating this with the existing Stratford town centre where regeneration will also be ongoing, the new metropolitan centre of 'Stratford City' will emerge. The different levels of the initiative reflect the phased nature of the regeneration process.

The development of the Stratford rail lands site is being undertaken by a private consortium, working with the company that is developing the Channel Tunnel Rail Link. It is estimated that 10,000 jobs will be created by 2015. One of the biggest challenges will be linking the Stratford rail lands development and the new shopping centre with the existing town centre, which is on the opposite side of the railway lines and a dual carriageway.

In the 1980s Stratford suffered from a mass of empty buildings, from the old town hall, to factories and 1960s office blocks. The early pioneers in bringing this space back into use were the small businesses who began to occupy industrial buildings converted into managed workspace, encouraged by grants towards the cost of conversion and support form local enterprise agencies. Stratford Industrial Village was also redeveloped to create attractive small offices. The town hall was converted with Government grants into a highly successful conference centre. A former bank building has been converted into a foyer providing young people with a place to live and support in finding a job or training.

One of the most innovative schemes is the conversion of a number of redundant office buildings into apartments. These are helping to attract young professionals into the borough, thus further broadening the population base. One housebuilder has been selling units for over £200,000, a third more than the price paid for good Victorian terraced houses. Balconies and attractive courtyards have transformed former eyesores into somewhere stylish.

**Achievements** Stratford now boasts a high-quality transport interchange, which makes it easy for residents to reach opportunities all across London. The development of the rail lands alongside the new international station will make a major contribution to providing much needed housing, will give East London a shopping centre of metropolitan importance, and should also create a new business centre.

## 12 Thriving centres

Diversifying and upgrading the quality and role of a town centre: the renaissance of Stratford, Newham

In the past, Stratford has offered little to draw people out in the evenings, other than its Theatre Royal. The council managed to secure a new commercial cinema, with a restaurant on the ground floor, which kickstarted a new cultural quarter. A new building was commissioned as an arts centre with rehearsal facilities and another café. There is a policy to attract further cafes allowing people to eat and drink outside. At the same time the council has been promoting the work of artists living and working in the borough. Other projects are planned to extend the attractions of Stratford's cultural quarter, using sites in public ownership.

Conclusion Stratford is a good example of how regeneration can take several decades, and therefore needs to be undertaken incrementally. The vision and phased strategy have played key roles, with each achievement opening up wider opportunities. Significantly, there is an excellent working relationship between the local authority and private developers which has facilitated successful delivery of key projects. The regeneration of Stratford also provides a good example of combining the conservation and reuse of existing buildings with the commissioning of high-quality new buildings. Along with its transport interchange, this is changing the image of the area into a place to live as well as to do business. The town centre is broadening its role with a lively evening economy, even though there is still some scepticism among traditional residents, who are concerned about personal security.

## 13 Quality services

Creating a learning community through Croydon's Education Action Zone

13.1 **Context** Raising educational standards is critical to both overcoming social exclusion, and persuading families to invest in disadvantaged areas. Situated approximately ten miles from central London, Croydon is a relatively wealthy suburb, and a substantial commercial centre in its own right. It has a number of single-sex, highly successful fee-paying schools, together with a performing arts school, a city technology college and a number of church and state schools that perform well. However there is deprivation, particularly in the north of the Borough. Croydon's Education Action Zone (EAZ), now in its fifth and final year, is centred on the deprived Fieldway and New Addington wards where 50% of children live in households without a working adult, and 48% of young men lack confidence in literacy and numeracy skills, and in their ability to get a job.

**Process** The EAZ has demonstrated the value of a targeted approach to raising standards in failing schools, both primary and, unusually, secondary. There are four objectives:

- Challenging underachievement in literacy, science 3 and 4, and attitudes to success
- Ensuring the highest quality teaching for children
- Including all pupils in opportunities, and providing the support needed for success
- Involving families, the community and businesses, and promoting a 'You can do it' attitude

The initiative has not only worked in close partnership with the schools, but has also been entrepreneurial in attracting business links and sponsors (such as Sainsbury's, Mondial Assistance UK, Allen & Overy, Sodexho UK and the Croydon Advertiser), as well as creating an integrated approach with other projects run through SRB and Neighbourhood Renewal. Business involvement has benefited the EAZ in two ways:

- Firstly, at staff level, by supporting the production of a business plan, together with a logo to provide identity, clear objectives and evaluation of impact
- Secondly by helping to shape and support education, for example Mondial staff are participating in a mentoring scheme that offers help with coursework and homework, as well as providing visits to their offices to demonstrate to children how their learning at school relates to the world of work

**Achievements** With its 'Four keys to success' approach – confidence, organisation, persistence and getting along with other people, the EAZ has achieved considerable results, including:

- Award winning Breakfast Clubs in every primary school that provide not only food, but also monitor well-being, enhance social relationships and support homework and reading
- An Information and Communication Technology suite, classroom computers and interactive whiteboards in every school
- A response to the emotional difficulties experienced by many of the children is provided by a counselling service that is available at the school and within school hours (teacher referral and self referral)
- Additional support for all staff
- Multi-agency working, including social services, mental health services and the voluntary sector, to develop a 'helping' website and collaborative working
- Provision of additional staff in key areas

However, some issues have been identified and need addressing if the initiative is to continue and capitalise on the effort that has been expended so far. The time needed to set up and establish an EAZ is considerable (at least 18 months), to build trust and relationships. It is therefore particularly problematic if new funding criteria are introduced and existing work has to be structured to fit into these. It might be more advantageous to keep a winning formula when it is succeeding and to encourage improvements to it.

**Conclusion** Croydon EAZ has provided an excellent example of a community renaissance, which can contribute towards an urban renaissance by equipping children and young people to participate fully in the many work and training opportunities offered by Croydon (and London).

A number of factors for success were identified by the Director of the EAZ:

| |
|---|
| The need for 'high-up business links' – it is essential to make contact at the right level to gain interest and commitment from businesses |
| Time needs to be invested into building up relationships |
| It is essential to work to business time-scales, that is, a fast turnaround in processing documents |
| Firms must be able to see clear and specific benefits for themselves and their staff for example through secondments |

## 13 Quality services

Delivering job-finding services in the heart of Middlesbrough's New Deal for Communities area

13.2 **Context** In 2000 the 'at Work' employment agency was invited by Middlesbrough Council to begin shaping a job-finding service for the West Middlesbrough New Deal for Communities (NDC) area. Most NDC partnerships have started to tackle employment issues due to the key role they play in changing the fortunes of deprived areas.

Middlesbrough continues to suffer from the legacy of a decline in heavy industries such as steelmaking and shipbuilding that sustained it up until the 1970s. Since that time there has been a growth in the service, leisure and retail sectors as the town has established itself as the regional centre for shopping, administration and leisure. In spite of this Middlesbrough contains four of the ten most deprived wards in the UK (ODPM *Indices of Deprivation*) and in many neighbourhoods there is extreme disadvantage and a disconnection from both the local labour market, and often society at large – it is estimated that 49% of working-age Middlesbrough residents are workless.

'at Work' has a straightforward aim: to find local jobs for local people. It is the first job-finding operation to be funded though New Deal for Communities.

**Process** 'at Work' spent from April to September 2001 engaged in consultation with residents, the local business forum, and other organisations including the Employment Service and the Benefits Agency before setting up the service. The service employs West Middlesbrough residents – local people have been recruited and trained. The service is delivered from offices in the heart of the NDC area.

Thanks to the consultation process, 'at Work' are able to truly join-up service provision. For example, in the Middlesbrough branch, JobCentre Plus has a dedicated member of staff on hand, wearing an 'at Work' name badge, to provide a seamless service for candidates and to ensure that work pays.

A central branch in Middlesbrough opened in April 2001 and is principally funded through Single Regeneration Budget Round 6 – the overall theme of the SRB programme being the renaissance of Middlesbrough town centre. This branch features a cyber-café – the first in Middlesbrough – contributing to the rejuvenation of the town centre and making Internet access available for those that might not otherwise have it.

Due to the success of this model 'at Work' was recently invited to set up a further branch in East Middlesbrough. Further expansion is imminent with the opening of a branch in Thorntree – the third most deprived ward in the UK (ODPM *Indices of Deprivation*) – and will ensure that the service is truly accessible Middlesbrough-wide.

**Achievements** The success of 'at Work' has come from its focus on helping people and finding quality jobs rather than simply filling vacancies. All residents that use 'at Work' receive a personal, tailored service that meets their needs. Candidates are screened in, not out – the service is available to anyone, regardless of situation. 'at Work' focuses not on what candidates might not have – qualifications and experience – but on what they do have – soft skills, personal qualities and above all the fact that they want a job. This focus is maintained by employing local people.

An example of the agency's people focus is the In Work Support programme. Starting a new job can be incredibly stressful and supporting candidates in that difficult period is vital. One of the biggest problems faced by job-finding projects is the high level of candidates that 'drop-out' of their new jobs early on. By making sure that candidates are placed into good jobs and combining that with In Work Support, 'at Work' candidates are twice as likely to stay in their new job. A DfES survey shows that generally 70% of the people placed into a job can be expected to sustain their employment beyond three months. Analysis of 'at Work' placements in Middlesbrough shows that 75% are still in work at 26 weeks.

'at Work' reaches out into communities. It has dedicated outreach workers who physically knock on every single door in target neighbourhoods – in the first four months every single one of 4,000 households in the West Middlesbrough NDC area was visited. 'at Work' also regularly mails houses with details of their service and up-to-date live vacancies.

'at Work' deals with employers such as Churchill Insurance, UGC Cinema, JJB Sports, Superdrug, Beaver Management, Pilkington Glass and the Thistle Hotel Group to bring in the best jobs. As well as links with large, blue chip organisations, 'at Work' also fills jobs and provides support and advice for dozens of Small and Medium Enterprises growing in the local economy.

## 13 Quality services

Delivering job-finding services in the heart of Middlesbrough's New Deal for Communities area

'at Work' operates from highly visible, branded shop-fronts. It gives the organisation credibility, and customers, both residents and employers, like the 'feel' it gives – it instills confidence. In deprived areas and estates residents often have a deeply rooted mistrust of 'Government' organisations, therefore it is important that they see 'at Work' as different – it does not look like a Government scheme or a community project, but like a slick, professional, high-street recruitment service.

Conclusion The success of 'at Work' is an example of the private sector providing a quality service with the help of public funds. This combination allows 'at Work' to operate using the best aspects of both the public and private sectors: avoiding any negative public perception of Government agencies whilst having the ability to spend the extra time required to provide a genuinely people first service.

'at Work' joins-up local provision by working in partnership with other organisations and groups working in the community. It can help local residents to 'make sense' of the help and support that is available for them. By working in unison across a town or a sub-region with local authorities, training providers, JobCentre Plus and community/voluntary groups, 'at Work' can bring a rapid response to inward investment and developments together. It has become part of a network of local labour market providers and regeneration partnerships. This allows 'at Work' to share good practice and to refer residents to the most appropriate source of help.

## 13 Quality services

Improving community health through a partnership in Leicester

13.3 **Context** Improving health standards is particularly hard in areas that have high levels of refugees, or that are stigmatised as 'problem areas'. Leicester's main achievement has been in absorbing so many people from other backgrounds without much obvious conflict, and large parts of the city have found new roles, with for example former pubs being turned into mosques. The city may well offer lessons for others that have suffered from polarisation, and conflicts arising from excessive drinking.

**Process** The St Matthews Project is recognised as having Beacon Council status in creating a multi-agency health and community centre, and in building up the skills of both students and residents through innovative learning and support programmes. St Matthews is an estate of maisonettes in central Leicester, and is the second most poverty stricken estate in the United Kingdom. It has attracted a high proportion of refugees, particularly from Montserrat and Somalia.

The project's founder Dr Angela Lennox, is a GP who also runs the Centre for Community Health at the University of Leicester. In an article *'Postcards from a New Century – don't give me Prozac – give me a job'* she recognised the vicious circle where the loss of local jobs results in residents becoming dependant on benefits, and estates becoming stigmatised, and unpopular both as places to live and work. A needs assessment identified the mismatch between family needs and the services that were being provided. An expanded area forum became involved in the development of Prince Phillip House as a multi-agency health and community centre. Over 100 residents plus the workforce designed this £1.7 million project, which opened in 1996. Some 20 different services are provided, supported by a charity.

**Achievements** One of the most innovative features has been the role of the Centre for Studies in Community Health Care at the University of Leicester. Students in both health and social services go through a common programme in which they interview residents and front line workers, and present their recommendations to a multi-disciplinary panel. The residents are seen as the experts from whom students can learn. Some 200 residents are involved each year. The project is credited with reducing domestic burglaries. Voids are down to 1% and there is a housing waiting list. These programmes have been replicated in other places, and Dr Angela Lennox now serves on many other boards, including the Leicester Regeneration Company.

**Conclusion** The St Matthews project demonstrates the potential for innovation in the way health services are delivered, and for joining up different services so that an area that was once stigmatised becomes more valued.

## 13 Quality services

Developing a high-quality mixed-use scheme on a sensitive site in a historic area in King's Lynn

13.4 **Context** King's Lynn is by far the smallest of the 24 towns and cities in Partners in Urban Renaissance, yet its local authority actually serves by far the largest area of the 24 – rural West Norfolk, which is bigger than some entire counties like Bedfordshire or Berkshire. The town itself has inherent contrasts too. It is an old, historic town with a rich heritage of fine buildings from the Middle Ages onwards, but after World War II it became an 'expanded town', and so it also has a large number of buildings which date from a period when design was at a low ebb.

One of the factors that attracts people to particular urban areas is the quality of their environment and townscape. Not only do people like visiting places with a special character, but they like living in them as well. Historic towns have therefore been among the leaders in the urban renaissance process in this country. However, the atmosphere and attraction of an area can easily be spoiled, for example by the intrusion of heavy traffic, by lack of maintenance, or by the presence of highly visible buildings which clash with their surroundings. This latter problem is quite widespread: many of the 'modern' buildings that were built in potentially attractive urban areas after the war have failed to stand the test of time, and are now seen to be preventing their surrounding areas from reaching their full potential. In King's Lynn, the Job Centre that stood in a prominent position on Austin Street in the town centre was a prime example of this.

**Process** The building was a two-storey 1960s office block which, despite being in a conservation area, paid no regard whatsoever to its surroundings, and greatly detracted from the look of the area – especially after it became vacant when the Job Centre relocated. It was not only a 'horrid' building but its presence was at variance with the local authority's aim of making the town an attractive place for people to visit and live in.

In the mid-1990s King's Lynn and West Norfolk Borough Council bought the building, partly because they believed that they would eventually require more office space (especially if the local government reorganisation that was being discussed at the time went ahead) and partly because they were convinced that getting rid of it would have a marked benefit on the town centre. A local firm of architects with experience of designing buildings which fitted in with sensitive sites, was asked to appraise various options for the site involving offices and/or housing and open space.

Their view was that it was an ideal location for a mixed office and residential scheme. Housing on the side streets (which ran back along either side of the site) would form a natural link between the bulk of the main building on Austin Street and the scale of the existing domestic architecture behind it. Furthermore there was a need for more housing in the town centre, and mixed-use developments are often highly appropriate for such areas (which, by their nature, need to accommodate a mix of uses). In addition to the building, there would also be room for a garden-courtyard which could be used by both the offices and the residents, and would be open to the public, too, at certain times of the day.

The proposed new building, Juniper House, was modern in design but, unlike its predecessor, took careful account of its much older surroundings, which included a church (St Nicholas' Chapel) immediately next door to it. (It has since been included as an example of good practice of new development in historic areas in English Heritage and CABE's Building in Context, published in 2002.) In addition, bearing in mind the importance of sustainability as an underlying reason for promoting urban renaissance, the building was designed to be exceptionally efficient in its use of energy. It uses a Swedish thermodeck system which reduces the need for conventional heating. Heat generated internally is re-used as far as possible, and solar panels provide hot water for both the offices and the housing.

## 13 Quality services

Developing a high-quality mixed-use scheme on a sensitive site in a historic area in King's Lynn

**Achievements** Not only has the building of Juniper House (completed in 2001) removed an eyesore from the centre of King's Lynn, it also provides 1,500 square metres. (16,000 square feet) of high-quality office and meeting space for the Council, as well as two houses and three flats (developed in partnership with a Housing Association) for local residents and a public garden. It is an example of a truly mixed-use scheme on a sensitive site, which not only fits in well with its surroundings but also enhances a wider area and follows the principles of sustainable development.

As well as being cited as an example of good practice in *Building in Context*, Juniper House has also been selected as one of eight finalists, selected from throughout the country, in the Prime Minister's Better Public Building Award 2002. The aim of this prestigious award is to 'encourage and celebrate excellence in design for publicly commissioned and funded building projects'. Last year's winner was the Tate Modern gallery in London.

**Conclusion** A well designed building can not only help provide the mix of uses needed in a town centre – and do so efficiently – but can also add to the attractiveness of the town as a whole.

## 13 Quality services

Reducing health inequalities through the Sunlight Project in Gillingham, Medway

13.5 **Context** One way of diversifying the roles of town centres, and at the same time tackling social exclusion, is to promote the development of local health and community facilities. Health Action North Kent, one of the ten associated Health Action Zones in the South East region, is a regeneration partnership working to reduce health inequalities and improve the health, safety and well-being of half a million people living in north Kent. Five Health Action Teams are responsible for delivering locally agreed programmes, working closely with the community on a wide variety of health-related topics. The teams work to the same strategic objectives, but in order to be responsive to their communities, each has adopted a different agenda, timetable and focus. Three Health Action Teams have been successful in obtaining New Opportunities Fund (NOF) grants to develop Health Living Centres (HLCs) in key areas of disadvantage.

**Process** The need to provide enhanced community health services was established following a number of consultations with a wide variety of people from the community. In particular, consultation highlighted the need for enhanced health services in North Gillingham, which is now being addressed by the redevelopment of the Sunlight centre, a former laundry.

The Sunlight project in Gillingham was awarded a NOF grant of £1 million to help create a healthy living network and improve the quality of life for Medway residents by tackling long-term issues related to health, economic and social wellbeing. The NOF grant is being used to convert a disused part of a laundry on the edge of Gillingham town centre into the Sunlight Healthy Living Network. The project is a community-led partnership involving ten statutory and voluntary organisations. Further funding from Medway Council, Primary Care Groups and West Kent Health Authority will also contribute to the project.

**Achievements** The Sunlight centre already offers a wide range of services including:

- Drop in clinics run by health visitors, midwives and physiotherapists
- Parent and toddler groups
- Job search and computer training
- Healthy living courses

The NOF grant will allow a further three areas at the Sunlight centre to be re-roofed and converted to house additional medical, nursing and community facilities. Plans include:

- Comprehensive health centre with GP practice
- Community pharmacy
- Community café
- Extensive information technology facilities for community use
- Child day care nursery
- Family centre
- Offices and flexible space for voluntary organisations and community groups
- Complementary clinics
- Community laundry rooms

The newly developed centre will be a multi-agency, multi-disciplinary healthy living centre that will offer local residents the chance to access enhanced services and activities that will improve their health, wellbeing and quality of life. The grant also means a project manager can be recruited, together with three community networkers, an administrator and receptionist. These people will develop the project alongside local people.

**Conclusion** The Sunlight centre is an ambitious project, which brings together health services, community education and other complementary facilities. When completed at the end of 2002, the centre will offer an extended range of services, including a food co-operative, credit union, learning resources and childcare facilities. As one of the first of its kind in the country, the Sunlight centre should provide a good example of how quality services can be developed to directly contribute to wider community regeneration objectives. Throughout the project, high-quality design, evolved through consultation with local people, has been a key principle.

## 13 Quality services
Promoting lifelong learning in Medway

13.6 **Context** There is widespread agreement that education is crucial to securing comprehensive economic and social regeneration, but how can attitudes to education be changed in areas where it has traditionally been a low priority? Medway has a relatively young population, with two in ten residents being aged 14 or under. One of the top priorities for Medway Council is to ensure that young children are provided with the highest-quality opportunities to learn and to widen participation in higher education Medway has more than 100 schools, including six grammar schools, with a total of almost 45,000 pupils. No one is too young or too old to learn, which is why the council and its partners are working to ensure that Medway is a place that offers lifelong learning opportunities and the chance for everyone of whatever age to realise their full potential.

**Process** Medway has an innovative approach to youth activities. Its youth parliament, the only one in Kent, was set up because Medway Council believes young people can play a powerful role in reinvigorating local democracy and should be involved in issues and decisions affecting their future. Its 'early years development plan' was singled out for praise by the Government.

Medway Children's University has won national acclaim and was chosen by the National Foundation for Education Research as one of the best examples of learning initiatives outside school hours. The Foundation evaluated 50 projects that received funding from the Department for Education and settled on the Children's University as one of ten for an in-depth study. One feature is that every young child attends a ceremony at the University which helps to make them aware of the opportunities available to them.

Multiversity is an alliance of Higher Education (HE) and Further Education (FE) institutions and other partners including the University of Kent, University of Greenwich, and Mid Kent College, Medway Council, the South East England Development Agency (SEEDA), and the Higher Education Funding Council for England(HEFCE). The alliance collaborates on:

- A number of shared facilities
- Refurbishment and new build projects
- Expansion of offer
- Commitment to local community, business and economy
- Partnership for progression with schools, FE and HE

Planned developments include new facilities for the Medway School of Pharmacy, and the Medway School of Urban Renaissance. Existing facilities of the University of Greenwich are being transferred to the Medway campus and it is expected that the Multiversity will open in 2004. By 2006 student numbers are set to reach 4,500 and grow to 6,000 by 2010.

**Achievements** Medway Council as a major player in the partnership continues to facilitate discussions with major employers and the universities around the skills issue. For example, local employers, BAE and Delphi need engineering skills, especially software engineers. The partnership clearly supports the focus on business-oriented connections and the Multiversity is seen as an exemplar of "enhancement of the collaboration between HE and SMEs and larger firms for research, consultancy and other income generating activities."

The effects of Multiversity in terms of growth in student numbers will not be fully in place until 2004. Achievements to date, however, have included the successful creation of the partnership, the development of a shared vision and widespread growth in awareness of the importance of lifelong learning.

**Conclusion** Medway's Multiversity is a driver for change: the arrival of approximately 6,000 students will have a positive effect on the local economy including both the night-time economy and the local housing market. In addition, partnership working is enhancing the links between innovation and up-skilling for growth sectors, with the long-term aim of maximising quality job opportunities for Medway residents.

13.7 Context A common challenge for cities is how to engage with people who do not normally take part in formal consultation exercises. The Government's advice on local cultural strategies defines culture broadly to include everything from the performing arts and the built heritage to sports, events, parks and open spaces. Furthermore, the value of culture is seen as embracing amateur groups and faith communities, as well as influencing the way public services are delivered. Hence it is as much about access for all as it is about the pursuit of excellence and the fostering of creative industries.

Process Leeds has been a forerunner in the use of both arts and sport to boost community development, and completed a long-standing commitment to produce a local cultural strategy in the middle of 2002. Building on the regional strategy 'Deep Roots, Real Achievements', Leeds' local cultural strategy was developed as part of the Vision for Leeds process and is supported by detailed strategies for arts and heritage, sport, recreation, tourism and libraries.

There was a high level of participation in their consultation and development which took the form of focus groups, conferences, meetings with distinct community groups and interviews with children, parents and young people from many different parts of the city. Desk research included several community videos made with young people recording their views and opinions of the city and what it is like to live in their neighbourhoods.

The cultural strategy sees the sports, recreation and arts and heritage sectors contributing to the delivery of the Vision for Leeds in areas as different as quality of life and social inclusion and international image and economic development. As one of thirteen local Public Service Agreement targets to be achieved by 2005, the local authority has pledged to increase by 20% the number of visits to local sports centres by young people from target communities. In its tourism strategy it has set the objective for 2007 that 'Leeds is known nationally and internationally as a dynamic, friendly and cosmopolitan European city'.

There are a number of innovative arts partnerships developing culture in the city, such as the authority-led Arts @Leeds, which is a strategic programme of regeneration through communities, aimed at ensuring a fair allocation of resources throughout the city. Leeds Arts and the new strategic Leeds Cultural Partnership have developed out of the Vision For Leeds and the Leeds Initiative to be the city-wide partnerships leading on the development of the arts and broader cultural agendas. Leeds Cultural Partnership is charged with the responsibility for implementation of the city's first cultural strategy.

After crime reduction, the biggest issue for people living in disadvantaged areas is leisure facilities, especially for young people. There has therefore been a special effort to enable children to enjoy the improved facilities of the city centre, such as free concerts in Millennium Square, which is equipped with a full sound system. The Playhouse and other organisations have been running out of school learning programmes such as SPARK (Sport Play Art and Recreation for Kids). Education Leeds is heading up Learning Through Leeds which is expanding out of school arts, learning and sports activities into a city-wide programme. Leeds and Manchester, having pioneered the Creative Partnerships scheme with schools and artists through CAPE UK and now adapted by the Department for Culture, Media and Sport to run as a national pilot, have shown that arts and sports activities can provide accessible and exciting routes to learning for many young people who might otherwise drop out. Leeds is also a regional and national centre of excellence for its range of specialist schools and FE/HE training provision.

Achievements Research by the University of Leeds found that Leeds had 30% of the total employment in the creative industries in the region, and that the sector employs over 13,000 people in Leeds compared with 6,000 in 1996. Tourism is worth £735 million to the city annually, of which 40% is business tourism.

The city has been innovative in a number of ways. Flagship organisations such as Leeds United Football Club and the West Yorkshire Playhouse have helped raise aspirations and confidence among groups that might have otherwise been left out. Indeed the Playhouse, which has an international reputation, developed out of the aspirations of the local community.

Leeds has one of the largest local authority library networks in the country and was recently awarded Beacon Council status by central government for demonstrating excellent services to the local community. Innovative projects such as Boox On The Move, the award-winning The Beat young people's project, coupled with the growing reputation of the city's branch libraries for providing an essential community and information resource through Accesspoints, has enhanced the city's reputation for successful community-focused library services.

An important aspect of the cultural strategy is upgrading public spaces, and the city has been working with local architects and design experts through the Leeds Architecture and Design Initiative. An exhibition of local graffiti artists illustrates some of the creative links that have been made. As well as using public spaces for events of all kinds, hordes of passers-by break off their journeys through the city centre to play chess on a giant chess board in front of Leeds City Art Gallery and Central Library. The city has won several awards for its nightclubbing breaks and has a growing reputation for its cutting edge youth culture.

Cultural diversity and a growing reputation of Leeds as a city of festivals is assisting the city to step up a league and look outward to place itself on the national and international cultural stage, but also to look inward and address important internal city issues around regeneration, community confidence and capacity building. Local communities, supported by the local authority, have developed festivals and events in specific areas of the city, some examples being Talkin' Reality, the Irish Music Festival, Rothwell Carnival, Spice of Leeds and Beeston Mela. On a bigger scale the Leeds Mela and Leeds West Indian Carnival draw regional and national press attention. These events are not only contributing to city pride and community confidence, but are communicating a message from the city which says that diversity, quality and community matter to Leeds.

Conclusion Leeds' cultural strategy raises issues such as access in the widest sense, organisational development and city marketing. There are current debates within the city over whether and what additional facilities are needed, such as a concert hall or conference centre. However, the city has an enviable reputation in sport, dance and opera, and is supporting Bradford in their bid to be European Capital of Culture in 2008, highlighting a shift in perception that culture is part of a much wider regional offer.

## 13 Quality services

Placing schools at the heart of sustainable regeneration in Newcastle

13.8 **Context** It is widely acknowledged that schools and education services play a key role in the regeneration and renaissance of deprived parts of towns and cities. Schools which offer a range of services, and play a wider role in a community can help with building self-esteem, confidence and community capacity, for families as a whole. In addition a high-achieving school undoubtedly has a positive effect on the housing and employment markets, encouraging inward mobility. As the quality of education services improves so does demand – people are less likely to move away from the area. Early years education is a key focus for targeting support to families. Schools have a stabilising effect on communities during periods of rapid change. Schools promote and deliver social inclusion to the wider neighbourhood – successfully integrating different communities and cultural groups. Schools can help to halt urban flight, when combined with other sustainable renaissance projects.

Schools in Newcastle are leading the way in regenerating local neighbourhoods, as part of Going for Growth, the city council's overarching regeneration strategy for the whole city. The strategy covers a 20 year period, and is aimed at halting population loss and problems of decline in the inner city areas. The strategy is long term to ensure that growth is sustainable and it takes a holistic approach linking education, jobs, housing, health, transport and the local environment. Education is at the forefront of regeneration, with full service schools seen to be the way forward for key parts of the city. Full service schools will create centres of excellence – not just for education, but for a range of services for the whole neighbourhood.

**Process** Canning Street School is already a successful primary school in the heart of Newcastle's West End. The neighbourhood there has been through a huge amount of change over the last 20 years. The area it serves, Benwell, is one of the worst 10% deprived areas in the country, with high levels of unemployment, poverty and ill health. Going for Growth regeneration plans propose to establish Canning Street as a full service school, building on the good work already going on there:

- Family learning initiatives for literacy and numeracy
- Study support schemes with Newcastle United Football Club and Newcastle College
- Intensive work with parents of young adults who have either been involved in or are at risk of drug-related crime
- Drop-in sessions run by support services, including the Benefits Agency and the Citizens' Advice Bureau
- Counselling sessions for parents and children supported by the school nurse
- Strong focus on citizenship – rights and responsibilities – to encourage responsible behaviour from both children and adults
- Intensive work with particularly vulnerable children to give them personal encouragement and praise for progress
- The very active involvement of parents and other volunteers from the local community in all of this work

**Achievements** Canning Street School is seen as being the focal point for the whole community – a place with something to interest and involve everyone. It is widely acknowledged that children benefit tremendously from having their families actively involved with the school. Whole families benefit too in all sorts of ways – perhaps the best thing of all is seeing children and adults learning together. Canning Street is now breaking the cycle of third and fourth generation unemployment, low achievement and very low aspirations. The aim of the Full Service Schools programme is to build upon the success of Canning Street, by replicating it across the city.

## 13 Quality services

Placing schools at the heart of sustainable regeneration in Newcastle

Newcastle City Council is a Pathfinder Authority for Full Service Schools. Montagu Primary, in the north of the city, is now being developed as the first pilot. The school is located in the heart of Cowgate – another part of the city which has seen decline in recent years. The school has been recognised by DfES as being in 'challenging circumstances' so this has given extra support for developing good practice and inter-agency working. Funded by the North West Partnership SRB scheme, a steering group is developing the brief for £850,000 of capital investment in the school which will enable the delivery of a multitude of services from the site by December 2003. This will include Sure Start (for children aged 0–4), the Primary Health Care Trust, the community Police and the Workfinder project.

In advance of this, Montagu is setting up the same initiatives developed at Canning Street school, and will also have an additional focus on disaffected children – developing alternative curriculum activities to keep pupils engaged and prevent exclusions.

Conclusion Schools are one of the best ways of engaging communities in the renaissance process. They can offer far more than just education. Achieving this does not need new buildings. Newcastle City Council is building upon lessons learned at Canning Street over a number of years, to develop sustainable full service schools elsewhere in the city.

"They've done the housing in an oval so you can't get into the back from the outside... they have a little pathway... and you can leave the back door open and no-one can get in 'cos it is all blocked and the kids can play... safely." Citizens' Workshop

## 14 Valued neighbourhoods

Creating a city centre housing market in Manchester

14.1 **Context** Manchester has led the way in the creation of a city centre housing market. It has moved from a situation where there was just a handful of city centre residents in the early 1980s to a city centre population of more than 10,000 today. The buoyant housing market effect is spreading into the inner city but there remain areas of market failure in the north and east of the city.

**Process** In the early 1980s there were just three residential schemes in central Manchester: St John's Gardens in Castlefield, built by Wimpey, the Smithfield council housing estate and a scheme by Northern Counties Housing Association on the roof of the Arndale centre. The start of the current boom dates from 1986 when Granby House was converted to flats for sale by Northern Counties with substantial Urban Development Grant. These flats initially sold for £16,000 but were re-selling for more than twice that within 12 months. Following this private residential developers became interested in warehouse conversions with the support of the newly created Central Manchester Development Corporation (CMDC). Key schemes included Chepstow House by Beezer Homes and Granby village also by Wimpey.

This city centre market continued to grow even through the recession of the late 1980s. However the market changed in the early 1990s with the arrival of developers like Urban Splash. They ventured into new areas where buildings could be bought cheaply. Their developments had none of the carpets, suspended ceilings and chintz curtains of the earlier conversions. Their approach was to replace specification with design to create 'loft apartments' with brick walls, exposed services and wooden flooring. Through the look of the buildings and innovative marketing they made urban housing a lifestyle choice.

**Achievements** By the mid 1990s the value of housing had risen so that grant was no longer required in the city centre and the market mushroomed with mainstream developers like Crosby Homes (and its Ician joint venture with AMEC), Perimmon, Belway, Opal Estates, Westbury and Gleans undertaking major developments. The number of apartments in the city centre has risen from a couple of hundred in the 1980s to around 6,000 today and the city centre population, currently standing at around 10,000, is projected to increase to 20,000 by 2005.

The housing market is currently accelerating with a large number of residential developments planned or underway across the city centre. Major residential developments are taking place across the river in Salford and to the north in Collyhurst and Ancoats. The market has also developed rapidly in inner city areas like Hulme where housing has been built without grant for the last five years and there are currently attempts to extend it to East Manchester. However parts of North and East Manchester are still suffering from market failure creating a two speed housing market in the city. The city council is concentrating efforts on developing radical renewal strategies for these areas, and is a pathfinder partner in Government's Housing Market Renewal Fund.

**Conclusion** Manchester's booming city centre housing market is the result of a range of factors. The intervention of public agencies including the city council and CMDC has been important, as was the initial availability of significant grant funds. However this alone cannot explain the phenomenal growth of the residential market. Manchester has responded to a changing market as much it has created it. The growth in childless professional households linked to the growing service sector in the city is driving residential growth, which in turn fuels the leisure economy creating a virtuous circle of growth. This is one of the best examples of urban renaissance in action.

## 14 Valued neighbourhoods

Linking housing and local economic development in the suburbs of Liverpool

14.2 **Context** Speke Garston, with a population of 24,300, lies seven miles south of Liverpool city centre. It was built in the interwar years around the airport as a model business park and overspill housing estate. While it retains much of its initial character it fell into decline in the 1980s with the departure of several major employers. Physically the housing, environment and townscape all needed major improvement, and socially the population suffered high levels of unemployment and social deprivation. It benefited however from a strong location next to the airport and with good road links. In the early 1990s it therefore became a focus for regeneration efforts both to address local problems and to contribute to the Merseyside economy.

**Process** In April 1995, Speke Partnership was granted £17.53 million in the first Single Regeneration Budget Round for a five year programme. The regeneration programme was different from most area-based urban regeneration schemes because it was to be managed by two bodies with different responsibilities – Speke Garston Development Corporation (SGDC) and Speke Garston Partnership (SGP). SGDC was the first joint venture between English Partnerships and a local authority. A third organisation was established in 1999, the South Liverpool Housing Company (SLH).

SGP, SGDC and SLH are concerned with different aspects of the same project and the major goal for the regeneration scheme is to co-ordinate their joint efforts. SGP supplies the 'software' of social regeneration to complement the 'hardware' of the SGDC's economic regeneration. The partnership's programme is divided into three focus areas: Action for People, Action for Business and Making the Links. The programme covers education, training, employment, housing, built environment, business support, community safety, health and community development. SGDC relies on the customised training and recruitment support provided by SGP to attract inward investment. Conversely, the partnership has benefited from SGDC's physical programme dealing with the assembly of land and creation of a portfolio of sites for modern industrial and service industry use. SGDC also offers high-quality fully serviced sites as well as grants available to companies towards capital investment and property development.

Wider initiatives in the area will affect housing demand, whilst housing investment can contribute to both urban competitiveness and social cohesion. Therefore SGP played a central role in attracting £44 million from the Government's Estates Renewal Challenge Fund to help establish South Liverpool Housing as a registered social landlord. SLH is responsible for 4,500 properties and brings in a total of £100 million for a renewal and maintenance programme that aims to provide and manage desirable and affordable homes for people who live, or want to live in the area.

**Achievements** The success of the regeneration of Speke Garston has been widely recognised. A joint bid submitted by Speke Garston Development Company, Speke Garston Partnership and South Liverpool Housing received a BURA Best Practice Award. It was recognised for its emphasis on long-term planning and laying the foundations for continued sustainable regeneration.

Since SGDC was established in late 1996 it has helped to attract £230 million of private sector investment to the area and has created 4,600 jobs. Key projects have included the Estuary Commerce Park – Merseyside's most prestigious business location – and the Boulevard Industry Park next to the Jaguar plant at Halewood. Indeed Ford's decision to establish Jaguar production in Halewood , following the decision to relocate Ford's production line elsewhere was due in large part to the efforts of regeneration agencies. The terminal buildings of the old Speke Aerodrome have been reborn as The Aerodrome hotel and leisure complex and the former Bryant and May factory has been converted to business space by Urban Splash. For the Aerodrome projects, SGDC and Neptune Developments received an award from the Royal Institute of Chartered Surveyors. Recently, SGDC has become the first winner of a new category in the 2002 Property Awards. The reasons given by the judges were the real difference that SGDC projects had made to south Liverpool, and the organisation's 'very focused' and 'brave and pioneering' approach.

Key successes of the Speke Garston Partnership have included the establishment of the first 'Jobs Education and Training' (JET) service that works in alliance with local business to assess and supply their precise demands. The JET was awarded a Charter Mark for service excellence by the Government in February 2000 and was accredited by the Guidance Accreditation Board in April 2001. JET has already helped over 1,400 local people enter work and more than 1,200 young people benefit from basic and key skills training. In summer 2001 work commenced on a £25 million Forward Learning Centre funded as a Private Finance Initiative (PFI) by the Government. It was the first regeneration scheme of its type in the country and the first PFI in Liverpool. It includes a 900 place secondary school; a learning centre with cyber café; a library; neighbourhood, adult and community centres; and offices for South Liverpool Housing. It will be open by the end of 2002. Further examples of SGP's activities include: one of 20 national Urban Village initiatives; £5 million Education Action Zone; childcare, health and detached youth projects; and £39 million of other funds levered in from public, private and charitable sources.

Conclusion The regeneration of Speke Garston is an example of urban renaissance in action. It shows how a peripheral housing estate in serious decline can begin to be transformed by attracting inward investment and ensuring that local people benefit from the jobs created. Particularly significant is the way that innovative initiatives to provide training and support to local people have also played an important role in attracting employers.

In terms of urban renaissance, a weakness of the area is that, despite the quality of individual schemes such as the hotel and the Matchworks, the overall quality of the built environment is disappointing. Speke was built as a suburban estate and much of the new development is also low density and car dominated. This includes large retail and business parks and new suburban private housing.

## 14 Valued neighbourhoods

Developing a catalytic mixed-use urban quarter on Bede Island, Leicester

14.3 **Context** Many cities face the challenge of how to promote mixed-use schemes on sites that have been derelict for years. Bede Island was one of the few British developments to be highlighted by the Urban Task Force as an example of good practice. It has also won a BURA commendation for its innovative use of 'woonerfs' or 'footstreets'. Ten years ago, Bede Island, a contaminated site in the heart of Leicester, was made up of scrap yards, an underused warehouse and derelict land, with 34 different owners on what was the former Great Central Railway goods yard and dye works. The impetus for the site's development came from a fire early in 1990, which blew asbestos over the city, and from a drive to see the regeneration of a key waterside site.

**Process** Private schemes floundered, and a comprehensive mixed-use scheme was only made possible by City Challenge, which pump-primed the whole development through an investment of £8 million. This enabled the city council to acquire the 14 hectare site for decontamination and produce a masterplan. The site was then developed through a public-private partnership with two main developers, English Partnerships and the Bede Island Community Association.

The scheme started in 1992 with City Challenge approval, but compulsory purchase did not start until 1994 and the order was confirmed a year later. The site was ready for development in 1997, and the first business unit for a NatWest call-centre was completed in 1998, along with the first 70 housing association units, and the Quay Public House in the former pumping station.

**Achievements** The whole scheme was completed in 1999, and now provides:

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| A new five acre public park with children's play area |
| A local centre with shops and a restaurant, a day nursery, and a pub around a square |
| 440 dwelling units including accommodation for 240 students and with market-rent housing as well as social housing |
| 14,000 square metres of business units, which include the De Montfort Business School and a factory for Ericsson providing 800 jobs |

The Leicester City Challenge area covered 900 acres, on either side of a river. It contained in 1993 25% of the derelict land in the city. The £37 million of public funds led to private investment of over £300 million, much more than originally anticipated. Increased land values in Bede Island more than repaid the grants.

The benefits for the city have also included a catalytic effect on the regeneration of the surrounding area, with house prices nearby increasing by 50% over the last couple of years, now that they are no longer next to derelict land. The development has provided a boost to other development, with Barratts taking on the development of Bede Island South without a grant, and using architects with experience of high-quality urban schemes. There has also been a major step towards regenerating the corridor of land running along the River Soar and the canal which forms the backbone of the Urban Regeneration Company's masterplan.

**Conclusion** The overall lesson is that a clear vision is needed to mobilise resources. This needs to be backed up where values are low and risks are high by a public-private partnership to assemble the land and prepare it for development. Where land assembly is needed, the public sector has to take the lead. Urban designers can help raise the quality of development, thus attracting demand into previously neglected areas. Though there were many disputes with, for example, the community wanting at one time the whole site to be made into a park, their formal involvement in the process was not just beneficial but essential. Universities can play a key role in urban renaissance, in this case both as partner and as occupier of teaching blocks, student housing and, sometimes, enterprise development as well.

## Partner website addresses

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|---|---|
| Barnsley | www.barnsley.gov.uk |
| Birmingham | www.birmingham.gov.uk |
| Blackburn with Darwen | www.blackburn.gov.uk |
| Brighton & Hove | www.brighton-hove.gov.uk |
| Bristol | www.bristol-city.gov.uk |
| Croydon | www.croydon.gov.uk |
| Gateshead | www.gateshead.gov.uk |
| King's Lynn | www.west-norfolk.gov.uk |
| Leeds | www.leeds.gov.uk |
| Leicester | www.leicester.gov.uk |
| Liverpool | www.liverpool.gov.uk |
| Manchester | www.manchester.gov.uk |
| Medway | www.medway.gov.uk |
| Middlesbrough | www.middlesbrough.gov.uk |
| Newcastle | www.newcastle.gov.uk |
| Newham | www.newham.gov.uk |
| Norwich | www.norwich.gov.uk |
| Nottingham | www.nottinghamcity.gov.uk |
| Plymouth | www.plymouth.gov.uk |
| Reading | www.reading.gov.uk |
| Sheffield | www.sheffield.gov.uk |
| Stoke-on-Trent | www.stoke.gov.uk |
| Southend-on-Sea | www.southend.gov.uk |
| Swindon | www.swindon.gov.uk |