Regenerating neighbourhoods in peripheral urban towns during austerity

nick.moule@manchester.ac.uk

Overview of presentation

- Rationale for research and methodology

- What is neighbourhood regeneration?

- Lancashire fieldwork case studies

- Lessons from recent regeneration policy

- Emerging issues

- Future scenarios for neighbourhoods of peripheral towns

- Rethinking area regeneration policies for peripheral towns and larger urban areas

Why neighbourhoods of peripheral towns should shape urban policies

- Some of UK's most deprived neighbourhoods in post industrial and seaside peripheral towns
- Dominance of ageing terraced housing
- High concentrations of vulnerable including elderly
- Urban policy research on peripheral towns limited
- Past UK Governments across political spectrum prioritised neighbourhood regeneration
- Fundamental shift of urban policy and privatism post 2010. Governments pursuit of neo-liberalism and austerity with less role for state and public spending
- But, Big Society and Localism agenda was response to promoting civic pride and responsibility- virtual abandonment of area renewal
- What happens to marginal areas? Decline or reinventing neighbourhood regeneration?
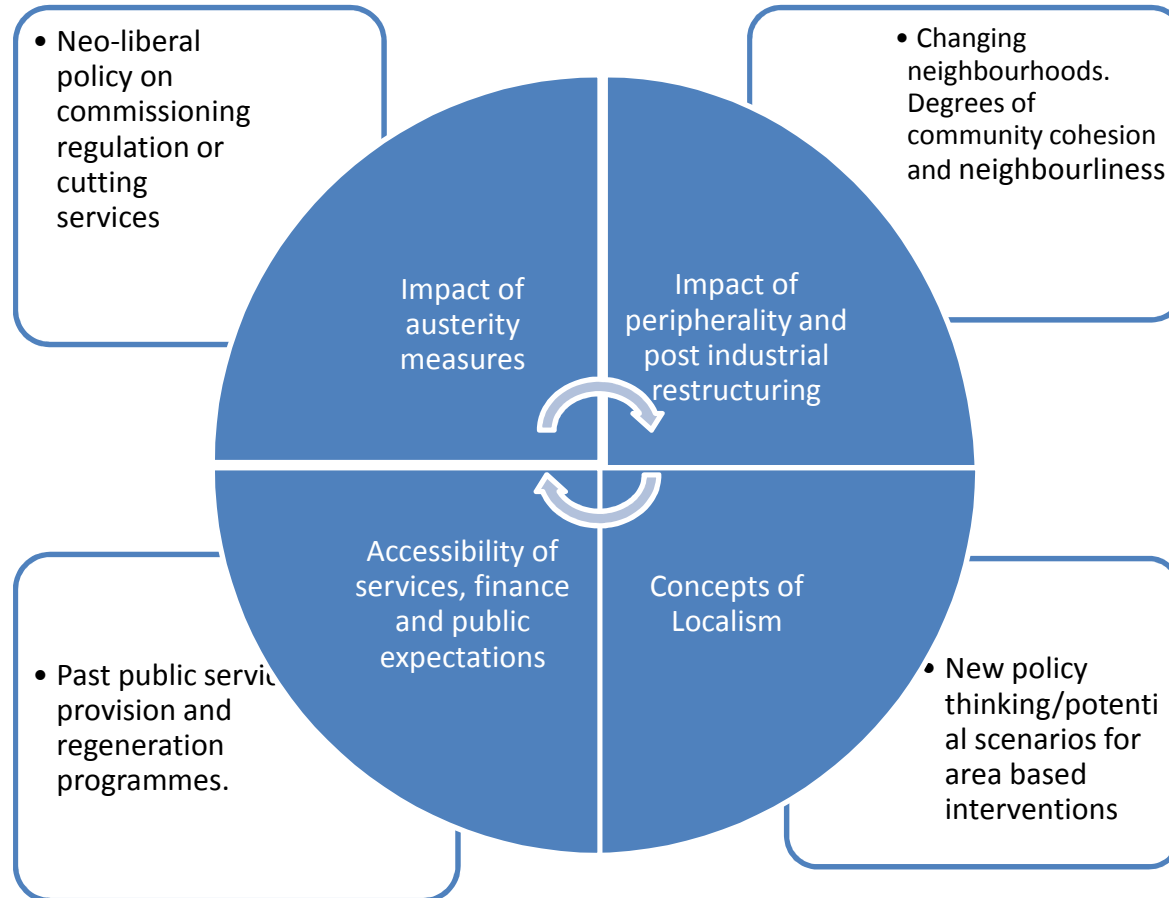
Gilding the Ghetto

the Ghetto

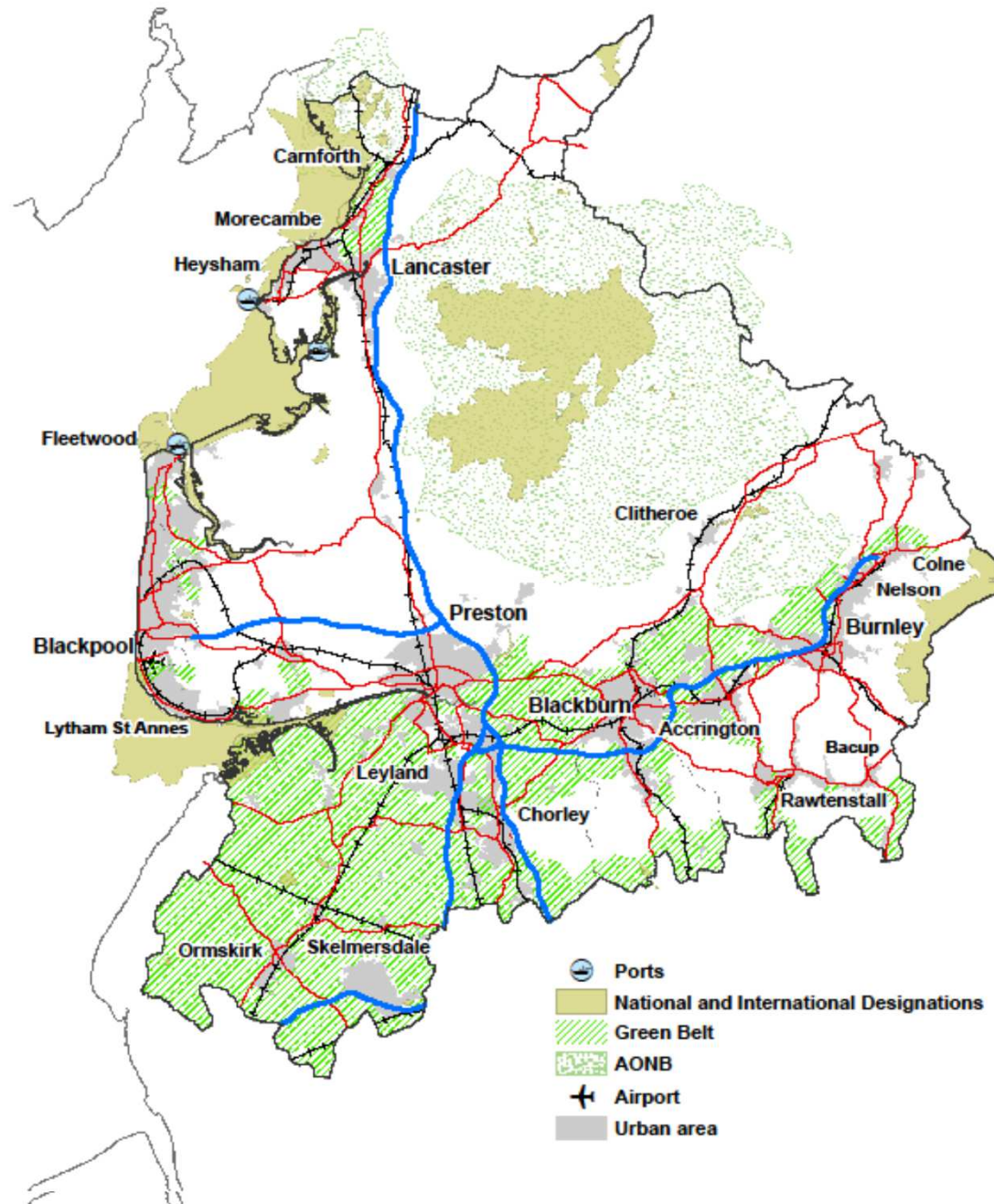The state and the poverty experiments

CDP

Research aims

- **Analysis of shifts in regeneration policy affecting non-metropolitan towns and implications for local services**

- **Review local regeneration initiatives during austerity**

- **Examining how communities and local agencies within case studies are engaged**

- **Is Localism offsetting contraction of public funding?**

- **Question potential implications for neighbourhoods if minimalist intervention**

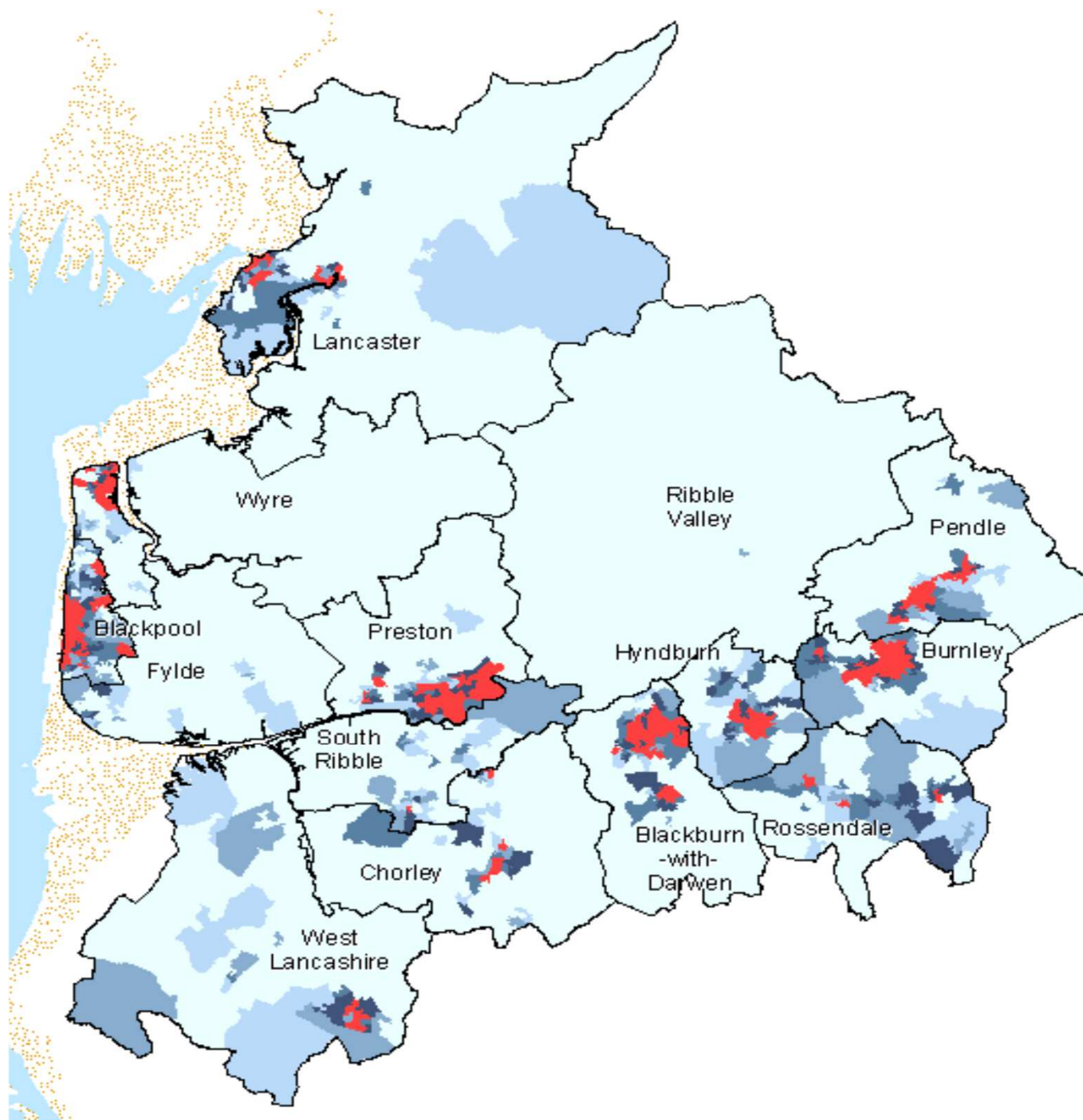- **How future regeneration might develop in shaping urban policy**

Research case studies

- **Case studies in Lancashire-**Blackburn with Darwen, Hyndburn, Fleetwood, Blackpool
- **Towns with different economic heritages-textiles and weaving, engineering, fishing, seaside tourism**
- **Some of most deprived neighbourhoods in NW**
- **Peripheral locations with slow transport communications**
- **Unitary and 2 tier Councils and multiple agencies**
- **Quantitative analysis of baseline data, organisations, policies**
- **Semi structured interviews of senior council managers, partnering agencies, voluntary sector, local politicians**

Ports

National and International Designations

Green Belt

AONB

Airport

Urban area

Carnforth

Morecambe

Heysham

Lancaster

Fleetwood

Clitheroe

Colne

Nelson

Preston

Burnley

Blackpool

Blackburn

Lytham St Annes

Accrington

Bacup

Leyland

Rawtenstall

Chorley

Ormskirk

Skelmersdale

Lancaster

Wyre

Ribble
Valley

Pendle

Blackpool

Preston

Hyndburn

Burnley

Fylde

South
Ribble

Rossendale

Chorley

Blackburn
-with-
Darwen

West
Lancashire

My biggest challenge has been that everyone tells me every time London speaks about the NW it begins and ends in Manchester and Liverpool

Eric Ollershaw MP Fleetwood and Lancaster Big Issue 20-26 April 2015

Key facts about Lancashire housing

- DISTRICT HOUSING MIX: DOMINANCE OF TERRACED HOUSING IN POST INDUSTRIAL TOWNS 45-55%. Some wards exceed 60%
- OVER 40% HOUSING STOCK BELOW 'NON- DECENCY STANDARD'
- PRIVATE RENTING Hyndburn 18%; Blackburn 16%; Blackpool 27%; Fleetwood 18%
- EMPTY HOMES ACROSS LANCASHIRE IN 2017 26,500+; 10,200 long term
- HIGH LEVELS OF DEPRIVATION Blackpool, Burnley, Blackburn with Darwen, Hyndburn, Pendle and Preston ranked in top 50 most deprived
- Blackpool 4th most deprived of 326 districts
- HIGH LEVELS OF FUEL POVERTY
- POPULATION CHANGE-outmigration or slight growth due to changing population mix
- Local authorities policies towards older housing heavily reliant on enforcement
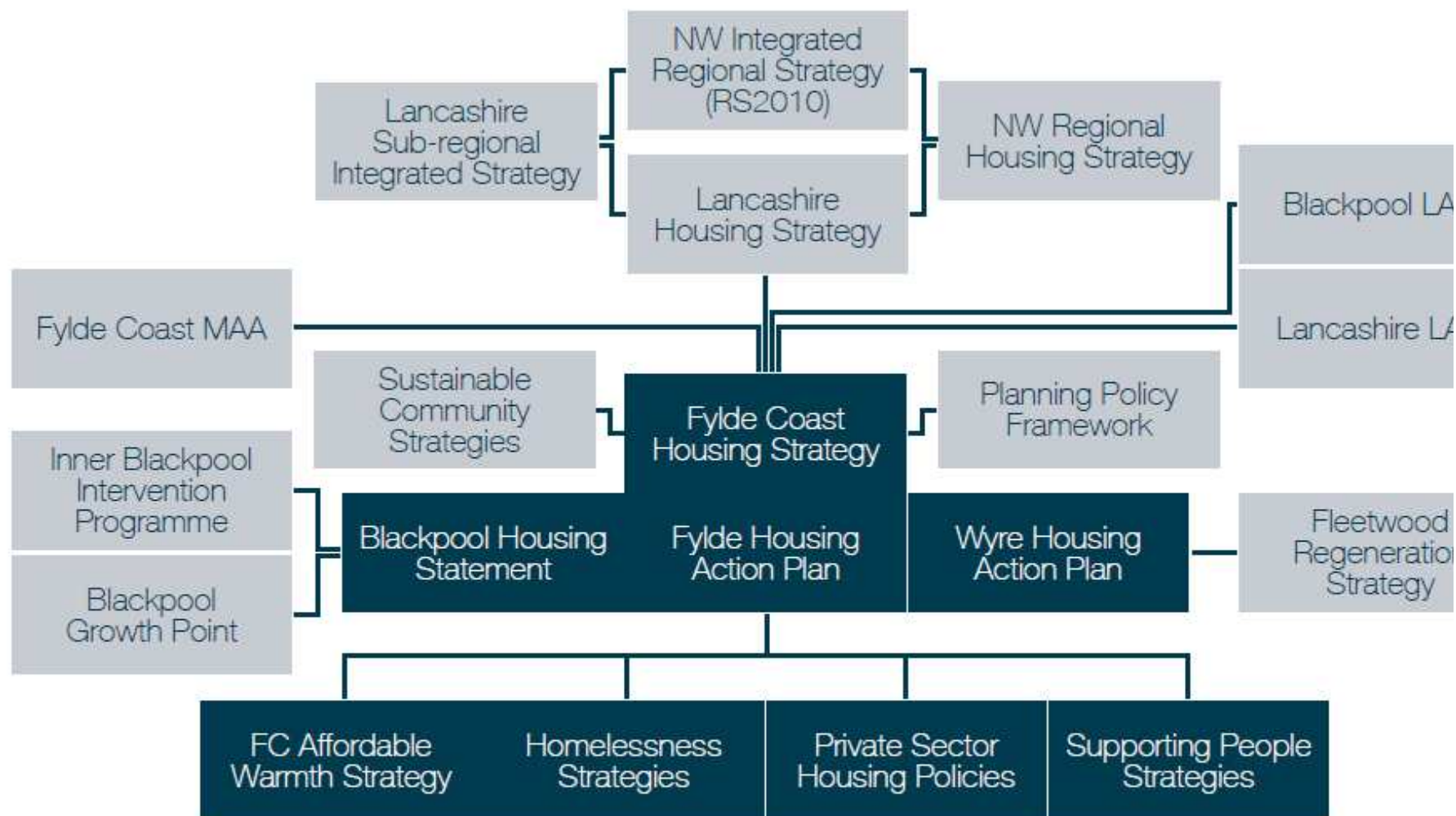
Key findings from case studies

- Early regeneration programmes short term, piecemeal and limited impact

- Previous efforts to coordinate sub regional policy well intentioned-hampered by lack of leadership, governance structures/departmentalism, resources

- Housing Market Renewal aimed at tackling housing market failure and poor housing was bringing positive impact in Pennine Lancs.

- HMR brought more strategic policy making and joint working across councils/partners- Elevate Pennine Lancashire as co-ordinating agency

- Sub regional policies on housing, planning and economic development up to 2010 across Fylde Coast, Pennine Lancashire, Central Lancs

- Abandonment of HMR meant schemes unfinished, community disillusionment, undermining previous investment

- Small terraced houses still dominate housing market and neighbourhoods

- Dysfunctional former guest houses in coastal towns- vulnerable residents

- More unfit private rented sector, continued out migration, population churn, cohesion issues

- Viability of urban sites and unattractive to developers without subsidy

Key findings from case studies

- Cuts to Council services/expertise< 50% while attempting to balance Government directives on NPPF, social care, road maintenance etc. while reacting to urgent resident issues

- Unitary and two tier Councils capacity to act differ markedly-two tier Council structures and policies often not joined up, confusing. Less cross agency collaboration happening- loss of expertise and capacity

- Councils' diminishing strategic and enabling role towards neighbourhoods. - . Abandonment or reduction of services to neighbourhoods- minimalist prevention- selective landlord licencing, tackling empty homes

- Very centralised system of government – lack of devolved power. Tick box mentality

- Planning Policy too rigid and southern oriented, low attention to neighbourhoods- issues of relevance of localism and neighbourhood planning. Understanding/concern about northern towns?

- Local authorities no longer have strategic housing policy role

- Government flagship backed 'prestige' projects –have impact, but more city focus and smaller councils struggle with resources/lack of capacity

Sub-Regional Integrated Strategy.

NW Integrated Regional Strategy (RS2010)

Lancashire Sub-regional Integrated Strategy

NW Regional Housing Strategy

Lancashire Housing Strategy

Blackpool LA

Fylde Coast MAA

Lancashire LA

Sustainable Community Strategies

Fylde Coast Housing Strategy

Planning Policy Framework

Inner Blackpool Intervention Programme

Blackpool Housing Statement

Fylde Housing Action Plan

Wyre Housing Action Plan

Fleetwood Regeneratio Strategy

Blackpool Growth Point

FC Affordable Warmth Strategy

Homelessness Strategies

Private Sector Housing Policies

Supporting People Strategies

The Fylde Coast Housing Strategy articulates housing priorities and actions in the context of wider objectives, and especially those around economic development, skills and employment, spatial planning, transport, health and education. It is

Key findings from case studies

- Lancashire LEP focussed on Central Lancashire - less elsewhere. LEP/LCC very restricted role on supporting neighbourhoods
- Voluntary sector/other agencies instrumental to localism agenda fighting for own survival. Expansion of voluntary sector, but confusion over roles and funding
- Negative impressions over town and sub region image. Role of local media?
- Competing challenges of promoting local identity, parochialism, managing resources and inability to develop leadership/wider vision across councils/agencies with political differences
- Limited vision of how Lancashire needs to change
- Lancashire and Northern Powerhouse? Think AGMA and Merseyside
- Devolution & Combined Lancashire Council- will it happen, speak with one voice?
- Barriers of local governance structures in UK compared to Europe/US

Neighbourhood scenarios for peripheral towns
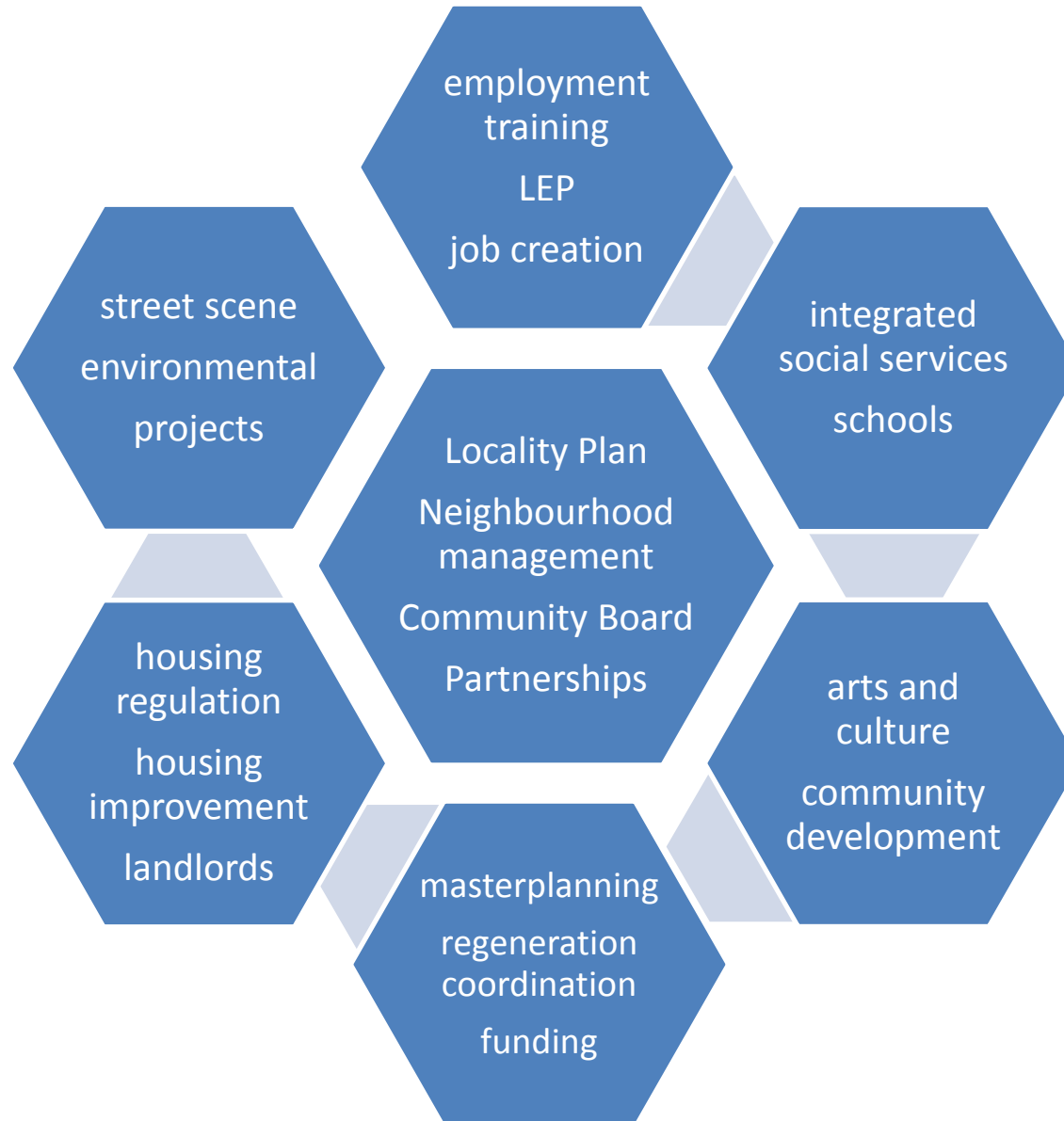
Amelioration and decline

Gradual renewal

Impact regeneration

Neighbourhood scenarios

Amelioration and decline	Gradual renewal	Impact regeneration
Housing market failure, growth of private renting, HIMOs	Small scale selective actions to consolidate housing markets/ build community confidence,	Sub regional vision and delivery, large regeneration investment HMR scale/flagship projects, demolition/transport plans
Declining housing conditions/less private investment, piecemeal regulation	Integrated services between local agencies, voluntary sector and community-emphasis on social and economic measures	Co-ordinated services, community development, new delivery mechanisms e.g. regeneration companies
High social cost/welfare/ community cohesion/continued out migration	Neighbourhood management, area plans for targeted investment, more collaboration, people interface	Targeted and well financed local services
Brownfield site viability and impact on wider local housing market	More inner area investment with spin offs for wider housing market/local economy	Boost inner area investment and wider local economy stimulating creative joint ventures
Crime, ASB, environmental issues	Less crime, ASB, less costs, reactive prevention, social issues etc.	Lowering of crime etc.
Deterrent to investment/negative image to locality and sub-region,	Neighbourhood image building, better focussed regeneration funding	Positive image for area as place to live, work and invest
Cost of housing benefit, crime, enforcement, social welfare	Requires area based regeneration funds, better cohesion between agencies	Higher costs, but attracts more private investment, more neighbourhood self sufficiency

Integrating neighbourhood services

employment training

LEP

job creation

integrated social services

schools

street scene environmental projects

Locality Plan

Neighbourhood management

Community Board

Partnerships

arts and culture

community development

housing regulation

housing improvement

landlords

masterplanning

regeneration coordination

funding

Reinventing urban policy

- Effects of peripherality and marginalised towns on communities.

- Physical decay and outdated housing and local neighbourhoods with failing housing markets

- Continued out migration of aspiring and more skilled

- Practicality of localism agenda amongst marginalised communities

- North- south divide, but also city v town v rural

- Effects of austerity and reductions in public services

- Who can bring leadership, inspiration and vision?

- Rethinking role of local government and partners

- Regenerating neighbourhoods needs multi agency buy in.

- Area regeneration requires generic skills-rethinking professional and organisational barriers

- Planners influential in beginning of area renewal, but has to be interdisciplinary and inter agency
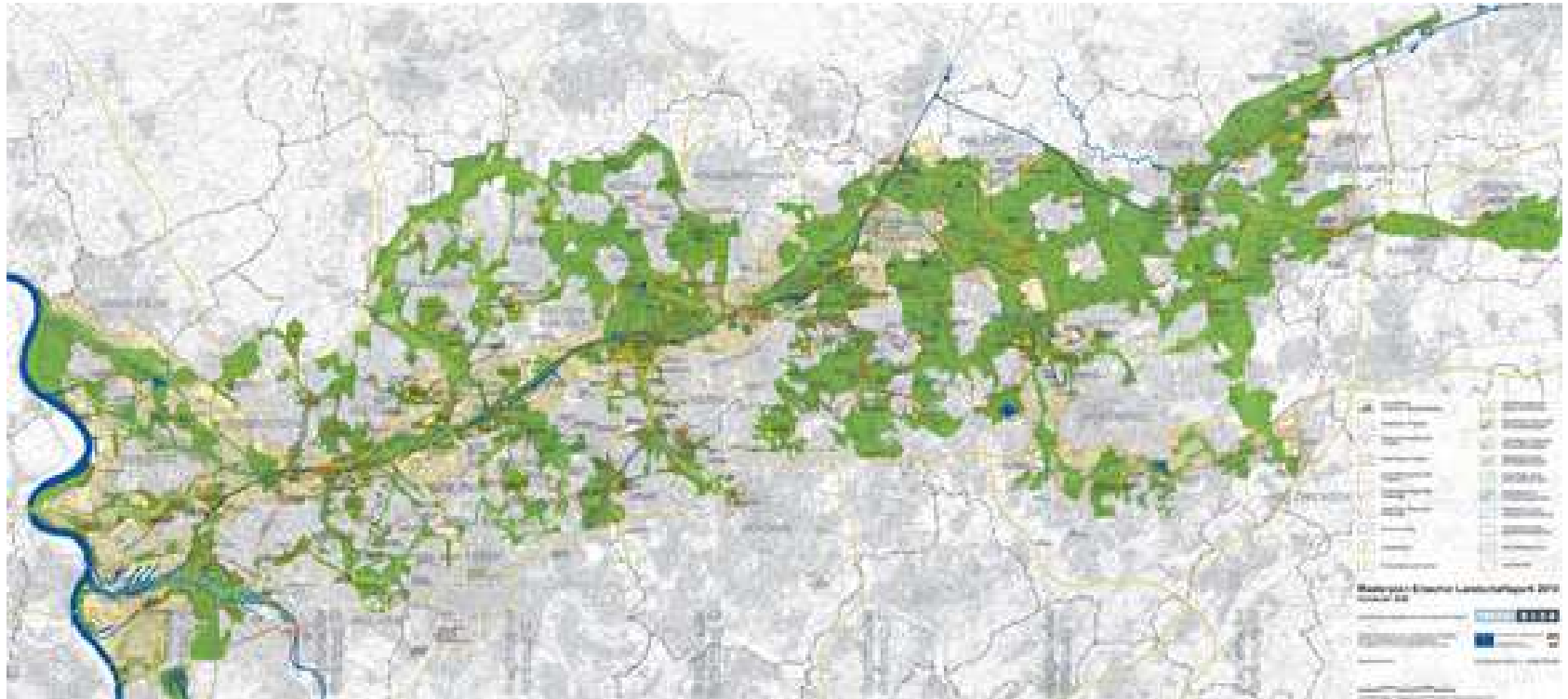
Reinventing urban policy

- Inspiring communities involves tackling basic issues-bad landlords, anti social behaviour, improving the environment, tackling racism, tackling rubbish dumping

- Some existing area tools can make difference- selective landlord licensing, tackling empty homes, tackling bad behaviour, locality master plans, care and repair-but have to be long term local regeneration commitment

- Champion local community town initiatives – Hebden Bridge, Todmorden, but working at local approaches. Community engagement needs leaders and funding

- Learning from cities

- But also needs cultural change, promoting the arts and culture, celebrating local heritage, promoting tourism, rebranding whole sub regions

- Need long term commitment to area regeneration and cross boundary vision- Emsher Park, HMR (!)

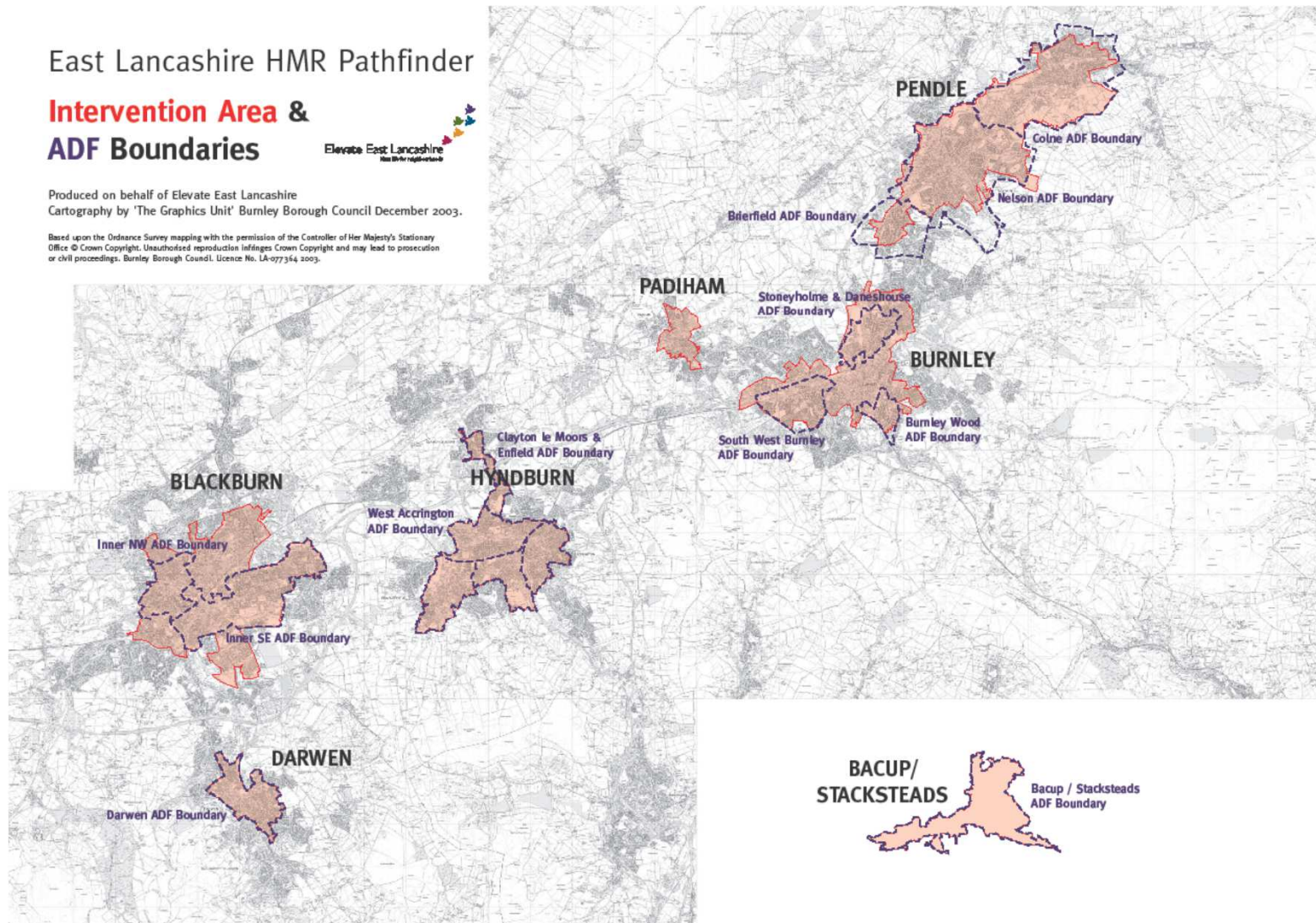# Neighbourhood integrated services

Emscher Park Ruhr Valley

East Lancashire HMR Pathfinder

Intervention Area &
ADF Boundaries

Elevate East Lancashire

Produced on behalf of Elevate East Lancashire
Cartography by 'The Graphics Unit' Burnley Borough Council December 2003.

PENDLE

Colne ADF Boundary

Nelson ADF Boundary

Brierfield ADF Boundary

PADIHAM

Stoneyholme & Daneshouse
ADF Boundary

BURNLEY

Burnley Wood
ADF Boundary

South West Burnley
ADF Boundary

Clayton le Moors &
Enfield ADF Boundary

BLACKBURN

HYNDBURN

West Accrington
ADF Boundary

Inner NW ADF Boundary

Inner SE ADF Boundary

DARWEN

Darwen ADF Boundary

BACUP/
STACKSTEADS

Bacup / Stacksteads
ADF Boundary

The future for neighbourhood renewal?

- Need to get back neighbourhood renewal back as political priority
- Peripheral towns need to raise profile
- Learn from cities and internationally
- Learn from successes and shortcomings of past regeneration programmes
- Challenge central government domination
- Reorganisation of local government
- Leadership and reinvention
- Strategic vision for Lancashire and sub regional policies
- Sub regional policies with flexible solutions
- Think long term and need commitment to long term investment
- Image change-rebranding, communication of need to change
- Softer policies on supporting people, culture, arts and tourism, green space, education, important as housing and economy
- Joining up services with voluntary sector and communities fulling engaged
- Focussed neighbourhood regeneration with some clearance is necessity