

To: City Executive Board

Date: 9th March 2011

Item No: 16

Report of: Head of Policy, Culture and Communications

Title of Report: Regeneration Framework Progress Report

Summary and Recommendations

Purpose of report: The report sets out progress against the delivery of the Oxford City Regeneration Framework Action Plan 2009 / 10 and proposes a revised Regeneration Framework Action Plan 2011/ 12 for approval.

Key decision? No

Executive lead member: Cllr. Antonia Bance, City Executive Board Member for Regeneration and Community Development

Policy Framework: Regeneration Framework, Oxfordshire 2030.

Recommendation(s): That the City Executive Board:

1. Note progress made on delivering against the Regeneration Framework Action Plan.
2. Approve the revised Action Plan for 2011-12.
3. Receive a further report in March 2012 on the 3 year review and refresh of the Regeneration Framework.

The Oxford Regeneration Framework

1. The Oxford City Regeneration Framework was adopted by Council in November 2009. The Oxford Strategic Partnership adopted the Regeneration Framework as an Addendum to the Oxford Sustainable Community Strategy in December 2009. It was agreed that the Regeneration Framework would have a three-year review cycle with an annual update of the Action Plan. A copy of the original Action Plan and update is provided in Annex 1.
2. The Regeneration Framework has been a catalyst for enhancing joined up working across the City Council and with external

partners and stakeholders. Significant progress has been made in a number of areas and these are summarised within this report.

The Regeneration Framework Steering Group

3. The implementation of the Regeneration Framework is overseen by a multi-agency Regeneration Steering Group, the terms of reference of which are attached at Annex 2. The terms of reference also incorporate the Breaking the Cycle of Deprivation Programme which secured some LAA Reward Funding from the then Public Service Board following a successful joint bid from the City and County Councils, Cherwell District Council, Oxfordshire PCT and Thames Valley Police.

Underlying principles of the Framework

4. There are some underpinning principles of the Framework. These are:
 - That economic development initiatives and initiatives focused on improved social outcomes for residents are both essential to the success of the Framework and thus both are incorporated within the Framework and Action Plan.
 - There is a clear theory of the cycle of deprivation which provides coherence and relevance to the projects supported within the programme.
 - That with limited resources there is a need to focus actions on those areas with the highest level of deprivation.
 - The overall approach rests on sound analysis, modelling and assessment of relevant local information and data.

The Key Objectives of the Oxford City Regeneration Framework

5. There are six main objectives in the published Framework.
 - To reduce inequalities between citizens
 - To increase the supply of housing, particularly affordable housing
 - To create places where people wish to live
 - To increase skills and promote skills development
 - To provide sustainable jobs for all through economic growth in central Oxfordshire
 - To improve connectivity between employment, housing and those seeking employment

Evaluation Framework

6. Oxford Brookes University is leading an evaluation of the deprivation aspects of the Regeneration Framework. The Evaluation Framework identifies some key changes that it would like to see over the next 20 years. These include the following areas for improvement:

- Relative Deprivation as measured by the Index of Multiple Deprivation score in the target areas
- No's achieving level 4 in Maths and English Key Stage 5
- Achievement of 5 or more A-C* grades at GCSE including English and Maths at key Stage 4.
- Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4
- Reduction in anti-social incidents and repeated incidents
- Reduction in criminal damage offences.
- Reduction in Job Seeker Allowance claimants
- Reduction in income support claimants (lone parents, incapacity benefit)
- Reduction in all cause mortality –life expectancy
- Reduction in teenage conceptions.
- Reductions of NEETs in target areas.

The baseline information is provided in Annexe 3.

7. These measurements are consistent and can be measured across time and place, facilitating direct comparison. They are measurable at demographic and geographic levels and a relatively easily understood and easily updated. It is hoped that these measures will continue in spite of changes to the national reporting requirements, but if any measures cease then appropriate alternatives will be sought.

Progress on the current Action Plan

8. The Action Plan in Annex 1 provides an update on all of the activities included within the original Action Plan. However, significant progress has been made within some key areas. These are highlighted below.

Physical Regeneration

9. The Planning Inspector has concluded that the City Council's Core Strategy is 'sound' and has endorsed allocation of the Northern Gateway as an employment site. This will also be important for securing other future physical developments in the City.
10. A detailed scoping exercise for regeneration options in Blackbird Leys was completed by Savills. These options are now being fed into the development of an Area Regeneration Plan.
11. The City Council has launched a procurement process for a joint venture partner to take forward the development of approximately 800 houses and associated community facilities on Barton. A shortlist of bidders will be identified at the end of March.

12. The Development Agreement for the redevelopment of the Westgate Shopping centre was successfully transferred moved from Liberty Group to Crown Estates in partnership with Land Securities and the existing planning permission has been renewed.
13. The City Council is nearing completion on 58 new council homes – the first to be built in the City for over 20 years. An accreditation scheme for private landlords has been launched which will result in better standards in houses of multiple occupation.

Breaking the Cycle of Deprivation

14. Breaking the Cycle of Deprivation is a programme which has been funded through Local Area Agreement Reward Funding for activities targeting those areas with the highest level of deprivation in Oxford and Banbury. In particular to provide family support and routes to employment

Family Intervention Project

15. Intensive support is offered to families with complex needs who are referred from a number of agencies. By the end of November 2010 28 families in Oxford had been referred to the Project, most of whom had an offender in the family, education issues to be addressed or parenting concerns.. Potential savings are being calculated on the basis of the interventions and currently savings to the public sector of £59,000 per family have been realised from 19 families after 6 months intervention. It is expected that these savings will increase further as the intervention progresses.

Routes to employment

16. The involvement of Job Centre Plus in the programme has resulted in the deployment of a mobile Job Centre to Blackbird Leys and the presence of a Lone Parent Advisor at the Children's Centre on a regular basis. This resulted from a detailed analysis of the needs of job seekers in the target localities.
17. In addition there has been intensive work with young people aged 18-20 who have been NEET (not in education, training or employment). This work has resulted in 20 young people entering work or training, one of whom was the first person in her family to be in work for three generations.

Reducing the risk of heart disease and stroke

18. In order to have an impact on life expectancy the Action Plan focuses on preventing illness and the risk of premature death. The biggest killers of people aged under 75 are heart disease and stroke. The PCT have targeted some of the risk factors for these conditions. GP's in the target areas have invited over 2300 individuals for health checks. Over 900 people took up the

invitation and of these 611 were put on the risk register and given appropriate support and treatment (e.g. medication to reduce blood and cholesterol or high blood pressure, smoking cessation support, weight management support etc).

Delayed Projects

19. Regional and national changes have impacted upon some projects which have been delayed or have had to be put aside for the time being. These include:

- Building 4,000 homes south of Grenoble Road - Revocation of the South East Plan prevents progress in the near term. The land in question will remain in its current use for the time being and the pressure for more affordable homes remains.
- Developing new funding mechanisms with the Homes & Communities Agency. The Comprehensive Spending Review has required the Homes and Communities Agency to halt discussion for the time being whilst the impact on budgets can be fully assessed.

New Proposals

20. Job brokerage has been identified as being vital to connecting people in the more deprived areas of Oxford to employment opportunities. Two new Projects have recently received funding from the LAA Reward Grant.

- The Aspire Social Recruitment Agency is a successful project connecting people with complex backgrounds directly to local employers. This work will be extended to do work in the target areas.
- The Barton Learning Partnership is a consortium of local learning providers coming together to link people directly to learning opportunities using local learning champions. Funding will support the joining up of services and the development of the learning champions.

Networking and communication

21. Involving people from several organisations in delivery, including the voluntary and private sectors, places a special emphasis on inter-partner networking and communication. As well as the multi-agency steering group and the sub-groups for individual themes, there is communication through website pages for both the Oxford and Banbury Breaking the Cycle of Deprivation programmes at www.oxfordshirepartnership.org.uk.

22. Maps have been produced of the of the target areas, showing current service centres and community facilities

Effective community involvement

23. A Neighbourhood Management Board will be set up in Blackbird Leys which will facilitate the development of an Area Forum and Area Plan. This will be multi-agency in nature and include statutory sector, voluntary organisations, businesses and community associations, local councillors and local community groups. Similar Boards will be also be set up in Rose Hill and Barton, building on existing networks where possible.
24. It is intended that the Area Plans will dovetail into the Regeneration Framework Action Plans, providing local actions that contribute towards the delivery of the overall Framework.

Programme Management

25. The Communities and Partnership Scrutiny Committee reviewed progress on the Regeneration Action Plan November 2009/10 at a meeting on 7th December 2010. The recommendations from the meeting are set out in Annex 2. In summary the Committee recommended we:

- Refocus the action plan around deliverables and outcomes that can be evaluated and contributors held to account for.
- Link an engagement and communication strategy to the Framework that ensures we are going to reach as many communities and groups within those communities with the aim of achieving broad consensus and involvement.
- Link Area Plans to deliverables in the Regeneration Framework.
- Focus more on those driving economic development, in relation to making youngsters 'work ready' for high growth industries and enterprise.

26. With the Programme now more established it has been agreed to move to a more local implementation stage. The Programme Manager for the Breaking the Cycle of Deprivation in Banbury and Oxford also oversaw the Regeneration Framework Programme. This post has now been discontinued and the work will be taken on by Officers within Cherwell District Council and the City Council. Detailed arrangements are in the process of being finalised.

The Impact of Local, Regional and National Developments

27. To a large extent our ability to take forward some of the actions set out in the original Action Plan has been dependent upon government policies and the engagement of our key partners.
28. There has been significant progress made with partners and key themes within the Regeneration Framework have now been mainstreamed within some of the partner delivery plans. For example the Children and Young People's Plan explicitly

references the Breaking the Cycle of Deprivation and Job Centre Plus has an action plan that targets vulnerable groups within the City.

29. However following the Comprehensive Spending Review and budget announcements all key partners are facing substantial restructure and budget cuts. And these will have direct implications for the delivery of the Framework and Action Plan. Changes in government policy include:

- Dismantling of the Regional Development Agencies and the Government Office for the South East
- Formulation of Local Enterprise Partnerships
- Reductions in Business Link services
- Changes to the Homes and Communities Agency and significant reduction in budget
- Proposed changes to the Primary Care Trusts, Public Health and GP commissioning of services
- Changes to Children's Trusts, schools and family support
- Changes to Job Centre Plus and the benefit system.
- The Big Society and changing role of the voluntary and community sector
- Changes to audit processes, the end of Local Area Agreements and a review of National Indicators

30. Where the local impacts have been specifically identified they have been included within the Action Plan Update in Annex 1 but there is still uncertainty about the full extent of the changes proposed and implications for the delivery of the Action Plan.

Revised Action Plans April 2011/12

31. The Revised Action Plan for April 2011/12 therefore takes into account:

- Recommendations from Communities and Partnerships Scrutiny Committee
- The existing strategies and plans of partners and if actions have been mainstreamed.
- Implications of partners restructuring and budget positions.
- Changing national government policy.
- Actions that have been completed.
- Whether outstanding action plans in the original framework will be delivered or, if not what rationale is used to discontinue them.

32. The revised Action Plan is set out in annex 4. This has been redesigned to demonstrate links between the objectives, aims, actions, outcomes and indicators. In some cases there still needs to be further work to tighten up the performance indicators and

targets and the aim is to have this work completed by 1st April 2011.

Level of risk

33. The original risk around failure of project management and leadership is now joined by other risks relating to changes in national policy and funding. Including:
- Failure to deliver physical regeneration in specific areas of the City due to changes in regional infrastructure and funding streams, leading to a lack of improvement in the quality of life for residents in those areas.
 - Failure of partners to support the implementation of the Regeneration Framework due to budget and resource constraints.
 - Failure of communities to effectively engage in the shaping of their own communities leading to developments which do not properly meet their needs.

Climate change / environmental impact

34. An over-arching driver in the Regeneration Framework is to ensure that housing is located close to employment and that people are connected to jobs. This is an inherently sustainable proposition. Many of the initiatives listed in the Regeneration Framework include regeneration projects to improve the physical environment and consideration of climate change issues will form part of the development of specific projects.

Equalities impact

35. The Regeneration Framework Action Plan is targeted at addressing issues of physical, social and economic deprivation that will help to tackle inequalities and support local communities. Individual major projects will be subject to project level Equality Impact Assessments.
36. Theme Leads will be asked to carry out an Equalities Impact Assessment when reviewing each of the Theme Action Plans. This will practically shape the priorities within the Action Plans.

Financial implications

Breaking the Cycle of Deprivation

37. £1 million was allocated from the LAA Reward Grant to support the delivery of this programme in 2009 (in Oxford and Banbury). Following the Budget Review in June 2010, 50% of this funding was withdrawn leaving a balance of £500,000 across Banbury and Oxford. The PCT are the Accountable Body for the LAA Reward Funding and provided £15,000 contribution towards the

programme in 2010-11. A contract will be agreed with each of the agencies listed below to deliver this work with specific outcomes.

Programme Budget 2010/11 –Updated January 2011

The Programme budget 2010/11 – Updated January 2011.	COST IN £000s 2010 / 11	PROJECTIONS 2011 / 12	NOTES
Family Intervention Project (City and Banbury)	100	0	Savings for all agencies to be identified as part of project
NEETs transition support (Banbury)	52	0	Preventing 100 NEETs = savings up to £12.2M
Prince's Trust Team programme (Banbury)	13.5	0	Better future for 18 NEETs = savings up to £2.2M
Family Learning (Banbury)	4.4	0	Addressing numeracy issues through children's centres
Aspire Social recruitment Agency (Oxford)	33	0	Linking local people to local employers
Barton learning partnership	12.4	7.6	Support for learning for people for all ages
Further actions to deliver programme objectives	25	144.8	Priority given to pump priming sustainability
Capacity Building	3.661	5	Programme event Theme Leads CE training event Printing
Community involvement	4	4	
Volunteer expenses	1	1	
Evaluation	5	15	Oxford Brookes
Programme manager	46		+ £15,000 from PCT in years 1 and 2
Admin	0.039	22.6	Room
Committed January 2011	300	200	Total over 2 years 500
Total available	300	200	Total over 2 years 500

Regeneration Framework

38. The implementation of the Action Plan should secure financial benefits for regeneration projects by assisting in bids for resources, prioritising and aligning projects across service areas and organisations thereby achieving greater impact and value for money.
39. The current austerity climate has already cut £500,000 from the LAA Reward programme, some of which would have helped to deliver the Regeneration Framework. On the other hand, the prospect of further cuts forced by the Government's Comprehensive Spending Review is helping officers to focus on sustaining projects and services through joined-up working rather than relying on grant applications for delivery.

Legal Implications.

40. Each project contained within the Regeneration Framework Action Plan will be responsible for ensuring that they meet their own legal obligations. There are no legal implications for the Regeneration Framework as a whole.

Recommendations

40. City Executive Board are recommended to:
1. Note progress made on delivering against the Regeneration Framework Action Plan.
 2. To approve the revised Action Plan for 2011-12.
 3. To receive a further report in March 2012 on the 3 year review and refresh of the Regeneration Framework.

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List of background papers:

Oxfordshire 2030
Oxford Regeneration Framework

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