Strategy and Policy Issues

1. How can the linkage between the various strategies and policies related to regeneration be improved?

“The existing transport network, environmental and operational constraints, proposed or committed transport projects and demand management schemes should be taken into account in development plans and development management decisions.”

“The relationship between transport and land use has a strong influence on sustainable economic growth, and this should be taken into account when preparing development plans and in development management decisions. Authorities should ensure that the local transport strategy and development plan are complementary, and should work with Regional Transport Partnerships to ensure consistency between the development plan and regional transport strategy.”

- Scottish Planning Policy SPP17, Transport, Paragraphs 166 & 167

As noted in Scottish Planning Policy 17, Transport is critical to the delivery of successful regeneration and, with it, sustainable economic growth, environmental protection and social inclusion. Without appropriate transport solutions which help people to get to, from and through the places they want to go, regeneration efforts will prove wasteful and inefficient. Worse still they will undermine efforts towards sustainable growth, meeting carbon reduction targets and result in social isolation and lost opportunities for people and communities in accessing jobs, healthcare, education, leisure and social support networks. Without considered and planned transport infrastructure and services, regeneration efforts will be undermined from the off.

SPT is guided by national, regional and local planning policies and the needs of regeneration are built into the Regional Transport Strategy for the west of Scotland:

“Planning and providing transport for regeneration areas - Transport has a key role in supporting effective regeneration, for example, national regeneration areas such as Clyde Gateway, and for regeneration opportunities in town centres, harbour areas, former industrial areas, towns and other Structure Plan priority areas. Connecting the region’s strategic corridors to major regeneration areas and providing public transport to these are key priorities.”

- West of Scotland Regional Transport Strategy, Page 14
That said, the number of bodies producing, participating in and influencing regeneration strategies makes for a challenging policy landscape. Given this environment it is critical that there is joined up thinking, strategic oversight and effective prioritisation of funding. However, there is much good practice to build on and this should not be overlooked.

SPT works closely with its twelve west of Scotland partner Councils across a number of fronts. We agree a prioritised a three-year capital and revenue programme but with a ten-year horizon based on the approved Regional Transport Strategy for the west of Scotland. In addition, SPT works in partnership with each of its partner Councils in the development and implementation of their respective Local Development Plans and with the Glasgow & Clyde Valley Strategic Development Plan Team in rolling out its plan. SPT is also a key agency in the planning system and we are active in scrutinising and responding to planning applications, including the range of regeneration proposals, to ensure the transport network is central to regeneration, protected where appropriate and to ensure that existing transport infrastructure is promoted ahead of developments on new sites without existing transport provision. This is in line with national, regional and local policy.

SPT would consider that in its deliberations the Committee should aim to build on and reinforce the current structures noted above. In addition, moves toward a greater shared service approach to service delivery are welcome and can provide a template for the delivery of regeneration.

2. Can physical, social and economic regeneration really be separate entities? The Committee would find it useful to hear about projects distinctly focussed on one or more aspects, and the direct and indirect outcomes of such activity.

No, the primary function might be economic, social or physical but the outcome will almost certainly will and should be an amalgam of these.

SPT is a partner in a number of regeneration initiatives across the west of Scotland. To give just one example, SPT is working closely with Glasgow City Council, the Clyde Gateway Urban Regeneration Company, Transport Scotland and Network rail to deliver a revamped rail station at Dalmarnock in advance of the Commonwealth Games in Glasgow in 2014. Whilst this is ostensibly a transport project aimed at encouraging modal shift from car and encouraging greater use of the rail network and supporting transport for the commonwealth Games, it is also a key component of the wider regeneration of Glasgow’s east end. Improved transport is critical to unlocking the economic potential of the area, encouraging business retention and growth, underpinning moves to deliver new residential and supporting development and revitalising a community which has suffered the consequences of industrial decline. The project also aims to improve the environment of the area, both in terms of public realm but also by encouraging people to travel more sustainably.

Working with our partners, and in addition to substantial funding from each, SPT has obtained European Regional Development funding for the project. The funding has come from the regeneration pot and required the submission of a detailed business case setting out not only the transport benefits of the scheme but centrally its
benefits in terms of regeneration, including how it will support business development, improve the social fabric of the area and meet environmental outcomes.

3. Are we achieving the best value from investment in this area? If not, how could funding achieve the maximum impact? Could the funding available be used in different ways to support regeneration?

The recent report by the Accounts Commission\(^1\) into the delivery of public sector infrastructure projects would suggest there is much room for improvement here.

Transport projects require to undertake a rigorous STAG (Scottish Transport Appraisal Guidance)\(^2\) appraisal and there may be lessons to be learned across other areas of the public sector here. In terms of regeneration benefits, better value could be achieved if outcomes are clearly defined from the outset, a point noted by the Accounts Commission. Funding could also be made dependant on meeting pre-agreed criteria, particularly in respect of transport infrastructure and services as part of any regeneration development.

It should be noted that transport, whilst not an outcome in its own right, is central to the achievement of a range of outcomes for health, economic wellbeing, and social cohesiveness. However, this is not always reflected in the funding given to transport projects or bodies, nor to the prominence which transport has in decision-making about wider regeneration and development in general. Regional Transport Partnerships, whilst key agencies in the planning system, are not statutory consultees, and as such, are restricted in the extent to which they can genuinely influence decisions about regeneration and development towards a more integrated and joined-up way. Whilst all the policy direction is in place, there remains a gap in terms of practical follow through. Contrast this with the situation in England, where the UK Government has recently decided to abandon its proposal to remove Integrated Transport Authorities (ITAs) and Passenger Transport Executives (PTEs), the strategic transport bodies for the main city regions in the North of England and West Midlands, as statutory consultees for Nationally Significant Infrastructure Projects (NSIP).\(^3\) The UK Government has accepted the argument put forward by transport authorities that it is crucial that the local transport implications of major national infrastructure projects are recognised, and that the views of the strategic transport bodies for the city regions are sought.

**Partnership Working**

4. What delivery mechanisms, co-ordination of, and information on the funding that supports regeneration are required, to facilitate access by all sections of the community?

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3. Passenger Transport Executive Group (PTEG), News release, 15/3/13 at http://www.pteg.net/MediaCentre/PressReleases/NSIP
In line with the findings of the Christie Commission\textsuperscript{4}, moves toward greater community empowerment and engagement in decision making, be it in relation to service delivery, regeneration, the planning system or infrastructure provision, are welcome and this should be at the heart of any recommendations to improve the integration of policies and plans for regeneration. Here, Community Planning Partnerships offer an opportunity to provide input from the wider community and key delivery players in regeneration, including local authorities, Scottish Enterprise and community representatives. This will allow, in a managed and inclusive way, input from a wide but appropriate range of parties, including some who might not previously have been specifically consulted on such issues.

5. Should funding be focussed on start up or running costs? What is the correct balance between revenue and capital funding? Please indicate reasons for your views

Capital Funding is generally easier to quantify and the revenue costs of projects are often underestimated or worse overlooked. Effective business case development and project appraisal should help to achieve predictability in assessing running costs. It is crucial to demonstrate public transparency when setting out the wider costs of projects and communicating the message that, whilst investment in infrastructure is welcome and necessary there are significant ongoing costs to be taken into account and planned for.

This has often been the case where regeneration initiatives have not considered in sufficient detail the transport impacts and requirements, either upfront or downstream of development proposals and it is left to local authorities and public transport authorities to pick up the pieces later. There are all too many examples across Scotland of ill-considered housing developments, often in rural and greenbelt locations, with little or no existing transport infrastructure to begin with, which require expensive new or future roadworks, bus services and / or which generate high volumes of private traffic and which are difficult to access by public transport. Whilst the desire for improved housing and attracting new residents is understandable, it is often undertaken without an appreciation of the long term damage and ongoing costs which it brings.

6. How can it be ensured that regeneration projects are sustainable in the long term?

"Development plans guide the future use of land and the appearance of cities, towns and rural areas. They should indicate where development, including regeneration, should happen and where it should not. Development plans must be accessible to the communities they serve and should be concise and written in plain language. There is a statutory duty on development plans to contribute to sustainable development”

- Scottish Planning Policy 17, Paragraph 11, Development Plans

Again, the first point of reference should be Scottish Planning Policy. Sustainability will be encouraged by incorporating appropriate measures to ensure that developments are based on identified need, have considered opportunities for re-use of brownfield land, are energy efficient, are developed with the support and engagement of local communities, are well-designed places with the needs of people at their heart. Regeneration should ensure developments are accessible and permeable for transport and pedestrians with good travel planning built-in. They should offer opportunities for a mix of uses and housing and include excellent community facilities. They should also have a key aim of encouraging local business and encouraging shared community space, leisure and sporting opportunities.

**Practical Issues**

7. **What actions could the Scottish Governments forthcoming community capacity building programme include to best support communities to “do regeneration” themselves?**

In line with the findings of the Christie Commission, moves toward greater community empowerment and engagement in decision making, be it in relation to service delivery, regeneration, the planning system or infrastructure provision, are welcome. Such an approach should be at the heart of recommendations to improve. Here, Community Planning Partnerships (CPPs) are ideally placed to encourage input and develop partnership working between local communities and key delivery players in regeneration including local authorities, Scottish Enterprise, community representatives and Regional Transport Partnerships. This will allow, in a managed and inclusive way, input from a wide but appropriate range of parties including some who might not previously been specifically consulted on such issues.

8. **What role should CPPs play in supporting the community in regenerating their communities?**

CPPs already play a role in regeneration e.g Riverside Inverclyde and Irvine Bay in Inverclyde and North Ayrshire contribute specifically to the Single Outcome Agreements for their respective CPPs. Moves to further promote engagement and co-ordination of CPP partners in the regeneration process are to be welcomed. Such cooperation will, over time, help to coalesce policy input and build lasting and genuine partnerships and promote the kind of community centred, community empowered, big picture thinking needed to ensure sustainable regeneration. This role should be championed within CPPs but it will also be important to ensure co-ordination across adjoining CPPs where joint-working will help ensure a strategic as well as local focus on regeneration priorities.

9. **How can CPPs best empower local communities to deliver regeneration? Please provide any examples of best practice or limitations experienced that you think the Committee would find useful in its scrutiny.**

Since CPPs have a wider remit than solely regeneration and include a wide range of public, third sector and community partners, they are well placed to influence and shape regeneration, and to promote public engagement and empowerment. Whilst the framework for regeneration must remain with national, regional and local
development plans and planning policy, CPPs will have a crucial role in capacity building enabling local communities to be influencers, shapers and, increasingly, delivers of regeneration.

10. How can the outcomes of regeneration truly be captured and measured? What are the barriers to capturing outcomes and how should the success of regeneration investment be determined?

“Authorities should respond to the diverse needs and locational requirements of different sectors and sizes of businesses and take a flexible approach to ensure that changing circumstances can be accommodated and new economic opportunities realised. Removing unnecessary planning barriers to business development and providing scope for expansion and growth is essential. The planning system should support economic development in all areas by:

• taking account of the economic benefits of proposed development in development plans and development management decisions
• promoting development in sustainable locations, particularly in terms of accessibility
• promoting regeneration and the full and appropriate use of land, buildings and infrastructure
• supporting development which will provide new employment opportunities and enhance local competitiveness and
• promoting the integration of employment generation opportunities with supporting infrastructure and housing development.”

- Scottish Planning Policy, Economic development, Paragraph 45

Assessing the success or otherwise of any project requires the setting of clear quantifiable goals and targets. These may be impacted by external issues as any project develops and, as such, they require to be robust from the outset. Barriers such as economic downturn, unforeseen cost increases and lengthened timescales, are all predictable unpredictables. Environmental issues will always be seen as an important aspect for any regeneration proposal and as such is perhaps more measureable in terms of success/failure of any scheme. Other outcomes such as educational attainment (if the regeneration is based on housing) are perhaps less easy to measure.

Ultimately success can only truly be measured over a period of decades. Where things go wrong it is hugely expensive to affect meaningful change. This is wasteful and damaging to communities bringing with it not only huge physical upheaval but enormous emotional turmoil for the people living in these communities. This is why development aimed at short term economic benefit must be resisted or future generations will pay the cost of economic, environmental, health and social damage. In the first instance and ultimately, decisions about the benefits of regeneration should be considered in relation to planning policy:

“Planning authorities should be clear about the standard of development that is required. These expectations should be informed by an understanding of
the qualities of their places and the underlying economics of development. This principle applies from major urban expansion and regeneration through to the design of individual houses and other minor developments.”

- Scottish Planning Policy 17, Outcomes, Paragraph 256