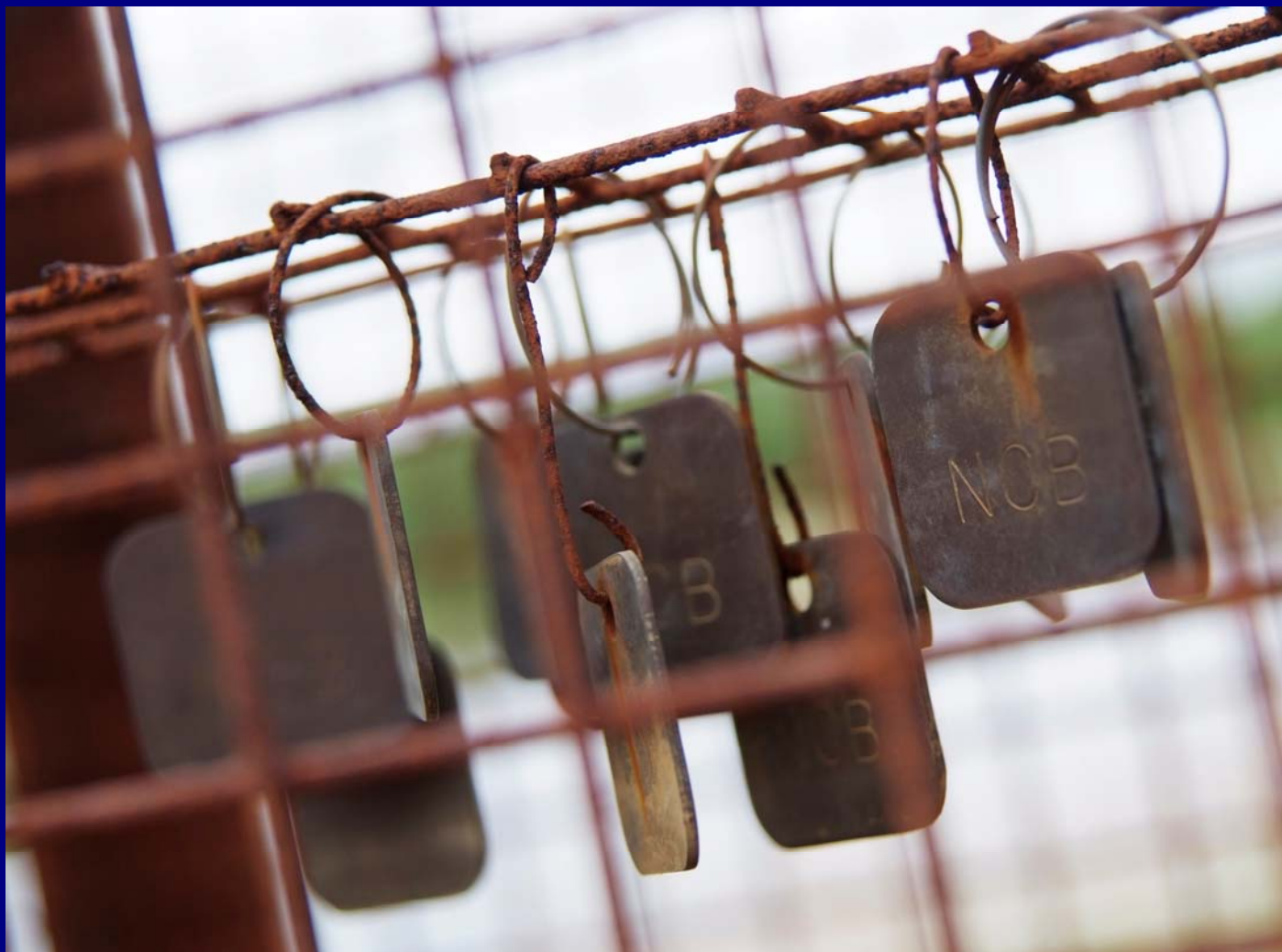


Coalfield Regeneration Review Board



A Review of Coalfields Regeneration

Coalfield Regeneration Review Board

A Review of Coalfields Regeneration

**Coalfield Regeneration Review Board
September 2010**

The findings and recommendations in this report are those of the authors and do not necessarily represent the views of the Department for Communities and Local Government.

Department for Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 0303 444 0000
Website: www.communities.gov.uk

© Queens Printer and Controller of Her Majesty's Stationery Office, 2010

Copyright in the typographical arrangement rests with the Crown.

This publication, excluding logos, may be reproduced free of charge in any format or medium for research, private study or for internal circulation within an organisation. This is subject to it being reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the publication specified.

Any other use of the contents of this publication would require a copyright licence. Please apply for a Click-Use Licence for core material at www.opsi.gov.uk/click-use/system/online/pLogin.asp, or by writing to the Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU

e-mail: licensing@opsi.gov.uk

September 2010

Chair's foreword

When the Minister of State for Housing in the last Labour Government established the Review Board we were asked to conduct a wide ranging review and to advise on how coalfield regeneration should be done from now on. In this context, we have looked at what has been achieved and what lessons have been learned. This has meant that we have looked at what has worked and what could have been done better. Most importantly of all it has entailed us looking at how government can best support this vital work in our mining communities in future.

This review is mostly concerned with the future direction of the three strands of funding administered by the Department for Communities and Local Government (DCLG), namely the Homes and Community Agency's (HCA) National Coalfields Programme, the Coalfields Regeneration Trust (CRT) and the Coalfields Enterprise Fund (CEF). The review applies to the remainder of the current and also the next Comprehensive Spending Review period.

The Government's response to the PAC report (10 March 2010), published in a Treasury Minute on 15 July 2010, confirmed the Government's commitment to complete and receive this review.

The review is intended to ensure the maximum impact of the three strands of funding in the English coalfields in order to ensure best value for money. By necessity this will require a brief look at the achievements to date of the programmes and how the second phase of coalfield regeneration is likely to be shaped in order to continue to deliver best overall value.

A key objective of the Review is to consider how the three initiatives can be more effectively coordinated to increase their community reach. It is anticipated that local authorities as part of a Local Enterprise Partnership, will be the main facilitator in the changed economic circumstances. Consequently they have a central role to play in the next phase of coalfield regeneration but the specific problems they face will still require long term government engagement and the assistance provided by the three strands of funding from the DCLG. In addition, in order to ensure best overall value it is essential also to coordinate all relevant actions of central government in the coalfields.

These three programmes of funding can make an effective impact on the deep seated social problems such as layered second and third generational unemployment. Better coordinated and working in partnership, they have the potential to encourage volunteering, contribute to improving health through sport and leisure activity, reduce anti social behaviour and lift the horizon of young people. Together they have improved general wellbeing and they combine to create the 'Big Society' model at community level.

It is clear that the Coalfields Programme under the remit of the HCA has been very successful. It has changed the topography and appearance of many coalfield areas and made them much more attractive for people to live and work in and for investment. There is nevertheless much more to be done in many coalfield areas to close the gap that exists in educational attainment, health, crime and general well being and we set out below our views on how this can be best done in the current financial situation.

A handwritten signature in black ink that reads "Mr. Clapham". The signature is written in a cursive style with a large, sweeping initial 'M'.

Michael Clapham
Chair, Coalfield Regeneration Review

Contents

Executive summary

Introduction	5
What makes coalfield areas different?	5
Are coalfield areas still a special case?	6
What has been done / achieved so far?	7
What still needs to be done?/Lesson learned	8
Conclusion	8
Recommendations	9

Chapter 1

Background	11
------------	----

Chapter 2

State of the coalfields / current position	13
--	----

Chapter 3

The Coalfields Initiatives

National Coalfields Programme	16
Coalfields Regeneration Trust	20
Coalfields Enterprise Funds	26

Chapter 4

Working with other government departments to tackle coalfield Issues

Introduction	33
Deprivation	33
Worklessness	34
Educational attainment and skills	36
Health	37
Jobs and entrepreneurship	39
Peripherality and spatial exclusion	40
Environment	41
Housing in the coalfields	41

Chapter 5		
Are coalfields still a special case?	43	
Chapter 6		
What still needs to be done / the way forward	45	
Chapter 7		
Conclusions	47	
Appendices		
1	Review Terms of Reference and methodology	49
2	Table of recommendations	52
3	Notes of evidence sessions	58
4	Regeneration in the coalfields: CLG analysis paper	89
5	Consultees who submitted	117
6	Summary of responses to consultation paper	120
7	Examples of social enterprises / letters of support	129
8	Bibliography	135

Executive summary

Introduction

1. The regeneration of England's former coalfield areas has been one of the biggest challenges of the last few decades. While much has been achieved there is still work to do, and the review has looked at some of the practical issues around physical regeneration, worklessness, health inequalities, training and skills, economic growth and community cohesion.
2. The review has also looked at what has been achieved so far, what worked, what could have been done better, and what lessons can be taken from this. It seeks to provide suggestions and recommendations on how government can best support this important work in all our former mining communities.

What makes coalfield areas different?

3. There are many problems and issues that, because of the nature and of the coalmining industry, are specific to these communities. These areas were mainly reliant on one type of industry, where everything was provided by the employer (jobs, healthcare, housing, social facilities etc); when the industry declined, so did everything else. When a colliery closes, its impact is felt throughout the whole community – with the closure of local businesses and shops, and an array of social problems.
4. The impact of this on those communities was that coalfield areas:
 - tend to be more isolated than non coalfield areas
 - have a higher mortality rate than the average for all districts of England
 - suffer a double jeopardy whereby the health of older generations is affected by their former work and that of younger people is equally as affected by poor employment opportunities and low expectations
 - have greater overall deprivation and employment deprivation than the average for all districts of England
 - have fewer businesses per head of population than the national average for England
 - have 25 per cent fewer jobs per resident than non coalfield areas
 - have more young people not in education, training or employment than the national average for England.

Are coalfield areas still a special case?

5. **Yes.** Based on evidence collected during the review, the Board believes that there is still a case for specific intervention and additional support in some coalfield areas. Although there has been improvement, economic recovery in these areas is still fragile and more susceptible to the recession than other local authority areas, and the sustainability of the investment is at risk. Moreover, there are pressing social challenges to be resolved in order for coalfield areas to move forward.
6. The long period of industrial decline and the development over time of layered, generational unemployment has created the challenge of worklessness. While this phenomenon is not only found in coalfield areas, it appears to be more deeply embedded because of this long period of decline.
7. In its report *Regenerating the English Coalfields*, the NAO noted that JSA claimants had increased by 50 per cent since the start of the recession in coalfield areas. The Improvement & Development Agency (I&DeA) noted that 65 per cent of urban coalfields have experienced a fall in economic activity.
8. Some of the coalfield areas are isolated and the nature of their development left them without an entrepreneurial history, which has meant that coalmining areas have fewer businesses. In their remote locations they are cut off from the culture of commercial centres that would both stimulate and connect new businesses with a larger market place. There is evidence of a significant gap here which is recognised by the Audit Commission and DCLG analysts which needs to be addressed.
9. Clearly education and skills are vital to the regeneration of coalfield areas but the statistics show there are more young people not in education, training and employment in coalfield areas than in non coalfield areas. One alarming figure is the number of 16 and 17 year olds not in education and training. On 2008 data, 7.3 per cent of 16-18 year olds in coalfield areas were not in employment, education or training, as opposed to an English average of 6.4 per cent.
10. Coalfield areas have greater overall deprivation and employment deprivation than non-coalfield areas. The numbers of people out of work and on benefits in coalfield areas contribute to the worklessness challenge and combined with those in low paid, unskilled jobs it swells the numbers who have insufficient income to ensure their well being.
11. The social and economic inequality between coalfield areas and non coalfield areas underpin the poor state of health of residents in the former coalfield communities. Evidence from the I&DeA survey 'Health inequalities in ex-coalfield/industrial communities' shows that coalfield areas have higher mortality rates than the average for all districts of England. Furthermore, the survey records that the health of the younger generation is equally as badly

affected as the older generation but caused by entirely different factors namely poor employment opportunities and low expectations.

12. The differences between coalfield areas and non coalfield areas are still profound and the evidence shows that the residents of some coalfield areas have far worse life chances that contribute to a higher mortality rate than any other districts of England. Most definitely they are still a special case and continuing the DCLG funding strands to help them is essential.

What has been done / achieved so far?

13. Much has been achieved through the initiatives so far. In terms of physical regeneration through the National Coalfields Programme, improvements to the landscape are clearly visible; this has in turn had the effect of making areas more attractive places to live, as well as encouraging employers and inward investment.
14. The Coalfields Regeneration Trust was set up to help and provide funding for community based projects in coalfield areas. The work done by the Trust has helped to tackle the social and economic problems in these communities, with projects designed to increase education and skills, improve health and well being as well as increasing capacity and enterprise of the voluntary sector.
15. The Trust has been very successful in working with local communities in a way which supports a genuinely bottom up approach, giving people in these communities the chance to work with and for their communities, and helping to restore community resilience and pride.
16. The Coalfields Funds, managed by Enterprise Ventures (EV), were set up to support the growth of businesses and encourage entrepreneurship in England's former coalfield areas. They are recognised as the only dedicated source of venture capital specifically focused on the needs of those areas, and in addressing the 'equity gap'. The fund has been particularly successful in attracting inward investment with nine of the 26 businesses supported choosing to locate, or move into coalfield wards. These decisions were influenced mainly by the availability of funding through the Fund.
17. Even where applicants are not eligible for funding, they are able to suggest other funders who may be able to help. EV also plays an advisory and mentoring role and will make suggestions on how the proposition could be made more attractive to funders. In some cases where further support is needed in preparing business plans, recruitment and even legal issues they are able to suggest appropriate specialists who can help.

What still needs to be done? / Lessons learned

18. While most of the physical regeneration has been dealt with, more needs to be done to tackle the economic, social and deprivation issues that still remain.
 - There needs to be closer partnership working in local areas – with responsibility for local projects being devolved, rather than delegated. To achieve this, funding should remain additional rather than being incorporated into local authority allocations.
 - Continued engagement with other Departments - regeneration is not something which can be tackled in isolation and other departments have an important role to play.

19. There are specific lessons that were learned as the whole process evolved:
 - The complexity of the task – it was not clear at the start of the process how difficult the task would prove to be, which impacted on the planned timescales for these initiatives.
 - Better co-ordination – these initiatives were set up at different times, with different objectives. It has now become clear that there were opportunities for closer working at an earlier stage.

20. There are also lessons which can be applied more widely:
 - when embarking on any sort of programme or initiative a joined up approach is essential
 - true partnership working will always provide additional benefits
 - it is important to be clear about shared outcomes and how they are recorded from the outset
 - appropriate evaluation and feedback mechanisms should be put in place at an early stage, need to be able to tell whether the programme/initiative is achieving what it was set up to do.

Conclusion

21. It is the Board's view based on evidence gathered during the review, that whilst there have been some significant improvements made in coalfield areas over the last decade as a result of the DCLG funding, major challenges still remain to be resolved before they can be floated into the main stream.

22. The Board considers that if coalfield areas were mainstreamed at this time, many would sink under the weight of deep seated social and economic issues. We believe the continued provision of the three strands of DCLG

funding is essential to the continued regeneration of coalfield areas. Albeit in a better coordinated format and operating in parallel and partnership to the main provider to bring greater intensity of action and community participation.

23. The Board is therefore making the following recommendations:

Recommendations

- Improving coalfield areas and tackling the deep seated structural and social problems requires a joined-up, multi-agency approach. It needs to bring together a range of local and national partners, to develop an integrated local programme approach.
- Local authorities are best placed to understand their own areas and therefore have a central role to play in the next phase of coalfield regeneration. However, the realities of the economic climate need to be recognised, with spending and institutional cuts both in central and local government. Local authorities should not be expected to make up for reductions in government programmes. They should be given the resources they need to deliver locally.
- Traditionally, funding from central government departments has restrictive conditions placed upon it, and there is no flexibility to meet local specific needs. Local authorities need to be given more freedom to spend money in a manner which best meets local requirements and conditions, whilst at the same time being accountable for decisions they make. In the past there have been a confusing array of funding streams which have been too prescriptive in their application and have not allowed local authorities to be flexible to their communities needs in the way these monies have been spent.
- There is an important ongoing role for the Coalfields Regeneration Trust to play in tackling worklessness, skills deficit and community development. However, the current three year funding for the Trust engenders uncertainty and consideration needs to be given as to how it might be funded over a longer time scale.

- Central government support for coalfield areas needs to be maintained, and DCLG has a pivotal role in delivering this. The enhanced governance structures put in place by DCLG are helpful and need to be developed into an effective mechanism for:
 - ensuring better coordination between the National Coalfields Programme, Coalfields Regeneration Trust and the Coalfields Enterprise Fund to ensure better value for money
 - engaging other Whitehall Departments to ensure their policies and delivery mechanisms are aligned with the needs of the coalfields
 - agreeing revised lifetime programme targets with HCA as part of the spending review process and in the light of any changes in the end use of sites – the demise of the RDAs (who own 54 NCP sites) could affect delivery and income generation through receipts.
- To look again at those areas which are currently classed as ‘former coalfield’ areas to ensure that whatever resources are available, are most effectively targeted.
- In general the HCA National Coalfield Programme (NCP) should be brought forward as originally planned, but where local priorities have changed and this is not possible, it is incumbent upon the HCA to demonstrate that there has been the full involvement of local authorities involved in the decision making process.
- The Coalfields Enterprise Fund provides a valuable venture capital vehicle for coalfield areas. However, there is a need for a smaller grants or loans scheme to help businesses who are finding it hard to find funding in the current economic climate.
- There needs to be flexibility within the evaluation regimes for initiatives to allow for programmes having to be adjusted as they evolve. Stringent reporting requirements can lead to inflexibilities and programmes taking a direction to comply with the necessary reporting back rather local requirements.
- In all cases, local authorities should be consulted and involved in the design and delivery of initiatives affecting the coalfields.
- The Board has made some suggestions on how these recommendations could be taken forward at Appendix 2.

Chapter 1

Background

- 1.1 In the 1980s and 1990s, coalmining in the UK faced a period of restructuring which would eventually see the contraction of the industry. In 1981 there were 161 collieries, which employed over 200,000 people, whilst today the number is down to five major mines employing in the region of 3,300.
- 1.2 The speed and the scale of the restructuring was unprecedented in any UK industry, the biggest impact being felt in the early 1990s. Whilst central government worked hard with local authorities, the voluntary sector and the communities themselves to help support those areas affected, it became clear that more substantial intervention would be required to turn these communities around.
- 1.3 In 1996, the Conservative government announced that it was going to create the £365m National Coalfields Programme. Under the auspices of English Partnerships, this would tackle 56 former colliery sites in England. It would remediate sites, and put in the necessary infrastructure to create jobs with an end target of 2012.
- 1.4 Then in the autumn of 1997, the then Labour government decided it was going to convene a Coalfields Task Force to see what more could be done for coalfield areas. Reporting in 1998, the main three outcomes were:
 1. An expanded National Coalfields programme with 86 sites.
 2. The creation of the Coalfields Regeneration Trust.
 3. The proposal to create a Coalfields Enterprise Fund
- 1.5 These are all initiatives which fall under the responsibility of the current Department for Communities and Local Government. The Task Force also recommended wider engagement across government to help address the issues faced by the coalfields communities.
- 1.6 This wider engagement has not been as successful as hoped, and the Department put in place strengthened governance structures. The decision to

Former colliery at Pleasley, Nottinghamshire



change and strengthen the structures of governance for the coalfields predate the NAO enquiry, but have been reinforced by it.

- 1.7 Since the creation of the National Coalfields Programme there have been several evaluations of coalfield regeneration undertaken. Many of these are listed in the bibliography in the appendices. The review team took these into consideration when undertaking their investigation. However in particular, the review team were mindful of two particular reports:

A mine of opportunity: local authorities and the regeneration of the English coalfields (2008) Audit Commission

Regenerating the English Coalfields (2009) National Audit Office

- 1.8 Both, to different degrees, were critical of some aspects of coalfield regeneration, and these criticisms were borne in mind when drawing up the recommendations for this report.
- 1.9 These reports also formed the background to the CLG response to the Public Accounts Committee in 2010.

Chapter 2

State of the coalfields/current position

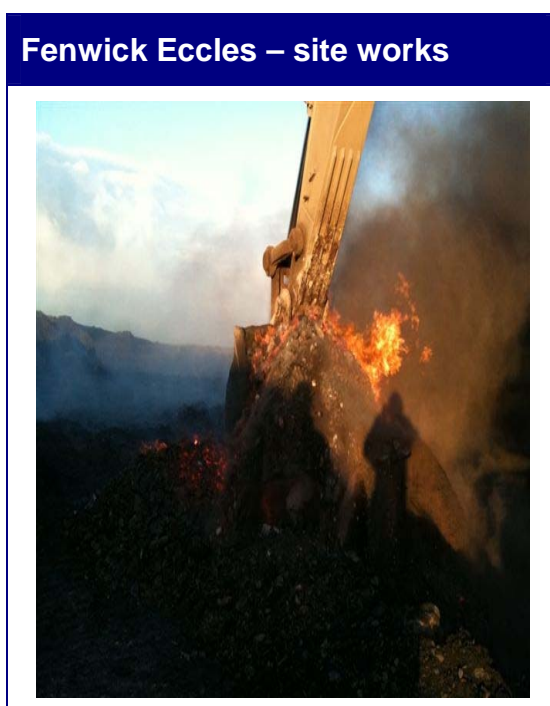
- 2.1 The state of the coalfields today is a marked improvement on what they were a decade ago but there is still a long way to go. The report in 2008 by the Audit Commission showed that, although much had been achieved and coalfield economies appeared to be narrowing the economic gap with the rest of the country, there was still a great deal of deprivation still existing. The report also noted that much of the employment space created is skewed to warehousing and low paid vulnerable jobs. There is now evidence that these jobs have been hit hard by the current recession.
- 2.2 The report published by the National Audit Office in December 2009 also concluded that, despite progress made by the coalfield initiatives, coalfield areas remain severely deprived and that recovery made to date is at risk from the economic downturn.
- 2.3 It also stated that the index of multiple deprivation shows 37 per cent of coalfield areas are ranked in the top 25 percent most deprived areas in England. This represents a 3 per cent improvement on 2004, when 40 per cent of coalfield communities were ranked in the top quartile. Whilst absolute levels of educational attainment, adult skills, life expectancy, income deprivation and crime have improved, inequalities persist. The gap with the rest of the country has narrowed, but many coalfield areas remain among the most deprived areas in England.
- 2.4 It has to be recognised that the problems encountered in many coalfields reflect not just the decline of the coal industry itself, but also the wider group of economic activities related to the production of coal. When a colliery closes it impacts on the entire community. In the first instance, there is the loss of around six hundred reasonably well paid jobs at each colliery, and the knock on effect to other business is felt locally almost immediately. Specialist engineering and transport businesses are hit from the start. The fall in purchasing power which follows takes its toll on the retail sector and stores close their branches.
- 2.5 This multiplier effect has led to both a contraction of the overall economic base of the coalfields, and a reduction in the number and range of jobs that are available. In its wake, the community is vulnerable to an array of social problems like drugs and increased acquisitive crime, making people generally feel less safe.
- 2.6 In Barnsley, for example, the local authority estimate that more than 20,000 mining jobs were lost due to the colliery closure programme in the 1980s and 90s. The multiplier effect was calculated to be at least two additional jobs for

every mining job lost. The closure of local shops and the disappearance of national stores from the high street in many former coalmining areas add to the tiredness of once prosperous areas and the deprivation becomes more than a perception.

2.7 The physical regeneration of the coalfield areas has been a central feature of the regeneration of coalfield areas (This will be looked at in more detail when we look at the HCA programme). Prior to the Coalfields Programme, the coalfield local authorities contained 21 per cent of the national stock of contaminated and derelict land. Between 1993 and 2004 about half the derelict land was reclaimed and subsequently still more progress has been made; but the receipts based programme administered by HCA, which includes 107 former colliery sites, has been hit by the collapse of the market in the current recession and it may be some time before the market recovers.

2.8 The Audit Commission concluded 'the key unfinished business of coalfield regeneration is to deal with the complex range of social issues that continue to affect these communities'. There is still poor educational attainment in the majority of coalfield areas.¹ Moreover, health inequalities are glaring as was highlighted by the recent report from the Improvement and Development Agency (I&DeA)², and indeed the earlier Marmot Review³.

2.9 The I&DeA refer in their report to the need to tackle a double jeopardy in coalmining areas. On the one hand there is the industrial illness and disease from working in the mines that affects many of the older ex-mine workers, and then there is the poverty and illness that afflicts the younger generation. This arises from poor education, no skills, low motivation that translates into health issues. The Board agrees with the I&DeA that these deep seated social problems can only be tackled by a bottom up, holistic approach.



¹ Audit Commission (2008) *A mine of opportunity; local authorities and the regeneration of the English Coalfields*, para 45

² I&DeA (March 2010) *Health Inequalities in ex-coalfield/industrial communities*

³ Marmot Report (Feb 2010) *Fair Society, Healthy Lives*

- 2.10 Against this background, it is not surprising that economic deprivation continue to characterise coalfield areas marking them out for distinct but better coordinated assistance provided by the three strands of funding from the DCLG (the social problems in coalfield areas will be looked at in more detail later as will the three strands of funding).
- 2.11 Coalfields are not homogenous. Some exist in relatively urbanised situations, whilst others are more rural. Some were large and dominant in their local economy and others were small players. In some areas, there were other industries that existed alongside the mines, in others the Coal Board was the sole major employer. Some coalfields are close to the main arteries of the road network, where others remain remote and isolated. Some have recovered relatively well, whilst other areas still struggle. However, when we talk about coalfield communities still in need, there will be a cocktail of factors involved, typically:
1. Worklessness and skills deficit
 2. Low educational attainment
 3. Poor health, esp. mental (drugs, alcohol abuse)
 4. Low levels of entrepreneurship
 5. Debt
 6. Physical and social isolation – spatial exclusion
 7. Fragile economies
 8. Poor housing stock – in places and restricted offer (e.g. little mid-range housing for sale) which results in inability to attract new enterprises and jobs
 9. Poor environment
- 2.12 It is important to bear in mind that these factors can vary, not only between different areas, but also between communities within those areas.

Chapter 3

CLG Coalfield initiatives

National Coalfields Programme

- 3.1 The Coalfields Programme forms part of a wider Property and Regeneration Programme (P&RP) run formerly by English Partnerships and now transferred to the HCA.
- 3.2 Since the start of the Coalfields Programme in 1996, the portfolio has increased from 57 sites to 107 sites across seven regions. Net expenditure to date is about £257m, with a remaining net expenditure expected to be around £203m.
- 3.3 If all the 107 sites were to be completed, and based upon current plans (which could be affected by the demise of the RDAs), the programme is currently forecasting lifetime outputs as follows:
 - over 4,000 hectares of land brought back into use
 - over two million square metres of employment floor space
 - more than 42,500 jobs created
 - over 13,100 homes built.

Frickley Colliery (Yorkshire) to country Park

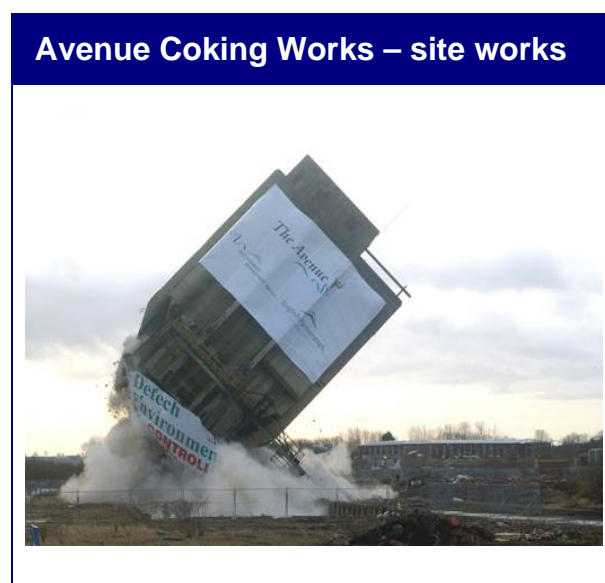


- 3.4 It should be noted that the Coalfields Programme has traditionally been referred to as ring-fenced. However, the funds are not isolated and distinct from other funding and there is a specific cap on the amount HCA can spend on this programme. The original rationale for the ring-fenced budget was that revenue from the more commercially attractive sites would cross subsidise the cost of dealing with the less viable sites.
- 3.5 Currently resources for the overall programme are provided via an annual capital allocation from DCLG, supplemented by capital receipts received. The total P&R allocation for the Comprehensive Spending Review (CSR)

investment period 2008 – 11 was £1700m, of which coalfields projects received £143.36m. Allocations for the next CSR will be set this autumn.

- 3.6 The HCA has developed good partnership working with coalfield local authorities as demonstrated by the Annual Members' Forum which it jointly organises with the Industrial Communities Alliance.
- 3.7 The HCA is currently reviewing all priorities to ensure they align with local authority investment aims. This includes an analysis of what the impact would be if the HCA disengage from certain sites for reasons of low priority.
- 3.8 The review of sites in the programme has been split into two categories:
- those sites which are nearing completion and/or progressing, referred to as category A sites; and
 - those sites which are currently unfunded or unapproved, referred to as category B sites.
- 3.9 HCA is also undertaking a review of four other significant sites in the coalfields.
- 3.10 Of the 107 sites in the current portfolio, 93 are category A and have either been completed or progressing towards completion together with two Coalfield Action Partnerships (CAPs).

3.11 These sites are expected to deliver more than 90 per cent of the programme's overall employment floor space and 84 per cent of 'Land Brought Back into Use' output target. It will also exceed the housing output target by 6 per cent. To complete these sites the total remaining spend required is estimated to be £241m gross. Expected receipts should reduce the remaining net spend to £94m. A large proportion of the net spend (£172m) is required for the remediation work on the Avenue Coking Works. The completion date is forecast to be mid 2014.



- 3.12 The remaining 14 sites plus CAPs are category B and either unapproved or and/or unfunded. The gross spend forecast for these sites is £121m, with estimated receipts of £12m reducing the net spend required to £109.
- 3.13 The NCP is facing the same challenges as many other programmes as a result of the economic downturn and fall in receipts. Some consultees were concerned that this now meant that the remaining coalfield sites would have

to compete with other HCA spending priorities, and this might mean some sites would never be completed. The Review Board believes the National Coalfields Programme should be brought forward as originally planned, but where this is not possible, it is incumbent upon HCA to demonstrate full involvement of local authorities involved in the decision making process.

- 3.14 The Board are conscious of the criticism levelled by the National Audit Office (NAO) report on coalfields regeneration, as well as the subsequent Public Accounts Select Committee report published in March 2010. The main criticism of the NAO was that the three initiatives lacked coordination. There are, however, some good examples of wider working by the HCA with the CRT and other agencies and local authorities (see paragraphs 3.16 to 3.18 below). The enhanced structures put in place by DCLG to oversee work in the coalfields should ensure this collaboration is further strengthened.
- 3.15 Similarly many of the Review's consultees did not agree with the NAO's assessment of the National Coalfields Programme. They argued that the NAO missed the bigger picture; namely there was never anything automatic about the Government's commitment to this major initiative, and in its absence the English coalfields would have languished badly. Many local authorities have said that without the NCP it would have been difficult for them on their own to secure the degree of regeneration that has been attained.
- 3.16 In the early days the Coalfield Programme was about physical regeneration and the creation of employment floor space - it has been essential to tackle the environmental legacy, reclaim land to make it safe and to improve the quality of the surroundings in the coalfield areas. That changed over time and a more holistic and local approach emerged. A key lesson learnt has been the need for long-term regeneration strategies and a partnership approach to investment from local authorities, housing associations and private businesses – recognising the role that all partners can play. The former colliery site at Grimethorpe in South Yorkshire is an example of where the scale of the problems needed the expertise of a number of partners to be successful (see box below).

Case Study - Grimethorpe

To revive its fortunes, Barnsley Council worked with government agencies, the private sector and the community to develop a 15-20 year regeneration strategy for Grimethorpe.

To date, the area has seen investment of more than £146million with almost £82 million through private finance. Partner organisations have worked together to tackle the decline in the colliery and related businesses, address the property market prospects for both residential and commercial activity and concentrate on creating a cohesive community.

An example of the impact of this is in the increase in levels in educational attainment. In 1998 only 13 per cent of pupils achieved five or more A-C GCSEs. This compares to 69 per cent in June 2007, demonstrating how young people are seeing the benefit of regeneration initiatives through the return of local work opportunities, giving more purpose to the need to achieve good grades.

Grimethorpe also demonstrates the need to take communities along. The residents of Grimethorpe have played an integral part in its regeneration by being involved in boards and advisory bodies.

- 3.17 The move towards localism presents opportunities for the HCA to work with the CRT and local authorities. It is apparent that the HCA are now endeavouring to develop further a joint way of working with the CRT and communities to get the best value for money now that the physical remediation work is largely completed. Partners need to work together to link physical investment to wider economic and social needs, for example, to address worklessness.

Case Study - Cotgrave

An example of how the NCP is drawing on this approach is at Cotgrave. As part of the planning application, an Employment Statement has been put together in conjunction with partner agencies, to ensure that skills development and employment initiatives are integrated with the work of the contractor on site.

- 3.18 Some consultees, particularly those from local authorities, expressed support for local investment planning, regarding it as a useful tool for pulling together housing, planning and regeneration perspectives. A strong partnership with

local authorities is essential to ensure that investment meets local authority needs and priorities.

Case Study - Seaham

An example of this integrated local programme approach is in Durham where the local authority is working to align infrastructure, housing, economic development, schools and other investment. This is demonstrated on the Seaham former colliery site.

The pit was closed in 1987 and re-mediated in 2004 with £5.7 million from English Partnerships. A Joint Venture Agreement between the County Council and the HCA has now been agreed to deliver education (some uncertainty over the school now as not got BSF funding), housing and potentially leisure facilities on this site together with the adjoining local authority owned site and eventually the existing school site.

- 3.19 However, there was also concern expressed that the HCA is currently too focused on housing based regeneration rather than place led regeneration.
- 3.20 The programme is forecast to lever in more private sector funding during its lifetime than was originally anticipated (£2.1bn compared to £1.1bn). To date £1bn has been achieved. It could be argued that this mirrored the wider success of the programme.
- 3.21 It would not reflect good value for money to curtail the programme at this stage when so much has already been achieved and for comparatively little more the programme could be completed.

Coalfields Regeneration Trust

“There can be no doubt whatsoever that the CRT has played a major part in helping to rebuild and reinvigorate many of these communities.”

Alan Meale MP⁴

- 3.22 While the National Coalfield Programme was set up in the first instance to look specifically at the physical regeneration of coalfield areas, the Coalfields Regeneration Trust (CRT) was set up to provide funding to community based projects located in or directly benefiting coalfield areas in England, Scotland and Wales.

⁴ Written submission by Alan Meale MP (2010)

- 3.23 The CRT was established in 1999 and was dedicated to improving the quality of life in Britain's coalfield communities. It is an independent charity and company limited by guarantee which aims to make coalfields sustainable to the point where they can be prosperous, viable and cohesive without support.
- 3.24 CRT has a long history of working in the heart of local communities, giving people the power and ability to identify and solve their own problems by connecting them to mainstream activity in order to create the kind of places they want to live in. This has been central to the delivery of programmes and has formed the core which has enabled people to shape the delivery of initiatives locally. CRT has supported the development of social enterprises and encouraged all community based groups to make plans for their long term sustainability, encouraging collaboration and the development of asset bases. Examples of letters from social enterprises who have received support and funding through CRT, and other examples, are given in Appendix 7.
- 3.25 CRT works with young people who need positive challenges, delivering intensive sport based initiatives to assist them in staying fit and healthy and to enable them to recognise their own potential. It supports people who are removed from the labour market tackling the personal barriers they face in gaining independence. It helps people to increase their skills through education and training programmes and ensures that they have the opportunity to participate in changing job markets. CRT also acts as a catalyst in communities which need that little extra backing to support and improve their area. In the last 3 years alone, CRT has created 2,477 new volunteers involved in local action, providing them with relevant qualifications and establishing a skills bank for the benefit of deprived neighbourhoods.
- 3.26 Over a number of years this proactive approach to developing and providing appropriate responses to core problems has resulted in an incredibly diverse range of programmes, from small community grants of £2,000, to a £12m rehabilitation and respite centre for severe respiratory diseases. Programmes work across local authority boundaries and include all sectors within communities, maximising the investment of all partners and ensuring money gets to work at the heart of the matter. CRT continually strives to achieve value for money and has an ability to reach the people who most need help.
- 3.27 It has a commendable record of making grants over the four rounds since 1999. The National Audit Office (NAO) found that the CRT had exceeded all but one of its aggregated targets in the first three rounds between 1999 and 2008. Whilst the NAO found it difficult to assess the cost of each output delivered, it noted that CRT uses agreed bench marks and all projects examined were affordable within them. In addition, a very recent independent review of CRT's worklessness programme established that the cost of £2.7 million was offset by a general net saving to the exchequer of £3m and that 1,286 people had been supported directly into work, at a cost per job of £2,077. A list of CRT evaluations is given at the end of Appendix 8.
- 3.28 The following case studies provide insight into the work of CRT:

Case Study – Family Employment Initiative (FEI) – East Midlands

The FEI helps those unemployed and economically inactive in coalfield areas to get training and support to take up job opportunities. It takes a whole family approach, providing personalised and holistic support for individuals and their families in overcoming barriers to employment.

Case Study - Confidence boost helps Vicky rustle up a new job

Single parent Vicky registered with the FEI a year ago. She had recently moved to the area and needed some help finding work. Her confidence and self esteem were very low, and she welcomed the friendly and supportive help offered by her Community Employment Adviser, Donna.

Donna and Vicky agreed that the catering sector would be a good match for Vicky's skills and ambitions – she wanted to manage a pub one day, but didn't think she had the right qualifications or the ability to get them.

"I highlighted to Vicky that she had a huge wealth of experience, and that I thought she would be quite capable of completing a training course. I think she was a little surprised that someone was looking at her long-term goals and not just trying to move her straight into the first job available," said Donna.

With help from Donna, Vicky applied for and was accepted on a training course at Chesterfield College. As she was new to the area, Donna planned a bus journey and walked Vicky from the bus stop to the College so that she was familiar with the route when the course started. After passing the course with flying colours – something Vicky was really proud of – she was offered a job managing a pub. But as it would mean moving, and Vicky didn't want to disrupt her home life again so soon, she decided to look for something else.

Now with a great sense of achievement and self worth, Vicky started applying for jobs. "I met up with Vicky every couple of weeks or so to look for job vacancies and to discuss her progress," said Donna. During one of their sessions, they found a vacancy for a chef in Bolsover. Within days of her CV and covering letter being sent Vicky was invited for interview and got the job on the spot! Vicky has done so well at her new place of employment that she now manages the kitchen, creates menus and has also taken on a kitchen assistant.

"Donna made me believe in myself when I felt low and I did not believe I could do things. She has helped me so much, I am so glad I met her and thank her for everything she did for me. Donna is fantastic at her job, she is friendly, helpful and caring. If it wasn't for her I would have given up on everything I ever dreamed of," said Vicky.

Case Study - Community nurse Sue Dean can help people overcome health worries and find the confidence to consider returning to work

Sometimes getting back to work is about more than simply finding the right job. Community nurse Sue Dean offers people registered with the FEI the chance to talk about some of the health challenges that may be preventing them from swapping benefits for a regular wage. Sue works with the FEI team at Patchwork Row, and also at Creswell and Bolsover.

Anyone who wants Sue to help with a specific problem or just some general advice is welcome to pop in for an informal chat – there are no time limits on appointments, and Sue is happy to see people for 20 minutes or even a couple of hours!

“The longer people have been unemployed, the more worried they can be about going back to work – especially if there are health related issues which prevent them from returning to the type of work they have done before,” says Sue. Once the issues have been identified, Sue can refer people to other health agencies or their GP for help. She can also help put together a rehabilitation programme, or an exercise and diet plan, to help an individual prepare for the job searching process. “There are programmes like Bolsover Wellness and a Condition Management Programme which many people may not be aware of, and which can help people to live a healthier life, which in turn boosts their confidence about returning to work,” says Sue.

“People who have had surgery, or who have circulation problems need to be sure what their body is capable of before they commit to regular work. Sometimes working as a volunteer can help address issues and overcome worries about what it will be like to come off benefits. We can support people as they make these life-changing decisions,” adds Sue.

Case Study - Barnsley Community Build and the Community

Barnsley Community Build (BCB) was incorporated in April 2001, its main objective was to maximise training and employment for opportunities for unemployed people in Barnsley, who were interested in developing a career in the construction industry.

By April 2002 it was difficult to see a clear direction for BCB, funding had all but come to an end. The Coalfields Regeneration Trust (CRT) changed BCB's direction and fortunes. From a small office in Grimethorpe BCB developed and delivered the Skills Builder program, funded through CRT. The Skillsbuilder programme was originally set up as a pilot to help 20 redundant miners at the Prince of Wales Colliery in Wakefield, funding was made available to help with retraining and to help secure employment in the construction industry. As a result of the success; it was extended to cover Nottingham, Selby and Ellington in the North East. The Skillsbuilder programme retrained and found employment for 633 redundant workers, gave careers advice to over 2,500 unemployed people, referred people into part time employment and gave advice and support to people who wanted to become self employed.

Whilst delivering the Skillsbuilder programme it became apparent that not being able to secure a training opportunity quickly which covered the wide variety of occupations, many with specialist skills was a major problem. CRT recognised the problem and committed funding to support BCB's proposal to relocate to a new facility where we could help with training shortages and to be more accessible to a greater number of people. On May 6 2006 the new centre was opened and named the "Skillsbuilder Centre". The centre is now well established and its location is ideal to support the ever changing programmes and initiatives that BCB supports.

In November 2008, based on the success of the Skillsbuilder project, CRT engaged BCB to support young adults who were either long-term unemployed or had left school without meeting their full academic potential, the new initiative was named "Skills-U- Build" (SUB's). Up to the end of August 2010, it has secured employment for 232 unemployed people. We receive regular comments from struggling construction companies in this difficult economic climate, complementing the SUB's initiative as being the life line to survival and being the catalyst in expanding their organisations.

CRT has without doubt been the biggest single positive impact to where BCB is today. CRT's ongoing funding and support has opened up opportunities that have been life changing for some of our most vulnerable community sectors. BCB have built on the investment made by CRT and has now developed into a fully self sustaining social enterprise, supporting an ever-increasing number of projects.

It is most probable that BCB would have ceased trading long ago, without the ongoing support from CRT. The relationship has been mutually rewarding and has recorded many successes in helping to improve people's living standards, in changing the infrastructure and the community for the better.

Case Study - East Staffordshire Racial Equality Council – Dove Mentoring Project

The Trust invested £9,992, through its Bridging the Gap programme, in the Dove Mentoring Project delivered by East Staffordshire Racial Equality Programme in February 2009.

The project was a response to the needs of people from BME communities who had mental health problems and had difficulty accessing mainstream services. The project targeted the most deprived coalfield communities in Newcastle-under-Lyme, Tamworth and Cannock Chase and typically where the highest concentrations of BME communities were resident. The Trust's grant paid for the salary costs of a part time Mentoring Coordinator whose remit was to work within the target communities and develop mentoring and support routes for individuals with mental health problems. A key aim was also to recruit new volunteers to train as volunteer mentors to provide continued support to individuals after the CRT grant.

The project over achieved on projected outcomes largely due to the experience of the Mentoring Coordinator who had a good working knowledge of the target communities and the best routes to engage with BME groups. Thirty-seven new volunteers (target was 20) were recruited and trained over 12 months to deliver mentoring support to over 30 individuals and families who experienced difficulties accessing support and services due to mental health problems. The skills gained by the volunteer mentors built in sustainability to the continued delivery of this support role beyond the CRT grant. This modest investment by the Trust has created a legacy in these areas for a much needed support service that is not dependent on grant funding for its continued delivery. The 37 volunteers have gained new skills that will not only enable them to continue providing quality mentoring support to vulnerable people but has created opportunities and further pathways for progression.

The future

- 3.29 CRT will spearhead government's aims objective to encourage people to take an active role in their communities. For the future it will aim to:
- reduce the number of coalfields categorised as severely deprived
 - collaborate closely with local authorities and the coalfield programme delivery partners to achieve better consistency of support between the coalfield areas and focus investment onto the most deprived areas
 - work to support the Lotteries Board proposal (Big Local) in funding the most deprived communities by adding to and enhancing the benefits to former mining communities involved
 - support local people to access opportunities to gain new skills, for volunteering and access to work, building a skills bank to benefit local communities, to provide or improve facilities for community use
 - provide a framework to measure the outcomes expected for coalfield communities more accurately reflecting value for money in all aspects of delivery (Social Return on Investment).

Coalfields Enterprise Funds

- 3.30 The Coalfields Funds (Coalfields Enterprise Fund and Coalfields Growth Fund) were set up to support the growth of businesses and encourage entrepreneurship in England's former coalfield areas. They are recognised as the only dedicated source of venture capital specifically focused on the needs of those areas, and in addressing the 'equity gap'.
- 3.31 CEF was established by the UK Government in response to the detailed study of the English coalfields carried out by English Partnerships in 1998 and was launched in May 2004. The study identified the need for a Fund able to provide venture capital to coalfields based Small and Medium Enterprises (SMEs), who would otherwise have difficulty in raising funds to grow their businesses. This was essential to support the wider development of the coalfields economies, and reduce their dependency on a small number of heavy industries, allied to coal.
- 3.32 Slow progress was initially made in the development of the Fund, which was breaking new ground. Although relatively small in scale, it was operating over the large but diffuse coalfield areas and was focused on severely deprived communities. This gave rise to a number of challenges in engaging with financial institutions, including banks and fund managers, in persuading them to invest in these areas.
- 3.33 It is important to understand that the Fund was always intended to operate in a "commercial" way - that is, to make sound and profitable investments. If successful, CEF would return capital to the Government, plus a modest

financial return. This means that intervention of this type comes at zero net cost to the public purse.

Fund criteria

- 3.34 CEF provides Venture Capital in the range £40,000 to £500,000 to eligible Coalfields SMEs. The Fund is a £10m co-investment fund. This means that CEF cannot invest more than 50 per cent of the total funding required in any one business. The remaining funding must come from other sources, either debt or equity. CEF was established to counter a number of factors which collectively caused under-investment in the English coalfields, the so called “Equity Gap”.
- 3.35 The South Eastern bias of venture capital funds, in terms of their location and potential returns from investments, inevitably leads to a concentration of activity in the South East of the country. The resulting lack of proximity of fund managers to most of the coalfield areas is a barrier to investment. However, the networks of financial intermediaries have developed close to where the venture capital firms are based, in London or the UK’s other major cities, not in coalfield areas. This makes it harder for businesses in the coalfield areas to obtain good advice on fund-raising.
- 3.36 Whilst the period to 2008 saw dramatic growth in the level of private equity activity in the UK, the Government commissioned Rowlands Review, published in late 2009 confirmed the continuance of this equity gap, in the range £250,000 to £2m. It is therefore widely accepted that there are still sectors, stages of company development and geographic regions of the economy that do not have access to an adequate supply of venture finance, such as the English coalfield areas. The Coalfields Funds specifically address this need.
- 3.37 In 2008, the economic climate and funding landscape also changed significantly. The global “Credit Crunch” massively impacted on the willingness of the high street banks to lend into the SME sector. This has made it even more difficult for coalfields businesses to access funding in support of growth, or recovery from recessionary pressures.
- 3.38 Following a series of successful realisations, in 2009 the investment life of CEF was extended by CLG, and is now due to end in May 2014. In 2009 CLG also committed an additional £5m, alongside £5m from private institutional investors, into the Coalfields Growth Fund (“CGF”). This £10m Fund has an investment range of £500,000 to £2m, is complimentary to CEF, matched at source, and invests on fully institutional terms. The investment life of CGF also extends to May 2014.

CEF Progress

- 3.39 CEF's first investment was completed in September 2004 and EV has now been in active investment mode for a little over five years. Much has been achieved:
- the establishment of a comprehensive and sustained programme of marketing and promotion on behalf of the Fund
 - the development of a broad network of contacts capable of introducing viable investment opportunities
 - the establishment of relationships with key personnel from English Partnerships (now HCA), Coalfield Communities Campaign/Alliance, Coalfields Regeneration Trust, Regional Development Agencies and Business Links
 - CEF has been able to make available offers of funding totalling £23.6m to 81 businesses, an average of £291k
 - over £8m has been invested into a diverse portfolio of 26 companies, an average of £316,000 in each
 - leverage of over £30m of other funding, predominantly from banks and other private sector funders; and
 - invested in all the major coalfield regions, across many sectors and stages of business.
- 3.40 Of the 26 investments completed, 23 have either been based within an eligible coalfield ward or relocated to one (the remaining three qualify by virtue of employees' residence). The Fund has invested in businesses which employ over 400 people, the vast majority of whom live in the coalfield wards.
- 3.41 The Fund has been particularly successful in attracting inward investment, with nine of the businesses supported choosing to locate in, or move to coalfield wards. In most cases, the decision was influenced by the availability of CEF funding. Whilst the Fund has made a significant impact in the areas identified, and made two successful exits, the nature of venture capital funds is such that their performance can only be properly evaluated at the end of the Fund's life. Only at that point, once all the investments have been realised, can the financial return be established and a "value for money" assessment be made. If the Fund is successful, all the benefits outlined could be delivered at no net cost.

Case Study – CEF Investment in H2O Networks

H2O Networks was established in 2004 to provide universities, local authorities, telecoms carriers and other customers with a high speed, low cost, connectivity solution by the use of fibre optic cables installed within the existing waste water network.

A market opportunity was identified to provide organisations with multiple sites within a relative tight geography with a cost effective communication link. This so called "campus" model is ideally suited to many "public sector" organisations (inc. universities, NHS trusts etc.).

CEF invested in 2006 and at the time the business employed 4 people. It relocated to Haydock in order to access CEF funding, and implement its growth plan, which it achieved successfully over subsequent years.

On 8th January 2009 CEF exited the investment, yielding an overall cash return of 3.6x its original investment. H2O, since renamed i3, now employs well over 100 people.

Future funding of SMEs in coalfield areas

3.42 The average investment level for CEF has been well above the level originally assumed, as those businesses looking for lower levels of funding do not represent viable venture capital opportunities or are unwilling to take on board external shareholding. The following other statistics also support the view that there is unsatisfied demand for SME funding below £200k:

- EV currently reviews circa. 500 enquiries per annum
- roughly two thirds of these are in, or capable of relocation to, eligible coalfield wards – 943 in the period since September 2007
- some SMEs do not quantify their funding requirement, but of the 743 that did, 222 (30%) were looking to raise total funding of £100k or less. Given that CEF is only able to invest 50 per cent of the requirement, these SMEs effectively fall outside its criteria; and
- roughly half (360) were looking to raise total funding of £200k or less, therefore below £100k from CEF.

3.43 EV's experience is that, at the lower end of CEF's range (£100k and below), equity investment is inappropriate for the majority of these businesses; they really require some form of loan facility, secured or otherwise.

- 3.44 EV believes that the volume of approaches and investments made confirm that demand remains for funding of this type and that the activities of the Funds should continue, potentially beyond 2014. The coalfield communities still lack an entrepreneurial culture. Whilst progress is being made, it will be decades before these areas can be considered to have adequately overcome their dependence on a relatively small number of substantial employers. Whilst physical infrastructure can be developed relatively quickly, it will take 20-30 years to change culture, traditions and expectations, and to engender a truly entrepreneurial spirit.
- 3.45 It is unrealistic to expect those large, “old economy” businesses to create significant numbers of new employment opportunities. Instead, employment creation must come from within the SME community, where successful businesses can in turn spawn new businesses, as they expand their local supplier base.
- 3.46 However, for this to happen, growing businesses must be able to access an adequate supply of capital, at a price which they consider reasonable and adequately reflects the risk/reward equation. Over the last two years, the supply of loan capital from the banking sector has become far more constrained; Banks, which are inherently risk averse, appear to have little interest in funding earlier stage, less mature businesses in the coalfield wards.
- 3.47 Whilst a number of national and regional initiatives have been put in place to address this funding gap, most have been transitional in nature, and have now come to an end. Examples include the Capital for Enterprise Fund and Transitional Loan Funds, delivered via Regional Development Agencies.
- 3.48 A number of new funds are in the process of being launched under the “JEREMIE” initiative. However, these are focussed on the north of the England, and do not have a coalfields mandate. We do not believe that they will adequately address the very specific requirements of coalfields based SMEs.
- 3.49 The Coalfields Funds should continue to address the requirement for equity funding in excess of £100k. However, the Funds have a limited investment capacity and, by their very nature, will continue to be selective and cannot meet the needs of all SMEs.
- 3.50 Many opportunities reviewed by EV over recent years are inappropriate for equity investment, particularly at the smaller end, where the costs and complexity of due diligence, shareholders agreements etc. are disproportionate to the value of funds being raised. Many of those businesses are also “lifestyle” in nature, employing a small number of people and with limited growth ambition or potential but nevertheless are key in employment and services into the local supply chain.
- 3.51 However, such SMEs (often unincorporated) have a role to play within the economic landscape and are worthy of support, often requiring only limited external capital, best delivered via either secured or unsecured loans.

Across the coalfield areas there are a number of regional initiatives which have been established to address this requirement, the “Donbac” scheme in Doncaster being one example (<http://donbac.co.uk>). However, there is undoubtedly demand for a similar funding regime across all of the coalfield areas.

- 3.52 At the end of the life of Coalfields Funds, EV expects to return capital to CLG. Provided a loan fund of the type outlined above was professionally managed, there is no reason why this could not be operated on a similarly commercial basis. Indeed, EV has successfully managed a fund of this type in Lancashire for over 20 years, the Rosebud Fund, which makes a minimum of 36 loans available each year to a broad range of SMEs.
- 5.24 The Coalfields Funds comprise a (relatively small) element of the Coalfields Programme, alongside initiatives managed by HCA and Coalfields Regeneration Trust. Whilst there is scope to work even more closely with these organisations, it should be recognised that the Funds have substantially different target markets and that the principal thrust of EV’s marketing effort should remain with financial intermediaries and introducers, as well as direct to target SMEs.

Conclusion

- Demand for investment capital is real and continuing, particularly in the £200k to £500k range, and above.
- The Rowlands Review confirms the continuance of the equity gap. In our view, national initiatives introduced as a result of the report to address this will not have a meaningful focus on coalfield areas, which will continue to be overlooked by other providers
- The problem of limited access to funding for SMEs in the coalfield wards has been exacerbated by the lending restrictions implemented by the high street banks. This is unlikely to change in the short term as Banks rebuild their balance sheets
- Below £200k, most SMEs are reluctant to consider equity, which at this level is also relatively inefficient. EV’s experience and dealflow confirms the need for a lower value, loan product to support smaller, or “lifestyle” businesses
- EV therefore believes that serious consideration should be given to establishing a Small Loans Fund. This would be complimentary to the Coalfields Funds and make available secured and unsecured loans of between £10k and £100k, probably at an average of circa £50k. It would not be unreasonable to assume circa 100 loans per annum across all the coalfield wards and that the fund would be commercially viable
- Alongside the continuing availability of equity funding from the Coalfields Funds, this would potentially have a significant and enduring

impact on the SME community, and the ongoing development of an entrepreneurial culture in coalfields wards.

Chapter 4

Working with other departments to tackle coalfield issues

Introduction

- 4.1 Regeneration is not something that can be looked at in isolation and all Departments and other mainstream providers have an important role to play. Understanding the specific problems and being able to adopt a more flexible approach to some of the national programmes and initiatives would help enable some degree of local autonomy that allows the bending of delivery to meet local needs and priorities.
- 4.2 National government needs to ensure that publicly funded regeneration is delivered in a targeted and consistent fashion that looks at the whole needs of the local community, in terms of worklessness, health, skills, transport etc. At a national level, this will require a much greater cognizance of coalfield issues across government departments to ensure a multi-agency approach, whereby any barriers to local interaction are negated. This will involve coordinated and devolved funding arrangements, so that areas can extract maximum regeneration gains from mainstream budgets, and appropriately plan and prioritise investment.

Deprivation

- 4.3 The Index of Multiple Deprivation is often used as a tool for allocating resources to the most deprived areas. The review team noted that there is a specific concern in County Durham and Northumberland, where recent local government reorganisation has created two very large unitary authorities. The statistics for these unitary authorities as a whole now hide the very severe and continuing socio-economic problems in the former coalmining districts within both counties. There is a fear that these disadvantaged former mining areas will as a result miss out on any future area-based grants allocated on the basis of authority-wide statistics. It is important that prioritisation for funding is still carried out on the basis of statistics (e.g. at the old district scale) that do not unfairly discriminate against some former mining areas.

Worklessness (DWP/CLG)

- 4.4 In the former coalfields, along with other older industrial areas, long-term worklessness has taken on a distinctive form. Incapacity benefit claimants, rather than the unemployed on JSA, dominate the numbers. The real level of unemployment in mining areas is typically 10-12 per cent, and in some areas can be considerably higher⁵. Once the ex-miners themselves were the largest group of IB claimants. As time has passed they have largely dropped out of the figures to be replaced by men and women with poor health, and generally with poor qualifications too, who find it difficult to keep a foothold in the labour market. Many would like to return to work if at all possible.
- 4.5 The long economic boom to 2008 made good progress in reducing the numbers out of the labour market on benefits, though more so with the claimant unemployed than incapacity claimants. The recession has brought progress to a halt, and there is now the prospect of very large numbers of coalfield residents remaining on benefit for the foreseeable future.
- 4.6 Good progress up to 2008 in reducing the numbers out of the labour market on benefit, but more so with those who were on JSA rather than on incapacity benefits. Recession has brought this to a halt and coalfield communities face the prospect of very large numbers of coalfield residents remaining on benefits for the foreseeable future.
- 4.7 Initiatives aimed at tackling worklessness have been too targeted on the individual, rather than looking at the dynamics of the family unit. The CRT Family Employment initiative has been held up time and time again as an exemplar of good practice (see case studies above).
- 4.8 What has been learnt from the Family Employment Initiative is that there is a need to pool budgets, whether it be from the local authority or the Primary Care Trust so that tiered interventions can be created. These can tackle the barriers faced by the workless in a practical and sustainable way.
- 4.9 In order to tackle worklessness, public intervention must combine both demand and supply-side approaches.

“Worklessness initiatives are most successful when they are delivered as part of a wider programme of enterprise development and business growth looked to neighbourhood renewal.....This ensures that programmes address the underlying reasons for worklessness and are not just palliative measures.”⁶

⁵ Industrial Communities Alliance (2009) *The impact of recession in industrial Britain*

⁶ Written submission by Mansfield District Council (2010)

4.10 In terms of the demand side, central and local government should seek to increase the quality and the number of employment opportunities. In particular, support is needed to cultivate and develop SMEs.

4.11 In turn, on the supply side, the labour market needs to be supported to produce a more skilled and motivated workforce. However, interventions need to be mindful of the many barriers facing those who are currently economically inactive and also be sympathetic to the lack of employment opportunities available, particularly in the current economic climate.

Skills Xchange building



Dependence on public sector jobs

4.12 Local coalfield economies have structural weaknesses which mean they are particularly vulnerable in times of recession.

4.13 In particular, many coalfields economies have a high degree of dependence on public sector employment. This means that the impact of government spending cuts in this area would affect coalfield economies particularly hard.

Private sector jobs

4.14 A further feature of coalfield economies is that in many areas skilled trades in manufacturing or primary industry have been replaced by low skilled jobs in distribution and retail.

4.15 In times of cuts in public spending, the Board considers that the Department for Innovation and Skills should focus on the industrial heartlands in terms of facilitating physical regeneration and providing business support.

4.16 Many local authorities considered that the Local Enterprise Growth Initiative was a useful tool and rue its coming to an end.

4.17 There is a need to link local people to the jobs that are created in coalfields areas, as far as possible; otherwise, the opportunities will go to people outside the area and do not benefit the coalfields communities themselves.

4.18 Support for businesses, such as those services provided by Business Link, do not adequately meet the needs of individuals and businesses coalfield areas

where the economic is less developed and needs more nurturing. More needs to be done to engage and assist existing employers in an intensive manner, as well as promoting enterprise and an entrepreneurial ethos.

Educational attainment and skills (DoE/BIS)

“The skills infrastructure landscape is cluttered at present, with UKCES, SSCs, Jobcentre Plus, RDAs, the SFA and YPLA, IDeA, RIEPs (and others) all playing a role with overlaps and duplication being commonplace.”⁷

- 4.19 Education and Skills are an important aspect of the regeneration vision because not only are they a statement of what an area has to offer employers, but they also reflect the individuals’ feeling of worth. Additionally they support social and economic mobility. Many coalfield areas are not in a position to benefit from the growth of knowledge based industries because of the skills deficit.
- 4.20 The DCLG statistics show that in coalfield areas there are more young people not in education, training and employment than in non coalfield areas. The figures showed the national average was 80 per cent whereas it was 77 per cent in coalfield areas. When they are broken down still further, the difference becomes more marked. For example, only 69 per cent of 16 and 17 year olds in mining communities are in some form of education or training, compared with a nation average of 75 per cent for England. The difference is less marked for 16 to 18 year olds. There is a need for some caution here because there are differences both within and between coalfield areas.
- 4.21 During the Board’s discussion on education and training, it was pointed out that a large proportion of post 16 education was provided by the employer prior to the rapid closure of the collieries in the 1980s and 90s. It was suggested that this could explain in part the current lack of engagement between home and school in some mining communities. Reshaping the home school relationship is not proving easy and many parents lack confidence because of their own educational experiences. There is a need for local authorities in coalmining areas to become the champion of parents.
- 4.22 On the issue of apprentices, it was pointed out that during the 1980s and 90s, a third of employees at a colliery would be skilled craftsmen. Indeed, the coal industry contributed to providing a supply of skilled workers across entire communities. The Board was advised by BIS that a policy announcement had been made to redeploy £150m of Train to Gain Funding for 2010/11 to create 50,000 more apprenticeships. However, the department did not have a breakdown of statistics for local authority areas so they were unable to say what the distribution of apprentices was between coalfield and non coalfield areas.

⁷ Written submission by Chesterfield (2010)

- 4.23 Clearly there is a need to encourage more engagement between home and school to promote the importance of education and help effect a cultural change. It is also essential to provide more places on training courses and apprenticeships in former coalfield areas as a way of creating a pathway to better paid and more worthwhile jobs. Moreover, colleges should be encouraged to work with existing businesses assist the development of an enterprise culture. The chamber of commerce should also be encouraged to participate in the community.

Health (DoH)

- 4.24 Health issues in coalfield areas are a matter of great concern. In this regard the Review Board was most interested in the report of the Improvement and Development Agency (I&DeA) 'Health inequalities in ex-coalfield/industrial communities' commissioned by the DoH and published in March 2010. Additionally, the I&DeA has over the last four years been working on a programme with local authorities for the DoH to develop ways of tackling health inequalities and to drive good practice forward. Moreover, the DoH informed the Board that much of the information they had collected reflected the findings in the I&DeA report.
- 4.25 Therefore, given the experience of the I&DeA, we considered their report on health in the coalfields at some length because it recognises the coalfield communities are not homogenous and it reinforces the case for a holistic approach tailored to local circumstances. Furthermore, they have successfully pioneered a local approach and encouraged local authorities and Primary Care Trusts to work together (page 20 of the report).
- 4.26 The study includes an analysis of data obtained from 55 English coalfield areas. This is then compared with the overall position of local authority areas in England. To do this the economic activity rates and employment rates of all local authorities are compared and ranked and then measured for changes in their ranking between 1994 and 2007. Simply put, the ranked position of 1994 is deducted from that of 2007 (page 8 of the report).
- 4.27 The results showed that 32 coalfield areas had experienced a decrease in economic activity and 23 had seen an improvement. A further breakdown of the figures showed that 65 per cent of urban coalfields had seen a fall in economic activity. The fall in measured economic activity in the rural coalfields was not so marked (page 11 of the report).
- 4.28 Clearly a fall in economic activity contributes to the deprivation that affects coalfield areas. However, as is pointed out in the study, not all coalfield areas are the same and there are variations within and between coal field areas. Nevertheless, the report suggests from the evidence that 'overall deprivation and employment deprivation are significantly higher in former coalfield areas than the average for all districts of England' (page 11 of the report).

- 4.29 The report cited evidence that the number of people claiming Job Seekers Allowance (JSA) had increased in former coalmining areas at a faster rate than non coalfield areas. This bears out what the Audit Commission concluded in its 2008 report - namely that many of the new jobs created in coalfield areas were vulnerable to the recession. We also take this view based on a brief analysis of the statistics provided us on economic activity in former coalfield areas, and the likely employment policies of larger companies who have relocated.
- 4.30 Before briefly looking at where the DCLG funding fits in with a more holistic and bottom up approach, we want to draw attention to what the I&DeA had to say about the difference in mortality rates between coalfield areas and other local authorities in England... *“Most former coalfield areas are characterised by higher rates of mortality than the average for all the districts of England. These rates are indeed higher when considering deaths for the whole population and when focusing on early mortality as calculated by deaths for people under the age of 75 years”*. (Page 14)
- 4.31 The I&DeA report echoes much of what the Marmot Strategic Review of Health Inequalities in England found namely that economic and social inequalities greatly influence the health of a population. In this context, the I&DeA found that in former mining communities there was a double jeopardy at work. On the one hand the older population suffers from ill health directly caused by their former employment and the younger population is “equally badly affected by poor employment opportunities and low expectations” (I&DeA report, page 6).
- 4.32 With the help of the I&DeA, local authorities have become much more involved with PCTs in promoting health and wellbeing. This is true of many coalfield areas where local authorities see tackling health inequalities as part of their regeneration vision. It is also where the three strands of DCLG funding can play an important role supporting, in a parallel way, the work of the main provider and helping to create a sustainable future.
- 4.33 Industrial based diseases are decreasing, but illnesses due to deprivation/lack of opportunity are rising.
- 4.34 The Marmot Report highlighted that those in low paid, poor quality jobs with few opportunities for enhancement are often trapped in a cycle of poor quality work and unemployment with an increasing number of individuals suffering from mental health issues. We need to find ways and opportunities to work with the DoH to ensure an even greater focus on tackling health inequalities.
- 4.35 Health is a function of a person's socio-economic position.

Jobs and entrepreneurship (BIS)

- 4.36 The enterprise culture in coalfield areas is less developed than in non coalfield areas and this is reflected in the considerable gap in the business stock that exists, despite some recent improvement before the onset of the recession. Between 2003 and 2010 the stock of businesses in coalfield areas increased by 35 per cent from 260 to 350 per 10,000 population (DCLG Statistics). However, the Audit Commission noted that the job growth in coalfield areas had not come from small firms; instead, it was down to larger ones and this creates its own dangers as we refer to below (AC Report Page 19).
- 4.37 Whilst the stock of businesses increased in the period 2003 to 2010 in coalfield areas, it was less than in non coalfield areas. Moreover, the gap is significant with a current difference of 85 to 90 businesses per 10,000 population (Statistical Evidence DCLG). The statistical evidence further suggests that there is no obvious difference in the size of enterprises between non coalfield and coalfield areas it is simply that the former has too few small businesses. This point was picked up by the Audit Commission who stated “there was 25 per cent more jobs per resident outside the coalfields and this gap had widened from 21 per cent in 1981” (AC Report, page 33).
- 4.38 The AC also noted that that the number of firms employing more than 50 people grew in the coalfield areas three times faster than the national rate between 1998 and 2006 (AC Report, page 19) This is a significant fact because small firms are a major provider of jobs in the national economy and their shortage in coalfield areas means they are more dependent on larger companies relocating to create jobs. Jobs created by larger companies in coalfield areas are likely to be vulnerable to the recession because large firms will more probably cushion themselves against changes in the market and operate a core and peripheral employment structure.
- 4.39 The evidence indicates that enterprise in coalfield areas remains an issue that requires a distinctive education and nurturing approach. Unlike the declining non coalfield industrial areas, such as inner city regions, where there is a connection to a business culture, the isolation of the coalfield areas has worked against the development of a mature entrepreneurial history and it is having a detrimental impact on job creation. Indeed, the NAO in their report *Regenerating the English Coalfields* noted that in 2009 Job Seekers’ Allowance claimants had increased by 50 per cent in coalfield areas indicating they may have been hardest hit by the recession (NAO Report Page 11).
- 4.40 Many local authorities argued in their responses to the consultation that there is a need to bring in high skilled, high paid employment opportunities and move away from warehousing and distribution which occupies large tranches of land for a small return on employment opportunity, career progression and skills development.
- 4.41 Young people (18-25) tend to feel the impact of the recession quicker and harder - usually they have least experience and are in lower paid jobs which

are often first to be cut. Others in training or apprenticeships are unlikely to find employment at the end of their training and - where they do - are often underemployed - taking jobs below their educational status. This then has a knock on effect to the less well qualified applicants.

Peripherality and spatial exclusion (DT/BIS)

- 4.42 Both in our evidence sessions and in the written submissions to the consultation, doubt was expressed over the ability of investment in cities to benefit the more peripheral communities in their region. Due to poor connectivity and other prevailing factors, many coalfields are not well placed to benefit from the growth of cities and city regions. In particular, this affects the Northumberland and West Cumbrian coalfields, but to differing degrees is true in other coalfield areas. There is a need to ensure that investment and enterprise reaches across all regions, including rural areas, not just the major conurbations.
- 4.43 While many coalfields are in rural areas where there is relatively poor provision of public transport to jobs and services, others are not rural but still have real difficulties of access often with very poor public transport links.



Environment (DECC)

- 4.44 The review recognises the importance of the work undertaken by the Coal Authority in managing of the legacy issues directly related to the extraction of coal itself. It provides a low cost mining report service used by those purchasing property in coalmining areas, helping give knowledge and confidence to the buyer. It has a minewater treatment scheme that has help communities and the environment being adversely affected by minewater discharge. It also deals with hazards associated with recent and historical mining activity, such as uncapped shafts, subsidence and other health and safety issues. These play a vital role in keeping the environment safe for former coalfield communities.

Housing in the coalfields

- 4.45 The problem of coalfield housing is the forgotten legacy of the coal industry. The development and decline of the once huge British coal industry created a unique combination of circumstances that has often left dereliction and despair for those living in coalfield areas.
- 4.46 In the post-war era, the nationalised coal industry under the National Coal Board (NCB) took responsibility to accommodate much of its workforce. However, over the years, responsibility for sorting out these issues has fallen to local government.
- 4.47 In recent years, great strides have been made in regenerating Britain's coalfield areas. Former colliery sites are being cleared up and new jobs are being created to replace those lost with the pit closures. A great deal of money has been spent improving the environment and infrastructure. Housing issues in general have been addressed by a number of agencies, including local authorities. However, tackling the residual problem of former NCB housing has not been prioritised. The nature, complexity and cost of the problem have meant this vital piece of the regeneration jigsaw has remained largely unaddressed.
- 4.48. The problem of coalfield housing still faces many local authorities in England, Scotland and Wales. The legacy of the coal industry has left some areas with an over-supply of colliery row housing, now over a hundred years old and struggling to meet the aspirations of 21st century families. Other areas have been left with estates of properties built in the 1950s, using non-traditional construction techniques that are statutorily defective and need extensive investment in either reinstatement or demolition.

- 4.49 The government's decision, in 1985, to dispose of its coal housing assets left many settlements with a 'pepper-pot' pattern of tenure, further exacerbated by the mass sell-off of homes to private landlords who let properties fall into disrepair. This has made it doubly difficult for local authorities to tackle developing housing problems in their areas.
- 4.50 In some areas, coalfield housing has been either tackled or demolished. However, it is recognised that the current economic climate does not lend itself to the substantial investment packages required to tackle these issues, and there are still significant pockets of stock which have problems that need addressing. This is not a problem that will dissipate with time and local authorities should not be left alone to struggle with a problem which is not of their making.

Chapter 5

Are coalfields still a special case?

- 5.1 **Yes.** Based on the evidence collected during the review, the Board considers that there is still a case for specific intervention and additional support in some coalfield areas. Although there has been improvement, economic recovery is still fragile and more susceptible to the recession than other local authority areas. Moreover, there are pressing social challenges to be resolved in order for coalfield areas to move forward.
- 5.2 The long period of industrial decline and the development over time of layered generational unemployment has created the challenge of worklessness. Although the phenomena is not only found in coalfield areas, it appears to be more deeply embedded because of the long period of industrial decline which envelopes entire communities and has depressed the life chances of the younger generation.
- 5.3 In its report *Regenerating the English Coalfields*, the NAO noted that JSA claimants had increased by 50 per cent since the start of the recession in coalfield areas. The I&DeA noted that 65 per cent of urban coalfields have experienced a fall in economic activity. In their response to the consultation process many coalfields local authorities argue that too much employment space had been used up for warehousing and low paid employment. The way to breakout of the apathy trap experienced by young people, they suggest, is by creating better paid high skilled jobs and a structure for career progression.
- 5.4 Some of the coalfield areas are isolated and the nature of their development left them without an entrepreneurial history. In their remote locations they are cut off from the culture of commercial centres that would both stimulate and connect new businesses with a larger market place. The sustainability of these remote former coalfield communities requires consideration be given to alternative models of development.
- 5.5 This has contributed to coalmining areas having fewer businesses than non coalfield areas. There is evidence of a significant gap here which is recognised by the AC and DCLG statisticians and it requires to be addressed.
- 5.6 Clearly education and skills are vital to the regeneration of coalfield areas but the statistics show there are more young people not in education, training and employment than in non coalfield areas. One alarming figure is the number of 16 and 17 year olds not in education and training. On 2008 data, 7.3 per cent of 16-18 year olds in coalfield areas were not in employment, education or training, as opposed to an English average of 6.4 per cent.
- 5.7 Coalfield areas have greater overall deprivation and employment deprivation than non-coalfield areas. The numbers of people out of work and on benefits in coalfield areas contribute to the worklessness challenge and combined with

those in low paid, unskilled jobs it swells the numbers who have insufficient income to ensure their well being.

- 5.8 The social and economic inequality between coalfield areas and non coalfield areas underpin the poor state of health of residents in the former coalfield communities. Evidence from the I&DeA survey, *Health inequalities in ex-coalfield/industrial communities*, shows that coalfield areas have higher mortality rates than the average for all districts of England. Furthermore, the survey records that the health of the younger generation is equally as badly affected as the older generation but caused by entirely different factors namely poor employment opportunities and low expectations.
- 5.9 The differences between coalfield areas and non coalfield areas are still profound and the evidence shows that the residents of some coalfield areas have far worse life chances that contribute to a higher mortality rate than any other districts of England. Most definitely they are still a special case and continuing the DCLG funding strands to help them is essential..
- 5.10 In CLG's response to the Public Accounts Committee report, as well as confirming their commitment to receiving the completed review, it also highlighted the strengthened governance structure that had been put in place to ensure the Department would work more closely with other departments across Whitehall to ensure that appropriate linkages are made between the delivery of the Coalfields Programme and wider government policy. It also wanted to ensure the most effective use of resources is made to target those coalfield areas that still require specific intervention and additional support.
- 5.11 The CLG analysts were also asked to consider the case for further specific intervention in the former coalfields. The IMD 2007 analysis showed health, education and employment and income deprivation was higher in coalfield areas than in England overall. The data appeared to show that there was no 'one size fits all' for the coalfield areas, although it was possible to identify broad groups of coalfields which are more similar in characteristics – in particular smaller coalfields in the south and midlands, compared to the larger coalfields in the north of England.
- 5.12 The data also showed that there was more variation within coalfield areas than between coalfield areas and non-coalfield areas. A full copy of the paper presented by the CLG analysts is included at Appendix 4 to this report.

Chapter 6

What still needs to be done / the way forward

- 6.1 While much of the physical scars left by the legacy of coalmining have been tackled, social scars still remain.



- 6.2 In the current economic climate where there is severe constraints on public spending, support for coalfield areas should be sustained but it needs to be better targeted. Some places have made greater progress in regeneration and tackling worklessness than others. Yet even in these areas small pockets of deprivation persist. The availability of very local data for Lower Super Output Areas helps with targeting in a way that was not possible even a few years ago.
- 6.3 Coalfields differ from area to area, and indeed, between communities within those areas. **Local authorities are best placed to understand own areas and therefore have a central role to play in the next phase of coalfield regeneration.** There needs to be a greater emphasis on partnership working with strategic planning aligned to ensure best use of resources at the local level. Local authorities and other partners will need to engage proactively with the emerging Local Enterprise Partnerships as key sub national engines of economic growth to ensure coalfields legacy and challenges are adequately covered. However, this can not be achieved within current spending constraints.

“Solutions need to be less broad-brush, one-size-fits-all, and more tailored to individuals and individual communities.”

Industrial Buildings Preservation Trust⁸

⁸ Written submission by Judith Martin, Industrial Buildings Preservation Trust (2010)

6.4 Likely growth in employment is likely to come from smaller businesses and SMEs. Therefore consideration should be given to establishing a small loans fund to provide secured and unsecured loans up to £100k.

Chapter 7

Conclusion

- 7.1 It is the Board's view based on evidence gathered during the review, that whilst there have been some significant improvements made in coalfield areas over the last decade as a result of the DCLG funding, major challenges still remain to be resolved before they can be floated into the main stream.
- 7.2 The main points that highlight how some coalfields areas differ from others and the impacts are that coalfield areas :
- tend to be more isolated than non coalfield areas
 - have a higher mortality rate than the average for all districts of England
 - suffer a double jeopardy whereby the health of older generations is affected by their former work and that of younger people is equally as affected by poor employment opportunities and low expectations
 - have greater overall deprivation and employment deprivation than the average for all districts of England
 - have fewer businesses per head of population than the national average for England
 - have 25 per cent fewer jobs per resident than non coalfield areas
 - have more young people not in education, training or employment than the national average for England.
- 7.3 The Board considers that if coalfield areas were mainstreamed at this time, many would sink under the weight of deep seated social and economic issues. We believe the continued provision of the three strands of DCLG funding is essential to the continued regeneration of coalfield areas. Albeit in a better coordinated format and operating in parallel and partnership to the main provider to bring greater intensity of action and community participation.

Appendices

- 1 Review Terms of Reference and Methodology
- 2 Table of recommendations
- 3 Notes of evidence sessions
- 4 CLG analysts paper
- 5 Consultees who submitted
- 6 Summary of responses to consultation paper
- 7 Examples of social enterprises / letters of support
- 8 Bibliography

Appendix 1

Review Terms of Reference and Methodology

Background to the Review

Since 1996, the Government has been engaged in a long-term commitment to regenerating England's present and former coalfield areas. It introduced several new initiatives, sponsored by the Department for Communities and Local Government (CLG), such as:

- the National Coalfields Programme, now managed by the Home and Communities Agency, to clean up derelict sites and create new jobs
- the Coalfields Regeneration Trust, an independent charity dedicated to improving life in coalfield communities; and
- the Coalfields Enterprise Fund, a venture capital initiative.

Last year, the National Audit Office (NAO) published a report *Regenerating the English Coalfields* (17 December 2009) focusing on these three coalfields initiatives.

In response to that report, and in the wake of a Public Accounts Committee hearing on 11 January 2010, CLG Ministers decided that it was timely to re-evaluate what government had done in the coalfields, see where improvement needed to be made and also to look where intervention was still needed. A Coalfields Regeneration Review Board was therefore announced in March this year.

Membership of the Review Board

The Review Board was chaired by Michael Clapham. Up until the recent General Election, when he stood down, Michael Clapham was the MP for Barnsley West and Penistone and for many years he was the Chair of the All-Party Backbench Group of coalfield MPs.

The other members of the Review Board were:

Peter McNestry, Chair, Coalfields Regeneration Trust

Richard Bamford, Chair, Coalfields Enterprise Fund

Professor Peter Roberts, Chair, Homes and Communities Agency

Cllr. Eion Watts, Chair, Industrial Communities Alliance

Andy Rudd, CLG

The secretariat was provided by Joan Dixon, Industrial Communities Alliance, and CLG.

Terms of reference

The terms of reference stated that:

“Michael Clapham will advise and assist the Minister of State for Housing on the future support needed for coalfield communities. The Review will be wide ranging and specific – showing how coalfields regeneration should be done from now on. It will also learn from what has been achieved so far, what worked and what could have been done better. It will look at how Government can best support this important work in all our former mining communities.

Michael Clapham will look at the practical issues around: physical regeneration, worklessness, health inequalities, training and skills, economic growth and community cohesion.

In particular the Review will seek to improve:

- *accountability, transparency and reporting*
- *performance measurement and monitoring; and*
- *information to support decision-making.”*

The Review was England-only, reflecting the remit of CLG, but potentially has important implications for Scotland and Wales as well, where the Coalfields Regeneration Trust also operates.

Review process

The Review had two main strands:

1. *Themed sessions* - the Review Board has met 10 times since its establishment, and has taken evidence from various partners, organisations and delivery bodies in sessions on themes such as skills, health, worklessness, community cohesion and enterprise.

Details are set out in the table below:

Dates of board meeting	Attendees at evidence sessions with partners, organisations and delivery bodies
13 April	Homes and Communities Agency
27 April	National Audit Office Audit Commission
11 May	Coalfields Regeneration Trust
25 May	Enterprise Ventures Regional Development Agency Government Office North West Coalfield Community representative Regional local authority / Industrial Communities Alliance representative
8 June	Regional local authority councillor Sheffield Hallam University Renaissance South Yorkshire
22 June	Department of Health Homes and Communities Agency
6 July	Department for Education Department for Business, Innovation and Skills
20 July	Home Office Department for Work and Pensions JobCentre Plus, South Yorkshire Big Lottery Fund
17 August	Big Lottery Fund
7 September	Board only

2. *Written consultation* - as part of the Review programme, a wider written consultation was issued on 9 June 2010 to enable all interested parties to contribute to the Review. Responses were due to be returned by 30 June 2010. A summary of the written responses is given in Appendix 6.

The Board also visited Woodhorn, Northumberland, on 29 June 2010.

Appendix 2

Table of recommendations

<p>Improving coalfield areas and tackling the deep seated structural and social problems requires a joined-up, multi-agency approach. It needs to bring together a range of local and national partners, to develop an integrated local programme approach.</p>	<p>There is a real need here to make the case for greater cross-govt working (with local authorities and other partners) in order to deliver a full programme that hits many targets. This is of greater importance now that Regional Development Agencies and Government Offices are to disappear.</p>	<p>Actions need to be coordinated both at a local level, where the LA or LEP should take the lead, and at a national level where CLG tackle more strategic level issues with their Whitehall counterparts.</p>
<p>Local authorities are best placed to understand their own areas and therefore have a central role to play in the next phase of coalfield regeneration. However the realities of the economic climate need to be recognised with spending and institutional cuts both in central and</p>	<p>Local authorities will need to work effectively and efficiently to ensure that limited resources can be best targeted to deliver optimum outcomes. Some resources will be needed to ensure regeneration efforts are effectively coordinated. We are concerned that, with budgets tightly constrained, this role will become less of a priority for local authorities.</p>	<p>Funding to local authorities to allow local coordination of regeneration activities. Possible transfer of HCA/RDA assets to LA/LEP as part of the wider support for regeneration. CRT to work with other agencies and retain the flexibility to invest in community led innovative projects.</p>

<p>local government. Local authorities should not be expected to make up for reductions in government programmes. They should be given the resources they need to deliver locally.</p>		
<p>Traditionally, funding from central government departments has restrictive conditions placed upon it, and there is no flexibility to meet local specific needs. Local authorities need to be given more freedom to spend money in a manner which best meets local requirements and conditions, whilst at the same time being accountable for decisions they make. In the past there have be a confusing array of funding streams which have been too prescriptive in their application and have not allowed local authorities to be flexible to their</p>	<p>Need to ensure that HCA projects continue to include support to attract wider development opportunities, as well as develop individual sites.</p>	<p>HCA to work closely with LA, CRT, EV and other partners in NCP project areas.</p>

<p>communities needs in the way these monies have been spent.</p>		
<p>There is an important ongoing role for the Coalfields Regeneration Trust to play in tackling worklessness, skills deficit and community development. However the current three year funding for the Trust engenders uncertainty and consideration needs to be given as to how it might be funded over a longer time scale.</p>	<p>CRT provides valuable community level support in many coalfield areas but the Three year cycle of funding has meant a “stop/start” approach to supporting schemes. There is a need top think about how CRT funding could be made more stable and sustainable.</p>	<p>CRT will continue to require funding to help plug the regeneration gaps left by mainstream funding, but Government (CLG) need to consider what mechanisms might be made available to allow CRT a more stable and sustainable future. Revenue streams from the transfer of HCA/RDA assets could possibly provide the type of support required.</p>
<p>Central government support for coalfield areas needs to be maintained, and DCLG has a pivotal role in delivering this. The enhanced governance structures put in place by DCLG are helpful and need to be developed into an effective mechanism for:</p>	<p>In many areas the value for money benefits of the scheme are only obtained at the endpoint of the project– this is especially true about the need to finish the job at key sites. At The Avenue Coking Works, the land remediation and decontamination has to happen first before any development can take place – if the task isn’t finished then the programme will have spent a lot for little by way of return.</p>	<p>CLG to agree with HCA, after the Spending Review, a detailed revised programme – including targets and milestones for the completion of the remainder of the NCP projects.</p>

<ul style="list-style-type: none">- ensuring better coordination between the National Coalfields Programme, Coalfields Regeneration Trust and the Coalfields Enterprise Fund to ensure better value for money- engaging other Whitehall Departments to ensure their policies and delivery mechanisms are aligned with the needs of the coalfields- agreeing revised lifetime programme targets with HCA as part of the spending review process and in the light of any changes in the end use of sites – the demise of the RDAs (who own 54 NCP sites) could affect delivery and income generation through receipts.		
--	--	--

<p>To look again at those areas which are currently classed as ‘former coalfield’ areas to ensure that whatever resources are available are most effectively targeted.</p>	<p>Evidence from CLG analysis of data suggests that the number of coalfields wards originally targeted now may be too large and that resources could now be focussed in to fewer wards where progress has, to date, been slower.</p>	<p>CLG to agree with HCA, after the Spending Review, a detailed revised programme – including targets and milestones for the completion of the remainder of the NCP projects.</p> <p>CLG to look at the composition of the list of coalfields wards.</p>
<p>In general the HCA National Coalfield Programme (NCP) should be brought forward as originally planned, but where local priorities have changed and this is not possible, it is incumbent upon the HCA to demonstrate that there has been the full involvement of local authorities involved in the decision making process.</p>		<p>CLG to agree with HCA, after the Spending Review, a detailed revised programme – including targets and milestones for the completion of the remainder of the NCP projects.</p>
<p>The Coalfields Enterprise Fund provides a valuable venture capital vehicle for coalfield areas. However</p>	<p>There is a real need for smaller £1-5k business starter loans – currently not provided by banks or CEF.</p>	<p>CLG to work with LAs to develop community enterprise loan schemes.</p>

<p>there is a need to a smaller grants or loans scheme to help businesses who are finding it hard to find funding in the current economic climate.</p>		
<p>There needs to be flexibility within the evaluation regimes for initiatives to allow for programmes having to be adjusted as they evolve. Stringent reporting requirements can lead to inflexibilities and programmes taking a direction to comply with the necessary reporting back rather local requirements.</p>		
<p>In all cases, local authorities should be consulted and involved in the design and delivery of initiatives affecting the coalfields.</p>		

Appendix 3

Notes of evidence sessions

Coalfields Regeneration Review Board Meeting -
13 April 2010

Discussion with the Homes and Communities Agency National Coalfields Programme

David Curtis and Yasmin Fearon attended from the HCA.

1. Yasmin Fearon handed round a short presentation which set out some facts and figures about the National Coalfields Programme (NCP), and gave a short introduction on the NCP.
2. David Curtis explained that HCA had inherited the NCP from English Partnerships. The HCA had been set up to co-ordinate better some 17 current investment programmes in Housing and Regeneration. This had already produced benefits in the first 15 months of operation. Our joint investment planning with local authorities and key partners via the Single Conversation is allowing us to better align NAHP and Housing Stimulus investment with the Coalfields Programme. On the Programme itself: a lot of work was already complete, and the amount of work done to remediate areas should not be underestimated. An example of this success was a recent event at the former Grimethorpe Colliery celebrating what had been achieved at the site. This was attended by John Prescott and involved talking to local people about the changes which had taken place.
3. Think there is the need for a debate on what has been achieved in coalfield areas versus national trends. David Curtis stated that given the very severe economic conditions in the coalfields when the programme started it is arguable that without investment they would have probably performed below national trends so that the net impact may have been actually greater than that calculated in the NAO report. Agreed that it is exactly right to be discussing ways to work better, and as part of this, HCA were in the process of evaluating coalfield action partnerships pilots and looking at how the HCA's Single Conversation could contribute to partnership working in these areas.
4. The HCA were keen to work in a way that supported local priorities on what local communities thought the key issues were, and asking how we could support delivery rather than trying to 'tell' what they thought was needed.

5. Yasmin Fearon said that from the regeneration point of view – the physical remediation of 54 sites had been completed, work on a further 25 sites was underway, 8 were approved but not started, 11 under appraisal and 9 required no investment. A considerable amount of knowledge had been gained so far for example at Avenue Coking Works. This was a first tranche site that came into the programme in 1997 more than 12 years ago. The severe contamination issues on the site, one of the worst in Europe were extremely challenging and required periods of testing trials to establish means by which it could be decontaminated. There has also been some really good partnership working with the local authority and other agencies as part of the regeneration of the site to produce both employment and housing outputs. HCA noted that there was still more to do with a number of significant sites still to deliver. There were many examples of partnership working including most recently Cotgrave where the HCA is working with the local community, borough and county councils and other agencies including the RDA to produce an agreed strategy for delivering the site.
6. Michael Clapham agreed that the Programme had done a lot to make areas more attractive. He thought the HCA was now in a better position to know / assess what needed to be done on a particular site.
7. Yasmin Fearon explained that the Programme was primarily about physical regeneration and creating employment floorspace, but in the latter years of the programme there had been some examples of wider working through the programme including coalfield action partnerships that HCA had been able to work with others on. For example at Lambton (one of the NCP sites) in the North East, through the Family Employment Initiative, the Coalfields Regeneration Trust were working with Sunderland North Community Business Centre, Sunderland City Council, Connexions, Job Centre Plus and the Learning and Skills Council to help people access employment and training opportunities.
8. David Curtis said that regeneration was a long term process; the basics must be right first. In particular it had been essential to tackle the environmental legacy, reclaim land to make it safe and improve the quality of places. There was now an opportunity to build on other work such as housing. For example at Thurnscoe, a former coalfield community in South Yorkshire, contracts had been signed to replace former NCB housing in the area funded by a combination of private sector NAHP, RSL and HMR investment; the whole approach enabled HCA to work with private developers and the community on taking this forward.
9. There were also other projects where HCA had now managed to get work underway because of a different approach. Yasmin Fearon said that for example, Deal, a site that came into the programme in 2007 had struggled when developer interest fell away but money for this project had been secured through Kickstart. Bentley will also benefit from the public land initiative. HCA recognised that more needed to be done to link with other

programmes; they believed this was best achieved via the Single Conversation with input from the local community.

Action: HCA agreed to send details of examples.

10. Michael Clapham asked whether the HCA also looked at skills needed for a particular area when they looked at creating employment floorspace. HCA confirmed that this formed part of the economic appraisal and considered what a particular area could support. In terms of who got jobs in these developments David Curtis agreed that, whilst we were not able to determine this due to Employment Law, there was more that could have been done to monitor the impact. He was aware of a study carried out on the Barnsley and Rotherham LA's in the Dearne Valley which examined where workers lived. He undertook to obtain this information as an example.
11. Richard Bamford asked what happened to SME tenants that moved into the employment floorspace created by the HCA and to what extent did the HCA support and monitor these tenants.
12. HCA explained that once built the units were taken on by private developers and some were managed by HCA/Private Sector joint ventures such as priority sites, although some of them did transfer to the RDAs. It was not HCA's responsibility to provide support once the units had been taken on by others. However, RDAs offered business support through the Business Link Service and HCA had regular liaison with the RDA's on joining up action. HCA agreed that there was an issue to be addressed in terms of monitoring and what happens further down the line. Yasmin Fearon advised that the HCA had in place two joint venture vehicles Networkspace and Priority Sites that had been important providing support to SME's on coalfield sites.

Action: HCA agreed to

- a) **come back with some thoughts on aftercare that may be provided by network space.**
- b) **provide details of the local authority study. (please see Paragraph 10)**

13. The NAO and PAC reports had criticised the fact that targets for the Programme had not been reviewed even though further sites had been added. Michael Clapham asked the HCA to comment on this.
14. Yasmin Fearon said that while significant investment would be completed by 2012, some of the later sites were less likely to deliver major outputs, for example housing beyond 2012. HCA continued to focus on delivery but would be discussing targets with CLG looking to see what could realistically be delivered. All of the the Programme targets were never intended to be deliverable by 2012. Still things to do on substantially completed sites – while sites had been remediated, the outputs expected

from these sites were still to be delivered. Because the NCP was a receipts based programme it was to some extent dependent on the market. HCA were also looking to work with other Programmes to make things happen (e.g. housing).

15. Peter McNestry said that the target for 42,000 jobs was impressive, but asked what the HCA were doing about apprenticeships, and could more be done?
16. HCA confirmed that this was something which had only recently become an explicit target for the Agency. Something like 50 per cent of all housing currently under construction has some sort of public investment support and projects that HCA support are now required to provide a certain level of apprenticeships. To date HCA are pleased with the level of engagement on this with developers. A lot of companies had capacity within their training programme. There were things that learning and skills councils to do but there's also the opportunity to make the most of and maximise links.
17. Regional Labour Markets - Michael Clapham asked whether there was any way the situation could be better addressed to benefit the local labour market.

Action: Some work needed to be undertaken to look at what skills were in place in a particular area and what is being done for any areas not covered. CLG would discuss with colleagues who might be able to do this.

18. Eion Watts said that it now appeared that HCA had moved into housebuilding, he asked what would happen to regeneration and sustainability and if coalfield areas would get left behind. He also asked whether there had been any feedback on the single conversation and whether there was any indication of how it was working.
19. David Curtis confirmed that in the short term the HCA's priority was to support the housebuilding industry. At the moment the HCA were responding to Ministerial requirements but were still trying to maintain momentum on key regeneration projects. This was difficult due to market conditions and the reduction of property receipts to HCA. Also HCA had wherever possible sought to align Housing Stimulus Investment with regeneration and growth priorities. They didn't want to lose the community focus, the Programme was also about making places not just housing. HCA were looking at putting money into areas that really needed it, e.g. Cotgrave.
20. The EP model was heavily based on receipts and the downturn and reduction in these receipts had greatly affected what HCA was able to do. A piece of work on the impact of the Single Conversation was due to report to HCA this month. So far local feedback had been positive and

there was agreement / support with the local approach, although people were disappointed that there was not more money to respond to local communities.

21. Regional workshops looking at the Single Conversation were planned to take place in the next few months.
22. Eion Watts asked how commitments could be met quicker and whether the HCA had any suggestions on a way forward for speeding up the process.
23. David Curtis said that the biggest challenge in managing the Programme had been resources, the time taken to put together regeneration packages had also been a constraint. HCA was created to try and simplify that process, they had also found this frustrating. It had taken time to sort out the land remediation, and additional outputs on these sites such as housing, parks, and open space had taken longer but were now beginning to occur. HCA recognised that future resources would be tight but it was important to get it right.
24. Michael Clapham explained that one of the things the review would be looking at ways to improve transparency and accountability. For example, looking at separating the land remediation costs from the other costs associated with the development of the site.
25. Michael Clapham also asked about what the HCA thought might have happened to sites if the NCP didn't exist.
26. David Curtis stated that having a targeted programme to tackle these coalfield community issues had been essential, without such an approach we would probably still be trying to work out / find solutions for dealing with many sites. The Programme was vital in helping to tackle these sites; it had also helped join up national agencies, such as the RDAs. There were a lot of lessons to be learned from the Programme and a lot of good best practise that could be taken forward.
27. The Board thanked the HCA for coming and for their input.

Coalfields Regeneration Review Board Meeting - 27 April 2010

Discussion with the National Audit Office (NAO) and the Audit Commission AC)

*David Corner and Andy Morrison attended from the NAO.
Diane Ridley and Alex Burfitt attended from the AC*

1. Michael Clapham thanked colleagues for attending the meeting. He asked how the AC saw the coalfields initiatives working in the future as the AC report (A Mine of Opportunities) had highlighted the role that local authorities should play. Should more work be done to work alongside local authorities or did they think that coalfields regeneration was something that local authorities could take on?
2. Diane Ridley explained that some of the local authorities they had spoken to were better co-ordinated and dealt with issues in coalfield areas through mainstream funding. Main departments' funding / initiatives had limited flexibility to deal with local issues. The AC thought that maximum benefit would be achieved through working with local authorities but through mainstream funding. Local authorities would be able to drive this process through more effectively if they were given more flexibility to use mainstream funding to address local issues. Alex Burfitt said that the types of problems in coalfields areas were mainstream problems.
3. David Corner asked whether the money should be routed through local authorities. There were currently three streams of funding with separate performance and accountability arrangements. This presented a barrier to them being able to work together. More incentives were needed for them to work with each other. Andy Morrison said that there needed to be buy-in from other government departments to allow them to lead co-ordination at the local level. He thought the initiative would benefit from having clear overarching aims for all those involved to work towards.
4. Peter McNestry asked how we might be able to uncouple social vs private enterprise. What would allow businesses to flourish if, for example, the CRT was not there? Where might businesses get help? The Board had discussed entrepreneurship earlier and had talked about getting companies into an area, looking to SMEs in an area to create local jobs, and how SMEs could be supported /maintained. The NAO report, *Regenerating the English Coalfields*, had looked at the claimant count in an area. We needed to look at how entrepreneurship could be developed and how this could be used to create more 'home grown' jobs that were sustainable for the future.
5. Alex Burfitt said that many jobs created in coalfield areas had resulted from large firms coming into these areas, particularly in the retail and distribution sectors, along with a growth in public sector jobs. These were the areas most hit by the recession, raising a question as to which sectors would be behind jobs growth from now on. There were also jobs being created in advanced manufacturing companies but it was not clear whether this would benefit coalfield areas or not. Diane Ridley noted that the problems faced by the coalfields had been exacerbated by the fact that there had been such a long delay between the job losses and the Government's intervention. There was a danger in assuming that the coalfield areas would recover at the same rate as the rest of the economy. This might not be the case given that these areas still lacked the diverse employment patterns and entrepreneurial spirit that other areas had.

David Corner agreed that sometimes the help was too little too late, and that there was a danger that some of these areas might go back to square one.

6. Richard Bamford highlighted that there were funding gaps in the market for loan capital and that SMEs had difficulties in accessing smaller loans. We needed to think about where they might go for help.
7. David Corner suggested that there needed to be a more sophisticated analysis of where these gaps were. He felt that RDAs might need a change in their funding requirements. Diane Ridley added that local authorities had found that businesses were failing due to poor access to start-up capital for new businesses and working capital for existing businesses.
8. Richard Bamford said that the current strategic focus on new growth sectors, which were very competitive, meant that there might be a danger of neglecting other areas. Diane Ridley observed that some local authorities had been exploring ways to incentivise companies to stay in an area, for example, by giving beneficial lease terms, in order to maintain employment in an area. There needed to be more flexibility at the local level and in criteria, and a broader view of how to support business. Local areas/councils needed to be freed up to deal with the issues facing their areas. Andy Morrison said that it was not only a case of funding, but also of support. There needed to be more intervention to match people with jobs on site.
9. Michael Clapham commented that it was even more important post-recession to ensure that there was an internal stimulus in these coalfield communities. He asked for views on whether the gap in wages between coalfield and non-coalfield areas was a negative influence and, if so, how it might be overcome. Alex Burfitt said that the coalfields had relied on low skilled jobs to provide employment and jobs growth. This had been a driver in these areas, with firms keen to re-locate to these areas because wages were low. While this could give these areas a competitive advantage, Diane Ridley highlighted the danger that the coalfield areas' economies could stall if they were overly reliant on low skill-low wage jobs. They needed to build a more diverse economic base if they were to be sustainable, particularly in the face of globalisation. There was a question of where jobs growth would be in the future.
10. Diane Ridley commented that some of the smaller communities might get lost / left behind. Alex Burfitt added that one problem in creating more graduate and high tech jobs was that local people were not getting the chance to access opportunities coming into an area, eg. in NW Leicestershire there was a lot of inward migration. Some areas were starting jump off the low skill platform, and had started to re-image themselves, for example, by improving the local housing stock to attract a new socio-economic group.

11. Michael Clapham asked what factors might lead to progress in some coalfield areas and not in others. Peter McNestry noted that it was not just a case of not having a job - in a lot of cases, there were other problems as well which made things more difficult. Diane Ridley this was where it was important for flexibility in local areas as they would have an idea of what the specific problems were in that area. Areas that had performed well were often those that had some competitive advantage, for example, the proximity of cities. In other areas, progress could be offset by ongoing problems in other sectors (eg. Stoke, where other manufacturing sectors were in decline).
12. Michael Clapham asked whether there was a way of disseminating and driving forward best practice. Diane Ridley felt that the problem was that no one approach worked everywhere. David Corner said that there needed to be a shared understanding of what the problems and opportunities were, and why people were not working. It could be a very slow process and depended on the quality and capacity of the agencies – each area needed an overarching aim / objective. Diane Ridley agreed that the best areas were those where there were good relationships at all levels, along with partnership, vision and leadership.
13. Eion Watts commented that in some areas money / action was taken according to opportunities rather than need. Much of the physical regeneration was done. There needed to be a culture change in the coalfields. The Family Employment Initiative was a success story, and a good example of the culture change needed. Much was down to the flexibility issue – the problems were still there and some sort of state intervention was still needed. David Corner said that we needed to look at how things could be done in order to benefit local areas. Diane Ridley said that one of the biggest challenges would be coming out of the recession, and stressed the need to maximise the impact of whatever money was available by using flexible solutions.
14. Richard Bamford raised the issue of the coordination of programmes. One point that had been discussed at the last meeting was about aftercare for SMEs. Mechanisms needed to be found to promote integrated activity between agencies, although this was not easily achieved. Michael Clapham agreed that there was clearly a need for an integrated approach, particularly post-recession, and asked for views on how could this be improved, and whether it needed some sort of national direction.
15. David Corner agreed there needed to be some sort of national direction, with all government departments guiding the work of the agencies. Andy Morrison said that the problem at the moment was that the programmes had not been incentivised to join up, with differing aims and performance management systems. They needed to be able to prioritise and be clear about goals. It was also important to look more at outcomes in an area rather than outputs. He acknowledged that this was not a perfect model.

16. Alex Burfitt agreed that the principle of a national direction was useful, but part of the problem was that coalfields were not a priority for other departments – so it was not just a case of joining up but also prioritising. Other departments had not had coalfield areas recorded as spatial units, and had been focussed on delivering national programmes without local flexibilities.
17. Joan Dixon raised the role of the HCA. While the programme was being delivered by English Partnerships, there had been partnership working in the form of Coalfield Action Zones. Despite the Single Conversation approach, it now seemed as if national priorities were being skewed towards housing rather than regeneration. She asked whether the HCA was still the right body to deliver the programme, and whether the coalfields were still a special case.
18. Andy Morrison replied that this was not a question that the NAO was in a position to answer, but thought it would be useful to look at the extent to which the physical regeneration had now been completed – as this was the area that most money had been spent on, while skills and enterprise had had less financial support. Alex Burfitt said that the AC agreed with this – in some cases, money had been taken from the RDAs and given to HCA to support housing. There was also a need to look at the areas covered – some areas had moved on and no longer classed themselves as coalfield areas, while others were still clearly still deprived economically and socially. This raised the question of whether there needed to be some sort of programme that looked at the traditional industrial area and not just coalfields.
19. Michael Clapham noted that there was still deprivation in these areas, and asked whether there was still a case for specifically targeting coalfield areas. David Corner considered that there might still be an argument for a separate programme, but we may need to review coalfield areas to determine which ones still needed targeted help / support.
20. Diane Ridley said that it was the speed at which the decline had happened which made coalfields a special case. Other industrial areas could also have the same problems. Michael Clapham agreed, but said that looking at other areas was outside the scope of this review, although the review could be used as a platform to look at this.
21. Peter McNestry considered that skills was a key issue, and that it was important to start now rather than wait until lack of skills became a problem for another generation. Diane Ridley agreed that now was the right time to look again at where money was being targeted and how it was being used. Given the state of the property market, we also needed to look at the balance between the physical / social / and economic regeneration of these areas. Richard Bamford said that in future, the emphasis should be on economic and social regeneration, rather than physical.
22. Michael Clapham thanked the NAO and AC for coming and for their input.

Coalfields Regeneration Review Board Meeting - 11 May 2010

Discussion with the Coalfields Regeneration Trust (CRT)

Janet Bibby attended from the CRT.

1. Michael set out the basic Review Board issue: what has so far worked well with the 3 agencies in the coalfields, and what could work better. We were now facing a post recession situation, where government would no longer be the key driver, but rather the LAs; and while both NAO and AC had recognised the good work done so far, there was clearly more to do. Specifically, while the Trust had exceeded its targets, could its targeting be improved to help the VFM position.
2. Janet agreed that all evaluations had made the same point. The Trust was very diverse, and extremely good value for money, but there was a question about focus. She stressed the Trust's results, and the recent work which highlights value for money, for example, on the FEI where a project costing £2.7m had saved the Treasury an estimated £3m, and produced some £19 for every £1 they had invested.
3. Queried about partnership, especially with LAs, as the way forward, Janet accepted that while they had been successful working with some LAs and county councils, dealing with eg worklessness, and building trust, they had done a lot of pepper-potting, and some of their pilot operations had done well. Process and environment were key factors, and the Trust would not overlap the work of others.
4. Janet agreed that greater connection with HCA on skills would be a good thing, and confirmed that capital investment by HCA had already worked well, though hindered by the 3 year funding cycle. Peter R noted that the recent Doncaster Forum confirmed that HCA's skills development programme had been well received. Others concurred about the effect of the timing cycle on funding streams, reducing cases to a small window of opportunity to identify and carry through worthwhile proposals. Though it was useful for the Trust to have flexibility, were the results sustainable?
5. Janet cited the factors for success in their work as quick focus and action – see the opportunity, do the research, agree a (viable) target, and deliver. She agreed that the new Comprehensive Area Assessments would help with focus, maximising results, choice of work, and letting communities have their say. Michael praised the cost effectiveness of CRT - at half the rate of Pathways and Employment Zones – while Janet noted their frustration at not qualifying for DWP contracts.
6. Janet confirmed that Family Employment Projects had been working well (and distributed a copy of the executive summary of ekosgen's evaluation,

attached), and explained that they worked in assorted local venues, advising both newly and long term unemployed, including referees from Job Centres. She noted how, since the economic downturn, those newly unemployed could easily become long term if not helped, and the increasingly greater difficulty of getting people back to work, the longer it took. Conversely, one success in a family would often have a knock-on effect.

7. Replying to a query about Coalfields Action Zones – once looked to as a model for the HCA to roll out across the country – Janet considered that the pilots had been announced too soon, before they were really ready for action. The aim of aligning childcare, youth projects, debt assistance, etc with the HCA's operations was a good one but what with changes in personnel, then the recession, and the resultant loss of capital investment, the projects had never really got started. **Action Point: Andy agreed to find out HCA's position on the pilot sites.**

8. Peter M noted that there appeared to be little deterioration in places after the Trust had withdrawn, and noted that there had to be withdrawals in order to start work in new places. Peter R suggested that the situation on each case would need to be considered separately. He stressed the financial difficulties facing the HCA, with the fall in capital receipts leaving a large hole in their budget, and making it hard to fund some work, especially with little investment now coming in from the private sector. They were further limited by their inability to move funds between budgets.

9. Janet cited Family Employment Initiatives as being 1 per region, and funded by both mainstream and partners such as district and county councils, emda and DWP. If they were asked to support more of these, they would require a cocktail of funding, eg RDAs. Joan noted that WNF was a key funding source, but many could not access it. Janet advised that they could not get DWP contracts as their method of working differed so much from private sector providers although their results were in fact more sustainable due to the fact that they were not primarily target driven but worked at getting people into the labour market for the long term, avoiding the revolving door effect. **Action Point: Andy noted that they would be meeting DWP on June 8 in Barnsley.**

10. Janet explained that the Trust's broad range of grants was based on what was important to communities, aligned to themes that emerged in this round from the SQW report. Their trustees had to make tough decisions in a climate where the third sector was downsizing and various funding streams coming to an end. They were continually been asked for funding certainty (through a 3 year revenue commitment), and while they did encourage people to work together for example in the debt programme which CLG had awarded additional resource, it was impossible for them to fund everyone. Their criteria also focussed on additionality and the anticipated benefits to the area concerned.

11. Michael noted the success of the Trust in funding some 2,200 structures of various kinds, such as community centres. Peter M advised that now the

trend was in fact more towards doctors' surgeries and IT support. Janet noted that rents and running costs could become an issue after the actual structures themselves had been established and ensuring some service provision underpinned this was vital. Peter suggested that this Board should seek the experience of those who were working in such places.

12. Joan said that they were also trying to attract capital investment from the Lottery. She asked about the Mines Welfare Projects, which had some trouble initially with funding – had they survived? Were they worth revisiting and reviving? **Action Point: Andy said that he would try to make contact.** Janet said that they did sometimes co-fund but had not managed to join up programmes. Peter suggested that these bodies could be of use, having a lot of land, but needing management help. Janet also confirmed that they did try to work with PCTs, for example in the East Midlands, and with the Youth Service, but that these operations took a lot of time and effort before they bore fruit.

13. Terry stressed the importance of reaching out to young people in rural communities, and noted the existing system of sport-led contact, such as the popular Midnight Leagues, whose success was accompanied by reduction in anti-social activities, increased feelings of public security, and a weaning away of young people from gangs. **Action Point: Andy agreed to contact CLG analysts to see if there were any relevant statistics.**

14. Asked about entrepreneurship, Janet confirmed that they already do a lot of work with the social economy, looking to create assets that can be owned by local communities; while community centres could be a potential millstone, if badly run, housing and businesses were a real boon to communities. This was the reason the Trust had moved to create a vehicle for encouraging this type of development through Community Land Trusts. The Trust also had wider ambition to focus on social enterprise through sustainable power and building materials. She also agreed that they did sometimes get support from the professional community, such as pro bono work from lawyers, but that given the low capacity and enterprise culture in the areas they work in, the nature of their activities did not generally attract much interest. They had produced an employers charter developed as a result of the worklessness approach with the nuclear sector in West Cumbria (already signed by Costain), which could be a route to joint working with the enterprise fund and which they hoped to gain more support for across the country in due course.

15. Michael noted that CRT had some £22m tied up in various projects with the RDAs. Janet replied that RDA support was variable, and RDAs themselves had experienced some hard times of late. NWDA and Emda had proved valuable, but Yorkshire, for example, while doing some remediation work, regarded the coalfield title as having a negative impact. They had done no work in the South West, but had some experience with WMDA and SEEDA, though they were now more economically focussed. Andy noted that there had been changes in spending and economic activity – the 2007 figures were due out soon. **Action Point: CLG would look to analyse these.**

16. It was agreed that statistics could be misleading, with minor or abnormal changes causing a major classification change; there were also mismatches everywhere between priority lists. Tom questioned whether the HCA's Single Conversation could be a new approach, or micro cases. Peter R agreed that this could work, eg in Betteshanger in Kent. He suggested that inter-agency tasking could help, whereby in a given area, one agency would act for several others. Peter M confirmed that in Kent CISWO (Coal Industry Social Welfare Organisation) was still active and funded.

17. In conclusion, Janet said that she would appreciate knowledge of any future plans, as they were due to close in just under a year, and there were staff to consider. Michael confirmed that they were due to report by the end of July, and would seek an early meeting with whichever new minister was appointed in due course.

Coalfields Regeneration Review Board Meeting - 22 June 2010

Discussion with (i) the Department of Health; and (ii) Homes and Communities Agency

(i) Martin Gibbs attended from the Health Inequalities Unit, Department of Health.

1. Michael Clapham asked what the distinguishing features of the coalfields areas were in terms of health issues. Martin Gibbs set the context for the Improvement and Development Agency's report "Health Inequalities in ex-coalfield areas/industrial communities". When the national health inequalities targets were set, DH mapped the extent to which the coalfields would form part of the target areas. 20 ex-coalfield areas were in the spearhead group (70 local authority areas which form the fifth of areas with the worst health and deprivation status). These areas have received additional NHS funding, support and new funded programmes. There had been an increase in life expectancy and decrease in mortality rates in these 20 areas, mirroring those patterns seen nationally, but, critically, there had not been a closing of the gap in health outcomes between these areas and the national average, as measured by life expectancy. Health profiles for each LA area were now produced which gave up-to-date information. It was important for local delivery organisations to understand these trends. Coalfield areas mapped national trends in what caused people to die early, although cardiovascular problems were higher. Martin Gibbs would send a link to these profiles.

Action: Martin Gibbs *(done)*

2. Martin Gibbs said that the health inequalities intervention tool, which identified the number and causes of additional deaths contributing to the inequalities gap for each local authority area, was also a useful modelling tool. He explained that delivery of health improvement was driven by both the NHS

and local authorities, working with the Improvement and Development Agency. As PSA targets had been abolished, DH had published a supplement to the NHS planning framework. PCTs were expected to deliver their local health inequalities targets.

3. In response to a query from Professor Roberts, Martin Gibbs said that they did not disaggregate data by employee status. However, there was a clear link between health inequalities and deprivation/ex-industrial areas in decline. It was hoped that Ministers would pick up the recommendations in the Marmot Review on the socio-economic drivers of health inequality. DH modelling showed that only 15-20 per cent of health outcomes were affected by NHS care, with the rest determined by lifestyle/poverty, etc. The Board considered that this evidence could be used to make the case for the CRT, which had been effective in dealing with socio-economic problems. Martin Gibbs noted that there may be as many as one million people with symptoms of illness, but not under the care of the NHS.

4. In response to a question from Richard Bamford, Martin Gibbs agreed to check with his analysts whether the data could be disaggregated by disability in coalfield areas. **Action: Martin Gibbs** (*has since confirmed that it cannot*).

5. The Board discussed invalidity benefits. Martin Gibbs highlighted the conclusions from the Marmot Review that those on benefits did not have enough income to lead a healthy lifestyle. Phil O'Mara noted that mental health issues had overtaken muscular-skeletal problems in terms of invalidity benefits. Peter McNestry said that the CRT had done some work on this in Yorkshire. Martin Gibbs outlined the "cliff face" approach which characterised the benefits system – change was needed to give people a smoother transition back into work. Michael Clapham said that coalfields areas often had families with the third generation out of work.

6. There was a discussion about the need to put land back into use. Martin Gibbs said that there was a push from DH to promote walking and the provision of, and access to, green space, as part of the strategy to tackle obesity. It was hoped that health would be an objective in the new spatial planning system. There were also indications that community involvement improved health outcomes for people, thereby getting two hits with one action. Peter Roberts highlighted that there were some useful case studies on this, eg. Knowsley.

7. Martin Gibbs outlined the role of Directors of Public Health as an axis between local authorities and PCTs. Around 90 per cent of them were joint appointments, and there were jointly owned targets between the local authority and the PCT. This had helped give local authorities the belief that they had a role in improving the health of their local communities and reflected the idea that the NHS could only do so much.

8. Terry O'Neill considered the isolation of communities to be a key issue, with access to transport links a real problem. Martin Gibbs mentioned that DEFRA was due to publish a report soon on health inequalities in rural areas,

which would show that inequalities were more pronounced in cities rather than rural areas.

9. Michael Clapham said that if LAAs were abolished, it would be left to local authorities' initiative to consider alternative structures for co-ordination. Martin Gibbs mentioned that the coalition agreement had flagged up a major restructuring of the NHS; there was likely to be an increased emphasis on public health with a stronger role for local authorities on the prevention agenda. A White Paper was due to be published soon. The balance between the centre and local areas was not yet clear. Martin Gibbs said that GPs may increasingly work together in consortia across local authority areas.

10. Michael Clapham thanked Martin Gibbs for his useful contribution.

(ii) David Curtis and Yasmin Fearon attended from the HCA.

1. Michael Clapham asked HCA how they envisaged improving co-ordinated working, eg. with CRT. David Curtis said that HCA had dealt with around 90 per cent of the environmental legacy problems; there were only a few projects left, which were in the final stages of development. HCA were moving towards joint investment planning, where they supported local authorities how local authorities felt was best. The move towards localism and change in the role of RDAs also presented opportunities for working with local authorities. HCA were trying to engender a joint way of working – involving the community to get the best value for money out of each investment.

2. David Curtis summarised the slides he distributed to the Board. 93 out of the 107 projects were either completed or currently planned to complete, subject to resource decisions in the CSR. Of the remaining 14, he said that there were 10 projects with little prospect of getting off the ground, which might be taken out of the programme, as neither local authorities nor the private sector were showing sufficient interest. HCA were working with local authorities to review the remaining 4 high profile projects. Yasmin Fearon pointed out that HCA had developed links with CRT where possible, eg. notably on coalfields action partnerships, Shirebrook and Eppleton. HCA had been pro active in trying to develop links with EV work; it was felt that stronger links could be developed now that physical remediation work had largely been completed.

3. David Curtis said that HCA still had some way to go to hit targets due to the delay in receipts. 93 sites remained to be completed; decisions were still due on 14 sites; and 4 high profile sites were under review with local authorities. He confirmed some of the development phase sites "in the bank" would get brought back on stream as the economy recovered. Yasmin Fearon noted that the work of the NCP had ensured that many of these sites would be better positioned because of improved infrastructure for when the economy picked up. There were also 2 sites where a decision had been made to go for carbon challenge status. These would be discussed with CLG.

4. David Curtis mentioned the issue of dowries which represented a potential further cost of £53m. HCA was in discussion with local authorities and the Land Trust over the forward management and monitoring costs of various reclaimed spaces, eg. good quality country parks, etc.

5. Yasmin Fearon undertook to provide further details on the 93 sites.

Action: Yasmin Fearon (*action completed*)

6. She remarked that the programme had been able to lever in more private sector funding than originally forecast (£2.1bn compared to £1.1bn). This could be seen as a measure of the wider success of the programme. In terms of economic performance in the coalfield areas mirroring national trends, David Curtis commented that, given the weak state of the economies in former coalfield areas at the start of the programme, it could not be taken as read that this would have been the case had HCA not intervened.

7. Peter McNestry welcomed HCA's document, and felt that it looked to the future in the right way.

8. Andy Rudd noted that the approach in the document had not been agreed by Ministers and that much would be dependent on what resources would be available following the CSR process.

9. Michael Clapham highlighted the need to emphasise that it would not be good value for money to curtail the programme at this stage, given what had already been achieved.

10. He thanked the HCA for their useful contribution.

Coalfields Regeneration Review Board Meeting - 6 July 2010

Discussion with Department for Education (DfE) and Department for Business, Innovation and Skills (BIS)

Alex Kirwan attended from DfE and Karen Ingram attended from BIS

1. Michael Clapham welcomed Alex Kirwan and Karen Ingram to the meeting. He outlined how the decline in apprenticeships had had a major impact on the structure of post-16 education and training on coalfield areas.

2. He asked whether there was a gap in performance between coalfield areas and non-coalfield areas. Alex Kirwan said that there was a gap in terms of the number of 16-17 year olds not in any education or training of any kind. On 2008 data, 77 per cent of 16-17 year olds participated in some kind of education or training in coalfield areas – 3 per cent points below the national English average. 69 per cent of 16-17 year olds were in full time education or

training, which was 6 per cent points below the English average. 7.3 per cent of 16-18 year olds in coalfield areas were not in employment, education or training, as opposed to an English average of 6.4 per cent. These figures suggested that there was a clear gap between coalfield areas and non-coalfield areas. However, the trends in coalfield areas were also similar to those in non-coalfield areas.

3. There were no particularly encouraging signs that the gap was closing. Joan Dixon asked for figures regarding the numbers of young people with 5 GCSEs (for coalfield and non-coalfield). **Alex Kirwan undertook to send these to CLG. He would also provide figures for vocational and non-vocational training** – which did show the gap between coalfield areas and non-coalfield areas was closing slightly. **Action: Alex Kirwan**

4. Alex Kirwan said that there was still a lack of clarity on the direction of travel in terms of policy, but the general approach was that Ministers did not want to prescribe solutions from the centre.

5. Richard Bamford wanted to explore the root causes of the gap. Alex Kirwan expressed the view that coalfield areas did not have a tradition of engagement in education. Engagement was generally fuelled by parental encouragement and peer group pressure. It was not an issue of provision, although there had been a preponderance of low performing schools in these areas. The importance of developing a culture where parents engaged with schools was emphasised. There was a need to bring parents in, particularly if they had had poor school experiences themselves. Alex Kirwan said that there was a renewed emphasis on this. As local authorities' role changed from provider to facilitator, they were more likely to become the champions of parents.

6. There was a brief discussion about comparative studies had been done in this area. **Alex Kirwan undertook to find out whether there were any comparative studies which had looked at the European, Scottish and Welsh experiences** (although it was acknowledged that, with devolution, it was becoming increasingly difficult to compare with the latter two). **He would also see if there were any comparative studies with inner-city areas.**

Action: Alex Kirwan

7. Joan Dixon mentioned some research by Tony Gore [Note: Joan has since confirmed that there was a Department for Education and Skills report, *Patterns of Educational Attainment in the British Coalfields*, undertaken by Gore and Smith in 2001. In addition, the Skills for Life team in 2005 produced a pamphlet - *The Engagement Imperative in the Coalfield Communities*.]

8. There was some discussion about historical education and training provision in the coalfields. Peter McNestry raised the issue of whether it would be possible to project graphically how long it would take on current trends for education and training in coalfield areas to converge with national patterns. This might help us to consider what action might be needed to accelerate the trends.

9. Michael Clapham asked what guidance was available to young people on skills requirements. Karen Ingram said that the emphasis was on ensuring learners had access to good information, eg. on learner destinations and learner success and that the new integrated adult career service will offer a range of tools to help people to assess their skills, develop learning and careers plans and make effective choices. Michael Clapham raised the issue of how to attract those who left school at 16. Alex Kirwan mentioned the Connexions service, which provides information, advice and guidance for young people; some evidence suggests that its success has been patchy and Ministers were likely to review policy in this area. **He undertook to find out more about current policy on this. Action: Alex Kirwan**

10. Michael Clapham raised the issue of localism. Alex Kirwan said that the indications so far were that Ministers were keen to give institutions more responsibilities and freedom to respond to pupils' and students' requirements/demands, with less prescription from the centre. In terms of the recent announcement on the schools building programme, **Alex Kirwan agreed to obtain the figures to distinguish which were in coalfield areas. Action: Alex Kirwan**

11. There was a discussion about mechanisms for pinpointing what skills were needed regionally. Alex Kirwan felt that Ministers would consider that schools themselves should be aware of regional demands; and that there was a distinction in any case between schools, whose job it was to provide pupils with a range of skills to function in society, and colleges/universities, whose provision was more likely to be geared towards responding to regional demands. The Board re-affirmed the importance of understanding the broad direction of travel in terms of regional skills needs, so that skills gaps could be addressed.

12. The Skills Funding Agency and Apprenticeships was discussed. Karen Ingram said that there had been a policy announcement to redeploy £150 million of Train to Gain funds for 2010-11, creating an additional 50,000 Apprenticeship places. She was not aware of any statistics that gave the numbers of apprenticeships/training places on a local authority basis. Ministers had indicated that that funding should be free to flow to meet demand in particular areas. Michael Clapham highlighted the danger that funding would flow away from needy areas. Karen Ingram said that the letter from Vince Cable to the Skills Funding Agency (17 June 2010) signalled that this would not happen. **She agreed to provide some information on apprenticeship numbers at local authority level.**

Action: Karen Ingram

13. Karen Ingram said that BIS was working with the Department for Work and Pensions on worklessness issues. A range of different skills training packages was currently available, depending on the stage individuals were at. In future Ministers wished to see skills provision funded through mainstream budgets, with flexibility, so that provision was available for the right people at

the right time, rather than through ring-fenced programmes where eligibility is linked to stage of benefits.

14. Professor Peter Roberts asked what would happen to the RDAs' skills programmes. Karen Ingram said that the current assumption was that all funding would be routed through the Skills Funding Agency. The Government wanted to see Regional Growth Hubs, and it was envisaged that skills would feature in these, although there was still a long way to go in developing these.

15. Michael Clapham thanked Alex Kirwan and Karen Ingram for coming and for their useful contribution to the Review.

Coalfields Regeneration Review Board Meeting - 20 July 2010

Discussion with (i) the Home Office (HO); (ii) Department for Work and Pensions (DWP) and JobCentre Plus, South Yorkshire; and (iii) Big Lottery Fund.

(i) David Clarke from the HO attended

1. Michael Clapham said that statistics showed crime in coalfield areas rose dramatically after 1995, from 15 per cent below the national average, to 15 per cent above; latest figures show coalfields higher than the national, but not significantly so. David said that HO had analyses, under a number of indices, and had listed many of the coalfield areas as 'areas of concern', in the old government's terminology. The HO current approach focuses primarily on specific crime types, and the most problematic people. HO had aimed a whole series of individual programmes (eg knife & gun crime, youth crime) on particular areas, hoping to tackle the underlying symptoms of crime. It was, however, the case that there had not been much effort to bring together the various initiatives in a co-ordinated way, either within the HO or externally. Whilst these initiatives can manage the symptoms, they do not tackle the underlying causes of crime in problem areas.

2. He noted that academics have identified numerous risk factors associated with high crime areas, which can be broadly grouped as 'people', 'place' and 'culture' factors: which could include worklessness, spatial isolation and [DN: links and references below]

3. David Clarke confirmed that surprisingly, crime had not risen significantly during the recession. Michael Clapham noted that it had always risen before, and asked whether the coalfields programmes had helped this time, as they appeared to have done in Barnsley. David Clarke said that as crime data is only available at police force level, there was no specific detail available on coalfield areas so it was difficult to comment. David Clarke added that the

HO's view was that increasingly they would be moving away from specific programme funding – the important thing was to consider the issue holistically, and to work better with local areas, bring the various funding streams together and maintain resource levels if possible.

4. Michael Clapham believed that CRT's programmes had helped to keep children off the streets, and so avoid anticipated social crime; did HO have any statistics on youth crime? David Clarke advised that data on youth crime was patchy and largely focussed on anti-social behaviour. Anti-social behaviour data was based mainly on perception, and available at police force level, rather than related to particular (coalfield) areas. He was happy to take away the issue and consider it, but doubted that they would be able to help with this. Michael Clapham wondered whether coalfield areas were experiencing domestic rather than street violence, and what was the comparison with the national average. David Clarke said that HO collected data at force level, so this would be hard to compare with coalfield areas, but again, would be happy to take away and consider. [DN: links and references below]

5. Peter McNestry noted the success of local football arrangements with involving children and reducing crime. The number of children who had been 'tagged' had gradually reduced to zero. This was an approach worth exploring. Andy Rudd asked if CLG could discuss this with the HO. David replied that HO would be increasingly moving away from specific programme funding, and towards Area Based Grant, and looking more at identifying good practice, drawing out examples which had been of value to specific communities. They would be trying to get local people to work in partnership, and look to preventative activities. They were changing from directions and guidance towards support.

7. Peter McNestry noted the success of building a small local hall, quite basic, for children's recreation. This had been a bottom-up example – would it suit the HO policy? David Clarke answered that it would be a case for local people to decide on. Joan Dixon summarised the four areas that David Clarke had cited as the main drivers of crime as: worklessness, poverty of opportunity, spatial isolation, and access to training. David Clarke noted that some work done by them at neighbourhood level had borne much of this out. Peter Roberts asked whether the provision of public realm and recreational space helped, and were there any statistics? David Clarke thought some colleagues might be able to help. It was concluded that David Clarke would provide names of contacts/sources and any available data.

Addendum and references:

Paragraph 2:

People factors could include high numbers of drug users⁹, high male unemployment¹⁰, high numbers of people with mental health issues¹¹, and high numbers of NEETS¹²; place factors poor estate design and layout¹³, and poor quality housing¹⁴; and culture: low levels of social cohesion¹⁵ and collective efficacy¹⁶ (the extent to which people can organise themselves to effect change). It is where these specific people, place and culture risk factors combine they can drive disproportionately high levels of crime and anti-social behaviour. In other words the higher the number of risk factors a person experiences, the more chaotic their lifestyles and offending are likely to be.

Paragraph 4

There are published data from TKAP - knife crime by 13-19 yr olds.

<http://rds.homeoffice.gov.uk/rds/pdfs09/horr18c.pdf>

YCAP One Year On update is helpful, and points to various sources for further data (BCS – this year we extended the survey to include under 16s for the first time, MoJ young offenders and first time entrants to the CJS, perceptions data from the Place Survey, etc.).

Lots of YCAP activity focuses on ASB

<http://www.commissioningsupport.org.uk/idoc.ashx?docid=729d49c0-30f7-4429-9cc0-720f6424cc3f&version=-1>

DV information is again given in the standard BCS and Crime in E&W publications. In addition there is a supplementary volume on Homicides, Firearm Offences and Intimate Violence which gives details of the family relationship (partner, ex-partner, etc.) of homicides and incidents of intimate violence.

<http://rds.homeoffice.gov.uk/rds/pdfs10/hosb0110.pdf>

Most of the above information is published annually at the force level.

⁹ McVie and Norris 'Neighbourhood Effects on Youth Delinquency and Drug Use', 2006

¹⁰ Carmichael and Ward, 'Male unemployment and crime in England and Wales', 2001

¹¹ Fazel and Grann 'The Population Impact of Severe Mental Illness on Violent Crime' 2006

¹² Social Exclusion Unit, 'The Impact of NEETs in society', 1999

¹³ Poyner, 'Crime-Free Housing in the 21st Century ' 2006

¹⁴ Wikstrom and Loeber, 'Do Disadvantaged neighbourhoods cause well-adjusted children to become adolescent delinquents?' 2000

¹⁵ Hirschfield & Bowers, 'The Effect of Social Cohesion on Levels of Recorded Crime in Disadvantaged Areas', 1997

¹⁶ Kindler, Freeman & Harms, 'Neighbourhoods And Violent Crime: A Multilevel Study Of Collective Efficacy ', 1997

(ii) Boyd Wood and Hugh Stickland attended from DWP and Ann Jackson attended from JobCentre Plus, South Yorkshire

1. Michael Clapham asked about the work that DWP was doing on Incapacity Benefit, in relation to tackling worklessness. Hugh Stickland replied that they had looked at the situation, seeing overall numbers rise substantially in the 1980s/1990s, and noting how people moved onto and off the register, and concluded that the main problem was that people did not really come off the benefit. DWP had therefore promoted programmes such as Pathways to Work, an approach that had proved successful and exemplified across the OECD. The pilots had proved useful in getting people into employment and off benefit, but once rolled out nationally (including some sub-contracting to the private sector), it had proved to have no real impact.

2. DWP had also reviewed the Personal/Work Capacity Assessments, looking at who has access to the benefit. They had so far received no detailed leads from the new government. Asked if they had done a geographical analysis, Hugh said that they had, but that such low level data was of too small a size for them to be able to draw any useful conclusions on the impact of Pathways. Boyd Wood reported on work carried out by the Joseph Rowntree Foundation, looking at some areas from the 1960s(including 2 areas in Leeds), and why some had done well, others not – this research was due to be issued soon. He noted that Calderdale and Kirklees had been among those involved in discussions with local residents. There had been useful discussions with local residents and stakeholders which highlighted some contradictory evidence found, such as poor skill levels, but the perception that there were good schools in the area, and no employment increase despite increased ease of travel to work.

3. Michael Clapham asked if any work had been done on age groups, as this might help in dealing with a second generation of worklessness. Hugh Stickland agreed that this was something which they could look at, though they naturally expected statistics to show a higher proportion of older men. There were, however, also an increasing number of younger men and women, often with mental health issues rather than physical effects. It was hard to show any intra-family connections from the statistics available, although inter-generational effects of welfare receipt are evidenced in wider literature (not specific to coalfields).

4. Michael Clapham noted that this recession had proved different from earlier ones, in that there had not been significant increases in unemployment, but jobs that had been created in the coalfields were vulnerable. Ann Jackson agreed that this appeared to be so, as they had recorded a 138 per cent increase in Job Seekers Allowance in her area since 2008, as against a 114 per cent national rise. She noted that the maturity of the labour market had been an issue, with businesses having had no time to get established, and prepare to weather the economic storm. She contrasted the effects on Barnsley (hit early) and Sheffield (hit later). The type of jobs on offer in different places was also an issue.

5. Michael Clapham asked if the situation had been better in the Dearne Valley. Ann Jackson said that the effect had been felt, notably with inward investments, but the local authority were now working together, and there were hopes that a new distribution warehouse would bring in jobs. Ann Jackson was not sure, however, that they had succeeded in selling the new job opportunities to local people, as replacement for the previous jobs, nor that they were convinced of the support being offered helping the whole community. Joan Dixon and Eion Watts reported similar experiences, at Home Wood and Shirebrook respectively, and it was noted that the Audit Commission had also stressed the fragility of coalfield economies.

6. Ann Jackson considered that this was inevitable, given the time taken to build up the economies, and their (to date) short lifespan. She thought that the important thing was for them to get smarter in terms of what they could offer prospective employers, such as preparing & screening possible employees. Peter Roberts noted that BIS would be ceasing their Investment Grants, and given that vulnerable areas were always more grant dependent, would this be likely to make things better or worse? Ann Jackson thought that local development agencies would be doing more work, and that a key factor would be the existence of an established base, and advantages like motorway links, all of which would produce snowball effects of results.

7. Peter Roberts considered that the main incentives to attract business were infrastructure, skills, and land support services, with grant ranking only after them as a major incentive. Hugh Stickland noted that they knew that weaker areas had been hit the hardest by the recession, but not as badly as they had feared, the overall effect being more widely spread. He accepted that grants could be of help, but thought that they could also produce a misleading effect, in that they could attract people from across the country, rather than from local areas – so it was important to get the spatial effects right. Michael Clapham noted that the Audit Commission had reported 62 per cent of jobs as having gone to local residents. Hugh Stickland admitted that they had not considered this aspect previously, but he was surprised the figure seemed quite high.

8. Hugh Stickland noted that DWP's findings were based on a split between active and inactive, and they found that while those on Job Seekers Allowance tended to go back to some kind of work at some stage, those on Incapacity Benefit often remain there indefinitely. DWP's main concern here was the displacement effect; there needed to be a link between jobs and the benefits registers, as without these, the actual effects of any regeneration work done would be unclear. Peter McNestry reported on people from coalfield areas travelling long distances (30 miles) to get to work, so that there were now no limitations on who might get a job. He refuted claims that miners were not prepared to travel to a job, though Hugh Stickland suggested it was whether they were actively seeking or not, rather than their previous occupation that mattered. Boyd Wood noted the relevance of the Rowntree research, which suggested that inter-generational attitudes could impede a return to work.

9. Eion Watts said that while it was hoped that local sectors would take jobs, this would take time, and need a culture change, as well as depending on the nature of the jobs available. He questioned whether people moving from IB to JSA only constituted a cosmetic change, if in fact there were no jobs there. Where would jobs come from, as the economy contracts, and especially for people in the more remote communities? Sometimes it was necessary to take jobs to people, especially as some had never moved out of their village in their lives. Such villages had been greatly changed by the building of new houses in them. Much was hoped for from newly created industrial estates, though these did require the prior establishment of appropriate infrastructure. In general, no one size (solution) fits all (circumstances).

10. Hugh Stickland felt that a key issue was the contrast between the demand and supply sides of the economy; many new jobs had been created in recent years, mostly in the private sector. While the recession had not hit the labour market as badly as on previous occasions, there was now the potential of a 'jobs-light' recovery, and now the public sector was losing jobs. He expected to see new jobs created, but at a slower rate than before. Isolated communities would struggle to see new private enterprise, and much would need to be done to attract the private sector there. The introduction of the Regional Growth Funds seemed to indicate that the new government understood this. It was unclear yet how these would work, but a mixed economy was needed.

11. Michael noted that statistics showed more people working outside than in coalfield areas, with some 40 per cent travelling out of Barnsley. Ann said that they were working with the West Yorkshire PTA to encourage people to move. In Rotherham, where there was a problem generating work, JCP were giving a month's free rail pass to anyone newly in work; they needed to push the younger generation. Sheffield was only 25 minutes by train from the coalfield areas, so working there was quite possible. JCP delivered a pathway service, their job before had been just getting people into work and off the registers, not looking at details and causes. They worked with colleges in order to look ahead and consider possibilities. They were quick to take on any available vacancy, which gave them greater influence with employers, and tried to link their services with the actual workplaces, giving training to applicants to help give them an even chance in job interviews.

12. Eion Watts pointed out that having spent millions on getting people back to work, the emphasis had now shifted to young people, concentrating on schools, and age groups of young adults. Specific teams were now working with these groups. The problem was, no jobs. They had also experienced problems in co-ordinating (certain) parties in order to establish jobs. Peter Roberts expressed concern that the emphasis on moving people into work could harm other agendas, such as social cohesion, energy, and the environment. He suggested looking to examples of approaches used abroad, eg in Holland, with co-operatives and local business ventures, all of which called for a different kind of support. He cited the case of the former coalfield area around the Pas de Calais, and the principle of people = place = business

This needed a change from the traditional form of support, and while there had been a lot of debate and consideration over the years, in fact little had really changed. He thought that the Scots had done some such work in Fife.

13. Peter McNestry rehearsed the main problems involved: different/low levels of attainment, stress, low self-esteem, getting people to work, breakdown, and disbelief in the prospect of things getting better. Hugh noted that some 40 per cent of the IB claims had a primary mental health condition, but that if indirect wider causes were included, then this figure rose to 66 – 75 per cent. In addition, the effects resulting from such illness can include relationship breakdowns, substance abuse and alcoholism. He was not sure that they had co-ordinated as well as they might have done within DoH and DWP, linking health and work. There were problems with the variety of different backgrounds involved. He agreed that the foreign approaches sounded useful.

14. Peter Roberts referred to the practice in some of Europe, of giving people guarantees to help them stay in work if they wanted to. Ann cited their Rapid Response Fund, which did provide help, eg with the former Corus staff, and a local call centre, where they had helped to relocate 89 of 93 people into new jobs. Peter McNestry noted, however, that in France they had a much more advanced system, dating back to the 1960s, with full agreement of the miners themselves. He proposed that they should look at all of the social enterprises that had been set up in the coalfields, and consider their effect. Peter Roberts suggested adding in the former Pathways work, which had produced some lasting jobs.

15. Michael Clapham asked whether JCP was working with local authorities, and asked Boyd whether he could provide any best practice results coming out of partnership working. Ann Jackson confirmed that JCP sat on all Local Strategic Partnerships, and were involved with City Strategy Areas; they had work and skills boards, and intended to get involved in the new LEPs. Boyd Wood had found that no MAAS appeared to focus specifically on former coalfield areas. He would take the question back to his office for consideration. (Hugh thought that there might be a gap there). Pathfinders had done good work with PCTs, and he would provide this information also.

(iii) Beatrice Andrews attended from the Big Lottery Fund

1. Michael Clapham cited the new localism approach which was now the main policy, and referred to expected new legislation. Given that Big Local (BL) were able to make their own decisions, how did they choose which coalfield areas to support? Beatrice Andrews replied that there was currently a consultation in hand to determine changes to their shares of funding, between the areas of sport, heritage, arts and communities. It was expected that the focus would be on communities, with most money going to the voluntary sector. They expected to receive new policy directions from government, but were continuing their existing plans to launch new programmes, which looked to fit the new government's line.

2. In England, BIG's funding was being delivered via three main methods: Reaching Communities, BL, and targeted funding on specific policy areas.

- Reaching Communities was BL's main 'open grants' programme, where projects could apply from £10,000 to £500,000. The programme was very popular with the voluntary and community sector, and was subject to consistently high levels of demand. It was recognised, however, that certain areas required different additional support.
- BL was place based, building on the experience of the Fair Share Trust. It would be delivered by a Trustee who would be responsible for managing the overall funds and establishing delivery mechanisms in local areas. BIG Local would be launched on Tuesday 27 July, with a call for applications to deliver the Trust. An initial 50 local areas had been identified for the first tranche of funding, and would receive between £1m and £2m each. A further 100 or so areas would come on stream later. The programme was worth £200m in total. Beatrice thought that 4/5 coalfield areas were included in the initial 50 areas. Full details would be available at www.biglotteryfund.org.uk from Tuesday 27 July.
- An example of the third main Lottery-funding strand was Youth in Focus, which was about to be launched. The specific policy areas included support for young carers. More details of Youth in Focus can be found at: www.biglotteryfund.org.uk/prog_youth_focus.htm?regioncode=-uk

Between them, these three types of funding would be the main means of delivering funding in England until 2015.

3. Michael Clapham asked how BL decided on whether an application was 'additional' to state funding. Beatrice explained that they used three standard tests, that established a project would not subsidise or duplicate current services, or replace statutory funding that had been withdrawn. Clearly, there would be difficult decisions ahead as state funding cuts started to bite, and BIG would take a pragmatic approach. They were currently talking to the Office of Civil Society regarding this.

4. Beatrice Andrews confirmed that BIG worked with government departments to ensure that funding was complementary, etc. DCMS was BIG's sponsor department, but they also worked closely with the Office of Civil Society (OCS), with whom BIG had a strong shared policy interest. Recently they had been working with the Ministry of Justice to pilot Social Impact Bonds. BIG also distributed non-Lottery Funds, including the Community Assets programme for the Office of the Third Sector, and myplace for DfE. They had also had discussions with CLG.

5. Michael Clapham asked if there might be an opportunity for the Coalfields Trust to work with the Lottery on BIG Local. Beatrice Andrews replied that it would clearly make sense for the two organisations to share intelligence, etc around getting funding to coalfield areas. She thought that there may well have already been discussions between BIG's regional teams and the CRT/local representatives. She noted that their regional teams led on this work, but promised to check.

6. Peter McNestry noted that they had received a lot of rejections recently from the Lottery, which they believed to be due to the diversion of so much money to the Olympics. They had enjoyed a good relationship with the Lottery in the past, but not so much over the last two years. Beatrice Andrews replied that while it was true that BIG faced high levels of demand for its funding, income had held up better than expected since the transfer of funding began. BIG did not prioritise projects in Olympic areas. The funding for the Olympic Lottery Distributor was top-sliced from BIG's income by government – BIG was not in a position to influence this. To help applicants, BIG had introduced earlier decision-making, in order to try to minimise the work done by (especially unsuccessful) applicants, but demand continued to be high.

7. Joan Dixon asked how the 50 areas identified for funding under BIG Local had been chosen. Beatrice Andrews said that they were areas that were both high on the IMD, and had also received lower levels of BIG's funding. Joan Dixon wondered why so few coalfield areas had been selected, and noted that such areas generally had received more Lottery assistance in the past. She wondered why DCMS had not provided details of Lottery commitment/spend in coalfield areas. Beatrice Andrews confirmed that BIG and the other Lottery distributors had provided this information to DCMS. Michael Clapham noted that the new government had changed the definition of culture used by DCMS, and asked if this would lead to a more flexible approach. Beatrice Andrews said that this was unlikely to affect BIG's funding, as in terms of policy, BIG had a much closer fit with OCS. It was possible that the Secretary of State's wider definition of culture might have an impact on, say, the Arts Council in future, but it was unlikely to impact on how BIG funded.

8. Michael Clapham asked whether it was possible to anticipate more money coming to certain subjects, under the new government. Beatrice Andrews confirmed that the consultation on changes in Lottery shares was now in hand, and BIG expected that the proposed reduction in its income (to 40 per cent of the total Lottery pot), would arise. She reassured the meeting that this would have no impact on current commitments, and indeed that income projections showed a steady rise, partly because the Olympic transfer would end in 2012. Joan Dixon observed that as the Lottery was the main support for the Voluntary Sector, it seemed odd for them to have their funding cut. Beatrice Andrews said that the VCS umbrella bodies seemed to be pushing for all Lottery distributors to show how much of their funding went to the sector, in the same way that BIG did currently.

Coalfields Regeneration Review Board Meeting – 17 August 2010

Discussion with the Big Lottery Fund (BIG)

Dr Kevin Ashby, Margaret Cooney and Beatrice Andrews attended from BIG

1. Michael Clapham asked the Fund if they could explain how they selected which cases to support (alone or with others, like CRT), and if they could suggest any ways of improving co-operation with such as CRT.
2. Margaret Cooney explained that they had three elements of funding in their strategic framework:-
 - the Trust, a place based operation
 - the Open, their mainstay programme, demand led, looking for 'coldspots'
 - the Targeted, covering strategic themes, eg Youth in Focus
3. Under the Trust heading, a programme called Forces in Mind had just been set up, to deal with war veterans; Reaching Communities, including Awards for All came under the Open strand.
4. The Trust targets neighbourhoods that were multi-disadvantaged and had been overlooked previously, ie had received either little or no benefit. When selecting which neighbourhoods to target, BIG first reviewed their own funding records. Then they applied their area benchmark formula, which balances deprivation and population, from a regional level down to first tier local authority level. They looked at local authorities, and where they had concentrations of deprivation. SPAP areas are in the bottom 20 per cent of the IMD.
5. This work led to the production of a long list of options, which their Committee had then reduced to 50 names. They had then engaged with local stakeholders to identify individual disadvantaged neighbourhoods, for example an area where NDC had been involved, but a particular neighbourhood had been excluded, or there had been recent plant closures, etc. In this way they had identified 2/3 neighbourhoods in each local authority area, and had taken account of local authority preferences, but the final decisions had been taken by their Committee..
6. This process had in fact found far more eligible neighbourhoods than there was money available to spend on them, so that even considering their plans to expand the programme number to 100 or 150, there were more than three times as many eligible neighbourhoods just in the selected 50 local authority areas. They were satisfied that their selection system was robust, being based on both statistics and local knowledge, though in selecting the proposed next tranche of areas, they would consider refining their system further. They had talked to CRT in at least some areas, eg Yorkshire, and as a principle, had let their regional teams take the lead in discussions.

7. BIG had already carried out a consultation, before deciding on a Place Based Programme, and before the Committee had selected the 50 neighbourhoods, they had talked to many locals, in a series of more focussed conversations. These had been held with a variety of organisations in each case, including those from the voluntary sector, and bodies already established. At the final stage, their decisions had proved to be surprisingly uncontentious. The scheme was being rolled out as a 'Trust' model, as it was considered to be the best way of handling this work, following the successful example of the Fair Share Trust. They were now briefing potential bidders. Beatrice Andrews promised to supply CLG with a list of the 50 selected areas.

8. Michael Clapham queried whether the Lottery's regional teams were responsible for such matters as considering what had been done before, what had worked well before and what had not, how co-ordination could be improved, what linkages could be established with CRT. Margaret Cooney explained that they had a Mission Statement, but were essentially demand led, and would talk to people to 'drum up' business where they thought this necessary. They also had a well developed protocol for working with funding advisors. Their key criteria were evidence of need and absence of previous action.. They had always found it helpful to have local partners.

9. Dr Kevin Ashby cited the value of the Regional Funding Forums, though some had proved to be better than others. £200m would eventually be pumped into this system, but the Lottery would not be giving grant directly, rather resourcing others, such as locally funded schemes. This approach had been found to build confidence and trust. A set of principles had been established on how these bodies should work, for example that money should be advanced by accountable local partnerships, working downwards to the local area level, and upwards to the Trust itself; it was up to the local delivery agents to establish the necessary relationships.

10. Michael Clapham queried how the programme would be monitored from the centre. Margaret Cooney emphasised that they would not be dictating how things should be run, the panel system had worked well in the past, but they were looking for more flexibility. They knew that many areas had a very low capacity level. They were looking to young people who were ready to get involved in community engagement. They were giving a guarantee of at least £1m being received in each chosen area. The funding would be 'drip fed' over a period of 10 years, a system which had worked well before. To succeed, the programme needed good partnerships, other funders, and active citizens.

11. Peter McNestry noted that Regeneration Schools had worked well before, maybe they should be revived. However, in cases where funding had ceased, the schools had closed, and it had been necessary to bring in activists from outside. Margaret Cooney cited Blyth Valley, where they had experienced good progress after a difficult start, and the Tyne & Wear Foundation, which had provided skills rather than area centres. A lot had been achieved by a focus on people rather than buildings.

12. Peter Roberts noted work done previously by the Academy for Skills, now absorbed into the HCA. There was a need to disseminate proven mechanisms, such as In a Nutshell, which were useful also in activating others. Margaret Cooney said that they did now want to spread the word of their achievements, where before they had lacked the time. They had had a good evaluation of the first five years' work of a previous programme, and wanted to have a learning network in place.
13. Peter Roberts asked whether they invested in existing operations, or sought to create new ones. Dr Kevin Ashby replied that this depended on what was already in place, they set no requirements. They would strongly question prospective developers on how they expected to carry out their work.
14. Peter McNestry asked whether they would provide starter funding. Dr Kevin Ashby confirmed that building capacity and sharing learning were their aims, and they would follow the local lead. This, however, was not an infrastructure programme, and would have community mentoring. Several large Housing Associations had expressed an interest.
15. Michael Clapham noted that many of the coalfields areas suffered from a multiplicity of problems, and asked for confirmation that the Lottery was not only addressing worklessness, but trying to generate a new culture. Dr Kevin Ashby confirmed this, and noted this as one reason for their 10 year length of programme. Margaret Cooney pointed out that all of the areas were at different levels of development and sophistication, so some they could help to develop, some just to start. They were under time pressure to get their money spent.
16. The Lottery were now gathering area intelligence in order to help establish the Trust quickly. They planned to do starter events in each region, and perhaps some follow-ups. They intended to produce reports for the Trust (in addition to risk ratings) on each of the neighbourhoods, showing what and who was there, and what was happening. They had been surprised by the helpful attitude which they had generally encountered during this exercise.
17. Michael Clapham wondered whether their findings during this exercise clashed with the statistics on the area, eg in Nuneaton. Peter McNestry cited Stoke as a difficult area. Margaret Cooney agreed that this was one of their identified coldspots, and they had done sessions there to try to generate interest, and prompt them to bid for support. Dr Kevin Ashby agreed that statistics did not always show the whole picture, and that locals could sometimes better identify deprived areas; he regarded statistics and local knowledge as complementary.
18. Eion Watts asked about their experience of LSPs, and the role that they were playing. Margaret Cooney confirmed that they were of varying quality, and the Lottery had engaged where there was an expressed interest. Dr Kevin Ashby noted that as this was a neighbourhood level scheme, not a local authority level one, perhaps LSPs were at too high a level. He did say,

however, that in their experience strong local authority support was a bonus and gave the best results, given their practical experience.

19. Beatrice Andrews concluded by referring to the current consultation on the Lottery share, due to end this Saturday. It would effect lottery distribution from 2012 onwards. This was intended to refocus the Lottery onto the voluntary and community sectors, which would in future receive 50 per cent+ of lottery funding. They had asked DCMS to give them a degree of flexibility – and a second consultation on the potential policy direction for the Lottery would be running until the end of October. Details of both consultations were on the DCMS website.

Appendix 4

Regeneration in coalfield areas: CLG analysis paper

Definition of coalfield areas

The definition of coalfields in the analyses below follows the methodology set out by Sheffield Hallam in 2004, based on 2003 ward boundaries, and converted to Lower Super Output Area (LSOA) boundaries.

Summary of key points

- (1.) Evidence from the Indices of Deprivation indicates that coalfield areas, overall, are more disadvantaged than non-coalfields areas.
- (2.) Secondly, relatively little progress has been made in coalfield areas to alleviate income and employment related deprivation (particularly incapacity benefit claimants) over the last 10 years.
- (3.) In addition to higher levels of multiple deprivation, education, skills and training, low levels of enterprise, poor health outcomes, and worklessness remain as key challenges to be tackled in coalfield areas. However, there is less evidence that the deprivation profile of coalfield areas is unique, but rather reflective of deprived neighbourhoods more generally.
- (4.) Also, within these broad overall trends there is significant variation in the performance between individual coalfield communities. Generally speaking, there is more variation between individual coalfield communities than there is variation between coalfields overall and non-coalfields.
- (5.) The differences between coalfield areas are polarised between smaller communities which tend perform better, but account for a small proportion of the total coalfield population; and larger, more deprived coalfield areas in the north of England:
 - Areas with below average deprivation or sustained improvement in reducing deprivation outcomes
This group includes some of the smallest coalfield communities located in the south of England and Midlands (e.g., Kent, Warwickshire, North West Leicestershire /S Derbyshire, Gloucestershire).
 - Areas with average or below average deprivation levels
This group includes the larger coalfield communities in the north of England characterised by high benefit claimants and levels of deprivation (e.g., Cumbria, Lancashire, Durham).

1. Measuring deprivation in coalfield areas

Analysis research questions

- What evidence is there to support further intervention in coalfield areas?
- What makes coalfields unique, and how do they differ from non-coalfield areas?

Exploratory analysis was carried out using two data sources:

- (a.) Index of Multiple Deprivation (IMD) 2007, and the IMD sub-domains;
- (b.) neighbourhood profiling using the CACI Acorn geodemographic classification.

Data source (a.) IMD - background

The Index of Multiple Deprivation (IMD) contains almost 40 indicators, combined to form the overall index as well as seven distinct domains. A definition of the individual sub-domains listed below can be found in annex 1.

IMD sub-domains -

- Income deprivation
- Employment deprivation
- Health deprivation
- Education and skills deprivation
- Barriers to housing and services deprivation
- Crime deprivation
- Living environment deprivation

IMD key points

INDEX OF MULTIPLE DEPRIVATION 2007

- 1.1. Coalfields contain a disproportionately high number of deprived areas than compared to elsewhere in England (Figure 1). Around 30 per cent of coalfield areas are in the most deprived quintile of the IMD 2007 (compared to 20 per cent in England).

INDEX OF DEPRIVATION 2007 SUB-DOMAINS

- 1.2. In several sub-domains of the IMD 2007 deprivation in coalfields is particularly high, including Health, Employment, and Education and skills. Around 40 per cent of areas are in the most deprived quintile in each of the three sub-domains - double the proportion found in England overall.
- 1.3. In comparison, coalfield areas generally record low levels of deprivation for the Barriers to housing and services and Living environment sub-domains.
- 1.4. However the extent of deprivation in coalfields areas needs to be placed in context; for example, comparison with other types of areas which may contain an equally large proportion of deprived neighbourhoods. Figure 2 compares some of the most deprived domains in coalfield areas with Greater Manchester. The results show comparable levels of deprivation in Greater Manchester, but with even higher levels of multiple deprivation and health deprivation than reported by coalfield areas.

Tracking deprivation over time: the Economic Deprivation Index 1999 – 2007

- 1.5. The Economic Deprivation Index (EDI) measures income and employment deprivation and provides a close comparison to the IMD. The advantage of the EDI is the ability to track progress in deprivation in individual areas over a number of years.
- 1.6. Figure 3 shows the percentage of coalfield areas falling in the most deprived quintile of the EDI between 1999 and 2005. A similar trend to the IMD 2007 is reported, with a high proportion (around 35 per cent) of coalfield areas in the most deprived quintile of the EDI 1999.
- 1.7. Although the trend over time shows a slight decrease in economic deprivation levels in coalfields, in 2005 around there are still 1 in 3 areas in the most deprived quintile of the EDI.

Deprivation priorities within coalfield communities

- 1.8. The evidence presented above suggests that – in terms of making the case for further intervention in coalfield areas – the priority may be on improving health, education, and employment deprivation outcomes.
- 1.9. However this general statement ignores that the nature and severity of deprivation varies considerably between coalfield communities.
- 1.10. While deprivation levels are high across many coalfields, there are equally some coalfield communities which have lower levels of deprivation.

- 1.11. The table in Annex 2 shows the deprivation 'profile' for each coalfield community, looking across the range of deprivation sub-domains. From the table there are clear indications that there are substantial differences between coalfield communities.
- 1.12. Broadly speaking, the deprivation 'profile' of coalfield communities can be split into the two groups:

Group 1: Significant deprivation across most domains

Coalfield communities: Cumbria, Durham, Lancashire, North Derbyshire, North Staffordshire, Northumberland, Yorkshire, Nottinghamshire.

Group 2: Average or below average deprivation levels

Coalfield communities: Kent, Gloucestershire, South Derbyshire / NW Leicestershire, South Staffordshire, Warwickshire.

Figure 1: Percentage of coalfield areas in the most deprived 20 per cent of the IMD 2007 and IMD 2007 sub-domains (Source: IMD 2007)

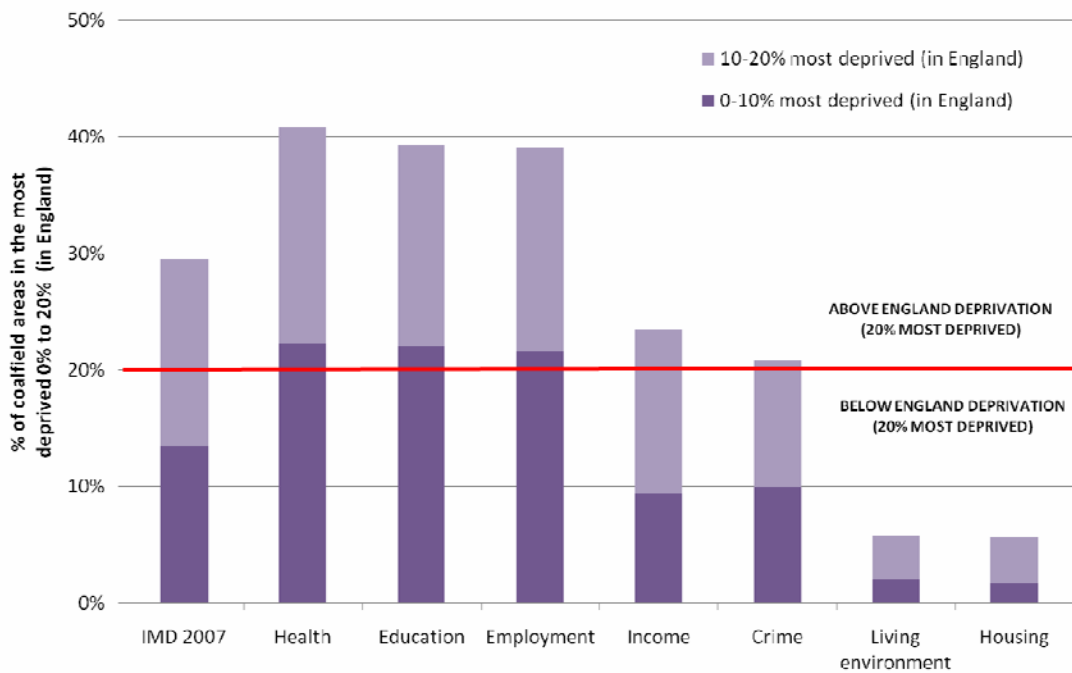


Figure 2: Comparison of deprivation levels in coalfield areas and Greater Manchester in the most deprived 20 per cent of the IMD 2007 and IMD 2007 sub-domains (Source: IMD 2007)

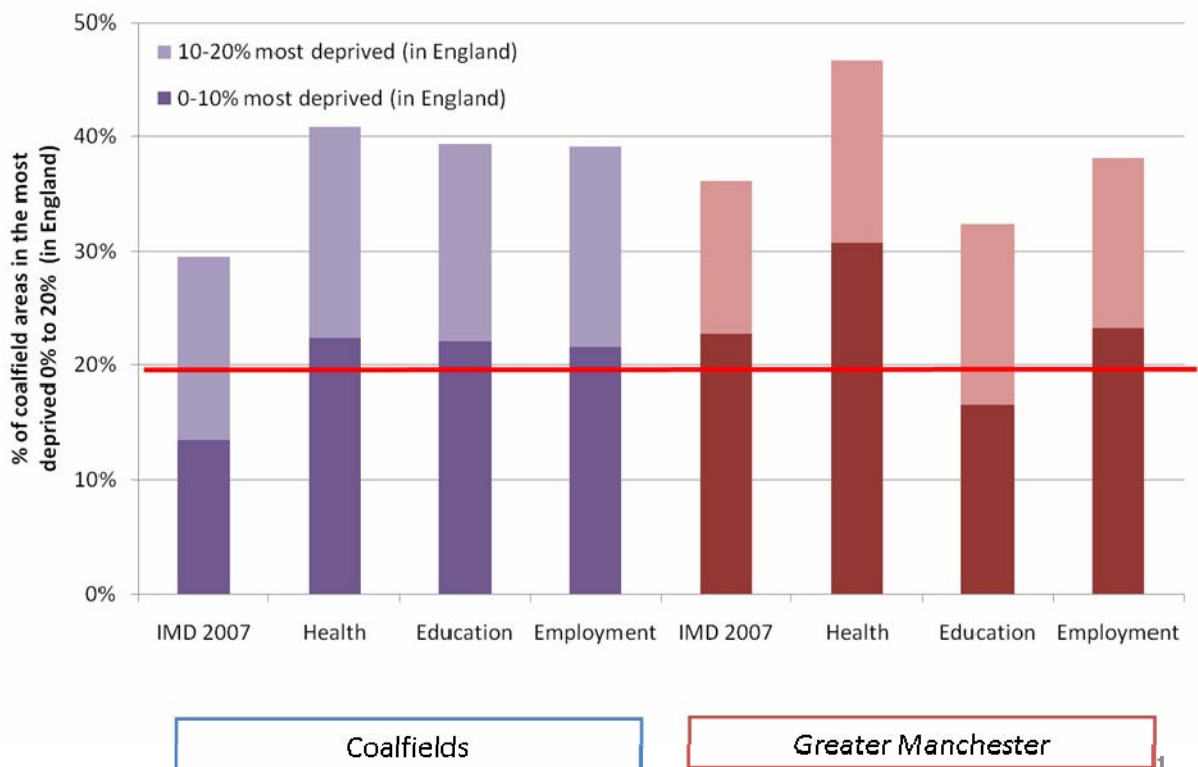
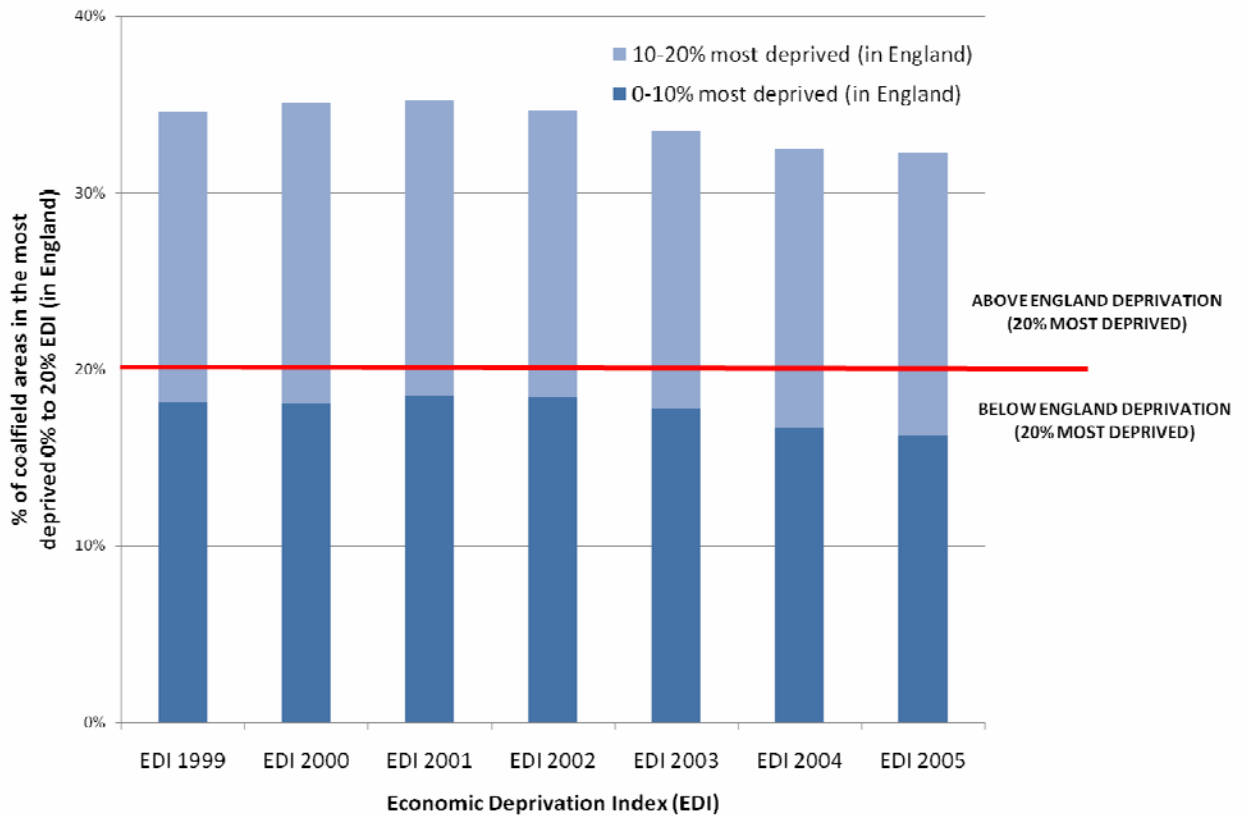


Figure 3. Deprivation over time: percentage of coalfield areas in the most deprived 20 per cent of Economic Deprivation Index 1999 to 2005



Source: Economic Deprivation Index

Data source (b.) Acorn geodemographics - background

The CACI Acorn geodemographic classification assigns areas - at post-code level - to five high level lifestyle groups. Within each group a more detailed, second-tier, classification exists (coloured accordingly in Figure 3 below):

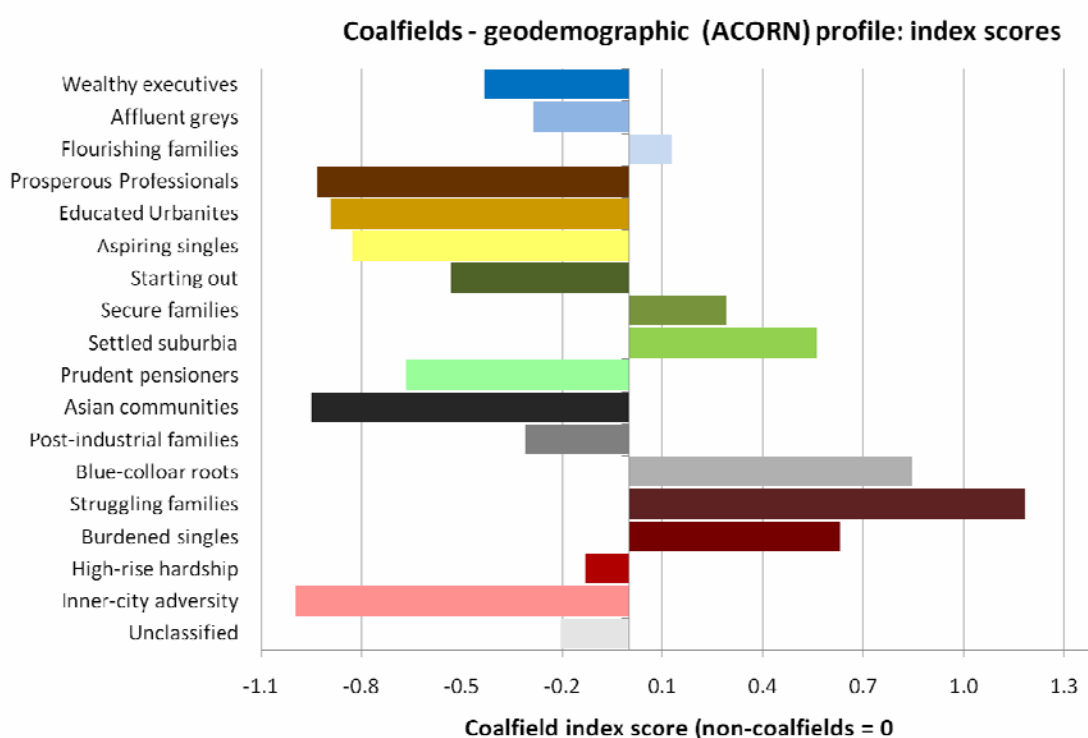
- Wealthy achievers (blue)
- Urban prosperity (brown)
- Comfortably off (green)
- Moderate means (grey)
- Hard-pressed (red)

The Acorn classification can be applied to coalfield areas and non-coalfields to understand the extent to which coalfields have a unique socio-economic profile – and potentially present evidence for the case for future intervention in these areas.

Acorn key points

1.13. Annex 2 shows a clear difference comparing the profile of coalfield and non-coalfield areas. Figure 4 summarises the differences between the two profiles in Annex 2, using an index score to show the difference in coalfield areas of each geodemographic group from the baseline in non-coalfields areas¹⁷.

Figure 4. Acorn geodemographic index scores for coalfield areas.



Source: CACI Acorn

1.14. Generally speaking, in coalfields there is an over-representation of -

- the hard-pressed category such as 'struggling families', which typically consist of low income families in low rise terraced estates
- 'burdened singles' which are characterised by high numbers of single adults (e.g., single pensioners, young singles, or lone parents) living in difficult circumstances

¹⁷ A value of 0 means coalfields areas contain an equal proportion of a given group as non-coalfield areas; a value of greater than zero indicates over-representation in coalfield areas, while a value less than zero indicates under-representation of groups in coalfield areas.

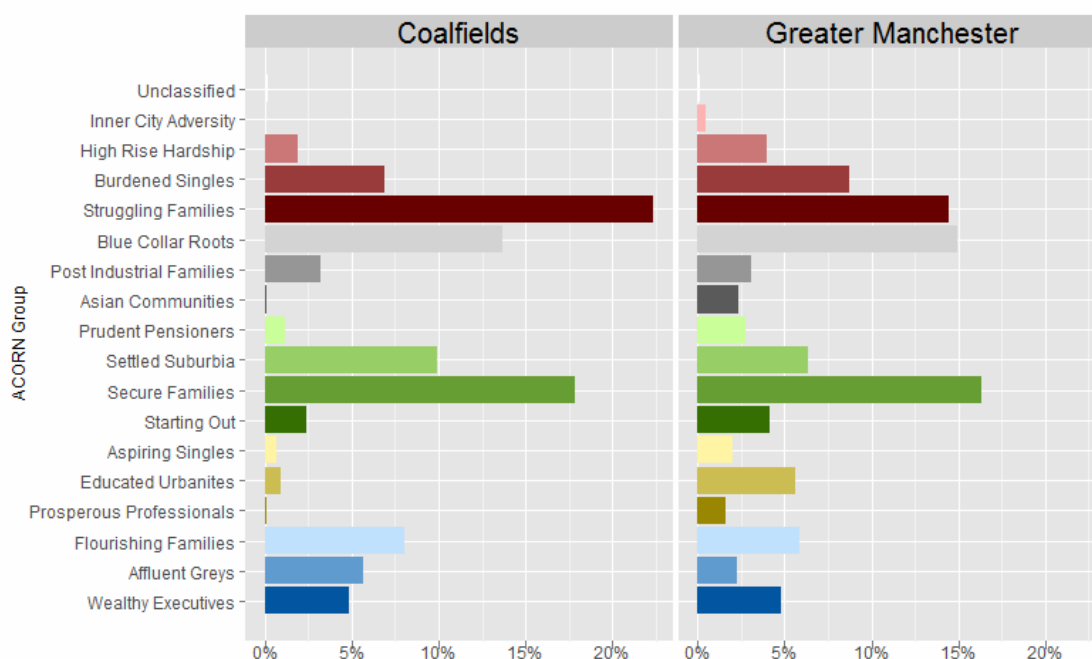
- the moderate means category such as ‘blue collar roots’ which tend to encompass communities of families and retired persons, again in largely terraced housing.

1.15. There is also an under-representation of -

- the wealthy achievers category, such as ‘wealthy executives’, and ‘affluent greys’
- as well as urban prosperity, such as ‘prosperous professionals’ and ‘educated urbanites’.

1.16. Again, the profile of groups in coalfield areas needs to be placed in context by comparing against other areas. Figure 5 compares the profile of coalfields with that of Greater Manchester. The two types of areas show very similar profiles, which questions the extent to which the profile of deprived groups are ‘unique’ to coalfield areas, rather than deprived areas in general.

Figure 5. Comparison of Acorn geodemographic profile for coalfield areas and Greater Manchester



Source: CACI Acorn

GEODEMOGRAPHIC PROFILES WITHIN COALFIELD AREAS

1.17. Annex 4 contains the geodemographic profile of individual coalfield communities. Like the results of the IMD and EDI, there are again considerable variations when compared to coalfield areas overall.

1.18. Two coalfield areas stand out –

- Kent is the only area with higher than average levels of the group 'starting out', which comprises relatively comfortable young adults at the early stages of their careers;
- Gloucestershire has a much high representation of the more affluent groups in stark contrast with the other coalfields in the SQW typology 'Consistently weak progress' group.

1.19. However, these two areas are also amongst the smallest coalfield communities and so may be more sensitive to small numbers within each category than other coalfield areas.

2. Levels of enterprise in coalfield areas

Analysis research questions

- What are the levels of enterprise in coalfield areas and how do they compare to non-coalfield areas?
- How do enterprises differ by size and sector?

National statistics reporting business stocks, formations, and survival do not exist below local authority district level. Therefore accurately measuring enterprise in sub-district coalfield areas and, particularly within individual coalfield communities, is difficult. The figures below are estimated using the BETA model, in the absence of more official data sources.

Key points

Business stocks

- 2.1. Between 2003 and 2010 business stocks in coalfield areas rose 35 per cent from 260 to 350 businesses (per 10,000 resident population).
- 2.2. Nevertheless, enterprise in coalfield areas remains an issue with lower levels of business stocks than compared to non-coalfield areas.
- 2.3. Between 2003 and 2010 coalfield areas report consistently lower business stocks than non-coalfield areas, with a gap of 85-90 businesses per 10,000 resident population below the level of non-coalfield areas (Figure 6).

Business size

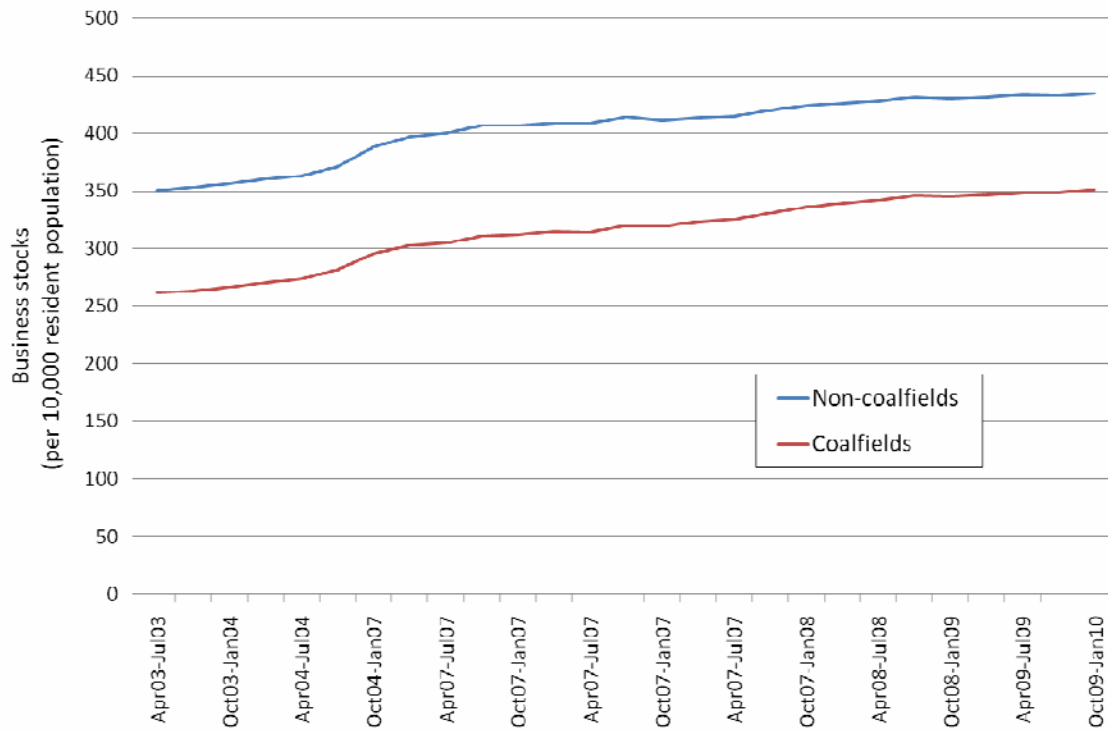
- 2.4. There appears to be no obvious differences in the size of enterprises between coalfield areas and non-coalfield areas (Table 1). Figures for individual coalfields were also compared, and similarly, differences to non-coalfield areas appear to be negligible.

Business sector composition

- 2.5. There is also little to distinguish coalfield and non-coalfield areas in terms of the industry sector breakdown of businesses.
- 2.6. Besides slightly more enterprises in construction and manufacturing in coalfield areas, and marginally less professional, scientific and technical enterprises, there are no major differences worthy of note (Table 2).

2.7. Again, individual coalfields were compared against each and non-coalfields and showed no obvious deviations from non-coalfield areas.

Figure 6. Business stocks in coalfield and non-coalfield areas 2003 to 2010



Source: The BETA Model

Table 1. Size of businesses in coalfield and non-coalfield areas in 2009

Size of business	Percentage of total businesses	
	Non-coalfield areas	Coalfield areas
1 to 4 employees	63%	65%
5 to 9 employees	17%	16%
10 to 19 employees	10%	9%
20 to 49 employees	7%	7%
50 to 249 employees	3%	3%
250+ employees	0%	0%
Unknown	0%	0%
Total	100%	100%

Source: The BETA Model

Table 2. Industry sectors in coalfield and non-coalfield areas in 2009

Standard Industrial Classification (2007)	Percentage of total businesses	
	Non-coalfields	Coalfields
Wholesale and Retail Trade	19.9%	20.3%
Professional, Scientific and Technical Activities	12.3%	8.9%
Construction	9.2%	11.2%
Accommodation and Food Service Activities	8.1%	7.8%
Manufacturing	8.1%	10.0%
Other Service Activities	8.0%	8.5%
Administrative and Support Service Activities	7.4%	7.0%
Human Health and Social Work Activities	6.0%	5.6%
Education	4.6%	5.0%
Transportation and Storage	4.3%	5.2%
Arts, Entertainment and Recreation	3.6%	3.7%
Information and Communication	3.4%	2.3%
Financial and Insurance Activities	1.8%	1.4%
Real Estate Activities	1.4%	1.0%
Public Administration and Defence; Social Security	0.6%	0.5%
Agriculture, Forestry and Fishing	0.5%	0.6%
Water Supply; Sewerage, Waste Management, etc.	0.4%	0.5%
Electricity, Gas, Steam and Air Conditioning Supply	0.2%	0.2%
Mining and Quarrying	0.1%	0.1%
Activities of Extraterritorial Organisations and Bodies	0.0%	0.0%
Total	100%	100%

Source: The BETA Model

3. Employment and skills

Research analysis questions

EDUCATION AND SKILLS

- To what extent can we identify skills gaps, or issues with educational attainment in coalfield areas?

EMPLOYMENT

- To what extent are employment opportunities within coalfield areas being taken up by local people?
- Similarly, to what extent are beneficiaries within coalfield areas travelling outside of coalfield areas for employment?

Key points

Educational attainment – Key Stage 4

- 3.1 Overall coalfield areas have lagged behind non-coalfield areas in levels of attainment. However, the gap has narrowed considerably with most coalfield areas converging on non-coalfield rates by 2008-09 (Table 3).
- 3.2 Within coalfield areas, there is considerable variation in educational attainment rate (see Annex 5).
- 3.3 Kent and Durham are particularly notable for having high attainment rates (over 70 per cent in 2008-09), with Kent consistently out-performing non-coalfield areas and Durham showing very rapid improvement since 2004.
- 3.4 In contrast Cumbria, Nottinghamshire and Warwickshire consistently achieve the lowest levels of attainment, with Northumberland also only marginally better.

Table 3. Percentage of pupils with any 5+ GCSE's A*-C

	(percentage)						
	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Non-coalfields	51.5	52.7	55.4	57.7	64.8	64.8	70.0
Coalfields	43.9	45.5	48.8	52.2	61.7	61.7	67.7
Gap	7.6	7.2	6.6	5.5	3.1	3.1	2.3

Source: DCSF school attainment tables

Pupils staying on in education post-16

- 3.5 Participation in post-16 education been estimated from age banded child benefit records. Since child benefit is only paid out to children over 16 years old who are in education, it provides a convenient proxy for post-KS4 education.
- 3.6 Overall participation rates in post-16 education have converged to similar levels as non-coalfield areas since 2003 (table 4).
- 3.7 However – again – there are notable differences in the variation of rates between coalfields over the time period (see annex 6). Although rates in 2003 and 2004 were fairly similar across coalfields, variation has increased markedly since then, with some suggestion of different groups of coalfields emerging with differing rates.
- 3.8 There is some similarity to statistics on KS4 attainment with Kent and Durham displaying some of the highest rates, compared to Cumbria with among the lowest rates.
- 3.9 Other coalfields are also figuring more prominently, with South Derbyshire/ NW Leicestershire having generally high levels, and North Staffordshire, Yorkshire and Gloucestershire generally low rates.

Table 4. Percentage of pupils staying on in full-time education post-16

	(percentage)						
	2003	2004	2005	2006	2007	2008	2009
Non-coalfield areas	42.8	43.2	43.4	45.3	46.8	47.9	49.9
Coalfield areas	41.1	40.8	41.2	43.4	45.6	47.2	49.8
Gap	1.7	2.4	2.2	1.8	1.2	0.7	0.2

Source: NOMIS DWP Benefits data

Employment opportunities / labour flows

- 3.10 There is relatively little data available to accurately measure commuter flows in and outside of coalfield areas; therefore, the results below should be treated with caution based on the limited analysis possible.
- 3.11 Using the ONS Annual Population Survey (APS) we were able to identify – across all coalfield areas – the percentage employed within coalfield areas that live and work within their same local authority.
- 3.12 Table 5 shows that, overall, differences between coalfield and non-coalfield areas are roughly the same with around 60 per cent of people working in the same local authority that they live.
- 3.13 Within individual coalfield communities, the proportion varies; from as high as 85 per cent in Cumbria, to around 45 per cent in North Derbyshire and South Staffordshire.

3.14 However, the results should be treated with caution as they ignore geographical size and that some coalfields belong to larger local authorities.

Table 5. Percentage of people who live and work in the same local authority, Oct 2008 – Sept 2009

	Yes	No
Coalfield areas	57%	43%
Non-coalfield areas	58%	42%
<i>Coalfield communities</i>	Yes	No
Cumbria	85%	15%
Kent	72%	28%
Yorkshire	68%	32%
Gloucestershire	63%	37%
Non-coalfield areas	58%	42%
Coalfield areas	57%	43%
Durham	56%	44%
Lancashire	56%	44%
North Staffordshire	55%	45%
Nottinghamshire	50%	50%
South Derbys/NW Leicestershire	50%	50%
Northumberland	49%	51%
Warwickshire	48%	52%
North Derbyshire	46%	54%
South Staffordshire	45%	55%

Source: Annual Population Survey

Job vacancy turnover

3.15 Another indicator of employment opportunities is the turnover of job vacancies reported by Job Centre Plus offices.

3.16 Table 6 compares vacancy turnover rates¹⁸ in coalfield and non-coalfield areas, where -

- a value of 1.00 indicates an equilibrium between filled and unfilled vacancies
- a value below 1.00 indicates a surplus job market (i.e., the number of unfilled vacancies exceed the number of filled

¹⁸ Vacancy turnover rates defined as (new vacancy notifications + filled vacancies / unfilled vacancies).

vacancies)

- a value above 1.00 indicates demand for jobs exceeds the number of available vacancies.

- 3.17 Turnover rates in coalfield and non-coalfields are fairly consistent with each other and there is no clear trend in the gap between the two.
- 3.18 Again, the results should be treated with caution given the relative lack of data in this area. However in both types of areas there is a clear shift from an excess of unfilled vacancies before the recession to demand for jobs exceeding supply from 2008 onwards.

Table 6. Turnover of job vacancies reported by Job Centre Plus, 2004 to 2010

Coalfield Name	2004	2005	2006	2007	2008	2009	2010
Non-coalfields	0.59	0.65	1.01	1.13	1.20	1.33	1.38
Coalfields	0.59	0.64	0.98	1.18	1.35	1.54	1.39
Gap	0.00	-0.01	-0.02	0.05	0.15	0.21	0.01

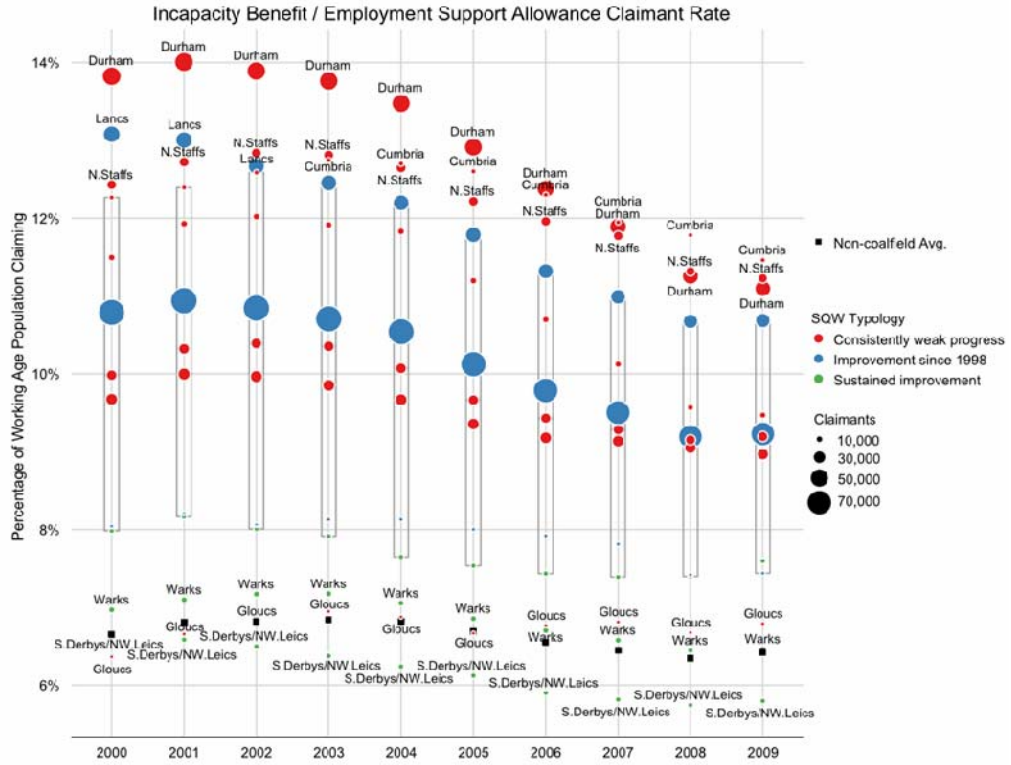
Source: NOMIS Job Centre Plus vacancy statistics

Worklessness – Incapacity Benefit and Job Seeker’s Allowance claimants

- 3.19 High rates of Incapacity Benefit (IB) / Employment Support Allowance (ESA) claimants remain a significant issue for coalfield areas. IB/ESA claimant rates in coalfield areas have remained consistently higher than in non-coalfield areas, although the gap has fallen from 4.4 per cent in 2000 to 3.1 per cent in 2009 (Figure 7).
- 3.20 Within the overall level for coalfields, there is a wide variation in IB/ESA rates among individual coalfield communities. The variation broadly follows the SQW typology with the highest IB rates in Durham, Cumbria, and North Staffordshire (around 5 per cent higher than non-coalfield areas), and the lowest IB rates in Gloucestershire, Warwickshire and South Derbyshire / NW Leicestershire (less than 1 per cent higher than non-coalfield areas).
- 3.21 In terms of Job Seeker’s Allowance (JSA), between 2000 and 2004 JSA rates converged to non-coalfield levels in line with a buoyant economy. By 2009 the gap has increased to around 1 per cent with coalfield areas particularly hard hit by the post-2008 recession.
- 3.22 There is again wide variation in JSA rates among coalfield communities, which broadly follow the SQW typology and variations in IB rates (Figure 8). Coalfield communities with the highest JSA rates include Cumbria, Durham, as well as Northumberland. Coalfields with the lowest JSA rates include Gloucester and South Derbyshire / NW

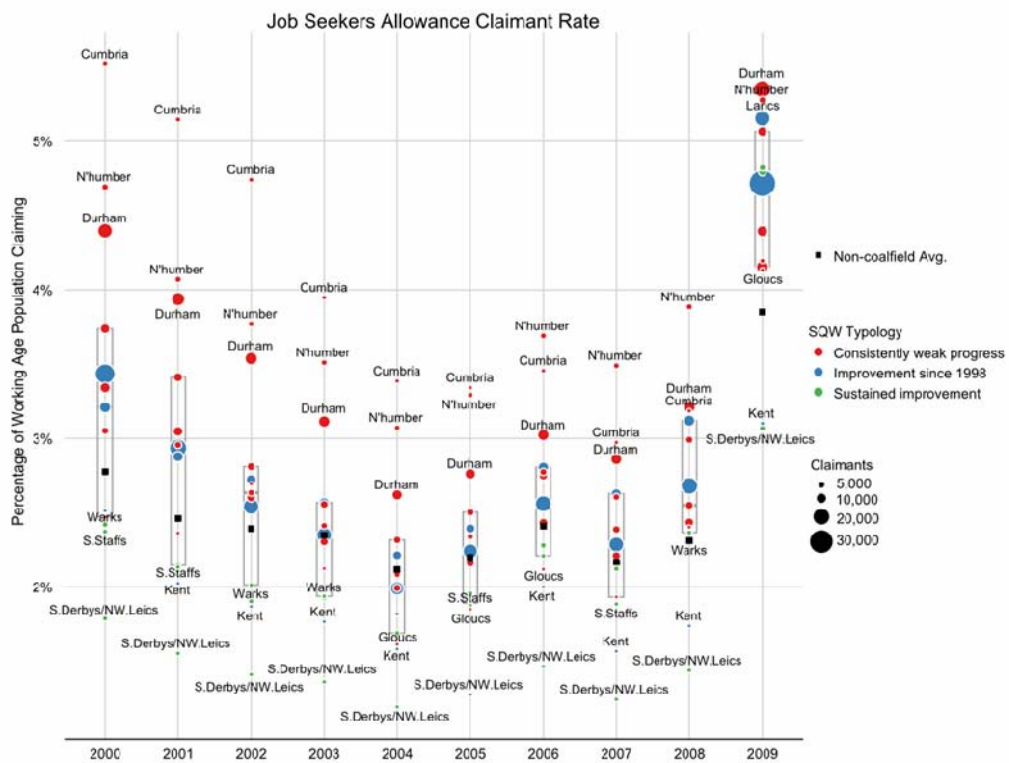
Leicestershire but also Kent; these latter two appear to have best weathered the recession.

Figure 7. Incapacity Benefit / Employment Support Allowance claimant rate in coalfields, 2000 to 2009



Source: NOMIS DWP Benefits data

Figure 8. Job Seekers Allowance claimant rate in coalfields, 2000 to 2009



Source: NOMIS DWP Benefits data

4. Health

Research analysis questions

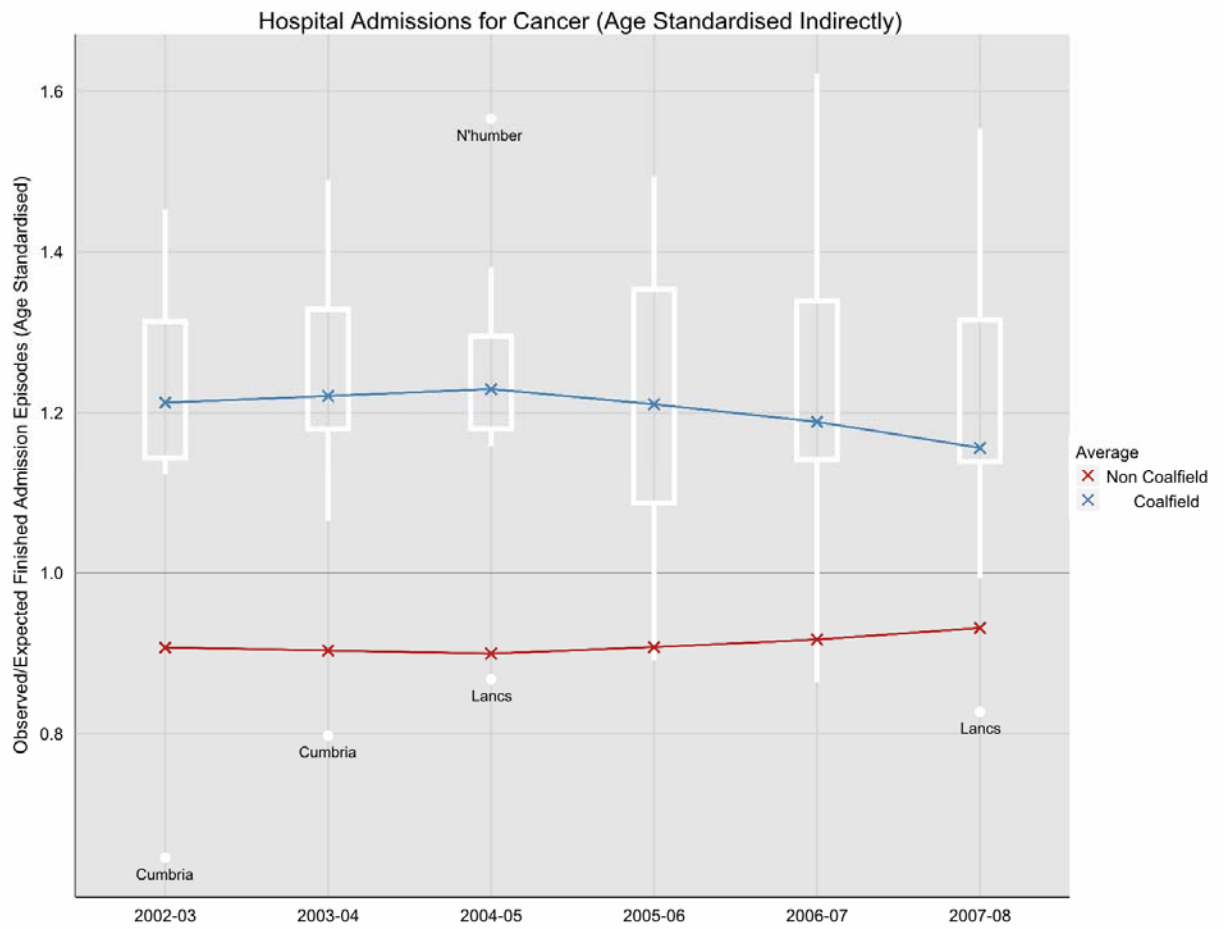
- How do coalfield and non-coalfield areas compare for the main types of morbidity?

Key points

Hospital admissions

- 4.1 Coalfield areas exhibit consistently higher levels of hospital admissions for major diseases (such as cancer, cerebrovascular, and coronary heart disease) than non-coalfield areas, even after accounting for differences in the age profiles. Figure 9 shows the trend for cancer hospital admissions.
- 4.2 There is evidence of some convergence to non-coalfield levels for some diseases (e.g., cancer and cerebrovascular diseases) but progress remains slow.

Figure 6. Hospital Admission for Cancer, Index (100 = England average)



Source: Hospital Episode Statistics

5. Housing

Research analysis questions

- Is there any evidence to help evaluate the impact of the Decent Homes Programme in coalfield areas?

Key points

- 5.1 Figures are available on the percentage on non-decent social housing from the English Housing Condition Survey (EHCS) from 2001 (table 7).
- 5.2 Between 2001 and 2007, the percentage of social sector households in coalfield areas classed as non-decent decreased by 10.5 per cent (from 34.3 to 23.8 per cent).
- 5.3 This was a greater improvement than in non-coalfields, which decreased by 9.6 per cent (from 39.5 to 29.9 per cent) over the same period.

Table 7. Percentage of non-decent social housing, 2001 to 2007

	Original definition of decent homes						Updated definition
	2001	2002	2003	2004	2005	2006	2007
Coalfield areas	34.3	<i>na</i>	30.5	26.3	23.9	22.8	23.8
Non-coalfield areas	39.5	<i>na</i>	35.9	32	29.8	29.4	29.9
All areas	38.9	<i>na</i>	35.4	31.3	29.2	28.7	29.2

Source: CLG English Housing Condition Survey

Annex 1

Definition of the Index of Multiple Deprivation sub-domains

The Index of Multiple Deprivation is composed of the following sub-domains:

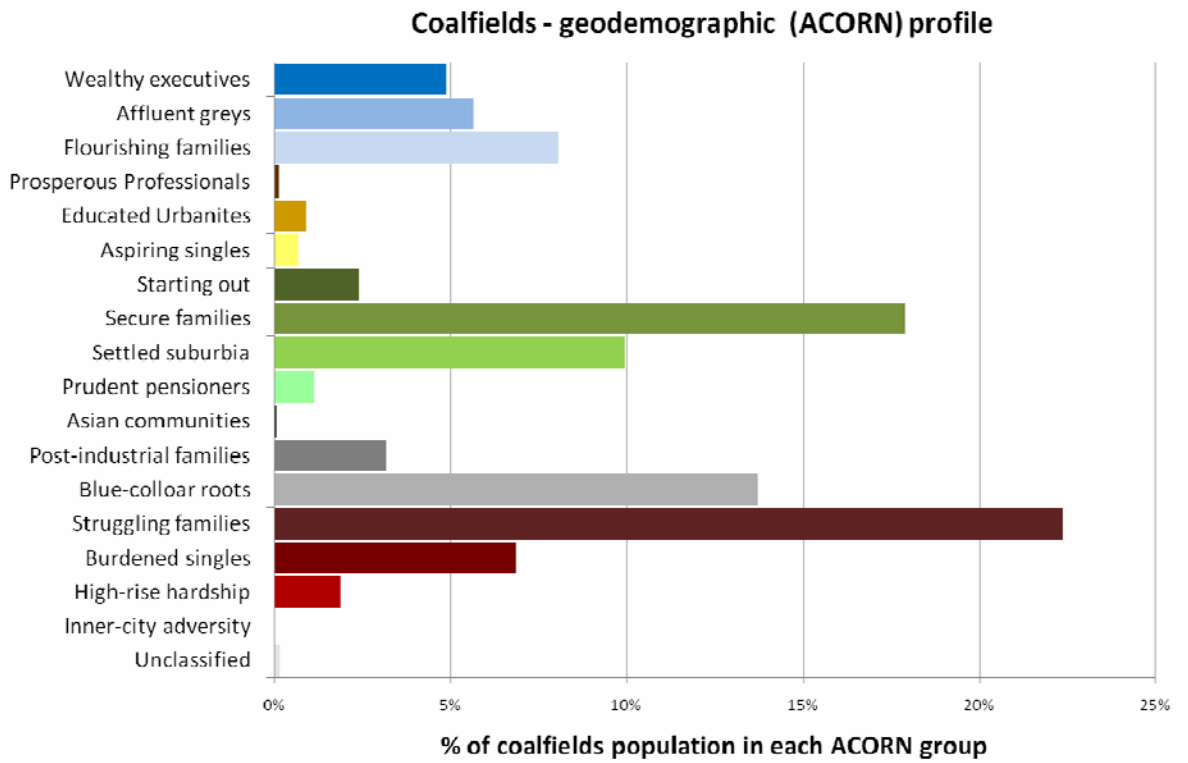
- Income deprivation – measures the proportion of adults living in income deprived households, measured by the take-up of benefits such as Income Support, Pension Credit and Working Tax Credit
- Employment deprivation – measures the proportion of adults in employment deprived households, measured by take-up of benefits such as Jobseekers Allowance, Incapacity Benefit and Sever Disablement Allowance
- Health deprivation – identifies areas with relatively high rates of people who die prematurely, people in poor health or are disabled
- Education and skills deprivation - measures adults with no qualifications along with measures of pupil attainment in school, absence rates and participation in post-compulsory education
- Barriers to housing and services deprivation - measured household overcrowding and access to key services such as Post Office, GP, primary school and supermarket
- Crime deprivation – measures the rate of recorded crime for four major volume crime types – burglary, theft, criminal damage and violence – which represents the risk of personal and material victimisation
- Living environment deprivation - measures housing in poor condition and a number of indicators of air quality and road accidents.

Annex 2

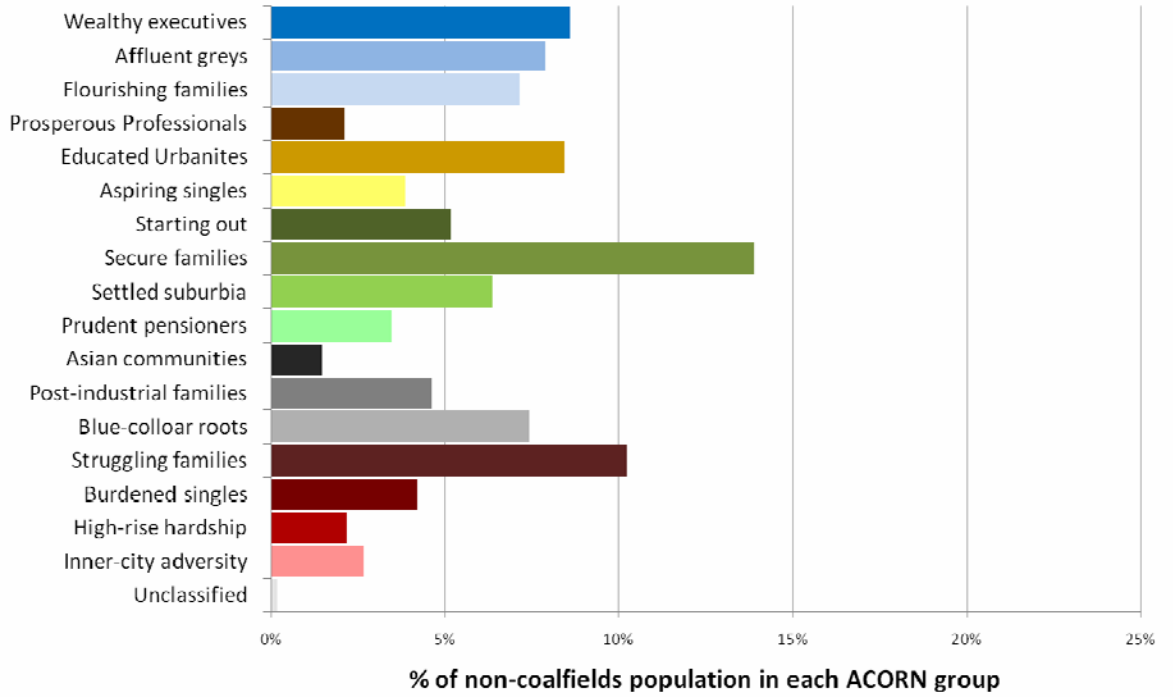
IMD sub-domain deprivation 'profile' of coalfield communities, showing the graphical representation of values across the IMD and sub-domains. (Source: IMD 2007)

Area	Proportion of each area in the bottom 20% of the IMD 2007 and IMD sub-domains								Deprivation 'profile'	Description of main deprivation issues (defined by IMD 2007 sub-domains)
	IMD 2007	Income deprivation	Employment deprivation	Health deprivation	Education & Skills deprivation	Housing deprivation	Crime deprivation	Living environment deprivation		
England	20%	20%	20%	20%	20%	20%	20%	20%		
All Coalfields	30%	23%	39%	41%	39%	6%	21%	6%		High deprivation: Health, Education & Skills, Employment Low deprivation: Living environment, Crime, Income
Cumbria	39%	32%	57%	59%	45%	9%	14%	5%		High deprivation: Health, Employment, Education & Skills, Income Low deprivation: Living environment, Housing
Durham	40%	34%	59%	60%	42%	6%	12%	0%		High deprivation: Health, Employment, Education & Skills, Income Low deprivation: Living environment, Housing
Lancashire	36%	27%	49%	52%	36%	1%	29%	16%		High deprivation: Health, Employment, Education & Skills Low deprivation: Housing
North Derbyshire	22%	18%	35%	32%	39%	3%	8%	5%		High deprivation: Education & Skills, Employment Low deprivation: Housing, Living environment
North Staffordshire	43%	35%	49%	57%	51%	1%	31%	14%		High deprivation: Health, Education & Skills, Employment Low deprivation: Housing
Northumberland	31%	29%	50%	46%	40%	4%	17%	0%		High deprivation: Employment, Health, Education & Skills Low deprivation: Living environment, Housing
Nottinghamshire	26%	19%	32%	36%	42%	6%	34%	3%		High deprivation: Education & skills, Health, Employment Low deprivation: Living environment, Housing
Yorkshire	31%	23%	37%	40%	43%	7%	25%	6%		High deprivation: Education & Skills, Health Low deprivation: Living environment, Housing
Kent	4%	4%	7%	4%	11%	29%	0%	0%		High deprivation: Housing Low deprivation: Living environment, Crime, Health, Income, Emplo
Gloucestershire	0%	4%	0%	0%	12%	12%	0%	0%		High deprivation: none Low deprivation: Living environment, Crime, Health, Employment, Ir
South Derbys / NW Leicestershire	4%	5%	5%	6%	19%	9%	2%	1%		High deprivation: none Low deprivation: Living environment, Crime, Income, Employment
South Staffordshire	11%	14%	19%	15%	27%	7%	4%	0%		High deprivation: Education & skills Low deprivation: Living environment, Crime
Warwickshire	13%	13%	9%	8%	32%	5%	22%	2%		High deprivation: none Low deprivation: Living environment, Housing

Annex 3
Acorn geodemographic profile of coalfield and non-coalfield areas
(Source: CACI Acorn)



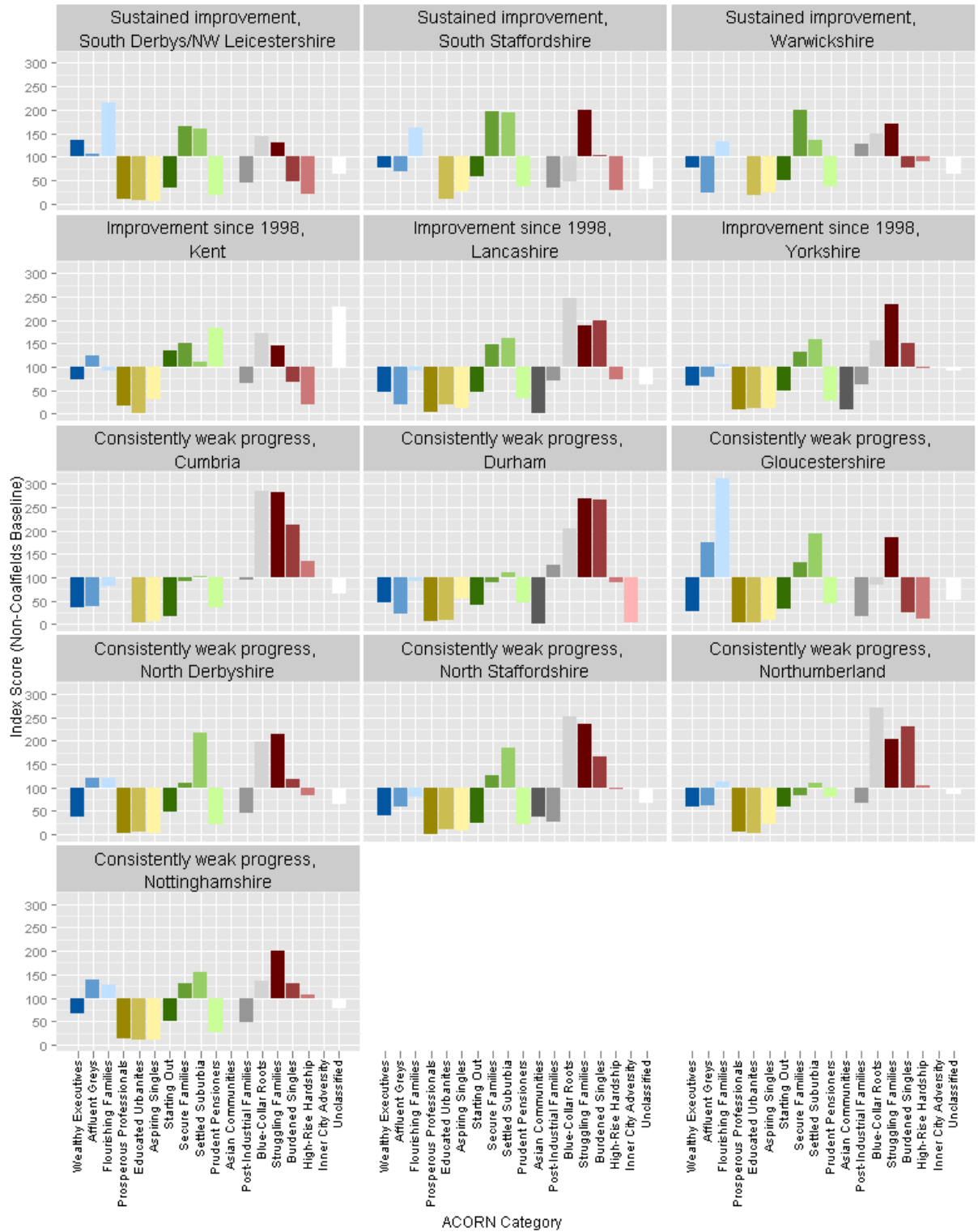
Non-coalfields - geodemographic (ACORN) profile



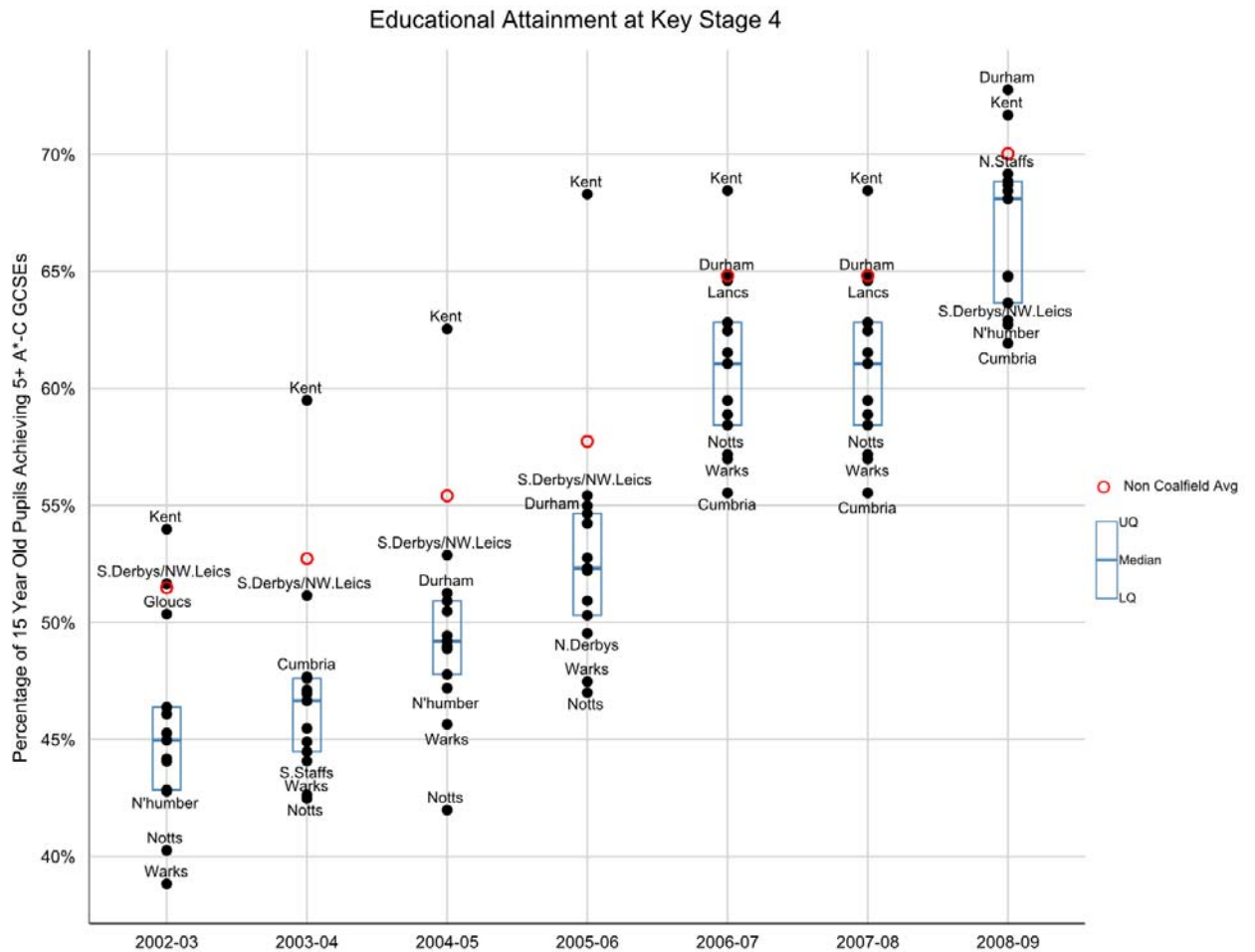
Annex 4
Acorn geodemographic profile of individual coalfield communities' index scores.
(Source: CACI Acorn)

The chart describes the extent to which individual groups are found relative to coalfield areas (where 100 marks parity with non-coalfields). Labels above each coalfield denote the SQW typology. For more details, please see:

<http://www.communities.gov.uk/documents/regeneration/pdf/323171.pdf>, p.11.

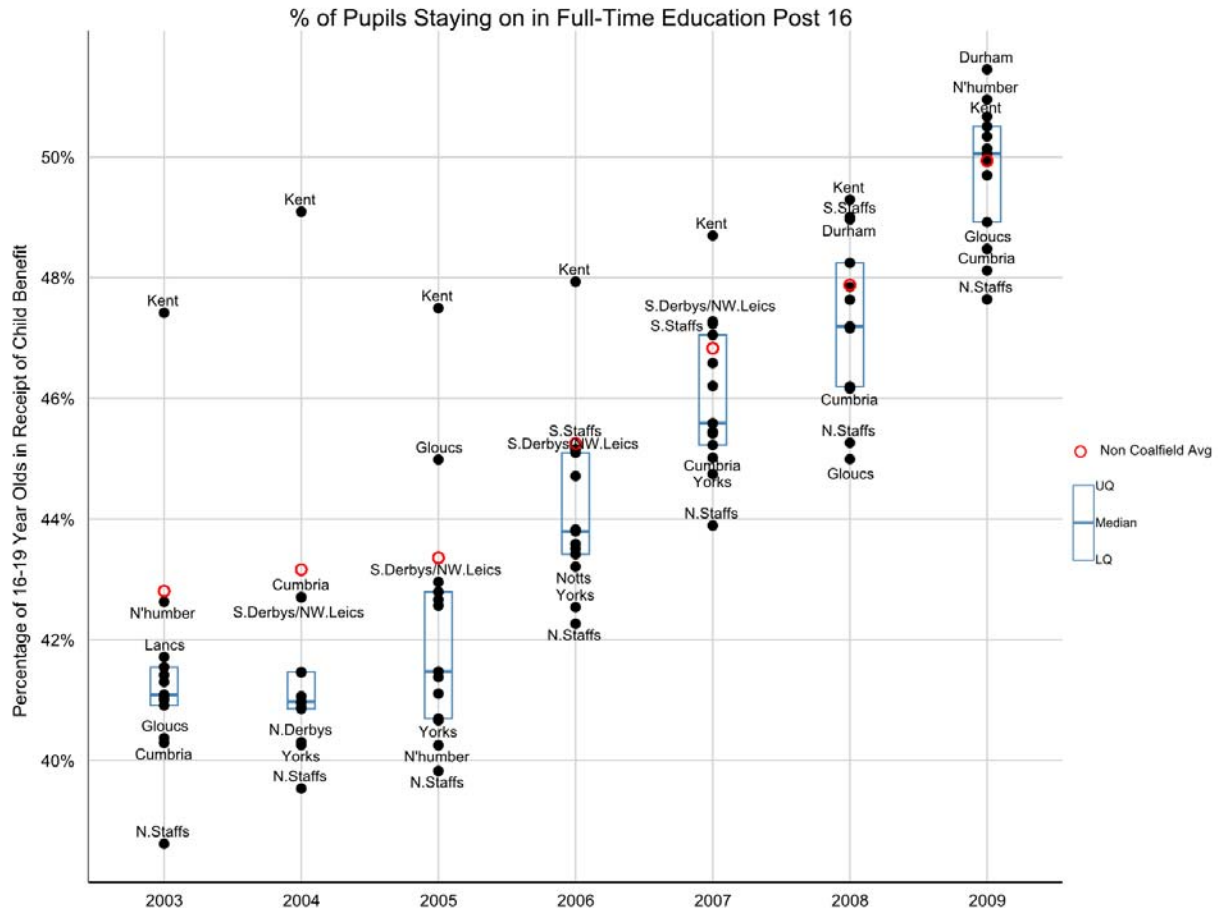


Annex 5 Variation in educational KS4 attainment amongst coalfield communities



Source: DCSF school attainment tables

Annex 6 Variation in percentage of 16-19yr olds in post-16 education between coalfield communities



Source: NOMIS DWP Benefits data

Appendix 5

Consultees who submitted

Department of Health – East of England

Alan Meale - Member of Parliament for Mansfield

Industrial Communities Alliance

Stoke Primary Care Trust

Industrial Buildings Preservation Trust

Bolsover District Council

Copeland Borough Council

Capital for Enterprise Ltd

Yorkshire Forward

Vernon Coaker - Member of Parliament for Gedling

Newark-Sherwood District Council

Rotherham Metropolitan Borough Council

Big Lottery Fund

Department of Health – East Midlands

Staffordshire Moorlands District Council

Derbyshire District Council

Yvette Cooper – Member of Parliament for Pontefract and Castleford

Groundwork East Midlands

Homes and Communities Agency

Enterprise Ventures

Government Office –East Midlands

Andy Burnham - Member of Parliament for Leigh

National Audit Office

North West Development Agency

Government Office - North East

East Ayrshire Council

North East Derbyshire District Council

East Midlands Development Agency

Wakefield District Council

Knowsley District Council

Nottinghamshire County Council

South Tyneside District Council

Government Office - South East

Wigan Borough Council

Staffordshire County Council

Sunderland City Council

Mansfield District Council

Chesterfield Borough Council

Durham County Council

St Helens Borough Council

Ian Lavery – Member of Parliament for Wansbeck

The Land Trust

Job Centre Plus

Powys County Council

East Lothian District Council

Coal Authority

Joan Walley – Member of Parliament for Stoke on Trent North

Ashfield District Council

Doncaster Metropolitan Borough Council

Fife Council

Compendium Group

All Party Parliamentary Coalfields Communities Group

Bishop of Wakefield

Department for Culture, Media and Sport

Adwick and Woodlands Churches Together

Bassetlaw Community Voluntary Service

Rev Christine Hawke – Superintendent Minister Doncaster Methodist Circuit

Northumberland County Council

Appendix 6

Summary of responses to consultation paper

A consultation paper was circulated widely to partners and other interested organisations in June 2010, inviting views on the future of coalfields regeneration.

Responses were received from a broad range of partner organisations and interested bodies. There were 58 responses to the consultation exercise in total, including 24 responses from local authorities, 7 from Government Departments or Non-Departmental Public Bodies and 6 from Members of Parliament. Other respondents included Government Offices, Regional Development Agencies and the voluntary sector.

Consultees were asked to consider a number of questions in making their submissions, and a summary of the issues raised on each question is given below.

General – the case for coalfields

- *What do you think are the major challenges still facing present and former coalfield areas?*

There was a general consensus from respondents that coalfield areas still faced major challenges linked to concentrations of deprivation. Many respondents highlighted high levels of worklessness and barriers to employment as key issues, where low skill and low educational attainment levels, poor transport connections, isolation and welfare dependency all compounded each other to produce real problems.

Coalfield areas often lacked an enterprise/ entrepreneurial culture, given the reliance on traditional employers, leading to low levels of new business formation and difficulties in attracting private sector investment. Difficulty in accessing business funding was mentioned by several respondents. The ongoing issue of a limited economic base, with an over-reliance on single large employers, was cited by several respondents. Some respondents also felt that too many jobs had gone to those living outside coalfield areas. The preponderance of low-skilled, low-wage employment was also seen as a key issue facing coalfield communities, offering limited career progression and skill development and appearing to cement existing low aspirations. Such jobs would not help restore community cohesion and pride in coalfield areas. Poor image was still seen as a problem; indeed, one respondent considered that their description as coalfield areas continued to foster poor image and did not help attract or secure new investment. Coalfield areas also faced competition with established locations.

Many respondents also cited deprivation linked to poor health. Coalfields areas were characterised by high levels of incapacity benefits claimants, increasingly related to mental /psychological conditions rather than physical ones. The poor quality of housing stock was also mentioned by several respondents.

In terms of the Coalfields Programmes themselves, comments were made about the lack of integration between supporting programmes/funds, and about inflexibilities. Concerns were also expressed about prospects for the future in terms of possible reduced funding/delivery at national/regional level.

- *Is there sufficient emphasis on tackling worklessness, or particular ongoing problems, in the coalfield areas?*

Respondents generally considered that much effort had been put into tackling worklessness, and that there had been some successes, notably the Family Employment Initiative. However, many respondents felt that a lot remained to be done, and that the results had been somewhat disappointing (although one respondent considered that it was too early to assess the impact). New generations of less healthy and less qualified workers were becoming marginalised and dependent on benefits, with an acceptance of unemployment in many households. One respondent felt that the focus to date had been on rebuilding the economic base and physical regeneration, rather than the provision of new sustainable employment opportunities and the development of a workforce with the appropriate matching skills.

Respondents felt that the ongoing problems called for action within a wider strategy and sustained integrated effort. One response cited the fragmentation of approach from delivery agents, with different providers in competition with each other, as a particular problem.

There was also a suggestion that the ongoing problems of worklessness, low skills and poor health pointed to a continuing role for the Coalfields Regeneration Trust. A couple of respondents considered that solutions to tackling worklessness should be more tailored to individuals and individual communities, rather than a “one-size fits all” approach.

There was also a need for this area to be prioritised on the agendas of other Government Departments.

- *How have the present and former coalfields been affected by the recession?*

It was generally felt that progress in the coalfields had been undermined by the recession, which had only served to compound existing structural difficulties. Respondents mentioned a wide range of effects on the coalfields areas, including job losses, slowed development, reduced receipts and investment, and the general collapse of private sector interest, with the withdrawal of developers from key strategic housing sites. However, the responses indicated that some areas seem to have been affected more seriously than others, which some attributed to a higher degree of dependence on the manufacturing/ public sector. Some respondents considered that the effects of public sector cuts were still to be felt, and would hit coalfield communities hard. Many of the jobs created in coalfields areas

have been low-skilled, and some respondents felt that these workers would be at a particular disadvantage in the recession as employers would have a wider pool of staff.

One respondent considered that the evidence suggested that one particular coalfields area had been less seriously affected by the recession, perhaps partly due to the programmes/projects already in place.

Some positive moves were mentioned by respondents, for example, the Future Jobs Fund and the National Worklessness Forum.

- *In your view, how can coalfield regeneration be taken forward in an era of tight public expenditure constraints?*

Respondents made various suggestions, focussing on the need for greater co-ordination between partners, enhanced joint working and greater flexibilities. There was a suggestion that agencies should work together to support local communities by combining and maximising the alignment of funding pots. There was also a general call for more prioritisation and better targeting, with a reallocation of resources to areas that were most in need and measures that were most effective. One respondent mentioned the need to ensure that funding was allocated on the basis of statistics that did not unfairly discriminate against some former mining communities.

There was one call to prioritise communities that were capable of demonstrating a positive vision, backed by strong local leadership. Other respondents expressed strong support for the adoption of local level solutions and grass roots regeneration, with targeting taking place within the coalfields themselves. The development of Local Investment Plans would be important in agreeing physical, social and economic priorities. There were also suggestions that a simplified delivery model could be adopted, with less bureaucracy, and that moves could be made from grants to innovative solutions. Another suggestion was that support should be mainstreamed, or mainstream budgets pooled so that a “whole person” approach could be achieved. There could also be an enhanced role for the voluntary sector.

- *What evidence is there to show that coalfields are still a special case, with distinctive needs?*

Many respondents considered that coalfields were still a special case. Evidence that was cited included: isolation (particularly from jobs); high proportions of incapacity benefits claimants; private sector disinclined to invest; cultural deprivation; low rates of housing and business activity; high level of deprivation and imported communities (ie. the coalfields were artificially created communities); the long-lasting and structural nature of their issues; a high level of low skilled employment (particularly in manufacturing) and public sector dependence; pockets of deprivation masked by wider area statistics; and health issues.

However, a few respondents expressed the view that there was now limited justification for treating the coalfields as a special case, and that each case/area should be judged on its merits. Indeed, some argued that the

coalfields were no more a special case than any other community that had suffered from the decline of its core industry. Deprivation was not unique to the coalfields areas. Another respondent argued that even though coalfields were still a special case, they should be integrated into mainstream regeneration.

National Government engagement

- *How do you think national government should engage with present and former coalfield areas?*

Responses to this question basically formed three groups, covering management, funding, and engagement. Under management, the call was again for a more joined up approach, both between the CLG's own programmes, and among the "cluttered landscape" of all departments' and agencies' operations. An example cited was the suggestion of linking CLG's worklessness aims with the Department for Work and Pensions' work programme. The National Audit Office mentioned their proposal, now implemented, for the establishment of a Delivery Board.

The concerns about funding were summarised by one consultee as: "There were too many different pots of funding which were relatively inflexible and some were restricted to addressing 'physical dereliction' within the red line boundary of the former collieries and spoil tips only." There was also a call for Government to offer incentives to attract new employers to the coalfields and ensure the provision of skills training for potential employees, especially young people.

Engagement, as elsewhere in the replies, was stressed as being required at local level, with calls for both funding and management of programmes to be in local hands - local authority or Local Strategic Partnership, perhaps in future Local Enterprise Partnerships - especially where they have experience or even schemes already in place. Government was asked not only to consult but interact with communities, and to be even-handed about distribution of support between areas, not favouring some at the expense of others.

- *How do you think other government departments, apart from DCLG, should engage in coalfield regeneration?*

There was a widespread concern expressed about the nature of the engagement of other government departments with coalfield areas, and many calls for changes to be made. Specifically, respondents sought greater priority for their areas and co-ordination of departmental efforts; more sensitivity to/understanding of local circumstances, and hence a readiness for departments to be flexible in implementing their national programmes so as to recognise local needs, for example, by balancing social and physical regeneration. The plethora of active players in the area, mentioned previously, led to a proposed role for CLG as a single focal point for all activities, and a request for more government decentralisation.

Other departments were also called on to offer incentives to the private sector, while an organisational suggestion came for the mapping of all areas' needs, and identification of the corresponding departments, to assist with the desired co-ordination. Relevant OGDs

cited by respondents included: Department for Work and Pensions; Department for Business, Innovation and Skills; Department of Health; Department for Transport; Department of Energy and Climate Change; Department for Environment, Food and Rural Affairs; Office for Civil Society; Department for Culture, Media and Sport; and Her Majesty's Treasury.

- *How do you see the Programme fitting in the context of wider regeneration policies, and other mainstream policies?*

There were three distinct varieties of approach adopted by respondents to this question. The first proposal was for coalfields regeneration to follow the policy applied in other areas of work, by adopting more localism, local authority leadership, and the use of Local Enterprise Partnerships and Local Enterprise Development Plans. Another suggestion was that where there a range of overlapping policies; CLG should establish mechanisms to bring together common interests and exploit synergies between them, while incentivising agencies to work together through common goals. The third proposal was for mainstreaming coalfields work by ensuring that it was included within the forthcoming Growth White Paper, and so covered by any provisions for new funding arrangements and local enterprise partnerships.

Structure and effectiveness of the Programme

- *What is your view of the effectiveness of current CLG coalfield initiatives?*

Respondents generally considered that the initiatives had been effective, although some respondents highlighted a number of problems. Several respondents felt that the National Coalfields Programme and the Coalfields Regeneration Trust had made a real contribution to improvements in economic, social and environmental conditions. The Trust was valued for its major contribution in re-building and re-invigorating confidence and well-being in the coalfields communities. One respondent cited the valued the initiatives in terms of their ability to attract match funding, and the fact that they were long term, flexible and available at a local level.

The main criticism offered was that the initiatives were fragmented, and needed better co-ordination, closer working, local alignment, greater targeting and flexibility. One respondent also mentioned that the Coalfields Enterprise Fund competed with other publicly-backed funds to finance particular companies, resulting in poor value for money. In terms of the National Coalfields Programme, one respondent was concerned that sites remaining to be reclaimed were more contaminated/less likely to be developed, and would require more financial aid to complete the programme.

- *Is the current design of the entire Programme still the most appropriate and cost effective way to take forward coalfield regeneration? What, if any, changes should be made?*

Respondents did not explicitly address the cost effectiveness issue. It was generally felt that the basic structure of the Programme should be retained.

There was again a call for better targeting, providing locally-adapted support, but the issue was over the choice of target. One idea was to target need, especially health, skills, worklessness; others suggested targeting particular areas, for example, the poorest/ economic sub-regions, or former industrial areas and not just coalfield areas.

Other themes that came up were again the need for better co-ordination, integration and a whole area approach. A good example was the collaborative approach to project delivery that had been adopted in relation to creating employment opportunities. There was also support for less central programme management, engagement with communities, and giving local authorities a lead role.

There was some support for joining up funds, even to the extent of a single funding stream. A few respondents suggested that the ring-fencing of the National Coalfields Programme should be restored, and the revenue stream should be used for other aspects of coalfields regeneration, such as the activities of the Coalfields Regeneration Trust. However, arguments against this were also cited by one respondent, in that it would create more of a top-down initiative and would militate against finding local solutions to local needs.

Various other suggestions were made, including considering whether the original National Coalfields Programme sites were still valid; whether other relevant sites outside the current programme should be covered; and whether funding should be linked with the remains of European funding. Another suggestion was that it would be useful to transfer lessons and best practice from other geographical areas.

- *What has worked well? Please give any examples of best practice.*

It was felt that the delivery of the National Coalfields Programme had been successful, as had the Coalfields Regeneration Trust, which had given “a new life and impetus” to many local authorities and businesses in the coalfield areas.

Respondents cited various examples of best practice. These included:

- Mining Villages Environmental Programme: this had had a significant impact on the communities involved, with all community groups enjoying substantial support. Schemes improved the public realm and the safety of residents, giving an overall sense of pride and regeneration to the area;
- the Xscape development in Castleford, which had provided many jobs;
- Partnership working in Coalville, with Housing Market Renewal funding:
 - The development of the evolve e-business centre at Rainton Bridge;
 - The reclamation of the Lambton Cokeworks and Herrington Colliery into major nature reserve and recreational assets;
 - The European Urban II Community Initiative programme for Hetton

and Murton 2000-2006;

- in South Tyneside, 2 former mining sites have been reclaimed and are providing effective economic and social roles within the community. Westoe Crown Village (site of Westoe Colliery) is a new mixed-use urban village. Monkton Business Park (site of Monkton Cokeworks) is a thriving location for business, close to transport nodes;

- the National Coalfields Programme has provided important resource within Durham to develop key former coalfield areas such as: Dalton Flatts which has now been transformed into Dalton Retail Park; Vane Tempest, which is now a new private housing estate to the north of Seaham; Dawdon and Foxcover, that provide modern office and industrial accommodation on Spectrum Business Park to the south of Seaham and benefited from Enterprise Zone status designated in 1995; and Hawthorn, which has been reclaimed, road infrastructure developed and site preparation works begun to create a prestigious business site.

- *How can the government work better with coalfield communities to regenerate their areas?*

Various disparate themes were picked up in this section. There was generally support for dealing with local authorities as leaders – and one call for funds to be given to local authorities for coalfield regeneration programmes. There was one suggestion for tailoring complementary mainstream programmes to get better outcomes. There was support for considering individual coalfield communities' issues and engaging them directly. One respondent suggested that such a community focused approach was needed to target those furthest away from the labour market. There was also some mention of the need to consider the role of social enterprise, particularly in the context of the Big Society initiative.

- *What role do you consider local authorities should play in the regeneration of coalfields communities in the future?*

All those responding on this point were in agreement that the local authority role in the next phase of coalfield regeneration should be that of leader, co-ordinator and facilitator of local public sector action. Local authorities could play a vital role as Local Economic Partnership leaders, devolved budget managers, and in ensuring the economic, environmental and social sustainability of coalfield areas. Respondents considered that local authorities could offer experience (for example, in partnership working), skills, local connections, local knowledge and developed capacities (for example, in economic service delivery). It was felt that they should be involved in work to identify solutions, procuring and monitoring expenditure, and generally as a contact point and link. They could also help promote cross-boundary working.

However, one respondent pointed out that this lead role should be taken on in conjunction with other partners and the communities themselves. Another respondent echoed this theme, suggesting that safeguards needed to be in place to

ensure that major funders did not “steam-roller” smaller local authorities on coalfields issues.

Co-ordination/local arrangements

- *What is required locally to help deliver social and economic regeneration?*

The responses received to this question were similar to those noted above, calling for clarity, flexibility and cohesion on programmes, funding and arrangements. The main plea is for more than just consultation, but true community engagement, including partnership with the private and third sectors; nurturing an entrepreneurial culture, through support for SMEs as creators of jobs and job chains; and delivery of programmes carried out by local authorities in response to specific identified local problems.

Specific suggestions included arranging for new jobs to be based locally (to avoid the need for costly travel to unfamiliar locations); setting up a local housing partnership; use of the planning system; and ensuring the proximity of programme fund managers to help investment. One local authority respondent admitted that there was a need for more collaborative working within the (newly-constituted) authority itself, while another had achieved increased local involvement in the delivery of intervention programmes by bringing together the various agencies and organisations involved through a local Employment and Skills Forum.

- *Do any adjustments need to be made to ensure that the three initiatives work effectively together? What more could be done, within the remaining lifetime of the Programme, to improve co-ordination?*

This was a difficult question to answer specifically, with the respondents equating this issue with some of those above, for example, possible changes to the structure and nature of government engagement. Therefore, the adjustments called for comprised: monitoring of actual impacts, not just an assumption of results; sustained, better targeted support; more local alignment and accountability; and a cohesive whole area approach. The same general messages were applied here again: the need for extra resources, and greater local authority control in the management and delivery of programmes.

The most direct comments were that the focus of the Coalfields Enterprise Funds could be shifted to complement other (job) initiatives, and that programme cross financing feasibility should be reconsidered.

- *Is there scope to improve delivery of the initiatives by adopting a more joined-up approach, for example in the context of Community and Local Government’s Total Place initiative, and the Single Conversation being developed by the Homes and Communities Agency?*

There was clear support for this idea, with support expressed for the Total

Place approach, and the Single Conversation. Delivery at a more localised level – after a review of the existing quangos – was favoured, with local authorities in the lead. There was little detail offered as to how this joining-up should be achieved, with the few suggestions being: holistic style involvement of partners, residents etc; tight focus of support on key objectives; mapping of areas of need (along the lines of the Total Capital initiative); arranging for pathfinder designation; action at regional and national level; and extension of the approach to considering ‘the total person’.

Other issues

- *How can we ensure that we maximise the impact of regeneration expenditure in the coalfields so that ongoing problems are tackled effectively?*

The replies in this section re-iterated a number of themes highlighted in preceding sections. As before, respondents emphasised the need for a community-based approach, with recommendations for social enterprise and localism, adoption of a cohesive whole area approach, leadership from local authorities (rather than top-down introduced measures), reflecting community priorities in the selection of spending projects, and efforts to recreate local pride and so rebuild community cohesion.

Other proposals included sharing best practice with other industrial areas, finding ways to make coalfields attractive to investors, the provision of housing support, better co-ordination, less duplication, fewer agencies; and taking a long term/quality-based approach to coalfields regeneration.

Three specific ideas raised were: the mapping of all investment in coalfield areas, to help with better co-ordination; having a co-ordinating body (eg a local authority) for all funding, delivery, programmes; and establishing a Small Loans Fund, which would be complementary to the Coalfields Funds.

Appendix 7

Examples of social enterprises/ letters of support

This appendix reproduces letters received by the CRT, and other examples, concerning various social enterprises that they have supported.

Mr Paul Marshallsea
Pant and Dowlais Boys and Girls Club
The Engine House
Merthyr Tydfil

26 July 2010

To whom it may concern

Re: The Support Received from The Coalfields Regeneration Trust

I am writing regards the essential support that The Coalfields Regeneration Trust in Wales gave to us which meant that our high impact and exciting project was able to get off the ground.

The Engine House in Dowlais, Merthyr Tydfil was originally built as part of the Iron making days in advancing technology process at Dowlais in 1905, when 188 thousand tons of iron rails were exported all over the world every year. Of course Iron became steel and the large old buildings of yesterday year became obsolete.

Pant and Dowlais Boys and Girls Club were desperately looking for a building to further their sporting and cultural activities and somewhere to get their growing membership of enthusiastic young people off the streets into some where dry and warm, with the space to provide activities and services which would give them real opportunities and support to develop. The local authority, finally succumbed to pressure from myself to allow the Boys and Girls Club to utilise the Engine House building.

So now it was the turn of the funders who held the future of this project and the young people future in their hands....

Imagine the scene - a cold, damp, old dilapidated building with no windows where pigeons flew in and out, where the rain just swept in every day. I was standing there in this massive space with water up to our ankles and telling this guy Alun Taylor from the Coalfields Regeneration Trust “this building is going to change the lives of countless amounts of young people, it will be the best youth project in the whole of the UK”.

The Coalfields Regeneration Trust took this project to heart and gave us a chance, they believed in us, ironically these were the very funders that were trying to regenerate areas all over the UK where the Coal Mines had closed, “how appropriate”!

The first and most important domino was down and the rest of the funders just followed suit and the funding came rolling in.

And the story evolves so that now with a total of over two million pounds has now been spent on this brilliant project and seven full time and ten part time new (local) jobs have been funded to handle the growing number, now 1,300 young people, who use the Engine House seven days and six nights a week (soon to be seven). The Engine House has a £60,000 Digi lab (computer room) with a computer linked projector and large screen, a collapsible stage, a professional dance floor (for the young people to express themselves), a fully pledged sit down café area - and you can even learn to play the guitar and drums, sing, dance, take aerobics, take a computer course, or you could even be a party to a storytelling session or a cookery lesson, take part in one of the twenty five teams playing football, netball or basketball on a competitive basis throughout South Wales, or just stay and enjoy the friendly youth club atmosphere till nine o'clock on Friday and Saturdays nights – what we call “danger nights”.

We as individuals from the community have worked hard to achieve this success for Dowlais – but we still needed the support and funds from organisations like CRT to make this happen. Without CRT taking the first step to support us, our journey would have been considerably harder and many young people in Dowlais would not have had the fantastic opportunities they have today.

Yours faithfully

Paul Marshallsea
Project Coordinator

Recycle Fife
Cotmore Industrial Estate
Lochgelly
KY5 8LL

20th July 2010

Peter McNestry
Chair, Board of Trustees
Coalfields Regeneration Trust
Silkstone House
Pioneer Close
Wath-upon-Dearne
Rotherham
South Yorkshire, S63 7JZ

Dear Peter,

Six years ago we were able to launch Recycle Fife in Lochgelly. We started as a small social enterprise with one small van and now we are able to employ 38 people with a turnover of £600,000 a year.

I would like you to know that we greatly appreciate and value the support we have had from the Coalfields Regeneration Trust in Scotland.

In the beginning the Trust funding helped us to buy machinery to separate cans and plastics and more recently we have received a small, Bridging the Gap grant to help with the move to our new premises.

The support that the Trust has given Recycle Fife has helped to make a visible and significant difference to this community and if they were no longer in existence the impact would be devastating to the social fabric of our community and the quality of life for people who live in Fife. With relatively small mounts of money and support the Trust is able to help in a big way which can help change peoples lives, particularly by helping projects to create local jobs for local people.

We hope that the Government will take into account the successes the Trust has achieved via local projects such as ours when making decisions on its future. We feel that the Trust are doing a great job by investing back into communities that are really struggling especially in relation to employment issues and job creation.

Chrysalis Youth and Community Project

Chrysalis Youth and Community Project was established in 1992 on the Airedale Estate of Castleford, West Yorkshire. The estate comprises of 6,000 houses and approx 20,000 residents. Primarily an ex mining community the estate is listed in the top 5 per cent of the most deprived wards in England.

In 2000 the Project raised over £1.2m from various funding bodies to build and develop the Active Centre, a centre which provides Education, Training and Work Experience in Motor Vehicle Mechanics and Construction to young people excluded or near exclusion from mainstream education.

In 2004 the project received further funding to develop Airedale Community Trading a Social Enterprise that consists of Airedale Computer Recycling and Airedale Car Clinic.

Airedale Computers recycles and refurbishes IT equipment from local authorities, schools and colleges, local and national companies and Fire and Rescue Services. It provides training and work experience in computer maintenance and repair to the unemployed. IT Equipment is 100 per cent recycled or refurbished and sold through our two retail outlets in Airedale and Castleford.

Airedale Car Clinic provides servicing, repairs and MOTs to the general public and has contracts with companies such as Network Rail, British Telecom, and major leasing companies as well as local and national businesses.

Overall the project employs 17 staff and further employs 4 young people through a partnership scheme involving CRT and the Future Jobs Scheme.

Airedale Community Trading became self sufficient in 2005 and all income is received through trading activity, with no grants or funding. Since 2006 Airedale Community Trading has returned over £200,000 in profits to Chrysalis in order to achieve its charitable aims and objectives.

In 2009 the project in partnership with Wakefield MDC were successful in a My Place bid of £5m to build and develop a world class facility for young people, however through the change of government this has been put on hold until the spending review in the autumn.

Overall the Project goes from strength to strength, increasing its profits by an average of 10-20 per cent per year even through this uncertain economic climate. In 2011 further investments will be made in new retail outlets and a Community Radio Station

Society Premises:
The Lisa Dixon Centre,
Burt Close
Haswell,
County Durham
DH6 2DA
Tel: (0191) 5260987
Fax: (0191) 5265315
e-mail: haswellmencap@btconnect.com
website: www.haswellmencap.org

HASWELL & DISTRICT **MENCAP SOCIETY**

SERVING THE COMMUNITY

Company Number: 5484495 Charity Number: 1113417
VAT REG NO: 495 9712 86

16th July 2010

Dear Mr P McNestry

On behalf of the above named society I am writing to support Coalfields Regeneration Trust with their aims to sustain funding for the Coalfield Areas.

In 2007 Haswell & District Mencap, after receiving a substantial grant of £298,382 from Coalfields Regeneration trust opened the doors of a new building named The Lisa Dixon Centre, after the group's founder member.

The project has exceeded its initial aims and objectives and the organisation has surpassed its expectations of the level of activity it could deliver in the new building to both the local community and people with a learning disability. The project now has a very full timetable of weekly events that can be seen in our enclosed year book. One off events have included: Family Fun Days, Open Day and the Carnival. One of the main benefits of the centre is the new learning and training opportunities that have been provided. This includes accredited computer courses, flower arranging courses, NVQ's in both business administration and catering.

The project has benefited the community through solid partnership working with Acumen Community Development Trust, Youth in Action, East Durham Community Transport, Probation Service and New Deal. Together we have enabled increased opportunities to training, employment, transport, community events and community placements.

We have built up strong relationships with the local young people who access our IT Suite Mon-Fri from 3.30-5.00pm and hold all of their weekly Youth Sessions in our premises. The young people have also taken advantage of the various volunteering opportunities in our organisation and work closely with us to gain credits for school and also job references.

The social enterprises based within the centre have been so successful that as well as our 112 volunteers we also now employ 24 full/part-time staff in comparison to 4 staff previously.

You can see from my brief description above that our project has been extremely successful and these successes, achievements and opportunities would not have been possible without the help and financial support of the Coalfields Regeneration Trust. I sincerely hope you are successful in continuing to fund Coalfield areas as issues in the coalfields will always need to be addressed and the people working in the coalfield areas will always need support to enable our precious, history-rich communities to flourish.

Yours Sincerely



Hayley Hood
Chief Executive

Funded by:



the coalfields



Project Part-Financed
by the European Union

European Regional
Development Fund



Wigan & Leigh
Council for Voluntary Service
93 Church Street, Leigh, Lancs. WN7 1AZ
Tel: 01942 514234 Fax: 01942 514352
www.cvswl.org
Email: info@cvswl.org
27.7.10

FAO Peter McNestry (Chairman)
THE COALFIELDS REGENERATION TRUST
PO BOX 97
ROTHERHAM
S63 7WX

Dear Peter,

RE: Requested information from Wigan and Leigh CVS Training and Development Project
Unique reference number – 10017

Following your recent request, we have compiled the below information regarding our training and development project which is supported by The Coalfields Regeneration Trust and the impact that this has had on Coalfield areas. We have also enclosed a copy of the speech which was made by one of our learners, Kevin Murphy, at our presentation evening in May 2010. Consent has been obtained to use this to support our work.

The project funded through the trust has enabled our service to offer free training, which can lead to a Level 2 Qualification, to a wide range of people who would not otherwise have been able to access such education. The target set by Coalfields Regeneration Trust is to support 60 people in gaining a level 2 qualification throughout the projects entirety. The Coalfields Regeneration Trust gave a wide range of qualifications that it would accept as part of the funding. It is this flexibility that has allowed us to create training that meets our communities' local needs. We understand that accessing training can be a big commitment and it is with this in mind that we developed a programme that is flexible and gives everyone the best opportunity to succeed. The qualification is split into a number of smaller units (courses) which means learners create a programme that suits their own needs and circumstances.

The project works closely with the CVS Volunteering Projects and many of our learners have gone on to volunteering in the borough. One of the first training courses that the project delivered, with the support from the trusts grant, was a course which trained individuals with the skills and knowledge that they would need to effectively volunteer within their community. Entitled 'Participating in the Community' the course covers a wide range of topics that volunteers will need including, what to expect from volunteering opportunities, how to access opportunities, how volunteering can help people gain employment and practical skills such as communication, confidence building, stress management and assertiveness. The course enables people to focus on the future and by the end of the course learners leave with a clear action plan on how they will achieve their goals. Learners also complete a workbook throughout the course which evidences their achievements and gains them the OCN Level 2 Award for Progression Qualification. This course has been so popular that since the project started we have delivered the course 6 times and a further 2 courses are planned for the autumn.

In addition to this we have been able to offer numerous other courses which have developed individuals' skills. A copy of our previous and current course calendars have been included within this report.



Company Limited by Guarantee. Registered in England No.2224699 Registration Charity No.700205

Appendix 8

Bibliography

(1) A range of reference documents provided background to the review, as listed below.

A mine of opportunity. Local authorities and the regeneration of the English Coalfields. (2008) Audit Commission

Coalfield Communities. Fourth report of session 2003-04. (2004) ODPM: Housing, Planning, Local Government and the Regions Committee.

Coalfield Communities. Low Demand Housing. Mapping the problem. (2003) English Partnerships National Programmes.

Coalfields and the Lottery. Report to Department for Culture, Media and Sport and the Lottery Fund Distribution Bodies. (1999) CRESR; Sheffield Hallam University.

Dereliction and despair. Coal Board housing: the forgotten legacy of the coal industry. (2006) Coalfield Communities Campaign.

Health inequalities in ex-coalfield/industrial areas. (2010) I&DeA.

Heritage. Something to be proud of. Coalfield heritage and the scope for lottery funding. (2002) Coalfield Communities Campaign, Coalfields Social Welfare Organisation and Coalfields Regeneration Trust.

Making The Difference. A new start for England's coalfield communities. (1998) DETR.

Making the Difference. A new start for England's Coalfield Communities. The Government's Response to the Coalfields Task Force Report. (1998) DETR.

Making the Difference. A new start for England's Coalfield Communities. The Coalfields Task Force Report – A progress report by the government. (1999) DETR.

Patterns of Educational Attainment in the British Coalfields. Research report 314. (2001) Tony Gore and Nicola Smith. DfES.

Poisoned legacy. Water pollution from abandoned mines. (1995) Coalfield Communities Campaign.

Raising attainment in schools in former coalfield areas. Research report 423. (2003) DfES.

Regenerating the English Coalfields – interim evaluation report of the coalfields regeneration programmes (2007) Communities and Local Government.

Regenerating the English Coalfields. HC 84 Session 2009-2010 (2009) National Audit Office.

(2) A list of CRT evaluations is given below.

ENGLAND

	Title	Author	Date
1.	Evaluation of the Bridging the Gap Fund	York Consulting	July 2004
2.	Evaluation of Activities of the CRT in England	York Consulting	February 2004
3.	Review of Initiative Programme	ESYS Consulting Ltd	September 2005
4.	CRT's Most Disadvantaged Areas "Analysis of the Indices of Multiple Deprivation"	ESYS Consulting Ltd	January 2006
5.	Regenerating the English Coalfields – "interim evaluation of the coalfields regeneration programmes"	SQW	March 2007
6.	Sustainability of CRT Capital Investment	SQW	2007
7.	Communities that Work Programme Evaluation	Tribal	November 2007
8.	A mine of opportunities	Audit Commission	November 2008
9.	Round 4, Grant Review	ESYS Consulting Ltd	January 2009
10.	Regenerating the English Coalfields	National Audit Office	December 2009
11.	Evaluation of the Family Employment Initiative	Ekosgen	March 2010

SCOTLAND

	Title	Author	Date
12.	Evaluation of the Activities of the CRT in Scotland	Ekosgen	August 2009
13.	Evaluation of the Activities of the CRT in Scotland	Napier University	2004

WALES

	Title	Author	Date
14.	Evaluation of the Activities of the CRT in Wales	ESYS Consulting Ltd	July 2005

For more information on these evaluations, please contact the CRT (www.coalfields-regen.org.uk; tel: 01709 760272).