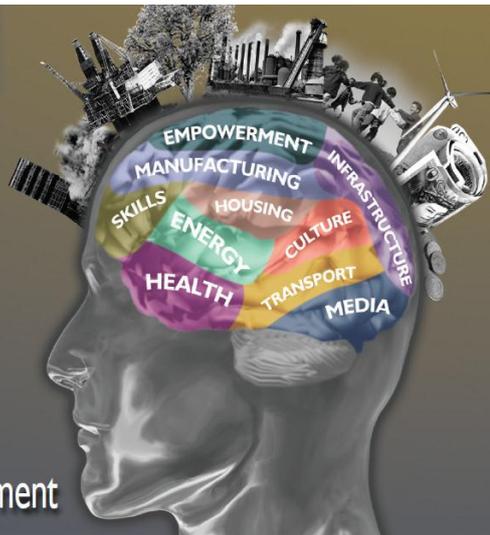




# Planning Ahead For Regeneration

towards a manifesto for a new Scottish Government



## SURF'S 2016 MANIFESTO FOR COMMUNITY REGENERATION

### ABOUT THIS PAPER

In its role as Scotland's regeneration network, SURF has developed this manifesto for community regeneration. It will be presented to, and debated with, the main political parties in advance of the 2016 Scottish elections.

The manifesto features a set of nine specific policy proposals aimed at reducing the impact of degenerative factors and supporting shared regeneration aims and activities. The proposals are drawn from experience and knowledge derived from core SURF activities and independent research. They have been refined through several stages of consultations with key SURF partner organisations and the wider SURF network, including debate and voting at the 2015 SURF Annual Conference. They have been further informed by comment sought from a range of experts in various regeneration-related sectors.

Taking account of prevailing economic and social regeneration challenges, this manifesto proposes that the priority shared focus should be on **supporting places** and **tackling poverty and inequality**, with the ultimate goal of enhancing **collective wellbeing**.

SURF believes that the concurrent implementation of **two key recommendations** – investing in long-term regeneration initiatives in **15 strategically significant places** and placing a **socio-economic duty** on public bodies – would deliver genuine improvements for Scotland's disadvantaged places, and therefore for the whole of Scotland.

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## REGENERATION: A SURF PERSPECTIVE

### REGENERATION AND DEGENERATION: HOW DID WE GET HERE?

**Community regeneration is a coordinated process that is directed towards addressing physical, social, economic and environmental challenges in places where people live and work.**

SURF's view is that the primary challenge in the regeneration of Scotland's disadvantaged communities lies in overcoming the impacts of degenerative forces. These impacts, for example, include the poverty, poor health and alienation that can develop when a community's major employer moves out or its infrastructure deteriorates.

The root causes of degeneration, in the last three decades in particular, are the effects of wider macro-economic trends and policies. Other influential factors include demographic, technological, cultural and ecological shifts.

In many places in Scotland, these forces have caused damaging upheavals, disconnections and deprivations at the community level. Meaningful policy responses should therefore focus on addressing degenerative causes 'upstream'.

That is a substantial long-term challenge, requiring sustained investment and bold political leadership. Short-term and localised approaches are often adopted in an effort to address more immediate pressures. A conceptually limited local regeneration focus is, however, unlikely to produce significant long-term outcomes where the main causes are outwith the community of concern and remain largely unaddressed.

**In SURF's view, successful community regeneration is:**

- **rooted in the particular identity, culture, assets and connections of people and places;**
- **based on the meaningful involvement of the community of focus in both planning and delivery;**
- **a collaborative long-term process, which takes decades rather than months;**
- **a mechanism for appropriately linking local circumstances and assets to wider policies and resources.**

The main purpose of this manifesto is to present a concise list of bold and practical policy proposals aimed at the political parties competing to form the 2016 Scottish Government.

### SCOPE AND FOCUS

Community regeneration concerns extend across a complex and interlinked field of public policy areas. These include, but are not limited to, the following: architecture, community empowerment, culture and sport, economic development, education, employability, ecology, energy, equalities, health, housing, infrastructure, justice, land use and ownership, planning, private and social enterprise, procurement, skills, social care, transport, and urban design.

Even in the extended development process we have undertaken, it is not possible to fully represent the broad and diverse interests and concerns of SURF's cross-sector membership, which cover all regeneration-related policy areas.

In producing an adequately brief and coherent set of practical recommendations, it is not possible to reflect all of the welcome suggestions offered. Nonetheless, we remain grateful for the interest, engagement and support of all of our members and contacts in the consultative process.

#### ABOUT SURF

As Scotland's regeneration network, established in 1992, SURF's aim is to improve the lives of people in Scotland's poorest communities by informing and supporting a coordinated approach to tackling poverty and inequality.



SURF is the primary arena for debate on community regeneration in Scotland. It acts as a channel for information, consultation and policy proposals, based on the knowledge and experience of its extensive membership, which includes over 250 public, private and third sector organisations.

SURF network activity includes seminars, conferences, policy exchanges, lectures, study visits, awards for best practice, and the distribution of information and evidence in a variety of formats.

For more information on SURF and its activities, please see p14 or visit our website:

[www.scotregen.co.uk](http://www.scotregen.co.uk)

## IN SUMMARY: SURF'S KEY POLICY RECOMMENDATIONS

The following proposals are presented as thematically aligned bold and practical actions that should be achievable within the existing powers and timeframe of the next Scottish Government.

### TWO COMPLEMENTARY KEY RECOMMENDATIONS

SURF argues that the next Scottish Government could **support places** and **tackle poverty and inequality** more effectively by implementing **both** of the following two key recommendations:

1. **Identify 15 strategic places in which to deliver sustained and coordinated investment in substantial long-term regeneration projects, with a dedicated focus on identifying transferable learning.**
2. **Address the fundamental degenerative challenge of high and increasing economic inequalities by introducing a statutory duty for supporting socio-economic equity in all public policy.**

### SECONDARY POLICY PROPOSALS

SURF also believes that the next Scottish Government should:

- Produce a new Regeneration Strategy for Scotland with a committed and coherent focus on reducing inequalities by alleviating the impacts of degenerative forces on deprived places;
- Rebrand, realign and clarify the Community Planning system;
- Enhance active support for community led regeneration, social enterprises and cultural organisations, whilst recognising that they alone cannot adequately tackle all physical, social and economic challenges in disadvantaged places;
- Invest in direct job creation in areas of chronic employment market failure;
- Explore the potential and process for commissioning a citizens' income pilot;
- Replace the Hub procurement model with one that better supports local regeneration aims and capacities;
- Replicate the successful and inclusive approach of Highlands and Islands Enterprise in rural areas in the rest of Scotland.

### IMPORTANT CONTEXT ELEMENTS

SURF's extensive manifesto consultation, debate and refinement process highlighted two overarching context elements that are highly influential in the success or otherwise of all regeneration investments and strategies, but which are not directly referred to in the summarised proposals above. They are:

- i. **The use and ownership of land;** in particular, the persistent high volume of long-term vacant and derelict land in urban areas linked to land-banking and property speculation, and the wide-ranging negative impacts for local economic activity, housing development, and environmental degradation.
- ii. **The importance of adequately accessible, efficient and affordable transport infrastructure;** especially the scale, nature and connectivity of investments linking need and opportunity within – and between – communities.

SURF will continue to pursue these two areas of shared interest with relevant partners via appropriate elements of our core activities programme.

The following sections provide explanatory notes and supporting evidence for the above policy proposals.

## EXPLANATORY NOTES: THE TWO KEY RECOMMENDATIONS

### A COMPLEMENTARY PAIRING

SURF contends that the first key recommendation regarding a new place-based investment programme is an essential complement to the second key recommendation for a socio-economic duty.

The implementation of both proposals together is necessary in linking practice and learning from the concentrated focus on some of the most severe physical, social and economic challenges faced by particular places with broader and connected policy development aimed at tackling poverty, deprivation and disadvantage. This would also provide considerable value towards informing wider decision-making on resources and structures.

Such a combined approach would help to address the 'scale mismatch' highlighted in SURF's perspective on regeneration in the introduction to this paper, *i.e.* between the structural levels at which social and economic problems develop, and the local levels in which they are attempted to be addressed.

Logic for the two-pronged approach is further supported by emerging outcomes from SURF's *Alliance for Action* initiative, which investigates the interactions and connections between local community regeneration activities and national policies and resources in the three case study places of Govan in Glasgow, east Kirkcaldy in Fife, and Rothesay on the Isle of Bute.

### 1 STRATEGIC PLACE-BASED INVESTMENTS

#### **40 Years of Practice: Limited Learning**

High-profile, national government inspired regeneration collaborations, such as Social Inclusion Partnerships and Urban Regeneration Companies, have resulted in some substantial successes and some notable failures over recent decades. For all of the investment of public time and money, there has been insufficient focus on measuring the impacts of these substantial regeneration initiatives on poverty and inequality.

There has also been a general failure to adequately identify and transfer learning to the rest of Scotland. The general scarcity of robust evaluation of place-based initiatives was acknowledged by the Scottish Government in a 2011 urban regeneration evidence review.<sup>1</sup>

#### **Mixed Evidence**

Evidence that is available, such as meta-reviews by the Joseph Rowntree Foundation and the What Works Centre for Local Economic Growth, highlight questions about the effectiveness of concentrated place-based interventions that have been delivered in the past.<sup>2,3,4</sup>

It is generally and reasonably accepted that targeted investments can lead to some improvements in a local housing quality, community safety and employment opportunities. However, sustainable positive change for residents is hard to demonstrate in the context of failures in mainstream service provision, the 'noise' of other policies and resources, and the 'churn' of people moving in and out of the community over the medium term.

There are valid concerns that place-based initiatives often do not adequately engage with intended beneficiaries, and that they tend to mask or divert attention from wider regeneration challenges and mainstream spending cuts. There is also an argument that deprived places emerge not as a result of market failure, but simply reflect how markets work, with uneven development and opportunity representing an integral part of efficient market operation.

#### **Rationale for a New Generation**

Despite the mixed evidence base, and the tendency for governments to prematurely 'pull the plug' on major place-based investments, we have still learned a lot about what doesn't work in longer-term approaches to place-based regeneration, and what might work better if undertaken differently.

One example is provided by England's New Deal for Communities (NDC) programme. An evaluation by the Centre for Local Economic Strategies concluded that: "What is needed now is a new generation of area-based initiatives which reflect the lessons learned from the NDC and other area-based programmes". The evaluation report described these lessons as "invaluable".<sup>5</sup>

In recent years, the annual SURF Awards process has highlighted successful Scottish examples. These have included a number of ongoing regeneration responses to post-industrial shocks, such as the work of Dundee Waterfront, Clyde Gateway and Strathleven Regeneration Partnership. These substantial initiatives are building on the industrial heritage and distinctive assets of central Dundee, east Glasgow and West Dunbartonshire respectively. In doing so, they have revitalised communities, addressed physical decline, and developed external investment opportunities in manufacturing, life sciences, digital media, the creative arts, and other sectors.

Additionally, a new generation of place-based projects could be informed by some relevant transferable lessons from approaches to urban regeneration in continental Europe. These include Kvarterloeft (an initiative that operated in a number of Danish cities for the ten years to 2007), Urbact (the European Union's project-based sustainable urban development programme), and major initiatives in cities such as Gothenburg, Leipzig, Lille, and Rotterdam.<sup>6,7,8</sup>

### **Sharp Elbows and Tugged Forelocks**

Despite widespread rhetoric and assumptions to the contrary, most resources and investments are currently directed to successful commercial centres and wealthier residential areas, rather than places that are marginal and poor.

Capital investment data compiled for SURF in 2012 by property firm Ryden demonstrated a post-recession 'flight to prime' trend of public sector investment in Scotland into high-population commercial centres. Anticipating the trend to continue, Dr Mark Robertson of Ryden argued that this trend is exacerbating place-based inequality.<sup>9</sup>

On the revenue side, residents in affluent areas are more adept at accessing public sector resources and related advantages, especially in health, education and land use. Additionally, University of Glasgow research evidence indicates a predisposition in public service providers to provide middle-class enquirers with more prompt and positive responses to complaints, as compared with those made from people living in disadvantaged places. This unfair advantage in public service provision could and should be addressed immediately within existing local government resources and powers.<sup>10</sup>

In a major 2014 Scottish Parliament committee inquiry into the delivery of regeneration, the final report noted that academics, regeneration practitioners, policy experts and community group representatives alike agree that there needs to be a stronger prioritisation of effort on areas of deprivation.<sup>11</sup>

Areas ranked within the 15% 'most deprived' in the Scottish Index of Multiple Deprivation have the greatest concentration of social and economic problems, and these problems are more entrenched. Dedicated regeneration investment is therefore required to address their deep-rooted challenges.<sup>12</sup>

### **Convergence Targets**

The development of clear and measurable 'convergence targets', focused on progressing a deprived community's employment, education and health and wellbeing outcomes towards the city or regional average, can provide a constructive comparison for assessing investment models and impacts.

Convergence targets were adopted in six East London boroughs as a legacy for the 2012 Olympic Games. This has enabled the formal monitoring of progress against targets such as levels of crime, unemployment, and the attainment of school qualifications.<sup>13</sup>

### **Delivery Vehicles**

The costs involved in establishing new organisational entities, such as Urban Regeneration Companies, are substantial. A more efficient and potentially effective use of public resources would be to build on present knowledge, connections and experience by making strategic place-based investments via existing regeneration delivery vehicles, such as collaborative local authority initiatives and progressive housing associations and social enterprises.<sup>14</sup>

SURF contests the UK Government's austerity narrative, but acknowledges the reality of the Scottish Government's limited regeneration budget for the 2016-21 Parliament and beyond. SURF suggests that investing in a set of 15 place-based initiatives would represent a strategically important scale of ambition within these resource limitations, and offer an adequate range of scale and geographies for purposes of impact and comparative learning. A programme of this size would be well-suited to robust monitoring and transferable learning processes, which would deliver value for regeneration efforts in places outwith the programme.

**SURF Key Recommendation 1: Identify 15 strategically significant places in Scotland best suited to sustained and cooperative investment in a new generation of long-term initiatives. Convergence targets should be adopted to set social and economic outcome targets and monitor progress. Adequate processes to identify transferable learning and effective models of operation would add value to the limited geographical focus of these investments.**

## 2 A DUTY TO REDUCE SOCIO-ECONOMIC INEQUALITIES

### Acting on Equalities

The UK Government introduced an Equality Act in 2010, which obliged local authorities across the UK to consider whether groups with protected characteristics are disproportionately impacted by public spending allocations through the requirement to undertake Equality Impact Assessments.<sup>15</sup>

Research by Glasgow Caledonian University for the Joseph Rowntree Foundation indicates that Equality Impact Assessments are being usefully implemented by some local authorities in Scotland, and less so by others. As public budgets are continually decreased, any group not considered to have legislatively sanctioned protected characteristics will be in danger of bearing an unfair and unsustainable high burden of inappropriately transferred 'social risk'.<sup>16</sup>

The implementation of a more general socio-economic duty, which requires that public bodies consider social and economic disadvantage when allocating resources, could provide a way of protecting poor and vulnerable people against the impacts of spending reductions. It could also provide an important mechanism for putting policy rhetoric regarding ambitious measures to alleviate poverty and inequality into practice.<sup>17</sup>

The Equality Act originally contained a socio-economic duty. This feature was, however, delayed and subsequently abandoned following the change of government after the May 2010 UK General Election.<sup>18</sup>

### Poverty Impact Assessment

Disadvantaged places tend to reflect external factors acting upon them, rather than internal factors. A socio-economic duty for Scotland would be a supportive recognition of this analysis by the next Scottish Government. It would demonstrate a meaningful commitment to place the assessment of poverty impacts at the heart of public spending decision-making.<sup>19</sup>

Such a duty must, however, be closely linked to considerations of practical implementation. SURF supports the view of the Poverty Alliance, which argues that a meaningful socio-economic duty requires clear definitions and targets, effective monitoring and enforcement, and the involvement of people with direct experience of poverty in its design and development.<sup>20</sup>

While the wider evidence base indicates that unequal outcomes are driven by socio-economic factors, it should be noted that imposing such a duty has not yet been attempted. Close attention should therefore be given to the opportunities that a socio-economic duty might create and the problems that it could help overcome.

### Intended Outcomes

Such a duty would give socio-economic disadvantage the same status as race and disability, in terms of legal protection against discrimination. This may have the effect of reducing the damaging stigmatisation of poor people.

It would also embed anti-poverty considerations across all public sector activity in Scotland. Scottish Government Ministers would be tasked with considering the implications of any new piece of legislation for people experiencing socio-economic disadvantage, and for alleviating the high inequality of outcomes that this disadvantage leads to.

This would create a more efficient approach to policy development by eliminating the need for regeneration stakeholders to argue that each item of relevant new legislation should include measures to address inequality. An example is the development of the Community Empowerment (Scotland) Bill. When first introduced to the Scottish Parliament in June 2014, it lacked any mention of poverty or inequality, but after substantial time and effort by various players including SURF, the final 2015 Act states that: "In determining the national outcomes, the Scottish Ministers must have regard to the reduction of inequalities of outcome which result from socio-economic disadvantage".<sup>21,22</sup>

The intended duty also addresses the targeting problem that most of the 468,430 people classed as income deprived in Scotland live outwith the 15% most deprived areas. Such a duty would require public agencies to attempt to address socio-economic disadvantage wherever it occurs. It would also support more meaningful and appropriate community empowerment efforts. By making tackling socio-economic inequality central to the work of public bodies, it confirms that they have a formal role in addressing the issue effectively.<sup>23</sup>

**SURF Key Recommendation 2: Address the fundamental challenge of high and increasing economic inequalities by introducing a statutory duty for supporting socio-economic equity in all public policy under the Scottish Government's purview.**

## EXPLANATORY NOTES: SECONDARY POLICY PROPOSALS

This section provides background information on the seven secondary policy proposals presented on page three.

### A NEW REGENERATION STRATEGY FOR SCOTLAND

#### **Off Target, Lost Potency**

The ownership, management and distribution of resources are the key determinants of a place's regeneration context. Scotland has a respectable historical record in identifying and attempting to tackle regeneration challenges, but sometimes the analysis and investments are off target.

Previous regeneration funds that were specifically targeted at disadvantaged areas, such as the Community Regeneration Fund, were amalgamated into mainstream local authority budgets from 2008 onwards. Following the economic crash of the same year, with a few notable geographic exceptions, they lost potency through their absorption into efforts by local authorities to sustain statutory services under rising demand and budget reductions.

#### **Regenerating Hope or Hoping for Regeneration?**

The Scottish Government published the 'Achieving a Sustainable Future' regeneration strategy in 2011. SURF welcomed it as the first such vision since the 2006 'People and Place' regeneration policy statement, and therefore the first since the economic crash of 2008. SURF welcomed the advocacy of community led regeneration, capital investment, town centre regeneration, and culture-based approaches.<sup>24,25</sup>

In its formal response to the strategy, however, SURF criticised the contrast between the rhetoric on the importance of the regeneration of deprived communities and the reduction in resources allocated directly to that purpose.<sup>26</sup>

SURF also noted that what the 2011 strategy presented was largely a list of existing activities and investments, rather than appropriate action points aligned to a revised strategic vision that matched the new economic context.

#### **A Coherent Strategy for a Change of Context**

The strategy will be five years old by the May 2016 Scottish Parliament elections. This presents a timely opportunity to re-examine policies, resources and strategic targets as part of a refreshed systematic approach.

In 2011, three years after the banking crash and ensuing recession, there was a general assumption that after a period of strained 'resilience' in public policy, models of operation and budgets were likely to go 'back to normal'. It is now expected that over 2016-21 the Scottish economy will remain under the shadow of 2008, with low rates of economic growth and further extensive public spending reductions.

Recognition of this likely reality, and the structural degeneration challenge it poses for already disadvantaged communities, is vital to the development of a new strategy in the next Scottish Parliament.

In addition to the specific recommendations presented in this manifesto, a new strategy could further be helpfully informed by the thinking and actions behind: the 2012-13 National Review of Town Centres; the Local Government and Regeneration Committee's 2013-14 regeneration inquiry; the 2013-14 CoSLA Commission on Strengthening Local Democracy; and responses to consultations towards, among other relevant legislation, the 2013 Town Centre Action Plan, the 2014 National Planning Framework 3, the 2014 Procurement Reform (Scotland) Act, the 2015 Community Empowerment (Scotland) Act, and the 2015 Land Reform (Scotland) Bill.

**SURF Secondary Proposal: Produce a new Regeneration Strategy for Scotland, which includes a coherent focus on reducing inequalities by alleviating the impacts of degenerative forces on deprived places.**

## COMMUNITY PLANNING: STRATEGIC BABIES AND BUREAUCRATIC BATHWATER

Scotland's statutory Community Planning framework provides a nationwide basis for cross-sector service prioritisation and coordination. It is the kind of high-level, strategic collaboration that a thoughtful taxpayer would expect to happen anyway.

As a practical concept, it stands in positive contrast to the lack of a similar cooperative leadership model in England and elsewhere. There have, however, been three persistent criticisms:

- 1 Presentation and trust:** Community Planning Partnerships were misnamed and frequently misrepresented in misleading rhetoric immediately from their introduction in 2003. Rebranding them as 'Service Delivery Partnerships' would more accurately reflect their valuable purpose in seeking to improve the efficiency and outcomes of public service delivery through enhanced intelligence and cooperation. This simple change could help to reduce confusion around Partnerships' relationship to neighbourhood level activity, the spatial planning system, and the community engagement policy agenda. A rebranding would provide a better basis for building trust and for considering mutually beneficial links to authentic community initiatives at the local level.<sup>27</sup>
- 2 Disconnection from the planning system:** Places are where people, polices and resources connect for planning and delivering effective local regeneration processes. There is productive potential in formally aligning the two processes of Community Planning and spatial planning. As recommended by the RTPI Scotland, CoSLA and others, integration could include sharing strategic visions, undertaking joint consultations, and collaborating on monitoring and review processes.<sup>28,29</sup>
- 3 Poor communication:** The language in Community Planning is often complex and jargon-based. It can be easily misunderstood by the general public and by professionals working in other fields. This tends to create confusion, erode trust, reinforce prejudices, and reduce the scope for cross-sector cooperation. The Scottish Government could offer a useful lead in addressing these issues by producing a coherent guidance paper on regeneration policies and players, with accessible definitions on commonly used terms, supported by accessible cross-sector workshops and training sessions. This modest input could reduce and clarify the multi-layered, sector-specific jargon that has evolved through extended phases of initiatives and partnerships.<sup>30</sup>

**SURF Secondary Proposal: Rebrand Community Planning Partnerships as 'Service Delivery Partnerships', align Community Planning with the spatial planning system, and advise Community Planning officials on poorly understood terms and jargon that are to be avoided in their external communications.**

## COMMUNITY EMPOWERMENT AND CULTURE

### Building Blocks

There is broad recognition across policy-makers, practitioners and academics of the need to build capacity at the community level. The shared aspiration is to engage civil society more widely in regeneration, sustainable development and master-planning processes through formats such as community charrettes, participatory budgeting forums, landscape observatories, 'urban rooms', and the 'U.Lab' approach.<sup>31,32,33,34,35</sup>

There has, however, been sustained underinvestment in basic community development activity and resources over the last two decades. Many disadvantaged places lack the most basic building blocks for community participation, such as an accessible meeting place to gather, share experiences, produce ideas and incubate activities.<sup>11,26</sup>

This lack of basic resources is not only to the detriment of community cohesion, it also stymies any realistic prospect of reasonably representative community engagement with statutory partners on shared regeneration aspirations. While digital media can offer a useful source of interaction, it is not suited to building the sort of sustained relationships and mutual confidence required for meaningful empowerment.

Evidence from activities by SURF, the Scottish Community Development Centre and others also highlight a strong case for more effective capacity building amongst many public sector senior officers. They are both resource-holders and decision-makers, but can be 'hard to reach' from the community group level.<sup>36,37</sup>

### Community Anchors and Market Viability

Devolution of some local regeneration responsibilities and resources to organisations identified as 'community anchors' is widely supported as a means of building capacity while accessing local resources, knowledge and ideas.<sup>25</sup>

However, it can also be problematic. It is certainly not a panacea for all physical, social and economic challenges facing Scottish communities. There are also legitimate concerns about capacity and accountability, as well as geographic and demographic equity.

In the current pressurised economic climate, the process of transferring public assets to community anchor organisations can, in some cases, result in the dumping of liabilities and the abdication of responsibilities. In the continuing absence of adequate institutional responses to underlying poverty and inequality, even a well-intended asset-transfer process can end up exacerbating existing disparities.<sup>38</sup>

### Creative Approaches

A major 2014-15 academic study found that in England, the role of cultural organisations as strategic partners in place-based regeneration projects was seriously underdeveloped. Despite the efforts of some players, including SURF and Creative Scotland, the same also applies to much of Scotland. Dundee Partnership's 2015-2025 Cultural Strategy presents a good example of investigating and articulating the substantial value that creative arts bodies can (and do) add to local regeneration aims.<sup>39,40</sup>

**SURF Secondary Proposal: Actively support community anchors, social enterprises and cultural organisations, but don't pretend that they can do everything; set a clear and supportive operating climate by clearly stating the areas of activity that should be delivered by the public sector, and those which other service providers such as social enterprises can be realistically expected to deliver effectively.**

## WORK, PAY AND PARTICIPATION: DIRECT JOB CREATION

### Beyond Basic Measures

Financial difficulties for individuals, businesses and communities have increased over recent years as a result of recessionary impacts and austerity measures. In 2012-13, 52% of working-age adults in poverty in Scotland lived in households where at least one adult was in employment, as did 59% of children in poverty. For many Scottish workers, the minimum wage has become the maximum available.<sup>41,42</sup>

A growing body of evidence indicates that raising the minimum wage level to that of the Scottish Living Wage (as set by the Poverty Alliance) will significantly reduce health inequalities in Scotland. The growing popularity of the Scottish Living Wage accreditation scheme across public, private and third sector employers, and new statutory guidance rules that place higher expectations on public sector contractors with regard to fair work practices, are welcome developments.<sup>43,44</sup>

Shared aspirations for a fairer and better Scotland, in which individuals can benefit from, and contribute to, a more progressive economy, should be even higher and broader than the Scottish Living Wage. Arguments by Oxfam Scotland and the University of the West of Scotland for the establishment of a 'Decent Work Index', which involves assessing elements of the quality of work in the Scottish labour market such as secure contracts, levels of autonomy and clear working hours, are instructive in this regard.<sup>45</sup>

### **A Scottish Work Programme**

Since 2008, the unemployment rate for under-25s in Scotland has risen significantly from 8% to 13%. 77k of 16-24 year olds in Scotland are now unemployed. The Work Programme and other employability responsibilities will be devolved to the Scottish Government in April 2017. In other European countries, prospects for those out of work for a long time have improved through the better-quality commissioning and accountability of employability services at regional levels.<sup>41,46,47</sup>

### **Inclusive Volunteering**

The Scottish Government is rightly enthusiastic about the potential of community knowledge and participation to help address isolation, poverty and inequality at the neighbourhood level. Many would-be community volunteers, however, lack the employment flexibility to regularly contribute to local community group activities.<sup>11</sup>

Evidence from SURF's *Alliance for Action* suggests that the establishment of formal employer support arrangements would help more people contribute to community initiatives. Such arrangements may include employers providing compensation in time or pay for hours spent by workers representing their community in official forums.<sup>36</sup>

### **Direct Job Creation**

Since 2011, the Community Jobs Scotland scheme, presently managed by the Scottish Council for Voluntary Organisations, has provided young unemployed people with paid employment in third sector organisations, mainly through the funding of 6-9 month work placements and linked training support. New employability approaches could build on the Community Jobs Scotland experience to create jobs for long-term unemployed people in places where they don't exist as a result of chronic market failure.<sup>48</sup>

The lack of demand for workers in certain local economies, such as in south west Scotland, is a key factor in entrenched unemployment that is underplayed in current policy considerations. One assessment estimates the net cost of creating 100k jobs in the UK as £440m, *i.e.* £4.4k per job.<sup>44,49</sup>

If the Scottish Government believes paid employment offers the best route out of poverty, it follows that in any strategic effort to tackle such poverty, dedicated action should be taken to ensure that jobs are available throughout the country.<sup>50</sup>

**SURF Secondary Proposal: Invest in direct job creation in areas of severe employment market failure.**

## **WORK, PAY AND PARTICIPATION: CITIZENS' INCOME**

### **Citizens' Income**

The radical 'citizens' income' policy concept (also known as 'basic income', 'participation income', 'guaranteed income', and 'universal income') is attracting the support of a growing number of mainstream academics, economists, politicians, and health experts.

For example, leading poverty expert Professor Anthony Atkinson of the University of Oxford highlighted participation income as a key policy recommendation in his 2015 book 'Inequality: What Is To Be Done?', the

Green Party of England and Wales included citizens' income in its 2015 UK general election manifesto, and the Scottish Government's Expert Working Group on Welfare considered citizens' income as one of two long term visions for welfare system reform.<sup>51,52,53</sup>

In its most common form, the idea involves establishing a system in which all citizens receive an identical annual income from government, intended to cover basic living expenses such as housing and food. To be affordable, the system would replace all current welfare expenditure, such as housing benefit and state pensions, and people that work would pay high levels of income tax on all additional earnings.

### **Policy Appeal – and Concerns**

The idea's growing popularity is rooted in addressing concerns around: the impacts of rising income inequality; an expectation that the future supply of jobs will decrease sharply in the context of technological trends; the anticipation of a 'gig economy', in which secure full-time jobs in some industries may be replaced by irregular freelance activities; the complexity of existing welfare systems in developed economies; the stigma and isolation around long-term unemployment; and anticipated impacts of demographic changes, such as care requirements for an increasing proportion of the elderly population.<sup>52,54,55,56</sup>

Citizens' income has, however, faced strong criticism on a number of fronts. Some experts and policy analysts argue that it: is fundamentally infeasible, unaffordable and unworkable; would not adequately address high income inequality; encourages people not to enter the labour market, potentially leading to economic collapse; would lead to unmanageable migratory pressures on countries that enact such a policy; and that it would exacerbate social problems by reducing the role of the state through the withdrawal of means-testing and targeted welfare support.<sup>57,58</sup>

### **Exploring Implementation**

A number of pilot projects based on the citizens' income concept have been implemented in various parts of the world, including in communities in Brazil, Canada, India, Namibia and the USA. Some of these pilots have resulted in encouraging outcomes, and a 2015 investigation of 18 European countries by Norway's Oslo and Akershus University has suggested that unemployed people are more, rather than less, likely to seek to enter the labour market upon receiving generous welfare payments.<sup>52,59</sup>

In a new pilot starting in 2016, some city governments in Holland, including those of Utrecht and Tilburg, will formally track the economic activity and wellbeing impacts of citizens' income on the long-term unemployed. In Utrecht, the pilot will involve 50 people receiving an unconditional monthly income of €900-€1300. Five other sets of 50 people will receive various conditional benefits as control group comparators. Switzerland is planning a national referendum on a proposed monthly basic income of 2,500 Swiss francs (€2308) in 2016, while Finland have announced a basic income pilot scheduled for 2017.<sup>60,61,62,63</sup>

As a radical policy with considerable impacts for welfare, wellbeing, the economy and public resources, the Scottish Government should explore the potential of running a small-scale pilot, based on the Dutch model, in Scotland. As welfare and employability powers are split between the UK and Scottish Government, such a pilot is likely to require cross-government agreement.

### **SURF Secondary Proposal: Explore the potential and process of establishing a citizens' income pilot in Scotland.**

## **A SOCIALLY BENEFICIAL PROCUREMENT MODEL**

### **Rich Pickings, False Economies**

Even after seven years of austerity-based economic policy, the UK remains one of the richest nations on the planet. It is also one of the most unequal. In Scotland, despite the 2014 Procurement Reform (Scotland) Act, there is little evidence that substantial national and local government infrastructure and public service procurement budgets are being used to support intelligent, preventative spend at any significant scale via interaction with local regeneration efforts.

There are concerns that, for short-term and purely financial efficiencies, these budgets are parcelled into large scale, generic contracts, suitable only for delivery by massive companies. Valuable synergies for enhancing local businesses, jobs, skills, town centre improvements, and community cohesion, are being lost under current centralised procurement processes like the Hub initiative.<sup>64</sup>

Managed by the Scottish Futures Trust, the Hub process corrals most large-scale public funded physical regeneration contracts into five 1m-population territories called HubCos, which cover the whole of Scotland.

Public infrastructure investments and all sub-contracting decisions are channelled through HubCos under exclusive long-term deals with the large-scale private companies that dominate the management and delivery of all major contracts. There are substantial long-term community regeneration benefits in replacing such a centralised model with a more socially and economically beneficial one.

### **City Contracts**

The emergence of City Deal infrastructure funding provides a further opportunity to make the most of accruing lasting social benefits from major procurement contracts.

A £1.1bn 2015-35 Glasgow and Clyde Valley City Deal has already been agreed. There are four further aspirations for City Deals in Scotland: Edinburgh and South East Scotland; Aberdeen City and Shire; Inverness; and a joint bid involving Angus, Dundee, Fife, and Perth and Kinross.<sup>65</sup>

**SURF Secondary Proposal: Replace the Hub procurement model with one that supports local regeneration aims.**

## RURAL CHALLENGES

People living in deprived areas in rural parts of Scotland face a set of interlinked challenges that can be manifested differently to those living in sizeable towns and cities. These typically include higher exposure to fuel poverty, social isolation, a limited supply of jobs, and poor access to public services, financial services, and the internet.<sup>66</sup>

The EU-funded LEADER programme has helped address some of these issues by supporting the delivery of rural development strategies. Research by Scotland's Rural College's Rural Policy Centre indicates, however, an increased need in the post-2008 Scottish economy for rural issues to be addressed more strongly at a national policy level.<sup>67</sup>

SURF activities highlight a widespread admiration across the regeneration sector for the consistent approach of Highlands and Islands Enterprise in driving people-centred regeneration and sustainable economic development activities in the north and north-west of Scotland. The agency's holistic approach is notable for prioritising local assets and identity of place, and for close and effective collaboration with partners of all sizes, including local authorities, social enterprises, and community groups.

Outwith the Highlands and Islands, however, there are concerns that rural and semi-rural regeneration issues do not receive the same level of attention through strategic policy mechanisms. The main regeneration functions of Scotland's other enterprise agency, Scottish Enterprise, are targeted at supporting successful businesses and large-scale infrastructure and renewable energy initiatives. This results in comparatively less focus on economically vulnerable small towns and rural areas in, for example, the regions of Perth and Kinross, South Ayrshire, and Dumfries and Galloway.

The Scottish Government should explore the possibilities of reproducing the largely successful approach of Highlands and Islands Enterprise in the socially and economically challenged rural parts of the rest of Scotland. This may involve refocusing the regeneration functions of Scottish Enterprise, extending the geographical remit of Highlands and Islands Enterprise, or establishing a new regional economic development agency.

**SURF Proposal: Replicate the largely successful approach of Highlands and Islands Enterprise to address rural poverty issues in the rest of Scotland.**

## CONCLUSION AND WHAT'S NEXT

The above policy recommendations are being shared with the main political parties contesting the 2016 Scottish Parliament elections with a view to influencing the regeneration policies of the next Scottish Government.

SURF will be inviting representatives of these parties to debate the policy recommendations with the SURF network in a 'Scottish Regeneration Question Time' event scheduled for the afternoon of Thursday 7 April 2016 in Edinburgh.

For further information, please visit the following link: [www.scotregen.co.uk/projects/2016-manifesto/](http://www.scotregen.co.uk/projects/2016-manifesto/)

*As a respectful reminder to Members of the next Scottish Parliament on their duties "tae folk in need", we close the manifesto with a poem by the acclaimed novelist and former Scottish Parliament writer-in-residence James Robertson:*

### A Manifesto for MSPs

Dinna be glaikit, dinna be ower smert,  
dinna craw croose, dinna be unco blate,  
dinna breenge in, dinna be ayewis late,  
dinna steek yer lugs, dinna steek yer hert.

Dinna be sleekit, dinna be a sook,  
dinna creesh nae loof for future favour,  
dinna swick nor swither, hash nor haiver,  
dinna be soor o face, and dinna jouk.

Open yer airms and minds tae folk in need,  
hain frae fylin and skaith the land and sea,  
tak tent o justice and the commonweal,  
ding doon hypocrisy, wanthrift and greed,  
heeze up the banner o humanity,  
seek oot the truth and tae the truth be leal.

James Robertson

*From Voyage of Intent (Edinburgh: Scottish Book Trust / Luath Press, 2005); reproduced in SURF's manifesto with the author's kind permission.*

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### End of SURF's 2016 Manifesto for Community Regeneration

*Andy Milne, SURF Chief Executive  
Derek Rankine, SURF Policy & Participation Manager*

Four appendices follow:

*December 2015*

- 1) About SURF and the 2016 Manifesto Process (p14)
- 2) Special Thanks (p16)
- 3) References (p17)
- 4) Bibliography (p18)

SURF Scotland's Independent Regeneration Network. Orkney Street Enterprise Centre, 18-20 Orkney Street, Glasgow G51 2BX  
Tel: 0141 440 0122 / Email: [info@scotregen.co.uk](mailto:info@scotregen.co.uk) / Website: [www.scotregen.co.uk](http://www.scotregen.co.uk)

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## APPENDIX 1: SURF AND THE 2016 MANIFESTO DEVELOPMENT PROCESS

SURF's manifesto is based on 18 months' of extensive cross sector consultation and investigation into what is and isn't working in Scotland.

The manifesto is informed by academic research and the knowledge and practical experience of SURF's network, including those who live and work in the poorest communities.



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### SURF'S MANIFESTO MATTERS

(because we know what we're talking about)

- SURF has 24 years of experience in Scottish regeneration.
- SURF knows the theory and the practice.
- SURF's membership includes more than 250 member organisations working in, researching in, investing in and directing regeneration.
- SURF works to positively influence the development of successful regeneration policy and practice through a network of more than 3000 individual supporters.
- SURF enables practitioners, policymakers, academics and investors to meet and learn from each other and from people living in poor communities.
- SURF invests *in* communities and coordinates investment by others.
- SURF is independent of party politics (SURF is funded by membership fees, events income and service delivery contracts).

SURF was established in 1992 as a not-for-profit social enterprise. It is directed by a board of voluntary directors drawn from its membership. Those supporters range from small community groups to local and national government agencies, professional bodies, health boards, academic institutions, private businesses, voluntary organisations and charities.

**SURF's aim is to improve the lives of people in Scotland's poorest communities by informing and supporting a coordinated approach to tackling poverty and inequality.**

## **SURF's Manifesto Development Process: A Timeline**

### **PHASE ONE: INITIAL CONSULTATION, LATE 2014 TO MID 2015**

The following five sources informed the development of a first draft of the manifesto:

- 1) **Interviews with SURF's 13 Key Delivery Partners** on their priorities;
- 2) **Interaction with relevant partner organisations** based on their sector-specific knowledge and perspective;
- 3) **Initial comments and suggestions from SURF members** and contacts via event discussions, e-bulletin responses, submissions via a dedicated leaflet, webpage comments, phone calls and one-to-one meetings;
- 4) **Lessons from SURF's broader activities**, including previous research and reports, as well as relevant expert contributions to our online magazine and event presentations;
- 5) **Secondary research** analysing independent reports published in the last three years on topics relevant to community regeneration in Scotland.

### **PHASE TWO: SECOND STAGE CONSULTATION, MID-JUNE TO END-JULY 2015**

This first draft was presented to SURF contacts in approximately 50 additional consultative organisations, including professional bodies, umbrella groups and specialist networks. They were invited to comment on the draft policy recommendations and suggest any specific amendments.

The SURF team considered and collated the comments gathered in this phase two for production of a second draft in early August.

### **PHASE THREE: SURF NETWORK CONSULTATION, AUGUST-NOVEMBER 2015**

SURF circulated a second draft to its network for further comment and discussion. A copy was also provided directly to those attending the SURF Annual Conference, which took place in Edinburgh's CoSLA Conference Centre on Tuesday 25 August.

The conference was dedicated to interactive debate on the main themes and electronic voting on emerging priorities. Conference sessions including electronic voting on the 18 policy recommendations with discussion and debate, a 'policy pitches' panel with guest experts, a 'tablets of stone' sticker voting opportunity, and a 'what's missing' discussion.

The conference outcomes informed this final draft of SURF's Manifesto. Voting outcome data and event information is available on the following webpage:

[www.scotregen.co.uk/knowledge-centre/annual-conferences/](http://www.scotregen.co.uk/knowledge-centre/annual-conferences/)

SURF also engaged in additional post-conference consultation activity involving, among others, the University of Glasgow's Department of Urban Studies, the Federation of Small Businesses in Scotland, and CoSLA's Development, Economy and Sustainability Team.

### **PHASE FOUR: FINAL DRAFT, JANUARY 2016**

In January, SURF submitted this final version of its Manifesto for Community Regeneration to the main political parties that are contesting the May 2016 Scottish Parliament elections. It was also circulated across SURF's membership and promoted via conventional and social media channels.

### **PHASE FIVE: REGENERATION ELECTION QUESTION TIME, APRIL 2016**

Finally, the manifesto content will be the basis of open debate at a special SURF event featuring relevant political party representatives in Edinburgh on Thursday 7 April 2016, one month ahead of the Thursday 5 May election.

Further information on this event is available on the SURF website:

[www.scotregen.co.uk/projects/2016-manifesto/](http://www.scotregen.co.uk/projects/2016-manifesto/)

## APPENDIX 2: SPECIAL THANKS

SURF is particularly grateful to the following individuals for their substantial input into SURF's manifesto development process:

- Prof. David Adams, Ian Mactaggart Chair of Property and Urban Studies, University of Glasgow
- Neil Baxter, Secretary and Treasurer, Royal Incorporation of Architects in Scotland
- Stephen Boyd, Assistant Secretary, Scottish Trades Union Congress
- Danny Boyle, Policy and Parliamentary Officer, BEMIS
- Jackie Brock, Chief Executive, Children in Scotland
- Eamonn Campbell, City Planner, Glasgow City Council
- Pippa Coutts, Evidence Exchange Lead – Scotland, NESTA, and Chair of SURF
- George Dodds, Director of Delivery, NHS Health Scotland
- George Eckton, Chief Officer – Development, Economy and Sustainability Team, CoSLA
- David Fletcher, Assistant Director of Regeneration, Wheatley Group
- Gillian Fyfe, Policy Manager – Development, Economy and Sustainability Team, CoSLA
- Alistair Grimes, Independent Consultant, and SURF Board Member
- Angus Hardie, Director, Scottish Community Alliance
- Prof. Annette Hastings, Professor of Urban Studies, University of Glasgow, and SURF Board Member
- Wendy Hearty, Public Health Adviser, NHS Health Scotland
- Kristen Hubert, Empty Homes Coordinator, Shelter Scotland
- Louise Irving, Housing Manager, East Kilbride and District Housing Association
- Andy Jack, Community Regeneration Officer, Link Group
- Peter Kelly, Chief Executive, Poverty Alliance
- Diarmaid Lawlor, Head of Urbanism, Architecture + Design Scotland
- Robert Livingston, Chief Executive, Regional Screen Scotland
- Susan Love, Policy Manager, Federation of Small Businesses in Scotland
- Dr Matt Lowther, Principal Public Health Adviser, NHS Health Scotland
- John MacDonald, Director for Scotland, Community Transport Association
- Alex McGuire, Executive Director of Development and Regeneration, Wheatley Group
- Craig McLaren, Chief Executive, RTPI Scotland
- Jemma Neville, Director, Voluntary Arts Scotland
- Chris Oswald, Head of Policy and Communications, Equality and Human Rights Commission
- Phil Prentice, Chief Officer, Scotland's Towns Partnership
- David Stewart, Policy Lead, Scottish Federation of Housing Associations
- Francis Stuart, Research and Policy Adviser, Oxfam Scotland
- Peter Taylor, Policy and Development Consultant, Community Development Alliance Scotland
- Sara Thiam, Regional Director for Scotland, Institute of Civil Engineers
- Joy Watson, Tenants Services Manager, Hillcrest Housing Association
- Judy Wilkinson, Secretary, Scottish Allotments and Gardens Society

*N.B The individuals and organisations listed above do not necessarily approve of or agree with all of the policy recommendations presented in this final manifesto.*

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*See appendix 4 for a full bibliography and hyperlinks to all referenced reports.*

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