

Report of Director of Environment and Housing and the Director of City Development

Report to Executive Board

Date: 16th November 2016

Subject: Investing in our Neighbourhoods – a review of the Sustainable Communities Investment programme and the opportunities for Holbeck

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Burmantofts and Richmond Hill, Temple Newsam and Beeston and Holbeck.	Yes
Are there implications for equality and diversity and cohesion and integration?	No
Is the decision eligible for Call-In?	Yes
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	No

Summary of main issues

1. In October 2015 Executive Board set out the scope of the ambition for Leeds as a Strong Economy, Compassionate City, which included the need to promote economic growth while tackling issues of poverty to reduce inequalities. Executive Board called for a refreshed approach to regeneration, prioritising our most deprived neighbourhoods, integrating investment and services, and intervening early.
2. This report sets out the initial outcomes of the Sustainable Communities Investment Programme, an intensive housing and regeneration project focused on the Cross Green and Nevilles area of the city and how learning from this can be taken forward to inform regeneration activities focused on other neighbourhoods, with an initial proposal for Holbeck. The 'Growing the Leeds Economy' report also on this agenda sets out the Council's proposed broader an approach to support inclusive growth to reduce poverty and the costs of poverty to the economy.
3. The Sustainable Communities Investment Programme (SCIP) was established in 2013 with the remit of regenerating two tightly defined neighbourhoods in East Leeds, namely Cross Green and a small area of the Nevilles estate in Osmondthorpe.
4. By working in this way SCIP has been able to make some immediate and beneficial changes to the areas through schemes to address the poor housing stock and

energy efficiency and the physical environment as well as community based projects. Energy efficiency works to properties has seen average fuel bills reduce by £350/400 per annum, increasing disposal income within the community by £100k per annum. Environmental and calming measures to the highway has increased community satisfaction, reduced average traffic speed and uplifted the area. This has increased investor confidence, not just recognised in increased property prices but in prompting interest in surrounding development sites.

5. The success of SCIP can also be attributed to the local community who have been integral to the delivery of the projects. The play area and the community garden in Cross Green have been essential to improving community cohesion and rebuilding the confidence in their neighbourhood.
6. It is possible to learn the lessons of SCIP and inform approaches to other areas of the city. These lessons include the need for full community engagement in the process, strong political and senior officer leadership, multiagency, cross-service and cross-sector approaches, a defined area allowing targeting of resources and links to other development opportunities to maximise the outcomes for the community from the investment. As with Cross Green, The Recreations in Holbeck are situated less than a mile from the city centre but has not benefitted from the success of the wider Leeds economy. Holbeck has been subject to investment in the form of the Beeston Hill and Holbeck PFI and Unity building new homes but the Recreations remains one of the most deprived areas in the country.
7. In July 2016 the Executive Board agreed that the Leeds Neighbourhood Approach (LNA) would remain in Holbeck for a further 3 years, led by Housing Leeds' Private Sector Housing Service. This multi-agency approach whilst led by Housing includes the Police, West Yorkshire Fire and Rescue, Leeds City Credit Union, Public Health, Jobs and Skills, Benefits, Locality team etc. The partnership approach to property and family level interventions targets resources effectively and efficiently to those who actually need the service, rather than the more traditional approach of targeting whole neighbourhoods. This approach has helped individuals back into employment, access health service, to be rehoused due to the very poor conditions found, provided with financial support as well as ensuring properties meet the legal minimum standards and that empty homes are brought back into use. By working in this manner it has shown that it is possible to make a significant difference to people's lives who otherwise would not access the help they need.
8. Along with the existing activity The Recreations in Holbeck would benefit from a SCIP style intervention to improve the housing stock. It is proposed to initially target 180 properties with a similar scheme to Cross Green to improve the condition of the stock and improve energy efficiency. The cost of this would be £4.5m, with match funding identified of £3m, leaving £1.5m from the council's own capital programme. This will build on the intense approach already being undertaken in Holbeck by significantly improving the quality and energy efficiency of the stock, reducing fuel poverty and improving health by providing warm secure homes.
9. The investment would also support wider regeneration objectives linked to the South Bank and improve the development opportunities in the area as a whole, such as the Matthew Murray site. The programme can represent a model of how economic development activity can be effectively linked to social regeneration, improving the

quality of life of an adjacent deprived community. As such, further opportunities to better establish comprehensive regeneration plans for other parts of the city will be explored.

Recommendations

The Executive Board are requested to:

- a. Note the outcomes from SCIP and the lessons learnt and how they can inform future regeneration across the city
- b. Note the contribution from the HRA Housing Leeds Programme 2017/18 £850.0k
- c. Authorise the injection into the capital programme of £3.65m of which £1.5m is secured funding from Local Growth Fund, £0.2m Energy Company contributions, £0.45m from private sector owners' contributions with the balance £1.5m from the capital programme.
- d. Authorise expenditure of £0.85m on the council housing group repair in Holbeck to address poor housing conditions and energy efficiency
- e. Authorise expenditure of £3.65m on the private sector housing group repair in Holbeck to address poor housing conditions and energy efficiency
- f. Delegate responsibility to the Chief Housing Officer, Housing Leeds to bring forward the group repair scheme

1 Purpose of this report

- 1.1 This paper sets out the approach that has been taken to regeneration in Cross Green and the Nevilles through the Sustainable Communities Investment Programme, the impact of investment there and the lessons that can be learnt from an intensive approach to targeting of neighbourhood regeneration activities.
- 1.2 It also outlines work undertaken to date in Holbeck and how this could be intensified through similar interventions as in the SCIP to capitalise on recent investments in the area and opportunities to connect to the neighbouring growth and investments in South Bank.
- 1.3 The report requests the injection into the capital programme of £3.65m and to approve the expenditure of £4.5m of which £1.5m is secured funding from Local Growth Fund, £0.65m Energy Company contributions and private sector owners' contributions with the balance £1.5m coming from the capital programme and £850k from the HRA Housing Leeds programme.

2 Background information

Context

- 2.1 In October 2015 Executive Board set out the scope of the ambition for Leeds as a Strong Economy, Compassionate City, which included the need to promote economic growth while tackling issues of poverty to reduce inequalities.
- 2.2 Despite the recognised economic success in Leeds and decades of targeted capital and revenue based regeneration, as well as local tailored approaches there remains stubborn and entrenched problems from the interrelationship of housing conditions, environmental quality, educational attainment, skills and employment levels and public health. The 2016 Index of Multiple Deprivation confirms a pattern of socio-economic challenges in the city that are long standing with a widening gap between most and least deprived neighbourhoods.
- 2.3 Growth does not guarantee prosperity for all. There are fundamental barriers which exist between areas of deprivation and neighbouring economic opportunities through a lack of connectivity and low skills. Good, inclusive growth should be the aim where securing the economic benefits for the city addresses the low skills, low pay, unemployment that are concentrated in neighbourhoods contributing to complex, ingrained and long term poverty. Proposals for a Growing the Leeds Economy are set out in a report also on this Executive Board agenda. The report recognises the requirements for inclusive growth and recommends ways to promote the Strong Economy, Compassionate City agenda.

Sustainable Communities Investment Programme

- 2.5 The Sustainable Communities Investment Programme (SCIP) was established in 2013 with the remit of regenerating two tightly defined neighbourhoods in East Leeds, namely Cross Green and a small area of the Nevilles estate in Osmondthorpe. Whilst the inception of this work predates the October 2015 Executive Board paper, the objectives of SCIP were very much in keeping with the intent to tackle the root causes and impacts of deprivation through comprehensive and concerted cross-service action to address multi-faceted challenges related to housing, health, employment and skills, the environment and community safety. There are some important lessons from the SCIP that can be learnt for the future of neighbourhood regeneration in the city.
- 2.6 Both Cross Green and the Nevilles were selected for the SCIP due to their high levels of multiple deprivation, their relative self-containment and isolation as neighbourhoods enabling close targeting, monitoring and impactful investment, their proximity to areas of economic opportunity and the potential for improvements that would support future investment in and around the areas that would aid the longer term sustainability of the resident communities. Working on this small area basis also enabled close working with local people on the design and implementation of projects so that they would be at the heart of the programme and assisted in building capacity to take longer term ownership of their neighbourhood.

- 2.7 This was particularly the case in Cross Green, a small inner-city neighbourhood with some of the city's most pressing challenges. There is a recent history of very challenging anti-social behaviour, high turnover of residents and a poor reputation. The building stock was predominately poor quality pre-1919 solid wall back-to-back and through-terrace houses, largely privately rented, set in a low grade environment with limited green space. There have been significant social issues such as poor public health, social isolation and unemployment. The area has also had a transient population, with housing targeted at the lower end of the rented sector. While there were also some longer term residents in the area, the majority of the population has tended to move in and out within a short period, leading to community instability, challenges to community cohesion and limited sense of ownership or pride in the living environment.
- 2.8 Cross Green is well located in relation to the East Bank corridor where private sector housing investment is moving out from the city centre with the potential for a positive uplift through association with the city centre housing market. There are several cleared site development opportunities adjoining the neighbourhood, which could contribute to a positive social and economic mix. The area is also prominent at the transition point between East Bank and the Aire Valley Enterprise Zone, with the Copperfields site offering a significant opportunity for mixed use development to both reflect this prominence and provide new community facilities for local people – this has been proposed for a mixed use development of housing, retail and a primary school in the Aire Valley Area Action Plan, all of which would have clear benefits to the local area.
- 2.9 The area of focus around the Nevilles (namely Neville Garth, Close and Approach) was targeted due to the relative isolation of this neighbourhood and lack of investment compared to surrounding areas over recent years. The area is predominately social housing in City Council ownership, with some properties in private ownership as tenants exercised the right-to-buy. The compact layout of the area also meant that investment could be targeted easily to make maximum impact, while there were also opportunities for small scale in-fill developments in the future to address particular housing needs in the area, contribute to environmental uplift and increase the resident population. The area also falls within some of the worst areas of deprivation in the city and yet is within close distance of major employers and the future commercial developments of the Enterprise Zone.
- 2.10 While proximity to the EZ is something that could potentially benefit the area, there has been limited real impact for local people and a need to improve transport and connections to job opportunities.
- 2.11 The Sustainable Communities Investment Programme (SCIP) was a £5 million package of regeneration measures to deliver the continuing regeneration of Cross Green and to make significant environmental and housing improvements in the Nevilles. Prior to 2013 Cross Green had received funding to support acquisition and demolition of obsolete empty homes, provision of 21 new affordable homes built by Chevin Housing, and an initial phase of group repair. The area had also been subject to Selective Licensing, under the Housing Act 2004, for 5 years commencing in October 2009, which aimed to improve the quality and desirability of a high proportion of private rented stock in the area. Alongside this the area has been the focus for cross-service neighbourhood management work. Marked

improvements had been made but there remained a need for tackle some of the fundamental issues relating to housing conditions, the environment and continued social instability of the area.

- 2.12 The aim of SCIP was to intensively focus resources in these neighbourhoods in order to improve their long term sustainability and to stimulate private investment in the existing building stock as well as future development opportunities on connected sites.
- 2.13 The main part of the report firstly sets out the delivery and outcomes from SCIP, the initial investment that has been made in the neighbourhoods and early outcomes, alongside continuing work that is being developed to embed and ensure the legacy of investment in order to ensure longer term sustainability.
- 2.14 Secondly the report sets out some broad principles for how more intensive and focused neighbourhood regeneration may be taken forward as part of the wider regeneration programme in the city.
- 2.15 Finally the report sets out how the benefits arising from the investment and lessons can be learnt to inform rolling out a similar approach to regeneration targeted at a small neighbourhood level. A proposal is set out with particular regard to Holbeck where there are opportunities for more intensive development, alongside the Local Neighbourhood Approach that is already in place.

3 Main issues

Sustainable Communities Investment Programme (SCIP)

- 3.1 The objectives of the SCIP were:
 - Improve the housing conditions and energy efficiency of the homes
 - Increase the percentage of people in these neighbourhoods that are satisfied by the quality of the environment where they live
 - Increase the percentage of people who felt their homes have a positive impact on their health
- 3.2 A management structure was established to govern and direct investment in order to maximise outcomes. The Programme Board was chaired by the Director of Environment & Housing, with a cross-service membership that represented Sustainable Development, Regeneration, Highways, Environmental Services, Central Finance, Locality teams and Housing Leeds. A Programme Team was also established to mirror this structure and manage delivery.
- 3.3 It was essential that the scheme was community led and built on the previous investment and work in the area, such as the Selective Licensing Scheme. The community was consulted as to their needs and how they wanted those to be met. The outcome of the engagement was the need to improve the housing stock and environment as well as the need for community led investment to support

community cohesion and rebuild confidence in the area. Projects were developed and agreed with the community as part of the consultation process which has been continuing throughout the programme. Ward members were full engaged in the process offering strong political support to the programme.

3.4 The projects and their initial outcomes are detailed in the table below:

Project, £	Aims	Outcomes
<p>Cross Green Group Repair</p> <p>(£4.5m and £2.9m match funding from Green Deal(£0.77M) (Energy Company Obligation (ECO) (£0.18m), the Housing Revenue Account (£1.4m), and private sector contributions towards works (£0.6m))</p>	<p>The renovation of 180 homes to provide improved energy efficiency and external improvements such as new roofs, windows, doors and rainwater goods.</p>	<p>261 homes were improved (81 more than the target). Of these 182 received full external improvements with full external wall insulation. 79 properties were provided with full energy works to their roof and walls.</p> <p>Energy Efficiency works has improved the SAP ratings of all these properties from an average rating of F/G to B/C.</p> <p>Due to energy efficiency works, residents have seen a reduction in their average fuel bills by £400-500 per annum. This equates to a saving of c£100,000 per annum for all properties. Families and individuals are able to keep their homes warmer for longer and increase household disposable income.</p> <p>The University of Leeds undertook monitoring of energy usage before and after works. This demonstrated that the average property achieved a 34% reduction in energy usage. Where central heating replaced gas fires a 73% reduction in energy usage was recorded and allowed average internal temperatures to increase from 12 degrees to 18 degrees.</p> <p>Carbon emissions were reduced by 4.4 tonnes per annum in a back to back property and by 6.6 tonnes for a through terrace. This equates to around 1450 tonnes for the community each year.</p> <p>Empty homes have reduced by 50% (37 to 17) in Cross Green with the remainder being renovated by owners as part of the SCIP.</p> <p>There has been an increased confidence in the housing market in the area with increase in house prices of 33% in the last 3 years compared to the Leeds average of 7% (Hometrack/Home.co.uk websites). Recent auctions have resulted in unimproved properties being sold for around £80k.</p> <p>The Group Repair works contract has employed 50% of its labour force locally, trained 3 apprentices and 3 individuals have gained employment via the Headstart project. Local schools have also been actively engaged in the project through the contractor, Keepmoat. Work experience opportunities have also been provided.</p>

Project, £	Aims	Outcomes
		8 new affordable homes will also be built on a infill site in the area, by Together HA. Development will commence by the end of the year.
<p>Cross Green Highways Improvements</p> <p>(£224K and £100k match Highways)</p>	<p>To downgrade the feel of Cross Green lane to a neighbourhood road and resurface/ improve traffic calming on roads within the estate</p>	<p>Works have seen the creation of parking bays on Cross Green Lane and the installation of tree planting to green the route.</p> <p>Initial investigations post the works has shown a decrease in the average speed of 3mph. It is too early for the outcome of any potential reduction in accidents due to the works only recently being completed.</p> <p>Monitoring of both the speed and the accidents in the area following the works will continue to determine the effect the calming works has had on traffic.</p>
<p>Cross Green Community Projects</p> <p>(£150,000)</p>	<p>A number of community projects have been developed with a focus on improving the environment in the area. The projects are as follows:</p> <p>Back Cautley Road project – clearance of vegetation and the creation of garden plots for local people to lease.</p> <p>Community Garden Project – Development of a community garden to support local people in growing their own food and creating a community asset</p> <p>Cross Green Lane Play area – development of a new informal community playspace</p>	<p>The projects have delivered 1 new community play area, a community garden, and individual garden plots for local people.</p> <p>Residents have been involved in the prioritisation of spending and development of these projects from the start. This has created ownership of the improvements that have been made and pride in what has been achieved.</p> <p>There is a sense of pride in the area that has been created, in particular through the community gardening project which has brought people together.</p> <p>Hyde Park Source, a Leeds Community based organisation, have supported Cross Green Community group in getting the community garden project up and running. Hyde Park Source has also trained local people in gardening and joinery skills.</p> <p>The garden has also been supported by Keepmoat, who has provided tools, topsoil and assistance in developing the site and building the Poly Tunnel. They have also project managed the utilities on to site at no cost to the community.</p> <p>Keepmoat has also provided a new kitchen to the community centre to support the local luncheon club.</p>

Project, £	Aims	Outcomes
<p>Highways and Environmental improvements – Nevilles</p> <p>Environmental Works (£0.7m funding from the HRA)</p> <p>Highways works (£0.3m - £01m with match funding of £0.1 HRA, £0.122m Highways)</p>	<p>Improvements to the highway through resurfacing and the installation of parking bays on Osmondthrope Lane, Nevilles Close, Garth & Approach, and Halton Moor Road.</p> <p>Boundary treatments and environmental improvements at Neville Garth, Close and Approach.</p>	<p>The project has delivered an improved streetscape and parking arrangements.</p> <p>Residents were asked about their satisfaction with the works and their neighbourhood following this work.</p> <p>32 % of resident were very satisfied or fairly satisfied prior to works. This increased to 87 % been very or fairly satisfied after works.</p> <p>56 % were very or fairly dissatisfied prior to works; this was reduced to 8% following works.</p>

Cross Green before and after:



Nevilles before and after:



3.5 Community involvement in the programme, and in particular the community projects, has resulted in an increase in pride and ownership of the area, as well as improving community cohesion. Residents have commented as follows:

“The project has changed the appearance of the area, the houses look new, they are warm, secure and have become homes again, and places people and families want to live. Recently we have seen more families moving into the area. The environment has improved with the new road and play area. By working with the community the Council and Keepmoat have been able to get families central heating they have never had, and get them help and support. The community has benefitted from a new kitchen to the centre, help with the community garden such as helping with the utilities, providing tools and soil and labour for the bigger jobs. Having funding for the community has allowed us to come together as a community. It has given us our sense of pride back and helped to make us more of a community than before.” **Resident, Chair of the Cross Green Community Group**

3.6 “Prior to the works being done I was looking to leave the area. Now that they have I have no reason to leave as the area has improved and the community come together.” **An owner/occupier living on Cross Green Crescent.**

3.7 While it is early days, the housing market in the area seems to be stabilising and attracting longer term residents who want to stay. The amount of empty properties has reduced by 50% and the value of properties are increasing above the city average rates. This trend will be further supported as development is brought forward on neighbouring sites in the next few years.

- 3.8 Moreover, there are still further development opportunities to be realised with the Copperfield's site (which has been designated for mixed use development), and development on smaller sites surrounding the estate in Cross Green, and also housing opportunities on infill sites at the Nevilles.
- 3.9 The overall benefits of investment are still being monitored, but initial signs are encouraging and show significant progress over the three years against the objectives to improve housing conditions and energy efficiency and increasing satisfaction with neighbourhoods and the quality of the environment.
- 3.10 However, further work is being undertaken to understand the impact of housing improvements on health and to continue work to maintain the quality of the neighbourhood and environment. In August 2016 a workshop was held in Cross Green with community representative, ward members, and service providers to understand the ongoing issues that face the neighbourhood and work required to address these issues. A summary of the actions is provided at appendix 1. Key issues raised were connections and access to jobs and amenities, environmental services, health and support services, and antisocial behaviour. It is clear that the area still faces significant challenges and momentum needs to be maintained moving forwards to ensure a targeted service response to people centred issues.
- 3.11 The key lessons learnt from the SCIP process are as follows:
- Strong political support and leadership has aided the focus of the programme, with commitment to resource and prioritise the programme effectively, bringing in significant match funding;
 - Early engagement with the community assists in identifying the right scope of interventions, focuses investment and supports community 'buy-in' to improvement, helping to build community pride and cohesion – there needs to be recognition that residents are central to neighbourhood regeneration and to ensuring the longer term sustainability of investment when the initial intensive focus moves away;
 - Focusing on a small targeted neighbourhood area can help demonstrate the impact of investment and maximise benefit. This has also allowed for the intensive management of neighbourhood issues and close working with the community.
 - Poor health amount a large proportion of residents is a concern. Moving forward there needs to be better connections with the health service, particular the CCG's and the GP's social prescribing project to support residents in the area.
 - Residents have reported that engagement with landlords in Cross Green is key to the management of the area. The resource that the selective licencing project brought to support this engagement worked particularly well and is missed in the area. Work with landlords in some capacity will need to be sustained in order to maintain the benefits of investment into the future.
 - To move forward with the community to address issues still affecting them such as access to jobs and training, improved health outcomes, address issues of

antisocial behaviour and the environment in which they live. A recent workshop with the community has renewed this focus with actions are shown at Appendix 1.

Neighbourhood Regeneration Principles

- 3.12 Drawing on the Council's existing wider regeneration programme and the learning from SCIP there is clear benefit to regeneration where there is intensification, focus and join up of Council services and partners' activities to take an outcomes-led approach at a smaller neighbourhood level.
- 3.13 Core principles for developing the Council's approach to neighbourhood regeneration and areas of activity to underpin more targeted and intensive work would include:
- Improving Skills & Employment – focusing on both young people and adults to ensure they are closer to the labour market, qualified, skilled and job-ready; increasing the supply of quality jobs and tackling low pay;
 - Improving educational attainment – focused support for families and children, working with schools and school clusters and through the Families First project to help turn lives around;
 - Improving housing conditions – tackling housing conditions across all sectors, challenging policy and its application where appropriate, improving energy efficiency and wider residential amenity as key determinants of public health;
 - Delivering housing growth – improving tenure choice, tackling empties and dealing with vacant land so all neighbourhoods contribute to and benefit from development of new homes;
 - A strategic approach to assets and services – using our land and property, rationalising and developing our asset portfolio to create opportunities for development of housing, employment, education and community facilities and working with others to bring together service delivery, through One Public Estate and Communities@Leeds;
 - Work with the private sector – realising the full benefits of investment and working with partners in areas of growth, but to further maximise the direct and indirect benefits to local communities. Ensure all strategic development and investment work in the city is effectively connected by the work of both the council and private partners to nearby neighbourhoods;
 - Build on existing regeneration activities – recognising the need to maintain momentum in current programmes and to follow through on commitments to local people and stakeholders, achieving better co-ordination across Council services;
 - Deliver transport and connectivity improvements – tackling physical severance and drawing on the city's big transport conversation, ensuring neighbourhoods are integrated into the 21st century transport services and infrastructure with

options for sustainable travel supporting active lifestyles. But also ensuring there is no 'digital divide' in the city – ensuring access to high speed internet and online services.

- Develop local leadership and community capacity – supporting the role of Ward Members as local leaders at the heart of regeneration plans, work with residents and businesses to enable local people to address challenges and take ownership of solutions, and to address issues of community tension. The concept of the 'social contract' should be a core aspect of this work.
- Embed approaches to neighbourhood improvement – recognise the value of 'ground level' partnerships through Neighbourhood Improvement Boards and the impact these have on local crime, grime and amenity issues as well as the links that can be facilitated between communities with increased capacity/confidence and the economic opportunities available in areas of growth;
- Focus on health needs – identifying and working with individuals and families where there may be complex health and/or behavioural issues to address to assist their way out of poverty; but also addressing the wider public health outcomes to be achieved through integrated approaches to public real, environmental improvement and local travel choices;

Rolling out the approach to intensive neighbourhood regeneration

- 3.14 These regeneration principles have been considered as part of a proposed approach to further regeneration in Holbeck, where joined up people and place based outcomes can be pursued. As with Cross Green, Holbeck is situated less than a mile from the city centre and yet parts of it have not benefitted from the success of the wider Leeds economy.
- 3.15 There is a strong local community, which is now bringing forward a Neighbourhood Plan for the area which has clear ambitions to continue neighbourhood improvements, improve local facilities, support regeneration and ensure Holbeck connects into the city's longer term ambitions for the South Bank.
- 3.16 Holbeck has also benefited from significant investment in recent years through the Beeston Hill and Holbeck Housing PFI scheme which has refurbished over 1,500 homes in the area and delivered 345 new council homes. Unity Housing Association has also complemented this investment through the development of 42 new affordable homes on Brown Lane East/ Top Moor Side, on land that was cleared of former back-to-back homes by the Council in the mid-2000's. The new housing provides a significant visual uplift in the area, framing two sides of Holbeck Moor.
- 3.17 The relationship between Holbeck and South Bank exemplifies the ambition for a Strong Economy and Compassionate City. Plans for the South Bank provide a real opportunity to ensure physical, social and economic connectivity between the city centre and Holbeck and to overcome its disconnection with other south Leeds neighbourhoods. But regeneration will not be achieved through a reliance on 'trickle down' of benefits - interventions must be identified to further address the underlying

social, physical and economic issues that will enable the neighbourhood and residents to re-connect with the city's success, beyond the regeneration investments that have already been made.

- 3.18 Activity is already underway on the ground to address some of these remaining challenges in the area and there is now an opportunity to intensify this work. The Council established a Local Neighbourhood Approach in Holbeck in March 2015. In July 2016 the Executive Board agreed that the Leeds Neighbourhood Approach (LNA) remains in Holbeck for a further 3 years. This project will allow all properties within the area to be visited and receive improvements to their homes and for residents to receive assistance to meet their needs in relation to jobs, training, health, financial inclusion, fire safety, security, and improved access to services. As part of the project a local landlords' forum has been created to engage with the private sector in the area.
- 3.19 Since the LNA commenced in Holbeck 187 properties have been inspected. 90 have had works to ensure they meet legal standards completed; the remainder are works in progress. 49 out of the original 90 empty homes have been returned to occupation. 222 referrals have been made to partners covering employment, fire safety, security, health related issues and financial planning. 20 bins yards have been improved a new collection introduced to look at potential savings to the council. There is a fortnightly hub bus, supported by partners in the area to improve access to services, including digital access
- 3.20 Notwithstanding this impact, there is a significant amount of back to back pre 1919 housing stock in poor condition, with poor energy efficiency ratings, in the private rented sector. Much of the worst housing in the area is located in the cluster of streets known as the Receptions area of Holbeck, which is ranked in the worst 1% in the country for multiple deprivation (ranked 37th worst of over 32,000 similarly sized neighbourhoods in England), unemployment is over 40% and poverty at 41% including high levels of child poverty which at 56% is double the city average as well as strong indicators of poor health, issues of crime and social isolation.
- 3.21 Alongside the LNA targeting residents and supporting them with services, investment is also needed in these homes. It is proposed to target 180 properties in the Receptions for improvements to provide new roofs, windows, doors, rainwater goods and external insulation. Following the success in Cross Green, £1.5 million has been secured from the Local Growth Fund to support the Holbeck Group repair scheme, with a further £1.5 million identified for the project from the Housing Revenue Account (£0.85m), Energy Company Obligations (ECO) (£0.2m) and private sector contributions (£0.45m). The funding gap to deliver improvements to 180 homes is £1.5million. Those improvements will include new roofs, windows, doors, rainwater goods, and external wall insulation to improve thermal efficiency and the environment of the area. This will extend the life of the homes and provide warm affordable secure healthy homes for individuals and families to live. This report seeks approval for a contribution of £1.5 million towards the scheme from the Council's capital programme
- 3.22 Taking lessons from the Cross Green work, the approach will replicate features which worked, particularly with regard to community engagement and governance. However the project will address the gaps in relation to enhanced approach to

health and employment. There is a strong opportunity within this area to bring on board local employers to assist in the planned regeneration.

- 3.23 Full Council has previously approved that the former Matthew Murray school site be brought forward for disposal and development. The principle of residential development here is supported in the draft Holbeck Neighbourhood Plan. The site is located to the immediate west of the Recreations and it is considered that investment there will help create a virtuous relationship between housing improvements, securing market interest in a quality residential development of the Matthew Murray site, and the overall sustainability of the area as a mixed residential neighbourhood.
- 3.24 By combining the LNA and investment in housing and aligning this with the disposal of land in the area we can capitalise on work to date in a timely way, enable join up of local ambition with the South Bank project and increase the chances of prosperity for the neighbourhood in the future, addressing underlying issues which may hold residents back from accessing training and employment. There will be benefits to the Council in helping deliver Breakthrough Projects for Housing Growth and Standards and More Jobs, Better Jobs and supporting Holbeck in making a better contribution to the city economy, reducing its overall draw on public sector budgets. Moreover, this approach contributes to the delivery of inclusive growth as detailed in the Growing the Leeds Economy paper to Executive Board (16th November, 2016).

4 Corporate considerations

4.1 Consultation and Engagement

- 4.1.1 Prior and during the delivery of SCIP there has been considerable engagement with the community and Ward Members. Regular community meetings and events have occurred to ensure excellent levels of communications and engagement. This engagement will continue post SCIP to continue to address issues concerning the community and to build on the investment already made in the area.
- 4.1.2 There is ongoing consultation in Holbeck regarding regeneration via the Neighbourhood Improvement Board. The area has developed its own Neighbourhood Plan which is currently subject to consultation. There is ongoing engagement with the community via various forums such as the Local Neighbourhood Forum and local landlords' forum linked to the LNA. Ward members have been consulted on the potential for a group repair scheme in Holbeck. All have visited the scheme in Cross Green and are very supportive of the proposal.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A full Equality, Diversity, Cohesion and Integration Assessment for HIA:Group Repair has been completed. (see Appendix 2)
- 4.2.2 The investment will have a positive impact on the health and well-being of occupiers living in the area. It will allow owners to reduce hazards and improve their homes, improving security, and reducing fuel poverty via improved thermal efficiency. The partnership approach will help to identify needs and referrals to agencies will add value to the project. This has a positive impact on the community and

neighbourhood as a whole, especially as part of an overall improvement plan. The opportunities for training and potential employment via the contract will benefit those in need.

4.3 Council Policies and Best Council Plan

- 4.3.1 Both SCIP and the proposed investment in Holbeck link to the Best Council Plan 2015/20 in supporting the objectives of supporting communities and tackling poverty and promoting sustainable and inclusive economic growth.
- 4.3.2 They also support the Best Council Plan in relation to living in good quality affordable homes within a clean and well cared for place by addressing poor housing conditions, improving external appearance of the property to enhance the overall street scene.
- 4.3.3 The work also links to and supports the delivery of the Cutting Carbon, Housing Growth, and Jobs for Young People break through projects.

4.4 Resources and value for money

- 4.4.1 The SCIP was an investment by the council of £5m in Cross Green and the Nevilles'. This report highlights outcomes from the investment; warmer safer good quality homes, an improvement environment, and most importantly a community who have come together had had their pride restored. The initial investment of £5m led to a levering in of an additional £2.9m to support this programme. This additional investment came from Green Deal, the Energy Company Obligation, the Housing Revenue Account and private sector contributions towards the cost of group repair in Cross Green.
- 4.4.2 A scheme requiring £4.5m has been identified for the first 180 properties and has already attracted £3m in match funding. The scheme will be funded as follows, £1.5m from the Local Growth Fund, £0.85m from the HRA, £0.2m from ECO and £0.45m in private sector contributions. The remaining £1.5m would be required from the council's capital programme.
- 4.4.3 The delivery of the scheme would be via the Better Homes Yorkshire Framework and managed by Private Sector Housing and Property and Contracts in Housing Leeds who have experience of delivering such projects.
- 4.4.4 Similar programme management structures to the SCIP programme will be put in place to manage and monitor investment in Holbeck and ensure value for money and maximise additional investment. This will be chaired in the first instance by the Director of Environment & Housing.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The report is eligible for call in.
- 4.5.2 The Private sector Housing Assistance Policy allows the council to offer financial assistance to private owners. This policy has been adopted by the council in response to the Government's Regulatory Reform Order (Housing Assistance 2002 – Private Sector Housing Policy).

- 4.5.3 The investment in Holbeck is supported by the general power of competence provided for in Section 1 to 8 of the Localism Act 2011. This gives the council “the power to do anything that individuals generally do” subject to acting within the law. Therefore the power of general competence supports the programme of investment in Holbeck
- 4.5.4 Procurement of the contractor to deliver the group repair scheme would be via the Better Homes Yorkshire Framework. This framework was procured regionally using an OJEU compliant route to allow the delivery of energy efficiency works and work to attract additional funding such as Energy Company Obligation money. The terms of the framework covers the works proposed in Holbeck allowing the appointment of the contractor via this mechanism. This will allow works to commence in Holbeck with a minimum lead in period.

4.6 Risk Management

- 4.6.1 The main risk with the delivery of the scheme is the buy in by private owners who form the main tenure in the area. They need to agree to be part of the scheme for it to be a success and ensure that the overall budget is achieved by the payment of their contributions towards the overall cost. The council has an experienced team in Housing Leeds to manage the process, who are currently delivering a similar scheme in Cross Green.

5 Conclusions

- 5.1 The outcomes from SCIP has shown that by working with the community in a targeted way it is possible to make a difference to individual’s lives, build communities and give them back a pride in their neighbourhood. People now feel warmer in their homes, with reduced fuel poverty/ increased disposable income, and a better living environment.
- 5.2 SCIP showed that by targeting resources on a small geographic area significant change could be achieved. By investing the £5m it was possible to lever in an additional £2.9m investment and increase the desirability of neighbouring development sites as part of the wider regeneration of the area.
- 5.3 Holbeck is a similar area which would benefit from the investment made in SCIP. Work is already on going in the area via the LNA and Beeston and Holbeck PFI. By investing in the area in a similar way it will reinforce the existing work and link to the wider regeneration benefits of the South Bank and enhance the development opportunities in the area to the benefit of the community and the City.

6 Recommendations

- 6.1 The Executive Board are requested to:
- a. Note the outcomes from SCIP and the lessons learnt and how they can inform future regeneration across the city
 - b. Note the contribution from the HRA Housing Leeds programme 2017/18 of £850.0k

- c. To authorise the injection into the capital programme of £3.65m of which £1.5m is secured funding from Local Growth Fund, £0.2m Energy Company contributions , £0.45m private sector owners' contributions with the balance £1.5m from the capital programme.
- d. Authorise expenditure of £0.85m on the council housing group repair in Holbeck to address poor housing conditions and energy efficiency
- e. Authorise expenditure of £3.65m on the private sector housing group repair in Holbeck to address poor housing conditions and energy efficiency
- f. Delegate responsibility to the Chief Housing Officer, Housing Leeds to bring forward the group repair scheme

7 Background Documents 1

7.1 None

8 Appendices

Appendix 1 – Action Plan for Cross Green post SCIP

Appendix 2 – Equality Impact Assessment Group Repair May 2013

The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.