



SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING)

Meeting to be held in The Civic Hall, Leeds on
Wednesday, 6th September, 2006 at 11.00 am

(A site visit to Beeston Hill and Holbeck will take place prior to the public meeting for ALL Members of the Board. Transport will depart from the Civic Hall at 9:30 am. Can Members please meet in the Ante-Chamber at 9:25 am ready for departure.)

MEMBERSHIP

Councillors

J Akhtar	-	Gipton and Harehills
S Armitage	-	Crossgates and Whinmoor
D Atkinson	-	Bramley and Stanningley
P Ewens	-	Hyde Park and Woodhouse
R Finnigan	-	Morley North
A Gabriel	-	Beeston and Holbeck
G Hyde	-	Killingbeck and Seacroft
M Phillips	-	Garforth and Swillington
R Pryke (Chair)	-	Burmantofts and Richmond Hill
M Rafique	-	Chapel Allerton
D Schofield	-	Temple Newsam

Please note: Certain or all items on this agenda may be recorded on tape

Agenda compiled by:
Governance Services
Civic Hall
LEEDS LS1 1UR
Telephone No:

Hannah Bailey

247 4326

Principal Scrutiny Adviser:
Sharon Winfield
Telephone No: 2474707

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded.)</p>	
2			<p>EXCLUSION OF PUBLIC</p> <p>To identify items where resolutions may be moved to exclude the public.</p>	
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal / prejudicial interests for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p>	
6			<p>MINUTES OF THE PREVIOUS MEETING</p> <p>To receive and approve the minutes of the previous meeting held on 20th July 2006.</p> <p>(Copy attached.)</p>	1 - 4

Item No	Ward/Equal Opportunities	Item Not Open		Page No
7			<p>MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE</p> <p>To receive and note the minutes of the two Overview and Scrutiny Committee meetings held on 3rd July 2006.</p> <p>(Copies attached.)</p>	5 - 12
8			<p>MINUTES OF THE EXECUTIVE BOARD</p> <p>To receive and note the minutes of the Executive Board meetings held on 5th July and 16th August 2006.</p> <p>(Copies attached.)</p>	13 - 26
9			<p>MINUTES OF THE THRIVING COMMUNITIES CORPORATE PRIORITIES BOARD</p> <p>To receive and note the minutes of the Thriving Communities Corporate Priorities Board meeting held on 22nd June 2006.</p> <p>(Copy attached.)</p>	27 - 30
10			<p>QUESTIONS TO THE DIRECTOR</p> <p>To receive the report of the Head of Scrutiny and Member Development on the opportunity to raise questions and issues with the Director of Neighbourhoods and Housing.</p> <p>(Report attached.)</p>	31 - 32
11			<p>NEIGHBOURHOOD TASKING IN INNER EAST LEEDS</p> <p>To receive the report of the Director of Neighbourhoods and Housing updating Members on the progress of Neighbourhood Tasking Teams in Inner East Leeds.</p> <p>(Report attached.)</p>	33 - 34

Item No	Ward/Equal Opportunities	Item Not Open		Page No
12	All Wards		<p>THE RESPECT ACTION PLAN AND ITS IMPLEMENTATION IN LEEDS</p> <p>To consider the report of the Director of Neighbourhoods and Housing detailing information on the Respect Action Plan and to provide Members with an update on the latest position regarding implementation of the plan in Leeds.</p> <p>(Report attached.)</p>	35 - 40
13			<p>TEMPORARY ACCOMMODATION FOR YOUNG PEOPLE</p> <p>To consider the report of the Director of Neighbourhoods and Housing detailing information in relation to the legal duties owed by Leeds City Council to homeless young people and how the Authority carries out these duties in terms of securing suitable temporary accommodation.</p> <p>(Report attached.)</p>	41 - 46
14	Beeston and Holbeck; City and Hunslet;		<p>INQUIRY INTO REGENERATION IN BEESTON HILL AND HOLBECK</p> <p>To consider the introductory report of the Director of Neighbourhoods and Housing providing information on the regeneration work in Beeston Hill and Holbeck in relation to the issues discussed by Members at the previous meeting.</p> <p>(Report attached.)</p>	47 - 82

Item No	Ward/Equal Opportunities	Item Not Open		Page No
15			<p>WORK PROGRAMME</p> <p>To consider a report of the Head of Scrutiny Support and Member Development on the Board's work programme.</p> <p>(Report attached.)</p>	83 - 86
16			<p>DATE AND TIME OF NEXT MEETING</p> <p>Wednesday 11th October at 10:00 am.</p> <p>(Pre-meeting at 9.30 am for Board Members)</p>	

This page is intentionally left blank

Agenda Item 6

SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING)

THURSDAY, 20TH JULY, 2006

PRESENT: Councillor R Pryke in the Chair

Councillors J Akhtar, P Ewens, R Finnigan,
A Gabriel, G Hyde, M Phillips, M Rafique
and D Schofield

7 DECLARATION OF INTERESTS

The following Members declared personal / prejudicial interests for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct:

Councillor J Akhtar – Declared a personal interest as a Member of East Leeds ALMO Board.

Councillor P Ewens – Declared a personal interest as a Member of Leeds North West ALMO Board.

Councillor G Hyde – Declared a personal interest as a Director of East Leeds ALMO Board.

Councillor D Schofield – Declared a personal interest as a Director of South East Leeds ALMO Board.

8 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Armitage and Atkinson.

9 MINUTES OF THE PREVIOUS MEETING

RESOLVED – That subject to an amendment to record that Councillor Gabriel had submitted her apologies in advance of the meeting, the minutes of the meeting held on 7th June 2006 be agreed as a correct record.

10 MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE

RESOLVED – That the minutes of the Overview and Scrutiny Committee meeting held on 5th June 2006 be received and noted.

11 MINUTES OF THE EXECUTIVE BOARD

RESOLVED – That the minutes of the Executive Board meeting held on 14th June 2006 be received and noted.

12 ALMO REVIEW UPDATE

Draft minutes to be approved at the meeting
to be held on Wednesday, 6th September, 2006

The Head of Scrutiny and Member Development presented a report containing an update on the review process currently being conducted to determine the future of the city's ALMOs. Members heard that there was a need to consider the long term future of the six existing ALMOs in Leeds in terms of financial viability and sustainability given the removal of Government size restrictions and the ongoing reduction of the Authority's housing stock.

The following Officers were in attendance:

- Neil Evans, Director of Neighbourhoods and Housing;
- John Statham, Strategic Landlord Manager, Neighbourhoods and Housing.

The report, which had been considered by the Executive Board on 5th July 2006, detailed the latest information on the ALMO review and the conclusions reached. Members were informed that a financial review had been undertaken by Price Waterhouse Coopers in the initial stages, from which it was recommended that the number of ALMOs be condensed into one or two bodies. However there had been strong feedback from the six existing organisations suggesting that three ALMOs would be a preferable option, in order to retain a more local focus.

On being put to the Executive Board, it had been decided to dispense with the option to form two ALMOs as it was felt this proposal lacked the local focus associated with the three ALMO option, whilst not being as administratively simplistic as a single ALMO was likely to be. Therefore it had been agreed to hold a postal ballot beginning in mid-August to determine the views of tenants, based on the two options of one ALMO or three ALMOs. Executive Board had indicated that their preference was for three ALMOs.

The Board heard that should the three ALMO option be implemented, they would be constituted as follows in order to retain the EASEL area within one ALMO: West and North West; North East, East and the EASEL area of South East; and South with the remainder of South East.

The main areas of discussion around the topic were as follows:

- How the new Boards would be structured and operate in terms of roles / membership;
- The sustainability of any new arrangements, given the acknowledgement that stock numbers were likely to continue to fall;
- Whether all Boards had undergone uniform consultation as part of the review;
- The technicalities of the ballot itself, particularly whether the two options would be presented objectively and if the paper would be made available in a variety of languages;
- Whether there was the possibility of ALMOs managing private housing stock in the future;
- The recommendation from the Audit Commission that Chairs of Boards be independent;

- The need for Boards to remain 'arms length' from the Council in their day-to-day running, whilst still remaining accountable to the Authority.

RESOLVED – That the contents of the report be noted.

(Councillor Akhtar left the meeting at 11:00 am at the conclusion of consideration of this report.)

13 INQUIRY INTO REGENERATION IN BEESTON HILL AND HOLBECK - DRAFT TERMS OF REFERENCE

The Head of Scrutiny and Member Development submitted a report detailing proposed terms of reference for the Board's Inquiry into Regeneration in Beeston Hill and Holbeck, which had been identified as an area for investigation at the previous meeting. It was reported that whilst regeneration fell largely within the Development portfolio, it had been agreed that the Board would consider housing and community issues.

Cllr Gabriel clarified for the Board that it was actually Beeston Hill, not Beeston, that was currently earmarked for regeneration work and it was agreed that the terms of reference would be amended.

Dave Richmond, Area Manager for South Leeds, attended the meeting to brief the Board on the work currently being undertaken in the area and the key issues. He was also available to answer any queries from Members.

Members briefly discussed the contents of the report and the scope of the inquiry. It was agreed that a site visit to the area in question would be a beneficial exercise for Members. This would be scheduled to take place on the day of the next meeting, with the public meeting to commence after the site visit. Members asked to be supplied with maps and a briefing note in advance of the visit.

RESOLVED – That the terms of reference for the Inquiry into Regeneration in Beeston Hill and Holbeck be agreed.

14 RESPONSES TO RECOMMENDATIONS (AFFORDABLE HOUSING AND ANTI-SOCIAL BEHAVIOUR)

The Head of Scrutiny and Member Development presented a report detailing responses to recommendations made by two previous inquiries conducted by two separate Boards during 2005/06. The board were reminded that the monitoring of these recommendations now fell within the remit of the Scrutiny Board (Neighbourhoods and Housing.)

The recommendations related to the Inquiry into Affordable Housing, undertaken by the Scrutiny Board (Thriving Communities) and the Inquiry into Anti-Social Behaviour Interventions, undertaken by the Scrutiny Board (Environment and Community Safety.) Members were informed that a paper

containing responses to recommendations in relation to the Inquiry into Housing Conditions, undertaken by Scrutiny Board (Children and Young People) had been despatched separately to the main agenda.

The Board discussed points raised in the recommendations in relation to the three separate inquiries. Neil Evans, the Director of Neighbourhoods and Housing, was present at the meeting and able to respond to minor queries made by Members concerning the recommendations.

In response to a point raised by Members regarding the *Revizit* scheme, (recommendation 13 – responses to the Anti-Social Behaviour Interventions inquiry) the Head of Scrutiny and Member Development agreed to circulate a copy of the relevant report on this issue to the Board.

RESOLVED – That the responses to the three inquiries be noted.

15 WORK PROGRAMME

The Head of Scrutiny and Member Development submitted a report which detailed the current work programme of the Board, including scheduled and unscheduled items. Members were invited to comment on and make amendments to the Work Programme, as appropriate.

Also appended to the report for Members information was a copy of the Forward Plan for 1st July to 31st October 2006, along with the latest minutes of the Thriving Communities Corporate Priority Board meeting.

The Board discussed the contents of the Work Programme. The provision of emergency accommodation for young single people in the city was identified as a further area for scrutiny and added to the programme. Members also agreed that a site visit to Beeston Hill and Holbeck be organised prior to the start of the next meeting as part of the inquiry into regeneration in the area.

RESOLVED – That the contents of the report and the revisions to the Work Programme be noted.

16 DATE AND TIME OF NEXT MEETING

Wednesday 6th September at 11:00 am (visit to Beeston Hill and Holbeck Regeneration Area for Board Members to commence at 9:30 am.)

(The meeting concluded at 11:45 am.)

Agenda Item 7

OVERVIEW AND SCRUTINY COMMITTEE

MONDAY, 3RD JULY, 2006

PRESENT: Councillor Driver in the Chair
Councillors B Anderson, J Bale,
P Grahame, B Lancaster and T Leadley

12 Late Items

Reference was made to a late item of business, Agenda Item 8 (Minute No 17 refers), the response of the Environment and Committee Safety Corporate Priority Board to the final Inquiry Report of the Scrutiny Commission (Avoiding Alcohol Misuse), which had been sent out after the agenda despatch.

This had been accepted as a late item of urgent business under the provisions of Section 100B(4)(b) of the Local Government Act 1972 because to delay receipt of the formal response would hinder the business of the Committee in that they would not be able to agree monitoring arrangements.

13 Declaration of Interests

No declarations of interest were made.

14 Apologies for Absence

Apologies for absence from the meeting were submitted on behalf of Councillors Cleasby and Pryke

15 Minutes - 5th June 2006

- (a) Scrutiny Commission (Flooding within Leeds) (Minute No 5(b) refers)
Councillor Leadly indicated that the meeting he had attended, which was referred to in this minute, was actually a 'Regional Spatial Strategy Review Meeting', rather than an Emergency Planning Meeting.
- (b) The Advisory Role of the Overview and Scrutiny Committee (Minute No 8 refers)
The Chair indicated that he was endeavouring to arrange a meeting with Councillors Harris and Andrew Carter in order to progress this subject.

RESOLVED –

- (a) That the above matters arising be noted

Draft minutes to be approved at the meeting
to be held on Monday 4th September 2006.

- (b) That subject to the above, the minutes of the meeting held on 5th June 2006 be confirmed as a correct record.

16 Vision for Leeds- 'Narrowing the Gap'

Further to Minute No 10, 5th June 2006, the Committee considered a report submitted by the Head of Scrutiny and Member Development and received evidence from Council Officers relating to strategies associated with the Council's 'Narrowing the Gap' objective contained in the Vision for Leeds document and also on the development of the Local Area Agreement for Leeds 2006-2009.

In attendance at the meeting were Kathy Kudelnitsky (Leeds Initiative), Sue Wynn (Neighbourhoods and Housing) and Jane Stageman (Chief Executive's Department). In brief summary, the main issues discussed were:

- Additional information was circulated at the meeting relating to the Index of Multiple Deprivation Statistics 2004, Intensive Neighbourhood Management Areas and 2004/05 Floor Targets – a combination of national and local benchmarks used to assess the progress of local partnerships and Neighbourhood Renewal Funding against Government targets;
- 'IoD Crime Domain 2004' statistics were queried, and it was felt that more detailed questions on matters such as this would perhaps be best addressed by any Working Group which the Committee might establish to look at matters in greater depth;
- A matrix was requested for submission to a future Committee or Working Group meeting, detailing the different levels of problems in different 'Super Output' areas;
- The differing problems in different areas, and the problems for the Council in providing appropriate, interconnected responses via Intensive Neighbourhood Management Areas initiative. This included helping the area to decide its own priorities and supporting and empowering individuals and groups in these areas to effect sustainable change on their own behalf;
- The need for the City as a whole to accept collective responsibility for the narrowing the gap agenda and sharing the relative affluence of the City as a whole to effect changes in areas of need;
- The role which the Local Area Agreement for Leeds 2006-2009 could play in terms of multi-agency approaches to some of the problems associated with areas of deprivation and how OSC might contribute to the process;
- The effectiveness or otherwise of 'broad brush' initiatives in tackling local issues;
- The question of 'buffer funding' to help alleviate the continuing problems of 'borderline' Super Output Areas if they suddenly fell out of that official category and suffered financially as a result.
- The current role of District Partnerships in tackling this issue.

RESOLVED –

- (a) That the report be noted, and the subject be added to the Board's work programme for further consideration at the October meeting

Draft minutes to be approved at the meeting
to be held on Monday 4th September 2006.

- (b) That in the meantime, officers circulate more detailed data to OSC Members by the end of August, to enable Members to begin to grasp the extent of the problems and current initiatives.

17 Scrutiny Commission - (Avoiding Alcohol Misuse) - Response to Recommendations

The Committee considered the response of the Environment and Community Safety Corporate Priority Board to the findings of the Scrutiny Commission on Avoiding Alcohol Abuse, which had been circulated as a late item of urgent business (Minute No 12 refers).

The Chair proposed that an OSC Working Group be established to pursue the implementation of the Commission's recommendations over the next 12 months, and this was accepted. The Chair suggested that the Working Group should comprise himself and any OSC Member or former Commission members who wished to participate, names to be forwarded to the Head of Scrutiny and Member Development, who would advise Members of dates and times for Working Group meetings.

RESOLVED – That subject to the above, the report be received and noted.

18 Work Programme

The Head of Scrutiny and Member Development submitted the Committee's work programme, updated to reflect decisions taken at previous meetings, together with a relevant extract of the Council's Forward Plan of Key Decisions and a copy of the minutes of the Executive Board meeting held on 14th June 2006.

Amongst the themes discussed for future Inquiries were the items referred to at the last meeting (Minute No 10 refers), as well as the workforce skills aspect of 'Narrowing the Gap' and Traffic and Transport Management across the City.

RESOLVED – That subject to the above comments, the Board's work programme be approved and accepted, and further discussions take place between the Chair and the Head of Scrutiny and Member Development regarding defining and scheduling the subjects to be covered.

19 Date and Time of Next Meeting

Monday 4th September 2006, at 10.00am (Pre-Meeting 9.30am).

This page is intentionally left blank

OVERVIEW AND SCRUTINY COMMITTEE

MONDAY, 3RD JULY, 2006

PRESENT: Councillor G Driver in the Chair
Councillors B Anderson, J Bale,
P Grahame, B Lancaster and T Leadley
Apologies Councillors B Cleasby and R Pryke

20 Declaration of Interests

Councillor Bale was advised that he did not have to declare an interest in this item in his capacity as Chair of the Scrutiny Board (Children's Services).

The Chair reminded Members that if any of them were also members of the School Organisation Committee (SOC), which made the ultimate decision in respect of school closures, then they must decide whether to hear the case today and absent themselves when the case came before SOC, or vice-versa. He stated that he intended to Chair this meeting today, and absent himself when the matter came before SOC.

No other declarations of interest were made at the this juncture (see also Minute No.23).

21 Apologies for Absence

Apologies for absence from the meeting were submitted on behalf of Councillors Cleasby and Pryke

22 Call-in of a Decision - Briefing Paper

The Head of Scrutiny and Member Development submitted a report regarding the procedural aspects of the Call-In process.

The options available to OSC in respect of the called-in decision of the Executive Board were explained. Due to the nature of the decision, the options available to OSC at today's meeting were:

Option 1 – Release the decision for implementation. Having reviewed the Executive Board decision, OSC could simply decide to release it for implementation. If this option was chosen, the decision would be released immediately for implementation and the decision could not be called-in again.

Option 2 – Recommend that the decision be reconsidered. Having reviewed the Executive Board decision, OSC could recommend the Executive Board to reconsider its decision. A report would then be submitted to the Executive Board outlining the views of OSC, and the Executive Board would reconsider

its decision. The Executive Board's reconsidered decision could not be called-in again, regardless of the nature of that decision.

RESOLVED – That the report be noted and the procedures outlined in the report be adopted for this meeting.

23 Review of Called-In Decision - Closure of Miles Hill Primary and Potternewton Primary Schools and Creation of a new Primary School on the Potternewton Site

The Head of Scrutiny and Member Development submitted a report, together with relevant background papers, relating to the decision of the Executive Board taken on 14th June 2006 (Minute No 14 refers) to publish a statutory notice regarding the proposed closure of Miles Hill and Potternewton Primary Schools w.e.f 31st August 2007 and to create a new 1.5 form entry primary school on the Potternewton site w.e.f 1st September 2007.

The decision had been called in for review by OSC by Councillors Grahame and Leadley on the following grounds respectively:

- 1 That this decision has been taken without due regard to the implications of closing this school on the local community
- 2 Unclear why Miles Hill was chosen for closure rather than Potternewton.

The following people were present at the meeting, presented evidence and responded to Members' queries and comments:

Councillors Dowson and S Hamilton – Chapel Allerton Ward Councillors
Councillor Harker – Executive Member (Learning)
Chris Edwards – Education Leeds
Keith Burton – Learning and Leisure Department
Revd Angela Hughes – Governor, Miles Hill Primary School
Nursery Teacher representative, Miles Hill Primary School
Sandra McCall – Parent, Miles Hill Primary School
Sure Start representative, Miles Hill Primary School

(Councillor Lancaster declared a personal interest in this item in her capacities as Vice-Chair of Governors at Carr Manor Primary School, a member of the NE Inner Area Committee and Chair of a relevant inter-agency group operating in the area)

24 Outcome of Call-In

Following the receipt and consideration of evidence presented to them, OSC deliberated regarding the options available to them, as outlined in Minute No 22.

The Committee decided, by four votes in favour to two against, that Option 1 was the most appropriate course of action in this case, and that the Executive

Board decision should be released immediately for implementation. However, in doing so reservations were expressed regarding the consultation process, in particular the extent to which the impact of the closure on the community and options for community use of Miles Hill Primary School had been considered, discussed and explored with relevant agencies, the school itself, parents and Ward Councillors.

RESOLVED –

- (a) That Option1 be adopted, and the decision of the Executive Board taken on 14th June 2006 to publish a statutory notice to close Miles Hill and Potternewton Primary Schools w.e.f 31st August 2007 and to establish a new 1.5 form entry primary school on the Potternewton site w.e.f 1st September 2007 be immediately released for implementation.
- (b) That in consultation with the Chair, the Head of Scrutiny and Member Development prepare and circulate a note for OSC Members outlining the reservations expressed at today's meeting regarding the consultation process in respect of proposed school closures. The note to make reference to ensuring that full and proper consideration takes place of the impact on a local community of a school closure, and an assessment of options, including consultation with interested parties, for community use of school or ex-school premises and facilities.
- (c) That when finalised, this note be forwarded to the Executive Board, together with the notification of the Committee's formal decision.

(NB: In accordance with Council Procedure Rule 16.5, Councillor Grahame wished it to be recorded that she voted against Resolution (a) above, and Councillor Bale wished it to be recorded that he voted in favour of Resolution (a)).

This page is intentionally left blank

EXECUTIVE BOARD

WEDNESDAY, 5TH JULY, 2006

PRESENT: Councillor M Harris in the Chair

Councillors A Carter, R Harker, D Blackburn,
R Brett, J L Carter, P Harrand, J Procter,
S Smith and K Wakefield

Councillor J Blake – non-voting advisory member

20 Exclusion of Public

RESOLVED – That the public be excluded from the meeting during consideration of appendices 1 and 2 to the report referred to in minute 30.

21 Declaration of Interests

Councillor A Carter declared a personal and prejudicial interest in the item relating to Abbey Mills and St Ann's Mills (Minute 32) on the basis that, in the event that the mill buildings were offered for sale on the open market then a client of his company may make an offer to purchase. He also requested that it be recorded that he declared that he was supporting officers in a complaint to the Standards Board with regard to an individual member and he wished to avoid any perception that consideration of this report may be influenced by that fact.

Councillors Wakefield and Smith declared personal interests in the item relating to the Commissioning Plan for Learning Disability Day Services (Minute 24) as non-executive directors of the East and South Leeds PCTs respectively.

Councillor Brett declared a personal interest in the item relating to the future of Leeds ALMOs (Minute 30) as a board member of South East Leeds Homes.

22 Minutes

RESOLVED – That the minutes of the meeting held on 14th June 2006 be approved.

CHILDREN'S SERVICES

23 Improving Corporate Parenting in Leeds

The Director of Children's Services submitted a report outlining proposals for the Council's arrangements to fulfil its responsibility as the Corporate Parent of all Looked After Children in Leeds, including a Looked After Children's guarantee and a proposed review/monitoring process.

RESOLVED – That the proposals contained in the report, and the resource implications arising from them, be approved.

Draft minutes to be approved at the meeting
to be held on Wednesday, 16th August, 2006

ADULT HEALTH AND SOCIAL CARE

24 Commissioning Plan for Learning Disability Day Services

The Chief Social Services Officer submitted a report on the need to modernise learning disability day service provision in Leeds and presented the plan developed by the Joint Commissioning Service setting out proposals for further detailed consideration to develop day care services for learning disability.

RESOLVED –

- (a) That approval be given to the plan for day services as outlined in the report and to the development of a capital and revenue business plan to modernise day service provision for adults with learning disability in line with the principles outlined in the report and the Commissioning Strategy for Day Services.
- (b) That a programme of intensive local consultations with stakeholders and Ward Members be undertaken to ensure local plans reflect their concerns.
- (c) That further reports be brought to this Board as the change programme is rolled out.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on this matter).

CENTRAL AND CORPORATE

25 The Council Plan 2006/07

Further to minute 5 of the meeting held on 14th June 2006, the Chief Officer (Executive Support) submitted a report presenting the completed Council Plan back to the Board as a final document.

RESOLVED – That the final Council Plan, as published by the statutory deadline of 30th June 2006, be received and endorsed.

26 Annual Efficiency Statement 2005/06

The Director of Corporate Services submitted a report on the Council's proposed Backward Looking Annual Efficiency Statement for submission to the Department for Communities and Local Government by 6th July 2006.

RESOLVED – That the contents of the report be noted together with the decision of the Leader, the Chief Executive and the Director of Corporate Services to approve the Annual Efficiency Statement – Backward Look 2005/06 for submission to the Department for Communities and Local Government by 6th July 2006.

27 Treasury Management Annual Report 2005/06

The Director of Corporate Services submitted a report on Treasury Management for 2005/06, as required under the Prudential Code for Capital Finance in Local Authorities.

RESOLVED – That the outturn position for 2005/06 be noted.

CITY SERVICES

28 Development of Primary School Catering Counter and Service Provision

The Director of City Services submitted a report on a proposal to refurbish primary school dining counter and service facilities run by the Catering Services.

RESOLVED – That the Project Brief be approved as presented, that approval be given to the injection of £500,000 into the Capital Programme and expenditure in the same amount be authorised.

NEIGHBOURHOODS AND HOUSING

29 The Use of Final and Initial Demolition Notices

The Director of Neighbourhoods and Housing submitted a report on the purpose of Initial and Final Demolition Notices as introduced by the Housing Act 2004 and their potential to assist in relation to the management of regeneration initiatives and development opportunities and to prevent abuses of the existing right to buy legislation.

RESOLVED – That the report be noted and that the Director of Neighbourhoods and Housing be authorised, in consultation with the Director of Legal and Democratic Services, to issue Initial and Final Demolition Notices.

30 The Future of Arms Length Management Organisations for Housing in Leeds

The Director of Neighbourhoods and Housing submitted a report on the conclusions of the review of ALMOs in Leeds, detailing the background to the review and assessing the options of one ALMO, two ALMOs or one of two combinations of three ALMO's.

RESOLVED –

- (a) That the preferred options for the future of ALMOs in Leeds are the one ALMO option and the three ALMO option which would bring together, Leeds North East and East (to include all of EASEL), Leeds South East and South and Leeds West and North West, both options to have local panels.
- (b) That these options be put to tenants in a city wide ballot of all tenants.
- (c) That the preference of this Board is for the 3 ALMO option.

- (d) That the principle of local panels be agreed and that officers bring a further report on the detailed workings of local panels and governance arrangements for the main Board(s).

31 EASEL: Outcome of Phase 1 Strategic Development Agreement Negotiations

Further to minute 174 of the meeting of the Board held on 14th December 2005, the Director of Neighbourhoods and Housing and the Director of Development submitted a joint report on the results of the negotiation period with Bellway PLC, with particular reference to the Phase 1 Strategic Development Agreement and on proposed next steps in the EASEL procurement process.

Following consideration of appendices 1 and 2 to the report, designated as exempt under Access to Information Procedure Rule 10.4(3) it was:

RESOLVED –

- (a) That the EASEL Project Board, through the Deputy Chief Executive, and the Directors for Neighbourhoods and Housing and Development be authorised :-
 - (i) To accept, subject to contract and the resolution of the outstanding cost items, the commercial terms offered by Bellway PLC for the EASEL Phase 1 sites as described in the submitted report.
 - (ii) To delegate the award of the contract to Bellway PLC for the Phase 1 sites, only when progress has been made on the Joint Venture arrangements, as specified in the Preferred Bidder letter.
- (b) That a further report on progress of negotiations on the Joint Venture arrangements be brought to the September meeting of this Board.
- (c) That in the event of any significant change in the commercial offer from Bellway to the detriment of the Council, a further report on the options for the next steps in the procurement process be brought back to this Board for further consideration.

32 Abbey Mills and St Ann's Mills, Kirkstall

Referring to minute 147 of the meeting of the Board held on 15th December 2004, the Director of Development submitted a report on further work undertaken on the option preferred by the Board under that minute. The report identified a forecast increased cost in delivering the preferred option but indicated that it was still deliverable. The report also introduced an alternative option, as sponsored by a ward member, for the long term use of St Ann's Mills for leisure/community purposes in connection with Kirkstall Valley Park and the West Leeds Country Park, with short to medium term use as a community punishment centre and for the retention of Abbey Mills in Council ownership as a possible mixed use development following minor repairs.

Draft minutes to be approved at the meeting to be held on Wednesday, 16th August, 2006

The report presented the available options as being:-

- (i) Do nothing/minimum investment option on both sites. This option might facilitate the proposal put forward by the Ward Member but would not address the significant deterioration in the buildings or the need for quality employment units in Kirkstall. It would not, therefore meet the key objectives of the Council.
- (ii) Sell both sites. This option would provide significant funding to support the Capital Programme and would, over time, through third party investment, restore the buildings to their former glory. It would not, however, guarantee that employment units were retained in Kirkstall. Notwithstanding this a lease to a third party or partner could satisfy this requirement (see option (v) and (vi) below).
- (iii) Identify the required capital from the Mainline Capital Programme to deliver the original preferred option. Given other pressures this was not felt to be likely.
- (iv) Await the outcome of the bid to Yorkshire Forward for £3m of funding. If successful, such a sum of money combined with a capital receipt from the disposal of Abbey Mills, would enable a scheme to be delivered at St Ann's Mills.
- (v) Seek to formalise a partnership with one of the private sector providers of incubator units. Early discussions with these providers suggest that they have the capital to invest in St Ann's Mills subject to them receiving a satisfactory share of rental income. Within such a partnership the influence of the Council over lettings policy and management of the units may be restricted.
- (vi) Include one or both of Abbey/St Ann's Mills in the greater small industrial unit portfolio for which a partner is currently being sought. If the two sites are not seen by the prospective partners as sufficiently attractive in their own right then incorporation into the greater small industrial unit portfolio for discussion with potential partners might be more appropriate.

The report noted that none of the above options precluded the Council from also pursuing the service objectives as set down by the Ward Member, albeit that under some options the specific use of the St Ann's Mills building would not be possible.

The Ward Member attended the meeting and presented the alternative option sponsored by him as a ward member and answered questions put by Members of the Board.

RESOLVED –

- (a) That the key objectives of the exercise as previously approved by the Board and as set out in paragraph 2.4 of the submitted report be endorsed.
- (b) That the outcome of the bid to Yorkshire Forward for capital funding for St Ann's Mills be awaited. If this is successful, then officers be required to bring back a further report to this Board outlining the details of any proposal.
- (c) That should the bid to Yorkshire Forward be unsuccessful then officers be instructed to formally seek a private sector partner for the proposals and to then report back to this Board.
- (d) That should no suitable private sector partner be identified for this specific proposal, St Ann's Mills be included in the greater small industrial unit portfolio for which a private sector partner is currently being sought.
- (e) That the revised planning brief for Abbey Mills attached at Appendix J to the report be approved.
- (f) That Abbey Mills be marketed so as to determine its value more accurately for use in a future, more detailed project justification.
- (g) That the service aspirations outlined by the Ward Member in Appendix F and summarised in section 6 of the report be noted and that the possibility of them being delivered, other than through the use of the St Ann's Mills building, be the subject of further discussions and investigations.

(Having declared a personal and prejudicial interest in this matter Councillor A Carter left the meeting during consideration of this matter).

DATE OF PUBLICATION 7th July 2006

LAST DATE FOR CALL IN 14th July 2006

(Scrutiny Support will notify relevant Directors of any items Called In by 12.00 noon on 17th July 2006

EXECUTIVE BOARD

WEDNESDAY, 16TH AUGUST, 2006

PRESENT: Councillor M Harris in the Chair

Councillors D Blackburn, R Brett, A Carter,
J L Carter, R Harker, J Procter and
K Wakefield

33 **Substitute Member**

Under the terms of Executive Procedure 2.3 Councillor R Lewis was invited to attend the meeting on behalf of Councillor Blake.

34 **Exclusion of Public**

RESOLVED – That the public be excluded from the meeting during consideration of Appendix 1 to the report referred to in minute 37 and Appendix 1 to the report referred to in minute 50 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information or confidential information, defined in Access to Information Rules as indicated in the minute.

35 **Declaration of Interests**

Councillor J L Carter declared a personal and prejudicial interest in the item relating to Adel Primary School (minute 38) as a governor of the school.

Councillors D Blackburn, J L Carter and Harker declared personal interests in the item relating to Leeds Grand Theatre (minute 45) as members of its board of management.

36 **Minutes**

RESOLVED – That the minutes of the meeting of the Board held on 6th July 2006 be approved and that those of the Access to Information Appeals Committee held on 19th and 20th June 2006 be noted.

DEVELOPMENT

37 **Deputation to Council - Disposal of Drighlington Old School and Land**

The Director of Development submitted a report in response to the deputation to Council by the Drighlington Conservation Group regarding lack of consultation on the disposal of Drighlington Old School and land.

Following consideration of Appendix 1 to the report designated exempt under Access to Information Procedure Rule 10.4(1) and circulated at the meeting, it was

RESOLVED – That the Board notes:

- (a) the concerns expressed in the deputation from Drighlington Conservation Group
- (b) the consultation which has taken place to date
- (c) that the petition from Drighlington residents did receive due consideration from officers and the Executive Member for Development, but that on balance the view was taken that it was necessary to progress the disposal in order to deliver the Primary School Review programme
- (d) that representatives of Drighlington Parish Council will have a further formal opportunity to submit any objections on the development of the school upon submission of a planning application by the successful purchaser of the site
- (e) that discussions are underway to secure the rebuilding of the clock tower, the clock face and mechanism, and the weather vane in appropriate locations within the community
- (f) that the Council is the legal owner of the site and buildings and therefore does have the right to dispose of them
- (g) that Development Department will continue to progress the disposal of the school to meet the targets of the Primary School Review, and maintain an ongoing dialogue with Local Ward Members.

CHILDREN'S SERVICES

38 Deputation to Council - Adel Primary School

The Chief Executive of Education Leeds submitted a report in response to the comments made by the deputation to Council by parents of pupils at Adel Primary School with regard to building works at the school.

RESOLVED – That the Board supports the recommendations which Education Leeds have made to the school as follows:

- (a) That the modified project be completed.
- (b) That the school review the success of the scheme during the next academic year and prioritise any potential alterations, to be funded by the school, through a premises development plan.
- (c) That the school fully consult staff, pupils, parents and the local community prior to any future projects.
- (d) That the authority use the issues raised by this project as a case study to highlight the importance of stakeholder consultation on Capital schemes to other schools.

(Having declared a personal and prejudicial interest Councillor J L Carter left the meeting during consideration of this matter)

39 Deputation to Council - Proposals for Meanwood Primary Planning Area

The Chief Executive of Education Leeds submitted a report in response to the deputation to Council about the Executive Board's decision to publish statutory notices proposing the amalgamation of Miles Hill Primary and

Potternewton Primary with a new primary school occupying the Potternewton site.

RESOLVED – That the concerns expressed by the deputation and the next steps in the process, as described in the report, be noted.

40 School Clothing Allowances

The Director of Children’s Services submitted a report on action taken following a Council decision to increase the School Clothing Allowance budget.

RESOLVED – That the action taken as a result of the Council decision to increase the School Clothing Allowance budget by £400,000 be noted.

NEIGHBOURHOODS AND HOUSING

41 Office Accommodation - Neighbourhoods and Housing Department

The Director of Neighbourhoods and Housing submitted a report highlighting the outcomes of the Option Appraisal and business case for the demolition and disposal of South Point and the consequent relocation of Neighbourhoods and Housing staff into alternative accommodation within the Departmental Portfolio.

The report outlined the following options:

- 1 Remain in existing site with basic remedial works and essential maintenance only
- 2 Major refurbishment of South Point
- 3 Demolish and rebuild at South Point
- 4 Dispose of South Point and purchase alternative accommodation
- 5 Dispose of South Point and lease alternative accommodation
- 6 Dispose of South Point and new build on alternative sites
- 7 Dispose of South Point and refurbish one of two existing Council properties

The report detailed alternative courses of action in pursuit of the preferred Option 5.

RESOLVED –

- (a) That approval be given to the disposal of the site at South Point
- (b) That staff from South Point be decanted into existing sites within the Neighbourhoods and Housing Departmental portfolio (Housing Services, Environmental Health and Community Safety), involving the overall rationalisation of Neighbourhoods and Housing Departmental office accommodation portfolio and the best placing of staff to deliver services to their client groups.
- (c) That a new site be leased which will allow for all of the current Property Management Service to occupy one ‘fit for purpose’ site –the site identified for potential relocation being at View Point in Bramley

- (d) That the early negotiations for heads of terms in respect of View Point at Bramley and, as a fall back position, Temple Point at Colton be noted

42 Former Royal Park Primary School

Further to minute 152 of the meeting held on 12th November 2003 the Director of Neighbourhoods and Housing and the Director of Development submitted a joint report seeking approval for the marketing of the Royal Park property for refurbishment or redevelopment as a mixed use development with the Council retaining an operational presence in the form of a library and some community space and retaining the freehold in the property but with no restriction as to the make up of the scheme other than would be required through the planning process.

The report outlined the following options:

- 1 To seek approval for a further £904,000 in mainline Capital Programme funding for the original scheme.
- 2 The retention of the building by the Council and its preservation and protection until such time as a sufficient range of Council and community uses and funding streams can be identified
- 3 To dispose of the building for refurbishment, through the grant of a long leasehold interest, with the Council retaining the freehold interest and having the use of a library and some community space.
- 4 To market the site for refurbishment or redevelopment, with the retention of Council interest through the freehold of the land, with guidance as to the general form of redevelopment required, including the incorporation of a library and other community space.

The report concluded that best consideration would be achieved through option 4 with any other option being likely to represent a less than best disposal.

RESOLVED –

- (a) That the work undertaken to test the viability of implementing the proposals considered at the November 2003 Executive Board meeting be noted.
- (b) That the decision made at the meeting of 12th November 2003 be rescinded.
- (c) That the property be marketed in accordance with option 3 above.
- (d) That the Board notes that the pursuance of any proposal resulting from this decision will require the Council to use its powers under the 2003 General Consent to dispose of the property at less than best consideration.

43 The Golden Triangle Partnership - Private Equity Model

The Director of Neighbourhoods and Housing submitted a report on proposed expenditure of £1,000,000 in 2006/07 in respect of a scheme to assist local people who are first time buyers, low income workers and households in need

to purchase properties in the area defined as the Golden Triangle in the Leeds, Harrogate and York districts.

RESOLVED – That authority be given for the injection into the Capital Programme of £1,000,000 fully funded by Regional Housing Board grant and that expenditure in the same amount be authorised.

44 Ombudsman's Report - Adaptations to a Council House

The Director of Legal and Democratic Services and the Director of Neighbourhoods and Housing submitted a joint report on a recent finding of maladministration and injustice by the Local Government Ombudsman with regard to a complaint about adaptations to a Council house to meet the needs of the disabled tenant.

RESOLVED –

- (a) That the Ombudsman's report and findings be received and noted.
- (b) That the fundamental changes to procedure and policy instituted as a result of the case be noted.
- (c) That the Council's response to the Ombudsman as set out in paragraph 4 of the report be approved.

LEISURE

45 Leeds Grand Theatre Refurbishment Works

The Directors of Learning and Leisure and Development submitted a joint report on the latest position in respect of phase 1 of the Leeds Grand Theatre refurbishment scheme, proposals for phase 2 of the scheme and the proposed heads of terms for the lease of the theatre to the Leeds Grand Theatre Company.

RESOLVED –

- (a) That authority be given for an injection of £193,566 into the Capital Programme to be funded by £150,000 from Opera North Trust and £43,566 from Leeds Grand Theatre.
- (b) That the bringing forward of the £300,000 Arts Council England grant from phase 2 works into phase 1 be authorised subject to the ACE formal approval currently being sought.
- (c) That £1,294,881 of Leeds City Council funding be brought forward from phase 2 into phase 1.
- (d) That authority be given to incur additional expenditure of £1,788,447 on costs associated with the phase 1 refurbishment works at Leeds Grand Theatre (Capital Scheme Number 03611/PH1/000).
- (e) That the Board notes expenditure of £175,000 on fees on phase 2 of the Grand Theatre (Capital Scheme Number 03611/PH2/000) for the preparation and submission of applications to the Heritage Lottery Fund and Arts Council England for grant aid towards the phase 2 works involving the selective refurbishment of the Grand Theatre and the restoration of the Assembly Rooms.
- (f) That the potential funding of £9.124m as outlined in detail within paragraphs 3.8 and 3.9 of the report be noted, and that a further report

be brought to this Board when both costs and funding have been subject to further determination.

- (g) That approval be given to the Heads of Terms that have been provisionally agreed with the Leeds Grand Theatre and Opera House Ltd for their lease of the Leeds Grand Theatre.

46 Deputation to Council - Swimming Pool Horsforth

The Director of Learning and Leisure submitted a report in response to the comments made by the deputation to Council by local residents for the provision of a swimming pool in north west Leeds.

RESOLVED –

- (a) That the request to support a feasibility study into the provision of a new swimming pool in Horsforth be part supported by the City Council up to a maximum of £2,500.
- (b) That recognised, bona fide consultants be engaged to undertake the feasibility study should match funding be found, and that the consultants' brief be drawn up in consultation with the Director of Learning and Leisure.

ADULT HEALTH AND SOCIAL CARE

47 Commissioning Plan for Mental Health Day Services

The Director of Adult Services submitted a report setting out proposals for the modernisation of mental health day services, based on a more person centred service model meeting an individual's assessed needs flexibly, in their local communities and wherever possible, within mainstream services rather than in settings catering only for people with mental health problems.

RESOLVED –

- (a) That the plan for day services as outlined in the report be approved.
- (b) That the implementation of the agreed service model within the time scales contained in the report be agreed.
- (c) That further reports be brought to this Board as the new service is implemented and further briefings be offered to Members through the course of the project.

CENTRAL AND CORPORATE

48 Capital Programme Monitoring Update

The Director of Corporate Services submitted a report providing quarterly monitoring information on the Capital Programme and highlighting the continuing investment made by the Council in the city, explaining the pressures on future schemes and providing details on the latest resources and expenditure estimates for the capital programme.

RESOLVED – That the report be noted and endorsement given to the measures being taken by the Director of Corporate Services, in liaison with the other directors to ensure the affordability and sustainability of the Capital Programme.

DEVELOPMENT

49 Deputation to Council - Withdrawal of Bus Services from Wetherby to Tadcaster via Boston Spa

The Director of Development submitted a report in response to the deputation received by Council at the meeting on the 21st June 2006 in connection with the withdrawal of the 780 bus service between Wetherby and Tadcaster via Boston Spa.

RESOLVED – That the Director of Development write to North Yorkshire County Council and Metro informing them of this Council's support for the retention of this bus service.

50 Deputation to Council - Former Blackgates School at Tingley

The Director of Development submitted a report in response to the deputation to Council by local residents against the sale, demolition and redevelopment of the redundant Blackgates School at Tingley.

Following consideration of Appendix 1 to the report designated exempt under Access to Information Procedure Rule 10.4(1), and circulated at the meeting, it was

RESOLVED – That the concerns of the deputation be noted but that the disposal of the former Blackgates Infants School, Bradford Road, Tingley be progressed as detailed in the submitted report.

DATE OF PUBLICATION: 18TH AUGUST 2006
LAST DATE FOR CALL IN : 25TH AUGUST 2006

(Scrutiny Support will notify relevant Directors of any items called in by 12.00 noon on Wednesday 30th August 2006)

This page is intentionally left blank

Thriving Communities Corporate Priorities Board

Minutes of the meeting held on 22 June 2006

Boardroom, 4th Floor, Merrion House

Chair Neil Evans (NE), (Chair) Neighbourhoods and Housing

Present Rory Barke (RB), Neighbourhoods and Housing
Steve Carey (SC), City Services
Rehana Minhas (RM), Education Leeds
Denise Preston (DP), Learning and Leisure
Dave Richmond (DR), Neighbourhoods and Housing
Steve Speak (SS), Development
Marilyn Summers (MS), Chief Executive's Department
Sue Wynne (SW), Neighbourhoods and Housing
Lelir Yeung (LY), Chief Executive's Department

Minutes David Kidston (DK), Neighbourhoods and Housing

Action

1.0 Apologies.

1.1 Apologies were received from Catherine Blanshard (CB), Dennis Holmes (DH), and Val Snowden (VS).

2.0 Minutes of the last meeting and matters arising

2.1 Migrant Workers

LY reported on recent incidents involving gang masters allegedly intimidating Polish migrant workers in East Leeds. Within the next four weeks meetings with migrant workers will be organised through the Polish Church to advise them of their rights and responsibilities.

3.0 Neighbourhood Charters

3.1 DR presented a report on Neighbourhood Charters (NCs) to the Board. The report outlines the policy context for NCs, including reports on NCs produced by the former Office of the Deputy Prime Minister (ODPM) and cross-cutting reports by other government departments on customer engagement and service delivery. The report outlines benefits to communities including increasing engagement and ensuring that provision is tailored to meet their needs. There are also potential benefits to organisations, including: greater transparency; a clear audit trail from engagement to delivery; targeting local need; and putting communities at the heart of service delivery. MS agreed to explore the CPA benefits associated with NCs.

MS

3.2 It was noted that Neighbourhood Charters would build on a range of

Action

existing work and initiatives including: work by the ALMOs linked to gaining 3-star status; Intensive Neighbourhood Management (INM); work in South Leeds on GCSE attainment; and work being conducted by District Partnerships and Area Committees such as Neighbourhood Improvement Plans and Local Area Management Plans.

3.3 Discussion followed and included :

- the opportunity to embed equality and diversity principles in NCs in addition to the 'narrowing the gap' aims
- the range of potential powers included in the illustration including byelaws, fixed penalty notices and ASBOs
- resourcing and capacity issues required to support NCs across the City
- implications for the management and delivery of services
- lower levels of community involvement and capacity for engagement within disadvantaged communities
- meeting residents' expectations in more affluent communities
- implications for governance

3.5 It was agreed that an issues paper be produced for CMT identifying the challenges and opportunities and exploring more fully the potential implications for service delivery and governance issues raised by the introduction of Neighbourhood Charters.

DR

4.0 **Town and District Centres - verbal update**

4.1 DR reported that the Marsh Street car park scheme is currently at the detailed design stage.

4.2 It was agreed that a detailed progress report be provided by RB and SS to all future meetings informed by project reports from F Riley. DP to copy the Renaissance Parks schedule to SW for information.

RB/SS

DP

5.0 **Performance Management**

5.1 **Quarter 4 performance**

The Board considered the Quarter 4 performance report to be submitted to CMT on 27 June 2006 and the Accountability meeting on 12 July 2006. The report identifies those PIs which are performing below target and may impact upon the Councils CPA score in December 2006. These include the PIs relating to housing re-let times and rent collection and arrears. The report also identifies areas of concern at Quarter 3 where improvements have been made, such as housing repairs and racial incident reporting. It also highlights areas of good performance including: Intensive Neighbourhood Management; community facilities; and support for groups at risk of becoming homeless.

		Action
5.2	SC commented that the changes to the Leeds Benefit Service outlined at 4.9 in the report would not significantly impact on performance on rent collection and arrears. SC to provide SW/DK with revised text for 4.9.	SC
5.3	MS suggested that performance against BV184 (housing decency) should be included in the report due to issues regarding the quality of the data supplied by the ALMOs.	MS
5.4	Council Plan 2006/7 – Thriving Communities draft	
5.5	MS presented the final draft of the Thriving Communities section of the Council Plan which was agreed at the recent Council meeting.	
5.6	It was agreed that the Corporate Plan indicator CP HM50– to improve the quality life of people living in the most disadvantaged areas of the City by narrowing the gap between them and the rest – did not need to be retained. There is currently no single measure. The gap is against the measured by the Leeds Regeneration Plan floor targets and the indicators in the Local Area Agreement. It was also noted that Overview and Scrutiny Committee has proposed to undertake work to identify measures relating to the quality of life experienced within different areas of the City.	
6.0	Future agenda items	
6.1	VS and Martin Green (MG) to report to the next meeting on action to reduce worklessness, including the strategic framework, delivery mechanisms and programmes.	
6.2	LY to provide an update on Community Cohesion as a standard agenda item. This update to include reporting against the Community Cohesion Action Plan.	
70	Date of next meeting	
71	The next meeting will take place at 14.00-16.00 on 31 July 2006 in the Boardroom, 4 th Floor West, Merrion House.	

This page is intentionally left blank



Originator: S Winfield

Tel: 2474707

Report of the Head of Scrutiny Support and Member Development

Scrutiny Board (Neighbourhoods and Housing)

Date: 6th September 2006

Subject: Questions to the Director

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

1.0 INTRODUCTION

- 1.1 The Chair has requested an short item on the agenda to allow the Board an opportunity to raise questions and issues with the Director of Neighbourhoods and Housing.
- 1.2 The Chair would like to initially to discuss with the Director a general question around Decency money, its allocation and the policies in place which govern expenditure.
- 1.3 Board Members may have other issues that they wish to raise under this item.

2.0 RECOMMENDATION

- 2.1 That the Board identifies any issues for further scrutiny arising from the Questions to the Director session.

Report of the Director of Neighbourhoods and Housing

Neighbourhoods and Housing Scrutiny Board

Date: 6th September 2006

Subject: Neighbourhood Tasking In Inner East Leeds

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Executive Summary

The purpose of the report is to update Members on the Neighbourhood Tasking in Inner East Leeds.

1.0 Main Issues

1.1 Neighbourhood Tasking Teams have been established in 5 areas in Inner East Leeds. These are:

Area	Tasking Lead
Killingbeck and Seacroft	Leeds East Homes
Gipton	Area Management
Harehills	Area Management
Burmantofts	Area Management
Richmond Hill/Osmondthorpe	Re'new

1.2 Tasking is an intelligence approach to problem solving and prioritising work, borrowed from the Police, which provides a suitable model for multi-agency working at a local neighbourhood level. Essentially it involves establishing a shared picture (the 'Intelligence ') of the neighbourhood in terms of issues and problems that need to be tackled; and through a regular monthly meeting co-ordinated by an agreed lead (see above) a limited set of agreed priority tasks are shared between the members of the 'Tasking team' to deliver and report back to the following meeting. As tasks are completed new priorities are agreed and so forth. In East neighbourhood tasking areas are aligned to the Neighbourhood Police Teams patches.

- 1.3 The approach developed from the more targeted short term multi-agency operations that have taken place across the city including Banrock, Appollo, Arrow and Cava. In East the tasking work has also been influenced by the approach of the Community Safety Partnerships working groups.
- 1.4 As members might expect the membership of the tasking teams has been focussed mainly on the crime and grime agenda and varies across the areas to a degree but all tasking teams include a core membership of:
- Police, including PCSOs
 - Wardens
 - Community staff including ASBU
 - ALMO estate management staff
 - Area Management
 - Streetscene
 - Fire Service
- 1.5 Other partners involved (sometimes regularly, sometimes occasionally) include Renew, Youth Service, PCT, Voluntary and Community Groups, local schools, Youth Offending, Probation and Education Leeds.
- 1.6 Tasking is endorsed and resourced by the Area Committee and the District partnership as part of a wider strategy on neighbourhood management which also now includes the more targeted 'Intensive Neighbourhood Management' Initiatives in Richmond Hill/Burmantofts and Gipton/S.Seacroft. The Area Committee has allocated a budget of £10,000 to each Tasking Team and has augmented the existing warden allocation to Inner East with a further 3.5 posts to create a total of 15 staff including three team leaders. The teams are ward based to ensure equity of Area Committee funding but they link seamlessly into the tasking teams of which they are a key element. District partners provide the lead role in two and additional support for individual activities such as preventing arson, youth diversion and community involvement.

2.0 RECOMMENDATIONS

- 2.1 Members are requested to note the report.

Report of the Director of Neighbourhoods and Housing

Scrutiny Board (Neighbourhoods and Housing)

Date: 6TH September 2006

Subject: The RESPECT Action plan and its implementation in Leeds

Electoral Wards Affected:
ALL

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Executive Summary

Respect is a major government initiative that broadens the drive to address anti-social behaviour. This report outlines the Respect Action Plan and the activity underway in Leeds that contributes to this agenda. Leeds has been chosen by the government to be one of the pilot areas for implementing Respect. This report outlines the Respect Task Force's understanding of how they will work with us to implement the programme and proposals and how we can progress the plan in Leeds.

1.0 Purpose Of This Report

1.1 The purpose of this report is to provide Scrutiny Board members with information on the Respect Action and to provide an update on the latest position regarding implementation of the plan in Leeds.

2.0 Background Information

The Respect Action Plan builds upon the government's previous work to address anti-social behaviour (asb) by broadening ("deepening, widening, furthering") the approach to tackling asb.

There are some basic principles in the plan:

- Implementation cannot be achieved by government alone
- Every citizen has a responsibility to behave in a respectful way

- The public are concerned that the values of the majority are not shared by the selfish minority
- To truly tackle disadvantage we must offer the support and challenge needed to tackle anti-social behaviour and its causes
- We must pass on decent values and standards of behaviour to our children

The plan covers a wide range of preventive and punitive measures and brings together existing measures and proposals with new initiatives. There is £80m of new investment.

2.2 Key proposals

The plan is split into six sections

1. Young people
2. Schools
3. Support for parents & families
4. Housing
5. Neighbourhoods
6. Enforcement against asb

2.3 Young People

- The introduction of a national youth volunteering service and a Sports Champion mentoring programme
- Proposals to devolve funding streams for youth services to a local level and provide additional funding
- The expansion of the Youth Opportunity Fund and a pilot of Youth Opportunities Cards in a number of areas

2.4 Schools

- Truancy – duty on local authorities to identify all children missing from school and ensuring their re-entry into mainstream education or alternative provision; all schools will be part of partnerships to manage behaviour and persistent truancy; targeted action against persistent truants including dedicated truancy officers
- Exclusions – requirements for parents, schools and councils to arrange supervision for excluded pupils; councils to provide full time education for excluded pupils from the 6th (rather than 16th) day of exclusion; a crackdown on the use of unofficial exclusions by teachers

2.5 Support for parents and families

- Establish a new National Occupational Standards for all members of children's workforce working with parents, and a new National Parenting Academy (virtual) for front-line staff
- Enable local authorities to have the power to extend the range of agencies that can enter into parenting contracts and orders. Schools will also be able to seek parenting orders and a new trigger of 'serious misbehaviour' will be added to the existing trigger of exclusion from school
- Establish a national network of intensive family support schemes (as a mandatory outcome in LAAs, with £28m extra funding start-up funding)

- Develop a cross-Government strategy on the most challenging families (aiming to mainstream intensive intervention in problem households causing asb)
- Involve local authorities in managing and commissioning the provision of parenting support, including ensuring each authority has a 'parents champion'

2.6 Housing

- Consider sanctions for households evicted for asb who refuse help (including possible financial or housing benefit sanctions)
- Consult on new powers to allow the closure of any residential or licensed premises for a set period, (regardless of tenure) which is causing persistent and serious nuisance to local communities
- Introduce a 'respect standard' for housing management, including proposals on demoted tenancies – committing landlords and their partners to tackle asb (covering prevention, interventions, complaints etc) – delivered by Audit Commission
- Ensure that all housing market renewal pathfinders funding is dependent on putting in place plans to deliver the Respect drive

2.7 Neighbourhoods

- Community engagement reforms – a 'community call for action' (giving people powers to formally request speedy action from a duty on ward councillor, or referring to the council scrutiny committee), a neighbourhood charter for every area; regular 'face the people sessions' for senior CDRP representatives; more neighbourhood management & warden schemes; and a single national non-emergency community safety number
- A neighborhood policing team in each area by 2008, with PCSO numbers to rise from 6,000 to 24,000 and given powers to take part in 'truancy sweeps' with police
- Funding reforms to make tackling asb a mandatory outcome in LAAs by 2007, and to provide government funding for regeneration

2.8 Enforcement against ASB

- Extend penalties and closures through increasing Penalty Notices for Disorder (PND) from £80 to £100, and looking at: a national roll out of PND pilots for under 16s; making it easier for trading standards officers to issue PNDs to people who sell age restricted products (e.g. alcohol and fireworks) to young people; and new powers to allow the closure of any residential or licensed premises that cause persistent and serious nuisance for a set period (regardless of tenure)
- Establish new models for conditional cautioning, legislate to make clear that ASB Injunctions (ASBIs) can be used to protect whole communities and also protect witnesses from being named in applications & bring people suspected of breaching their ASBI before the courts within 24 hours
- Incorporate community safety practitioners and asb co-ordinators into appropriate cases in the civil courts system

3. Comments on the Action Plan

- 3.1 The Respect Action Plan has both negatives and positives. The new emphasis on prevention is to be welcomed as it provides balance to the prior enforcement-focused approach. There is cross-departmental governmental support for the plan,

which builds on policies already in development. The plan addresses issues that are of high public concern.

- 3.2 On the negative side, there is an issue of funding – much of the funding is already accounted for and therefore there is a real capacity issue for the council and its partners. The community engagement proposals are superficial and the “community call for action” may lead to unrealistic public expectations of what can be delivered. There is little mention of issues such as community cohesion (the plan focuses on individuals rather than groups) and alcohol, and respect for young people does not appear. Finally, the support measures are woven together with coercion if individuals are not responsive – some of this is untried and therefore there is a question as to how well this approach will work.
- 3.3 It is clear from statements by Louise Casey, the Respect co-ordinator, that there is an expectation from the government that all services need to challenge and address bad behaviour, and that this responsibility should not be shirked on the expectation that others will deal with it.

4. Implementation of the Respect programme in Leeds

- 4.1 At an operational level, there are a number of tangible examples of delivery, and Leeds has reported back to the Respect Task Force on our approach. We have made significant investments in a large anti-social behaviour unit (ASBU), in joint-funding PCSOs and in neighbourhood wardens. We have used, and continue to use, the full panoply of powers available – housing powers, ASBOs, dispersal orders, crack house closures, Drinking in Public Places Order (DPPOs), and so forth. We actively pursue a high-profile environmental enforcement policy to reduce graffiti, litter, fly-tipping, abandoned vehicles, fly-posting and other signal crimes that detrimentally affect people’s quality of life. Our use of multi-agency targeted operations was shortlisted for the Tilley Award for best practice in crime reduction, and we were the first area to use multiple ASBOs to address crime and disorder. The Signpost project has engaged with problematic households to address anti social behaviour.
- 4.2 We are also taking the Respect agenda principles into areas that the plan does not yet cover (and arguably should do in the future) by tackling hate crime – we believe that Leeds has the first hate crime strategy in the country – and striving to identify and diffuse community tensions and develop initiatives to improve community cohesion
- 4.3 Louise Casey, Co-ordinator for Respect and Joe Tuke Respect Task Force Director have met with the Chief Executive on a number of occasions to discuss the implementation of the Respect programme in Leeds. In the most recent correspondence from Louise Casey on 1st August she requested that the Council respond by 11th September on how we will make the most locally of being a Respect Action Area and to identify the plans or work we have underway to achieve this. There are five aspects of the plan which the Respect Task Force consider are “non negotiable” these are:
- a. Establishing a Family Intervention Project that challenges and changes the behaviour of the most problematic households perpetrating anti social behaviour.

- b. Establishing parenting programmes for families at risk of/or behaving anti socially
- c. Demonstrating openness and accountability through Face the People sessions.
- d. Renewed commitment to using the full range of available tools and powers to tackle the causes and symptoms of ASB.
- e. Adoption of the Respect Housing Standard by key landlords in the area.

In addition Officers will be meeting with Alex Rhind Assistant Director from the Respect Task Force on 24th August 2006 to discuss implementing the action plan specifically in the areas of Family support, Youth provision and links with Schools.

5. Implications For Council Policy And Governance

- 5.1 The Respect action plan states that, in order to deliver the plan, “strong local leadership will be required and a consistent approach taken to tackle anti-social behaviour in all areas”. It is clear that most council services have a role to play in delivering the plan, and therefore all our policies will have to be considered in this light. A report outlining the implications of the Respect Action Plan was presented to Council Management Team (CMT) on 8th August when commitment was given that all departments will do all they can to contribute to the implementing of the Respect agenda and lead officers would be identified for the different elements of the plan.
- 5.2 The Director of Neighbourhoods and Housing was identified as champion within CMT to lead on the implementation of Respect within the council. It has been recommended that the Leeds Initiative adopt a similar approach:

6. Legal And Resource Implications

- 6.1 Although there are – to quote the plan – “significant resources in programmes supporting the Respect drive”, most of these funds are already committed. It is unclear what new money (for instance, for family support) will come to Leeds, but whatever does come from Respect will be short-term. Implementing Respect may have significant financial implications.

7. Conclusions

- 7.1 Respect is a key government agenda and there is a substantial drive from the government for us to implement it in Leeds. Whilst the thrust of the policy is clear, the detail is not yet there throughout, and implementing some parts of it may be difficult given available resources. Nor should all its proposals be adopted uncritically. Nevertheless, the direction is one which coincides with the efforts of the Council to date – to take action to prevent anti social behaviour but act robustly where it occurs. The initiative represents an opportunity to take this further by improving, in particular, interventions with families and extending the whole Council approach to anti social behaviour.

8. Recommendations

- 8.1 That Scrutiny Board members note the progress made to date to implement the Respect Action Plan in Leeds.

8.2 That Members discuss the implications of implementing the Respect Action Plan and how they can contribute to this.



Originator: Rob McCartney/
Bridget Emery

Tel: 2243480
/3950149

Report of the Neighborhoods and Housing Department

Neighbourhoods and Housing Scrutiny Committee

Date: 17/08/2006

Subject: Temporary Accommodation for Young People

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Executive Summary

Leeds City Council has a legal requirement to secure suitable temporary accommodation for households to whom some form of housing duty is owed under the homeless legislation. This duty can only be discharged in certain circumstances, the most common of which is the offer of a permanent tenancy through one of the Leeds ALMOs or a housing association. The Council will initially carry out some form of assessment to determine whether a housing duty is owed before temporary accommodation is secured. The Bed State Team based at the Housing Advice Centre is responsible for making temporary accommodation placements during standard working hours. If temporary accommodation is required outside of standard working hours then a placement will be organised by one of the Leeds City Council managed direct access hostels in conjunction with the Emergency Duty Team of the Social Services Department.

The Council is committed to using a range of temporary accommodation providers and types of accommodation in order to promote customer choice and deliver better value for money. The Council has a contract with four private organisations to supply emergency accommodation to households who are owed a housing duty. The four organisations provide a mixture of self-contained and shared accommodation that is dispersed across the city.

A household placed in temporary accommodation has a legal right to request a review of the suitability of the accommodation secured for them.

1.0 Purpose Of This Report

- 1.1 To give Scrutiny Board members information relating to the legal duties owed by the Council to homeless young people and how the Council carries out these duties in terms of securing suitable temporary accommodation.

2.0 Background Information

- 2.1 The Council is defining young people as being housing applicants who are aged under 25 years.
- 2.2 The 1996 Housing Act (as amended by the 2002 Homelessness Act) sets out the duties owed by housing authorities to homeless households.
- 2.3 A housing authority has a legal duty to carry out appropriate inquiries into the circumstances of a household who approaches requesting assistance because they are homeless or threatened with homelessness. The inquiries carried out will establish whether the applicant is eligible for assistance, unintentionally homeless and in priority need. If these criteria are fulfilled then a Council will have a legal duty to secure suitable temporary accommodation for an indefinite period of time. The duty to secure suitable temporary accommodation can only be discharged on certain grounds – the most common of which is the offer of a permanent tenancy through one of the Leeds ALMOs or a housing association.
- 2.4 If the criteria set out in paragraph 2.2 are not met (the applicant is found to be ineligible for assistance, not homeless, not in priority need or intentionally homeless) then the Council does not owe an indefinite duty to secure suitable temporary accommodation. If an applicant is found to be intentionally homeless but has a priority need then the Council has a duty to secure suitable temporary accommodation for a 'reasonable' period of time in order for the household to secure alternative accommodation. For other households the Council merely has a duty to offer advice and assistance to enable the applicant to secure their own accommodation.
- 2.5 An applicant can request a review of the decision taken by the Council not to accept a housing duty. The Council has the power to secure suitable temporary accommodation for the applicant pending a decision being made on the review. The Council is minded to secure accommodation whilst a review is being heard in most instances.
- 2.6 An applicant has a priority need if they meet certain criteria. Having dependent children or pregnant family member, being 16 or 17 years of age or being a care leaver who is under 21 years of age mean that an automatic priority need will be established. The Council has the discretion to accept that an applicant has a priority need if they believe them to be 'vulnerable' on the basis of physical or mental ill-health, learning disability, history of institutional living, being subject to violence/abuse or for another 'special reason' such as having dependency issues or being a former asylum seeker.
- 2.7 Young homeless persons will have an automatic priority need if they are aged 16/17 years and/or have a history of care and/or have dependent children and/or are pregnant. If these criteria are not met then the Council will need to determine whether they are 'vulnerable' on any of the grounds set out in paragraph 2.5.
- 2.8 In quarter 1 2006/2007 the Council accepted a statutory homeless duty towards 453 households, of which 170 were aged 25 or under. Of the 170 households, 20 were

a couple with dependent children and a further 44 were lone parents. 106 were single young people. 102 of the applicants aged 25 or under were 'homeless at home' and 68 were placed into temporary accommodation.

3.0 Main Issues

- 3.1 Wherever possible, the Council will endeavour to work with a young person to prevent their homelessness. To this end, the Council has established a mediation service in partnership with Archway (a voluntary sector young persons agency). While not all homelessness amongst young people is as a result of relationship breakdown with their parents, homelessness for this reason has historically been high in the city. Since the commencement of the mediation service, the city has seen a 41% reduction in homelessness as a result of parental eviction (Quarter 1 2004/2005 122 acceptances reduced to 72 acceptances in Quarter 1 2006/2007).
- 3.2 Unfortunately it is not always possible to prevent homelessness. If an applicant is owed a housing duty then the Council will secure suitable temporary accommodation. This is generally done by the Bed State Team which is based at the Housing Advice Centre. They will be aware of all available temporary accommodation options and will arrange for the applicant to be placed in the option that best reflects their needs. The Council will need to make such a placement if they have completed the necessary inquiries and a housing duty is owed. However, the case details may be quite complex and certain supporting information may need to be obtained. The Council will therefore make a placement in temporary accommodation whilst these inquiries are carried out. Likewise, an applicant may become homeless in an emergency and require accommodation without there being an opportunity for a full assessment of their circumstances to be carried out. In such instances temporary accommodation will be secured by the Council's direct access hostels and the Emergency Duty Team. A full assessment of duty will be carried out on the next working day.
- 3.3 Some units of temporary accommodation are commissioned and funded through the Supporting People programme. The Supporting People programme is administered by Leeds City Council and commissions the provision of supported housing in the city. Supported housing is either accommodation based (support is tied to particular accommodation) or floating support: support is attached to the particular customer. The Supporting People programme organises services into one of four tiers of provision: Prevention, Emergency, Resettlement 1 and Resettlement 2.
- 3.4 The Emergency tier relates to accommodation based support that can be accessed on an immediate basis and is designed to be short-term in relation to residence. Resettlement refers to longer-term temporary accommodation that will often be accessed following residence in the emergency tier. The services that the Council uses to secure suitable temporary accommodation for young people are generally in the Emergency Tier such as the Hollies and Pennington Place Hostels. It is anticipated that young people will be moved as speedily as possible into more a more specialist resettlement service if needed.
- 3.5 The Supporting People programme currently commissions 471 units of support across 18 services and 7 organisations that are specifically for young people. 270 of these units provide accommodation based support and 201 are floating support units. None of these services are included within the Emergency Tier albeit that young people can still access services such as the Hollies and Pennington Place.
- 3.6 The Council has been anxious to establish a range of accommodation options (including dispersed self-contained accommodation) with a number of providers in

order to offer homeless households a greater level of choice and to deliver better value for money.

- 3.7 The Council has a formal contract arrangement with four private providers who supply a range of self-contained and shared accommodation units that can be accessed on an emergency basis. These units are dispersed across the city albeit that accommodation tends to be concentrated in the Leeds 7, 8, 9, 11, 12 postal districts. The four suppliers were contracted following a competitive tender exercise and the contract arrangement commenced in May 2006. The tendering process included an assessment on service quality. All four contractors have been accredited through the Council's Landlord Accreditation Scheme. The Council's Accreditation Scheme is managed by the Environmental Health Division of the Neighbourhoods and Housing Department.
- 3.8 These four suppliers are contracted to provide a housing management service and therefore are not funded through the Supporting People programme. It is recognised that many of the households who are placed with the private providers will have housing support needs and therefore support is provided through a range of floating housing support services that are contracted through the Supporting People programme.
- 3.9 On 14/08/2006 the Council secured temporary accommodation for 270 households with the private contractors – 210 of these households had dependent children or had a pregnant family member and 60 were single people.
- 3.10 Since April 2004 the Council has had a statutory duty not to place households with dependent children in bed and breakfast accommodation/other shared facility accommodation other than in exceptional circumstances and then for no longer than six weeks. The Council ensures that households with dependent children are placed in self-contained provision supplied by the four contractors, other than in exceptional circumstances (applicant requires accommodation on a weekend or during the night). Young People with dependent children or who are pregnant are placed in self-contained accommodation.
- 3.11 Of the 60 single people placed with the private contractors 20 were aged 25 or less and 6 were under 18 years of age. Single persons are generally placed in shared facility accommodation.
- 3.12 There is no legal requirement to provide single people with a particular type of accommodation, albeit that the 1996 Housing Act (as amended by the 2002 Homelessness Act) stipulates that the accommodation must be 'suitable'. Applicants have a right to request a review relating to the suitability of the temporary accommodation that has been offered to them. This right of review stands whether they decide to accept the offer of temporary accommodation or not.
- 3.13 If an applicant has requested a suitability of temporary accommodation review relating to deficiencies in the physical fabric of the accommodation then the landlord would be notified and asked to address these issues as a matter of urgency. The Council would also be minded to move the applicant to alternative accommodation if these issues could not be resolved swiftly. The temporary accommodation procured tends to be concentrated (as set out in paragraph 3.6) in certain postal districts and therefore it is generally unlikely that the Council would uphold a review request relating to location of the temporary accommodation secured. The 1996 Housing Act (as amended by the 2002 Homelessness Act) stipulates that suitable accommodation can be anywhere within the district of the authority. Relevant case law stipulates that the assessment of suitability in relation to temporary

accommodation is ultimately for a Council to determine and whilst location is a factor suitability is 'primarily a matter of space and arrangement'.

- 3.14 The draft Leeds Homelessness Strategy 2006-2010 includes an objective to encourage more applicants to request reviews of decisions made by the Council in relation to their housing application which they consider to be 'against their interest'. This will including promoting the opportunity to request reviews of suitability of temporary accommodation offered.

4.0 Conclusions

- 4.1 The Council is committed to securing a range of temporary accommodation options that reflect customer need and represent a high standard of provision. The Council is keen to ensure that applicants have the opportunity to express their views on the standard of temporary accommodation that they have been offered and to use the statutory review process to challenge decisions/standards of service that they feel are unsatisfactory.

This page is intentionally left blank



REPORT OF: Director of Neighbourhoods & Housing
MEETING: Neighbourhoods and Housing Scrutiny Board
DATE : 6th September 2006

SUBJECT : Housing Based Regeneration in Beeston Hill and Holbeck

Electoral Wards Affected :

Beeston & Holbeck
City & Hunslet

Specific Implications For :

Women
Disabled People

1.0 Purpose of Report

- 1.1 The purpose is to set before Members of Scrutiny an introductory report that provides information to support consideration of the various issues listed in the Terms of Reference for this subject as agreed by Members at the July meeting of the Board.
- 1.2 Members are asked to note and discuss the contents of the report and to agree to the recommendations outlined at the end of this report.

2.0 Background to the Beeston Hill and Holbeck area

2.1 Corporate perspective

- 2.1.1 The regeneration of the South Leeds area generally and Beeston Hill and Holbeck in particular are high priorities and strategically important for the Council. One of the aims of the "Thriving Places" strategic theme of the current Vision for Leeds is to regenerate and restore confidence in every part of the city and there is specific mention of the Beeston Hill and Holbeck area within this.
- 2.1.2 Beeston Hill and Holbeck is referred to within the Council's Corporate Plan under the theme of ensuring that all communities are thriving and harmonious places where people are happy to live. One of the actions for the Council is to develop areas of greatest need, including Beeston Hill and Holbeck, in order to narrow the gap between the most disadvantaged people and the rest of the city.
- 2.1.3 The Leeds Regeneration Plan 2005-2008 has an overall aim to narrow the gap between the most disadvantaged people and communities and the rest of the City. The

Plan recognises that there are opportunities and challenges in Beeston Hill and Holbeck not only in terms of investment in buildings and the environment, but also other key service delivery issues.

2.1.4 In terms of the City's Unitary Development Plan there is specific listing of the importance of the regeneration of Beeston Hill and Holbeck. The delivery of this is therefore a citywide partnership priority as well as a Council one. A broad map of the area under consideration showing ward boundaries is attached at Appendix A.

2.2 Statistics and housing information

2.2.1 The census of 2001 reveals that at that time there were 16,313 residents living in 7,300 households with a slightly higher representation of children than older people compared to the city averages. Again at the time BME groups made up 22.3% of the total population. There were greater numbers of single person households and lone parents than the City average and significantly fewer people with access to a car (almost two thirds of the population of the area). The housing profile section of the census reveals well-known issues – a preponderance of terraced housing; significantly lower than the City average owner occupation levels and higher private and social rented sectors; nearly 40% of the households had no central heating compared with a 20% City average. A copy of the full list of census data is detailed at Appendix B.

2.2.2 From the census and other data and indicators used, Beeston Hill and Holbeck emerged as an extremely deprived area according to the Government's Index of Deprivation released in 2004. Of the eleven Super Output Areas (neighbourhoods with around 1,500 people in each one) that cover Beeston Hill and Holbeck, seven of these are in the worst 3% nationally, including the worst neighbourhood in Leeds under these indicators, and a further three are in the worst 10%. Seven separate themes are listed under the Index of Deprivation and of these one in particular related to housing gives a stark picture of the severity of the issues. The "Living Environment" theme is based on indicators of social and private housing in poor condition and houses without central heating as well as figures for air quality and road accidents. On this theme the area has 3 of its Super Output Areas in the worst 15 out of over 32,500 areas nationally.

2.2.3 Other housing specific information is available for the Beeston Hill and Holbeck area utilising a variety of housing market research studies and information. The picture that emerged from the market analysis undertaken up to 2003 was of a housing market in Beeston Hill and Holbeck that was part of a wider 'at risk' regional market south of Leeds (CURS 2002) – an area described in that study as 'the largest area of housing risk in the region'. The Beeston Hill case study (Cole, 2000, on behalf of Sheffield Hallam University) identified the decline of the local housing market. The reasons for this appeared to be as much about social issues, rather than simply related to the quality of the accommodation, but the impact was cross tenure. The only active housing market appeared at one point to be sales to private landlords at rock bottom prices with houses exchanging hands at auction for just a few thousand pounds. However, there was a core of long standing residents, some committed to the area, and consistent demand from the Pakistani and Bangladeshi communities, particularly for larger terraced housing in Beeston Hill. There was also escalating turnover in some of the social and privately rented stock and a disproportionate number of supported tenancies. There was a sense of people being trapped or forced to live here, rather than choosing to move to or stay in the area, and a concern that should the market improve there would be a significant exodus of those who had through negative equity been unable to sell due to declining property values. To a degree this has occurred,

with the private rented sector in Beeston Hill increasing from 24% to 42% in the last six years.

The Outside UK research for the West Yorkshire Housing Partnership identified Beeston Hill and Holbeck as one of the weakest markets in the sub region with a mismatch of supply and demand brought about mainly by a shortage of larger properties and a surplus of small type 1 and 2 back-to-backs that were becoming unattractive to all but private landlords. However, since around 2003, there has been uplift in property prices and evidence of strengthening demand for council and other housing in the area. There is some evidence though that prices of terraced properties have increased as much through speculative investment as general increased demand.

2.2.4 The NOMAD model 2002, 2004, 2005 and the South Area Profile for 2001/2 have been used to carry out a detailed neighbourhood assessment and reach conclusions as to the future housing market in the area. The benefits of regeneration activity are beginning to be felt with a corresponding upturn in local property prices. Comparing house prices in 1999 with those in September 2005, in Holbeck overall prices had increased at a significantly faster rate than for the City as a whole with prices increasing by 419% for the postcode sector covering the Runswicks, Rydals, Shaftons, Ingrams and Holbeck Moor from £24,200 to £101,300, partly due to the developing plans for the Holbeck Urban Village area, and by 312% from £23,500 to £73,500 in the postcode sector covering the Recreations, although again local evidence suggests that this may in part be due to speculative investment. In the northern end of Beeston Hill (Greenmounts, Fulhams etc) prices had increased from under £20,000 to £67,500 in September 2005. In the Garnets and West Hunslet prices had increased from £37,000 in 1999 to £88,000. The price of terraced housing averaged £65 – 70,000 and £75 – 85,000 for semi-detached homes.

Analysis of the NOMAD model and trend analysis shows market and social conditions to be still weak but recovering. In particular it shows demand strengthening and the number of empty homes declining. Turnover, however, partly due to the influence of the back-to-back housing and some of the multi-storey flats in the stock, is still much higher than average with plenty of repeat turnover.

- The % of Local Authority homes empty ranges from 1% to 2.9% compared to 4 - 5% last year.
- Turnover is running at up to 20% compared to up to 23% last year and up to 26% in 2001
- There are now 15 applicants for each vacancy in Holbeck compared to 6 last year; 16 in Beeston Hill compared to 12 last year; 28 in the Hunslet Hall area compared to 10 in 2001 and 15 last year; and 46 in West Hunslet compared to 22 in 2003 and 14 in 2001.
- Overall across all tenures 5% of properties are empty compared to around 10% last year and 15% in 1999.

It is this detailed analysis that underpins the conclusions reached regarding regeneration proposals for the area including that some multi-storey flats and back-to-backs are unsustainable and the current PFI bid to the Government has this at its core.

2.2.5 Despite the demand issues highlighted above, there is a projected overall growth in demand for Council Housing in this area of 7% (CURS 2002 and NOMAD data). The rising number of applicants per vacancy and the substantial reduction in the number of void properties has arisen from a combination of strengthening demand, partly from

new populations, reducing supply through sales and demolitions, and due to the clear investment from partners over the last few years in the area's regeneration. Turnover remains high but in conjunction with strengthening demand and reducing voids is less of a problem. Detailed analysis shows that turnover rates and low levels of voids in the Council stock that is proposed to be refurbished tend to be lower and that much of that stock is stable with longstanding tenants, with a small proportion becoming available which is then turning over quickly. The higher turnover and void rates tend to be concentrated in the miscellaneous terraced and back to back properties and some of the multi-storey flats, which are the subject of housing market renewal activity in the Holbeck area in particular and for which a case to clear and replace has been made in the PFI submission. Turnover in these properties has also tended to be repeat turnover – the churning that characterises areas with large stocks of back-to-back and flatted housing.

Across Leeds there has been a reduction in the stock of social rented housing resulting in higher demand as supply has become scarcer. There has also been evidence of an increase in demand from new populations (consisting of asylum seekers with leave to remain and migrant workers from the enlarged EU) and households unable to buy due to increasing property prices. The growth in demand, linked to the recent increases in the market value of privately owned accommodation in the area, combine to suggest that the properties that the Council and its partners propose to retain are sustainable in the long-term. Evidence of demand for homes for sale is provided by the increased property values and that the private sector, for the first time in a generation, is now actively pursuing developing sites, albeit on the fringes of the area, for residential purposes. However, this is still a relatively low priced area, where it is appropriate to ensure that a proportion of new homes for sale continue to be affordable or low cost.

2.3 Historical perspective

2.3.1 The 1960s / 1970s to the end of the century witnessed a period of gradual decline for the communities of Beeston Hill and Holbeck for a number of reasons amongst which were:-

- Disconnection – the building of the M621 motorway through the heart of the community bisected the area as well as disconnecting it from the City centre.
- Decline of manufacturing industries – the failure of significant manufacturing operations in and around the area, particularly in Hunslet, led to the communities being host to significant levels of unemployment.
- Housing – the scale of terraced housing in the area was not totally addressed by the remodelling of the '60s and '70s.

By the 1990s it was becoming clear that significant investment in the area was needed to help stabilise the communities and start to bring them out of a spiral of decline that appeared to be increasing with mounting crime, environmental degradation, empty properties and lack of choice in terms of housing and facilities. After a failed City Challenge bid, the area was successful in a bid by the Leeds Initiative to the Government for funding through Round 4 of the Single Regeneration Budget (SRB) programme. A total of £7.4 million was made available to spend over a seven year programme between 1998 and 2005. The aim of the programme was to provide the local communities with improvements to the quality of their lives, create a positive change in the perception of the area and increase confidence. Full spend was achieved with 48 projects supported, the majority of them being revenue based as the programme only allowed 25% of the SRB funding to be used for capital schemes. It has been concluded that SRB4 had significant impact as a catalyst for focusing

attention on the area and, as well as supplying useful pump priming for regeneration activity, has helped to lever in significantly more resources that will have sustainable outcomes.

2.3.2 With regards to the initial information on which to base the housing and wider regeneration programmes for the area, there were a number of projects undertaken which provided data to aid decision making. By using SRB4 funding it was possible to undertake detailed surveys of parts of Beeston Hill. This part of the area was the main focus initially because of the extent of the issues related to the terraced and back-to-back housing and it was felt that this part of the wider area was most at risk. These included a socio-economic survey, a stock condition survey and an empty property survey. Each helped to inform regeneration projects and particularly the housing developments that have since progressed.

2.3.3 In 2000 Sheffield Hallam University carried out a socio-economic survey of Beeston Hill. The full report is available but Appendix C contains its concluding section. Its findings include that specifically in Beeston Hill:-

- The population was highly transient.
- 26% of the population were single person households.
- House prices were falling with high void rates with residents' perception that the area was in decline. 50% of residents were dissatisfied with the area.
- The tenure mix was approximately 28% public sector, 24% private rented sector and the remaining owner occupied.

Whilst a similar detailed survey has not been undertaken Beeston Hill would appear much improved though still relatively transient, partly because of the nature of the housing stock.

2.3.4 Marchaven Services Ltd. carried out in 2000 a stock condition survey (copies available) again just of Beeston Hill, which concluded that:

- 93% of the stock was built before 1919, with a high proportion being back to back properties.
- Thermal efficiency in the area was poor with a SAP rating average of 36 compared to a national average of 46.
- 72% were found to be unfit or unless major repair was undertaken in the next 5 years would become unfit for human habitation.

The stock had seen investment and the momentum for that investment was increasing but there was still a long way to go to achieve the transformational regeneration required within the area. Government data at the time for the built environment put areas within Beeston Hill and Holbeck as the 5th and 7th worst in the country.

2.3.5 Following the findings of the above surveys the Beeston Hill area was declared a Neighbourhood Renewal Area (NRA) under the Housing Act 1985. This provided the Authority with additional powers to aid regeneration. The area was declared as a statutory renewal area on November 2002 and this has a lifespan of 10 years.

2.3.6 As part of the current housing Round 5 PFI submission that covers a lot of the housing stock in the wider area, with the exception of most of the terraced housing in Beeston Hill, Leeds South Homes has undertaken an option appraisal of its stock. The outcome of this has resulted in part of the area being considered for environmental

improvements, along with selective demolition to complement possible investment sites, and the demolition of the five multi-storey properties boarding Holbeck Moor. To complement the PFI bid a socio-economic and stock condition survey of the older terraced housing area within Holbeck is to be undertaken, which will contribute to decisions on its regeneration.

2.4 Recent major developments and initiatives

2.4.1 The area's improvement over the last six years has been assisted by a number of decisions and activities that have complemented the SRB 4 Programme. This included the agreement to Beeston Hill and Holbeck being one of the Neighbourhood Renewal Areas for the City. Also a multi-agency Regeneration Partnership Board was established in late 2004 and this group has overseen the regeneration work across all areas and themes. The membership includes Councillors, residents and officers and reflects the emphasis on an integrated and comprehensive approach to regeneration in the area, linking housing, other physical, social, economic, environmental and cultural aspects. Its reporting channel is through the South Leeds District Partnership. Beneath the Board a project team of officers from Neighbourhoods and Housing, Development Department and re'new meet on a regular basis, chaired by the City's Chief Regeneration Officer, to develop strategic plans and ensure implementation of physical change proposals,. There is also a separate housing sub-group that brings together specifically housing providers in the area and this is chaired by a senior officer from re'new.

2.4.2 Between 2003 and 2004, with significant support from officers in Development Department, a draft Land Use Framework was developed and a major public consultation with residents took place to refine the work. (The full document and a summary is available). At its meeting in February 2005, the Council's Executive Board approved the Land Use Framework for the area as Supplementary Planning Guidance. Work is currently underway to develop four neighbourhood action plans to identify in more detail how the Land Use Framework will be brought to life and further consultation will start this autumn. This will advise all parties, including developers, of partners' and residents views on how each of the four neighbourhoods should develop over the next 10 -15 years, without being too prescriptive on detail.

2.4.3 As part of work linked to responses to the events of July 2005 an assessment of purely capital investment in Beeston Hill and Holbeck was made covering the period since the year 2000. The estimate is that around £85 million has come into the area from various sources and a summary, including housing investment figures, would be:-

New high and primary schools	£25m
Public sector housing investment	£20m
Swimming and diving centre	£16m
Two new health centres	£11.3m
Private sector housing projects	£4.2m
New road link	£4m
FE College	£2.2m
Other (including sports, community safety and environmental works)	£6.4m

- 2.4.5 At its meeting on April 19th this year Executive Board agreed In principle to some key sites in the area being included as part of a portfolio of opportunities within a Development Agreement as part of the Round 5 Housing PFI scheme. If the PFI bid is successful it will bring in nearly £90m of PFI credits to improve Council housing stock with a particular focus on the Holbeck area but with additional benefits for other Council owned stock.

3.0 Strategic direction past, present and future

- 3.1 The original strategy for housing in the area was originally geographically based on just Beeston Hill rather than the wider Beeston Hill and Holbeck area. Approved in October 2001 it is now in need of renewal, however it does give some of the context for why work started in Beeston Hill (as opposed to Holbeck) and where some of the projects referred to in section 4 originated.

- 3.2 The current Vision for the area - a vision for Beeston Hill and Holbeck to 2020 – was agreed by the Beeston Hill and Holbeck Regeneration Partnership Board in November 2005 and is:-

“To bring together physical regeneration ambitions, together with improving services and a vibrant local economy, to create an area that will be transformed physically, socially, economically and environmentally into a sustainable and viable community. It will offer a high quality environment in which to live, work, play and learn and have an important role in the regeneration of inner-city Leeds as a whole, modelling its achievements to the rest of the region and the country. Beeston Hill and Holbeck will meet people’s aspirations to live in improved homes and environments, to have safe and tolerant communities served by good schools, health and leisure facilities and to have the prospect of training and jobs for local people that offer a better quality of life”.

This Vision was endorsed by the Executive Board at its meeting on April 19th 2006. In essence it makes clear that to restore confidence fully in the area, key issues relating to poor housing, poor connectivity and a poor living environment will need to be addressed in conjunction with service improvements as part of an integrated long-term strategy.

- 3.3 The Beeston Hill and Holbeck Regeneration Partnership Board has approved a draft structure and objectives for the development of this long-term regeneration strategy for Beeston Hill and Holbeck, which together with the Land Use Framework, will act as a framework for action. This document will ultimately include the four neighbourhood action plans referred to at 2.4.2, and will play a key role in attracting additional private and public sector funding into the area. An initial draft strategy document was approved by the Beeston Hill and Holbeck Regeneration Partnership Board in November 2005.

The overall Vision at 3.2 has been articulated through the use of the acronym “C.R.E.S.T.” which represents the broad physical, social and economic objectives that will need to be met if the area is to be comprehensively improved. CREST stands for:-

C = clean and safe (a place where the environment is cared for and crime and the fear of crime are under control and diminishing)

R = reconnected (a place that is reconnected in physical terms to other neighbourhoods and parts of the City but also where individuals are fully reconnected to the life

of the City)

E = enterprise (a place where commercial and non-profit making initiatives are supported both to emerge and consolidate their work)

S = services improving (a place that provides high quality public services, meeting the needs of residents and other stakeholders)

T = transformation (a place that offers new housing opportunities and high quality facilities)

- 3.4 The scale of intervention required to achieve this effective, long-lasting and sustainable change in Beeston Hill and Holbeck will require significant levels of new investment over a period of many years. Even if the PFI bid is successful this will only address **some** of the Council housing issues in **part** of the area – other references in this report give information on the level of funding required to tackle some of the private sector and other public sector housing issues, which in turn are dependent on other infrastructure and service improvements.

4.0 Investment in housing

As well as the routine investment by owners, housing providers and investors there has been considerable capital investment in housing regeneration projects. These schemes include:

4.1 Tempest Road facelift

The initial capital regeneration project undertaken in the area was the Beeston Hill Tempest Road facelift. It was decided to carry out improvements to this road as it is one of the major arterial routes through the area and as such was extremely visible. By undertaking the project it was hoped that it would act as a catalyst to regeneration and a statement of intent that partners were serious about long-term regeneration. Each property was offered new boundary walls, railings, front gardens/yards, new rainwater goods and repainting of the front elevation. Funding for the project was a combination of the Council's capital programme, SRB4 and the public sector meeting their costs. Each property was offered the works free of charge at an average cost of £4,500 per household. Out of the 216 properties on Tempest road all but 3 took part. The scheme was completed in 2004 at a cost of £1.1 million.

4.2 Group repair

There are 3 phases of group repair within Beeston Hill totalling £6.2 million. Group repair benefits properties through exterior enveloping works on a block by block basis to provide a 30 year life and is a suitable scheme for regenerating older houses as part of an overall strategy. This is occurring within the area boarded by Tempest Road, Dewsbury Road, Beeston Road and Cross Flatts Park. The research by Sheffield Hallam identified this part of the area as the most stable community who were most likely to remain living in Beeston Hill.

Group repair phase 1 commenced in April 2004 and covered a total of 69 properties of all tenures. The public sector cover their own costs and the private sector is offered a minimum grant of 75% of the costs of the works, increasing to 100% for owner occupiers who can demonstrate financial hardship following a test of resources. Phase 1 is currently in the process of being completed with the defect liability inspections and final accounts being resolved. The final cost of the scheme will be approximately £2.5 million. Currently on site is phase 2. This covers a further 56 properties at an estimated cost of £2 million. The scheme commenced in April 2006 and is due for completion in January 2007. Officers are currently developing phase 3. Properties are being identified and owners will be contacted to seek expressions of

interest with a view to their participation. It is proposed to start on site with phase 3 in early 2007. The budget for this phase is approximately £1.8 million with which we aim to improve around a further 50 properties.

To try to reduce the time taken for each scheme to progress to site a partnering type agreement has been agreed with one contractor. This allows future phases to progress without the need to tender on each occasion, considerably reducing the time taken to get work started on site. As the level of funding and schemes has increased not just in this area but in other priority areas it has now been deemed necessary to create a dedicated Group Repair team to deliver the increasing programme. This team is being recruited over the summer months and is expected to be in place by mid to late September 2006. The cost of this team is to be met from the fees payable from the programme.

4.3 **Obsolete housing**

As part of any area regeneration it is sometimes necessary to clear some properties to allow transformational change to occur. In 2002 a small number of vacant and derelict properties in Beeston Hill were cleared. This involved the clearance of 15 type 2 back to back properties, of which 9 were originally in local authority ownership.

As part of a Housing Corporation bid via Leeds Federated and Unity Housing Associations, on behalf of the Regeneration Partnership Board, two areas of obsolete housing were identified as requiring acquisition and demolition. These were Hird Street and the area known as the Beverleys. Unfortunately only the Hird Street scheme was successful in obtaining finance initially. Hird Street was chosen due to the high level of vacant derelict and vandalised properties within the street and also because of its location close to a relatively new Unity Housing Association development to the south and the renovated properties of Hillside Buildings to the north. Unity H.A. has led on the project and has via negotiation purchased all except one property. This outstanding property is now subject to compulsory purchase action. It is proposed to demolish the site and build 7 new family homes. The project should be completed by 2008 at a cost of £1.8 million.

The Beverleys area was identified for clearance via data from early surveys. It was identified as being the most unsustainable community and having some of the poorest stock. Following a long deliberation period by the Housing Corporation the initial bid was unsuccessful. However, via other funding streams a budget of £8 million has now been obtained to acquire 97 private properties. The remaining public sector properties are to be included at a cost to those organisations. The process of acquiring properties commenced in November 2005 and it is hoped to have a cleared site by April 2008. Currently 17 have been or are in the process of being purchased and a further 29 are in negotiations to be acquired. Future use of the site is for residential use and has been incorporated as part of the PFI bid.

As part of the PFI bid the terraced area known as the Recreations within Holbeck is being appraised for its potential for acquisition and demolition. This area was determined as part of the PFI consultations and work on the bid. The appraisal focuses on a group of back to back properties as phase 1 of a longer term strategy. If acquisition and demolition is found to be the preferred option approval will be sought for the acquisition of 32 and demolition of 53 properties at a cost of £2.8 million, to complement the proposed PFI scheme. Funding for this has recently been confirmed by the West Yorkshire Housing Partnership.

To deliver the programme of acquiring properties via negotiation a Low Demand Housing Team was created to deliver this activity across the City, including Beeston Hill and Holbeck. Its function is to deliver the individual programmes such as the Beverleys and Holbeck via undertaking initial option appraisals and, dependent on their outcome, to negotiate the purchase of properties with the owners. The team consists of a team leader with 3 project officers but the resources of the team are being examined to ensure the delivery of an increasing capital programme not just in this area but city wide.

4.4 Social rented sector Investment

As well as contributing its share of the costs to the above schemes where necessary, the public sector has contributed capital investment into the regeneration of the area. Leeds South Homes is investing in their stock to achieve decency. By March 2008 all their stock in the non PFI part of the area is hoped to be up to decency. This will be a total investment of around £2.5 million. Decency works have been programmed to be undertaken within the PFI area between 2008/10. The level of works within the area will be dependent on a successful outcome of the PFI bid.

Leeds Federated Housing Association (LFHA) has, as part of their investment in the area, been successful in bids to the Housing Corporation for whole house improvements. They have undertaken these works to complement the group repair schemes detailed above. The programme consisted of 91 full house refurbishments at a cost of £4.7 million up to 2006. Unfortunately the Housing Corporation will no longer fund this type of renovation from their allocation. LFHA are therefore looking at alternative ways of funding their property improvements in the area.

In addition the area will benefit, if final approvals are obtained, from investment through the development of three new units to be built as part of the Round 3 Independent Living PFI scheme which is being led by the Social Services Department. Also investment of £250,000

has been used for a mainly commercial enveloping scheme which has benefited potential above-shop accommodation on Beeston Hill.

4.5 Private sector investment

As well as the continual improvements to individual properties by owners there have been signs of increased confidence in the area from the private developer market. Recently the Royal Flush development at the junction of Dewsbury Road and Admiral Street has been completed at an estimated cost of £4 million. Shaftesbury House, a large former hostel on Beeston Road, has recently been given planning consent for conversion to 172 live/work units. If the sale is completed the development will be one of the greenest and most sustainable developments in the City utilising renewable energy sources. The private rented sector has also shown more willingness to invest. Accredited landlords have been actively purchasing long term empty voids and returning them to occupation. Others have also invested significant amounts in improving their property.

To complement the declaration of the Statutory NRA in Beeston Hill referred to at 2.3.5 the Beeston Hill Private Rented Sector project was launched in January 2002. This project was initially jointly funded by the Neighbourhood Renewal Fund (NRF) and SRB4. At the end of SRB4 the project has continued with a combination of LCC revenue and NRF. The project was developed in conjunction with the private rented sector with the aim of working with the good but targeting the poor landlords. The strategy adopted involved the creation of the Beeston Hill Landlords Accreditation

Scheme, a landlords' forum aimed at partnership working and an enforcement regime that targeted poor landlords. Initially 10% of the private rented stock was covered by the accreditation scheme. However due to the significant increase in the sector in Beeston Hill the effect of the scheme has been reduced. As part of the development of the project selective licensing, as defined by Part 3 of the Housing Act 2004, is currently being considered for the area. This will mean that all private sector properties will need a licence to operate within Beeston Hill and Holbeck should such a scheme be approved by the Secretary of State. At present, only certain types of Houses in Multiple Occupation are required to operate under licence.

4.6 Non-housing initiatives and investment

As has been referred to elsewhere in this report, whilst the housing regeneration programme is a vital aspect of bringing about a better balanced housing market in the area, this will not in itself provide comprehensive regeneration. Complementary improvements and investment will need to be made in non-housing specific issues. Examples of some progress in these areas and work still to be maintained and improved are:-

Whilst a designated neighbourhood renewal area, particular attention was paid to trends in crime, education and employment, and reporting on the SRB4 programme also gave useful quantitative information. Total reported crime has reduced by around 30% over the last seven years and some crime categories have seen specific improvements such as burglary from dwellings which is now at around the City average. Further work in particular on anti-social behaviour and criminal damage is required. In terms of education standards at secondary school are improving, though lag behind the city average, but at Key Stage 2 on leaving primary school pupils are now achieving far higher results than they were five or six years ago.

The capital spend referred to at 2.4.3 not only improves the physical environment for services but also encourages residents and providers to make more use of them, so for example when the new Beeston Hill Health Centre is completed in 2007 there will be a significant new dentistry provision, which will benefit the health of local residents and improvements, for instance, to Cross Flatts Park has seen greater use of the park by all ages, making it feel safer.

Some specific projects have made an impact in the area, for example a new Job Shop which has brought training and jobs information to the heart of the Beeston Hill community; the development of a project called Signpost to work with children and young people involved in anti-social behaviour and their families; and, through the Intensive Neighbourhood Management Programme, new community caretaking teams and improved streetscene conditions.

4.7 Future Investment

Whilst significant investment has been made in the area and progress is being made, it is by no means enough to address the deep-rooted housing and other social and economic issues. For truly transformational housing regeneration to occur, significant levels of investment will continue to be required for at least the next 15 years and possibly longer. As an example, financial option modelling as part of the PFI bid has indicated that £60 million will be required to regenerate the older housing stock within Holbeck. This will involve selective demolition and rebuild and renovation of the remaining stock to transform the area and link to other transformational proposals for the Matthew Murray School site and the proposals for the tower blocks. Regeneration

of the area is a long term project that will need continual financial support and resources to make a difference to one of the poorest areas of the city.

The Housing PFI Round 5 submission seeking £90 million of credits to improve the council's housing stock is an important aspect of this, involving some improvements and remodelling, demolition and construction of new affordable housing. Should the bid be successful then it will complement the existing and proposed housing projects as part of the regeneration of the area.

There have been discussions with officers of the West Yorkshire Housing Partnership regarding future bids to support the ongoing regeneration of the area. Whilst there can never be guarantees made regarding future bids the indication is that these will be favourably viewed – provided delivery of existing commitments is achieved, which is a vital issue. The bidding process for 2008-10 will commence around summer 2007; thus a number of projects need to be worked up relatively soon.

Previously Housing Corporation finances had been available to carry out full house refurbishments. Unfortunately this activity will no longer be funded via this source. However, the Housing Corporation will consider funding for remodelling of stock, such as a demonstration project around the remodelling of back to backs. This option is currently being looked at for a potential bid in the next bidding round.

At present there is an in principle agreement to explore the possibility of a Public/Private Partnership to deliver long term improvements through use of Council owned land in which the Council would be a partner in a Joint Venture which would secure private investment and a share of any profit from a rise in land values.

The role of the private sector and its attitude to the area will also be crucial. If schemes like Shaftesbury House are successful it will give further confidence to investors and it is vital that major sites such as the former Matthew Murray School site are developed out positively. In addition benefits from the proximity of Holbeck Urban Village need to be considered and how practical benefits for both areas can be achieved.

The scale of the transformational regeneration required in the area is huge and will take significant investment over the next 15 or more years to achieve the necessary change.

5.0 Back to Back Housing

- 5.1 Leeds as a whole has a significant number of back to back properties. The Leeds House Condition Survey in 2001 identified a total in the region of 22,000 back to back properties within the City, some 7.3% of the housing stock. In national terms the scale of the legacy of back to back properties in Leeds is unique. Within the area of Beeston Hill and Holbeck there are significant concentrations of type 2 and type 3 back to back properties within the older housing stock. The Marchaven survey identified that within the older stock in Beeston Hill 65% of the properties were back to back with a similar percentage within Holbeck. This equates to approximately 3500 properties within the area.
- 5.2 The introduction of the Housing Health and Safety Rating System introduced by the Housing Act 2004 means that properties are now assessed differently and no longer can be classified as unfit for human habitation. The new rating system has introduced

new categories which due to the design of back to back's make them significantly more likely to have category 1 hazards and therefore require action to reduce the risks to the occupants. To achieve the decency standard any property must remove any category 1 hazard present. The design of back to backs means that they are likely to have category 1 hazards relating to cold, falls and fire safety and therefore require greater investment to meet decency. Both Leeds South Homes and LFHA have carried out financial appraisals on the long term viability of their back to back stock. They have determined that in certain cases investment to meet decency is not a financially viable option.

- 5.3 The legacy of back to back's within Leeds will need addressing at a strategic and local level. Within Beeston Hill and Holbeck there have been a number of options considered and modelled to determine what action may be possible. These include refurbishment, selective demolition and rebuild and a remodelling exercise to aid future thinking. The scale of the problem in the area is such that no single solution will resolve it. There will need to be a combination of all the above. A simple financial modelling of the options in Holbeck indicated that if a combination of demolition, new build and group repair was to occur in the older housing area of Holbeck then at net present value it would cost in the region of £60 million. This is just one part of the older housing stock so the scale of the issue will need to have a long term regeneration solution.
- 5.4 Remodelling of the back to back's has also been considered as an option. Studies to knock two into one have shown this to have a significant negative return. Other options have been to remodel similar to the upside down houses in Salford. This has involved working in partnership with a design company such as Urban Splash. Whilst these options may be useful as individual small scale or flagship projects the costs involved would make these unsuitable options as a large scale solution.

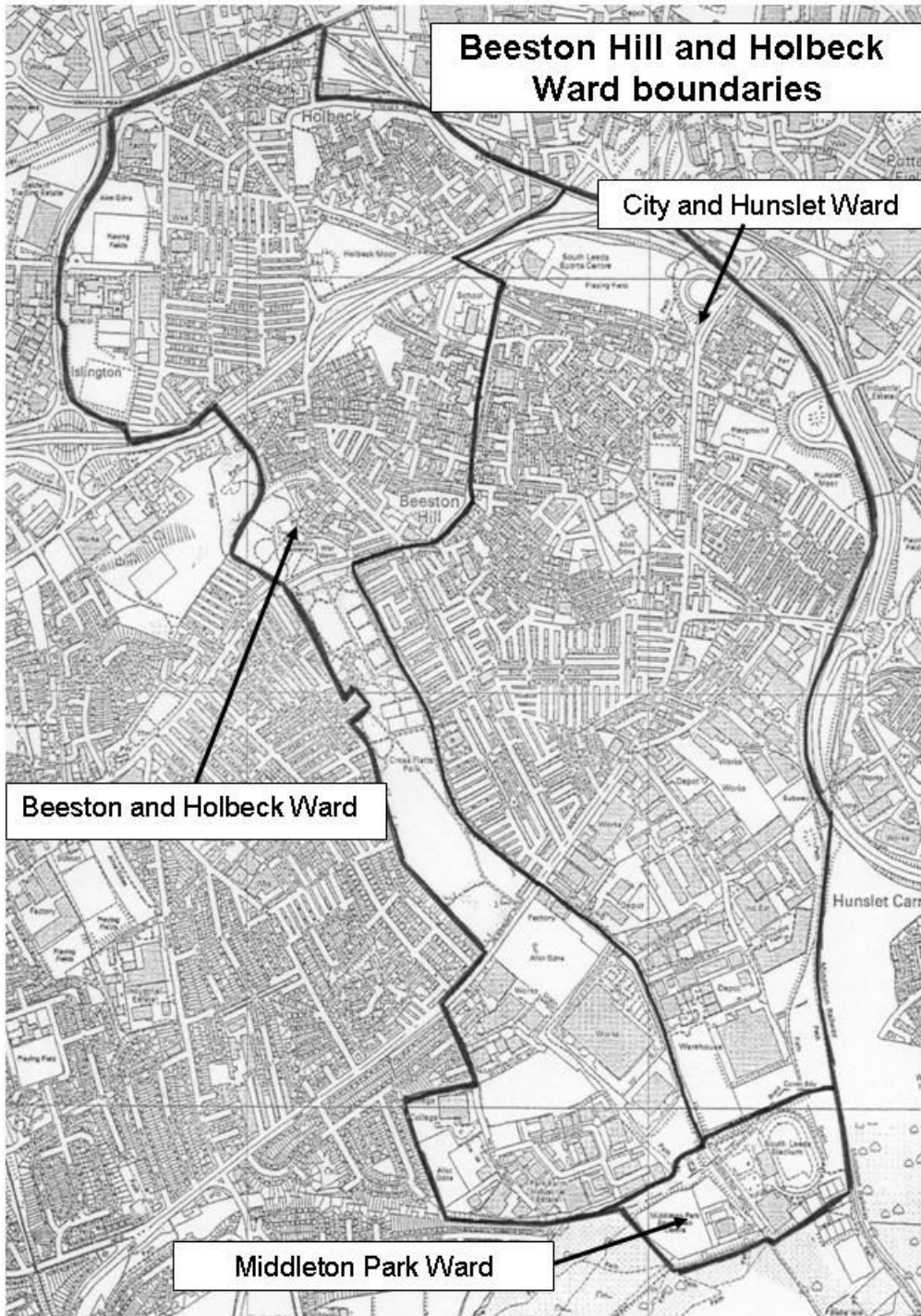
6.0 Conclusions

- 6.1 Beeston Hill and Holbeck is a corporate priority for the Council and a partnership priority for the City within the narrowing the gap agenda. Although the area has seen investment and progress over the last 5 years, this is not yet of the scale required to achieve the transformational change needed to address nationally significant levels of deprivation in the area. A long-term, integrated regeneration programme is being developed that will be capable of attracting the levels of public and private sector finance required to deliver it.
- 6.2 Successful delivery of the current substantial programme of work is essential if future funding is to be secured from such bodies as the Regional Housing Board and Housing Corporation and indeed the Council.
- 6.3 Realistically there will not be sufficient funds available from these sources to undertake the comprehensive regeneration envisaged, particularly in relation to major infrastructure issues, public realm, recreational facilities and environmental improvements. The involvement of the private sector is vital and the comprehensive approach being developed will support this. Work is being undertaken in preparation for a proposed Public Private Partnership mechanism, to complement the PFI and deliver a number of these wider benefits.

- 6.4 The future of some of the smaller back-to-backs in the area is under consideration, in the light of the 'decency' standard and the new Housing Health & Safety Rating Scheme, as well as assessments of popularity and demand.
- 6.5 Finally, it should be noted that one of the objectives of regeneration in the area is stabilisation of the local housing market, extended choice of house type and some re-balancing of tenure mix in favour of owner occupation/shared equity. This will take time and will be subject to wider market influences and pressures.
- 6.6 Members may wish to consider a number of issues in terms of any future meetings linked to this topic, for instance:-
- Delivery of existing workload and programmes
 - Back to backs and potential solutions
 - Strategic direction and partnership infrastructure and roles
 - The financing and potential commitments of relevant funding bodies
 - How complementary improvements to service and environmental factors to benefit housing regeneration can be achieved and maintained
 - The views and potential role of the private rented and private developer markets in the area

7.0 Recommendations

- 7.1 Members are asked to note this report
- 7.2 Members are asked to discuss any aspects contained within the report
- 7.3 Members are asked to agree any further specific issues in relation to the housing regeneration work in Beeston Hill and Holbeck that they would wish to see and whether there are any other officers, residents or private sector parties they would wish to meet as part of that scrutiny work.



This page is intentionally left blank

DEMOGRAPHIC PROFILE	Beeston NRA		Leeds MD		NOTES
	Number	Rate(%)	Number	Rate(%)	
All People	16313	---	715402	---	<p>All Figures are taken from the 2001 Census of Population. Percentages are calculated on a base figure for each category or sub-category. This figure is identified as the figure in bold which appears at the top of each category or sub category.</p> <p>1) Age is age at last birthday on or before Census day (29th April 2001)</p> <p>2) Other EU Countries includes United Kingdom, part not specified, Ireland, part not specified, Channel Islands, Isle of Man and all EU countries as defined on Census Day.</p> <p>3) For the Census, part-time is defined as working 30 hours or less a week. Full time is defined as working 31 or more hours a week.</p>
Residents in households	16205	99.33%	705134	98.56	
Residents in communal establishments	95	0.58%	10268	1.44	
People aged ¹ 0-4	1335	8.18%	40871	5.71	
5-15	2815	17.25%	102220	14.29	
16-19	884	5.41%	39439	5.51	
20-29	2596	15.91%	108981	15.23	
30-44	3536	21.67%	157259	21.98	
45-59	2299	14.09%	123917	17.32	
60-74	1834	11.24%	90885	12.71	
75 and over	1014	6.21%	51820	7.25	
Country of Birth: United Kingdom	14130	86.61%	667766	93.34	
Republic of Ireland	205	1.25%	5685	0.79	
Other EU Countries ²	126	0.77%	6818	0.95	
Elsewhere	1851	11.34%	35133	4.91	
Ethnic Group: White	12676	77.7%	657082	91.85	
Mixed	288	1.76%	9737	1.35	
Indian	290	1.77%	12303	1.72	
Pakistani	1789	10.96%	15064	2.11	
Bangladeshi	729	4.46%	2537	0.35	
Black Groups	264	1.61%	10318	1.44	
Chinese	52	0.31%	3447	0.48	
Other Groups	185	1.13%	4914	0.68	
Religion: Christian	8772	53.77%	492656	68.86	
Buddhist	28	0.17%	1587	0.22	
Hindu	100	0.61%	4183	0.58	
Jewish	21	0.12%	8267	1.16	
Muslim	2571	15.76%	21394	2.99	
Sikh	218	1.33%	7586	1.06	
Other Religions	48	0.29%	1530	0.21	
No Religion	2862	17.54%	120139	16.79	
Not Stated	1695	10.39%	58060	8.12	
ECONOMY PROFILE	Beeston NRA		Leeds MD		<p>If you would like to receive this information in Braille, large print, on tape, or in another language, please call 0113 247 6394</p> <p>Compiled by The Geographic Research & Information Team. Department of Neighbourhoods & Housing Leeds City Council LS1 1TJ</p>
	Number	Rate(%)	Number	Rate(%)	
All people aged 16 to 74	11151	---	520481	---	
Economically active population aged 16 – 74	6435	57.7%	342706	65.84	
Employees: Full-time ³	3711	33.27%	210472	40.44	
Part-time ³	1134	10.16%	62614	12.03	
Self-employed	439	3.93%	33584	6.45	
Un-employed	871	7.81%	17280	3.32	
Fulltime Student	280	2.51%	18756	3.60	
Full-time Students & School children (post 16)	827	7.41%	54294	10.43	
Aged 16-17	286	2.56%	12856	2.47	
Aged 18-74	541	4.85%	41438	7.96	
Economically inactive	4717	42.3%	177773	34.16	
Retired	1224	10.97%	68751	13.21	
Student	591	5.29%	36775	7.07	
Other	2902	26.02%	72247	13.88	
All People aged 16-74 in employment	5508	---	322831	---	
People who work mainly from home	330	5.99%	23974	7.43	
People who travel to work via: Public transport	1585	28.77%	60781	18.82	
Car / van / motorcycle	1904	34.56%	173586	53.77	
Passenger in car/van	389	7.06%	23217	7.19	
Taxi or Minicab	72	1.3%	2313	0.72	
Bicycle or foot	1201	21.8%	38033	11.78	
Other	27	0.49%	927	0.29	

HOUSEHOLD PROFILE	Beeston NRA		Leeds MD		NOTES
	Number	Rate(%)	Number	Rate(%)	
All People aged 16 and over in households	12056	---	562332	---	<p>6) A dependant child is a person in a household aged 0 – 15 (whether or not in a family) or a person aged 16 – 18 who is a full-time student in a family with parent(s)</p> <p>5) Include Housing Association, Housing Co-operative and Charitable Trust</p> <p>6) The occupancy rating provides a measure of under-occupancy and overcrowding. For example a value of -1 implies that there is one room too few and that there is overcrowding in the household. The occupancy rating assumes that every household, including one person households, requires a minimum of two common rooms (excluding bathrooms).</p> <p>7) General Health refers to health over the 12 months prior to Census day</p> <p>8) Limiting long-term illness covers any long-term illness, health problem or disability which limits daily activities or work.</p> <p>9) Working age population is 16-64 years inclusive for men and 16 – 59 years inclusive for women.</p> <p>10) Provision of unpaid care: looking after, giving help or support to family members, neighbours or others because of long-term physical or mental ill-health or disability or problems relating to old age.</p> <p>11) 'Level 1 qualification' is 1+ 'O' level passes, 1+CSE/GCSE any grades, NVQ level 1, Foundation GNVQ.</p> <p>12) 'Level 2 Qualification' is 5+ 'O' level passes, 5+CSEs Grade 1, 5+ GCSEs (grades A-C), School Certificate, 1+ 'A' levels/'AS' levels, NVQ level 2, Intermediate GNVQ.</p> <p>13) First degree, Higher degree, NVQ levels 4 and 5, HNC HND, Qualified Medical Doctor, Qualified Dentist, Qualified Nurse, Midwife, Health Visitor.</p>
Living in a couple	5445	45.16%	322575	57.36	
Not living in a couple	6610	54.82%	239757	42.63	
All People Age 16 and over	12159	---	572311	---	
Marital Status: Single (never married)	4631	38.08%	195155	34.10	
Married or Re-married	4289	35.27%	269687	47.13	
Separated, Divorced or Widowed	3239	26.63%	107469	18.78	
All Households	7312	---	301614	---	
Composition: One Person Household	3126	42.75%	95451	31.65	
Married Couples	1462	19.99%	100587	33.35	
Cohabiting Couples	645	8.82%	27247	9.02	
Lone Parents	1076	14.71%	29589	9.82	
Other Households	1004	13.73%	48740	16.16	
Households with dependant children: Of all ages ⁴	2232	30.52%	86882	28.81	
Aged 0-4	1011	13.82%	32780	10.87	
Lone parent HH	870	11.89%	21249	7.05	
Car availability: None	4570	62.5%	103987	34.48	
One	2325	31.79%	126673	42.00	
Two or more	412	5.63%	70954	23.53	
HOUSING PROFILE	Beeston NRA		Leeds MD		
	Number	Rate(%)	Number	Rate(%)	
All Household Spaces:	8035	---	312541	---	
Second Residence	18	0.22%	472	0.15	
Vacant	714	8.88%	10455	3.35	
Accommodation Type: Detached	188	2.33%	46082	14.74	
Semi-Detached	624	7.76%	121398	38.84	
Terrace (including end terrace)	5336	66.4%	87336	27.94	
Flat, Maisonette or Apartment	1881	23.41%	57338	18.35	
Other	6	0.07%	387	0.12	
All Households	7308	---	301614	---	
Tenure: Owner Occupied	2589	35.42%	187651	62.22	
Council rented	2373	32.47%	63076	20.91	
Social Landlord/Rented ⁵	754	10.31%	12986	4.31	
Private or other Rented	1592	21.78%	37901	12.57	
Households with occupancy rating of -1 or less ⁶	908	12.42%	23440	7.77	
Households without central heating	2729	37.34%	62471	20.71	
Households without sole use of bath/shower and toilet	71	0.97%	2959	0.98	
Lowest floor level: Basement or semi basement	2187	29.92%	25474	8.45	
Ground level (street level)	3986	54.54%	243393	80.70	
Above ground level	1143	15.64%	32747	10.85	
HEALTH & WELL BEING PROFILE	Beeston NRA		Leeds MD		
	Number	Rate(%)	Number	Rate(%)	
All People	16300	---	715402	---	
General Health ⁷ Good	10104	61.98%	488668	68.31	
Fairly Good	3942	24.18%	156487	21.87	
Not Good	2254	13.82%	70247	9.82	
People with a limiting long term illness ⁸	3613	22.16%	128647	17.98	
Of working age ⁹	1906	11.69%	57731	12.96	
People providing unpaid care ¹⁰ 1 – 19 hrs.	750	4.6%	48446	6.77	
20 – 49 hrs.	216	1.32%	7631	1.07	
50 or more	395	2.42%	14369	2.01	
LIFELONG LEARNING PROFILE	Beeston NRA		Leeds MD		
	Number	Rate(%)	Number	Rate(%)	
All People Aged 16 - 74	11163	---	520479	---	
Qualifications: None	5316	47.62%	160778	30.89	
Level 1 ¹¹	1850	16.57%	82986	15.94	
Level 2-3 ¹²	2275	20.37%	141090	27.10	
Level 4-5 ¹³	994	8.9%	100024	19.22	
Other (Level unknown)	727	6.51%	35601	6.84	

7

CONCLUSION

Introduction

Drawing on a number of data sources, the last four chapters have sought to compile a picture of housing decline, mobility and recovery in the study area. In doing so, key findings and issues to emerge from the research have been identified. This chapter summarises these and identifies broader issues to emerge from the research. In addition, it highlights the key challenges facing policy makers and outlines the principles that should underpin any recovery strategy for the area.

7.1 Summary of key research findings

The key research findings to emerge from the research are summarised below.

1) The study area is experiencing acute housing, social, and economic problems - without intervention there is little evidence to suggest that these problems will ameliorate in the future.

Data collected by the research team clearly highlights the severity of problems in the study area. The area has a growing low demand problem, a depressed housing market, a deteriorating housing stock, and a number of chronic social problems, including petty crime and drugs. Residents in the area appear to be experiencing poor quality of life and most we spoke reported that they were dissatisfied with the area as a place to live.

Unless there is significant intervention in the area, there is little evidence to suggest that the area will recover - indeed most evidence points towards continuing decline. For example, reference to data secured from the household profile survey clearly suggest that the housing demand will reduce still further in the area as 39% of

residents reported that they would be leaving the area in the next five years. Significantly, given the comparatively unpopularity of the study area within the broader Leeds housing market, it is unlikely that all of these residents will be replaced by residents from outside the study area.

However, at this point it is worth stressing that by no means is the study area beyond recovery and there are a number of reasons to be positive about its future. This view appeared to be shared by local residents - while most were pessimistic about the future of the area, most felt that the area could be turned around. Indeed most could identify improvements that would have a marked improvement on their quality of life. In addition, the research team has identified a significant proportion of the population that appear committed, albeit to differing degrees, to living in the study area.

2) The study area's housing demand problem is neighbourhood and not tenure based.

The notion that characteristics such as a concentration of poverty, multiple deprivation, low demand and stigma are to be found typically in areas of predominantly social housing is challenged by the evidence from this study. The reality of negative equity, plummeting house-prices, area-wide economic decline, and a stagnation of the private housing market shows the often assumed socio-economic polarisation between home owners and social renters does not hold true in this particular neighbourhood. This research has thus also contributed to the growing body of research which highlights the importance of 'locality', and therefore of locally tailored responses, in a market where 'location', and thus characteristics of a neighbourhood as a whole, is the key priority for housing 'consumers' in all tenures.

3) It is the area's social, not housing problems, that appear to be driving housing demand in the area.

Despite the poor condition of much of the housing in the area, it is the area's chronic social problems, and not the physical condition of housing per se, that appears to be shaping residents' housing decisions. Most residents who expressed an intention to leave the study area attributed their decision to dissatisfaction with the neighbourhood - relatively few mentioned their accommodation.

4) Analysis revealed five key resident sub-groups in terms of their future housing mobility.

Despite some blurring around the edges and in some instances, overlapping membership, analysis of residents' future commitment to the study area revealed five broad sub-groups: 'definite movers', 'probable movers (but possible converts)', 'waiverers', the 'trapped' and the 'committed'.

Definite movers were defined as being those residents who indicated that they would be leaving the case study area within the next two years. Analysis revealed that they were more likely to be 'White-British' in terms of their ethnic origin (few definite movers were of Pakistani or Bengali descent), to be resident in private rented accommodation, and to be living in back-to-back accommodation. There is evidence to suggest that definite movers residence in the study area was merely one stop - or 'stepping stone' - in a series of moves: in addition to being the most transient of the five groups, they were both most likely to have moved to their current home from outside the study area and to be moving away from the area.

Unlike definite movers (and indeed the population as a whole), probable movers (but possible converts), who were defined as being those residents who indicated a intention to leave the study area but not within two years, were much more likely to have moved to their current home from elsewhere in the study area. They were more likely to be owner occupiers and to be dissatisfied with the area as a place to live.

Trapped residents - i.e. those who wanted to leave the study area, but for varying reasons, could not - were more likely to be owner occupiers and aged over 60. Data collected from resident interviews revealed financial constraints to be the principal factor tying 'trapping' residents to the study area.

Waiverers - defined as residents who were unsure about their future housing intentions - were more likely to be satisfied with their accommodation, to be middle aged and of South Asian ethnic origin. Analysis of data collected from the in-depth resident interviews suggests that waiverers fall in two categories: 'likely movers' and 'likely stayers.'

Analysis of data collected from resident interviews suggests that committed residents - i.e. residents who said that they would not be moving and who expressed no desire

to move - may also be classified into two groups: 'positively' committed i.e. those residents who want to remain in the study area for positive reasons; and 'constrained' committed i.e. those who are staying for negative reasons. Committed residents as a whole were more likely to be of Pakistani/ Bengali ethnic origin, to be satisfied with the study area as place to live, and to be resident in a through terrace.

5) Analysis of residents' future housing intentions revealed some differences in the geographic distribution of mobility groups within the study area.

The research team mapped the location within the study area of members of the five principal sub-groups in terms of housing mobility - definite movers, probable movers, waiverers, the trapped and the committed. Perhaps not unexpectedly, by and large mobility groups appeared to be fairly even distributed across the study area although Westbourne had a much higher than expected proportion of definite movers: nearly half of residents there reported that they would be moving in the next two years.

6) Despite differing housing trajectories, residents appeared to experience the same problems.

The research team had envisaged that different groups within the study area would experience differing 'push/' 'pull' factors in terms of their housing environment. This did not appear to be the case - by and large, residents appeared to share the same experiences. Six key issues emerged as being particularly problematic for residents: the physical environment; empty properties; drugs and crime; anti-social and nuisance behaviour; facilities and services; training and employment opportunities

7) Residents in the study area are increasingly acting as active consumers, not passive recipients, of housing.

In stark contrast to the housing market conditions that have prevailed until comparatively recently in the North of England, despite being on the bottom rung of the Leeds housing market ladder residents in the study area have a number of housing 'choices' they can make. To a degree they can choose *where* they live (i.e. which neighbourhood), *how* they live (i.e. own or rent) and *what* they live in (i.e. type of accommodation). Our research clearly demonstrates that residents in the study area have exercised these choices in the past and will be making similar choices in the future. Thus, residents will choose to leave the area (or not), or to

change landlord (or not), and for many tenants loyalty to the neighbourhood or landlord may be a thing of the past.

7.2 Challenges facing policy makers

When planning for recovery in the case study area, policy makers face a number of challenges:

1) The difficulty of community regeneration when the 'community' per se does not exist

In contrast to the homogeneity of housing in the area, in social and demographic terms the study area is highly heterogeneous. It houses a number of communities, constituted along both ethnic and 'housing lines', each with their own unique and diverse needs. Although groups often shared common problems the research team often found little interaction between them - this appeared to be particularly the case for ethnic groups - and little evidence of the existence of a broader study wide community.

Increasingly, the divide between ethnic communities appears to be a taking on a geographic as well as social aspect as ethnic boundaries in the study area appearing to becoming more distinct. Although superficially a mixed community racially, the study area is becoming increasingly segmented with residents preferring to live in homogeneous ethnic areas.

The problem of lack of collective community spirit within the study area appears to have been exacerbated by the area's lack of geographic identity - the study area has no commonly accepted name - and the close association amongst residents to sub-areas such as the Harlechs, Colwyns and Trenthams.

2) The trade-off between social balance and sustainability

As mentioned above, of all the study area's ethnic groups, it is Pakistani and Bengali residents who appear to be most committed to the area. Given this, one sensible recovery strategy therefore might be to encourage members of these groups to move into the area. However, such a strategy could potentially lead to increasing ethnic homogeneity in the area and the creation of an unbalanced community

ethnically. In addition, if housing, economic, and social conditions in the area fail to improve the area risks becoming ghettoised. Although research has come up with conflicting findings about the benefits of mixed communities (Atkinson and Kintrea 1998; Cole and Shayer 1998), the Government has made it's support for social balance abundantly clear.

3) The difficulties of regeneration where the majority of housing is privately owned

While historically private ownership has always presented problems for policy makers when thinking about regeneration, the problems faced by policy makers in the study area are likely to be particularly acute. This is because of the scale - nearly three quarters of housing is privately owned - and nature of private ownership in the area: unregulated private landlords make-up an ever increasing proportion of the sector.

4) The difficulty of improving the study area's reputation within the broader Leeds housing market

In the long term, the successful regeneration of the case study area will in part be dependent on more people moving to the study area from other areas. This will only happen if the area's reputation within the broader Leeds housing market improves. However, notwithstanding local 'rebranding' success stories such as Chapeltown, previous research undertaken by the research team (Cole et al 1999a, Cole et al 2000) has highlighted the difficulty of reputation enhancement, particularly when views about an area are long-standing and deeply entrenched.

5) Unleashing the genie - the danger that recovery may allow previously trapped residents to leave the area

One of the most significant findings to emerge from the research is that financial constraints - in particular declining house prices - appear to have 'trapped' many residents in the study area. A danger exists that if regeneration activity in the area is successful in securing some form of recovery in the local housing market, the financial constraints on these residents will be released thereby allowing them to leave the area.

6) The difficulty of turning the tide of decline in the area

Since the mid 1990s the study area has been in significant decline: house prices have dropped sharply, stock turnover has increased ten-fold, housing abandonment has become a serious issue, and the area's numerous social and economic problems have become more acute. Checking this trend will present a serious challenge to policy makers - reversing it will be a major, but significantly, an achievable task.

7) Regaining the trust of the local community

As has been touched upon in the previous chapter, many of the residents we spoke to appeared, for a number of reasons, not to trust local policy makers. Regaining this trust will be essential if regeneration activity in the area is to be successful.

8) The trade-off between community empowerment and ensuring the most judicious allocation of resources - does the community always know best?

As previous research undertaken by the research team has clearly demonstrated resident involvement is an essential ingredient of successful regeneration (Cole et al 1999b, Cole et al 1999c). While the views of residents should be listened to, and critically, acted upon by policy makers, in some exceptional instances there may be a need for the policy maker to override the views of residents, particularly when they are detrimental to their own cause.

One such instance appears to exist in the study area: while data collected by the research team suggests that the housing in the area is in very poor condition and in need of major improvement, most residents we spoke did not feel that this was the case - indeed most were satisfied with their homes. If the policy maker acts primarily on the views of tenants then it is likely nothing would be done to improve housing in the area. This however maybe be an erroneous and iniquitous decision as it appears that in this instance resident satisfaction maybe more of a reflection of residents' low expectations and the severity of other problems in the neighbourhood, than of any happiness with physical fabric of the dwelling *per se*.

Policy makers then must make difficult judgements about how, when, and to what extent, they take on board they take on board the views of residents.

In addition, policy makers will face a number of other challenges - these are summarised in table 7.1.

Table 7.1 - Additional challenges to be faced by policy makers

<p>Additional challenges faced by policy makers include.....</p> <ol style="list-style-type: none">1. <i>the need to ensure that regeneration activity is neighbourhood based;</i>2. <i>the importance of linking 'housing' based regeneration initiatives with developments in the labour market;</i>3. <i>the need to retain existing residents, particularly those from the South Asian communities;</i>4. <i>whether to develop community lettings and pre-tenancy checks to reassure the local 'community';</i>5. <i>the need to selectively demolish to thin-out cramped surroundings;</i>6. <i>the importance of providing land for community and other facilities;</i>7. <i>addressing resident resistance to regeneration activity;</i>8. <i>dealing with the housing needs of ethnic minority groups, who are often housed in the most cramped surroundings;</i>9. <i>ensuring that any relocation of residents is undertaken sensitively, thereby ensuring the continued commitment of residents;</i>10. <i>ensuring that any response to the area's problems makes use of the growing number of 'private' regeneration tools;</i>11. <i>the need to address the issue of absentee landlords.</i>

7.3 The road to recovery

In the previous chapter we outlined resident's and stakeholders priorities for action in the study area. These focused on such issues as street cleaning and increased provision of leisure facilities and were closely related to the 'push' and 'pull' factors identified in chapter four. Such suggestions do need to be considered seriously - this study has found that it is these very issues which are informing residents' future housing intentions. A lack of action to address these issues could therefore impact

significantly on mobility in the study area, and thus precipitate a continuation of the downward spiral of decline in which the area is currently entrenched.

The evidence thus far presented therefore suggests a co-ordinated package of measures which seeks to address the issues raised in the previous two chapters. However, the suggestions reported so far tend to address 'micro' issues through specific, non-strategic initiatives. They do not suggest a broad action plan for the area as a whole, are not always well informed, and do not necessarily take account of the varying agendas and constraints of different housing and other agencies and authorities.

Clearly, there is now a need to provide a more strategic and directional 'way forward' for the future of the study area which takes account of the experiences of residents and other key actors but which stands above this and *is* informed - by all the research data, by knowledge of the wider policy context and current debates, and by an understanding of the environment in which various housing and other agencies exist. It is within this that the various 'micro' issues can then be addressed and a co-ordinated package of initiatives introduced.

While it is not the purpose of this report to produce a detailed strategic action plan for recovery in the study area, the research team would like to identify those principles that it feels should underpin any recovery strategy for the area. The team have identified five key principals:

1) A neighbourhood problem requiring a neighbourhood response

This study began as a housing focused project but the data driven approach has resulted in what would be better described as a 'neighbourhood study'. We have seen in previous chapters that the housing within the study area, in a physical sense, is not an over riding concern for residents, many of whom feel positively about their accommodation. And we have discussed above that the decline in this area is tenure blind. In other words the problems facing the study are neither housing specific, nor concentrated in one tenure but are driven by wider social and economic circumstances. Potential residents are making decisions not to live in Beeston as a *neighbourhood*, and current residents are seeking to leave because of the neighbourhood.

This feeds neatly into the current debate about the role of housing in area decline where an ageing housing stock, poor design, and disrepair are no longer considered the most important factors in the way they once were. The assumption that improving existing properties or building new properties will impact significantly on demand is increasingly recognised as untenable, as more and more evidence emerges that the problems of low demand are not solely housing condition or management problems. This research has provided further evidence of this.

The shift of research emphasis from 'housing' to 'neighbourhood', as dictated by the data, thus raises the question of the effectiveness of a physical, or housing focused response. Just as the research revealed a neighbourhood problem, so it suggests a neighbourhood response. External demand for the area is likely to depend upon making Beeston attractive as a *location*. Retaining existing residents is likely to depend more upon tackling crime, improving leisure facilities, and stabilising the community than it is on modernising properties or replacing the existing housing stock.

This key conclusion must inform and drive any programme of recovery. In other words any strategic programme of intervention will have to be driven by a neighbourhood approach rather than a bricks and mortar approach, providing a neighbourhood management solution rather than a housing management solution, addressing the 'health' of all component parts of a neighbourhood rather than the health of the housing stock.

Table 7.2 - Good practice possibilities for regeneration in the area

Good practice possibilities include....

- *combining demolition, remodelling and newbuild;*
- *publicly funded market value compensation and home loss payments;*
- *the creation of a Community Company;*
- *the development of a Family Centre;*
- *'alley-gating';*
- *enforced sales of private houses;*
- *void marketing.*

2) Those residents committed to the study area must be retained

Given the current unpopularity of the study area within the broader Leeds housing market, in the short term recovery in the study area will largely be dependent on the retention of existing population groups within the area. In particular, the continued presence of those residents committed to the area will be especially important. Policy makers should make every effort to keep these groups in the area particularly when the precarious nature of the housing market in the area - the neighbourhood is clearly teetering on the brink - means that the future commitment of these residents cannot be taken for granted.

It is relevant therefore within this context to flag up minority the ethnic community, in particular Pakistani and Bangladeshi households, because of all the sub-groups we identified they were most committed to the study area. In the household profile survey these households were more likely than the population as a whole to indicate an intention to remain in the area, and Pakistani residents were more likely than the population as a whole to be longer term (over five years) residents. These households are a core community within Beeston, support local facilities and services, and provide external demand. A white British community bringing with them these same attributes would likely be welcomed as a potential stabilising influence on the neighbourhood and there is thus a case to be made that the minority ethnic population of the study area could also provide this stabilising influence.

Of course the situation is not that simple and there is evidence to suggest that the growth of the minority ethnic population may have given rise to some tension within the study area. While very few people reported experiencing, witnessing or perpetrating racism some residents reported that there was racial tension in the area, and some stakeholders were very firm in this opinion. This also presents some difficulties for a neighbourhood strategy for recovery. While on the one hand the existence of a strong and committed population is an obvious building block for a programme of recovery, as has been noted earlier, a strategy based upon this risks precipitating ghettoisation and a segmentation within the city as a whole along ethnic lines. Following on from this is a concern that such a neighbourhood may then have difficulty securing continued financial assistance, particularly given evidence that the minority ethnic population of the study area have low expectations and are not particularly demanding nor 'politically' active.

Whatever the tensions posed, the existence of a relatively large and committed minority ethnic population gives rise to a number of key conclusions. Firstly, intervention will have to be culturally sensitive, accounting for and accommodating the needs and wishes of the minority ethnic community as key actors and investors in the neighbourhood. This will likely extend beyond consultation procedures and may have to involve interventions such as adapting the housing stock to accommodate larger families. Secondly, it is crucial that intervention does not erode this community, for example through temporary decanting or dispersal through the neighbourhood.

3) Efforts should be made to promote stability within the area

As mentioned above, where at one time improving housing stock through rehabilitation or new build may have been perceived as the cornerstone of regeneration programmes the agenda has now shifted. The focus is now on creating 'sustainable communities' which have stability, commitment, community involvement, economic viability and so on. Evidence from this study has shown that 'stability' and a committed community are likely to be important to recovery in the study area.

Of course transience *per se* is not by definition a problem. Many students areas for example have transient populations but healthy housing markets and thriving communities. In some areas owner occupied properties changing hands regularly can be an indication of high demand and a healthy housing market. And in the

context of the city as a whole there is a need for areas which can provide affordable private rented accommodation. It is thus not necessarily the transience itself which has created problems within this area but the lack of choice, and thus lack of commitment of those who are arriving in Beeston out of desperation and as a last resort.

For stability to be encouraged the study area must therefore cease to be a 'place of last resort'. Many of the households moving into the social or private rented sectors in the study area are those with few housing options and little choice. Many residents were desperate to leave a problematic situation elsewhere, needed to move quickly, or could not afford to live elsewhere. Many of those who stay do so because they do not have the financial or personal resources to leave. That residents are entering the study area as a place of last resort and thus may have less commitment to the area has likely contributed to resentment from owner occupiers towards private and social renters. Such a situation can also breed resentment from those who find themselves living within Beeston through lack of choice and may also contribute to racial tension.

In this local context then there needs to be a stabilising of the community within these tenures. Residents were quite clear in their opinions that the allocations policies of social rented landlords had to change. Although residents did not generally have a full appreciation of the management difficulties of low demand - of offsetting voids, turnover rates and related financial concerns against sensitive lettings - an attempt to stabilise the community may indeed have to involve a re-evaluation of lettings policies. This might include the introduction of a community lettings policy, pre-tenancy checks, and a balancing between concern for community stability, and concern to fill voids as quickly as possible.

4) Selective demolition with community support

The research suggests that large scale demolition is unlikely to be welcomed in the study area and in any event may be perceived as an attack on the minority ethnic community. Given the discussion above there would seem little sense in demolition and new-build in an area with relatively high levels of satisfaction with the housing stock, established local businesses, predominantly private sector housing, and a number of established communities.

However, while demolition of any kind is likely to be a sensitive issue there is a case to be made for *selective* demolition within the study area which could carry with it a number of benefits and address a number of concerns including:

- Reducing over supply generally
- Reducing the numbers of visible empty properties
- Reducing density
- Reducing the appearance of density and the 'rabbit warren' feel of the area
- Potentially provide plots of land on which new facilities could be built
- Potentially create more space for residents in the form of gardens, yards or wider streets and pavements.

There is support from local residents for such selective demolition, and an overview of all data suggests this as a potentially appropriate form of intervention. Caution must be exercised however and any intervention of this kind will need to be approached carefully and sensitively for a number of reasons.

Firstly, there is concern that 'block' demolition, replaced by plots of open space or parks may be unsuccessful given that the existing open spaces quickly become 'no go areas'. A programme of selective demolition in this area is likely to be more successful if its purpose is to 'thin out' the area so it is 'opened up' and less dense throughout, whilst at the same time reducing the numbers of empty properties and reducing over supply. This could for example include demolishing every other street in a sub-area. This would of course involve consideration of property type and condition and identifying the most densely populated areas within the context of the needs of the local population.

Despite concerns about 'block' demolition, such a measure could be used to provide much needed land on which other community and leisure facilities could be built. We have seen in previous chapters that a lack of such facilities, particularly for young people, is of great concern to residents who feel that this contributes to anti-social behaviour and criminal and drug related activity amongst young people in the study area. There is also evidence that the area has a poor record of success with organised youth groups and activities, but that a facility which could be used at any time may be more successful. Key to the success of this type of facility will however be affordability and it is likely that a subsidy for local residents would have to be introduced to achieve this.

Secondly, while there is support for selective demolition amongst residents, efforts to implement such an initiative may in fact be met with resistance. We saw in chapter three that despite a rigorous exercise the study team were unable to identify any particularly critical sub-areas which might be prime candidates for demolition as residents throughout the study area tended to view their street as one of the better ones within the neighbourhood. Similarly, relying on stakeholder views of where selective demolition should be concentrated could be problematic and challenged by residents living within these areas. Residents expressing support for such an initiative might imagine that such demolition would occur elsewhere in the study area. The reality for some residents of having their own homes demolished, or facing compulsory purchase or acquisition at costs they will find hard to bear, or facing a necessary change of tenure may come to resent this intervention. And again, care would need to be exercised when dealing with areas with a concentration of minority ethnic households, which may also be some of the more densely populated areas.

Thirdly a programme of selective demolition would have to ensure that existing communities are not eroded either through relocation, temporary relocation, or dispersal throughout the neighbourhood. We have seen that in many cases community and family networks are a strong enough 'pull' for residents to foster commitment to the area and an intention to stay. Erosion of these networks may instigate the 'exodus' from the area that the household profile survey indicated. We have also seen that a 'sense of community' is important to many residents and erosion of what small element of this there is may breed further resentment from residents towards the agencies and authorities involved in the recovery process.

To overcome some of the difficulties indicated above the community must be fully supported throughout any process of demolition and offered as high a degree of choice as is practicably possible. This may of course involve much accommodation of needs and wishes, and may involve a high degree of co-operation within the social rented sector with other local authority neighbourhood housing offices and RSLs.

Of course the practicalities of such a form of intervention have not yet been touched upon. The fact that the study area contains predominantly private sector housing is going to impact significantly on efforts to aid recovery generally, and specifically through a programme of demolition. It is to this that we will now turn.

Table 7.3 - A summary of the key principles underpinning successful recovery

1. *Recovery may initially depend upon retaining existing residents rather than attracting external demand;*
2. *Recovery may depend, in the short and long term, on Beeston not being a 'place of last resort';*
3. *Existing communities are a building block for recovery - sensitivity and an accommodation of these communities will be essential. Any recovery process will have to ensure existing communities are not eroded;*
4. *Any recovery programme will have to take a neighbourhood approach, not a housing or tenure specific approach;*
5. *Selective demolition may be an appropriate form of intervention but must have a clear purpose and be undertaken alongside full community support and choice;*
6. *Creating stability within the neighbourhood will aid recovery and may require a re-evaluation of allocation policies and close working with private landlords;*
7. *Attention to a range of issues including local labour markets, and changing population profiles need to be incorporated explicitly into any recovery programme;*
8. *Intervention is urgent if informed at all by this report. The picture presented here could change relatively quickly.*

5) The need for a flexible approach to regeneration in the private sector

A recognition of the existence of tenure-unspecific low demand has necessitated dialogue on the issue of neighbourhood renewal in predominately private sector areas. A number of initiatives are currently being piloted which may prove useful in the study area. Several of these provide housing specific responses which may not be appropriate but two in particular are of interest. These are: two into one conversions; and acquisition to demolish.

An over all strategic plan for the area, and a programme of demolition in particular is going to face a number of difficulties posed by the high levels of private sector housing. Aside from the issue of tracking down absentee landlords, potentially facing resistance from owner occupiers against CPOs even at market value compensation, and the requirement for special rules for those in negative equity, the

current options available to local authorities are often deemed inadequate for this kind of regeneration. Existing powers to compulsory purchase, based as they are primarily on standards of (un)fitness, were not designed for a context of property abandonment, over supply and inadequacy.

It is within this context however that a number of 'New Tools', and associated new funding regimes for RSLs are currently being piloted including an 'acquisition to demolish' tool and a 'two into one conversion' tool. As the terms suggest, the former enables RSLs to acquire properties for demolition without the requirement to provide replacement social housing, and the latter enables RSLs to convert two properties into one larger property. These tools may allow RSLs to take a more active role in neighbourhood regeneration programmes, and to assist the local authority in developing and implementing a strategic programme of recovery for areas in decline such as Beeston.

The potential of the acquisition to demolish tool for the study area is self-evident, and the two into one conversion tool may prove useful in providing more adequate and improved accommodation for minority ethnic households reported to be living in overcrowded conditions. We suggest there is a great deal of sense in attempting to adapt the housing stock to the needs of those households with commitment to the area and this tool may provide one way of achieving this.

7.4 Final Reflections

To conclude, the research team has a number of reflections it would like to make about the future of the case study area:

- demolition plans are likely to dominate public response to regeneration;
- the external image of the study area is likely to change slowly - as a consequence, so too is housing demand;
- the area's crime and drug problems are likely to persist into the near future;

- policy makers should consult with residents on tangible improvements not broad promises;
- policy makers should monitor 'displacement' closely;
- policy makers need to move from the rhetoric of partnership towards enlightened self interest for stakeholders;
- the phasing of regeneration activity will prove critical to overall success.



Originator: S Winfield

Tel: 24 74707

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Neighbourhoods and Housing)

Date: 6th September 2006

Subject: Work Programme

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

1.0 INTRODUCTION

1.1 Attached at appendix 1 is the current work programme of the Board which includes scheduled and unscheduled items.

1.2 The Forward Plan for August to November 2006 currently contains no decisions relating to Neighbourhoods and Housing.

2.0 RECOMMENDATION

2.1 The Board is requested to receive and make any changes to the attached work programme following discussions at today's meeting.

This page is intentionally left blank

SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING) - WORK PROGRAMME - LAST REVISED JULY 2006

Appendix 1

ITEM	DESCRIPTION	NOTES	DATE ENTERED INTO WORK PROGRAMME
Suggested Areas for Scrutiny Currently Unscheduled			
Partnership working – District Partnerships and Area Delivery Plans			
Supporting People			
Meeting date: 11th October 2006			
Inquiry into Regeneration in Beeston Hill and Holbeck	To receive information on the second session of the inquiry		
Performance Indicators	To receive the latest performance indicator information relating to Neighbourhoods and Housing		
Meeting date: 8th November 2006			
Inquiry into Regeneration in Beeston Hill and Holbeck	To discuss the Board's final report and recommendations		
Partnership working – Safer Leeds	To receive information on the Safer Leeds Partnership		
Meeting date: 6th December 2006			

SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING) - WORK PROGRAMME - LAST REVISED JULY 2006

ITEM	DESCRIPTION	NOTES	DATE ENTERED INTO WORK PROGRAMME
Meeting date: 10th January 2007			
Meeting date: 7th February 2007			
Meeting date: 7th March 2007			
Meeting date: 11th April 2007			
Annual Report	To agree the Board's contribution to the Scrutiny Annual report		June 2006