



Interventions in housing and the physical
environment in deprived neighbourhoods

Evidence from the New Deal for Communities Programme



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February 2010

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

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Any omissions or inaccuracies are solely the responsibility of the evaluation team.

Abbreviations

ABI	Area Based Initiative
ALMO	Arms length management organisations
ASB	Anti-social behaviour
BUBIC	Bringing Unity Back into the Community
CHP	Community Housing Plan
CIRC	Composite index of relative change
CLG	Communities and Local Government
CPH	Clapham Park Homes
CPO	Compulsory Purchase Order
CRESR	Centre for Regional Economic and Social Research
DETR	Department of the Environment, Transport and the Regions
DoE	Department of Environment
DP	Demonstration projects
EOS	Environmental and Operational Services
EU	European Union
GLM	General Linear Modelling
HAT	Housing Action Trust
HBC	Hartlepool Borough Council
HHP	Heywood Housing Partnership
HMRP	Housing Market Renewal Pathfinder
HPE	Housing and the Physical Environment
HRA	Housing Renewal Area
IHMP	Intensive Housing Management Project

KHT	Knowsley Housing Trust
LSP	Local Strategic Partnership
MCI	Mixed Communities Initiative
NAO	National Audit Office
NAP	Neighbourhood Action Plan
NAT	Neighbourhood Action Team
NDC	New Deal for Communities
NHS	National Health Service
NST	Neighbourhood Support Team
ODPM	Office of the Deputy Prime Minister
PAC	Public Accounts Committee
PCT	Primary Care Trust
PEP	Priority Estates Project
PMS	Premenstrual Syndrome
RBH	Rochdale Borough-wide Homes
RSL	Registered Social Landlord
SRB	Single Regeneration Budget
SRC	Social Regeneration Consultants
UDC	Urban Development Corporation

Executive summary

1. Introduction: setting the scene

The New Deal for Communities (NDC) Programme is one of the most important area based initiatives (ABIs) ever launched in England. The Programme's primary purpose is to reduce the gaps between 39 deprived neighbourhoods and the rest of the country. In these 39 areas, each on average accommodating about 9,800 people, NDC partnerships are implementing approved 10-year delivery plans. Each delivery plan has attracted approximately £50m of Government investment. This translates to a Programme average per capita investment between 1999–00 and 2007–08 of just under £450 per annum.

The Programme is designed to achieve the holistic improvement of these 39 areas by improving outcomes across six themes:

- three 'place related' outcomes: crime, the community, and housing and the physical environment
- three 'people related' outcomes: education, health, and worklessness.

The research team is undertaking an evaluation of each of these six outcomes. This report is intended to understand and explain how and why changes have occurred in the NDC neighbourhoods in relation to housing and the physical environment. Housing and the physical environment is a key domain in the NDC Programme which has received a larger proportion of Programme expenditure than any other theme. The quality, cost and accessibility of housing and the standard of the wider physical environment are important shapers of overall neighbourhood amenity and popularity. The relatively high cost of investment and maintenance in housing and neighbourhood infrastructure pose challenges for any area-based programme and often raise crucial issues about determining priorities in the face of expenditure constraints and the need for complementary funding to achieve programme objectives. Furthermore, factors such as the balance of different housing tenures, the responsiveness of local housing management and the operation of housing allocations systems can all have important consequences on objectives in other domains, such as enhancing community development or achieving a wider social mix.

The evidence for this evaluation is largely drawn from two sources:

- the large-scale longitudinal household survey undertaken by MORI in 2002, 2004, 2006 and 2008, based on between 400 and 500 interviews each time in each NDC area. A comparator areas survey has also been undertaken in every two year period in similarly deprived areas within the same local authority districts as the NDC areas

- detailed locality-based research in six NDC areas: Haringey, Hartlepool, Knowsley, Rochdale and Southwark. These partnerships had all undertaken major housing or physical environment programmes, and they provided a means for assessing issues such as instigating change, promoting innovation, enhancing community involvement and undertaking environmental improvements. The housing markets of this sample of NDC partnerships also vary considerably and market dynamics can have an important influence on the measures undertaken and their subsequent impact.

2. Housing and environmental interventions in regeneration programmes

Given the experience of interventions in housing and physical environment in area-based programmes over the past 40 years, it is help to distil these into ‘inward-looking’ initiatives, seeking to improve dwellings and neighbourhood infrastructure primarily for the benefit of existing residents, and ‘outward-facing’ programmes designed as more ambitious transformation of neighbourhoods, enhancing connectivity to external housing and labour markets and seeking to attract more demand from households living outside the neighbourhood. The balance between these approaches has varied over time in regeneration programmes. Both fall within the remit of the housing and physical environment domain in the NDC Programme, and this may pose several challenges for a community- oriented regeneration programme. Some of these challenges may include:

- how to achieve wider community impacts from capital investment
- handling the process of demolition, displacement and resettlement as part of a neighbourhood remodelling programme in a sensitive manner, both in terms of supporting existing residents and helping new households settle in
- sustaining any gains from the introduction of more intensive housing management, whether locally based or not, given inevitable pressure on the revenue resources of social landlords
- how to involve residents at the right stages in what are often extremely long-term programmes of intervention, avoiding ‘activist burn-out’ on one hand, or marginalising community input, on the other
- gaining commitment from mainstream providers in other services and policy domains so that more holistic objectives for neighbourhood renewal can be achieved.

While the NDC Programme has attempted to meet these familiar challenges from the history of area-based programmes it has also set the context for the future direction of housing and regeneration policy – not least in the priority given to community empowerment, holistic approaches to regeneration and

the move to 'place shaping'. Lessons from the programme should therefore be able to inform future debates in these policy realms.

3. Housing and the physical environment: NDC objectives, spending and outcomes

Spending on housing and the physical environment in the NDC Programme amounted to £427.3m from 1999–00 to 2007–08. This is 31 per cent of total NDC spend, and 13 percentage points higher than what has been spent on any of the other five themes. Closer analysis revealed:

- six NDC Partnerships have spent more than half of their total expenditure on housing and the physical environment. These partnerships were all based in the London, Manchester or Merseyside conurbations
- 64 per cent of housing and the physical environment spend has been on three types of project:
 - land/asset acquisition, demolitions and stock transfer
 - environment improvements, infrastructure, buildings and landscaping
 - and homes built or improved, and property maintenance.
- NDC partnerships are estimated to have levered in around £298m of complementary funding to support their own measures equivalent to £0.70 for every £1 of NDC spend. The data is not available to enable any comparison with other area-based programmes, but one can compare this with the leverage ratios in other NDC domains: £0.88 per £1 in worklessness, £0.49 per £1 in health, £0.47 per £1 in crime, £0.43 per £1 in education, £0.19 per £1 in community development and an overall leverage ratio of £0.54 per £1
- the value of spend on housing and the physical environment has increased in each financial year between 1999–00 and 2007–08, rising from £34.7m in 2002–03 to £90.1m in 2007–08. Only 12 per cent of total spend was made in the first four years, probably reflecting the time taken to deliver more expensive investment projects.

Between 1999–00 and 2007–08 housing and physical environment outputs from the programme have included:

- 31,057 homes have been improved or built; just under 19,800 of these dwellings are estimated to be 'additional': that is, they would not have been improved or built without the presence of the NDC Partnership
- 126 other buildings in the neighbourhoods have been improved and brought back into use; 96 are estimated as 'additional'
- 170 waste management recycling schemes have been implemented, of which 133 are estimated as 'additional'.

Moving from inputs to the outcomes of housing and physical environment interventions within the NDC Programme, and setting these against change in the comparator areas, the findings indicate that:

- by 2008, 84 per cent of NDC residents stated that they were either very, or fairly, satisfied with their accommodation; this was 2 percentage points higher than in 2002, and the same degree of change as amongst comparator area residents
- by 2008, 74 per cent of NDC residents were very, or fairly, satisfied with their area as a place to live, fully 13 percentage points higher than in 2002. The rate of change was especially pronounced in those areas where levels of satisfaction had been low at the beginning of the NDC programme. This change was significantly greater than in comparator areas (8 percentage points)
- between 2002 and 2008 there was no change in the proportion of NDC residents wishing to move from their current home, at 39 per cent; this compared with a 1 percentage point fall in the comparator areas and a 3 percentage point fall nationally
- mean property prices can be taken as a (fairly crude) indicator of housing and neighbourhood demand. The average property price in NDC areas increased by 70 per cent between 2001 and 2007 to £154,000; this was a greater increase than witnessed in comparator areas (58 per cent) or parent local authorities (63 per cent) during the same period.

4. Explaining outcome change

While it is one thing to map the extent of change in various outcomes, it is quite another to explain it. It is far from straightforward given the wide range of potential variables. Area level and individual level modelling has been used to explain changes in perceptions, levels of satisfaction and demand, but any assumption of 'causality' in the relationships needs to be treated very cautiously. Nevertheless some broad relationships and associations can be established:

- differences in **change in satisfaction with the area** between different NDC partnerships can be partly explained by four factors. The most important is the 'starting position': those areas with relatively low satisfaction ratings in 2002 had above average increases in satisfaction subsequently; the other factors included the proportion of single person households (the higher the proportion, the higher the increase in satisfaction), the size of the population in the area (larger NDC areas witnessed higher rates of increase in satisfaction) and whether NDC partnerships are in cluster two of the NDC typology ('stable and homogeneous' NDC areas, often located in peripheral housing estates). These four factors, taken together, can explain 65 per cent of the change in levels of satisfaction

- differences in **change in satisfaction with accommodation** between different NDC partnerships can be partly explained by three factors: the starting position is again the most significant influence (those areas with low ratings in 2002 showing the largest increases by 2008), followed by the level of total NDC spend across all outcomes (the higher the spend, the larger the rate of increases in satisfaction) and those NDC areas that can be classified as 'escalators' according to the 2009 CLG typology of deprived neighbourhoods. Taken together, these three factors can explain 40 per cent of the variation in the change in levels of satisfaction
- differences in **the measure of positive change achieved** across six key indicators (the Composite Index of Relative Change) in the housing and physical environment domain are partly explained by three factors. The most significant negative association is whether the NDC partnership falls in cluster one (an area of entrenched disadvantage): that is, the level of 'improvement' in the selected indicators is below average in such areas. The level of positive change can also be attributed, to a lesser degree, to the stability of the chief executive position (those with high turnover of chief executives, especially at the extremes, show less improvement in the indicators for housing and the physical environment). Those NDC areas which have a low starting score across 'place' indicators as a whole (including 'community' and 'crime' scores as well) show a greater degree of positive change. These three factors account for 46 per cent of the variation in the measure of positive change achieved across the NDC Programme in terms of housing and physical environment (all in a negative direction)
- differences in the **change in mean property prices** are associated with five factors, of which the most significant by far is the mean price in 2001 (the lower the price, the greater the relative increase in price by 2007). Other factors associated with a higher than average increase in the mean property price include not belonging to Cluster 1 (areas of entrenched disadvantage), having a declining proportion of economically inactive residents on sickness related benefits and having an increasing proportion of social renters. Taken together these factors account for 83 per cent of the variance in mean property prices
- differences in the rate of change of **residents wanting to move** across the NDC partnerships were significantly associated with four factors. The most important factor was the proportion of residents aged 35–54: the higher proportion in this age group, the greater reduction in the proportion who wanted to move; this could be partly explained by changes in their own life cycle ('settling down') during the 2002–08 period rather than any specific characteristics of that age cohort. Those NDC partnerships with a higher proportion than before of those over 65 years have, as one might expect, seen a reduction in the overall proportion wanting to move. On average, Round 1 partnerships have seen a higher increase in those wanting to move, for reasons that are not readily explicable. Finally, those NDC partnerships with a higher than average level of total spend across all outcomes have seen on average a greater reduction in the proportion wanting to move. Taken together these

factors account for 50 per cent of the variation in the change in those wishing to move.

5. Improving housing and the physical environment at the neighbourhood level: evidence from six NDC areas

Housing and the physical environment was a recognised priority in all six case study NDC areas, although the interventions undertaken varied according to the local housing market context and the nature of the residential environment. Different approaches were therefore adopted, but there were often some common components to their overall programmes in this domain:

- achieving the Decent Homes standard
- improving the residential environment
- undertaking improvements to the private housing sector
- intensive housing and neighbourhood management
- demolition and new build
- development of community facilities.

The balance of interventions often changed during the course of the NDC partnership's lifetime. Early wins often focused on improvements to the physical environment. Redevelopment initiatives involving demolition and new-build typically ran for the duration of the NDC Programme and will continue beyond it in many cases. Other key findings included:

- in some case study NDC partnerships, a critical tension emerged between **community preferences**, which inevitably focused on the immediate concerns of current residents, and **housing market options**, that focused on the long term future for the area and its sustainability. Partnerships often faced a difficult task reconciling their commitment to a bottom-up, community-led Programme and the expert advice they received about market conditions, viable options and how to achieve sustainability
- the support and cooperation of key housing and planning agencies (in particular, the local authority housing and planning departments, housing associations and private developers) was critical to the development, design and delivery of housing improvements and renewal programmes. There was a close correlation between **effective partnership working** and **success in delivering housing objectives**. Difficult relations between partners could throw a housing renewal programme into disarray
- respondents in all the case study NDC partnerships recognised that improvements in housing and the physical environment were critical to efforts to improve the **overall well-being** of individual residents and to ensure the **sustainability of the area**. Many NDC partnership officers

felt that the success of the entire NDC Programme was dependent upon achieving the objectives set in the housing and physical environment domain

- the sustainability of many housing and the physical environment outcomes was dependent on **partner organisations mainstreaming initiatives** that previously relied on NDC support. There were grounds for optimism that many outcomes would be sustained, particularly where positive outcomes have been evidenced.

Two key lessons from the case studies are:

- housing interventions provide an opportunity to change dramatically both the nature of places and the profile and situation of the local population. However, 10 years has rarely proved long enough to deliver comprehensive, housing renewal programmes, involving demolition and new build
- the aspirations and activities of area based regeneration initiatives need to be developed pragmatically to ensure that they seek to achieve what is within their competence, authority and resources. Partnership working extends these possibilities significantly. Failure to secure the support and cooperation of key housing and planning agencies can block progress and put at risk the wider objectives of regeneration programmes.

6. Conclusion

The overall assessment of progress made in the housing and physical environment during the NDC Programme underlines the 'porous' nature of this domain. The nature of the problems faced by NDC partnerships at the neighbourhood level are significantly determined by wider housing market conditions and the housing market cycle – as vividly demonstrated in the past 18 months. But this does not necessarily suggest that, because local housing markets are not self-contained, area-based programmes have little purpose or impact. The benefits of investment in housing and neighbourhood infrastructure will also 'leak out' into other areas – such as residents' overall quality of life, satisfaction with the area and their willingness to stay put rather than move away. Just as a good quality neighbourhood is made up of more than its constituent amenities and dwellings, so investment in 'bricks and mortar' can bring benefits that reach well beyond the physical realm and impact on broader measures of resident satisfaction and well-being.

1. Introduction

Housing and the physical environment

- 1.1. This report reviews the activities undertaken by the New Deal for the Communities (NDC) partnerships from the start of the Programme in 1999 until early 2009 in the domain of housing and the physical environment. Housing was not included in the original formulation of the NDC Programme but it was then subsequently included in the Round 1 delivery plans prepared by the NDCs and incorporated from the outset in Round 2 (which began in 2001). The inclusion of housing and physical environment as a key domain reflected the priority it had been given as a local issue in the initial consultations with residents. As the NDC Programme nears its conclusion, it can now be seen that expenditure in this area has been greater than in any other domain – a testament to its key role in the process of regeneration.
- 1.2. The quality, cost and accessibility of housing, and the quality of the wider physical environment in the neighbourhood are important shapers of overall neighbourhood amenity and popularity. It can provide a potent visual representation of the extent of care or neglect devoted to the physical infrastructure of any neighbourhood as well as the standard of the housing services and the average standard of living of the residents. The high cost of investment and immobility of housing as a commodity can act as a lag on the pace of progress that can be achieved at neighbourhood level in comparison to other policy areas. The high cost of maintaining and investing in housing, and other neighbourhood facilities can also pose problems for regeneration programmes, even one that has been relatively well resourced, such as the NDC Programme.
- 1.3. The ability to make widespread and durable improvements to dwellings and the wider neighbourhood in regeneration programmes therefore often hinges on the capacity to attract additional investment from both mainstream public funds and from private investment (whether from households or from institutions). The quality of housing and the wider neighbourhood can also affect the pace and character of residential mobility into and out of an area. Effective housing management can play a crucial role in supporting more vulnerable households and influencing tenant satisfaction. The outcomes of allocations processes in the social housing sector will have an impact on the social and economic profile of those households moving into the area. Landlords' ability to undertake repairs promptly or deal with problems such as anti-social behaviour or neighbour disputes will be important factors governing tenants' overall sense of well being and views about the neighbourhood they live in. The overall housing tenure profile and the size and type of dwellings will also shape the demographic characteristics of the households living there.

- 1.4. As in the other tenures, problems over the poor quality of management and stock condition in the private rented sector may arise, and for owner-occupiers concerns about affordability, neighbourhood amenity and property values often predominate. In short, housing straddles the personal ('the home') and the public ('the dwelling') realms, and any problems – whether in the physical quality of the dwellings, in financial pressures and constraints, or in the quality of the housing service – can all be important influences on residents' perceptions, expectations and levels of satisfaction.
- 1.5. One of the perennial challenges for housing interventions in area-based initiatives like the NDC Programme is that it is not possible to insulate any neighbourhood from wider housing market forces and cyclical pressures. The credit crunch and recession have recently demonstrated this process in stark terms. As a result the challenges for NDC partnerships operating in tighter markets (such as London) will be rather different from those where demand pressures are less intense and where it may prove difficult to attract applicants into more socially and economically disadvantaged areas in advance of major improvements to dwellings or neighbourhood facilities.

The New Deal for Communities Programme

- 1.6. The NDC Programme is one of the most important area-based initiatives (ABIs) ever launched in England. The Programme's primary purpose is to reduce the gaps between 39 deprived neighbourhoods and the rest of the country. In these 39 areas, each on average accommodating about 9,800 people, NDC partnerships are implementing approved 10-year delivery plans. Each delivery plan has attracted approximately £50m of Government investment. This translates to an average per capita investment between 1999–00 and 2007–08 of just under £450 per annum.
- 1.7. These 39 areas are relatively deprived. On the basis of the 2007 Index of Multiple Deprivation 26 NDC areas would fall in the most deprived decile of neighbourhoods, and the remaining 13 in the second most deprived decile. These areas show considerable population mobility. Overall about 23 per cent of all residents (around 89,000) moved either within, or out of, NDC areas between 2002 and 2004. In one NDC area that figure rose to about 44 per cent.¹
- 1.8. The NDC Programme is based on a number of **key principles**:
- the 39 NDC partnerships are carrying out 10-year strategic programmes designed to transform these deprived neighbourhoods and to improve the lives of those living within them
 - decision making falls within the remit of 39 partnership boards, consisting of agency and community representatives
 - the community is 'at the heart' of the Programme

¹ The national evaluation team has recently reported on population mobility across the Programme: CLG (2009) *Residential mobility and outcome change in deprived areas: evidence from the New Deal for Communities Programme*.

- in order to achieve their outcomes, the 39 partnerships are working closely with other delivery agencies such as housing associations, the police and Primary Care Trusts.
- 1.9. The Programme is designed to achieve the holistic improvement of these 39 areas by improving outcomes across six areas:
- three 'place related' outcomes: crime, the community, and housing and the physical environment
 - and three 'people related' outcomes: education, health, and worklessness.

The National Evaluation

- 1.10. In 2001 a consortium headed up by the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University was commissioned to undertake the 2001–2005 Phase 1 of a Programme wide evaluation. This work culminated in the 2005 Interim Evaluation.² The first 2001–2005 phase of the evaluation also produced a large number of other public outputs which can be accessed via the national evaluation team's website.³ Work specifically relating to housing and the physical environment has focused on issues such as low demand, housing in London and enhancing the neighbourhood environment.⁴
- 1.11. In 2006 CRESR was commissioned to undertake Phase 2 of the national evaluation working with a similar, albeit smaller, consortium.⁵ Key objectives to Phase 2 of the evaluation include:
- identifying outcome change across the 39 NDC areas
 - assessing the Programme's overall value for money
 - identifying good practice in relation to neighbourhood renewal.
- 1.12. The evaluation team has either explored, or is currently addressing, each of the Programme's six key outcome areas referred to in 1.4. These studies involve a synthesis of quantitative data and qualitative evidence drawn from detailed case study work in six or seven NDC areas.⁶ A report on crime⁷ has been published, as have reports on the community dimension⁸ and on

² NRU/ODPM (2005) *New Deal for Communities 2001–2005 An Interim Evaluation: Research Report 17* www.neighbourhood.gov.uk/publications.asp?did=1625

³ <http://extra.shu.ac.uk/ndc/>

⁴ A full list of Research reports produced during phase 1 of the national evaluation on housing and the physical environment can be accessed on the national evaluation website http://extra.shu.ac.uk/ndc/ndc_reports_01.htm

⁵ Consortium members are: Cambridge Economic Associates, European Institute for Urban Affairs at Liverpool John Moores University, Geoff Fordham Associates, Ipsos MORI, Local Government Centre at the University of Warwick, School of Health and Related Research at the University of Sheffield, Social Disadvantage Research Centre at the University of Oxford, Shared Intelligence, and SQW.

⁶ For details of case study areas see: CLG (2008a) *Challenges, interventions and change: an overview of neighbourhood renewal in six NDC areas*. www.communities.gov.uk/publications/communities/challenges

⁷ CLG (2008c) *Delivering safer neighbourhoods: experiences from the NDC Programme*. www.communities.gov.uk/publications/communities/deliveringsaferneighbourhoods

⁸ CLG (2008b) *Community Engagement: Some lessons from the NDC programme*. www.communities.gov.uk/publications/communities/ndccommunityengagement

worklessness.⁹ Research into the impact of measures in health and education will inform the national evaluation's final reports due to be published in 2010. This report addresses the sixth outcome: housing and the physical environment.

- 1.13. This report is intended to enhance an understanding of how and why change has occurred in the NDC neighbourhoods in relation to housing and the physical environment. Evidence is largely drawn from two sources: the household survey and detailed locality-based research, as briefly discussed below.
- 1.14. A large scale household survey of residents aged 16 and over has been carried out in all NDC areas by Ipsos MORI on a biennial basis as part of the national evaluation. Data examined in this report covers the full period from 2002 to 2008. The survey sample ranges from 500 face to face interviews per area in 2002 to 400 in 2008. The survey collects information across all of the six outcomes the NDC Programme is designed to address. In relation to the housing and physical environment domain, evidence has been collected on issues such as satisfaction with accommodation and area, mobility intentions and attitudes to environmental problems. The evaluation has also created various overarching indices to measure change in relation to themes based on several components of the survey, such as fear of crime, lawlessness and dereliction, and trust (see Appendix 5 for further details).
- 1.15. As well as the main household survey, a comparator areas survey has also been undertaken in every two year period. This has been conducted in similarly deprived neighbourhoods in the same local authorities as the relevant NDC area. To avoid issues of 'contamination', the comparator areas do not share any boundaries with NDC areas. Despite a number of caveats,¹⁰ this is a good benchmark against which to identify 'net' NDC Programme change: what happens in the 39 NDC areas is being assessed against what occurs in similarly deprived localities.

The case study areas

- 1.16. To examine the impact of locality-based interventions in detail, **six case study NDC areas** were selected: Haringey, Hartlepool, Hull, Knowsley, Rochdale and Southwark. These NDC partnerships had all undertaken major interventions in housing and the physical environment, albeit in contrasting housing market contexts. The experiences of these partnerships provided a means of assessing their effectiveness in relation to issues such as instigating

⁹ CLG (2009) *Understanding and Tackling Worklessness Volume 1: Worklessness, employment and enterprise: patterns and change*; CLG (2009) *Understanding and Tackling Worklessness Volume 2: Neighbourhood level; problems, interventions and outcomes: evidence from six case study NDC areas*.

¹⁰ For instance the comparator areas are not regeneration free controls: many will have received regeneration funding, although this will rarely if ever be on the same scale as that allocated to the 39 NDC areas. In practice NDCs also tend to be slightly more deprived than the comparator areas. This may have implications for rates of change: evidence from across the evaluation suggests that the more the deprived an area or an individual is at the baseline, the more change they are likely to make through time. Administrative data can be used to construct comparator areas for each NDC area. Because of sample size the comparator areas household survey can only be considered at either the Programme-wide level or for five clusters of NDC areas.

change, promoting innovation, enhancing community involvement, undertaking environmental improvements, and sustaining change through time in the context of the recent recession in local housing markets.

- 1.17. These six case study NDCs all fall within the top 16 partnerships in terms of total spend on housing and the physical environment and in the top 11 with regard to spend per capita. Their activities cover a wide spectrum: stock transfer, new development, a Community Housing Plan, demolition, and ambitious environmental programmes. The case study research involved a series of face-to-face and telephone interviews with NDC staff, Board members, residents' representatives and other agents involved in the programme, alongside analysis of relevant documentation and survey material. The case study research was undertaken in early 2009.
- 1.18. The structure of this report is as follows:
 - Chapter 2 reviews the changing policy context for housing and environmental interventions in area-based programmes and identifies some of the lessons from previous evaluations
 - Chapters 3 and 4 examine through different statistical techniques the key factors associated with changing outcomes in housing and the physical environment across the NDC Programme as a whole between 2002 and 2008
 - Chapter 5 draws on the qualitative research in six NDCs areas, assessing key issues and main lessons
 - Chapter 6 brings together the main issues arising from the analysis and explores their implications for interventions in housing and neighbourhood infrastructure within potential future area-based programmes.

2. Area based regeneration and interventions in housing and the physical environment

Introduction

- 2.1. Before assessing New Deal for Communities (NDC) Programme-wide data and case study experiences and reviewing the impact of measures taken in the housing and physical environment domain, this chapter sets the context by reflecting on some of the key challenges that have arisen for interventions in this field of policy and practice in area-based initiatives (ABIs) in England.
- 2.2. This chapter does not attempt to provide a commentary on the chronological development of housing policy and its links with area-based programmes in the course of the last 30 years or so. Its aims are much more modest. It draws a basic distinction between 'inward-looking' and 'outward-facing' approaches towards housing investment and between 'targeted' and 'holistic' forms of intervention in neighbourhood transformation. There has been a general trend in national policy towards encouraging more 'outward-facing' and 'holistic' approaches, although this does not follow a neat chronological path. The conclusion of this report will suggest that the interventions in housing and physical environment by NDC partnerships have tended to follow this pattern during the past 10 years, although this emphasis has in turn raised questions about programme delivery, future sustainability and exit strategies.
- 2.3. Developing a distinction originally made by Peter Hall (1997) with reference to policies towards peripheral housing estates in the early 1990s, it is possible to distinguish broadly between:
 - *inward-facing* renewal programmes, concerned with improvements in housing services, dwelling quality and neighbourhood infrastructure and primarily focused on the needs and priorities of *existing residents*, and
 - *outward-facing* renewal programmes, aimed at effecting the transformation of local areas, through enhancing connectivity to more buoyant labour and housing markets nearby, or concerned to provide housing and neighbourhood facilities that would attract *new households* from outside the locality into the area.
- 2.4. Running alongside this shift towards a more outward-facing approach in national policy has been a parallel development of more integrated and 'holistic' approaches to renewal, replacing more targeted investment in infrastructural management and investment. The move towards a more

holistic approach has given greater scope for interventions focused more on connectivity to external markets to develop.

Inward-facing approaches to regeneration

- 2.5. The potential for **localising social housing management and maintenance** to improve service responsiveness for existing residents in deprived estates has been a recurrent theme in area-based programmes over the past thirty years. Local estate-based management for council housing was at the core of the **Priority Estates Project (PEP)** set up in 1979, founded on the premise that neighbourhood-based, sensitive management could 'turn around' difficult-to-let, problematic estates (Power, 1982, 1987). This programme fostered the notion that **localised services, such as estate-based housing offices or caretaking**, could play a critical role in delivering broader-based regeneration. This approach was strongly advocated by Anne Power, who, in a longitudinal study of social housing estates, claimed that, '*intensive localised management was as important in arresting decline as reinvestment.*' (Power and Tunstall, 1995) A review of the lessons learnt from the Estates Challenge Renewal Fund programme¹¹ also observed that an '*intensive 'on-the-spot' style of housing management*' could prove highly effective in improving the quality of residents' lives by securing reductions in crime and anti-social behavior (Pawson et al., 2005, p.43). However, this evaluation pointed to the concerns of many housing associations about the longer-term viability of this intensive housing management approach. Many officers expressed doubts about being able to afford such an investment once additional funding was wound down (Pawson, 2005 p.63).
- 2.6. This generally positive assessment of local housing management has been qualified, however, by other studies suggesting that the active management of estates is essential to arrest or prevent decline, but that this does not necessarily require a local presence. A DETR review concluded: '*the critical issues seems to be not local management per se, but rather management that is responsive, of high quality and sensitive to local influence in key decision making.*' (DETR, 2000, p.38). In other words, what matters is the standard of service, not its location. There are clearly limitations on what localising housing management can achieve. It can be an important element in a portfolio of measures to improve a neighbourhood, but it may struggle to make much impact in areas suffering serious decline or those suffering from local housing market failure. An evaluation of PEP thus concluded that its housing management-led approach had been largely successful, but it was not enough on its own to combat the multiple problems of disadvantaged estates (Glennerster and Turner, 1993).
- 2.7. While measures to improve management of social (and especially local authority) housing sector dominated earlier regeneration programmes, more recently growing concerns have been expressed about poor standards

¹¹ The Estate Renewal Challenge Fund was set up by the then Conservative Government in 1995 to effect the transfer of poor quality local authority housing to registered social landlords in selected areas. The programme was ended in 1998.

of management and maintenance in parts of the private rented sector in deprived areas. These concerns have also been reflected in the recent introduction of government legislation on landlord accreditation and licensing. Clearly the role of public agencies is more circumscribed in this tenure and a balance needs to be struck between offering positive incentives for good practice by landlords and introducing negative sanctions where standards are poor (CLG, 2005). Nevertheless, some progress can still be made.

- 2.8. An evaluation of interventions by NDC partnerships in the private rented sector, for example, revealed several examples of good practice, such as Hartlepool NDC partnership's Tenancy Support Service, offering advice and practical support to both tenants and landlords within the private sector (CLG, 2005). In Newcastle, the New Deal Private Rented Project was established to work directly with private landlords and tenants to improve management standards, maintain tenancies and address issues such as high voids, disrepair, anti-social behaviour (ASB) and crime. Local evidence suggests these changes may have helped achieve a range of outcomes: levels of crime and ASB have apparently reduced; voids have fallen; and house prices have risen above regional trends. The project has now been extended across the city.
- 2.9. The emphasis on **improving dwelling quality** in area regeneration – a further example of the 'inward-facing' approach – initially developed through General Improvement Areas and Housing Action Areas in the 1970s, focused on refurbishing *private sector* housing in poor condition to give it an additional thirty years life. This formed part of the general shift away from demolition and redevelopment towards improvement as a response to poor dwelling quality, although the respective merits of clearance and refurbishment have since emerged again as a subject of policy debate. In the 1980s, attention moved on to the quality of the *public sector* stock, following years of relative underinvestment in maintenance and, in some instances, poor design. The Estate Action programme was introduced to focus on renovation, with a small element of environmental improvement, demolition and new build, as the principal means of regenerating social housing estates. Evidence has suggested that investment in housing stock was generally successful in bringing visible physical improvements to estates and areas (Cole and Reeve, 2001, p.39), and in bringing empty properties back into use (DoE, 1996; DoE, 1997). The findings from two evaluations of Urban Development Corporations¹² in the 1990s also suggested that they contributed positively to the provision of new and improved housing (DETR, 1998a; DETR, 1998b).
- 2.10. More recently, this emphasis on improving dwelling quality has been pursued through the government's 'Decent Homes' programme, introduced in 2001. As a result, over one million properties have received additional investment to bring them up to the government's 'decency' standard, aimed at providing

¹² Urban Development Corporations were established under the 1980 Local Government, Planning and Land Act to: bring land and buildings into effective use; encourage the development of existing and new industry and commerce; create an attractive environment; and ensure that housing and social facilities are available to encourage people to live and work in the area. They were wound up in the mid 1990s.

homes that are warm and weatherproof with reasonably modern facilities. It is currently estimated that 95 per cent of all non-decent homes in the social sector will have been improved by 2010. The Decent Homes programme covers the social housing stock in England, but is also aimed at reducing the proportion of vulnerable households living in non-decent housing in the private sector, though progress has been more difficult here, partly because of the less direct forms of intervention open to local authorities to improve conditions in the sector.

- 2.11. Given the relatively high proportion of social housing tenants in NDC areas, especially in London, the Decent Homes programme has had a major impact on the condition of the dwelling stock in these communities, outside the impact of the NDC Programme. While some local authorities have invested in their Decent Homes programme from their own resources, many sought to qualify for additional investment by setting up arms-length management organizations, transferring their stock to a housing association or successfully applying for funding through the Private Finance Initiative. Over 170 local authorities have now transferred their stock, and a further 70 have set up arms-length management organisations. Many of the remaining councils with 'retained' stock had undertaken a ballot for transfer but did not receive tenant support for it. Altogether, the extent of such proposed or actual transfers has affected the housing programmes of several NDC partnerships. In a few cases, caused major delays or revisions to the implementation of the original delivery plan.
- 2.12. Of course, housing investment can play a key role in reviving deprived areas, with Fordham's study (DETR, 2000a) providing some useful examples of where interventions have helped to reduce the number of empty properties and reduce household turnover. Nonetheless, the overall lesson is captured in the comment that *'Physical improvements by themselves will rarely lead to sustainable regeneration of disadvantaged estates'* (DETR, 2000a, p.5; see also Cole, et al., 2005, p.36). In the late 1980s and early 1990s, for example, programmes such as Estate Action had relatively limited impact on tackling issues such as poverty and social deprivation (Crook, et al., 1996; Central Research Unit, 1996) and poor estate image (Dean and Hastings, 2000). The evaluation of six Estate Action Schemes found that schemes did not meet their wider social and economic objectives of reducing crime and stimulating enterprise. In particular, problems in reducing levels of vandalism and graffiti affected the perceived success of physical improvements (DoE, 1996, p.48). Concerns were raised that, because 'improved' estates often continued to have a poor reputation, the level of external demand would not increase.
- 2.13. The growing acknowledgment of this outcome led to a critical strategic shift away from an emphasis on targeted housing investment as the primary tool for renewal towards a more comprehensive approach to neighbourhood transformation. In the early 1990s, City Challenge, for example, adopted a more comprehensive and integrated (or 'housing plus') approach, with strong linkages often being made with crime prevention projects, community initiatives, environmental improvements and employment and training projects (DETR, 2000b, p.80).

The development of a more holistic approach to housing and the physical environment

- 2.14. Whilst it has now become axiomatic in urban policy that a **holistic approach to housing and neighbourhood renewal** is required, firm evidence on the positive impact of previous programmes is mixed (ODPM, 2000, p.2; Cole and Reeve, 2001, p.4). There are successful examples. The Bradford City Challenge¹³ scheme, for example, was identified as *'visionary'* in the final evaluation because of the way it dealt comprehensively with the problems of the area through projects covering crime prevention, training, community development and employment creation (DETR, 2000b, p.78).
- 2.15. However, the evidence also indicates that a genuinely comprehensive approach is often difficult to implement in practice. In the case of City Challenge, the main evaluation noted that *'the linkages established [between projects] in some instances were not as strong as they should have been and there were concerns about whether the improvements that had been achieved would last'* (DETR, 2000b, p.80). A DETR review also noted the importance of striking a balance between thematic priorities, as an over-emphasis on housing improvements could lead to a neglect of 'quality of life' issues or the need to promote positive images of the neighbourhood (DETR, 2000a, p.25). Equally, an emphasis on environmental improvements could provoke resentment from tenants if they felt that the condition of their homes was being overlooked. Overall, these findings revealed the difficulties in putting an appropriately balanced, holistic approach in place, while maintaining community engagement throughout.
- 2.16. One initiative that adopted the more holistic approach from the outset (and also benefited from lifetime budgeting, like the NDC Programme) was the revised Housing Action Trust (HAT) programme. While the government's initial pilot scheme was abandoned in 1991, a revised approach led to six major schemes being launched between 1992 and 1995 and the funding for this programme continued through to 2005. The HATs, modelled on UDCs, had the objective of improving the physical condition of housing stock whilst also reviving the economical, social and environmental situation of the target areas. Considerable emphasis was placed on achieving longer term sustainability and promoting an integrated approach to renewal: but housing remained in the lead. HATs were also given significant resources and considerable operational flexibility. Trusts therefore prefigured an integrated approach, as well as an emphasis on sustainable interventions, that were both later embodied in the NDC Programme (DETR, 2000, p.20).
- 2.17. Housing Action Trusts received considerable capital and revenue funding for the physical remodeling of their areas and for intensive housing management programmes aimed to support residents through the transitional phases of regeneration. Some of the more ambitious programmes raised concerns about the potential for planning blight, if implementation was delayed,

¹³ City Challenge was set up in 1991 as a five year programme involving over thirty local authorities, designed to promote a partnership approach, encourage private sector and community involvement, and based on a strategic and targeted approach to regeneration.

and for disruption caused by demolition and extensive neighbourhood remodeling. The evaluation of the Liverpool HAT, however, showed that disruption could be minimised if the rehousing process were handled '*sensitively*' by providing on-going advice, information and support (Cole, et al., 2005, p.74). Eventually, most residents of Liverpool HAT took the view that the benefits of long-term redevelopment outweighed the more immediate, visible costs of re-building and moving.

- 2.18. Some HATs also generated positive employment outcomes for local residents recruited to work on projects. The Castle Vale Housing Action Trust, for example, systematically recruited local people, and in consequence about one third of its 120 staff lived in the area. The HAT programme showed that wider social and economic benefits could accrue from housing-focused regeneration programmes, by virtue of capital spending and recruitment practices. Nevertheless, sustaining the positive impact of such programmes has always been a challenge.
- 2.19. Because housing is a long term asset, capital investment has often been seen as a necessary but not sufficient condition for achieving wider **neighbourhood sustainability**. As one evaluation has noted, '*the real test is not so much whether there have been positive impacts in the short-term, but whether such effects prove sustainable over 20–30 years*' (Pawson, et al., 2005, p.61). Major resources are required to effect major transformation of the housing stock: £55m in the case of Liverpool HAT. As a result, the need to maintain any improvements draws attention to the importance of continuing 'mainstream' support long after the time-limited initiative has ended (DETR, 2000a, p.7). This commitment can be difficult to obtain, as partner organisations will sometimes drift away as programme funding dries up (DETR, 2000a, p.44).
- 2.20. It is therefore widely accepted that the more holistic approach to tackling area-based disadvantage requires robust **partnerships between key agencies**. A DETR review of good practice concluded that: '*multiple deprivation requires multiple solutions which cannot be delivered through a single body: multi-agency long-term commitment is a precondition for sustainability*' (DETR, 2000a, p.5). This form of multi-agency partnership can be critical for the success of housing projects, as broad-based regeneration programmes rarely have the funding or the internal expertise to implement major housing renewal initiatives on their own. These alliances have been crucial, for example, in enabling NDC partnerships to leverage in funding and draw on expertise of other agencies for ambitious, capital-intensive housing projects that they would be unable to deliver themselves (CLG, 2005, p.15). Whilst partnership has clear benefits, it can create logjams. One potential drawback is that it can lead to delays in agreeing and implementing complex housing projects such as remodelling or stock transfer. This delay can in turn create frustration among residents at the perceived lack of progress after plans have been announced and opened up for consultation (CLG, 2005, p.16).

- 2.21. It is more open to debate whether **ongoing resident involvement**, which is often focused on concerns over local housing issues, is essential in securing the longer term sustainability of projects. The final evaluation of City Challenge claimed, for example, that involvement needed to continue beyond the lifetime of the programme, as benefits would only be sustained if there was clear 'ownership' by residents (DETR, 2000b). A different view was expressed, however, in a review of good practice on housing estates, which asserted that tenant involvement in the design and implementation of housing programmes was *'critical in producing programmes that last'*, but did not necessarily have to continue beyond the programme to sustain outcomes (DETR, 2000a, p.21). This suggests that the stage in the programme where involvement is maximised can be more critical than its overall longevity. Overall, the balance of evidence suggests that the holistic approach can reduce artificial compartmentalism of neighbourhood problems and that housing and neighbourhood investment can generate wider social and economic benefits. However, sustaining the broad-based approach to renewal – whether with partners or residents – is rarely easy or straightforward.

Outward-facing approaches to regeneration

- 2.22. Outward-facing approaches can take two basic forms: first, changing the dominant social and economic profile of residents in a neighbourhood through new housing development, altering the tenure mix or reviewing priorities in local housing allocations practices; second, changing the balance of opportunities for residents by enhancing connectivities to wider labour and housing markets.
- 2.23. The case for **localising housing allocations** in regeneration programmes originally stemmed from an analysis of the failings of local authority needs-based allocations systems, which tended to produce concentrations of homeless households and deprived households on less popular estates, compounding processes of social exclusion and neighbourhood decline (Brown, et al., 2000). The systems were criticised for their complexity, lack of flexibility and insensitivity to local market pressures (DETR, 1999a). It became widely accepted that allocations policies played a key role in determining the social and economic composition of households on an estate, and therefore potentially undermined other policy objectives such as achieving more socially mixed communities (DETR, 1999b).
- 2.24. In this manner, the case for 'local lettings' became linked to the potential applicability of the system of 'estate profiling' developed in France, in which targets are applied to neighbourhoods for different types of households, in order to produce more mixed outcomes in allocations (Cole, et al., 2001). In the event, the take-up of local lettings as a component of neighbourhood regeneration has been eclipsed by the widespread adoption of choice-based lettings systems, which operate on a landlord- or district-wide rather than neighbourhood basis. The development has been fuelled by government endorsement and the generally positive evaluations of the pilot programme

(ODPM, 2004; Pawson, et al., 2006). However, the 'consumerist' emphasis of this approach does not sit well with attempts to produce managed outcomes from the allocations process so that more socially or economically diverse populations emerge.

- 2.25. Policies to **promote social mix** have received considerable policy attention in regeneration programmes over the past twenty years, especially in terms of their potential effectiveness in breaking up apparent concentrations of social and economic deprivation in social housing estates. This is often framed in terms of 'diluting' the proportion of social housing at the neighbourhood level through attracting a higher proportion of owner-occupiers, whether through policies such as 'right to buy' or through new housing developments, usually at the more 'affordable' end of the private market.
- 2.26. The most recent manifestation of this approach has the Mixed Communities Initiative (MCI) launched by CLG in January 2005, as a new and more comprehensive approach to tackling area disadvantage, bringing together housing and neighbourhood renewal strategies to reduce concentrations of deprivation, stimulate economic development and improve public services. MCI aims to go 'further and faster' than previous regeneration schemes, by altering population and housing mix as well as making physical, environmental and service improvements. A broad social mix is therefore seen as valuable in itself in creating neighbourhood sustainability and beneficial area effects. Twelve demonstration projects (DPs) have been set up, where the core elements of the mixed communities approach were already in evidence.
- 2.27. The preliminary evaluation of the programme (CLG, 2009) suggested that DPs and local stakeholders could benefit from articulating more clearly how mixed communities will improve life chances for residents or reduce long term service costs. More consideration needed to be given to developing accountable governance arrangements in some cases, alongside robust arrangements for community engagement, including investment in community capacity building. Indeed, the NDC approach is taken as an exemplar for the other DPs. Overall, despite its policy prominence, the evidence base on the effects of tenure mix is rather thin and a recent study suggested that the assumed neighbourhood benefits of 'diluting' social housing may be considerably less than 'dispersing' the location of new social housing into predominantly private sector housing markets (Kearns and Mason, 2007).
- 2.28. **Achieving greater connectivity** has been a characteristic of labour market and welfare policy over the years, in order to encourage those on the margins to enter the 'mainstream' labour market through a constantly changing array of inducements, conditions or sanctions. Housing policy measures, by contrast, have tended to be more self-contained, whether bounded by neighbourhood, tenure or household composition. They have usually focused on one part of the housing system (homelessness, housing benefit, stock transfer) and have been less concerned with issues of connectivity, spill-over or displacement. The growing differences in regional

and sub-regional housing market performance in the 1980s and 90s, meant that the interaction of housing supply and housing demand at sub-regional level could no longer be ignored. The final evaluation of the City Challenge programme, for example, showed that investment in social housing in the Newcastle City Challenge area did not increase levels of demand (DETR, 2000b, p.80). In one extreme case, an area of social housing in Blackburn was refurbished at a cost of £3m through the Estate Action scheme, only for it to be shuttered up and abandoned less than three years later.

- 2.29. The recognition of the inexorable influence of wider housing market dynamics on local neighbourhood outcomes set in train a process of research, analysis and political pressure that culminated in the launch of Housing Market Renewal Pathfinder (HMRP) programme in 2003 (Cole and Nevin, 2004). The HMRP has been a high profile, controversial and relatively well resourced area-based programme. Its central objective is to develop a suite of interventions at a cross-district or sub-regional level that will produce a housing market that is 'fit for purpose' to meet the aspirations of an assumed target population 10 or 15 years hence. As a regeneration programme, HMR shares the long timeframe of the NDC Programme. HMR is a more explicitly strategic intervention, seeking to develop the connectivity of weaker housing markets to areas of economic growth and to attract new residents into the areas undergoing transformation through a process that might best be described as 'managed gentrification'.
- 2.30. While it is acknowledged in the objectives of the HMR programme that the causes of housing market weakness may relate to non-housing factors (such as poor schools, weak labour markets, or poor transport connections) the fund to support the initiative has been solely concerned with infrastructural and housing projects (site acquisition, clearance, new development, refurbishment and so on). HMR is therefore narrower than NDC in its policy reach, but broader in terms of its territorial coverage. Between 2002 and 2008 some 40,000 homes were refurbished, compared with 10,000 dwellings that had been demolished. (Housing Market Renewal Pathfinders, 2007). As the HMR programme has moved from strategy formulation to delivery, evidence of its impact has become more tangible. In 2007–08 alone, 7,000 new properties were constructed: a similar figure to the previous three years put together (Audit Commission, 2009). Direct private sector investment stimulated by the Pathfinders increased by over 40 per cent between 2006–07 and 2007–08, amounting to £410m by 2007–08.
- 2.31. The HMR programme has been subject to close scrutiny and appraisal. On balance, the evidence suggests that Pathfinders have generally achieved their output targets, maintained their planned levels of activity and built up the trust and confidence of the communities as the programme has matured. The overall emphasis of the Audit Commission's appraisal of the HMR programme in 2006, for example, was up-beat, with a recognition also of the potential 'demonstration effect' Pathfinders might begin to exert in some key policy areas, noting '*improved strategic alignment of policies at a sub-regional level and more thoughtful community engagement emerging*

as areas where others could learn from pathfinder experience.' (Audit Commission, 2006, para 7).

- 2.32. In its own review of the HMR programme in 2007, the National Audit Office (NAO, 2007) considered it was still too early to judge the overall impact of the programme, but it noted that Pathfinders had helped to provide 'capacity and focus' to understanding housing markets, while working with local authorities and sending messages about the need for a co-ordinated approach to new development at sub-regional level. The NAO found that on the whole the housing markets in local authorities chosen for pathfinder intervention were performing slightly better than those in local authorities without pathfinders. The follow-on Public Accounts Committee (PAC) report argued for continued funding of the HMR programme so that redevelopment could continue on cleared sites. It acknowledged the problem of attribution – how far housing market 'improvements' were due specifically to pathfinder interventions rather than broader economic factors – but reinforced the need for holistic intervention in areas of housing market weakness.
- 2.33. The record from this series of independent assessments has been positive overall, and the HMR programme has also helped to develop an understanding of 'place shaping' and pioneered engagement with the private sector as a central component of delivery (Audit Commission, 2009). The web-based guide by the Audit Commission (2008) also provides a host of examples of good practice by individual HMR Pathfinders. Nine NDC partnerships are in HMR areas and, while the different styles and priorities of the two programmes created some difficulties in the early stages (Cole, et al., 2003) there has been growing evidence of policy alignment and agency collaboration subsequently.

Lessons and implications

- 2.34. On balance, the evidence suggests that the housing and physical environment component of regeneration programmes can make a difference to conditions in deprived areas. Reductions in voids, increases in house prices and lower rates of recorded crime have all been attributed to housing renewal initiatives. The overall conclusion is reasonably consistent from one programme to the next. A 'one note' approach to incorporating housing interventions in renewal schemes whether investment-led or management-oriented, is unlikely to have as significant and sustainable an impact as a co-ordinated array of strategies covering a wider range of local issues and problems. However, any measure of 'success' in producing improved outcome through housing and neighbourhood investment needs to be carefully contextualised. 'Lessons' from previous programmes are not the same as 'solutions' to long-standing housing and neighbourhood problems. It is also important to note potential tensions between interventions that benefit the *existing* residents – the essence of the inward-facing approach – and those that will render the neighbourhood a more attractive location for *potential* residents – a dominant strand in many 'outward-facing' measures.

- 2.35. A second key point is the impact of self-contained, 'bounded' neighbourhood interventions of any kind will inevitably be constrained by the dynamics of the wider housing market. Measures to increase the popularity of a neighbourhood, for example, will struggle if they are swimming against the tide of falling demand and disinvestment in the local housing market. Conversely, adopting measures such as choice-based lettings may come to have a hollow ring for applicants if introduced in a very tight market where turnover is extremely low and all housing options restricted as a result. There is also recent evidence to suggest that the current economic downturn is also starting to have an effect: for example, the delays to the completion of major new private developments in the North Huyton estate in Knowsley, which has formed part of the overall NDC strategy to enhance social mix. It also makes the longer term sustainability of some of these programmes inherently uncertain, given the intrinsic volatility of the British housing market.
- 2.36. Third, the problems of attribution that attend any evaluation of the impact of regeneration measures are intensified by the adoption of a more holistic approach, especially in terms of the extent to which an intervention that is ostensibly in one policy domain (Building Schools for the Future, for example) can have an impact on an indicator in another (local property prices). The evidence later in this report (especially chapter 4) reveals some of these complexities in attempting to account for change in comprehensive area-based initiatives of this kind.
- 2.37. Nevertheless, it is possible to distil a series of key messages for policy and practice from this overview:
- **housing investment** initiatives have an important role to play in improving the infrastructure of housing estates but a 'bricks and mortar' approach is, in isolation, unlikely to contribute to the wider social and economic regeneration of deprived areas
 - **demolition** can prove a distressing experience and the process needs intensive management and community support to minimise disruption
 - effective **housing management** can improve both service standards and the quality of life of residents, although there is an unresolved debate about whether it needs to be provided on-site
 - **involving residents** is costly, time-consuming and may generate conflict but it is widely regarded as essential in securing commitment to housing improvement programmes
 - **sustaining outcomes** once programme funding ends depends on developing an effective exit strategy that secures commitment and funding from mainstream providers; the case for engaging residents throughout to ensure the long-term viability of projects is less clear-cut
 - a **holistic approach** based on multi-agency partnerships committed to achieving shared objectives is a crucial component of effective housing renewal programmes; implementing such an approach can prove difficult, not least in aligning timescales and ensuring all partners remain equally committed throughout the process.

3. Housing and the physical environment: NDC spending and outcomes

Introduction

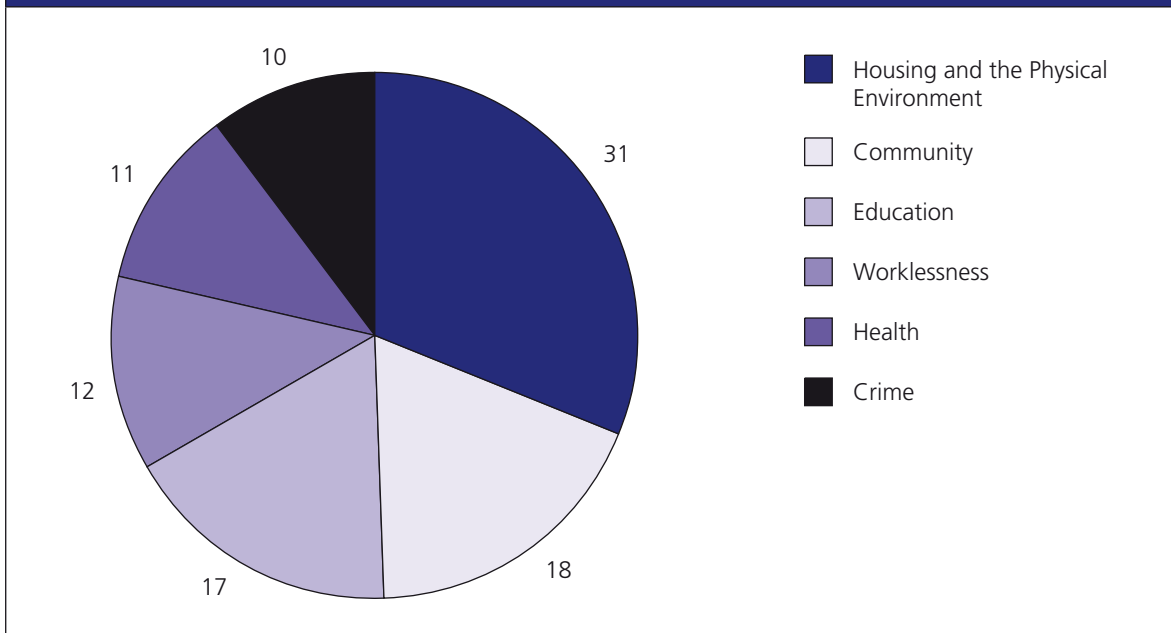
- 3.1. This chapter profiles spending and outcomes associated with housing and the physical environment across the New Deal for Communities (NDC) Programme. The analysis is primarily based on household survey data from 2002 to 2008 across all partnerships (see 1.9). In addition, two other data sources are used. The NDC Programme-wide System K database provides data in relation to spend and projects each partnership has funded. At the time of writing the data still need to be finally validated and so should be treated with some caution. Administrative data on property price change in this period are also considered.

NDC spending, projects and outputs in the housing and the physical environment domain

Proportion of spend on housing and the physical environment

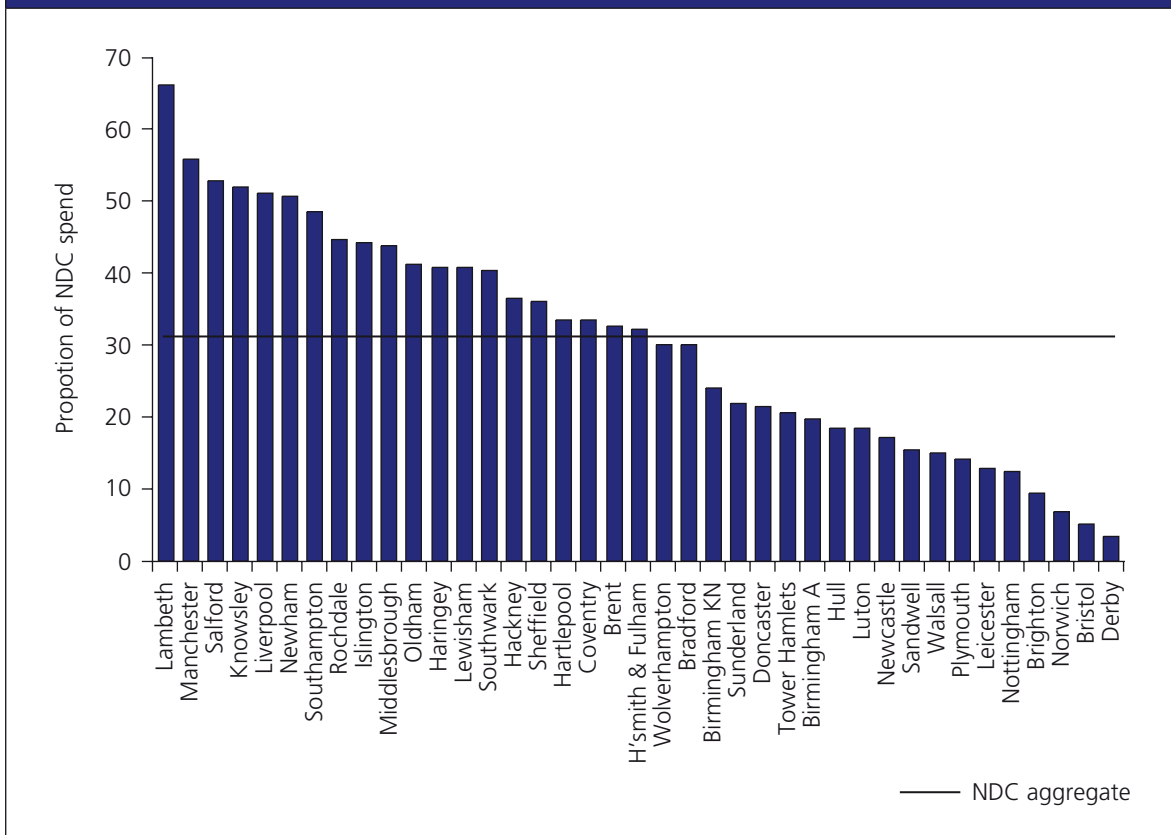
- 3.2. Up to March 2008, NDC Programme spend on housing and the physical environment amounted to just over £427.3m, which is equivalent to £1,108 per NDC resident. Proportionally, 31 per cent of, NDC spend (Figure 3.1) (excluding management and administration) was on housing and the physical environment. This is a higher level of spend than on any of the other five themes, and is indeed only slightly less than spend on worklessness, crime and health combined.
- 3.3. The 39 partnerships have assigned varying proportions of their total NDC spend on housing and the physical environment (Figure 3.2). This can partly be explained by the degree to which housing and the physical environment issues were identified as a major local problem initially, changing needs and priorities as the programme has unfolded, and the characteristics of the legacy planned by each NDC partnership. Lambeth has assigned the highest proportion, roughly two thirds, of its expenditure on this domain (amounting to £27,600,275). Sixty-seven per cent of the amount that Lambeth NDC had spent on housing and the physical environment was on land or asset acquisition, demolitions and/or stock transfer. More than half of all expenditure was devoted to housing and the physical environment activity in a further five NDC partnerships.

Figure 3.1: NDC spend by theme; 1999–00 to 2007–08



Source: CEA, System K

Figure 3.2: NDC housing and the physical environment spend by partnership; 1999–00 to 2007–08



Source: CEA, System K

3.4. Derby has spent the lowest proportion on housing and the physical environment (4 per cent or £1,133,007); it has devoted a larger share of its

expenditure to health (36 per cent) and education (24 per cent). According to the NDC core indicators, Derby was in a relatively more deprived position initially on these two themes than the other 38 partnerships. System K data reveal that the 10 London NDC partnerships tended to dedicate above average proportions of expenditure to housing and the physical environment, and only one, Tower Hamlets, spent a lower proportion on the theme than the overall NDC Programme average. This is likely to be due to the higher salience of housing problems in London, higher housing costs generally and the greater proportion of social housing on average in London NDC partnerships than elsewhere.

Pattern of housing and the physical environment spend

- 3.5. NDC partnerships have undertaken projects under 49 project types, of which the five most commonly cited are (Table 3.1):
- reports, research, studies or professional fees (36 NDC partnerships)
 - environment improvements, infrastructure buildings and landscaping (35 NDC partnerships)
 - new, improved use or access to community facility (33 NDC partnerships)
 - homes built or improved and property maintenance (30 NDC partnerships)
 - housing or environmental posts (28 NDC partnerships).
- 3.6. NDC areas with the highest level of spend on housing and the physical environment tend to have undertaken significant acquisitions of land or other assets, undertaken demolitions, transferred housing stock, invested in neighbourhood infrastructure, undertaken new build or renovation programmes, or property maintenance projects.

Table 3.1: Category of housing and the physical environment spend; 1999–00 to 2007–08

Category	Spend (£)	Per cent of total NDC HOUSING AND THE PHYSICAL ENVIRONMENT spend
Land/Asset acquisition/dems/stock transfer	100,466,010	24
Env Improvements/infra/buildings/landscaping	87,550,350	20
Homes built/improved/maintenance	86,746,074	20
Reports/research/studies/professional fees	36,528,074	9
New/improved use/access to community facility	33,869,935	8

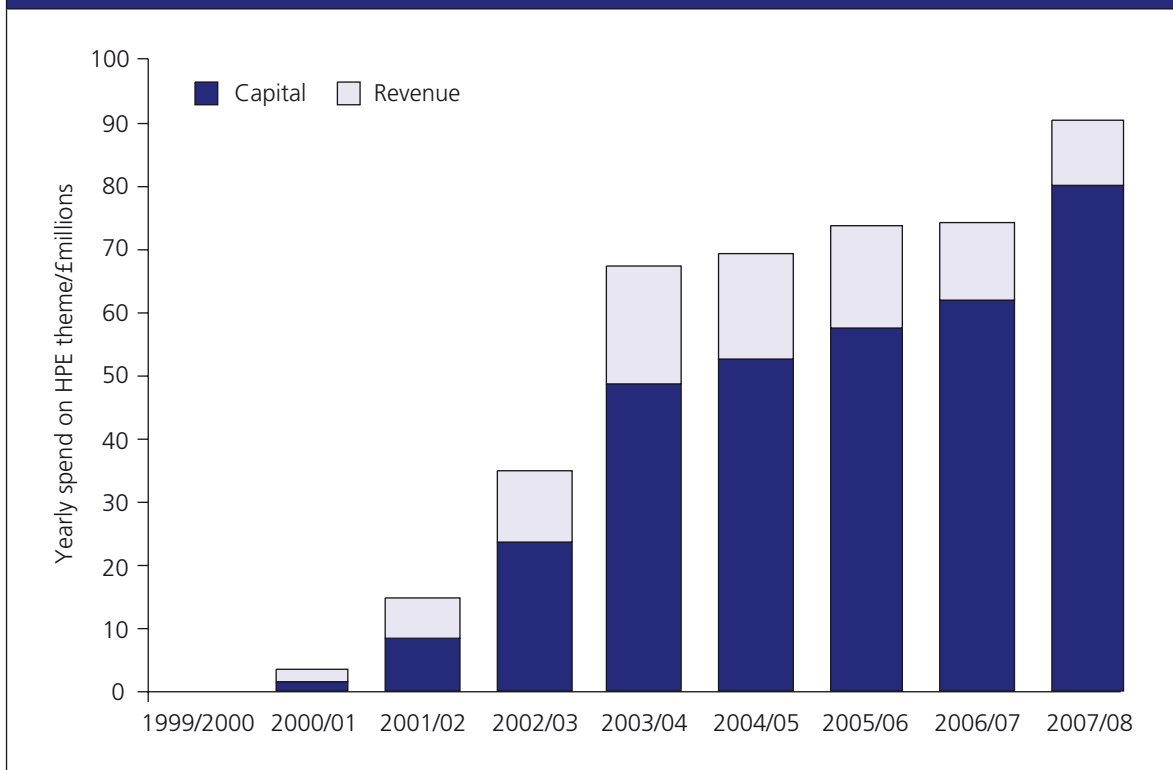
Source: CEA, System K

- 3.7. Given the relatively high level of expenditure associated with many housing schemes, the extent to which complementary funding can be 'levered in' to support these measures is crucial. Other sources of funding include resources from local authorities, housing associations, private investors and developers.

It should be noted that leverage is often extremely difficult to assess, and to attribute appropriately. Notwithstanding these caveats, System K information indicates that NDC partnerships had levered in just under £298m from other sources. This includes the £104.5m for the extensive redevelopment of East Manchester attributed to the NDC partnership. This was equivalent to £0.70 for every pound of NDC money (or £0.48 per £1 of NDC spend if Manchester is excluded). The comparative levered in rates for the programme as a whole and for the other five themes are: worklessness £0.88 per £1 of NDC spend; health £0.49 per £1 of NDC spend; crime £0.47 per £1 of NDC spend; education £0.43 per £1 of NDC spend; community £0.19 per £1 of NDC spend; and overall across the six themes £0.54 per £1 of NDC spend. Eight NDC partnerships claimed to have levered¹⁴ in more money than they have spent themselves on housing and the physical environment activity.

- 3.8. Figure 3.3 shows the Programme-wide profile of housing and the physical environment spend in each year from 1999–00 to 2007–08. The value of spend has increased each financial year. Only 12 per cent of the total expenditure in this period was spent in the first four years of the Programme (up to end 2002–03). This lag probably reflects the longer lead-in time required for major projects, extensive consultation processes that may be required and, in some cases, delays caused by uncertainty in determining future options for the local authority housing stock. Between 2002–03 and 2003–04 the scale of housing and the physical environment expenditure virtually doubled from £34.7m to £67.1m. Spend then increased more gradually to £74.2m in 2006–07, before increasing by £15.9m in 2007–08 to an overall total of £90.1m.
- 3.9. Figure 3.3 also shows that since 2001–02 housing and the physical environment capital expenditure has been greater than revenue expenditure. Capital expenditure has increased from 17 per cent of total expenditure in 1999–00 to 89 per cent by 2007–08.

¹⁴ Here leverage refers to the amount of funding secured from other public, private and voluntary sector sources to complement NDC expenditure.

Figure 3.3: Profile of NDC housing and the physical environment spend through time; 1999–00 to 2007–08

Source: CEA, System K

Housing and the physical environment outputs

3.10. Work undertaken by the National Evaluation team using project level data has been used to establish outputs arising from NDC housing and the physical environment activities. In addition an assessment of 'bottom-up' project level additionality has been produced, together with an indication as to whether these activities had displaced similar regeneration schemes funded from other sources. Project level additionality is the extent to which the project would not have gone ahead unless there had been support from the NDC Programme. Table 3.2 shows total and net additional housing and the physical environment outputs:

- 31,057 homes have been improved or built, and just under 19,800 of these were estimated to be 'additional' that is they would not have been improved/built in the absence of the NDC Programme
- 170 waste management recycling schemes have been implemented, and 133 of these are estimated as being 'additional'
- 126 buildings have been improved and brought back into use; 96 are estimated as 'additional'.

Table 3.2: Housing and the physical environment – project outputs for the NDC Programme and estimates of net additional outputs, 1999–00 to 2007–08

Activity categories and output codes	Total outputs		Total net additional outputs	
	Outputs	Outputs per 1,000 population	Outputs	Outputs per 1,000 population
Housing and physical environment outputs				
No. homes improved or built	31,057	83	19,783	53
No. waste management – recycling schemes	170	0.5	133	0.4
No. buildings improved & brought back into use	126	0.3	96	0.3
No. traffic calming schemes	28	0.1	18	0
Km of roads improved	23	0.1	14	0.04
Has. land improved/reclaimed for com./res. development	8	0	7	0

Source: Cambridge Economic Associates analysis of validated System K data for five case studies, grossed up to expenditure for the 39 NDCs and translated to net additional outputs

Change in housing and the physical environment outcomes during the NDC Programme

3.11. In order to assess relative change in NDC areas, responses from the Household Survey and also data on property prices have been set against comparator and national equivalents wherever possible. The results are grouped into:

- *accommodation-related factors*: satisfaction with accommodation, satisfaction with repair of accommodation, wanting to move, reason for wanting to move and feeling trapped
- *area-related factors*: satisfaction with area, area improved in the past two years, NDC improved the area, problems with environment index
- *a measure of housing and the physical environment performance by NDC partnerships*
- *property price trends*.

(i) Accommodation-related factors**Table 3.3: Perceptions of accommodation: NDC and comparator summary – 2008 and change 2002 to 2008**

	NDC		Comparator		National	
	Per cent 2008	Percentage point change 2002 to 2008	Per cent 2008	Percentage point change 2002 to 2008	Per cent 2008	Percentage point change 2002 to 2008
Accommodation						
Satisfied with accommodation (a)	84	2	89	2	91	-1
Satisfied with repair of home (b)	72	3	81	4	80	-3
Want to move (c)	39	0	31	-1	26	-3
'Trapped'	14	0	12	1		

Source: Ipsos MORI NDC & Comparator Household Surveys 2002, 2008

National source: (a) Survey of English Housing 2002–03, 2006–07; (b) Ipsos MORI Social Issues Omnibus 2006; Ipsos MORI Public Affairs Monitor 2008; (c) MORI Omnibus 2002; Ipsos MORI Public Affairs Monitor 2008

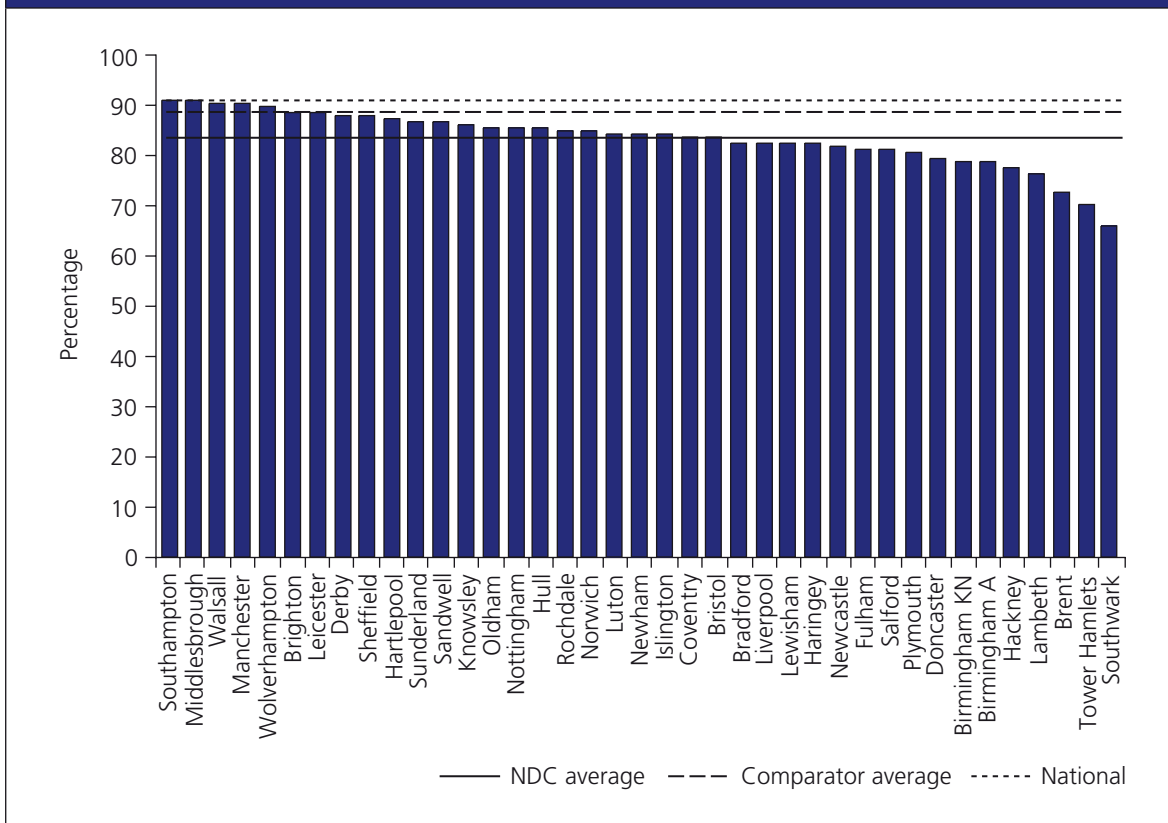
Base: All

Satisfaction with accommodation

- 3.12. The NDC Programme household survey asked respondents the following question 'taking everything into account, how satisfied are you with this accommodation: very satisfied, fairly satisfied, neither satisfied nor dissatisfied, slightly dissatisfied, very dissatisfied or don't know.' Responses to this question are likely to reflect a range of accommodation related factors such as repair, size and location. In 2002, **81 per cent** of NDC residents were either very, or fairly, **satisfied with their accommodation** and this had increased to **84 per cent** by 2008 (Table 3.3). This slightly closed the gap with the national benchmark, which decreased from 92 to 91 per cent. However, the change in NDC areas was very similar to that in comparator areas, where there was also a two percentage point increase. The overall proportion of respondents in the comparator group feeling satisfied with their accommodation remained higher than that in NDC areas, at 89 per cent.
- 3.13. At the individual NDC partnership level, the proportion of residents satisfied with their accommodation in 2008 ranged from 66 per cent in Southwark to 92 per cent in Southampton, just higher than the national average (Figure 3.4). For just over two-thirds of NDCs (27), the figure was within five percentage points of the Programme-wide average. The bottom five NDC areas in terms of satisfaction with accommodation were all located in London, no doubt partly reflecting the distinctive housing market pressures there. Although London NDCs had spent above average amounts on housing and the physical environment, and had the lowest levels of satisfaction, this did not betoken a more general trend: across the 39 NDC partnerships as a

whole, there was not a significant correlation between levels of spend and resident satisfaction with accommodation.

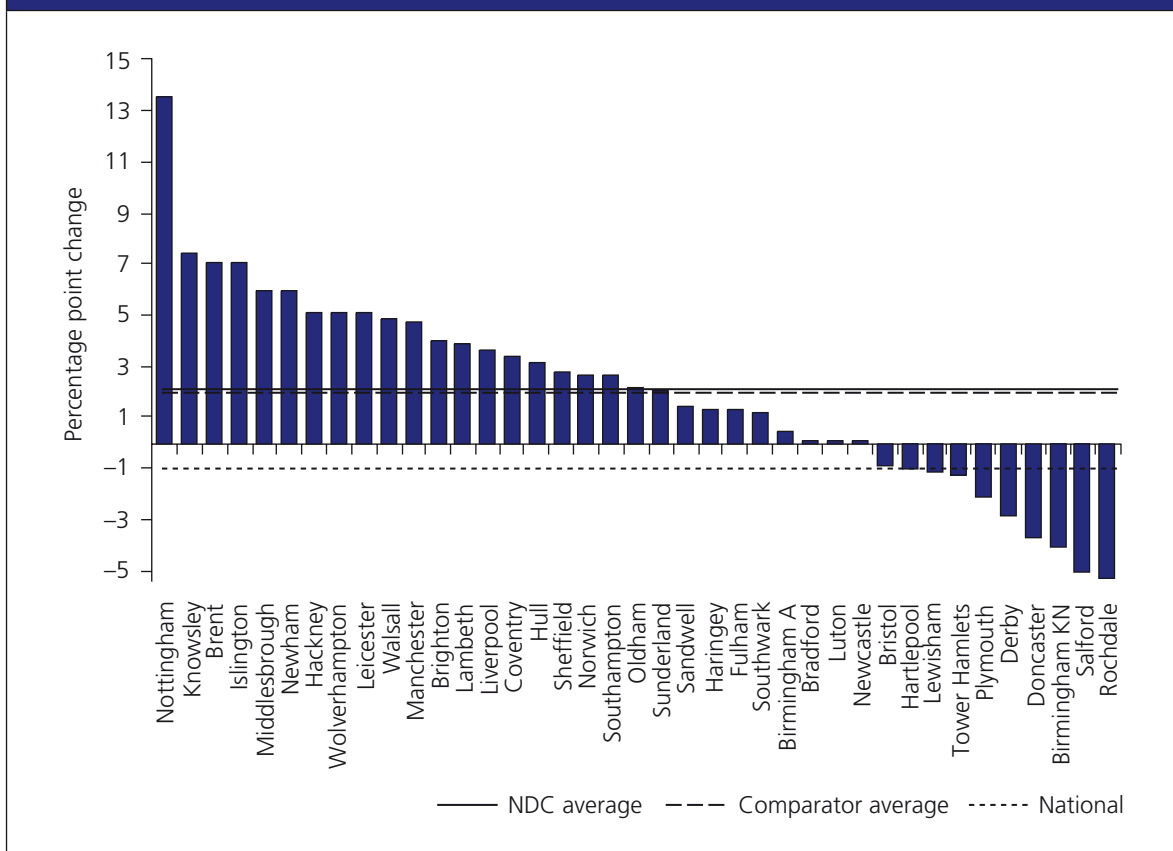
Figure 3.4: Percentage satisfied with accommodation, by NDC area: 2008



Source: Ipsos MORI NDC & Comparator Household Surveys 2008; Survey of English Housing 2006–07
 Base: All

3.14. Between 2002 and 2008, 29 NDC areas saw an improvement in the **proportion of residents satisfied with their accommodation** (Figure 3.5). For 21 partnerships this change was greater than Programme-wide NDC and comparator averages. Nottingham witnessed much the biggest improvement, where the proportion satisfied increased by 14 percentage points: this was double the improvement seen in Knowsley, the second most successful NDC partnership on this indicator. Nottingham NDC area has a high proportion of student lets, but satisfaction levels among students in the area did not differ markedly from those of non-students, so the striking trend for Nottingham does not have a ready explanation. Ten NDC partnerships saw the proportion satisfied fall, with a five percentage point decrease in both Salford and Rochdale, even though both of these NDC partnerships had devoted a higher than average proportion of their resources to housing and the physical environment activity (see Figure 3.2).

Figure 3.5: Percentage point change: satisfaction with accommodation, by NDC area: 2002 to 2008



Source: Ipsos MORI NDC & Comparator Household Surveys 2002, 2008; Survey of English Housing 2002–03, 2006–07

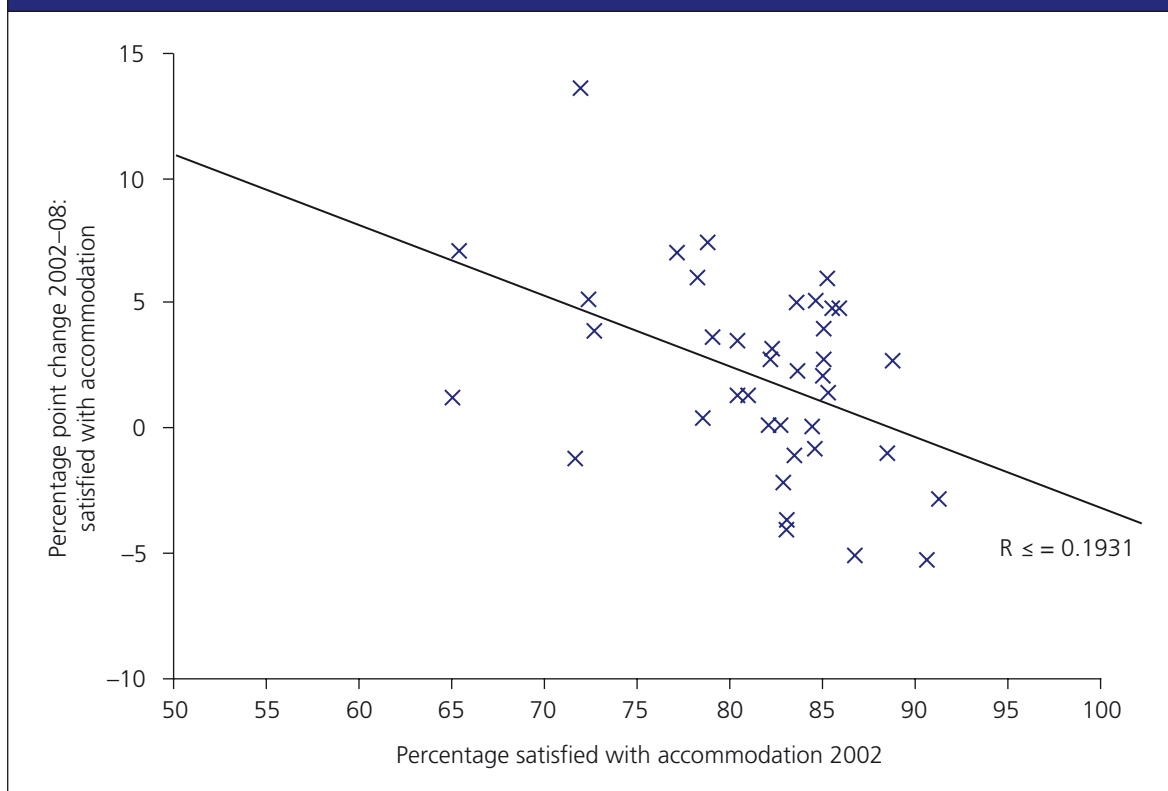
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- 3.15. Figure 3.6 illustrates the relationship between the 'starting position' in each NDC area in terms of the level of resident satisfaction with accommodation and subsequent change from 2002 to 2008. It is important to identify the starting position so that the extent of change while the NDC Programme was under way can be assessed. There was a statistically significant negative correlation (-0.439 , sig. at 0.01 level) between the level of satisfaction in 2002 and the subsequent increase in satisfaction thereafter.¹⁵ NDC areas which started in relatively more deprived positions – had a lower proportion of residents who were satisfied with their accommodation in 2002 – saw on average greater percentage point improvements between 2002 and 2008. This may indicate that NDC areas in relatively worse situations at the start of the programme could have concentrated their efforts accordingly and have produced greater positive change on this indicator. It could also imply that NDC areas in the more disadvantaged positions initially simply had greater 'headroom' to make improvement. However, there was a much stronger, positive, correlation (0.780 , sig. at 0.01 level) between the level of satisfaction in 2002 and the level in 2008. On average the higher the proportion satisfied with their accommodation in 2002, the higher this proportion remained in 2008. In other words, while those NDC areas where

¹⁵ For more information on correlations see section 4.1.

respondents were least satisfied in 2002 improved their situation positively by 2008, they were not likely to 'overtake' those NDC areas where residents had been most satisfied in 2002.

Figure 3.6: Satisfaction with accommodation: 2002 level vs. change 2002 to 2008



Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All

Satisfaction with the state of repair of their home

- 3.16. The proportion of NDC residents feeling very, or fairly, **satisfied with the state of repair of their home** increased from 69 per cent in 2002 to 72 per cent in 2008 (Table 3.3). The national figure fell from 83 to 80 per cent but still remained considerably higher than the NDC area average. There was a 4 percentage point improvement in satisfaction rates in the comparator areas, and the overall level of satisfaction in 2008 was nearly 10 percentage points higher than the NDC area equivalent. This difference may be partially explained by the tenure profiles of NDC and comparator areas: in both NDC and comparator areas, owner occupiers had higher rates of satisfaction with the state of repair of their home than did social sector renters, while comparator areas had a much larger proportion in owner occupation than was the case for NDC areas. However, even *within* tenure categories satisfaction rates were higher in comparator than in NDC areas.

At the individual partnership level the proportion satisfied with the state of repair of their home in 2008 ranged from 45 per cent in Southwark to 86 per cent in Middlesbrough. This was very strongly correlated with the proportion satisfied with their accommodation (0.898, sig. at 0.01 level).

Wanting to move

- 3.17. Another potential indicator of satisfaction with accommodation is whether or not residents want to move from their current property. In reality this indicator is likely to capture factors that run wider than simply feelings towards their accommodation. Data from 2004 below suggests that property-related reasons are given by less than half the people wanting to move. In 2008, 39 per cent of residents in NDC areas **wanted to move from their current home**, the same figure as for 2002 (Table 3.3). In the same period there was a decline in the proportion wanting to move in comparator areas and nationally: the comparator average decreased by 1 percentage point and the national equivalent fell by 3 percentage points.
- 3.18. What might explain this difference, given the high level of spend on housing and the physical environment in many NDC areas? One might speculate that many of the interventions were designed to 'make good a deficit' in the quality of accommodation. This is expressed, for example, in the government's policy aim of 'bringing properties up to the decency standard'. The improvements undertaken by NDC partnerships may have remedied deficiencies, but not necessarily captured the commitment of the household to stay put as a result. Increased investment in housing and neighbourhood infrastructure does not necessarily change the aspiration to move home, which might be due to other factors entirely.
- 3.19. In the 2004 NDC household survey, respondents wanting to move house were asked to identify the main reasons (Table 3.4). There was a fairly even split between area-related reasons (not liking the area, crime levels, physical environment, etc.) and property-related reasons (usually wanting a larger home or garden). In 2004 the evaluation team surveyed a sample of 330 residents who had moved out of NDC areas.¹⁶ Over a third (36 per cent) of this group of former NDC residents cited area-related problems as a reason for moving. This was 13 percentage points higher than any other category of reason given for moving.

Table 3.4: Reasons for wanting to move (2004)

Reasons for wanting to move	Per cent
Area related	46
Property related	41
Personal	21
Other	8
Financial	6
Work related	4
Retirement	1

Source: Ipsos MORI NDC Household Survey 2004

Base: All wanting to move (except those asked why they had changed their minds between 2002 and 2004 from thinking they will not move to thinking they will)

¹⁶ CLG (2007) *The Moving Escalator? Patterns of Residential Mobility in NDC areas*. www.neighbourhood.gov.uk/publications.asp?did=1899

- 3.20. In the period 2002 to 2008, there was no change in the proportion of NDC residents feeling ‘trapped’ in their current accommodation: **wanting to move but not expecting to do so** (Table 3.3). In 2008 14 per cent felt ‘trapped’ in this way, slightly higher than the comparator area figure of 12 per cent.

(ii) Area related factors

- 3.21. It could be argued that the ability of NDC partnerships to affect levels of satisfaction with accommodation is likely to be less than its influence over satisfaction with the area. Many of the factors associated with high housing costs and affordability, for example, are beyond the reach of NDC partnerships to mitigate, and issues such as the limited options for relatively deprived households in tighter housing markets cannot be easily remedied by an area-based initiative (ABI). Most NDC partnerships have undertaken ‘bricks and mortar’ improvements of some kind, and have also acted as a catalyst for other agencies to invest in the areas, but better housing quality is only one influence on overall residential satisfaction with accommodation.

Table 3.5: Perceptions of area: NDC and comparator summary: 2008 and change 2002 to 2008

	NDC		Comparator		National	
	Per cent 2008	Percentage point change 2002 to 2008	Per cent 2008	Percentage point change 2002 to 2008	Per cent 2008	Percentage point change 2002 to 2008
Area						
Satisfied with area (a)	74	13	78	8	85	-1
Area improved in past two years (b) (c)	42	18	28	11	11	0
NDC improved the area (d)	60	27				
Problems with environment, high score	11	-10	9	-7		

Source: Ipsos MORI NDC & Comparator Household Surveys 2002, 2008

National source: (a) Survey of English Housing 2002–03, 2006–07; (b) Survey of English Housing 1999/00, 2004/05

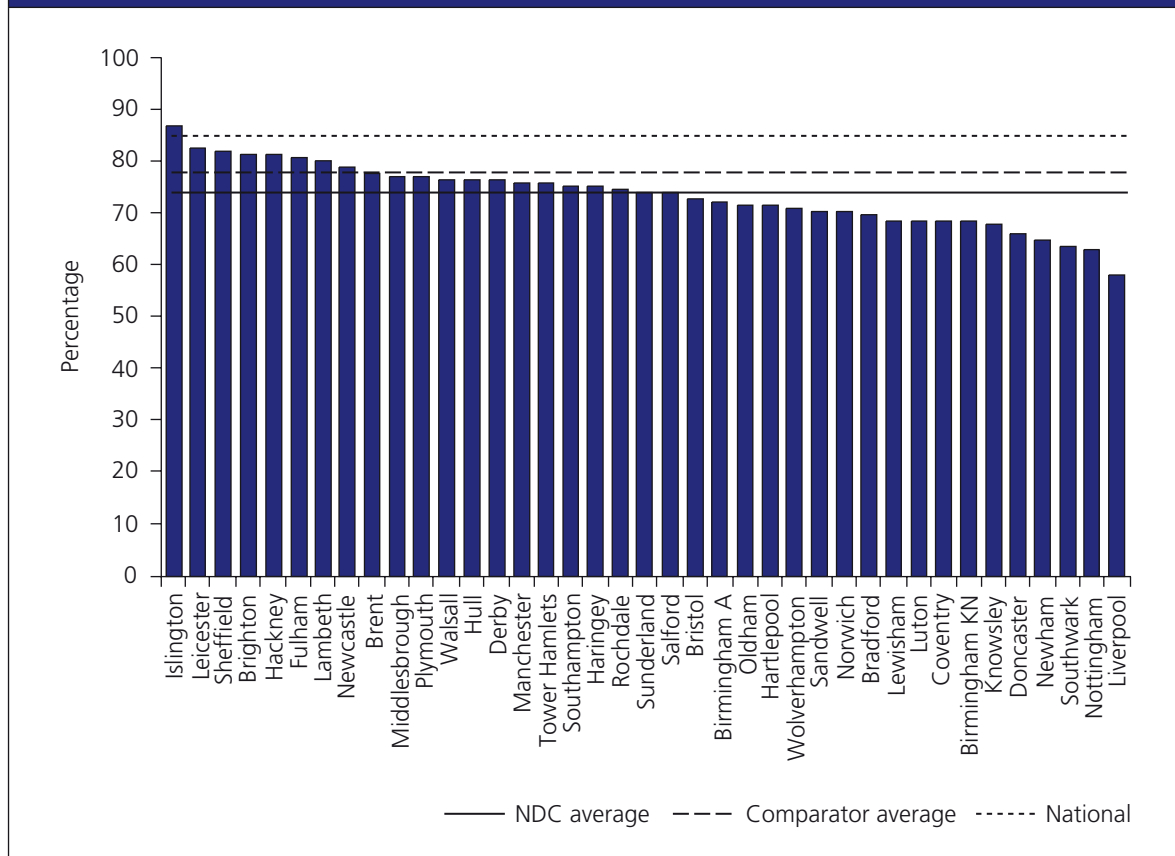
Base: All; (c) All lived in area two or more years; (d) All who have heard of local NDC

- 3.22. Do NDC partnerships have more leverage in affecting perceptions of the neighbourhood? The results suggest that they do. Nearly three quarters of NDC residents (74 per cent) were very, or fairly, **satisfied with their area** as a place to live by 2008, compared with only 60 per cent in 2002 (Table 3.5). This proportion remains lower than the national benchmark figure of 85 per cent, but the gap between the two has closed considerably. Comparator areas also saw an improvement in this indicator between 2002 and 2008, but change was only just over half that for NDC areas. Nevertheless, the

proportion of comparator residents feeling satisfied with their area was still higher than the NDC equivalent in 2008.

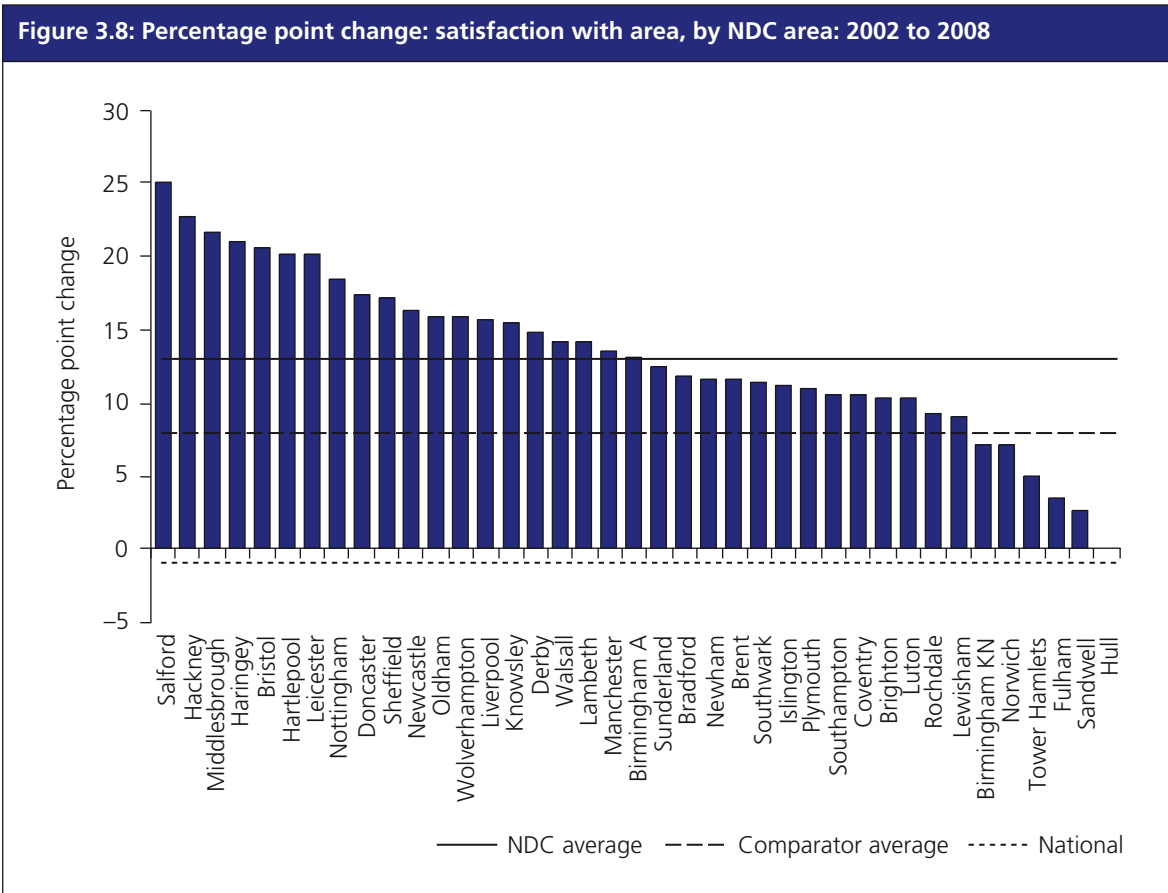
- 3.23. The proportion of residents satisfied with their area in 2008 ranged from 58 per cent in Liverpool to 87 per cent in Islington (Figure 3.7). The latter was the only NDC partnership where the proportion was higher than the national figure of 85 per cent.

Figure 3.7: Percentage satisfied with area, by NDC area: 2008



Source: Ipsos MORI NDC & Comparator Household Surveys 2008; Survey of English Housing 2006–07
Base: All

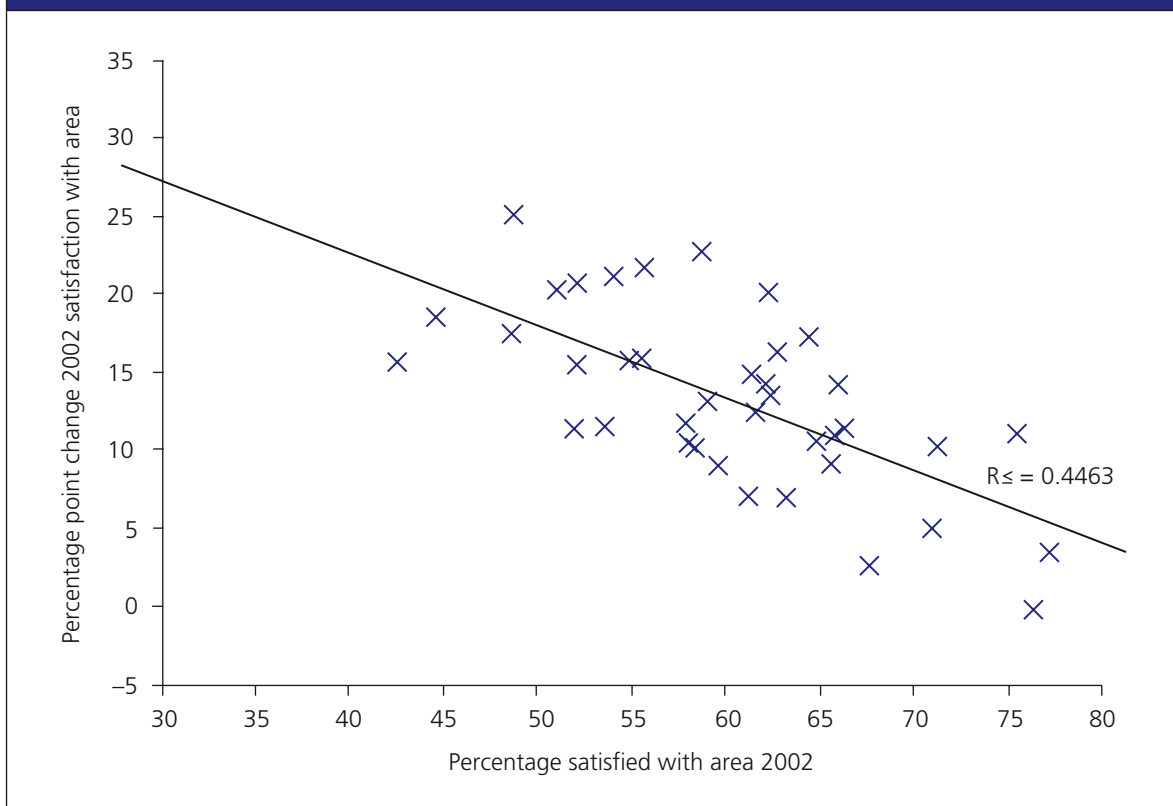
- 3.24. All but one NDC partnership, Hull, saw an improvement in the proportion satisfied with their area between 2002 and 2008 (Figure 3.8). The proportion for Hull stayed the same, at 76 per cent (see chapter 5 for more information on the Hull NDC partnership's housing and physical environment programme). Twenty NDC areas saw more improvement than the Programme-wide average and 33 saw more than the comparator average. The biggest improvement was in Salford NDC Partnership, where the proportion satisfied with the area increased by 25 percentage points from 49 to 74 per cent. This stands in marked contrast to the level of satisfaction with accommodation, which fell by 5 points, probably reflecting the delays experienced in delivering on the masterplan for the area.



Source: Ipsos MORI NDC & Comparator Household Surveys 2002, 2008; Survey of English Housing 2000–03, 2006–07
 Base: All

3.25. As with satisfaction with accommodation, There was a strong and statistically significant negative correlation (-0.668 , sig. at 0.01 level) between the **proportion of residents satisfied with their area in 2002 and the rate of improvement between 2002 and 2008** (Figure 3.9). On average the lower the level of satisfaction in 2002, the greater the positive change by 2008. However, there was a slightly stronger, positive, correlation (0.720 , sig. at 0.01 level) between the level in 2002 and the level in 2008: on average the higher the proportion satisfied with their area in 2002, the higher this proportion in 2008. The worst placed NDC areas in 2002 were likely to witness more positive change in area satisfaction by 2008, but they were not likely to ‘overtake’ those that were originally in a better position in 2002.

Figure 3.9: Satisfaction with area: 2002 level vs. change 2002 to 2008



Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All

Believing the area had improved in the last two years

- 3.26. Table 3.5 shows that in 2008 42 per cent of NDC residents thought that their **area had improved over the preceding two years**, 18 percentage points more than the response in 2002. This was much higher than the national equivalent increase of 11 per cent. The NDC average was also 14 percentage points higher than the comparator average, even though satisfaction had also improved considerably these areas during this period. In 2008 in only one NDC area (Birmingham Kings Norton) did a lower proportion of residents think their area had improved than the comparator average.

Thinking the NDC partnership had improved the area as a place to live

- 3.27. In 2002, of all those who had **heard of their local NDC, 33 per cent thought that it had improved their area as a place to live**. By 2008 this had almost doubled to 60 per cent. All 39 NDCs saw a net increase in this proportion over this six year period, ranging from 7 percentage points in Hull to 55 percentage points in Oldham.

Serious environmental problems

- 3.28. In terms of **wider environmental issues**, respondents were asked in the Household Survey to identify the extent to which the following issues were a serious problem in their area:

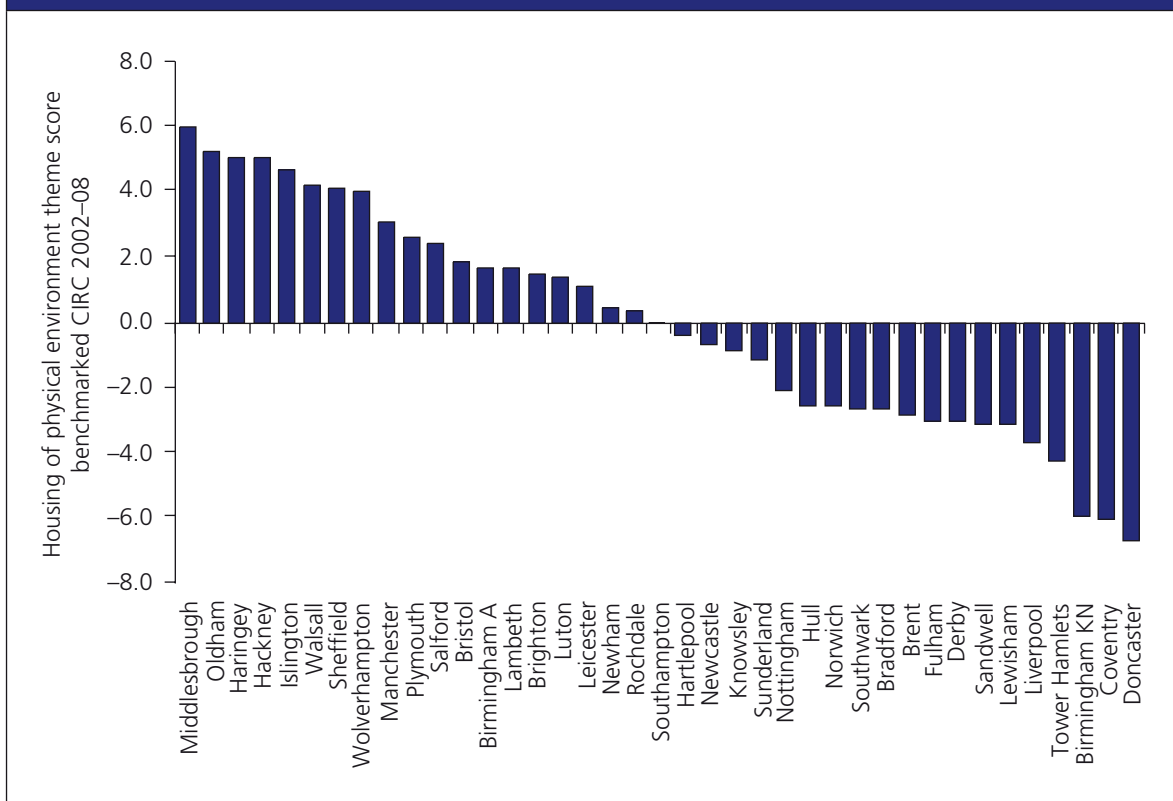
- dogs causing nuisance or mess
- litter and rubbish in the streets
- the speed and volume of road traffic
- poor quality or lack of parks or open spaces
- poor public transport.

- 3.29. Each respondent was given a composite score based on their responses to this question: the higher the score, the more serious the perceived problems. The average score across NDC areas decreased from 8.5 to 7.6 between 2002 and 2008 (Table 3.5). Responses in comparator areas showed a very similar decrease, from 8.2 to 7.4. In 2002 21 per cent of residents in NDC areas had a high score (10 or higher) on the index measuring problems with the environment. This decreased to 11 per cent by 2008. The comparator equivalent decreased by a smaller margin in this period but the figure in 2008 remained lower than the NDC figure.
- 3.30. Overall the results indicate that NDC residents have reported increasing levels of area satisfaction between 2002 and 2008, and that the majority of respondents attributed this in part to the NDC partnership. However, many environmental problems still remained. Furthermore, despite improvements in area satisfaction outstripping the change at national level and in comparator areas, levels of area satisfaction in NDC areas in 2008 remain below the national and comparator area averages: there is still work to be done.

(iii) A measure of relative performance in housing and the physical environment

- 3.31. The National Evaluation team has developed a **composite index of relative change** (CIRC) based on standardised benchmarked change in all 39 areas in relation to some 36 indicators, six for each of the six main outcome themes (see Appendix 1). Figure 3.10 shows the 39 partnerships ranked by the housing and the physical environment component of this index. A higher score implies that an NDC partnership has achieved greater net positive change across the six indicators used for this domain¹⁷ relative to the NDC average; after adjusting for change in their respective comparator area grouping. Middlesbrough achieved the highest, and Doncaster the lowest, score. Three London NDCs are in the top, and four in the bottom, 10 areas. Further analysis, in the following chapter, seeks to explain the main factors associated with these differences at partnership level.

¹⁷ These six are: percentage of residents satisfied with the area; percentage satisfied with their accommodation; percentage wanting to move; percentage 'trapped' in their current accommodation; percentage thinking the area has improved in the past two years; and average score on the problems with the environment index.

Figure 3.10: NDCs on the housing and the physical environment component of benchmarked CIRC

Source: Ipsos MORI NDC Household Survey 2002, 2008
Base: All

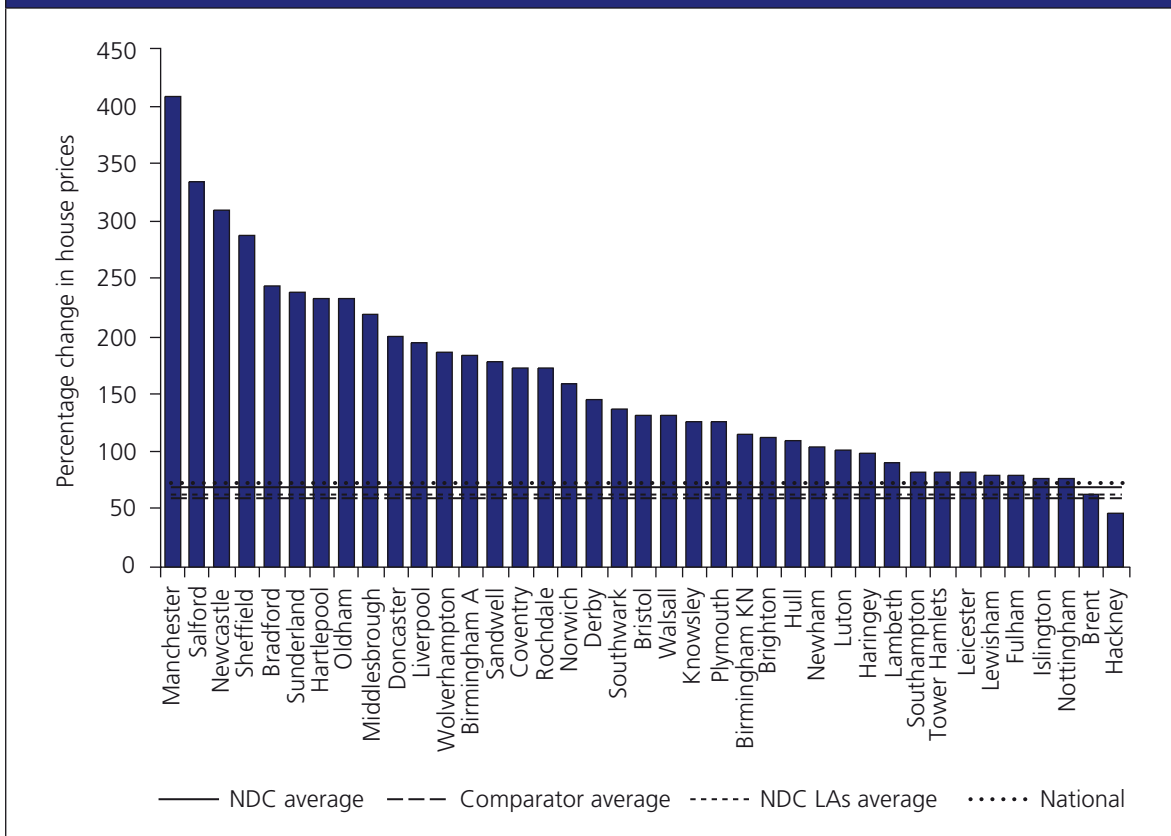
(iv) Property prices

- 3.32. Mean property prices can be viewed as an indicator of accommodation and neighbourhood demand. Increasing mean house prices in this context would imply that accommodation, the physical environment or other factors such as crime have improved. However, there are possible weaknesses to the use of this indicator. Mean property prices only apply to the owner-occupied sector, which is only a relatively small part of the housing market in some NDC areas. For example, only 9 per cent of households in Southwark NDC partnership were in owner occupation in 2008. This indicator is dependent on the transactions which take place over the calendar year both in terms of the number and how representative they will be of the overall housing market. Finally property prices in NDC areas are likely to be driven by other external factors in the housing market. In spite of these weaknesses, this indicator does add to the analysis of the impact of NDC partnerships, but caution is advised in interpreting the results.
- 3.33. In 2007 the average property price across all 39 NDC areas was £154,355, £20,000 lower than the comparator average (£175,295). As one might expect, there was considerable variation between NDC areas, ranging from £58,553 in Hull to £445,559 in Islington. The top third of NDC areas for average property prices included all 10 London NDCs, plus Brighton, Southampton and Norwich. Sixteen NDC areas had a higher average house

price than their comparator area, but only one (Islington) had a higher average price than its parent local authority.

- 3.34. The average property price across all NDC areas increased by £63,449 (from £90,906 to £154,355) between 2001 and 2007. This was marginally lower in absolute terms than the increase in comparator areas of £64,098. All 39 NDCs saw an increase in average property prices over this period, ranging from £30,525 in Hull to £194,779 in Islington. Across all NDC areas there was a very strong positive correlation between mean property price in 2001 and the absolute amount of change by 2007 (0.847, sig. at 0.01 level). On average NDC areas with higher house prices at the start witnessed a larger increase in absolute terms during this six year period.
- 3.35. However, if percentage, rather than absolute, change, is considered, a rather different picture emerges, in which the range is compressed rather than extended (Figure 3.11). The average property price in an NDC area increased by 70 per cent between 2001 and 2007. This was higher than the comparator and parent local authority equivalent figures of 58 and 63 per cent respectively, and just below the national rate of 72 per cent. Amongst the 39 NDC areas, change varied from an increase of 45 per cent in Hackney to 412 per cent in Manchester. There was a strong negative correlation between mean property price in 2001 and percentage change between 2001 and 2007 (-0.664, sig. at 0.01 level). On average, those NDC areas with lower property prices at the start saw a higher positive percentage change in this period.

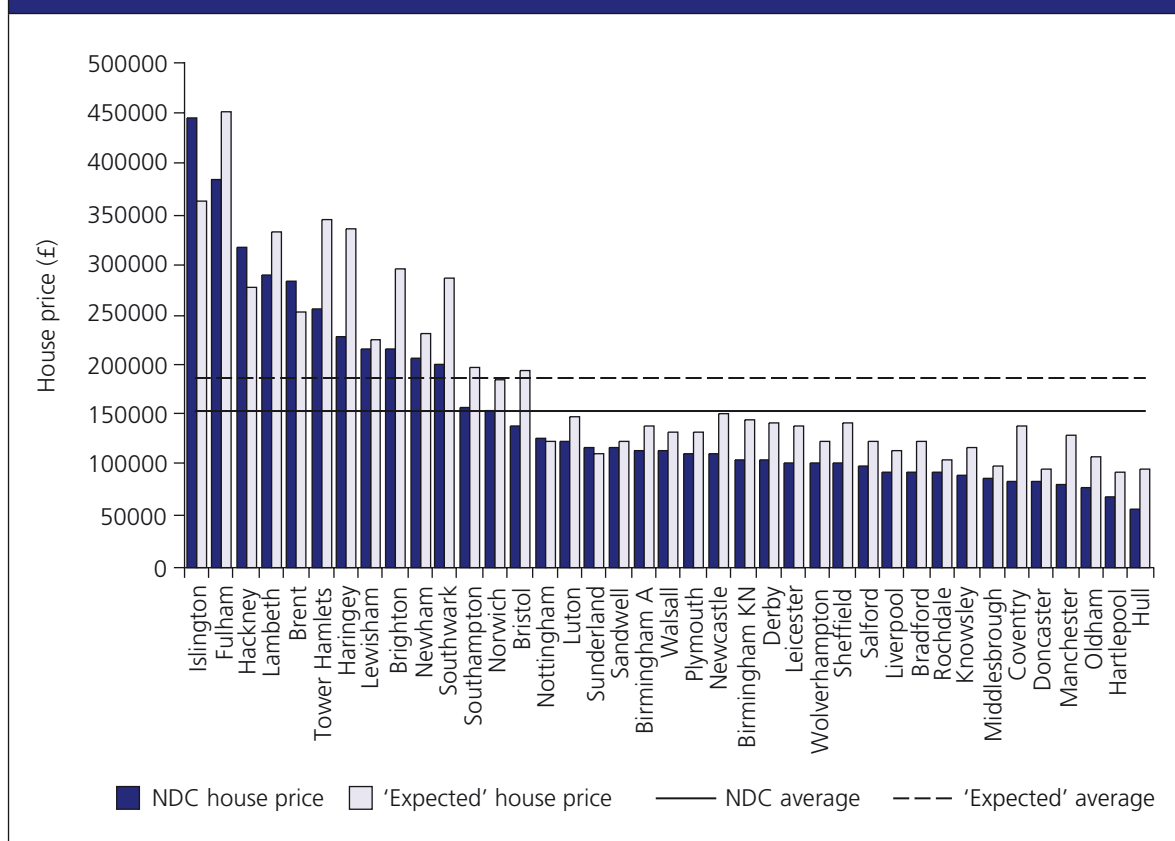
Figure 3.11: Percentage change in mean property prices, by NDC area: 2001 to 2007



Source: SDRC

- 3.36. Property prices at local authority level can be adjusted to reflect the types of dwellings sold (flats, terraced, semi-detached or detached) in their corresponding NDC areas. While this does not take into account other factors such as number of bedrooms, condition of the property and so on, it produces a rough estimate of 'expected' mean property prices for each NDC area: what those dwellings would have sold for if they had achieved prevailing local authority district prices. When compared with actual property prices it can be taken as a broad estimate of the 'area effect' on house prices. In 2001, property prices in NDC areas were, on average, around 22 per cent lower than these 'expected' prices. By 2007 they were around 17 per cent lower. There had been a limited reduction in the negative price effect of properties being in NDC areas. In 2007 five NDC areas (Islington, Hackney, Brent, Nottingham and Sunderland) had higher mean property prices than the 'expected' mean property price for the area. The remaining 34 were all lower (Figure 3.12).

Figure 3.12: Mean and 'expected' house prices, by NDC area: 2007



Source: SDRC

A concluding comment

- 3.37. This chapter has focussed on Programme-wide trends in relation to spend, projects and outcome change. Bearing in mind the costs of many housing refurbishment schemes it is not surprising to see that more has been spent on this domain than for other outcomes. Every pound of NDC spend has

levered in more than £1 from other sources. At least six NDC partnerships have allocated more than 50 per cent of spend to this outcome area. Additionally, there are increasingly impressive Programme-wide outputs, including more than 30,000 new or improved homes, most of which can be deemed 'additional'. These kinds of interventions are associated with positive change in relation to attitudes to the area as a place to live and an indication that there has been a limited closing of the gap with parent local authorities in relation to house prices. But there has not been any change in relation the proportion of residents wishing to leave these areas. Increased satisfaction with the neighbourhood and higher house prices does not necessarily area 'loyalty' in this way.

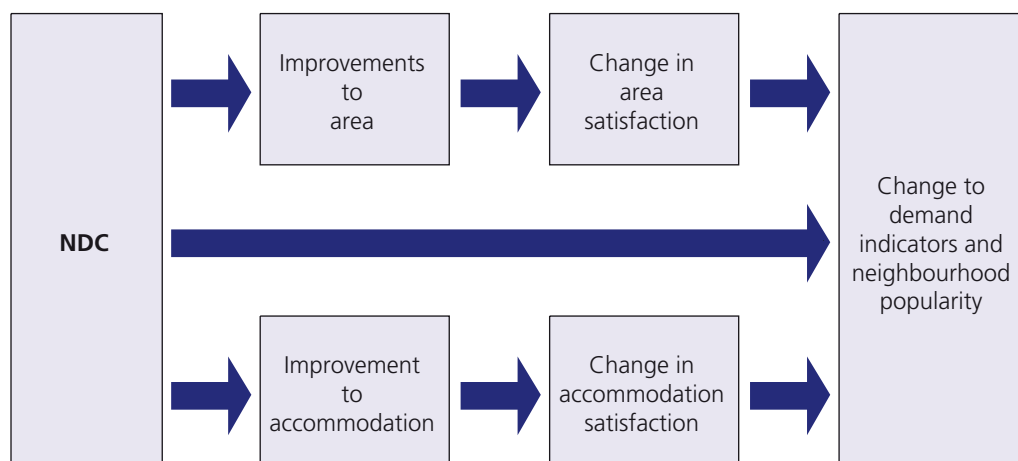
- 3.38. The next chapter explores the kinds of factors associated with these changes between 2002 and 2008, at both area, and also individual, levels.

4. Explaining change in housing and the physical environment outcomes

Introduction

- 4.1. The previous chapter used cross-sectional data to explore change through time across the 39 areas. This chapter seeks to explain changes in perceptions, levels of satisfaction and demand. This is not a straightforward exercise. Initially, descriptive statistics are used to capture (un-modelled) absolute change in New Deal for Communities (NDC) areas (individually and in aggregate) and these are then set against equivalent statistics for the comparator areas and national figures. Going beyond these basic comparisons, statistical modelling is then used to seek potential explanations for different outcomes and different patterns of change at both partnership and aggregate level. This analysis is based on both area-level and individual-level models. The latter uses data drawn from the household surveys carried out in 2002, 2004, 2006 and 2008. Because this survey is in part based on returning to individuals interviewed two years previously, it is possible to build up a longitudinal panel of respondents consisting of those who stayed in an NDC, or in a comparator, area for at least two years. Changes for those living in NDC areas and in comparator areas can then be assessed and tested for statistical significance. Findings for areas and individuals are then brought together into multi-level models in an attempt to explain any changes and account for NDC level performance. This broad approach is summarised in Figure 4.1. It should be stressed that:

Figure 4.1: Assessing the impacts of NDC housing and environment interventions



- this chapter develops in detail only those relationships where there is some evidence for change: however, where significant relationships were not found, when they might have been expected, this is noted
- there is a consistent pattern that areas starting in 2002 in the most disadvantaged position often made relatively greater positive change
- assumptions about 'causality' should be treated very cautiously.

Area level analysis

- 4.2. Two methods have been used to explain changes in housing and the physical environment outcomes over time, and across NDC areas: bivariate analysis and multiple regression modelling. The former explores area level associations across NDC spend, changes in accommodation and area satisfaction, and changes in 'demand' indicators, such as house prices and the desire to move. This analysis relies on correlations as the measure of association. (A summary of the correlation coefficients relating to these findings can be found in Appendix 2; and of multiple regression models in Appendix 3.)
- 4.3. This type of analysis is able to point to a significant negative correlation between the proportion of NDC spend on housing and the physical environment and change in the proportion wanting to move. On average, NDC partnerships which have spent more saw a larger reduction in the proportion of residents wanting to move between 2002 and 2008. There is, in other words, some indication that investment in housing and the physical environment may have helped stabilise neighbourhoods by reducing the proportion of those wanting to move out, whether or not they were in a position to act on this aspiration.
- 4.4. Other significant correlations were found between:
 - the proportion satisfied with their accommodation and the proportion satisfied with the state of repair of their home: 2002, 2008 and change 2002 to 2008 (positive relationship)
 - the proportion satisfied with their area and the proportion thinking the area improved in the past two years: 2002, 2008 and change 2002 to 2008 (positive relationship)
 - the proportion satisfied with their area and the proportion thinking the NDC has improved the area: 2002, 2008 and change 2002 to 2008 (positive relationship)
 - the proportion satisfied with their area and the proportion with a high score in the problems with the environment index: 2002 and 2008 (negative relationship).
- 4.5. However, there were no significant correlations found between: satisfaction with area and satisfaction with accommodation; between spend on housing and the physical environment and changes in satisfaction with area or accommodation; changes in satisfaction with area or accommodation and

changes in house prices; changes in satisfaction with area or accommodation and change in the proportion wanting to move.

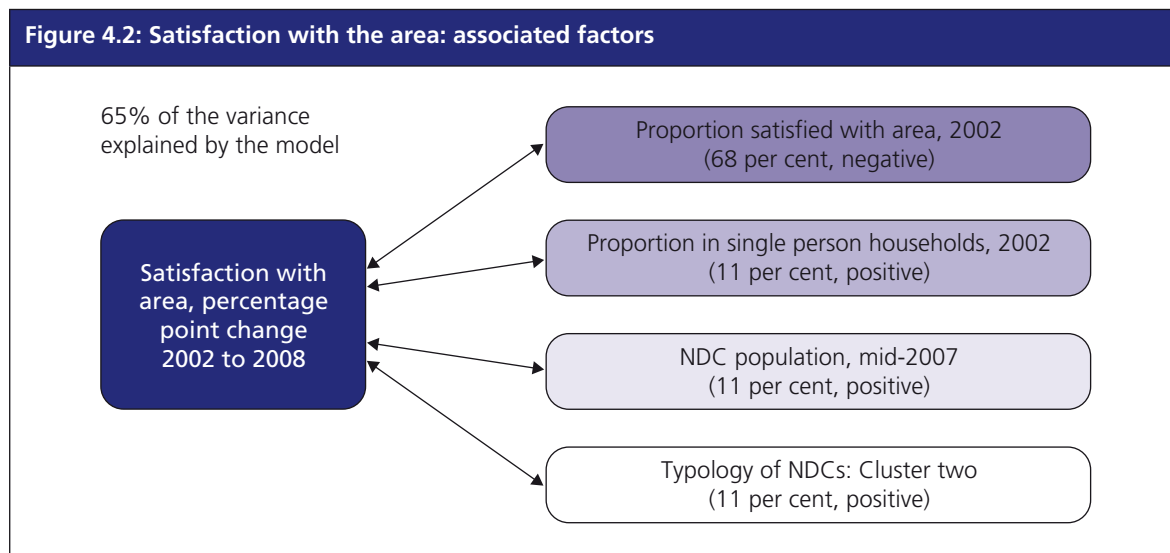
- 4.6. A second approach to explaining change over time uses multiple regression modelling (see Appendix 1 for further details in relation to methods) to explore associations for change in five indicators:
- percentage satisfied with area
 - percentage satisfied with accommodation
 - Housing and the physical environment score from the Composite Index of Relative Change (CIRC)
 - mean house prices
 - percentage wanting to move.
- 4.7. These indicators are each assessed against a range of possible explanatory variables, including:
- NDC-level expenditure and partnership characteristics
 - NDC area characteristics

(Full details of these variables, and the resultant models, can be found in Appendix 3).

- 4.8. Figures 4.2 to 4.6 show the significant factors associated with change in each of the five outcome indicators. The relative importance of each 'explanatory' factor is given as the percentage of the overall explanation of variance each contributes to the model. The direction of the association, positive or negative, is also indicated.
- 4.9. The model for satisfaction with the area explains 65 per cent of the variance in change in this indicator across the 39 NDC areas (Figure 4.2). By far the most important factor identified is the 'starting position', the proportion satisfied with their area in 2002, which is negatively associated with change between 2002 and 2008: the lower the proportion satisfied in 2002, the greater the increase in the proportion satisfied by 2008.
- 4.10. The proportion of single person households in an NDC area in 2002 is also associated with change in area satisfaction, but this time the direction of the relationship is positive: the greater the proportion in single person households in 2002, the more change in satisfaction seen between 2002 and 2008. However, it is unclear why this might be the case. The following factors are also positively associated significant predictors of change in levels of satisfaction with the area: NDC population size; and whether or not NDC areas are in cluster two of the NDC typology (stable and homogenous).¹⁸ Neither of these are significantly correlated with change in area satisfaction in their own right, but when 'starting position' and the proportion of single person households are taken into account, having a larger population

¹⁸ Five distinct clusters were derived from the data for NDC partnerships: areas of entrenched disadvantage: stable and homogenous areas: London; diverse and relatively thriving; disadvantaged and socialised.

and/or being in cluster two are associated with greater improvement in the proportion who are satisfied with the area.¹⁹



- 4.11. The model for satisfaction with accommodation explains 40 per cent of the variance (Figure 4.3). Three factors are significantly associated with change in the proportion feeling satisfied with their accommodation. First, starting position is again the most important single factor: the level of satisfaction with accommodation in 2002 is negatively related to change between 2002 and 2008; starting in a worse position means more positive change. Second, there is a significant positive relationship with total spend by NDC partnerships: the more NDC partnerships have spent overall between the start of the Programme and 2007–08, the greater the increase in the proportion feeling satisfied with their accommodation. Third, NDC areas classified as ‘Escalators’²⁰ have tended to see less improvement in satisfaction with accommodation than have other NDC areas. However, this factor is not significantly correlated with change in satisfaction with accommodation in its own right: it is only when starting position and total spend are controlled for that this third relationship emerges.
- 4.12. The model illustrated in Figure 4.4 explains 46 per cent of the variation in the housing and the physical environment theme score on the Composite Index of Relative Change (CIRC). The most prominent factor associated with performance is membership, or otherwise, of cluster one of the NDC typology. These areas of ‘entrenched disadvantage’ are significantly less likely to have achieved a high score on the housing and the physical environment theme, and hence are less likely than other NDC areas to have seen positive change across six key housing and environment indicators. The number of times a partnership’s chief executive has changed also appears as a negative factor, suggesting the potential impact of a lack of stability and long term

¹⁹ This means that population size and being in a cluster 2 NDC are only significantly associated with change in satisfaction with the area once these other relationships have been controlled for.

²⁰ These are neighbourhoods where in-movers tend to come from equally or more deprived areas and out-movers tend to go to less deprived areas. They become ‘part of a continuous onward-and-upward progression through the housing and labour markets’. CLG (2009) *A typology of the functional roles of deprived neighbourhoods*. (p.16). www.communities.gov.uk/publications/communities/functionalrolesdeprived

focus. However, it should be noted that when the extreme cases are removed (the two Partnerships which have seen five or six changes in chief executive), this relationship is no longer significant. Finally, an NDC area's starting score on the combined 'Place' CIRC score, taking into account community and crime as well as housing and the physical environment, is negatively related to improvement across the six housing or physical environment indicators, although this is only significant when membership of cluster one (i.e. areas of entrenched disadvantage) and changes in chief executive are already factored in. A relationship had been found between the rate of residential mobility and housing and physical environment CIRC score for the period 2002–2006 but this association no longer held true when the period up to 2008 was considered.

Figure 4.3: Satisfaction with accommodation: associated factors

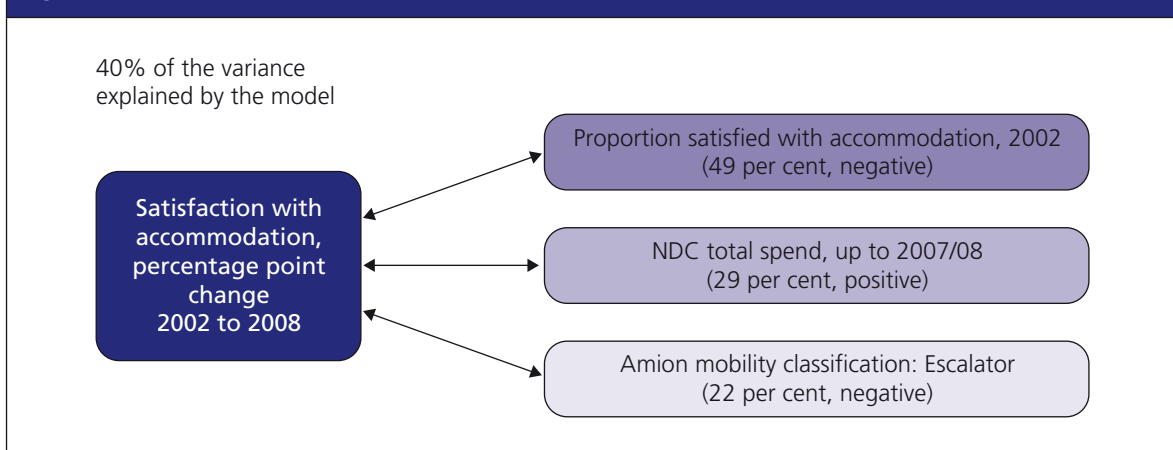
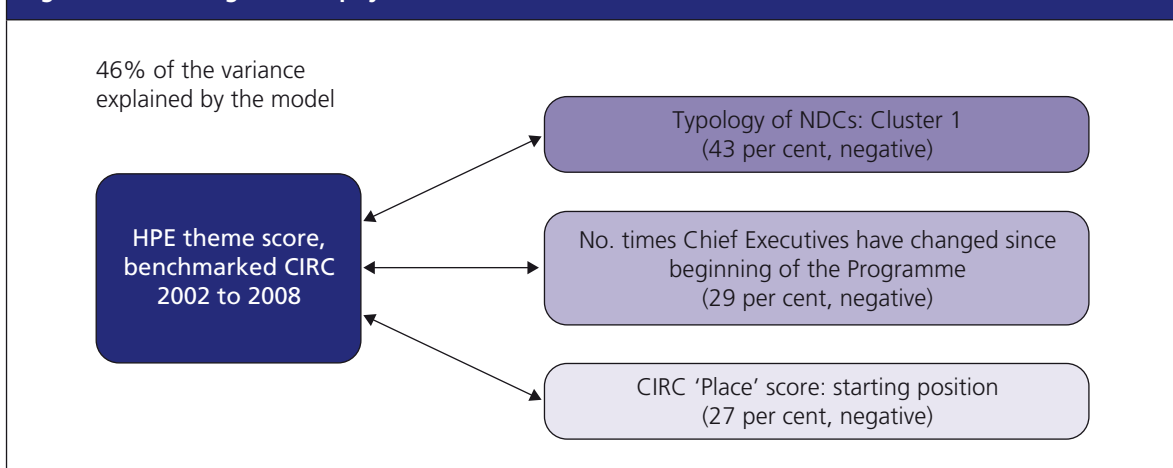


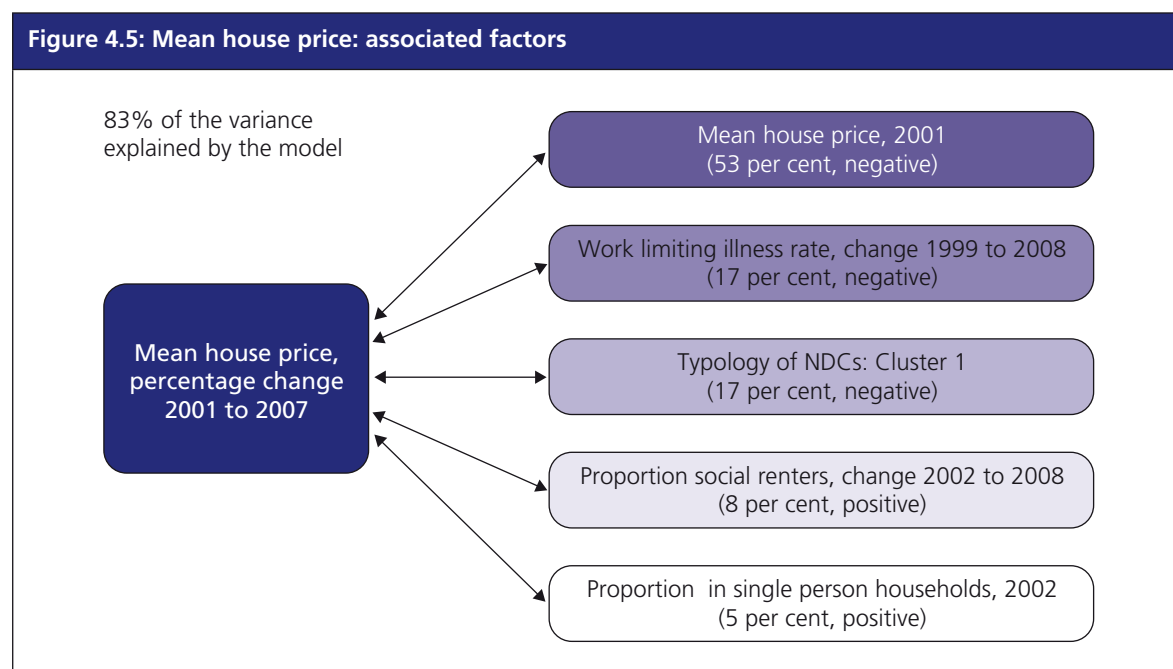
Figure 4.4: Housing and the physical environment theme score: associated factors



- 4.13. Five variables are shown to be significantly associated with change in mean property prices, explaining 83 per cent of the variance across NDC areas (Figure 4.5). Of these five, it is again the starting position, mean property price in 2001, which contributes most to the strength of the model: areas with a high mean property price in 2001 saw, on average, less relative change between 2001 and 2007 than those NDC areas with lower prices in 2001. Declining work limiting illness rates in the NDC area, based on counts

of incapacity benefit claimants, are also significantly associated with rising house prices.

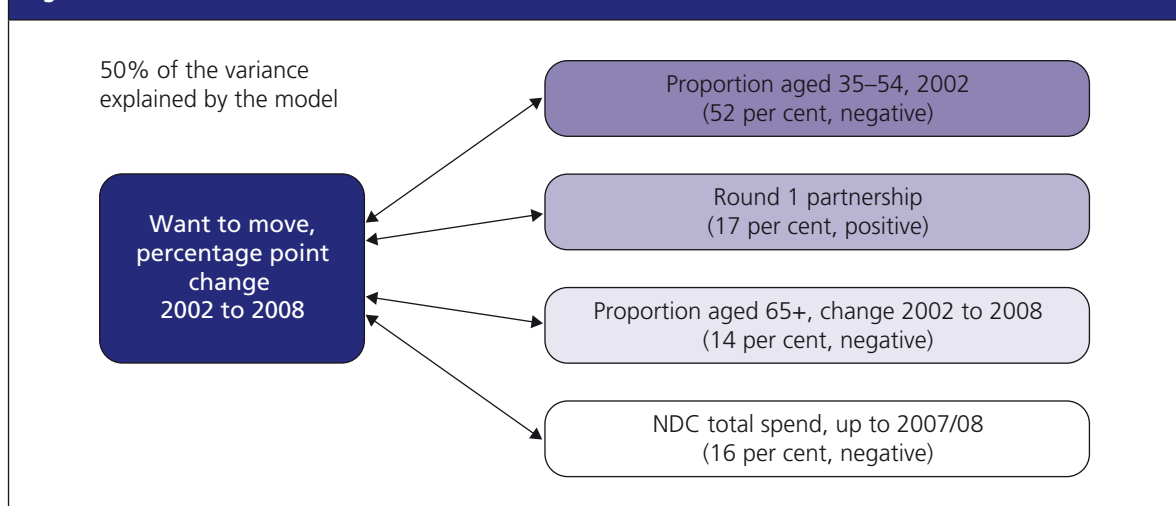
- 4.14. An increase in the proportion of social renters in the NDC area is positively associated with rising house prices, after 2001 prices and change in work limiting illness rates have been taken into account. This could be partially due to a fall in the numbers of dwellings available to buy, perhaps inflating prices. Significant relationships also emerge between property price change and membership of cluster one (negative) and the proportion of single person households in 2002 (positive). However, the latter two factors show no significant correlation with changes in property prices in their own right: it is only when the other predictors are included in the model that they become significant.



- 4.15. Finally, Figure 4.6 shows the model for wanting to move. This model explains half of the variation in change in this indicator. The most important factor here is the proportion of residents aged 35–54 in 2002: areas with a higher proportion in this age group in 2002 saw less increase, or more reduction, in the proportion wanting to move between 2002 and 2008. This could be a proxy for two other factors: the proportion aged 35–54 is positively correlated with the proportion wanting to move in 2002 (i.e. the ‘starting position’ in the outcome variable) and is negatively correlated with the proportion aged 16–24 in 2002. Indeed, if the proportion of respondents aged 35–54 in 2002 is removed from the model, then both of these other two factors emerge as significant predictors of change in wanting to move.
- 4.16. Change in the age profile is also related to change in wanting to move: areas that have seen an increase, or a less marked reduction, in the proportion of residents aged 65 or over have tended to see more of a reduction in the proportion wanting to move between 2002 and 2008.

- 4.17. Round 1 NDC partnerships have, on average, seen a greater increase, or a smaller reduction, in the proportion wanting to move than have Round 2 partnerships. This could be related to their slightly earlier inception: by the time of the 2002 household survey Round 1 partnerships had been in existence longer than Round 2 partnerships and hence had more time to bring about reductions in the proportion wanting to move before the 'baseline' survey took place. The extent of any such change cannot be measured. However, it is unlikely that there were large changes in this indicator in the very early stages of the NDC Programme, given the very small extent of change shown in the subsequent six years from 2002 to 2008.
- 4.18. After accounting for these factors, NDC total spend is another significant predictor of change in the proportion wanting to move, although it is not significantly associated in its own right: after age profiles and whether partnerships were established in Round 1 or Round 2 have been taken into account, areas that have spent more have, on average, seen greater reductions in the proportion wanting to move.

Figure 4.6: Want to move: associated factors



Explaining change in housing and the physical environment outcomes: Individual level analysis

- 4.19. In the above analysis, multiple regression models helped to explain some area level patterns and trends in relation to housing and the physical environment. In this section, general linear modelling and logistic regression modelling (see Appendix 1 for details) are used to explore individual-level changes in outcomes. This modelling task draws on the longitudinal element of the household survey. Two questions are explored:
- to what extent is it possible to identify differences in outcome change between residents in NDC and comparator areas, after controlling for respondent level characteristics?

- to what extent is individual-level change in relation to outcomes in housing and the physical environment associated with change in other outcomes?

4.20. These questions are considered for five outcomes:

- change in satisfaction with accommodation
- change in satisfaction with area
- housing and the physical environment CIRC transition score; this is a score computed using the six key indicators used in creating CIRC;²¹ for each indicator respondents score one if they report an improvement in that indicator between 2002 and 2008, zero if their response remains the same, or minus one if their second response is worse than before
- transition in wanting to move from 'yes' to 'no'
- transition in wanting to move from 'no' to 'yes'.

4.21. The base 'model' for this analysis includes as explanatory factors the following socio-economic characteristics (as at the beginning of the Programme): age, gender, ethnicity, household composition, tenure and accommodation type.

Changes in satisfaction with accommodation

4.22. After controlling for base characteristics, NDC residents are not statistically different from the comparator group in the extent to which levels of satisfaction in their accommodation have changed. This is the case even when the respondent's initial level of satisfaction is included in the model.

4.23. Appendix 4 illustrates coefficients from a general linear model to predict respondents' change in satisfaction with their accommodation score between 2002 and 2008 (after controlling for age, gender, ethnicity, household composition, tenure and accommodation type). Although the 'direction of association' is unclear, the model suggests that **change in satisfaction with accommodation is a function of change in satisfaction with repair of accommodation; satisfaction with area; vertical trust, fear of crime; visual problems with the environment and problems with social relations**. Improvements in these factors would on average play through to increasing satisfaction with accommodation. The implication is clear enough: satisfaction with accommodation is not only associated with dwelling characteristics (such as its state of repair) but also with neighbourhood-based indicators such as overall area satisfaction and whether 'social relations' are deemed to be a problem (as in neighbour disputes or incidences of racial harassment). It tends to confirm the proposition that 'bricks and mortar'

²¹ These are: percentage satisfied with their area as a place to live; percentage 'trapped'; percentage wanting to move; percentage satisfied with their accommodation; percentage thinking the area has improved over the past two years; problems with the environment score.

solutions need to be complemented by other interventions and that more holistic, broadly based strategies need to be pursued in area-based initiatives.

Satisfaction with area

- 4.24. After controlling for base characteristics, residents in NDC areas have on average seen statistically greater positive change in relation to their **satisfaction with the area** compared with comparator residents, (significant at a 0.05 level), when the starting position is not included in the model. This is not, however, the case when a respondent's initial level of satisfaction is included.
- 4.25. Although the 'direction of association' is unclear, the model (see Appendix 4) suggests that change in **satisfaction with area is a function of change in: accommodation satisfaction; feeling part of the community; fear of crime; problems with lawlessness and dereliction; visual problems with the environment; problems with social relations and individual mental health**. Improving these factors would on average play though to increasing area satisfaction, and this suggests that broader influences than just the physical constitution of a neighbourhood play a part in shaping area satisfaction including issues such as levels of crime, trust and community dynamics.

Change in housing and the physical environment CIRC transition score

- 4.26. Modelling suggests that change in the housing and the physical environment CIRC transition score is a function of change in: **satisfaction with accommodation, satisfaction with repair of accommodation, satisfaction with area, feeling part of the local community, vertical trust, fear of crime, victim of fewer crimes, reduced lawlessness and dereliction, improved environment and social relations**. It should be noted that a response which indicates a more positive CIRC transition score is therefore not only associated with housing and the physical environment indicators but also with indicators relating to crime, and fear of crime, feeling part of the community, and trust in local organisations. In this, housing and the physical environment is far from a 'self-contained' domain and perceptions are shaped by a wide range of other factors as well.

Change in wanting to move

- 4.27. Of all residents in NDC areas taking part in both the 2002 and 2008 household surveys, 17 per cent said they wanted to move in both waves, 12 per cent wanted to move in 2002 but not in 2008 and 15 per cent did not want to move in 2002 but did in 2008. Two separate sets of logistic

regression models were run in relation to **changes in the desire to move**: from wanting to move in 2002 to not wanting to move in 2008 and also the reverse, from not wanting, to wanting, to move. The desire to move does not necessarily represent a negative comment on home or neighbourhood. It can be influenced by a host of factors. It is for example quite likely that the changes in the decision to move over a six year period are influenced by the overall pattern of household growth or shrinkage, or household formation or dissolution.

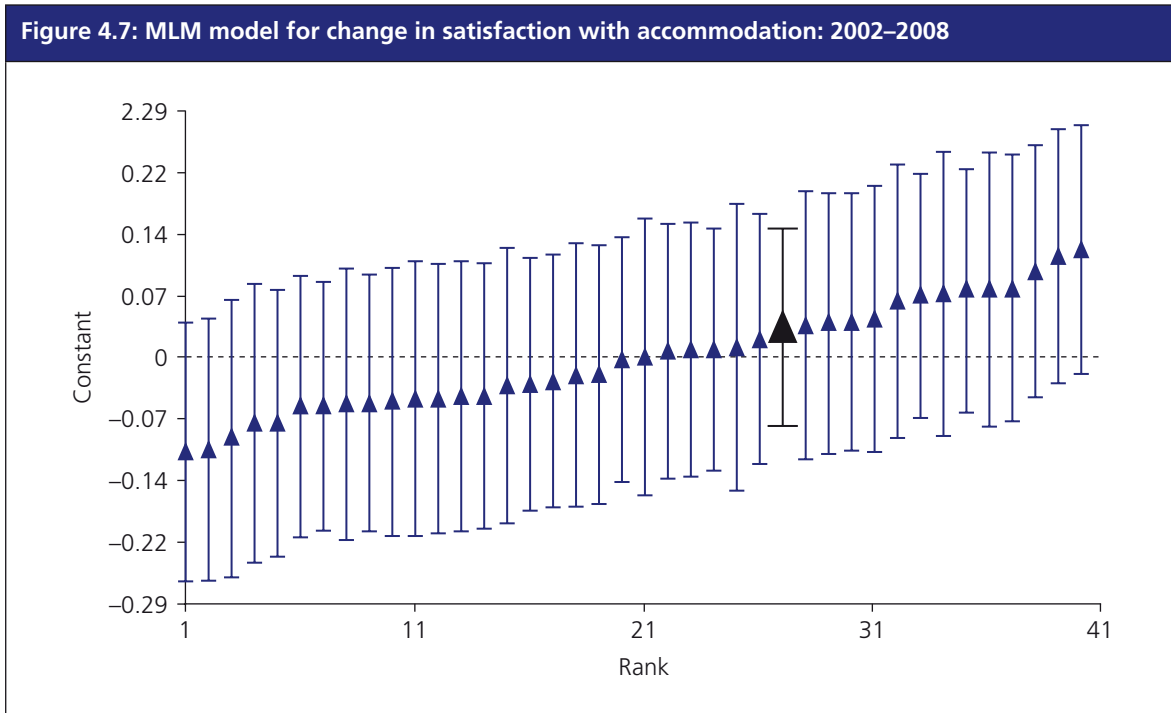
- 4.28. When accounting for base socio-demographics, at a 0.05 level, no significant statistical difference is found between respondents in NDC areas and respondents in comparator areas, either for those who did want to move but no longer do so, or for those who now want to move, but did not in 2002.
- 4.29. Figures A4.4 and A4.5 in Appendix 4 show differences in likelihood of changes in the desire to move (in both directions) according to a range of different indicators. The first considers the likelihood of making a transition from **wanting to move to not wanting to move** between 2002 and 2008. The following association emerge:
- respondents who report an improvement in their satisfaction with accommodation score are statistically more likely to make the transition from wanting to move to not wanting to move...
 - ...as are respondents who report an improvement in their satisfaction with area score...
 - ...as are respondents who report an improvement in their 'vertical trust' score.
- 4.30. In examining factors associated with the reverse process between 2002 and 2008 from **not wanting to wanting to move**, similar findings emerge, along with two others:
- respondents who reported a reduced fear of crime are statistically less likely to want to move now when they had wanted to do so before
 - respondents who reported an improved environment score are statistically less likely to make the transition from not wanting to move to wanting to do so.
- 4.31. Clearly the **desire to move is associated with change in relation to satisfaction in, and, attitudes towards accommodation and the area, as well as social capital factors, notably trust in local organisations.**

Multilevel models

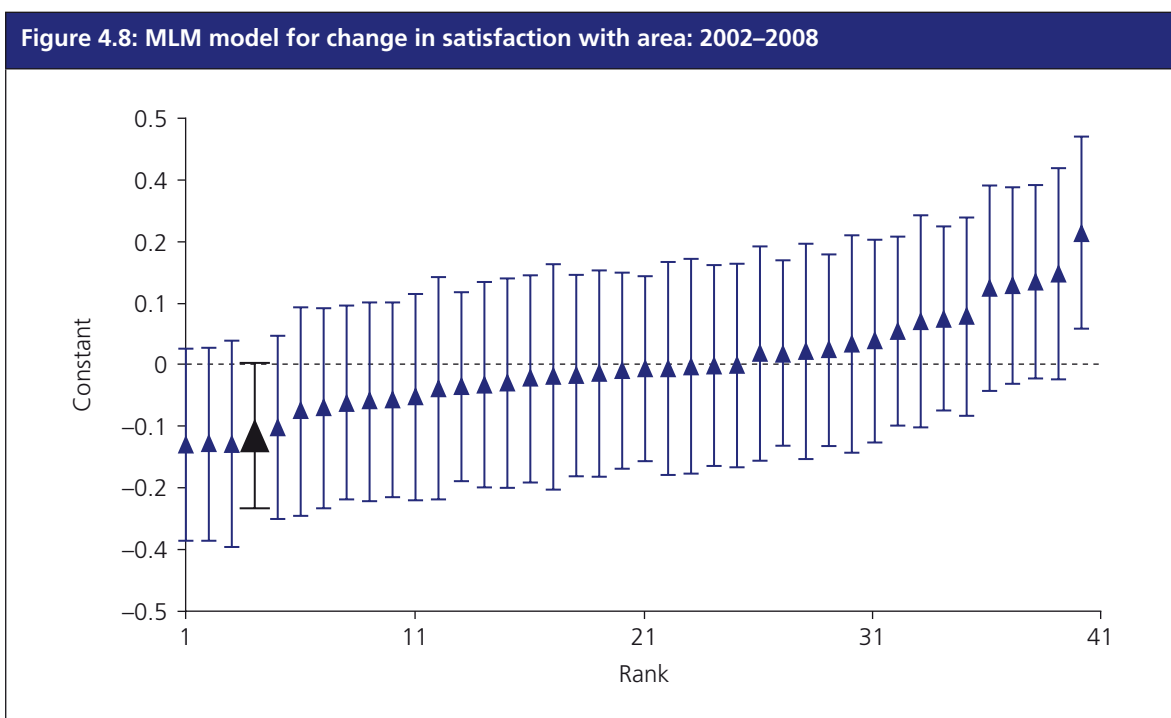
- 4.32. To explore area and individual effects in greater detail a series of multilevel models has been employed, to take account of the hierarchical nature of data available to the evaluation. Multilevel modelling fits a series of linear regression models for each of the areas based on the characteristics of the

individuals in each one. Data are considered as 40 clusters of individuals (39 partnerships and one pooled comparator area). It is likely that groupings of individuals within each cluster will be more alike, on average, than residents in other clusters. A model which considers the characteristics of individuals within each cluster, rather than the data as a whole, is more likely to provide an accurate picture of the attributes of individuals within the Programme.

- 4.33. Sets of random intercept multilevel models have been fitted to explore change between 2002–2008 for three indicators: accommodation satisfaction, area satisfaction and housing and the physical environment CIRC transition score. These models test the degree to which there is significant area, and also individual, level variation. By comparing these two variances it is possible to calculate the extent to which variation between respondents can be explained by individual-level factors, as opposed to area level, characteristics. ‘Caterpillar’ plots of residuals for each of the models illustrate the degree of variation amongst NDC areas and the extent to which the pooled comparator areas are significantly different from the average (depicted as the zero line). For each of these diagrams:
- it is possible to show the extent to which individual areas are doing better or worse than we would expect, given their socio-demographic profile
 - the tails represent the 95 per cent confidence intervals for each residual
 - if the tail does not cross the zero line, this indicates that the intercept fitted for a cluster or area is significantly above or below the average across all areas
 - the comparator area is shown as a larger triangle.
- 4.34. Change in **satisfaction with accommodation** (Figure 4.7) shows:
- that no area is significantly below or above the average (0.0) line, that is, on average achieves significantly different change compared with the average
 - that no NDC areas observe significantly different change compared with the pooled comparator areas
 - 1 per cent of the variation can be attributed to area level differences and 99 per cent by individual-level factors.
- 4.35. The second model explores **change in satisfaction with area** (Figure 4.8) and indicates:
- that one NDC area, Middlesbrough, observed change significantly above the average (0.0) line
 - Middlesbrough also sees significantly greater change compared with pooled comparator areas
 - one per cent of the effect can be attributed to area level differences and 99 per cent by individual-level factors.



Source: Ipsos MORI NDC Longitudinal Survey 2002–04–06–08 panel



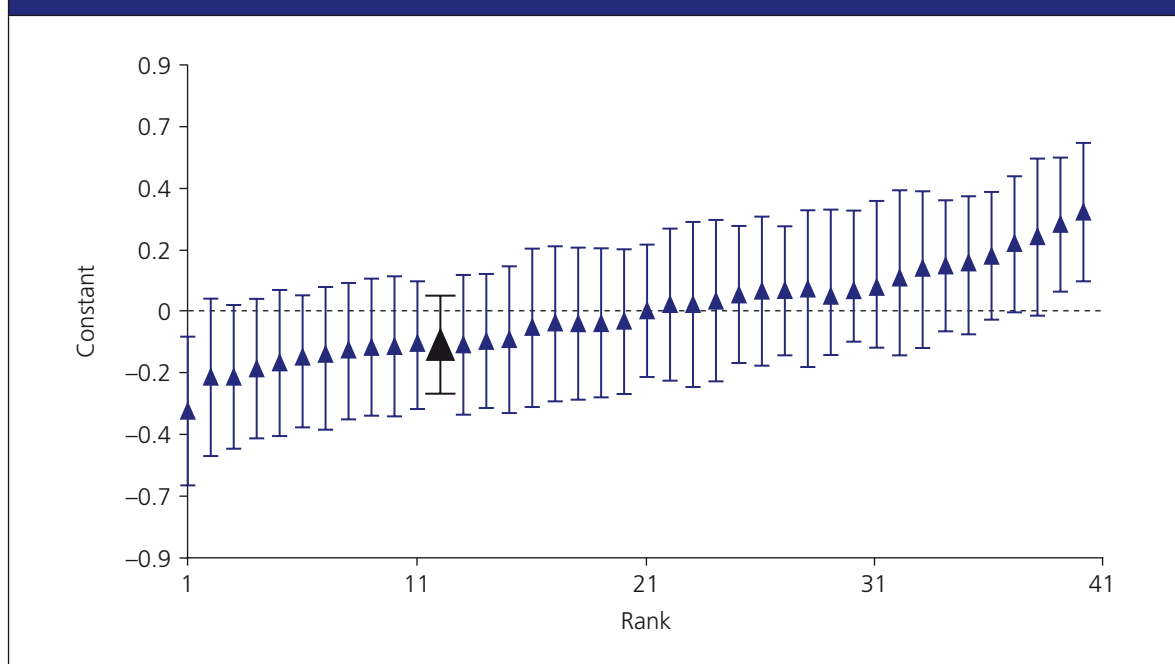
Source: Ipsos MORI NDC Longitudinal Survey 2002–04–06–08 panel

4.36. The third MLM model explores overall individual change on in relation to the housing and the physical environment CIRC transitions score as a whole (Figure 4.9). The model indicates:

- that two NDC areas, Oldham and Middlesbrough, observed change significantly above the average (0.0) line

- compared to the pooled comparator areas both Oldham and Middlesbrough experienced significantly greater positive change
- one NDC area, Brent, observed change significantly below the zero line
- level 1 individual-level variance of 2.241 (SE 0.054) and level 2 area level variance of 0.044 (SE 0.016): 16 per cent of the overall effect can be attributed to area level differences and 84 per cent by individual-level factors. This is an **exceptional area-effect** and indicates that area factors can influence change, even if the bulk of change can still be attributed to individual-level factors.

Figure 4.9: MLM model for housing and the physical environment CIRC transition score: 2002–2008



Source: Ipsos MORI NDC Longitudinal Survey 2002–04–06–08 panel

Concluding observation

- 4.37. This chapter has attempted to unravel some of the factors which help explain change by looking at associations between various housing indicators and other variables. Cutting across this evidence, five points appear to be of particular importance:
- the consistent pattern that areas and individuals who were more deprived at the outset, in 2002, tend to make greatest positive change
 - evidence pointing to strengthening associations between spend and positive change: persistence is paying off
 - the depth of relationships across indicators reflecting satisfaction with the area and accommodation, social capital, and attitudes to the environment

- only limited evidence to suggest that NDC areas are generally seeing much more positive change than the comparator areas, other than in relation to satisfaction with the area
- as would be expected, increased differentiation across the 39 areas appears through time.

4.38. Moving from broad associations between different variables and assessing potential explanatory factors, the next chapter concentrates more on processes, outputs and outcomes at the level of the individual NDC area, by comparing and contrasting housing and physical environment interventions undertaken by six case study NDC partnerships.

5. Improving housing and the physical environment at the neighbourhood level: Evidence from six NDC areas

Introduction

- 5.1. This chapter provides an overview of challenges in housing and the physical environment recognised in the six case study New Deal for Communities (NDC) partnerships (Haringey, Hartlepool, Hull, Knowsley, Lambeth, Rochdale) selected for this evaluation. It describes the approach adopted in each NDC partnership to delivering improvements in this domain. It reviews the importance of community consultation to these approaches and the extent to which NDC partnerships have looked to exploit cross-theme linkages. The importance of partnership working to the delivery of improvements is explored and the sustainability of improvements considered. Case examples are provided from the NDC partnerships are provided throughout and further examples of housing and physical environment projects in the six areas can be found in Appendix 7.

Context and challenges

- 5.2. The specifics of the local housing market context vary widely amongst the six case study NDC areas. Differences in the tenure profile are particularly marked (Table 5.1). In Haringey, Hull, Knowsley and Lambeth more than half of the resident population were living in social rented accommodation in 2002. In Hull, more than 80 per cent of households in the NDC area were living in social housing and only 17 per cent in owner occupied accommodation. In contrast, in Hartlepool in 2002 50 per cent of households were in the owner occupied sector and 23 per cent were renting privately. There were also major variations in the nature of the local housing stock across the six case study NDC areas. In Hartlepool, for example, there was a predominance of pre-1919 terraced housing. In Hull, the majority of dwellings were local authority stock constructed in the 1920s and 1930s using system built methods. The Haringey NDC area was characterised by a mix of pre-1919 terraced housing and post-war council housing built following a slum clearance programme. Despite these variations, a consistent theme across the case study NDC areas were relatively low average property prices compared with the local, regional and national average. (Further details in relation to these six areas are provided in Appendix 6).

Table 5.1: Housing tenure in the case study NDCs

	Owner occupier			Social renter			Private renter			Other		
	2002	2008	Change 02–08	2002	2008	Change 02–08	2002	2008	Change 02–08	2002	2008	Change 02–08
Haringey	36	28	-8	55	60	5	8	10	2	2	2	0
Hartlepool	50	43	-7	27	30	3	23	26	3	1	1	0
Hull	17	24	7	82	74	-8	1	1	0	0	1	0
Knowsley	25	32	8	73	62	-11	2	3	1	0	2	2
Lambeth	30	30	0	57	60	2	12	10	-2	1	0	0
Rochdale	49	47	-2	45	44	-1	6	8	2	0	0	0
NDC	32	33	1	57	55	-3	10	12	1	1	1	1
NDC min	6	9	-8	27	30	-12	1	1	-7	0	0	-1
NDC max	54	56	9	90	82	8	27	31	9	2	4	4
Comparator	47	47	0	42	42	0	10	11	1	1	1	0
National	70	69	-1	20	19	-1	10	12	2			

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents

5.3. The housing problems in these case study areas varied according to the local housing market context (Table 5.2). In Hull, for example, problems centred on the system built dwellings that were coming to the end of their habitable life. In contrast, in Hartlepool the unpopularity of the area (reflected in relatively high levels of resident dissatisfaction) was associated with the large and growing private rented sector, which accounted for more than 20 per cent of stock. However, despite these differences, there were some common themes across the case studies:

- poor housing conditions, including disrepair and the lack of basic amenities (for example, central heating) were reported problems in all case study NDC areas
- limited tenure mix and a lack of housing choice were identified as problems in Hull, Knowsley and Lambeth
- low demand or unpopular housing, and associated problems of void properties and population turnover, were reported in Hartlepool, Hull, Knowsley and Rochdale
- overcrowding was a problem in Haringey and Lambeth
- particular problems with the private rented sector, including disrepair, poor conditions and management failings, were reported in Hartlepool and Rochdale.

5.4. Problems with the physical environment were often closely associated with the local housing context. In Haringey, Hull, Knowsley and Lambeth, the poor quality of the physical environment was reported to be a legacy of the original design of the estates. In particular, a lack of public space, including play spaces, and poor road layouts and disconnected routes that

made estates difficult to get around were blamed for undermining a sense of community and making places unsafe. Turbulence in the local housing market was also reported to have contributed to a downward spiral of physical decline in some of the case studies. Empty or abandoned properties in Knowsley were reported to be a magnet for anti-social behaviour and associated environment problems, including fly-tipping, graffiti and vandalism. In Haringey and Hartlepool, similar problems were reported to be related to increasing turnover within the local population, which was thought to be undercutting the local sense of community and pride in the area. Another frequently recognised problem with the physical environment was inadequate provision of local facilities and amenities (such as play spaces). More generally, there was a shared sense of long-term decline in the physical environment across the NDC areas, that had been ongoing for many years and had been exacerbated by anti-social and criminal behaviour, including vandalism (see Appendix 6).

Table 5.2: Housing context, challenges and priorities in the six NDC case studies (2002)

Case study	Housing Market Context	Housing Challenges	Identified Priorities
Hartlepool	<ul style="list-style-type: none"> • 55% social renting; 50% owner occupation; 27% private rented • pre-1919 terraced housing • large private rented sector • relatively low average house price, compared to the Hartlepool average 	<ul style="list-style-type: none"> • low demand, reflecting the unpopularity of the area and associated high levels of turnover and increasing numbers of voids • management failings in the private rented sector • poor housing conditions 	<ul style="list-style-type: none"> • demolition and new build, as part of area remodelling • home improvements project • private landlord and tenant support
Haringey	<ul style="list-style-type: none"> • 55% social renting; 36% owner occupation; 8% private rented • mix of 19th century terrace housing and post-1945 council built estates (managed by ALMO) 	<ul style="list-style-type: none"> • disrepair and poor living conditions, including overcrowding 	<ul style="list-style-type: none"> • modernisation to Decent Homes standards
Hull	<ul style="list-style-type: none"> • 82% social renting; 17% owner occupation; 1% private rented • relatively low house prices 	<ul style="list-style-type: none"> • structural problems with system built houses • urgent need for modernisation (e.g. lack of central heating) • lack of housing choice • unpopularity of area, evident in low house prices and absence of waiting list 	<ul style="list-style-type: none"> • increasing the range of housing options in the area • stock modernisation
Knowsley	<ul style="list-style-type: none"> • 73% social renting; 25% owner occupied; 2% private renting • council built estates to accommodate 'overspill' from Liverpool 	<ul style="list-style-type: none"> • low demand • vacant properties (some awaiting demolition) • disrepair and poor living conditions (50%+ with no central heating) • low house prices 	<ul style="list-style-type: none"> • tackling low demand • stock modernisation • demolition and new build • stock diversification

continued

Table 5.2: Housing context, challenges and priorities in the six NDC case studies (2002)

Case study	Housing Market Context	Housing Challenges	Identified Priorities
Lambeth	<ul style="list-style-type: none"> • 57% social renting; 30% owner occupied; 12% private rented • mix of dwelling types and built forms 	<ul style="list-style-type: none"> • poor housing conditions (20% with no central heating) • overcrowding • lack of housing choice 	<ul style="list-style-type: none"> • demolition and new build, as part of area remodelling and stock diversification • refurbishment and modernisation
Rochdale	<ul style="list-style-type: none"> • 45% social housing; 49% owner occupied; 6% private rented • mix of high density terraced housing and social housing estates 	<ul style="list-style-type: none"> • social rented sector characterised by high turnover, low demand and poor conditions • low value owner occupied sector • private rented sector suffering from a lack of investment 	<ul style="list-style-type: none"> • pursuit of Decent Homes standards in social rented sector • intensive housing management in social housing • improvements to private housing

NDC approaches

- 5.5. The housing and physical environment domain was a recognised priority in all six case study NDC areas. This reflected a number of factors, including the severity of housing problems and the poor quality of the physical environment in the NDC areas; the concern expressed by local residents about housing conditions and the local physical environment; the potential to secure 'quick wins' through improvements in the physical environment; the perceived links between problems in this domain and other priority concerns, including public health and crime; and the presumed importance of housing and the physical environment to the sustainability of improvements secured in other theme areas.
- 5.6. Different approaches were adopted by the case study NDC partnerships to improving housing and the physical environment. These reflected the different challenges apparent in the NDC areas and also local priorities identified in consultation with local residents and partner agencies. However, key themes were common to some, if not all, of the case study NDC partnerships:
- *achieving the Decent Homes standard*: some NDC partnerships invested directly to support the modernisation of social housing, for example, in order to speed up delivery or bridge a budget shortfall in the local Decent Homes programme (Rochdale); NDC partnerships also sought to complement improvements to the interior of properties by funding improvements to the exterior, such as gardens and fencing, as well as increasing security (fitting window locks and burglar alarms) (Haringey, Hull, Rochdale)
 - *improving the residential environment*: improvements to the residential environment included initiatives designed to clean up and keep clean

public spaces, remodel the residential environment in a bid to design out crime and the introduction of more green spaces (Haringey, Hull)

- *improvements to private housing*: poor living conditions in the private sector and the fragility of the local housing market were addressed through block improvements, which included facelifts to property exteriors, energy efficiency improvements, repairs to roofs and chimneys, and environmental improvements to gardens and alleyways (Hartlepool, Rochdale); there were also examples of initiatives to improve management practices and standards in the private rented sector, for example, through licensing schemes (Hartlepool)
- *intensive housing and neighbourhood management*: some NDC partnerships provided extra support to neighbourhoods experiencing more extreme problems, including crime and anti-social behaviour (Hartlepool, Hull, Rochdale); specific initiatives ranged from the appointment of teams of community wardens and tenancy enforcement officers, through to the development of multi-agency teams in a bid to improve responsiveness to issues of environmental and community safety
- *demolition and new build*: demolition was pursued to achieve a number of objectives. In some instances demolition was, first and foremost, a case of removing unsafe and inhabitable properties; more commonly, however, it served to release land to allow the creation of more public space, the development of community services and facilities, and the construction of new housing, often for sale (Lambeth, Hull); the scale of planned programmes of demolition varied from small scale initiatives that focused on removing a particular block of flats or row of houses, through to large scale demolition involving hundreds of properties
- *development of community facilities*: the development of new community facilities, such as health centres and leisure facilities, served to improve the local physical environment and also support the achievement of objectives associated with other themes, including health and crime (Haringey, Hartlepool, Hull, Lambeth).

Box 1 – Delivering Housing Improvements

Ten years rarely proved long enough to deliver housing renewal programmes, involving demolition and new build. The process proved costly, time-consuming and difficult to keep on track and to timetable. The need to develop and agree a master plan for the area, consult with and keep the local community on board, negotiate with and keep partners, recruit and manage relations with the preferred developer, manage the financial plan in changing economic circumstances (for example, rising and falling property prices), and secure planning approval are all time consuming activities that have to be completed before development can even begin. Redevelopment is also a resource hungry process. All of these realities were confronted by the NDC partnerships in Hartlepool, Hull, Lambeth and Knowsley. However, housing improvements can be delivered on time and within budget when the complexities of demolition and new build projects are avoided.

5.7. The relative importance attached to the housing and physical environment domain and approaches adopted varied across NDC areas and through the course of the Programme:

- in Rochdale, improving housing and the physical environment was a key priority and three major projects ran for the duration of the NDC Programme and accounted for the bulk of capital spend: a housing renewal area, focused on delivering improvements in owner occupied housing; an intensive housing management project, offering extra support to areas of council housing; and a physical management initiative, involving a series of environmental improvements on three council estates; up to the end of March 2008, the NDC partnership had spent £13.3m on the housing and the physical environment theme, 45 per cent of total spend (excluding management and administration)
- in Hull, improving the physical environment was a priority for the duration of the NDC Programme and a major area of capital and revenue spend; the principal initiative was the development of the Village Centre, a collection of buildings developed on a cleared site and accommodating a range of service providers (health centre, community café, library, Citizens Advice Bureau, neighbourhood management team, police and so on); housing was also recognised as a priority concern in the early stages of the NDC partnership, given the urgent need to repair and replace the large number of system built dwellings on the estate; however, progress proved difficult, as a result of well documented problems in relations between the NDC partnership and the city council and housing interventions were never a key feature of the NDC partnership's programme of activities; as a result, spending on the housing and the physical environment theme (£9.1m by the end of March 2008) was less than in other case study NDC areas and accounted for less than 20 per cent of total spending
- in Haringey, housing modernisation and improvements to the physical environment remained priorities throughout the life of the NDC Programme; radical change to the tenure profile, through demolition and new build, was ruled out and attention focused on improving the existing stock; to this end, the NDC partnership complemented the Decent Homes programme of the local arms length management organisation (ALMO) (Homes for Haringey), through street improvements, landscaping and other environmental initiatives; the NDC partnership also oversaw a major capital programme targeted at improving the local environment, initiatives including the development of a new health centre and repairs to a bridge carrying a major thoroughfare through the area; up until the end of March 2008 spending on the housing and the physical environment theme (£16.5m) accounted for 41 per cent of the NDC partnership's total spend
- in Hartlepool, housing and the physical environment was identified as the top priority at an early stage in the NDC Programme and accounted for one-third (33.6 per cent) of the total NDC spend by the end of March 2008 (more than £13.5m); a Community Housing Plan (CHP) was commissioned by the NDC partnership and fine tuned through street by street consultation with local residents; the CHP proposed demolition and new build activities, investment in the remaining stock and the

provision of new green space; delivery was through a number of schemes, including an area remodelling project, a cross-tenure home improvements programme, private landlord and tenant support initiative and various neighbourhood management initiatives to provide 'quick wins'; housing interventions assumed priority over other activities, a fact illustrated by the diversion of funds from other themes to meet the increasing cost of delivering the CHP

- in Lambeth, housing and the physical environment was identified as a key priority from the outset; improvements in the housing stock were seen as critical to the overall success of the NDC partnership and a catalyst to delivering other improvements in other outcomes such as health and crime; the importance of improvements in housing and the physical environment is underlined by the £27.6m spent on the theme up until the end of March 2008, the largest sum spent on this theme across all 39 NDC partnerships and two thirds (66.5 per cent) of the total spend by the NDC in Haringey; the estate redevelopment programme (involving large scale demolition and new build activities) remained the cornerstone of NDC partnership's Programme throughout its lifetime; in addition, the NDC partnership also committed a further £5m to activities aimed at improving the physical environment on the estate, for example, through the development of new community services and facilities and the improvement of public spaces and green areas
- in Knowsley, improvements in housing and the physical environment were key priorities for the lifetime of the NDC Programme; the delivery plan argued from the outset that significant change in the area could not be achieved without a strategy for addressing low demand housing and diversifying the stock profile (tenure and dwelling type); major improvements to the physical environment and quality of open space were also identified as vital; initially, the focus was on stock modernisation, but subsequently, the focus turned toward the demolition of large parts of the stock and the development of new housing for sale, in a bid to create a more 'mixed community'; alongside these housing interventions, improvements in the physical environment were delivered through major capital programmes, including the provision of new educational, health and community facilities. Total housing and physical environment spend (£18m) accounted for just over half (52.3 per cent) of total NDC expenditure by the end of March 2008.

Community consultation and strategy development

- 5.8. In fulfilling their strategic housing role, local authorities collate and analyse administrative data relating to new lets, voids and turnover in social housing. They also regularly carry out stock condition and housing needs surveys and commission housing market assessments. In addition, some local authorities have developed housing intelligence models and systems for monitoring quality of life at the neighbourhood level on an ongoing basis. There was therefore a wealth of baseline data about local housing problems and

challenges available to NDC partnerships. Information and evidence about potential solutions was less readily available. In response, NDC partnerships typically commissioned a private consultancy to develop an early vision or outline plan. This involved the scoping and presentation of opportunities and in the context of local housing provision, strategic plans of partner arrangements and available resources. Some form of resident consultation was also involved, in an attempt to ensure attention to the aspirations, preferences and priorities of local people.

- 5.9. In some NDC partnerships, a critical tension emerged at this early stage between community preferences, which inevitably focused on the immediate concerns of current residents, and housing market options focusing on the long term future for the area and its sustainability. This emerged very clearly in Knowsley, for example. A visioning exercise had been carried out by a private consultancy with local residents at the start of the Programme in an attempt to frame the plan for the area. The resulting plan identified the need for a small amount of demolition and the development of new affordable family housing for rent and sheltered bungalows for elderly residents. Subsequently, a consortium of planning/housing consultants was commissioned to come up with options for housing redevelopment, explore market potential and liaise with residents. Different housing scenarios for the area were 'market-tested'. The result was far more radical proposals, involving large scale demolition, which one Resident Board Director argued were tantamount to *"wiping out the North Huyton community"*.
- 5.10. In response, residents tabled a plan involving less demolition and redevelopment. The Board discussed the different options over the next 12 months at various meetings and forums. Housing strategy meetings were organised, in the form of a series of away days attended by officers, consultants, a neighbourhood renewal advisor and Resident Board Directors. NDC partnership Board meetings regularly returned to the issue of the outline plan. A housing task group involving some 50 people – including residents, staff and agency representatives – was formed and met every six weeks to discuss the redevelopment proposals. A housing partnership was also formed, composed of three Resident Board Directors from the areas most directly affected by the Outline Plan, officers from the NDC partnership, Knowsley MBC and Knowsley Housing Trust and chaired by the Neighbourhood Renewal Advisor who had been involved in the housing theme from the start. Reflecting on the eventual outcome, a Resident Board Director commented that:

"We got this beautiful plan [through the visioning exercise] of a beautiful housing estate to keep us all together here; where it wouldn't be new and old houses it would be the existing Hillside community living together in a new community here. That's what everyone wanted. That was Hillside's desire and that's what we wanted. We never ever got it. It was not 'feasible' we were told. So we haven't got what we wanted for this at all because we've lost hundreds of people and we've got a very small community left that, OK, are going to get new properties but that's not what we wanted. We wanted the whole community or at least

50 per cent of the community still remaining on this estate but they've all been dispersed...and that's not a regeneration programme...There's no opportunity for houses to be built and people to move back into the area. That hasn't been an option."

- 5.11. This example illustrates the difficult task that some case study NDC partnerships faced reconciling their commitment to a bottom-up, community-led programme and the expert advice they were receiving about market conditions, viable options and how to achieve sustainability. The response in Knowsley, was to publish a 'Residents Charter' alongside the 'Outline Plan', which that set out the rights of residents in the development process. These included the right of existing residents to stay in the area if they so wished, compensation for disruption and removal expenses and a promise that elderly residents would not be required to move more than once. The NDC partnership Board also made a commitment that the interests of residents in the area would be the principal driving force behind the master plan. The subsequent consultation process was heavily resourced by the NDC partnership and its partners. Consultation took place over a three week period and involved a leaflet delivered to every household describing the Outline Plan and with information on the Residents' Charter and times and venues of consultation events; open days held on three consecutive days at two community centres and a local school; a standing exhibition at one of the community centres; and presentations to three Residents Associations in three of the most affected areas. Nearly 700 residents took part in the consultation exercise.
- 5.12. NDC partnerships identifying housing as a key priority and recognising the need for demolition and new build tended to reconcile themselves with the need for a lengthy period of consultation. In the early stages, consultation tended to focus on exploring resident opinions about problems and challenges in the area and priorities for action, and took many forms, ranging from formal surveys through to informal chats in the pub. As plans began to be firmed up, attention turned to testing options and seeking consensus about the way forward. As in Knowsley, resident board members were closely involved in the decision-making process, while the wider population was consulted through a number of different means. In Hartlepool, the active involvement of residents in a 'planning for real' exercise was supported by the recruitment of external consultants who undertook capacity building activities with residents to encourage them to think in a more strategic way about the options available to them. In Lambeth, the plans for the area were the subject of considerable scrutiny during a stock transfer vote, which was prompted by the decision to transfer the local authority's stock to a community-led housing association that would serve as the delivery vehicle for the strategy.

Box 2 – Area Remodelling Project, Hartlepool

The project sought to deliver a Community Housing Plan (CHP) for the area, which was formulated over a period of two years through an intensive process of consultation with local residents. The CHP set out plans for: the acquisition and demolition of 478 residential properties; the construction of 172 new homes; the creation of two community parks and a new play area; support for residents affected by demolition via a 'Home Swap' scheme and relocation grants; the improvement of 792 existing homes; the improvement of business premises; and improvements to the streetscape through landscaping and environmental works. The overarching aim was to stabilise the local housing market, improve the residential environment and conditions in the private rented sector.

The project succeeded in engaging 1,430 residents in a masterplanning exercise, which withstood a public enquiry. Delivery has been delayed, however, by the complexities of the Compulsory Purchase Order process, a variation in the agreement reached with the Housing Corporation and house price rises. Yet, 92 new homes of mixed tenure have been constructed and planning permission has been secured for a further 67. Two new community parks and one new play area have also been created. Residents facing displacement as a result of the project have been supported by the "Home Swap" initiative and relocation grants. Other residents have been supported to improve their homes through a scheme whereby they are loaned the money to match fund a home improvement grant from Hartlepool Revival. The project has also served to improve commercial premises and upgraded the appearance of a key artery through the area.

Success in the face of numerous challenges was reported to be largely down to the planning process. The intensive consultation process has reported to have paid dividends, in terms of delivering a high level of community support for the project which had been sustained despite numerous delays. Independent scrutiny of the plan through the Area Assessment process also served to enhanced its resilience and deliverability by ensuring alignment to the strategic planning context, seeking and reaching its endorsement by all key partners and testing resilience through public enquiry.

- 5.13. The process of consultation was often time consuming and resource hungry. In Hartlepool, a private consultancy was commissioned in 2000 to undertake a housing study of the area to form part of the evidence base for the NDC Housing Strategy. Together with the results of a MORI household survey, the report provided an evidence base regarding housing market trends and the levels of satisfaction of local residents and sketched out options for addressing the identified housing problems. A series of public meetings followed. A consensus emerged around the need for a major intervention to stabilise the local housing market. Subsequently, an ambitious consultation exercise began in 2001. This process lasted 18 months and involved 1,200 residents in 60 'planning for real' workshops to identify the improvements residents wanted for their area on a street by street basis. The result was a Community Housing Plan, which was produced in May 2003. This was not the end of the process, however. An independent area assessment was

commissioned by the local authority to review the viability of the Community Housing Plan and its fit with planning regulations and strategy. The result was a number of small changes to the Plan. The areas affected were subject to further consultation, in the form of a ballot carried out on a street by street basis, which gave residents the opportunity to veto changes to the proposals.

Partnership working

5.14. The development of effective partnership working has been critical in delivering improvements in relation to housing and the physical environment. The NDC partnerships neither owned nor managed property, nor did they have the capital required to buy up housing and land in the area and fund new build of properties for sale or rent or large scale housing modernisation programmes. Many NDC partnerships also lacked the capacity or expertise required to manage and deliver such a programme. The support and cooperation of key housing and planning agencies (in particular, the local authority housing and planning departments, housing associations and private developers) was therefore critical to the development, design and delivery of housing improvements and renewal programmes.

5.15. Across the six case study NDC areas there has been a close correlation between effective partnership working and success in delivering housing objectives. In Hartlepool, effective partnership working was reported to have a history that predated the emergence of the NDC Programme:

“Close partnership working has been a key component of success here... there is a long tradition of joined up working in Hartlepool and at the end of the day it’s not a huge town and it would be hard to ignore each other....All the agencies have rallied round to address the problems in this area.” (Housing Hartlepool Officer, interview)

5.16. Central to this partnership has been the relationship between the NDC partnership and the local authority. Hartlepool Borough Council served as the accountable body to the NDC partnership. Rather than seeking separate legal status the NDC partnership set up a separate company, Hartlepool Revival, to take ownership of assets on behalf of the NDC partnership. The relationship between the NDC partnership and the local authority was formalised in a Service Level Agreement. Another point of strength was reported to be the stability in senior management positions within the NDC partnership (Resident Board Members, Chair and Director), allowing working relations to be developed with key individuals in partner agencies. At the same time, the movement of personnel between partner agencies was considered to have helped promote understanding, build consensus and maintain positive working relations. There is also little doubt that NDC funding has served to focus minds on the value of partnership working, as one NDC officer observed:

“It [success] has not so much been about money; it’s been more about partner’s commitment to bending the mainstream services and changing the ways they currently work. But you wouldn’t get all those players round the table in the first place if you didn’t have a pot of money there. I don’t know what will happen in future...” (NDC Officer, interview)

- 5.17. Another critical relationship, according to NDC officers in Hartlepool, is with the preferred developer, for major renewal programme. Officers suggested that a good working relationship with developers is critical in order to weather the battering that plans can take in the face of extensive resident involvement and shifting market conditions. According to the preferred developer in Hartlepool, these challenges include the high level of community consultation and involvement required, working with a complex partnership structure, resulting delays to the design and development process, the difficulties of managing expectations in such an empowered and involved community, and difficulties getting residents to appreciate issues of viability:

“On the more straightforward sites we would normally buy the land and get on with it, we are still required to consult through the planning process, but not to the same degree. The sites in this area came forward because residents voted to demolish properties there. It is more time consuming developing in this area because of the additional consultation we do, we have more contact with residents and work hard at keeping them on board through the long process. But I do think this approach speeds things up in the longer term- it can mean that you have your buyer in place before the development is even built and means little or no objections at the planning stage. The partnership approach also makes the work we do here more time consuming, dealing with Revival and the NDC rather than just the council.” (Officer, Preferred Developer)

- 5.18. The developer reported that these challenges had been managed through a combination of openness and honesty:

“The relationship between [preferred developer] and the key partners has been very positive, Revival have been key to quality control- they will not compromise but they are also realistic. Personalities and a positive attitude have also been key factors.” (Officer, preferred developer)

- 5.19. In sharp contrast to the Hartlepool, the experience of the NDC partnership in Hull illustrates how difficult relations between partners can throw the housing renewal programme into disarray. From the very beginning, the sustainability of the area was recognised by the NDC partnership in Hull as being dependent on the resolution of various housing problems, including the future of system built semi-detached dwellings coming to the end of their habitable life. Unfortunately, little progress was made resolving these problems (through either modernisation or demolition and new build) during the 10 years of the NDC Programme. The key barrier to progress was the relationship the NDC had with the city council, which owned and managed more than 80 per cent of the stock in the area.

5.20. Various factors served to make this relationship difficult. City councillors had viewed the NDC partnership with a degree of suspicion from its very inception, concerned about the perceived bypassing of local democratic structures. Alignment of the NDC Programme with the city council's housing strategy was difficult given the absence of a coherent strategy for housing in east Hull. Despite these factors, the NDC partnership and the city council agreed a major modernisation programme for the estate, which involved the city council committing £45m to the improvement of the stock, while the NDC partnership committed £11m to external improvements intended to complement the council's work. However, relations soured when the city council brought the programme to an abrupt end following a change in political administration, after spending only £2m of the planned £45m. Relations between the NDC partnership and the council were further damaged by the new administration's plans to tackle the problem of empty homes and surplus housing stock in the city, which included proposals for large scale demolition in the NDC area. These plans were leaked to the public, causing consternation among local residents, who organised demonstrations against the proposals on the estate and in the city centre. The NDC partnership opposed the city council, supporting residents in fighting the proposals:

"Without doubt our first three priorities this year will be housing, housing and housing. Early indications from the community are that they want us to help them fight the proposals." Delivery Plan Year 4 (2003)

5.21. A possible route out of this impasse was for the city council to transfer ownership of the stock or the management function to an organisation, such as a community housing association, more willing and able to work in partnership with the NDC partnership. This was the approach taken in Lambeth once it became apparent that the scale of redevelopment could not be delivered if the housing stock was still controlled by the local authority. In Lambeth, the view was that a stock transfer was the only realistic means of securing the investment required. It was also regarded as a process that would provide more 'local' control and enable the community to have a greater say in determining investment priorities. In Hull, the city council had a long-standing opposition to stock transfer and was reluctant to cede responsibility or control for housing in the NDC area.

5.22. Effective partnership working was more straightforward for the NDC partnership in Hull when it came to improvements to the physical environment. This difference appeared to reflect the greater autonomy and control that the NDC partnership was able to exercise over environmental improvement. In the case of the Preston Road Village Centre, the NDC partnership was the lead agency, deriving legitimacy through community involvement, control of the capital budget and ownership of the development plan. The NDC partnership was able to consult with the local community, respond to their concerns and priorities and drive forward the project, at least in its early stages, unfettered by the complexities of partnership working. As more partners were drawn into the project, the NDC partnership was able to negotiate from a position of strength, ensuring that

its vision for the project remained intact. In contrast, the NDC partnership had little leverage over housing issues, possessed limited expertise in the housing field, had no control of the key assets (housing and land), brought limited capital to the table, and had poor relationships with the critical agency; the city council.

Working across themes

“Housing is key to other outcomes in health, crime and education. I do wonder if it would have been better if we had been able to put all our resources into housing. We would have made a huge impact and all the other things would have fallen in to place.” (NDC Resident Board Member)

- 5.23. All the case study NDC partnerships recognised that improvements in housing and the physical environment were critical in efforts to improve the well-being of individual residents and ensure the sustainability of the area. A common view among NDC officers was that the success of the entire NDC Programme was dependent upon the housing and physical environment theme. This view reflected two key assumptions:
- success in other themes was dependent upon delivering improvements in housing and the physical environment and
 - housing and physical environment interventions would represent the most visible and readily identifiable legacy of the NDC Programme.
- 5.24. Linkages between interventions in housing and the physical environment and other outcome areas explicitly recognised by NDC partnerships included:
- the health related benefits of improvements in living conditions through housing modernisation or renewal programmes
 - the designing out of crime and anti-social behaviour through external improvements to dwellings, the redesigning and improvement of public spaces, or more fundamental redesigning of the environment through demolition and new build
 - the management of crime and anti-social behaviour through neighbourhood management and tenancy support schemes
 - improved access to services and facilities (health, education, advice, community safety and policing, leisure) through the clearance of land and the development of new commercial and public buildings
 - increased opportunities for community engagement through the creation or improvement of public spaces, for example, play spaces
 - multiple benefits associated with stabilising population turnover.

Box 3 – The Laurels Healthy Living Centre, Haringey

The project was designed to provide access to improved health and wellbeing services and facilities. It was devised in response to the identification of a large “hard to reach” population in the NDC area who were not receiving health care, despite relatively high levels of mental and physical ill health. The project involved a wide range of partners, including: the NDC partnership, Circle 33 (developer), Haringey Social Services, Haringey Mental Health Trust, Haringey Teaching Primary Care Trust (PCT), and local and national third sector organisations, such as The Derman Project, Age Concern, Get Well UK, BUBIC and Community Action Network.

The plan was for The Laurels to house an integrated health care service, GP services, health visitors, district nurses, speech/language therapists, a PMS pilot scheme, family planning and other specialist services, alongside voluntary sector health and social care providers offering welfare rights, advocacy, counselling, befriending, complementary treatments, language support, a community café and community facilities. Some of these services and facilities never materialised or could not be sustained.

The café, for example, closed in 2009. The PCT is now transforming the premises into a more clinically orientated GP led health centre, in part, in response to concerns about the sustainability of the healthy living services. However, the development has improved the physical environment by bringing derelict land and buildings back into use and there are notable improvements in access to and utilisation of health care services; according to the MORI Household Survey, 87 per cent of people were satisfied with their GP by 2008 and 84 per cent reported that access to their GP was fairly or very easy. There have also been successes in terms of individual projects. The BUBIC project which supports ex-drug users, has been very successful and has now been mainstreamed. Derman, which provides health advocacy and counselling to Turkish and Kurdish communities, continues to operate from The Laurels. Services, including blood testing, have moved to the centre from the local hospital to improve accessibility.

- 5.25. Examples of NDC partnerships recognising and maximising the benefits of these linkages were apparent across the case study NDC areas. In Rochdale crime reduction permeated the housing and the physical environment theme and many interventions (installation of burglar alarms, new security systems, street lighting) had implicit community safety objectives. The Intensive Housing Management Project (IHMP) was also thought to have contributed significantly to reducing crime and anti-social behaviour in the NDC area. This project cost a total of £2.185m and jointly funded by Rochdale Boroughwide Housing (RBH) and the NDC partnership. The main objective was to provide extra support to areas of local authority housing areas within the NDC area.
- 5.26. The project was implemented in response to resident priorities and aimed to address: the level of crime and the fear of crime; neighbour nuisance and anti-social behaviour (ASB); multiple deprivation; social exclusion; and the poor physical environment. An extra tenancy enforcement officer tackled

ASB, extra caretakers ensured the estates were clean and extra community management workers gave extra support to tenants. A management and support structure was also put in place to oversee the co-ordination of the various elements of the project. The work of the community management workers with new tenants was thought by RBH and NDC officers to have contributed to a reduction in ASB, as well as increased stability in the social rented sector. New tenants were given information packs containing local information about schools, nurseries, doctors, dentists, bus routes and schedules and information about local tenants and residents groups and support groups. Post sign up visits were also undertaken with all new tenants to check they were settling in and address issues regarding Housing Benefit, rent payments and repairs. Referrals were also made to appropriate agencies if help was needed. A directory was also drawn up covering issues such as drugs, alcohol, parenting, budgeting and social support. These relationships proved very positive and resulted in agencies seeking referrals whenever they had spare capacity.

Box 4 – Intensive Housing Management, Rochdale

The Intensive Housing Management project offered extra support in areas of local authority housing within the NDC area. The project was implemented in response to resident priorities and the objective was to address levels of crime and fear of crime in the area, neighbour nuisance and anti-social behaviour, social exclusion and the poor physical environment. Activities included an extra tenancy enforcement officer to tackle anti social behaviour, extra caretakers to ensure the estates were clean and extra community management workers to provide extra support to tenants. A management and support structure was put in place to co-ordinate the various elements of the project.

Benefits extended well beyond the housing and the physical environment theme, but effective delivery was dependent on the commitment of housing management staff to the new approach, including the provision of help and advice to residents. Improvements in multi-agency working emerged during the delivery of the project, opening up new areas of dialogue and leading to better understanding between agencies of priorities, targets, constraints and practices. These new relationships resulted in the joint funding of other initiatives and schemes. Outcomes included an increased willingness among residents to report crime and anti-social behaviour, safe in the knowledge that concerns would be listened to and a response would be forthcoming. A key lesson to emerge regarding delivery was that new and innovative projects require a degree of continuity in staffing in their early stages, to ensure clarity of purpose and delivery.

- 5.27. Improvements to the Frederick Messer estate in Haringey provides a good example of how remodelling residential space can serve to tackle fear and experience of crime and anti-social behaviour and promote a renewed 'sense of place'. The estate incorporated many design elements that made it unsafe and unpleasant for residents. There was a multitude of pathways through the estate with easy access for people living outside, it was poorly lit with a lot of blind corners and pinch points. Poorly designed open spaces led to them

being used for anti-social behaviour, littering and rubbish dumping. There were a number of inappropriate gathering points for young people such as entrances to housing blocks, making residents feel intimidated. The play area was poorly designed, with outdated equipment and was not well overlooked and had become a focus for anti social behaviour. The bin areas were unsightly, smelt and attracted rats. The estate was in need of comprehensive overhaul. The process started with extensive consultation process, involving 'walkabouts' on the estate at different times of day/night and followed by door-to-door consultations. This resulted in the first master plan in April 2008. Two consultation meetings were held where residents inspected plans and models and suggested changes or improvements. A revised master plan was aired at a public consultation in June 2008 where residents were able to have detailed input in the form of choosing colours for paintwork, play equipment, designs and so on. The master plan packaged the work into four chunks which were separately tendered. Overall, the work was to include: new bin stores, recycling facilities and bulk waste storage; erecting new boundary fencing to define the estate and prevent people using it as a cut through; new piers and railings for vehicle entrances; creation of defensible individual front gardens for the ground floor properties; installing a youth shelter and redesigning open spaces to make them more usable; improving pathways, demolishing pram-sheds and improving lighting; demolishing the existing play area and planting the space, building a new play area with new equipment and installing outdoor adult exercise and fitness equipment.

- 5.28. The work was funded in partnership with Homes for Haringey, the NDC partnership contributing £300,000 and Homes for Haringey £650,000. The result was a transformation in the appearance of the estate. It was widely seen as cleaner, greener and better kept. Residents said they felt safer and that it was a nicer place to live. Police reported a decline in anti-social behaviour. The play area is now situated in a place where children can be watched and is well used, as is the youth shelter. Work has taken place with residents to form a Residents Association which is currently being constituted. This, in itself, is an achievement and a measure of the increased interest in, and ownership of, the environment by the people living there. The lighting improvements have been particularly welcomed by residents.
- 5.29. The Village Centre, in Hull, represents a good example of an intervention to improve the physical environment contributing to the achievement of multiple outcomes across different themes by improving community access to various key services. The Village Centre, which was actually defined by the NDC partnership as a community rather than a housing and physical environment initiative, represents the NDC partnership's flagship intervention and its greatest legacy. It was developed on land provided by Hull City Council following the demolition of a small number of properties and represented a response to the recognised dearth of services and facilities in the area. The centre comprises a cluster of newly built units that accommodate: a police station; a social services Family Resource Centre; a children's centre with 51 nursery places and a crèche (104 places per week); a retail unit leased by the Co-operative; and a community facility – The Freedom Centre – which houses a public library, an NHS minor treatment

centre, a city council customer services centre; and community meeting and leisure facilities, including a café.

Sustainability of outcomes

- 5.30. Central to the succession strategies of the case study NDC partnerships is the formation of a body that will take control of the partnership's assets and sustain its work. In Haringey, for example, the NDC partnership is making plans for an asset-based succession body. A company limited by guarantee with charitable status is envisaged. A five year business plan for the body is being developed, taking into account the assets and the income from the Laurels Health Centre (c. £300,000 p.a.). Such successor organisations will have an important role to play protecting, and building on, the gains secured through the NDC Programme. NDC partnerships have also sought to protect their legacy by agreeing long-term strategic plans for the area with key partners, as well as service level agreements. In Haringey, all projects have maintenance or service level agreements. In addition, the NDC partnership led on the development of a neighbourhood plan for the area up to 2025, which was formulated in consultation with local residents, stakeholders and partner agencies and tested through workshops and public consultation events.
- 5.31. Ultimately the sustainability of housing and the physical environment outcomes will depend, first and foremost, on partner organisations mainstreaming initiatives that previously relied on NDC support. There appear to be grounds for optimism that many outcomes will be sustained. Partner agencies across the six case study NDC areas have proved willing to mainstream projects or initiatives where there is evidence that they are working and making a discernable difference. In Hull, the revenue costs associated with a neighbourhood management initiative are now being met by the Gateway Housing Market Renewal Pathfinder. Recognising that this funding stream is also time limited, there are plans for the project to move toward a social enterprise model. A similar model has been adopted in a bid to try and ensure the long-term future of a number of other projects developed by the NDC partnership in Hull, including the community nursery located in the Village Centre and the Freedom Centre, which houses the community café, library, NHS walk-in service and various other services.
- 5.32. Far more challenging than sustaining successes, will be the delivery of outcomes. After 10 years of the NDC Programme, the housing redevelopment plans of NDC partnerships are yet to be delivered. In Lambeth, responsibility for delivery will pass to Clapham Park Homes (CPH), a community-led housing association set up to take ownership of transferred housing stock. A number of NDC resident board members became board members of Clapham Park Homes, a crossover of membership maintaining the community role in decision making following the transfer of responsibility for driving forward the redevelopment process from the NDC partnership to CPH. On a positive note, funding has been agreed for the next phase of the programme and support from the local authority, councillors and MPs

remains high. However, there is no guarantee of funding for future phases and revision of the master plan might be required. This would give lenders an opportunity to review their financial approvals and margins. In the present financial and housing market context, this could result in a restricted access to private sector finance and a consequent reduction in the scale and quality of the new build and refurbishment programmes. Questions may also arise regarding the community facilities and public realm improvements included in the original master plan. The ambition of delivering a greater tenure mix would also be put at risk. Changes to the development plan would, in turn, raise the challenge of maintaining community support, which has already been undermined by delays in the process.

- 5.33. Similar issues confronted the NDC partnership in Knowsley, where the sustainability of the development programme is under pressure as a result of the market downturn. Options currently being explored include funding from the Housing and Communities Agency to undertake infrastructure development, in a bid to remove some of the short-term pressure on developers associated with on-site costs. Breathing space might also be provided by bringing forward the rehousing of remaining residents in the development areas. This would then allow the development to be rephased; the land being grassed over and 'banked' and redevelopment waiting until the market 'picks up'. However, it was reported to be difficult to even talk with developers at the present time about viable options *"because they are in 'survival mode'"*.

Key lessons

- 5.34. This chapter conveys the sheer diversity of interventions undertaken by the case study NDC partnerships that renders discussion of universal themes or issues rather difficult. Nevertheless, it is possible to identify some common factors from this breadth of experience. The long developmental phase required for major housing and physical environment initiatives means that even the 10 year time horizon was often insufficient to complete the full process from identifying priorities, engaging with residents, bring partners on board, planning, funding and executing the programme and ensuring its longer term sustainability. There have also been major demands placed on the capacity of NDC teams as they move this process, but in most cases, they appear to have moved up this learning curve successfully.
- 5.35. The contrasting experiences of Hartlepool and Hull both testify to the critical importance of developing a positive and productive relationship with the local authority, and subsequently with other delivery partners. A tension often emerged between the immediate priorities of residents and the longer term view about the sustainability of the local housing market, which often pointed in the direction of tenure diversification, remodelling and, in consequence, disruption for the existing community. These conflicting pressures could often not be resolved without a lengthy and painstaking process of consultation, communication and revision – a process which thereby risked blighting the neighbourhoods further while plans were held in

abeyance. Yet there was light at the end of the tunnel in most cases, and the positive impacts of housing and the physical environment interventions have become more evident towards the end of the NDC Programme as a result.

- 5.36. The development of community facilities and the improvement of public spaces generally evoked very positive responses from local residents, though this has placed a premium on ensuring that a successor body can maintain the community asset after NDC funding has ceased. Haringey provided a striking example, of an integrated community facility through the development of a Healthy Living Centre and there are similar cases in the other NDC areas. NDC funding has perhaps enabled a more creative and locally responsive approach to the development of local amenities, though it may take quite some time before such investment produces positive outcomes in health, crime and anti-social behaviour or residential stability.
- 5.37. The main lessons to emerge from this analysis of the six case studies are considered in the next chapter.

6. Conclusions

- 6.1. Housing interventions provide an opportunity to make fundamental changes to both the nature of places, and the profile and situation of the local population. Housing regeneration and renewal can have a catalytic effect on efforts to improve neighbourhood conditions and tackle deprivation issues. This report has revealed a series of positive impacts that housing and the physical environment interventions have made over the past eight years – both across the programme as a whole and in the evaluation of specific case study NDC areas. These impacts have included:
- over 30,000 homes improved or developed, of which over 19,000 are judged to be 'additional' because of NDC partnership involvement
 - a small (2 per cent) increase in the proportion of residents who were satisfied with their accommodation between 2002 and 2008
 - a relatively large (13 per cent) increase in the proportion of residents who were satisfied with their area as a place to live between 2002 and 2008
 - an increase of 70 per cent in the average property price in NDC areas, compared to 58 per cent in comparator areas and in the 'parent' local authorities.
- 6.2. Despite the improved levels of satisfaction with the neighbourhood among respondents in NDC areas, there was no change in the proportion of those who wished to move from their current home, suggesting that other factors may be more significant in influencing such aspirations. Further analysis of the longitudinal household survey suggests that factors such as changes in the levels of crime, 'trust' and area satisfaction are associated with levels of satisfaction with one's accommodation. Nevertheless, NDC partnerships that spent more on housing and physical environment activity witnessed a reduction in the proportion who wanted to move: the level of spend accounted for 17 per cent of the variation between NDC areas. Overall, the analysis suggests strongly that housing and physical environment interventions 'spill over' into other aspects of residents' lives and influences their perceptions. This gives credence to the shift towards more holistic approaches in regeneration and place shaping that has been underway in recent years.
- 6.3. In assessing overall performance in housing and the physical environment, 16 per cent of the overall effect can be attributed to area level characteristics and 84 per cent to individual characteristics. While the social and economic profile of the residents does largely shape the nature of the changes experienced in the duration of the NDC programme, 'place' does matter and thus cannot be ignored as a component of any programme seeking to improve the quality of life of residents living in deprived neighbourhoods.

6.4. Moving to the case study analysis, the following key lessons emerged from the assessment of the wide range of interventions that have been undertaken during the programme:

- **time and costs:** ten years rarely proved long enough to deliver comprehensive, housing renewal programmes, involving demolition and new build; developing and agreeing a master plan for the area, consulting with and keeping the local community on board, negotiating with partners, recruiting and maintaining relations with the preferred developer, piecing together the financial plan and securing planning approval. These are all time consuming activities that have to be completed before development can even begin; redevelopment is also a resource hungry process. As one NDC chief executive observed *"you need substantial resources for demolition, acquisition and serious neighbourhood management... You get bang for your bucks but you need to put the bucks in"*
- **the importance of partnership working:** the aspirations and activities of area based regeneration initiatives need to be developed pragmatically to ensure that they achieve what is within their competence, authority and resources. Partnership working can extend these possibilities significantly, particularly in relation to sustainable improvements in housing and the physical environment, where NDC partnerships lacked the resources, capacity or expertise to act alone. Indeed, failure to secure the support and cooperation of key housing and planning agencies (in particular, the local authority) can block progress on housing priorities and put at risk the wider objectives of regeneration programmes; clarity of purpose is essential for effective partnership working
- **the cross- theme benefits of housing and physical environment interventions:** improvements in housing and the physical environment can prove critical to the delivery of objectives in other themes, for example, the designing out of crime or the provision of play spaces and leisure facilities to support healthy living objectives. In turn, the nature of the physical environment is an important determinant in relation to the popularity of an area, while the operation of the local housing market informs its long term sustainability
- **balancing 'bottom-up' priorities and 'top down' concerns:** a major challenge when delivering housing renewal is managing the tensions that can emerge between the views and opinions of local residents about their immediate needs and requirements and the priorities of partner agencies, which tend to focus on more long term objectives and sustainability issues. NDC partnerships have managed this tension in different ways; in some cases, NDC partnerships were led, first and foremost, by resident priorities, generally resulting in a focus on housing modernisation and environmental improvements, rather than demolition and new build. The risk here is that factors which put at risk the long term sustainability of areas are neglected. In other cases, resident views and partner priorities have been balanced through a complex process of engagement and consultation, involving the local community, the NDC partnership and partner agencies. This approach helps to promote recognition of the bigger picture and

the wider benefit of proposals, rather than how issues impact upon a particular constituency at a specific point in time; however, this approach consumes time, effort and resources and often fails to deliver identified objectives within the lifetime of the Programme

- **involving residents in the planning process:** ensuring the 'buy-in' of local residents to the redevelopment process is critical for success. Community support is vital to the planning process and necessary to achieve stock transfer, which can be a critical first stage of the redevelopment process. It is important that the process is open and honest and that reasonable parameters are set in terms of what can be achieved: starting with a 'blank sheet of paper' can set unrealistic expectations and result in a vision for the area which cannot be delivered. The challenge is to combine the aspirations of the community with the realistic views of professionals about what can and cannot be delivered – without this, money is wasted and the community can feel let down when their vision is not delivered
- **maintaining community support:** community support is conditional on evidence of positive change; improvements to the physical environment can provide visible 'quick wins' which highlight the potential of the NDC Programme to deliver positive change and foster commitment to, and support for, the renewal process, particularly among residents. Open and transparent partnership arrangements also serve to communicate progress and highlight challenges that can delay progress and might put at risk the commitment of partners, including the local community. There is a similar challenge in striking the right balance in relation to the amount, and detail, of information provided to residents; they require enough information to know what is happening and feel involved in the process, but intensive involvement can ultimately serve to erode trust, particularly when plans are subsequently revised due to unforeseen circumstances (such as housing market downturn).

6.5. What are the main implications for the development of interventions in housing and the physical environment as a component of any future area-based regeneration programmes?

- **clear acknowledgement from the outset on the relative balance between 'outward-facing' and 'inward-facing' measures,** as they have different implications for resident consultation processes, planning and implementation timescales
- **more attention to be given to the sequencing of place-based and people-based interventions,** and between capital intensive and revenue intensive schemes, given the inevitably long lead-in times for major masterplanning and remodelling exercises. There is a tendency to press ahead on all fronts from the outset in regeneration programmes when a more measured and phased approach might reap more dividends
- **the salience of neighbourhood** as a factor in people's lives – at home and at work, in terms of social and family networks, as a focus for social interaction – will vary from place to place and this should drive the priority

given to housing and the physical environment interventions in the bundle of measures to be undertaken. A common template of interventions is unlikely to be appropriate for 'place shaping' programmes

- **any housing programme must remain 'market aware'**; a degree of flexibility is required (though often difficult to achieve, given long term funding and planning cycles) so that programmes can be adapted to changing housing market circumstances: this in turn requires up-to-date and comprehensible market intelligence
- **skills in understanding, supporting and negotiating with private sector partners are at a premium.** Housing and physical environment programmes need to become familiar with the vocabulary of risk, return and contingency. Many senior officers in NDC partnerships have now made this journey and it will be important to capture their experience for future area-based initiatives (ABIs) with a housing and physical environment dimension
- **housing and physical environment measures may not necessarily stabilise areas with high residential turnover.** Residents will not necessarily 'thank' the ABI team by showing increased loyalty to their neighbourhood and staying put, although the prospects for this will be enhanced if a wider range of affordable housing options is developed in the course of the programme
- **infrastructural improvement and improved dwelling stock will be at the centre of the legacy from programmes such as NDC.** The converse to the long led-in times for major remodelling and redevelopment programmes is that their legacy will be apparent – not least visually – for a long time as well.

6.6. The overall assessment of progress made in the housing and physical environment during the NDC Programme underlines the 'porous' nature of this domain. This affects both the impacts of interventions and the nature of the evaluation. The nature of the problems faced by NDC partnerships at the neighbourhood level are significantly determined by wider housing market conditions and the housing market cycle – as vividly demonstrated in the past eighteen months. But this does not necessarily suggest that, because local housing markets are not self-contained, area-based programmes have little purpose or impact. It suggests instead that programmes need to have a degree of flexibility – as the challenges at neighbourhood level move from 'low demand', for example, to 'affordability'. The benefits of investment in housing and neighbourhood infrastructure will also 'leak out' into other areas – such as residents' overall quality of life, satisfaction with the area and their willingness to stay put rather than move away. Just as a good quality neighbourhood is made up of more than its constituent amenities and dwellings, so investment in 'bricks and mortar' can bring benefits that reach well beyond the physical realm and impact on broader measures of resident satisfaction and well-being.

6.7. The review of the role of housing and physical environment interventions in ABIs in chapter 2 noted a broad drift from 'inward-facing' approaches

to 'outward-facing' approaches to regeneration, bridged by the increasing attention given to more holistic programmes to achieve multiple social and economic objectives. Many NDC partnerships have also followed this path within their own programmes – beginning with 'quick wins' to meet the most pressing concerns of existing residents before moving to more strategic programmes for neighbourhood remodelling and addressing issues of connectivity and market performance along the way. In several cases, however, these more ambitious programmes have yet to be completed: this poses real challenges for the continuation of mainstream funding in the teeth of a recession, for the legacy programmes of NDC partnerships, and for partnership working and ongoing resident involvement without the crucial support that NDC partnerships have provided over the past 10 years.

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Appendix 1: Modelling methods and the Composite Index of Relative Change (CIRC)

Multiple regression models

Multiple regression looks to predict a given outcome (Y) using a linear combination of explanatory variables (X's). This extends simple regression by allowing several predictors to be explored at once. For example, it would be possible to see if changes in the proportion of residents satisfied with an area are associated with the amount of New Deal for Communities (NDC) spend on housing and environmental improvements, the proportion of residents in social rented accommodation and the level of engagement between the NDC partnership and other local agencies.

Given the observed dependent and explanatory variable values then the unknown parameters (coefficients) in the equations can be calculated. This is done by fitting a model such that the sum of squared differences between the line and actual data points is minimised – known as the method of least squares. The regression coefficients represent the average change in the outcome variable associated with a one unit change in the explanatory variable. A positive coefficient indicates a positive association between the explanatory and the outcome variable implying a higher explanatory value is on average associated with a higher outcome value; vice versa for a negative coefficient. A t-test calculates if the coefficients are statistically significant and that the relationship identified is unlikely to be spurious or have occurred due to chance. It should be stated that a significant association does not imply causation.

The goodness of fit of each of the models is discussed by referring to the R^2 statistic. This indicates how well the model predicts the value of the variable it is trying to explain compared with the observed value. So given a set of known characteristics for each NDC area, the model fits a regression line: the closer to the line observations fall the better the fit of the model. If $R^2 = 1$ this indicates a perfect fit and all the observations fall exactly on the line. If $R^2 = 0$ then no linear relationship is apparent between the dependent and independent variables. It should be appreciated that the latter would not necessarily mean there was no association between factors being considered and the variable being 'explained', but rather that there was no linear relationship. Another way to consider the R^2 statistic is that it indicates the proportion of variation in the dependent variable that is explained by the factors included in the model. Hence an R^2 of 0.5 indicates that 50 per cent of the variation has been explained by the factors included in the model. 50 per cent is therefore still unaccounted for by factors not included in the model.

General linear models

General Linear Modelling (GLM) is an extension of multiple regression modelling techniques. GL models use the difference in the levels of given indicators between two points of time as the dependent variable. GLM utilises the full power of the longitudinal nature of panel data by considering changes occurring to individuals through time. These models allow multivariate tests of significance to be employed which indicate which predictor variables are, or are not, significantly related to change. GLM models are in the main run on a combined sample of the NDC and comparator longitudinal sample. This allows a predictor variable of 'study group' to be added in. This makes it possible to identify whether or not there is any significant NDC effect: is the change occurring to those in the NDC panel significantly more, or less, than that occurring to those in the comparator areas panel?

Logistic regression models

Logistic regression is used in the modelling of dichotomous rather than continuous outcome variables, for example whether an individual wants to move house or not. Logistic regression modelling attempts to predict the probability of an outcome occurring given some known explanatory values. This means that the expected outcome from the final model equation is a probability value varying between zero (extremely unlikely to have occurred) and one (extremely likely to have occurred). An attractive property of logistic regression is that the coefficient attached to explanatory variables can be expressed as an odds ratio (OR). Odds ratios reflect the probability of a given outcome occurring given the respondent has a given characteristic compared to if they did not and all other things being equal. An odds ratio value greater than one indicates having the given characteristic is associated with on average a greater likelihood of the outcome occurring compared to the base group; vice versa for an odds ratio less than one. For example, an OR of two implies that a person with a known attribute, say being male, is on average twice as likely to be in employment compared with females, after all other factors have been taken into account. The Wald statistic indicates if the explanatory coefficient is significantly different from zero so as not to have occurred due to chance.

The Composite Index of Relative Change (CIRC)

CIRC is based on 36 indicators evenly spread across the six key outcomes typically addressed by partnerships. The outcomes and associated indicators have been selected on the basis that partnerships might plausibly impact upon them. They were chosen in consultation with Communities and Local Government (CLG) and the NDC Partnership Reference Group. Table A1.1 provides a full list of the indicators. The Ipsos MORI household survey is the primary source for the majority of indicators. This provides consistent data for all partnerships from 2002–2008. A smaller number of indicators are included from administrative data sources. In the case of the DWP data on those claiming key worklessness benefits the data covers 1999 to 2008. Key Stage Education data is available from 2002 to 2007.

Table A1.11: 36 indicators included in CIRC

INDICATORS	YEARS	SOURCE
Education		
Key Stage 2 English % reaching level 4	2002–2007	SDRC
Key Stage 3 English % reaching level 5	2002–2007	SDRC
Key Stage 4 – % with 5 or more GCSE's at A*-C level	2002–2007	SDRC
% of working age respondents with no qualifications	2002–2008	Ipsos MORI
% taking part in education/training in past year (exc. in f-t edu.)	2002–2008	Ipsos MORI
% who need to improve basic skills	2002–2008	Ipsos MORI
Worklessness and finance		
% unemployed	1999–2008	SDRC/CRESR
% work limiting illness	1999–2008	CRESR
% of households with income less than £200 per week	2002–2008	Ipsos MORI
Employment rate (working age)	2002–2008	Ipsos MORI
% receiving benefits	2002–2008	Ipsos MORI
% workless households (working age)	2002–2008	Ipsos MORI
Health		
% no physical activity for at least 20 minutes at a time	2002–2008	Ipsos MORI
% residents who smoke	2002–2008	Ipsos MORI
% residents feel own health not good	2002–2008	Ipsos MORI
SF36 mental health well-being score	2002–2008	Ipsos MORI
% health worse over past year	2002–2008	Ipsos MORI
% satisfied with doctor	2002–2008	Ipsos MORI
Crime		
Burglary rate per 1000	2002–2008	Ipsos MORI
Criminal damage rate per 1000	2002–2008	Ipsos MORI
Crime rate per 1000	2002–2008	Ipsos MORI
Lawlessness and dereliction score	2002–2008	Ipsos MORI
% feel a bit/very unsafe after dark	2002–2008	Ipsos MORI
Fear of crime score	2002–2008	Ipsos MORI
Housing and physical environment		
% satisfied with area as a place to live	2002–2008	Ipsos MORI
% 'trapped'	2002–2008	Ipsos MORI
% want to move	2002–2008	Ipsos MORI
% satisfied with accommodation	2002–2008	Ipsos MORI
% think area has improved over past two years	2002–2008	Ipsos MORI
Local environment score	2002–2008	Ipsos MORI
Community		
% feel part of the community	2002–2008	Ipsos MORI
% feel it is a place where neighbours look out for each other	2002–2008	Ipsos MORI
% think NDC has improved the area	2002–2008	Ipsos MORI
% feel good quality of life	2002–2008	Ipsos MORI
% feel can influence decisions that affect the area	2002–2008	Ipsos MORI
% involved with activities organised by NDC	2002–2008	Ipsos MORI

The CIRC measures, standardises and compiles change data on each of these indicators for every partnership. It allows a comparison of progress achieved in each partnership in a two ways. First, change in all NDC areas can be assessed against that apparent in the other 38 areas. The change data can then be standardised and combined into one index. This is referred to as measuring **unbenchmarked relative change**.

Second, change in all NDC areas is also **benchmarked** against change occurring within similar types of deprived areas, in the same geographic context, but not receiving NDC funding. This helps disentangle the net NDC effect over and above change that might be occurring as a consequence of the national or regional trends. For **administrative** indicators this is a relatively straightforward procedure as comparable indicators are collected for **specifically designed comparator areas**: similarly deprived non-contiguous areas of similar population size, within the same local authority which have comparable IMD scores.

However, for indicators drawn from the **household survey** the situation is slightly more complex. A comparator survey was carried out across a sample of similarly deprived areas within each of the 38 local authority areas containing an NDC neighbourhood. Again these areas were non-contiguous with, but displayed similar levels of deprivation to, NDC areas. However, although this provides a substantial sample²² for a Programme wide comparator, sample sizes involved in each area means these are not large enough to provide individual partnership-level comparator data. Instead an existing typology²³ of NDC areas has been utilised to provide **pooled benchmark data**. The five groupings are based on the similarity of areas using the 36 core indicators. Change within each NDC area is therefore compared to change occurring to a similar group of deprived comparator areas.²⁴

For each indicator the net change achieved after benchmarking is standardised using Z-scores.²⁵ This technique places all indicators on the same metric, ensures equal weighting for each and allows summation across indicators. The Z-scores relate the benchmarked change achieved in each NDC area to the average achieved across all partnerships. Therefore a positive score indicates above average net change, zero is on a par with the average and a negative score is below average. This **benchmarked relative change** method is referred to as the final **CIRC score**.

It is also possible to use the CIRC to explore outcomes, and change in relation to all three people or all three place-based outcomes. This report uses only the section of CIRC relating to housing and the physical environment. Analysis of data underpinning CIRC allows partnerships to be ranked on the scale of problems evident in these areas at the beginning of the Programme, transitions over time, and at the end of the period. The data also allows the scale of unbenchmarked relative change to be examined.

²² The comparator survey sample consisted of 2,014 respondents in 2002, 4,048 in 2004, 3,062 in 2006, and 3,100 in 2008.

²³ A full explanation of the typology of partnerships is included in: CLG (2008) *New Deal for Communities: a synthesis of new Programme-wide evidence: 2006–07, Research Report 39*. www.neighbourhood.gov.uk/publications.asp?did=1930.

²⁴ For two NDC specific indicators benchmarks do not exist and straightforward levels of change are used: % residents think NDC has improved the area, % of residents involved in NDC activities.

²⁵ Standardises indicators so all have a mean of zero and a standard deviation of one.

It is important to understand the **nature of the data underpinning CIRC calculations**:

- areas may not necessarily be doing 'badly' across all themes to end up with a relatively low score: it may be one or two elements pull down the overall score
- an area may have made improvements which are on a par with other NDC areas for one or more outcome areas, but still end up with a 'poor' score; this may be because change has not kept pace with their comparator areas
- the comparator areas do not represent pure 'controls': the intensive and diffuse nature of urban regeneration in England means that the comparator areas will themselves almost invariably have benefited from other types of support, for example EU, SRB or Sure Start funding
- the rankings may in reality reflect only very small differences in actual CIRC scores
- CIRC scores therefore give an indication of magnitude of change achieved relative to the average: rankings are a blunter analytical tool.

Appendix 2: Area level analysis – correlations

These tables relate to the analysis described in paragraph 4.2 of the main report. A correlation (measured by a Pearson’s correlation coefficient) indicates the strength and direction of a linear relationship between two random continuous variables. The correlation is termed significant if statistically the relationship is thought not to have occurred due to chance. A positive correlation implies that a higher value of one variable (e.g. change in the proportion wanting to move), on average, will be associated with a higher value of the other variable (e.g. NDC housing and physical environment spend). A negative correlation implies the reverse: that, on average, a higher value of one variable will be associated with a lower value of the other variable.

Table A2.1: Correlations: Satisfaction with accommodation and area		
	Correlation co-efficient	p-value
Satisfaction with accommodation 2002 vs. satisfaction with area 2002	0.034	0.836
Satisfaction with accommodation 2008 vs. satisfaction with area 2008	0.151	0.359
Change in satisfaction with accommodation vs. change in satisfaction with area	0.108	0.512

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

Table A2.2: Correlations: Spend and change in perceptions of accommodation/area		
	Correlation co-efficient	p-value
NDC proportion spent on housing and the physical environment * vs. change in satisfaction with area	0.207	0.205
NDC proportion spent on housing and the physical environment vs. change in satisfaction with accommodation	0.087	0.597
NDC proportion spent on housing and the physical environment* vs. CIRC housing and the physical environment theme score (non-benchmarked)	0.338	0.035
NDC proportion spent on housing and the physical environment vs. CIRC housing and the physical environment theme score (benchmarkd)	0.211	0.198

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

*excluding management and administration spend

Table A2.3: Correlations: Change in perceptions of accommodation/area and change in 'demand' indicators		
	Correlation co-efficient	p-value
Change in satisfaction with area vs. percentage change in mean house price	0.281	0.083
Change in satisfaction with accommodation vs. percentage change in mean house price	-0.254	0.118
Change in satisfaction with area vs. change in want to move	-0.133	0.419
Change in satisfaction with accommodation vs. change in want to move	-0.276	0.089
CIRC housing and the physical environment theme score (non-benchmarked) vs. percentage change in mean house price	-0.087	0.599
CIRC housing and the physical environment theme score (benchmarkd) vs. percentage change in mean house price	0.140	0.395

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

Table A2.4: Correlations: Spend and change in 'demand' indicators		
	Correlation co-efficient	p-value
NDC proportion spent on housing and the physical environment * vs. percentage change in mean house price	0.242	0.138
NDC proportion spent on housing and the physical environment* vs. change in want to move	-0.355	0.027

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

*excluding management and administration spend

Table A2.5: Correlations: Satisfaction with accommodation and satisfaction with state of repair of home		
	Correlation co-efficient	p-value
Satisfaction with accommodation 2002 vs. satisfaction with state of repair of home 2002	0.880	0.000
Satisfaction with accommodation 2008 vs. satisfaction with state of repair of home 2008	0.898	0.000
Change in satisfaction with accommodation vs. change in satisfaction with state of repair of home	0.650	0.000

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

Table A2.6: Correlations: Satisfaction with area and other area perception indicators		
	Correlation co-efficient	p-value
Satisfaction with area 2002 vs. thinking area has improved in past two years 2002	0.414	0.009
Satisfaction with area 2008 vs. thinking area has improved in past two years 2008	0.426	0.007
Change in satisfaction with area vs. change in thinking area has improved in past two years	0.606	0.000
Satisfaction with area 2002 vs. thinking NDC has improved area 2002	0.340	0.034
Satisfaction with area 2008 vs. thinking NDC has improved area 2008	0.343	0.033
Change in satisfaction with area vs. change in thinking NDC has improved area	0.383	0.016
Satisfaction with area 2002 vs. problems with environment index, high score 2002	-0.444	0.005
Satisfaction with area 2008 vs. problems with environment index, high score 2008	-0.589	0.000
Change in satisfaction with area vs. change in problems with environment index, high score	-0.226	0.167

Source: Ipsos MORI NDC Household Survey 2002, 2008

Base: All NDCs (39)

Bold: Correlation is significant at the 0.05 level

Appendix 3: Area level analysis – multiple regression models

The potential explanatory variables included in the multiple regression models were as follows:

Spend and partnership characteristics

- NDC spend on housing and the physical environment: absolute, per capita and proportion
- NDC total spend: absolute and per capita
- operational and process characteristics of partnerships covering:
 - number of partnership board members
 - number of residents on boards
 - proportion of boards members who are residents
 - number of agency representatives on boards
 - proportion of board members who are agency representatives
 - board effectiveness score
 - number of times chairs of boards changed since beginning of the Programme
 - number of times chief executives of partnerships changed since beginning of the Programme
 - number of other area-based initiative (ABIs) in each NDC area
 - number of ABIs with which partnerships engage ‘a lot’ or ‘a fair amount’
 - number of agencies with which partnerships engage ‘significantly’
 - the degree to which overall agency involvement has constrained or assisted delivery
- whether partnership began in Round 1 or Round 2.

NDC area characteristics

- ‘starting position’ in the outcome variable: to examine whether the concentration of a particular problem in the area at the 2001–02 baseline is a determinant of the level of change subsequently achieved
- tenure: the percentage of households in owner occupation, the social rented sector and the private rented sector in 2002 and the percentage point change between 2002 and 2008

- type of dwelling: percentage in terraced housing and percentage in detached/semi-detached (2008)
- ethnicity: the percentage of White, Asian and Black residents in 2002 and the percentage point change between 2002 and 2008
- age: the percentage in five age bands (16–24; 25–34; 35–54; 55–64; 65+) in 2002 and the percentage point change between 2002 and 2008
- occupation: the percentage of residents in managerial/professional occupations and in elementary occupations in 2002 and the percentage point change between 2002 and 2008
- the level of ‘population churn’ in 2002 (an area-level composite score based on the number of times residents have moved, the length of time living in their current accommodation and the number of in-movers to the area)
- household composition: the percentage of couples with dependent children, couples without dependent children, lone parent families, single person households and households in multiple occupation in 2002 and the percentage point change between 2002 and 2008
- NDC population in 2007 and percentage change 1999 to 2007
- NDC typology: whether in Cluster 1, 2, 3, 4 or 5
- Amion mobility classification: isolate, transit or escalator
- overall Index of Multiple Deprivation score 2007
- household deprivation (Census 2001): the percentage of households not deprived, and deprived in one, two, three and four dimensions
- educational qualifications: the percentage of working age residents with no qualifications in 2002 and the percentage point change between 2002 and 2008
- the percentage of working age residents in employment in 2002 and the percentage point change between 2002 and 2008
- workless households: the percentage of working age households with nobody in employment in 2002 and the percentage point change between 2002 and 2008
- the percentage involved in NDC activities in 2002 and the percentage point change between 2002 and 2008
- unemployment and work limiting illness rates in 1999 and the percentage point change between 1999 and 2008
- starting position in the six benchmarked CIRC theme scores, in the combined people and place CIRC scores and the overall CIRC score.

The following tables relate to the analysis described from paragraph 4.6 of the main report and show any significant predictors found.

Table A3.1: Multiple regression models: Satisfaction with area, percentage point change 2002 to 2008

Explanatory variables	Co-efficient	Standard error	p-value
(Constant)	19.840	6.566	0.005
% satisfied with area, 2002	-0.406	0.072	0.000
Household composition: % in single person households, 2002	0.343	0.099	0.001
NDC population, mid-2007 (thousands)	0.514	0.184	0.008
Typology: Cluster 2	3.238	1.243	0.014
Model R ² = 0.655			

Table A3.2: Multiple regression models: Satisfaction with accommodation, percentage point change 2002 to 2008

Explanatory variables	Co-efficient	Standard error	p-value
(Constant)	22.410	7.485	0.005
% satisfied with accommodation, 2002	-0.331	0.086	0.000
NDC total spend, up to 2007/08 (£ million)	0.179	0.069	0.014
Amion mobility classification: Escalator	-3.479	1.539	0.030
Model R ² = 0.396			

Table A3.3: Multiple regression models: housing and the physical environment theme score, benchmarked Composite Index of Relative Change (CIRC) 2002 to 2008

Explanatory variables	Co-efficient	Standard error	p-value
(Constant)	3.008	0.775	0.000
Typology: Cluster 1	-6.817	1.490	0.000
no. times Chief Executives have changed since beginning of the Programme	-1.074	0.298	0.001
CIRC 'Place' score: starting position	-0.166	0.060	0.009
Model R ² = 0.460			

Table A3.4: Multiple regression models: Mean house price, percentage change 2001 to 2007

Explanatory variables	Co-efficient	Standard error	p-value
(Constant)	133.814	34.235	0.000
Mean house price, 2001 (£ thousand)	-0.898	0.102	0.000
Work limiting illness rate, change 1999 to 2008	-23.062	3.278	0.000
Typology: Cluster 1	-104.748	20.378	0.000
Tenure: % social renters, change 2002 to 2008	4.653	1.362	0.002
Household composition: % in single person households, 2002	2.855	0.957	0.005
Model R ² = 0.835			

Table A3.5: Multiple regression models: Want to move, percentage point change 2002 to 2008

Explanatory variables	Co-efficient	Standard error	p-value
(Constant)	21.480	6.006	0.001
% aged 35–54, 2002	–0.473	0.148	0.003
Round 1 partnership	4.456	1.423	0.004
% aged 65+, change 2002 to 2008	–1.117	0.435	0.015
NDC total spend, up to 2007/08 (£ million)	–0.222	0.096	0.027
Model R ² = 0.496			

Appendix 4: Individual level analysis: Associations between outcomes – general linear models and logistic regression

The following charts relate to the analysis described in section 4.3 of the main report.

Coefficients are presented as bars on the x axis. Each bar represents the deviation from the base category (indicated with the suffix '- base'). Bars to the left of the x-axis indicate on average less positive change, and those to the right, greater positive change compared with the base group over this six year period. Bars are shaded when the difference from the base group is significant at the 5 per cent level.

Figure A4.1: Satisfaction with accommodation: outcome associations

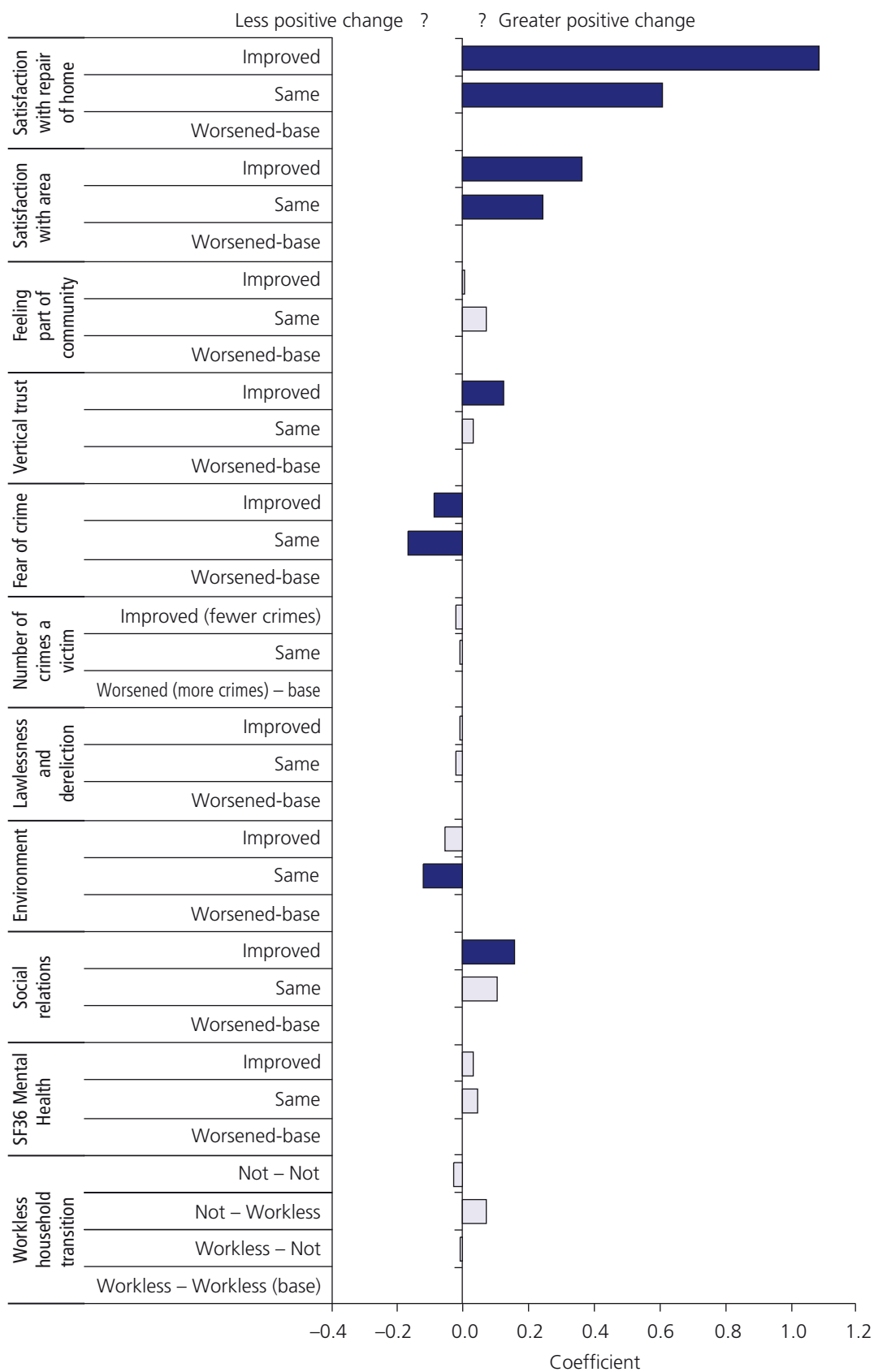


Figure A4.2: Satisfaction with area: outcome associations

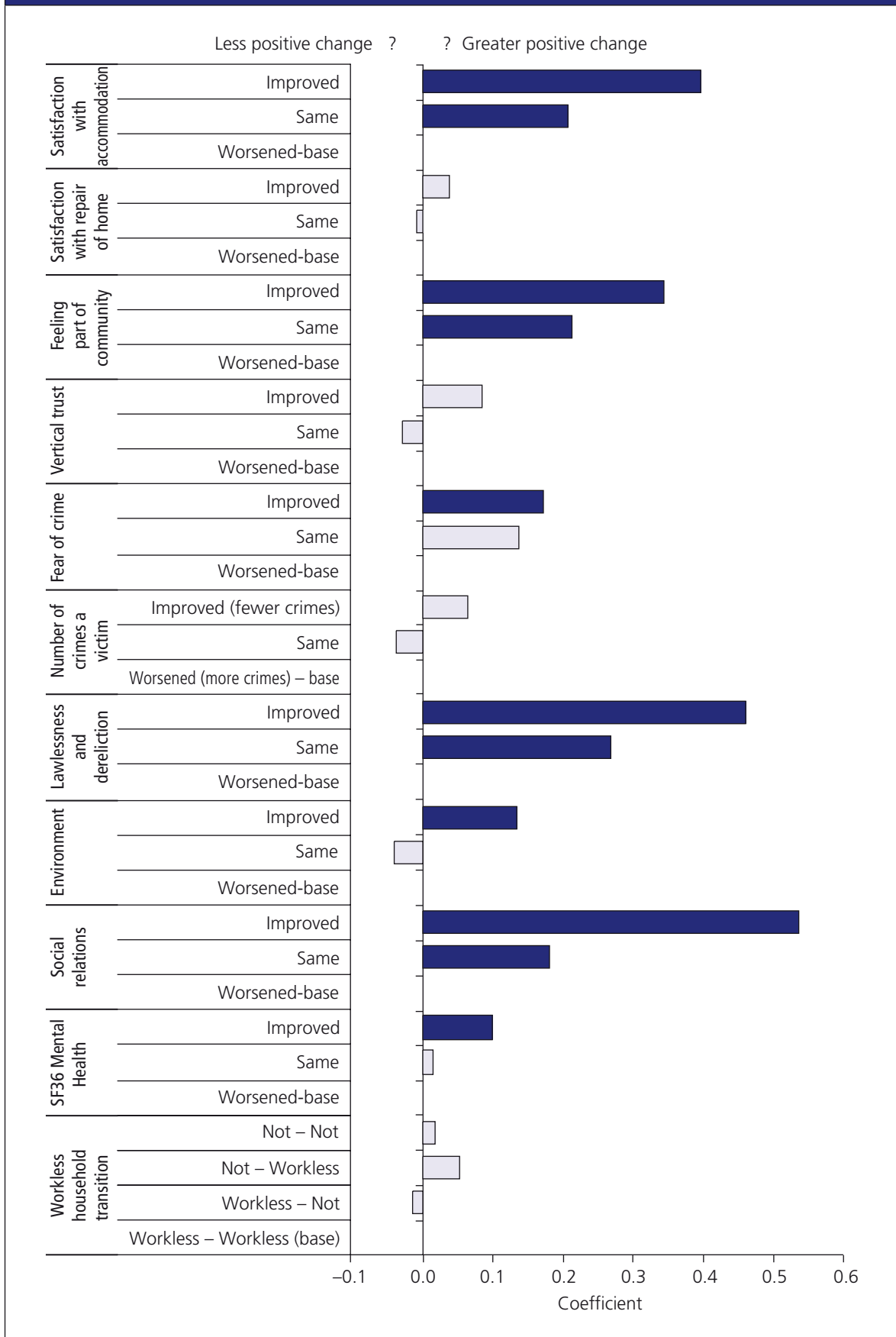


Figure A4.3: Housing and the Physical Environment CIRC transition score: outcome associations

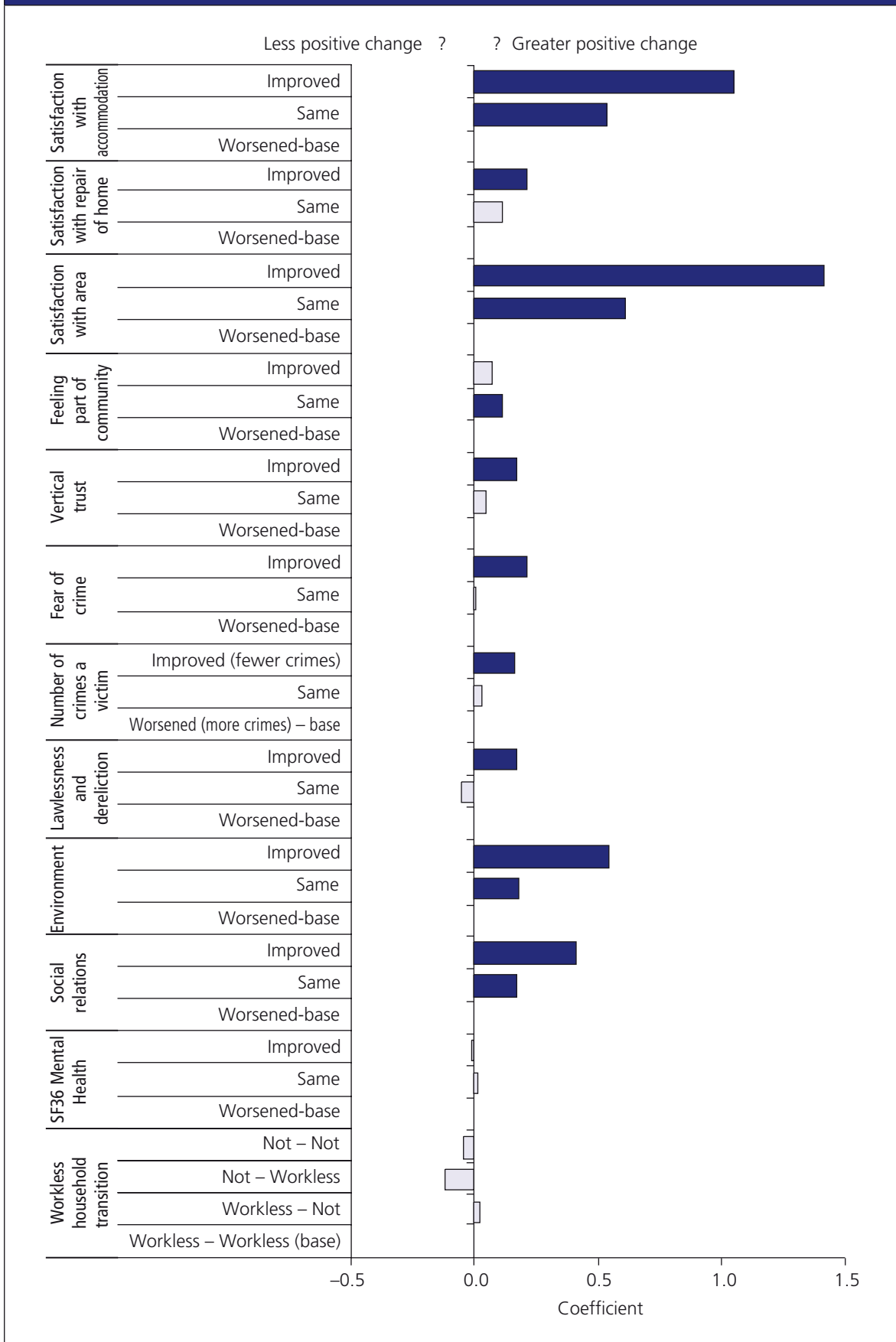


Figure A4.4: Transition from 'want to move' to 'not want to move': outcome associations

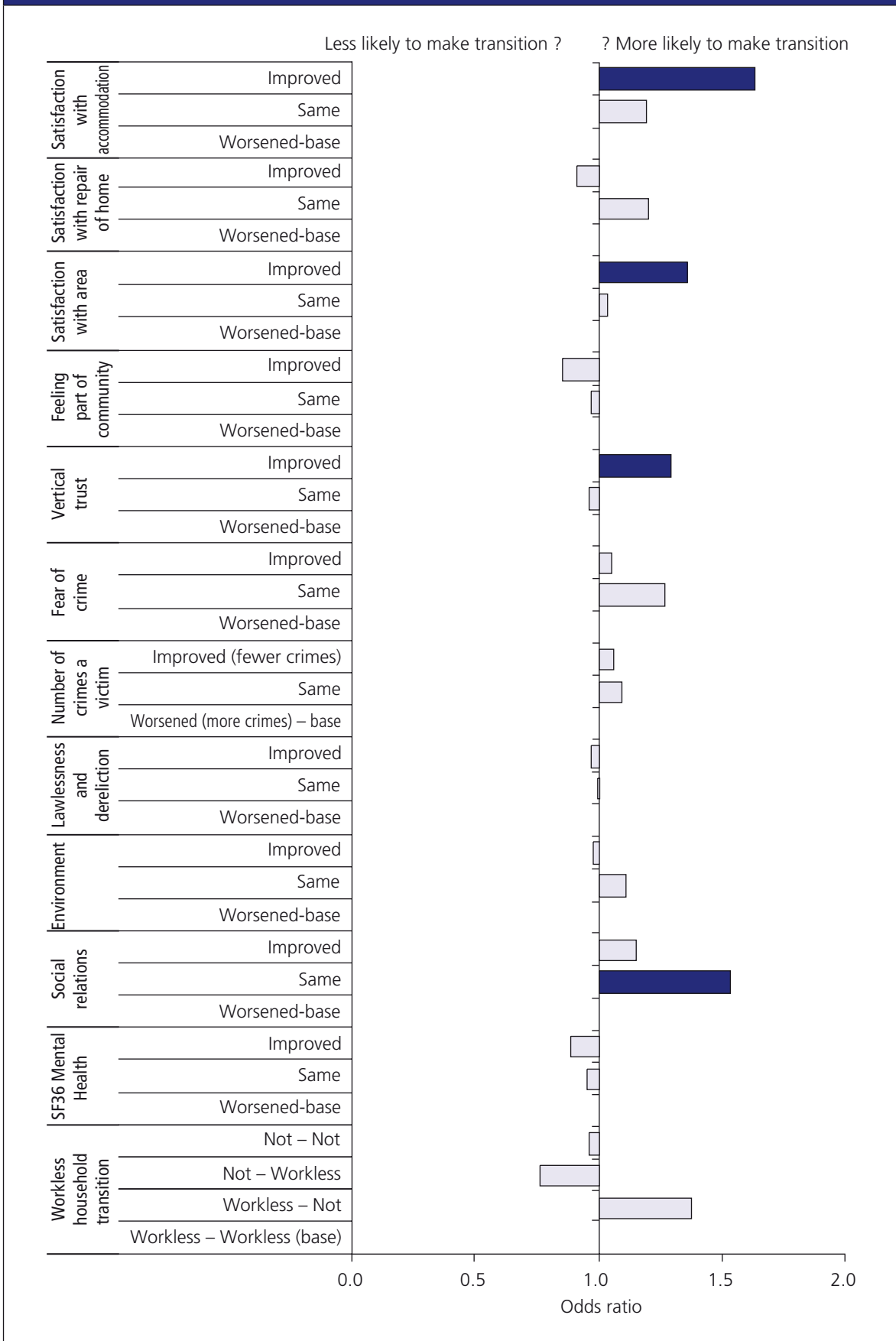
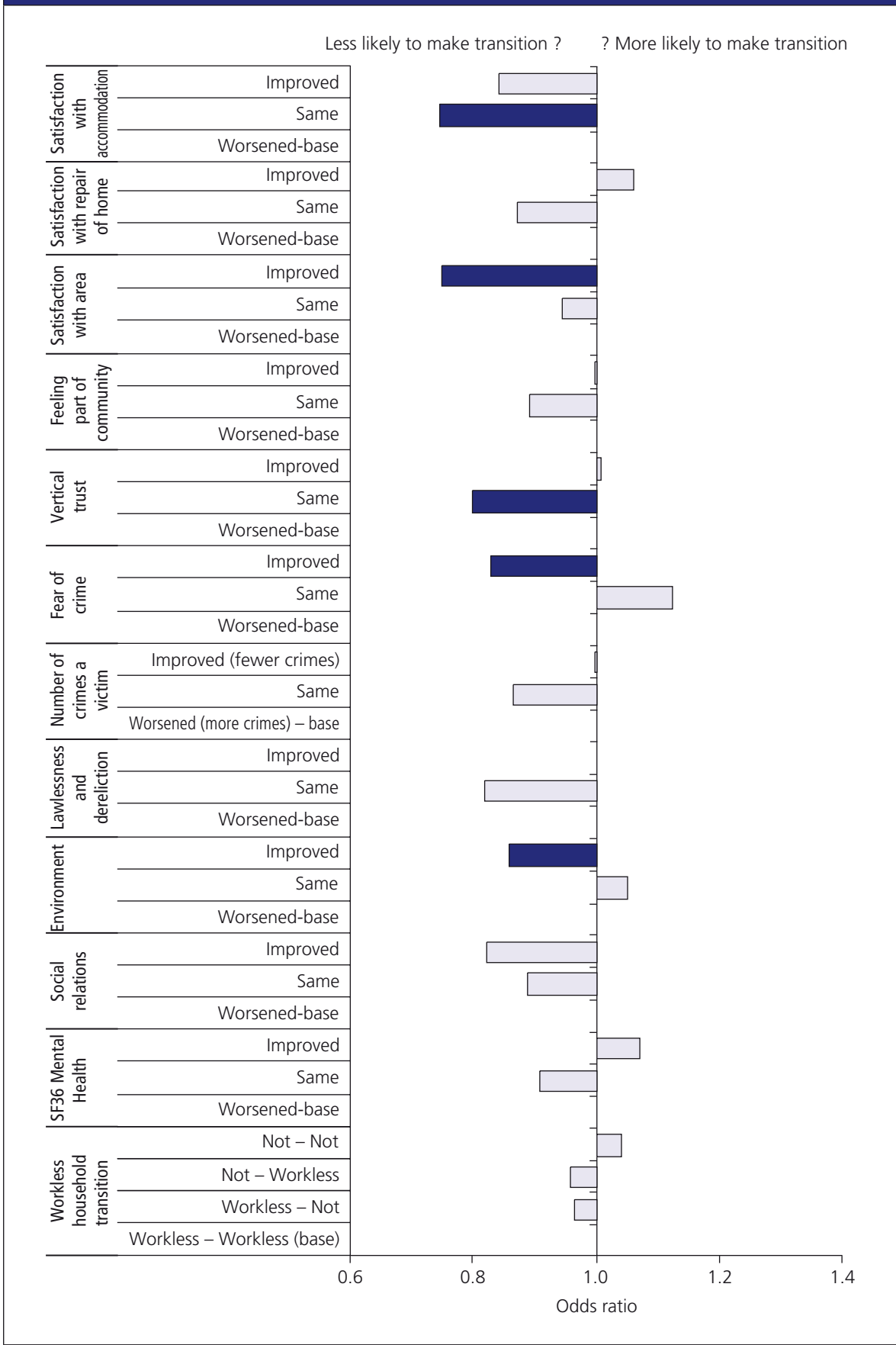


Figure A4.5: Transition from 'not want to move' to 'want to move': outcome associations



Appendix 5: Composite indices

The national evaluation of New Deal for Communities uses a number of pseudo-continuous composite indices or scores to measure absolute position and change in the various theme areas. These are derived from responses to household survey questions with multiple components and are typically calculated based on three, four or five-point scales of respondents' perceptions.

This appendix provides details of composite indices used in this report: fear of crime, lawlessness and dereliction, problems with the environment, social relations, vertical trust, and the SF36 mental health index.

Table A5.1: Composite score for explicit fear of crime

Ipsos MORI Question QCR3:

Most of us worry at some time or other about being the victim of a crime. Using one of the phrases on this card, could you tell me how worried are you about the following happening to you?

Nine components included within composite score:

- A Having your home broken into and something stolen
- B Being mugged and robbed
- E Being sexually assaulted
- F Being physically attacked by strangers
- G Being insulted or pestered by anyone while in the street or any other public place
- H Being subject to a physical attack because of your skin colour, ethnic origin or religion
- I Vandalism to your home or car
- J Having somebody distract you or pose as an official (e.g. a meter reader) and steal from your home
- K Being physically attacked by someone you know

Responses:	Contribution towards composite score
Very worried	4
Fairly worried	3
Not very worried	1
Not at all worried	1
Don't know/Not applicable	2

Table A5.2: Variables included in composite scores for quality of life and problems in the area: lawlessness and dereliction score; problems with the environment score; and social relations score

Ipsos MORI Question QQL3:

I am going to read out a list of things that can cause problems for people in their area. I would like you to tell me whether each of them is a problem in this area?

Ten components included within lawlessness and dereliction composite score:

- D Run down or boarded up properties
- E Abandoned or burnt out cars
- I Vandalism, graffiti and other deliberate damage to property
- K People being attacked or harassed
- L Household burglary
- M Car crime (e.g. damage, theft and joyriding)
- N Teenagers hanging around on the streets
- O Drug dealing and use
- P Property being set on fire
- Q Disturbance from crowds or hooliganism

Two components included within the social relations composite score:

- C Problems with neighbours
- J Racial harassment

Five components included within the local environment composite score:

- A Dogs causing nuisance or mess
- B Litter and rubbish in the streets
- F The speed and volume of road traffic
- G Poor quality or lack of parks or open spaces
- H Poor public transport

Responses:

- A serious problem in this area
- A problem in this area, but not serious
- Not a problem in area
- Don't know

Contribution towards composite score

- 3
- 2
- 1
- 1

Table A5.3: Composite score for vertical trust**Ipsos MORI Question QCO11:**

How much trust would you say you have in each of the following organisations?

Four components included within composite score:

- A The local council
- B Local police
- C Local health services
- D Local schools

Responses:	Contribution towards composite score
A great deal	5
A fair amount	4
Not very much	2
None at all	1
Don't know	3

Table A5.4: SF36 mental health score**Ipsos MORI Question QHE5:**

These questions are about how you feel and how things have been with you during the past four weeks. For each question, please give the one answer that comes closest to the way you have been feeling. How much of the time during the past four weeks.

Five components included within SF36 mental health score:

- A Have you been a very nervous person
- B Have you felt so down in the dumps that nothing could cheer you up
- C Have you felt calm and peaceful
- D Have you felt downhearted and low
- E Have you been a happy person

Responses:	Contribution towards composite score	
	Components A, B & D	Components C & E
All of the time	1	5
Most of the time	2	4
Some of the time	3	3
A little of the time	4	2
None of the time	5	1

Appendix 6: The six case study NDC areas – background information

Table 1: Household composition

	Couple, no dependent children			Couple with dependent children			Lone parent family			Single person household			Other multi-person household		
	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08
Haringey	15	14	-1	16	17	0	15	16	2	40	32	-8	14	21	7
Hartlepool	23	24	1	15	14	-1	16	13	-3	37	37	0	9	11	3
Hull	23	24	0	17	17	0	18	18	-1	32	31	-2	9	11	2
Knowsley	16	14	-3	15	17	2	27	24	-4	28	29	1	14	17	3
Lambeth	13	14	1	18	18	0	19	21	2	32	28	-4	18	19	1
Rochdale	22	26	4	16	16	0	13	11	-2	42	39	-2	7	7	0
NDC	20	19	0	17	18	1	16	15	-1	34	33	-2	13	15	2
NDC min	11	9	-8	9	8	-5	9	9	-6	21	25	-8	7	7	-3
NDC max	31	32	6	27	30	9	27	24	3	49	43	5	26	27	7
Comparator	25	25	0	20	19	-1	13	13	0	30	30	0	12	13	0
National	37	35	-2	22	22	0	7	7	0	28	29	1	7	7	0

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents

Table 2: Perceptions of housing and area

	Satisfied with accommodation			Satisfied with state of repair of home			Satisfied with area			Think area has improved in past 2 years (a)		
	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08
Haringey	81	82	1	71	75	4	54	75	21	28	60	32
Hartlepool	89	88	-1	81	80	-1	51	71	20	10	30	21
Hull	82	85	3	69	73	3	76	76	0	33	44	11
Knowsley	79	86	7	65	82	18	52	68	16	22	39	16
Lambeth	73	77	4	58	62	5	66	80	14	28	37	9
Rochdale	91	85	-5	83	83	0	66	75	9	14	29	14
NDC	81	84	2	69	72	3	60	74	13	24	42	18
NDC min	65	66	-5	50	45	-7	42	58	0	10	28	-5
NDC max	91	92	14	83	86	18	77	87	25	57	60	34
Comparator	87	89	2	77	81	4	70	78	8	17	28	11
National	92	91	-1	83	80	-3	86	85	-1	11	11	0

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents, (a) All lived in area two or more years

Table 3: Mobility

	Lived at address less than 1 year			Lived at address 20 years or more			Want to move			Think will move			Trapped		
	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08
Haringey	17	15	-2	21	24	4	42	35	-7	37	25	-12	12	16	4
Hartlepool	16	18	3	25	21	-3	35	39	4	28	33	5	12	12	-1
Hull	15	7	-7	18	17	-1	25	32	7	20	22	1	11	14	4
Knowsley	8	4	-4	33	33	0	41	32	-9	24	19	-6	21	17	-5
Lambeth	18	13	-6	18	17	-1	50	45	-5	40	39	-1	18	17	-1
Rochdale	13	12	-1	17	22	5	35	31	-3	27	27	0	13	8	-5
NDC	16	13	-2	22	22	0	39	39	0	32	32	0	14	14	0
NDC min	7	4	-13	9	8	-7	23	25	-9	17	19	-12	5	7	-8
NDC max	42	41	7	39	40	5	60	64	10	55	55	10	26	32	8
Comparator	12	11	-1	25	27	2	32	31	-1	29	26	-3	11	12	1
National	11	11	0	25	26	1	29	26	-3		26				

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents; Trapped = those who want to move but do not think they will do so

Table 4a: Problems in the area: proportion of residents considering each issue to be a 'serious problem in the area'

	Dogs causing nuisance or mess			Litter and rubbish in the streets			Problems with neighbours			Run down or boarded up properties			Abandoned or burnt out cars			The speed and volume of road traffic		
	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08
Haringey	17	11	-5	60	23	-36	9	6	-3	14	3	-11	25	1	-24	38	16	-22
Hartlepool	19	17	-2	38	36	-2	9	9	0	32	22	-10	5	0	-4	32	24	-8
Hull	17	16	-1	27	26	-1	7	8	0	20	16	-4	23	2	-20	40	28	-12
Knowsley	24	18	-5	35	16	-19	9	6	-2	40	13	-27	23	3	-20	39	25	-14
Lambeth	14	12	-1	34	17	-18	7	5	-3	10	4	-7	21	5	-16	29	11	-18
Rochdale	24	13	-11	30	12	-18	7	5	-2	17	6	-11	3	2	-2	26	19	-7
NDC	16	15	-1	37	24	-13	8	7	-2	19	8	-11	21	3	-17	31	19	-12
NDC min	8	6	-11	23	10	-36	4	3	-5	3	1	-32	3	0	-50	12	7	-25
NDC max	28	35	22	60	40	6	14	10	1	55	32	3	58	14	-2	45	30	3
Comparator	14	12	-2	31	20	-11	5	5	0	9	4	-5	14	2	-12	28	18	-9
National	8	7	-1	15	13	-2	4	4	0	4	4	0	4	2	-2	21	19	-2

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents

Table 4b: Problems in the area: proportion of residents considering each issue to be a 'serious problem in the area' (continued)

	Poor quality or lack of parks or open spaces		Poor public transport		Vandalism, graffiti and other deliberate damage to property		Racial harassment		People being attacked or harassed		Household burglary	
	2002	Change 02-08	2002	Change 02-08	2002	Change 02-08	2002	Change 02-08	2002	Change 02-08	2002	Change 02-08
Haringey	28	6	14	3	27	6	5	2	27	9	27	11
Hartlepool	24	19	1	4	34	21	2	2	19	12	30	7
Hull	27	13	9	5	28	17	2	2	9	18	23	9
Knowsley	39	28	8	8	44	16	2	4	14	15	20	8
Lambeth	21	7	7	2	28	10	5	4	27	10	28	7
Rochdale	18	10	7	6	27	15	3	1	11	8	29	11
NDC	23	12	9	5	33	15	6	4	19	11	25	10
NDC min	12	5	1	0	17	5	2	0	8	3	7	2
NDC max	41	28	24	18	50	34	13	12	44	21	44	20
Comparator National	18	12	8	5	22	11	5	2	14	8	20	9
					12	9	1	2				

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents

Table 4c: Problems in the area: proportion of residents considering each issue to be a 'serious problem in the area' (continued)

	Car crime (e.g. damage, theft and joyriding)			Teenagers hanging around on the streets			Drug dealing and use			Property being set on fire			Disturbance from crowds and gangs or hooliganism		
	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08	2002	2008	Change 02-08
Haringey	35	8	-27	39	18	-21	39	15	-24	7	1	-6	18	9	-8
Hartlepool	26	10	-16	45	32	-12	52	34	-18	14	3	-12	21	21	0
Hull	34	13	-21	32	24	-7	22	26	4	15	5	-10	15	18	3
Knowsley	40	22	-18	47	33	-14	41	31	-9	28	12	-16	30	19	-10
Lambeth	34	12	-22	34	21	-13	45	20	-25	6	1	-5	14	11	-3
Rochdale	29	13	-16	40	25	-15	27	20	-8	5	2	-3	17	14	-2
NDC	38	16	-22	41	29	-12	36	26	-10	13	5	-8	20	15	-5
NDC min	14	8	-38	22	18	-25	10	9	-28	2	1	-18	9	8	-16
NDC max	60	29	-3	56	41	5	54	43	9	28	19	2	32	23	3
Comparator	30	14	-15	32	23	-9	23	19	-3	6	3	-4	13	11	-2
National	10	9	-1	17	18	1	14	15	1						

Source: Ipsos MORI NDC Household Survey 2002 and 2008; Base: All respondents

Appendix 7: NDC interventions – examples from the case studies

These project examples are drawn from a series of project reviews undertaken in the case study New Deal for Communities (NDC) areas. In part, these reviews were intended to provide information on projects to inform Programme-wide assessments in relation to strategic approach and delivery, but they also provide valuable insights into the kinds of interventions supported by the case study partnerships. A brief description is given for each project, together with an outline of the project's objectives and a brief reflection on the NDC partnerships experience of project implementation and partnership working. Where possible, a description of project outcomes is also provided, along with examples of 'lessons' arising from the project. It is important to note that these examples do not represent the totality of interventions, nor have they been chosen to represent 'good practice'. It is also true that there have been other interventions in the case study NDC areas that may well have impacted on housing and the physical environment .

Housing modernisation and improvement

Name of NDC Partnership: Rochdale

Name of Project: Housing Renewal Area

Dates (to and from): March 2003 – March 2008

Total NDC funding: £7,925,000

Brief project description

The Housing Renewal Area (HRA) was declared in 2002 to address some of the housing, environmental and social problems apparent in central Heywood. It was the main delivery vehicle for the improvement of owner-occupied housing in the NDC area and included improvements to private housing, upgrade of rear alleyways, environmental projects, an equity release scheme, energy efficiency schemes and community development work. The HRA was divided into four Zones, which extended beyond the NDC boundary. The HRA had its own Board – the Heywood Housing Partnership (HHP) – that oversaw developments. A dedicated team based at the Heywood Housing Partnership Office delivered this project on behalf of the NDC partnership.

Objectives

To improve conditions in private sector housing, to enhance the residential environment and to promote the sustainability of the local housing market.

Implementation

The location and boundary of the HRA were determined primarily by a Stock Conditions Survey carried out in 2000. A period of community consultation ensued and the Heywood Housing Partnership Board was established in 2002 to oversee the programme. Community representatives, the Council, Guinness Northern Counties and the builders awarded the HRA contract (Whites) were all represented on this board. A representative from the HHP Board sat on the NDC board. Work in Zone One (block repairs and face-lifting, including guttering, external painting, chimney stacks, garden walls and gates, re-pointing) concluded in 2002 at which point the programme was reappraised, on the basis of a number of financial considerations.

It was decided that the only way to ensure that all properties earmarked for improvement remained within the programme was to scale back the work. The HHP Board submitted a 'project variation' to the NDC Board, which asked for a full Options Appraisal. This was delivered in 2004. All respondents agreed that the community supported the decision to shift from larger scale capital spend on housing to scaled down facelift work and environmental improvement such as ally gating. The programme continued, completing three years early in 2008 (although improvements to back alleyways will continue until 2011, funded by the £350,000 per year from RBC).

Housing renewal area timeline

Year	Activity
2000	Housing Development Team Stock Condition Survey
2001	Budget set
2002	Declaration of Housing Renewal Area
2002	Heywood Housing Partnership established
2002	Spend commences
	Zone one completed
2003	Option appraisal – decided to facelift instead of demolish.
	Unforeseen structural difficulties with some properties in Zone two led to increased spending on these properties. Highlighted the need to reduce the level of work on Zones three and Four.
	Rising house prices meant purchase was not an option hence shift to facelift.
2004	Re-appraisal of the HRA. Variation of original project resulted in a request from NDC partnership for a total re-appraisal.
2005	Presented re-appraisal proposals to NDC Board
2005–2008	Spend continues
March 2008	Housing element completed three years early.
	Remaining work to rear alleyways until 2011

Partnership working

The key partners were Heywood Housing Partnership, Rochdale Council, Guinness Northern Counties Housing Association and Whites Developers. The total project cost was £12,291,333 with funding from the following sources: NDC funds allocated £7,925,000; Guinness Northern Counties (RSL) £1,000,000; Rochdale Council

£300,000 per year, 2002–04. £350,000 2005–2011 (from the Township Priority Neighbourhood Fund).

Outcomes

The NDC partnership has identified the following outputs from this project.

	Lifetime Projected Outputs (Selected)	Actual Outputs Achieved
Jobs Created	6	42
Construction Jobs Created	7925	6694
Dwellings benefiting from measures to reduce maintenance	1444	1748
Number of empty dwellings brought back into use	56	13
Number of Obsolete homes demolished	26	26
Numbers benefiting from community safety initiatives	3164	3057
Number of Community Consultation Exercises	20	30
Number of Alleyways improved	67	28
Number of Properties benefiting from improved alleyways	922	429

Taken from web site 12.02.09

Lessons

- wherever possible, tap into pre-existing consultative structures and an established body of engaged and active residents
- housing improvements can be delivered on time and within budget when the complexities of demolition and new build projects are avoided
- carrying out environmental works as early as possible, to reduce blight and demonstrate that work is progressing and having a positive impact
- seek to align community demands and priorities and NDC requirements
- work with a developer and contractors with a proven community focused ethos
- success is dependent upon the commitment of all partners.

Name of NDC Partnership: North Huyton New Deal New Future

Name of Project: Owner Occupier Property Improvements

Dates: March 2002 to March 2006

Total NDC funding: £3,725,905.61

Brief project description

The project was set up to provide external environmental improvements to the properties of owner occupiers in ex-council properties. These properties were not eligible for Knowsley Housing Trust's (KHT) modernisation programme and it was recognised that many of the owners were not in a position to invest in improvements to their properties on a scale comparable with the level of investment planned for tenanted properties by KHT.

The project was designed to provide a uniformity of improvement to properties and the environment. In order to ensure this consistency and take advantage of economies of scale, the improvements were delivered under the same contract as the improvements to KHTs own properties.

Objectives

To ensure that owner occupiers within the NDC area also benefit from the uplift in the appearance of the area as a result of the modernisation programme and that the visual impact of the programme is maximised.

Implementation

The original bid for project funding in March 2002 proposed a start on site date of August 2002, following the establishment of key partner, KHT in July 2002. There were inevitable delays in setting up the project as the new Trust established itself. Work eventually started early in 2003 and was completed by spring 2006. Delivery was hampered to some extent by the need to negotiate with individual property owners regarding the improvements.

Partnership working

The project was delivered through a partnership between Knowsley Housing Trust, Knowsley Metropolitan Borough Council (Housing and Environmental Health and Planning and Development) and the NDC partnership. NDC funding was the sole source of funding for the project.

Outcomes

The project was delivered over two phases, with 441 units improved in the first phase (2003–05) and 224 in the second (2005–6). The completion of both programmes has improved the external appearance of properties in the area and provided a uniform appearance (between rented and owner-occupied properties), minimising the environmental blight caused by poorly maintained fencing and external features (walls, fences, kerbs etc.).

Lessons

- taking an area-wide view on environmental improvements can serve to maximise the impact of the intervention
- ensuring alignment between related projects can help both projects to benefit from economies of scale.

Housing and neighbourhood management

Name of NDC Partnership: Hartlepool West Central

Name of project: Neighbourhood Management pilot

Dates (to and from): 2005 to present day (ongoing)

Total NDC funding: £904,057

Brief project description

The primary aim of the project is to keep the NDC area safe and clean for residents. In essence, the purpose of the project was to provide 'additionality' to mainstream service provision with the aim of improving the scale and level of services in the area so they can respond more effectively to the higher level of need and specific issues within the NDC area. Another primary purpose of the project was to work on mainstreaming successful NDC funded projects, to ensure that they will continue when NDC resources come to an end. Key initiatives to emerge from the pilot include:

- **cleaner, greener, safer initiative** – Team dedicated to providing a rapid response to environmental issues. Originally funded by NDC partnership, but employed by local authority. **This project encompasses the Community Wardens scheme-** Wardens act as the "eyes and ears" of the community and liaise with the relevant agency to resolve a wide range of neighbourhood problems
- **the co-location project** – co-location of a number of existing NDC projects alongside some of the statutory and voluntary agencies to improve the coordination of those projects and services and provide a quick response- a one stop shop for local residents. Launched in 2005 – it now serves the whole of the central Hartlepool area, not just the NDC area
- **co-location project comprises:** Hartlepool Borough Council's (HBC) Central Neighbourhood Manager, a Cleveland Police Neighbourhood Policing Team, an Anti-Social Behaviour Officer, a Crime Prevention Officer, a Victim Support worker, an Environmental Coordinator, a Safer, Cleaner, Greener Coordinator, three Community Development Workers and three administrative staff.

Objectives

The original objective of the project was to establish a neighbourhood management model in the NDC area with the purpose of managing, coordinating and ensuring the rapid response of neighbourhood services (including those funded by NDC) to day to day problems in the NDC area.

Implementation

The Neighbourhood Management project was established, as intended, by April 2005 and has recently been reviewed (April 2008). The Neighbourhood Management model developed through the project has now been rolled out across Hartlepool and the project will therefore be sustained indefinitely post termination of the NDC Programme in 2011, albeit on a reduced scale. The total project cost is estimated to be £989,943 up to the point of mainstreaming, but it is difficult to establish the full

cost in terms of the value of the explicit and implicit contributions of all partners to the project.

The project is based in NDC owned premises within the NDC area and is managed via a two tier leadership model which has now been mainstreamed. Each Neighbourhood Management area has a Neighbourhood Panel which acts as a project management group to guide policy and receive reports from the Neighbourhood Managers on progress against the issues in the Neighbourhood Action Plans (NAPs). There are also three Neighbourhood Forums in Hartlepool (the NDC neighbourhood is within the wider 'central' area) set up by HBC as its contact mechanism with residents. Residents who serve on or attend this Forum are asked to join the Panel, to ensure linkages between the two. NAPs are produced biannually and provide the strategic framework for the NDC and all other service providers and stakeholders operating within the area.

Partnership working

Partnership working is the essence of the project as without closely integrated working between all key partners the initiative could not exist. The key partners include: the NDC partnership (while in existence) and multiple functions of HBC and Cleveland police.

Outcomes

The project is regarded as one of the most successful outcomes of the NDC Programme by key stakeholders, having ultimately mainstreamed the successful co-location model and therefore sustaining provision beyond the lifetime of NDC. The original NDC co-location project now serves the whole of the central Hartlepool area, not just the NDC area. This achievement is reflective of the improvements that the initiative is considered to have brought about in terms of quality of life within the NDC area: surveys show significant jumps in residents' levels of satisfaction with the area, a notable achievement during a period of clearance and transience.

Other, earlier outcomes include: successful acquisition of premises within the NDC area and contribution to running costs secured from HBC and the police with a commitment to continue funding beyond lifetime of the NDC Programme, co-location of a number of existing NDC projects alongside statutory and voluntary agencies within the NDC area to create a one stop shop for residents. The project has also driven the creation of two new parks within the NDC area, the Alley Gating scheme and improvements in the physical appearance of the commercial areas of the NDC area following appointment of a Commercial Areas Manager and the issuing of grants for the improvement of premises.

Lessons

- the success of the project highlights the benefits of harnessing the naturally closer working relationships between key agencies in smaller settlements to the benefit of the most deprived areas. This model might not be so easily replicable in a larger authority area
- the danger of raising expectations: despite mainstreaming, the significant drop in resource and influence post NDC (reduction of a 30 strong team to two

officers) may impact heavily on NDC residents who have grown used to the intensive service they have provided.

Name of NDC Partnership: Rochdale

Name of Project: Intensive Housing Management

Dates (to and from): November 2002 – December 2007

Total NDC funding: £1,511,000

Brief project description

The Intensive Housing Management project offered extra support to the local authority housing areas in the NDC neighbourhood. The project was implemented in response to resident priorities and had three main elements: additional estate caretaking; a tenancy enforcement officer; and community management workers.

Objectives

The project was designed to address: the level of crime and the fear of crime; neighbour nuisance and anti-social behaviour; social exclusion; and the poor physical environment.

Implementation

The project was targeted at six areas of local authority housing in the NDC area. Activities included an extra tenancy enforcement officer to tackle anti social behaviour, extra caretakers to ensure the estates were clean and extra community management workers to provide extra support to tenants. A management and support structure was also put in place to co-ordinate the various elements of the project.

Particular attention focused on the integration of new tenants. Tenants were given information packs containing local information about schools, nurseries, doctors, dentists, bus routes and schedules and information about local tenants and residents groups and support groups. Local groups were contacted and asked to help welcome new tenants into the community. Post sign up visits were undertaken to check if there were any emerging issues with Housing Benefit, rent payments, repairs, or any additional personal issues where referrals were made to other agencies. A Help Directory was also developed that community management workers could refer to if a new tenant had specific needs.

Partnership working

The project was delivered in partnership with Rochdale Boroughwide Housing, the local ALMO responsible for managing council housing in the district. The total project cost was £2.185m.

Outcomes

The project has been mainstreamed and rolled out across Rochdale. Successes were reported to include a reduction in the number of void properties and resident turnover, and an increase in rental income. The NDC funding helped to double the number of Tenancy Enforcement Officers from four to eight, allowing more intensive

work with tenants and an increased ability to deliver a much more customer focussed service addressing additional issues such as drug or alcohol issues, housing benefits queries and other problematic tenant issues. Anecdotal evidence suggests that the community appreciated the caretakers and they were regarded as a positive addition to the community.

Lessons

- effective delivery was dependent upon the commitment of housing management staff to the new holistic approach, involving the provision of help and advice to residents
- improvements in multi-agency working opened up new areas of dialogue, leading to better understanding between agencies of priorities, targets, constraints and practices. These new relationships have resulted in the joint funding of other initiatives and schemes
- residents can be helped to challenge crime and anti-social behaviour. The belief that concerns will be listened to and a response will be forthcoming can encourage people to report problems and incidents
- new and innovative projects require a degree of continuity in staffing in their early stages, to ensure clarity of purpose and delivery
- residents are not always keen or interested in being involved in project management, even if they support the objectives and recognise the benefits.

Providing services and facilities

Name of NDC Partnership: Hull

Name of Project: The Village Centre

Dates (to and from): 2001–2006

Total NDC funding: £12,000,000 (approx)

Brief project description

The project stemmed from the recognition that there was a lack of key services and facilities on the estate. The Village Centre is a collection of buildings developed on a cleared site at the centre of the estate. The Centre comprises: The Freedom Centre, which contains a medical centre, library, employment scheme, the community safety team office, police station, Neighbourhood Management office, Chevin Housing Association local area office, Hull City Council service access point, training facilities, café, hireable space and office space. Other buildings in the complex include: a 400 seat theatre, recording studio, and a childcare centre.

Objectives

To improve access to services and facilities in the area, to provide a physical hub or centre for the estate and to improve the physical environment.

Implementation

The timetable for the development of the centre was met, despite a breakdown in negotiations between the NDC partnership and the city council around the release of the site. These issues were resolved relatively quickly and the site was eventually sold to NDC partnership and as a result, the NDC partnership was able to exercise overall control over the project.

The NDC partnership took the lead and bore the majority of the costs of developing the infrastructure and constructing the buildings (although there were some examples of partnership working, for example with the police, over the construction of a new police station). However, the NDC partnership did secure partnership arrangements with various agencies to cover the revenue costs associated with delivering the services accommodated in the Village Centre. In some instances, these agencies were pump-primed by the NDC partnership (e.g. the nursery, which is now an independent social enterprise). In other cases, buy-in to the Village Centre was secured with key agencies (such as the NHS Trust), which moved into and occupied space in the Village Centre. There are also examples of the revenue costs of some ongoing projects, that were originally funded by NDC (such as the neighbourhood management initiatives), now being supported by Gateway (Housing Market Renewal Pathfinder).

Partnership working

The NDC partnership exercised overall control over the project and, at least in its early stages, drove forward the project unfettered by the complexities of partnership working. The NDC partnership consulted with the local community and sought to respond to their concerns and priorities. As the plans developed, more partners were drawn into the project to populate the development (for example, the police, local Primary Care Trust and Chevin Housing Association). The NDC partnership was able to negotiate with partners from a position of strength, ensuring that its vision for the project remained intact.

Outcomes

The Village Centre opened in 2006 and all elements of the development have been let. It has served to draw services into the area that were previously absent. These include health care facilities, a library, advice centre, community café, police station and nursery. It has also provided a home to the neighbourhood management team. The development has won building design awards.

Lessons

- the freedom and autonomy that the NDC partnership was able to exercise over the development of the Village Centre, once ownership of the land had been transferred from the city council, served to ensure its timely delivery. The NDC partnership was the lead agency, deriving legitimacy through community involvement, control of the capital budget and ownership of the development plan
- a tension can emerge between the struggle for financial viability, which requires community services to explore commercial opportunities (such as hiring out

rooms at the Freedom Centre) and serving the community benefit (which might struggle to afford commercial room hire rates, for example).

Name of NDC Partnership: The Bridge, Seven Sisters, Haringey

Name of project: The Laurels Healthy Living Centre

Dates (to and from): Constructed 2003

Total NDC funding: £3,850,000

Brief project description

Various studies and surveys had indicated a number of health issues in the area. A large 'hard to reach' population that was not accessing health care was identified, including asylum seekers and refugees with specific health needs. There were high rates of mental ill health and coronary heart disease and cancer rates were both high. A Community Health Needs Assessment was undertaken in 2002 and showed a large number of people with conditions that might benefit from treatment but were not seeking or receiving it, for example: teenage pregnancy was 30 per cent higher than the surrounding area. A lack of out of hours medical services and specialist health clinic facilities provided locally were identified as a key barrier to the provision of adequate treatment for such problems.

In response to these issues The Laurels Healthy Living Centre emerged as a result of complex partnership working arrangements between a variety of statutory and voluntary organisations and is the major capital intervention of the NDC partnership. The new health centre was constructed in 2003 as part of a housing development and comprised of a GPs practice, primary care services and the remainder was designated for community based health services (Healthy Living Centre) developed by the NDC partnership. The plan was for The Laurels to house the following: integrated health care, GP services, health visitors, district nurses, speech/language therapists, a PMS pilot scheme, family planning and other specialist services, alongside voluntary sector health and social care providers offering welfare rights, advocacy, counselling, befriending, community café, complementary treatments, language support, a community café and community facilities.

Objectives

The project was designed to provide and improve access to an enhanced and tailored range of health and wellbeing services and facilities for the large 'hard to reach' population identified in the NDC area.

Implementation

The centre was built by a private developer (Circle 33) who retained the freehold. After careful negotiation with all partners, it was agreed that the NDC partnership would provide funding of £3.85m to allow the council (as the accountable body) to purchase a 125 year lease for the centre. The council then offered a sub-lease for 25 years to the PCT at market rent for the entire space, covered service charges and maintenance and gifted rental income (of around £300,000 p.a.) to the NDC partnership to manage the community based health services in the centre. The local PCT then sub-leased approximately 20 per cent of the space to the NDC partnership at market rent and agreed to deliver a variety of PCT community health services from

the centre. The remaining funding was used to purchase additional health and social care services based at the centre or elsewhere in the NDC area.

Partnership working

The project involved a wide range of partners, including: the NDC partnership, Circle 33 (developer), Haringey Social Services, Haringey Mental Health Trust, Haringey Teaching Primary Care Trust as well as local and national Voluntary Sector organisations such as The Derman Project, Age Concern, Get Well UK, BUBIC and Community Action Network.

Outcomes

The Laurels appears highly regarded by local residents and on the basis of anecdotal evidence, is considered to be one of the NDC partnership's greatest achievements. It has physically improved the area by bringing derelict land and buildings back into positive use.

Crucially access to and satisfaction with the local GP service appears to have improved significantly: the MORI Household Survey showed that in 2006 73 per cent of people were satisfied with their doctors and this had increased further to 87 per cent by 2008. Also, those who considered access to doctors to be fairly or very easy had risen from 73 per cent to 84 per cent over the same period.

There have also been successes in terms of individual projects. The BUBIC project which supports ex-drug users, has been very successful and has now been mainstreamed. Derman, which provides health advocacy and counselling to Turkish and Kurdish communities, continues to operate from the Laurels. Services like blood testing have moved to the centre from the local hospital to improve accessibility and are also very popular. However, some of the organisations brought in to deliver services were not sufficiently monitored or supported, such as the café, which closed down in 2009.

The close partnership working and cross referrals envisaged in the original plans have also failed to materialise in many cases. Some of the services intended to be delivered from the Laurels have, for a variety of reasons, not been put in place. For some time only one GP instead of the two promised operated from the centre and none of the extended health services were put in place until discussion had taken place with the Local Strategic Partnership. There is also no mechanism in place for the ongoing involvement of local residents in the development of services and activities or the governance of the centre.

In 2007, the NDC partnership reviewed its approach to the health theme and instigated a shift away from a focus on the care needs of the individual towards a lifestyle oriented model. This has reportedly reduced the role of the centre in delivering the NDC partnership's objectives and left the Laurels without a strong rentals base. The PCT are now transforming the premises into a more clinical GP led health centre, partially as a result of concerns about the sustainability of the NDC assisted healthy living services.

Lessons

- the model of a partnership board where all the agencies were represented but business was driven by residents was hard for both agencies and residents to begin with. Empowering and building the capacity of residents to understand and work with public agencies is time consuming but works to sustain improvements in the responsiveness of service providers in the longer term
- effective partnership working enabled the NDC partnership to maximise the impact of its £50,000,000 investment in the area, which alone was not sufficient to effect significant change
- the identification of shared objectives was key to engendering effective multi agency working. Convincing regional and national partners that investing time and money in one neighbourhood is worthwhile and will contribute to their objectives has been a key challenge here, and has required collective action between key partners. The support of local politicians and NDC representation on the LSP has been helpful in this sense
- clarity of purpose is essential. The aspirations and activities of small, short life ABIs need to be developed pragmatically to ensure that what they seek to achieve is within their competence, authority and resources.

Demolition and new build

Name of NDC Partnership: Hull

Name of Project: Housing Modernisation and Redevelopment

Dates (to and from): 2001–2011

Total NDC funding: £11,000,000

Brief project description

Improving the quality of the housing on the estate was a key outcome area for the NDC partnership and had been identified as a priority for action by residents. The original intention of the NDC partnership was to modernise better quality stock in the area and redevelop system built dwellings that were coming to the end of their life. The NDC partnership negotiated to undertake £11m of external improvements to properties in tandem with the city council's £43m programme of internal improvements. The redevelopment of the area has proved far more difficult than anticipated and little progress has been made.

Objectives

To improve the living conditions of local residents, through improvements to the interior of properties (40 per cent of properties were without central heating) and enhancements to the external environment, and through demolition and new build activities, which will replace poor quality stock and serve to diversify the stock base.

Implementation

This modernisation process commenced in 2001 and was intended to run for eight years but ended prematurely in 2003 following a change in political leadership

in the city. The NDC partnership restarted its programme of external works later in 2003 and worked through until 2005, improving the external environment of 990 of the 2,200 properties on the estate. In 2005 the city council restarted the housing modernisation programme and is due to complete works in 2010–11. The redevelopment process is still at an early stage. Discussions between the NDC partnership and city council made little progress over a number of years and the Gateway Housing Market Renewal Pathfinder has emerged as the delivery vehicle for the redevelopment of the area. Plans are currently being finalised, which will involve the demolition and redevelopment of two-thirds of the estate. There has been some limited demolition on the estate, which served to free up land for a development of 108 properties developed by Chevin Housing Association.

Partnership working

The key partner has been Hull City Council. The relationship between the NDC partnership and the council has proved difficult. This fact is illustrated, not only by the suspension of the modernisation programme, but the lack of progress made in terms of agreeing and taking forward a redevelopment plan for the system built properties.

Outcomes

Key outcomes include external improvements to 990 properties and an ongoing improvement programme to the interior of properties. However, the modernisation could not address the key housing issues facing the area; the large proportion of system built properties that were coming to the end of their life. After 10 years, plans for the redevelopment of the estate were still in development. There had been a new development of 108 properties for low cost home ownership by Chevin, although these were switched to social renting because of a lack of demand.

Lessons

Failure to secure the support and cooperation of key housing and planning agencies (in particular, the local authority) can block progress on housing priorities and put at risk the wider objectives of regeneration programmes. In the case of the Hull NDC partnership, the failure to develop an effective working relationship with the city council (a situation not helped by the lack of a clear strategic vision for housing in the city and a shift in priorities associated with a change in political leadership) resulted in a lack of progress on housing issues. Time taken to develop an effective working relationship with Gateway (a process not helped by the fact that the initial Gateway prospectus proved unacceptable to central government, thereby delaying official confirmation of Pathway status and the allocation of resources) also served to limit progress on housing issues during the lifetime of the NDC partnership.

Name of NDC Partnership: Hartlepool West Central

Name of Project: Area Remodelling Project

Dates (to and from): 2003–2011

Total NDC funding: £16,250,000 (approx)

Brief project description

The project is solely concerned with the delivery of the proposals set out in the Community Housing Plan (CHP). The plan was formulated over a period of two years through a process of fine grain consultation with local residents, led by Social Regeneration Consultants (SRC) and partners.

The CHP set out plans for: the acquisition and demolition of 478 residential properties, the construction of 172 new homes, the creation of two community parks and one new play area, supporting residents affected by demolition via: the 'Home Swap' scheme and relocation grants, the improvement of 792 existing homes through the Home Swap and Grant/Loan schemes, the improvement of business premises, improvements to 101 streets through landscaping and environmental works.

Objectives

To 're-mode' the area as determined by the Community Housing Plan in order to stabilise the local housing market, improve the residential environment and conditions in the private rented sector.

Implementation

In 2003 resident led company Hartlepool Revival was launched with the purpose of implementing the CHP and sustaining regeneration beyond the NDC Programme. The company originally comprised of 12 elected local residents, HBC, and two Registered Social Landlords: Endeavour Housing Association and The Guinness Trust. Two NDC representatives also sat on the Hartlepool Revival Board.

The total project cost is estimated to be around £30m by completion with funding primarily from NDC plus contributions from Hartlepool Borough Council (HBC) (£7,500,000), and the Housing Corporation (£6,250,000). A funding gap of £6,620,000 was identified by the consultancy team that produced the CHP from the outset and was accommodated via a reduction in spend across four other themes: Education, Health, Crime and Employment.

To date the project has failed to adhere to the original timescales set out in the CHP in 2003, and delivery will not be achieved by the conclusion of NDC Programme. Progress has been hampered by four key factors: the complexities of the CPO process, the reticence of the Housing Corporation to adhere to the original agreement and crucially, massive house price increases followed by the onset of recession.

Hartlepool Revival selected Yuill Homes as their preferred developer partner. Of the six sites identified for redevelopment, three have been redeveloped, yet just one is both completed and occupied. Two sites are only partially acquired and are reliant on HMR funding to complete acquisition. In April 2008, local ALMO Housing Hartlepool

superseded Hartlepool Revival as the main delivery vehicle for the CHP with funding provided via the local authority from Tees Valley Living (HMR Pathfinder) and other sources, with continued financial input from the NDC as a secondary funder until its termination.

Partnership working

The key partners were Hartlepool Revival, Hartlepool Borough Council (HBC), Endeavour Housing Association (Registered Social Landlord (RSL)), The Guinness Trust (RSL) and Yuill Homes as well as SRC and partners during the production of the CHP. The role of the two RSL partners was to provide support services to Hartlepool Revival but their involvement came to an end when Housing Hartlepool became the lead agency for delivery of the plan in 2008. HBC contributed financially but also provided vital legal support and advice in relation to the acquisition process and securing additional funding from Tees Valley Living (HMR Pathfinder).

Outcomes

The project has, to date, succeeded in engaging 1,430 residents in the development of a genuinely resident led masterplan which has withstood public enquiry. Key outcomes include the construction of 92 new homes of mixed tenure and the securing of Planning Permission for 67 more homes. Two new community parks and one new play area have also been delivered as intended.

Residents facing displacement as a result of the project have been supported by the 'Home Swap' initiative and relocation grants. Other residents have been supported in improving their existing homes through the Grant/Loan scheme where they match fund, or borrow the money to match fund, a home improvement grant from Hartlepool Revival. The project has also served to improve commercial premises and upgraded the appearance of a key artery through the area.

Although the CHP has not been delivered in its entirety, the Area Remodelling project has made strong progress despite multiple delays, and delivery of the project will continue under the auspices of Housing Hartlepool. Hartlepool Revival guided the delivery of the plan between 2003 and 2008 with much success despite multiple setbacks. However, the company's role was scaled back in 2008 as a result of constitutional issues but it will continue to be a trading subsidiary of the NDC trust which has been established and will continue to own assets.

Lessons

- the selection of a sole developer partner may have benefits in terms of the establishment of trust and productive working relationships with key partners, particularly the local planning authority and local residents
- the ambitiously fine grain nature of the consultation process has paid dividends in terms of engendering and sustaining a high level of community support manifest in residents' willingness to surrender their properties or match fund improvements. However, it can also form an obstacle to more comprehensive approaches to the problem

- independent scrutiny of the plan through the Area Assessment enhanced its resilience and deliverability by: ensuring alignment to the strategic planning context, testing resilience to public enquiry, ensuring the plan can be endorsed by all key partners and making the plan more palatable to subsequent initiatives
- continuity of personnel can help engender strong, productive relationships between all key partners, helping to ensure clarity of purpose and galvanise delivery
- projects designed to intervene in the housing market should be realistic about what they can achieve and responsive to the constraints of the broader context. For example: despite the successes of the CHP, wider factors such as the Hartlepool economy are still not well placed to support the NDC partnership's efforts.

Improvement of the residential environment

Name of NDC Partnership: The Bridge, Seven Sisters, Haringey

Name of Project: Frederick Messer Estate Improvements

Dates (to and from): 2007–2009

Total NDC funding: £300,000

Brief project description

The Frederick Messer estate has the highest density of social housing in Haringey. The estate incorporated many design elements that made it unsafe and unpleasant for people living there. It was poorly lit with a lot of blind corners and poorly designed open spaces and play areas gave rise to anti social behaviour, littering and rubbish dumping. Young people gathered around entrances to housing blocks, making residents feel intimidated.

There had been some piecemeal improvements on the estate including two NDC funded projects in 2007. These projects sought to improve the frontage of the estate onto the main roads and to improve security. However, it became apparent from consultation with residents following these improvements that they were not adequate and that a more comprehensive approach was required. Extensive consultation followed and resulted in the eventual production of an estate masterplan in June 2008 which residents had detailed input into.

Implementation

The masterplan packaged the work into four chunks which were separately tendered. Overall, the work was to include:

- new bin stores, recycling facilities and bulk waste storage; upgrading the MUGA and adjusting access ways
- erecting new boundary fencing to define the estate and prevent people using it as a cut through as well as discouraging people who did not live there from coming on to the estate

- new piers and railings for vehicle entrances
- creation of defensible individual front gardens for the ground floor properties
- installing a youth shelter and redesigning open spaces to make them more usable
- improving pathways, demolishing pram-sheds and improving lighting
- demolition of the existing play area and planting the space, building a new play area with new equipment and installing outdoor adult exercise and fitness equipment.

Many of the improvements had already taken place by early 2009 and the work was set to conclude in June 2009.

The work has been funded in partnership with Homes for Haringey. The NDC partnership is contributing £300,000 and Homes for Haringey are contributing £650,000. The equipment and physical refurbishments will belong to Haringey Council and responsibility for maintenance will be taken on by Homes for Haringey under its existing Service Level Agreement with the council.

Partnership working

The project involved a wide range of partners from public and private sector organisations, including: Homes for Haringey (ALMO), Haringey Council recreation services, Haringey Council lighting, Wynne-Williams Associates Ltd (landscape architects), NPS Group (designers), Gardiner & Theobald (construction designer and management) coordinator, police community safety (designing out crime) officer.

Outcomes

The impact of the implementation of the masterplan is visually manifest. The estate is visibly cleaner, greener and better maintained and levels of rubbish and litter have been dramatically reduced. The lighting improvements have been particularly welcomed by residents who report feeling significantly safer and happier on the estate. Before the project began, the police reported that anti social behaviour had been displaced to the estate because of improvements to other estates but this is no longer considered to be the case. The play area is now situated in a place where children can be supervised and it is well used as is the youth shelter. A Residents Association which has also been formed and is currently being constituted, which, in itself, is a reflection of the increased interest in and ownership of the environment by residents.

Lessons

- resources could perhaps have been used to better effect and duplication of investment avoided if a more comprehensive approach had been adopted from the outset
- success was achieved once a piecemeal approach had been abandoned and a single project manager was appointed to coordinate the activities of the range of agencies involved

- a more intensive and elongated process of community engagement paid dividends in terms of engendering a sense of stewardship towards the improvements amongst residents.

Name of NDC Partnership: North Huyton

Name of Project: Neighbourhood Action Team (NAT)/Neighbourhood Support Team (NST)

Dates (to and from): January 2003 – March 2009

Total NDC funding: £2,443,000

Brief project description

The NAT was set up early in the programme (2001) as a temporary, 'one stop shop' for environmental and community safety issues arising principally from demolition work in the Hillside area. It was extended to become the main link with the community regarding the proposed masterplanning of the area, and any other issues regarding housing, the environment and local crime. The NAT office was relocated temporarily to the Finch House Estate as the housing demolition programme was extended. Its geographical expansion enabled an increase in officers to include a crime and community safety advisor/ coordinator (subsequently replaced by an information officer) and, for a period, a local community police officer and a Domestic Violence Officer funded by the NDC partnership. The team also worked closely with a KHT Tenancy Enforcement Officer directly funded by the NDC partnership to address issues of anti-social behaviour.

The project then shifted from a focus on organising and delivering its own community-identified projects (like environmental clean-ups and tackling flytipping) to supporting residents by encouraging mainstream agencies to tackle the environmental and community safety issues identified. This shift was reflected in a change of name to Neighbourhood Support Team (NST) and the new emphasis involves closer links with Knowsley MBC's new local neighbourhood management delivery vehicle, the 'North Huyton Pride Team' (which is based in the same offices as the NDC partnership).

Partnership working

Partnership working is the very essence of this project and delivery has involved a wide range of partner agencies in both its incarnations, including: Knowsley MBC Environmental and Operational Services (an EOS officer had a desk in the NST office for a time to facilitate a quick response to community concerns/issues). Knowsley MBC North Huyton Pride Team liaised with NST over neighbourhood management issues. Merseyside police: neighbourhood police and crime intelligence officers worked with the NDC Crime and Community Safety Officer on community safety issues for the NDC-sponsored 'Chameleon' (problem solving) project.

Outcomes

There have been significant improvements in area satisfaction and some decreases in environmental and crime issues to which, it could reasonably be argued, the NAT has made a significant contribution. A key indicator in this context is the 'environmental/dereliction index', a combined index of seven key household survey measures of

perceptions of environmental dereliction. The index runs from 0 to 100 where zero is optimal. Between 2002 and 2006 there was a significant improvement, with the index falling by 19 per cent (from 47 per cent to 28 per cent) compared with a 10 per cent decrease for NDC areas overall (from 38 per cent to 28 per cent). North Huyton has therefore progressed from being significantly worse than NDC areas as a whole to being on a par with them. Despite being very expensive to deliver, the project has helped stabilise the area and its activities and methods of operation have informed the development of Knowsley Council's approach to neighbourhood management now delivered through its neighbourhood-based 'Pride Teams'.

Lessons

- partnership working is essential to the success of projects dependant on multiple agencies for delivery and consistency of personnel can play a key role in engendering this ethos. The initial secondment of the NAT manager from Knowsley Housing Trust was important in this context for establishing existing contacts/ links with service providers
- funding for intensive environmental and community safety services should always be built into the budget for major redevelopment programmes, not viewed as optional (particularly in situations where mainstream services are already stretched)
- ongoing communication with residents is essential to maintaining support and cooperation – through newsletters, resident group meetings, Resident Board Directors, Theme Groups and on a one-to-one basis with individual residents.

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