

Foreword

Hull City Council in conjunction with key partners and stakeholders has undertaken a Neighbourhood Renewal Assessment (NRA) in Newington and Saint Andrew's (NaSA), in West Hull. We have undertaken this assessment to assist us, with our partners, to determine how we can best tackle an area experiencing a complex range of problems.

We have used the Government's NRA guidance to suit our local circumstances and in the context of the ongoing changes in the housing market and the communities affected. A lot of work had already been completed in NaSA - particularly consultation with the communities - to identify the key problems for people living and working in the area and possible solutions. We have sought at all times to build on this work and with our NRA steering group to check that these concerns and possible solutions remain valid.

The steering group has played a vital role in progressing the NRA and undertook a range of workshops considering key aspects of the assessment. These included: aims, objectives and decision rules; boundary selection; priorities, option development and appraisal; design of possible programmes of work; consideration of demolition activity and implementation of the NRA.

During the NRA process, Gateway, the Housing Market Renewal Pathfinder for Hull and the East Riding of Yorkshire, prepared a bid for government funding to pay for works to deal with housing and housing market problems in Hull. NaSA is a priority for Hull City Council and a successful bid for funding by Gateway will help ensure that the community's desire to see early action moves forward and becomes a reality. We have therefore worked very closely with Gateway and have been able to utilise research they have undertaken or commissioned. The NRA steering group considered how, when and where any major refurbishment, demolition and new build work should take place. This work informed the development of Gateway's plans.

To ensure further rigour, the use of NRA as a methodology for area option appraisal has been subject to external validation. The option and financial appraisal aspects of the NRA were evaluated and adjusted in light of Gateway's strategy and the level of resources likely to be made available following Gateway's Scheme Update submission. Feedback from this scrutiny has informed the production of this final NRA report.

The NRA guidance suggests that it is necessary to review and reaffirm earlier decisions as a result of interim or new information becoming available. In this context, we have very much viewed the NRA as a working document and as the Gateway strategy and funding bid has been developed we have endeavoured to ensure that this has been incorporated into the assessment.

In developing its Scheme Update Gateway, with Hull City Council, took the opportunity to consult widely with the community, particularly with those who would potentially be most affected by the plans. This again enabled the community to give its views.

On the basis of the NRA undertaken, as set out in the following report, Hull City Council will undertake statutory consultation in respect of declaration of a Renewal Area within NaSA.

**John Hocking,
Director of Housing**

Contents

	Page
Chapter 1 Introduction	2
Chapter 2 Methodology	5
Chapter 3 Strategic context	13
Chapter 4 About NaSA	36
Chapter 5 Objectives	43
Chapter 6 Information Gathering	46
Chapter 7 Option generation, development and appraisal	59
Chapter 8 Implementation	76
Chapter 9 Conclusions and recommendations	85
List of Appendices	88
Bibliography	89
Glossary	90

CHAPTER 1: INTRODUCTION

- 1.1 For several years the Newington and St Andrew's (NaSA) area of Hull has been identified as one of the most problematic in the city and therefore deserving of priority regeneration. This Neighbourhood Renewal Assessment (NRA) report sets out the detailed option appraisal that has been undertaken by Hull City Council and its partners to determine the most appropriate course of action to deliver that regeneration.
- 1.2 NaSA contains two inner city wards in Hull within 1.5 miles of the city centre, Newington and St Andrew's, hence the name NaSA (see map 1). It includes around 9,000 dwellings of which 6,300 are privately owned, mainly pre 1919 Victorian and Edwardian terraced housing which originally provided accommodation for people who worked in the fishing industry. It includes areas where the Council brought forward slum clearance in the 1960's to late 1970's, where poor quality dwellings were replaced with new social rented housing mainly by the Council but also including some RSL stock. In the east, there are two conservation areas which include the larger merchants' housing on Coltman Street and Boulevard. The area is bisected by the main railway into Hull from the south and east and is bounded by two of the historic radial routes into the city, Hessle Road and Spring Bank with a third, Anlaby Road at its heart. It includes the former Boulevard rugby ground home of one of Hull's rugby league teams before it transferred to the new stadium, the Victorian West Park and the adjacent new KC Stadium. There is little employment situated in the area apart from one or two older industrial units and the commercial streets which include shops and some public facilities. The area and the community are self contained, isolated and proud of their historical tradition. However, housing market weakness in the area has led to changes that have resulted in housing conditions that are unsatisfactory, and parts of the area have become very unpopular, threatening the old sense of community.
- 1.3 The problems and priority for NaSA were identified in 1999 when part of the area was considered for possible action under the SRB programme. Following the establishment of Citybuild, Hull's Urban Regeneration Company whose activities are focused on the city centre and NaSA, work started on preparing a baseline and involving the community in considering future plans for the area. Over the period 2001 – 2004, this work clearly identified the scale and nature of the problems and engaged the community effectively in the process of identifying and prioritising issues for action.
- 1.4 Within this period, the government identified Hull and East Riding as one of the nine low demand pathfinders in 2002. Gateway, as Hull's pathfinder is known, started work on collecting the evidence base about housing market weakness in the Hull housing market and preparing plans for the city, the whole of which was identified as the possible

intervention area for Gateway action. NaSA was soon confirmed as a priority under this work and Gateway meshed into the work started by Citybuild. This resulted in the preparation of an Area Development Framework for West Hull (one of three which Gateway commissioned to cover the city) and a Neighbourhood Renewal Plan for NaSA in 2004 which set out proposals for action by Gateway and its partners. Following an initial release of finance by government in March 2005, Gateway has reviewed its strategy and submitted a scheme update in April 2006 for funding for the period 2006 - 08. This Neighbourhood Renewal Assessment has been undertaken during this period, overseen by a Steering Group, comprised of a range of stakeholders, with a Core Officer Group supporting the process, in anticipation of significant funding being made available through HMR grant. The NRA has firmed up on the options for delivery of the strategy led by the Council and Gateway and supported by a wide range of partners and the community.

- 1.5 The NRA has followed the guidance issued by ODPM for NRAs in 2004 and enables the Council to comply with Circular 05/2003 for the declaration of a Renewal Area for part of the area in accordance with the Local Government and Housing Act 1989. This includes compliance with the methodology recommended in that guidance as appropriate to the local circumstances in NaSA.
- 1.6 This report outlines the clear strategic context within which the NRA has been carried out, linked to Gateway's assessment of the local housing market and the supportive policy and strategy framework in place for Hull which clearly identifies the priority of improving the sustainability of local communities and tackling housing market weakness and poor living conditions. NaSA exhibits the worst housing conditions in the city in terms of stock condition and the social and economic problems of residents. It no longer provides an acceptable standard of living accommodation or neighbourhood. It is also located close to the city centre where economic regeneration, bringing new jobs and skills requirements, presents a clear opportunity to transform the NaSA area. The draft City Centre Area Action Plan (which will be submitted to the Secretary of State later in 2006/07) demonstrates how city centre revitalisation will link to the regeneration of the inner core, with the city centre providing housing choice for younger more mobile households and the inner city suburbs, such as NaSA, providing for these households as they start to build families.
- 1.7 The core of the report is the option appraisal which outlines the work the Steering Group and Core Group have done in considering alternative options for regenerating NaSA, the costs and benefits of these in both monetary and non-monetary terms and also the qualitative, non-quantifiable issues that are critical in reaching a conclusion about future change and actions. This has been worked through by the Steering Group in partnership with all agencies involved and with key resident representatives to reach a conclusion. Their

conclusion includes a clear recommendation to commence work in the extended Hawthorn Dairycoates sub-area on a programme of new housebuilding and housing improvement. This will provide a wider range and choice of housing in terms of mix, density and house type to meet the needs of existing and new residents to be attracted to the area through the regeneration of the city centre and the new jobs this will bring. It will include some demolition of obsolete housing and dwellings located adjacent to key redevelopment sites and also refurbishment work to include facelift in key strategic streets and internal work to improve amenities to the Decent Homes Standard in both private and Council stock. This work will be complemented by programmes of neighbourhood management, tackling the key problems of anti-social behaviour and crime, as well as looking for solutions to the improvement of commercial frontages and providing improved public facilities.

- 1.8 The final chapters outline an implementation plan which shows the clear commitment of a wide range of partners to deliver the plan. This includes funding for housing market renewal to be channelled through Gateway, resources from the private sector and action by the Council on a wide range of statutory and non-statutory issues which have now been prioritised in resource terms. There is a recommendation to take forward the declaration of a Renewal Area for this Hawthorn Dairycoates area to support the delivery of the implementation plan. At the same time wider stabilisation measures will be applied across the rest of NaSA. This does not preclude the consideration of further statutory action in future phases of the programme including possible further Renewal Areas.
- 1.9 The most important factor in considering the future transformation of NaSA is to understand that this community has been engaged over more than five years in programmes to identify problems and priorities for action. Residents accept the need for change to improve the quality of life in the area and support the plans that are now being brought forward. They are concerned that action must start as soon as possible to address its concerns. This is genuinely a community waiting for change.

CHAPTER 2: METHODOLOGY

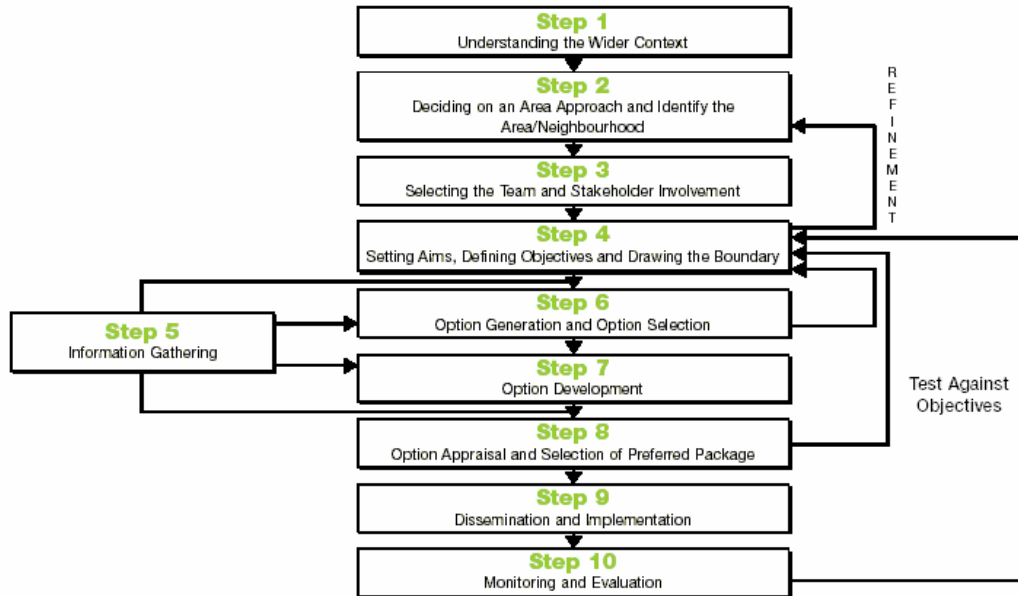
- 2.1 This NRA has been undertaken with regard to the guidance set down in the ODPM's NRA Guidance Manual 2004. The NRA process has been promoted by government as a useful approach to systematically assess local areas prior to regeneration or renewal. It comprises a series of logical steps which, when taken together, provide a thorough appraisal method for considering alternative courses of action for an area. (Housing Research Summary 213). ODPM Circular 05/2003 streamlines guidance for renewal area declaration and re-affirms the use of NRA as a framework for establishing the rationale for area based intervention.
- 2.2 NRA is the process recommended by government when authorities are considering whether to declare a Renewal Area and this is the proposed course of action arising from this NRA for part of NaSA. In accordance with the Local Government and Housing Act 1989, a Renewal Area may be declared provided the Local Authority is satisfied that:
- The living conditions in an area within their district consisting primarily of housing accommodation are unsatisfactory, and
 - that those conditions can most effectively be dealt with by declaring the area to be a Renewal Area.

The NRA is based on the following principles:

- An assessment of the wider strategic context
 - Drawing boundaries round cohesive neighbourhoods
 - Thinking about the long term future
 - Assessing the overall quality of life
 - Considering all appropriate land uses
 - Involvement of the community from an early stage
 - Taking account of a wide range of views
 - Building up a commitment to implementation
 - Being explicit about the costs of the preferred option
- 2.3 The figure below provides an overview of the NRA process which has been followed for NaSA.

Figure 1: The NRA Process

10 STEPS OF THE NRA



For NaSA an NRA Steering Group was formed and they commenced the process in January 2005. They applied the Ten Step approach of the NRA guidance as set out below.

2.4 Step 1: Understanding the wider context

NaSA has been identified as a priority for regeneration by key partners over several years and they have instigated extensive work including in particular the collection of key statistics and other data and community consultation. Officers were clear at the outset of the NRA process that the NRA assessment was not starting with a 'blank sheet of paper'. It was the intention to build on the key findings and evidence base established by the earlier base-lining and planning activities. Chapter 3 demonstrates the wider strategic context considered by the Steering Group within which the proposals for the NaSA area are set, identifying the need for intervention in Hull's housing market to improve quality and choice and tackle unsatisfactory living conditions. NaSA has now been chosen as an area for early intervention and this information, outlined in chapter 4, provides the evidence to support the decision to prioritise the area for action.

The NRA has been undertaken in parallel with the development of Gateway's Scheme Update proposals for 2006 – 2010 which was submitted to government in April 2006. An announcement of funding for these proposals is expected in autumn 2006.

2.5 Step 2: Deciding an area approach and identifying the area/neighbourhood

As outlined above, NaSA had been identified as a priority area for action from as long ago as 1999 and significant work had been undertaken by Hull CC and Citybuild, which pre-dates the commencement of work on the NRA. This work has not been repeated by the Steering Group. It has been used either directly within the NRA process or as supporting material to it. Based on this earlier work identifying living conditions in the area and the opportunities that it presents for radical change, it is clear that NaSA is the area to kick start the transformation of the city's neighbourhoods. When Hull and East Riding became one of the HMR Pathfinders, Gateway confirmed the priority for this area for early intervention.

2.6 Step 3: Selecting the team and stakeholder involvement

In early 2005, a Core Officer group was established under the leadership of the Private Housing Manager for Hull CC but also involving Citybuild, Gateway and Places for People (the lead Registered Social Landlord for the NaSA area). A wider stakeholder group was established as the steering group for the NRA. This comprised a wider group of Hull CC officers (eg planners, area team) the Local Strategic Partnership, Police, Fire Service, Goodwin Trust (a local social enterprise who provide amongst other services, community warden services), local councillors, private landlord and resident representatives and the chair of the local Registered Social Landlord Forum.

As there was no NaSA-wide resident regeneration forum in existence, the resident representatives were identified through a NaSA wide consultation process whereby volunteers were sought from a list of all known resident groups and community activists. The NRA was able also to draw on the several community consultation processes that had already been undertaken in the area through various baseline and masterplanning processes.

The Steering Group and Core Group have retained responsibility for the NRA process throughout.

2.7 Step 4: Setting aims, defining objectives and drawing the boundary

Options for the boundary were considered early on by the Steering Group. A variety of views were considered in deciding whether to focus on the whole of NaSA, which is a large area of 9,000 dwellings, or to consider only the areas of early intervention. The decision was to proceed with the whole area because:

- It fits with all the earlier work on baseline information and masterplanning for both Citybuild and Gateway.
- It enables a strategic view to be achieved for the future of the whole area.
- There was a need to give all residents of NaSA an opportunity to be involved and to keep residents informed about the proposed approach in neighbourhoods which were not to be addressed immediately.
- To be consistent with the proposed Area Action Plan for the area (included in the Council's Local Development Framework for commencement in 2006).

The area was divided into six sub-areas for the purpose of considering future action based on the previous work for Gateway's Area Development Framework by GVA Grimley. The boundaries reflect the priority areas for intervention identified in their work. This was further refined to five areas for the purpose of the stock condition survey, by the amalgamation of the Hawthorn and Dairycoates sub areas (see Chapter 6).

A draft aim and draft supporting objectives were considered, amended and agreed by the Steering Group in April 2005. These drew on analysis of the strategic context and reflect the context of Gateway's work on housing market assessment and the development of the housing market renewal strategy. In order to facilitate the development of realistic options for the future, a set of decision rules was developed against which all options would be tested to ensure deliverability.

The aim, objectives and decision rules of the NRA are set out in Chapter 5.

2.8 Step 5: Information Gathering

As stated above, a large amount of research, evidence gathering and community consultation had already been completed for the NaSA area particularly through the process of developing a masterplan for NaSA and an Area Development Framework for West Hull and Neighbourhood Renewal Plan for NaSA under the auspices of Gateway. All of this work was completed by GVA Grimley in the period from 2001 – 2004, drawing heavily on Census and other socio-economic data sources and included extensive consultation with residents.

This information was supplemented by a void and environmental survey in March 2005 and a house condition and social survey carried out in late 2005 specifically for the NRA. As the NRA proceeded the Core Group has ensured that baselining information used by the Gateway Pathfinder to monitor performance has been incorporated into the NRA report.

Additional community consultation across the whole of NaSA was undertaken by Gateway in March 2006 to test opinion on its specific four year proposals to be submitted to government under its scheme update. This included surveys of residents and private landlords, and discussions with the private and RSL developers' panel.

All of this information is presented in Chapters 3, 4 and 6.

2.9 Steps 6, 7 and 8: Option generation, development and appraisal and selection

The Steering Group agreed four headline housing options to be applied to the area in May 2005, based on the original GVA Grimley work. These were:

1. Limited intervention (statutory action only)
2. Refurbishment of all properties
3. Radical change (demolition and rebuilding of nearly all properties)
4. A combination of demolition, refurbishment and new build

All of the options included additional action to tackle the key socio-economic issues such as crime and anti-social behaviour.

These options were appraised by the Core Group using a number of criteria:

- Economic appraisal related to net present values
- Assessment against objectives
- Quantifiable social and environmental assessment
- Assessment of non-quantifiable social and environmental impacts
- Fit with decision rules

The results of the appraisal were fed back to the Steering Group for validation.

This process is described in Chapter 7.

The outcome was that the Steering Group identified that the preferred high level option across the whole of the NaSA area was to proceed with Option 4.

Because NaSA is a very large area, the next stage was to consider how this option should be translated into more detail for implementation with reference to the sub-areas. The Steering Group undertook a number of exercises to identify priorities and the geographical focus for intervention. These included the identification of priorities based on different funding scenarios (£5m and £25m), the identification of three geographical priority areas and the carrying out of SWOT analyses for

these areas to decide where to start first, or whether to start in all three priority areas at once.

The outcome of these sessions was to conclude that the option could not be applied to all of the sub-areas at the same time because of resource constraints, nor would it be appropriate to apply the same level of change to each sub-area due to different problems and opportunities. This process has resulted in a recommendation to declare a Renewal Area for an extended Hawthorn Dairycoates sub-area as the first area for comprehensive intervention.

This is described in more detail in Chapter 7.

2.10 Step 9: Dissemination and Implementation

In December 2005 senior officers identified an initial programme for the NaSA area consistent with this preferred approach, which could be included within the Gateway four year scheme update to support the bid for housing market renewal resources. This was presented to the NRA Steering Group in February 2006 and subject to public consultation in the NaSA area in March 2006 (see Chapter 4).

This report includes the information required to support the declaration of a Renewal Area for the Hawthorn Dairycoates part of NaSA and other supporting actions across the whole of NaSA, drawn from the previous masterplanning work undertaken by GVA Grimley and supporting consultation, updated baseline information from Gateway's baselining work in 2005/06 and the consultation by Gateway on the Scheme Update proposals for NaSA.

These results are being disseminated and consulted upon during autumn 2006 as a precursor to formal declaration of the Renewal Area. A plan showing the boundary of the proposed Renewal Area is attached (Map 2).

Chapter 8 includes details of the implementation plan for the proposals. These are in line with Gateway's programme as recently submitted to government. The proposals differ in detail from the options and early actions included in the NRA as both were being developed in parallel through slightly different processes. The implementation plan shows how the key stakeholders have committed their investment programmes, staff resources and land assets to support the regeneration of NaSA.

The box below sets out the process undertaken by the Steering Group covering the above steps.

NaSA NRA Steering Group sessions

- February 2005 – Introductory Workshop
- April 2005 – Aims Objectives & Decision Rules
- May 2005 – Development of Options arising from planning and base lining
- June 2005 – Woodcock Springburn Experience
- August 2005 – Planning £5m & £25m & WHERE
- September 2005 – Prince’s Trust Planning
- September 2005 – Possible Demolition options
- November 2005 – Process – Where 1st Appraisal
- February 2006 – Gateway Announcement
- March 2006 – Renewal Area Boundary Selection
- May 2006 – Options for Refurbishment
- July 2006 – NRA Consultation
- September 2006 – Supporting Activity

Appendix 4 contains the presentations used to guide these sessions

2.11 Step 10: Monitoring and Evaluation

The initial programme in the NaSA NRA area represents the first phase of activity. Hull CC will establish clear monitoring and evaluation processes in line with the agreed objectives of the NRA. These will link with Gateway’s monitoring and evaluation framework which includes regular analysis of housing market intelligence and other factors in the evidence base, specifically a key set of data which is being used to monitor change in the sustainability of neighbourhoods through the development of neighbourhood profiles. The process will take account of the implementation of the agreed programme of regeneration within the proposed renewal area, the development of future phases within this area and the development of strategic responses to the NaSA neighbourhoods outside of the proposed Renewal Area.

2.12 Next steps

The results of this NRA process are subject to statutory consultation during October 2006. The results of the consultation will be fed into the Council report required by the Local Government and Housing Act 1989 for declaration of a Renewal Area for Hawthorn Dairycoates.

The proposed programme will be implemented by:

- Delivery of Gateway’s programme of acquisition and demolition of housing, refurbishment and new building to provide a mix of housing.

- Hull CC delivering work to improve the quality of Council and private housing in the area to meet the government's Decent Homes Standard (DHS - a Government standard that takes into account not only 'unfitness' but also the condition and age of amenities and building components).
- Development of an Area Action Plan for the whole of NaSA with key input from the lead developer partner under the auspices of the Planning Service and Gateway to present a fully formed vision and implementation plan for the whole area to include all neighbourhood features, that is schools, shopping, green space, transport, public realm as well as housing. A lead developer partner is currently being procured by Gateway through an extended competitive process to determine the best partnership to deliver long term returns for the community.
- Pro-active enforcement of standards of management in the private rented sector, potentially through the introduction of selective licensing, which would enable the Council to take action to ensure that landlords meet minimum standards in the management of their properties.
- Co-ordination by Hull CC of a series of neighbourhood management actions to tackle the key issues of environmental nuisance and anti-social behaviour.

In order to deliver these actions, HullCC will bring forward proposals for compulsory purchase of property where required to achieve these strategic objectives and deliver the programme.

CHAPTER 3: STRATEGIC CONTEXT

- 3.1 This chapter explains the national, regional and local context within which the Neighbourhood Renewal Assessment for Newington and St Andrew's has been carried out.
- 3.2 This NRA has been carried out in the context of the national government agenda to create sustainable communities. Hull and East Riding of Yorkshire are the partner local authorities which form one of nine Housing Market Renewal pathfinders in the North and Midlands. The local pathfinder is known as Gateway.
- 3.3 Hull's housing market area suffers significantly from housing market weakness caused by economic stagnation, long term out-migration from the city of Hull to surrounding areas within East Riding and a concentration of similar properties and house types in the city which do not provide the variety and choice of housing which households now expect. These factors are compounded by high crime levels in the city, poor educational performance, poor environments and high levels of deprivation.
- 3.4 There is a strong policy framework in place at regional level to support the transformation of Hull and its city region. This will include economic improvements and housing market renewal, supported by planning and economic policy.
- 3.5 At city level, the community strategy for Hull sets a clear direction and priorities focussing on jobs and prosperity, learning and skills and quality of life. A new spatial strategy has been developed and is currently subject to consultation. It identifies the what, where and when of this regeneration strategy.
- 3.6 Through this hierarchical policy framework, Newington and Stt Andrew's is identified as one of the key priority areas for action. It includes the worst living conditions in the city and presents a significant opportunity for regeneration. This area can provide a quality living environment which blends the best of the historic core of the area and its quality heritage with a new choice and variety of housing in re-invigorated neighbourhoods linked closely to economic regeneration in the city centre and new job opportunities. Thus living conditions will be transformed both for current and new residents and the area will contribute to the enhanced economic, social and environmental well-being of the city.

National context

- 3.7 The **Sustainable Communities Plan** published by ODPM in February 2003 recognises that lasting housing outcomes will not be achieved

without successful regeneration. **The Plan defines** some of the key requirements of sustainable communities as:

- A flourishing local economy to provide jobs and wealth;
- Strong leadership to respond positively to change;
- Effective engagement and participation by local people, groups and businesses, especially in the planning, design and longterm stewardship of their community, and an active voluntary and community sector;
- A safe and healthy local environment with well-designed public and green space;
- Sufficient size, scale and density, and the right layout to support basic amenities in the neighbourhood and minimise use of resources (including land);
- Good public transport and other transport infrastructure both within the community and linking it to urban, rural and regional centres;
- Buildings - both individually and collectively - that can meet different needs over time, and that minimise the use of resources;
- A well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes;
- Good quality local public services, including education and training opportunities, health care and community facilities, especially for leisure;
- A diverse, vibrant and creative local culture, encouraging pride in the community and cohesion within it;
- A "sense of place";
- The right links with the wider regional, national and international community.

The key problems identified in the Plan are:

- Too many people do not have access to decent affordable housing in decent surroundings. Across the country there are still homes in poor condition occupied by vulnerable people.
- In parts of the country there is a shortage of housing. Homes are unaffordable for people on moderate incomes, including many of the key workers on whom our public services depend. Yet new house building has been in decline for decades.
- In other parts of the country there are areas suffering the opposite problem of housing market collapse, leading to homes or even whole streets being abandoned. The problem has grown rapidly in recent years; without determined action it will get worse.
- People have moved out of our cities to seek a better life in suburbs, creating urban sprawl. There has been inadequate long-term planning of communities. Too much of what we have built has been poorly designed. The regeneration of our cities needs sustained effort to make them again preferred places to live.

- 3.8 One of the key responses to this agenda in relation to this NRA was the establishment of nine low demand Pathfinders, one of which is Gateway.
- 3.9 The other main driver of national policy which has relevance is the increasing importance of the cities and city region agenda. Government and its partners have recognised that cities now provide a fundamental driver of national economic growth and well-being.
- 3.10 **The Urban White Paper 2000 – ‘Our Towns and Cities : the Future’** identified ways to make cities more desirable places to live, to tackle the poor environment in many urban centres and to encourage actions to revive flagging economies in some urban areas. It was an important milestone in emergent national thinking about the critical importance of cities within the economy.
- 3.11 More recently, the **‘State of the English Cities’** report (ODPM 2006) confirmed the regional, national and international significance of cities and provided a comprehensive audit of their performance. It showed that many cities have been continuously successful during recent decades, especially London and others in the south-east. It also showed that many cities in the north have endured serious economic problems and are now re-structuring. However, not all cities are catching up. Many cities in the North and Midlands are failing to narrow the gap with more successful cities in the South and East. The report argues that policies need to be better integrated, for example new houses need to be built in accessible locations near areas of employment. Deprived neighbourhoods should not in future be treated in isolation from the wider housing and labour markets. Policy needs to integrate the priorities of economic competitiveness, social cohesion and sustainability, all very relevant factors to Hull and the NaSA area.
- 3.12 Across the North, **the Northern Way Growth Strategy**, established by the three northern regional development agencies, sets a new challenge: “to establish the North of England as an area of exceptional opportunity combining a world class economy with a superb quality of life” to counter-balance the rate of growth in the south, especially the south east. It recognises that future economic success depends, in part, on whether the North can offer communities that are desirable places to live and invest and makes a critical link between housing quality and the North’s economic potential. For housing it stresses that:
- the rate of demolition and stock replacement should increase;
 - the right mix of housing types is important, with more high quality aspirational housing in areas of low demand needed;
 - stronger public-private partnerships are needed to strengthen capacity to deliver.

Its growth strategies focus on city-regions, including the ‘Hull and the Humber Ports’ for which the City of Hull is the main urban focus. The Northern Way provides a driver for strategy development and the prioritisation of funding to tackle the most important issues which will help the Hull and Humber Ports City Region contribute to national economic growth. The main contribution of this city region is as the Global gateway which provides the largest port complex in the north with access to European and world markets. The future role of NaSA will be to support the new economic vision established through the City Region Development Programme, by providing an appropriate inner city residential offer for existing residents and those who are attracted to work in the new jobs in the city centre.

Regional and sub-regional strategies

3.13 The **Regional Economic Strategy** has a vision of Yorkshire and Humber as ‘a great place to live, work and do business that fully benefits from a prosperous and sustainable economy’. One of its six objectives is to support the development of stronger cities, towns and rural communities. For the Humber area it recognises the role of the Hull and Humber Ports City Region and supports the vision of the global gateway with a thriving outward looking sustainable economy building on its unique assets of location, the estuary, ports connectivity and physical environment.

3.14 The **City Region Development Programme** sets out three broad themes which are reflected in the RES:

- A more entrepreneurial culture
- Improving connectivity
- Preparing places for growth

The third of these includes the promotion of sustainable communities and renaissance in Hull. Identified projects include the delivery of the ambitious city centre masterplan in Hull led by Citybuild, its Urban Regeneration Company. This includes significant retail, office and residential developments which will reinforce and help to restructure the economy of the city. NaSA’s location close to the city centre provides an opportunity to provide housing which links into this comprehensive regeneration.

3.15 The **Regional Housing Strategy** gives clear direction to work in partnership to provide good quality homes and successful neighbourhoods that meet the aspirations of current and future residents. Understanding and influencing the housing market is key to its approach. Its three key strategic objectives are:

- Creating better places in terms of sustainable communities understanding housing markets and dealing with low demand areas.

- Delivering better homes, choice and opportunity (affordable housing, decent homes etc).
- Ensuring fair access to quality housing for vulnerable people with special housing needs.

These objectives resonate with the problems and opportunities in the NaSA area in relation to creating better places and delivering better homes while catering for the concentration of vulnerable people who live in the area.

3.16 Regional Spatial Strategy (RSS), called the Yorkshire and Humber Plan, will replace Regional Planning Guidance (RPG) in 2007 and will present a clearer spatial vision for the region. In the consultation draft (December 2005), Hull is identified as having a regional and national role in relation to the port and as the service centre for the Humber sub-region and the focus for economic and housing development.

“Over the period of the RSS to 2021, the sub area’s main urban areas should confirm and advance their roles. Hull is an important sub regional centre, and its city centre provides retail, leisure and business and personal services for most of the north bank part of the sub area. At the end of the RSS plan period, the regeneration and urban renaissance of Hull will have improved its role, performance and quality. Hull will have become a strong focus for development opportunities and the provision of services facilities”.

The Draft Yorkshire and Humber Plan, December, 2005

THE YORKSHIRE AND HUMBER PLAN: KEY POLICIES

In terms of housing provision, the headlines of the RSS approach are as follows:

- Providing sufficient homes to house the additional households expected to form across the Region to 2021(H1)
- Managing the release of housing land to support housing market restructuring in low demand areas (H2)
- Creating a better mix of housing across the Region to reflect people’s need (H4).

RSS includes different rates of house building in different time periods over the Plan period, with housing policy break points at 2011 and 2016. This reflects the strategy to plan for a different pattern of house building in the latter periods of the Plan from that in the earlier period. The aim of this approach is to direct more housing to the urban areas over time as planned regeneration strategies take effect and out-migration from urban to rural areas reduces.

In Hull, a lower portion of housing provision is proposed compared to existing plans and past completion levels. This reflects market delivery

issues, and relatively poorer economic prospects. This will support the transformation of the city by focussing regeneration in the early years in areas including NaSA and stepping up requirements in the second and third phases.

The draft RSS sets out how the scale of provision of new housing adjoining Pathfinder and other areas with failing markets will be managed so as not to undermine renewal. This could include refusal of planning permission or removal of housing allocations, and will be backed up by careful monitoring arrangements. In due course, this will supersede the current Joint Structure Plan policies.

The Plan states that Hull (alongside other market renewal areas) would particularly benefit from a change in the current mix of housing provision, and sets out policies for implementing this. Mix should be based on up to date market assessments. The proposals for NaSA reflect these policy directions.

RSS focuses on the main urban areas for new development and this focus should be reinforced as far as possible. This means continuing to concentrate new development opportunities in the City of Hull to strengthen its role as the sub-regional centre as proposed in the draft RSS.

Hull's Housing Market

- 3.17 Gateway and Hull CC have carried out extensive research and analysis to understand the key drivers of housing market weakness in the city of Hull and to support Gateway's programme of interventions and Hull's Housing Strategy.

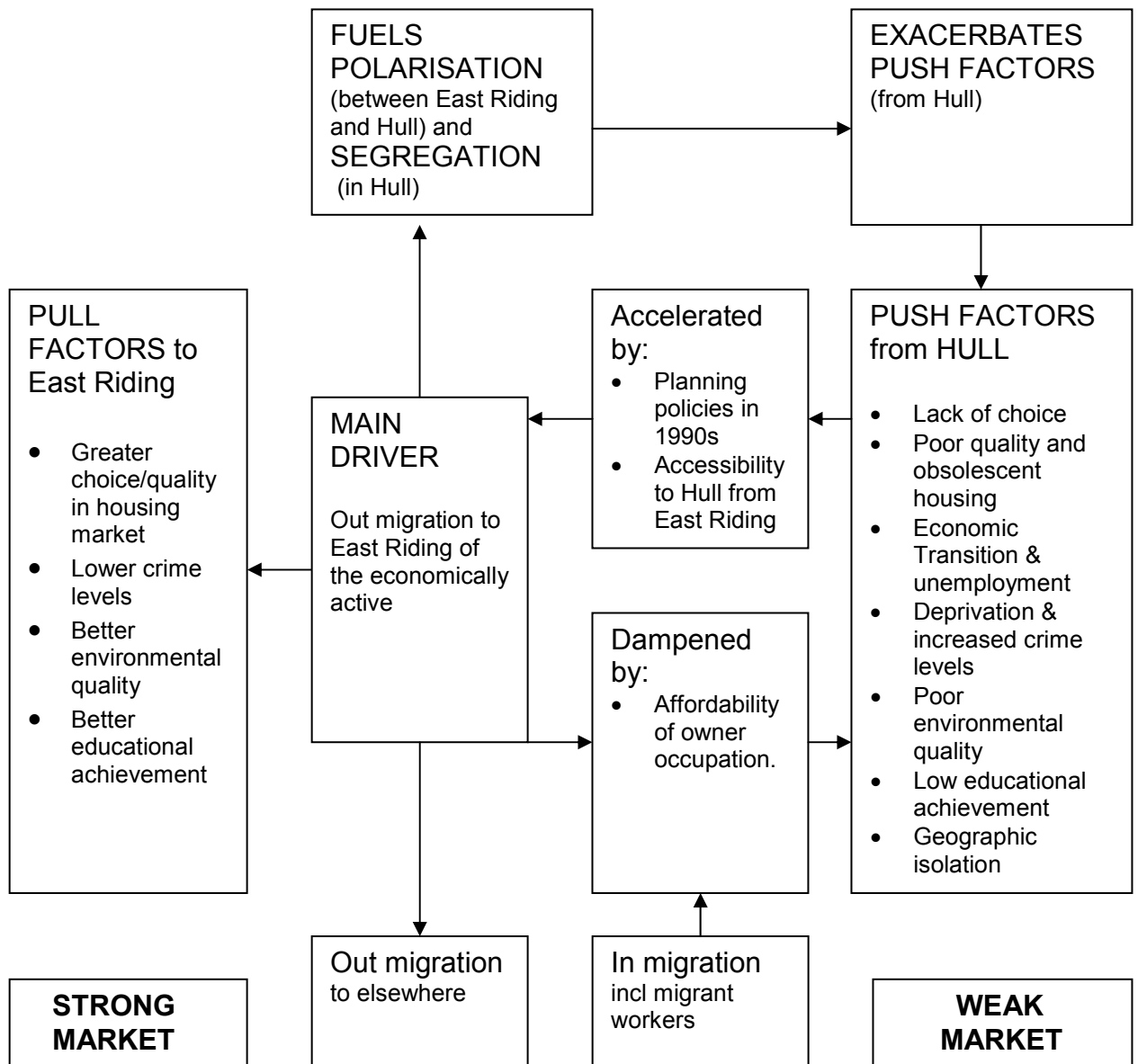
This analysis identified the following main drivers of change:

Driver	Impact on Housing Market
The economy	High
Housing supply	Highest
Population change – in particular migration	High
Crime	High
Education	Medium
Deprivation	Medium
Transport	Relatively low at sub-regional level

These drivers are linked as represented in the following diagram:

Figure 2:

THE RELATIONSHIP BETWEEN HOUSING MARKET DRIVERS



3.18 This complex set of factors operates as follows:

- The main driver of housing market weakness is the continued out-migration of the more economically active households from Hull to the East Riding. This is fuelled by push factors from Hull, including lack of choice in the housing supply and poor quality housing and environments, and pull factors in East Riding, which include more choice, better quality of housing and environments.
- Secondary factors relate to economic improvement, making housing in East Riding more affordable for more people, and non-housing issues such as environment, crime and education.

- Planning policy in the 1990s exacerbated the problem by allowing new building on greenfields in East Riding but more recently this has been dampened by planning policy restraints on greenfield development and increasing house prices.
- The population in the city of Hull has increased slightly in the last two or three years mainly as a result of international migration, with many migrant workers finding accommodation in the NaSA area.

Economy

- 3.19 The economic prospects for the Humber sub-region and specifically for Hull show a brighter picture in recent years than the previous decade, with the city increasingly acting as the economic motor for the City region building on the sectoral strengths of the port, chemicals, engineering and manufacturing, tourism, food and drink. There is evidence of a recent growth in jobs, and that local industry performed better than the previous forecasts had suggested. However, while manufacturing, still a strong feature of Hull's economy, is performing better than in other areas, there is a recognisable structural weakness in the local economy, with an over-representation of sectors which have the propensity to lose jobs, and under-representation of those which generate employment growth – particularly in the knowledge driven sectors. Skills levels are low so the new jobs, and the housing these employees will require, will continue to be at the lower end of the market in the next few years. Beyond five years, the forecasts show higher skills levels and incomes linked to the knowledge based industries.
- 3.20 The economic structure impacts upon the employment opportunities in the city. Labour Market Statistics published by National Statistics show that the city unemployment rate in December 2005 was 6.7%. The rate for Newington ward stood at 13.7% and that for St Andrew's at 17.2%. These are significantly above the local rate, the regional rate of 4.8% and the national rate which stood at 5%. Across Hull 71.2% of the working age population was classed as economically active, compared to 77.8% of the region and 78.4% nationally. In Newington Ward the rate was 70.4% and 66% for St Andrew's.
- 3.21 For housing market renewal, the key challenge is to create more mixed communities and to reinforce the urban form addressing the hollowing out of the inner city collar (including NaSA). The emphasis is on retaining existing residents in the city, especially the economically active, and improving housing and neighbourhood factors to provide a firm basis to strengthen the economy in the future.
- 3.22 There is evidence that many people living in the sub-region do not see Hull as their sub-regional centre but rather choose to spend in other locations e.g. York, Leeds, or Meadowhall. It is estimated that some 45% of retail spend is lost to the city in this way. This highlights the

need for action to reinforce the city's role as a sub-regional centre for employment, retail, services and leisure.

- 3.23 The need to restructure to develop new knowledge based industries is generally accepted. Education and skills levels lag behind national figures. It will take time to achieve this restructuring and so the economic strategy proposes a dual approach – creating jobs based on the current skills levels initially including city centre retail and leisure industries, whilst planning for higher level skills and the knowledge based industries that will need them in the medium term.
- 3.24 NaSA is well placed to provide a range of good quality new and improved existing housing to meet the needs of these new workers at a number of different levels.

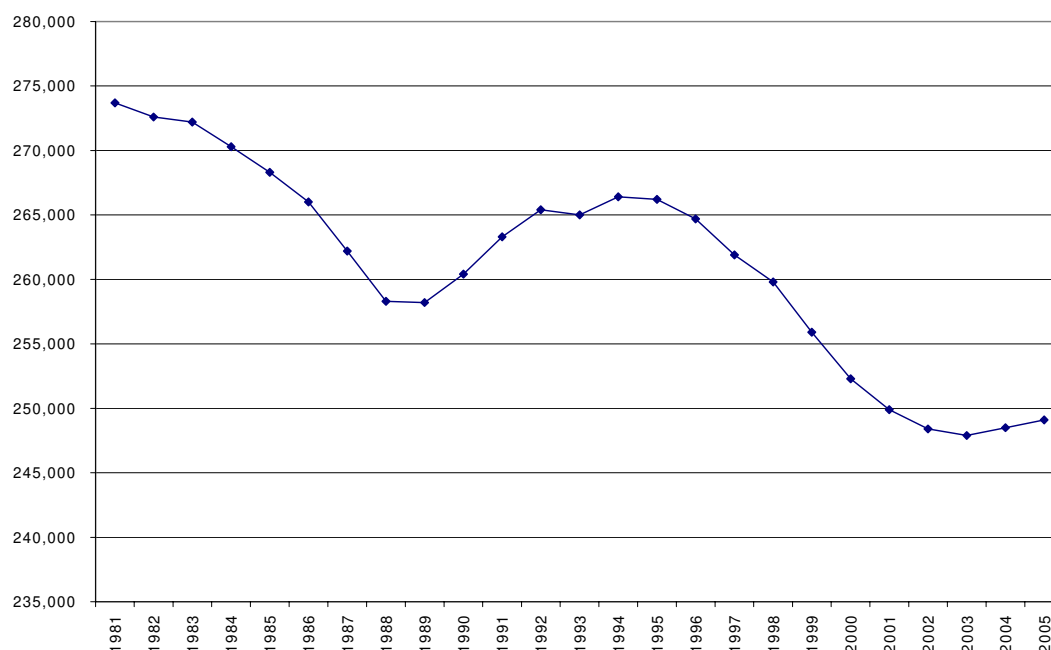
Population and Migration

- 3.25 The original application for Pathfinder status states that:

“Over recent decades the population of Hull has declined whilst the East Riding's population has grown. Migration has been the major driver of recent population change in both Hull and East Riding. Population drift from Hull to East Riding has been evident. The 2001 Census shows that the East Riding has 314,100 residents in 2001, an increase of 6.3% from 1991. The number of residents in Hull was 243,600 representing an 8.6% fall from 1991.” Population changes, including out-migration from the city, resulted in a large reduction in population from the two NaSA wards between 1991 to 2001 of 15.5% from Newington and 37.8% from St Andrew's. (The census figures for 2001 were later revised and a new mid year estimate of 249,900 was issued. This gives a reduction of 5.1% since 1991.)

- 3.26 ONS figures indicate that the fall in Hull's population over the 10 years to 2001 was the most rapid for any urban core in England following 40 years of decline. While this net out-migration has reduced in the last few years, mainly due to a recent influx of international migrants, the long term trend is still for continuing population decline and the longevity of stay of the international migrants, many of whom are transient economic migrants from Eastern Europe, is not yet clear.

Chart 1: Mid Year Population Estimates for Hull 1981-2005



Source: ONS

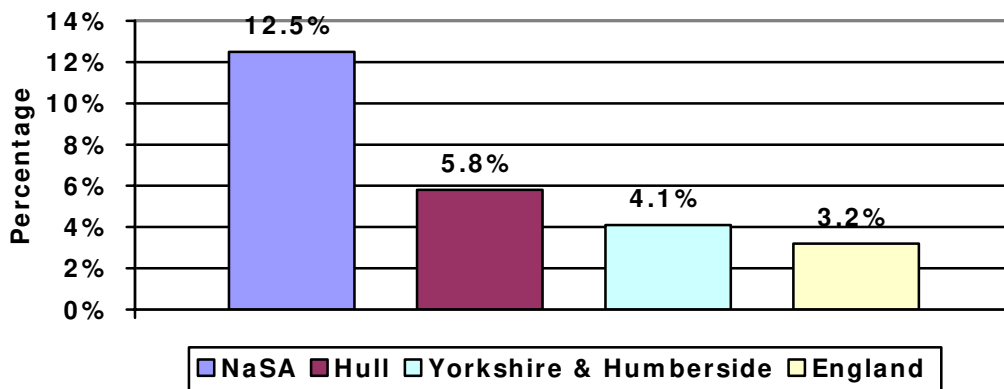
3.27 As well as numbers, a fundamental issue for Hull is one of residential sorting. The differential migration of the better off households to the East Riding (as identified by PricewaterhouseCooper – see Figure 2) leaves the poorer and more economically inactive households in Hull. This has left an increasingly residualised and deprived community in the city concentrated to a greater extent in certain neighbourhoods, of which NaSA is a prime example. Special migration statistics from the 2001 census show that Hull lost population in net terms in all age groups to the East Riding, except 15-19 and 20-24 year olds. This is likely be heavily influenced by student movements (particularly since the University Halls of Residence are in Cottingham in the East Riding, and students find accommodation in later years in terraced housing in Hull). The only economic groups showing a net inflow to Hull were students, the unemployed and ‘other inactive’.

Housing supply

3.28 In 2001 Hull had double the national average proportion of social rented stock and 53% of the stock across all tenures was terraced (compared to 25% nationally). In 2005 73.1% of all housing was in Council tax band A. These are all factors which demonstrate the lack of variety and choice in the housing market. 5.8% of the housing stock was vacant in March 2006, compared to 3.2% nationally, demonstrating the over supply in the city. This is concentrated at the bottom end of the market in the older, private terraced stock including NaSA and certain social housing areas (see Map 3). In NaSA, the figures are even more extreme with 63% of the stock terraced, 89% in Council Tax Band A (and less than 1% in Band C or above compared

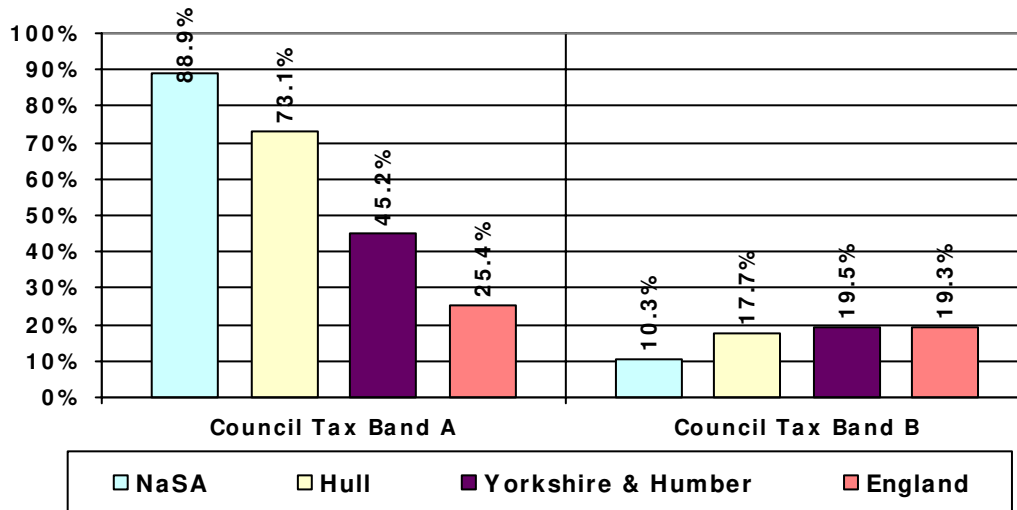
to 11% for the city) and 12.5% vacant in 2005 (with 8.6% vacant for more than six months). In addition, in 2001, NaSA had nearly 25% of homes privately rented compared to 10.8% for Hull and 9% nationally. In NaSA the level of private renting increased by nearly 5% between 1991 and 2001 and the level of owner occupation fell by nearly 4%. NaSA also includes a predominance of pre-1919 properties in the private sector stock at 82.8%. The Charts below set out these comparisons.

Chart 2: Vacancy Rates – NaSA, Hull and Comparators



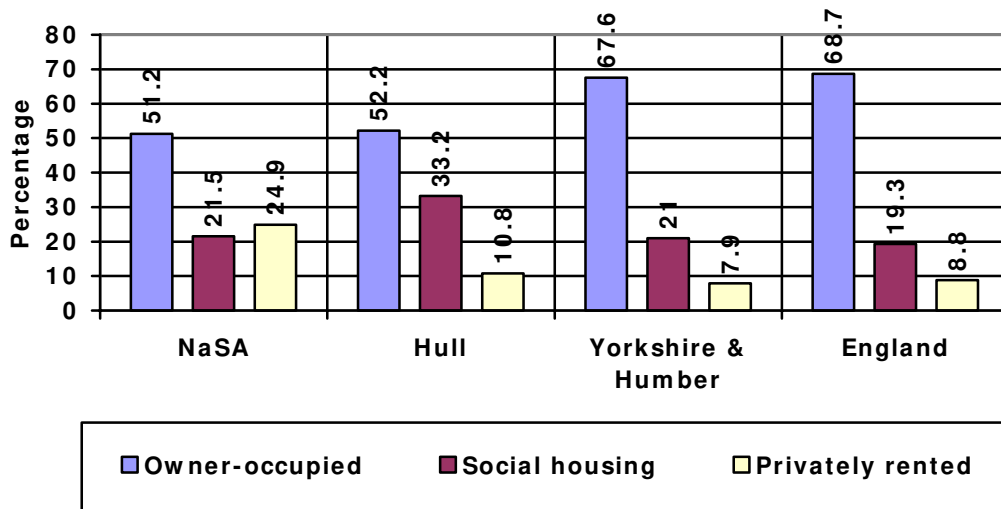
Source: Council Tax records for Hull 2005

Chart 3: Properties in Council Tax Bands A and B – NaSA, Hull and Comparators



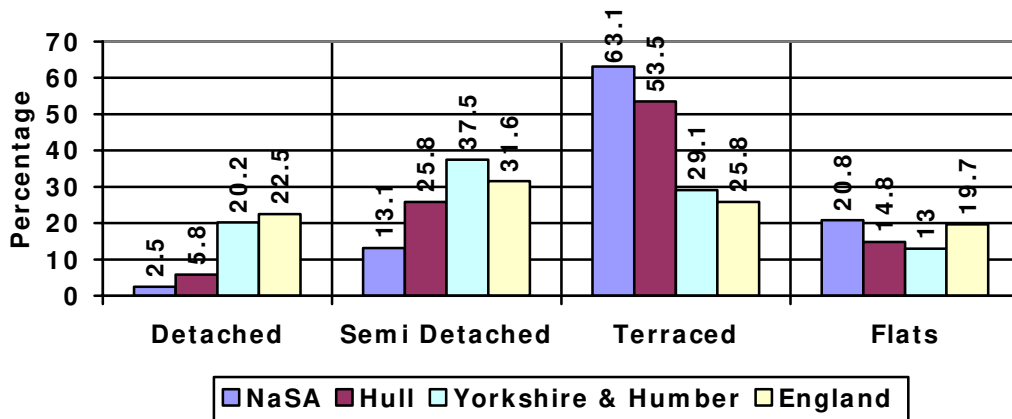
Source: Council Tax records for Hull 2005 and Valuation Agency

Chart 4: Tenure – NaSA, Hull and Comparators



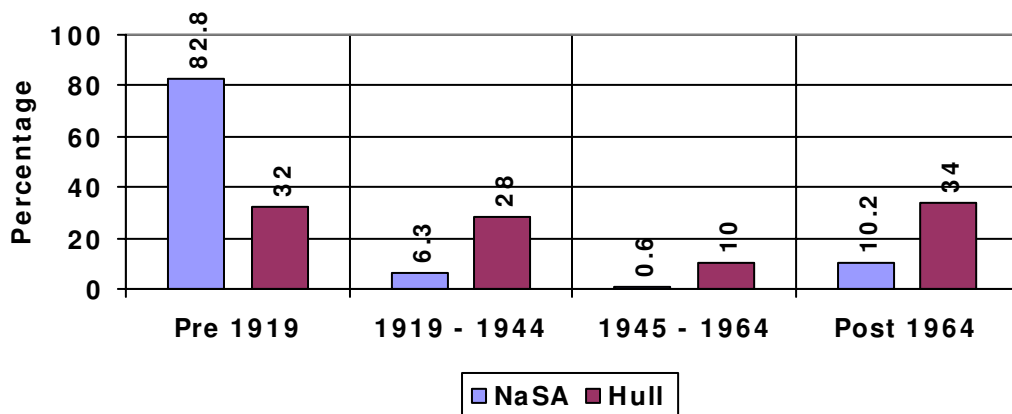
Source: Census 2001

Chart 5: Dwelling Type – NaSA, Hull and Comparators



Source: Census 2001

Chart 6: Private Sector Dwelling Age – NaSA and Hull



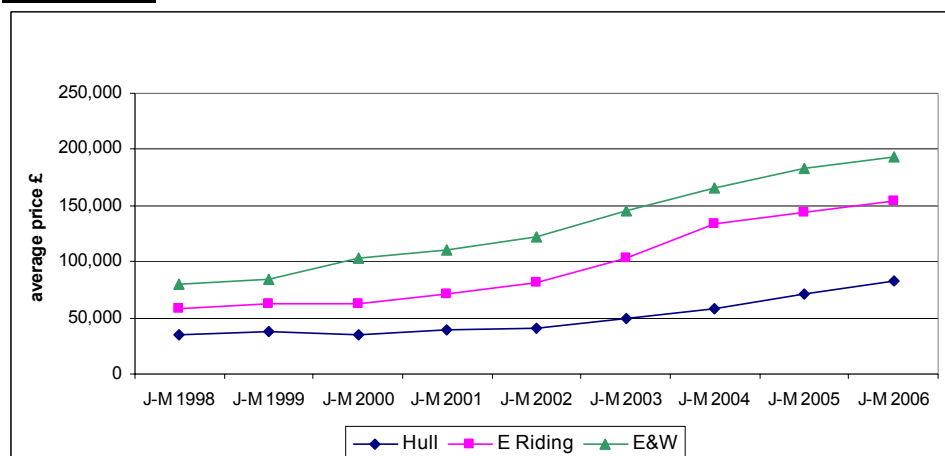
Source: NaSA Stock condition Survey 2005, HCS 2004

- 3.29 The lack of quality and choice of housing in Hull has constrained housing supply and created a 'non virtuous circle' where values are low, so speculative development is limited. A lack of development contributes to inappropriate supply. The inappropriate supply results in low demand for properties and because demand is low, values are low.
- 3.30 Housing preference analysis carried out by Kwest Research on behalf of Gateway showed how housing supply has failed to keep pace with changing aspirations. For example:
- Only 32% of Hull residents prefer a terraced house, which makes up 53% of the housing stock.
 - Only 74% of households in Hull who currently rent want to continue as tenants.
 - 20% of Hull households would choose a home in the 'Leafy Suburbs' if available, but the 'Leafy Suburbs' account for no more than 10% of the housing stock in the city
- 3.31 The key supply issues for the city are the high level of pre 1919 smaller terraced housing which has been shown to be increasingly unpopular and the very high proportion of Hull's housing stock in Council Tax Band A. The largest concentration of small 'court' type terraces in the city is in NaSA where poor stock conditions as measured by the fitness standard, the Decent Homes Standard and the Housing Health and Safety Rating System are concentrated.

House prices

- 3.32 House prices in Hull continue to perform below the regional average, whilst those in the adjacent East Riding of Yorkshire have increased proportionately more. The chart below shows how the value of housing in Hull is increasingly dislocated from the adjacent East Riding. The average house price in the city in the first quarter of 2006 was £88,193 compared to £159,972 for the East Riding of Yorkshire and £199,184 for England and Wales.

Chart 7: Average House Prices – Hull, East Riding and England & Wales 1998-2006



Source: HMLR

- 3.33 Average house prices in NaSA (using post codes HU3-3, HU3-5 and HU3-6) in the first quarter of 2006 were substantially below these averages.
- 3.34 The average price in NaSA for all types of housing was £52,415 whilst the average for terraced housing in the area was £51,088. Terraced housing accounted for 96% of sales during the quarter. The average price for all types of housing varied across the area. In HU3-3 it was £45,253. In HU3-5 it was £45,397 and in HU3-6 it was £60,938.
- 3.35 From the first quarter of 1999 to the first quarter of 2006, the increase was 99% for HU3-3,5&6, 121% for Hull, 151% for ERYC and 99% for E&W (where high house price growth occurred earlier than 1999). House prices in these selected post code areas increased by 107% between the first quarter of 2002 and the first quarter of 2006. Over the same period prices for Hull increased by 99%, for ERYC 77% and for E&W 49%. These figures show that price growth is slowing down locally, regionally and nationally whilst prices in NaSA continue to rise, possibly in part due to speculative “demand” due to anticipated housing regeneration. Chart 12, in section 6.12, shows that prices remain significantly adrift from the citywide average.
- 3.36 Overall, markets in the East Riding have strengthened relative to Hull over the last five years, although some levelling out has occurred in 2005. There has been some strengthening of demand in Hull as a result, however this is on a small scale and markets remain extremely fragile. This is also evidenced by the intensified patterns of vacant dwellings in the city, concentrated particularly in the older terraced housing in the inner city collar, including particularly NaSA, and on some outer Council estates (see Map 3).
- 3.37 Price differentials between Hull and the East Riding suggest that there is some level of latent house price value in Hull which could be harnessed through the market renewal process, for example by

providing a wider range of housing choice for existing and new residents in inner city areas such as NaSA.

Community safety

- 3.38 As shown below, crime figures for 2005/06 indicate that Hull has a higher incidence rate per 1,000 head of population than the average across England, particularly in relation to violent crime.

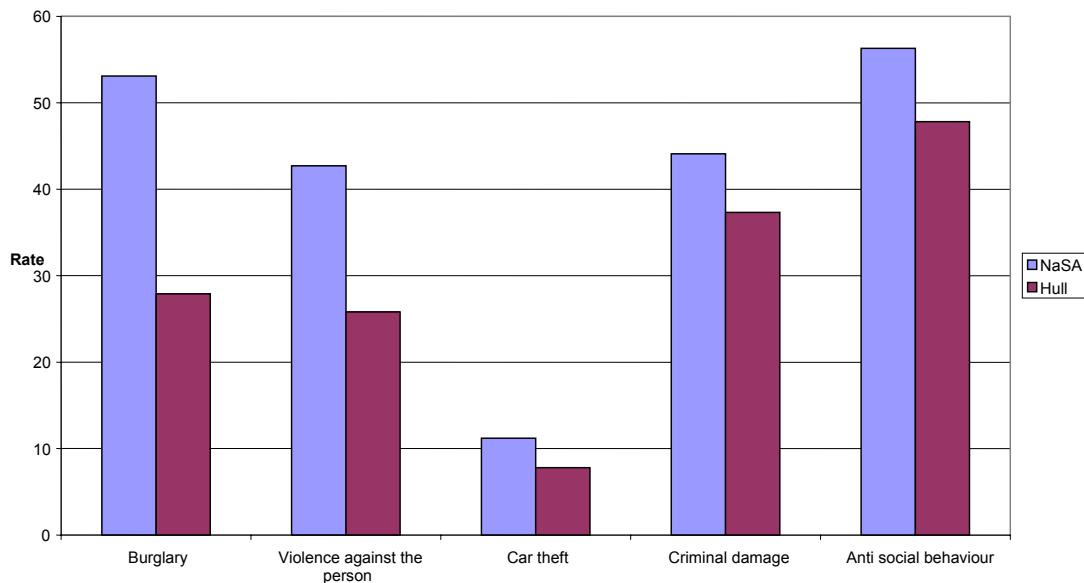
Table 1: Crime Statistics 2005/06

Offence per 1,000 of population	Hull	England
Violence against the person	38	20
Robbery	3	2
Dwelling Burglary (per 1000 households)	33	13
Theft of a motor vehicle	8	4
Theft from a motor vehicle	21	10

Source: Home Office

- 3.39 Fear of crime is a significant issue where research has shown that individual preferences to locate in Hull increase substantially if the crime rate were to move into line with the national average. The Kwest research showed that some 21% more households would choose to live in Hull if crime were at or near the national average level compared to current figures.

Chart 8: Crime Rates in NaSA and Hull



Source: Hull City Safe 2005 (figures exclude the city centre)

3.40 NaSA suffers from particularly high rates of crime and anti-social behaviour. This has been a critical factor for residents and in many cases has caused people to leave the area and in extreme cases to abandon their homes (Woodcock Street 2001/02). In the NaSA area the dwelling burglary rate is 53.1 per thousand households, around twice the city average of 27.9, and the rate for offences of violence against the person at 42.7 was also much higher than the city average of 25.8. NaSA was also above the city rates for vehicle crime, criminal damage and antisocial behaviour. (NB city wide rates exclude city centre figures due to abnormal nature of city centre crime.)

Education

3.41 The city has until recently performed at the bottom of the national league tables in secondary education. This has improved recently but low levels of literacy and skills are still significant factors across the whole of the adult population. School and College attainment tables published by the Department of Education and Skills for 2004 and 2005, show that attainment of 5 or more grades A* to C for the Hull Local Education Authority has increased from 34.7% in 2004 to 44% in 2005 an increase of over a quarter. For England as a whole rates changed by 6.3% from 53.7% to 57.1%. For NaSA the 2005 figure was 33.5%. In 2006, performance in Hull rose to 51.5%.

3.42 Research for Gateway has shown that the poor performance of schools is perceived as an important factor reducing the attractiveness of the city for new investment and encouraging people to move out to the East Riding or beyond. The Kwest study referred to above showed that

households would be more inclined to stay in Hull if school performance were at the national average, although crime levels were a more powerful driver.

- 3.43 Census 2001 data shows that within Hull, the percentage of people without any qualification was 41.2% compared to 33.2% for Yorkshire and Humber and 28.9% for England. Taking the wards comprising NaSA, Newington's rate was 44.4% and the St Andrew's rate was 53.9%, both significantly higher than that for the region or England.

Deprivation

- 3.44 Hull is the ninth most deprived local authority out of 354 in England. There is acute deprivation in parts of the city with 30% of the super output areas in the 5% most deprived nationally, rising to 47% in the most deprived 10% (super output areas are small areas used as a local base for many national statistics, including census information).

Health

- 3.45 Census 2001 data shows that the proportion of people with limiting long-term illness in Hull was 20.7%, compared to 19.5% in Yorkshire and Humber and 17.9% in England. In Newington this figure was 19.7% and in St Andrew's it was 24.8%. In 2004/2005, 17.5% of the working age population in Hull stated that they had a disability, which is significantly higher than the national average. A health profile report published by the Department of Health in 2006, provided data that within Hull, compared to either the regional or national averages, people are more likely to have lower than average life expectancies, earlier deaths from heart disease/stroke and earlier deaths from cancer.

Incomes and Benefits

- 3.46 Income data for Hull taken from CACI Ltd (2005), shows that 21.3% of households have an income of less than £10,000 and a further 32.1% have an income of between £10,000 and £20,000. In the NaSA area the CACI data shows that 23.6% of households within the area have an income of less than £10,000 and a further 35% have an income of between £10,000 and £20,000. In addition, in the household survey carried out as part of the recent stock condition survey, over half (50.1%) of the respondents indicated that they had no savings at all with another 27.1% indicating that they have below £5,000. Overall 32.7% of households receive full or part Council tax benefits, compared to 30.7% for Hull.
- 3.47 These figures demonstrate the need for the implementation plan for the area to include a range of financial assistance for households who need to relocate in order for redevelopment to take place and to assist with housing improvements in the remaining stock.

Summary on housing market, housing conditions and socio-economic profile

3.48 In 2002, the CURS report on housing markets in Yorkshire and the Humber summarised the situation in Hull's housing market as follows:

“Hull and the surrounding parts of the East Riding demonstrate the disastrous impact of decentralisation on a local housing market. The city's relative isolation from the region's main core, the nature of its economic base, its surplus social rented housing, the concentration of low value owner occupied properties and the current high levels of short and long distance out migration from the city combine to pose a major challenge. There is a need for a realistic appraisal of the future demand for social housing and a strategy to demolish and renovate older private housing and diversify the opportunities in the private housing market.”

3.49 While there has been some improvement in house prices since 2002, the fundamental analysis presented in this chapter shows that these conditions and the weakness in the market have not been addressed. The box on the following page shows the key housing market indicators for NaSA. It can be seen that the problems in NaSA of poor stock condition and lack of choice of housing along with key social and economic indicators reflect the underlying structural housing market weakness of Hull's housing market.

NaSA Housing Market Indicators

House types and tenure

- 63% of homes are terraced, compared to 53% for Hull and 26% nationally (Census 2001)
- 25% privately rented compared to 11% for Hull and 9% nationally (Census 2001)
- 88.9% of homes in NaSA in Council Tax Band A, compared to 73.1% for Hull and 25.4% nationally. (2005, Council Tax records for Hull, ONS national figure)

Vacancy

- 12.5% of stock vacant in 2005, and 8.6% vacant for six months or more, compared to 5.8% and 3.2% for Hull (Council Tax records 2005)

NaSA Socio-Economic Indicators

Demographics

- 15.8% population loss in NaSA 1991-2001 (Census 1991 and 2001)

Deprivation

- Hull is the ninth most deprived local authority area in England (out of 354 LA areas). All but one of the super output areas within NaSA rank within the worst 10 percent of areas nationally. Three of the super output areas – around Coltman Street, Dairycoates and around Hessle Road rank within the worst 1% of areas in England and a further five around West Park, Boulevard, east of Albert Avenue and the southern end of Hawthorn Avenue are within the worst 5% of the most deprived areas in the country under the ODPM's Index of Multiple Deprivation (IMD) 2004.

Education

- 47.2% have no qualifications, compared to 41.2% in Hull and 28.9% nationally (Census 2001)

Unemployment and Incomes

- Unemployment at 13.7% in Newington ward and 17.2% in St Andrew's, compared to 6.7% for Hull, the regional rate of 4.8% and the national rate of 5%.
- 70.4% of the working age population in Newington Ward and 66% for St Andrew's classed as economically active, compared to 71.2% for the city, 77.8% of the region and 78.4% nationally.
- 59% of households have an income of less than £20,000 per annum, with 41% exceeding £20,000.

NaSA Physical Indicators

- 9.4% of properties are unfit compared to the national average of 4.6%.
- A further 36.1% are in substantial disrepair or close to being unfit
- 59.5% of private sector homes do not meet the decent homes standard compared to 42.5% for Hull and 30.2% nationally
- 32.1% of homes have no central heating, compared to 21.3% in Hull and 8.5% nationally (Census 2001)
- 19% of properties within NaSA have Category 1 hazards under the new Housing Health and Safety Rating System, compared to 7.8% nationally
- The property age profile shows a monolithic supply of pre-1919 terraced type property which is significantly higher than either that nationally, regionally and locally.

Policy responses

3.50 **Hull's Community Strategy** has recently been re-drafted and it has three priorities:

- Jobs and prosperity
- Education, Learning and Skills
- Quality of Life

3.51 It recognises the need for nothing less than a transformational approach to deliver the regeneration of the city. Its ambition for Hull 2020 is to be:

“...a city which is living, learning, working, healthy and proud. One of the most important cities in Northern Europe, we are a gateway for global trade and the heart of a prosperous Humber sub-region.”

3.52 It clearly recognises that economic regeneration and job creation will be the driver of this fundamental change but that this must be underpinned by action on the other two key priorities.

3.53 On quality of life its objectives are:

- To reduce crime, fear of crime and anti-social behaviour to make Hull a safer place
- To improve the supply of quality housing across all tenures and the environmental quality of Hull's neighbourhoods
- To increase life expectancy by reducing avoidable ill health and early death
- To empower citizens and communities to participate in managing their own neighbourhoods

3.54 These objectives support the holistic regeneration of the city to achieve the vision and ensure the conditions are right for viable sustainable communities to flourish.

Spatial strategy

3.55 One Hull, the Local Strategic Partnership, has commissioned a new spatial strategy for the city to show how the physical aspects of this transformational regeneration will take place. The final consultation draft shows how the community strategy themes will be developed on the ground and includes key employment sites, priorities for transformational regeneration, district centres as hubs of sustainable communities, important transport corridors and the green space network (see Map 4). From the western gateway and NaSA in the west, through the inner core, the waterfront and the city centre, stretching out through the Hedon Road employment zone to the port in the east there is an axis of regeneration. Along this axis will take place the greatest concentration of regeneration activity in the next five years bringing

major physical change, new jobs and wealth creating activity. Therefore the major transformational priorities in the early years are identified as the city centre, NaSA and inner East Hull. These areas are locations where comprehensive and transformational investment and development have already started to promote economic and community regeneration and which can have a knock on benefit for the wider Hull area. All partners within the LSP are signing up to deliver on these priorities through their investment plans.

Housing strategy

3.56 Hull's housing strategy 2005 – 08 has five objectives:

- A balanced housing supply
- Quality places, homes and neighbourhoods
- Social cohesion
- Quality services
- Effective partnerships

3.57 The strategy supports the delivery of Gateway's programme and shows how the Council and its partners will tackle the improvement of living conditions and services in the city to meet housing needs. In particular the Council is developing a consistent approach to ensuring the delivery of the DHS across all tenures by for example:

- Ensuring that the work to meet DHS considers the long term future of the stock and builds upon the opportunities for comprehensive regeneration in priority areas;
- Taking into account the needs of specific groups when refurbishing existing stock;
- Supporting Gateway's plans to replace stock in priority neighbourhoods especially where this is the worst condition stock.

3.58 The **private housing strategy** supports the key objectives of the Housing Strategy. The overall intention is to manage the impact of market trends on individuals and neighbourhoods, and to develop a positive culture on the part of all owners in respect of repair and maintenance. This approach will be supported by appropriate strategic use of statutory powers and enforcement action, including compulsory purchase and clearance.

3.59 Resources will be targeted at the provision of grants, loans or other financial assistance for the following priorities:

- Mandatory Disabled Facilities Grants (DFGs)
- Assistance to support area renewal and stabilise adjacent areas
- Assistance for vulnerable owners to bring their homes up to the Decent Homes Standard and the promotion of good maintenance practices

- The removal of dwellings with no long term future
- Top up grants and loans to assist applicants for DFGs, older homeowners and those with particular needs to remain in their homes
- Grants or loans for accredited landlords to bring their properties up to the Decent Homes Standard
- The renovation of sustainable empty homes.

3.60 This NRA has been brought forward as a direct result of the priority given to these issues in the Housing Strategy.

Gateway strategy and programme

3.61 Gateway's scheme update and four year programme was submitted to government in April 2006. Having reviewed the housing market evidence (much of which is set out above) it sets strategic objectives:

Gateway's objectives

1. To improve the housing offer in Hull, meeting the aspirations of the workforce needed to improve its economic performance.
2. To reduce the level of low demand, low value and vacant properties in Hull, achieving an appropriate balance of supply and demand across the city.
3. To achieve a radical improvement in the character and diversity of the inner city collar area of mainly pre 1919 private housing, helping to secure a more sustainable pattern of neighbourhoods.
4. To intervene where necessary to achieve mixed sustainable communities in areas of predominantly social rented housing.
5. To support communities and individuals affected by change through the market renewal process, paying attention to the requirements of current and future residents.
6. To improve the quality and design of housing across all tenures, making neighbourhoods fit for 21st Century living.

3.62 Gateway has had a leading role within the LSP in establishing the priorities in the spatial strategy and its programme reflects these, based on its key option appraisal criteria of objectives, affordability, deliverability and community support. Therefore the early intervention areas have been identified as NaSA in West Hull, Ings and Preston Road in East Hull.

3.63 Gateway's earliest priority is NaSA which links with the city centre where much of the new wealth and job creation will take place. This priority builds on the long history of community consultation and information gathering and the early actions in part of the area. It also recognises the role that NaSA can play in creating opportunities to re-structure the housing market to provide better quality homes of choice for a variety of residents both existing and new. Clear plans for

intervention in this area over the period 2006 – 10 are included in Gateway's scheme update submitted to government in April 2006.

- 3.64 Gateway is also influencing key partners within the LSP to re-enforce their efforts to tackle all of the inter-linked drivers of housing market weakness including education, crime and environment.

Conclusion

- 3.65 The preceding sections demonstrate that the identification of NaSA as a priority area for action reflects the broad and long term strategic priorities set by the City Council and its partners to regenerate the city. Policy at all levels from national to local supports the sustainable communities agenda. The establishment of Gateway as one of the nine low demand pathfinders reflects the inherent weakness in Hull's housing market. NaSA is an area which has suffered the worst effects of this housing market weakness. The evidence above demonstrates that the area includes a very unbalanced housing stock with little variety and choice and Chapter 4 demonstrates that it contains some very poor condition housing, in terms of unfitness and non decency, compared to city averages. This is compounded by very serious problems in relation to many other socio-economic factors. It is therefore very appropriate, in terms of starting to address these issues, that Hull City Council and its partners have identified NaSA as one of the first areas for strategic intervention.

CHAPTER 4: ABOUT NaSA

Demography

Population Change 1991-2001

- 4.1 The NaSA area experienced a large loss of population between 1991 and 2001.

Table 2: Population Change in Newington and St Andrew's 1991-2001

	1991	2001	Change (%)
NaSA	22,898	19,286	- 3,612 (- 15.8%)

Source: Census 1991 and 2001

Age and Ethnicity

- 4.2 The Census 2001 shows the resident population in NaSA as being made up of 24% under the age of 16, 59% between 16 and 59 and 17% being aged 60 or over, which is similar to the Hull City profile. Comparative data for ethnicity from the Census 2001 is shown in the table below.

Table 3: Ethnicity

Area	White	Mixed	Asian or Asian British	Black or Black British	Chinese or Other
Newington	96.99%	0.66%	1.40%	0.46%	0.49%
St Andrew's	96.50%	1.21%	1.09%	0.65%	0.55%
Hull	97.68%	0.66%	0.78%	0.36%	0.51%
Yorkshire & Humber	93.48%	0.91%	4.48%	0.69%	0.44%
England	90.92%	1.31%	4.58%	2.30%	0.89%

Source: Census 2001

- 4.3 The ethnic minority population is known to have grown since 2001, with a number of refugee households remaining in the City following successful asylum claims. More recently the City has experienced the in migration of numbers of economic migrants from the A8 accession states. Many of these households have made their home in areas of private rented properties such as in NaSA. There are no reliable statistical measures to help assess the number of migrants, and it is uncertain how long they may stay. Some early research on the housing aspirations of these groups has been carried out by Gateway, and ongoing monitoring is being put in place.

Community and Stakeholder Views

- 4.4 There has been ongoing engagement with the community and key stakeholders in NaSA since the area was identified as a priority for

regeneration. Major exercises were carried out in 2002, 2004 and 2006 and the key findings are set out here.

Developing the West Hull Masterplan 2002

4.5 Research on community and stakeholder views was carried out in 2002 for GVA Grimley as part of the initial work for developing a masterplan for the NaSA area. This included a social survey, a survey of traders and an extensive community engagement programme including community walkabouts, stakeholder interviews, sessions with hard to reach groups and a community planning event.

Social Survey 2002

4.6 545 residents in the area were interviewed as part of the social survey. Each interview was for one household.

4.7 Key findings from the social survey were:

- 70% of respondents had lived in West Hull for 20 years or more and 21% had lived at the same address for more than 20 years. Council tenants and owner occupiers were the longest term residents. Conversely private renters were the shortest term residents.
- Half of respondents saw the area as “bad”. This was strongest amongst those working full time and those living east of the Boulevard. The most commonly held views on how to improve the area were to:
 - Reduce crime
 - Keep streets and public spaces clean and litter free
 - Give children more to do so that they are not roaming the streets and getting into trouble
 - Demolish empty and run down houses
- Owner occupiers felt that housing market had declined in recent years.
- 56% of people looking to move wished to stay in West Hull.
- People aspired to semi-detached or detached housing as there was a desire for a garden or parking space.
- Those who are planning to leave the area said the main factors which would encourage them to stay were:

▪ Regeneration of the area/house improvements	22%
▪ Less crime or vandalism	17%
▪ Get rid of the rough tenants/ get better neighbours	7%
▪ Get rid of the drug takers	7%

- Those planning to move were generally looking for a similar type of house in the same tenure as they currently had.

Community Engagement Programme 2002

4.8 Consultation took place between March and June 2002. Around 1000 people were consulted as part of the process. The process was made up of a series of 'walkabouts', stakeholder interviews, sessions with hard to reach groups, neighbourhood workshops and a community planning event.

Findings

4.9 There were general concerns about the uncertainty about the area's future and the need for more information. At this time negative equity was also an issue for many residents (but the rise in house prices since then has largely removed negative equity). Despite the problems, a strong community spirit still existed. Residents accepted that radical change was needed if everyone's quality of life was to be improved. 21% of people answering the Community Engagement Programme questionnaire said that they did not feel that their street had a future.

4.10 The key issues raised were:

- That the area was dying with shops and pubs closing
- There were 'no go' areas at night due to gangs of young people, drug dealers and prostitutes
- Demolition was needed
- That drug use was a major problem. (Neighbourhood wardens found 3,000 needles in the first 6 weeks of their employment.)
- The lack of facilities which increased the incidence of young people being involved in anti social behaviour
- Poor management and maintenance of open space
- Abandonment of houses was leading to trespass and vandalism
- The negative effect of private landlords.

West Hull Trader Survey

4.11 111 businesses were interviewed, 77% of which were sole traders. Half of businesses owned outright, half rented or leased. Two thirds had been trading in west Hull for 11 years or more. 34% said business had grown whilst 33% said it had declined. The trend towards decline is stronger however, with 17% saying that their business had declined significantly.

4.12 Responses to questions on future trading indicated that traders were relatively optimistic and committed to West Hull.

- 4.13 A reduction in crime and an improvement in the environment were seen as the key actions which would be most effective in making the area more attractive to businesses.

Summing up of 2002 work

- 4.14 The research found that despite the problems many people found positive aspects to living in the area. Many people felt that the housing was basically sound and that a strong community spirit still existed. There was good access to a reasonable range of shops as well as the port and the city centre. However, residents accepted that there was a need for radical change due to the problems of the area, if everyone's quality of life was to improve over the next few years. 21% (approximately 77 individuals) of those who filled in the Community Planning Event questionnaire said that they did not feel that their street had a long term future.

- 4.15 The research concluded that the main priorities for change emerging from engagement with local people were:

- Uncertainty about what would happen
- Target streets with worst physical and social problems
- Bad private rented housing
- Crime and anti-social behaviour
- Need to help owner occupiers
- Need for limited demolition and re-housing
- Need good variety of affordable local facilities and activities
- Boarded up and empty houses and shops
- Keep the area clean, tidy and well maintained through better neighbourhood services
- Improve traffic and transport
- More opportunity for children and young people
- Provide more training and jobs.

- 4.16 The research also demonstrated the need to provide a range of affordable solutions to meet the housing needs and preferences of those residents who will need rehousing because of regeneration in the area.

The West Hull Area Development Framework and NaSA Neighbourhood Renewal Plan 2004

- 4.17 Following the establishment of Hull Citybuild (URC) and the Housing Market Renewal Pathfinder further development of the strategy for NaSA was undertaken by GVA Grimley in developing an Area Development Framework for West Hull, with a specific Neighbourhood Renewal Plan for NaSA.

4.18 This work built upon the information collected in 2002. Through a range of stakeholder meetings, community workshops and drop-ins and out-reach work the priorities for NaSA were confirmed as:

- Crime and anti-social behaviour
- Drug use
- High levels of private renting (and absentee landlords)
- The level of vacant dwellings
- Low employment rates
- Low income
- Low house values.

4.19 There was extensive community involvement in the emerging neighbourhood renewal plan for NaSA through the drop-ins and workshops which were held in community locations across the area, focusing on the needs of each sub-area neighbourhood.

Gateway Consultation 2006

4.20 As part of consultation on the proposals in its funding bid in 2006, Gateway undertook consultation across the NaSA area to gauge the level of community support for its proposals, which were a development of the preferred option in the extended Hawthorn Dairycoates sub-area identified by the NRA steering group. In total of 950 surveys were conducted within the NaSA area. A range of methods was used, with face-to face surveys for those affected by demolition plans, a telephone survey of residents across the wider NaSA area and questionnaires returned by residents who attended consultation events.

4.21 From analysis of telephone surveys, 95% of respondents indicated that housing in NaSA is in need of regeneration and improvement. 84% of all respondents by whichever methodology indicated that they supported Gateway's proposals.

4.22 82% of all respondents agreed with demolition as an intervention, 90% support intervention via renovation and 88% supported the new build proposals. Four themes emerged when residents were asked what were the main things they wanted intervention to achieve:

- Renovation or demolition of housing in a poor condition, and area cleaning, eg litter removal
- Reduced crime rates
- More suitable and affordable accommodation
- Improved facilities

4.23 The telephone interviews highlighted the eagerness of residents in NaSA for investment and intervention.

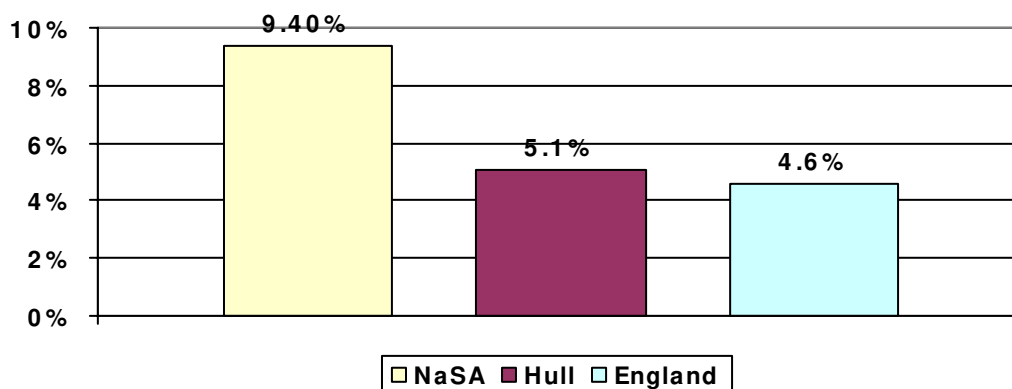
Stock Condition

4.24 An important element of housing supply is the condition of the stock. Hull has poor quality and obsolescent stock and this is one of the key housing market drivers. This can be measured in a number of ways outlined below. The condition of the private sector and RSL housing stock in NaSA has been explored through a stock condition survey which covered 100% of dwellings externally and 10% internally and provides statistically comparable data on levels of housing unfitness, substantial disrepair, decency standards and failures on the Housing Health and Safety Rating System. (The report on this survey is included at Appendix 2). The tables and charts below cover the private sector and RSL stock only. Plans are in place to bring the Council stock in the area up to the Decent Homes Standard over the next four years, and therefore they have not been included in the analysis. (An estimated 77% of Council sector homes in NaSA do not meet the decent homes standard, compared to 56% citywide.)

Unfitness and substantial disrepair

4.25 The table below shows the proportion of the housing stock which is unfit, comparing NaSA against the city and national comparators.

Chart 9: Percentage of Dwellings Unfit for Human Habitation



Source: NaSA stock condition survey 2005, Hull stock condition survey 2004, English House Condition Survey 2004

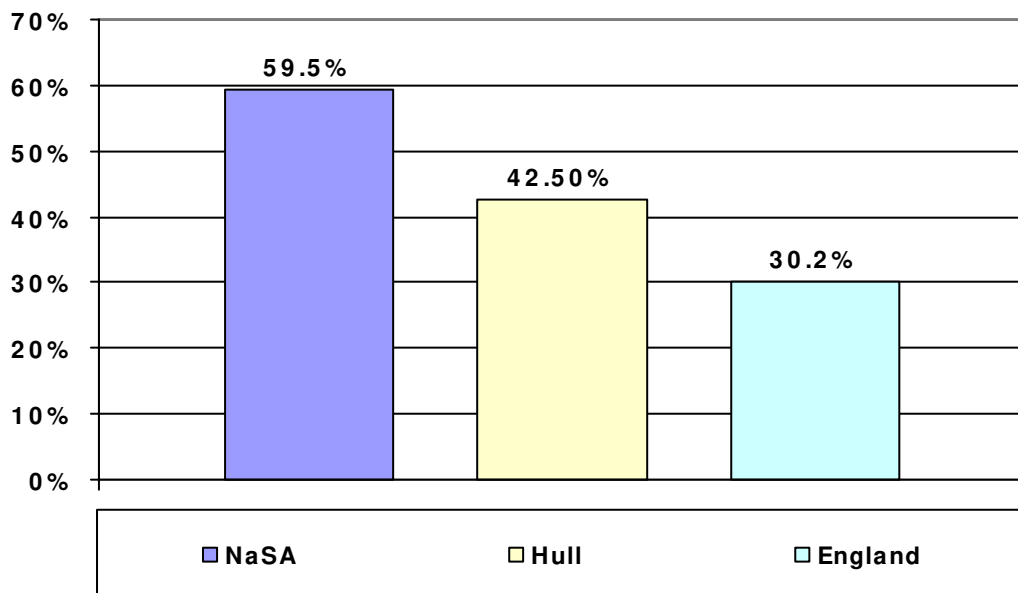
4.26 Hull has a higher figure than the England average and the data shows that NaSA as a whole has an unfitness rate of 9.4%, which is over twice that of England and just under twice that of Hull City.

4.27 Serious disrepair is also an issue with the rate in the NaSA NRA area being over three times the Hull rate.

Decent Homes

4.28 This is a Government standard that takes into account not only 'unfitness' but also the condition and age of amenities and building components. The figures show that while Hull has a higher rate of non-decency than the region or England averages, NaSA has an even higher non-decent homes percentage than any of the comparators. This demonstrates that as well as the immediate issues associated with unfitness and serious disrepair a significant cost would be involved to reduce the number of non-decent homes to even the current national level (from 59.5% to 33.1%). The incidence of non-decent homes exceeds the national rate by almost 80% and the Hull City rate by over 40%.

Chart 10: Percentage of Non-Decent Homes National and Regional Comparators



Source: NaSA stock condition survey 2005, Hull stock condition survey 2004, English House Condition Survey 2004

Housing Health and Safety Rating System

4.29 The survey found that 19% of homes in NaSA had serious hazards, compared to 7.8% nationally.

Cost

4.30 For NaSA overall, it is estimated from the stock condition survey that some £24.8 million would need to be invested to ensure that all unfitness, serious disrepair and general repair were addressed over the next five years. More information about stock condition at sub-area level is given in Chapter 6.

CHAPTER 5: OBJECTIVES

- 5.1 The aim of the NRA was developed through consultation within the Steering Group of officers, agencies, local councillors and residents:

To secure the transformation of the NaSA area in order to create safe sustainable communities where people aspire to live, work, visit and invest.

- 5.2 This aim draws heavily on the strategic context and key evidence about the area which had been developed over preceding years. It responds to the national agenda to create sustainable communities and reflects Hull's inclusion in one of the nine HMR Pathfinders.
- 5.3 As has been described, Hull's housing market area suffers significantly from housing market weakness caused by economic stagnation, long term out migration and a concentration of similar properties and house types in the city which do not provide the variety and choice of housing which households now expect. These factors are compounded by high crime levels in the city, poor educational performance, poor environments and high levels of deprivation.
- 5.4 There is a strong policy framework in place at regional and city levels to support the transformation of Hull and its city region. This will include economic improvements, and housing market renewal, supported by planning and economic policy.
- 5.5 Through this hierarchical policy framework, Newington and St Andrew's is identified by all key stakeholders as one of the key priority areas for early action. It not only includes the worst living conditions in the city, but also presents one of the best opportunities to transform the housing market and provide a sustainable area in the inner city to provide a new residential offer for existing and new residents.
- 5.6 In developing objectives for the NRA, the NRA Steering Group and Core Group had due regard to the objectives of key partners including Hull CC, the Local Strategic Partnership, Citybuild and in particular Gateway. At local level, the most significant documents are therefore Hull Housing Strategy 2005 - 08, ONE HULL Community Strategy 2006 – 2011 and Gateway's Scheme Update 2006. These reflect the need to re-structure Hull's housing market to tackle housing conditions and provide the conditions to achieve sustainable communities (see Chapter 2).

Objectives of the NRA

5.7 In order to achieve this aim in line with this policy framework and reflecting local conditions in NaSA, the objectives for the NRA were agreed by the Steering Group as:

1. Ensure co-ordination with Gateway's emerging planning and regeneration strategies
2. Reduce the number of abandoned houses
3. Ensure greater diversity in type and tenure of homes available to residents in the area, especially increased home ownership
4. Improve the management and care of the physical environment
5. Reduce the incidence and fear of crime including anti-social behaviour
6. Improve the condition and management of the private rented stock
7. Encourage links between commercial and residential interests for the benefit of the whole community
8. Encourage private investment and development in the area
9. Improve the image of the area and bring confidence to the local housing market.

5.8 During discussion and agreement of these objectives, the Steering Group added some implementation principles:

- Achieve and maintain clarity of the purpose of the NRA and communicate to all stakeholders;
- Ensure all funding streams and strategies are aligned with the NRA objectives eg education, transport and social services;
- Ensure flexibility in relation to likely interventions to respond to funding available and market changes;
- Accurately monitor housing market performance and viability to ensure ongoing sustainability.

Decision rules

5.9 In order that options could be assessed and result in meaningful and deliverable recommendations the Steering Group established a series of decision rules to validate or otherwise the options selected for appraisal. Therefore options had to be:

- Technically feasible
- Legal
- Politically acceptable
- Reasonably acceptable to the community
- Financially achievable
- Consistent with Gateway's objectives
- Complementary to other relevant plans and strategies (ie economic, transport, education, health etc)

- 5.10 In confirming these principles, the Steering Group gave many positive examples of how these decision rules need to be reflected eg in lining up specifically with other strategies and plans such as LSP, Citybuild and being consistent with the emerging delivery mechanisms such as Gateway's developers panel and procurement.
- 5.11 The agreed aim and objectives of the NRA for NaSA have been used to guide the NRA throughout and particularly to generate and appraise options for the future of the area as outlined in chapter 7.

CHAPTER 6: INFORMATION GATHERING – NaSA AND ITS SUB AREAS

Defining the Sub-Areas

6.1 To derive meaningful results from the house condition survey each neighbourhood was sub-divided into blocks on the basis of:

Physical cohesive groupings of property:

- Single street frontages
- Other groupings to a point where there was a natural break or change in circumstance of the property.

6.2 The NaSA area was assembled into blocks, which allowed analysis of the survey results at a meaningful level, ie by each block, which is sufficiently detailed to give good comparative statistics on a small area basis. These were grouped into the following sub areas:

Area A	Dairycoates and Hawthorn*
Area B	Boulevard
Area C	Coltman
Area D	West Park
Area E	Albert Avenue

*Hawthorn and Dairycoates were combined to ensure statistical robustness due to the small size of the Dairycoates sub-area.

6.3 Whilst this report summarises some of the main findings for the neighbourhoods in NaSA an extensive computer held database of property condition information is available to be interrogated by officers to further their work in the area.

6.4 Map 5 shows the sub-area boundaries.

6.5 Other key statistics have been collected on the same geographical basis to allow a full comparison between the different sub-areas. A profile and description of these sub areas is set out below and an analysis of key housing market indicators, socio-economic indicators and stock condition and physical issues is set out at sub-area level.

Sub Area A – Hawthorn and Dairycoates

6.6 The combined areas of Hawthorn Avenue and Dairycoates are located to the west of the NaSA area. Hawthorn Avenue is predominantly characterised by housing. Land to the east of Hawthorn Avenue is dominated by high density terraced housing, adopting a back of pavement layout without a front garden. Housing densities in this area are intensified by a high number of court type terraced houses. The site

of the former Amy Johnson school has recently been cleared and has been earmarked for future development. Together with associated playing fields, this site forms a large portion of the sub area. Hawthorn Avenue is the primary route through the area and provides a link across the railway to the south via a level crossing. The Dairycoates area has an obvious mix of land uses involving light industrial, retail and housing. Employment activities are largely sited together on land to the West of Hawthorn Avenue, known as Dairycoates Industrial Estate.

Sub Area B – Boulevard

- 6.7 The Boulevard sub area is home to the former Hull FC rugby ground. The stadium is enveloped by high density terraced housing which is generally of poor quality and lacks adequate space and amenities. Similar high density terraced housing is evident elsewhere, which also dates back to the Victorian and Edwardian periods. Land to the West and South of the Stadium is occupied by lower density housing of a semi detached nature and taking the form of a series of smaller rows of terraced housing, often six to ten properties in length. Boulevard is one of the principal streets in the area which has a pleasant tree lined avenue feel, full of character, comprising of larger residential properties that are not seen elsewhere in the sub area. They are typically terraced Victorian villas, often three storey or above in height and are, on the whole well maintained. The Boulevard also falls within the designated Boulevard Conservation Area.

Sub Area C – Coltman

- 6.8 The Coltman Street sub area is defined by Anlaby Road to the North adjacent to the Hull Royal Infirmary, and Hessle Road to the South. Rawling Way forms the boundary to the east and Boulevard to the west. The area is heavily characterised by housing, with a provision of local retail along Hessle Road and Anlaby Road, between Coltman Street and Bean Street. Terraced housing dominates the area, which, similarly to other areas within NaSA, is of Victorian and Edwardian design. Housing densities here are very high and terraced housing within this pocket are generally small but often benefit from a small yard fronting onto the street as well as a yard to the rear. Housing along Coltman Street itself is not dissimilar in size and type to housing sited along Boulevard. These larger Victorian villas have been maintained to a good standard, with some having undergone extensive refurbishment recently. However the immediate area feeding off from Coltman Street is particularly deprived with high density housing, many of which have not been maintained sufficiently. The area suffers from a high instance of voids and a poor, uninviting environment, Much of the housing off one particular street (Wellsted Street) is court type housing and is subject to the same issues that similar housing faces throughout the NaSA area. A number of small piecemeal housing developments have taken place throughout the Coltman Street sub area over the years.

Sub Area D – West Park

- 6.9 The West Park sub area of NaSA is characterised by one of the City's proudest landmarks – the Kingston Communications (KC) Stadium. Set in the grounds of West Park, the parkland and stadium, which opened in December 2002 are the focal point of the area and are also iconic for the wider West Hull area, offering a variety of leisure activities. Adjacent to the West Park and Stadium site is an expanse of land called the Fairground site. Used for a number of purposes including a park and ride facility and a local market, it is also the location for the annual Hull Fair in October which is believed to be the largest travelling funfair in Europe and dates back as far as 1293. This area is therefore not only important to local people in social terms but historically. The area contains relative high density terraced housing which is generally larger than those found in other areas of NaSA. Court type terraced housing can still be found in this sub area. However some remodelling of housing has taken place adjacent to West Park which offer a mix of semi detached and flat accommodation arranged in a cul de sac street pattern.

Sub Area E – Albert Avenue

- 6.10 The Albert Avenue sub area is predominantly high density terraced housing which envelopes the site of a college of further education and associated playing fields known as the Riley Centre. This site forms a large portion of the Albert Avenue sub area and has been identified as a strategic development site to assist in the delivery of the Housing Market Renewal Initiative in later phases. Towards the east of the sub area, the quality of the environment decreases, particularly around the northern most sections where houses here are typically small, back of pavement and built to a very high density. Housing densities are intensified by the presence of court type terraces, many of which are in a poor condition and do not contribute to the wider Albert Avenue area. Contrasting this is a small pocket of houses to the south side of Albert Avenue which are generally much larger than other parts of this sub area, taking the shape of 3-4 storey Victorian villas. There are a number of newer semi detached properties in the area which successfully add a mix of housing types.

Housing Market Indicators

6.11 The table and charts below set out how the different neighbourhoods perform on a range of key housing market indicators.

Table 4: Housing Market Indicators – NaSA Neighbourhoods

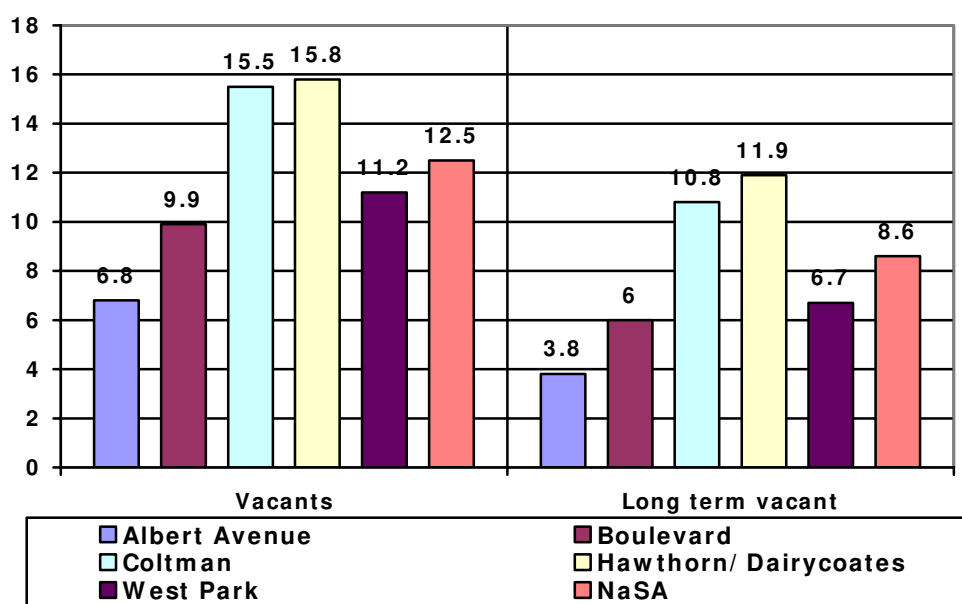
	Hawthorn Dairycoates	Coltman	Boulevard	Albert Avenue	West Park	NaSA	Hull
%terraced	62.3	49.6	61.0	74.5	74.9	63.1	53.9
Number of court terraces	718	185	314	246	134	1597	n/a
%owner occ	49.2	42.5	42.4	67.9	51.6	51.2	52.4
% privately rented	26.8	28.3	22.8	19.2	29.6	24.9	11.5
% council tax band A	93.1	88.9	92.7	72.0	88.8	88.9	71.5
Turnover(% all props)*	46.3	51.1	45.0	27.6	49.3	43.7	22.3
% empty (of which 6 months+)	15.8(11.9)	15.5(10.8)	9.9(6.6)	6.8(3.8)	11.2(6.7)	12.5(6.7)	5.8 (3.2)
House prices#	£45,397	£45,253	£45,253	£60,938	£45,397	£52,415	£88,193

Sources: Census 2001, HMLR and Hull City Council records

* Measures changes in Council Tax registrations per annum

Based on closest fit postcode

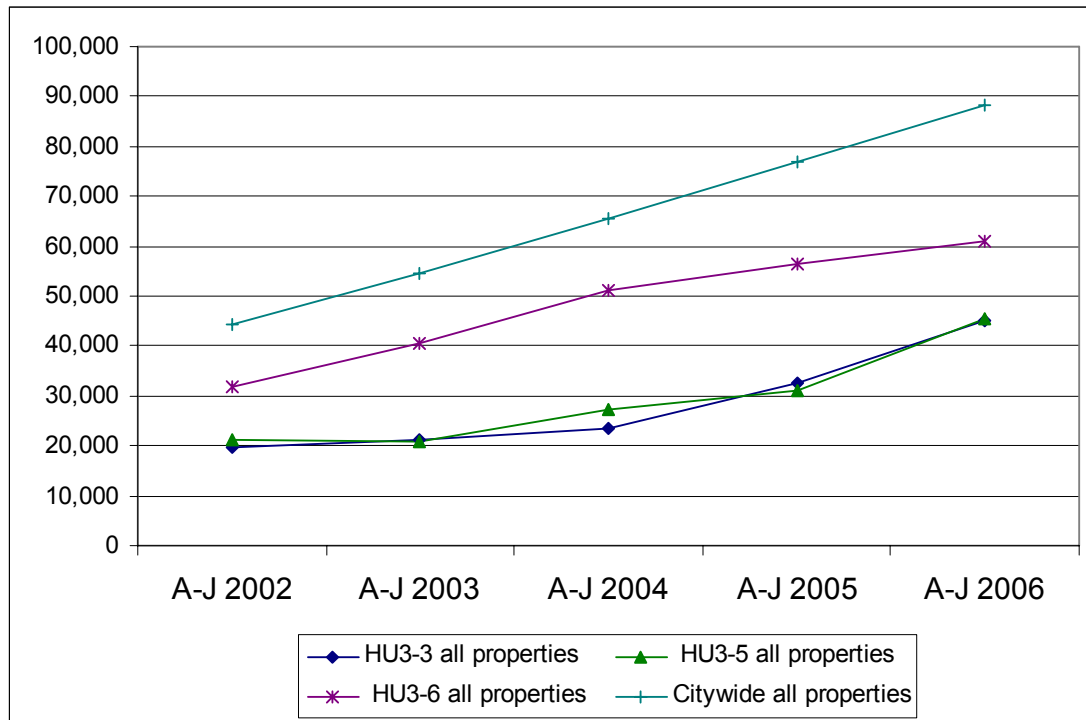
Chart 11: Vacant and Long Term Vacant Properties – NaSA Neighbourhoods



Source: Hull City Council, Council Tax Records 2005

6.12 The chart below shows how house prices have changed in the three main post code areas over the last four years. HU3 3 covers Albert Avenue, HU3 5 covers Hawthorn Dairycoates and HU 3 6 covers Boulevard and Coltman

Chart 12: House Price Trends 2002-2006



Source: HMLR

6.13 It can be seen from the tables that all areas demonstrate a high incidence of factors relating to market weakness – low average house prices, high vacancy rates, high turnover and high levels of private renting. All except Coltman have higher levels of terraced properties and all except Albert Avenue higher levels of Council Tax band A properties than the city average.

6.14 Albert Avenue, however, has a higher level of owner occupation than the city average, a much lower incidence of privately rented properties than other parts of the area (although still high for the City), and higher house prices.

Socio-economic and environmental issues

6.15 The table below sets out the key social and environmental indicators for the NaSA neighbourhoods.

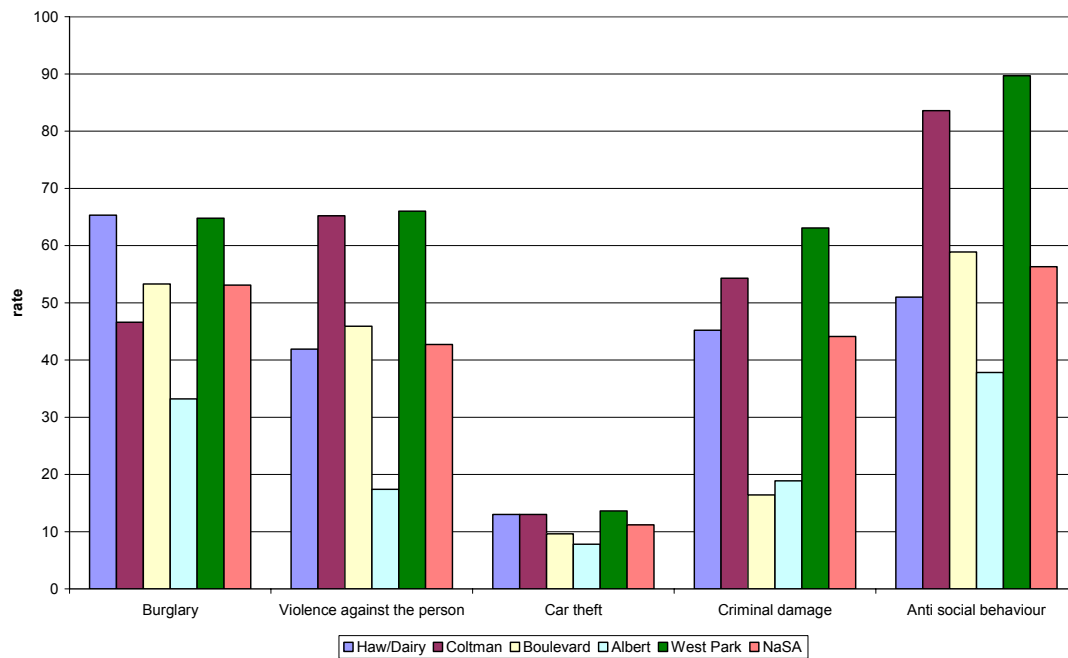
Table 5: Socio-economic and Environmental Issues – NaSA Neighbourhoods

	Hawthorn Dairycoates	Coltman	Boulevard	Albert Avenue	West Park	NaSA	Hull
% in receipt of Council tax benefit	36.5	42.3	42.3	24.4	38.5	32.7	30.7
Income % under £20,000 pa	24.9	25.3	25.2	17.3	25.6	23.6	21.3
Educational performance % GCSEs A*-C	32.3	25.5	20.5	46.2	47.6	33.5	44
Crime and asb							
Burglary rate	65.3	46.6	53.3	33.2	64.8	53.1	27.9
Anti-social behaviour rate	51.0	83.6	48.6	37.8	89.7	56.3	47.8
% properties experiencing poor environment	60 (H) 18.1(D)	10	18.3	9.4	24.4	N/A	N/A

Source: Hull City Council records, CACI, Hull Citysafe and NaSA environment and void survey 2005.

- 6.16 The indicators demonstrate Albert Avenue is performing much closer to the city average, with crime rates below those of the city, educational performance slightly above the city average and income levels slightly better than the city average. However, given the level of deprivation in the city, being at or around the city average does not mean that there are no problems.
- 6.17 In West Park and the neighbourhoods to the south of Anlaby Rd there are particularly high crime rates and the area around Boulevard has very poor attainment at GCSE. These neighbourhoods perform below the city average on all the other indicators.
- 6.18 Crime has been a particular factor linked to the unpopularity of some parts of the area. The chart below shows how crime rates vary across the area.

Chart 13: Crime Rates – NaSA Neighbourhoods



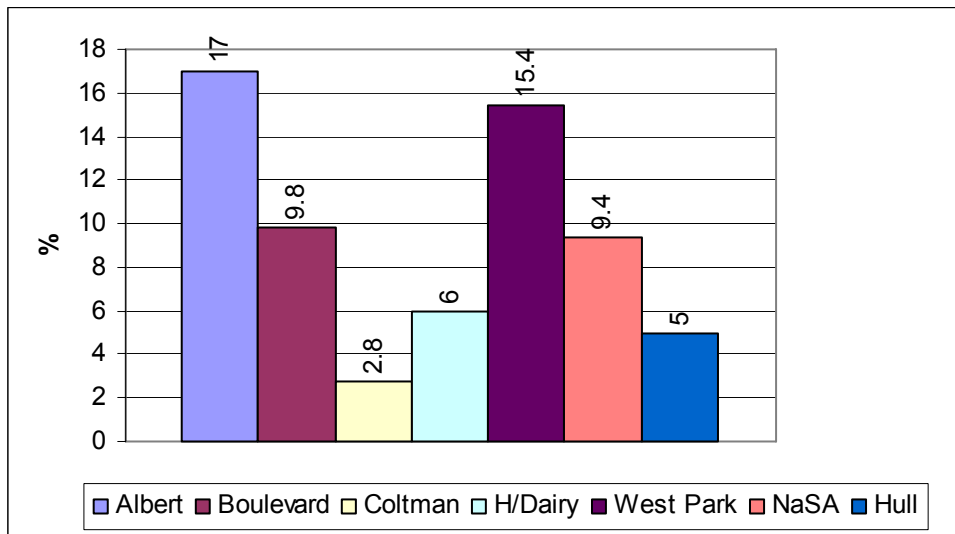
Source: Hull City Safe 2005

Stock Condition

Unfitness and Serious Disrepair

6.19 There is a considerable degree of variation across the NaSA area. The Albert Avenue area has the highest level of unfitness at 17% closely followed by West Park at 15.4%. All of the others with the exception of Coltman at 2.8% have unfitness levels that are in excess of the rates for both Hull City and England.

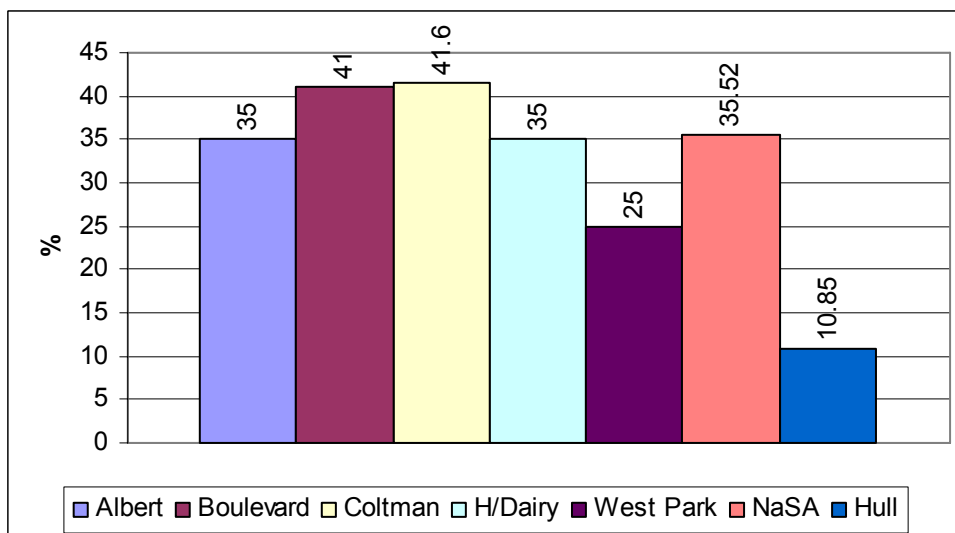
Chart 14: Percentage of Unfitness – NaSA Neighbourhoods



Source: Stock condition survey 2004 and NaSA stock condition survey 2005

6.20 Chart 15 provides information about properties in each neighbourhood found to be in serious disrepair and compares this with the NaSA area and the city as a whole. The figures show that whilst the City rate is 10.85%. All of the neighbourhoods are considerably in excess of that with the highest, Boulevard and Coltman, being nearly four times that of the City. The lowest rated area, West Park at 25%, still has a rate which is twice that of the City. Disrepair is therefore shown to be a significant issue in NaSA generally.

Chart 15: Percentage of Dwellings in Serious Disrepair – NaSA Neighbourhoods

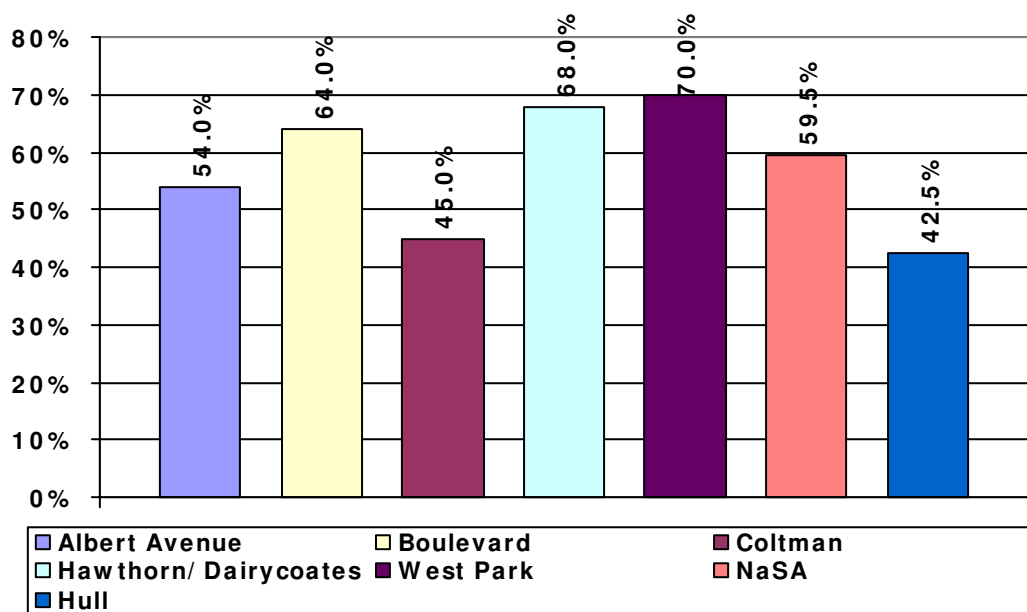


Source: Stock condition survey 2004 and NaSA stock condition survey 2005

Decent Homes

6.21 Within the individual neighbourhoods West Park has the highest level of failures at 70% closely followed by Hawthorn Dairycoates at 68%. Overall all of the neighbourhoods have a non-decency rate which is in excess of the city and national comparators.

Chart 16: Percentage of Non-Decent Homes - NaSA Neighbourhoods



Source: Stock condition survey 2004 and NaSA stock condition survey 2005. (Private sector stock only)

Housing Health and Safety Rating System

6.22 The Housing Health and Safety Rating System (HHSRS) has replaced the 'fitness standard' and gives scores for individual hazards rather than giving a simple fit/unfit judgment. Properties are assessed and scored which will place them in a set of pre-determined bands from A to J with anything in bands A to C being classified as a category 1 hazard with resultant responsibilities as it puts authorities under a general duty to take the most appropriate action.

6.23 The HHSRS scoring system combines the probability that an accident will occur with the spread of likely outcomes, thus if an accident is very likely to occur and the outcome is likely to be serious (eg a major or fatal injury) then the score will be very high.

6.24 All dwellings contain certain aspects that can be perceived as hazards such as loose paving, steps leading to the front door and in the garden; staircases and banisters; stoves and cookers; combustible materials and lack of adequate heating to keep the dwelling warm. These are just some examples and not all will apply to all dwellings.

6.25 The survey found that 19% of homes in NaSA had serious hazards, compared to 7.8% nationally. The table below sets out the findings at sub-area level. Albert Avenue (29%), Boulevard (27%) and Hawthorn Dairycoates (21%) had the highest levels of category 1 hazards assessed against the total number of surveys.

Table 6: Occurrence of Hazards by Category 1 Hazard – NaSA Neighbourhoods

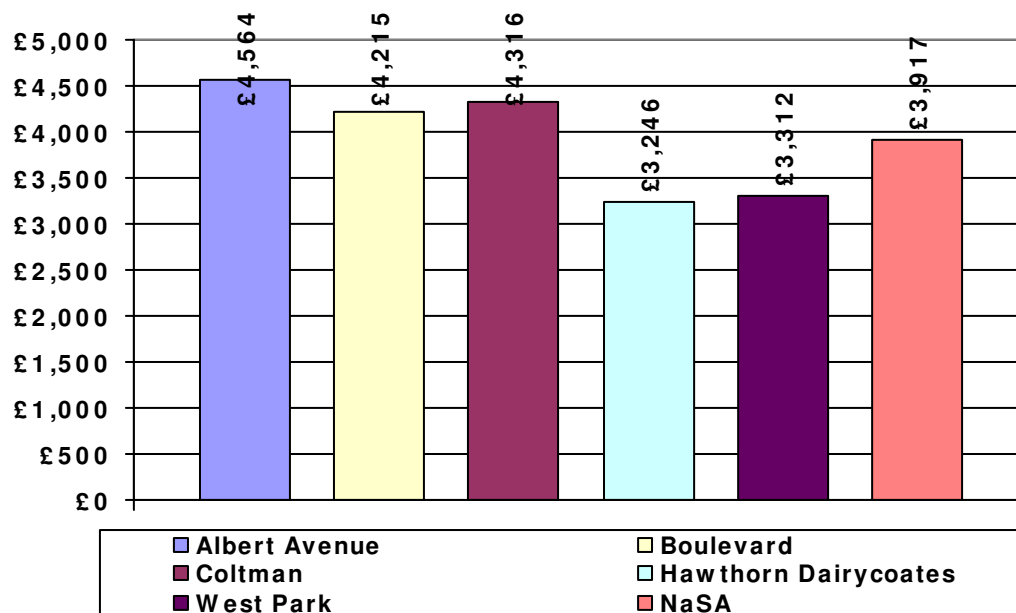
Neighbourhood	Full Surveys	Category 1 Hazards	% against full surveys
Albert Avenue	114	32	29%
Boulevard	113	30	27%
Coltman	144	11	8%
Hawthorn	235	50	21%
West Park	52	3	6%
	658	126	19%

Source: NaSA stock condition survey 2005

Comprehensive Improvement Costs

6.26 Costs associated with the repair/improvement of properties to a 5 year standard have been calculated on a neighbourhood basis from the survey. These and the cost per property are shown below. Two neighbourhoods have average costs which exceed the NaSA average. These are Albert Avenue which has the highest average cost per property at £4,564, with Coltman being the next highest at £4,316. The average cost for NaSA as a whole is £3,917.

Chart 17: Average 5 year Repair/Improvement Costs per Property – NaSA Neighbourhood



Source: NaSA stock condition survey 2005

Table 7: 5 Year Repair/Improvement Costs by NaSA Neighbourhood

Area	Properties	Area Total	Average Cost
Albert Avenue	1,377	£6,284,035	£4,564
Boulevard	939	£3,958,145	£4,215
Coltman	1,373	£5,925,785	£4,316
Hawthorn Dairycoates	1,872	£6,076,835	£3,246
West Park	768	£2,543,295	£3,312
NaSA	6,329	£24,788,095	£3,917

Source: NaSA stock condition survey 2005

Index of Key Condition Indicators

6.27 An index has been created that draws together a range of criteria which has been used to provide an 'across the board' summary index of key property failures. This enables areas to be ranked one against another on a broad range of condition measures. The neighbourhood with the worst incidence in a category is scored as 5 through to the area with the best incidence scoring 1, (ie worst to best based on the 5 neighbourhoods in the study.)

This index is shown below in a worst first ranking order.

Table 8: Index of Key Property Indicators by NaSA Neighbourhood

Neighbourhood	Unfits Rank	not Decent Rank	Disrepair	Vacant	Hazards >1000 Rank	Cost Rank	Rank Totals
Albert Avenue	5	2	3	1	5	5	21
Boulevard	3	3	4	2	4	3	19
Hawthorn Dairycoates	2	4	3	5	3	1	18
Coltman	1	1	5	4	2	4	17
West Park	4	5	1	3	1	2	16

6.28 The rankings indicate that Albert Avenue is the worst housing area on the basis of this comprehensive index of key housing issues, with the remaining areas demonstrating similar scores.

Summary of Physical Survey Findings

6.29 All of the sub-areas have significant problems with stock condition. An index comparing neighbourhoods on a range of key property indicators shows Albert Avenue as the worst housing area having the worst score in 3 out of the 6 indicators and a score of 21. The remaining neighbourhoods of Boulevard, Coltman, Hawthorn Dairycoates and West Park demonstrate similar scores indicating with each having its own particular range of housing issues.

6.30 The Albert Avenue area contains larger properties which have not had the same level of public sector intervention over the last 20 years as the smaller properties in the area, as grant funding was targeted to properties lacking amenities, and hence the smaller properties. Further when grants were capped to a maximum level in the 1980s and 1990s these larger properties may well not have had all of the required work carried out, leaving aspects on unfitness and serious disrepair unremedied. In addition costs have been attributed in the survey to deal with structural instability identified by the surveyors in the Albert Avenue area. However, at this stage the recommendation is to monitor these properties as it is not clear if this is an ongoing problem, or whether the movement has now stopped.

Conclusion of Sub-area analysis

6.31 All of the sub-areas have worse housing condition indicators than the city, which in turn is worse than the region or national position. All exhibit a number of factors linked to housing market weakness and a

range of socio-environmental problems. The issues of housing market weakness, poor stock condition and social and environmental conditions have compounded each other so that a comprehensive approach is needed to investment across the whole area.

- 6.32 However, it is clear that the combination of issues is different in different sub-areas. The Hawthorn Dairycoates, Boulevard and Coltman Street areas have high levels of need across the range of factors. Whilst Albert Avenue has some serious issues with stock condition in terms of unfitness and disrepair, it has higher house prices, higher income levels and less benefit dependency and suffers less from environmental problems, crime and anti-social behaviour than the other areas.
- 6.33 The next chapter considers options to address the issues discussed in the foregoing chapters and develops a preferred approach across the area, and the menu of interventions necessary in the sub-areas to meet these differing needs and issues.

CHAPTER 7: OPTION GENERATION, DEVELOPMENT AND APPRAISAL

- 7.1 This chapter first identifies and appraises the options for intervention at a high level across the NaSA area, before moving on to consider appropriate interventions by sub-area and the phasing of interventions.

Section 1: What Must the Options Address?

- 7.2 The issues identified through the strategic context and evidence gathering are as follows:

The Hull Housing Market

- An overall surplus of properties in Hull demonstrated by persistent high empty property levels and high levels of long term empties in the private sector stock, especially in the inner city collar.
- There is an over supply of terraced homes which comprise some 53% of the City's housing stock, compared to a preference for 32% (Kwest 2004).
- Hull's housing stock does not provide a range of homes of choice – 71% of all housing in the city is in Council Tax band A. Nor does the city provide neighbourhoods of choice/areas of search for those on higher incomes. In part this relates to housing choice, but research shows that other factors are also important, particularly levels of crime and anti-social behaviour, school performance and environmental factors.
- These issues are demonstrated by the relatively low house prices found in the city – the 3rd lowest average price in England. In 2005 Hull had almost one in ten sales below £30,000. It now accounts for one in five of all low value sales across the nine Pathfinders.
- It is recognised that the city's economy, which is founded on high levels of manufacturing compared to the national and regional position, and vulnerable to globalisation, needs to change and modernise to provide a sustainable future for the city and its population. The economy is characterised by low wage levels and high levels of unemployment and economic inactivity compared to national and regional averages. Structural change in the economy will require the provision of a housing stock and neighbourhoods to match the demands of a more economically active population. All of the evidence tells us that economic improvement without significant change to the city's housing and neighbourhoods will fuel increased flight to the suburbs and further undermine inner collar areas, such as NaSA.

NaSA's needs and opportunities

- The vision of the City Centre Masterplan (currently being developed into an Area Action Plan) is to create a critical mass of economic

regeneration in the City Centre, which will spill over into/needs to be supported by regeneration in the inner collar areas such as NaSA, providing a housing offer here that will complement that of the City Centre apartments, retaining the more affluent as they build families.

- Evidence shows that the NaSA area exhibits concentrations of poor quality, small, low value terraced homes at very high densities which lack amenity and have become unattractive to owner occupiers, resulting in very high levels of private renting and a significant transient population, which causes problems for long term residents. High levels of population loss and the shift away from owner occupation to the private rented sector evidence this.
- Crime, anti-social behaviour and drug mis-use are fundamental problems that must be addressed in NaSA to improve the well-being of local residents. Other issues include environmental problems, low levels of educational attainment, low levels of employment, low incomes etc.
- Resolving these deep-seated problems is not simply about improved service provision (eg accreditation, licensing, police and anti-social behaviour service). It is the overall imbalance of housing supply and demand in the city that has exposed NaSA to these problems and fundamental to improving the quality of life here are: increasing the level of owner occupation and the range of housing overall; improving environmental quality; improving incomes and levels of economic activity; etc, so that NaSA can become an area of residential choice.
- Community and stakeholder consultation has confirmed these fundamental issues of security, demolition of empty properties and small court properties, building new housing on opportunity sites, improving the larger homes on the main thoroughfares, improving the environment and the public realm, regulation of private landlords and dealing with anti-social behaviour. Recognising the rehousing needs of current residents, consultation has also highlighted the need for the provision of a range of affordable rehousing options. Moreover the community is ready for change - extensive consultation and capacity building have been on-going since 2001.

7.3 In the NaSA area there is the opportunity, therefore, to address the root causes of housing market decline and the social problems it has brought, by creating a 21st century inner city neighbourhood of residential choice, with high standards of design and amenity, building upon the area's heritage, linked closely to the city's economic future and so improving the well-being of existing residents as well as ensuring that the area contributes to the regeneration of the City as a whole. The options for NaSA must therefore address the key physical issues of unsatisfactory housing conditions, a surplus of small terraced

homes, poor environmental conditions and poorly managed privately rented properties, address the high levels of crime and anti-social behaviour and improve the economic well-being of the local community and also provide a wider range of housing to retain more economically active members of the community and attract new residents.

Section 2: High level option appraisal

Identifying the Options

7.4 Due to the size of the area, option generation and appraisal process was undertaken at a 'high level' with more detailed proposals then being considered within each neighbourhood, substantially drawing on much of the previous work. Four 'high level' options as agreed by the NRA Steering Group were appraised for the NaSA area as whole:

7.5 ***Option 1: Limited Intervention (Do nothing)***

This is essentially the 'base line' position against which other options can be measured. It assumes that the area will receive no attention whatsoever other than that required by legal process to intervene where warranted. This would inevitably condemn the neighbourhoods to a continuing spiral of decline with a growing need for more statutory intervention in future years. It would totally fail the residents of the neighbourhoods and the stated objectives would not be achieved. It is assumed, however, that the current clearance scheme at Woodcock Street/Springburn Street will be carried through to completion.

7.6 ***Option 2: Comprehensive Improvement***

In order to meet the objectives of housing market renewal, Councils need to be 'transformational' in their thinking and approach. This option therefore assumes that the vast majority of the existing housing will be retained but will be 'transformed' through a range of largely publicly funded interventions to 'breathe new life' into the existing housing. The underlying basis of the option is that the Council will pro-actively promote improvement schemes to remedy not only unfitness and disrepair in the neighbourhood but also target the replacement of kitchens and bathrooms etc to provide the dwelling with a useful 30 year life. On completion of this option the neighbourhood would largely meet the 'Decent Homes Standard'.

7.7 ***Option 3: Transformational Redevelopment***

Adopting the same premise as option 2 this option assumes that the existing housing would be demolished and the area redeveloped offering a wider housing choice within a modern street layout. Within the detail of this option there is a need for some exceptions, for example, the 'Boulevard Conservation Area' where irrespective of the redevelopment approach retention and improvement has been assumed.

7.8 Option 4: Combination of demolition, refurbishment and new build

This option combines elements from options 2 and 3. It acknowledges the ‘transformational’ approach but achieves this by combining retention and improvement based on that identified through Grimley’s base-lining and planning exercise for NaSA. This option may be more deliverable than the total redevelopment proposal of option 3 as it acknowledges that in some cases an exchange of like type houses may be the best option for some existing residents who wish to remain in the area but who do not have the means (even with Council support) to bridge the valuation gap between their existing home and a new-build property, or who prefer a similar property to their current home.

Economic Appraisal

Financial Assessment

7.9 A detailed financial appraisal was undertaken of each of the four options considered appropriate for each of the sub areas within the NaSA neighbourhood. The financial appraisal covers the financial costs for the whole options, establishing both public and private sector costs and benefits for the interventions within each option. The detailed appraisals are set out at Appendix 3.

7.10 The summary of the financial assessment is shown in the table below.

Table 9: Net Present Value by Option

Area	1 (Stat) NPV	2 (Imp) NPV	3 (Redevelop) NPV	4 (Hybrid) NPV
NPV Totals	£82,109,522	£112,431,252	£272,440,398	£104,873,540

7.11 It can be seen from the financial summary table that:

Option 1 (Limited Intervention) has the lowest NPV (and is therefore the most economical) but it offers the least in terms of meeting the agreed vision and objectives for the area (see below). Option 3 (Transformational Redevelopment) has the highest NPV and is therefore the least cost effective. Disregarding Option 1 (because it does not meet any of the non financial requirements – see below) Option 4 (combined redevelopment and improvements) becomes the most cost effective option for the NaSA area as a whole. Clearly the results of the financial appraisal support a combined approach across the whole area.

Non-financial Assessments

Assessment against Objectives (un-weighted)

7.12 Each option was reviewed against the agreed objectives to gauge the contribution the option made in meeting the vision statement. The results are set out in the table below.

Table 10: Assessment against Objectives - Un-Weighted

OBJECTIVE CRITERIA	OPTION 1	OPTION 2	OPTION 3	OPTION 4
Ensure co-ordination with Gateway's emerging planning and regeneration strategies	0	2	3	5
Reduce the number of abandoned houses	1	2	5	4
Ensure greater diversity in type and tenure of homes available to residents in the area, especially increasing home ownership	0	1	5	5
Improve the management and care of the physical environment	1	2	4	4
Reduce the incidence of and fear of crime including anti-social behaviour	1	2	4	4
Improve the condition and management of the private rented stock through accreditation/licensing	1	3	4	4
Encourage links between commercial and residential interests for the benefit of the whole community	1	2	5	4
Encourage private investment and development in the area	1	2	5	4
Improve the image of the area and bring confidence to the local housing market	1	3	4	5
TOTAL	7	19	39	39

Scoring (Contribution objective makes in meeting the vision)

0 = no contribution
1 = very little contribution
2 = limited contribution
3 = reasonable contribution
4 = significant contribution
5 = very significant contribution

7.13 It can be seen that with all scoring criteria of equal value:

- Options 3 and 4 make an equally important contribution to meeting the vision statement. They are both well ahead of options 1 and 2.
- Option 2 ranks third with option 1 totally failing to meet the vision and defined objectives.

Assessment against Objectives – Weighted

7.14 The assessment set out in the un-weighted table assumes that all objectives are of equal importance and scores the contribution they make equally. The officer team considered that some objectives made a greater or lesser contribution to meeting the aim than others and that

weighting factors should be applied. Table 11 below introduces a set of weighting factors to the scoring of the objectives.

Table 11: Assessment against Objectives – Weighted

OBJECTIVE CRITERIA	Weighting factor	Options			
		1	2	3	4
Ensure co-ordination with Gateway's emerging planning and regeneration strategies	3	0	6	9	15
Reduce the number of abandoned houses	3	3	6	15	12
Ensure greater diversity in type and tenure of homes available to residents in the area, especially increasing home ownership	2	0	2	10	10
Improve the management and care of the physical environment	2	2	4	8	8
Reduce the incidence of and fear of crime including anti-social behaviour	3	3	6	12	12
Improve the condition and management of the private rented stock through accreditation/licensing	1	1	3	4	4
Encourage links between commercial and residential interests for the benefit of the whole community	2	2	4	10	8
Encourage private investment and development in the area	2	2	4	10	8
Improve the image of the area and bring confidence to the local housing market	3	3	9	12	15
TOTAL		16	44	90	92

Weighting
1 = Meets aim to some degree
2 = Meets aim to a large degree
3 = Meets aim to a greater degree or in full

7.15 The application of weighting factors serves to highlight the effect of those objectives that were considered to be particularly important and the scoring derived from this supports the position of options 3 and 4 as best achieving the aim.

Socio – Environmental Assessment (un-weighted)

7.16 In considering how the vision can best be achieved regard must also be had for the residents' views and as such each of the options have

been appraised against a range of non quantifiable and quantifiable benefits derived from the various consultation processes. These are summarised in the tables below.

Table 12: Assessment against Non Quantifiable Benefits (Un-Weighted)

NON QUANTIFIABLE BENEFITS	OPTIONS			
	1	2	3	4
ADDRESSING HOUSING MARKET/NEEDS	1	2	4	4
ENHANCED EMPLOYMENT OPPORTUNITIES	1	2	4	4
COMMUNITY SAFETY	1	4	4	4
ENHANCED CAR PARKING PROVISION	1	3	4	3
MAINTAIN EXISTING COMMUNITIES	4	5	1	2
ATTRACTING NEW COMMUNITIES	1	4	4	3
IMPROVED APPEARANCE OF THE ENVIRONMENT	1	3	4	4
ENHANCED QUALITY AND TYPE OF THE HOUSING STOCK	1	3	4	3
IMPROVED COMMERCIAL OPPORTUNITIES	1	2	4	3
ENHANCED COMMUNITY FACILITIES	1	3	4	4
REDUCED CRIME RATE	1	2	4	3
EDUCATION	1	2	4	3
SOCIAL SERVICES	1	2	4	3
HARD TO REACH GROUPS	1	2	4	3
IMPROVED COMMUNITY HEALTH	1	3	4	4
TOTAL	18	42	57	50

Table 13: Assessment against Quantifiable Benefits (Un-Weighted)

QUANTIFIABLE BENEFITS	Option 1	Option 2	Option 3	Option 4
% DWELLINGS ACHIEVING DECENT HOME STANDARD	0	4	5	4
% REDUCTION IN VACANT DWELLINGS	1	3	4	4
% INCREASE IN PROPORTION OF OWNER OCCUPATION	0	1	4	3
HECTARES OF LAND BOUGHT INTO USE	0	0	5	4
DWELLINGS MADE FIT WITHIN 10 YEARS %	1	2	4	4
DWELLINGS IMPROVED TO 30 YEAR LIFE %	0	3	4	3
INCREASED CAPITAL LAND VALUES %	0	0	4	3
POTENTIAL FOR COMMERCIAL DEVELOPMENT	0	0	5	4
VACANT PROPERTIES INHABITED OR DEMOLISHED	1	2	4	4
TOTAL	3	15	39	33
Scores (Extent to which the option meets the criterion)				
0 = None				
1 = Little				
2 = Some				
3 = Valuable				
4 = Significant				
5 = Very Significant				

Socio - Environmental Assessment (weighted)

7.17 Again the view was taken that not all factors could be considered to be of equal importance and that some of the issues identified should carry a greater weighting to more accurately reflect the degree of concern expressed by residents. The tables below consider the views expressed in the un-weighted table above but apply weighting factors.

Table 14: Assessment against Non Quantifiable Benefits (Weighted)

NON QUANTIFIABLE BENEFITS	Weighting factor	OPTIONS			
		1	2	3	4
ADDRESSING HOUSING MARKET/NEEDS	3	3	6	12	12
ENHANCED EMPLOYMENT OPPORTUNITIES	1	1	2	4	4
COMMUNITY SAFETY	2	2	8	8	8
ENHANCED CAR PARKING PROVISION	1	1	3	4	3
MAINTAIN EXISTING COMMUNITIES	3	12	15	3	6
ATTRACTING NEW COMMUNITIES	2	2	8	8	6
IMPROVED APPEARANCE OF THE ENVIRONMENT	3	3	9	12	12
ENHANCED QUALITY AND TYPE OF THE HOUSING STOCK	3	3	9	12	9
IMPROVED COMMERCIAL OPPORTUNITIES	1	1	2	4	3
ENHANCED COMMUNITY FACILITIES	2	2	6	8	8
REDUCED CRIME RATE	3	3	6	12	9
EDUCATION	1	1	2	4	3
SOCIAL SERVICES	1	1	2	4	3
HARD TO REACH GROUPS	1	1	2	4	3
IMPROVED COMMUNITY HEALTH	2	2	6	8	8
Total		38	86	107	97

Table 15: Assessment against Quantifiable Benefits (Weighted)

QUANTIFIABLE BENEFITS	Weighting Factor	Option 1	Option 2	Option 3	Option 4
% DWELLINGS ACHIEVING DECENT HOME STANDARD	2	0	8	10	8
% REDUCTION IN VACANT DWELLINGS	3	3	9	12	12
% INCREASE IN PROPORTION OF OWNER OCCUPATION	1	0	1	4	3
HECTARES OF LAND BOUGHT INTO USE	1	0	0	5	4
DWELLINGS MADE FIT WITHIN 10 YEARS %	2	2	4	8	8
DWELLINGS IMPROVED TO 30 YEAR LIFE %	2	0	6	8	6
INCREASED CAPITAL LAND VALUES %	1	0	0	4	3
POTENTIAL FOR COMMERCIAL DEVELOPMENT	1	0	0	5	4
VACANT PROPERTIES INHABITED OR DEMOLISHED	3	3	6	12	12
TOTAL		8	34	68	60

Weighting Residents Perspective

1 = Little importance to residents

2 = Important to residents

3 = Very important to residents

7.18 The application of weighting factors highlights the effect of those criteria that the community considered to be particularly important. The table below shows the aggregated scores for the non-financial assessments. The combined assessment of factors important to the community shows that option 3 best fulfils their requirements with option 4 following closely behind.

Table 16: Summary of Non-financial assessments

	OPTIONS			
	1	2	3	4
Non-quantifiable benefits unweighted	18	42	57	50
Quantifiable benefits unweighted	3	15	39	33
Total score unweighted	21	57	96	83
Non quantifiable benefits weighted	38	86	107	97
Quantifiable benefits weighted	8	34	68	60
Total score weighted	46	120	175	157

Assessment of Options against Decision Rules

7.19 Finally an assessment was made of the options against the decision rules used to judge how the options achieved a “best fit” against them. Each option was scored on this basis and the results are summarised in the table below.

Table 17: Assessment of Options against Decision Rules

DECISION RULES/OPTION	OPTION 1	OPTION 2	OPTION 3	OPTION 4
Consistent with Gateway's/LA objectives	0	2	3	3
Technically feasible	3	3	2	3
Legal	2	3	3	3
Politically acceptable	1	2	1	3
Reasonably acceptable to the community	1	3	1	3
Financially achievable	3	3	1	3
Complementary to other relevant plans and strategies (i.e. economic transport, education, health etc)	1	3	2	3
TOTAL	11	19	13	21

Scoring (How option conforms to the decision rules)
0 = Breaks Rule
1 = Meets rule in some respects
2 = Meets rule in most respects
3 = Meets rule in all respects

7.20 This demonstrates that option 1 is not compatible with the decision rules and option 3 is unlikely to be acceptable to residents or given political support, as well as being unofferable. Options 2 and 4 best meet the decision rules.

7.21 The table below brings together all of the options appraisal assessments to give an overview of the assessment outcomes.

Table 18: Assessment Summary

Assessment Method		Options							
		1		2		3		4	
		Rank	Score	Rank	Score	Rank	Score	Rank	Score
1	Financial Assessment	1 st	82,110k	3 rd	112,431k	4 th	272,440k	2 nd	104,874k
2	Objectives (Un-weighted)	4 th	7	3 rd	19	= 1 st	39	= 1 st	39
3	Objectives (Weighted)	4 th	16	3 rd	44	2 nd	90	1 st	92
4	Socio Environmental combined (Un-weighted)	4 th	21	3 rd	57	1 st	96	2 nd	83
5	Socio Environmental combined (Weighted)	4 th	46	3 rd	120	1 st	175	2 nd	157
6	Decision Rule Assessment	4 th	11	2 nd	19	3 rd	13	1 st	21

Conclusions of the High Level Option Appraisal

7.22 From the assessments the Core Team concluded:

7.23 **Option 1** is the cheapest to deliver in terms of capital costs. However, it fails to address any of the housing market issues and will not improve the well-being of local people. It is least likely to respond to the vision for the area and would totally fail the residents.

7.24 **Option 2** would address the issues of poor quality housing, but would not address the housing market issues of vacancy or the density and number of small terraced homes and lack of housing choice or

environmental issues. Significant expenditure through housing grants in the area in the last three decades has not halted the overall decline of the neighbourhood or improved demand for the predominant house type. Financially this option is the second most expensive. Moreover it will not attract private finance, as would redevelopment, and since there will be limited funding from the local authority for grants following the RRO, its success will be dependent on owners investing their own money or borrowing (possibly through LA scheme) to carry out the works.

- 7.25 **Option 3** will address the housing market issues. It responds marginally better than option 4 to the social and environmental issues. However it is by far the most expensive option – to the extent that it is difficult to see where funding will come from, and is unlikely to receive political or community support due to the disruptive effects it might have on the local community.
- 7.26 **Option 4** will deliver a significant amount in terms of meeting the housing market objectives, and by retaining a significant level of existing stock it will ensure less disruption for the community and provide an on-going source of affordable housing in the area. It will preserve the best of the area's heritage, whilst removing the poorest properties. The combined redevelopment and improvement of the area offered by option 4 best responds to the identified vision, responds well to the social and environmental needs and meets the decision rules over all of the other options. It is also the 2nd most cost effective option.
- 7.27 The Steering Group confirmed these assessments, making clear the alternatives and the likely consequences. Option 1 fails to deliver on the objectives and socio-environmental issues that need to be addressed. Option 3 is not affordable and scores poorly on the decision rules, particularly in relation to community and political support. Option 2 delivers poorly on meeting objectives and addressing the socio-environmental issues and it is the second most expensive option.
- 7.28 Option 4 demonstrates that it better meets the range of appraisal criteria and it is recommended to be adopted as the basis of the preferred strategy for the NaSA area. It is the 2nd most cost effective option behind that of option 1, which fails to meet any other of the assessed criteria. It is ranked 1st on three out of the five non-financial measures, and whilst it falls to 2nd place on the unweighted and weighted socio environmental analysis, it is not far behind option 3 and offers much to address these issues. It can therefore be identified as the option that will best provide the desired 'transformational' regeneration of the area, will best deliver the stated objectives and best meet the residents' aspirations.

Section 2: Options at Sub-Area Level

7.29 This section examines the best strategy for implementing the preferred option.

7.30 Over the NaSA area generally option 4 – a hybrid of transformational refurbishment and redevelopment - is the preferred option. However, the analysis in chapter 6 has shown the differing socio-economic and environmental conditions experienced across the sub-areas. Due to the differing nature of the sub-areas in terms of impact on the overall area, housing market indicators, housing and environmental conditions, opportunities and socio-economic circumstances, different mixes of interventions will be required in each sub area. This section looks at the most appropriate package of interventions for each sub-area.

7.31 A menu of interventions representing the totality of option 4 has been developed to address the issues identified earlier, achieve the overall objectives and to fit the particular circumstances of the sub-area and its role in NaSA. For example some areas of large scale clearance and new-build are needed in order to create the conditions for an extended range of housing, opening up key development sites, and clearing a significant number of obsolete properties, in other areas selective clearance may be needed to open up additional amenity areas or to provide new properties to strengthen/complement the local housing offer. These interventions are summarized below.

1. Significant clearance and new-build
2. Selective clearance and new-build, or selective clearance to create open space
3. Decent homes improvements
4. Refurbishment of key thoroughfares
5. Action to improve standards of private sector landlords
6. Intensive neighbourhood management.

7.32 The issues and opportunities for each neighbourhood, based on the analysis of the area and a SWOT exercise carried out by the NRA Steering Group (see Appendix 4), are described below:

Hawthorn Dairycoates

- Significant opportunity for new-build due to Council owned development sites – Amy Johnson School, Ringrose Street;
- Contains key thoroughfares/entrances to the area from Anlaby Road, and key streets with quality urban design/design potential – Glencoe Street, Melrose Street, Plane Street, St George’s Road;
- Hotspot for crime and anti-social behaviour;
- Highest levels of empty properties;
- Concentration of environmental problems Contains highest concentration of small court terraced properties, densely packed

with poor layout for access, parking and community safety and poor environmental conditions/amenity linked to this;

- High level of homes which fail the decent homes standard;
- General lack of usable public open space;
- High levels of private renting, low incomes, low savings levels, meaning that it is unlikely that mainstream private sector renewal activity through, for example, incentivised refurbishment will be successful;
- Identified as the major regeneration opportunity in NaSA in GVA Grimley work.

Coltman

- Heritage value of key streets – eg Coltman Street – links to Townscape Heritage project;
- Some good quality refurbishment in the past eg Coltman Street;
- High level of dwellings in serious disrepair;
- Number of larger houses;
- Pockets of smaller less popular terraces – eg Wellsted Street that would lend themselves to selective demolition and rebuilding, building upon selective clearance and new-build in the area in the 1970s;
- Generally good environmental conditions;
- Community safety an issue.

Boulevard

- High heritage value in some places – Conservation Area - links to Townscape Heritage project, which will provide additional funding for the heritage aspects of building improvements in the Conservation Area;
- High level of properties in serious disrepair and failing the decent homes standard;
- Development opportunity afforded by Boulevard Rugby Ground;
- Pockets of very small properties in the Boulevard area which are suitable for selective clearance approach.

West Park

- Good links to Stadium;
- Significant differences between parts of area to north and south of Anlaby Road;
- Area to south exhibits many conditions similar to Hawthorn Dairycoates;
- High levels of unfitness and decent homes failures.

Albert Avenue

- Higher levels of owner occupation;
- Riley site on edge of the area;
- Less concentration of court terrace properties;
- High levels of unfitnes;
- Less environmental issues;
- Higher levels of income, lower levels of benefit take-up.

7.33 On the basis of this analysis and local knowledge of the area, the table below shows which of the intervention options would best fit each neighbourhood overall.

Table 19: Interventions by Area

Intervention type	Hawthorn Dairycoates	Coltman	Boulevard	Albert Avenue	West Park
1	X		X		
2		X	X	X	X
3	X	X	X	X	X
4	X	X	X		
5	X	X	X	X	X
6	X	X	X	X	X

1. Significant clearance and new-build
2. Selective clearance and new-build, or selective clearance to create open space
3. Decent homes improvements
4. Refurbishment of key thoroughfares
5. Action to improve standards of private sector landlords
6. Intensive neighbourhood management.

Where and when

7.34 The NaSA area is very large with high levels of investment needed to achieve transformation. Both funding and regeneration capacity are limited in the City. Careful sequencing of interventions is needed across the NaSA area to ensure that interventions build up a critical mass over time, rather than compete against each other for resources, demand etc. Therefore it will not be possible to start in all areas at the same time.

7.35 In order to establish intervention priorities the NRA Steering Group appraised all of the data gathered, the option generation and appraisal work and sought to define a sequencing programme for intervention across the NaSA area. This led to three geographical areas being defined in order to decide where to start intervention. The three areas to be appraised were: the majority of the Hawthorn Area plus a part of Dairycoates, the area immediately surrounding Boulevard and to the south of the West Park sub-area and the Wellsted and Gee Street areas within the Coltman sub-area. These areas became known as 'Priority Intervention Areas' (PIAs) as they display some of the most

acute issues and key opportunities. The three areas are all suitable for a range of interventions as shown in Table 19 and are shown on Map 6.

- 7.36 Consideration was given to the size of the likely regeneration programme that these 3 areas (in particular) represented and the resource requirement (funding and staffing) necessary to secure change in a realistic timescale. Discussion centred on whether it would be necessary to concentrate on each area in turn to focus available resources or whether the alternative approach of starting in all three areas could be considered. This latter approach was ultimately rejected as it would spread limited resources too thinly, and so not have the necessary impact to achieve sustainable regeneration
- 7.37 The conclusion of this further work was that Hawthorn Dairycoates plus the area of West Park South of Anlaby Rd is the preferred area for initial intervention as it would tackle more of the smallest, more problematic surplus stock, housing a large number of vulnerable households, the poorest environmental conditions and there are available opportunity sites and initial regeneration activities (both housing and non housing) already underway. It achieves the replacement of a significant quantum of the obsolete housing/housing that is in oversupply in the City and for which there is no alternative solution. With the addition of commercial properties to the north of Anlaby Road it presents opportunities to reinvigorate this part of the area's economic base and service/facilities provision.
- 7.38 This redefined Hawthorn Dairycoates area represents the major regeneration opportunity in NaSA, with a range of regeneration initiatives already underway and a real opportunity to change the area's image and increase confidence by addressing some of the most deep seated and persistent issues. Therefore it needs to start early to achieve an outcome within a sensible timeframe and build upon the momentum of the regeneration activity already underway.

Regeneration Activity in the Hawthorn Dairycoates Sub-area

Housing

- Clearance scheme of 194 properties at Woodcock St/Springburn St in Dairycoates
- Edinburgh St pilot refurbishment scheme
- Glencoe St pilot refurbishment scheme

Non housing

- LIFT project at Plane Street
- Sure Start project at Wheeler St

Development Opportunities

- Amy Johnson School site
- Ringrose Street depot site
- Woodcock St/Springburn St site once cleared

7.39 More lead in time will be needed to bring forward detailed proposals for the other two PIAs (Boulevard and Coltman) and the remaining NaSA sub-areas. In outline the option development and appraisal process has led to a consensus around the following approach:

- ***The Hawthorn Avenue and Dairycoates sub-areas (1st priority PIA)***

Declare a Renewal Area encompassing the majority of these 2 sub-areas extending to also encompass most of that part of the West Park sub-area to the south of Anlaby Road. The Renewal Area strategy to be based on the draft strategy contained in the (GVA Grimley report) with more work required to determine the future of stock between Hawthorn Avenue and key streets for refurbishment and also for the stock in the south part of West Park.

- ***The Albert Avenue sub area and remainder of the West Park sub area (mainly to the north of Anlaby Road).***

A mainstream private sector strategy approach to promote property improvement by owners is recommended. Potential structural issues identified by the survey will need to be monitored, and selective interventions should be developed to address these if needed. With appropriate neighbourhood management the area can wait to see if it is benefiting from the impact of the major regeneration to the South of Anlaby Road, lifting values and encouraging owners to invest. The Riley site provides a potential opportunity for later stages of the programme.

- ***The Coltman and Boulevard sub areas (next priority PIAs)***

Early intervention can be linked to the Townscape Heritage Lottery bid. More work is needed to identify areas for selective clearance to open up development opportunities to increase the range of stock and encourage more owner occupation.

- ***All sub-areas***

Intensive neighbourhood management, including action to address crime, drugs issues and anti-social behaviour.

Conclusion

7.40 As can be seen a strategy based on this approach will promote Hawthorn Dairycoates, (priority 1) Boulevard and Coltman (next priority) as the areas for radical change where physical impact is the most likely to lift the area and have regenerative impacts that will spill out into the wider area. The area of West Park to the south of Anlaby Rd, and contiguous with Hawthorn Dairycoates, exhibits many of the same issues found in the Hawthorn Dairycoates area so will similarly need to be addressed within the Renewal Area context. The other sub-areas will be further evaluated over time to monitor the regenerative effects but will receive ongoing housing intervention as applicable

within the Council's private sector housing policy but without the need for declaration of a statutory Renewal Area(s). All sub-areas will need supporting with management interventions to address on the ground issues, and the danger of these being displaced across the area by targeted initiatives in one sub-area.

CHAPTER 8: IMPLEMENTATION OF THE HAWTHORN DAIRYCOATES RENEWAL AREA

- 8.1 Chapter 7 has shown how the NRA process has identified high level options to achieve the objectives set for the NaSA area. It identified the options, appraised the overall most appropriate approach and then considered how these might be implemented in different sub areas of this large and complex residential area.
- 8.2 It concluded that a combined approach of a mixture of refurbishment, demolition and new building is the best option for NaSA. Because of the size of NaSA, it is not possible to commence work across the whole area at once. Hawthorn Dairycoates has been assessed as the most appropriate sub-area to start. This is where physical regeneration of NaSA has already commenced and includes some of the worst living conditions in the area. It also includes one of the most significant development opportunities in a large cleared site of a former school on the boundary of the NRA area. There is strong support politically, from key stakeholders and funders and, most importantly, from residents for these proposals. Map 2 shows the proposed boundary of the Renewal Area.
- 8.3 This chapter will now explain why declaration of a Renewal Area for the Hawthorn Dairycoates area is the most appropriate way to proceed to implementation of these plans and demonstrate how partners have already signed up to implementation plans for the proposal by committing resources in terms of staff support, funding and land.
- 8.4 In July 2006, the Council's Cabinet approved the intention to declare a Renewal Area in Hawthorn Dairycoates, thereby indicating formal support for a declaration under the Local Government and Housing Act 1989, subject to the outcome of consultation. This proposal to declare a Renewal Area within the meaning of the Local Government and Housing Act 1989 as amended by the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 for the Hawthorn Dairycoates area will enable the Council and its partners to implement an action plan to tackle the unsatisfactory living conditions in the area, improve the management of the area and improve the well-being of local residents because:
- The Council and its partners are committed to a prioritised programme of works and assistance to tackle the issues in the area comprehensively to support the delivery of housing market renewal objectives of Gateway and the Council.
 - It provides a framework to bring forward legislative processes including compulsory purchase of dwellings and land to ensure that a more appropriate housing and land use pattern can be

established to provide an acceptable and desirable living environment and to achieve the housing market renewal objectives.

8.5 The boundary of the proposed Renewal Area (see Map 2) has been established through consultation with key stakeholders through the NRA Steering Group and includes a coherent neighbourhood where there are plans for change over the next ten years which will make a significant impact on tackling the problems and delivering on the opportunities in the area. These plans may require the use of Compulsory Purchase powers in order to assemble sites to provide new housing and ancillary uses. It includes 3,227 dwellings, ancillary open space and facilities and the adjacent commercial frontages. Proposals include:

- The areas proposed for new house building and ancillary open space and infrastructure, including the cleared Amy Johnson school site and the site of the former Ringrose Street depot and Woodcock Street/Springburn Street clearance areas;
- The first phases of proposed demolition of existing housing which lie adjacent to the above sites and can provide coherent blocks for new development, including demolition of some of the worst condition pre 1919 housing stock in NaSA - a total of 550 proposed demolitions;
- The areas proposed for refurbishment which include the main routes off Anlaby Road where there are larger dwelling units which can provide good quality housing for families into the future and where external refurbishment will create impact linked to the new house building plans and support investment by owner occupiers and landlords – a total of 500 proposed refurbishments;
- The key commercial frontages on Hessle Road and Anlaby Road where shops, leisure and public facilities are provided to meet the needs of this community.

8.6 In addition areas of Council housing which are of good quality will receive the investment required to improve them to the Decent Homes Standard.

8.7 The rest of this chapter will describe how these proposals will be implemented.

Proposals for the Hawthorn Dairycoates Proposed Renewal Area

8.8 Map 7 shows the proposals for action in the Hawthorn Dairycoates Renewal Area in line with currently anticipated resources. This shows:

Areas for new housing and ancillary uses including public open space

- An area for new house building and ancillary uses on the Amy Johnson School site and Ringrose Street depot along with the proposed demolition of adjacent housing area which provides access and frontage development to this whole area from Hawthorn Avenue;
- An area for new house building and ancillary uses on the Woodcock Street/Springburn Street area (where clearance areas are already being pursued and 182 dwellings from 194 have already been acquired by the Council) and the adjacent housing, where housing conditions are unsatisfactory and unpopular, giving access and frontage to Hawthorn Avenue;
- An area for future new housebuilding and ancillary uses to replace the very poor condition court terrace housing at Rhodes Street and Cecil Street immediately north of the main railway line.

8.9 These sites will provide new housing for existing and new residents with a mix of tenure and house type and to the highest design quality (including for example Eco Homes very good standard and Lifetime Homes). The areas are large enough to create impact and provide a totally new living environment which start to will address the issues in NaSA (and indeed in Hull) of improving living conditions and increasing the variety and choice of housing to provide a more mixed residential offer.

8.10 These areas combined will provide the opportunity to create a completely new living environment with a variety of new housing to start to change the nature of the housing market in NaSA and to tackle some of the worst living conditions. Detailed plans for these areas will be brought forward through Places for People the lead RSL in the NaSA area and through the lead developer for NaSA who is currently being recruited by Gateway.

Areas for Refurbishment

8.11 Building on refurbishment projects already under way or complete at Edinburgh Street and Glencoe Street, the Renewal Area will include refurbishment of the main streets leading off Anlaby Road to provide a revitalised impact and tackle poor housing and environmental conditions, while also improving all Council homes to the DHS. This will include:

- Facelift schemes funded by Gateway to improve external fabric and boundary treatment;
- Internal grants and loans provided by financial assistance by Hull CC to Decent Homes Standard where appropriate and necessary;

- Improvement of all Council dwellings to the Decent Homes Standard.

Other measures

8.12 The Council and its partners have put in place comprehensive neighbourhood management services which will address the ongoing issues of managing and stabilising the area including:

- Neighbourhood manager to bring together all mainstream services to tackle issues identified by services and residents within a newly decentralised overall management of local services
- Community wardens who have responsibility for tackling low level crime and environmental nuisance
- Antisocial behaviour team to tackle crime and ASB issues including a Community Action Box (copshop) to tackle current issues and mitigate any adverse effects of regeneration
- Proposal under Hull's Local Area Agreement for an intensive management initiative to tackle environmental nuisance, anti-social behaviour and arson including NaSA as a priority with appropriate stretch targets
- Financial assistance through the Council's private housing strategy for housing improvement in other parts of the Renewal Area in line with policy
- Private sector landlord selective licensing is being assessed by Hull CC for this area with a view to bringing it forward as a priority
- Proposals to continue a programme of street works including footpath improvement, street lighting etc targeted to the same streets as the housing refurbishment
- Proposals currently being worked up with Citybuild to support the revitalisation of Hessle Road and Anlaby Road commercial and public service facilities
- Longer term, the development of an area action plan for the NaSA area which will establish a comprehensive masterplan for the physical regeneration of the area in partnership with Gateway's lead developer.

8.13 Hull's Primary Care Trust has already provided a new comprehensive health facility at Anlaby Road which supports this Renewal Area and there is a new Sure Start facility at Wheeler Street close to Hawthorn Avenue.

Implementation Plan

8.14 Under the auspices of Hull's LSP, One Hull, many partners are already involved in delivering improvements to the NaSA area.

8.15 Gateway is the lead agency in bringing forward resources for housing market renewal. This is supported by Hull CC (mainstream resources

and Regional Housing Board), and Housing Corporation match funding. English Partnerships also provided funding for the Woodcock St/Springburn St project. Gateway has procured a lead RSL (Places for People) to lead in the re-provision and some refurbishment of social and affordable housing and is in the process of procuring a lead private sector developer partner. The role of the latter will be to become a partner in a long term delivery partnership (joint venture company or similar) to plan for the area, invest up front, build new homes and generate increased land values which can through the delivery vehicle be re-cycled to further the regeneration programme. Through the procurement process, Gateway has identified two shortlisted companies (July 2006) who are competing for Lead Developer Partner status. The identification of the preferred developer is expected to be agreed by November 2006.

- 8.16 An announcement on Gateway funding for 2006-2008 is expected in September/October 2006, following a bid for £35m. NaSA is the first priority within this programme. Hull CC has earmarked £1.45m from its Private Sector Housing budget (including funding from the Regional Housing Board) for the same period, mainly to bring homes up to the Decent Homes Standard. A further £1.48m has been allocated over the same period by the Housing Corporation to provide new and refurbished dwellings in the area.
- 8.17 A further Bid for Pathfinder funding for subsequent years will be made in 2007/08. The Housing Corporation has indicated its willingness to continue to support the programme.
- 8.18 Responsibility for implementation is led by Gateway and Hull CC through the Gateway Partnership Board which includes representatives of Hull CC and East Riding of Yorkshire Council along with key funders and independent partners. The Board has established an area regeneration partnership board for NaSA which acts as the main focus for bringing together local residents and councillors with key agencies. These include Gateway and the Council along with Citybuild, the lead RSL (Places for People) and will include the Lead Developer Partner (LDP) when appointed.
- 8.19 The table below identifies the key partners and the contribution that they have committed to deliver the NaSA regeneration programme and the Hawthorn Dairycoates Renewal Area in particular. Proposals for a joint investment plan for the area are being developed and will be an important aspect of the development of the Area Action Plan.

Table 20: Implementation Plan for Hawthorn Dairycoates Renewal Area

Agency	Action	Resources committed
Hull City Council	Internal refurbishment of private non-decent dwellings to DHS	Annual capital programme Staff to deliver grants and loans policy
	Internal refurbishment of Council non-decent dwellings to DHS	Annual capital programme Staff and contractors to deliver programme
	Facilitating new house building	Council owned land at Amy Johnson school site and Woodcock Street to be included in lead developer partnership and generate capital receipts to re-cycle into regeneration in the NaSA area
	Area Action Plan	Include Area Action Plan in Local Development Scheme on timetable to support the major regeneration programme.
	Relocation package for residents	Policy framework Delivery of individual resident packages
	Neighbourhood management of local services	Decentralised service structure with key accountabilities to Area Committee Co-ordination of all frontline public services including Council, police, health etc
	Streetscene improvements	Capital programme aligned with Renewal Area plans
	Schools	New and improved secondary and primary schools to serve the local community in line with Transforming our Primary Schools and Building Schools for the

Agency	Action	Resources committed
		Future proposals
Gateway	Acquisition and demolition of dwellings in accordance with proposals	Capital programme, subject to government approval every two years Staff to deliver programme including funding for Council delivery team
	External facelift of properties	Capital programme, subject to government approval every two years Staff to deliver programme including funding for Council delivery team
	Neighbourhood management	Funding for neighbourhood manager and contribution to specific mitigation measures linked to Gateway programme eg copshop
	Land assembly for new housebuilding	Capital programme Procurement of lead RSL and LDP
	New housebuilding	Procure lead RSL and LDP in long term delivery structure Establish design standards, density mix etc for new dwellings Programme management
	Relocation package for residents	Residents charter Funding for relocation package Development of new products eg equity loans
Housing Corporation	New housebuilding (social and shared ownership) and some refurbishment	Grant funding to RSLs
Citybuild	Commercial frontage revitalisation	Co-ordination of work including accessing funding as appropriate
Citysafe	Tackling anti social behaviour	Targetting of mainstream activity and

Agency	Action	Resources committed
		funding to support Renewal Area Copshop
Places for People	New and refurbished housing	Expertise and private sector funding Management of decant properties
Lead Developer Partner (to be procured by November 2006)	New housebuilding	Masterplanning Expertise Private sector funding

8.20 It can therefore be seen that all key partners are signed up to deliver the proposals outlined in the Renewal Area. Co-ordination of this implementation plan will be managed through Gateway's delivery mechanisms and will involve clear accountability to both the Gateway Board and Hull City Council.

Monitoring and evaluation

8.21 Monitoring and evaluation of implementation of the Renewal Area will be the responsibility of Hull CC who will continue to facilitate the Steering Group to assess the impact of activity and the need for compulsory purchase powers and will consider the requirement for the declaration of any further Renewal Areas. Regular communication with stakeholders within the Renewal Area will be carried out in partnership with Gateway. The results of monitoring and evaluation and the assessment of future activity required will be reflected in the City's housing strategy. The process will ensure that the agreed implementation principles are being followed:

- Achieve and maintain clarity of the purpose of the NRA and communicate to all stakeholders
- Ensure all funding streams and strategies are aligned with the NRA objectives eg education, transport and social services
- Ensure flexibility in relation to likely interventions to respond to funding available and market changes
- Accurately monitor housing market performance and viability to ensure ongoing sustainability.

8.22 Gateway has a duty to monitor Hull's housing market to track any changes and to assess the impact of action on the ground on the key issues of housing market weakness identified when the Pathfinder was established and through the work carried out on its prospectuses. A full monitoring and evaluation framework is being established which will assess the impact of Gateway activity across the strategic area related to delivery of its objectives. This will include key indicators such as house prices, vacancy levels, changes in the tenure mix of housing,

neighbourhood profiles in relation to sustainability and residents' views on the neighbourhood. This will of course include the NaSA area.

- 8.23 This chapter has demonstrated that the Council's proposed declaration of a Renewal Area for Hawthorn Dairycoates and the proposals for the area are underpinned by delivery mechanisms and funding to ensure that they can be implemented within a reasonable timetable. Gateway will lead the housing market re-structuring work supported by Hull CC and other partners. It is procuring lead developer partners to provide private sector funding and expertise. The Council will lead in housing renewal work and in providing the neighbourhood management response to tackle the serious problems particularly of crime and anti-social behaviour across the whole of NaSA. It is supporting the regeneration process with staff, land and funding. Other partners within the LSP have supported the priority being given to regeneration NaSA with linked investment programmes and services.

Remainder of NaSA – Proposals

- 8.24 This NRA has identified the serious problems in the NaSA area which reflect its history and geography and are a product of the weakness in Hull's housing market. The option appraisal identified the Hawthorn Dairycoates area as the first priority for action in terms of a transformational programme of redevelopment and renewal to make the area once again a place where residents want to live, work and invest.
- 8.25 However, the NRA has also identified that action will be required in the rest of the area including possibly bringing forward further proposals for Renewal Area(s) in the future. The size and boundary of the Hawthorn Dairycoates Renewal Area has been proposed in relation to the likely level of resources available and in line with objectives.
- 8.26 Some of the issues identified in the NRA will be tackled across the whole of NaSA, particularly in relation to the stabilisation measures which include neighbourhood management, tackling crime and anti-social behaviour, improving the standards of management in the private rented sector and tackling individual empty dwellings.
- 8.27 The relocation policies for residents displaced from Hawthorn Dairycoates will include offering opportunities for them to acquire/rent a good standard dwelling (refurbished if necessary) within the wider NaSA area as a means of enabling the community to stay together and helping to stabilise these areas outside the area of immediate priority.

CHAPTER 9: CONCLUSIONS AND RECOMMENDATIONS

- 9.1 This NRA has been carried out to assess the most appropriate and viable options for the future of the NaSA area in Hull. NaSA is a large and complex residential area within Hull's inner city which includes 9,000 dwellings, some fairly small scale industry, a major commercial centre and a more minor one, Hull's modern KC Stadium and West Park. It is constrained by road and rail routes into the city.
- 9.2 NaSA lies close to the city centre but is separate from it, it has been the centre of the fishing community and more recently provided accommodation for first time buyers. But the area has suffered serious decline with problems of crime, drugs and anti-social behaviour rife, culminating in the abandonment of certain pockets of housing in the early 2000's. Action by Hull CC has stemmed the worst effects of this but the fundamental and deep seated problems remain.
- 9.3 The local community has been involved in considering the problems of the area over the last five years and how they can best be tackled. They have identified the need for radical action and are now demanding action to start to address the multiple problems in a comprehensive way and to create once again the living conditions where they and others can feel proud to live.
- 9.4 Hull CC and its partners are bringing forward this NRA within a strategic context that wholly supports transformational change in the NaSA area. From national to local policy, there is a clear direction that reflects the need to create sustainable communities.
- 9.5 NaSA has been identified as an early intervention area by Gateway, the Hull and East Riding of Yorkshire HMR Pathfinder, because of these opportunities. This priority is supported by ONE Hull, the city's LSP as outlined in the spatial strategy which shows the what, where and when of the regeneration strategy set out in Hull's community strategy.
- 9.6 The analysis of Hull's housing market, which extends beyond the boundaries of the city into the adjacent ERYC, demonstrates that the key drivers of housing market weakness reflect the local economy and more specifically the history of out-migration of the more affluent sectors of the population to the leafy suburbs. This is driven by a complex range of factors but the nature of the housing stock in the city with a high proportion of small terraced pre 1919 dwellings and social rented accommodation contribute significantly to the lack of popularity of a number of neighbourhoods.
- 9.7 NaSA includes the worst living conditions in the pre 1919 terraced stock, with high levels of unfit and disrepair and the highest levels

of vacancy in the city. It is the area in the city which demonstrates most clearly the effects of the weakness of the Hull housing market area. It includes two of the most deprived wards in the city with low incomes, high levels of crime, poor educational attainment and high unemployment.

- 9.8 But NaSA also presents a clear opportunity to start to transform the housing market by tackling the worst housing conditions and creating a new inner city housing offer linked to the jobs revival in the city centre. NaSA can provide a variety and choice of neighbourhood for families moving to take up these new jobs while also improving the area for existing residents.
- 9.9 Hull CC established in early 2005 a NRA Steering Group of key Council officers, residents and partners to carry out the NRA. They followed the methodology set out in the ODPM NRA Guidance Manual 2004 and implemented the NRA in parallel with the development of Gateway's housing market renewal plans for the city which were submitted to government in April 2006. These include the confirmation of NaSA as an early intervention area and set out proposals for action in the period 2006 – 2010.
- 9.10 Following the development of objectives, the NRA considers options for the future of NaSA including a detailed option appraisal of alternative strategic options to deliver the objectives. This work concluded that a mixed option of some demolition and new housebuilding along with refurbishment of the remaining housing was the most economically advantageous option taking into account the quantifiable and non-quantifiable costs and benefits.
- 9.11 Because of the size of NaSA, the next task was to determine where to start and the conclusion was that the Hawthorn Dairycoates area is most appropriate because work had already started there, it includes some of the worst housing conditions and there is a significant opportunity to build on an adjacent cleared site made available by the Council.
- 9.12 The proposal is therefore to declare a Renewal Area for this part of NaSA as the best means of implementing these proposals while putting in place stabilisation measures across the whole of NaSA and considering future comprehensive action in other sub-areas at a future time.
- 9.13 The Council and Gateway have brought forward a detailed implementation plan for this Renewal Area which commits significant resources of staff, land and capital and revenue funding to ensure that it can be delivered. Other partners have been included such as Citybuild, Places for People and the Housing Corporation. Gateway is in the process of procuring a lead developer partner who will contribute

to the long term transformational change of the area within a planned framework.

- 9.14 Residents have demonstrated large scale support for the plans for the area and the Renewal Area proposal itself will now be subject to statutory consultation.

9.15 Recommendations

On the basis of the assessment in this report it is recommended that:

1. The Council declares the Hawthorn Dairycoates area as a Renewal Area in accordance with S.89 of the Local Government and Housing Act 1989 having first taken into account the outcome of statutory consultation required by the Act with residents and property owners and other key stakeholders prior to considering formal declaration of the area.
2. The proposals outlined in this report for the implementation of the Renewal Area are agreed by all partners and resources committed to ensure they are delivered along with the supporting stabilisation measures for the remainder of NaSA.
3. Measures to tackle issues of neighbourhood management especially crime and anti-social behaviour are put in place across the whole of NaSA.
4. Consideration be given in future to the declaration of further Renewal Areas in NaSA subject to ongoing monitoring of conditions in the area and the availability of resources.
5. An Area Action Plan should be developed for the NaSA area with further reviews to establish the regenerative effects of the Renewal Area and bring forward updates of this regeneration framework as required over time.

Appendices

Appendix 1 Maps

Map 1	NaSA Location
Map 2	Proposed Renewal Area Boundary
Map 3	Vacant Homes in Hull
Map 4	Hull Draft Spatial Strategy
Map 5	NaSA Sub-Area Boundaries
Map 6	Priority Intervention Areas
Map 7	Proposals Map

Appendix 2 Stock Condition Survey

Appendix 3 Net Present Value Summary Sheets

Appendix 4 NRA Steering Group Presentations

Supporting Documents

Area Development Framework for West Hull – GVA Grimley

October 2004

- Stage 1 Understanding West Hull
- Newington and St Andrew's Neighbourhood Renewal Plan
Baseline Report, Understanding NaSA
- West Hull Area Development Framework ADF Report

December 2004

- West Hull ADF – final report of consultation

NaSA Implementation Framework Report – March 2005

Resident Opinion Survey – QA Research - April 2006

Gateway Scheme Update Summary – April 2006

Bibliography

Sustainable Communities: Building for the Future, ODPM, 2003

Our Towns and Cities – The Future, ODPM Urban White Paper, 2000

State of the English Cities, ODPM, 2006

Regional Economic Strategy 2006-15, Yorkshire Forward, 2006

City Centre Area Action Plan Pre-submission Draft, Hull City Council, June 2006

Neighbourhood Renewal Guidance Manual, ODPM, 2004

Housing Research Summary 213, ODPM, 2004

Housing Renewal – ODPM Circular 05/2003, ODPM, 2003

Regional Housing Strategy 2005-2021, Government Office for Yorkshire and the Humber, 2005

The Yorkshire and Humber Plan - Draft Regional Spatial Strategy, Yorkshire and Humber Assembly, 2005

One Hull Community Strategy 2006 – 2011, One Hull, 2006

Yorkshire and Humberside: Changing Housing Markets and Urban Regeneration, Centre for Urban and Regional Studies, University of Birmingham, 2002

Hull and East Riding of Yorkshire Housing Market Renewal Pathfinder: Understanding the drivers of housing market change and developing the Pathfinder's response, PricewaterhouseCoopers LLP, 2004

Housing Market Renewal Pathfinder Scheme Update 2006-2020: Summary, Gateway, 2006

Housing Preference Study NaSA area: Key Findings, Kwest Research, 2004

Hull Housing Strategy 2005-2008, Hull City Council, 2005

Draft Hull Spatial Strategy, Ove Arup and partners, 2006

Neighbourhood Profiling report, DTZ Piedad, 2006

The Northern Way Growth Strategy Progress Report, The Northern Way, 2004

Hull and Humber Ports City Region Development Programme, 2005

Resident Opinion Research. Gateway: Pathfinder to Renewal in Hull and East Riding of Yorkshire, QA Research, 2006

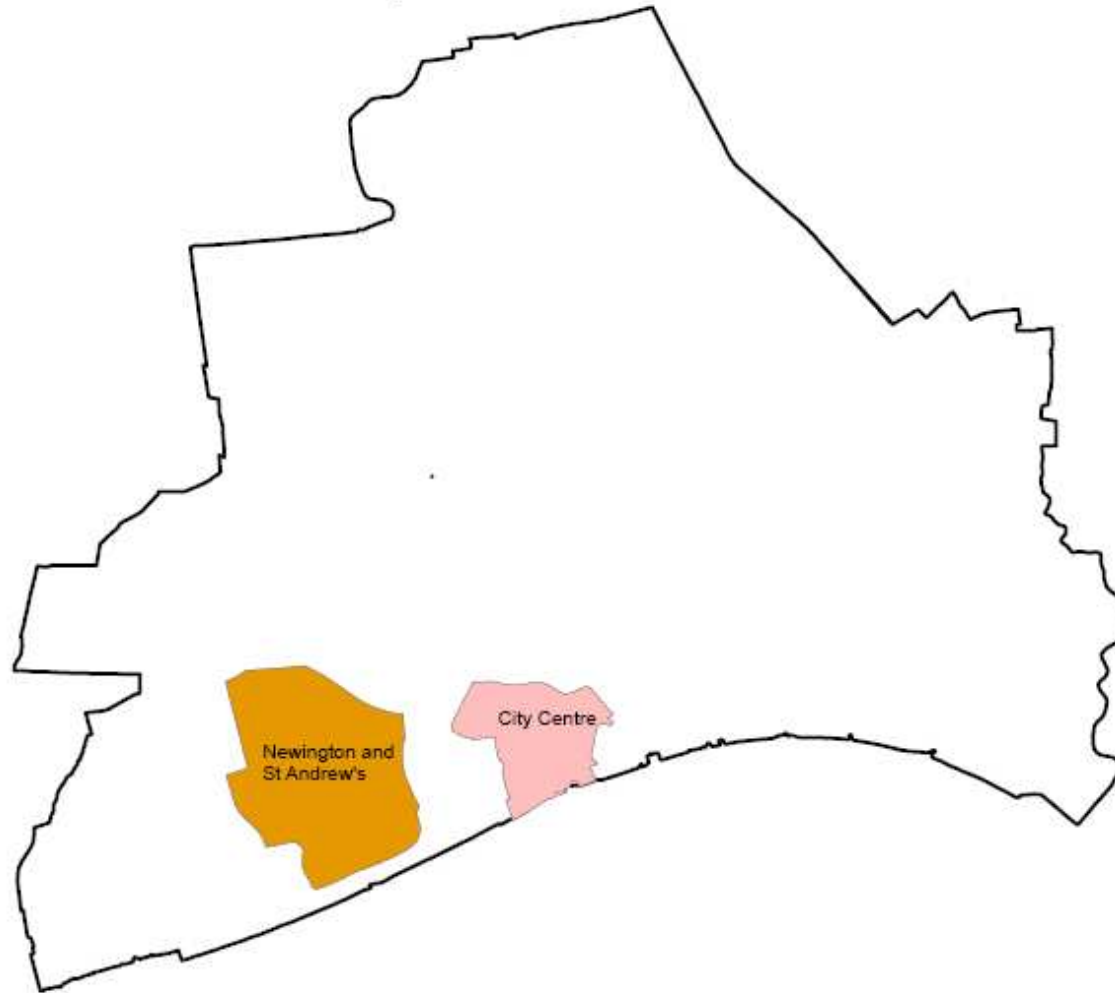
NaSA NRA Glossary of terms

A8 accession states	These are the 8 eastern European nations which gained entry to the EU in May 2004. They are: Estonia, Latvia, Lithuania, Poland, Hungary, Slovakia, Slovenia and the Czech Republic.
Area Action Plan (AAP)	The statutory long term planning framework showing how a local area will change.
Area Development Framework (ADF)	The master planning process that was undertaken to identify where regeneration proposals may need to happen
Community Training and Enabling team (CTE team)	A project under the Housing Corporation's Community Training and Enabling Grant arrangements which has established a team to actively engage and support residents within the community affected by change.
Compulsory Purchase Order (CPO)	The legal process by which a local authority can acquire land and/or premises following an official enquiry
Decent Homes Standard (DHS)	A minimum standard for housing which covers structure, repair, the provision of modern facilities and thermal efficiency
English Partnerships (EP)	The government's national regeneration agency whose aim is to deliver high quality, sustainable growth in England
Gateway	The housing market renewal pathfinder for Hull and neighbouring parts of the East Riding whose job it is to develop and co-ordinate plans to renew, restructure and revive the local housing market.
Government Office for Yorkshire and the Humber (GOYH)	Works with organisations across the region to deliver government policies and programmes and to contribute a regional perspective in their development.
Housing Market Renewal (HMR)	The housing market renewal initiative is the government programme charged with revitalising housing markets that are suffering from decline and failure.
Housing Corporation	Responsible for supervising and assisting with the funding of Registered Social Landlords

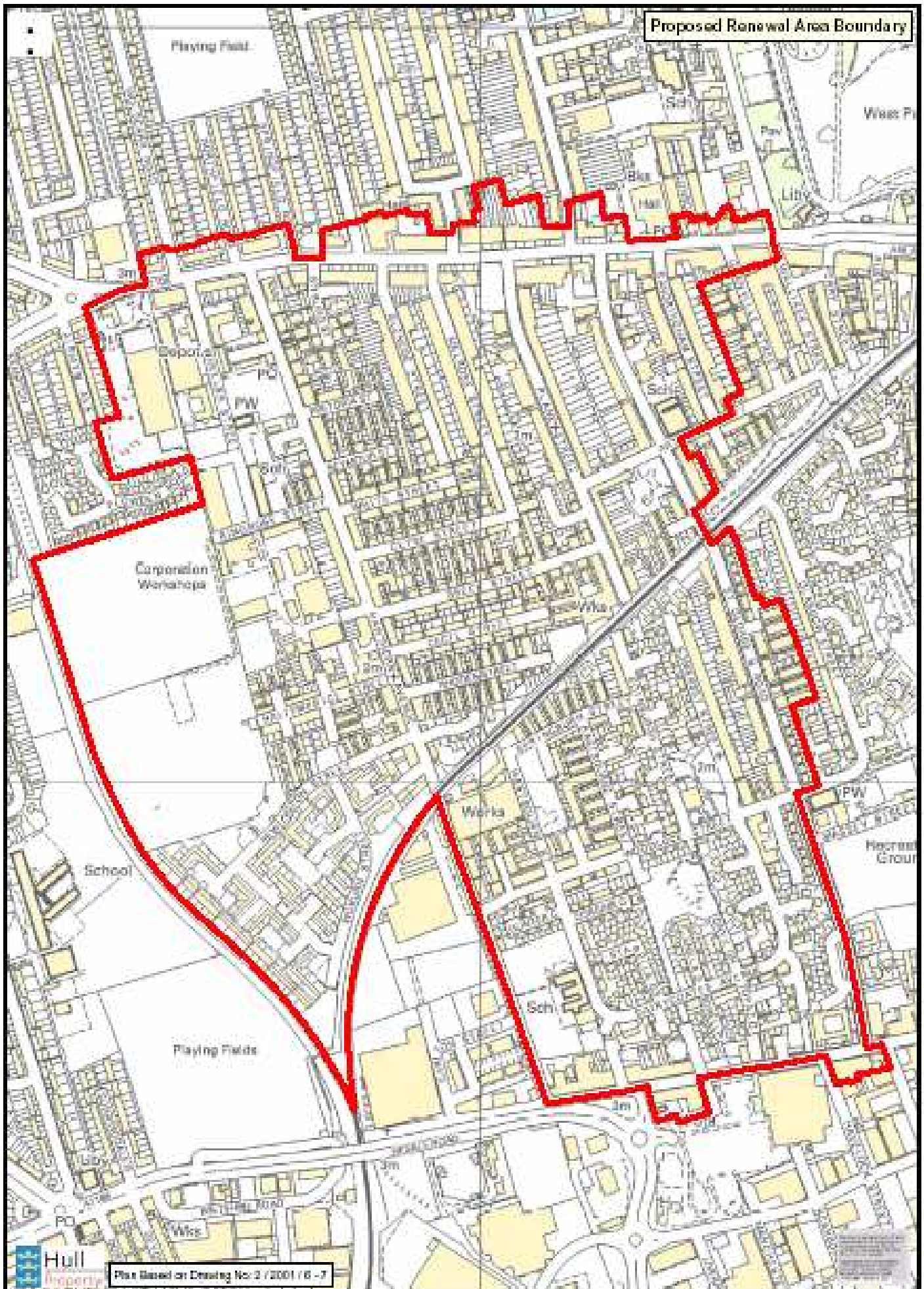
Housing Health and Safety Rating System (HHSRS)	A risk assessment tool developed by government which assesses hazards to the health of people living in residential properties. It is aimed, particularly, at private landlords to enable them to identify what works are needed to bring their properties up to an acceptable standard.
Hull Citybuild	Urban regeneration company (one of 22 nationally) formed in order to co-ordinate redevelopment and investment in declining urban areas.
Joint Structure Plan (JSP)	A statutory planning document which forms an agreed plan for development in Hull City and East Riding agreed by the two local planning authorities
Local Strategic Partnership (LSP)	A single multi-agency body which matches local authority boundaries and aims to co-ordinate (at a local level) the public, private, community and voluntary sectors.
Local Development Framework (LDF)	A portfolio of documents, known as Local Development Documents, which together will provide the planning framework for development in the city over the next 15 to 20 years.
Master Plan	Sets out how a site or area will be developed and how the activity will be delivered. It includes costs, phasing and timing of the proposal.
NaSA	Newington and St Andrew's: Regeneration area in west Hull so called because it largely incorporates the 2 wards of those names
Net Present Value (NPV)	The calculation of the costs and benefits of intervention over the life of a project at today's prices, which allows the costs and benefits of different options to be compared. They do not represent the actual costs of delivering the project.
Neighbourhood Renewal Assessment NRA	A method developed by government to provide a clear step by step procedure to follow when considering how to regenerate an area suffering from housing market failure
Neighbourhood Renewal Plan (NRP)	A masterplan focusing on the regeneration of a neighbourhood
Office of the Deputy	Now superseded by the Department for

Prime Minister (ODPM)	Communities and Local Government. This is the government department with responsibility for creating sustainable communities.
Places for People (PfP)	The lead RSL working in West Hull.
Regional Economic Strategy (RES)	A plan to create sustained prosperity and a growing quality of life
Regional Housing Board (RHB)	Delivers policies in the government's sustainable communities plan
Regional Housing Strategy (RHS)	The plan for housing in the Region drawn up by the Regional Housing Board
Regulatory Reform Order (Housing Assistance 2002) (RRO)	Amends the Local Government and Housing Act 1989, removing prescriptive legislation on renewal grants for home owners and replacing it with a general power to provide assistance for housing renewal
Registered Social Landlord (RSL)	Social landlords registered with the Housing Corporation. Most are housing associations but some are trusts or co-operatives
Regional Spatial Strategy (RSS)	Also called the Yorkshire and Humber Plan, a strategy drawn up by the Regional Assembly setting out the strategic policies and proposals, including infrastructure proposals and management policies, governing the distribution of regional activities and development.
Serious disrepair	Major repair problems, but which are not sufficient to make a property unfit on that matter

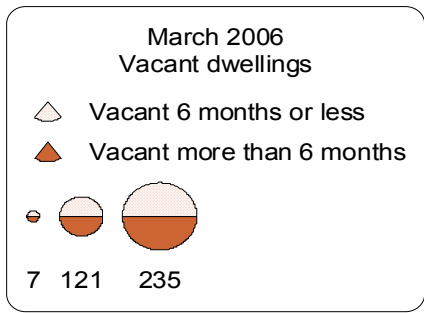
Map 1 - NaSA Location



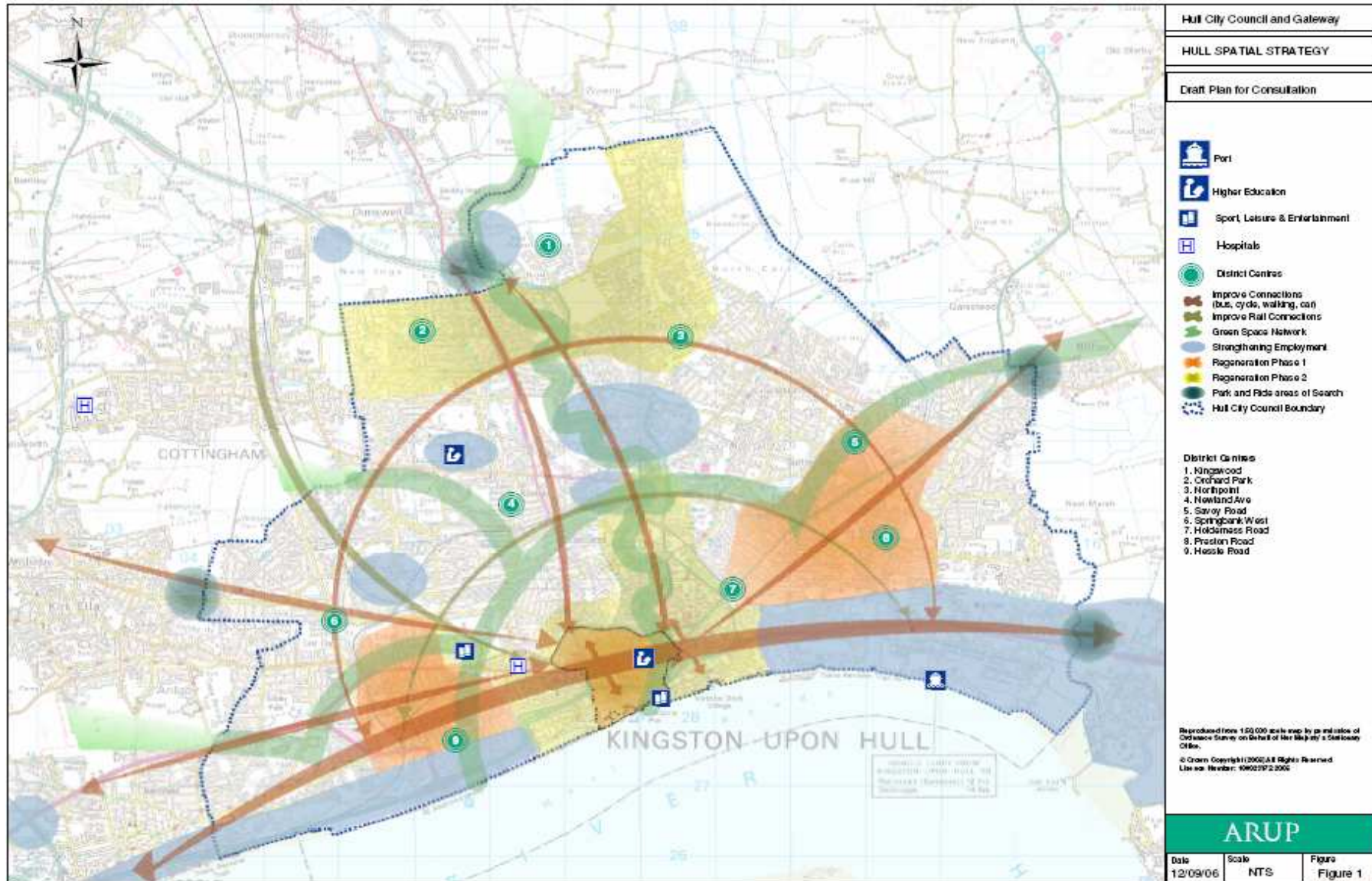
Map 2 – Proposed Renewal Area Boundary



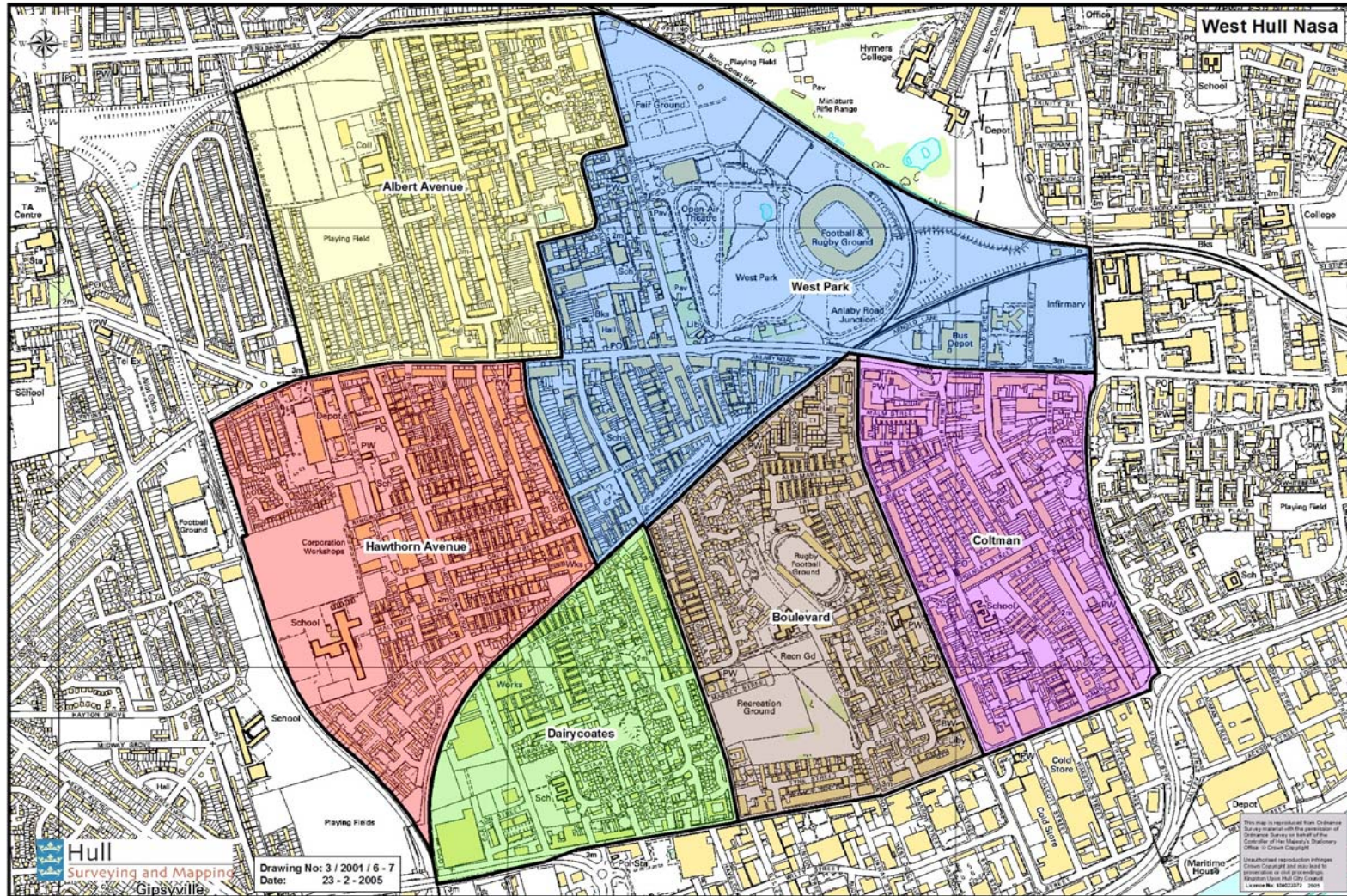
Map 3 - Vacant Homes in Hull, March 2006



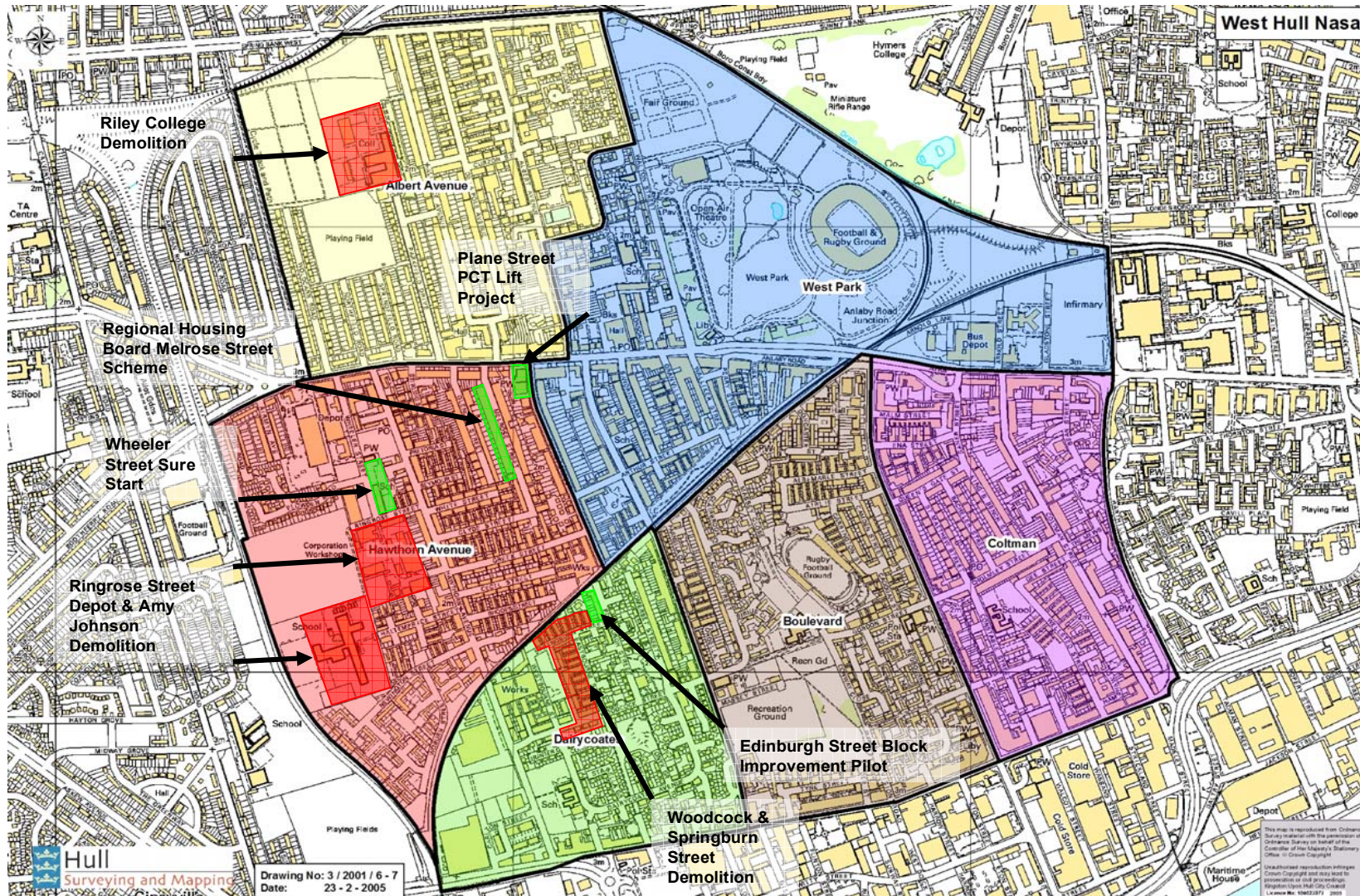
Map 4 - Hull Draft Spatial Strategy



Map 5 - NaSA Sub-Area Boundaries



Map 6 - NaSA Priority Intervention Areas



Map 7 - Proposals

