

## **Case Study: Coventry (DRAFT – NOT FOR CIRCULATION)**

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### **Introduction**

This report is part of a wider set of documents that form the baseline for the evaluation of the mixed communities initiative, namely:

- The baseline report of the evaluation
- Annex A to the baseline report , which sets out the evaluation approach
- Reports like this one for each of the case study areas
- A set of data files for each case study area.

The report is intended to provide a descriptive account of the Coventry demonstration project at the start of the mixed communities initiative, and to identify key issues and questions for the evaluation of the mixed communities approach in this area. It does not contain detailed quantitative data. These can be found in the accompanying data files.

The structure of the report is guided by the theory of change approach adopted as the basis for the evaluation of the mixed communities initiative. A theory of change is a linked set of propositions leading from problem to outcome, indicating how, in theory, problems can be remedied by interventions, through what change processes and with what outcomes. The evaluation team has set out a theory of change for the mixed communities initiative (see Baseline report, Annex A), and used this to generate a series of research questions about the problems faced by the areas, the remedies adopted and the changes that occur. Clearly at the baseline stage, we are not in a position to report on change processes and outcomes. The report is organized around a set of research questions on the problems faced in the area and the remedies being adopted.

The final section of the report identifies some key questions for the evaluation in this demonstration project area and sets out the bespoke evaluation strategy that will be followed for the remainder of the evaluation, to summer 2009.

## The Area

The MCI area encompasses the neighbourhoods of Wood End, Deedmore Road, Manor Farm and Henley Green (WEHM), towards the northeastern periphery of Coventry - coterminous with that of the New Deal for Communities area. The area is made up primarily of large social housing estates deriving from the 1950s and 1960s. In 2002, 80% of the area consisted of social housing stock, increasing to 96% for Wood End, while Manor Farm has 63% social housing.

The area is close to both the M6 and a major A-road into Coventry, although located at some distance from the city centre. While a road runs through the NDC area connecting it to the A-road and a local retail centre (Bell Green), access to Wood End and parts of Manor Farm is restricted to one road. Bus routes are in place but access to new developments with employment opportunities, such as the Ricoh Arena retail park, is limited.

Since the establishment of these estates some 50 years ago there has been a substantial decline in Coventry's manufacturing employment, leading to high unemployment and worklessness in this area. Housing allocation policies have also led to the concentration of deprived and vulnerable communities, including the mentally ill and single parent families. Thus the estates contain both a core of long term residents, often surrounded by strong family and community ties in the area, and more transient and vulnerable populations, who are trapped in the area by poverty and who are heavily reliant on public services. The housing stock is of a poor quality and consists largely of terraced family accommodation. A number of flats were previously evident but large numbers have been demolished. There are small pockets of new family accommodation in the area.

The area has received a large amount of funding over the last 40 years to address poor housing design, the most recent of which was during the 1980s. One interviewee notes that the problems of the area, particularly in terms of reputation, were evident in 1970 when they first started working in housing at the council. The impact capital spend on housing through regeneration funding was not able to address these essentially social issues, plus the housing design was such poor quality that it was difficult to bring about sustainable improvements.



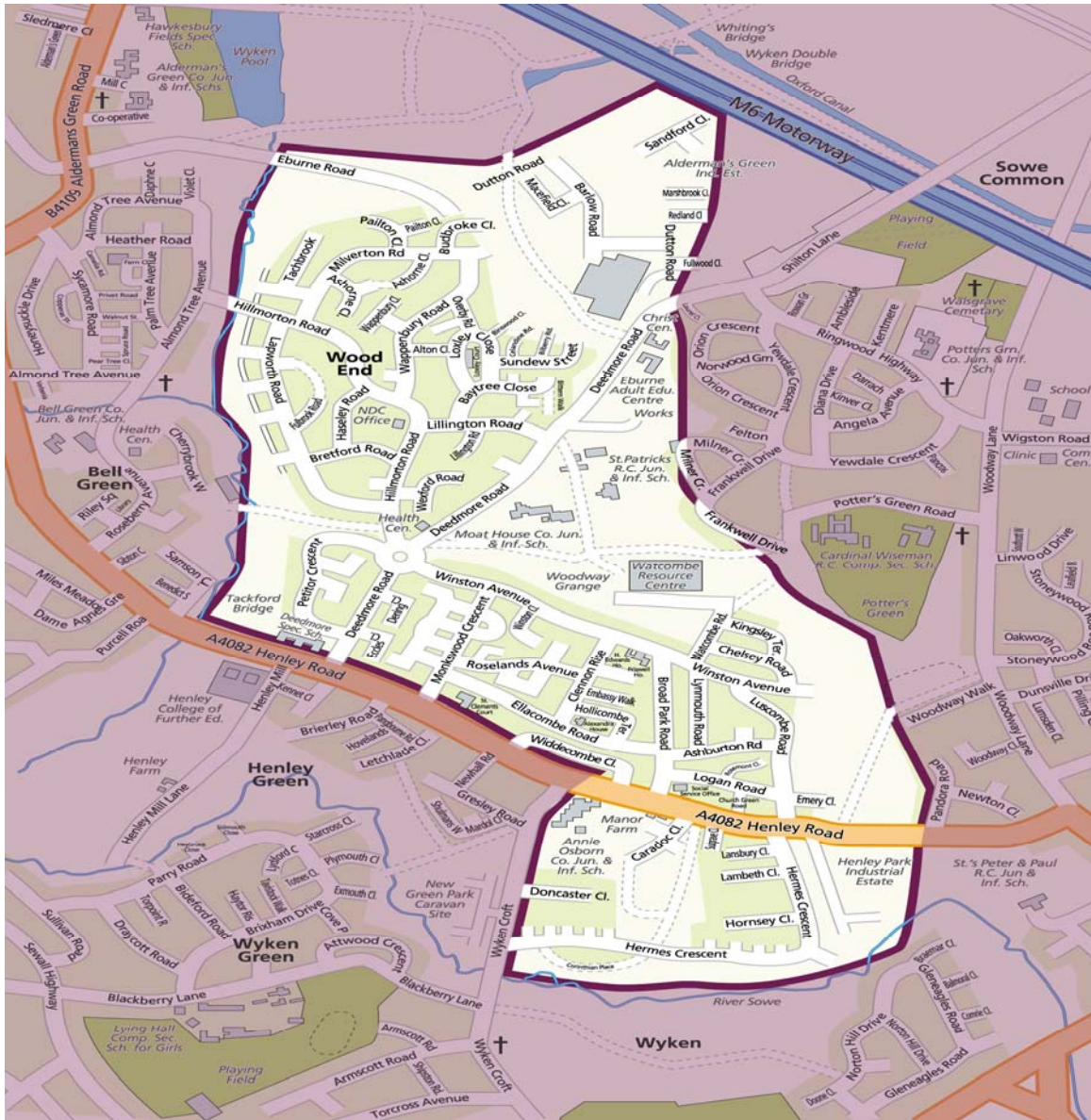
Wood End Houses



Launch House

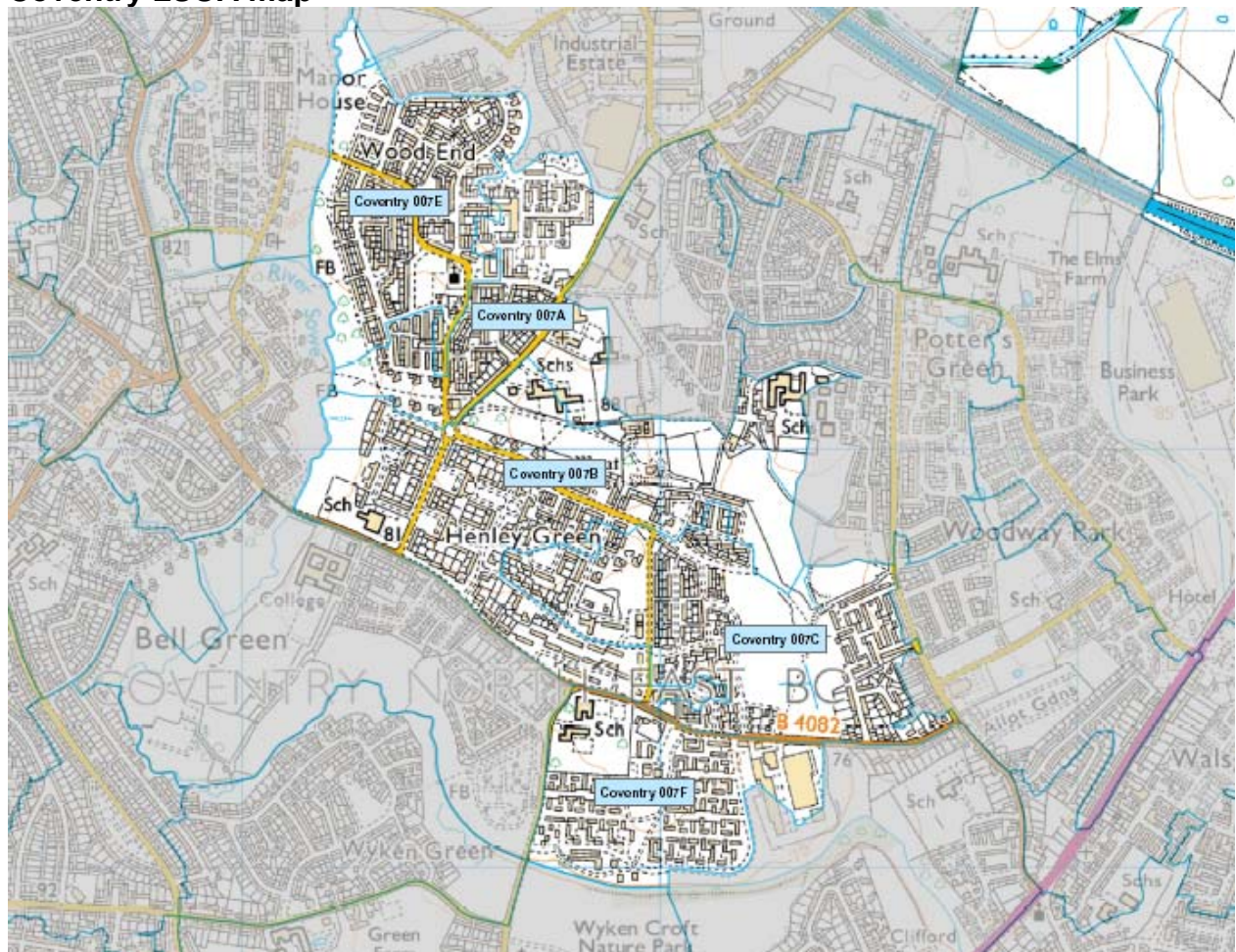


## Map of MCI area



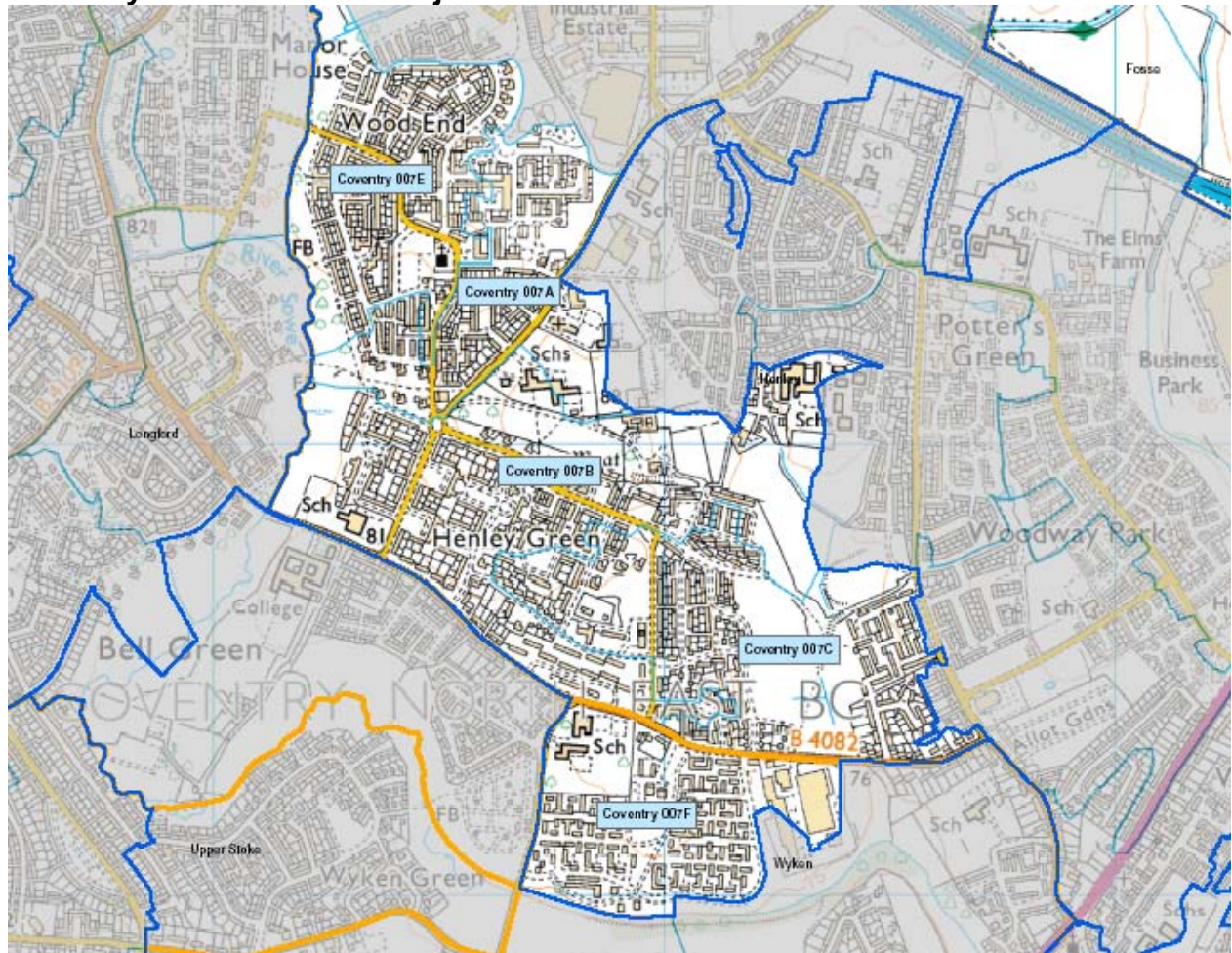


## Coventry LSOA map





## Coventry Demonstration Project SOA's

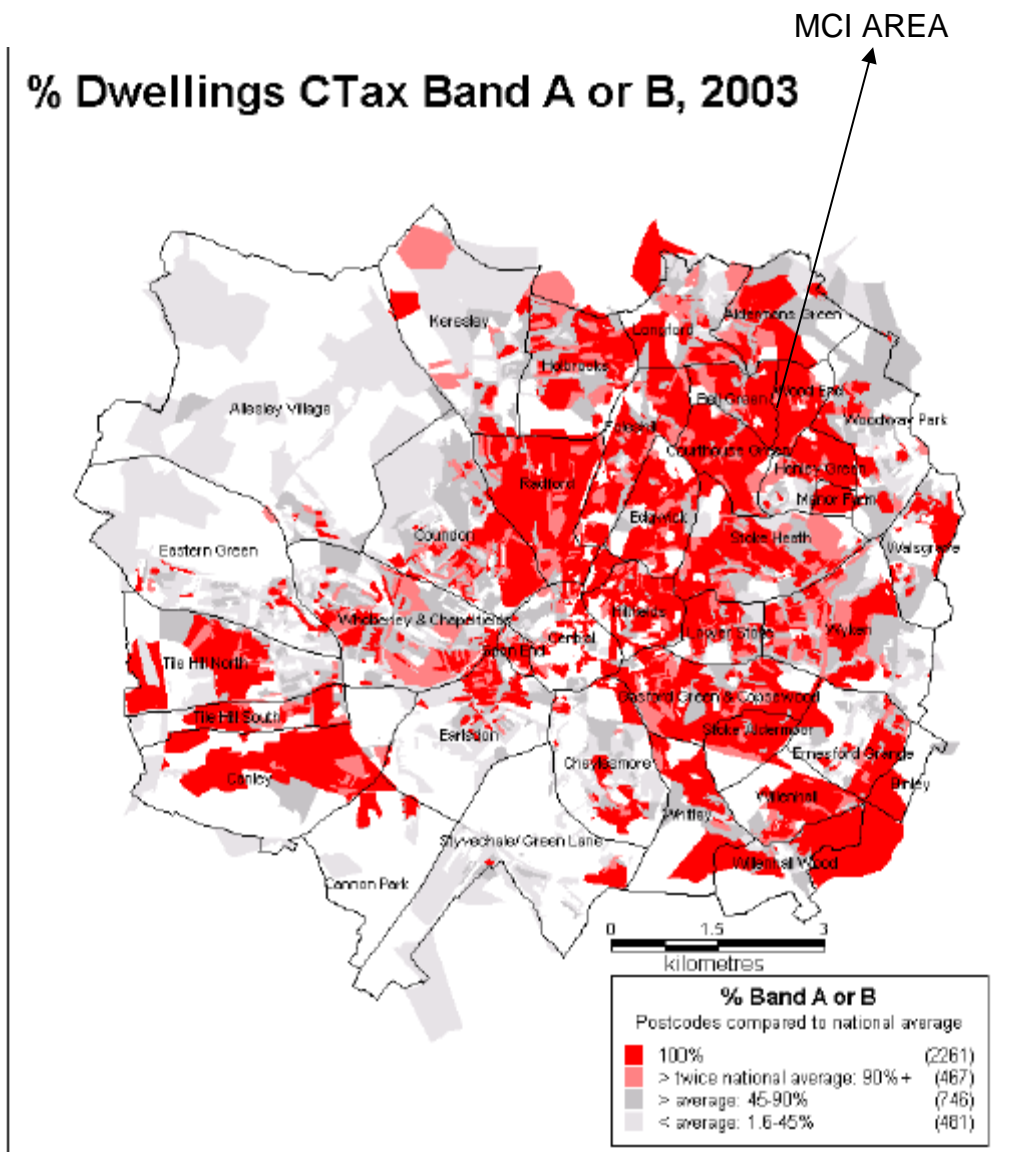


## Problems in the Area

### Housing

The area contains 2976 households, a further 160 properties are presently vacant, but properties are not becoming vacant more rapidly than was previously the case. Whitefriars indicate that quite a lot of their property is in reasonable demand at the moment. This is either a reflection of a shortage of social housing across the city, or a change in people's perceptions of the area. A total of 400 properties have been demolished by Whitefriars over the last 5 years.

In 2001, approximately 33.1% of homes in the area fell below the Decent Homes Standard. The low cost nature of housing in the NDC area is evident in the Council Tax banding system, see below:

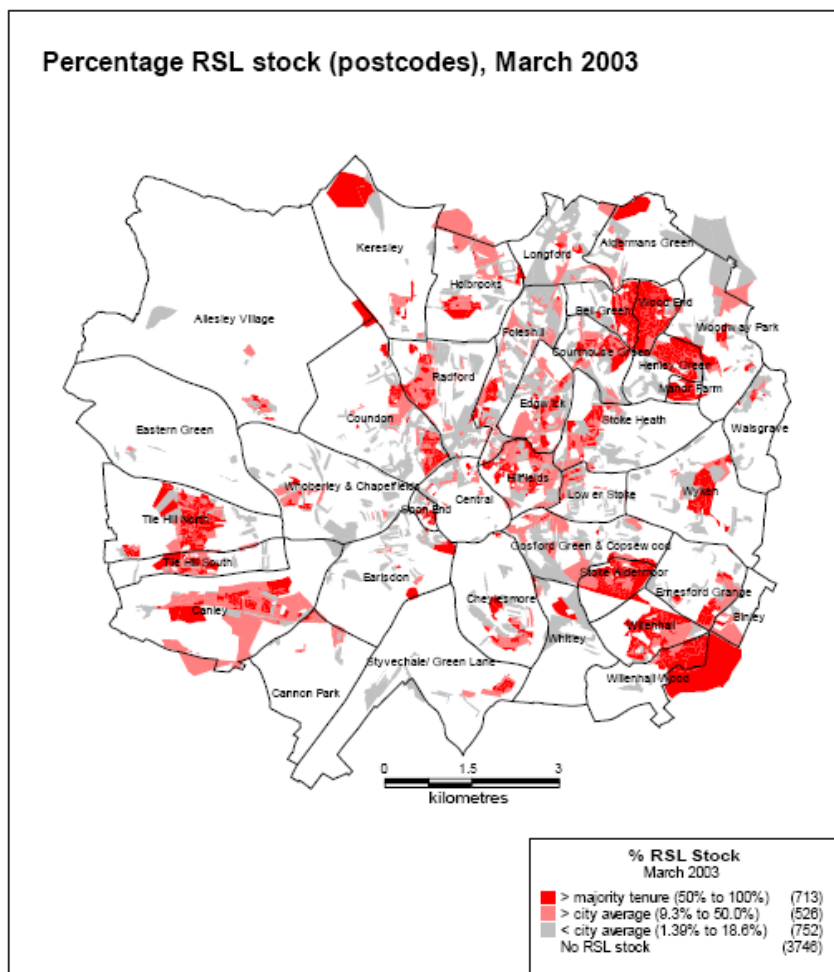


The limited choice and quality of housing available within the area reportedly forces those who are upwardly mobile and would like to stay to move away. There are however a large section of residents who do not want to stay. The Household survey (2004) found that 82% of residents are satisfied with accommodation, but this has fallen to 77% (2006). Those wanting to move out of their home totalled 42% in 2004, which is greater than the national average of 25%, and compares with 43% in 2002. This figure has increased to 46% in 2006, suggesting that the perception of change arising from masterplanning has made little difference.

satisfaction with accommodation	2002	2004	2006
	%	%	%
Very satisfied	34	37	36
Fairly satisfied	46	45	41
Neither satisfied nor dissatisfied	7	5	9
Slightly dissatisfied	6	8	6
Very dissatisfied	7	5	7
Don't know	0	0	0

RSLs report a problem with abandonment, although at lesser levels than experienced in the past, in part because of the demolition of a number of properties ('flitting' at no notice).

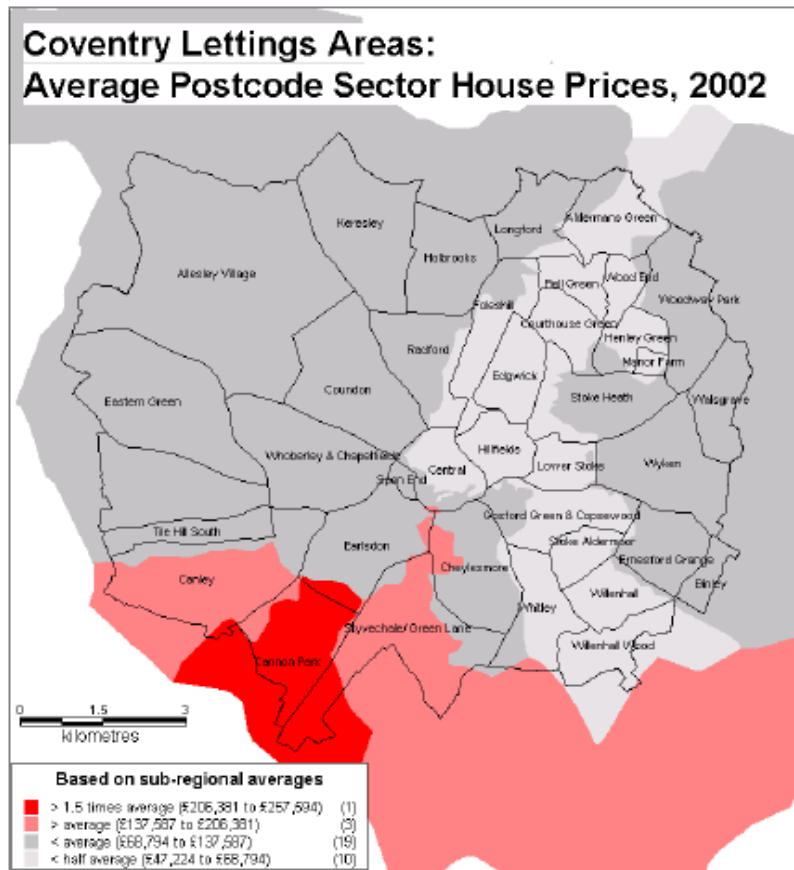
Owner occupied households in the NDC area are significantly lower than in Coventry as a whole, 21.3% compared with 69.2% respectively. The area has a very high level of social housing in Coventry (see map below), 82% (2002) of the area consists of social housing stock, which provides some choice of stock type but is generally not of a high quality and suffers from low demand and high turnover. This increases to 96% for Wood End, while Manor Farm has 63% social housing. There are 1,600 usable housing units, but in actual terms there are 2000.





The average house price in 2001 was £31,365, in 2002 this increased to £43,746, followed by a further increase to £55,277 in 2003 (see below). Recent data released by the NDC National Evaluation team shows house prices for 2006 have risen to £91,039.

NDC house prices have increased at a greater rate (190%) than the Local Authority (96%) house prices percentage wise. The gap between the NDC house price and the Local Authority average house price has reduced proportionally to 16%.



The retail facilities servicing the estate are highly valued and heavily utilised by the residents but have responded to the declining local economy by downsizing and provide a more limited service to the community than is ideal.

## Environment

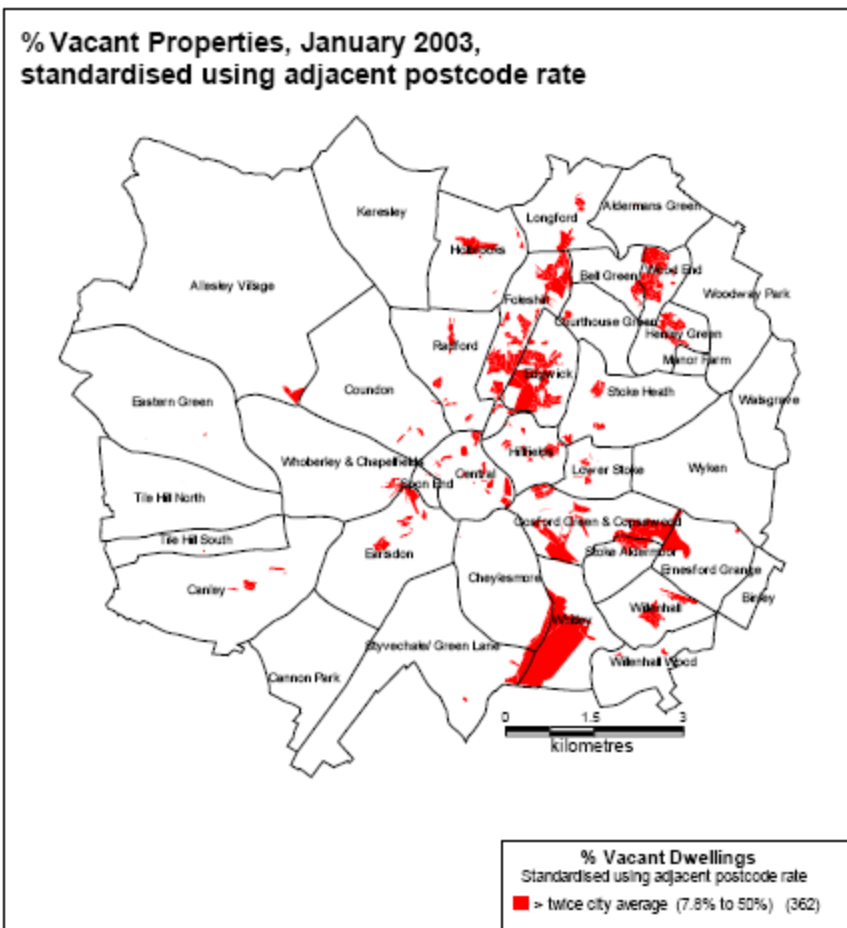
The environment has been a key driving force, along with housing, in the masterplanning process. Quality of life in the area is very/fairly good for 72% in 2004, increasing to 74% in 2006. A total of 63% in 2006 and 2004 are satisfied with the area which is slightly favourable to the 58% in 2002.

Satisfaction as a place to live	2002	2004	2006
	%	%	%
Very satisfied	21	24	26
Fairly satisfied	37	39	37
Neither satisfied nor dissatisfied	9	11	9
Slightly dissatisfied	13	13	12
Very dissatisfied	20	12	16
Don't know	*	1	0

Other liveability issues in the area include rubbish being a serious problem for 48% of residents in 2004 and 31% in 2006. Other improvements include a decline in the number of people that believe run down and boarded up properties are a problem, from 45 to 29% over the period 2004-06. There has also been a decline in the number of people that think there is a serious problem with poor quality or lack of parks and open spaces, from 41 to 31% (2004-06).

Litter and rubbish in the streets	2002	2004	2006
	%	%	%
A serious problem in this area	35	46	31
A problem in this area, but not serious	37	32	31
Or not a problem in this area	28	21	38
Don't know	1	1	-
Run down or boarded up properties			
A serious problem in this area	55	45	29
A problem in this area, but not serious	20	20	26
Or not a problem in this area	23	34	45
Don't know	1	1	1
Poor quality or lack of parks or open spaces			
A serious problem in this area	41	41	31
A problem in this area, but not serious	21	26	27
Or not a problem in this area	37	31	40
Don't know	2	2	2

Unoccupied or vacant properties constitute 10.1% of the housing stock, compared with 6.2% for the NDC average and 3.3% for the district in 2001. This increases to 13.9% for Wood End (2003). As indicated below levels of vacancy in the NDC area are generally twice the Coventry average.



### Crime and anti-social behaviour

Crime and the fear of crime remains an important feature of life in the WEHM area. There has been a reduction in the reporting of 'serious crime' which to some extent has a level of association with increasing NDC and Police efforts. The demolition of a large number of properties has helped in this respect.

Nevertheless, other forms of crime remain, and the fear of crime has remained static. . Results from the Household Survey reveal the extent to which the fear of crime is viewed within the area, as 51% (2004) of respondents do not feel safe walking alone after dark, compared to 52% in 2006. The 16-34 age group has the smallest per cent (50%) of respondents who do not feel safe walking alone whilst the 65+ age group has the highest (59%).

### Worklessness

Worklessness remains a feature of the NDC area, with 24% of people workless compared to Coventry City average of 13% (NOMIS) Although Coventry has a similar jobs density to the England average (0.83 compared with 0.85 for England). There has been a steady fall in JSA claimants, however in 2005 job seeker claimants were still well



above the England average (6.9% in North East Coventry, compared with 2.3% for England. Despite the steady reduction in numbers claiming JSA there are a relatively large number of residents claiming disability allowance (17% Incapacity benefit claimants in North East Coventry in 2005). NDC projects such as an employment and training one stop shop have had an impact on JSA claimants. Organisations in the area recognise that the NDC and other partners can only address disability claimants in a limited way without the support of changes to government policy.

Results from the Household Survey show that the 16-34 age group has the highest per cent of respondents who are classified as unemployed (18%). This is 9 per cent higher than both the 35-44 and 45-64 age groups. A total of 21% of respondents are long-term sick/disabled, and the 45-65 age group has the highest per cent of respondents (36%) who are long term sick/disabled. For further data see spreadsheet 6.

### **Educational attainment**

Levels of educational attainment and training are particularly poor in the area, although the NDC reports that there has been a recent improvement. In 2004/5 the average point score for students in North East Coventry at key stage two was 25.2, below the England average of 27.6. (For full educational attainment data, including further education success, retention and achievement rates see spreadsheet 4). In 2002 the proportion of pupils having 5 or more GCSEs with grades A\*-C in the WEHM NDC Area was 4.7% and in 2006/07 students leaving with 5 GCSEs with grades A\*-C was 24.4%. This is an 8.4% point rise on 2005/06 figures of 11% and a 20% increase since 2002/03, along with being a 5 times greater than the city increase over the same period.

A total of 45% of respondents to the Household Survey (2006) have no qualifications, while 87% of respondents have not taken part in education/training in the last 12 months. There is an important age dimension to the results. The 16-34 age group has the lowest per cent of respondents with no qualifications (35%) compared with the 45-64 age group which has the highest (74%). The two older age groups (45-64 and 65+) have a higher per cent of respondents who have not taken part in education/training in the last 12 months (95% and 98%) compared with the two younger age groups (81% 16-34 and 74% 35-44). This age dimension within education and training suggests an improving trend with age which is possibly connected to wider socio-cultural trends, such as the increasing emphasis on and need to participate in lifelong learning.

### **Health**

The WEHM area experiences a particularly extensive range of health problems, including alcohol and drug abuse, lifestyle issues such poor diet and lack of exercise, low birth weights and long term disability. In the 2002 census North East Coventry had higher numbers of residents reporting not good health than the England average (14%, England average 9%). (For further data see spreadsheet 5)

Only 68% of respondents to the Household Survey (2004) consider their health to be good/fairly good, which rises to 89% for the age group 16-24. This is at least 26 per cent higher than any other age group. A number of NDC interventions have been put in

place over the last three years, although interventions have been hampered by problematic PCT involvement at a time of organisational change.

**Do the problems of the area affect the life chances of people in the area? In what ways?**

The image of the area continues to have an impact on the life chances of people. This has to be put within the context of the roles of a number of deep seated socio-cultural factors in producing particular cognitive frameworks. Some Individuals take the view that they have no ability to affect their environment or life chances. They are acted upon rather than being able to act for change. Comments from the focus group also suggest that such mindsets are notable among migrants to the area.

Such states of mind have been recorded in previous evaluations, with recent qualitative data for this evaluation reinforcing this view. Focus group comments are particularly supportive of such a view with the vast majority of the residents taking the view that they have little power to either influence or truly affect the changes taking place. This suggests that NDC and public service provider claims of community support have to be judged pragmatically.

**What is the reputation of the area?**

The area has long had a bad internal and external reputation. One senior local authority manager notes that this reputation has been in place for decades. For those living within the area the reputation is not justified. One reason for this is the influx of troublemakers from outside the area committing crimes and anti-social behaviour. There is also a strong sense of community within sections of the area, amongst the long standing community, and amongst the in-migration of asylum seekers who are believed to be not making problems.

Despite these issues the external reputation continues to be problematic. Anecdotal evidence suggests that those seeking social housing often refuse accommodation in the area. They make judgements based on reputation rather than reality. There is further evidence to suggest that people are associating the area with a major redevelopment programme, perhaps suggesting a gradual change in the cognitive framing of the area.

**What level of public expenditure is required in this area relative to others on an ongoing basis?**

Levels of public expenditure are difficult to quantify given the heterogeneous nature of the state, and its managerial arrangements. A baseline was produced as part of the initial proposal for NDC funding, but such figures are presently meaningless given

changes to government policy and funding, local authority policies and political leadership, and the restructuring of the local state (e.g. PCTs).

It is important to note that redistribution of resources from more affluent areas is highly problematic. In the case of the PCT when special programmes have come to an end funding has been transferred to areas such as WEHM, but there has been no major redistribution of resources. This is not possible because more affluent communities are aware of the services available to them, and can mobilise political action in an organised and responsive manner.

A key aim of the NDC programme is to bring in additional funding from other sources, including local state bodies. Evidence from the National Evaluation of NDCs (Research Report 17) suggests that such funding has not been forthcoming. There is anecdotal evidence of 'reverse mainstreaming' as agencies pull-out resources from an area, they have also bid for NDC money to replace mainstream services. In the case of Coventry there has been limited mainstream support beyond the resources and efforts provided in the masterplanning process. This has been significant for both the local authority and RSL, Whitefriars, with teams being pulled together. Each has provided a designated manager with responsibility for the masterplanning process, supported by a team of officers with general responsibilities. In other fields of activity there is very little evidence of extra spend, while the commitment of these agencies to future community demands are yet to be explored fully (such as in education provision).

### **What additional regeneration programmes has the area had and at what cost?**

The area has a long history of regeneration initiatives. Before the latest (the New Deal for Communities programme), the area had been a recipient of funding from initiatives such as Estates Action and Education Action Zone, along with regeneration activity by the local authority. These programmes failed to reverse long term deprivation, including poor environments and housing. It is important to note that they failed to address underlying social and cultural aspects of deprivation, with inter-generational poverty characterising the long term community in the area. There is also concern that mainstream services have generally failed to suitably serve the area.

The area is also a priority neighbourhood for the LSP, and sits within a broader Coventry/Nuneaton Regeneration Zone. The latter covers a large area with regeneration activity generally focusing on the supply-side measures of property redevelopment and bringing the unemployed into the labour market.

Since 2001, the area has had an NDC programme, with a ten year life to regenerate the area. Activities have sought to address:

- Poor housing
- Crime reduction and community safety
- Improving educational, employment and training opportunities
- Creating cleaner and healthier neighbourhoods



- Protecting the environment
- Generally building stronger communities

There have been some recent improvements in educational attainment, falls in unemployment and reductions in some areas of criminal activity. At the same time, the stock transfer RSL, Whitefriars, has demolished about 400 properties over the last 7 years, and there has been some stabilisation of housing demand. However, all partners recognise the need for more substantive transformational measures, and a principal focus of the NDC has been the development of a masterplan for redevelopment of the area. The MCI effectively provides a vehicle for taking this process forward beyond the life of the NDC. A stakeholder agreement has been signed between the NDC, City Council and Whitefriars Housing Group. A master Development Agreement has been signed between Whitefriars and the preferred developer consortia to take the MCI forward.

### **Drivers of area deprivation**

Deprivation in the area is very much considered in an historical and spatial dimension. The loss of manufacturing employment in the post war period is viewed to have started a long process and cycle of decline. This removed an important source of employment in the city for what has typically been a pool of unskilled and semi-skilled workers. Alternate sources of employment are some distance from the area, while new employment opportunities in the service sector have not necessarily fitted with the skills profile of local people. Poor transport links to other parts of the city and the area's peripheral nature are considered to compound these issues.

The older pool of housing has long suffered the detrimental affects of dereliction and decay arising from poor design quality. Considerable amounts of money have been spent on what is poor quality housing, but have resulted in continued decline after a certain period of stability. This is considered by state agencies to be a major driver and factor of deprivation in the area. Other stakeholders take a different view with residents considering other factors important.

Public services are considered to have failed the area by large sections of the population. Such evidence has been presented in various NDC national evaluation studies over the last five years. Public service providers do not completely accept such a view, highlighting the additional investment that has gone into the area before and during the NDC programme. However, there has been very little matched funding from agencies as part of the NDC programme, suggesting additional spending has come from the NDC rather than local agencies. Moreover, agencies such as the LEA actively sought NDC money in the early years of the programme. There has also been very little mainstreaming of NDC projects.

Underpinning these processes of deprivation are the socio-cultural and psychological aspects of 'people poverty', concentrated largely within sections of the WEHM area,

particularly Wood End and Manor Farm. An important aspect of this is the feeling of powerlessness and disenfranchisement that characterise large segments of the community. This includes residents not having the belief and confidence in being able to change their lives. The Household survey found that only 16% of residents believe they can influence decisions in the area, compared with 23% across all NDCs. Symptoms of these underlying processes include, amongst other things, teenage pregnancy, worklessness, domestic violence and mental health problems.

### **What are the drivers of deprivation that the DP is explicitly trying to address?**

The main focus of the DP is on the redevelopment of housing and the physical environment, in conjunction with a broader range of NDC interventions. The purpose of these is to bring about wholesale change to the area and local population. The impacts will therefore be widespread, encompassing changes to the economy (e.g. connecting the local population with construction jobs; infrastructure improvements) and physical and built environment. It is less clear how the DP will impact on public services, although clearly as with more affluent areas, with an increase in owner occupation residents are more likely to demand better quality services. In addition the NDC is developing a neighbourhood management strategy to incorporate estate management arrangements including the upkeep and maintenance of open and green spaces

**What service improvements have already taken place or are currently taking place, outside the MCI initiative and with what effect and how are these funded?**

The main initiative in the area is that of the NDC – the lead body of the MCI. Education, housing and the physical environment have been the most important strategic objectives. The housing and physical environment theme seeks to create a place to sustain communities and develop new and improved management arrangements for the environment in partnership with major stakeholders. The NDC is engaged in a number of other regeneration activities which are indirectly related to and have an impact upon Masterplanning and the MCI. This includes the following interventions:

***HEALTH***

**Teenage pregnancy project**

This project provides a Young Peoples Sexual Health Co-ordinator who will work both strategically and deliver training and support to youth practitioners and other professionals in the area, Clinic in a box project delivered in venues across the area and a range of support initiatives in mentoring, ante and post natal support.

**Community Dietitian**

This project funds a locally based dedicated Dietician within GP and outreach clinics, to those residents who have been referred by their GP. At present, a local Weight Loss and Exercise Group is being held.

**Leisure activities**

Funding for a Sports Development Officer, and a part time Healthy Lifestyle Co-ordinator as well as a range of sports activities, including cycling, organised walks, football and coaching qualifications.

**Multi-disciplinary team**

The purpose of the project is to enhance the mental health of children and young people in the NDC area by providing multi-agency support and guidance when concerns first begin to develop.

**Lifestyle coaches**

A full 'lifestyle' audit with a one-stop-shop offer – exercise, weight loss, health checks and one-to-one coaching. Aim is to look at all aspects of people's lifestyles.

**Drug and Alcohol Support Project**

The Drug and Alcohol Support Project provides a holistic service for people who are worried about their own or someone else's drug or alcohol use. It provides services to substance abusers and their families in counselling, alternative therapies, and prescriptions and needle exchange.



**Family support**

This provides individual and group support to families in the area. The project will also co-ordinate developments concerning Children's Centres and Extended School provision and will address ongoing health gaps and ensure co-ordination of health services in the NDC area.

**Infant Mortality**

This project brings an additional midwife and pregnancy support worker into the area to help give a more holistic package of support to pregnant women in the area. Work is evaluated by Coventry University and the aim will be that this will make a long-term change to how midwifery services are delivered in the future.

***COMMUNITY SAFETY*****Domestic violence project**

This aims to tackle domestic violence and abuse (DVA) in a variety of ways. It builds on previous work done by the NDC Bridge project to tackle perpetrators of DVA and provide an advocacy service for women who are experiencing or have survived DVA.

**Anti-social behaviour project**

This addresses the issue of anti-social behaviour in the area and to co-ordinate a multi-agency, quick response to problems as they arise. It also employs an anti social behaviour officer based jointly at the NDC office and the police station as well as two dedicated PCSO's who joined the neighbourhood policing team in November 2006.

**No excuse for abuse**

This project aims to enable equality of life opportunities for victims of hate crime, and thereby promote community cohesion through enabling victims to remain living in their homes.

**Criminal Damage**

Following analysis criminal damage remains the highest crime in the NDC area. A multi agency project will be developed to reduce the number of victims in the NDC area.

***HOUSING, ENVIRONMENT AND TRANSPORT*****Environmental management strategic project**

The project provides a joint resident and multi-agency approach to neighbourhood management. A resident group has been set up that targets anti-social behaviour and environmental hotspots, and enables residents to make decisions that make a difference to the area. This is a pro-active approach to estate management and anti-social behaviour that feeds into the City Wide Community Safety Strategy. There is also the City Wide Aims Project, which is active intelligence mapping of crime related activities.

**Environmental improvements strategic project**

This will contribute to improvements to neighbourhoods where the impact of the Masterplan is likely to be minimal, including traffic calming, parking, bus routes and street lighting.

**Ashorne Close MUGA (multi-use games area) pilot project**

This completed project has installed a hardcore football surface and posts in Ashorne Close and a Multi Use Games Area (MUGA) between Clennon Rise and Broad Park Road. The project is set to address one of the NDC Board's key concerns of a lack of youth facilities.

**Moat House Leisure and Neighbourhood Centre**

A Leisure Centre and a Neighbourhood Centre in the area will provide improved facilities and essential leisure services within easy reach of the people who need them most.

**EDUCATION****Children and playworkers attached to schools**

This project funds 12 workers who work with children, parents/carers and schools to develop social and personal development programmes (e.g. anti-bullying programmes, positive image work) for primary age children.

**Moat House Community Primary School and Early Years Centre**

The Neighbourhood Nursery provides full day care provision for 30 babies and children. The project employs staff to support the Early Years Centre and provides a service to parents, children and the wider community.

**Henley Green Community Primary School and Community Centre**

NDC funding has provided a Community Centre that allows space for computers, meeting rooms for young people and older people's groups, changing rooms, crèche facilities and a catering kitchen.

**Parental Partnership Outreach Service II (continuation)**

This project provides a local arm of the Parental Partnership Service, which provides information and support to parents/carers of children with special needs.

**Woodway Park Outreach Worker II (continuation)**

The outreach worker is based at the school to support parents/carers and pupils to help reduce exclusions and truancy, provide behavioural support and encourage parents to be involved with the school.

**EMPLOYMENT****Streets Ahead**

Up to 65 paid work placements have been created within the City Council, where residents are trained for up to two years and can potentially get a permanent job.

**Riley's Online**

Funding to continue the Online Centre in Riley Square, to help people learn to use computers for whatever they want, including games, mouse control, family history research and simple design. Also training for residents in computer skills such as word processing, using the internet and email, simple graphic design and computer maintenance.

### **The Workshop**

The employment and training centre based in Bell Green has been funded for another year, to help and support residents in finding work.

### **NDC Business Enterprise Centre**

The centre will create new jobs in the area by providing a business support service that will encourage local people to start businesses and help both new and existing businesses.

## **YOUTH**

### **Youth programme delivery**

The project is creating music facilities and a studio at the Wood End Youth Centre and Adventure Playground (Venny) to provide a range of informal 'drop in' music activities, workshops and courses in DJ-ing, music and video production.

### **Brakes automotive project**

This project will be working with 14-24 year olds to teach basic motor vehicle mechanics and to reduce car crime in the area.

### **YIP III**

A priority is to reduce truancy/exclusion from school, provide young people with the necessary skills to learn and encourage them into positive destinations.

### **Diversionsary activities**

Following the success of the summer and half term activities, NDC will work with the Youth Service to provide more activities and reduce anti-social behaviour.

### **Youth workers and traineeships**

The NDC Youth Inclusion Worker is working with Coventry Youth Service to provide opportunities for local young people to become qualified youth workers.

### **Eburne multi-use space**

A multi-use space at the Eburne Centre will be used for different activities, especially for young people.

## **COMMUNITY INVOLVEMENT**

### **Community development/capacity building project**

This project encouraged greater resident involvement. The new project, Resident Support, will build on the work already done.

### **NDC voluntary sector project**

This is a partnership between NDC and voluntary organisations working in the area, which builds the skills and capacity of the voluntary sector to carry on beyond NDC's funding.

### **Resident support strategic project**

Encourages and supports local residents to become more actively involved in NDC, community activities and the area.

## **COMMUNICATIONS**

### **NDC communications strategic project**

The aim of the project is to raise awareness and understanding of what the NDC is doing, and to encourage residents to be involved, helping to change negative ideas of the area.

### ***The effect of these interventions***

Progress at Coventry NDC against the main outcome targets is mixed. A central focus of the NDC has been on the poor quality of the housing and physical environment in the area. A major masterplanning exercise has been instigated which will have a significant impact on the area and the population. In terms of worklessness there has been a long term fall in the unemployment rate which corresponds to city, regional and national trends, while work related illness benefits and income support remain on an upward trajectory. There was a delay in the implementation of the Workshop but evidence suggests that this is already having an impact. The NDC has also been successful in developing a business network.

Health problems are particularly acute in the area and changing people's behaviours and developing service capacity requires long term effort and resources. With this in mind, it is unreasonable to judge the NDC's performance over this short time period, and it is obviously difficult to ascribe change to the NDC.

A significant number of projects have been implemented by the education theme. Progress has been recorded for GCSE results and Key Stage 2 Maths, but given the long term nature of education and the NDC's strong focus on early years and children, more measurable impacts are likely to occur in the future.

A number of preventative crime measures, such as neighbourhood wardens and new security fencing, have been enacted by the NDC. Progress has been made in addressing the outcome targets. A reduction has been recorded in the domestic and non-domestic burglary rate, whereas criminal damage has increased.

Problems have been encountered by the communications and community development theme which has affected the level of progress made by the theme. Progress has been evident in the number of people who have heard of the NDC, in part due to the masterplanning exercise, two new schools and wardens. A lack of data makes it difficult to comment on progress towards the other outcomes, nonetheless the theme has encountered problems, which has led to it being restructured and refocused.

**How far are poor public services the result of a lack of investment and to what extent can this now be overcome?**

There is little doubt amongst officers that public services have contributed to deprivation in the area. This has both an internal and external dimension. In the area huge demands are placed on local services, such as children's services. This is a generic feature of deprived areas. The WEHM area is struggling to make impacts in an environment of budget and resource constraints. The external dimension relates to people with particular disabilities being concentrated in the area by housing agencies. Concentration inevitably contributes to the cyclical nature of deprivation. Agencies note that such practices continue and they ensure that they are continually seeking to solve the problems of new groups of people. This makes demonstrating change very difficult when you are essentially addressing the problems of transient communities.

**What is the current mix of the population, in relation to the surrounding area and the national average and what are the current trends in population mix?**

The population is overwhelmingly white ( 83% (MORI 2006), with a small black minority, and evidence of asylum seekers moving into the area. There is a core of long term residents, often surrounded by strong family and community ties in the area, who are very committed to their neighbourhoods. The area is also home to elderly residents, young people and other vulnerable sections of the community (with various problems, such as psychological, social and financial) that are often trapped in the area by poverty, and heavily reliant on a range of poorly funded, overstretched services. For full census data on population see spreadsheets 1 and 2. The differences between these two broad sets of residents is evident in the Household Survey, which found that only 36% of respondents feel a 'great deal/fair amount' part of the community (MORI Household Survey).

A range of processes have been important in contributing to deprivation and poverty in the WEHM area. Many residents (particularly young people and vulnerable sections of the community) come to the area because of the large supply of readily available and cheap housing, and stay for some period of time because they are essentially trapped in the area by poverty. This has led to the concentration of vulnerable sections of the population in the area, and further localising 'people' poverty. A large part of this section of the community is transient, as represented in the 60 per cent of residents that are on

the transfer list (MORI Household Survey). This also has some relation to the 63% of residents that are satisfied with the area, compared with a national average of 87 per cent (MORI Household Survey 2006).

On a number of indices the WEHM area falls below the national and regional averages within the NDC programme, and the gap between the area and Coventry is wider than that between other regional NDC areas and the local authority areas in which they are situated. This indicates the severity of the problems which this NDC is facing and must be taken into account when assessing the Partnership's performance.

The area essentially provides a route through which certain individuals can gain access to social housing, before moving onto other areas. This accounts for a significant proportion of the WEHM community, and includes young families, single parents and refugees. There are however a large number of long term residents (c. 34%) with extensive family commitments in the area. The predominant tenure type is that of renting (social housing) and owner occupation, with far less numbers of private renting.

### **3. Demonstration Project overview**

The main bodies involved in the MCI are the NDC, Council and Whitefriars. The NDC is the main instrument for promoting the regeneration of the WEHM area. It has a budget of £54m over ten years and is due to finish in 2011. The NDC, in conjunction with its partners, led the masterplanning process. It has provided funding for demolitions and buybacks (totalling £1m), along with a further £2 million to facilitate the Masterplanning process, £10m capital funding for a new Leisure & Neighbourhood Centre and £3m environmental improvements programme.

Coventry City Council, as owner of 20% of the land and as the strategic authority, views this plan in the context of the wider renewal of North East Coventry which is bringing new employment and business opportunities. The Council receive no specific receipts from the MCI, unless there is overage at some later point. The interest of the council is that this is an area which is not working as a community. The MCI is a mechanism to change that community which may make it work better. Involvement by the council in the masterplanning process is led by the regeneration division of the City Development Directorate. This takes place through a specific team geared towards high profile physical regeneration initiatives. The regeneration division represent all other services of the council on the Officer Steering Group.

The MCI area encompasses the neighbourhoods of Wood End, Deedmore Road, Manor Farm and Henley Green, towards the northeastern periphery of Coventry. This boundary is coterminous with that of the WEHM New Deal for Communities area – the instigator and lead organisation for the MCI and masterplanning process in the area.



Given the strict guidelines around NDC spend the masterplanning process is restricted to the NDC area, with very little discussion of spillover/displacement effects. The boundaries of the NDC area, and that of the MCI, fit with existing areas of concentrated deprivation, with no significant areas absent from the masterplanning process.

#### 4. Demonstration Project Plans

##### Tenure Mix

The agreed plan is to redevelop around half of the NDC area – demolishing about 1600 occupied homes and about 160 that are currently empty. These will be replaced with 3,650 new homes, of which 2,500 will be for private sale, 1000 for affordable rent, and 150 for affordable ownership. There will be a minimum of 10% social rented housing in any one phase.

The current assumption is that there will be 253 Low Cost Home Ownership (LCHO) properties. About 400 RSL homes will be retained and refurbished, and 350 owner-occupied homes will also remain. The effect will be a higher density, mixed use development. Owner occupation will increase in the masterplan area from 14% to 60%. It is envisaged that homes will be affordable to people who are currently living in the area, and that new people on higher incomes will be attracted.

The intended tenure composition is to be:

<b>Intended tenure composition</b>	<b>Est. housing no.</b>
Whitefriars new homes for rent	1000
Whitefriars refurbished homes for rent	390
Other homes for rent	358
Low cost homes for displaced home owners	150
New homes for sale	2500
Remaining owner occupiers	350
<b>Total estimated homes in the area</b>	<b>4748</b>

On the first piece of land to be developed an additional 20 units will be built to start moving decanted residents into the area. This will help resolve potential pressure that will be experienced in the early part of the development. This also has the role of being a quick win in the sense of developing 'show houses'.

Below is the outline of the existing housing stock of Whitefriars Housing Group for the NDC area.

<b>Lets</b>	<b>Phase 1</b>	<b>Phase 2</b>	<b>Retained</b>	<b>Total</b>
Bedsits	4	24	0	28

1 bed flat	65	150	17	<b>232</b>
2 bed flat	44	249	0	<b>293</b>
3 bed flat	30	48	0	<b>78</b>
4 Bed Flat	0	1	0	<b>1</b>
1 bed bung	0	65	97	<b>162</b>
2 bed house	1	16	91	<b>108</b>
3 bed house	380	387	135	<b>902</b>
4 bed house	29	4	4	<b>37</b>
6 Bed House	0	1	0	<b>1</b>
<b>Total</b>	<b>553</b>	<b>945</b>	<b>344</b>	<b>1842</b>

<b>Voids</b>	<b>Phase 1</b>	<b>Phase 2</b>	<b>Retained</b>	<b>Total</b>
Bedsits	0	19	0	<b>19</b>
1 bed flat	27	21	1	<b>49</b>
2 bed flat	14	30	0	<b>44</b>
3 bed flat	10	14	0	<b>24</b>
4 Bed Flat	0	0	0	<b>0</b>
1 bed bung	0	5	4	<b>9</b>
2 bed house	0	1	1	<b>2</b>
3 bed house	58	21	3	<b>82</b>
4 bed house	4	2	0	<b>6</b>
6 Bed House	0	0	0	<b>0</b>
<b>Total</b>	<b>113</b>	<b>113</b>	<b>9</b>	<b>235</b>

As part of the masterplanning process the council developed a view of what the 1000 units should comprise. A similar analysis was undertaken by Whitefriars, which responded much more to what they needed for decanting purposes, those people who wanted to stay in the NDC area and what size and type of property they would want. An agreement was subsequently reached which corresponded more to the Council analysis.

The ultimate decision concerning the amount of social housing relates to what can be afforded, particularly as the council and Whitefriars plans had more social housing than the developers wanted to provide. Negotiations are underway but the plans presently conform more to the developer's affordable option, which favours more flats than houses. However, written into the agreement is the proviso that if more money is made available then the developer will increase the provision. Partners are seeking to acquire additional funding through a summit involving the Regional Housing Board and Housing Corporation.

There will be 150 houses of the 'for sale' properties which will be transferred to Whitefriars at 50% of their market value. They will be sold to present owner occupiers that want to stay in the area. This involves an equity scheme in which these individuals

buy the house for 50%, but own 100% of it, with 50% of the equity being owned by Whitefriars. This is recovered by Whitefriars when the property is sold, while the owner occupier will get the uplift on their share of the profit and “that way the money you can get re-circulated” (author’s interview). At the present time there are only a few residents that have taken-up this option. Owner occupiers that are planning to move out of the area are being offered the full market value of their house, plus 10% of that value as a home loss payment plus disturbance payment.

A further issue relates to the cost of bungalows which are difficult to finance at the number of dwellings per hectare that are required. There are a number of older residents that desire a bungalow. Negotiations are presently underway to see how demand will fit with what the developer seeks to supply.

There will be a variation in density and mix across the site so that there are areas of higher density and a distinctive character around major public spaces and along major routes. There is also an aim of co-locating community and leisure facilities and retail premises for purposes of creating focus points through the WEHM area. These will be areas of distinctive character that foster the sharing of common resources. A variation in density will also promote “pepper potting” of affordable and private accommodation in clusters around the site. The premium locations for views and access will also be mixed tenure.

A specific design code has not been designated for the area, but discussions have been on-going with the developer and CABI around design principles, in consultation with the community. The council wish to emphasise some of the eco-friendly elements of building design and perhaps re-visit the issue of building zone and climate change. The partners are placing a strong emphasis on community engagement, involving a large number of discussions, as there is an understanding that design codes cannot be left to the developer. The partners will work with the residents on a street-by-street basis to agree improvements to houses and the local street scene. They will offer homeowners the opportunity to get involved in these local improvement programmes. The agreement states that any changes to government policy around building regulations etc. are the legitimate costs of the developer.

A formal planning application is yet to be submitted, but the Chief Planning Officer has been involved in the masterplanning process since the start. As soon as the final agreements are made a planning application will immediately begin, officially starting with the traffic impact assessment and environmental impact assessment. These types of assessment have already started, such as an examination of flood plains and traffic studies. Architects are yet to be commissioned, expenditure for this task is estimated at £3-5 million, and is planned to be submitted in November 2007. The Government Office has been appraising the project since the beginning. There is an expectation that they will not refer the planning application to CLG, unless there are objections.

**Are there any specific mechanisms other than house price and design, designed to control mix in the short of long term e.g. lettings policies, price caps, retention of equity by public sector?**

There are no mechanisms planned in the short term to control mix.

**Does mix require any displacement of existing residents? Who? By what mechanisms are their interests safeguarded (eg relocation packages, choice of alternative home)**

Displacement is a feature of the redevelopment plan. Decanted tenants are being offered accommodation elsewhere in the City and there are new developments supporting the decantment process. There is a new development just beyond the NDC area of fifty seven units that will accommodate the first phase of tenants. Every occupier of a social housing property will get a home loss payment of £4000, plus a disturbance allowance.

The total cost for owner occupiers is c.£20 million, while costs for social housing tenants will be around £6,400,000. These will be the costs of the developer, and the costs of acquiring the site. Land is therefore not being given for free to the developer, rather it is being given so that these types of cost are met by the developer as part of the development costs and 1000 free houses. The total value then of this “free land” is about £55 million. There are plans in the agreement for a suspension of building for up to five years if there is a property collapse. This is all engrained in a Resident Charter:

‘The Proposals made in the draft Residents Charter are made by Whitefriars Housing Group as the main landlord in the area. However in the next few months we would wish to work with residents and our partners (NDC; City Council and other social landlords) to develop and enhance these ideas further. We will consult the residents further to develop a Residents Charter that can be adopted whatever the outcome of the masterplanning process is. This initial draft is designed to give the residents some comfort and understanding of what they could expect should they have to move at some point in the future’.

#### **Existing Tenants Wishing to Stay in the WEHM – NDC Area**

- 1 Existing tenants whose homes are being cleared will be offered a new or a refurbished home in the area.
- 2 Tenants will retain their existing entitlement to either ‘the Preserved Right to Buy’ or the ‘Right to Acquire’.
- 3 New homes offered to existing tenants will have the number of bedrooms to meet their needs. If their need indicates fewer bedrooms than they currently have then they will be offered a property with one bedroom more than their need\*.

- 4 Tenants living in a house and moving to a refurbished home will qualify for a house with the same number of bedrooms as their existing home\*.
- 5 No one being rehoused will have to move more than once unless they request a specific location or type of property that is not readily available.
- 6 Car parking will be provided for all new homes.
- 7 All new homes will be energy efficient to minimise the amount of heat loss and reduce fuel bills.
- 8 We will ensure that new homes are safe and secure.
- 9 All tenants moving will either be offered £850 towards removal costs or the landlord will arrange removals.
- 10 All tenants who have lived in their property for more than 12 months will receive £3100 home loss compensation.
- 11 All tenants will be able to participate in a detailed consultation regarding the future neighbourhood they move to.
- 12 Rents for new homes will determined by the Housing Corporation's rules, be affordable and within the Housing Benefit threshold for payments.

+ refurbished homes will meet the Government's Decent Homes Standard. The level of improvement possible, over and above this standard, will vary depending on the option agreed.

\*This applies to all tenants who have clear rent accounts after they have received compensation. Those with arrears will be offered accommodation in line with Whitefriars approved decant policy.

### **Existing Tenants Wishing to move out of the WEHM – NDC Area**

Existing tenants whose homes are being cleared and choose to move out of the area will be offered suitable accommodation that meets their housing needs in accordance with Whitefriars approved decanting policy. That is:

- 1 Tenants living in a house with children (irrespective of their child's age) will qualify for a house that meets their need.
- 2 Tenants living in a house with no children will qualify for a flat larger than they would normally qualify for. They may also be considered for a house that is considered difficult to let.
- 3 Tenants over the age of 55 will qualify for a bungalow.

4 Tenants will be awarded points to place them favourably on the list for medium demand areas of the City. 40 points are awarded to those who have less than 3 continuous years as a Whitefriars tenant. 60 points are awarded to those with more than 3 years\*.

5 All tenants moving will be offered £850 towards removal costs or the landlord will arrange removals.

6 All tenants who have lived in their property for more than 12 months will receive £3100 home loss compensation \*Any tenant who has rent arrears after they have received compensation will have their priority points reduced by 10.

### **Home Owners**

The NDC will ensure that the Development Framework proposals will deliver the following options for the existing homeowners in the area:

1 The NDC or their partners will negotiate to buy your property at full market value where it is required for clearance.

2 Home loss compensation will be paid where owners live in the house (home loss compensation will be 10% of the market value of the property or a minimum of £3100.)

3 You will be offered the opportunity to purchase one of the new homes in the area.

4 If you can't afford the whole cost of a new home you can buy an equity share of the property. You would not pay any rent on the part of the property you haven't purchased. You could buy out the remaining share at a later date either in full or in stages.

5 Whitefriars would offer you the tenancy of one of its homes either in the WEHM area or elsewhere in the City.

All land subject to this development is either currently owned by the stakeholders or will be acquired through CPO or on a voluntary basis. There are estimated costs of £750,000 for CPOs, which is to be paid by the developer. The stakeholders will pass land through to the developer on agreed triggers around developer needs and phasing requirements.

Decantment is being funded through cross subsidisation from disposal, along with funding from Whitefriars recycled receipts and the council. Whitefriars has examined city-wide trends, turn over, lettings historically and the length of time that they have got to decant people within the build programme. The purpose has been to ensure that the numbers are manageable, but this is a broad brushed analysis. There are recognised



pressures over a 5 to 10 year period around decanting 1600 people into temporary accommodation. This includes homelessness and immigration issues across the city.

Decantment will add to existing pressures for social housing in the city. Decanted residents will be spread throughout the city. An area just outside the NDC area will have 57 new social housing units, with priority being given to NDC residents. This development is being undertaken in partnership with the Council, Whitefriars and Lovells. Planning permission has been granted for this development.

Negotiations have taken place with the Council as it has nomination rights. It has been important for Whitefriars to satisfy the Council. Housing allocation is presently based on a tacit points system. Whitefriars uses a points system in which the Council has nomination rights of 75% of Whitefriars vacancies and Whitefriars has 25%. The Council has a housing list, various elements of housing need, and applications are backdated - 'a wait and date' system.

The decantment issue has been moved away from the nomination system, with the agreement of the Council, because there is a need for flexibility to be able to move people. Decanted residents will have a high priority on the waiting list, with suitable points in which to choose many locations with the city. This seeks to ensure that residents are not concerned with being "dumped" into areas that are worse than the WEHM area.

Choice based lettings with a banding system is to be implemented in May (2007). Discussions are presently underway between the council and Whitefriars concerning the decantment process. The anticipation is that in any one week no more than about 5% of the vacancies occurring outside the immediate vicinity of the NDC area should be used for decanting. This is to prevent the mass exodus of residents from the NDC area and a situation where all vacancies are taken.

Whitefriars will allow people to bid under CBL for properties that are advertised on the CBL System, but if they have to take legal action to re-possess the property then they will need to have been able to show that people were offered a property. It has been agreed that Whitefriars can remove property that would not be going to general letting to offer specifically to decanted residents. For people that are happy to move it will be possible to use the CBL System. For the council it is important that there is agreement with Whitefriars as they have 17-18,000 dwellings, compared with 6,000 owned by other organisations.

Within a broader context, the council is proactive in forging links with private landlords through a forum to support the market. One aspect of this is housing benefit being directly provided to landlords. This will ensure that decantment does not create too many problems. The council is also seeking to increase shared ownership as it was very much an owner occupation or social housing market in the past. Housing need will be addressed partly through getting affordable housing of the non-social housing variety working.

Consultation has occurred with housebuilders during the process of selecting a developer. Bovis Homes, Keepmoat Construction and Persimmon Homes are the preferred developers for the project. The developers signed the master development agreement at the end of September 2007, with all partners presently legally signed-up to the redevelopment.

**What effect is population change in the DP area expected to have on population mix in adjacent areas?**

There is very little anticipation of change in adjacent areas. Areas to the east are relatively stable communities, a situation that is similar in the west and south although with lower cost housing attracting more first time buyers.

**How is it intended that the design of new developments will contribute to mixed community objectives for example, social networks between owners and renters?**

There will be a variation in density and mix across the site, with no major zoning of particular types of tenure. A variation in density will promote “pepper potting” of affordable and private accommodation in clusters around the site. However, as there is no formal design code this is subject to discussions between public sector partners and the developer. There is an aim of co-locating community and leisure facilities and retail premises for purposes of creating focus points for all communities.

**Housing changes to date and to what extent are they attributable to MCI?**

Notwithstanding the long term demolitions that have taken place, housing redevelopment has not yet begun in the area.

**What service changes (environment, education, leisure, retail) are observable in the DP area and what service changes are envisaged. How do these relate to demand/need indicators? Do ‘service improvements’ include private services?**

In addition to the housing programme, the masterplan makes provision for a new neighbourhood and leisure centre, youth centre, integrated neighbourhood centres, investment in a country park, and other environmental enhancements, as well as improved connectivity to new employment sites outside the area, and the linking of training and employment opportunities to the construction process. These improvements will largely be funded by receipts from developers.

Partners and the NDC believe that this redevelopment programme is being rightly accompanied by major social and economic interventions, which are directly and

indirectly associated with MCI. These are considered to have a major impact on the significant levels of deprivation in the area. The Masterplan makes provision for the following community facilities:

- £10m Leisure and Neighbourhood Centre
- Youth centre
- Integrated neighbourhood centres
- £3m Complementary Environmental Programme to the local street scene / Environment centre
- £10m investment in 'Country Park'

The leisure centre will be built over the next two years. This will provide a facility for all communities and is intended to assist in improving the quality of life and well-being side of the local population, along with providing an attractive community resource for incoming residents. There is more work to be done by the stakeholders on the detail of the new country park and its future management.

The Masterplan assumes that for 2000 houses sold at full market value there will be a contribution of £4,500 per property sold by the developer to the Community Fund.

The Masterplan specifies the improvement of the access links between the estates and improvement of the wider environment. A focus is being placed on developing forms of transport that are environmentally friendly and which move away from reliance on car ownership. The main transport proposal is the provision of an east-west link through the area that provides access to the Arena development and Prologis Park in the west, and Walsgrave Hospital to the east. A high frequency service of public transport is proposed, and the City Council and Centro have been consulted as part of this process. Consideration has been made to the impact of the proposed housing on the road layout and surrounding area. A full traffic impact assessment will be required as part of an outline planning application.

There are three industrial estates within the boundaries of the NDC area. The Masterplan provides for externally funded improvements to these estates.

### *Health*

In health the NDC is adopting an approach that seeks to address the underlying causal processes that contribute to poor health in the area, through a far more holistic approach around quality of life issues, but by also targeting specific groups. This is manifest in efforts to enhance the services of existing service providers, educational activities and prevention measures.

### *Education*

The education theme has as its objectives the need to improve educational achievement and attainment and create a learning community – what is described by the NDC as a “cradle to the grave” culture. Action is therefore being targeted at formal education at primary and secondary school levels, in part due to the importance of measures of attainment at these levels.

### *Crime*

The NDC seeks to reduce the overall crime rate, fear of crime and anti-social behaviour, and target the negative perceptions of the area by external people, such as it having a high crime rate. Further objectives concentrate on improving relationships between residents and the Police and other crime related agencies, developing diversionary activities for young people, and designing out crime through the masterplanning process.

### *Worklessness*

The NDC has enacted a range of measures in partnership with JobCentre Plus to decrease the high levels of worklessness in the area. The main project is an employment and training one stop shop, although this is located outside the NDC area.

### *Image*

The communications and community development theme has the difficult task of engaging with a heterogeneous range of communities and working to develop the community and voluntary sectors. This work has been distracted by responsibilities for communications and the consultation process for the masterplanning exercise.

### **Are there any preventive services in place or planned to support at risk families and how do these relate to demand/need indicators?**

See section on 'what service improvements have already taken place or are currently taking place, outside the MCI initiative and with what effect and how are these funded?'

### **How is it intended that service improvements support mixed communities objectives eg a better school.**

There has been little formal discussion of the implications of MCI on educational provision. While primary school provision is presently working below capacity, there is the potential for secondary school places to become limited. There has been no discussion of how schools will be improved to meet the relatively high demands of more affluent communities. It is important to note that the main secondary school in the area is seeking City Academy status, although it was previously under special measures. It is hoped that City Academy status will be a favourable factor in promoting new communities into the area.

### **What measures are taken to attract jobs into the area or connect residents to job opportunities in the wider labour market? Are these measures capable of offsetting the problems of 'a weak economic base'?**

The NDC has long sought to reduce worklessness in the area. The main objectives in the employment field have been to create opportunities for local people, developing effective networks between local people and employers, ensuring they have skills (such

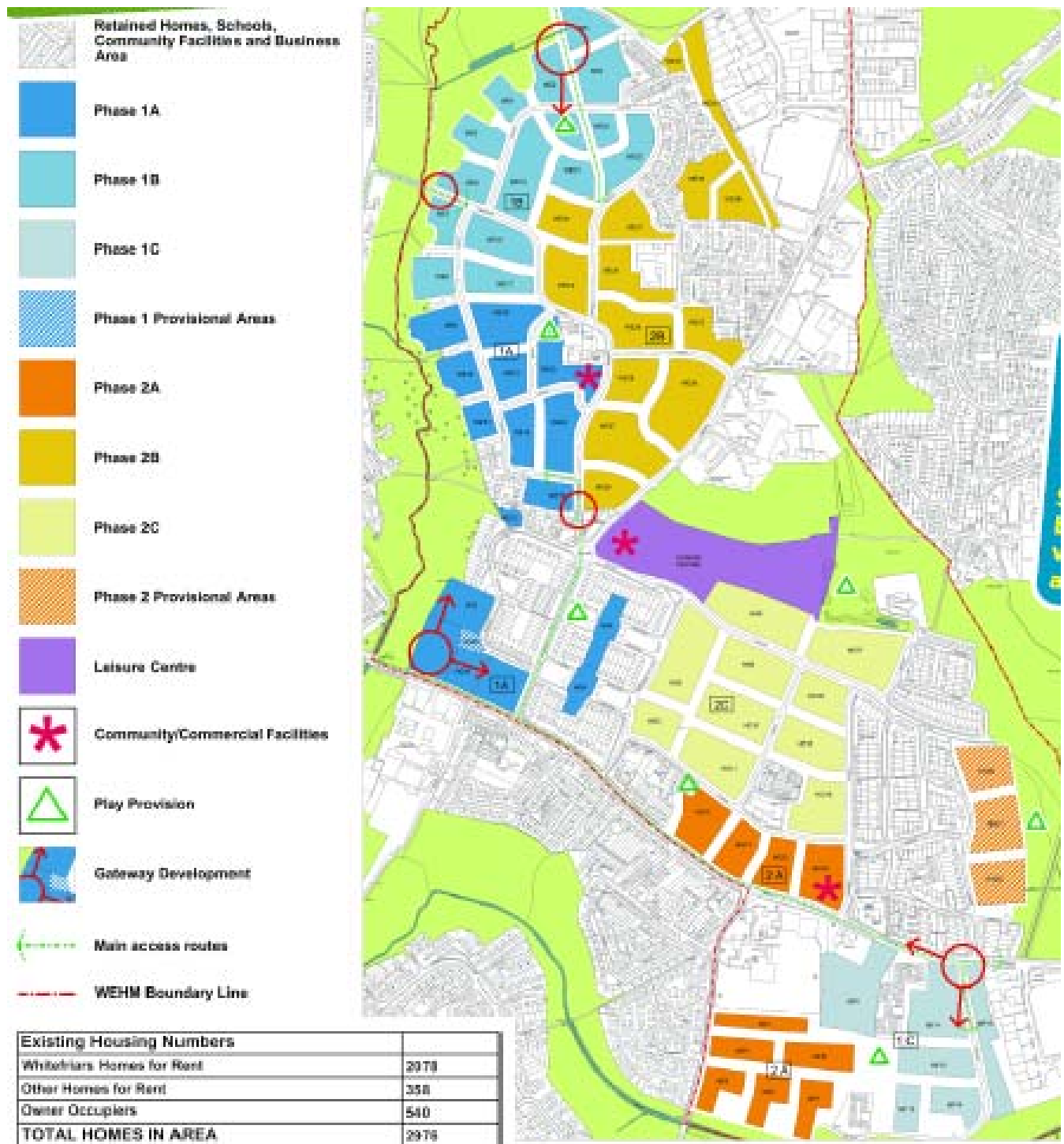
as IT skills), and supporting business. Various interventions have been put in place, including an employment and training one stop shop.

The NDC is seeking to exploit the employment opportunities arising from redevelopment. It will be “using every opportunity in the fifteen year building site to make sure jobs are spread around” (author’s interview). There will be a training strategy as part of the development agreement, along with proposals for setting up a construction training centre and a business enterprise centre. This will help reduce worklessness levels and increase the wealth in the area of existing residents, not just the people moving into the area. Unfortunately, the area does suffer from high levels of illness related worklessness. The NDC therefore requires changes in government policy to support its efforts.

### **MCI Time line**

<b>Phase</b>	<b>Move date</b>	<b>Build date</b>	<b>Finish</b>
Phase 1a	Autumn 07 – spring 2009	spring 08 – spring 09	spring 10 – spring 11
Phase 1B	Spring 09 – spring 11	spring 10 – spring 11	spring 12 – spring 13
Phase 1C	spring 11 – spring 12	spring 12 – spring 13	spring 13 - spring 14
Phase 2A	spring 12 spring 13	spring 13 – spring 14	spring 15 - spring 16
Phase 2B	spring 13 spring 15	spring 15 – spring 16	spring 17 – spring 18
Phase 2C	spring 15 spring 17	spring 17 – spring 18	spring 19 – spring 20

### **Map of Phases**





## **5. Governance**

### **Governance Structure:**

A Joint Venture Arrangement ) is being developed for the purposes of managing the project. The prime purpose of the JVC is to act as the corporate partner for the preferred developer. The other partners are Whitefriars Housing Group, Coventry NDC and Coventry City Council. It is through this JVC that land will be released to the developer and all the stakeholders' obligations to the developer will be delivered. Whitefriars will provide 80% of the land, 20% by the Council, with the NDC providing £3m for Masterplan production, demolitions and buybacks. The stakeholders have agreed mechanisms for land valuation, land assembly and land transfer and these will all be translated into contractual relationships between the JVC and the stakeholders.

Bovis Homes, Keepmoat and Westerbury Partnership (BKW) will arrange for the purchase of existing owner's properties where they are required for demolition and will demolish areas prior to starting the new buildings. Whitefriars will be responsible for the re-housing of all residents and will meet the reasonable needs of all people requiring a move in accordance with the Resident Charter.

A (shadow) Board is being established that will represent the partners at very senior levels. This Board will monitor the work of a (shadow) Executive. Working to the Board, the Executive will be responsible for delivering the Plan.

Resident involvement works through membership of the relevant masterplanning groups by board resident representations. These are elected from their respective resident association (of which there is one for each neighbourhood). An important group is the Regeneration Action Team, formally the Masterplan Subgroup. Membership includes NDC officers, Whitefriars and residents.

The aim of the Masterplan Subgroup was to keep residents up to date with the latest developments with the Masterplan. Over the last few months the Masterplan Subgroup has evolved and has been used as a way to keep residents informed about all aspects of the NDC such as the Leisure Centre, projects in development and projects that have recently been approved. Due to this it was felt the title 'Masterplan Subgroup' no longer fitted and the group was renamed the Regeneration Action team. Additionally, with the signing of the Main Development Agreement (MDA) residents will be actively involved in the future look of the NDC.

The NDC has representation on the LSP Board and through various sub-board groups, and the LSP is represented on the NDC Partnership Board. The redevelopment is under the umbrella of broader efforts to develop North Coventry, which includes developments such as the Arena and Walsgrave Hospital.

### **Leadership**

Leadership works through the Joint Venture Company, involving Whitefriars Housing Group, Coventry NDC and Coventry City Council. These share responsibility for leading the initiative, but with the power of legitimacy in decision making resting more with the NDC since it has strong community representation. Through these three partners links are maintained to broader strategies and forums. This occurs through their representation and involvement in Coventry Partnerships (the LSP), Coventry Solihull and Warwickshire partnership (subregional economic development partnership) and the LAA process. The local authority is the accountable body for these activities, although one must recognise that local government is a heterogeneous entity.

There is anticipation that the developer will act as lead for the actual development process. Bovis Homes, Keepmoat and Westerbury Partnership (BKW) will arrange for the purchase of existing owner's properties where they are required for demolition and will demolish areas prior to starting the new buildings.

## **6. Masterplan**

The masterplanning process essentially derives from the long held belief that the WEHM area, and particularly that of Wood End, will only be transformed through major change. The NDC programme was viewed by the council and other partners as a good mechanism in which to promote transformational change around mixed communities in the WEHM area. The belief amongst all partners is that a mixed community will bring in new people that are more affluent, who can spend more on local services to sustain them, and will raise the aspirations of local people who are exposed to different lifestyles and income levels. This is supported by putting in housing ladders to help them become owner occupiers, along with employment training schemes.

Mixed communities forms part of a broader city council and other partner's objective to create more mixed communities where there are large council estates. The strategy also includes introducing social housing into more affluent areas. The Housing Need Survey predicted that 20,000 units of affordable housing will be required over the next 10 years. The Council has issued supplementary planning guidance on how the Coventry Development Plan policies will work with affordable housing. This shows that for each area a percentage of housing will be affordable. The aim is to get 25% of new housing developments to be affordable housing. In the case of WEHM the council is requesting that new affordable housing that any developer puts in has to also encompass other forms of low cost home ownership.

An impetus for this approach comes from Coventry never having been successful in regional bidding processes, largely because it is not viewed as having problems compared to elsewhere. This has led to the WEHM redevelopment being self funding by providing land to the market in return for social housing. Developers have been convinced that Coventry has not got the problems of the Black Country and Stoke. The NDC Delivery Plan was originally submitted in March 2001. An original masterplanning process began soon after the enactment of the NDC but this failed to

move forward. The second masterplanning exercise became an important focus of the NDC's activities. It represents a major initiative to secure substantial and long lasting change, which will have a much bigger impact than any other project so far in determining whether people are no longer disadvantaged by living in the NDC area, including a major impact on who lives in the area in the future. The masterplanning process represents a key feature of the NDC programme to regenerate the area: "unpopularity and condition of the housing stock in the area is a critical factor contributing to a poor environment and negative image, which in turn encourages crime, deters private investment and causes many employers to regard residents from the areas as 'no hoppers' when they apply for jobs" (NDC Delivery Plan, 2001: p.45). Indeed, the condition of the physical environment is considered a major causal and dependent variable in producing deprivation and poverty in the area.

The intended benefits of the redevelopment have recently been described as:

Our Masterplan harnesses the natural assets of the sites and aspirations of the existing community to create a place, which adds value, not only commercially but also environmentally and socially. A place, which is affordable, enjoyable to be in, and lasting for the people who live here, and which is inclusive, inspiring and achievable.

It will enable the provision of better homes for those currently living in the area, many of whom have been residents for a long time and who have created their own successful and stable communities within the area. We are committed to enabling those who wish to stay here to do so and the new houses to be built will include many for social rent and affordable home ownership.

The regeneration will also attract new people who want to come and live in the area and give a balance that the community needs to ensure that the improvements are sustained.

The most important organisations in this process are the local authority and the main social landlord, Whitefriars, both of whom possess almost all the land and property in the area. Their involvement encompasses the provision of information and services to the masterplanners, assistance in consultation exercises with residents, and general support of NDC processes. Nevertheless, some stakeholders express the view that the masterplanning exercise would have been undertaken by Whitefriars in the absence of the NDC, raising concerns that the Partnership is possibly subsidising its activities. The NDC takes a different view by suggesting that Whitefriars would have undertaken housing redevelopment rather than masterplanning. Other stakeholders express unease at the overemphasis on physical structures rather than 'people poverty'. They go on to suggest that this could become another area makeover which does not address underlying social issues. Board members and senior NDC managers believe that they recognise this issue and are determined for this not to happen.

A masterplan was developed by Hunt Thompson Associates in 2003/4. A central aspect of the masterplanning exercise is resident consultation. This began in October and lasted until February 2004. The final decision was made by the Board rather than residents, but required support from the local authority and Whitefriars. There were three options, or 'examples', for future development, each with greater levels of change. The three 'options' have become 'examples' for the purposes of the consultation because, as

some agencies note, they do not want to look as if they are being prescriptive, telling residents what they should choose, nor do they want residents to think that they are being asked to choose an option:

#### Option 1

The “do minimum” option, with housing built only on the existing demolition sites.

#### Option 2

Extended these areas and joined them up where possible. New link roads and street frontage were created.

#### Option 3

This was the most radical, and proposed to redevelop almost half the NDC area. This option provided the best opportunity to achieve the community’s objectives.

Option one which involves least change is not considered financially viable as there is an agency assumption that it will help foster the slow decline of the area, meaning that the NDC manages decline. There was a broad level of consensus at the Board which did not want to proceed with this option and it was subsequently rejected, but beyond that there were different views. The three options were put out to consultation with the local community towards the end of 2003. The NDC reported a high level of support amongst residents for major redevelopment in the area. The consultation resulted in 59% of residents (of those surveyed and those who visited the exhibition) favouring option 3.

A survey was undertaken of all tenants in the area that would be affected by the masterplanning process, totalling approximately 1600. Around one-third of those surveyed wanted to move out of the area and thus when the development phase affects them they want to leave the area. A further third have said that they do not mind whether they go to the new housing or leave the area. A final third definitely wanted to stay.

The masterplanning process began with the demolition of the worst properties, co-funded by the NDC and Whitefriars. This essentially continued a longer trend of demolishing homes in the area because of a lack of demand. At the present time there are 250 empty properties, 170 of which need to be demolished, compared with around 600-650 empty properties at the start of the NDC programme. Around 400 properties were demolished by Whitefriars over the last few years.

The NDC was already undertaking the redevelopment of the area as part of its long term delivery plan. It chose to be a DP because of the perceived benefits of good practice and access to specialist support. The NDC is also geared towards developing arrangements and interventions beyond the life of the NDC. MCI provides a framework in which the NDC and redevelopment work can continue in a way that is congruent with the Partnerships regeneration principles and activities. It is a mechanism in which to tie partners (Council, ALMO and developer) into the redevelopment process over the long

term. Under the MCI banner it recognises that this redevelopment is more than new housing, it is about wholesale regeneration. In addition, and more importantly, the NDC hopes at some point for funding to be made available to sustain this work.

Key dates since the consultation include:

- Invitation to Submit Outline Proposals (April 2005)
- Appointment of Bovis Homes, Keepmoat plc and Westbury Partnerships (BKW) – September 2005
- Stakeholder Project Board Established - December 2005
- Heads of Terms with BKW and Memorandum of Understanding with stakeholders – March 2006
- Masterplan Communication Events – June 2006
- Legal and financial close – August 2007

The legal documents have come into effect, all the commercial principles with the exception of overage are agreed. The final drafts of the legal documents are with the solicitors and planned legal meetings have been cancelled. Discussions have been taking place concerning overage. The council Cabinet approved the MCI in March 2007.

### ***Local Institutions involved in MCI through Masterplanning***

#### *Social landlords, other landlords*

Whitefriars, as the owner of 80% of the land and almost all the housing, wishes to overhaul its stock, alter the tenure balance and reduce its holding to a sustainable number of new and improved homes. Orbit, an RSL, is also involved in the masterplanning process through consultation mechanisms.

#### *Schools and colleges, LSC*

Henley College are on the Board of the NDC and therefore have had an important strategic decision-making and monitoring role, although they are not directly involved. The LEA has been consulted about the masterplanning process through various forums. The LEA has provided guidance on the educational implications of the decantment process, along with potential solutions. The WEHM area is a priority area for the LEA and therefore it has a keen interest in the MCI. Issues raised relate to low levels of educational attainment, attendance and exclusion of pupils from the area. There are three primary schools in the area, along with three secondary schools beyond the MCI area, one of which is seeking to become an Academy. Two of the primary schools are recently built and presently have vacancies. The LEA representative expresses a

concern that educational demand has not yet been considered in the masterplanning process.

#### *Police*

The Police are on the Board of the NDC and therefore have an important strategic decision-making and monitoring role. They have not been directly involved in the masterplanning but have been consulted. They view the MCI as one of the main mechanisms with which to address the social problems within the area. There is little consideration of the impact of decantment on crime levels in other parts of the city. There is also concern around the potential crime that accompanies building sites.

#### *Health authority, PCT, health centres/GPs*

The PCT are on the Board of the NDC and therefore have had an important strategic decision-making and monitoring role, although they have not been directly involved in the masterplanning process. The PCT has had very little involvement in the masterplanning process around issues of health provision. They do not consider this a problem at the moment but it will have an impact on local doctors during the re-build phase, and may place demands on other parts of the city through the decantment process. These issues are yet to be discussed.

#### *Job Centre Plus, employment and training initiatives, business groups*

Job Centre Plus are on the Board of the NDC and therefore have had an important strategic decision-making and monitoring role, although they have not been directly involved in the masterplanning process. Job Centre Plus is involved in the development of training programmes for local people to take advantage of construction opportunities. These are however at an early stage. There is an NDC business network in place which has been consulted by the Partnership. There is also a business representative on the Board. The business sector has been particularly keen to engage proposals for funding of the redevelopment of local industrial estates.

## **Funding**

Pump-priming for the masterplanning process has been derived mainly from the NDC, totalling around £3m, with additional support coming from Whitefriars and Coventry City Council. Non-cash contributions come in the form of land being supplied by Whitefriars (80%) and Coventry City Council (20%).

Total spend is expected to be £360m, the vast majority of which will come from developers (c.£300m). The items that the developers will need to pay for on a cash consideration basis are listed below:

- The acquisition of owner occupied properties, of which there are 200, identified on the map B (iii). This is to be paid when the land interest is passed to the developer. For the purposes of any modelling the base price of these properties should be at today's values. You should assume that the average value at January 2005 prices is £65,000 per unit;



- The costs of the CPO process including professional and administration fees estimated at £750,000. This is to be paid by the developer to the JVC in a lump sum at the latter of a confirmed CPO (s) or outline planning consent;
- Residents' moving compensation costs are estimated at £6.2m. This is to be paid initially by us but recovered from payments made by you on a pro rata basis as the individual interests are passed through to you;
- Compensation to retail unit occupiers are estimated at £1m if they need relocating. This is to be paid as and when relocation occurs; and
- Two commercial properties, a public house and dentist surgery. The consideration for these two interests will be the higher of market value at the point of transfer or [£    ].

Market research on demand is being undertaken by Savilles. Early evidence suggests that they are content with the rate of development and anticipated sale which the developer has proposed, which is around 200 to 300 per year.

There is a £20m deficit for Phase 2 of the project, but there is an expectation from all partners that housing receipts will cancel-out this deficit. Success in phase two is dependent on phase one: "Because if Phase one is successful Phase two will work – if phase one is not successful, despite it breaking even or working then we ain't got a deal on phase two, anyway unless we do physically come up with £23,000 000" (author's interview). There is an issue relating to phase two funding.

Presently there is a £23 million funding shortfall, representing 6.5% of the total costs of the scheme. The partners are confident that they will close this gap through a variety of mechanisms, including increases in property values and grant aid. Due to the timescales involved it is not yet possible for the partners to start negotiations. Moreover, there is an assumption that there will not need to be a significant increase in property values to close this gap. However, if phase one does not work this will have an obviously detrimental impact on phase two.

The net central subsidy has not been affected, but the allocation has gone down around half a million this year on last year. This relates to the government's regional emphasis on improvements in stock owning authority areas, coal mining areas and market renewal areas. The result is that the WEHM development is self-funded, by providing land to developers in return for social housing. In essence, the amount of mix that is desired by the council will not be met.

## **Challenges to Developers**

The process is embedded with incentives for developers, mainly around the overall cost of the initiative. There is the potential for challenges to the developer's plans but this will depend on their proposals, and how congruent they are with the objectives of service providers and NDC.

## **Resident involvement and Consultations**

Community groups and voluntary organisations are involved through a number of mechanisms, including board and masterplanning sub-group membership, along with being involved in the consultation process.

In 2006 Whitefriars undertook a consultation with residents around the broad themes of whether they wanted to stay in the community or leave, whether they are ambivalent about staying, and the types of property they would like to see in the area. The latest consultation involves a community involvement strategy for getting residents involved in the design and implementation of the scheme as it is taken through the planning process.

Around 200 homeowners in the Henley Green area are objecting to an element of the masterplan by submitting a Village Green application. There is presently an enquiry taking place to decide the application. If granted, this would have a detrimental effect on the viability of aspects of the scheme, but is unlikely to delay the process.

Residents are involved in the masterplanning process. Involvement works through membership of the relevant masterplanning groups by Board resident representatives. These are elected from their respective resident association (of which there is one for each neighbourhood). Residents are essentially Directors in the main vehicle taking forward the MCI. With the exception of one resident, all WEHM committee members are in favour of MCI and feel that they are directly involved in the management of the programme. BME groups are involved through the NDC's Unity Forum, which is consulted by the NDC around the masterplanning process. There is also a BME representative on the Board.

Our focus group with residents demonstrated that the vast majority are in favour of the scheme. Only one resident objected to the MCI, citing issues such as "gentrification and social engineering" (author's interview). This individual is from the Wood End area which will see greatest change. Residents from the Henley Green area, which will not be affected until far into the programme, are not very concerned with the impact of the MCI. A further split was between the truly institutionalised residents that have long been involved with the NDC, and those that have been less involved and who tended to take a lethargic view, believing that these things just happen and that they have little control over such processes. In general, these residents displayed a degree of ignorance with respect to the impact and long term implications of the MCI, both in terms of decantment and the greater mix.

## **Monitoring**

At the present time the main monitoring mechanisms have not yet been established. There is an expectation that in the short term there will be a reliance on NDC monitoring

arrangements (e.g. System K), supported by Whitefriars and the Council. The key indicators are the NDC's high level outcome targets:

<b>Outcome</b>	<b>Current Position</b>	<b>Target 2004 – 2005</b>	<b>Target 2005 – 2006</b>	<b>Target 2006 – 2007</b>	<b>Lifetime Outcome</b>
To increase the number of occupied premises in the area from 2,800 to 4,000 by 2011	2,800	2,800	2,900	2,100	4,000
To reduce the number of residents who think that poor quality or lack of parks or open spaces is a serious problem from 41% to 25% below the average for all NDC's	41% (MORI 2002)	40%	39%	39%	20%
To reduce the number of people who think that poor public transport is a serious problem from 13% to 10% below the average for NDC's	13% (MORI 2002)	12%	9%	9%	6%

Above is an example of the housing key indicators for the NDC. The majority of sources for the data derive from partner agencies such as Jobcentre Plus, West Midlands Police.

## **Commentary from Evaluation Team:**

### **i) Theory of Change**

The Coventry DP probably reflects the overarching TOC more closely than any of the other DP areas, perhaps because of the extensive preparatory work done as part of the NDC process, and the centrality of housing redevelopment in this primarily social housing area. Many of the core TOC aspects are fairly fully developed, including the links between employment and construction, improved connectivity with the wider labour market, and improvements to facilities and services. Community consultation has been long-run and extensive, in contrast to the more rapid approach necessitated by HMR funding in other areas.

The TOC is marked by a firm belief, apparently shared by many residents, that a transformational approach is needed, over and above conventional urban policy interventions. The lack of private housing in the area acts as a block to its revitalisation by market forces, and state intervention is needed to open up a market, as well as to stimulate it by making other improvements in the area. Conventional sources of public funding are insufficient to achieve this. The MCI in Coventry is heavily dependent on private sector investment and on the capacity of the local housing market to sustain this investment in the long term. It is interesting to note that the NDC Board rejected less radical plans for development as lacking financial viability. Development on a large scale is seen as essential both to providing a turnaround in the overall appearance and reputation of the area, and to generating sufficient receipts to enable major upgrading of facilities and services. There is an 'economy of scale' theory of change at work here.

A significant feature of the plans here is that, despite their advanced development, they do not articulate the notion of mix strongly in terms other than those of tenure. Income mix is assumed to follow from tenure mix, but there appears to be no explicit plan to mix household types or ethnicity. This may be pertinent, given wider concerns in the city about the concentration of minority ethnic groups in deprived inner city areas. Nor are issues relating to changes in service demand or the way in which services may need to be provided, strongly articulated.

## **ii) Key Research Questions**

### **Remedies:**

#### **Change Processes:**

- To what extent do better off residents use local facilities?
- Is the housing market sufficiently strong over a sustained period to maintain developer interest, generate sufficient receipts to enable the delivery of the entire programme, and provide sustainable owner-occupation with a mixed population in the longer term?
- Can social housing allocations can be managed across the city in order to ensure that the social housing in this area does not become residualised, within an overall mixed area.

### **Outcomes:**

- Whether low income residents benefit from direct measures to connect them to wider labour markets, or ultimately from ‘mix’ effects
- What outcomes are experienced by residents who choose not to return to the area?
- Does the area become more ethnically diverse as it becomes more socially mixed?

### iii) Proposed Evaluation Strategy

The evaluation strategy for this DP needs to recognise four key issues:

- Development is unlikely to start for a further year.
- This is a long term development, phased over twenty years. Potentially, effects on outcomes are likely to be gradual and difficult to attribute entirely to the actions of the DP.
- The DP relies on strong partnership working between a range of different agencies, each with their own targets and business plans. The DP is therefore a contingency-laden entity in which agencies work at different speeds over diverse time periods.
- The DP also relies on developments beyond its boundary, namely in terms of the provision of large scale social housing for decanting individuals. In turn, this relates to issues around supply and demand, including levels of in-migration into the city from other parts of the EU.

### iv) Process Issues

- The process of acquisition of owner-occupied properties, and its impact on the overall development programme.
- How the decanting process is managed, in tandem with the rebuild, in order to minimise disruption for tenants, avoid temporary problems with exodus to other areas, and not block social housing for others who need it in the city.
- Mechanisms for linking employment opportunities with the construction of mixed communities.
- The process of joint negotiation with three housing developers and RSLs, in order to deliver ‘tenure-blind’ developments (in management as well as design) in order to facilitate mix
- The management of the process, including co-ordination between different Council services. A new post is being created to fulfil a co-ordinating role.

### v) Bespoke strategy

Question	Approach
Developer confidence in WEHM area and funding implications	Interviews: <ul style="list-style-type: none"> <li>• DP project director (WEHM NDC) and projects teams of partners, including Whitefriars and Coventry City Council</li> </ul>

	<ul style="list-style-type: none"> <li>• Developers</li> </ul> <p>Documentary evidence</p> <ul style="list-style-type: none"> <li>• Project updates</li> <li>• Planning applications and building control records</li> <li>• Council Cabinet and overview and scrutiny reports</li> <li>• Partner annual plans and reviews</li> <li>• Developer business plans and reports to stakeholders</li> </ul>
Management of social housing allocations across Coventry	<p>Interviews:</p> <ul style="list-style-type: none"> <li>• DP project director (WEHM NDC)</li> <li>• Whitefriars</li> <li>• Coventry City Council (housing)</li> <li>• Coventry City Council (regeneration)</li> <li>• Coventry City Council (older people services, and children and young people services)</li> <li>• ABIs in other areas of Coventry</li> <li>• VCS groups in other areas</li> </ul> <p>Documentary evidence</p> <ul style="list-style-type: none"> <li>• Housing strategy</li> <li>• Annual plans and reviews of Coventry City Council (housing) and Whitefriars</li> <li>• Coventry-wide regeneration strategies</li> <li>• Council Cabinet and overview and scrutiny reports</li> </ul>
Will better off residents use local facilities?	<p>Interviews:</p> <ul style="list-style-type: none"> <li>• DP project director (WEHM NDC)</li> <li>• Coventry City Council (regeneration)</li> <li>• VCS groups in the areas</li> <li>• Residents in the area</li> <li>• Businesses in the area</li> </ul> <p>Documentary evidence</p> <ul style="list-style-type: none"> <li>• Annual plans and reviews of partners and developers</li> <li>• Council Cabinet and overview and scrutiny reports</li> </ul>