

Case Study: Burngreave, Sheffield

(DRAFT – NOT FOR CIRCULATION)

Contents

Introduction
The Area
Problems in the Area
Previous Interventions
Drivers of Deprivation
Demonstration Project Overview
Detail of Demonstration Project Plans
Commentary from Evaluation Team
Process Issues
Bespoke Evaluation Strategy

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 Burngreave 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. This 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 area for the MCI is defined by the Burngreave masterplan, which covers the Burngreave New Deal for Communities area and the Burngreave element of the Burngreave/Fir Vale Masterplan. All of this sits within the Burngreave ward, which is close to the city centre, and within reach of the Meadowhall retail centre.

The area's long-standing role in the housing market has been to house low income households and immigrants before they move on to other areas. There are significant levels of deprivation, with some SOAs in the top 1% of deprivation in the country.

There are 10,308 homes and 22,963 residents living within the Burngreave ward (Census 2001). Large Victorian and Edwardian properties are on the main road, and there are stocks of small and mid-size Victorian terraces, as well as social housing estates dating from the 1960s.

The population is ethnically diverse: about 15% of residents are of Pakistani origin, almost 10% African Caribbean and about 6% Black African (Census, 2001). The area has significant populations of Somalis and Yemenis and asylum seekers. For further census population data see spreadsheet 1.

NDC interventions in the area have accompanied declining levels of worklessness and increasing educational attainments. Nonetheless, the area continues to have problems when compared with city and national trends, particularly in terms of well-being and quality of life. There is also a poorly used district shopping centre.



Existing retail offer

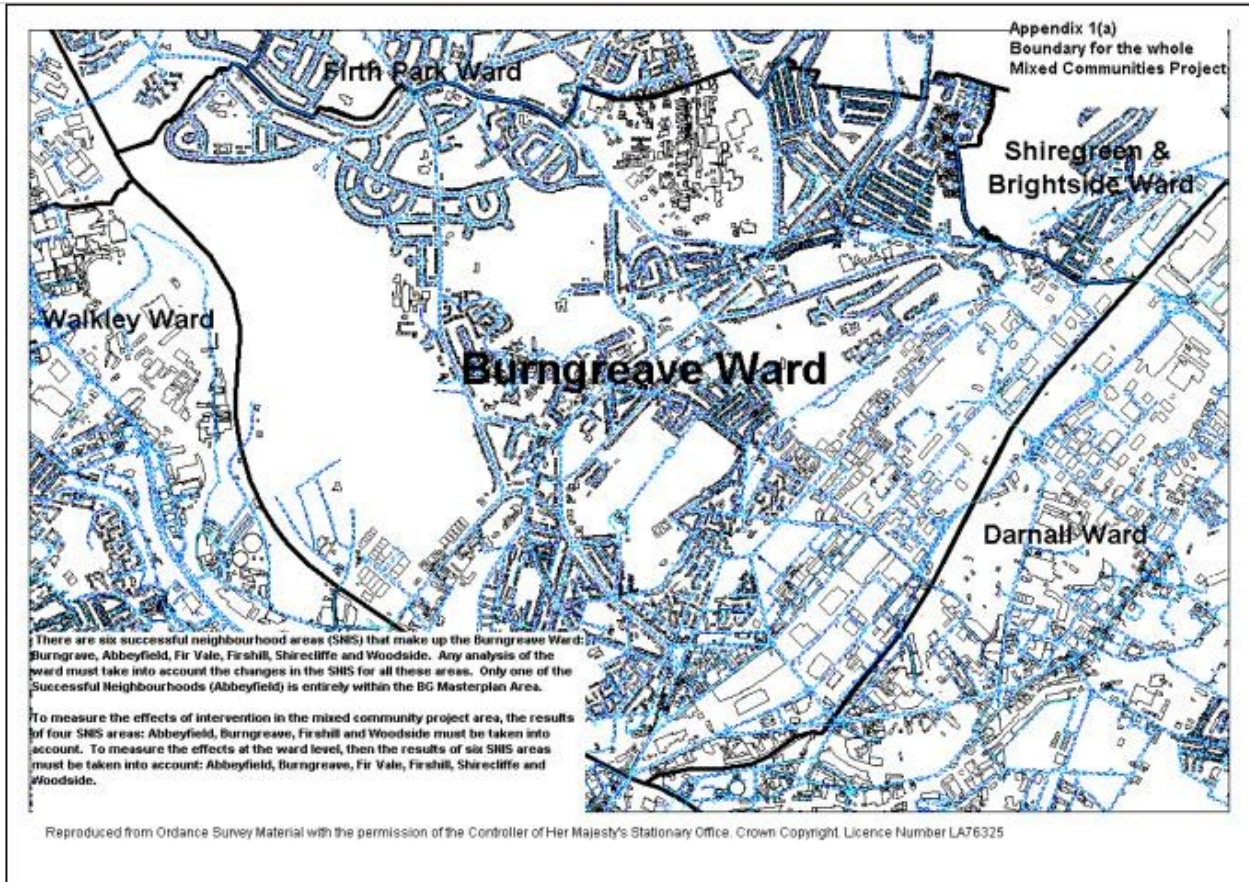


Disused garage, potential plans for an indoor market

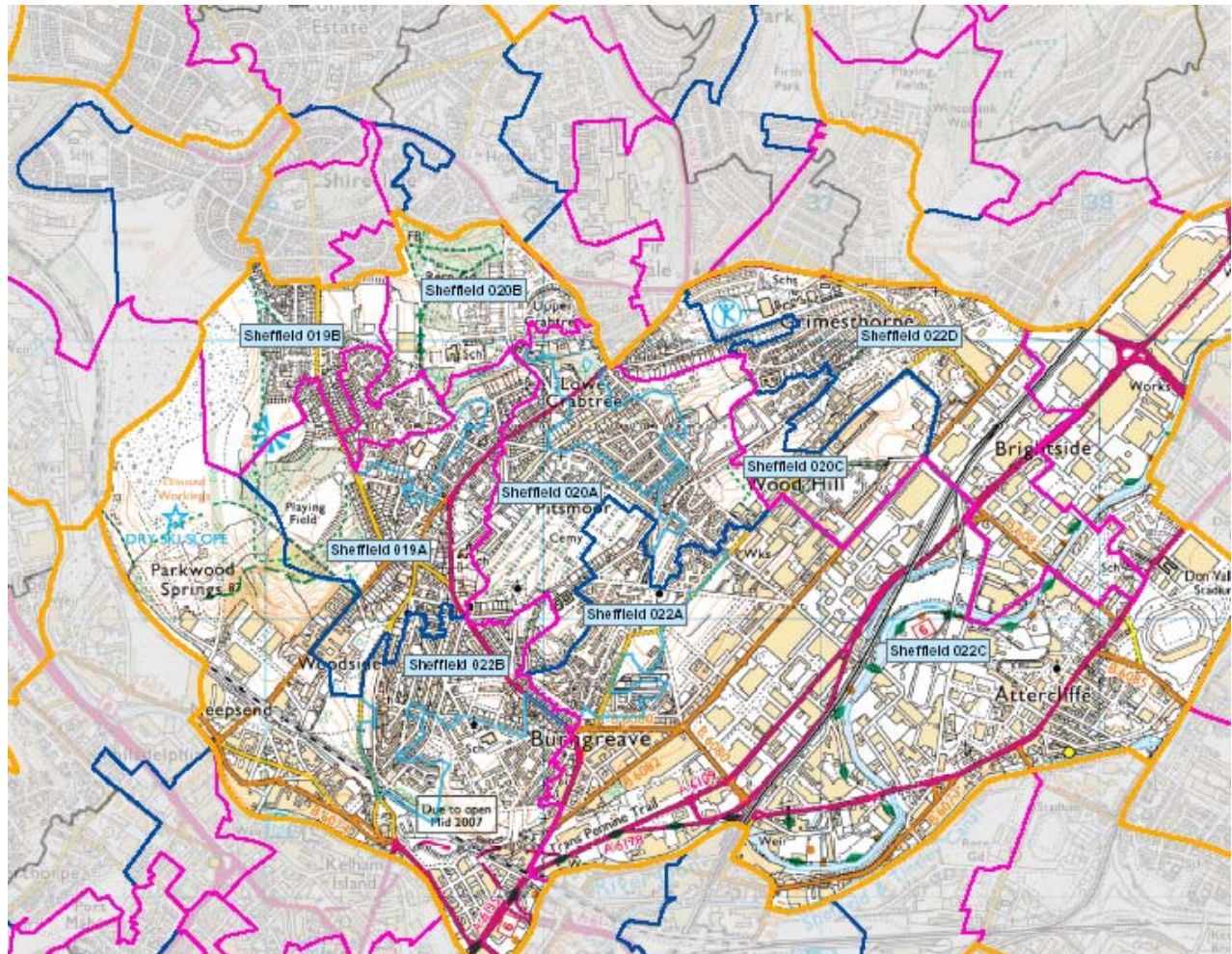


Redevelopment of Vestry Hall

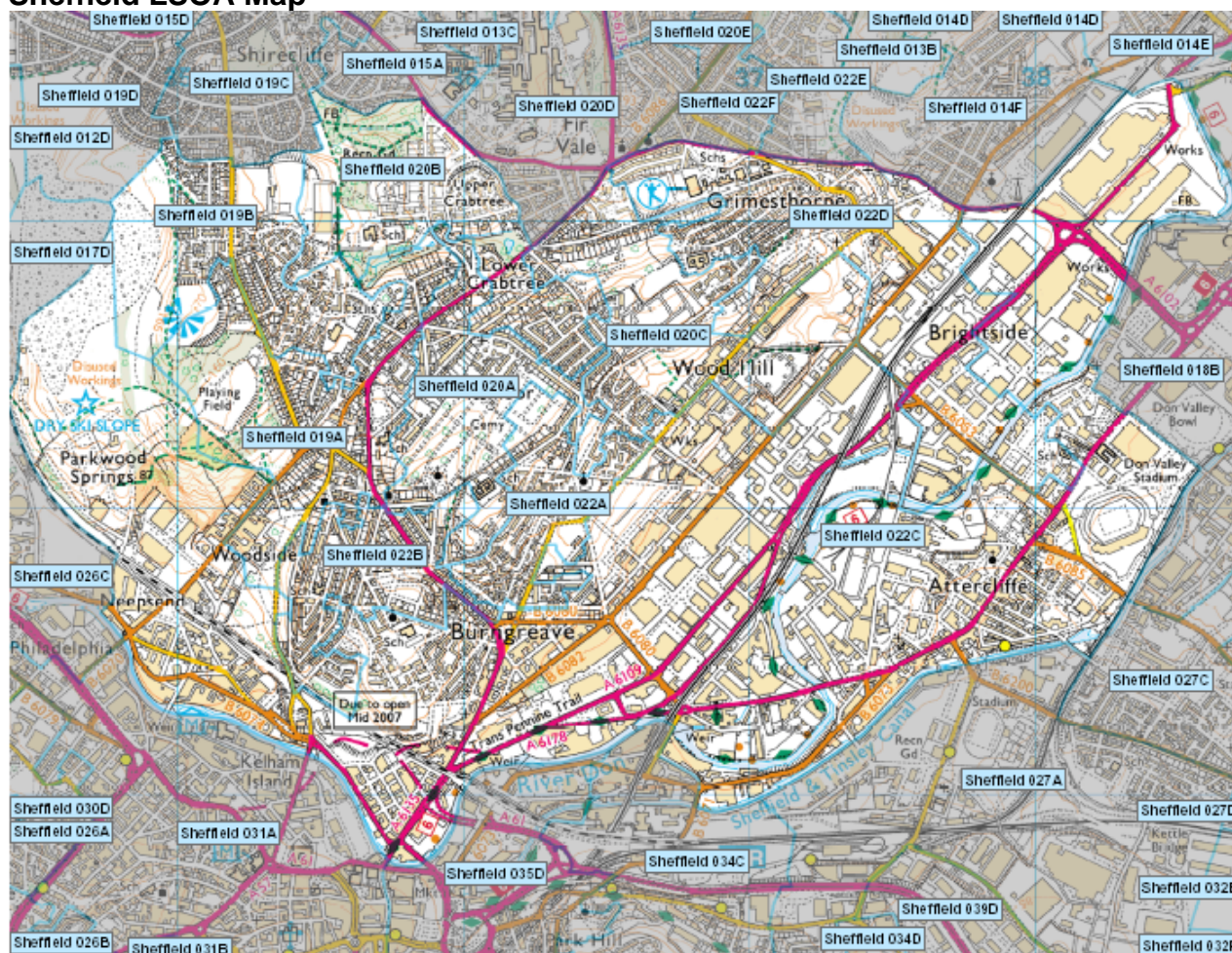
Map of area



Sheffield Demonstration Project SOA's



Sheffield LSOA Map



Problems in the Area

The sections below outline the problems which the area suffers from at the base line stage.

The area contains concentrations of super output areas within the 1% most deprived areas in England:

Indices of Deprivation 2004					
Domain	NDC Area	Ranks between [lower rank]	and	[upper rank]	SAO
Index of Multiple Deprivation	57.86	1,163		1,164	10 % most deprived
Employment	0.29	897		898	10 % most deprived
Income	0.44	770		771	10 % most deprived
Health and disability	1.45	1,836		1,837	10 % most deprived
Education, training and skills	44.76	4,118		4,119	20 % most deprived
Crime	1.04	3,615		3,616	20 % most deprived

Barriers to Housing and Services	27	9,544		9,545	30 % most deprived
Living Environment	38.16	567		568	20 % most deprived

Housing

Burngreave has a high proportion of social housing and rented housing stock. The tenure mix in Burngreave ward is 42% council rented, while 41% is owner occupation, with the remainder privately rented. Demand for housing has increased following demolitions, increases in properties meeting decent home standards and the regeneration activities of the NDC and HMR. There is also a need for an extra 400 homes per year in the city which is not presently being met. A main concern for residents is the shortage of council properties and fears that they will be priced out of the area:

“The houses here are 3/4 times more than people can afford. There are not enough houses in Burngreave available it’s a peripatetic area with some large families, now the housing stock has gone up in price there is nowhere that people can afford so where do people go?”

“There is a mixture eg people on Skinnerthorpe want better housing but they also want to stay. There is nowhere for people to move to as private homes are too expensive now and all the other social housing is full. People are waiting for homes to be built but don’t know what the cost will be.”

Environment

Burngreave has the poorest performing district shopping centre in the city with the lowest level of retail floor space (2000m²). Only 7% of people in the area currently use the shops at Spittle Hill and despite the large amount of through traffic, little passing trade is captured. Reasons for this include a poor range of shops and an unattractive local environment.

Burngreave is situated close to the city centre but many stakeholders cite a lack of connectivity with the centre and other parts of the city. As part of the redevelopment of this part of the city a new road development aims to decrease congestion within Spittle Hill, and increase connectivity.

Overall, most interviewed residents felt that improvements had been made to the environment, however green spaces were identified as an aspect requiring further improvement:

“the green spaces do feel neglected and there are issues around getting things done. It feels like less council effort is put into Burngreave”

Crime and anti-social behaviour

Key feature of crime in the area include:

- 82.5% of residents consider crime to be a 'problem' within the area (NDC Household Survey, 2004)
- At night 70.2% of residents feel 'unsafe' when out alone 37.5% feel 'unsafe' alone at home (NDC Household Survey, 2004)
- Burngreave crime rate is 136.0 per 1000 of population compared with a City average of 102.1 per 1000 of population?

Local residents did not cite fear of crime as a key issue, with several viewing fear of crime as coming from people living outside the area.

"I've never had any problems with safety here, other people are wary about going out but it's an impression from outside I think."

"A lot has been tackled. There was a drug problem and we were a crime hotspot but its now down to city average I think."

Some problems relating to crime were identified.

"Law and order compared with 96/ 97 is better but we need to do more. Like the other day all the bus shelters had been broken."

Worklessness

Levels of worklessness in the area have fallen in line with city and national trends. For further data see spreadsheet 6. Residents identified only having access to low paid jobs as a primary issue for Burngreave residents:

"The main problem is that jobs for local people are all at lowest rates of pay, all better paid jobs are taken by people from outside. There needs to be the opportunity for people to get work that isn't the lowest paid."

Worklessness Theme	
Indicator	NDC area
Worklessness rate, 1999	30.5
Worklessness rate, 2001	27.7
Worklessness rate, 2002	26.6
Worklessness rate, 2003	26.5
Unemployment rate, 1999	15.4
Unemployment rate, 2001	13
Unemployment rate, 2002	11.6

Educational attainment

The area has experienced increases in educational attainment over the recent years. Currently students score slightly below average at key stage two, and at GCSE students have an average points score of 286 compared with the England average of 349.

Attainment by pupils from minority ethnic/BME backgrounds has improved at a faster rate than the city average for this group. There is a need to secure additional primary school places within Burngreave to ensure the 400 new households are able to school their children locally. The LEA has acquired funding to build a new school or to extend the existing schools through a Mixed Communities approach. Funding is being acquired from the Primary Capital Schools Programme. For further education data see spreadsheet 4

Education Theme	
Indicator	NDC area
KS2 Level 4, English, 2002	40.8
KS2 Level 4, English, 2003	51.2
KS2 Level 4, Maths, 2002	42.3
KS2 Level 4, Maths, 2003	48.8
KS3 Level 5, English, 2002	43.3
KS3 Level 5, English, 2003	38.3
KS3 Level 5, Maths, 2002	34.6
KS3 Level 5, Maths, 2003	44.5
KS3 Level 5, Science, 2002	37.3
KS3 Level 5, Science, 2003	39.8
5 or more GCSEs A*-C, 2002	26.2
5 or more GCSEs A*-C, 2003	21.4
Staying on in school, 2001	48.2
Staying on in school, 2002	54.3
Admissions to HE, 2001	15.8
Admissions to HE, 2002	19.9
Admissions to HE, 2003	14.4

Health

A number of health issues are particularly prevalent in the area:

- Conceptions under 18 years (a rate per 1,000 of 103.1 compared to 50.7 in Sheffield)
- Low birthweight babies <2,500g (a rate per 1,000 of 15.2 compared to 9.1 in Sheffield)
- Overall life expectancy at birth (74.6yrs compared to 78yrs in Sheffield)
- Female life expectancy at birth (75.1yrs compared to 80.1yrs in Sheffield)
- Children age 0-4 in households claiming income support (40.1% compared to 19.4% in Sheffield)
- A&E Attendances age 65+ (a rate per 100,000 of 38507 compared to 23458 in Sheffield)
- Emergency admissions to hospital (a rate per 100,000 of 11458 compared to 8522 in Sheffield). This is also the case for emergency admissions in the elderly (65+) and young (<18).
- Admissions to hospital for:
 - All Mental Health (a rate per 100,000 of 365.4 compared to 184 in Sheffield)
 - All Asthma (a rate per 100,000 of 222 compared to 143 in Sheffield)

Emergency Chronic Diseases (a rate per 100,000 of 1809 compared to 1431 in Sheffield)

Emergency CHD (a rate per 100,000 of 503 compared to 382.9 in Sheffield)

- Mental Health 1st Outpatient Attendances (a rate per 100,000 of 624 compared to 441 in Sheffield)

For additional data see spreadsheet 5.

Do the problems of the area affect the life chances of people in the area?

There is broad understanding from all stakeholders that the life chances of people are inextricably linked to the area. Important issues include the lack of connectivity of residents to sites of employment, the poorly performing local economy, and poverty amongst a diverse range of groups. These factors relate to the inability of local residents to purchase homes. 'Poverty and lack of opportunity' were the main issues for residents who were interviewed.

Area reputation

As with many deprived areas the area has a poor external image. Residents seemed fairly positive about the area and felt that the bad reputation was a label from outside. It is perceived as an area where new arrivals to the city first start out. However, this reputation is changing as other parts of the city increasingly recognise the progress that is being made in the area. This is cited as a facilitating condition that will help in attracting different communities to the area.

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

As with many deprived areas within the city extra levels of resources are provided through special funding measures, typically ABIs. Examples within Burngreave include the extra support through HMR funding by the city council. Beyond this no extra resources are provided through mainstream funding.

Previous Interventions

The Burngreave area has a recent history of attracting ABI funding. Burngreave has been in receipt of SRB Round 4 funding. This was used to support Burngreave Community Action Trust (BCAT) in capacity-building. The area also forms part of the objective one for South Yorkshire. Housing has received considerable amounts of investment over a number of decades. The most recent of which was priority estates funding.

Burngreave is contained within an HMR Pathfinder programme. In conjunction with NDC funding this has helped in demolishing 500 Council properties in the last 3 years. This has reduced the overall number of houses in the area, resulting in increasing house

prices. There has also been an increase in social housing demand because of the decrease in the total stock.

The main programme in the area is the Burngreave New Deal for Communities. Key projects in relation to housing include:

- The Home Owners Maintenance Scheme provides small grants, free external property surveys and maintenance advice to owner-occupiers to enable them to improve and maintain their own homes.
- BNDfC funded the demolition of blocks of flats on Woodside in return for a share in the land value and/or future development plans and to ensure the site didn't deteriorate into a health and safety hazard.
- Facelifts of properties in areas which are visible from main routes through Burngreave in order to generate a sense of pride in the area and increase property values.
- Important achievements include:
 - 128 properties benefiting from the Home Maintenance Scheme
 - 398 properties demolished at Woodside
 - 127 properties improved through an exterior facelift
 - Housing Market Renewal and Housing Corporation funding secured for future property improvements and developments.

The city has also been awarded NRF. A total of £9.58m per annum for years 4 and 5 has been allocated for the themed activities and the Local Action Areas. A total of 158 projects are funded through NRF for 2004/06. NRF has been used to bring together various programmes with a detailed action plan, 'Burngreave Area Plan'.

Drivers of Deprivation

Demolition of housing in the area has reduced the levels of poor housing. Remaining housing has been subject to the decent homes standard. However, movement up the housing market often entails leaving the area, partly because of insufficient accommodation. A recent trend has been the dramatic increase in local house prices as a result of the general improvement of the area and people's changing perceptions. Concerns are being raised at the loss of affordable homes for poorer sections of the community. Demolitions have also reduced the number of social houses in the area.

The overall strategic vision of the Council is to have successful neighbourhoods that contribute to a competitive city. This is an important driving force in the MCI:

"In order for people in Sheffield to be successful the city needs to be successful, it needs to know its place within city hierarchies, not just nationally but internationally as well. It needs to be able to compete in terms of business, it needs to attract people to the city, it

needs to attract jobs, it needs to attract income, and that's part of delivering Mixed Communities within neighbourhoods."

There is currently a poorly performing local economy that attracts few investors and customers, and produces little employment. Such processes are compounded by lack of connectivity with the city centre and other parts of the city. A key concern relates to the Spittle Hill retail centre, which attracts few customers, has a poor range of shops and is within an area subject to traffic congestion.

Service improvements outside the MCI initiative

A number of service improvements and interventions are part of the NDC programme:

- The New Deal Police Team consisting of five officers provides a community policing service in addition to the mainstream police resources.
- The Safer Home Scheme has provided security measures so that local residents feel safe and secure in their homes. These include burglar alarms, smoke alarms, door locks, window locks, chains, spy holes, doorframe strengthening and alley gates.
- The Anti-Social Behaviour Team for Burngreave has been established in response to reports of neighbour nuisance. It provides a range of interventions from arranging mediation to applying for Acceptable Behaviour Contracts and Anti-Social Behaviour Orders.
- The Community Wardens Scheme is now at work in the area. The wardens act as the "eyes and ears" of the community and provide informal patrols, a walking bus service to primary schools, help keep parks and green spaces clean and safe to play. They also report issues such as litter, nuisance and dumping.
- The Spittle Hill CCTV scheme installed six cameras in and around this main corridor into Burngreave, acting as a deterrent to serious crime and encouraging increased use of local shops. Main achievements:
 - 190 street lights were improved/installed
 - 170 homes were fitted with additional security
 - 8 local residents employed as community wardens
 - 6 CCTV cameras were installed
 - 5 additional police officers were employed

A Sure Start programme is in operation in the area (Spittle Hill) and Burngreave is also one of the four areas in the city where the city's Health and Wellbeing Partnership has proposed the development of a business case based and substantially enhanced public health programme as part of Sheffield's Local Area Agreement.

Catch the Drift and the Cellar Space projects work with young local people not attending school and four Community Education Co-ordinators work across seven schools to create adult education and family learning opportunities for parents. Over 30 courses and nine

fun days have involved 1,048 participants. An agreement with the Local Education Authority has been set up to support the development of school-based projects to provide additional bi-lingual classroom assistants, support for young people in danger of exclusion, breakfast clubs, teaching of community languages, an awards celebration and extended use of the schools by parents and the community. BNDfC has supported seven school based projects: After School and Breakfast Clubs, Primary School Half Term and Weekend Clubs, Raising achievement and reducing exclusion, Language learning, Community Education Coordinators, Celebration of Success and Bilingual Teaching Assistants.

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

Interviews with public sector stakeholders suggest that public services are not presently having a detrimental impact on the area. There is recognition of the lack of extra provision given to the area in the past, but the NDC programme is viewed as having helped to resolve such issues through support for service providers:

“The NDC didn’t do all the physical stuff up front. We spent three to four years investing in public services. We’ve taken a lot of flak politically because we are a community-led organisation, we’ve moved out of the council but we still insisted that we bought into police, council, PCT, Jobcentre services because when we go they’re going to be here. So we got the services right so that when we’re developing the buildings there’s a sound foundation to work on.”

In a broader context it is important to situate this within the context of limited resources of the Council (given their issues with servicing debts), along with the major restructuring of the PCT.

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?

Burngreave is one of Sheffield's most culturally diverse neighbourhoods. 43% of the population in Burngreave is from an ethnic group other than white. Some 15% of the population is of Pakistani origin, almost 10% are Afro Caribbean and about 6% are Black Africans. For further population data see spreadsheet 1. The area also has significant populations of Somalis and Yemenis and numbers of asylum seekers. Residents interviewed viewed the diversity positively:

“This is a very multi cultural area with really good relations, everyone has been taking part, Pakistani’s, Somali’s Caribbean’s, Yemeni’s, new communities from Eastern Europe, Iraq, Iran. The new communities need a lot more help than the more settled communities who are more a part of Burngreave.”

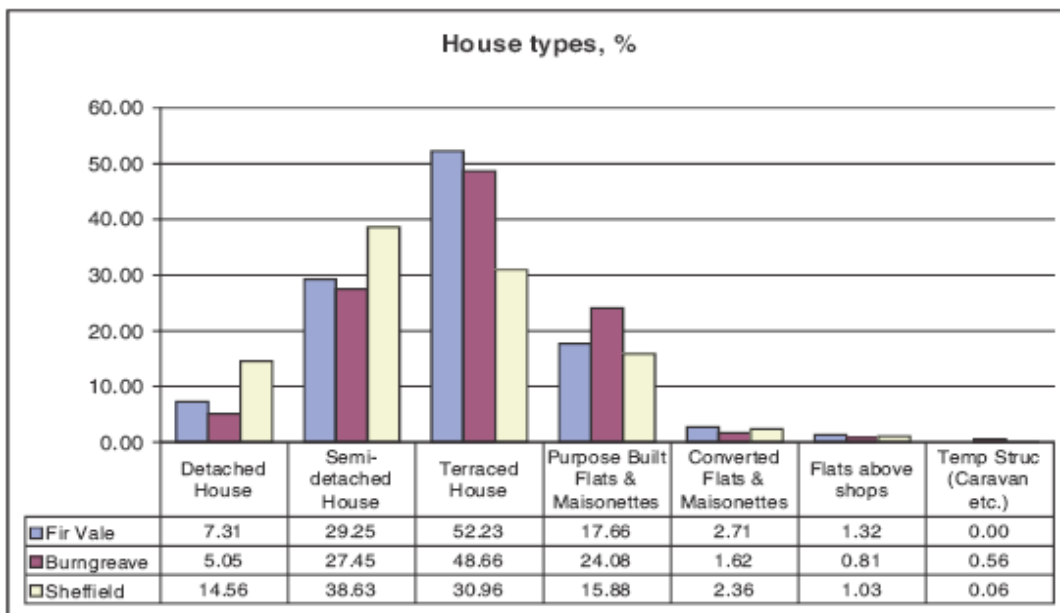
“Burngreave has a good cultural mix and is more tolerant than other areas.”

Housing Trends

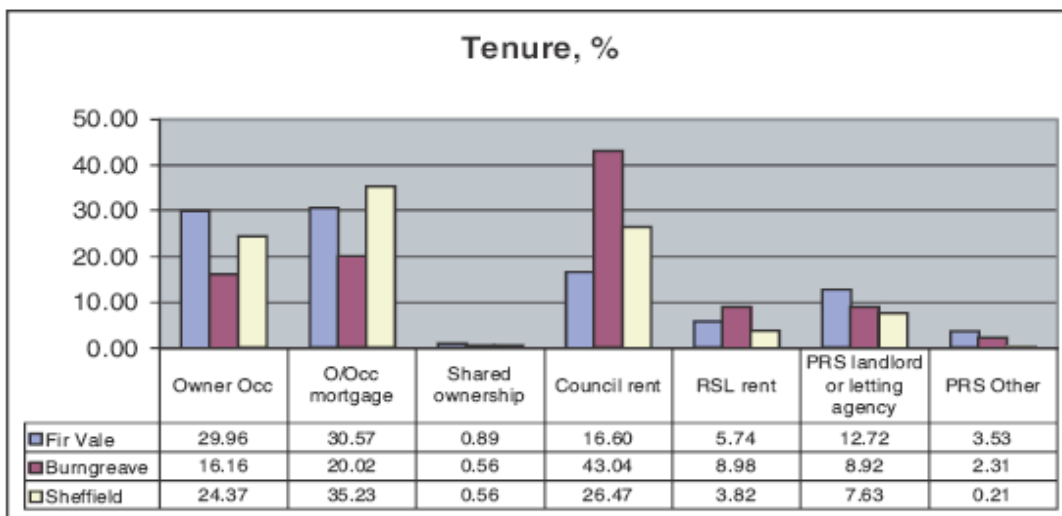
The area's role in the housing market has been one of accommodating deprived communities and immigrants. Movement up the housing market often entails leaving the area, partly because of insufficient accommodation. A recent trend has been the dramatic increase in house prices as a result of the general improvement of the area and people's changing perceptions. Concerns are being raised at the loss of affordable homes for poorer sections of the community. Demolitions have also reduced the number of social houses in the area.

Key features of housing in the area include:

- Around 42% of tenure is council rented, while 41% is owner occupation
- Almost 40% of the population live in single person households and another 12% of households consist of a lone parent with one or more children.



Based on the 2002 Private Sector Condition Survey and 2001 Census data



Based on the 2002 Private Sector Condition Survey and 2001 Census data

Demonstration Project overview

The Boundary for the whole Mixed Communities project is within the Burngreave Ward, but the impact of the mixed community programme will be considered across the ward boundaries. There are 10,308 homes and 22,963 residents living within the Burngreave ward (Census 2001). The MCI works through the 'Burngreave Masterplan' boundary. This includes the Burngreave New Deal for Communities area and the Burngreave element of the Burngreave/Fir Vale Masterplan. This area will be where the council and partners will deliver the MCI. A particularly important partner is the NDC which has provided resources and funding for the MCI.

The project focuses on improving local schools, retail and leisure facilities and improving access to city employment opportunities. The Mixed Community project will oversee the physical development of more than 400 new homes, with 75% for open market sale and around 20-15% as affordable homes, and improvement of the Spittle Hill retail centre. This will be supported by a range of service programmes for existing and future communities. The MCI is viewed as a framework in which these processes can occur. It will offer the possibility of joining-up changes to council services. An example of this is the children's and young people's service being situated within the framework of service districts. A further example is the alignment of its housing and regeneration activity with community care services into a Neighbourhoods and Community Care Directorate.

Detail of Demonstration Project Plans

The MCI has a relatively small housing component. It plans to build just 400+ new homes on four cleared sites with 75% for open market sale and 20-15% as affordable homes. For the Woodside and Ellesmere sites there is a commitment to 15% affordable homes because the council requires greater capital returns, although within a context of still making a loss. The sites for these new homes have been created from demolition of Council homes:

- St Catherine's Street - plans for demolition and new build on three sides of a park with green space in the middle. The properties are still being acquired and the developer is not yet appointed. The new development will provide homes for sale, for rent and for affordable sale: Affordable rent = 14 units; Affordable sale = 14 units; Homes for sale on the open market = 17 units. The properties for affordable sale and for social rent will be built and managed by Arches Housing Ltd, using funding from the Housing Corporation.
- Woodside -creation of up to 350 family homes and apartments. There will be a mix of affordable and inspirational housing, including conversion of the former Pye Bank School into landmark apartments. A million pounds was spent on demolition of properties on the site. Private Developers will be selected through Sheffield City Council developer panel.

- Spittle Hill & Ellesmere - transforming the current poorly performing retail centre into a successful multi-cultural District Centre by creating a new food store and indoor market; restoring listed and landmark buildings; replacing some of the poorest quality buildings with new build; creating a new employment zone and community resources, building new family houses and flats. This includes the site of the former Ellesmere Elderly Persons Unit.

These sites are owned by the council. In terms of progress, the market brief will be released for Woodside in the first period of 2007, while there are no market briefs yet developed for Catherine Street and Ellesmere. Individuals within the council suggest that they are not seeking to develop the land all at once as the market will be unable to absorb supply. An alternative perspective is one in which the council has few resources to develop these sites, and requires private sector support.

Homes will be provided that local people will aspire to live in. This fits within a council objective in which “the overall vision and purpose is around, “creating successful neighbourhoods that add to the offer for a competitive city”. The focus on neighbourhoods represents the aims of increasing the density of housing towards the neighbourhood centre, so that it is a “thriving and bustling place” with strong public transport activity, and with concentrated hubs, services and buildings that the council and its partners may operate.

The overheating of the housing market in some other parts of the city, along with the investment that has gone into the area from NDC, presents an opportunity for this area to gain popularity, and there is interest from developers. With the widespread demolition of housing in the area there has been a further increase in demand. There are now demand pressures, particularly on family accommodation, three-, four- and five-bed accommodation is in short supply in Burngreave. The MCI will help deliver this, but will also encompass opportunities for people to move both into and up the housing ladder.

However, there are some 5,000 homes in the Burngreave ward, so this building programme covers less than 10% of the properties. The Council and the NDC, who are the lead partners in the MCI, emphasise that the programme is not all about short term housing delivery. Other important aspects include economic development, training and employment, to benefit existing residents and to bring in new people with more spending power. Redevelopment of the district centre is viewed as essential, along with improving the skills and aspirations of local people. Public sector funding for all these elements is not yet in place however, and receipts from developers (both for housing and commercial sites) will be critical. There has already been a reduction in the commitment to affordable housing on one site, in order to secure adequate capital receipts.

There are currently no mechanisms other than house price and design which are designed to control mix in the short or long term.

Displacement of existing residents

A number of sites have been cleared, including 400 flats in tower blocks on Woodside, an old people's home close to shops, and properties on Catherine Street. Some residents

moved on when the flats were demolished, whilst owner occupiers were offered compensation and council accommodation. A resident charter has been developed. Decanted residents have been given priority when they are bidding for homes, so that they will be top of the list on the choice-based lettings system.

The Council is now working on acquiring and demolishing owner-occupied properties and ones that are held by private tenants. They will be offered compensation and council accommodation. Those who want to remain owner-occupiers will be offered joint equity. They do not have to pay rent on the equity share, nor do they have to pay interest on this on an ongoing basis. When the property changes hands the council will revalue the property and split the proceeds.

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

The number of new homes is relatively small compared with the overall number in Burngreave. There is the feeling among some sections of the community that this will contribute to the gentrification of the area. Burngreave had a twenty-five percent increase in house prices in 2006. Service providers express some concern that this process will compound broader trends around a shortage of family accommodation in the city, and reduction in social housing. There is also the role of the NDC programme in bringing about improvements to the area. For the local authority there is an understanding that the proposed redevelopments are small in number, and can therefore have positive externalities on the local community and economy.

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 is an understanding that the MCI is a long term process, and that such processes will develop over a far longer term:

“Obviously you’ve got to deliver the overall offer for a neighbourhood, which involves schools, which involves work and access to work, which involves a thriving district centre or local shopping centre, involves quality housing that people want to live in. And is, essentially, a Mixed Community where people live side by side with each other, you know, and with a variety of mixed incomes in that. And that doesn’t come from just quick building programs.”

A key approach for the council is the idea of neighbourhood centres where a broad range of services and products are provided to diverse communities. This provides the arena in which different communities can come together to interact.

Housing changes to date

As part of the Housing Market Renewal (HMR) restructuring programme, over 500 Council properties have been demolished in the last 3 years. Burngreave has already made progress through the integration of NDC funding and the HMR Pathfinder

programme. An NRF contribution is tying together the major programmes with a detailed action plan set out in the Burngreave Area Plan.

Decent Homes funding has significantly improved the public sector stock alongside the private sector improvements brought about by Housing Market Renewal. The area is within the HMR area for Sheffield, leading to major improvement throughout the area with regard to the standard of housing. There have been major facelifts on eight or nine of the major roads throughout the area and there has also been major investment in the decent homes standard.

Observable Service Changes

The MCI places a strong emphasis on service changes. This was reflected across a range of interviews:

“And I think the key thing for us in an area like Burngreave is that there’s much more work to do to get everybody above the poverty line. And it won’t happen if we just displace people. What Mixed Communities does is give an extra lever to the area in terms of the investment such as in schools. We have put in Mixed Communities about the fact that forty percent of kids go out of this area to school because there isn’t the provision and the standard of education isn’t high enough. So if we’re going to have the housing working we’ve got to have the schools responding to the type of families who want to live in the area.”

One element of this is the request for freedoms and flexibilities around retaining stamp duty for new properties. This would be used to help support neighbourhood management arrangements within the area.

“But, actually, it’s a way of saying, you know, this local community has been part of raising values, it’s gone through the pain, it’s gone through the difficult demolitions, it’s coming out the other side. It’s raised the profile of the area in terms of the city and it’s also raised investment potential, so why not benefit from some of that? And retaining stamp duty for those properties that have been built as part of the Mixed Communities program that could pay for five years of concerted approach on neighbourhood arrangements for the neighbourhood side of it. And we’d look at a similar arrangement for the businesses.”

Plans for economic development

Important aspects include economic development, training and employment. “We’re making people be better citizens, or more economically active citizens, and we’re bringing new opportunities in and new people with spending power”. Hence, redevelopment of the district centre is viewed as paramount to mixed communities, along with improving the skills and aspirations of local people. One of the major aspects of the district centre is in terms of changing people’s perceptions of the area but also changing the offer that the area gives to local residents and outsiders. The partners are wary of previous failings and are seeking to address these through greater engagement between employers and local residents:

“What we’ve got to make sure that we don’t miss out in terms of like previous examples where, you know, you attract big business and that doesn’t filter down to the local communities. We have very clear connections between local communities and jobs.”

The programme will build upon a construction job-match program which has been successful in helping hundreds of trainees. This forms part of the Housing Market Renewal and Decent Homes program.

A further element is the development of new workspaces in the district centre. This is to be supported by LEGI funding for the city (£17m). The fund will also be used around extended schools, and around matching businesses to business opportunities.

The main regeneration activities within the area work through the NDC. The main physical regeneration activity is the transformation of Spittle Hill retail centre. This involves:

- The community Learning Centre in the restored Vestry Hall
- Improvement of Sorby House for offices (starting in early 2006)
- A new supermarket
- The park area at the top of the street of shops to be improved with hard surface areas that could be used for a market
- An empty garage site will potentially be acquired for an indoor market area.

The planned supermarket in Spittle hill follows strict design guidance to ensure accessibility. The main entrance to the store has to be at the street level on Spittle Hill with a plaza as the design feature in front of it to attract people on to Spittle Hill. It will be a raised store, on stilts, with car parking underneath, which will add to much needed car parking within the district centre.

Plans to improve transport links

The Burngreave transport plan will improve the connectivity of Burngreave and its residents with the rest of the city. A new inner ring is to be completed in 2007 that will reduce congestion in Spittle Hill.

Plans to improve health

Through the Healthier Communities section of the city’s Local Area Agreement (LAA) a targeted approach has developed to improve the health of the communities in the city. Action is being under in the poorest health areas led by the Sheffield First Health and Well-being Partnership (SFHW). In order to close the gap in health and well-being between Burngreave and the city average, the city’s public sector partners are working with the voluntary, community and faith sector through the SFHW partnership to develop and deliver an Enhanced Public Health Program for the area as part of the city’s LAA.

In Burngreave this work is being further enhanced through a partnership between Burngreave New Deal for Communities and North Sheffield Primary Care Trust who are working to develop an ambitious programme, Advancing Together for a Healthier

Burngreave, to improve and tackle the health inequalities the area faces. It proposes interventions focusing on those with existing long term conditions such as diabetes and on groups, who may be at a risk of illness such as coronary heart disease in the near future. It consists of building on existing clinical and community work. The programme will narrow the health inequalities gap tackling the killer diseases of diabetes, heart disease, respiratory illness and cancer through improved case management, treatment, prevention and education programmes. This will be achieved by a range of staff delivering health programmes with GPs, specialists, community staff and other grassroots initiatives. It will build the confidence of people and local services to self manage health problems and to intervene early in health problems to ensure that prompt and appropriate treatment is delivered.

Plans to address crime

There are presently community policing teams and neighbourhood wardens working in the area. Their main role is:

- To reduce crime, the fear of crime and disorder generally in Burngreave
- To increase ethnic minority communities trust and confidence in the Police

The New Deal Anti-Social Behaviour Team - The ASB project has been managed by Sheffield Homes and the aims were:

- To increase the trust between police, other agencies and the community
- To ensure an approach that is driven by the community, building residents' awareness and understanding of decision making and improving access to information about ASB
- To work in consultation with community stakeholders
- To engage in collaborative and partnership working arrangements
- To celebrate community achievements

New Deal Community Wardens Project - The aims are of the project are:

- To assist in reducing levels of crime to an average which is lower than the city or region average
- To reduce crime and the fear of crime and the number of those feeling unsafe walking around Burngreave
- To improve the quality of life for people living in the area
- To increase trust between the community and a range of other agencies, particularly the Police
- To improve the level of satisfaction with the general appearance of the area
- To develop the level of community engagement and strengthen community spirit

Plans to improve public space

The Action Plan for the improvement of parks and open spaces has been completed along with improvements to Grimesthorpe Allotments, the play area in Abbeyfield Park and Pitsmoor Adventure Playground. 190 street lights have been installed/improved in response to residents' concerns about safety in poorly lit isolated areas.

The street cleaning team in Burngreave was expanded from four to twelve with the employment of eight local people in response to resident concerns about the cleanliness of the local environment. 95% of businesses on Spittle Hill have benefited from the provision of skips and subsequent waste management contracts, reducing the build up of unsightly waste in and around the shopping area.

The Security and Environment Grants for Spittle Hill have been very successful with over 50 grants being awarded. This has provided new shop fronts and security measures including security shutters and alarms.

Plans for improvements to education

There is no evidence of significant involvement from local schools, but the LEA has acquired funding through the Primary Schools Capital Programme. The bid was tied into the concept of the MCI.

There are currently no plans for preventive services in place or planned to support at risk families.

How do service improvements support mixed communities

Significant levels of service improvement have taken place through the NDC. This is at a level where partners believe that service improvements have made a notable difference to the area. It should be noted that the concept of the mixed community is believed to “give an extra lever to the area in terms of the investment” in services. Examples of this include the funding acquired for school provision. This will provide a mechanism through which service improvements can then support mixed communities by providing services desired by families moving into the area. Services will also be able to support the transition of workless individuals into employment, through training initiatives and developments in the district centre.

What measures are taken to attract jobs into the area or connect residents to job opportunities in the wider labour market?

There are a range of NDC projects specifically geared towards social and economic regeneration:

- Burngreave JobNet is a local employment information and career guidance centre supporting local residents to access jobs and training opportunities.
- The Business Enterprise Champion works with local residents and companies to assist in the development of new business start-ups and the expansion of existing businesses respectively.
- BNDfC NETT is a low cost driving school offering affordable driving lessons to Burngreave residents so that they can get driving licences and improve their chances of getting jobs. The project is also encouraging local people to train and get employment in the transport sector.

- BNDfC Intermediate Labour Market provides local people with training and work experience, enabling them to develop the skills required to secure full time employment.
- The Burngreave Construction Initiative provides local residents with training and employment opportunities in the construction industry.
- The Language Support Agency was set up to offer training to local people in multilingual interpretation and translation in order to meet the demand for this kind of service in the community. The project is also a social enterprise.

Sheffield City Council and Burngreave New Deal for Communities have developed a 'one stop shop', which will allow existing and future residents to play an economically active part in the mixed community by identifying and delivering training that leads to jobs for local people. Burngreave Community Learning Campaign employs 18 local residents as learning assistants and has recruited over 500 adults into learning. Three community language schools in Arabic, Urdu and Somali have been established involving 214 young local people aged seven to thirteen each week along with the introduction of four community-based study support after-school clubs which cater for 179 local young people.

MCI Governance Structure

The main agents involved in leading the MCI are the City Council and Burngreave New Deal for Communities. The council is described as providing considerable political and officer support to the programme, within a context where the council has very little money available. The NDC views itself as "taking the risk, being a lost leader", in that they have created the conditions for the MCI. Under the Advancing Together banner, the NDC has worked with the East Sheffield Regeneration Team and Burngreave Renewal Team (physical development) in leading on the major renewals. This involved putting in the children's centre, the employment centre, Vestry Hall and Sorby House, accounting for seven and a half of the ten million pounds allocated. Two million pounds has been committed to improving the public realm by the NDC.

An MCI steering group is in place. This was originally established by the NDC and council to take forward the programme, and has incorporated relevant stakeholders as it has evolved. This involves identifying the priorities and issues for the area and the potential solutions. Membership includes core stakeholders from SCC Forward and Area Planning, SCC East Sheffield Regeneration Team, SCC Urban Design, local councillors, SCC Private Sector Housing, SCC Transport Planning, SCC Area Coordinator, SCC Neighbourhoods, Transform South Yorkshire, NDC, BCAF and Sheffield Homes.

There are implementation groups for the four MCI housing sites, chaired by local councillors and including all relevant local stakeholders. Groups are administered by the

council and have membership from relevant stakeholders. Resident involvement tends to vary with issues.

The MCI has sought to engage regional bodies within a context where it is very much dependent on regional funding. While there is money available for Sheffield it is tied into the regional indicators of regional bodies, which do not take account of mixed communities.

The Masterplan

LDA Urban Design were commissioned by Sheffield City Council to produce the Burngreave Fir Vale Master Plan. This involved a steering group that included council officers, a local member/ area panel chair, a representative from Transform South Yorkshire, and representatives from the three key community organisations (Burngreave New Deal for Communities, Burngreave Community Action Forum, Fir Vale Forum). Consultation took place between 2004 and 2005, and included workshops on key issues and public consultation events on the key issues. Sheffield City Council and Burngreave New Deal for Communities jointly developed the 'mixed community' prospectus for Burngreave in late 2006.

Funding

The MCI has to be situated within the context of the Neighbourhoods Business Plan which outlines a 10 year vision to be realised through the delivery of key projects that are targeted to attract £1.6 billion of mixed public and private investment. An important feature of this programme is the allocation of freedoms and flexibilities for existing funding streams. Key freedoms and flexibilities are:

- Better alignment of funding streams (i.e. HMR, Decent Homes, NRF, NDC).
- Council's/Almo's developing new homes for sale/rent.
- Delivery and funding neighbourhood centres.
- Restrictions on asylum seekers re-housed via the NASS contract with the Home Office.
- Removal of stamp duty for house sales.
- Increased flexibility on eligible service charges for Housing Benefit purposes.
- Retaining business rates for them to be invested within the Burngreave area.

Asset Management – SCC sites for disposal

Location	Ownership	Notes
Woodside	Housing + education	Includes Pye Bank School
Ellesmere	Social services	EPU site
Catherine St	Housing	Top of Somerset Rd Park Former house site on Cranworth Rd

Asset Management – Sites for acquisition to facilitate land assembly

Location	Ownership	Notes
Woodside	Private	1 public house, 1 private house, 1 vacant site of former public house

Catherine St	Private Arches HA Private	19 houses 23 flats 3 businesses
Spittle Hill	Private	C.30 businesses

The main stakeholders are presently developing a fully worked-up and costed scheme. The Mixed Community demonstration project will evaluate the successes from the planned public expenditure of approx £30.7 million investment into Burngreave over the next 4 years (2006-2010).

Masterplan - Indicative Funding & Outputs Profile

Location	Number of properties			Indicative cost		
	dem	New build	refurb	HMR £m	Other £m	Total £m
Burngreave			300	2	1	3
Spital Hill & Ellesmere	30	160	50	2	24	26
Woodside	7	330	0	10	40	50
Cath St	43	55	40	4	8	12
Sub-total	80	545	390	18	73	91

The NDC has already provided £10m to the overall housing plan and activities. This investment is made up of public and private monies. This involved putting in the children's centre, the employment centre, Vestry Hall and Sorby House, accounting for seven and a half of the ten million pounds allocated. Two million pound has been committed to improving the public realm by the NDC.

HMR money has been used to complete selected demolition as part of the Masterplan for the area as well as enhanced environmental design and facelift work on private sector housing. The facelift work completed on private homes has improved the appearance and the built environment in the area. Private sector facelifts were also supported by £190,768 from BNDfC and £1.4m from the city council's private sector housing budget.

HMR Investment into Burngreave			
	2004/2006	2006/2008	Total
HMR	£4,500,000	£1,500,000	£6,000,000

The MCI is being used as a mechanism in which to attract investment from developers, English Partnerships, Yorkshire Forward and objective one funding. In part this is because of the very limited funds for the council. The aim is to gain central government commitment that will then feed into the regional bodies. Without this funding the programme will not move forward. Other funds where bids will be made include the Northern Housing Challenge Fund.

There is a deficit in funding which means that the main stakeholders are seeking to maximise the developments that happen and the contribution to the other aspects. This

involves ensuring that developers will contribute to related aspects of the area, such as ensuring they contribute to the district shopping centre, schooling, and the public realm. Thus, “a strategy without the public investment is to chip away at the gap.” The four to five million pound short fall has to be set in the context of a one hundred and sixty million pound scheme for the supermarket and the housing. There is no other funding presently agreed, although there is the potential for a million pounds from the South Yorkshire Investment Fund but in terms of private sector investment it is all waiting to happen. The Woodside development will be a private development that has yet to be put out to the market.

The financial contribution of the council is in terms of land in their possess. They have yet to commit to relinquishing this land. Woodside was demolished by the council, but they had no money to do anything with it. This was going to take place over three and a half years, but the NDC saw that this could potentially add to the negative image of the area through antisocial behaviour and so on. The NDC put a million pounds up front to demolish the properties and to make it into a development site.

NRF money in Burngreave has been used to fund various environmental maintenance and improvement projects and also to invest in community infrastructure. NRF money is allocated to the Area Panel to spend. Further NRF investment in the area is not shown in the above table as it is channelled through other routes including children and young people’s directorate activities, family support, street scene, parks and adult learning as well as direct to voluntary and community sector organisations.

NRF Investment into Burngreave					
	2004/2005	2005/2006	2006/2007	2007/2008	Total
NRF	£199,658	£199,658	£205,390	£205,390	£810,096

Resident involvement and Consultations

There were two thousand face-to-face contacts with people through the masterplanning process. There were mixed feelings about the consultation itself:

“We’ve been consulted a lot audited to the hilt though always some people say we haven’t been consulted.”

“The council were saying that there were 2000 people consulted on the master plan approving it, but people were not all saying the master plan was great. The master plan was vast people didn’t think about what it said for the smaller streets. The idea of there being community support was rubbish.”

“We have been consulted, yes and no. There has been action plans but money not there and people see the glossy boards and think that’s what its going to be like when in reality its probably not. The last action plan there were 3 options and the council said they’d consulted 8,000, but only 56 people were for it, a lot of people said they didn’t like any of the plans or a bit of this and a bit of that.”

There is a focussed political minority within the area. Burngreave has a strong trade union base going back to the sixties and the seventies, and there is quite a significant white, working/middle class community within Burngreave who are vocal and quite entitled to have their views and opinions. These groups have been active in the opposition and questioning of the scheme.

Project groups are established for each of the development sites as these were asked for by the community. They are chaired by an elected member, and cover all issues from design through to future numbers of properties, types of properties, relocation packages etc.

There is also a resident's charter in place. This sets out the "council's intentions of how it will deal with people, what people can expect in terms of service, and what people can expect in terms of a commitment from the council to assist them in resolving any housing issues that they might have as a result of the regeneration program."

Community and voluntary groups in the area are involved in the NDC (through the Board and various thematic groups) and have representation on the implementation groups. Residents had mixed views regarding the plans. Some people were pleased with the improvements to date:

"We could not sell our homes for 5-10 thousand but suddenly with schools, environment, law and order improvements now when a house is for sale there are a queue of buyers. We have clean streets the houses are renovated, roads are better and clean, the environment is better. Hallam university did a study and 100% of people said Burngreave is better now. Vestry hall is a land mark."

Two residents felt that there were potential dangers with the plans such as the fear that they may lead to social engineering, may displace vulnerable people and make it even harder for existing residents to get on the property ladder.

"I have anxieties about the way in which it is about displacing poor people, you could only apply such plans in a poor community. It seems to be about displacing poor people into other poor places."

"Lots of people are dissatisfied with the manipulation and gentrification of Burngreave, the MCI falls into that. We were thrown into the MCI without any resident consultation. The NDC were keen to join, and we're suspicious of it."

"I'm very suspicious of displacement of local residents. There were 1000 council homes on Woodside, now only 17 homes for rent in the new plan. Very few affordable and shared equity is entirely out of reach. Most tenants have no chance of moving back."

Monitoring

The impact of the Mixed Community Project will be monitored via the existing Sheffield Neighbourhoods Information System. This involves a range of indicators including health, employment and educational attainment.

Commentary from Evaluation Team

i) Theory of Change

All elements of the core theory of change are recognisable in the Sheffield approach. There are elements of conventional urban policy, but also a recognition that this approach alone will not regenerate the area. The need to lever private sector funds is evident. There is a strong emphasis on the alignment of strategies and funding streams to focus resources on this area. There is some evidence of a 'dilution plus neighbourhood effects theory', although this is not strongly articulated. Social mixing may be an implicit goal, but it is interesting that this was also one of the risks identified in our interviews with stakeholders. The diversity and tolerance of Burngreave has been recognised as one of its strengths. There are some concerns that the demolitions and rebuilding, along with increased house prices, might disrupt family and ethnic group support networks, and push minority ethnic groups, asylum seekers and refugees into moved to less racially tolerant areas of Sheffield, while new residents may not have the time to, or want to engage with the local community.

A key feature of the Sheffield TOC is its emphasis on economic development and particularly on the retail sector: the 'retail magnet' theory that better retail facilities will make the area more attractive as a place to live; the idea that a strong retail sector will attract people and spending from outside the area and improve the area's reputation; and the idea that local jobs will be created. These theories are contested by some stakeholders, who suggest that new better-off residents might take their spending power into the city centre rather than local shops, and that the jobs generated may be predominantly low-waged.

ii) Key Research Questions

Remedies:

- Are mechanisms put in place to protect affordability?
- Can commercial investment be secured to achieve the intended improvements in the retail offer?

Change processes:

- Whether the housing market is 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.
- Does the new build housing trigger a greater uplift in house prices or demand than is already occurring?

- What is the effect of retail development on housing demand (social housing and owner occupation) and retail businesses?
- To what extent do better off residents use local facilities?

Outcomes:

- Do local people get local jobs and is there a decrease in worklessness?
- What is the impact on housing affordability in the area?
- Does the area become less ethnically diverse as it becomes more socially mixed?

iii) Proposed Evaluation Strategy

The evaluation needs to take account of the phased process of redevelopment across four sites. These are presently at different stages of development, with some sites still to have developed market briefs. There is an expectation that different sites will require alternative evaluation strategies. The more developed sites will be evaluated in terms of impact on early outcomes, such as housing demand and advanced process issues around delivery. The least developed will require an evaluation based on process issues.

Process Issues

- The relationship between ABIs, with relative funding power, and local councils, which are often financial constrained but possess organisational resources.
- Mechanisms for linking employment opportunities with the construction of mixed communities.
- Effectiveness of MCI DPs in engaging and acquiring funding from regional bodies
- The use of Developer Panels (as in this case) as a mechanism for improving housing design and quality and engaging with developers in the longer term.
- Communication of the idea of mixed communities to residents, and its effect on residents views of the regeneration. In this area, participation in the MCI is well known. Some residents are suspicious of the mixed communities label, and feel less well consulted on 'mixed communities' than on specific plans.

Bespoke evaluation strategy

Question	Approach
Developer confidence in Burngreave and funding implications	Interviews: <ul style="list-style-type: none"> • DP project director and project teams of partners • Developers Documentary evidence <ul style="list-style-type: none"> • Project updates • Planning applications and building control records

	<ul style="list-style-type: none"> • Council Cabinet and overview and scrutiny reports • Partner annual plans and reviews • Developer business plans and reports to stakeholders
Does the new build housing trigger a greater uplift in house prices or demand than is already occurring?	<p>Interviews:</p> <ul style="list-style-type: none"> • RSLs • Neighbourhood Renewal Manager • Sheffield City Council (housing) • Sheffield City Council (regeneration) <p>Data</p> <ul style="list-style-type: none"> • Mean void period (CORE) • Number of times offered since last let (CORE) • RSL lettings and voids data • House sales (land registry + local monitoring) • Numbers of bids for choice-based lettings (RSL) • RSL voids data and numbers of new lets • Neighbourhood Renewal Team register of voids
Effect of retail development on housing demand (social housing and owner occupation) and existing retail businesses	<p>Interviews:</p> <ul style="list-style-type: none"> • Neighbourhood Renewal Manager • Senior Planning Officer • Economic development agencies • NDC • RSLs • Local businesses <p>Data:</p> <ul style="list-style-type: none"> • Mean void period (CORE) • Number of times offered since last let (CORE) • RSL lettings and voids data • House sales (land registry + local monitoring) • Numbers of bids for choice-based lettings (RSL) • RSL voids data and numbers of new lets • Neighbourhood Renewal Team register of voids
Will better off residents use local facilities, especially retail developments?	<p>Interviews:</p> <ul style="list-style-type: none"> • DP project director • Sheffield City Council (regeneration) • NDC • VCS groups in the areas • Residents in the area • Businesses in the area <p>Documentary evidence</p> <ul style="list-style-type: none"> • Annual plans and reviews of partners and developers • Council Cabinet and overview and scrutiny

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